

P2024 – 2025



Civil Grand Jury

Final Report

**Prioritizing Best Practice
Street Maintenance**

June 4, 2025

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Prioritizing Best Practice Street Maintenance

SUMMARY

Streets are a vital part of a city's infrastructure, enabling commerce, emergency services, and recreation. They often make up the bulk of a city's assets and are costly to maintain. Streets not kept in a best practice condition are costlier to maintain. Neglected streets also cause extra wear on the vehicles that use them.

The Ventura County Civil Grand Jury investigated the pavement conditions in the cities of Camarillo, Oxnard, Santa Paula, Simi Valley, and Ventura. Although these cities have established improvement goals, none has a specific target to achieve and maintain best practice pavement conditions.

The Civil Grand Jury recommends that each city set a goal to achieve best practice street conditions and create a plan to reach that goal.

METHODOLOGY

The Ventura County Civil Grand Jury received complaints about road conditions in several cities within Ventura County and chose to investigate Camarillo, Oxnard, Santa Paula, Simi Valley, and Ventura due to the differing street conditions present. City pavement management plans, budgets, and financial statements were examined. Interviews were held with city officials. City Council meetings were reviewed. Additionally, online research was conducted. Data was downloaded for analysis from the California State Controller for city and city street revenue. (Ref-01, Ref-02, Ref-03, Ref-04, Ref-05, Ref-06, Ref-07, Ref-08, Ref-09, Ref-10, Ref-11, Ref-12, Ref-13, Att-01, Att-02)

BACKGROUND

Streets are essential for a functioning city; they provide access for fire, police, and ambulance services. They facilitate commerce, commuting, delivery, and leisure travel while supporting public transit, biking, and walking.

Best Practice Pavement Conditions

Since 2008, a coalition of cities, counties, and Regional Transportation Planning Agencies (RTPAs) has partnered to educate policymakers and the public about the necessity of investing in transportation infrastructure. The group, **SaveCaliforniaStreets**, presents several points in its biannual report, which is compiled using data submitted by cities and counties, with the most recent release in May 2023. (Ref-14)

- The Pavement Condition Index (PCI) is a rating system that ranges from 0 (failed) to 100 (excellent).
- Best practices call for a PCI in the 80s.
- A PCI rating ranging from 60 to 70 is classified as "at risk".

- Reconstructing a street in poor condition (PCI < 49) can cost up to 14 times more than maintaining pavement in good condition (PCI 71 to 85).
- Maintaining a street with a PCI of 50 to 70 can cost as much as four times more than maintaining pavement conditions in the 80s.

There are two relevant concepts in best practice pavement management: lifecycle cost analysis and the perpetual pavement design concept. These concepts are presented by the United States Department of Transportation's "Life-Cycle Cost Analysis Primer" in 2003 and "Reformulated Pavement Remaining Service Life Framework" in 2013. (Ref-15, Ref-16)

Lifecycle cost analysis advocates for finding the best, lowest cost way to accomplish a project using discounted cash flows. It considers both the project costs incurred by a city and user costs, including vehicle operating costs, travel time costs, and crash costs. (Ref-15)

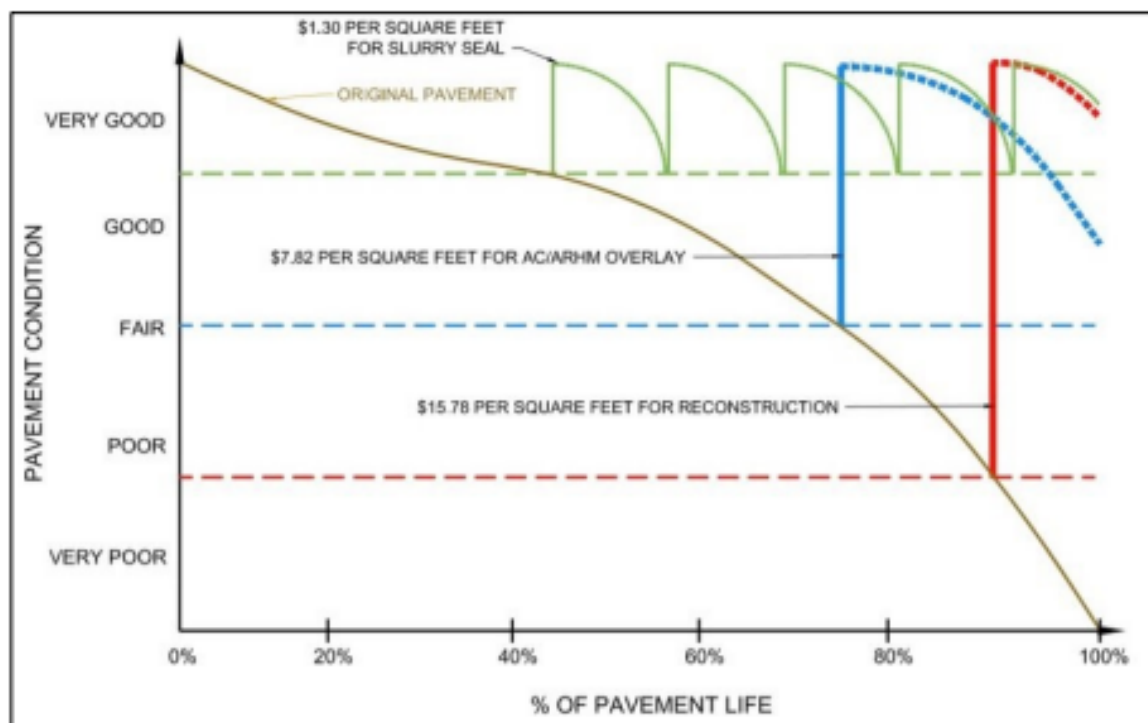


Exhibit C - Pavement Deterioration Curve and Maintenance Costs

Figure 1

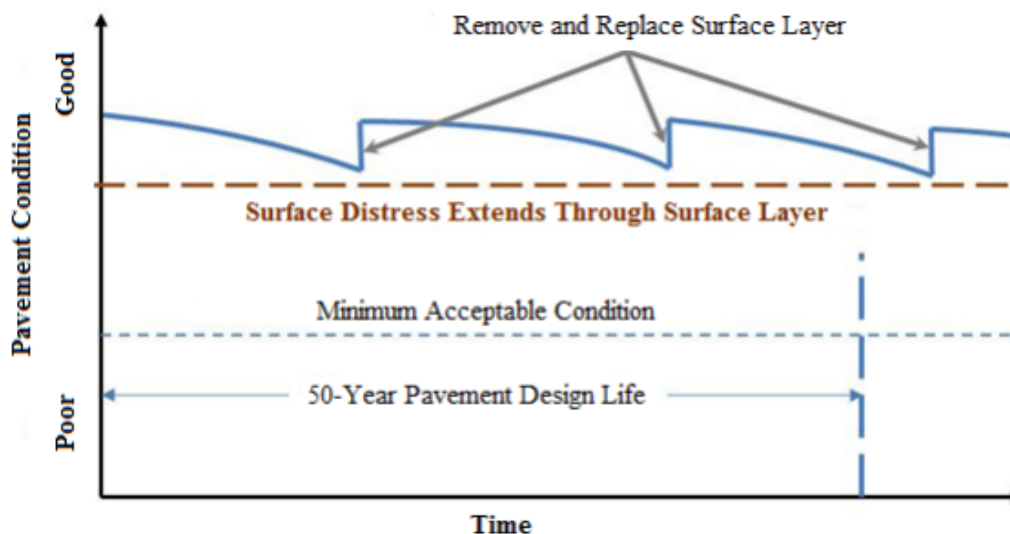


Figure 6. Graph. Perpetual pavement design concept based on construction of a pavement where distresses occur in the pavement surface layer.

Figure 2

Perpetual pavement design promotes maintaining streets in such a condition that distress does not occur at levels below the surface layer. In other words, perform less costly preventative maintenance more often so that more costly maintenance or reconstruction is not needed. (Figure 1, Ref-11, Figure 2, Ref-16)

Attachment 03 presents a simplified overview of applying both concepts to two different alternatives. User costs, disruption during construction, and vehicle wear should be considered, but for simplification purposes, they are assumed to be equivalent between the alternatives. Alternative A assumes a street service life of 30 years and a reconstruction cost of \$84 per square yard. Alternative B assumes preventive maintenance every six years at \$7 per square yard for a total of \$35 over those 30 years. Both cost estimates (in 2022 dollars) and the preventive maintenance frequency are sourced from SaveCaliforniaStreets. Assuming a discount rate of 4%, the present value of \$84 is \$26. The present value of \$7 spent every six years, starting in year six, is \$18. Results indicate that performing preventative maintenance costs about 30% less than reconstructing a street every 30 years. (Ref-14, Ref-15, Att-03)

Essentially, a higher PCI provides the opportunity to reduce costs for street maintenance. Allowing pavement conditions to fall below best practices leads to increased expenses. If a city sets a goal of 70, taxpayers may end up paying four times more to maintain streets that do not advance beyond that level. The sooner a city can achieve a PCI in the 80s, the better.

Costlier Deferred Maintenance

A software program known as **StreetSaver** is frequently used for pavement management in California. The StreetSaver program does the following:

- Tracks pavement conditions and estimates their degradation over time
- Makes estimates of future funding requirements to achieve a specific PCI goal within one to ten years
- Assists in planning by recommending which streets to prioritize within a limited budget.

(Ref-17)

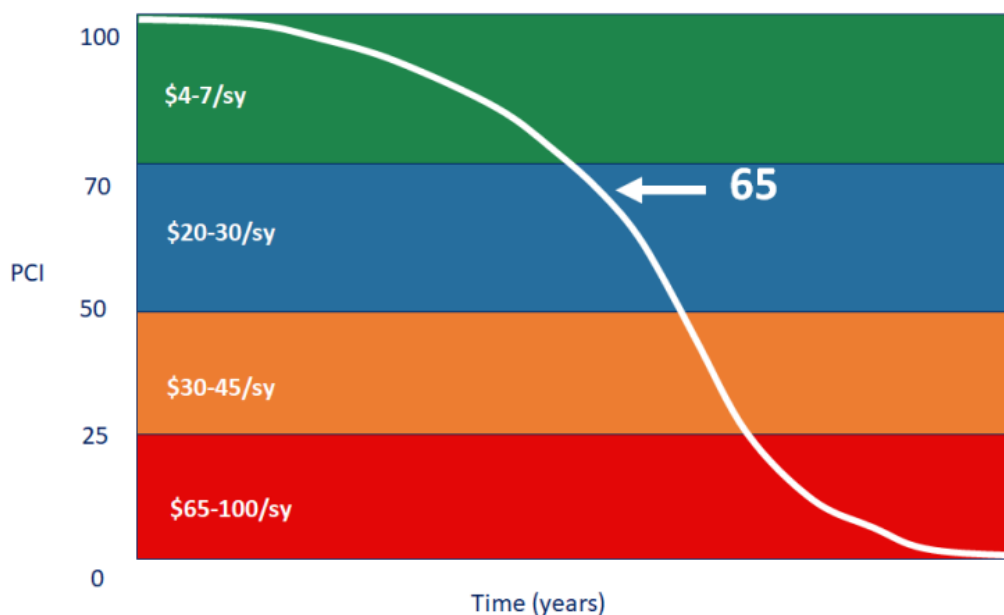


Figure 3

StreetSaver's estimate of future funding requirements considers the costs for all streets with PCIs ranging from 0 to 100. For asphalt streets with a PCI rating above 70, SaveCaliforniaStreets estimates the cost, in 2022 dollars, to be \$4 to \$7 per square yard. For streets with a PCI between 50 and 70, the cost increases to between \$20 and \$30 per square yard. Deferring maintenance until a street's PCI falls between 70 and 50 is costlier by the difference between these two ranges, totaling \$16 to \$23 per square yard. This costlier deferred maintenance could be avoided if street conditions were maintained using best practices, a PCI in the 80s. (**Figure 3**, Ref-14)

Although it is not as precise as StreetSaver, the following calculation provides a rough estimate of costlier deferred maintenance: (Lane miles) × (Additional Cost per Square Yard) × (Average Lane Width) × (Yards per Mile). A city with 1,000 lane miles of streets to maintain with a PCI of 67 incurs an additional cost of \$16 to \$23 per square yard. Assuming an average lane width of 5 yards and 1,760 yards per mile, the additional cost requirement would range from \$140 million to \$200 million, likely closer to \$140 million since the PCI is nearer to 70 than to 50. $(1,000) \times (\$16 \text{ to } \$23) \times (5) \times (1,760) = \$140,000,000 \text{ to } \$200,000,000$.

If a city spends enough to increase its average PCI, it can reduce the amount of this costlier deferred maintenance. In contrast, if a city does not spend sufficiently to maintain the same pavement conditions, the opposite occurs. Even if a city's pavement condition remains unchanged, the costlier deferred maintenance amount will escalate by four to seven percent annually due to inflation in paving construction costs, according to SaveCaliforniaStreets. (Ref-14)

The Hidden Cost

In 2024, **Trip**, a national transportation research nonprofit, estimated that Californians lost \$22.9 billion per year in additional vehicle wear due to poor streets. This estimate corresponds with a statewide PCI of 65 reported by SaveCaliforniaStreets in 2022. It encompasses vehicle depreciation, repair costs, increased fuel consumption, and additional tire wear caused by inadequate streets. However, it does not consider the extra time lost due to congestion, delays from detours, the noise and dust from construction, or restricted access for commerce, fire, police, and ambulance services. Assuming a population of 39 million and an average of 16 out of 35 miles driven daily on local streets, this totals approximately \$270 per resident annually for driving on subpar local roads. Residents of a city with a population of 100,000 and a PCI of 65 collectively incur \$27 million per year for this hidden cost. Like deferred maintenance, this amount is dependent on the average PCI. It is zero at a PCI of 100 and increases to over \$270 at a PCI of less than 65. (Ref-18, Ref-19)

Funding Sources

There are two main types of funding: those dedicated to street maintenance, which cannot be used for other purposes, and those that contribute to a city's general fund and can be allocated for any purpose at the discretion of the city council. State sources constitute the majority of dedicated funding, while city sources account for most discretionary funding. It is important to note that not all street funding is spent on pavement maintenance. Expenditures also cover bridges, traffic signals, sidewalks, wheelchair ramps, gutters, storm drains, engineering, bike paths, signage, and more.

State funds dedicated to street maintenance primarily come from the gas tax (Highway Users Tax Account) and SB1 (The Road Repair and Accountability Act of 2017). Since SB1 funds and gas taxes are indexed for inflation, these resources are increasing despite lower gas consumption. The future growth rate of these funds is anticipated to decline under current regulations as electric vehicles represent a larger share of the vehicles on the road. The state is conducting several studies to modify these regulations, such as implementing a tax based on miles driven rather than gas consumption. Federal and State funding sources are insufficient to cover routine street maintenance, let alone the funding required to achieve best practice street conditions. (Ref-20, Ref-21, Ref-14)

City sources for street maintenance funds come from property tax and sales tax, which make up the majority of a city's general fund. Finding alternative local funding sources is limited, particularly due to Proposition 218 (The Right to Vote on Taxes Act, passed in 1996).

Funding options that require a two-thirds vote:

- Special property tax assessment
- Sales tax for dedicated services, such as street maintenance
- Municipal bonds.

Funding options that require only a 50% vote:

- Sales tax allocated to the general fund.

(Ref-22, Ref-23)

Sales tax is limited to an additional 2% over the base rate of 7.25%, unless a special exception law is passed by the California legislature. These exceptions are typically introduced by a local state representative and have been successfully enacted by 91 cities. (Ref-24)

There are several other potential funding sources, some of which are listed below; however, they are less likely to significantly increase available funds and may vary in consistency from year to year.

- Increase transient occupancy tax (voter approval required)
- Developer impact fees
- Federal and state grants.

To increase local funding, most cities have chosen to use the lower 50% voter threshold to implement a general sales tax that contributes to a city's general fund. Voters should understand that these funds are discretionary. The priorities of both voters and city councils approving a general sales tax measure can evolve over time.

DISCUSSION

City Councils for the cities in this report have taken positive steps to improve street conditions.

- Camarillo has achieved best practice street conditions and has a goal to continue to seek improvement on local travel issues. (Ref-02)
- Oxnard has resumed a regular pavement cycle and set a goal to achieve a pavement condition rating of 70. (Ref-25, Ref-05)
- Santa Paula is completing the first cycle of a twenty-year pavement management plan, which consists of four five-year cycles. It has an objective to work to maximize funding going to streets. Additionally, a new funding source was established by proposing and passing Measure R in 2024, a 1% sales tax, with 60% of the vote. (Ref-07, Ref-26, Ref-27)
- Simi Valley has made it a capital improvement plan priority to resurface major and minor streets and has requested bids to update the pavement management program, with a deadline of January 2025. (Ref-08, Ref-28)
- Ventura has contracted to update its pavement management plan in 2025 and has a goal to improve conditions across the city for maintenance of roads. (Ref-29, Ref-10)

While cities have established goals to improve pavement conditions, no city has a specific goal to achieve and maintain best practice pavement conditions, a PCI in the 80s.

City Staff

All the cities in this report:

- Have experienced, skilled, and passionate leadership
- Have skilled engineers and maintenance staff
- Use the pavement management program StreetSaver to help optimize fund allocation
- Inspect and rate street conditions on a five-year or shorter cycle
- Use internal staff to fill in potholes
- Implement systems for accepting and addressing residents' pothole reports and complaints
- Engage external contractors for specialized expertise and significant street maintenance projects
- Develop multi-year comprehensive pavement management and capital improvement plans
- Create maps or plans that allow residents to see when specific streets will undergo maintenance
- Prioritize arterials, which are streets that carry the most traffic and heavy loads
- Prioritize preventive maintenance.

(Ref-01, Ref-03, Ref-05, Ref-07, Ref-09, Ref-11)

Each city faces problems and challenges, yet it is clear that city staff can resolve these issues, tackle the challenges, and effectively utilize the funds designated for street maintenance. However, it would be prudent for a plan intended to achieve best practice pavement conditions to include technical design and construction quality assurance metrics that are regularly reported to the public on the quality of work done by staff and contractors. (Ref-30)

Costlier Deferred Maintenance

Below is an estimate of costlier deferred maintenance, based on the 2022 maintenance costs estimated by SaveCaliforniaStreets. Camarillo currently has no costlier deferred maintenance amount, as their PCI meets best practices. For the other cities, these amounts are not insignificant; they represent many times the average annual cost those cities have spent on street maintenance over the past few years. (**Figure 3**, Ref-14)

Costlier Deferred Maintenance Estimate								
City	Average Pavement Condition Index (PCI)	Lane Miles of Pavement to Maintain	Average Width of a Lane in Yards	Yards per Mile	Additional Cost Range to Maintain Streets at Current PCI per Square Yard		Costlier Deferred Maintenance	
					Low	High	Low	High
Camarillo	82	470	5	1760	\$0	\$0	\$0	\$0
Oxnard	67	1037	5	1760	\$16	\$23	\$146,009,600	\$209,888,800
Santa Paula	58	180	5	1760	\$16	\$23	\$25,344,000	\$36,432,000
Simi Valley	69	812	5	1760	\$16	\$23	\$114,329,600	\$164,348,800
Ventura	63	736	5	1760	\$16	\$23	\$103,628,800	\$148,966,400

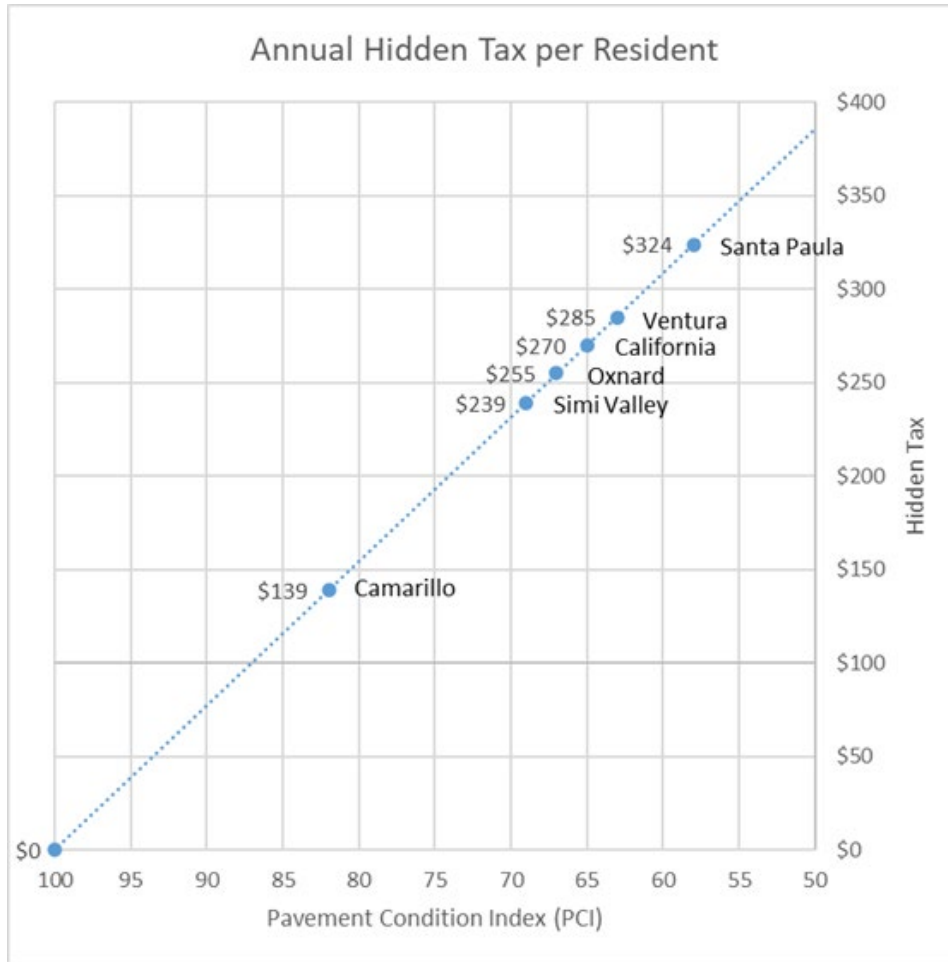
$(\text{Lane miles}) \times (\text{Average Lane Width}) \times (\text{Yards per Mile}) \times (\text{Additional Cost per Square Yard})$

(Ref-01, Ref-03, Ref-05, Ref-07, Ref-09, Ref-11, Ref-14)

For Oxnard and Simi Valley, the costlier deferred maintenance amounts roughly equivalent to the lower estimate, as their PCIs are around 70. For Santa Paula and Ventura, the costlier deferred maintenance amounts are closer to the midpoint of the range.

The Hidden Cost

Below is an estimate of the hidden cost borne by residents each year. This burden is not shared equally. Households without vehicles incur no hidden cost, while those with more than one vehicle or those who drive more than the average number of miles on local streets bear a higher percentage of the hidden cost. Residents make this hidden cost clear to city officials through complaints about pavement conditions. (Ref-01)



Assuming the hidden cost changes linearly with PCI, the hidden cost is \$139 for Camarillo, \$255 for Oxnard, \$324 for Santa Paula, \$239 for Simi Valley, and \$285 for Ventura. (Ref-18, Ref-19, Ref-31)

Estimated Hidden Tax per Year						
City	Population	Average Pavement Condition Index (PCI)	Average Local Miles Driven per Day	Average Total Miles Driven per Day	Cost of Vehicle Wear per resident per year	Hidden Tax per year
Camarillo	69,514	82	16	35	\$139	\$4,417,118
Oxnard	198,488	67	16	35	\$255	\$23,138,030
Santa Paula	31,792	58	16	35	\$324	\$4,708,849
Simi Valley	125,113	69	16	35	\$239	\$13,669,489
Ventura	109,058	63	16	35	\$285	\$14,208,699

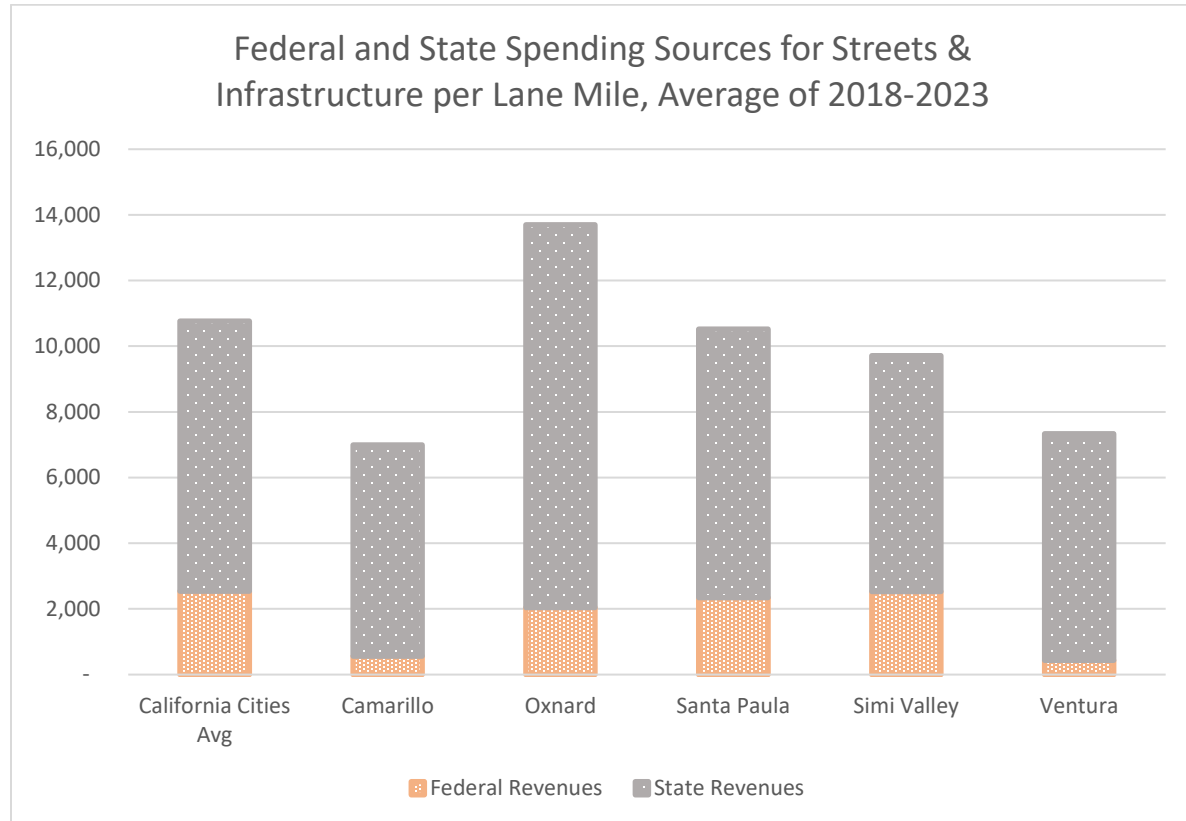
$(\text{Population}) \times (\text{Average Local Miles}) \div (\text{Average Total Miles}) \times (\text{Cost of Vehicle Wear})$

Funding Sources

The cities in this report have employed various strategies to fund street maintenance.

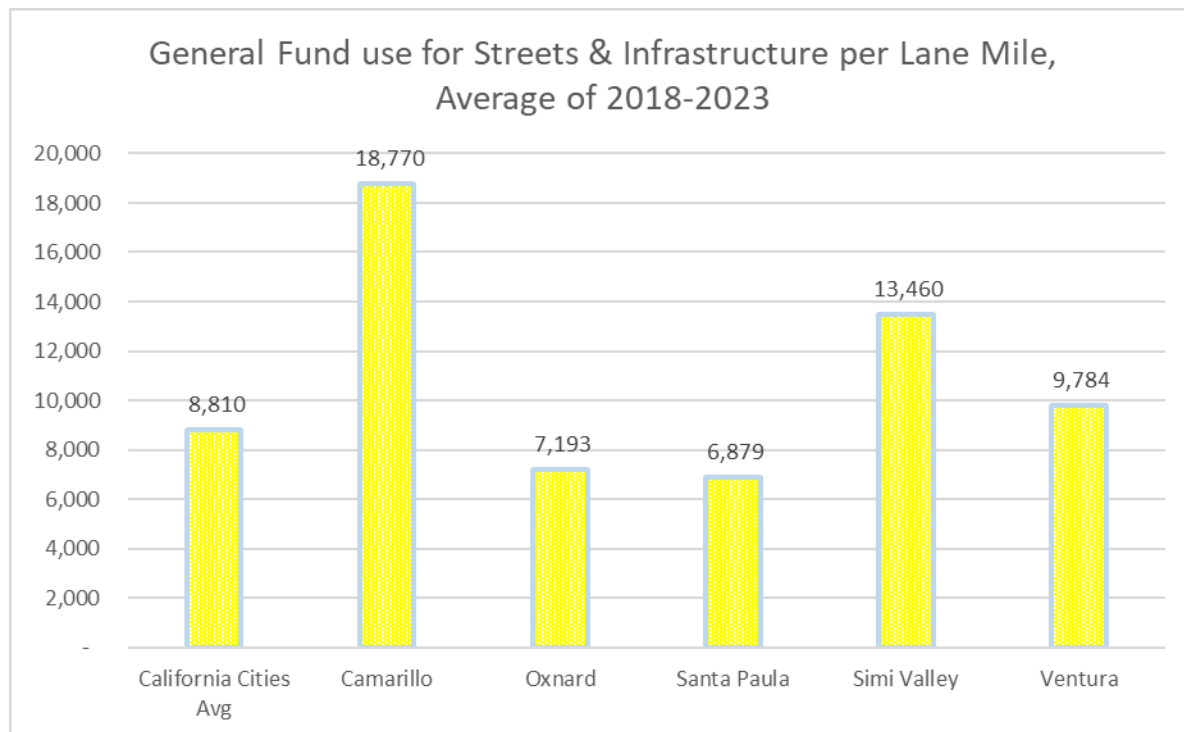
Federal and State Funds for Street Maintenance

From 2018 to 2023, Oxnard received more federal and state funding per lane mile than the average city in California. Santa Paula received about the same amount, while Camarillo, Simi Valley, and Ventura received less. (Ref-12, Att-01)



General Funds Spent on Streets

As noted above, cities in this report are working to improve pavement conditions. To compensate for reduced federal and state funding, Camarillo, Simi Valley, and Ventura are allocating more of their discretionary general funds to street maintenance than the average city in California. (Ref-12, Att-01)



The graph presented above averages data over a six-year period to smooth out year-to-year changes in street maintenance spending. Year-to-year spending can vary greatly since revenue is saved one year to fund a large project in another year, making it difficult to identify trends.

The table below illustrates how local spending on street maintenance was prioritized relative to each city's general fund, averaged over the period from 2018 to 2023. Non-discretionary funding sources include developer impact fees, facilities assessment districts, and the transportation development act, among others. (Ref-12, Att-01, Att-04)

Prioritization of Local Revenue to Street Maintenance 2018-2023					
City	General/ Discretionary Fund Revenue	Discretionary \$ Allocated to Streets	Discretionary % Allocated to Streets	Non- discretionary \$ Allocated to Streets	Non- discretionary % Allocated to Streets
Camarillo	\$46,577,657	\$8,822,073	18.9%	\$8,675,158	18.6%
Oxnard	\$182,683,887	\$7,459,313	4.1%	\$7,422,502	4.1%
Santa Paula	\$17,071,198	\$1,238,263	7.3%	\$1,269,496	7.4%
Simi Valley	\$78,394,698	\$10,929,698	13.9%	\$991,063	1.3%
Ventura	\$143,787,571	\$7,200,677	5.0%	\$11,242,194	7.8%

Sales Tax Measures

Camarillo has achieved best practice pavement conditions without increasing the sales tax.

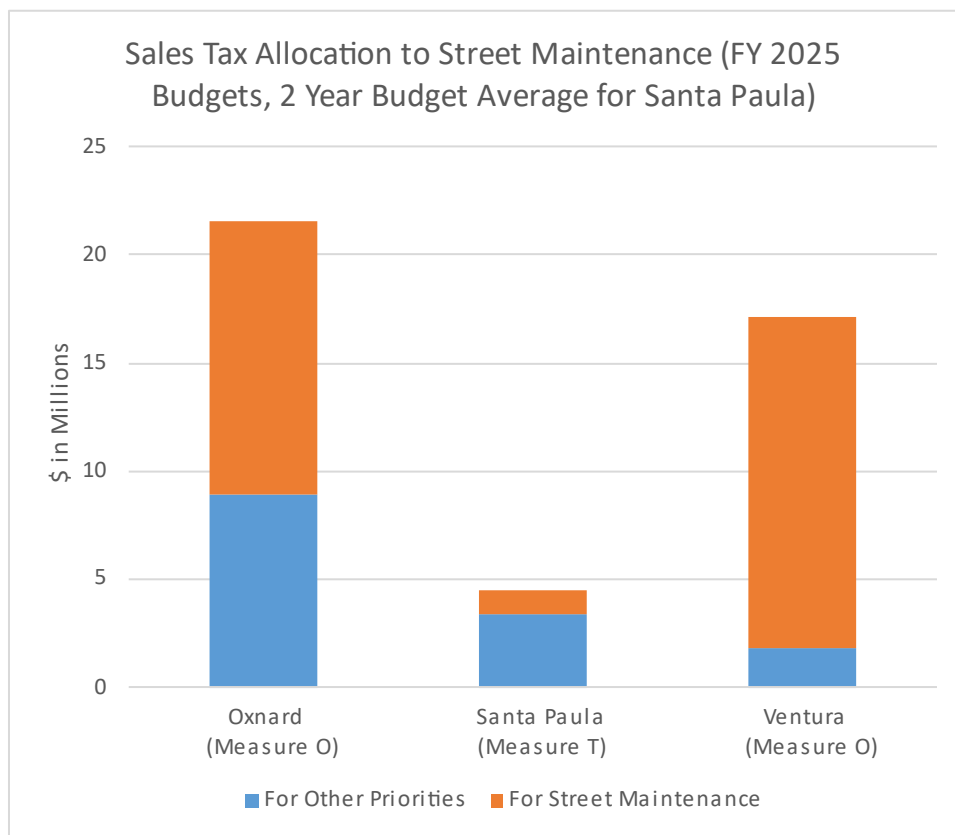
Oxnard has passed two measures: Measure O, a ½% general sales tax introduced in 2008 that expires in 2029, and Measure E, a 1 ½% general sales tax enacted in 2020 with no expiration date. Measure O promises some funds will be used for street maintenance. It generates approximately \$22.1 million annually, but there are efforts underway to reduce reliance on this

funding since it expires in 2029. About 48% of Measure O funds are budgeted for street maintenance in 2025. Measure E makes no promises and is not accounted for separately from the general fund. (Ref-04)

Santa Paula has also passed two measures: Measure T, a 1% general sales tax enacted in 2016 that expires in 2036, and Measure R, a 1% general sales tax enacted in 2024 with no expiration date. Each measure is expected to generate approximately \$4.5 million per year. About 26% of Measure T funds are allocated for street maintenance in the latest two-year budget ending in 2025. It is generating more revenue than originally projected, and its advisory committee has directed most of this extra revenue toward street maintenance. Since Measure R was recently passed, it is not included in the 2025 budget. (Ref-06)

Simi Valley has not attempted to pass a local sales tax measure.

Ventura has passed Measure O, a ½% general sales tax implemented in 2016 that will expire in 2041. This measure is expected to generate approximately \$17 million per year. Measure O promises some portion of funds for streets, with nearly 90% budgeted for street maintenance in 2025, representing a substantial increase compared to 2023 and earlier years. The majority of the 2025 Measure O street maintenance budget is earmarked for traffic signal upgrades and sidewalk maintenance. (Ref-10)



No city in this report has attempted to pass a sales tax measure dedicated to street maintenance, likely due to the two-thirds voter requirement. However, the city of El Cerrito demonstrates that it is possible. It passed a ½% sales tax in 2008 and documented an

improvement in PCI from 52 to 85, completing a five-year plan in just three years. Municipal bonds in the form of sales tax revenue bonds were sold to significantly accelerate street maintenance, with the sales tax revenue pledged to pay bond interest and principal over 20 years. This measure has no expiration date and has generated some controversy regarding whether the city is still using the funds for their intended purpose. (Ref-32, Ref-33, Ref-34, Ref-35)

Other Sources

Each city in this report has utilized federal and state grants, employed developer impact fees, and implemented a transient occupancy tax. (Ref-13)

Each city has maintenance assessment districts that serve as a dedicated funding source for street upkeep, yet they provide less than 20% of the funding used for street maintenance. No city has attempted to ask voters to pass a special property tax assessment dedicated to street maintenance, other than community facilities districts that some developers choose for new developments.

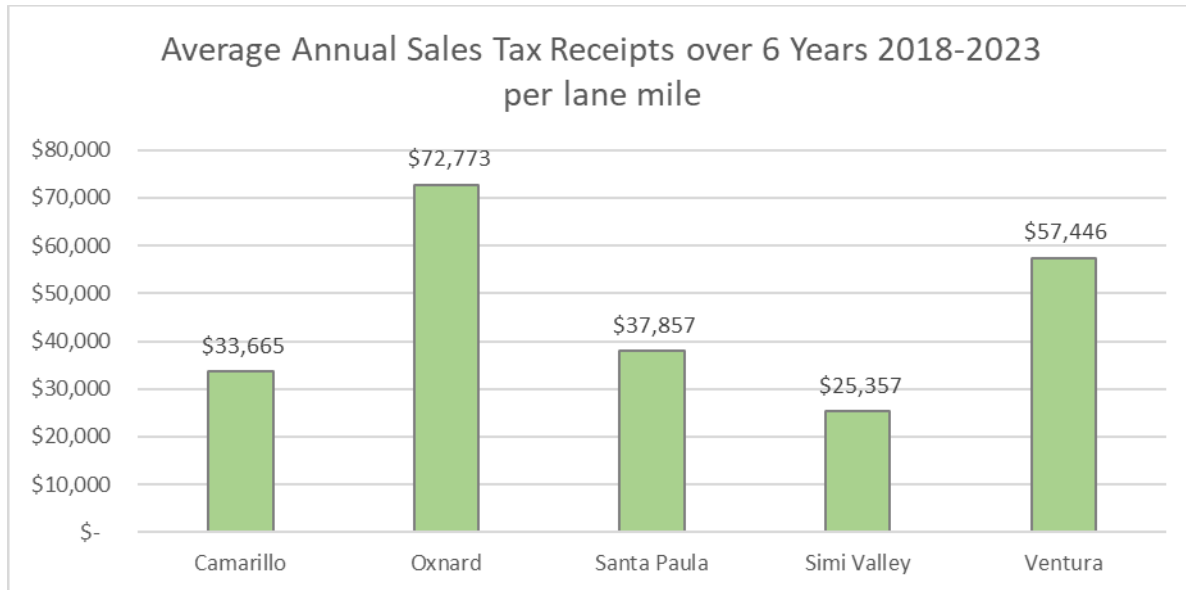
Only Oxnard has utilized municipal bonds for street maintenance. Lease revenue bonds, originating from at least 2003, were refunded for \$21 million in 2014 and use Measure O funds to cover the interest and principal. In 2007, Oxnard issued \$28 million in Certificates of Participation and uses its Gas Tax Fund to cover the interest and principal. It appears the state did not raise objections to this issue in a timely manner, allowing Oxnard to bypass the normally required 2/3 vote. A state audit in 2018 recommended that Oxnard adhere to the rules in the future. (Ref-36)

County-wide, the Ventura County Transportation Commission can provide funds to cities through grants and public transit money. Cities with a population under 100,000 that meet certain public transit requirements can use any extra funds from the commission for street maintenance. A 2016 county-wide effort by the commission to implement a ½% sales tax failed to gain voter approval, denying cities in Ventura County access to matching funds available to those in counties that have passed the ½% sales tax. (Ref-37, Ref-38, Ref-39)

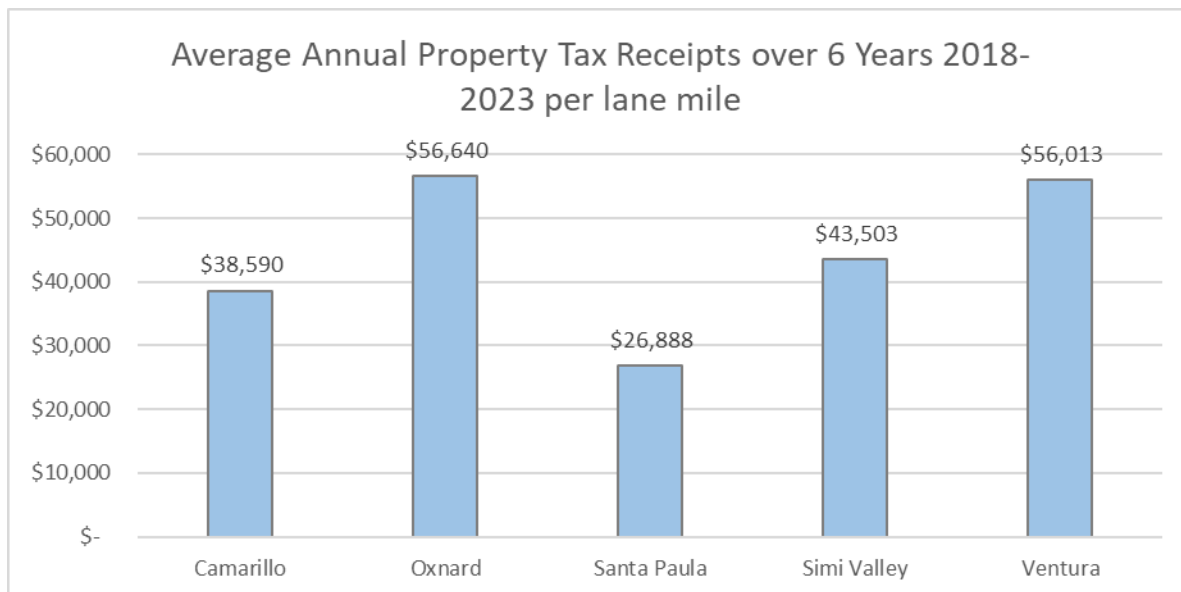
Differing Circumstances

Each city in this report is unique in its ability to fund street maintenance and in the condition of its streets. Oxnard, Santa Paula, and Ventura are older cities with road bases that do not meet current standards, resulting in a higher percentage of streets requiring costly reconstruction. Oxnard faces an additional challenge of replacing aging, under-street cast iron water pipes. Santa Paula has had to contend with sinkholes related to adverse weather. (Ref-01)

Sales tax and property tax generally make up the majority of a city's discretionary funding sources. Camarillo is viewed as having an advantage in sales tax revenue due to its outlet mall. However, this does not appear to be the case when considering sales tax revenue per lane mile. Simi Valley has recognized its lower sales tax revenue compared to other cities. (Ref-01, Ref-13)



Here is how property tax revenue compares per lane mile. Santa Paula has recognized its lower property values compared to other cities. (Ref-01, Ref-13, Att-02)



Choices

The advantages and disadvantages of different funding sources for achieving best practice pavement condition.

- Use existing general fund sources without raising taxes:
 - Pros
 - Does not require voter approval for increased taxes

- Once best practice pavement conditions are achieved, more funds can be allocated to other priorities.
- Cons
 - Postpone spending on other priorities until best practice pavement conditions are achieved
 - Might not be able to significantly reduce funding for other priorities to improve street conditions
 - This might take longer than other approaches, prolonging the hidden cost.
- Increase the sales tax for the general fund:
 - Pros
 - There is no need to alter existing priorities.
 - Cons
 - Requires approval from 50% of voters
 - Residents are subject to a higher sales tax
 - Priorities can change over time.
- Increase the sales tax designated for street maintenance:
 - Pros
 - Only applicable for street maintenance
 - Can be limited to the time needed to achieve best practice pavement conditions
 - There is no need to change the current priorities
 - Facilitate bond sales to reduce the time required to achieve best practice pavement conditions and decrease the hidden cost.
 - Cons
 - Requires the approval of two-thirds of voters
 - Residents are subject to a higher sales tax.

Certainly, the current efforts of the cities in this report to make slow progress toward improving pavement conditions are a worthy option. Such efforts chip away at both future street maintenance needs and the costlier deferred maintenance amounts that have built up little by little over prior decades. However, it doesn't quickly solve the problem of the hidden cost from vehicle wear or reduce residents' complaints about pavement quality. Perhaps it is time to try a different approach.

FINDINGS

- F-01.** The Civil Grand Jury finds that Oxnard does not maintain its streets in a best practice condition resulting in costlier deferred maintenance on streets and a hidden cost on residents due to extra vehicle wear.
- F-02.** The Civil Grand Jury finds that Santa Paula does not maintain its streets in a best practice condition resulting in costlier deferred maintenance on streets and a hidden cost on residents due to extra vehicle wear.
- F-03.** The Civil Grand Jury finds that Simi Valley does not maintain its streets in a best practice condition resulting in costlier deferred maintenance on streets and a hidden cost on residents due to extra vehicle wear.
- F-04.** The Civil Grand Jury finds that Ventura does not maintain its streets in a best practice condition resulting in costlier deferred maintenance on streets and a hidden cost on residents due to extra vehicle wear.
- F-05.** The Civil Grand Jury finds that Camarillo, with its dedicated and knowledgeable staff, effectively utilizes the funds spent on street maintenance, however, has not set a goal to maintain its streets in a best practice condition.
- F-06.** The Civil Grand Jury finds that Oxnard, with its dedicated and knowledgeable staff, would make effective use of the funds allocated for street maintenance.
- F-07.** The Civil Grand Jury finds that Santa Paula, with its dedicated and knowledgeable staff, would make effective use of the funds allocated for street maintenance.
- F-08.** The Civil Grand Jury finds that Simi Valley, with its dedicated and knowledgeable staff, would make effective use of the funds allocated for street maintenance.
- F-09.** The Civil Grand Jury finds that Ventura, with its dedicated and knowledgeable staff, would make effective use of the funds allocated for street maintenance.

RECOMMENDATIONS

- R-01.** The Civil Grand Jury recommends that Camarillo set a goal to maintain best practice pavement conditions by December 2025. (F-05)
- R-02.** The Civil Grand Jury recommends that Oxnard set a goal to achieve best practice pavement conditions within 10 years and create a plan to accomplish that goal by December 2025. (F-01, F-06)
- R-03.** The Civil Grand Jury recommends that Santa Paula set a goal to reach best practice pavement conditions within 10 years and create a plan to accomplish that goal by December 2025. (F-02, F-07)
- R-04.** The Civil Grand Jury recommends that Simi Valley set a goal to reach best practice pavement conditions within 10 years and create a plan to accomplish that goal by December 2025. (F-03, F-08)
- R-05.** The Civil Grand Jury recommends that Ventura set a goal to reach best practice pavement conditions within 10 years and create a plan to accomplish that goal by December 2025. (F-04, F-09)

RESPONSES

Responses required from the following governing bodies within 90 days:

Camarillo City Council (F-05, R-01)

Oxnard City Council (F-01, F-06, R-02)

Santa Paula City Council (F-02, F-07, R-03)

Simi Valley City Council (F-03, F-08, R-04)

Ventura City Council (F-04, F-09, R-05)

COMMENDATIONS

The Civil Grand Jury commends Camarillo for maintaining its streets in a best practice condition, which lowers future maintenance costs and the hidden cost from vehicle wear.

The Civil Grand Jury commends Santa Paula for its positive actions in improving street conditions by passing two sales tax measures that prioritize street maintenance.

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ATTACHMENTS

- Att-01.** California State Controller. City Street Revenue. (Ref-12)
Att-02. California State Controller. City Revenue. (Ref-13)
Att-03. Maintenance Alternative A & B Discounted Cash Flow.
Att-04. Discretionary Revenue – General Fund + Sales Tax Measure Funds.

GLOSSARY

<u>TERM</u>	<u>DEFINITION</u>
PCI	Pavement Condition Index. A street condition rating system from 0 (failed) to 100 (excellent),

Attachment-01

California State Controller. City Street Revenue

Colors below correspond to associated bar graph or table colors.

Sum of value	Column Labels							Annual	Per	
Row Labels	2018	2019	2020	2021	2022	2023	Grand Total	Average	Lane Miles	Lane Mile
Camarillo	25,572,818	30,057,951	16,262,036	17,469,200	16,729,537	18,635,292	124,715,834	20,785,972	470	44,225
City and Local Revenues	21,850,502	27,238,539	13,405,134	13,908,071	13,546,985	15,034,152	104,983,383	17,487,231	470	37,228
All Other Sources Discretionary	9,764,211	13,668,551	6,941,351	6,450,316	7,302,190	8,805,816	52,932,435	8,822,073	470	18,770
All Other Sources Non-Discretionary	9,698,877	11,066,448	3,791,972	5,055,340	3,940,598	4,205,437	37,758,672	6,293,279	470	13,360
Section 99234, Public Utilities Code	10,235	9,365	9,271	6,443	8,446	11,957	55,517	9,253	470	20
Section 99400a, Public Utilities Code	2,377,179	2,494,375	2,662,540	2,394,972	2,295,751	2,010,942	14,235,759	2,372,627	470	5,048
Federal Revenues	534,000	20,352	21,177	693,890	120,172	204,146	1,593,537	265,590	470	565
State Revenues	3,188,316	2,799,260	2,835,725	2,856,239	3,062,380	3,396,994	18,138,914	3,023,152	470	6,432
Oxnard	19,307,948	24,297,584	39,860,822	24,632,829	23,071,969	43,338,631	174,509,773	29,084,962	1037	28,047
City and Local Revenues	11,576,702	13,573,366	8,059,218	15,395,862	13,946,027	26,739,717	89,290,892	14,881,815	1037	14,351
All Other Sources Discretionary	8,211,641	8,067,706	4,407,401	8,097,476	8,855,334	7,116,321	44,755,879	7,459,313	1037	7,193
All Other Sources Non-Discretionary	3,332,928	5,468,751	3,592,589	7,286,750	5,078,008	18,173,459	42,932,465	7,155,414	1037	6,900
Section 99234, Public Utilities Code	10,315	14,770	22,722	8,367	9,964	(401,959)	(335,821)	(55,970)	1037	(54)
Section 99400a, Public Utilities Code	21,818	22,139	36,506	3,269	2,721	1,851,896	1,938,349	323,058	1037	312
Federal Revenues	1,397,701	2,407,126	3,404,963	210,483	128,637	5,141,253	12,690,163	2,115,027	1037	2,040
State Revenues	6,333,546	8,317,092	28,396,641	9,026,484	8,997,295	11,467,661	72,528,718	12,088,120	1037	11,657
San Buenaventura	14,604,848	20,629,690	17,184,135	37,224,275	31,697,701	21,704,384	143,046,033	23,840,839	736	32,392
City and Local Revenues	10,878,681	15,530,035	12,105,069	32,308,437	24,913,333	14,921,673	110,657,228	18,442,871	736	25,098
All Other Sources Discretionary	6,741,945	7,548,259	6,538,459	6,064,177	7,156,176	9,155,047	43,204,063	7,200,677	736	9,784
All Other Sources Non-Discretionary	4,072,567	7,913,965	5,506,326	26,199,389	17,694,472	5,395,815	66,779,534	11,129,922	736	15,122
Section 99234, Public Utilities Code	64,169	67,811	60,284	47,871	62,685	90,469	393,289	65,548	736	89
Section 99400a, Public Utilities Code						280,342	280,342	46,724	736	63
Federal Revenues	69,032	642,294	601,162	476,835	136,129	9,817	1,935,269	322,545	736	438
State Revenues	3,657,135	4,467,361	4,477,904	4,439,003	6,648,239	6,772,894	30,462,536	5,075,423	736	6,896
Santa Paula	5,355,015	2,571,011	4,384,639	4,808,646	3,566,440	5,789,649	26,405,399	4,400,900	180	24,449
City and Local Revenues	2,072,273	1,057,665	2,266,201	3,557,909	2,132,015	3,960,501	15,046,564	2,507,759	180	13,932
All Other Sources Discretionary	1,177,607	275,087	1,423,899	2,201,420	1,166,226	1,185,340	7,429,579	1,238,263	180	6,879
All Other Sources Non-Discretionary	84,747	9,745	167,868	314,297	185,668	135,356	897,701	149,617	180	831
Section 99234, Public Utilities Code	273,970	10,378	(15,803)	2,664	3,426	1,510,481	1,785,116	297,519	180	1,653
Section 99400a, Public Utilities Code	535,949	762,445	690,217	1,039,528	776,685	1,129,324	4,934,158	822,360	180	4,569
Federal Revenues	2,302,797	77,265		(432)	35,919	114,256	2,529,805	421,634	180	2,342
State Revenues	979,946	1,436,091	2,118,438	1,251,168	1,396,506	1,644,892	8,829,040	1,471,507	180	8,175
Simi Valley	16,825,919	19,468,271	22,504,164	16,778,537	17,486,441	25,769,513	118,832,845	19,805,474	812	24,391
City and Local Revenues	11,907,469	12,908,939	11,053,123	11,076,200	11,365,833	13,212,009	71,524,563	11,920,761	812	14,681
All Other Sources Discretionary	10,943,669	11,740,555	10,112,536	10,063,340	10,442,664	12,275,392	65,578,186	10,929,698	812	13,460
All Other Sources Non-Discretionary	934,734	976,422	906,257	882,705	895,817	896,866	5,502,801	917,134	812	1,129
Section 99234, Public Utilities Code	29,026	182,952	34,330	120,155	27,352	39,751	443,576	73,929	812	91
Federal Revenues	1,634,078	1,375,560	6,306,443	628,791	599,463	1,764,733	12,309,068	2,051,511	812	2,526
State Revenues	3,284,382	5,182,772	5,144,598	5,073,546	5,521,145	10,792,771	34,999,214	5,833,202	812	7,184

Sum of value	Column Labels							Annual	Per	
Row Labels	2018	2019	2020	2021	2022	2023	Grand Total	Average	Lane Miles	Lane Mile
City and Local Revenues	4099398375	4356979252	4528446482	4207745903	4626112525	5064857415	26883539962	4480589992	193391	23169
All Other Sources Discretionary	1706743825	1676387504	1788094465	1473210203	1717560729	1858191706	10222188432	1703698072	193391	8810
All Other Sources Non-Discretionary	2297133884	2594158772	2649626770	2639774317	2807446934	3090411089	16078551766	2679758628	193391	13857
County Road Fund Contributions	4998863	1961188	3405025	3215591	2550948	160745	16292360	2715393	193391	14
Section 99234, Public Utilities Code	18297396	11675982	18180284	12725465	15602189	17570241	94051557	15675260	193391	81
Section 99400a, Public Utilities Code	72224407	70796806	69139938	78820327	82951725	98523634	472455837	78742640	193391	407
Federal Revenues	561636940	514438808	522176533	509812552	432578755	402299588	2942943176	490490529	193391	2536
State Revenues	1096722921	1537305938	1677433659	169899537	1688870858	1844373669	9543606582	1590601097	193391	8225

Attachment-02

California State Controller. City Revenue.

Colors below correspond to associated bar graph or table colors.

Sum of value	Column Labels						Annual		Per		
Row Labels	2018	2019	2020	2021	2022	2023	Grand Total	Average	Lane Miles	Lane Mile	
Camarillo	46172051	50916841	47681422	46885338	48129731	58190313	297975696	49,662,616	4.70	105,666	
Fines and Forfeitures and Revenue from Use of Money and Property	1374527	4034813	3265769				8675109	1,445,852	4.70	3,076	
Fines, Forfeitures, Penalties, and Revenue from Use of Money and Property				1723957	-2540881	3341855	2524931	420,822	4.70	896	
Licenses and Permits	2110041	1459176	1130799	1440413	1477050	1278609	8896088	1,482,681	4.70	3,155	
Miscellaneous Revenues	3232682	3702021	3599119	489646	813387	2306874	12153729	2,025,622	4.70	4,310	
Taxes	39454801	41720831	41685735	43221322	48380175	51262975	265725839	44,287,640	4.70	94,229	
Taxes	39454801	41720831	41685735	43221322	48380175	51262975	265725839	44,287,640	4.70	94,229	
Functional Revenues	2357797	2391084	2538798	2401402	2359308	1966768	14075157	2,345,860	4.70	4,991	
Transportation Taxes àC Nontransit Functional Revenues	2367797	2391084	2538798	2401402	2369308	1966768	14075157	2,345,860	4.70	4,991	
General Revenues	37087004	39329747	39066937	40819920	46020867	49296207	251650682	41,941,780	4.70	89,238	
Business License Taxes, General Revenues	1387616	1409557	1379562	1438562	1474693	1619684	8703054	1,450,509	4.70	3,088	
Franchises, General Revenues	2778800	2888269	2944821	2965923	3138244	3176949	17522114	2,987,019	4.70	6,355	
Other Property Taxes, General Revenues	67219					3414045	3481264	580,211	4.70	1,234	
Pass-through Property Taxes (ABX1.26), General Revenues		146306	178228				327533	54,589	4.70	116	
Property Tax In-Lieu of Vehicle License Fees, General Revenues	6134455	6416377	6751459	7006474	7288383	7522423	41519671	6,919,929	4.70	14,723	
Property Taxes àC Prior, General Revenues	15472						15472	2,579	4.70	5	
Real Property Transfer Taxes, General Revenues	638100	618826	597215	947367	961392	527572	4080462	680,077	4.70	1,447	
Residual Property Taxes (ABX1.26), General Revenues					337726	482903	820628	136,771	4.70	291	
Sales and Use Taxes, General Revenues	13980438	15283516	13331297	14841167	18245729	19252211	94634358	15,822,393	4.70	33,665	
Secured and Unsecured Property Taxes, General Revenues	9408945	9650062	11456884	10961367	11211232	9363669	62006399	10,348,440	4.70	22,018	
Supplemental Roll Secured and Unsecured Property Taxes, General Revenues	276224	368281	188280	479413	200499	231613	1734310	289,062	4.70	615	
Transient Occupancy Taxes, General Revenues	2610007	2655564	2277001	2149677	3172970	3300038	18021277	2,970,213	4.70	5,681	
Oxnard	142751394	164679693	149214587	179047369	218695553	242118439	1094809445	182,468,074	1037	175,958	
Fines and Forfeitures and Revenue from Use of Money and Property	4484291	8726902	6431028				19642221	3,273,704	1037	3,157	
Fines, Forfeitures, Penalties, and Revenue from Use of Money and Property				2892770	3682664	5078905	11654339	1,942,390	1037	1,873	
Licenses and Permits	3306324	4057972	3852280	5019520	3702771	4764488	24703955	4,117,226	1037	3,970	
Miscellaneous Revenues	8312371	16931835	5615546	6580337	-3991686	6627377	40075780	6,679,297	1037	6,441	
Taxes	126648408	134962984	133316143	164554742	213602804	225647669	998732750	166,455,458	1037	160,516	
Taxes	112894704	119776253	118954420	134592062	137682296	149779869	773674604	128,945,767	1037	124,345	
Functional Revenues	13903522	13763857	14259379	20092235	35339032	17417214	94775299	15,795,873	1037	15,232	
Residual Property Taxes (ABX1.26), Functional Revenues				2442670			2442670	407,112	1037	393	
Transportation Taxes àC Nontransit Functional Revenues											
Voter-Approved Indebtedness Property Taxes, Functional Revenues						434032	434032	72,339	1037	70	
General Revenues	13903522	13763857	14259379	17649666	16339032	16883182	91898637	15,316,423	1037	14,770	
Business License Taxes, General Revenues	98991182	106013396	104659041	114489827	122343264	132358655	678899365	113,149,894	1037	109,113	
Franchises, General Revenues	5570488	6167475	6087800	5964716	6537611	6719802	37047152	6,174,525	1037	5,964	
Property Tax In-Lieu of Vehicle License Fees, General Revenues	3926374	3887252	3972958	4287264	4567215	5407476	26037628	4,399,588	1037	4,185	
Property Taxes àC Prior, General Revenues	18140863	18986135	19841762	20644997	21620613	23339641	122674011	20,429,002	1037	19,700	
Property Taxes àC Other, General Revenues	338022	202284	5722	34389	54607	635024	105,837	1037	102		
Real Property Transfer Taxes, General Revenues	818322	626885	673842	910934	978170	679570	4763623	792,264	1037	764	
Sales and Use Taxes, General Revenues	29665172	33330819	31968862	37960703	42163000	52652031	227740617	37,965,753	1037	36,602	
Secured and Unsecured Property Taxes, General Revenues	34114311	36801012	37453282	39768191	40628963	37627656	226973004	37,662,234	1037	36,318	
Supplemental Roll Secured and Unsecured Property Taxes, General Revenues	660688	586164	419232	661180	788866	751353	3872853	645,476	1037	622	
Transient Occupancy Taxes, General Revenues	5749572	5657470	4302481	4267483	5172299	5271128	30265353	5,044,226	1037	4,864	
Taxes àC Other	13763704	16187731	14361723	29962680	76920508	75871800	225068146	37,509,691	1037	36,171	
General Revenues	13763704	16187731	14361723	29962680	76920508	75871800	225068146	37,509,691	1037	36,171	
Other Taxes àC Other (Specify), General Revenues	13763704	16187731	14361723	29962680	76920508	75871800	225068146	37,509,691	1037	36,171	
San Buenaventura	111899609	119326435	121245801	125031117	127619759	139244749	744367470	124,061,245	736	168,561	
Fines and Forfeitures and Revenue from Use of Money and Property	5738247	7430237	6058509				19226993	3,204,499	736	4,354	
Fines, Forfeitures, Penalties, and Revenue from Use of Money and Property				3909400	-8587	5822752	9723565	1,620,594	736	2,202	
Licenses and Permits	4328592	5643707	3951585	4351162	4571157	4804956	27451159	4,575,193	736	6,216	
Miscellaneous Revenues	5203895	6560864	9679484	10423939	4011075	4764712	40643969	6,773,995	736	9,204	
Taxes	96628876	99691627	101556223	106546616	119046114	123852329	647321784	107,886,964	736	146,586	
Taxes	94561498	97624823	100128732	106471479	118168589	106749065	622698186	103,783,031	736	141,010	
Functional Revenues				264165	277978	251454	278264	1071861	178,644	736	243
Transportation Taxes àC Nontransit Functional Revenues				264165	277978	251454	278264	1071861	178,644	736	243
General Revenues	94561498	97624823	99864567	106193501	117915135	105466801	621626325	103,604,388	736	140,767	
Business License Taxes, General Revenues	1790688	1893877	2278532	1669120	1864627	2150305	11647049	1,941,175	736	2,637	
Franchises, General Revenues	4817978	4856151	4627968	5082727	5668982	6218874	31481680	5,246,947	736	7,129	
Interest, Penalties, and Delinquent Taxes, General Revenues	58726	52127	46969	54023	74471	64172	360487	58,415	736	79	
Property Tax In-Lieu of Vehicle License Fees, General Revenues	9933813	104119417	110650073	11641494	12101539	13007445	68222781	11,370,464	736	15,449	
Property Taxes àC Prior, General Revenues			530				530	88	736	-	
Real Property Transfer Taxes, General Revenues	588899	602601	540230	864871	833743	577396	4008740	668,123	736	908	
Sales and Use Taxes, General Revenues	36612173	38941358	39307100	43140072	48064817	30608689	236574209	39,429,035	736	53,572	
Secured and Unsecured Property Taxes, General Revenues	25332826	26546851	28167061	30409695	31613940	33783365	176852738	29,308,790	736	39,822	
Supplemental Roll Secured and Unsecured Property Taxes, General Revenues	503236	439608	478969	408831	717070	674576	3275489	545,915	736	742	
Transient Occupancy Taxes, General Revenues	6675907	6201655	5361114	5021768	8343067	8461827	40065238	6,677,540	736	9,073	
Utility Users Taxes, General Revenues	8186453	7618848	7697851	7891700	8732879	10020153	50147384	8,367,897	736	11,386	
Taxes àC Other	2067377	2066904	1427481	75137	879525	18107264	24623598	4,103,933	736	5,676	
Functional Revenues	2067377	2066904	1427481	75137	879525	999275	7515609	1,262,602	736	1,702	
Other Taxes àC Other (Specify), Functional Revenues	2067377	2066904	1427481	75137	879525	999275	7515609	1,262,602	736	1,702	
General Revenues											
Other Taxes àC Other (Specify), General Revenues							17107989	2,851,332	736	3,874	
							17107989	2,851,332	736	3,874	

Attachment-02 - continued

Sum of value	Column Labels						Annual	Per
Row Labels	2018	2019	2020	2021	2022	2023 Grand Total	Average	Lane Miles
☐ Santa Paula	15212076	12553079	14272650	18539528	20586009	20637327	10780669	180
☐ Fines and Forfeitures and Revenue from Use of Money and Property	462901	617448	571824				1652173	180
☐ Fines, Forfeitures, Penalties, and Revenue from Use of Money and Property				432312	544761	1471472	2448545	180
☐ Licenses and Permits	428906	886295	1154192	1870858	1511780	474787	6326758	180
☐ Miscellaneous Revenues	743910	96150	1755086	2755378	3745819	4016130	13111873	180
☐ Taxes	13576959	10953246	10791548	13480980	14783649	14674938	78261320	180
☐ Taxes	13576959	10953246	10791548	13480980	14783649	14674938	78261320	180
☐ General Revenues	13576959	10953246	10791548	13480980	14783649	14674938	78261320	180
Business License Taxes, General Revenues	126403	119324	127230	127146	161422	150884	812408	180
Construction Development Taxes, General Revenues	10610	10160	10458	10719	4647	10611	57285	180
Franchises, General Revenues	883380	788990	726157	812000	891133	1159604	5266264	180
Other Property Taxes, General Revenues	62442	57109	74602	33999	78995	62382	369529	180
Property Tax In-Lieu of Vehicle License Fees, General Revenues	2690744	2829326	2961256	3160485	3400543	3783163	18825766	180
Property Taxes à la Prior, General Revenues	15222						15222	180
Real Property Transfer Taxes, General Revenues	70097	78956	127129	192656	237457	119585	825400	180
Residual Property Taxes (ABX1 26), General Revenues	238097	44415	130530	122261	133915		669218	180
Sales and Use Taxes, General Revenues	5939539	6145940	5853239	6912273	7893049	8141512	40885652	180
Secured and Unsecured Property Taxes, General Revenues	3263943	701743	646596	1982564	1821178	1107704	9622817	180
Supplemental Roll Secured and Unsecured Property Taxes, General Revenues	150854	74443	36483	42671	17212		321663	180
Transient Occupancy Taxes, General Revenues	119528	103020	99730	84317	144098	139453	690186	180
☐ Simi Valley	72742485	79545339	79724736	83728926	88392554	94478149	499612889	812
☐ Fines and Forfeitures and Revenue from Use of Money and Property	2630306	4081234	3380722				10077262	812
☐ Fines, Forfeitures, Penalties, and Revenue from Use of Money and Property				2179777	884577	4516211	7580565	812
☐ Licenses and Permits	2491465	2618558	2703377	3829208	5116843	3606782	20366233	812
☐ Miscellaneous Revenues	3686515	4950921	2893464	3228428	3359988	2951551	21070867	812
☐ Taxes	63874199	67894626	70827173	74491513	79031146	83403605	439522262	812
☐ Taxes	63874199	67894626	70827173	74491513	79031146	83403605	439522262	812
☐ Functional Revenues	4586327	5094299	4218275	5283567	5180307	6204920	30608635	812
Construction Development Taxes, Functional Revenues	264252	384197	147659	889479	956590	128885	2771062	812
Transportation Taxes à la Nontransit, Functional Revenues	4322075	4650042	4071616	4394089	4223717	6076035	27737573	812
☐ General Revenues	59287872	62860387	66607898	69207946	73850639	77798685	409013627	812
Business License Taxes, General Revenues	1967065	2106344	2112049	2241422	2343050	2436816	13206746	812
Franchises, General Revenues	4651610	5262854	5150817	5466422	5877300	6364203	32473216	812
Interest, Penalties, and Delinquent Taxes, General Revenues	39746	52478	73130	39461	4075	44094	262984	812
Other Property Taxes, General Revenues		23370	14028				37938	812
Property Tax In-Lieu of Vehicle License Fees, General Revenues	11691521	12204301	12732002	13256005	13777734	14869604	78526167	812
Property Taxes à la Prior, General Revenues	15666						15666	812
Real Property Transfer Taxes, General Revenues	779098	779952	716882	1082653	1283133	723140	5364868	812
Residual Property Taxes (ABX1 26), General Revenues	1504304	1549715	1411927	1921038	2091347	2714963	11193294	812
Sales and Use Taxes, General Revenues	17857830	18961367	18319232	21372380	23631522	23388289	123540620	812
Secured and Unsecured Property Taxes, General Revenues	18663904	19455442	24127586	22079108	22556746	24195767	130677863	812
Supplemental Roll Secured and Unsecured Property Taxes, General Revenues	393460	394191	378005	414051	464537	369817	2404051	812
Transient Occupancy Taxes, General Revenues	1924468	2069753	1572240	1335406	2026395	2091922	11020254	812

Attachment-03

Maintenance Alternative A & B Discounted Cash Flow

Discount Rate	4%	
Present Value	(\$25.90)	(\$18.25)
Year	A	B
1	-	-
2	-	-
3	-	-
4	-	-
5	-	-
6	-	(\$7.00)
7	-	-
8	-	-
9	-	-
10	-	-
11	-	-
12	-	(\$7.00)
13	-	-
14	-	-
15	-	-
16	-	-
17	-	-
18	-	(\$7.00)
19	-	-
20	-	-
21	-	-
22	-	-
23	-	-
24	-	(\$7.00)
25	-	-
26	-	-
27	-	-
28	-	-
29	-	-
30	(\$84.00)	(\$7.00)

Attachment-04

Discretionary Revenue – General Fund + Sales Tax Measure Funds

City	General Fund Revenue including Sales Tax Measure Funds						Average
	2018	2019	2020	2021	2022	2023	
Camarillo	\$40,323,798	\$44,979,468	\$43,120,245	\$44,336,443	\$49,222,075	\$57,483,911	\$46,577,657
Oxnard	\$142,467,538	\$159,475,918	\$155,188,643	\$177,690,368	\$220,742,082	\$240,538,773	\$182,683,887
Santa Paula	\$18,190,147	\$15,500,329	\$16,263,030	\$16,867,158	\$17,930,576	\$17,675,947	\$17,071,198
Simi Valley	\$65,302,859	\$71,254,132	\$73,835,043	\$85,711,653	\$88,752,789	\$85,511,711	\$78,394,698
Ventura	\$128,230,564	\$132,118,277	\$138,291,982	\$154,982,894	\$154,668,659	\$154,433,049	\$143,787,571

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