



## Board Report

File #: 2025-0842, File Type: Contract

Agenda Number: 5.

### PLANNING AND PROGRAMMING COMMITTEE NOVEMBER 19, 2025

**SUBJECT: WESTBOUND STATE ROUTE 91 - ALONDRA TO SHOEMAKER IMPROVEMENT PROJECT**

**ACTION: APPROVE RECOMMENDATION**

#### **RECOMMENDATIONS**

AUTHORIZE the Chief Executive Officer to:

- A. EXECUTE Modification No.10 to Contract No. AE60979000 with Michael Baker International (MBI) in the amount of \$4,833,337 to provide additional professional services for the Westbound State Route 91 - Alondra Boulevard to Shoemaker Avenue Improvements Project (WB SR-91) - Plans, Specifications and Estimate phase (PS&E) or Final Design, increasing the contract value from \$12,614,738 to \$17,448,075; and extending the period of performance from December 31, 2025 to December 31, 2030;
- B. AMEND the existing Cooperative Agreement with Caltrans to add \$2,081,000 in funding to complete final design, prepare all necessary documents, and advertise, award, and approve the project for construction; and
- C. EXECUTE a third-party Cooperative Agreement with the Mountains Recreation and Conservation Authority (MRCA) to fulfill the Regional Water Quality Control Board (RWQCB) Section 401 permit compensatory mitigation requirement for this project's permanent wetland impacts, in the amount of \$126,000.

#### **ISSUE**

The Modification for Contract No. AE60979000 is necessary to complete the Project's final design, transfer the project to Caltrans to manage final design and construction, and prepare all required documents and approvals for advertisement, award, and construction. The modification will also support execution of the corresponding amendment to the existing Cooperative Agreement with Caltrans, which will define roles and responsibilities and provide funding for Caltrans staff to review the design work.

Through a separate agreement with the Mountains Recreation and Conservation Authority (MRCA), Metro-via Caltrans-will fund MRCA to implement restoration, preservation, and/or creation of habitat

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prior to any project-related disturbance or vegetation removal.

## **BACKGROUND**

The Project is located on SR-91 and Interstate 605 (I-605) in the cities of Artesia and Cerritos, from Shoemaker Avenue to the I-605 Interchange, and on I-605 from Alondra Boulevard to the I-605/SR-91 Interchange (Attachment A). Westbound SR-91 is a critical transportation and goods movement corridor within Los Angeles County, located within the Gateway Cities Subregion. The 3-mile segment has closely spaced freeway entrances and exit ramps, which, combined with the deficient capacity of the existing two-lane connector for westbound SR-91 to northbound and southbound I-605, contribute to a high concentration of collisions compared to the statewide average for similar facilities (see Attachment B). According to the Statewide Integrated Traffic Records System (SWITRS), 438 collisions have occurred within the project limits since Metro commenced the PAED and PS&E phases in 2016. Of these, 79% are rear-end collisions caused by the safety deficiencies in the current on and off-ramp and roadway configuration

The Project will improve safety in the area by reducing traffic weaving by lengthening merging and diverging distances for drivers with the addition of a general-purpose lane, auxiliary lanes, and interchange modifications. The Project would improve the transition from westbound SR-91 to I-605 by adding a one-lane I-605 southbound connector and a two-lane I-605 northbound connector.

The Project will also construct new sound walls and retaining walls, widen and realign ramps, replace the Gridley Road Overcrossing (OC) and Bloomfield Avenue OC, widen Studebaker Road Undercrossing (UC), construct new Pioneer westbound on-ramp OC and Norwalk westbound on-ramp OC structures, update signing and striping, and modify/improve drainage systems.

The Project also includes complete streets elements and upgrades compliant with the Americans with Disabilities Act (ADA). Complete street improvements include a Class II bicycle lane on Pioneer Boulevard, ADA-compliant sidewalks, pedestrian and bicycle signage, and LED lighting. Additional improvements will consist of sidewalks on both sides of the new Gridley Road OC and five-foot roadway shoulders. The freeway improvements are within Caltrans right-of-way and will not require residential property acquisitions. These improvements advance the mobility needs of people and goods in LA County by supporting traffic mobility, enhanced safety, economic vitality, equitable impacts, access to opportunity, regional sustainability, and resiliency for affected local communities and the region. This project is consistent with Metro's Objectives for Multimodal Highway Investment.

In March 2013, Metro completed a feasibility study for improvements on I-605 and intersecting corridors (I-405, SR-91, I-105, I-5, and SR-60) to identify congestion "Hot Spots" and develop preliminary improvement concepts as part of the SR-91/I-605/I-405 Hot Spots Program funded by Measure R (Expenditure Line 35) and Measure M (Expenditure Line 61). One of the identified congestion Hot Spots was the I-605/SR-91 Interchange.

In April 2016, the Board approved a contract with Michael Baker International, Inc. (MBI) in the amount of \$7,762,669, for professional services to prepare the Project Approval and Environmental Document (PAED) for WB SR-91 improvements that included the identified I-605/SR-91 Interchange. Subsequently, in October 2019, the Board approved a contract with MBI to prepare Plans,

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Specifications, and Estimates (PS&E) for the project. A complete list of contract modifications is outlined in Attachment D.

## **DISCUSSION**

The project achieved final design status in May 2024 with the initial advertisement planned for July 2024. In June 2024, Metro and Caltrans secured \$69.67 million in Senate Bill 1 (SB 1) Trade Corridor Enhancement Program (TCEP) grant funds for the construction phase. The advertisement was postponed to November 2024 to complete Board-required pre-construction public outreach and to update the PS&E package to comply with Caltrans' latest standard plans update. The award was expected in December 2024, but discussion to transfer the construction phase to Caltrans delayed the schedule. By late 2024, Caltrans agreed to assume procurement and construction, extending the project's timeline and budget.

### **Mitigation Requirements**

As part of the Regional Water Quality Control Board Section 401 permit, Metro has agreed to off-site mitigation involving re-establishing 0.28 acres of stream channel on the MRCA's Dayton Canyon property. This mitigation will satisfy the compensatory mitigation requirement for the project's permanent impacts. The MRCA's Dayton Canyon property is in Los Angeles County, within the Los Angeles River Watershed. Caltrans is the project's California Environmental Quality Act (CEQA) and National Environmental Policy Act (NEPA) lead agency and holds the Section 401 permit. Metro has agreed to fund the implementation of the required mitigation measures.

### **Cooperative Agreement**

The recommended contract modification and Cooperative Agreement Amendment will fund the additional professional services and oversight needed for Metro to transfer the WB SR-91 project to Caltrans for construction. This shift aligns with Caltrans' statutory role in freeway construction and allows Metro to focus on its core transit mission while leveraging Caltrans' expertise to deliver the project.

This change will add approximately \$6.9 million (\$4.8 million in design costs and \$2.1 million for Caltrans oversight) in project costs and extend the schedule by approximately 18 months to complete all the necessary design revisions and to avoid jeopardizing the TCEP grant. Metro will sponsor the project construction and Caltrans will implement the construction phase. The project scope and public benefits remain unchanged.

## **DETERMINATION OF SAFETY IMPACT**

Approval of this item will have no adverse impact on the safety of Metro's patrons, employees, or users of these facilities. Caltrans and local safety standards will be adhered to during the implementation of the proposed Project improvements.

## **FINANCIAL IMPACT**

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The total FY26 budget for the Westbound SR-91 Project includes \$14,830,000 under Cost Centers 4720, 6510, and 8510, under Project No. 462314. No budget adjustment is needed currently. Staff will revisit the already-established departmental budget to make any necessary adjustments in the current Fiscal Year.

Since this is a multi-year project, the Project Manager and the Chief Planning Officer will be responsible for coordinating the programming and budgeting costs in future fiscal years.

### Impact to Budget

There are multiple fund sources for the WB SR-91, including Measure R Highway Capital (20%) and Trade Corridor Enhancement Program (TCEP) funds.

The balance of \$57,505,000 in Measure R Highway Capital funds programmed for WB SR-91 under MR315.74 as part of the Gateway Cities I-605 Corridor “Hot Spot” Interchange Improvements Program is available to cover the costs and contract modifications.

These fund sources are not eligible for bus and rail (transit) capital and operations expenses.

### EQUITY PLATFORM

Approving the recommendations will support the proposed safety and mobility improvements to WB SR-91. This project provides a more comprehensive and multimodal approach to improving the regional highway system, advancing Metro’s Objectives for Multimodal Highway Investment to provide a more equitable, sustainable, and multimodal transportation system that improves local communities while also improving the flow of people and goods throughout the region.

The Project area is not located within or directly adjacent to Equity Focus Communities (EFCs). The implementation of the Project will not result in the displacement of or other negative impacts to disadvantaged or low-income communities. However, EFCs are located approximately two miles west of the Project location terminus. While this distance precludes direct physical impacts, the Project is designed to provide regional benefits such as improving safety and congestion and eliminating current transportation deficiencies on the freeway system, all in support of local communities that use this freeway. These improvements will enhance different modes of transportation for all users. The Project will implement complete streets and active transportation improvements by enhancing bike lanes and crosswalks, installing ADA curb ramps and intersection enhancements, and improving signal timing for pedestrians.

While Metro remains committed to encouraging mode shift or carpooling when feasible, the primary mode of transportation for the residents of these cities is commuting by car. For example, 87.9% of Artesia’s residents use this mode as their primary form of transportation (U.S. Census Bureau, 2019-23). This data underscores the importance of the targeted safety and mobility improvements to WB SR-91. By enhancing WB SR-91, the project invests in the primary mode of travel for the community while also supporting other modes to create a safer, more equitable transportation system for all users.

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Michael Baker International (MBI) made a 23.02% Disadvantaged Business Enterprise (DBE) commitment on this contract. However, the U.S. Department of Transportation (USDOT) has issued an Interim Final Rule (IFR) that makes changes to the DBE Program, including suspension of goals and enforcement, effective October 3, 2025. Metro is currently reviewing the Interim Final Rule (IFR) to identify necessary program and procedural changes to ensure full compliance. Although the DBE commitment is not a factor in the staff's recommendation, there are seven certified small businesses participating in this contract. This is noteworthy since small businesses are vital for the economy as they drive job creation, foster innovation, and strengthen local communities.

### **VEHICLE MILES TRAVELED OUTCOME**

Vehicle Miles Traveled (VMT) and VMT per capita in Los Angeles County are below the national average, the lowest within the Southern California Association of Governments (SCAG) region, and among the lowest in the state. These declining trends are partly attributed to Metro's significant investment in rail and bus transit.\* Metro's Board-adopted VMT reduction targets are aligned with California's statewide climate goals, including the objective of achieving carbon neutrality by 2045. To support progress toward these goals, all Board items are evaluated for their potential impact on VMT.

While the agency remains committed to reducing VMT through transit and multimodal investments, some projects may induce or increase personal vehicle travel. However, these individual projects aim to ensure the efficient and safe movement of people and goods.

This Board item will likely increase VMT in LA County, as it includes an investment that encourages driving alone. Although this item may not directly contribute to the achievement of the Board-adopted VMT Reduction Targets, the VMT Targets were developed to account for the cumulative effect of a suite of programs and projects within the Metro region, which individually may increase VMT. Additionally, Metro has a voter-approved mandate to deliver freeway projects while ensuring the efficient and safe movement of people and goods.

### **Mitigation Considerations**

Mitigation on the State Highway System is generally limited to on-site options under Caltrans' authority. Off-site measures often fall under the jurisdiction of local land use, or in this case, Metro. Some on-site mitigation strategies to be considered for the Project area include:

- Complete streets enhancements
- Additional 200 linear feet of bicycle lane
- Intelligent transportation systems

\* Based on population estimates from the United States Census and VMT estimates from Caltrans' Highway Performance Monitoring System (HPMS) data between 2001-2019.

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

The Project is consistent with the following Metro Vision 2028 Strategic Plan Goals:

1. Provide high-quality mobility options that enable people to spend less time traveling by alleviating the current operational deficiencies and improving mobility along SR-91.

2. Transform LA County through regional collaboration by partnering with the Gateway Cities Council of Governments and Caltrans to identify the needed improvements on State highways and take the lead in development and implementation of highway improvement projects.

Also, the Project supports Metro's Objectives for Multimodal Highway Investment to:

1. Advance the mobility needs of people and goods within LA County by developing projects and programs that support traffic mobility and enhanced safety, economic vitality, equitable impacts, access to opportunity, regional sustainability, and resilience for affected local communities.

### **ALTERNATIVES CONSIDERED**

The Board may choose not to accept staff recommendations. However, this alternative is not recommended because this project is included in the Measure R and Measure M Expenditure Plans, has received a significant state TCEP funding award that will be at risk if the project does not advance, and reflects regional consensus on the importance of the Project in improving corridor mobility and safety.

### **NEXT STEPS**

Upon Board approval, staff will execute Modification No. 10 to Contract No. AE60979000 with MBI to provide the additional design services that have been requested by Caltrans; amend the existing design Cooperative Agreement with Caltrans; and execute the MRCA Cooperative Agreement.

### **ATTACHMENTS**

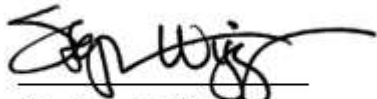
Attachment A - Project Location Map  
Attachment B - Existing Conditions  
Attachment C - Procurement Summary  
Attachment D - Contract Modification/Change Order Log  
Attachment E - DEOD Summary

Prepared by: Andres Roa, Transportation Planner, Complete Streets and Highways, (213) 348-4797

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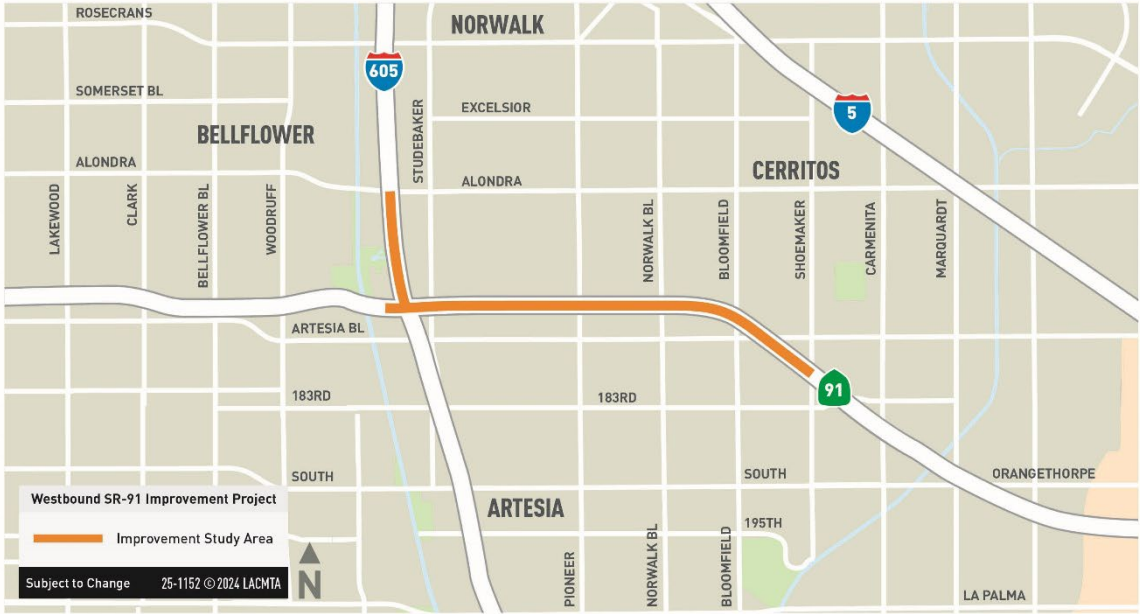
Reviewed by: Ray Sosa, Chief Planning Officer, (213) 547-4274

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Stephanie Wiggins  
Chief Executive Officer

# Westbound SR-91 Improvement Project

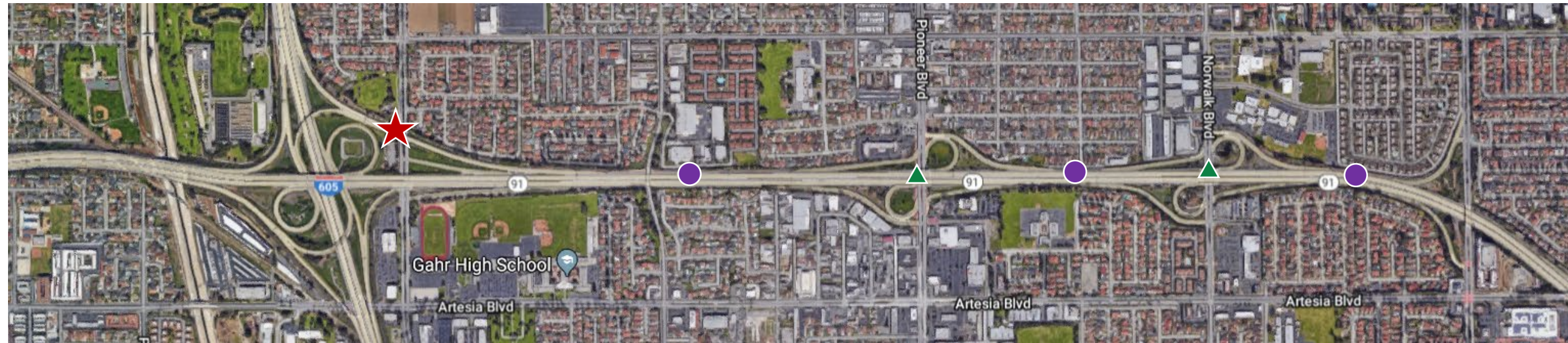
Study Area





# Existing Conditions

(Attachment B)



- The WB SR-91 corridor experiences higher-than-average collision rates compared to the statewide average for similar facilities, according to Traffic Accident Surveillance and Analysis System (TASAS) data.
- According to the Statewide Integrated Traffic Recording System (SWITRS), 438 collisions have occurred within the project limits since Metro commenced the environmental and PS&E phases in 2016.
  - Of these collisions, 79% are rear-end collisions, caused by closely spaced on and off-ramps and the current roadway configuration.

## Legend

1. ★ I-605/SR-91 Interchange Reconfiguration
2. ● Weaving conflicts due to close spacing of on and off-ramps and ramp configuration
3. ▲ Ramp safety reconfiguration

## PROCUREMENT SUMMARY

**WESTBOUND (WB) STATE ROUTE (SR)-91 ALONDRA TO SHOEMAKER  
BOULEVARD IMPROVEMENT PROJECT / AE60979000**

1.	<b>Contract Number:</b> AE60979000			
2.	<b>Contractor:</b> Michael Baker International			
3.	<b>Mod. Work Description:</b> Provide additional support services for the WB SR-91 Alondra to Shoemaker Boulevard Improvement Project and extend the period of performance through 12/31/30.			
4.	<b>Contract Work Description:</b> WB SR-91 Alondra to Shoemaker Boulevard Improvement Project			
5.	<b>The following data is current as of:</b> 10/2/2025			
6.	<b>Contract Completion Status</b>		<b>Financial Status</b>	
	<b>Contract Awarded:</b>	10/24/2019	<b>Contract Award Amount:</b>	\$11,474,367
	<b>Notice to Proceed (NTP):</b>	11/13/2019	<b>Total of Modifications Approved:</b>	\$1,140,371
	<b>Original Complete Date:</b>	11/12/2021	<b>Pending Modifications (including this action):</b>	\$4,833,337
	<b>Current Est. Complete Date:</b>	12/31/2030	<b>Current Contract Value (with this action):</b>	\$17,448,075
7.	<b>Contract Administrator:</b> Andrew Conriquez		<b>Telephone Number:</b> (213) 922-3528	
8.	<b>Project Manager:</b> Carlos Montez		<b>Telephone Number:</b> (213) 547-4366	

**A. Procurement Background**

This Board Action is to approve Modification No. 10 issued to provide additional support during construction for the WB SR-91 Alondra to Shoemaker Boulevard Improvements Project. This Modification will also extend the period of performance from December 31, 2025 to December 31, 2030.

This Contract Modification will be processed in accordance with Metro's Acquisition Policy and the contract type is a firm fixed price.

On October 16, 2019, the Board awarded a 24-month firm fixed price Contract No. AE60979000 to Michael Baker International for the WB SR-91 Alondra to Shoemaker Boulevard Improvements Project in an amount of \$11,474,367.

A total of nine modifications have been issued to date.

Refer to Attachment D – Contract Modification/Change Order Log.

## **B. Cost Analysis**

The recommended amount has been determined to be fair and reasonable based upon a technical analysis, Independent Cost Estimate (ICE), and cost analysis. The variance between the ICE and recommended amount is due to staff not accounting for the additional level of effort required for the period of performance extension for the entire construction period and 6 months of close-out.

<b>Proposal Amount</b>	<b>Metro ICE</b>	<b>Recommended Amount</b>
\$4,833,337	\$4,499,160	\$4,833,337

## CONTRACT MODIFICATION/CHANGE ORDER LOG

WB SR-91 ALONDRA TO SHOEMAKER BOULEVARD IMPROVEMENT  
PROJECT/AE60979000

<b>Mod. No.</b>	<b>Description</b>	<b>Status (approved or pending)</b>	<b>Date</b>	<b>\$ Amount</b>
1	Allocation and reallocation of funds between tasks	Approved	7/28/21	\$0
2	Period of performance (POP) extension through 12/30/2022	Approved	11/3/21	\$0
3	Supplemental work for additional work on tasks 1-5	Approved	3/24/22	\$141,363
4	POP extension through 6/30/2023	Approved	12/26/22	\$0
5	Supplemental work for additional work on tasks 7.1 through 7.3 and POP extension through 12/31/2023	Approved	6/6/23	\$206,553
6	POP extension through 8/31/2024	Approved	12/21/23	\$0
7	Supplemental work for additional design services tasks and extend POP through 5/31/2025	Approved	8/5/24	\$487,214
8	Supplemental work for additional tasks and extend POP through 12/31/2025	Approved	4/10/25	\$234,935
9	Supplemental work for additional tasks	Approved	7/25/25	\$70,305
10	Supplemental work to provide post PS&E support and POP extension through 12/31/2030.	<b>Pending</b>	<b>Pending</b>	<b>\$4,833,337</b>
	<b>Modification Total:</b>			<b>\$5,973,708</b>
	<b>Original Contract:</b>		<b>10/24/19</b>	<b>\$11,474,367</b>
	<b>Total:</b>			<b>\$17,448,075</b>

**DEOD SUMMARY****WESTBOUND (WB) STATE ROUTE (SR)-91 ALONDRA TO SHOEMAKER  
BOULEVARD IMPROVEMENT PROJECT / AE60979000****A. Small Business Participation**

Michael Baker International (MBI) made a 23.02% Disadvantaged Business Enterprise (DBE) commitment on this contract. However, the U.S. Department of Transportation (USDOT) has issued an Interim Final Rule (IFR) that makes changes to the DBE Program, including suspension of goals and enforcement, effective October 3, 2025. Metro is currently reviewing the Interim Final Rule (IFR) to identify necessary program and procedural changes to ensure full compliance. Although the DBE commitment is not a factor in the staff's recommendation, there are seven certified small businesses participating in this contract. This is noteworthy since small businesses are vital for the economy as they drive job creation, foster innovation, and strengthen local communities.

**B. Living Wage and Service Contract Worker Retention Policy Applicability**

The Living Wage and Service Contract Worker Retention Policy is not applicable to this modification.

**C. Prevailing Wage Applicability**

Prevailing wage is not applicable to this modification.

**D. Project Labor Agreement/Construction Careers Policy**

Project Labor Agreement/Construction Careers Policy is not applicable to this Contract. PLA/CCP is applicable only to construction contracts that have a construction related value in excess of \$2.5 million.

**E. Manufacturing Careers Policy**

The Manufacturing Careers Policy (MCP) does not apply to this contract. The MCP is required on Metro's Rolling Stock RFPs, with an Independent Cost Estimate of at least \$50 million.





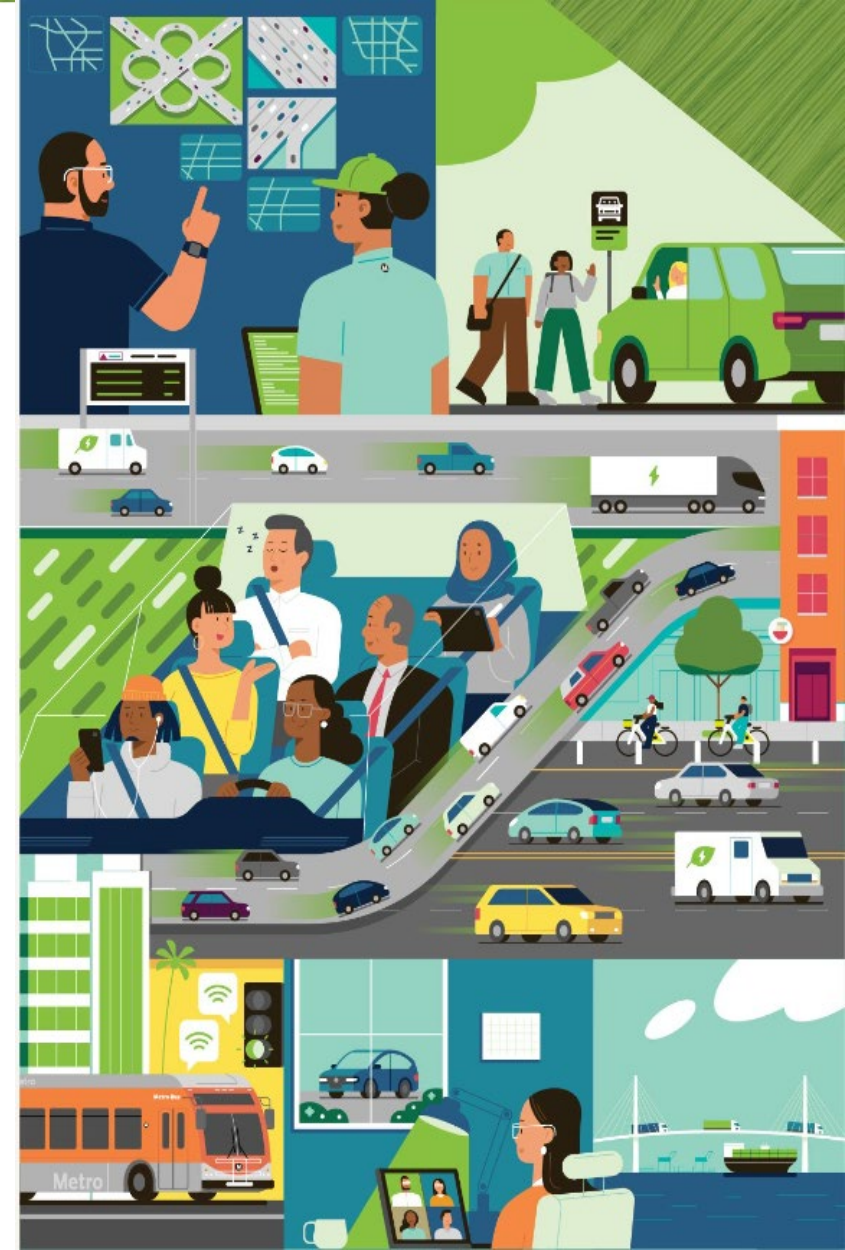
**Westbound State Route 91 (WB SR-91) Alondra Blvd. to  
Shoemaker Ave. Improvement Project  
Authorize Contract Modification  
File # 2025-0842  
Planning and Programming Committee November 2025**



# Staff Recommendation

AUTHORIZE the Chief Executive Officer to:

- A. Execute Contract Modification No.10 to Contract No. AE60979000 with Michael Baker International (MBI) in the amount of \$4,833,337 to provide additional professional services for the Westbound State Route 91 - Alondra Boulevard to Shoemaker Avenue Improvements Project (WB SR-91), increasing the contract value from \$12,614,738 to \$17,448,075; and extending the period of performance from December 31, 2025, to December 31, 2030; and
- B. Amend the existing Cooperative Agreement with Caltrans to add \$2,081,000 in funding to complete final design, prepare all necessary documents and advertise, award, and approve the project for construction; and
- C. Execute a third-party Cooperative Agreement with the Mountains Recreation and Conservation Authority (MRCA) to fulfill the Regional Water Quality Control Board (RWQCB) Section 401 permit compensatory mitigation requirement for this project's permanent impact, in the amount of \$126,000.



# WB SR-91 Improvements

## Michael Baker International, Inc. (Contract No. AE60979000)

- Metro Board authorization (October 2019) for the Plans, Specifications, and Estimates (PS&E) for WB SR-91.
- \$4,833,337 increase for design services to receive Ready to List (RTL) from the Caltrans Office of Engineering, design support during bidding, and design support during construction.
- *Contributing factors:* Transfer of WB SR-91 construction advertisement, award, and administration from Metro to Caltrans, including standard plan updates and increased Caltrans oversight to achieve RTL.

## Amendment to the Caltrans Design Cooperative Agreement

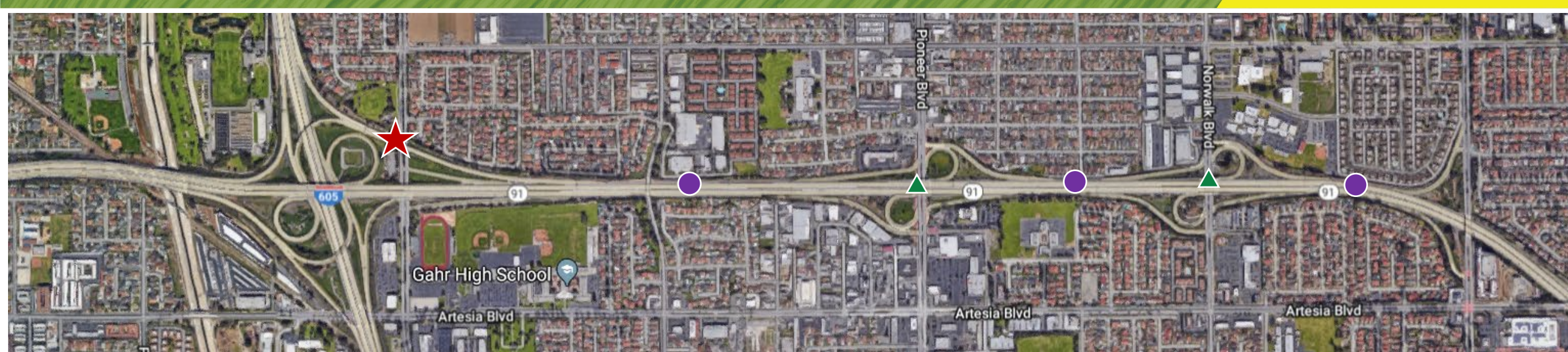
- \$2,081,000 increase in funding for the Design Cooperative Agreement for Caltrans to provide enhanced oversight through the Office of Engineering to complete the final design, prepare all necessary documents, and obtain required approvals for Caltrans to advertise, award, and approve the project for construction.
- *Contributing factors:* Metro and the Engineer of Record must remain engaged through the Caltrans Office of Engineering's review and approval of the complete design package to enable transfer of the construction phase.

## Mountains Recreation and Conservation Authority (MRCA)

- Through a third-party Agreement with Caltrans and MRCA to fulfill the Regional Water Quality Control Board (RWQCB) Section 401 permit compensatory mitigation requirement in the amount of \$126,000.
- *Contributing factors:* compensatory mitigation requirement is necessary to mitigate the Project's permanent impact.



# Existing Conditions



- The WB SR-91 corridor experiences higher-than-average collision rates compared to the statewide average for similar facilities, according to Traffic Accident Surveillance and Analysis System (TASAS) data.
- According to the Statewide Integrated Traffic Recording System (SWITRS), 438 collisions have occurred within the project limits since Metro commenced the environmental and PS&E phases in 2016.
  - Of these collisions, 79% are rear-end collisions, caused by closely spaced on and off-ramps and the current roadway configuration.

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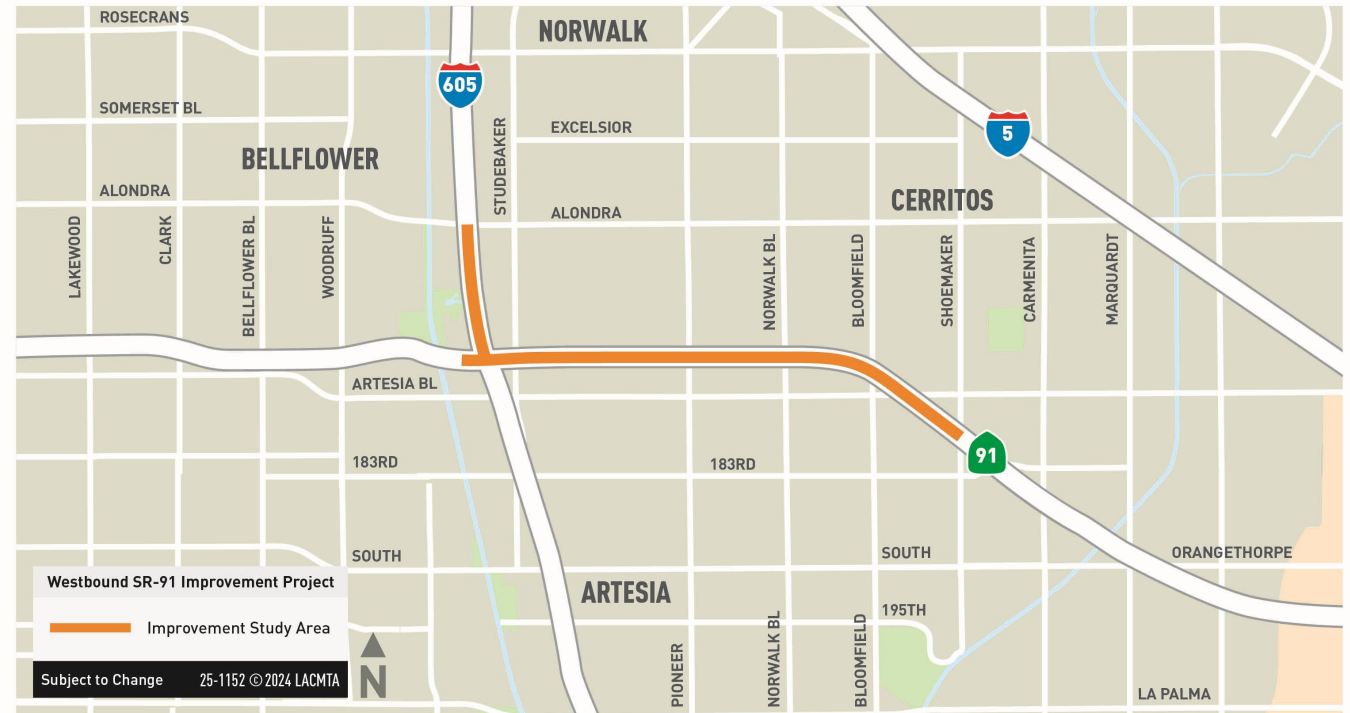
# WB SR-91 Improvements

## Proposed Project Elements

- One new general purpose lane in the WB direction
- Create a two-lane I-605 northbound connector
- Maintain auxiliary lanes between all on- and off-ramps
- Enhance freeway on- and off-ramps
- Improve arterial streets and overcrossings by implementing lighting, signing, striping, sidewalks, raised medians, and high-visibility crosswalks



## Westbound SR-91 Improvement Project Study Area



# Next Steps

- Staff will work with the Design Contractor to execute the contract modification approved by this recommendation, amend the Caltrans Design Cooperative Agreement, and execute the cooperative agreement with MRCA.