ATTACHMENT B

Los Angeles County Metropolitan Transportation Authority

Supplemental Alternatives Analysis

RAIL TO RIVER SEGMENT B





May 2022 EXECUTIVE SUMMARY



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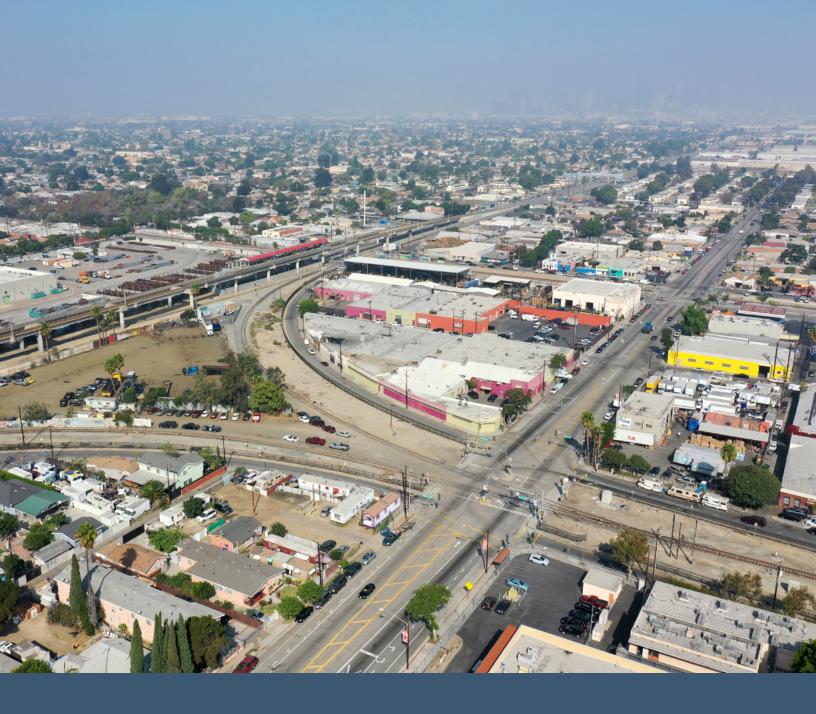
City of Maywood

City of Vernon

County of Los Angeles

ACRONYMS

AA – Alternatives Analysis **LPA** – Locally Preferred Alternative **AT** – Active Transportation **LPI** – Leading Pedestrian Interval **ATC** – Active Transportation Corridor **LRT** – Light Rail Transit **LTS** – Level of Traffic Stress **ATSP** – Active Transportation Strategic Plan **CAC** – Community Advisory Committee **MAT** – Metro Active Transportation **CDP** – Census-Designated Place **ROW** – Right of Way **EFC** – Equity Focus Community **SAA** – Supplemental Alternative Analysis **HAWK** – High-Intensity Activated Crosswalk **TIMS** – Transportation Injury Mapping System Beacon **TWG** – Technical Working Group **HPI** – California Healthy Places Index **UP** – Union Pacific Railroad LA River – Los Angeles River **VMT** – Vehicle miles traveled **LAX** –Los Angeles International Airport **WSAB** – West Santa Ana Branch **LOS** – Level of Service



00 EXECUTIVE SUMMARY

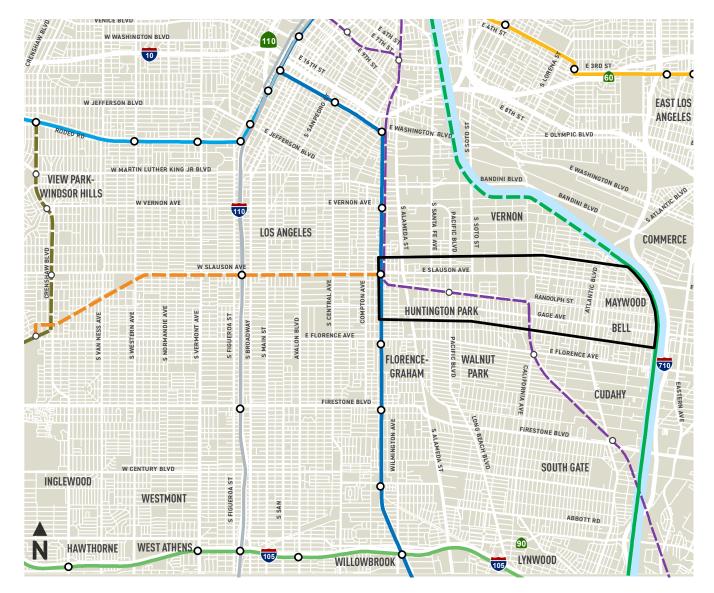
INTRODUCTION

Background

The Rail to River Active Transportation Corridor (ATC) Project is the eastern segment (or "Segment B") of the larger east-west Rail to Rail/River ATC. Segment A of the project is referred to as "Rail to Rail" because it connects the future Metro K Line (Crenshaw/ LAX) Fairview Heights Station to the Metro A Line (Blue) Slauson Station (approximately 6.4 miles). Segment B is referred to as "Rail to River" because it extends the project an additional 4.3 miles east from the Metro A Line to the LA River path, traversing the community of Florence-Graham (unincorporated area County of Los Angeles), as well as the Cities of Huntington Park and Bell (Figure Ex-1 on page 8).

Segment B of the Rail to River project will provide improved active transportation options for regional connectivity and improved access to jobs, education, health, and other recreational activities. Through its connections to the Metro J Line (Silver) and K Line via Segment A, and direct connections to the Metro A Line and the LA River path, Segment B will create a critical connection for communities to access important regional destinations including downtown Los Angeles, the City of Long Beach, and the Los Angeles International Airport (LAX). In 2017, Metro concluded the Segment B Alternatives Analysis (AA), which analyzed four different alternatives: Malabar; Utility Corridor; Slauson Avenue; and Randolph Street (Figure Ex-2 on page 9). The Metro Board of Directors adopted Randolph Street as the Locally Preferred Alternative (LPA) for Segment B, which included a Class I shareduse bike and pedestrian path within the existing street median owned and operated by Union Pacific Railroad (UP). The West Santa Ana Branch (WSAB) Transit Corridor (light rail project) is also planned along Randolph Street, sharing approximately 2.3 miles with the Segment B LPA. Technical analyses of the WSAB and the original Randolph Street LPA determined that the existing UP right-of-way (ROW) could not accommodate both projects. The proposed shared-use path along the Randolph Street median is no longer feasible, resulting in the need for this study.





LEGEND



• O • West Santa Ana Branch Project

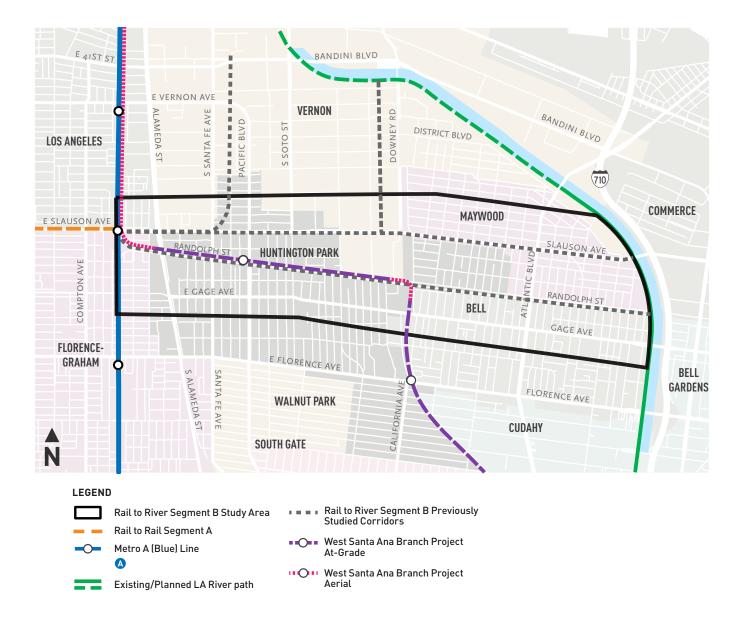


Figure Ex-2. Segment B Study Area and Previously Studied Alternatives

PURPOSE OF STUDY

The intent of the Rail to River Segment B Supplemental Alternative Analysis (SAA) study was to re-evaluate Randolph Street as the LPA and/or identify and evaluate any other potential active transportation alternatives that would continue to provide connections from the Slauson A Line station to the LA River.

The SAA describes the evaluation and screening process used to develop and evaluate a set of four viable project alternatives. On-going stakeholder input throughout the process was also key in developing the four alternatives and recommendations, including input from the affected cities along the corridor, the general community at large, and a special project Community Advisory Committee (CAC) and Technical Working Group (TWG). While Metro led the early planning and SAA effort, the local jurisdictions will be responsible for the implementation of Segment B.

Purpose and Need

This project aims to identify an alignment that will provide a safe, comfortable, and continuous active transportation route between the Metro A Line (Blue) Slauson station and the LA River path, enhancing mobility and regional connectivity for local communities. The Segment B SAA purpose and need builds upon the 2017 AA. The project team worked closely with stakeholder agencies to build consensus for the purpose and need and project goals to ensure they are still relevant for the local agencies that have jurisdiction within the project study area.

The project goals are shown in Table Ex-1.

Based on input from stakeholders and an analysis of existing conditions in the study area, this ATC will:

- Provide investments in Equity Focus Communities
- Help people adapt to a changing climate and support an integrated regional development pattern and transportation network
- Support regional and local land-use and active transportation policies including increased access and improved safety and mobility
- Provide safer access for people walking and bicycling to employment centers and transit
- Provide safer active transportation facilities in a heavily used auto and truckoriented corridor
- Reduce greenhouse gas emissions and improve air quality
- Increase regional mobility options
- Complete regional walking and bicycling connections for Metro's ATC from Rail to Rail/River

 Table Ex–1.
 Project Goals

Goal	Description		
Safety	Provides a safe and comfortable route		
Access	Provides access to community destinations and transit		
Sustainable Mobility	Reduces vehicle miles traveled (VMT) by providing active transportation route options		
Equity	Supports community needs		
Viability	Is cost effective and easy to implement and maintain		

CONTEXT

Segment B Study Area

The Rail to River Segment B study area covers an approximately 4.3-square-mile area between the Metro A Line Slauson Station and the LA River (Figure Ex–3). The study area is bounded by the cities of Vernon and Maywood to the north, the cities of Huntington Park and Bell to the south, the LA River to the east, and the Metro A Line Slauson Station (unincorporated area of Los Angeles County) to the west. The WSAB light rail transit (LRT) project is planned to travel through the study area, first north along Salt Lake Avenue and, then west along Randolph Street where it will primarily operate at-grade prior to reaching the Slauson Station.

Approximately 73,000 people live within the study area, or about 16,850 per square mile. The highest concentrations of population are located in two distinct areas, on the west side of the study area near downtown Huntington Park and on the east side of the study area within the cities of Bell and Maywood.

Over 715,000 people live within 3 miles of the study area, or approximately 13,275 per square mile. Because Segment B will connect to both the LA River path as well as numerous transit lines, it will provide access to local and regional destinations for residents beyond those who live within the study area.

Equity Platform

The Rail to River Segment B SAA uses Metro's Equity Focus Communities (EFCs) to help identify where populations, that may have specific mobility needs or have historically been disadvantaged, live within the study area.

Metro's framework to identify EFCs, or those communities that are most heavily impacted by gaps in equity in Los Angeles County, uses the following thresholds:

- At least 40% Low Income (those with annual incomes of \$35,000 or less) and
- 80% People of Color or 10% Zero Car Access

Based on the EFC components and thresholds, the majority (85%) of the study area qualifies as an EFC (Figure Ex–4). The Rail to River Segment B (ATC) will close a critical transportation gap for these communities, providing access to major regional destinations, employment centers, and other community destinations by offering a safe connection to the LA River path, the Metro A Line (Blue), and the future WSAB light rail corridor.





BELL

GARDENS

Other Related Projects

There are several related regional and local plans and projects that influenced the Segment B SAA. The most notable regional project is the West Santa Ana Branch as well as projects funded through the Metro Active Transport (MAT) Cycle 1 Program.

West Santa Ana Branch (WSAB)

The WSAB Transit Corridor project will connect southeast Los Angeles County with downtown Los Angeles via a 19-mile light rail transit (LRT) line. The northern alignment of the WSAB project travels north through the study area parallel to Salt Lake Avenue and then west along Randolph Street's center median (Union Pacific (UP) ROW) to the A Line Slauson Station. The alignment will include two new at-grade light rail tracks along with one existing at-grade freight line track. The WSAB will include two stations within the study area, one at Pacific/Randolph and the other at the existing A Line Slauson Station.

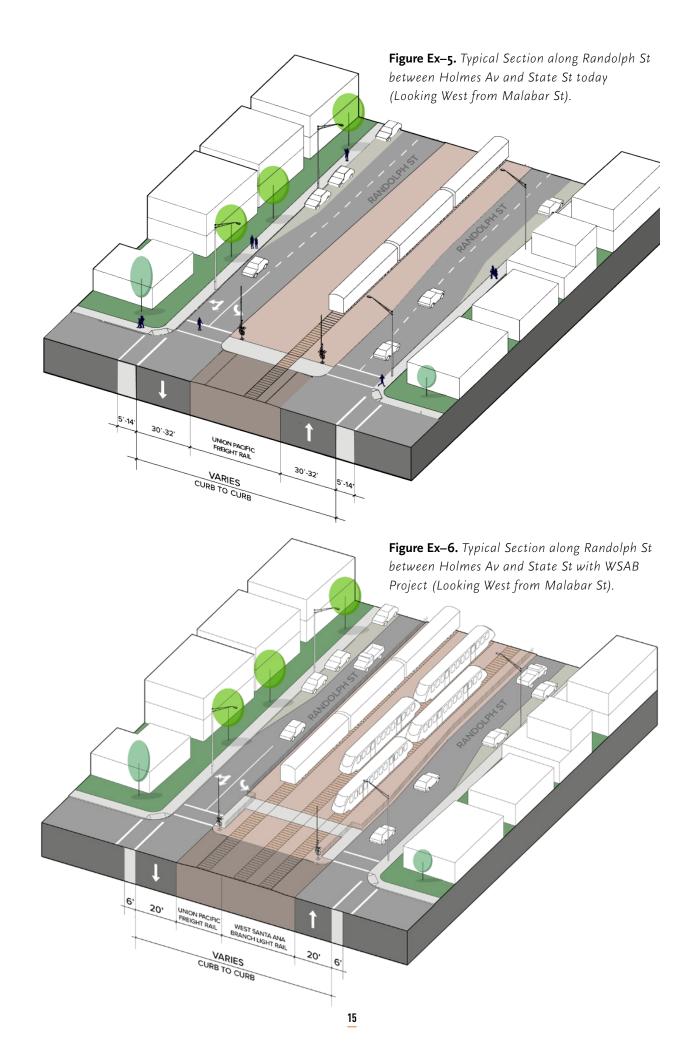
Currently, Randolph Street consists of two travel lanes in each direction in most sections, along with parking and a wide center median with a UP freight rail line, where a Class I shared-use bike path was initially proposed (Figure Ex-5). The posted travel speed limit ranges between 25 to 35 mph along the corridor. It is anticipated that the WSAB will require that Randolph Street be reconfigured (Figure Ex-6) in order to accommodate the tracks, which will be at-grade and separate from the UP tracks in the center median. This configuration limits the ability for a dedicated bikeway facility along the shared section with both the WSAB and Rail to River Segment B projects. Additional traffic safety measures and roadway improvements to safely allow

drivers and bicyclists to share one lane will be identified for future consideration. Overall, the WSAB project has the potential to transform the Randolph corridor from a car-oriented roadway to a complete street that accommodates pedestrians, bicyclists, public transit users, and drivers alike. Post-WSAB, the roadway may be able to safely allow drivers and bicyclists to share one lane.

FLM planning for WSAB will also identify improvements along important pathways for walking, biking, or rolling to future WSAB stations. Two WSAB stations related to Segment B will include the future Pacific/ Randolph and the existing Slauson A line stations.

Metro Active Transport Program

Metro Active Transport, Transit and First/ Last Mile Program (also known as MAT) is a competitive grant program available to municipalities in LA County to fund improvements that expand and grow active transportation and transit connections. Key policies advanced by MAT include the Active Transportation Strategic Plan (ATSP), First/Last Mile (FLM) policy, and the Equity Platform Framework. Two specific categories in MAT are 1) First/Last Mile Priority Network around major transit stations and 2) Active Transportation Corridor Priority Network countywide. The first cycle of the MAT grant program and recommended projects were approved by the Metro Board in January 2021, which included projects for the Slauson A Line Station in the FLM category and the Randolph Corridor in the Active Transportation Corridor category.



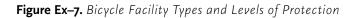
Metro Active Transport Program, continued

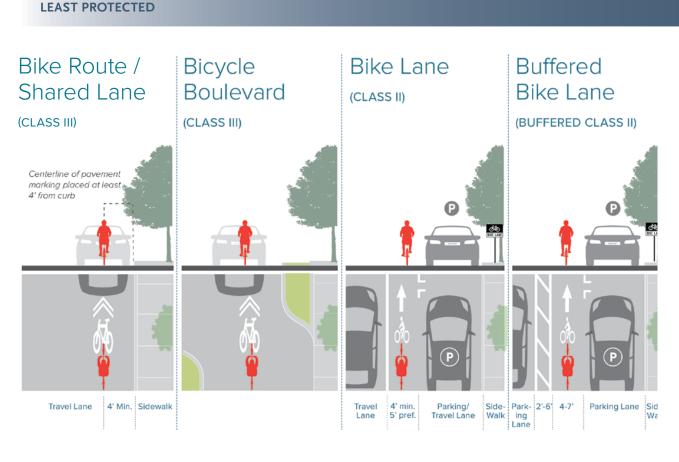
The Slauson FLM Project is led by the Los Angeles County Department of Public Works with the goal to improve pedestrian access to and from the Slauson A Line Station and to encourage active modes of transportation and the use of public transit. The Randolph Corridor project is led by the City of Commerce, in partnership with the City of Huntington Park, City of Bell, and Los Angeles County Department of Public Works. The Randolph Corridor Project proposes 7.03 miles of active transportation improvements along Randolph Street from the Metro A Line Slauson Station to the City of Commerce.

PROPOSED IMPROVEMENTS

Pedestrian Infrastructure Improvements

Segment B will be designed to accommodate people walking. This may include, but is not limited to, improvements to existing sidewalks, lighting updates, new pedestrian signals, curb treatments such as curb ramps and curb extensions, enhanced crosswalks, shade trees and landscaping, and benches and shade structures. Details on all proposed improvements are included in Chapter 1.

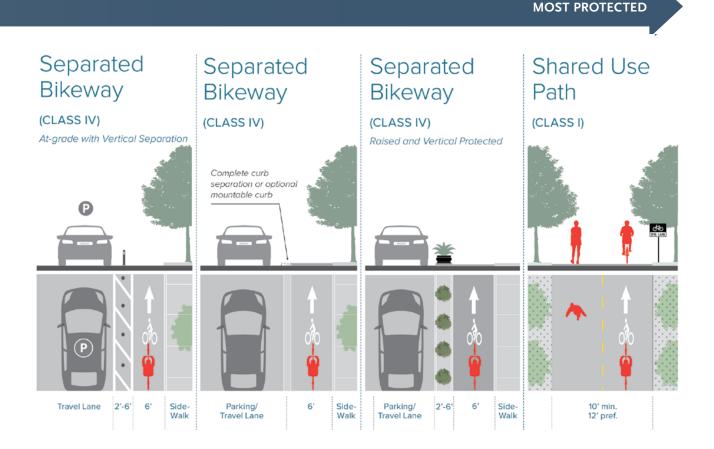




Bicycle Facility Types

A range of bicycle typologies were considered for Segment B. The project team considered Class I shared-use paths or Class IV separated bikeways with adjacent pedestrian facilities along major roadways. Along streets with low traffic volumes, Class III bicycle boulevards with traffic calming elements were also considered. Class II bike lanes or buffered bike lanes were considered where implementing Class IV bikeways would not be feasible due to traffic or parking impacts. All on-street bicycle facility types can be implemented in the short-term using a costeffective quick-build approach (e.g., materials such as paint and bollards). For long term solutions, more durable materials or road reconfiguration may be required.

Figure Ex-7 identifies the different bicycle facility options in order of user separation. Class I shared-use paths require the largest amount of right-of-way for the path and buffer, and were considered along existing railroad corridors.



TECHNICAL EVALUATION

Overview

The project goals set the stage for the alternatives analysis. The project team used a goal-based evaluation approach to develop and evaluate four viable project alternatives to measure how well they met the project vision and goals. Alternatives from the 2017 AA that ranked below the Randolph alternative were not brought forward because of safety concerns and ROW constraints. The project alternatives are described on page 20.

Evaluation criteria were developed to help measure how each alternative performed for each of the project goals. The criteria were used to evaluate the trade-offs between each alternative as part of the technical evaluation.

Each of the four alternatives include several trade-offs, summarized in the following pages and described in more detail in later chapters. The process used to develop and evaluate the alternatives is described in detail in Chapters 2 and 3.

Process

The Segment B SAA technical evaluation process was built upon the project goals. Screenings were conducted in two stages (Figure Ex-8). First, an initial screening examined the study area as a whole, and identified potential alignments based on previous planning efforts, current projects, existing conditions, opportunities and constraints, as well as input from local jurisdictions and the community. This first stage used Tier 1 fatal flaw criteria, such as connectivity between Slauson Station and the LA River, and connectivity to key destinations and EFCs, to help to identify alternatives for further study. Stage 1 took place in winter 2020-2021 and is described in detail in Chapter 2.

The second stage was the Alternatives Analysis which used detailed qualitative and quantitative evaluation criteria to assess the trade-offs between the four alternatives. These Tier 2 criteria measured how well the alternatives met the project purpose and need, project goals, and stakeholder and community needs. Stage 2 took place during spring and early summer 2021. Both Tier 1 and Tier 2 criteria built upon the initial criteria utilized as part of the 2017 Segment B AA study. The alternatives analysis process is described in detail in Chapter 3. Figure Ex-8. Technical Evaluation Process

Chapter 1: PROJECT FRAMING

Review previous plans and current projects

Update Purpose and Need

Interagency coordination and input

Chapter 2: INITIAL SCREENING

Data collection and review

Opportunities and constraints analysis

Develop preliminary concepts for new alignments and typologies

Virtual field visit with local agencies for review and feedback

Community input

STAGE 1: MANY TO 4

Chapter 3: ALTERNATIVES ANALYSIS

Conceptual engineering

Traffic and parking analysis

Preliminary costs

One-on-one meetings with local agencies for review and feedback

Community input

STAGE 2: FROM 4 TO 1

PROPOSED ALTERNATIVES

The four project alternatives are described in Table Ex-2 and shown in Figure Ex-9.

 Table Ex-2.
 Summary of Project Alternatives

Alternative	Length	Description
1: Randolph Street	4.33 miles	Alternative 1 follows Randolph Street from the Slauson A Line (Blue) Station to the LA River. The alternative utilizes a Class III bicycle boulevard with traffic calming between Holmes Avenue and State Street where Segment B will overlap with the WSAB project. At State Street, the alternative transitions to a Class IV separated bikeway. This alternative would require the fewest changes to the existing roadway following the construction of the WSAB project.
2: Slauson/Belgrave/ Randolph	4.52 miles	Alternative 2 uses local corridors to circumvent some of the physical constraints along Randolph. This alternative begins along Slauson Avenue to Alameda Street East to Belgrave Avenue, where it utilizes a Class III bicycle boulevard to connect to Miles Avenue. It then transitions to Class II bike lanes south down Miles Avenue to a Class IV separated bikeway along Randolph Street.
3A: Holmes/Gage/ Randolph	4.99 miles	Alternative 3A utilizes Gage to circumvent the physical constraints posed by the WSAB project along the western end of Randolph Street. This option connects to Gage via Slauson and Holmes Avenues. It utilizes Class II bike lanes along Gage Avenue before connecting back up to Randolph Street at Maywood Avenue. It continues as a Class IV separated bikeway along Randolph Street to the LA River.
3B: Slauson/Holmes/ Gage	4.74 miles	Alternative 3B also utilizes Gage to circumvent the physical constraints posed by the WSAB project along the western end of Randolph Street. This option connects to Gage via Slauson and Holmes Avenues and continues down Gage to the LA River as Class II bike lanes.

Figure Ex-9. Project Alternatives



SUMMARY OF TECHNICAL EVALUATION

Evaluation Criteria

A series of goal-based evaluation criteria were used to evaluate the four alternatives. These criteria are summarized in Table Ex-3 and described in detail in Chapter 3. In addition to the five goals, a Feasibility / Implementation screening was used to compare the alternatives, which analyzed their potential environmental impacts, permitting & coordination needs, and funding opportunities. The Feasibility / Implementation criteria largely helped compare between different bikeway facility types to help identify top-scoring alternatives. For example, in this study, alternatives with Class I shared bike/pedestrian paths generally scored lower than alternatives that were entirely within the public ROW because they are likely to have greater environmental impacts and permitting requirements.

Trade-offs

Each of the alternatives have a number of trade-offs related to the criteria under each of the project goals (Table Ex–4). Alternatives 3A and 3B scored highest for the Safety and Access goals, as they provide an opportunity for a dedicated bikeway facility that is separated from cars and a direct connection to the many community destinations along Gage Avenue. These alternatives score lower for Sustainable Mobility and Viability, as they provide a less direct route and have more traffic impacts.

Alt #	Alternative	Safety	Access	Sustainable Mobility	Equity	Viability	Feasibility / Implementation
	Goal Weight	3	2	١	2	2	1
1	Randolph		\bullet	\bullet			
2	Slauson/ Belgrave/ Randolph				•		
3A	Holmes/Gage /Randolph					•	
3B	Holmes/Gage						

 Table Ex-3.
 Summary of Technical Evaluation

Overall, Alternative 1 scores best for Viability. The alternative would have the fewest impacts to existing traffic operations because it would not require a lane reconfiguration. It would also have a lower cost than the alternatives along Gage Avenue, with fewer expected operations and maintenance needs. Finally, this alternative aligns best with existing planning efforts such as the MAT Randolph project. Detailed summaries of the trade-offs between the alternatives can be found in Chapter 3.

GOAL	DESCRIPTION	CRITERIA
Safety	Does the alternative improve safety for bicyclists and pedestrians?	 Collision History Degree of Separation Intersections & Exposure to Vehicles
Access	Does the alternative provide access to key destinations?	Activity CentersTransit AccessAccess to Employment
Sustainable Mobility $= \underbrace{2}$	Does the alternative provide a direct route that would help reduce vehicle miles traveled (VMT)?	 Directness Level of Traffic Stress Supports Regional Active Transportation Network Connection to LA River User Demand
Equity	Does the alternative support community needs?	 Equity Focused Communities Community-Identified Destinations Community-Supported Alternative
Viability	Is the alternative viable?	 Traffic Impacts Parking Impacts Aligns with Planning Efforts Operations & Maintenance Capital Cost

Table Ex-4. Summary	of Evaluation Criteria
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COMMUNITY + STAKEHOLDER COORDINATION

Community Engagement

Community members provided input throughout the planning process (Figure Ex–10). The project team held three rounds of community meetings, with two meetings per round. In addition, two community surveys were issued to gather feedback beyond the community meetings. All meetings and materials were provided in both English and Spanish. Because of the COVID-19 pandemic, the majority of engagement activities were conducted virtually. However, the project team participated in three in-person community pop-up events hosted by the WSAB project team to gather community preferences on the four alternatives.

Chapter 4 details the community engagement process and the feedback received from the community.

Figure Ex-10. Community Engagement



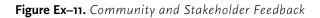
Stakeholder Coordination

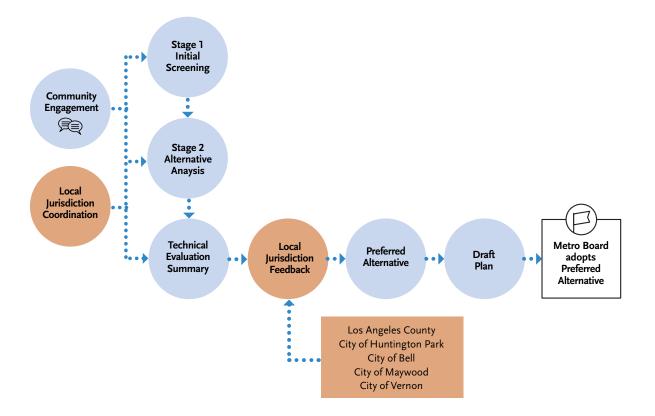
Local jurisdictions also provided input throughout the planning process (Figure Ex–11). These project partners included the City of Los Angeles, County of Los Angeles, City of Huntington Park, City of Vernon, City of Maywood, and City of Bell. The City of Commerce was also included as the lead sponsor for the MAT Randolph project. The project team engaged with project partners via five Technical Working Group (TWG) meetings, as well as in one-on-one meetings. Because of the COVID-19 pandemic, all coordination meetings were conducted virtually.

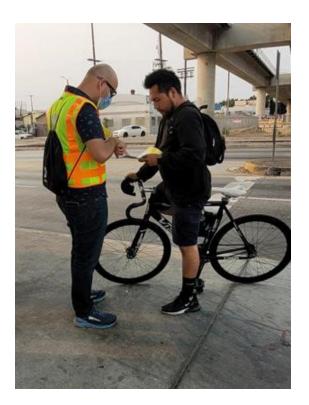
Metro presented the results of the technical evaluation at the City of Huntington Park, City of Maywood, and City of Bell's City Council meetings in September 2021. Local jurisdictions expressed their support for Alternative 1 because of its alignment with the MAT Randolph project and fewer road reconfiguration and potential parking tradeoffs than on Gage Ave associated with Alternatives 3A and 3B. This feedback was used to identify a recommended alternative for the corridor.













RECOMMENDATIONS + NEXT STEPS

Overview

Overall, the Viability goal (i.e., traffic impacts and alignment with planned projects) drove the recommendations for this study (Alternative 1). Alternative 1 also scored high through the Feasibility / Implementation screen due to minimal environmental impacts, ability for permitting and coordination streamlining and opportunities for funding. In this regard, Alternative 1 improvements could be considered in related projects.

Additionally, the affected local jurisdictions expressed significant concern over the traffic impacts resulting from Alternatives 3A and 3B along Gage Avenue. They also expressed strong support for the Randolph corridor (Alternative 1). Because local jurisdictions would be responsible for implementing and maintaining Segment B, Alternative 1 (Randolph Street) is recommended as the preferred alignment. Alternative 1 also provides the most direct route between Segment A at the Slauson A Line Station and the LA River and shares many similarities with the related projects, including the project area and active transportation goal.

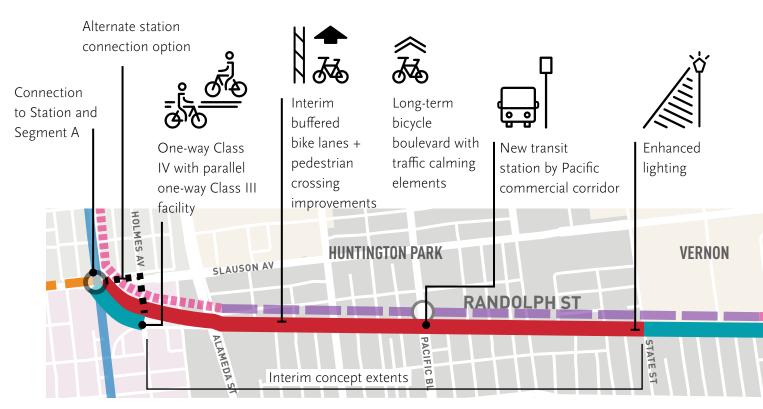


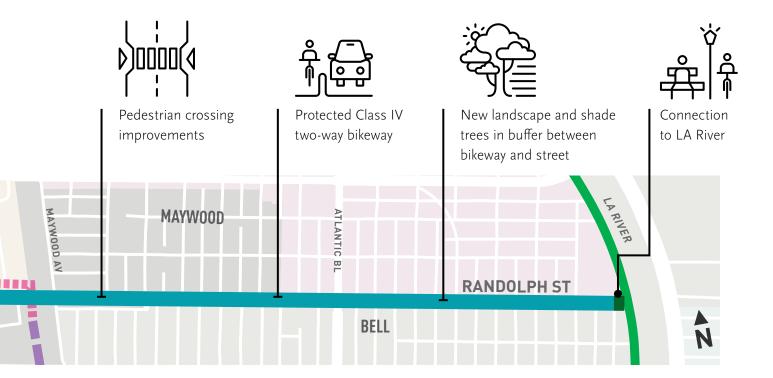
Figure Ex-12. Alternative 1

Alternative 1

The WSAB light rail project is currently under environmental review. This study considered the built condition of Randolph Street following construction of WSAB. After completion of WSAB and its proposed Pacific Boulevard station, Randolph's two existing traffic lanes will be reduced to one lane in each direction, with fewer intersecting northsouth through streets, which will result in lower traffic volumes and travel speeds along the corridor. The recommended speed limit along Randolph within the WSAB project area could be lowered to 20-25 mph to further improve safety for bicyclists sharing the travel lane with motor vehicles. Randolph Street can accommodate all modes, including people biking, walking, and taking transit.

Prior to WSAB construction there is an opportunity for an interim condition along the overlapping at-grade WSAB segment of Randolph between Holmes Avenue and State Street to improve walking and biking conditions in a shorter time frame. This interim condition is described in detail on pages 28-29.

Figure Ex–12 provides an overview of potential improvements along Alternative 1. Pedestrians could use existing and new sidewalks adjacent to the street, with new crossing improvements such as curb extensions, high visibility crosswalks, and improved or new pedestrian signals. Amenities such as lighting, street trees, wayfinding, shade structures,

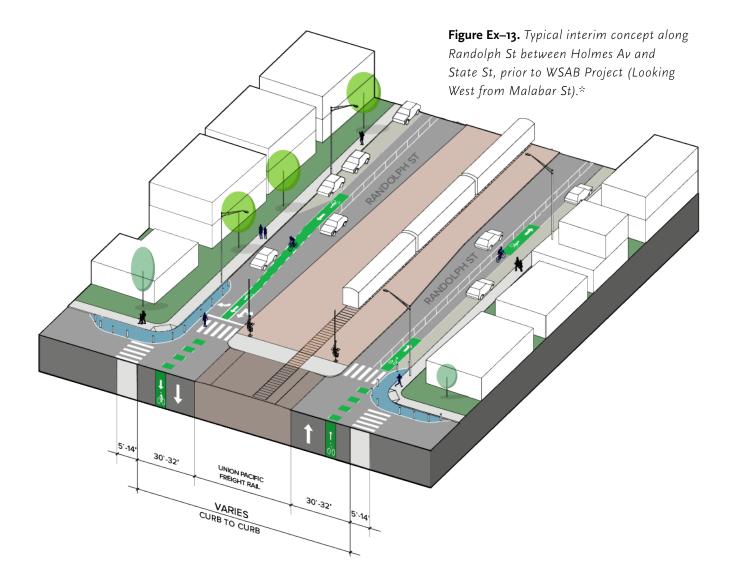


and bicycle racks may be provided at strategic locations (See examples of potential improvements and amenities on page 33). Following WSAB construction, people riding bikes would use a shared lane Class III bike boulevard between Slauson Station and State Street. Because a short segment of Randolph between Slauson Station and Holmes Avenue is a one-way eastbound road, a one-way westbound Class IV bikeway would run parallel to the Class III bike boulevard. East of State Street a two-way Class IV bikeway would provide a protected bikeway to the LA River creating opportunities for new shade trees and landscape in the buffer between the bikeway and the street.

There are also opportunities for local jurisdictions to consider alternative options if preferred. For example, LA County could consider an alternative connection to Slauson Station via Class IV separated bikeways on Slauson and Holmes Avenues rather than the one-way road segment along Randolph. Similarly, the City of Huntington Park may consider implementing Class II bike lanes or a Class III bicycle boulevard along Randolph Street east of State Street in areas where a Class IV facility would require parking removal. Concept design plans were developed for three alternatives (Alternatives 1, 3A, and 3B) and are included as Appendix J.

Interim Concept

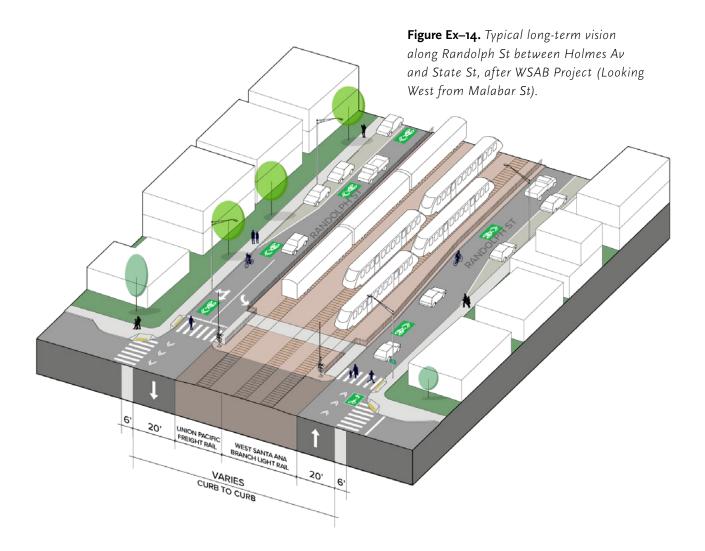
Prior to construction of the WSAB project, interim Class II bike lanes could be installed by reducing the existing four-lane road to one lane in each direction, matching the future WSAB roadway configuration. A buffer between the bike lane and the roadway could be accommodated where space allows. In addition, pedestrian improvements including painted curb extensions and high visibility crosswalks at intersections could be installed using quick-build materials (Figure Ex–13). The interim condition would be removed once WSAB project construction begins, after which the roadway would transition to its long-term condition.

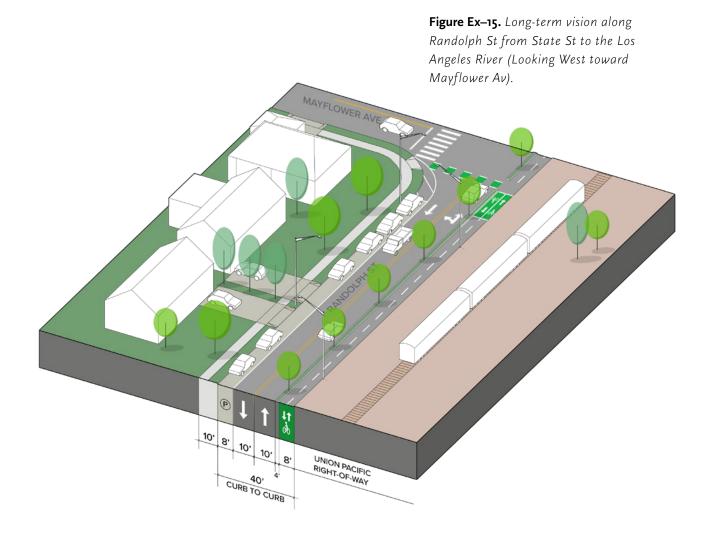


*Buffer can be accommodated where space allows

Long-Term Vision

The long-term vision for the Randolph corridor includes a Class III bicycle boulevard between Holmes Avenue and State Street (Figure Ex–14), where it would transition to a two-way protected Class IV bikeway east of State Street to the LA River (Figure Ex–15). Pedestrian improvements could include new sidewalks, crossing improvements, lighting, shade trees, and wayfinding. The quick-build curb extensions installed as part of the interim concept could be reconstructed using more durable materials to make them permanent features at sidewalk level. In this long-term condition, the Randolph corridor is designed to ensure all users – including people walking, biking, and taking transit – can comfortably travel through the space.





Next Steps

Alternative 1 Randolph has broad support from local jurisdictions along the corridor. Because of this support, Metro staff is recommending a refined Randolph alternative to the Metro Board of Directors, which maintains the same alignment with the 2017 Segment B Locally Preferred Alternative (LPA). Following the Board recommendation, Metro staff will continue to coordinate with the cities on related projects. Local jurisdictions could consider and incorporate any of the proposed recommendations and elements. Additionally, WSAB FLM planning will be underway in late spring 2022, which could also consider active transportation improvements in the study area.



Sidewalk & street trees



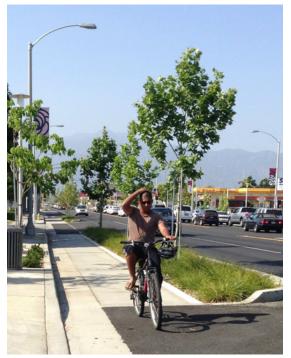
Pedestrian-scale lighting



Pedestrian signal



Curb extension and crosswalk



Street trees



Wayfinding