



## Board Report

File #: 2022-0781, File Type: Plan

Agenda Number: 7.

**2028 OLYMPICS COMMITTEE  
NOVEMBER 16, 2022**

**SUBJECT: 2028 GAMES MOBILITY CONCEPT PLAN**

**ACTION: APPROVE RECOMMENDATION**

### RECOMMENDATION

APPROVE the 2028 Games Mobility Concept Plan - 2022 Prioritized Mobility Concept Plan Project List (Attachment A).

### ISSUE

The 2028 Games Mobility Concept Plan (MCP) outlines mobility strategies, including capital and operating improvements, to support the transportation infrastructure needed to enhance mobility for the Games and beyond. To be updated annually; Board approval is requested of the Prioritized project list.

### BACKGROUND

At its December 3, 2020 meeting, the Board approved Motion 42 by Directors Garcetti, Solis, Hahn, Kuehl, Butts, and Garcia, which directed staff to work with regional partners to develop a regional investment plan to include a federal engagement strategy and funding proposal to implement transportation improvements that would provide permanent, long-term benefits to the people of Los Angeles County (Attachment B).

In January 2022, the Board received a progress report on the MCP, including a draft initial project list (“the initial project list”) for stakeholder review and input (Legistar #2021-0730). Metro’s 2028 Games Task Force (“the Task Force”) developed the initial project list of over 200 projects starting with the projects listed in Motion 42 (including 28 by ‘28) and building on: 1) LA28’s core transport goals; 2) the draft 2028 Games Transport Funding Parameters; 3) a review of existing plans/programs as well as operational, capacity and safety needs to reveal areas of opportunity for enhancing mobility leading up to and during the Games and; 4) best practices from other World Games events.

### Outreach and Agency Coordination

Since the last Board update on the MCP, staff augmented and refined the Draft Initial Project List presented to the Board in January 2022 as a result of an extensive agency stakeholder outreach process to create the Comprehensive Project List, covering over 300 projects. Staff received input from Metro Service Councils, Councils of Governments, venue cities, Games Mobility Executives (GME) partner agencies, municipal operators, and other organizations.

In addition to the outreach efforts summarized above, staff gathered input from municipal operators at the first annual Transit Operators Leadership Summit, hosted by the CEO on September 8, 2022. The Summit brought together the County’s regional transit agencies to identify how to work better together to tackle transit challenges and capitalize on new opportunities for collaboration, including the 2028 Games and other major events.

The CEO hosted two national-level roundtables during the 2022 APTA Conference, one with Original Equipment Manufacturers (OEMs) and another with Transit agencies, to begin early engagement and

to share perspectives on how to achieve the goals and fulfill the extraordinary transportation needs for the 2028 Games (e.g., additional buses and operators).

These two roundtables and the Leadership Summit proved extremely valuable to better understand the challenges and possibilities, as well as lessons learned from prior experiences on delivering vehicles for Olympic Games or similar events.

#### LA28 Coordination

Through the development of the MCP, Metro has taken up a lead mobility partner role in planning for Games and as the aggregator of GME projects/priorities. Staff continues to meet with the LA28 (local organizing committee) mobility team on a regular basis to ensure Metro's internal planning efforts align with LA28's plans for the Games including over a dozen workshops to understand the needs and update the project list. Staff will continue to coordinate with LA28.

#### Technical Analysis

Staff made significant progress on the technical analysis, including further development and refinement of project scopes and cost estimates. These efforts have culminated in a seven-step process, described in the "discussion" section below, to evaluate the Comprehensive Project List and determine a prioritized list that is presented in this update on the MCP.

### DISCUSSION

The Comprehensive Project List includes capital and operational improvements, such as bus stops, bus lanes, transfer centers, mobility hubs, communications and security equipment, and system reliability investments; state-of-good-repair and maintenance work; and optimized customer experience improvements, such as wayfinding, digital information, and payment technology. The prioritized project list is a living list which staff will update regularly to reflect funding status and delivery capacity to complete these projects before the Games. As the leader for aggregating the project list for the GME, Metro included projects from Caltrans, Metrolink, the City of Los Angeles, and other cities in Los Angeles County. The Task Force, comprising various departments and disciplines across Metro, supported the project evaluation and prioritization described below through dozens of workshops and meetings and close coordination with LA28 and Metro's mobility partners.

#### *Step 1 - Build Comprehensive Project List*

The Comprehensive Project List (Attachment C) was the starting point to evaluate and prepare the prioritized project list.

#### *Step 2 - Can the Project be Complete by 2028?*

After looking at project timelines and risk factors, staff screened out projects that either could not be delivered/constructed by 2028 or projects that were not operationally feasible by 2028, even if they were fully funded. Generally, screened-out projects were large-scale, complex transit corridor projects that would take at least six years to construct.

#### *Step 3 - Score Projects*

Next, the Task Force scored and evaluated all projects on the Comprehensive Project List that passed Step 2. The Task Force held workshops and scored projects to determine their value based on three criteria:

1. Project provides permanent/legacy benefits after the Games, per Motion 42;
2. Project provides potential benefits during the Games; and
3. Project serves the needs of and enhances the quality of life for disadvantaged communities.

Staff used metrics derived from Metro's Vision 2028 to score Criterion 1. LA28's transportation strategy was the basis for Criterion 2. Metro's Equity Platform and discussions with Metro's Office of Equity and Race staff informed the scoring for Criterion 3. The Task Force used both qualitative and quantitative scoring to measure how well each project met the

criteria.

After scoring the projects based on the criteria, staff applied a multiplicative scale of a project's magnitude and impact. Staff based the scale on whether a project was regional or local, permanent or temporary, what size sports park the project connected to, and population size of the impacted Equity Focus Communities. Further, the goals/metrics considered how the project might benefit EFCs such as targeted hiring, improved accessibility to areas with high park/open space availability, and enhanced transit connectivity to the transit system.

#### *Step 4 - Identify Top-Scoring Projects*

The Task Force identified 50 projects that received high scores in Step 3. These projects total approximately \$10.7 billion with a funding gap of \$9.5 billion. These 50 projects include a mix of small and large multimodal projects ranging in estimated cost from \$5 million to \$1.5 billion. This set of projects includes a mix of capital, operational and core expandable Metro program initiatives such as Transportation Demand Management. Several of these projects are "must-have" projects, such as the Games Route Network. After scoring, we had our first iteration of the 2022 Prioritized MCP Project List.

#### *Step 5 - Probability of New Funding*

Using our first iteration of the 2022 Prioritized MCP Project List from Step 4, the Task Force evaluated each project's potential to receive funding at the federal or state levels. This evaluation considered whether a project could demonstrate a strong case for funding. Key considerations for alignment with federal and state priorities included:

- Disadvantaged communities-Does the project benefit disadvantaged communities, in line with the Biden Harris Justice40 initiative?
- Partnerships and leverage-Are state and local partners committed to the project, and does the project have dedicated matching funds?
- Safety-Does the project improve safety for all users of the transportation system?
- Climate resilience-Does the project include resiliency or climate change mitigation features?

Other considerations for alignment with federal and state funding opportunities included readiness using the project's current phase of delivery (such as whether it was undergoing environmental clearance or final design), local hiring policies, prior and planned community engagement, the project's potential to support more inclusive housing policies, and whether the project incorporates innovative elements.

A project's funding gap and consistency with local priorities were other critical considerations. Projects with a large funding gap scored lower than projects with funding requests under \$10M.

Finally, the Task Force scored projects on how eligible they might be for state and/or federal funding programs. The more options a project had for funding through an established program, the higher the project scored. Projects that are temporary in nature or ineligible for existing funding received lower scores. These projects may match with other funding pots tied explicitly to Games delivery. At the end of Step 5, we had a ranked list of projects tied to potential funding opportunities.

#### *Step 6 - Probability of On-Time Delivery*

In Step 2, we considered if a project would be complete by summer 2028 if all funding were in place and delivery went smoothly. For this step, we used the following factors:

- Funding-Is funding in place or can new funding be secured?
- Status-How far along is the project?
- Duration-How long will it take to deliver?

- Difficulty-What is the technical degree of difficulty and overall complexity?

*Step 7 - 2022 Prioritized MCP Project List*

Moving through Steps 1 to 6, we identified and prioritized 50 projects for the Mobility Concept Plan Project List. This list includes the highest-scoring projects based on the three criteria from Step 3, probability of funding from Step 5, and probability of on-time delivery in Step 6. Refer to Attachment A for the 2022 Prioritized MCP Project List and maps of 2022 Prioritized MCP Projects by mode. This evaluation helps Metro use limited resources wisely and reduce Metro’s funding burden while also ensuring each key project can serve the Games.

The MCP’s Prioritized Project List is a “living document” in that it will change based on Metro’s and the GME’s ability to secure funding. The 2022 Prioritized MCP Project List consists of a broad range of multimodal projects (for example, active transportation, bus, congestion management, rail, and systemwide), and aligns with MCP goals. The project list has a diverse mix of project types: 58% capital projects, 28% operations-related improvements, and 14% expansion of existing Metro programs. Projects on this list have either no funding or partial funding.

The total cost of the 2022 Prioritized MCP Project List is approximately \$10.9 billion, with an estimated rough order-of-magnitude project values ranging from \$5 million to \$1.5 billion and a total funding gap of \$9.7 billion. Several of the largest projects on the project list are delivered by others (e.g., Inglewood Transit Connector, Metrolink’s SCORE program and Supplemental Games Readiness Network Improvements). Roughly half of the projects would be solely led by Metro and about another quarter of the projects would be co-led by Metro and other agencies. As a funding partner for Metrolink and Access Services, Inc., Metro will also be responsible for a portion of operational and capital maintenance subsidies associated with projects on this list. A mix of projects and programs will help ensure a range of needs are met systemwide, since customer experience needs also vary in magnitude and cost.

Complementing the 2022 Prioritized MCP Project List is a list of 24 fully-funded projects that are on track for 2028, totaling approximately \$17 billion. Projects on the fully-funded list are current projects planned or constructed by Metro. These 24 projects will join the 2022 Prioritized MCP Project List on the road toward the Games.

*Comparison to the Draft Initial Project List and 28x28 List*

The Draft Initial Project List presented to the Board of Directors in January 2022 was a starting point for the evaluation and identified Tier 1 projects representing the highest-scoring projects related to the three criteria. After refinement and stakeholder feedback on the project list and evaluation process described above, the 2022 Prioritized MCP Project List generally remained consistent. The following are the Tier 1 projects from the Draft Initial Project List that did not make the 2022 Prioritized Project List and the justification.

Draft Initial Project List #	Project Name	Reasons
6	Metro Bike Share Expansion	Duplicate project currently included in Metro Rail and Bus Games Mobility Hubs.
7	Protected Bike Lanes/Cycle Tracks Parallel to Games Route Network	Duplicate project currently included in Transit to Venue User Access Enhancements.
67	Congestion Pricing Study	Scored low in all three criteria. Study will proceed and may return to the list if it meets milestones.
72	Mega Event Customer Experience Analysis	Converted project into a recommendation in the MCP report.
74	Games Route Network Enabling Treatments and Spots Improvements	Duplicate project currently included in Games Route Network Design and Implementation.
75	Regional Incident Management Program and Tools	Duplicate project currently included in Arterial Network Traffic Signal Analytics.
76	Regional Traffic Management Network & Information Exchange	Duplicate project currently included in Arterial Network Traffic Signal Analytics.

185	Big Data Procurement	Converted project into a recommendation in the MCP report.
190	Metro Rail/BRT/Bus Mobile Wayfinding Application	Scored low in all three criteria.
196	Transit Integrated Network Study	Scored low in all three criteria.

Eight projects previously on Tiers 2 or 3 are now on the prioritized list based on the evaluation described above. These include:

- Atlantic Blvd. Bus Only Lanes & Transit Signal Priority
- Bus Terminal and Layover Improvements (county-wide)
- Venice Blvd. Bus Only Lanes & Transit Signal Priority
- I-710 ICM
- I-405 ICM
- Centinela Grade Separation
- Metrolink San Bernardino Line - Lone Hill to White, double track and station improvements
- Foothill Gold Line Extension to Montclair

Staff reviewed the 28x28 projects to finalize the transition to the MCP list based on current conditions. The 28x28 framing allowed Metro to accelerate project delivery timelines for ambitious capital projects. This focus within the agency benefitted many of the projects on the list through advancement of innovative thinking related to procurement and execution strategies. Specific positive outcomes which are linked to this leadership initiative included:

- Providing a greater focus on needs related to project advocacy and issue resolution, particularly for the four large pillar projects;
- Early assessment of financial forecasts and constructability of the projects, including taking steps to advance engineering components early to inform the scope in a way that will minimize future risks; and
- Advancement of expedited project delivery options, including alternative delivery models.

Changes to projects from the 28x28 list:

- I-405 South Bay Curve: Included in the list as the I-405 ICM project focused on Intelligent Transportation System interventions.
- I-710 South Corridor Early Action: Included in the list as the I-710 ICM project focused on Intelligent Transportation System interventions.
- Washington Wye: Included as a set of initial operational improvements, street closures, and turn-movement restrictions
- West Santa Ana Branch: Project completion later than 2028
- Sepulveda Transit Corridor: Project completion later than 2028
- South Bay Light Rail Extension: Project completion later than 2028
- I-10 Express Lanes I-605 to San Bernardino Line: Project completion later than 2028
- Gold Line East Side Extension: Project completion later than 2028
- East San Fernando Valley: Project completion later than 2028
- Sepulveda Pass Express Lanes: Project completion later than 2028

MCP Report

Upon approval of the 2022 Prioritized MCP Project List, the MCP Report will come before the next Ad-Hoc Committee meeting in March 2023. The report will provide Metro and our partners with a near-term road map, guiding project collaboration, delivery, and implementation to achieve the MCP’s diverse set of objectives while improving and better integrating our multimodal transportation systems for more equitable mobility. The MCP outlines Metro’s vision, the context of the Games, discusses case studies of other major events, technical analysis and needs assessment, the Prioritized Project List, and next steps. The MCP will be a living document; staff will continually update the plan as projects progress, and better information is available, and funding materializes.

### **DETERMINATION OF SAFETY IMPACT**

The proposed actions have no adverse impact on the safety of Metro's patrons, employees, or users of Metro facilities.

### **FINANCIAL IMPACT**

Adoption of the MCP would have a positive financial impact on the agency as the MCP outlines the funding plan for prioritized projects to support the Games while providing permanent benefits. The 2022 Prioritized MCP Project List will enable Metro to seek and secure state and federal funding. Any Board direction provided on the information presented in this MCP could result in financial and/or schedule impacts.

#### **Impact to Budget**

No impact to Metro's budget is anticipated as a result of Board adoption.

### **EQUITY PLATFORM**

The MCP evaluates projects based on their potential equity benefits, and how they will both serve the needs of and enhance the quality of life for Equity Focus Communities (EFCs). All MCP projects, strategies, and initiatives were considered based on their ability to support this goal. Ninety-two percent of the projects in the Prioritized Project list are in EFCs. The following were the equity metrics considered in the scoring to evaluate how well a project met Criteria #3 - Serves the Needs of and Enhances Quality of Life for Disadvantaged Communities:

- Improves multimodal mobility
- Improves air quality/reduces greenhouse gas emissions
- Reduces traffic congestion
- Improves access to community amenities
- Provides quality infrastructure
- Provides job creation/workforce development

Metro is committed to transparent, multilingual communication with stakeholders to build consensus and trust moving forward, with a further goal of strengthening broad community support for needed improvements. Metro's well-regarded outreach and engagement strategies help foster good will and credibility for the agency. We are committed to providing world-class service for the Games and the Mobility Concept Plan.

In spring 2022, Metro began outreach to explain the Mobility Concept Plan to our partner agencies. This included briefing LA28, Games Mobility Executives (GME), and their staff. Outreach expanded, with support from LA28, to Metro Service Councils, local Councils of Government, Advisory Committees and future venue cities. This first round of outreach was successful in sharing Metro's MCP vision with our transit partners and helped curate the MCP Project List. Each individual capital project on the list requires its own public outreach as it proceeds.

### **IMPLEMENTATION OF STRATEGIC PLAN GOALS**

The Draft MCP supports the following Metro strategic goals:

- Goal 1-Provide high-quality mobility options that enable people to spend less time traveling
- Goal 2-Deliver outstanding trip experiences for all users of the transportation system
- Goal 4-Transform Los Angeles County through regional collaboration and national leadership by providing a roadmap and strategy to deliver permanent transit and transit-supportive projects and programs that can help serve the Games.

### **NEXT STEPS**

Upon board adoption, staff will embark on the following next steps:

- Review the project list with the GME and participate in the development of a GME-endorsed short list that uses the 2022 Prioritized MCP Project List as a basis
- Seek and secure federal funding
- Prepare an implementation plan for the 2022 Prioritized MCP Project List
- Provide annual updates on the MCP development.


Additionally, the staff will present an updated 28 by 2028 list at the next Ad Hoc meeting.

**ATTACHMENTS**

Attachment A - 2022 Prioritized MCP Project List  
Attachment B - Motion 42: 2028 Mobility Concept Plan  
Attachment C - Comprehensive Project List

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