ATTACHMENT 3

City of Mountain View

MEMORANDUM

Public Works Department

DATE: April 14, 2026

TO: City Council

FROM: Edward Arango, Assistant Public Works Director/City Engineer
Jennifer Ng, Public Works Director

VIA: Kimbra McCarthy, City Manager

SUBJECT: **Pavement Management Program Update**

PURPOSE

This memorandum provides an update on the pavement condition, in-process and planned paving projects already funded in the Capital Improvement Program (CIP), and an updated evaluation of future funding needs.

BACKGROUND

Staff provided an update on the Pavement Management Program to Council on March 25, 2025 as part of the CIP. Council agreed with staff's recommendation to continue prioritizing pavement projects, including the integration of bicycle and pedestrian improvements and to continue to seek opportunities to deliver active transportation projects.

Biennially, the City coordinates with the Metropolitan Transportation Commission (MTC) to evaluate the overall condition of the City's street network and develop a rehabilitation and maintenance strategy that will improve the overall condition of the street network. The City's street network is typically evaluated biennially by an MTC-assigned consultant who provides a Pavement Management Plan (PMP) report with a network Pavement Condition Index (PCI) rating. The PCI is a measurement of pavement condition that ranges from zero to 100. A newly constructed or overlaid street would have a PCI of 100, while a poor/failed roadway (requiring major rehabilitation or reconstruction) would have a PCI under 49 (see Table 1).

Table 1: Pavement Condition Categories

Very Good-Excellent PCI = 80-100	Newly constructed or resurfaced pavement with few signs of distress.
Good PCI = 70-79	Pavement requiring mostly preventive maintenance and showing only low levels of distress.
Fair PCI = 60-69	Pavement at the low end of this range is significantly distressed and may require a combination of rehabilitation and preventive maintenance.
At Risk PCI = 50-59	Deteriorated pavement requiring immediate attention, including rehabilitative work.
Poor PCI = 25-49	Pavement showing extensive distress and requiring major rehabilitation or reconstruction.
Failed PCI = 24	Extremely rough pavement that needs complete reconstruction.

The MTC and the Santa Clara Valley Transportation Authority (VTA) expect cities to strive for a minimum network PCI of 70, representing a good condition. Below 70, it becomes exponentially more expensive to repair and maintain pavement. The most cost-effective way to maintain a good pavement condition is to avoid deferred maintenance and invest in preventive maintenance and pavement preservation.

The MTC's most recent PMP report for Mountain View published in 2024 identified the City's PCI at 67. In January 2026, the MTC published the 2024 report of the rolling three-year average PCI for all Bay Area jurisdictions, showing Mountain View's three-year average also at 67 (see Exhibit A). The City's goal is to maintain a Citywide network PCI above 70. More information about the City's PCI and maintenance strategies can be found on the City's website: Roadway Pavement. The next MTC PMP report identifying the City's PCI is expected in early 2027.

The PCI is in a state of constant decline due to normal wear and tear. Normally, a city can expect its pavement index to drop two to three points over the course of a year. However, the high amount of construction activity in the roadways occurring in the City aggravates this decline. Add on top of that, it is very common in this area to add trips (i.e., wear and tear) to the road via front-door delivery services with the increasing numbers of electric vehicles (which are heavier than internal combustion engine vehicles), and the pavement is actually degrading more quickly than it has historically.

DISCUSSION

The MTC's biennial pavement evaluation reported that the City's network PCI rating was 67 in 2024. As previously noted to Council in March 2025, the City's PCI is in decline. Staff previously identified the following factors that contributed to the rating:

- During 2020 to 2022, the Engineering Division of the Public Works Department had significant staffing challenges, particularly in the Civil Infrastructure Section that manages the pavement program.

- The staffing challenges required prioritization of capital projects with grant funding or other critical deadlines, creating a backlog and delayed delivery of road pavement projects for several years.

- During the backlog, the pavement condition continued to decline without paving projects constructed to stabilize the City's overall PCI rating.

Completed or Substantially Completed Pavement Projects

In response to the backlog, staff has aggressively worked towards delivering projects by prioritizing and assigning these projects to multiple project managers. As a result, since 2024, staff has accomplished $18.08 million worth of paving projects, as shown in Table 2.

Table 2: Pavement Projects since 2024

Project No.	Category	Streets	Funding (in the millions)
CONSTRUCTION COMPLETE or SUBSTANTIALLY COMPLETE			
21-01	Annual Street Maintenance	Leong Drive and Fairchild Drive	3.78
21-30	SB 1 Streets	Various neighborhood streets (including 100 to 300 Castro Street)	1.3
21-40	California Complete Street Pilot	Showers Drive to Shoreline Boulevard	6.0
21-41	Street Reconstruction	Crittenden Lane and North Shoreline Boulevard	2.27
23-03	SB-1 Streets (in progress)	Various neighborhood streets	4.73
		TOTAL	18.08

Upcoming Pavement Projects

Staff continues to aggressively address the backlog of projects and similarly assigned paving projects to multiple project managers as well as combined paving projects from multiple years into one project. Staff will continue with this strategy to speed up the project delivery. Tables 3 and 4 provide a detailed summary of the pavement projects and their current status.

Table 3: Pavement Projects Starting Construction in 2026

Project No.	Category	Streets	Funding (in the millions)
STARTING CONSTRUCTION			
16-48	East Whisman Transit Oriented Development Improvements, Phase II: Ellis Street	Ellis Street, between Fairchild Drive and Manila Avenue	$4.72
18-43	Shoreline Boulevard Active Transportation and Utility Improvements	Shoreline Boulevard, between Middlefield Road and Pear Avenue	2.63*
20-01	Annual Street Maintenance	Miramonte Avenue, between Cuesta Drive and Castro Street	5.90
24-01	Annual Street Maintenance	Various streets: Central Neighborhood and Monta Loma/Farley/Rock neighborhood	1.57
		TOTAL	**$14.82**

* *Pavement portion of project*

Table 4 lists the seven projects in design, including several that were combined to catch up with the workload, and provides for efficiency and economy of scale. Projects 21-38, 22-01, and 24-03 include grant funding. The design phase of pavement projects is typically between nine and 12 months. The projects shown below are scheduled to start construction in 2027.

Table 4: Pavement Projects in Design

Project No.	Category	Streets	Funding (in the millions)
IN DESIGN			
20-40	Plymouth/Space Park Realignment, Phase 3	Plymouth Street, between Joaquin Road and Shoreline Boulevard	$2.75*
21-38	El Monte Corridor Improvements	El Monte, between Springer Road and El Camino Real	4.03
22-01	Annual Street Maintenance	Middlefield Road Complete Street	5.32
23-31, 25-28	Street Reconstruction	Miramonte Avenue: Castro Street to El Camino Real	5.98

24-03	SB 1 Streets	Moffett Boulevard Complete Streets	5.14
25-01	Annual Street Maintenance	Various neighborhood streets	2.15
25-03, 26-03	SB 1 Streets	Various neighborhood streets	4.00
		TOTAL	**$29.37**

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** Pavement portion of project*

Staff has made significant progress in catching up with the workload of backlogged projects and as a result, only two projects have not yet started due to these projects being planned for funding in Fiscal Year 2026-27. The Annual Street Maintenance Project, 27-XX and SB-1 Streets, with an combined value of $5.24 million, are anticipated to start design in the second half of Fiscal Year 2026-27.

In total, the City has accumulated $44.19 million from various funding sources for paving projects that will either start construction in 2026 or are currently under design.

Pavement Funding Analysis

The pavement program currently receives an annual allocation of approximately $6.5 million from various pavement fund sources, including the Gas Tax, 2010 Measure B Vehicle Registration Fee, 2016 Measure B Sales Tax, SB 1, and Measure G. Measure G was newly passed by the voters in November 2024, and Council identified the spending priorities for staff allocating 5% to 15% to Other Government Services, including road maintenance. This year's Measure G revenue portion for paving projects, in the amount of $250,000, will be allocated toward paving through the CIP process.

Often times, supplemental funding is provided by the Construction Tax Fund, Conveyance Tax Fund, and CIP Reserve funds; however, these sources have experienced significant decline due to new hybrid remote work trends and current economic conditions. While some bounce-back of funding has occurred, it has been slow. As shown in Figure 1, at current baseline funding levels of approximately $6.5 million per year, the PCI will continue to slowly decline. While the planned paving projects may temporarily increase PCI, staff expects, over the longer run, it will be offset due to the delay in full implementation as the pavement continues to degrade.

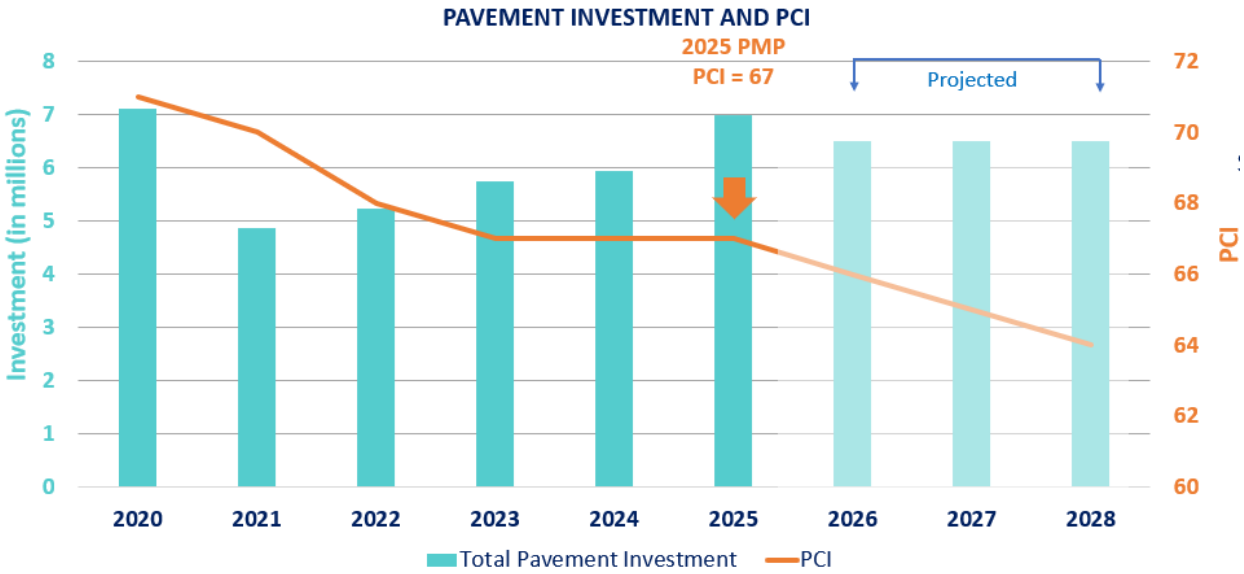

Figure 1: Pavement Investment and PCI Status

In 2024, staff evaluated the program funding needs to maintain the network PCI at the current level as well as needs to increase the network PCI by five points, using the latest financial information from the 2024 PMP report. To maintain PCI levels, there will be a need to increase baseline funding levels to avoid further decline. A minimum of $8 million is needed per year (an increase of $1.5 million per year over current baseline funding) to maintain the PCI and a minimum of $14 million per year for five years (an increase of $7.5 million per year over current baseline funding) to increase the PCI by five points (see Figure 2). Again, these were the projections based on the 2024 PMP report. A new analysis will be performed this year to identify the program funding needs for these scenarios.

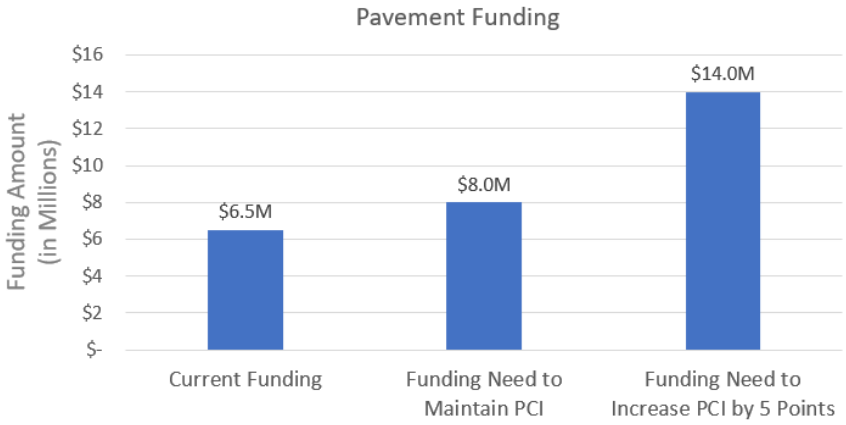

Figure 2: Annual Funding Needs for Pavement Maintenance as of 2024

NEXT STEPS

Staff continues to see a need for an increased investment in the pavement infrastructure. Staff recommends continuing to prioritize pavement projects, aiming to maintain and improve the network PCI toward our goal of a Citywide average of 70, as expressed in the 2025 Council Strategic Priorities session. Considering the expected flat trending revenues from several funding sources and the magnitude of the pavement program funding needs, staff anticipates that the pavement condition will continue to decline without another funding source to supplement.

In 2025, Council provided staff direction to evaluate the pavement management program to evaluate the impacts and benefits of prioritizing arterial streets over local streets for pavement treatment. Staff is beginning this evaluation by obtaining consultant support for this evaluation and this analysis will inform the pavement program priorities for Fiscal Year 2027-28.

PWK/RG-04-14-26M

Exhibit: A. Pavement Condition of Bay Area Jurisdictions 2024

cc: PWD, APWD—Arango, PCE—Gonzales, SCE—Houghton

ATTACHMENT 3

Pavement Condition of Bay Area Jurisdictions 2024

Pavement Condition Index (PCI) for Bay Area Jurisdictions, 2024

Very Good (PCI = 80–89)

			3-YEAR MOVING AVERAGE		
Jurisdiction	**County**	**Total Lane Miles**	**2022**	**2023**	**2024**
Larkspur	Marin	65.8	75	83	87
Orinda	Contra Costa	189.9	84	83	83
Palo Alto	Santa Clara	414.5	83	83	83
Cupertino	Santa Clara	297.7	83	82	82
Hillsborough	San Mateo	166.4	79	81	81
Solano County	Solano	931.6	80	81	81
Los Altos Hills	Santa Clara	124.4	79	79	80

Good (PCI = 70–79)

			3-YEAR MOVING AVERAGE		
Jurisdiction	**County**	**Total Lane Miles**	**2022**	**2023**	**2024**
Yountville	Napa	16.4	78	79	79
Brentwood	Contra Costa	425.9	80	79	78
Colma	San Mateo	26.9	76	75	78
Daly City	San Mateo	256.8	77	78	78
Danville	Contra Costa	324.4	79	78	78
Dublin	Alameda	349.7	80	79	78
Emeryville	Alameda	47.4	76	78	78
Foster City	San Mateo	117.9	78	78	77
Los Gatos	Santa Clara	239.0	70	72	77
San Ramon	Contra Costa	509.4	78	78	77
Atherton	San Mateo	105.4	75	74	76
Burlingame	San Mateo	170.8	77	77	76

(Continued...)

Good (PCI = 70–79)

			3-YEAR MOVING AVERAGE		
Jurisdiction	**County**	**Total Lane Miles**	**2022**	**2023**	**2024**
Clayton	Contra Costa	94.2	78	77	76
Menlo Park	San Mateo	196.8	78	77	76
Mill Valley	Marin	116.4	73	74	76
Pleasanton	Alameda	519.6	78	77	76
Portola Valley	San Mateo	70.9	77	77	76
South San Francisco	San Mateo	295.4	73	75	76
Lafayette	Contra Costa	199.3	75	74	75
Livermore	Alameda	733.9	78	77	75
Morgan Hill	Santa Clara	302.4	73	74	75
Ross	Marin	21.6	77	77	75
San Francisco	San Francisco	2,148.3	74	74	75
Sunnyvale	Santa Clara	641.5	77	76	75
Moraga	Contra Costa	113.3	73	73	74
San Mateo County	San Mateo	629.0	74	74	74
Santa Clara	Santa Clara	609.7	74	74	74
Woodside	San Mateo	96.3	76	75	74
Alameda County	Alameda	993.1	72	72	73
Hayward	Alameda	681.4	69	71	73
Los Altos	Santa Clara	227.1	69	71	73
San José	Santa Clara	4,469.1	69	71	73
Tiburon	Marin	67.7	74	72	73
Vacaville	Solano	696.3	72	73	73
Belvedere	Marin	23.4	70	72	72
Brisbane	San Mateo	67.9	74	73	72

(Continued...)

Good (PCI = 70–79)

			3-YEAR MOVING AVERAGE		
Jurisdiction	**County**	**Total Lane Miles**	**2022**	**2023**	**2024**
Cotati	Sonoma	49.7	65	69	72
Monte Sereno	Santa Clara	31.3	71	71	72
Pleasant Hill	Contra Costa	225.4	69	70	72
San Anselmo	Marin	81.0	68	69	72
San Mateo	San Mateo	428.9	70	71	72
Contra Costa County	Contra Costa	1,347.7	70	71	71
Fremont	Alameda	1,095.2	72	71	71
Milpitas	Santa Clara	308.4	70	70	71
Newark	Alameda	262.8	72	72	71
Healdsburg	Sonoma	96.9	68	69	70
Oakley	Contra Costa	294.2	73	71	70
Walnut Creek	Contra Costa	398.8	72	70	70
Windsor	Sonoma	172.2	75	73	70

Fair (PCI = 60–69)

			3-YEAR MOVING AVERAGE		
Jurisdiction	**County**	**Total Lane Miles**	**2022**	**2023**	**2024**
Martinez	Contra Costa	236.2	67	68	69
Belmont	San Mateo	139.2	65	67	68
El Cerrito	Contra Costa	137.0	70	69	68
Redwood City	San Mateo	359.3	70	69	68
Corte Madera	Marin	72.1	66	68	67
Marin County	Marin	851.7	66	67	67

(Continued...)

Fair (PCI = 60–69)

			3-YEAR MOVING AVERAGE		
Jurisdiction	**County**	**Total Lane Miles**	**2022**	**2023**	**2024**
Mountain View	Santa Clara	353.3	70	68	67
Saratoga	Santa Clara	283.5	67	67	67
Union City	Alameda	329.9	73	70	67
Campbell	Santa Clara	218.5	69	68	66
Santa Clara County	Santa Clara	1,424.3	64	65	66
Alameda	Alameda	308.5	67	66	65
Dixon	Solano	158.2	64	65	65
Rohnert Park	Sonoma	222.1	67	67	65
San Pablo	Contra Costa	104.2	69	67	65
Fairfield	Solano	793.0	66	65	64
Half Moon Bay	San Mateo	55.4	67	66	64
Antioch	Contra Costa	683.2	64	64	63
Gilroy	Santa Clara	274.1	59	61	63
Napa	Napa	498.7	65	63	63
Novato	Marin	319.8	66	64	63
Sonoma	Sonoma	68.4	69	66	63
Hercules	Contra Costa	124.6	65	64	62
Piedmont	Alameda	78.4	63	63	62
San Bruno	San Mateo	180.5	62	63	62
San Rafael	Marin	332.2	63	62	61
Santa Rosa	Sonoma	1,137.3	62	61	61
East Palo Alto	San Mateo	82.6	60	60	60
Rio Vista	Solano	54.7	60	61	60

(Continued...)

At Risk (PCI = 50–59)

			3-YEAR MOVING AVERAGE		
Jurisdiction	**County**	**Total Lane Miles**	**2022**	**2023**	**2024**
Albany	Alameda	62.6	57	58	59
Cloverdale	Sonoma	65.1	55	57	59
Pittsburg	Contra Costa	354.4	60	60	59
Richmond	Contra Costa	580.4	60	59	59
American Canyon	Napa	113.4	60	59	58
Oakland	Alameda	2,052.3	54	57	58
Calistoga	Napa	30.6	60	59	57
San Carlos	San Mateo	179.3	58	57	57
San Leandro	Alameda	393.8	55	56	57
Sausalito	Marin	57.6	59	58	57
Berkeley	Alameda	449.6	56	56	56
Concord	Contra Costa	720.7	56	55	55
Pinole	Contra Costa	118.5	56	56	55
Sebastopol	Sonoma	47.5	48	50	54
Sonoma County	Sonoma	2,698.5	52	53	54
St Helena	Napa	50.7	49	50	54
Benicia	Solano	197.7	52	54	53
Fairfax	Marin	54.7	55	54	53
Suisun City	Solano	153.6	55	54	53
Millbrae	San Mateo	112.6	55	53	52
Napa County	Napa	819.6	45	48	50
Pacifica	San Mateo	189.1	43	47	50
Petaluma	Sonoma	393.3	44	48	50

(Continued...)

Poor (PCI = 40–49)

			3-YEAR MOVING AVERAGE		
Jurisdiction	**County**	**Total Lane Miles**	**2022**	**2023**	**2024**
Vallejo	Solano	744.4	46	45	44
Bay Area		**44,108**	**67**	**67**	**67**

Aggregate City and County PCI for Bay Area Counties, 2024

Good (PCI = 70–79)

		3-YEAR MOVING AVERAGE		
Jurisdiction	**Total Lane Miles**	**2022**	**2023**	**2024**
San Francisco County	2,148	74	74	75
Santa Clara County	10,219	70	71	72
San Mateo County	3,927	70	70	71

Fair (PCI = 60–69)

		3-YEAR MOVING AVERAGE		
Jurisdiction	**Total Lane Miles**	**2022**	**2023**	**2024**
Contra Costa County	7,128	68	68	68
Alameda County	8,358	67	67	67
Marin County	2,064	66	66	67
Solano County	3,729	65	65	65

At Risk (PCI = 50–59)

		3-YEAR MOVING AVERAGE		
Jurisdiction	**Total Lane Miles**	**2022**	**2023**	**2024**
Sonoma County	4,951	56	57	57
Napa County	1,529	54	54	56
Bay Area	**44,108**	**67**	**67**	**67**

Figure 1. **Year-Over-Year Comparison of Pavement Conditions for Local Roadways 2006–2024** (Lane Miles)

Year	Excellent or Very Good (100-80)	Good or Fair (79-60)	At Risk (59-50)	Poor or Failed (49-0)
2024	35%	35%	9%	20%
2023	35%	35%	9%	21%
2022	35%	34%	9%	22%
2021	35%	34%	9%	22%
2020	36%	33%	10%	21%
2019	37%	33%	9%	21%
2018	37%	31%	9%	23%
2017	37%	32%	9%	22%
2016	34%	34%	10%	23%
2015	34%	34%	10%	23%
2014	31%	35%	10%	23%*
2013	32%	34%	10%	23%*
2012	31%	35%	11%	23%
2011	31%	35%	11%	23%
2010	32%	34%	11%	23%
2008/09	33%	34%	11%	21%*
2007	35%	32%	10%	22%*
2006	34%	31%	10%	25%

*No Data

Regional Weighted Network PCI (Year over Year)

	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024
Weighted PCI	66	66	67	67	67	67	67	67	67	67	67	67