



THE CITY OF SAN DIEGO

OFFICE OF THE INDEPENDENT BUDGET ANALYST REPORT

Date Issued: October 3, 2023

IBA Report Number: 23-23REV

Council Meeting Date: October 16/17, 2023

Item Number: TBD

Proposed Response to Grand Jury Report “When Will My Street Be Paved? City of San Diego’s Street Paving Challenges”

On June 8, 2023 the San Diego County Grand Jury filed a report titled “When Will My Street Be Paved? City of San Diego’s Street Paving Challenges.” This report focuses on the City’s efforts on street repaving, including the growing funding gap between available resources and anticipated street maintenance needs, as well as perceived shortfalls in the City’s website that contains street repaving data.

The Grand Jury report includes three findings and seven recommendations, all of which are directed to both the Mayor and the City Council. The proposed joint Mayoral and Council response – Attachment 1 – covers these findings and recommendations.

Per the Grand Jury report, the Mayor and City Council are required to provide comments to the Presiding Judge of the San Diego Superior Court on the applicable findings and recommendations within 90 days. However, the Council President’s Office requested and received an extension for the response to November 21, 2023.

In responding to each Grand Jury finding, the City is required to either (1) agree with the finding or (2) disagree wholly or partially with the finding. Responses to Grand Jury recommendations must indicate that the recommendation (1) has been implemented; (2) has not yet been implemented but will be implemented in the future; (3) requires further analysis; or (4) will not be implemented because it is not warranted or is not reasonable. Explanations for responses are requested when applicable.

For this Grand Jury report various departments assisted the IBA in the development of this proposed response, including Transportation, Compliance, Finance, and Performance and Analytics, as well as the City Attorney’s Office and the Mayor’s Office. The original proposed

OFFICE OF THE INDEPENDENT BUDGET ANALYST

202 C STREET MS 3A SAN DIEGO, CA 92101

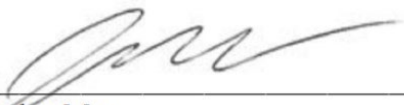
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joint response (IBA Report 23-23) was heard by the Active Transportation and Infrastructure Committee on September 13, 2023. The Committee moved to recommend approval of the proposed response to the full City Council with the following amendments:


1. In response to Finding 01: Add additional information about the cost escalations of street paving through the pandemic.
2. In response to Recommendation 23-106: Modify this section to include a commitment for the Council to consider an Ordinance or Policy that requires funding of an updated Street Condition Assessment every four years. This should be an Ordinance or Policy that can be waived by the Council should budgetary circumstances warrant, however, it would require a proactive waiver of the funding, should a future Council choose to defer funding for an upcoming street condition assessment. Additionally, request that the Independent Budget Analyst's Office work with the City Attorney's Office to develop this potential ordinance or policy and bring it back to the Active Transportation & Infrastructure Committee for consideration.

These amendments have been incorporated into this revised report in Attachment 1, with Attachment 2 being the "redline" version showing the changes from the previous response.

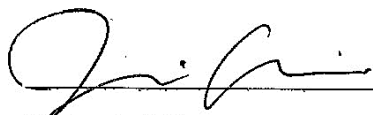
It should be noted that, while this is a joint Mayoral and Council proposed response, the Council may choose to amend or change this response. If the final response that the Council approves is agreeable to the Mayor, then the joint City response will be sent to the Presiding Judge. Otherwise, the Council and Mayor will send separate responses.




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Principal Fiscal and Policy Analyst



Lisa Byrne
Principal Fiscal and Policy Analyst



Jillian Andolina
Deputy Director



APPROVED: Charles Modica
Independent Budget Analyst

Attachments:

1. Proposed City Response to San Diego County Grand Jury Report Titled "When Will My Street Be Paved? City of San Diego's Street Paving Challenges"
2. San Diego County Grand Jury Report Titled "When Will My Street Be Paved? City of San Diego's Street Paving Challenges"

**Proposed City Response to
San Diego County Grand Jury Report Titled
“When Will My Street Be Paved?”
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Pursuant to California Penal Code section 933(c), the City of San Diego Mayor and City Council provide the following responses to the findings and recommendations which are included in the above referenced Grand Jury Report.

FINDINGS 01 THROUGH 03

Finding 01: Since the 2015–2016 OCI survey, City street maintenance needs were not fully funded each year, which caused further deterioration of the City’s streets.

Response: The Mayor and City Council agree with the Grand Jury’s finding.

The City notes that funding needs are communicated annually including via the City’s budget process, and multi-year needs are included within the annual Five-Year Capital Infrastructure Planning Outlook. Additionally, during the pandemic costs for paving activities have increased significantly. Costs for slurry seal work have increased from \$130,000 per mile in FY 2021 to \$190,000 per mile in FY 2023, while total project costs for overlay projects have increased from \$1.0 million per mile in FY 2021 to \$1.7 million per mile in FY 2023.

Finding 02: OCI scores have decreased since the previous (2015) street network assessment.

Response: The Mayor and City Council agree with the Grand Jury’s finding.

The City is finalizing an updated pavement condition assessment, which should be complete by the end of the calendar year. It is anticipated that OCI scores will show a decrease from the previous assessment because funded repairs have not kept pace with deterioration.

Finding 03: The data available on the “Streets Repair Projects” Excel spreadsheet is not inclusive of all streets in the City’s network which results in the inability, in certain instances, for San Diegans to conclusively determine “When Will My Street Be Paved?”

Response: The Mayor and City Council partially disagree with the Grand Jury’s finding.

The “Streets Repair Projects” Excel spreadsheet only includes information on street projects that have either been planned or completed, but it does not include information on City street segments with no planned projects. For street segments with no planned project, a citizen will not be able to determine when his or her street is anticipated to be addressed, as that information does not exist.

[Streets.sandiego.gov](https://streets.sandiego.gov) is the City’s central repository for street resurfacing information and displays all street segments citywide that have been repaired since July 1, 2013, are currently under repair, or are currently scheduled for repair. It includes the same street project information found in the “Streets Repair Projects” Excel spreadsheet. Only streets funded for construction show a timeline in which the street is anticipated

to be resurfaced. [Streets.sandiego.gov](https://streets.sandiego.gov) is an interactive tool that also displays the most recent Overall Condition Index score for all non-private streets.

Additionally, the Transportation Department is in the process of developing a rolling five-year pavement management plan to identify the streets the City intends to resurface, contingent on receiving adequate and consistent funding. Additional projects included in the five-year plan will be added to the streets.sandiego.gov interactive tool.

RECOMMENDATIONS 23-105 THROUGH 23-111

Recommendation 23-105: Encourage passing a Council Appropriation Ordinance, signed by the Mayor, as part of the yearly budget approval process, that commits a General Fund appropriation in an amount equal to, or greater than, the funds received each year under RRAA. These funds to be transferred to the infrastructure fund to be solely used for street maintenance and repair of the worst streets in San Diego based on their respective 2023-2024 OCI score. The Ordinance would remain in effect, a minimum of four years, or until the average OCI reaches a minimum of 70.

Response: The recommendation will not be implemented because it is not warranted.

Street maintenance and repair is a crucial part of the City of San Diego's Transportation Department's work, and the City will continue to dedicate resources to these services, including General Fund resources as part of the annual budget process. However, the City balances multiple funding needs across a wide range of programs as part of its annual budget process, and tying specific amounts of future General Fund dollars to one program limits the ability of the City's decisionmakers to respond to fluctuating revenues and future funding needs.

The City is, however, working to refine the understanding of annual street funding needs. The Transportation Department is currently assessing the condition of the City's street network and anticipates publishing this study along with a comprehensive pavement management plan by the end of this fiscal year (June 2024), if not sooner. The new condition information will aid the Department in determining the appropriate level of funding needed to meet any particular average pavement condition citywide. With this information, the total funding needs will be well understood, and a range of options could be pursued to secure necessary funds to ensure the road network can be maintained. In addition to RMRA funding, options may include, but need not be limited to, tax measures or grants. In summary, when the funding need is known, the City will address potential funding strategies contained within the pavement management plan, while considering other City priorities, rather than requiring mandatory minimum General Fund commitments.

Recommendation 23-106: Encourage passing a Council Appropriation Ordinance, signed by the Mayor, appropriating sufficient funds to conduct an updated Pavement Condition Assessment beginning in FY 2027, and every four years thereafter.

Response: The recommendation requires further analysis.

The recommendation is unclear and cannot legally be implemented to the extent that implementation would require this Council to pass an ordinance requiring future councils to expend funds in a specific way every four years. However, the City Council will consider adopting an ordinance, or a Council Policy that encourages the performance of a street condition assessment every four years subject to budgetary appropriation, as long as such an ordinance or Council Policy allows for a majority of the Council to waive the requirements. Allocating funds for street condition assessments will need to be evaluated along with the City's other critical funding needs (including requests for public safety, environmental health, economic opportunities, and critical neighborhood services and infrastructure) during the appropriate budget deliberations. Although the City agrees this request is a valuable one, codifying this budgetary request as a requirement without a waiver provision limits the ability of the City's current and future decisionmakers to appropriately respond to future funding needs. Additionally, an appropriation ordinance that appropriates funds for pavement condition assessments beginning in fiscal year 2027 and every four years thereafter, without a provision allowing for a waiver, is inconsistent with the City's process of annually budgeting its expenditures under San Diego Charter section 69 and may violate the debt limitation provisions under California Constitution Article XVI, Section 18. Further analysis is required on the most appropriate legal vehicle for Council consideration.

Recommendation 23-107: Task the Transportation Department to ensuring all streets in the City of San Diego are featured on the website tools and have up-to-date paving information.

Response: The recommendation has been implemented.

As mentioned in the response to Finding 03, streets.sandiego.gov is the City's central repository for current street resurfacing information and displays all street segments citywide, including up-to-date information for street projects that are funded for construction. The Transportation Department is working to make streets.sandiego.gov more user friendly and to ensure all data is easily accessible. It is anticipated this will be completed by the end of the fiscal year (June 2024), if not sooner.

Recommendation 23-108: Task the Transportation Department with developing a comprehensive rolling five-year plan, which includes a projected maintenance schedule for all streets in the San Diego street network.

Response: The recommendation has not been implemented but will be implemented in the future.

The Transportation Department is in the process of developing a rolling five-year pavement plan to identify the streets the City intends to resurface, contingent on receiving adequate and consistent funding. The Department will be posting this plan on the City's website. Displaying maintenance schedules any further out than five years would be inaccurate due to unforeseen conflicts with other future projects in the right-of-way and funding uncertainty on an annual basis. The plan will be updated on an annual basis to account for these unknowns. It is anticipated this will be completed by the end of the fiscal year (June 2024), if not sooner.

Recommendation 23-109: Task the Transportation Department with reviewing the information that is currently available only through the Excel spreadsheet (sd_paving_dataset_v1) and ensuring its accessibility directly from the City's webpage: streets.sandiego.gov, "Street Repair Projects and Condition Ratings" Interactive Map.

Response: The recommendation has been implemented.

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Recommendation 23-110: Task the Street Division with ensuring the City of San Diego website has an easy to find link to the comprehensive rolling five-year plan for street maintenance, which is updated at least quarterly.

Response: The recommendation has not been implemented but will be implemented in the future.

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Recommendation 23-111: Consider doing a cost-benefit study to bring the infrastructure for street repair and maintenance in-house much like trash collection and other services provided by City staff.

Response: The recommendation has not been implemented but will be implemented in the future.

The Transportation Department estimates completing a cost-benefit study by the end of the fiscal year (June 2024), if not sooner, and will include this assessment as part of the pavement management strategy.

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Response: The recommendation will not be implemented because it is not warranted.

~~The Transportation Department requests funding for pavement condition assessment work approximately every four years, per best practices, as part of the City's annual budget process. The request for funding to support pavement condition assessment work will be submitted by the Transportation Department every four years and evaluated along with the City's other critical funding needs (including requests for public safety, environmental health, economic opportunities, and critical neighborhood services and infrastructure). Although the City agrees this request is a valuable one, codifying this budgetary request as a requirement limits the ability of the City's current and future decisionmakers to appropriately respond to future funding needs.~~

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WHEN WILL MY STREET BE PAVED? City of San Diego's Street Paving Challenges

SUMMARY

“Community streets are public rights-of-way, which unite neighborhoods, provide access for motorists and non-motorists, and promote neighborhood identity, health, comfort, and safety.”¹ According to the City’s 1989 *Progress Guide and General Plan* “Streets serve a variety of purposes. One is the circulation of people, vehicles, goods, and services (utilities). Streets also serve as shopping corridors, restaurant rows, linear parks, residential front yards, extensions of office lobbies, playground, ceremonial gathering places, battlefields, parade grounds, racing courses, display areas, entertainment strips, etc.

For the street is really the City, organized along a corridor. It is a continuous forum for gathering where all those activities, making city life what it is, have their overture. It has economic, social, aesthetic, political, ecological, even philosophical implications - this in addition to providing a right-of-way for the circulation of people and things.”²

High-quality pavement is an essential element of any transportation system. All road users – from people traveling in their own car to bus riders, bicyclists, and freight haulers – depend on quality pavement for a safe, predictable trip.

The City of San Diego’s roadway infrastructure includes approximately 2,662 centerline miles of asphalt streets, 120 centerline miles of concrete streets, and 204 miles of paved alleys.³ Maintaining this vast labyrinth is no small feat.

The condition of San Diego’s streets has long been a focus of the San Diego County Grand Jury (GJ). In 2006/2007 the GJ report *San Diego City Streets “If the City Continues Down the Current Road, Soon There Will Be No Roads to Continue Down”* revealed that, “[A] lack of funding by the City for repair and maintenance of streets for several years has resulted in a deplorable situation.”⁴ Adding, “A very poor showing for America’s Finest City.”

The 2011/2012 GJ performed a follow-up investigation and their report, *San Diego City Street Repair Funding and Reforms*, echoed many of the findings from 2006/2007, plus revealed

¹ *The City of San Diego – Transportation & Storm Water Design Manuals Street Design Manual*, March 2017 Edition, pg. ix, https://www.sandiego.gov/sites/default/files/street_design_manual_march_2017-final.pdf

² *The City of San Diego – Progress Guide And General Plan*, June 1989, Pg. 264, <https://www.sandiego.gov/sites/default/files/legacy/planning/genplan/pdf/generalplan/gpfullversion.pdf>

³ *Fiscal Year 2024-2028 Five-Year Financial Outlook*, November 2022, Pg. 59, <https://www.sandiego.gov/sites/default/files/fy-2024-2028-five-year-financial-outlook-and-attachments-general-fund.pdf>

⁴ 2006/2007 San Diego County Grand Jury Report, “*San Diego City Streets “If The City Continues Down The Current Road, Soon There Will Be No Roads To Continue Down*”, June 2007, https://www.sandiegocounty.gov/grandjury/reports/2006_2007/Citystreets.pdf

another and lingering problem: “The [street paving] information provided on the City of San Diego website is lacking depth, does not show any history, or any long-term planning.” Their recommendations included, “The City of San Diego Street’s Division website link should include a report with the updated five-year plan for street maintenance and street capital improvement.”⁵

Fast forward to today and not much appears to have changed. The local news provides a daily, sometimes relentless, discussion of the abysmal pavement conditions of San Diego’s networked streets and roads.

Despite the rhetoric, what is truly the most pressing need for the citizens of San Diego? What is the true condition of the pavement of San Diego streets and how is the City of San Diego meeting the need for an increase in street pavement efforts? And finally, where does the need to repair the streets fall in the City’s overarching infrastructure plans?

The 2022/2023 San Diego County Grand Jury (GJ) discovered that the City has been basing its yearly street paving plans partially on street condition data that dates back to 2015-2016. While the City is in the process of quantitatively updating that data, it is anticipated to reveal a deterioration in the overall street network’s condition. Additionally, the cost to repair each mile of street is increasing each year, and the funding sources supporting street maintenance have not increased at the same rate.

The result is an ever-widening gap between available funding and anticipated street maintenance needs. As such, the real challenge for the City of San Diego moving forward will be identifying other funding sources to augment the limited funding currently available.

Like the 2011/2012 GJ, this GJ investigation also focused on the shortfall of the City’s website in providing accurate, timely and easy to access data. We discovered the City’s website is not user-friendly and does not reflect any long-term planning. The recommended comprehensive five-year plan remains elusive and the City’s website proves to not be useful in answering the simple question that is on many San Diegans’ minds – “*When Will MY Street Be Paved?*”

INTRODUCTION

San Diegans rely on the City for a variety of services that protect and enhance quality of life, health, and safety, not the least of which is the maintenance of streets and roads in their neighborhoods and citywide. How important is the condition of the streets and roads to the residents of San Diego?

⁵ 2011/2012 San Diego County Grand Jury Report, *San Diego City Street Repair, Funding and Reforms*, June 2012, <https://www.sandiegocounty.gov/grandjury/reports/2011-2012/SDCityStreetRepairsReport.pdf>

During January and February 2018, the ETC Institute⁶ administered a resident survey at the request of the City of San Diego.⁷ The purpose was to assess satisfaction with the delivery of City services. The survey methodology included, “A five-page survey of a stratified random sample of 15,000 households. The sample was stratified to ensure the completion of at least 200 surveys in each of the City’s nine Council Districts.”⁸

The results of the survey reveal 48% of San Diegans are dissatisfied with the condition and/or maintenance of streets in their neighborhood, with 60% sharing that feeling about citywide streets. When it comes to the quality of street repair 50% are dissatisfied. The survey also revealed 87% of San Diegans use their personal vehicle as a primary means, or method, of transportation with 74% using their vehicle to commute to/from work.

Of relevance to this report is that only 50% of San Diegans are satisfied with the City's website as was San Diegans’ rating of the City’s outreach efforts to keep the public informed. The poor condition of San Diego streets has been the subject of news stories, and interviews reporting how badly the City’s streets need increased maintenance efforts. This past winter, potholes seemed the biggest issue on the minds of San Diegans but, the problems with the City’s streets runs much deeper.

There is a general perception, shared by many San Diegans, that the City’s streets are in decay and need a more concerted effort on the part of the City to remedy. The situation only gets worse year after year. Most people do not need hard data to substantiate that perception as they have personal experience gained by simply navigating the City’s streets daily. Presented below are a couple of examples of how citizens in two communities feel about the condition of streets in their neighborhoods.

The San Diego Union Tribune quoted Eric Edelman, the Carmel Mountain Ranch/Sabre Springs Community Council Chairperson as saying “We hear about the streets all the time. Street repairs are reactionary. They fill potholes but those are a temporary fix that come right back. The streets need to be paved”. Further, Robin Kaufman, Chair of the Rancho Bernardo Community Council and the RB Planning Board, was quoted as saying, “the top constituent complaint is the demand for safe, drivable streets and reliable street repair project timelines. The City is too big to maintain everything. It is a shame.”⁹

⁶ ETC Institute specializes in the design and administration of market research for governmental organizations <https://etcinstitute.com/>

⁷ *2018 City of San Diego Resident Survey*, ETC Institute, June 2018, Pg. 4, https://www.sandiego.gov/sites/default/files/sandiego_2018_survey_findings_report_-_final_0.pdf

⁸ The mailed survey included a postage-paid return envelope and a cover letter explaining the purpose of the survey. The survey and cover letter also included a website where residents could complete the survey online. The on-line site: www.SD2018Survey.org is no longer available.

⁹ Road Conditions in Rancho Bernardo, Carmel Mountain Ranch Continue to Frustrate Locals, San Diego Union Tribune, Elizabeth Marie Himchak, March 8, 2023, <https://www.sandiegouniontribune.com/pomeroado-news/news/story/2023-03-08/poor-roads-in-rancho-bernardo-carmel-mountain-ranch-continue-to-frustrate-locals>

The 2011/2012 GJ investigated the public outcries and complaints concerning the City of San Diego's management of its street repair backlog. Their report concluded, “[due to budget constraints] City staff has been forced to consider a minimal sustaining service level for street work. Such a “status quo” option of limited effort will only perpetuate today’s problems. San Diego City streets have been neglected for so many years that both the Mayor and City Council must focus on improving this community asset. A formal commitment to upgrade this asset is in order. This will save the citizens of San Diego money in the long run and change the image of Americas Finest City.” They followed with the recommendation that the Mayor and City Council, “Design and place on the Street Division link a five-year plan for maintenance and capital improvements that is updated weekly.”¹⁰

The City's response to the recommendation: “The City is currently developing a five-year plan for street resurfacing that will be posted on the Street Division's website by December 2012. The plan will be updated annually as the funding for each of the five years is confirmed. Since changes to planned resurfacing projects occur infrequently, we believe annual updates are sufficient.”¹¹

The 2022/2023 GJ found that while the City has numerous webpages dedicated to help citizens attempt discovery of the where, when, and how their street will receive maintenance, a comprehensive five-year rolling plan remains elusive.

The closest the GJ could find to the promised five-year rolling plan for street maintenance is found in the City's *Fiscal Year 2024-2028 Five-Year Financial Outlook*.¹²

METHODOLOGY

The GJ interviewed,

- Various public agencies and community partners.

The GJ reviewed the following applicable documents and webpages:

- California SB 1 – The Road Repair and Accountability Act (RRAA) of 2017.
- City Council Resolutions/Ordinances pertaining to the RRAA reporting requirements.
- California Streets and Highway Code (SHC) § 2034 & § 2037.
- City of San Diego FY 2024 to FY 2028 Capital Budget.
- City of San Diego Proposed FY 2024 Budget.
- City of San Diego Independent Budget Analyst's (IBA) report on the FY 2024 to FY 2028 Capital Budget.
- Current “Street Repair Projects” Excel spreadsheet.

¹⁰ 2011/2012 San Diego County Grand Jury Report, *San Diego City Street Repair, Funding and Reforms*, April 26, 2012, <https://www.sandiegocounty.gov/grandjury/reports/2011-2012/SDCityStreetRepairsReport.pdf>

¹¹ *SD City Street Repairs Report Response*, Office of the Mayor of San Diego, July 2, 2012, https://www.sandiegocounty.gov/grandjury/reports/2011-2012/SDCityStreetRepairsReport_response1.pdf

¹² *Fiscal Year 2024-2028 Five-Year Financial Outlook*, San Diego Finance Department, November 2022 <https://www.sandiego.gov/sites/default/files/fy-2024-2028-five-year-financial-outlook-and-attachments-general-fund.pdf>

- *City of San Diego Transportation & Storm Water Design Manuals – Street Design Manual*, March 2017 Edition.
- City of San Diego 1989 *Progress Guide and General Plan*.
- 2018 City of San Diego Resident Survey, ETC Institute.
- City of San Diego *Vision Zero* Program.
- *At the Crossroads Preserving Our Highway Investment*, National Center for Pavement Preservation (NCP) in cooperation with the Federal Highway Administration, January 2007,
- Brookings Institute Op-Ed: *Why Infrastructure Matters: Rotten Roads, Bum Economy*, 2015.
- City of San Diego *FY 2024-2028 Five-Year Financial Outlook*, November 2022.
- City of San Diego Capital Improvements Program (CIP) – *Fiscal Year 2023 Adopted Budget Summary*.
- *IBA Review of the FY 2024-2028 Five-Year Capital Infrastructure Planning Outlook*, IBA Report Number: 23-03.
- 2015-2016 *Pavement Condition Assessment Report*.
- 2015-2016 *Overall Condition Index* Excel Spreadsheet.
- City of San Diego ArcGIS Project Finder website: *streets.sandiego.gov*.
- *Streets Repair Projects* Excel Spreadsheet.
- 2006-2007 Grand Jury Report: *San Diego City Streets “If The City Continues Down The Current Road, Soon There Will Be No Roads To Continue Down,”* May 21, 2007.
- 2011-2012 Grand Jury Report: *San Diego City Street Repair, Funding, and Reforms*, April 26, April 26, 2012.
- *SD City Street Repairs Report Response*, Office of the Mayor of San Diego, July 2, 2012
- *City of San Diego Office Of The Independent Budget Analyst Report: Deferred Capital Report*, IBA Report: 11-63, October 27, 2011.
- City of San Diego Office of the City Auditor Report: *Capital Improvement Program – Better Planning and Oversight Are Needed to Effectively Identify Capital Infrastructure Needs and Manage Projects*, June 29, 2011.
- Newspaper articles pertaining to street paving issues throughout the City.

DISCUSSION

The 2006/2007 GJ report: *San Diego City Streets “If The City Continues Down The Current Road, Soon There Will Be No Roads To Continue Down,*¹³ investigated the state of repair and maintenance of the City’s streets. San Diego was [then] reported to have some of the worst streets of all the cities in the U.S. In the words of the GJ, “A very poor showing for America’s Finest City.” Through their investigation the GJ found, “[A] lack of funding by the City for repair and maintenance of streets for several years has resulted in a deplorable situation. If the

¹³ 2006/2007 San Diego County Grand Jury Report, *San Diego City Streets – If The City Continues Down The Current Road, Soon There Will Be No Roads To Continue Down*, May 21, 2007, https://www.sandiegocounty.gov/grandjury/reports/2006_2007/Citystreets.pdf

annual goal continues to be in the range of 100 miles per year, it will take many years to finish the task and by then the roads will have gone to ‘pot.’ If the City chooses to take this road, soon there will be no roads to take.”

The focus of their recommendations was the City should budget a minimum of \$35 million per year to maintain the streets and the City’s Street Department implement a comprehensive cost-effective repair and maintenance plan, independent of council district location, based solely on budget and the latest Overall Condition Index (OCI), which is a technical measurement of the condition of a street (this is discussed in detail later in this report).

That GJ found that “It has been the practice of the Street Department, when obtaining approval of City Council for funding of street projects, to include projects in every Council district to avoid discussions about ‘why that district and not mine?’

The 2011/2012 GJ report found: “The Grand Jury believes that a status quo service level that slowly deteriorates streets over time is not satisfactory.”¹⁴ The GJ reported that in the six years leading to their report, annual expenditure on street repair was typically less than \$35 Million. In his response¹⁵ to the GJ’s recommendations the Mayor agreed and added, “The five-year Deferred Capital Program Funding Plan financing recently adopted by City Council on March 20, 2012, is anticipated to slow the deterioration of our streets in FY 2013 with the option to increase funding over future years to achieve the status quo or improve street conditions given available funding and priorities.”

The mayor’s response to the 2011/2012 GJ¹⁶ finding regarding the City’s website was: “On May 3, 2012, the City introduced a Capital Improvement Program (CIP) website¹⁷ as part of its commitment to transparency in government. The website allows the public to track the progress of all active construction projects managed by the City such as street improvements, utility undergrounding and water main replacements.”

However, in support of the GJs findings, the Office of the City Auditor, City of San Diego, published a report, dated June 29, 2011, *Capital Improvement Program Better Planning and Oversight Are Needed to Effectively Identify Capital Infrastructure Needs and Manage Projects* stating, “We found that the City lacks a comprehensive long-term CIP plan, because it uses an annual CIP budget as a “rolling” CIP. The FY 2011 CIP budget does not provide a clear view of the City’s planned capital improvements over the next five years and lacked projects starting in later years and accurate estimates of CIP project impacts on the City’s operating budget” and added, “By not having a unifying organizational structure that encourages efficiency,

¹⁴ *San Diego City Street Repair, Funding, and Reforms*, 2011/2012 San Diego County Grand Jury Report, April 26, 2012, <https://www.sandiegocounty.gov/grandjury/reports/2011-2012/SDCityStreetRepairsReport.pdf>

¹⁵ *SD City Street Repairs Report Response*, Office of the Mayor of San Diego, July 2, 2012, https://www.sandiegocounty.gov/grandjury/reports/2011-2012/SDCityStreetRepairsReport_response1.pdf

¹⁶ *San Diego City Street Repair, Funding and Reforms*, 2011-2012, June 2012, <https://www.sandiegocounty.gov/grandjury/reports/2011-2012/SDCityStreetRepairsReport.pdf>

¹⁷ City of San Diego, Capital Improvement Program, <https://www.sandiego.gov/cip/>

collaboration, and proactive management of the CIP, the City cannot ensure that it is making wise infrastructure investments and providing high quality assets in a timely and cost-effective manner.”

The report concluded that, “there is no systematic mechanism for strategically establishing Citywide CIP priorities and the process continues to be subjective and based on the interpretation of the officials who rank the projects.”¹⁸

The 2022/2023 GJ has found through its investigation that the identification and prioritization of Capital Improvement Projects (CIP), including street maintenance is, in fact, as highly subjective now as it was when the 2011/2012 GJ performed their investigation.

Where does the condition of the San Diego’s streets network fall into the City’s overarching infrastructure needs and how does the City identify what streets need repair? High-quality pavement is an essential element of any transportation infrastructure system. All road users – from people traveling in their own car to bus riders, bicyclists, and freight haulers – depend on quality pavement for a safe, predictable trip. All citizens want to know when their streets will be improved.

Overall Condition Index (OCI)

As noted earlier, the City relies on a “condition assessment” of all streets in the City to decide which streets will be paved in each fiscal year (FY). The “condition assessment” data is the Overall Condition Index (OCI) which is a 100-point rating system the City uses to classify streets into one of three categories:

- **Good** (OCI rating between 70 and 100) – little or no cracking, minor potholes, or other distresses. It has excellent drivability and needs little maintenance or remedial repair.
- **Fair** (OCI rating between 40 and 69) – moderate cracking, some minor potholes and has adequate drivability. It is typically in need of remedial repairs and a slurry seal.
- **Poor** (OCI rating between 0 and 39) – severe cracking, numerous areas of failed pavement with possible sub-base failure and exhibits a rough ride. Comprehensive repair or a total reconstruction.

The composite OCI score is made up of the Pavement Condition Index (PCI) and Roughness Condition Index (RCI).¹⁹ Both PCI²⁰ and RCI²¹ are scored from 0 to 100. PCI rates the distress. RCI is the roughness of the road. The PCI accounts for 60% of the score and RCI accounts for

¹⁸ Capital Improvement Program *Better Planning And Oversight Are Needed To Effectively Identify Capital Infrastructure Needs And Manage Projects*, June 2011, Audit Report Office of the Auditor City of San Diego, <https://www.sandiego.gov/sites/default/files/11-027.pdf>

¹⁹ Report to the City Council Infrastructure Committee, 2015-2016 Pavement Condition Assessment, September 22, 2016, https://www.sandiego.gov/sites/default/files/09_22_16_2015-2016_pavement_condition_assessment_0.pdf

²⁰ PCI is a rating of the pavement condition based on the type and severity of distresses observed on the pavement surface, e.g., cracks, potholes.

²¹ RCI is a continuous profile along the road measured and analyzed to summarize qualities of pavement surface deviations that impact vehicle suspension movement, e.g., bumps and unevenness.

40% of the score.²² Below reflects an example of the OCI rating system for 54th, 55th and 56th Streets in the 2015-2016 survey. (Figure 1)

Segment ID	OCI	Street	Segment Length (ft)	Segment Width (ft)	Class	Area (sq ft)	OCI Description
SS-001293	63.44	54th Street	1327	40	Residential	53104	Fair
SS-001352	84.288	55th Street	867	36	Residential	31220	Good
SS-001363	38.77	56th Street	405	36	Residential	14580	Poor

Figure 1: Example of Overall Condition Index OCI (2015-2016)²³

The Transportation Department is currently performing a new OCI survey. The contract for the work was awarded to Fugro²⁴ in January 2023 and they began collecting data starting in March. The new survey will cost just under \$500,000, less than the \$560,000 spent in 2015-2016 and far less than the \$700,000 City officials budgeted for the new survey. The survey is scheduled to continue, neighborhood by neighborhood, through late summer. Through mid-April (2023), approximately 50 percent of the data has been collected or approximately 2,000 miles, with full results from this survey not available until mid-2024.

Unlike the windshield survey conducted in 2015-2016 which relied on visual inspection, the current condition assessment relies on vehicles outfitted with special equipment and instrumentation to measure distresses and rideability including cracking, potholes, surface deficiencies, and the overall rideability or smoothness of the roadway.²⁵

The GJ learned through interviews that the City expects the new survey will reveal a decrease in the average OCI from 2015/2016. While the City’s website outlines the goal to perform OCI surveys every four-years, a new study was not performed in 2019-2020. The City cited budget constraints as the reason. However, a lack of current data means no benchmark of City streets has been available for eight years.

Street Repair and Maintenance Methodologies

The City of San Diego primarily uses two methods for road and street maintenance: Slurry Seal and Asphalt Overlay.²⁶

²² An OCI score of 100 represents a pavement surface in perfect condition while a score of 0 represents pavement that is beyond repair and requires complete reconstruction.

²³ Overall Condition Index (OCI) Excel Spreadsheet, <https://data.sandiego.gov/datasets/streets-overall-condition-index/>

²⁴ <https://www.fugro.com/>

²⁵ *Citywide Street Condition Assessment Update*, Transportation Department Report to City Council, April 21, 2023, <https://sandiego.hylandcloud.com/211agendaonlinecomm/Meetings/ViewMeeting?id=5536&doctype=1&site=comm>

²⁶ City of San Diego Transportation Department – Streets Division, [Street Resurfacing and Pothole Repair | Street Division | City of San Diego Official Website](#)

Slurry Seal

Slurry seal is a pavement preservation method consisting of asphalt emulsion, sand, and rock and is applied to the street surface at an average thickness of ¼ of an inch. This minor maintenance treatment extends the life of streets already in good condition. Slurry seal can last for up to 10 years.

Asphalt Overlay

Asphalt overlay consists of installing a new layer of asphalt on top of the existing street surface at a thickness of one to three inches. A street is typically overlaid once every 20-21 years.²⁷ (Figure 2)

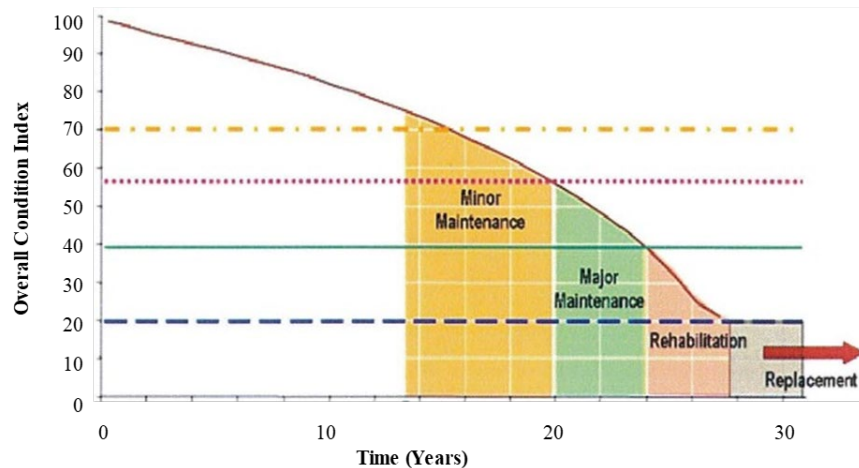


Figure 2: Typical Pavement Lifecycle²⁸

Based on the OCI rating system, streets in the “fair” condition typically receive a ‘Slurry Seal’ and streets in “poor” condition would require the more drastic repairs referred to as an ‘Asphalt Overlay.’

Available funding plays the largest role in determining which streets receive maintenance each year. Since the difference in cost between slurry seal and asphalt overlay is significant, the challenge for the City is balancing the streets receiving each treatment type to maximize the impact of available funds.

For the FY 2022 – FY 2023 period, slurry seal repairs costs increased from \$130,000 per mile to \$180,000 per mile. More dramatically however, asphalt overlay costs increased from \$800,000 per mile, to \$1,500,000 per mile. (Figure 3)

²⁷ The ideal lifecycle of an asphalt street would be: Brand new street (year zero) – slurry seal (in year seven to eight) – slurry seal (in year 14 or 15) – then overlay (in year 20-21).

²⁸ Infrastructure Committee Report to City Council, *2015-2016 Pavement Condition Assessment*, September 22, 2017, https://www.sandiego.gov/sites/default/files/09_22_16_2015-2016_pavement_condition_assessment_0.pdf

	FY 2020	FY 2021	FY 2022	FY 2023
Slurry Seal	\$100,000	\$100,000	\$130,000	\$180,000
Asphalt Overlay	\$400,000	\$600,000	\$800,000	\$1,500,000
Concrete	\$1,000,000	\$1,200,000	\$1,500,000	\$1,500,000
Reconstruction	\$1,500,000	\$6,000,000	\$6,000,000	\$6,000,000

Figure 3: Trends in Street Maintenance Cost/Mile FY 2020 -FY 2023²⁹

Unfortunately, it is safe to say that the costs for both slurry seal and asphalt overlay will only increase over the FY 2024 – FY 2028 outlook period making the decision over which streets receive repair each year even more difficult.

Sources of Street Maintenance Funds

The City uses a combination of funding sources to accomplish street maintenance. These sources include Bond debt funding (through a variety of methods), TransNet funding from SANDAG, gas tax funds received from the State of California, the City’s Trench Cut/Excavation fees extracted from contractors doing roadwork, and the General Fund. However, the single largest source is typically the yearly allocation from the State of California under the *Road Repair and Accountability Act of 2017*. This yearly fund allocation is primarily used for slurry seal maintenance. Funds for asphalt overlay typically come from discretionary sources.

Road Repair and Accountability Act (RRAA) 2017

Senate Bill 1 (SB 1), the Road Repair and Accountability Act of 2017,³⁰ was signed into law on April 28, 2017. This legislative package was billed as providing \$54 billion over the subsequent decade to address deferred maintenance on the state highway system and the local street and road system.

The bill provides for yearly deposits of the funds into each municipality’s Road Maintenance and Rehabilitation Account (RMRA) account. These funds can then be used to perform street and road maintenance. To receive the funds each year, cities and counties must comply with California Streets and Highway Code (SHC) §§ 2034 & 2037³¹ which includes the following: SHC § 2034 (a) (1) “Before receiving an apportionment of funds under the program in a FY, an eligible city or county shall submit to the commission a list of projects proposed to be funded with these funds.” Procedurally, to meet this code requirement, the City’s Transportation Department provides the list of streets earmarked for paving each year using these funds, which is submitted to City Council and subsequently approved via a Council Resolution.

²⁹ IBA Review of the FY 2024-2028 Five-Year Capital Infrastructure Planning Outlook, IBA Report Number: 23-03 City Council Docket Date: February 13, 2023, https://www.sandiego.gov/sites/default/files/23-03_iba_review_of_the_fy_2024-2028_five-year_capital_infrastructure_planning_outlook_complete_rpt.pdf

³⁰ Senate Bill 1, the Road Repair and Accountability Act of 2017, <https://mtc.ca.gov/funding/state-funding/sales-tax-gas-tax-funding/road-repair-and-accountability-act-sb-1>

³¹ California Code, Streets and Highways Code – SHC, Division 3 – Apportionment and Expenditure of Highway Funds, Chapter 2 - Road Maintenance and Rehabilitation Program, <https://law.justia.com/codes/california/2021/code-shc/division-3/chapter-2/>

For example, for FY 2023 funds, Council passed Resolution Number 314144, dated June 3, 2022.³² Each yearly resolution details the funds the City anticipates from the state and provides a project list of the streets and roads throughout the City scheduled for a slurry seal treatment. The City has used the Road Repair And Accountability Act (RRAA) funds primarily for the Slurry Seal method of street repair, with the more expensive Asphalt Overlay being discretionarily funded from other sources earmarked in the City budget.

The City of San Diego is scheduled to receive \$34,125,003.00 in FY 2024 from this program.³³ Funds received from the State of California under the RRAA provide a significant contribution to the City’s street paving program. Since FY 2020, the City has received approximately \$144.4M. (Figure 4)

	FY 2020	FY 2021	FY 2022	FY 2023	FY 2024	Total
Road Repair and Accountability Act (RRAA) Funding	\$23,500,757	\$26,830,119	\$27,764,640	\$32,164,043	\$34,125,003	\$144,384,562

Figure 4: Road Repair and Accountability Act Funding FY 2000 – FY 2024

FY 2024 Funding – A Step in the Right Direction

In the Mayor’s introductory message to the *Fiscal Year 2024 Proposed Budget*, he details an unprecedented commitment to addressing the condition of San Diego’s streets.

In his words, “Historically, San Diego has struggled to keep up with needed repair and maintenance of our public right-of-way, a challenge my administration has prioritized, with additional funding for road repair in my first two budgets as Mayor, as well as efforts to identify and fix processes and policies that slow down repair. This budget will continue to ramp up these investments. Through our capital financing program, we are allocating more than \$100 million toward street resurfacing, which is the most we have invested in any given year. When including slurry seal, this will allow us to maintain and repair 157 miles of streets. This funding will also lay the foundation for additional investments in future years and will significantly improve the quality of our City's streets, making them safer and more accessible for all San Diegans.”³⁴

Street Repair & Maintenance Budget for FY 2024

The City includes the earmarked funds for street maintenance as part of the yearly CIP budget process. According to the *Capital Improvements Program – Fiscal Year 2024 Proposed*

³² San Diego City Council Resolution Number 314144, dated June 3, 2022, https://docs.sandiego.gov/council_reso_ordinance/rao2022/R-314144.pdf

³³ *Approved Project List To Be Funded By The Fiscal Year 2024 Road Maintenance and Rehabilitation Account (RMRA) Funds*, Transportation Department Report to City Council, March 30, 2023, <https://sandiego.hylandcloud.com/211agendaonlinecomm/Meetings/ViewMeeting?id=5536&doctype=1&site=com>

³⁴ *City of San Diego Fiscal Year 2024 Proposed Budget*, Volume 3, Capital Improvement Program, https://www.sandiego.gov/sites/default/files/pb_v3.pdf

*Budget*³⁵ the City has earmarked funds from four sources to cover targeted street paving projects for FY 2024. (Figure 5)

Street Resurfacing & Reconstruction Funding Source	FY 2024
Bond Debt Financing	\$83,381,689
TransNet Fund	\$10,110,851
Gas Tax Fund	\$4,742,656
Trench Cut & Excavation Fee Fund	\$2,000,000
Road Maintenance and Rehabilitation Act Funding	\$34,125,003
Total:	\$134,360,199

Figure 5: Street Resurfacing & Reconstruction Funding (by source) FY 2024

The FY 2024 funds commitment for street maintenance/repaving from the above sources total \$134,360,199. Of this \$100,235,196 is allocated for all asphalt overlay projects with the RRAA funding (\$34,125,003) for slurry seal projects.

The Future of the San Diego Street Maintenance Program

According to the *Independent Budget Analyst (IBA) Review of the FY 2024-2028 Five-Year Capital Infrastructure Planning Outlook*,³⁶ “Capital needs for Transportation assets included in the CIP Outlook total approximately \$2.5 billion.” (Figure 6)

³⁵ *City of San Diego Fiscal Year 2024 Proposed Budget*, Volume 3, Capital Improvement Program, https://www.sandiego.gov/sites/default/files/pb_v3.pdf

³⁶ *IBA Review of the FY 2024-2028 Five-Year Capital Infrastructure Planning Outlook*, February 10, 2023, Pg. 19, https://www.sandiego.gov/sites/default/files/23-03_iba_review_of_the_fy_2024-2028_five-year_capital_infrastructure_planning_outlook_complete_rpt.pdf

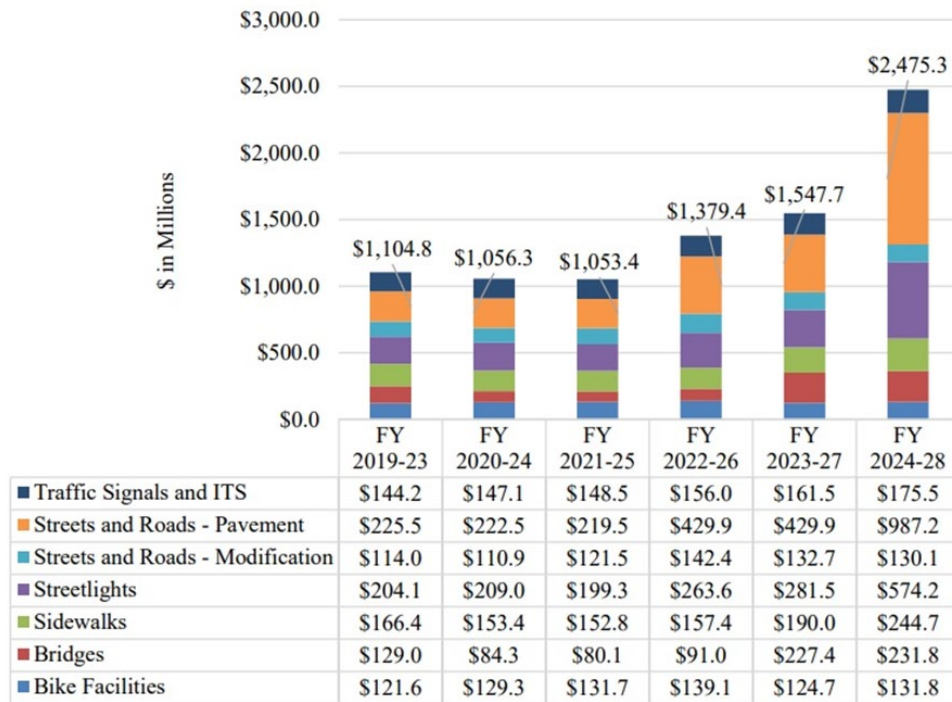


Figure 6: San Diego Transportation Department Year-over-Year Capital Needs by Asset Type, \$ in Millions

Further, “Based on revenue projections provided by E&CP,³⁷ projected revenues for the Transportation Department over the outlook period total \$335.8 million. This represents an increase of \$927.5 million for total capital needs, or 60% over the prior year CIP Outlook. The significant increase is primarily attributed to increases in needs for streetlights, streets, and roads pavement as well as increasing costs.”³⁸

The IBA’s analysis shows the projected funds needed for street paving is quickly growing out-of-reach. “Based on the [yearly] mileage targets, total contractual expenditures over the period include \$222.8 million for slurry seal and \$987.2 million for asphalt overlay. The cost to repair each mile of street is increasing each year due to inflation, and several other factors, and the funding sources supporting this program have not increased at the same rate. Therefore, a greater reliance on debt financing will be necessary to fully fund the program.”³⁹

³⁷ City of San Diego Engineering & Capital Projects Department, <https://www.sandiego.gov/ecp>

³⁸ IBA Review of the FY 2024-2028 Five-Year Capital Infrastructure Planning Outlook, February 10, 2023, Pg. 19, https://www.sandiego.gov/sites/default/files/23-03_iba_review_of_the_fy_2024-2028_five-year_capital_infrastructure_planning_outlook_complete_rpt.pdf

³⁹ Fiscal Year 2024-2028 Five-Year Financial Outlook, November 2022, Pg.68, <https://www.sandiego.gov/sites/default/files/fy-2024-2028-five-year-financial-outlook-and-attachments-general-fund.pdf>

Compounding the situation, the Transportation Department, “anticipates a deterioration in the overall street network since the funding needed to maintain an average OCI of 70 has not been fully budgeted over the last few years.”⁴⁰ Additionally, when a street condition falls from Fair to Poor, it requires asphalt overlay v. a slurry seal, shifting the costs to the more expensive treatment resulting in the gap, between funding and street maintenance needs, continuing to widen.

According to the FY 2024 Proposed Budget, the unfunded backlog of street resurfacing and reconstruction totals \$847,956,479.⁴¹ This will require the City spend approximately \$1.21 billion over the FY 2024 and beyond timeframe and this level of funding availability is unrealistic. Before too long the City will no longer be remotely able to keep pace with the streets that require repair.

The real challenge for the City of San Diego will be identifying other funding sources to augment the limited funding currently available. While the FY 2024 budget commitment of more than \$100 million for street maintenance is a great start, the GJ questions the sustainability of that level of annual spending.

Additionally, the City’s many new initiatives like *Build Better SD*, *Parks Master Plan*, etc., coupled with the aggressive *Climate Action Plan*, mean infrastructure projects are more complex, there are more stakeholders, and more variables in the equation, thus making coordination and compromise between funding needs that much more difficult.

To compound the challenge, funds from the Gas Tax, TransNet, and SB 1 – RRAA will undoubtedly begin to fall, year after year, as the state-wide transition away from fossil fuel dependent transportation methods starts to dramatically increase.

While a replacement for RRAA funds, at the State level, is still in the planning stages there are proposals at the local San Diego County level to begin taxing mileage driven. Mandatory mileage fees may, or may not, be the wave of the future but, it is clear something other than reliance on the gas tax will be required down the road.

Another approach for the City to consider is bringing the infrastructure for street repair and paving in-house much like trash collection and other services provided by the City. While this may be counter to the direction the City is taking with trash collection, this approach could allow for better labor cost control. And long-term purchase agreements could limit or cap materials price escalation.

⁴⁰ *Ibid.*

⁴¹ *City of San Diego Fiscal Year 2024 Proposed Budget*, Volume 3, Capital Improvement Program, July 1, 2022, Pg 59, https://www.sandiego.gov/sites/default/files/pb_v3.pdf

When Will My Street Be Paved?

With the current, and future, funding issues in perspective the GJ researched the City of San Diego's Website to answer the question: "When Will My Street Be Paved?" For our research we used eight addresses as research points.

The journey starts with the City's Transportation Department website home page.⁴² Here, there are several options, with the most logical choice being the "*StreetsSD: Interactive Pavement Condition & Repair Map*." Unfortunately, the City's interactive map did not help in our search. From here, our search required viewing several different pages on the City's website, none of which provided the information we sought.

Complete details of our search can be found in the Appendix to this report.

In some cases, the information was available and accurate. However, in other cases, the City had no long-range plan for maintenance of City streets. Even more frustrating was the discovery that specific streets (and in some cases whole neighborhoods) are missing from the database. These are streets and roads where jurors know firsthand maintenance is desperately needed.

The GJ questions how many more streets are missing from the database and thus have fallen off the City's radar and are not being considered in the yearly street paving plans? Unfortunately, this is a question only the City can answer.

Website Transparency/Accuracy and Ease of Use

Transparency in a business or governance context refers to being open and honest. Website accessibility and ease of use means that the front facing tools, and technologies are designed and developed so that people can: perceive, understand, navigate, and interact with the website to find the information for which they are searching. It also includes a user expectation that the information they are searching for is up-to-date and accurate.

However, the City's website did not afford the GJ that satisfaction. In fact, as detailed earlier, to determine the answer to the basic question "When Will My Street Be Paved?" required navigation of many pages and the review of documents that got the GJ no closer to the answer we sought.

The City must acknowledge that 25-30% of the adult population (55+) is not internet savvy and thus may find it challenging to find the answer to their question if it requires navigating through multiple webpages, sites, or report formats, e.g., MS Excel, with which they may not be familiar.⁴³

⁴² City of San Diego Transportation Department, <https://www.sandiego.gov/Transportation>

⁴³ *3 in 10 American Adults Struggle to Use the Internet*, Marketing Charts, September 20, 2021, <https://www.marketingcharts.com/industries/technology-118238>

More important than that is the public's need to trust in the accuracy, reliability, and truthfulness of the information they find on the City's website. The GJ realizes that the design and management of an all-inclusive website that meets everyone's expectations is a monumental task. However, it should still be a goal of the City to provide an easy method for San Diegans to readily answer that simple question: "**When Will My Street Be Paved?**"

"The City's streets and roads are part of a public 'service' that is available, in principle, to everyone who wishes to use them. In this way, streets should be on equal footing with other public infrastructures such as libraries, water, parks, etc."⁴⁴

"It is also necessary to dispel the ideas that roads are a common good provided by the government free of charge from some inexhaustible source and that government will continue to replace them, as necessary. Defining roads as a public service helps to reinforce the concept of transparent financing under which the relationship between users and payers is open and obvious, viz. that the users (not the government) pay for the roads and are, therefore, entitled to expect them to be constructed and maintained efficiently and effectively."⁴⁵

FACTS AND FINDINGS

Fact: Capital needs for the City of San Diego transportation assets included in the FY 2024-2028 Outlook total approximately \$2.5 billion.

Fact: Based on revenue projections provided by Engineering & Capital Projects, projected revenues for the City of San Diego's Transportation Department over the Outlook period of FY 2024-2028, total \$335.8 million.

Fact: This represents an increase of \$927.5 million in the City's total capital needs, or 60% over the prior year Capital Improvement Program outlook.

Fact: The significant increase in the City's capital needs is primarily attributed to increases in the need for streetlights, streets, and roads - pavement due to increasing needs as well as increasing costs.

Fact: The Overall Condition Index (OCI) is a 100-point rating system the City uses which classifies streets into one of three categories: Good (70-100), Fair (40-69), or Poor (below 40).

Fact: The OCI is determined by a "windshield" assessment recording pavement condition from moving vehicles with video equipment. In addition, a laser profiler is utilized to analyze the road roughness also known as the 'ride.'

⁴⁴ *At the Crossroads Preserving Our Highway Investment*, National Center for Pavement Preservation, Pg. 32, January 2007, <https://www.pavementpreservation.org/wp-content/uploads/2011/12/crossroads.pdf>

⁴⁵ *Ibid.*

Fact: The City's Transportation Department's long-term goal is to maintain the City's street network in good condition which equates to an average network pavement OCI of 70 or above.

Fact: Slurry seal is a pavement preservation method consisting of asphalt emulsion, sand, and rock – applied to the street surface at an average thickness of $\frac{1}{4}$ of an inch and is typically applied to City streets with an OCI score between 40 to 70.

Fact: Asphalt overlay consists of installing a new layer of asphalt on top of the existing street surface at a thickness of one to three inches and is typically used for City streets with an OCI score below 40.

Fact: Total contractual expenditure for City street maintenance over the period FY 2024 and beyond is projected to be \$1.21 billion.

Fact: The backlog of City streets requiring slurry seal is projected to cost the City \$222.8 million for the period FY 2024 and beyond.

Fact: The backlog of City streets requiring asphalt overlay is projected to cost the City \$987.2 million for the period FY 2024 and beyond.

Fact: The City's last OCI survey was conducted in 2015-2016.

Fact: The OCI is the objective scoring of each street condition in the City.

Finding 01: Since the 2015-2016 OCI survey, City street maintenance needs were not fully funded each year, which caused further deterioration of the City's streets.

Finding 02: OCI scores have decreased since the previous (2015) street network assessment.

Fact: A new OCI assessment survey is being conducted in 2023-2024.

Fact: The results of the new OCI survey will not provide useful data until approximately mid – 2024.

Fact: SB 1, the Road Repair and Accountability Act (RRAA) was passed in 2017.

Fact: RRAA requires that each FY the City submit a detailed plan of the streets that are to receive maintenance (paving) using the funds appropriated for that FY.

Fact: The City's RRAA street maintenance (paving) plan is provided to the state prior to the funds being released to the City.

Fact: RRAA funding, from the state, provides between \$25 million to \$35 million per FY to repair and maintain streets throughout the City.

Fact: In FY 2024 the City of San Diego is receiving approx. \$34 million in funding from the RRAA fund.

Fact: The City primarily uses the RRAA funding to accomplish Slurry Seal of streets with an OCI score of no less than 60 (in some cases as low as 50).

Fact: Slurry seal paving costs the City approximately \$130,000 per mile in FY 2022.

Fact: Slurry seal paving cost is expected to rise to approximately \$180,000 per mile in FY 2023.

Fact: The City primarily funds all Asphalt Overlay paving from discretionary fund sources including, but not limited to, the Bond Debt, General Fund, Gas Tax Funds, TransNet Funds, and Trench Cut/Excavation Fee Fund.

Fact: For FY 2024, the City has committed approx. \$100.2 million to accomplish Asphalt Overlay street reconstruction and paving.

Fact: Asphalt Overlay street reconstruction costs the City approx. \$800,000 per mile in FY 2022.

Fact: Asphalt Overlay street reconstruction cost is expected to rise to approx. \$1,500,000 per mile in FY 2023.

Fact: The 2015-2016 “Streets Overall Condition Index (OCI)” Excel spreadsheet is found on the City’s website: data.sandiego.gov.

Fact: The “Streets Repair Projects” Excel spreadsheet is found on the City’s website: data.sandiego.gov.

Fact: The website: streets.sandiego.gov, interactive map: “Street Repair Projects and Condition Ratings” is currently the intended web portal for San Diegans to search and view capital projects, including street maintenance and repair that affect their street and/or neighborhood

Finding 03: The data available on the “Streets Repair Projects” Excel spreadsheet is not inclusive of all streets in the City’s network which results in the inability, in certain instances, for San Diegans to conclusively determine ‘When Will My Street Be Paved?’

RECOMMENDATIONS

The 2022/2023 San Diego County Grand Jury recommends that the City Council and Mayor of the City of San Diego:

23-105 Encourage passing a Council Appropriation Ordinance, signed by the Mayor, as part of the yearly budget approval process, that commits a General Fund appropriation in an amount equal to, or greater than, the

funds received each year under RRAA. These funds to be transferred to the infrastructure fund to be solely used for street maintenance and repair of the worst streets in San Diego based on their respective 2023-2024 OCI score. The Ordinance would remain in effect, a minimum of four years, or until the average OCI reaches a minimum of 70.

- 23-106 Encourage passing a Council Appropriation Ordinance, signed by the Mayor, appropriating sufficient funds to conduct an updated Pavement Condition Assessment beginning in FY 2027, and every four years thereafter.**
- 23-107 Task the Transportation Department to ensuring all streets in the City of San Diego are featured on the website tools and have up-to-date paving information.**
- 23-108 Task the Transportation Department with developing a comprehensive rolling five-year plan, which includes a projected maintenance schedule for all streets in the San Diego street network.**
- 23-109 Task the Transportation Department with reviewing the information that is currently available only through the Excel spreadsheet (sd_paving_dataset_v1) and ensuring its accessibility directly from the City’s webpage: *streets.sandiego.gov*, “Street Repair Projects and Condition Ratings” Interactive Map.⁴⁶**
- 23-110 Task the Street Division with ensuring the City of San Diego website, has an easy to find link to the comprehensive rolling five-year plan for street maintenance, which is updated at least quarterly.**
- 23-111 Consider doing a cost-benefit study to bring the infrastructure for street repair and maintenance in-house much like trash collection and other services provided by City staff.**

REQUIREMENTS AND INSTRUCTIONS

The California Penal Code §933(c) requires any public agency which the Grand Jury has reviewed, and about which it has issued a final report, to comment to the Presiding Judge of the Superior Court on the findings and recommendations pertaining to matters under the control of the agency. Such comment shall be made *no later than 90 days* after the Grand Jury publishes its report (filed with the Clerk of the Court); except that in the case of a report containing findings and recommendations pertaining to a department or agency headed by an elected County official (e.g. District Attorney, Sheriff, etc.), such comment shall be made *within 60 days* to the Presiding Judge with an information copy sent to the Board of Supervisors. Furthermore,

⁴⁶ *Street Repair Projects and Condition Ratings* Interactive Map, <https://streets.sandiego.gov>

California Penal Code §933.05(a), (b), (c), details, as follows, the manner in which such comment(s) are to be made:

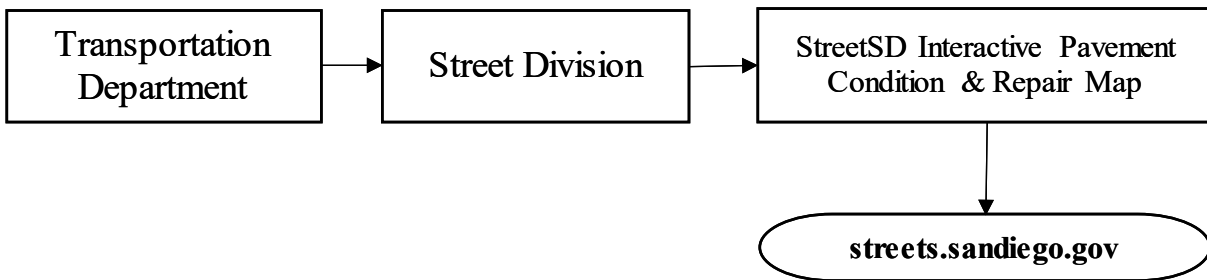
- (a) As to each grand jury finding, the responding person or entity shall indicate one of the following:
 - (1) The respondent agrees with the finding.
 - (2) The respondent disagrees wholly or partially with the finding, in which case the response shall specify the portion of the finding that is disputed and shall include an explanation of the reasons therefor.
- (b) As to each grand jury recommendation, the responding person or entity shall report one of the following actions:
 - (1) The recommendation has been implemented, with a summary regarding the implemented action.
 - (2) The recommendation has not yet been implemented, but will be implemented in the future, with a timeframe for implementation.
 - (3) The recommendation requires further analysis, with an explanation and the scope and parameters of an analysis or study, and a time frame for the matter to be prepared for discussion by the officer or head of the agency or department being investigated or reviewed, including the governing body of the public agency when applicable. This time frame shall not exceed six months from the date of publication of the grand jury report.
 - (4) The recommendation will not be implemented because it is not warranted or is not reasonable, with an explanation therefor.
- (c) If a finding or recommendation of the grand jury addresses budgetary or personnel matters of a county agency or department headed by an elected officer, both the agency or department head and the Board of Supervisors shall respond if requested by the grand jury, but the response of the Board of Supervisors shall address only those budgetary or personnel matters over which it has some decision-making authority. The response of the elected agency or department head shall address all aspects of the findings or recommendations affecting his or her agency or department.

Comments to the Presiding Judge of the Superior Court in compliance with the Penal Code §933.05 are required from the:

Responding Agency	Recommendations	Date
City of San Diego, Mayor	23-105 through 23-111	8/29/2023
City of San Diego, City Council	23-105 through 23-111	8/29/2023

APPENDIX: DISCOVERING WHEN MY STREET WILL BE REPAVED

As discussed in the report the journey starts with the City’s Transportation Department’s home page.⁴⁷ Here there are options to choose from where you can select the “*StreetsSD: Interactive Pavement Condition & Repair Map.*”

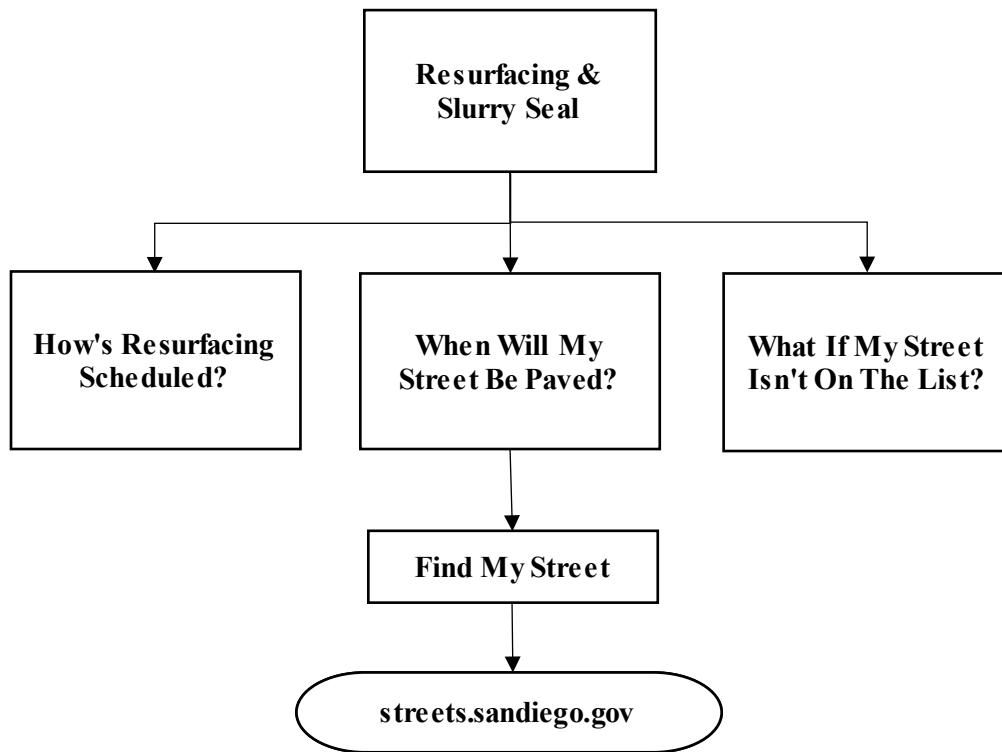


This interactive map of the City allows a specific street address to be entered. Streets with active or future paving plans will have pertinent paving information available. However, many streets do not have any information and a further search is required.

Returning to the “Street Division,” page and choosing “*Resurfacing and Slurry Sealing*” provides a tab titled “*When Will My Street Be Repaved?*” Again, choosing the link “*Find My Street*” only connects to the same interactive map visited previously.

From here, the logical question then becomes: **What If My Street Isn’t On The List?** The website anticipates that question and provides a link which offers the following guidance: “Reports of potholes are welcome, there is no need to report a street in need of resurfacing. Utilizing a street’s overall condition assessment, streets are planned for repaving work based on available funding and other factors such as traffic volume, road type, maintenance history, and other planned construction projects.”

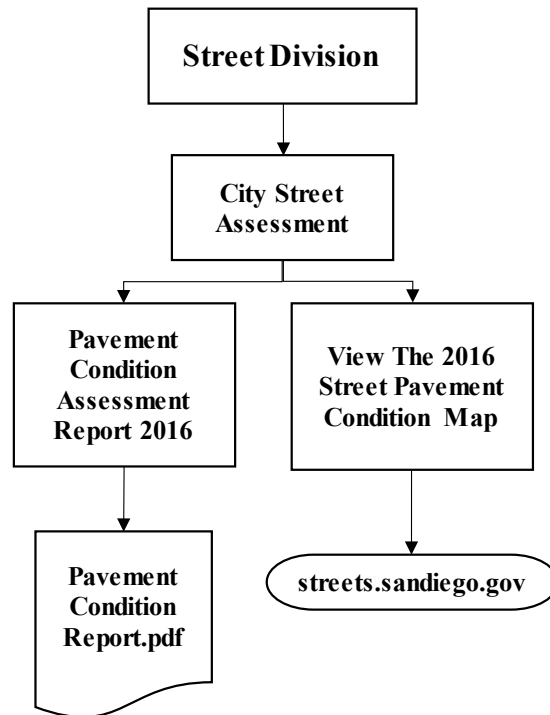
⁴⁷ City of San Diego Transportation Department, <https://www.sandiego.gov/Transportation>



This is the first page where the search introduces the Overall Condition Index (OCI), however, there is no link to follow. Returning to the Transportation Department webpage a tab titled: “City Street Assessment” provides the two options: *View the 2016 Street Pavement Condition Map*, or *Pavement Condition Assessment Report 2016*.

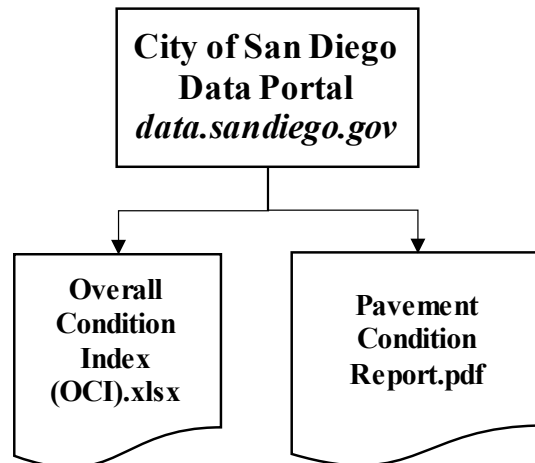
Viewing the *2016 Street Pavement Condition Map* leads to the very first interactive map we encountered. Viewing the *Pavement Condition Assessment Report 2016*, leads to an Infrastructure Committee Report to the City Council, dated September 22, 2016, which details the results of the OCI survey.

Unfortunately, there is no direct link to the raw OCI data (Excel spreadsheet) from the Transportation Department webpage.



To download and view the 2015-2016 *Overall Condition Index* (OCI) Excel spreadsheet that lists all streets and roadways within the City, one needs to go the *data.sandiego.gov* site.⁴⁸ The GJ questions how many San Diegans might even be aware of this website?

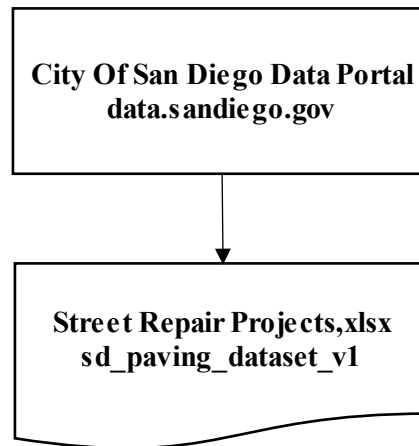
The Excel spreadsheet titled “*Overall Condition Index (2015)*” can be downloaded and searched for a specific street. Here you can find the OCI score. However, if the actual OCI score for the searched street only confirms the user’s belief that the street needs repaving, it will undoubtedly lead to more frustration in the search for “*When Will My Street Be Paved?*”



⁴⁸ Overall Condition Index Excel spreadsheet, <https://data.sandiego.gov/datasets/streets-overall-condition-index/>

At this point in the search, we still have not found any information on paving plans for a street that is not included in the “*StreetsSD Interactive Pavement Condition and Repair Map.*” For the average San Diegan this is where the search ends. However, the GJ continued our search to hopefully find more usable data that will in fact answer our hypothetical question.

Unfortunately, we could not find any directions on the Transportation Department’s webpage that would take us to the next step. To arrive at the information we are looking for, we must next use the “Browse Data” tab on the *data.sandiego.gov*⁴⁹ website.



Here a search of the term “Streets Repair Projects” provides the ability to, once again, download an Excel spreadsheet: *sd_paving_dataset_v1*. Again, for users that are spreadsheet savvy this should be the final stop in the search. However, the GJ found this database was not accurate, timely or inclusive of all streets in the City.

⁴⁹ Street Repairs Projects, Excel spreadsheet, <https://data.sandiego.gov/datasets/streets-repair-projects/>