

## Metro



## Board Report

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**PLANNING AND PROGRAMMING COMMITTEE  
JUNE 15, 2016**

**SUBJECT: FIRST/LAST MILE PURPLE LINE SECTION 2; 3% LOCAL CONTRIBUTION PROVISION**

**ACTION: RECEIVE AND FILE / MOTION**

**RECOMMENDATION**

CONSIDER:

- A. RECEIVING AND FILING report on **approach to incorporating First/Last Mile elements into the Purple Line Extension Section 2.**
- B. APPROVING **Motion 14.2 by Directors Butts, DuBois, Knabe and Solis** to amend Motion 14.1 under subsection B-6 to specify that, henceforth, Metro would negotiate in a standardized MOU with the respective contributing jurisdiction(s) that up to 100% of a local jurisdiction's 3% local contribution can go towards underwriting Active Transportation Program (ATP), First/Last Mile, bike and pedestrian and street safety projects that contribute to the accessibility and success of the stations in the respective jurisdictions, inclusive of the framework provided in Attachment C.
- C. DIRECTING staff to commence with the development of guidelines to implement the potential use of local jurisdictions' 3% capital contribution to underwrite ATP and First/Last Mile investments within the framework included as Attachment C.

**ISSUE**

**A. Incorporating First/Last Mile Elements into the Purple Line Extension Section 2.**

On May 26, 2016, the Metro Board of Directors passed Motion 14.1 directing various activities related to the implementation of the Active Transportation Strategic Plan and the First/Last Mile Strategic Plan (Attachment A). Among the required follow-up was an immediate report back to the Planning and Programming Committee on the potential ramifications of incorporating First/Last Mile implementation in the Purple Line Extension Section 2 (hereinafter referred to as "Section 2"). This direction was given in light of the fact that Section 2 contracts are currently out to bid and additional expectations on contractors should be assessed prior to commitment. This report responds to direction relative to the Section 2, and prompts consideration of a related Motion 14.2 (included as Attachment B) on the application of the 3% local contribution for transit capital projects.

## **B. Allowing 3% Local Contribution to underwrite First/Last Mile elements.**

Staff were directed to examine the financial impacts associated with the Motion as amended. There are two primary capital project level financial impacts:

- Increased costs to “incorporate First/Last Mile Priority network project delivery into the planning, design, and construction of all MTA transit projects starting with the Purple Line Extension Section 2 project” (14.1.B.6).
- Revenue impacts associated with the provision in the amending Motion 14.2 that “henceforth, Metro would negotiate in a standardized MOU with the respective contributing jurisdiction(s)” to allow that “up to 100% of a local jurisdiction’s 3% local contribution can go towards underwriting ATP, First/Last Mile, bike and pedestrian and street safety projects that contribute to the accessibility and success of the station in the respective jurisdictions.”

## **DISCUSSION**

### **A. Incorporating First/Last Mile elements into the Purple Line Extension Section 2.**

Motion 14.1 passed by the Metro Board of Directors on May 26, 2016 designated streets within Metro’s Active Transportation Strategic Plan’s (ATSP) 661 transit station areas as the Countywide First/Last Mile Priority Network. In that motion, the Board also specifically identified a number of elements to facilitate build-out of the First/Last Mile Priority Network. The Board directed that implementation of the First/Last Mile Priority Network be included in future transit capital projects, starting with Section 2, with additional direction, as noted above, to report back to the June meeting of Planning and Programming Committee specifically on Section 2 issues.

#### Findings

Metro staff has reviewed the Section 2 station plans, local plans affecting the surrounding areas, and has initiated coordination discussions. At this time, we have concluded that the intent of the Board’s direction relative to Section 2 can be accommodated without revising the scope of the Section 2 capital project. . This conclusion was reached in light of a number of factors, including:

- The late stage of project development - Section 2 construction contracts are currently out to bid. Further, Metro is currently seeking concurrence on the currently defined project scope from the Federal Transit Administration. Both of these processes would be significantly complicated by any change in scope at this time.
- Plans for Section 2 stations themselves are generally adequate in that they contain the necessary components for the station element of the First/Last Mile Priority Network that would be located at the station site. This does not preclude improvements as we move forward, but there are not obvious omissions that would cause us to re-scope the project at this time.
- While staff is able to provide a tentative assessment of the cost of First/Last Mile

implementation, that estimate is highly variable and subject to substantial change once an “on-the-ground” assessment is completed and project plans are created. Looking beyond the stations, the development of First/Last Mile plans is crucial to responding to the Board’s direction.

- In subsequent discussions involving authors of the Motion and the Countywide Planning and Construction Departments, it was concluded that the intent of the motion could be satisfied by implementing the First/Last Mile Priority Network through parallel, coordinated but separate projects that would proceed according to an approach described further below.

Staff completed a preliminary assessment of the level of effort required for First/Last Mile implementation for Section 2. This assessment was largely based on the methodology included in the ATSP; further analyses will be completed and reported back to the Board in October 2016 as requested.

## **B. Allowing 3% Local Contribution to underwrite ATP improvements.**

For purposes of this Board report and consistent with discussions with Board offices regarding the intent of Motion 14.1 and 14.2, scopes of projects currently under construction or out to bid will not be revised to reflect additional First/Last Mile elements, and these projects’ 3% local contribution will be applied to costs of the scope as approved by the Board. Therefore, there are two, board categories of projects where 3% local contribution funds might be applied to First/Last Mile elements:

- 1) Projects not under construction but under contract for pre-construction activities (design and engineering)

This may be challenging, depending on the status of the project in design, budgeting and funding. Impacts of added costs and schedule delay would need to be identified. Should adjustments to include First-Last Mile elements be considered, the earlier in the process the better, and it would be best to do so before a Life of Project budget is established.

- Staff proposes to develop an evaluative procedure for these projects on a case by case basis as to whether additional First/Last mile elements are made as part of the project, or as a distinct, separately funded capital project. Analysis of the First/Last Mile elements that may be desirable and the development of a station area access plan will be in done in close collaboration with local jurisdictions.

- 2) Projects that are still in the planning and environmental stages.

This is the most ideal stage to bring in local jurisdictions to consider and seek commitments for attendant, non-Metro First/Last Mile elements and identify those First/Last Mile elements to be included in the Metro Project scope:

- Staff proposes developing specific guidelines on how to incorporate First/Last Mile elements into the planning, environmental and design stages of new projects, in order to develop both:

- Metro project specific budgets including appropriate First/Last elements; and
- potential agreements with jurisdictions responsible for non-Metro First/Last mile improvements and attendant funding commitments for such. These agreements would include development of a station area access plan and agreed upon eligible capital ATP and First/Last Mile station or stop elements. This will also include recommendations to address how local jurisdictions may apply their 3% local contribution requirements.

### 3) Revenue Impacts

Motion 14.2 regarding 3% local contribution would represent a revenue impact under one category of projects, and a budget impact under another.

(a) Projects not under construction but under contract for pre-construction activities (design and engineering).

- POST-Life of Project (LOP)/PRE-BID advertisement: the Board may elect to incorporate First/Last Mile elements into the scope of the project, with the attendant cost increase.
  - Staff proposes to develop procedures wherein a local jurisdiction may direct all or a portion of their 3% contribution to an agreed upon set of First/Last Mile elements identified in a Metro-approved station access plan that are part of that adjusted budget.

(b) Projects that are still in the planning and environmental stages.

Staff proposes developing guidelines consistent with these findings that will address project planning and budget development, as summarized in Attachment C. They will include evaluative criteria for local jurisdictions that intend to consider utilizing all or a portion of their 3% contribution to underwrite an agreed upon set of First-Last Mile elements that are either attached directly to the project footprint, or provide direct access to the project as shown in a Metro approved station access plan. These guidelines will be developed in consultation with local jurisdictions who may be impacted by Motions 14.1 and 14.2. Further, should the Board pursue any additional directives regarding application of the 3% local contribution, the referenced guidelines will be adjusted to coordinate with those directives.

## **FINANCIAL IMPACT**

- A. This report describes an approach to implementing Board direction (May 26, 2016, Motion 14.1) that will have a financial impact by requiring additional staff and consultant effort to develop two station area First/Last Mile concept and implementation plans relating to the Purple Line Section 2 Extension. This activity falls within a larger set of activities directed through the same motion. Staff will respond to Motion 14.1 in full at the October 2016 Board meeting, and at that time will identify scope, schedule and funding requirements to carry out the plans. Per the approach described in this Board Report, staff will produce a plan for implementation of the First/Last Mile

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Priority Network for Section 2 of the Purple Line Extension. This plan would be subject to future Board consideration.

- B. Approval of Motion 14.2 to amend Motion 14.1 to allow all or a portion of the 3% local contribution toward First/Last Mile Priority Network improvements that directly improve Transit Station access may also have financial impact subject to future negotiations with local agencies. The scope of the financial impact is dependent on a number of variables including total project costs and the extent of approved First/Last Mile access improvements included in each station area plan to be developed as part of the Transit Project planning. The cost of such new First/Last Mile station success improvements represent new Transit Project costs that were not anticipated in the preliminary financial plans that have been utilized in the past, including in the LRTP. As station access improvement plans are developed for the applicable 3% projects, cost estimates and the resulting financial impacts will be identified.

#### Impact to Budget

Station Area ATP and Access Improvements Plan activities associated with this report will have an impact to the 2017 budget due to the need for augmented staffing and consultant services. Staff will provide a full report on implementation of Motion 14.1 at the October 2016 Board meeting and will suggest how those activities may be accommodated in the FY2017 budget at that time.

#### **ALTERNATIVES CONSIDERED**

Information provided in this report is for the Committee's consideration and does not include a staff recommendation.

#### **NEXT STEPS**

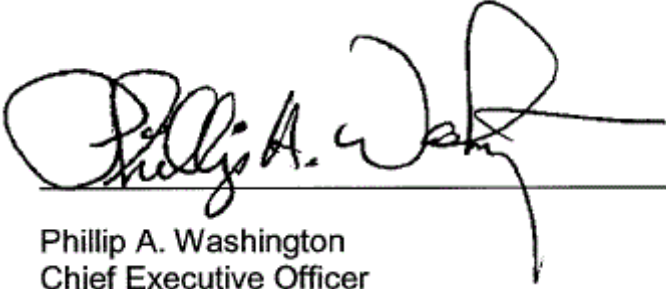
- A. Staff will proceed according to the approach described within this report, including on-going coordination discussions with the cities of Los Angeles and Beverly Hills, pursuing planning projects, and providing a full report to the Board at the October 2016 meeting.
- B. Should the Board approve item 14.2, staff will commence with the development of guidelines consistent with the framework included as Attachment C to implement the potential use of local jurisdictions' 3% capital contribution to underwrite First/Last Mile elements as described above.

#### **ATTACHMENTS**

Attachment A - Motion 14.1  
Attachment B - Motion 14.2  
Attachment C - Motion Response Framework

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