



CITY OF LOS ANGELES
INTER-DEPARTMENTAL MEMORANDUM

Date: January 10, 2024

To: The Honorable City Council
c/o City Clerk, Room 395
Attention: Honorable Heather Hutt, Chair, Transportation Committee

From: Laura Rubio-Cornejo, General Manager 
Department of Transportation

Keith Mozee, General Manager and Executive Director 
City of Los Angeles Bureau of Street Services (StreetsLA)

Subject: **Mobility Plan 2035 Implementation and City Mobility Plan Street Improvement Measures**

SUMMARY

As directed by the Los Angeles City Council (Council) in Council File (CF) [15-0719-S26](#), this report describes existing working groups between the Los Angeles Department of Transportation (LADOT) and the Department of Public Works (DPW), identifies challenges to effective coordination, and makes recommendations to improve the outcomes of these groups to provide better project delivery and City services.

RECOMMENDATION

That the City Council:

1. DIRECT LADOT and DPW, with the support of the Office of the City Administrative Officer (CAO), to provide an annual report on the Interdepartmental Memorandum of Understanding (Interdepartmental MOU) Oversight Committee, including an overview of signed project agreements;
2. DIRECT LADOT and the Bureau of Street Services (BSS) to provide an update on Bicycle Lane Acceleration Safety Team (BLAST) projects to be completed by the end of FY 2023-2024;
3. DIRECT LADOT and BSS to report in 90 days with recommended BLAST program guidelines for a set-aside of the Pavement Preservation Program (PPP) in future fiscal years to deliver active transportation projects on Bicycle Enhanced Network (BEN) and Bike Lane Network (BLN) streets with a Pavement Condition Index (PCI) score below 80 that prioritizes low-income communities as identified through the City's Community Health and Equity Index, delivers multimodal transportation infrastructure identified in the City's Mobility Plan 2035 (MP2035), and ensures the City of Los Angeles (City) maintains a state of good repair.

BACKGROUND

The City of Los Angeles (City) adopted the Mobility Plan 2035 (MP2035) in 2016. MP2035 is the City's policy blueprint to deliver a transportation system that balances the needs of all road users. It provides guidance to LADOT, as the City's transportation planning department, to equitably allocate resources for future mobility improvements. MP2035 prioritizes those resources for pedestrian, transit, bicycle, goods movement, and vehicle investments on specified networks in order to safely and efficiently connect Angelenos to major destinations. Within MP2035 the bicycle network is described as three tiers. Tier 1 Bicycle Enhanced Network (BEN) includes streets envisioned to include protected bicycle facilities with delineation and separation from vehicular travel lanes, also referred to as Class IV facilities. Tier 2 and Tier 3 Bicycle Lane Network (BLN) includes standard striped bicycles lanes, also referred to as Class II facilities. The Mobility Plan classified Tier 3 BLN as less likely to be implemented by 2025. Based on this guidance, LADOT conducts additional design, engineering, and community engagement to finalize projects and identify funding.

In early 2022, a coalition of safe streets advocacy organizations began collecting signatures for the Healthy Streets LA ballot measure. This ballot measure would require the City to install MP2035 street improvements any time it resurfaces a one-eighth mile section of City-owned right of way. It would further require the City to deploy an open data portal to monitor MP2035 implementation, and allow private right-to-action for any City resident to compel compliance. The ballot measure was certified in Summer 2022.

In June 2022, Council requested the City Attorney to prepare and present a Mobility Plan Implementation Ordinance, and directed the Chief Legislative Analyst (CLA), in consultation with the City Administrative Officer (CAO) and relevant departments, to report on the delivery of projects and services outlined in MP2035. This report included the status of MP2035 project implementation to date, the status of current capital planning, an evaluation of existing coordination between the LADOT and DPW, and recommended MP2035 implementation strategies.

In December 2022, Council directed LADOT and the Department of Public Works (DPW), with assistance from the CAO, to report on the work being done by the existing working groups outlined in the CLA report, and make recommendations to improve coordination amongst City Departments and agencies with regard to the delivery of projects and services, including:

- Potential development of shared performance metrics
- Prioritization of installation and infrastructure maintenance based on relevant data
- Improved utilization of City forces
- Coordination of resurfacing projects with other public works programs

DISCUSSION

LADOT and the DPW currently coordinate in numerous ways, as outlined in [Attachment 5 to the report](#) from the Chief Legislative Analyst (CF [15-0719-S26](#)). Current coordination groups include:

- Streets Working Group
- Street and Transportation Project Oversight Committee

- Complete Streets Executive Steering Committee
- Sidewalk Repair Program Executive Steering Committee
- Interdepartmental Memorandum of Understanding Oversight Committee
- Bus Speed and Reliability Working Group
- Street Renewal Management Group
- Bike Lane Acceleration and Safety Team

Each of these programs or coordination efforts has either developed, or has potential to develop shared performance metrics, prioritize installation and infrastructure maintenance based on relevant data, and improve utilization of City forces.

Existing Coordination Efforts

Streets Working Group

The Streets Working Group is an interdepartmental staff level working group, including the Department of City Planning (DCP), LADOT, and the DPW Bureaus of Engineering (BOE) and Street Services (BSS). The Streets Working Group meets monthly to review projects and programs to ensure they implement the policy objectives and performance metrics of the Mobility Plan 2035. Issues that require resolution at the Bureau Director-level or above are referred to the Street Standards Committee, composed of the General Managers of LADOT, DCP, and BOE, as codified in the Los Angeles Municipal Code Section 17.05. The Streets Working Group was formed after the adoption of the Mobility Plan to provide a forum to collaborate and advance recommendations to the decision making body on how to achieve the goals of the Mobility Plan 2035 in project review and program development.

Streets and Transportation Projects Oversight Committee (STPOC)

The STPOC was established by the Council and Mayor during the adoption of the 2011-12 City budget to ensure that streets and transportation projects are delivered in a timely manner, unify management and provide accountability to departments involved in delivering street and transportation projects, and develop solutions for issues that delay the delivery of projects (CF 11-1701). The STPOC meets on a quarterly basis and is chaired by the CAO and focuses on expediting the completion of street and transportation construction projects managed by the Bureau of Street Lighting (BSL), BOE, BSS, and LADOT. In the first quarter of each fiscal year, LADOT and DPW provide an overview of all projects, with construction timelines and funding sources, to the STPOC. The STPOC uses this information to track and monitor progress of all projects.

Sidewalk Repair Program Executive Steering Committee

The Mayor and Council approved a settlement agreement relative to a class action lawsuit in 2014-15. Court approval of the Settlement Agreement was finalized in Spring 2017. BOE is the lead agency for coordinating the expedited design and construction of these projects. BOE leads an oversight

committee that meets monthly and includes executive-level representation from BSS, the CLA, CAO, and Council committee chairs' offices.

Complete Streets Executive Steering Committee

The Complete Streets Program was established to deliver street reconstruction projects first funded in FY 2018, after the passage of SB1 and Measure M. The program was originally intended to incorporate Vision Zero safety treatments into street reconstruction projects, but later expanded to include sidewalk repair, sustainability elements, and mobility improvements consistent with MP2035. BOE leads an oversight committee that meets monthly and includes executive-level representation from LADOT, the Bureau of Sanitation, BSS, BSL, the CLA, CAO, and Council committee chairs' offices. The program is currently focused on completing construction of the Reseda Boulevard and Avalon Boulevard projects, and design and construction of the La Brea Avenue project, which was recently funded through a federal Infrastructure Investment and Jobs Act Safe Streets and Roads for All grant. The City submitted a federal funding application for the remaining unfunded Highland Avenue and Culver Boulevard projects and is awaiting results. The Complete Streets Program was sunset in the FY23-24 budget, and the committee will no longer be needed once these projects are complete.

Interdepartmental Memorandum of Understanding (Interdepartmental MOU) Oversight Committee

The Interdepartmental MOU Oversight Committee was established in January 2022 to improve interdepartmental coordination for projects in the public right-of-way. Lead departments include LADOT, BOE, BSS, and BSL. Department and Bureau staff meet quarterly with designated MOU leads from the Mayor's Office, the City Administrative Office, and the Board of Public Works members to report on projects in the public right-of-way that are at various stages of development. Project managers who lead projects in conceptual stages fill out a project checklist form to seek opportunities for multi-benefit projects and to reduce potential conflicts with other efforts within the vicinity. Project managers who lead projects in design stages fill out a project agreement form to identify roles and responsibilities for each department involved in the design, delivery, and maintenance of the project. All lead departments also provide project information to BOE to inform a shared project database to improve internal coordination during all phases of project development. This effort formalizes a cooperation structure, increases coordination, improves efficiencies, ensures more consistent and holistic implementation in the public right-of-way, and creates opportunities for multi-benefit projects.

Bus Speed and Reliability Working Group

In 2019, Council directed LADOT to convene a monthly NextGen Bus Working Group (Working Group) with LA Metro (Metro) and provide quarterly updates. The working group is responsible for developing a list of priority bus-supportive infrastructure projects to support Metro's NextGen bus service plan, with an emphasis on near-term improvements that can be implemented concurrently with each phase of NextGen. The working group established a regular meeting schedule to identify and prioritize corridors for infrastructure improvements, develop project scopes, and determine outreach strategies. Working

group coordination and decision making is governed by agreed upon processes, and LADOT will continue to provide updates on the coordination to the Council. BSS began participating in regular working group meetings in 2022 to align street pavement resurfacing with bus speed and reliability projects.

To date, the working group has implemented 39 lane miles of dedicated bus lanes, construction is underway or anticipated on an additional 11 lane miles, and 14 more are planned by the end of 2024. The working group looks for opportunities to implement other MP2035 goals, including projects that provide pedestrian and active transportation improvements alongside bus speed and reliability facilities. In 2022, the working group expanded to include BSS in order to better coordinate resurfacing opportunities with these projects. This working group is successfully delivering the goals of NextGen, the Green New Deal, and MP2035 and provides regular updates to Council in CF 19-0885.

Street Renewal Management Group

As directed by the Mayor and Council, BSS is responsible for maintaining, preserving, protecting, and resurfacing the City's road network of approximately 23,000 lane miles of residential and arterial streets. Over the last five years, 60% of the City's road network has been in good repair. Generally, the approach to pavement preservation incorporates two strategies to help keep the City's good streets in a state of good repair:

1. The most economical selection of streets and rehabilitation method used; and,
2. The prevention or slowing of the deterioration of streets.

By City ordinance, LADOT is responsible for street design and striping on the approximately 23,000 lane miles of residential and arterial streets in the City. Each time a street is resurfaced, LADOT produces a geometric design to update striping and signage to current standards, and implements the striping design in thermoplastic. To ensure safety for all road users, LADOT aims to implement new striping designs within 10 days of resurfacing.

BSS leads a monthly meeting with staff from BOE, LADOT, the General Services Department, and representatives from various Council Offices, to oversee the implementation of pavement preservation activities and to monitor progress toward annual pavement condition goals. Each month, staff reports on program status, bike lane data, roadway striping, equipment availability and purchases, program testing, survey monument preservation, and job classification status.

Bike Lane Acceleration and Safety Team (BLAST) Program

BSS is responsible for the City's Pavement Preservation Program (PPP) and resurfacing priorities, which are primarily based on a street's health and Pavement Condition Index (PCI) score. BSS plans its resurfacing schedule approximately five years in advance, makes a "look ahead" available for all stakeholders to view via an interactive map on the BSS website, and creates an annual resurfacing schedule at the beginning of each fiscal year.

LADOT is responsible for transportation planning and street design, including planning, design, community engagement, and implementation of the City's MP2035 networks to deliver a safe, equitable active transportation network. LADOT reported with an active transportation implementation plan including planned and funded projects, as well as future projects that would require additional planning, design, and community engagement in CF 20-0187.

In February 2018, City Council instructed LADOT to obtain BSS certification that a street is in "a state of good repair" prior to the implementation of new bicycle facilities (CF 17-1142-S1). Implementing bike facilities on quality pavement streets requires additional coordination between LADOT and BSS to align active transportation project implementation schedules with street resurfacing. Historically, maintaining and resurfacing streets (chosen based on a street's physical need, and led by BSS) and striping bicycle lanes (chosen based on connectivity, equity, and safety factors and led by LADOT) have been treated as separate priorities. Implementing MP2035 and establishing a safe, connected bicycle network across the City is a goal that should and must be achieved, but must be done so as to not impact the City's overall PCI.

Street resurfacing has community impacts during the time of construction, and requires construction notices at least 72 hours ahead of the resurfacing schedule. Depending on the scope of work of the resurfacing project, construction typically occurs over a period of two to 30 days, with two days representing weekend work and average projects lasting two to three weeks. An active transportation project has many additional variables that determine the project timeline. Depending on the type of bicycle facility and the existing roadway geometry, these projects may reallocate space currently used for driving or parking and significantly change how the street operates. LADOT follows community engagement guidelines that base outreach requirements on the level of change required to implement a project. While more straightforward projects can be implemented quickly, the design, engagement, and implementation for more complex projects with more significant changes to how the street is used can take several months.

These vastly different implementation timelines can make it difficult to coordinate project delivery. Despite holding regular coordination meetings, and efforts to align schedules, any unexpected design challenges or additional outreach on LADOT mobility projects can impact BSS' resurfacing schedule; similarly, circumstances that necessitate adjustments to BSS' resurfacing schedule will inevitably impact LADOT's work plan.

In fall 2022, the City launched the Bike Lane Acceleration and Safety Team (BLAST) program to align street resurfacing and active transportation project timelines in an effort to improve coordination and deliver more bicycle facilities in Los Angeles. The goal of the BLAST program is to create a more connected, comprehensive bike lane network through coordinated planning, design, engagement, and construction. The program is focused on delivering active transportation projects on BEN and BLN streets identified in MP2035.

In the first year of the BLAST program, LADOT identified BEN and BLN streets to be resurfaced on a timeline that accounts for the necessary design and engagement. To date, LADOT and BSS have delivered five projects through the BLAST program. There are 17 remaining projects from the initial BLAST list. Two projects are on hold waiting for engineering designs, and the remaining projects are awaiting construction clearances or coordination with other agencies.

Recommendations

The Streets Working Group, STPOC, Sidewalk Repair Program Executive Steering Committee, and Bus Speed and Reliability Working Group are meeting their stated objectives, and will continue to coordinate to deliver projects that align with their respective City goals. The Complete Streets Executive Steering Committee will also continue to coordinate on remaining projects until they are constructed, but will not continue beyond their funding timeline.

The Interdepartmental Memorandum of Understanding Oversight Committee is closing out its first year and has improved project coordination between LADOT and DPW to deliver projects in the public right of way. The Committee has successfully developed a project checklist that is used by all project managers who develop projects in the public right of way and a project agreement form to get concurrence that partner agencies are prepared to support interdepartmental projects in certain future phases. The Interdepartmental MOU committee meets quarterly to overview high priority projects by each lead department who participates in the Committee, in order to ensure early and frequent coordination in project planning phases. A first year evaluation and progress report to Council will help to highlight challenges and opportunities and identify any next steps. Annual reporting will provide Council updates on project delivery and coordination efforts over time.

While the pilot year of the Bike Lane Acceleration and Safety Team (BLAST) program improved coordination between street resurfacing and active transportation project delivery, LADOT and BSS identified several challenges that limit the success of the program. Clearer program guidelines are needed to manage incompatible project timelines, and different goals and metrics for success.

According to the CAO report provided in CF 23-0600-S54, the City has completed 22 miles of the MP2035 BEN Tier 1 corridors, and 284 miles of the Tier 2 and 3 BLN corridors. This report outlines that of the remaining BEN and BLN streets to be implemented, approximately 233 miles are currently in a state of good repair. The remaining 381 miles of BEN and BLN streets with a PCI below 80 will require coordinated street design, community engagement, and evaluation for potential repair. By focusing the BLAST program on these BEN and BLN streets with a PCI score below the state of good repair certification required to install bike facilities, BSS and LADOT could more efficiently deliver coordinated active transportation projects while preserving and improving pavement quality Citywide.

Once LADOT, in coordination with BSS, identifies BLAST corridors based on PCI and MP2035 designation, projects can be prioritized to make critical network connections and serve low-income communities with fewer mobility options, to meet the City's mobility and equity goals. Clear BLAST program

guidelines, including an overall timeline to deliver BLAST projects, will enable BSS and LADOT to better coordinate and incorporate their respective requirements including utility holds and other barriers to timely resurfacing, advanced planning, geometric design, and robust community engagement.

BLAST program guidelines that incorporate both pavement preservation and mobility goals, and account for resource challenges and scheduling requirements for both BSS and LADOT, will support improved coordination on the remaining 381 miles of BEN and BLN streets without inadvertently undermining differing metrics for success. A dedicated program that delivers coordinated resurfacing on BEN and BLN streets with a PCI below the necessary state of good repair will also allow BSS and LADOT to focus remaining capacity on delivering their separate programs driven by independent goals.

To date, the BLAST program has relied on existing staff resources and funding, and does not have a dedicated working group to ensure ongoing coordination. While program guidelines will create opportunities for increased coordination, additional funding and resources may be required to deliver MP2035 projects while simultaneously maintaining and improving the City's overall pavement condition.

FISCAL IMPACT.

There is no impact to the City's General Fund.

LC:DM

KM:SL