

CITY OF LOS ANGELES
INTERDEPARTMENTAL CORRESPONDENCE


Date: July 31, 2019

To: Honorable City Council

From: Gary Lee Moore, City Engineer 
Bureau of Engineering

Seleta J. Reynolds, General Manager 
Department of Transportation

Adel H. Hagekhalil, Director 
Bureau of Street Services

Enrique C. Zaldivar, Director and General Manager 
LA Sanitation and Environment

SUBJECT: SECOND ROUND OF CORRIDORS, COMPLETE STREETS (STREET RECONSTRUCTION / VISION ZERO) PROGRAM, COUNCIL FILE 17-0950 & 19-0412

RECOMMENDATION

That the Council:

1. AUTHORIZE the pre-design of new Complete Street projects, consistent with the parameters outlined in the Complete Streets Project Planning, Pre-design and Design Checklist provided in Attachment A.
2. INSTRUCT the Bureau of Engineering (Engineering) to commence with the pre-design reports for the three (3) new projects listed below:
 1. Culver Blvd. from Centinela Ave. to Slauson Ave.
 2. La Brea Ave. from Coliseum St. to Adams Blvd.
 3. Highland Ave. from Santa Monica Blvd. to Franklin Ave.
3. INSTRUCT Engineering to report back to the Council on the recommended design and construction budgets and schedules for the three projects listed in recommendation No. 2 based on the pre-design findings.
4. INSTRUCT Engineering, in coordination with Department of Transportation, Bureau of Street Services, Bureau of Sanitation and other departments as needed, to report back to the Council on the recommended prioritization based on advanced planning for the nine (9) remaining projects listed in Attachment C.
5. INSTRUCT Engineering, in coordination with Department of Transportation, Bureau of Street Services, Bureau of Sanitation and other departments as needed, to report back to the Council on a comprehensive street selection, scoping process, and project

phasing for future CSP projects informed by advanced planning for the nine (9) remaining projects (described above) as well as all other CSP projects in pre-design, design, and construction.

DISCUSSION

Summary

The Street Reconstruction/Vision Zero Program, also referred to as the Complete Streets Program (CSP), is funded in part by the newly created State SB1- Road Maintenance and Rehabilitation Account (RMRA) funds. Accordingly, local agencies, including the City of Los Angeles, quickly identified eligible projects when funding became available in Fiscal Year 2017-2018. In response, the CSP, including input from Engineering, the Department of Transportation (LADOT) and the Complete Streets Oversight Committee members, developed a scope of six (6) projects that were excellent candidates for the inaugural first year of the Complete Streets Program; recognizing that standard project development procedures, including field analysis, parking analysis, traffic analysis, pre-design, and additional community engagement would have to be performed concurrently and could ultimately result in refined scopes.

Council authorized the first six corridors of the CSP on October 13, 2017 (C.F. 17-0950). At the direction of the Mayor and City Council, scopes for these first six projects were expanded to go beyond just new pavement and safety improvements to also include sidewalk repair and green infrastructure.

Council also instructed the CSP (C.F. 19-0412) to report with recommendations for adopting a holistic project selection index to identify project locations which provide maximum opportunities for realizing multiple benefits including street reconstructing work; Vision Zero safety improvements; sidewalk repairs; and green street elements to address water quality issues and/or mitigate flooding.

The subject of this report is the identity of the second round of CSP corridors, which is distinguishable from the first round. The second round of CSP corridors will benefit from advanced-planning and pre-design phases, stable funding, and clear citywide policy objectives.

As part of the Adopted Budget for Fiscal Year 2019-2020 (C.F. 19-0600), relative to the CSP, Council adopted 12 new High-Injury Network corridors to be considered for the Complete Streets Program, based on traffic collisions resulting in killed and seriously injured (KSI) and Pavement Condition Index (PCI) data. Council also directed that funding and the development of the next Complete Street projects are subject to further policy discussions by the Transportation Committee and Public Works and Gang Reduction Committee. Also during the budget hearing proceedings, the desire to accelerate project delivery as well as institute strict cost control measures was expressed by the Budget and Finance Committee. Taking into consideration the initial Street Reconstruction and Vision Zero Program objectives to focus

reconstruction and implementation of safety countermeasures on corridors affected by the worst pavement conditions and highest incidents of traffic fatalities and severe injuries, along with Council direction and feedback, this report provides the framework for future project scope development for the Complete Streets Program, as well as the selection of the next round of streets.

Background

As outlined in the California Transportation Commission's Adoption of the 2019 Local Streets and Roads Funding Program Reporting Guidelines (Resolution G-18-38), SB-1 RMRA funds have prioritized expenditure for basic road maintenance and rehabilitation projects, and critical safety projects, per the Streets and Highways Code (SHC) Section 2030 (a). SHC Section 2030 (b) (1) provides example project types, which include safety projects, complete streets components and traffic control devices. SHC Section 2030(c)-(f) specifies additional project elements, where feasible and cost effective as deemed by cities and counties, that will be incorporated into RMRA funded projects to the extent possible. These elements include Complete Streets Elements such as project features that improve the quality of bicycle and pedestrian facilities and that improve the comfort and convenience for all users of transportation facilities, to the extent as deemed by cities and counties as beneficial, cost-effective, and practicable in the context of facility type, right-of-way, project scope, and quality of nearby facilities.

SHC Section 2030(b)(2) states that RMRA funds made available by the SB-1 program may also be used to satisfy a match requirement in order to obtain state or federal funds for projects authorized by Resolution G-18-38.

In addition to the California Transportation Commission 2019 Local Streets and Roads Funding Program Reporting Guidelines, the City of Los Angeles Complete Street Design Guide is a complement to the Mobility Plan 2035 that provides a compilation of design concepts and best practices that promote the major tenets of complete streets – universal safety and accessibility. As outlined in the guide and in California's Complete Streets Act of 2008 (AB 1358), the goal of complete streets is to ensure that the safety, accessibility, and convenience of all transportation users – pedestrians, bicyclists, transit riders, and motorists of all ages and abilities – are accommodated.

Furthermore, the streets within the public right-of-way are a part of the stormwater conveyance system to transport rainwater and minimize local flooding for protection of public health and safety. Streets are also a source of many pollutants found in stormwater, originating primarily from vehicles. Including green infrastructure elements in CSP projects will help the City comply with the Municipal Separate Storm Sewer System (MS4) Permit requirements to improve local water quality by providing capture, storage, and local use of urban and stormwater runoff. Stormwater capture in the public right-of-way, such as green streets, represents an important component of the compliance strategies outlined by the MS4 Permit Watershed Management Plans. By incorporating green stormwater infrastructure elements, it will assist the City in

meeting fast-approaching MS4 compliance deadlines, address water quality priorities, and augment water supply.

The California Transportation Commission 2019 Local Streets and Roads Funding Program Reporting Guidelines along with City's Complete Street Design Guide and feedback from stakeholders have laid the foundation for the recommendations herein.

Program Objectives

The overarching goal of the CSP is to improve the conditions of our City streets while promoting the safety, accessibility, and convenience of all transportation users, including those who walk, roll, bike, and drive on our streets. CSP projects must, at a minimum, achieve good pavement condition, incorporate safety improvements based on a Road Safety Assessment¹, repair severely damaged sidewalks and, where applicable, construct green infrastructure elements. Base Complete Street project scope elements identified in Attachment A - Table A will be prioritized for implementation using programmed funding for this program.

Recognizing that Street Reconstruction is a major capital effort both in terms of resources and impacts to the community, it also presents a significant opportunity to leverage resources to cost-effectively address other much needed infrastructure elements. Therefore, CSP advanced-planning and pre-design project phases will identify elements consistent with individual corridors' Mobility Plan 2035 Network Concept designations of Neighborhood Enhanced Network, Bicycle Enhanced Network, Transit Enhanced Network, and Vehicle Enhanced Network and the corresponding features included in the Complete Streets Design Guide. Implementation of Supplemental Complete Streets project scope elements as identified in Attachment A –Table B can occur at the same time as Base Complete Street project scope elements if additional funding sources are identified or can occur as part of subsequent project phases needed to achieve regional network connectivity. Additional funding sources could include, but are not limited to, existing citywide program resources, improvements related to right-of-way permit approvals, and grant funding. Through an integrated planning process that encompasses these various guiding documents, the program will focus on effectively utilizing existing workforces and resources while laying a foundation for the future.

Program Approach & Process

As the CSP moves on to its next set of streets, a formal planning and pre-design phase prior to design and construction will allow for a comprehensive and holistic approach between the various public and private entities that operate in the public right of way and provide for a more robust community engagement. The program will evaluate multi-modal accessibility, green street infrastructure, multi-modal travel demands and connectivity, supplementary funding sources and grant opportunities, integration with the City's Urban Forest Master Plan and other Complete Street strategies in reference to the City of Los Angeles Complete Street Design Guide and the designated networks for mobility enhancements. Through multiple workshops

¹ Road Safety Assessment is distinguishable from a formal Road Safety Audit as prescribed by FHWA guidelines. The Road Safety Assessment format to be used for the CSP pre-designs will follow LADOT standard practices and procedures.

amongst the program partners and Complete Streets Oversight Committee, a checklist of project elements has been prepared to be considered when scoping a Complete Streets project and is presented in Attachment A.

Next Streets Pre-Design

Of the 12 projects identified for the next round within the CSP, three corridors are being recommended for pre-design: (1) Culver Blvd., (2) La Brea Blvd., and (3) Highland Ave. The limits, lengths and Council Districts for these corridors are provided in Attachment B. In collaboration with the program partners and the Complete Streets Oversight Committee, these three corridors are being recommended to move forward with pre-design based on the project readiness factors presented below.

First, the proposed Vision Zero safety treatments for these locations include well-recognized traffic control device tools such as striping, left turn phasing and curb extensions and will not result in major changes to the road configuration. Therefore, it is anticipated that there will be strong public support for these projects, streamlining the community education and engagement process as well as the pre-design process. Secondly, LADOT has already assessed and identified traffic safety countermeasures and geometric parameters for these three streets, thereby increasing their readiness for pre-design. Thirdly, the Bureau of Street Services (BSS) crews currently appropriated for this program will be completing construction on the current program projects by early 2020. Being able to move through pre-design will allow the flexibility to provide a steady work stream of projects for BSS' workforce, contingent upon future authorizations to proceed with design and construction.

Next Streets Advanced Planning

The remaining nine corridors identified for the next round within the CSP are being recommended for advanced-planning. The limits, lengths and Council Districts for these corridors are provided in Attachment C. To facilitate the ranking and prioritization of these projects for future pre-design, staff will perform advanced-planning to identify coordination opportunities such as planned major utility projects, on-going maintenance work and other projects that may leverage the CSP projects for grant opportunities through connectivity and/or multidisciplinary complete use of public spaces across multiple projects.

FISCAL IMPACT STATEMENT

Included in the FY 18-19 Adopted Budget, SB-1 State Highway Maintenance and Rehabilitation Funding has been appropriated for Street Reconstruction/Vision Zero project designs, a portion of which will be used to initiate pre-design of Culver Blvd., La Brea Ave. and Highland Ave.

If you have any questions, please feel free to contact Deputy City Engineer Julie Sauter of Engineering at (213) 847-2230, Assistant Director Keith Mozee of BSS at (213) 847-3333,

Assistant General Manager Daniel Mitchell of LADOT at (213) 972-8432, or Acting Assistant General Manager Shahram Kharaghani of LASAN at (213) 485-2210.

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Attachments

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ATTACHMENT A

Complete Streets Project Planning, Pre-design and Design Checklist

The overarching goal of a Complete Street Program (CSP) is to improve the conditions of our City streets while promoting the safety, accessibility, and convenience of all transportation users, including those who walk, roll, bike, and drive on our streets. CSP projects must, at a minimum, achieve good pavement condition, incorporate safety improvements based on a LADOT Road Safety Assessment, repair severely damaged sidewalk and, where applicable, and when maintenance commitments have been secured, construct green infrastructure elements.

The table below defines eligible base scope elements for CSP projects:

TABLE A – BASE COMPLETE STREETS SCOPE ELEMENTS

| Category | CSP Proposed Scope |
|-------------------------------------|---|
| Street Reconstruction / Resurfacing | All work required to bring the street into good condition <ul style="list-style-type: none"> ● Resurfacing ● Reconstruction ● Slurry seal coating ● Broken curb and gutter ● Concrete bus pads that are missing ● ADA crosswalk review ● ADA curb ramp review ● Utility relocations associated with ramp improvements ● Mitigation of known localized drainage issues |
| Vision Zero Safety Improvements | Require LADOT Road Safety Assessment for scope development Prioritize Complete Streets scope elements with direct safety benefits: <ul style="list-style-type: none"> ● Striping and Signage ● New traffic signals and flashing beacons ● Signal modifications ● Left turn phasing ● Curb extensions ● Pedestrian islands ● Protected bike lanes on Bicycle Enhanced Network designated streets ● Bus Boarding Islands on Transit Enhanced Network designated streets and/or associated with protected bike lanes ● Utility relocations associated with safety improvements |

| | |
|-----------------------------------|---|
| Sidewalk Repair | Repair <u>severely</u> damaged sidewalks (as defined in the Sidewalk Program) <ul style="list-style-type: none"> • Repair areas of severe uplift • Tree Removal and replacement associated with Sidewalk repair • Eliminate tripping hazards with cutting/grinding, where feasible • ADA curb ramp reconstruction associated with sidewalk work and safety improvements |
| Green Infrastructure Installation | Including but not limited to the following items located in areas eligible for Measure W (e.g. high priority areas for stormwater quality compliance, infiltration, and groundwater recharge): <ul style="list-style-type: none"> • Bioswales or Rain Gardens where conditions are favorable • Drywells where conditions are favorable • Permeable or Porous Pavement where conditions are favorable |
| | Include new trees and tree wells where practicable based on spacing standards in Urban Forest Master Plan, applicable streetscape plans, and/or Complete Streets Design Guide. <ul style="list-style-type: none"> • Required replacement will be accommodated on the corridor, to the extent practicable • New tree establishment and ongoing maintenance to be included in regular Urban Forestry Program budget |

Secondary scope elements include additional street design features that are in line with the City’s adopted plans and policies, however, may require additional evaluation, planning and engagement, and funding may not be supported by current CSP resources. Therefore, staff is recommending that the Secondary Scope Elements included, but not limited to, items listed in the table below, will not advance beyond the pre-design phase unless supplemental funding (e.g., grants) or City program resources (e.g., street furniture contract) are identified and appropriated for their specific inclusion prior to start of the project’s design phase. Staff recommends considering these Secondary Scope Elements during pre-design to ensure the initial CSP base scope implementation does not preclude more comprehensive future street improvements.

TABLE B – SECONDARY COMPLETE STREETS SCOPE ELEMENTS

| Mobility Elements | |
|-----------------------------|---|
| Transit Street Improvements | <ul style="list-style-type: none"> • Bus Boarding Islands not on Transit Enhanced Network designated streets and/or associated with protected bike lanes • Transit priority signal upgrades |
| Bus Pads / Landings | Relocated Bus Stops or landing upgrades |
| Transit Shelters | Transit Shelters at Bus Stops, new or missing |
| Security Lighting | Security Lighting at Bus Stops, new or missing |

| Sidewalk Elements | |
|--|---|
| Reconstruction of sidewalks at bus stops | Remove and reconstruct areas of sidewalk at bus landings |
| Reconstruction of existing curb ramps | Remove and reconstruct, or remodel, intersection-corners not adjacent to proposed street improvements |

| Aesthetic Treatments | |
|-----------------------------|--|
| Aesthetic Treatments | Design of street beautification opportunities such as concrete surface texture or patterns, concrete color or aggregate additives, pavement artwork at crosswalks, dry-well cover beautification, pedestrian way-finding signage, place-based signage, traffic control box beautification, bike racks and public furniture |

ATTACHMENT B

Complete Streets Pre-design Project List

| No. | Project Location | Limits | Center-Line Miles | Lane Miles | Council District |
|-----|------------------|-------------------------------------|-------------------|------------|------------------|
| 1. | Culver Blvd. | Centinela Ave. to Slauson Ave. | 0.6 | 3.1 | 11 |
| 2. | La Brea Ave. | Coliseum St. to Adams Blvd. | 1.1 | 7.7 | 10 |
| 3. | Highland Ave. | Santa Monica Blvd. to Franklin Ave. | 0.9 | 6.3 | 4, 13 |

ATTACHMENT C

Complete Streets Advance Planning Project List
 (in alphabetical order)

| No. | Project Location | Limits | Center-Line Miles | Lane Miles | Council District |
|------------|-------------------------|------------------------------------|--------------------------|-------------------|-------------------------|
| 1. | Beverly Blvd. | Normandie Pl. to Westmoreland Ave. | 0.8 | 4.8 | 10, 13 |
| 2. | La Cienega Blvd. | Guthrie Ave. to Whitworth Dr. | 1.2 | 8.4 | 5, 10 |
| 3. | Lankershim Blvd. | Califa St. to Victory Blvd. | 0.7 | 4.9 | 2 |
| 4. | Manchester Ave. | Vermont Ave. to McKinley Pl. | 1.9 | 11.7 | 8, 9 |
| 5. | Normandie Ave. | Beverly Blvd. to Melrose Ave. | 0.5 | 2.0 | 13 |
| 6. | Pacific Ave. | Rose Ave. to N. Venice Blvd. | 0.9 | 3.8 | 11 |
| 7. | Van Nuys Blvd. | Beachy Ave. to Vesper Ave. | 0.6 | 4.9 | 6 |
| 8. | Vermont Ave. | 7th St. to Beverly Blvd. | 1.1 | 7.7 | 10, 13 |
| 9. | Victory Blvd. | Fulton Ave. to Whitsett Ave. | 1 | 7.0 | 2 |