



Board Report

File #: 2018-0404, File Type: Program

Agenda Number: 15.

PLANNING AND PROGRAMMING COMMITTEE NOVEMBER 14, 2018

SUBJECT: WEST SANTA ANA BRANCH TRANSIT CORRIDOR

ACTION: APPROVE RECOMMENDATIONS

RECOMMENDATION

CONSIDER:

A. AUTHORIZING the Chief Executive Officer to:

1. Approve an updated project definition (Attachment A) for Draft Environmental Impact Statement (EIS)/Environmental Impact Report (EIR);
2. Negotiate and execute third party agreements between Metro and project corridor cities and agencies;
3. Execute Modification No. 6 to Contract No. AE5999300 with WSP USA, Inc. for technical services to advance the level of design to 15% to support Draft EIS/EIR in the base amount of \$6,300,216, with an optional task for third-party coordination in the amount of \$1,678,228, for a total amount of \$7,978,444, increasing the total contract value from \$12,405,244 to \$20,383,688; and
4. Execute Modification No. 2 to Contract No. PS2492300 with Arellano Associates to provide additional outreach support in the amount of \$1,324,503, increasing the total contract value from \$922,203 to \$2,246,706.

B. RECEIVING AND FILING finding in response to May 2018 comment to evaluate the feasibility and need for 4-car platforms on the West Santa Ana Branch line.

ISSUE

At the May 2018 meeting, the Board took action on the West Santa Ana Branch (WSAB) Project northern alignments and selected Alternative E (Alameda Underground) and Alternative G (Downtown Transit Core) for further analysis in the Draft EIS/EIR. In response to comments received from the 2017 scoping and 2018 updated scoping meetings, staff has worked closely with corridor cities, particularly cities along the southern alignment, and has conducted additional technical

analysis and design. These efforts have resulted in refinements to the project alignment and project definition.

The existing technical contract includes design development up to conceptual level (5% design). Advancing the design to 15% will help address questions received through the scoping process, inform the subsequent preliminary engineering (PE) work and provide more specificity to the Public-Private Partnership (P3) community. Augmenting the outreach services contract will also allow Metro to continue with additional public outreach and community engagement opportunities in support of the environmental document.

In an effort to achieve an early project delivery, third party agreements between Metro and project corridor cities and agencies will be conducted in a parallel process with environmental clearance.

BACKGROUND

The WSAB Project is a proposed 20-mile Light Rail Transit (LRT) line that would connect the cities of southeast Los Angeles County (LA County) to downtown Los Angeles and the Metro rail network. South of downtown Los Angeles, a single alignment has been identified following the existing right-of-way (ROW) parallel to the Blue Line owned by Union Pacific Rail Road (UP), then turning east along Randolph Avenue in the City of Huntington Park, transitioning south following the San Pedro Subdivision Branch (owned by Port of Los Angeles and Port of Long Beach), to the eight-mile, Metro-owned, abandoned Pacific Electric (PE) ROW to the southern terminus in the City of Artesia. Attachment B illustrates the project alignment. WSAB would traverse a highly populated area, with high numbers of low-income and heavily transit-dependent residents.

Measure M Project Description

The Project is identified in Measure M as a proposed LRT line that would extend approximately 20 miles from downtown Los Angeles through southeast Los Angeles County (LA County). The exact project description of all projects set forth in the Measure M ordinance are to be defined by the environmental process, which includes features such as termini, alignment and stations. Per Measure M and Metro’s Long-Range Transportation Plan (LRTP) financial forecast as amended, the Project has a \$4 billion (B) (2015\$) allocation of funding (comprised of Measure M and other local, state, and federal sources) based on the cost estimate that was current at the time the Measure M Expenditure Plan was approved. Per Measure M, funding becomes available in two cycles as follows:

Measure M Expected Opening Date	LRTP Funding Allocation (2015\$)
FY 2028	\$1 billion (\$535 million Measure M)
FY 2041	\$3 billion (\$900 million Measure M)

Measure M indicates that an early delivery of the subsequent project phase may be made possible with a P3 delivery method. A P3 with a comprehensive delivery approach is being pursued as a strategy for accelerating the subsequent project phase, and may enable Metro to deliver the project in one phase, or alternatively, as a significantly increased project scope, by 2028.

The Project is also identified in Metro's Twenty-Eight by '28 Initiative. Accordingly, efforts are underway to facilitate an early project delivery.

DISCUSSION

Updated Project Definition

The project definition has been updated in response to comments received as part of the scoping process, ongoing coordination with corridor cities, particularly cities in the south, and on-going refinement of technical and environmental analysis in order to minimize or avoid environmental impacts. The updated project definition will be carried forward into the Draft EIS/EIR. Attachment A summarizes the proposed refinements and rationale and Attachment B includes the updated project alignment map and sketch profiles.

The key updates include:

- Three stations: Washington, Vernon and 183rd/Gridley Station will be removed from further study.
- Alignment will be aerial grade-separated over the existing I-10 freeway and continue in an aerial configuration until Slauson Station.
- Five aerial grade-separations will be added.
- Alternative G2 Pershing Square design option will be removed from further study.
- Optional Bloomfield extension and station will be removed from further study.

Updated Cost Estimate

The current updated end-to-end project capital cost for the two alternatives (Alternatives E & G) is estimated at \$6.5 to \$6.6B (in 2018\$). The cost includes Rough Order of Magnitude (ROM) right-of-way estimates, but these numbers are contingent upon negotiation with the freight railroads. The first -last mile (FLM) cost estimates will be prepared during the Advanced Conceptual Engineering phase and will increase the project capital cost estimate. As mentioned above, per Measure M and Metro's LRTP financial forecast, the Project has a \$4B (2015\$) funding allocation based on the cost estimate that was current at the time the Measure M Expenditure Plan was approved. Per Measure M, funding becomes available in two cycles with \$1B available through FY2028 and \$3B through FY2041.

The project cost at completion in FY2041 (including inflation) is estimated at approximately \$9.6B (year of expenditure [YOE] for a Twenty-Eight by '28 delivery would be different), while the Measure M and LRTP funding allocation escalated to that same YOE is \$6.3B. Separate, but related work underway at the Board's direction to explore how to achieve the Twenty-Eight by '28 Initiative will consider this funding gap.

Third-Party Agreements

In an effort to accelerate delivery of the WSAB project, third party agreements including Letters of Agreement (LOAs) with corridor cities and agencies are needed in order to set the guidelines for roles and responsibilities between the parties towards project delivery and meet the critical schedule of the Project. Given the critical schedule of the project and the generally longer timing of obtaining a Master Cooperative Agreement (MCA), Metro will be working with each respective city or agency to execute LOAs as interim agreements until formal MCAs can be executed.

The agreements, amongst other items, will define reimbursement eligibility for third party city and agencies, establish schedule and review commitments and specify the procedures which Metro and the corridor cities will follow in advancing the design of the Project. As this work will be conducted in parallel to the environmental process, Planning will continue to lead with Program Management providing support and coordinating third-party agreement efforts through Planning.

Public and Stakeholder Engagement

Since the Board's May 2018 meeting, staff conducted a series of updated scoping meetings that were held during the summer to update communities and public agencies on the northern alignment options to be carried forward into the environmental document and gather their feedback, as required by NEPA and CEQA. Staff also engaged with city managers, cities' staff, Eco-Rapid and other stakeholder groups during this period to seek feedback on the project alignment and address concerns.

Four-car Platforms Evaluation

At the May 2018 Board meeting, Director Fasana requested staff to study the feasibility and need to have 4-car platforms on the WSAB Project in response to the projected WSAB ridership in order to ensure the line is designed so as to adequately meet demand. Additional ridership and capacity (passenger load) analysis for opening day and the horizon 2042 year were conducted. The results indicate that the capacity is expected to be adequate for Alternative E. For Alternative G, forecast passenger loads are expected to exceed the planned capacity for the segment between Slauson Station and 7th/Metro Station during peak periods. This is due in part to the large number of Blue Line customers forecast to transfer to the WSAB line at the Slauson Station in order to reach the downtown transit core.

The increase from 3- to 4-car train consists was analyzed but was not deemed cost effective as it would not significantly improve the capacity north of Slauson Station. A longer vehicle size and corresponding platform size will also have impacts to the corridor cities and the project including additional capital costs, traffic impacts due to increased time necessary to pass through at-grade intersections in the southern segment, potential need for the intersections to be grade separated, and higher operating and maintenance costs.

The most effective solution for addressing long-term capacity issues between Slauson and the downtown transit core is to plan for the ability to operate a "short-line" service with 2.5 minutes headway during the peak. This would allow up to a doubling of capacity focused on the most impacted segment of the route. This solution provides the ability to contain capital and operating cost increases by targeting improvements in the high-demand segment.

Therefore, 4-car platforms on the WSAB line is not recommended as 3-car train consists would provide sufficient capacity when a short-line service is taken into account for the alignment segment north of Slauson Station.

Technical Services Contract Modification No. 6

The execution of Contract Modification No. 6 to WSP USA, Inc. will allow Metro to advance the level of design to 15% in support of the Draft EIS/EIR. The existing contract includes design development

to a conceptual level (5% design). Advancing the design to 15% will provide the additional level of detail to more fully address design elements including alignment, station and Park & Ride lot design, first-last mile and station access points, among others. The advanced design will provide better understanding of the constructability of the alignment, especially for the proposed tunneling through downtown and ensure a feasible project is being analyzed as part of the environmental document. More detailed engineering design will provide more specificity to the P3 community in support of a potential P3 project delivery.

Outreach Services Contract Modification No. 2

The execution of Contract Modification No. 2 to Arellano Associates will allow Metro to provide enhanced and community focused outreach services to the corridor communities in support of the environmental document. Activities such as tours of existing Metro lines, additional community update meetings, and coordination meetings with cities will allow for greater engagement opportunities. The recent updated scoping meetings and comment period underscored the need for additional rounds of public meetings in support of the environmental process as well as focused outreach to the corridor communities.

Consistency with Metro's Equity Platform Framework

The Project, and the recommended project definition modifications, are consistent with the recently-adopted Metro Equity Platform Framework and will provide new benefits of enhanced mobility and regional access to minority and low-income populations within the Project Area. The corridor has been identified as having environmental justice communities along the entire 20-mile alignment. Minority residents consist of 66% of the total Project area population and 25% of Project area residents live below poverty, which is higher than the Los Angeles County average of 17%. Most of the transit service in the Project area is local with limited express buses operating on the congested roadway network. These communities have been historically underserved by transit investments. The Project definition modifications also aim to better integrate with the communities that the project serves and will improve access and connectivity to densely populated areas, major employment centers, and local and regional destinations. The Project, and the recommended Project definition modifications, will also significantly reduce travel times and Vehicle Miles Traveled (VMT) in the Project area, which could lead to air quality, safety, and livability improvements for the Project area's most vulnerable communities.

All of the aforementioned Project benefits will collectively expand economic opportunities and enhance the quality of life for residents of the Project area. Metro staff will ensure that Metro's Equity Platform Framework will guide the process for evaluating the project in the Draft EIS/EIR.

DETERMINATION OF SAFETY IMPACT

These actions will not have any impact on the safety of our customers and/or employees because this Project is at the study phase and no capital or operational impacts results from this Board action.

FINANCIAL IMPACT

The FY 2018-19 budget includes \$4,691,953 in Cost Center 4370 (Systemwide Team 3), Project 460201 (WSAB Corridor Admin) for professional services. Since this is a multi-year contract, the

Cost Center Manager and Chief Planning Officer will be responsible for budgeting in future years.

Impact to Budget

The funding for this Project is from State Senate Bill (SB) 1 grant. As these funds are earmarked for the WSAB Transit Corridor project, they are not eligible for Metro bus or other rail capital or operating expenditures.

IMPLEMENTATION OF STRATEGIC PLAN GOALS

The recommended Project definition modifications will improve operations, safety and improve overall travel time. These recommendations support Strategic Plan Goal 1: Provide high quality mobility options that enable people to spend less time traveling. WSAB is anticipated to provide an approximately 35-minute one-seat ride from the proposed Pioneer station in the southern terminus to either WSAB northern terminus. Taking a similar trip today on existing Metro bus and rail lines would take approximately 2-3 times as long, depending on the route, number of transfers, and local traffic conditions. The WSAB corridor traverses some of Los Angeles County's most densely-developed, historically underserved and environmental justice communities. Many of the Project area communities are characterized by heavily transit dependent populations who currently lack access to a reliable transit network. The Project area is served by buses that operate primarily along a heavily congested freeway and arterial network with limited connections to the Metro rail system. With the recommended Project definition modifications, the Project will be better integrated with the communities that the rail line will traverse.

A high-capacity and reliable transit investment between the Metro rail system and Gateway Cities would provide mobility and travel choices within the WSAB corridor and reduce dependence on auto travel. The Project aims to increase mobility, reduce travel times on local and regional transportation networks and accommodate future population and employment growth in southeastern Los Angeles County.

ALTERNATIVES CONSIDERED

The Board could decide not to approve the recommendations. This alternative is not recommended, as the updated Project definition further develops the project to best align with the Metro Vision 2028 Strategic Plan goals. In addition, the recommended Project definition modifications were developed through coordination with the corridor cities, the communities and stakeholders, and in response to feedback received, better aligning the project to community priorities. Not approving the recommendations would also impact the Project's environmental clearance schedule and would not be consistent with prior Board direction to advance the Project. An updated project definition, advancing third-party agreements and execution of contract modifications will ensure the Project advances in an effort to accelerate Project delivery.

NEXT STEPS

Upon Board approval, staff will continue with the environmental work and conduct advanced conceptual engineering. Staff will also execute the contract modifications for technical services to perform the necessary environmental analyses and for outreach services to complete the Draft

EIS/EIR.

Staff anticipates conducting public community meetings in early 2019 to share the modifications to the Project Definition.

ATTACHMENTS

Attachment A - WSAB Updated Project Definition Table
Attachment B - WSAB Updated Alignment Map and Sketch Profile
Attachment C-1 - Procurement Summary AE5999300
Attachment C-2 - Procurement Summary PS2492300
Attachment D-1 - Contract Modification/Change Order Log AE5999300
Attachment D-2 - Contract Modification/Change Order Log PS2492300
Attachment E-1 - DEOD Summary for C-1
Attachment E-2 - DEOD Summary for C-2

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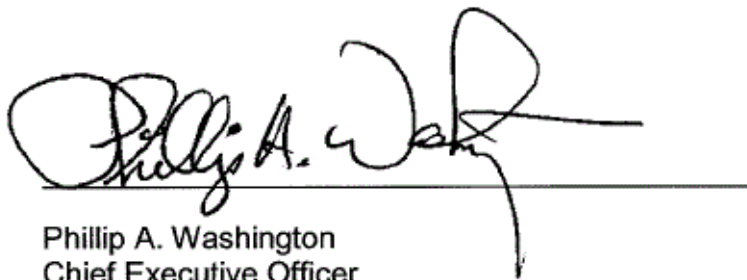
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