



## Board Report

**File #:** 2016-0489, **File Type:** Informational Report

**Agenda Number:** 23.

### 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**

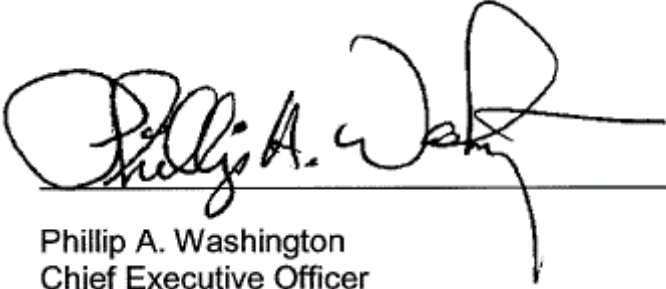
- A. Staff will proceed according to the approach described within this report, including on-going coordination discussions with the cities of Los Angeles and Beverly Hills, pursuing planning projects, and providing a full report to the Board at the October 2016 meeting.
- B. Should the Board approve 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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Metro

Board Report

**ATTACHMENT A**

Los Angeles County  
Metropolitan Transportation  
Authority  
One Gateway Plaza  
3rd Floor Board Room  
Los Angeles, CA

File #:2016-0442, File Type:Motion / Motion  
Response

Agenda Number:14.1

**PLANNING AND PROGRAMMING COMMITTEE  
MAY 18, 2016**

**Motion by:**

**Directors Garcetti, Bonin, Kuehl, Solis, DuBois and Najarian**

May 18, 2016

**Item 14, File ID 2016-0108; First-Last Mile**

According to MTA data, 76 percent of Metro Rail customers and 88 percent of Metro Bus customers arrive at their station or stop by walking, biking, or rolling. To support these customers, MTA staff prepared an Active Transportation Strategic Plan which contains many First-Last Mile improvements that will connect people to MTA's transit network and maximize the benefits from transit investments being made across Los Angeles County.

First-Last Mile elements include, but are not limited to, ADA-compliant curb ramps, crosswalk upgrades, traffic signals, bus stops, carshare, bikeshare, bike parking, context-sensitive bike infrastructure, and signage/wayfinding. The Federal Transit Administration considers First-Last Mile infrastructure to be essential to providing safe, convenient, and practical access to public transportation.

So far, MTA has taken important preliminary steps to implement First-Last Mile projects, including the award-winning 2014 Complete Streets Policy, the Wayfinding Signage Grant Pilot Program, providing carshare vehicles at Metro Rail stations, and pilot First-Last Mile infrastructure at Arcadia, Duarte, Expo/Bundy, and 17th Street/SMC stations.

However, more can be done to support First-Last Mile facilities across all of Los Angeles County.

MTA's award-winning Complete Streets Policy stated that MTA would approach every project as an opportunity to improve the transportation network for all users. However, in practice, there is a needlessly narrow approach to major transit projects that has resulted in many missed opportunities to deliver First-Last Mile elements.

Outside of major transit projects, it will typically not be MTA's role to deliver First-Last Mile projects that are the purview of local jurisdictions. However, MTA can take steps to meaningfully facilitate and help local jurisdictions deliver First-Last Mile projects through a variety of means.

To support regional and local transit ridership across Los Angeles County, it is time for MTA to reaffirm its dedication to the delivery of First-Last Mile facilities across all of Los Angeles County.

**APPROVE Motion by Garcetti, Bonin, Kuehl, Solis, DuBois and Najarian** that the Board adopt the Active Transportation Strategic Plan (Item 14); and,

WE FURTHER MOVE that the Board direct the CEO to:

- A. Designate streets within the Active Transportation Strategic Plan's 661 transit station areas as the Countywide First-Last Mile Priority Network;
- B. To support regional and local transit ridership and facilitate build-out of the Countywide First-Last Mile Priority Network, including, but not limited to, ADA-compliant curb ramps, crosswalk upgrades, traffic signals, bus stops, carshare, bikeshare, bike parking, context-sensitive bike infrastructure (including Class IV and access points for Class I bike infrastructure), and signage/wayfinding:
  1. Provide technical and grant writing support for local jurisdictions wishing to deliver First-Last Mile projects on the Countywide First-Last Mile Priority Network, including providing technical assistance and leadership to jurisdictions to help and encourage the implementation of subregional networks that serve the priority network;
  2. Prioritize funding for the Countywide First-Last Mile Priority Network in MTA grant programs, including, but not limited to, the creation of a dedicated First-Last Mile category in the Call for Projects;
  3. Create, and identify funding for, a Countywide First-Last Mile Priority Network Funding Match Program, separate from existing MTA funding and grant programs, for local jurisdictions wishing to deliver First-Last Mile projects on the Countywide First-Last Mile Priority Network;
  4. To support the Active Transportation Strategic Plan, dedicate funding for the Countywide First-Last Mile Priority Network in the ongoing Long-Range Transportation Plan update, including a review of First-Last Mile project eligibility for all Prop A, Prop C, and Measure R capital funding categories;
  5. Building on MTA's underway effort to conduct First-Last Mile studies for Blue Line stations, conduct First-Last Mile studies and preliminary design for First-Last Mile facilities for all MTA Metro Rail stations (existing, under construction, and planned), all busway stations, the top 100 ridership Los Angeles County bus stops, and all regional rail stations;
  6. Incorporate Countywide First-Last Mile Priority Network project delivery into the planning, design, and construction of all MTA transit projects ~~starting with the Purple Line Extension~~



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Section 2 project. These Countywide First-Last Mile Priority Network elements shall not be value engineered out of any project; and staff to report back at the June Planning and Programming Committee on the Purple Line Extension Section 2 Project.

C. Report on all the above during the October 2016 MTA Board cycle.

**AMENDMENT by Solis** to include Foothill Gold Line Phase 2B Extension to Claremont.

# Metro



## Board Report

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**File #:**2016-0451, **File Type:**Motion / Motion Response

Agenda Number:

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**PLANNING AND PROGRAMMING COMMITTEE MEETING  
MAY 18, 2016**

**Motion by:**

**Directors Butts, DuBois, Knabe and Solis**

May 18, 2016

**Relating to Item 14.1, File ID 2016-0442; Active Transportation Plan**

The preamble of Motion 14.1 states an excellent case for how important the Active Transportation Strategic Plan will be for local jurisdictions, especially for those jurisdictions through which the rail system is running with stations lying therein.

The fact that half of all trips are three miles or less highlights the need to focus on enhancing access to and from Metro transit stations and Motion 14.1 underscores those issues.

The co-authors address the connection in Sections B-4 and B-6 in reaffirming Metro's dedication to the delivery of First-Last Mile facilities and the need to leverage funding opportunities and Metro resources by incorporating "...Countywide First-Last Mile Priority Network project delivery into the planning, design, and construction of all MTA transit projects..."

Motion 14.1 further points out that "...outside of major transit projects, it will typically not be MTA's role to deliver First-Last Mile projects that are the purview of local jurisdictions. However, MTA can take steps to meaningfully facilitate and help local jurisdictions deliver First-Last Mile projects through a variety of means."

We believe that the existing practice of encouraging local jurisdictions to contribute up to 3% of a rail project's budget should be included among that "variety of means" as an appropriate vehicle to facilitate the leveraging of Metro and local jurisdictions' resources towards the goals contained in the ATSP and section B-6 of Motion 14.1.

**APPROVE Motion by 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% 50% 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 stations in the respective jurisdictions.

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**File #:**2016-0451, **File Type:**Motion / Motion  
Response

Agenda Number:

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**AMENDMENT by Solis** to include Foothill Gold Line Phase 2B Extension to Claremont.

**FRAMEWORK: Board Report 2016-0489 First/Last Mile Purple Line Section 2; 3% Local Contribution Provision (Motion 14.1 and 14.2 response)**

Applicability:

- Projects subject to this Motion Response and any implementation policy and guidelines will be new major rail and Bus Rapid Transit (BRT) transit capital expansion projects that have not yet been advertised for construction.
- “Project Footprint” is defined as the project scope that is located on property that Metro owns or controls.
- The 3% contribution refers to the local government contribution provision included in Measure R and applies only to rail expansion projects.

	<b>Projects Pre-Bid Advertisement</b>	<b>Projects in Scoping/ Environment Stage</b>
<b>Metro “Within Project Footprint” Station Active Transportation (AT) and First/Last Mile (F/L) Elements</b>	<ul style="list-style-type: none"> <li>• AT and F/L elements already included in Base scope per design guidelines, and budget – make no changes</li> <li>• <i>3% Contribution: Eligible if assigned to elements in adopted scope and budget.</i></li> </ul>	<p>Develop Guidelines to reassess design criteria for onsite elements; make changes as advised from assessment</p> <ul style="list-style-type: none"> <li>• <i>3% Contribution: include Guidelines criteria for underwriting eligible AT and F/L elements</i></li> </ul>
<b>“Off Project Footprint” AT and F/L Mile Station Connections</b>	<ul style="list-style-type: none"> <li>• On case by case basis, determine if any off-footprint F/L elements are to be added to project definition and budget; and/or</li> <li>• In cooperation with local jurisdictions, may pursue a plan for additional elements “off Project” scope and budget</li> <li>• <i>3% Contribution; Project must be in a PRE-Bid advertisement status. Determine eligibility on case by case basis to extent Board elects to change project scope and budget.</i></li> </ul>	<p>Develop Guidelines to include:</p> <ul style="list-style-type: none"> <li>• Process to develop Metro/local jurisdiction joint station access plan</li> <li>• Establishment of funding responsibilities attached to said plan</li> <li>• <i>3% Contribution: include Guidelines criteria for underwriting eligible AT and F/L elements consistent with joint plans</i></li> </ul>
<b>Non-Connecting AT Elements</b>	<ul style="list-style-type: none"> <li>• No inclusion in transit capital scope and budget</li> <li>• Other funding sources can be explored</li> <li>• <i>3% Contribution: not eligible – no nexus to project</i></li> </ul>	<ul style="list-style-type: none"> <li>• No inclusion in transit capital scope and budget</li> <li>• Other funding sources can be explored</li> <li>• <i>3% Contribution: not eligible – no nexus to project</i></li> </ul>