



City of Oceanside

300 North Coast Highway,
Oceanside, California 92054

Staff Report

File #: 25-1076

Agenda Date: 1/14/2026

Agenda #: 14.

DATE: January 14, 2025

TO: Honorable Mayor and City Councilmembers

FROM: Development Services Department

TITLE: RECEIPT AND FILING OF THE CITY'S PAVEMENT MANAGEMENT PROGRAM FIVE-YEAR PLAN

RECOMMENDATION

Staff recommends that the City Council receive and file the proposed Five-year Pavement Management Program (PMP) and authorize the City Engineer, or designee, to modify the five-year PMP plan at their discretion based on available budget and observed changed pavement conditions.

BACKGROUND AND ANALYSIS

The City currently owns and maintains approximately 490 centerline miles of roadway and 16 centerline miles of alleys, totaling approximately 90 million square feet of pavement area. These roadways are classified as follows:

- Arterials (i.e., major commuter routes): 21%
- Collectors (i.e., connection from arterials to local streets): 12%
- Local Streets (i.e., residential streets): 67%

The roadway and alley network has an estimated replacement value of approximately \$270 million, making the City's streets and alleyways among Oceanside's most valuable public assets. Given this high value and the continual need to address wear caused by normal traffic and weather impacts, it is essential to implement pavement rehabilitation through a strategic, multi-year, and multi-phase program known as the proposed Five-year PMP.

The PMP, last updated in 2017, provides data-driven guidance for developing and implementing a phased, multi-year pavement maintenance and rehabilitation plan. The California Streets and Highway Code Section 2108.1 requires the City to establish a current PMP to maintain eligibility for state and regional funding sources.

The PMP serves as the City's primary planning and prioritization framework for annual paving projects. Projections regarding pavement conditions and the impact of various funding levels are modeled over a five-year period and adjusted annually based on available budget and observed pavement conditions. Each annual project includes multiple street segments selected based on

prioritization criteria, available funding, construction efficiency, and other technical considerations. As a multi-year roadmap, the PMP provides flexibility for staff to adjust priorities or add street segments as pavement conditions, funding levels, or material costs change from year to year.

The primary pavement health metric used by the City is the Pavement Condition Index (PCI), which rates pavement condition on a scale from 0 (failed) to 100 (excellent). The City's most recent survey of road conditions was completed in November 2023 by Infrastructure Management Services (IMS), through an Agreement approved by the City Council on August 9, 2023, to update the PMP. The data collected in 2023 was extensively processed and analyzed using the Easy Street Analysis (ESA) pavement management system to create the updated PMP.

The analysis determined the City's average PCI to be 61, which falls within the "good" category. Pavement in this range exhibits minor to moderate cracking with low-severity load-associated distresses such as alligator cracking and rutting.

The goal of the PMP is to continually improve the overall PCI across the City's roadway network. Because pavement maintenance needs exceed available funding and staff resources, prioritization is essential. Staff's methodology considers both pavement condition and roadway classification. The City emphasizes preventative maintenance to treat streets before they deteriorate to the point of requiring more extensive and costly reconstruction. Treatments range from slurry seals to overlays and full-depth reconstruction, depending on pavement conditions. As a secondary prioritization factor, arterials receive the highest priority, followed by collectors, and then local streets and alleys. This approach balances the need to maintain heavily traveled routes while ensuring equitable investment across residential areas.

Funding sources also influence project programming. Certain state funding sources require a portion of funds to be allocated toward preventative maintenance, while Measure X funds, guided by a citizens oversight committee, are primarily directed toward arterial roadway improvements that serve as major commuter routes.

Further details of the PMP and the proposed Five-year PMP Plan are provided in Attachments 2 and 3. To reflect changing conditions, staff proposes the City Council authorize the City Engineer, or designee, to modify the proposed plan as necessary based on approved budgets and observed pavement conditions.

FISCAL IMPACT

Based on the Fiscal Year 2025-26 Budget, the City has allocated approximately \$10 million annually to support the Pavement Management Program. Analysis indicates that a minimum annual investment of \$10 million is required to maintain the City's current Pavement Condition Index (PCI). To gradually improve overall roadway conditions, it is recommended to increase annual funding to approximately \$12.4 million during the next budget cycle. A budget increase in a yet to be determined amount will be presented for City Council consideration as part of the FY 26-27 budget adoption process.

Funding appropriations for individual projects under the Pavement Management Program will be requested at the time each project is brought forward for award by City Council.

COMMISSION OR COMMITTEE REPORT

None.

CITY ATTORNEY'S ANALYSIS

Not applicable.

Prepared by: Kymberly Corbin, Senior Civil Engineer

Reviewed by: Darlene Nicandro, Development Services Director

Submitted by: Jonathan Borrego, City Manager

ATTACHMENTS:

1. Staff Report
2. Pavement Management Program Report
3. Pavement Management Program 5-Year Plan