



CITY COUNCIL STAFF REPORT

TO: City Council

DATE: May 12, 2025

DEPARTMENT: Public Works Department

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AGENDA TITLE: Discussion of 2025 Pavement Preservation Project and Street Maintenance Strategy

BACKGROUND

As part of our long-term strategy to maintain and improve the City's street network, the Public Works Department follows recommendations outlined in the City's Pavement Management Program (PMP). One of the key aspects of this approach is the prioritization of preventive maintenance treatments, such as slurry seal and microsurfacing, on streets that are currently in good condition. Understandably, this approach may appear counterintuitive when there are other streets in visibly worse condition. However, there are important reasons for this strategy, rooted in asset management principles and cost-effective use of public funds.

Preserving Good Pavement Is the Most Cost-Effective Strategy

Pavement is a depreciating asset—once constructed, it begins to deteriorate. A key principle of pavement management is that **it is significantly less expensive to keep good streets in good condition than to restore failed ones.**

For example:

- Applying slurry seal to a street in good condition might cost **\$5–\$6.50 per square yard.**
- In contrast, full rehabilitation or reconstruction of a failed street can cost **\$114–\$145 per square yard, 18 - 29 times more expensive.**

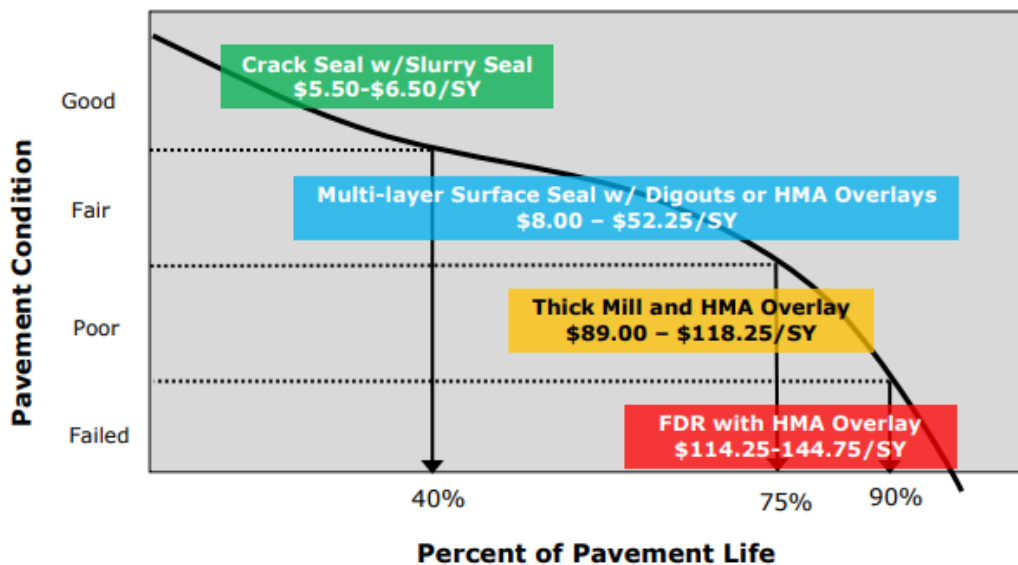


Figure 5. Costs of Maintaining Pavements Over Time

Figure Above from the Fort Bragg Pavement Management Program Update 2021

By spending a relatively small amount today to preserve streets that are still in good condition, we **avoid large costs tomorrow**. When we delay maintenance, good streets can fall into fair or poor condition, and the cost to bring them back rises exponentially. This strategy extends pavement life and maximizes the return on the City's initial investment.

Asset Management Approach to Pavement

The PMP treats pavement as a long-term capital asset. Streets are evaluated using a Pavement Condition Index (PCI) on a 0–100 scale. The PMP gives us a data-driven approach to determine which streets receive which type of treatment and when. It allows us to:

- Prioritize treatments that **deliver the highest network-wide PCI improvement per dollar spent**.
- **Stabilize overall network condition** to prevent accelerated decline.
- Avoid the “worst first” trap, which drains budgets on expensive reconstruction while more cost-effective preservation work is neglected.

A balanced PMP typically includes:

- **Preservation treatments** for streets rated PCI 70 and above
- **Minor rehabilitation** for streets rated PCI 50–70
- **Reconstruction** for streets rated PCI below 50

Focusing only on failed roads quickly becomes financially unsustainable. PMP helps us plan for both today's needs and tomorrow's costs.

Strategic Project Delivery: Bundling “Like Work”

Another important cost-saving strategy is **grouping similar types of pavement work into separate, focused projects**. This improves both cost efficiency and contractor performance.

Examples include:

- A **slurry seal project** covering only streets requiring surface treatment
- A **mill-and-overlay project** focused on streets needing structural restoration

Benefits of bundling include:

- **Lower unit costs** due to larger bid quantities and streamlined contractor mobilization
- **Better quality control** by using contractors with specific expertise in the treatment type
- **Fewer staging delays** and more predictable project timelines

When we combine “like work” across neighborhoods or street segments, we **gain economy of scale** and reduce the burden on staff and the public.

2025 Pavement Preservation Project: Long-Term Planning in Action

The upcoming **2025 Pavement Preservation Project** is a prime example of applying these pavement management strategies in a real, long-term capital planning context. This project was **developed 2.5 years in advance of its anticipated construction year**, aligning with the funding cycle of the Local Partnership Program (LPP). Below is a list of key milestones in the projects timeline:

- **October 24, 2022** – [City Council adopted Resolution 4617](#), programming the 2025 street locations.
- **November 14, 2022** – Project submitted to the California Transportation Commission (CTC) for programming.
- **February 26, 2024** – City Council approved the Scope of Work for the [2025 Streets Rehabilitation Project Design](#), including a table showing the list of selected streets.
- **April 19, 2024** – Timely Use of Funds Extension request submitted to CTC to allow flexibility in award timing.
- **April 22, 2024** – [City Council awards Design contract](#) to Lumos & Associates.
- **June 13, 2024** – [Public Works and Facilities Committee](#) approved revised street list for final design.
- **February 2025** – Bid packet finalized.

- **March 17, 2025** – Bid packet submitted to CTC for May 16, 2025, Fund Allocation vote.
- **May 19, 2025** - Bid Packet Release for solicitation.

The project has been carefully timed to meet state funding requirements, which include strict allocation and expenditure deadlines. It cannot be solicited for construction until allocation is granted, and any changes to scope or timing must be managed carefully to maintain eligibility and avoid loss of funding.

RECOMMENDATION

The 2025 Pavement Preservation Project illustrates the importance of **staying the course with long-range, data-driven pavement management planning**. The PMP not only helps us preserve more streets at a lower cost, but also positions the City to **secure and effectively utilize state and regional funds** by aligning with multi-year programming cycles.

Diverting from this plan at the final hour—especially by shifting priorities to focus solely on failed streets—would risk undermining years of planning, forfeiting cost-saving strategies, and potentially jeopardizing funding. We urge the Council to continue supporting this proactive and sustainable approach that reflects industry best practices and responsible public stewardship.