

Board Report

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

File #: 2018-0817, File Type: Project Agenda Number: 13.

PLANNING AND PROGRAMMING COMMITTEE MARCH 20, 2019

SUBJECT: VERMONT TRANSIT CORRIDOR - RAIL CONVERSION/FEASIBILITY STUDY

ACTION: APPROVE RECOMMENDATIONS

RECOMMENDATION

CONSIDER:

- A. RECEIVING AND FILING the findings and recommendations from the Vermont Transit Corridor Rail Conversion/Feasibility Study; and
- B. APPROVING advancement of the two BRT concepts previously identified through the 2017 Vermont Bus Rapid Transit (BRT) Technical Study into environmental review.

ISSUE

The Vermont Transit Corridor is a Measure M project with an expected opening date of Fiscal Year (FY) 2028. This project is also included in the Twenty-Eight by '28 Initiative adopted by the Board in January 2018. In order to meet the Measure M and Twenty-Eight by '28 schedule, a project for the corridor needs to be identified and environmentally cleared through an environmental review study. At the March 23, 2017 Board meeting, the Board approved a motion (Attachment A) directing staff to take a number of actions, including proceeding with the Vermont Bus Rapid Transit (BRT) project as a near-term transit improvement, while also initiating a study looking at future potential rail. This report addresses that motion. The study concluded that the BRT concepts recommended to advance into environmental review are not in conflict with future conversion to rail.

BACKGROUND

The existing Metro bus service along the Vermont Transit Corridor extends approximately 12.4 miles from Hollywood Boulevard south to 120th Street. The Vermont Transit Corridor is the second busiest bus corridor in Los Angeles County with approximately 45,000 daily boardings and connections to four Metro rail lines. The corridor serves numerous key activity centers including Koreatown, Kaiser Permanente Los Angeles Medical Center, University of Southern California, and Exposition Park. Attachment B shows a map of the corridor and study area, which includes one-half mile to either side of Vermont Avenue.

In February 2017, Metro completed the Vermont Bus Rapid Transit (BRT) Technical Study. The study evaluated the feasibility of implementing BRT, including bus lanes and other key BRT features. The study identified two promising BRT concepts, which would provide improved passenger travel times, faster bus speeds, and increased ridership. The two concepts are an end-to-end side-running BRT and a combination side- and center-running BRT.

At the March 23, 2017 Board meeting, staff presented the findings and recommendations from the Vermont BRT Technical Study (Legistar File No. 2016-0835). At that meeting, the Board approved a motion directing staff to proceed with the Vermont BRT project as a near-term transit improvement, while also initiating a study looking at rail, specifically focusing on connecting the Metro Wilshire/Vermont Red Line Station to the Exposition/Vermont Expo Line Station as a first phase. Based on ridership demand, future potential conversion to rail on the Vermont Corridor after FY 2067 is projected in Measure M.

In July 2017, staff provided the Board with an approach for augmenting the BRT Technical Study with an additional scope of work to conduct a rail conversion/feasibility study. The purpose of the rail conversion/feasibility study has been to re-evaluate the initial BRT concepts to ensure that their design would not preclude a future conversion to rail and to evaluate and compare multiple rail modes and/or alternatives, including an extension of the Metro Red Line along Vermont Avenue.

DISCUSSION

In December 2017, staff initiated work on the Vermont Transit Corridor - Rail Conversion/Feasibility Study (Attachment C-Executive Summary). In addition to re-evaluating the design of the initial BRT concepts to ensure they would not preclude a future conversion to rail, six preliminary rail concepts were identified. The initial rail concepts included evaluating and comparing multiple rail modes (Heavy Rail Transit (HRT), Light Rail Transit (LRT), and Streetcar/Tram), alignments, and configurations, including:

- 1) LRT High Floor, Center-Running
- 2) LRT Low-Floor, Side-Running
- 3) Streetcar/Tram, At-Grade Side-Running
- 4) HRT with Direct Connection to Purple Line
- 5) HRT with Direct Connection to Red Line
- 6) HRT Stand-Alone Alignment (beginning/ending at Vermont/Wilshire)

Screening criteria were then applied to these six (6) initial rail concepts to identify the three (3) most technically feasible concepts for further detailed analysis. The screening criteria included: customer experience; system connectivity; system operability and reliability; passenger capacity/personthroughput; capital costs; operating and maintenance costs; construction impacts; and transit service disruption. The three rail concepts determined to be the most technically feasible are: 1) LRT, Center-Running; 2) HRT with Direct Connection to Red Line; and, 3) HRT with Stand-Alone Alignment.

While the HRT connection to the Metro Red Line would provide a one-seat ride from 120th Street to North Hollywood, it would have significant construction and service impacts to the existing rail service for up to two years. The LRT and the HRT stand-alone options, which would not significantly impact

service during construction, would require passengers to transfer at the Wilshire/Vermont Station to either the Metro Red or Purple Line.

The table below shows a comparison of the capital and operating and maintenance cost estimates, as well as the projected corridor ridership, for each of the BRT and rail concepts.

	Running	BRT Combo Side-/Center- Running	LRT Center- Running	HRT Connecting to Red Line	HRT w/ Stand- Alone Alignment
Capital Costs (2018)	\$236 - \$310 M	\$241 - \$310 M	\$4.4 - \$5.2 B	\$7.1 - \$8.4 B	\$5.9 - \$6.9 B
Annual O & M Costs	13.4 M	13.4 M	\$28.8 to 53 M	\$53.8 to 80.5 M	\$35.1 to 70.0 M
Daily Corridor Ridership (2042)	82,000	82,000	91,000	116,000-144,000	103,000-131,000
At-Grade	12.4 miles	12.4 miles	4.6 miles	N/A	N/A
Grade Separated	N/A	N/A	5.2 miles	10.3 miles	9.8 miles

Currently, a total of \$522 million, including \$25 million in Measure M, \$5 million in Cap and Trade funds, and \$492 million in other local funds, are allocated for this BRT project.

Summary of Rail Concepts Feasibility

In developing the rail concepts, not only were the various technologies considered but also the vertical and horizontal configuration of each. The vertical profile of rail on the corridor included atgrade, at-grade with grade separations (below or above) at specific intersections, a fully elevated system, or a fully below-grade system. The biggest challenges associated with the at-grade options were the obvious ROW constraints on the corridor. The existing ROW is 50- to 55-feet wide (curb to curb) in the northern two-thirds of the corridor, while south of Gage Avenue, the ROW widens significantly to 180 to 200 feet. In considering Metro's LRT Grade Crossing & Safety Policy, it was determined that the LRT option would need to operate below grade north of Gage Avenue. South of Gage Avenue, where the ROW widens significantly, the LRT could operate at grade. The two remaining HRT options would be fully underground.

The study also looked at the feasibility of connecting the Metro Red Line at the Wilshire/Vermont Station to the Metro Expo Line at the Exposition/Vermont Station as a first segment. As part of the phasing analysis, potential Maintenance and Storage Facility (MSF) locations were also considered. However, given the challenges in locating, environmentally clearing and acquiring land for a suitable MSF in the northern segment of the corridor, which is predominately commercial and/or residential, a first segment, or minimum operable segment (MOS), along Vermont Avenue between the Red/Purple and Expo Lines was determined infeasible.

Staff also confirmed that none of the existing MSFs will be able to accommodate new rail vehicles as part of the Vermont Transit Corridor project in terms of storage and everyday maintenance. While Metro Division 20 is currently being expanded to accommodate the future Metro Purple Line extension, it will not be large enough to serve the Vermont Line even under the MOS scenario.

Therefore, the first segment would need to extend further south to Slauson Avenue or the I-105 Freeway to access potential MSF sites.

Implications for Future BRT Conversion to Rail

Since the LRT option would substantially be underground and the two HRT options fully underground, it was determined that the implementation of BRT along the Vermont Corridor would not preclude a future conversion to rail. The end-to-end side-running BRT would operate in a travel lane adjacent to a parking lane. The end-to-end combination side- and center-running BRT would do primarily the same with an exception south of Gage Avenue. South of Gage Avenue, the BRT would operate within the two center lanes. Should light rail be constructed in the future, the two center BRT lanes could be converted to rail.

Recommendation

Overall, the Rail Conversion/Feasibility Study found that: BRT continues to be feasible in the Vermont Corridor; BRT does not preclude conversion to rail transit in the future; BRT has the capacity to serve ridership demand until 2042 and beyond; several rail alternatives were determined feasible for future implementation; cost of rail alternatives far exceeds Measure M funding; and some useful rail features can be installed and used as part of BRT. Additionally, there are some unique urban design opportunities south of Gage Avenue, such as the reprogramming of the underutilized median to one side of the street in order to make the open space more useful and accessible to the community. The study also identified opportunities to integrate on-street amenities to improve first-last mile connectivity and help foster the creation of transit oriented communities.

Given the importance of the Vermont Transit Corridor and the need to improve the overall quality of transit service, staff recommends advancing the two BRT concepts into environmental review. With some minor engineering refinements, the refined BRT concepts will not preclude a future potential conversion to rail. These BRT improvements can be delivered more immediately and at a fraction of the cost of rail, while further building corridor ridership. This is necessary in order to address the March 23, 2017 Board motion, meet the Measure M opening date, and address the Twenty-Eight by '28 Initiative.

Stakeholder Outreach

In both spring and fall 2018, staff completed two sets of key targeted stakeholder meetings along the corridor. Invitees included businesses, religious institutions, schools, hospitals, major cultural centers, community/neighborhood groups, neighborhood councils, and Chambers of Commerce. Staff also provided individual project briefings to all affected City of Los Angeles Council Districts as well as at other community group meetings. The purpose of the outreach was to discuss and solicit further feedback on the two BRT concepts and any potential future rail concepts. There was overall broad support for BRT on Vermont, with a small group still in favor of rail being delivered much earlier.

Public and stakeholder engagement will continue and be broadened throughout the environmental process to solicit valuable feedback that will further inform and define the BRT concept for the corridor. A series of meetings, including public scoping and public hearings as well as individual briefings with key stakeholders and elected officials, will be conducted as part of the process.

Consistency with Metro's Equity Platform Framework

The Vermont Transit Corridor project will provide new benefits of enhanced mobility and improved regional access for transit-dependent, minority and/or low-income populations within the study area. Should the Board approve advancing the project into the environmental review phase, the project will be approached and designed for consistency with Metro's recently adopted Equity Platform Framework.

DETERMINATION OF SAFETY IMPACT

Approval of this item will not impact the safety of Metro's customers or employees.

FINANCIAL IMPACT

Funding of \$400,000 is included in the FY20 budget request in Cost Center 4240, Project 471402 (Vermont Transit Corridor) to initiate the environmental review, pending budget adoption. Since this is a multiyear contract, the Cost Center Manager and Chief Planning Officer will be responsible for budgeting in future years for the balance of the remaining project budget.

Impact to Budget

The funding source for the Vermont Transit Corridor project is Measure M 35% Transit Construction. As these funds are earmarked for the Vermont Transit Corridor project, they are not eligible for Metro bus and rail capital and operating expenditures.

IMPLEMENTATION OF STRATEGIC PLAN GOALS

The purpose of the Vermont Transit Corridor project is to identify and implement strategies for improving bus service along Vermont Avenue. These strategies, including dedicated bus lanes, improved passenger amenities at stations, and enhanced lighting, will enhance the customer experience by reducing passenger travel times, improving service reliability, and enhancing passenger comfort and security. The Vermont Transit Corridor project supports the following Strategic Goals:

- #1: Provide high-quality mobility options that enable people to spend less time traveling.
- #2: Deliver outstanding trip experiences for all users of the transportation system.
- #3: Enhance communities and lives through mobility and access to opportunity.

ALTERNATIVES CONSIDERED

The Board may decide not to approve advancing the Vermont Transit Corridor project to the environmental review phase. This is not recommended as this corridor is included and funded in Measure M and highlighted in the Twenty-Eight by '28 Initiative. Delaying the environmental analysis would jeopardize the ability to meet the Measure M ground breaking and opening dates.

NEXT STEPS

Should the Board choose to approve the recommendation, staff will proceed immediately to procure consultant services for environmental review of the corridor in accordance with the California Environmental Quality Act (CEQA). Staff will keep the Board apprised of the study and return to the Board at key project milestones.

ATTACHMENTS

Attachment A - March 23, 2017 Board Motion

Attachment B - Map of Vermont Corridor

Attachment C - Executive Summary - Vermont Transit Corridor Rail

Conversion/Feasibility Study

Prepared by: Annelle Albarran, Manager, (213) 922-4025

Martha Butler, Sr. Director, (213) 922-7651

Cory Zelmer, Deputy Executive Officer, (213) 922-1079

David Mieger, Executive Officer, (213) 922-3040

Manjeet Ranu, Senior Executive Officer, (213) 418-3157

Reviewed by: Laurie Lombardi, Interim Chief Planning Officer, (213) 418-3251

Phillip A. Washington Chief Executive Officer

Metro



Board Report

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

File #:2017-0213, File Type:Motion / Motion Response

Agenda Number:

REGULAR BOARD MEETING MARCH 23, 2017

Motion by:

Directors Garcetti, Ridley-Thomas and Dupont-Walker

March 23, 2017

Relating to Item 9, File ID 2016-0835; Vermont Transit Corridor

Vermont Avenue has the second-highest number of transit boardings of any corridor in Los Angeles County, behind only Wilshire Boulevard.

In February 2017, the Vermont Avenue Rapid and Local bus lines combined for over 43,000 average weekday boardings, higher than the Green, Orange, and Silver Lines.

Recognizing the need for additional transit investment along Vermont Avenue, the 2009 Long Range Transportation Plan included a "Vermont Corridor Subway" in the list of Strategic Unfunded projects.

Since then, MTA staff has worked diligently to advance transit on Vermont Avenue. Vermont was listed as the number-one corridor for Bus Rapid Transit investment in the 2013 Countywide Bus Rapid Transit Study.

In 2014, MTA initiated technical studies for a Vermont Avenue Bus Rapid Transit project and is proceeding with Alternatives Analysis, including providing for a future conversion to light rail.

Bus service improvements on Vermont Avenue are vital, and MTA should proceed with Bus Rapid Transit improvements as quickly as possible. However, the Measure M Expenditure Plan anticipated future conversion to light or heavy rail. Given Vermont Avenue's intense transit ridership, MTA needs to pursue a path now for future rail options to serve this corridor.

Motion by Garcetti, Ridley-Thomas and Dupont-Walker that the Board direct the CEO to:

- A. Proceed with the Vermont Bus Rapid Transit project as a near-term "Phase 1" transit improvement along the Vermont Avenue Corridor;
- B. Initiate the study of extending the Red Line along Vermont Avenue to 125th Street, specifically

File #:2017-0213, File Type:Motion / Motion Response

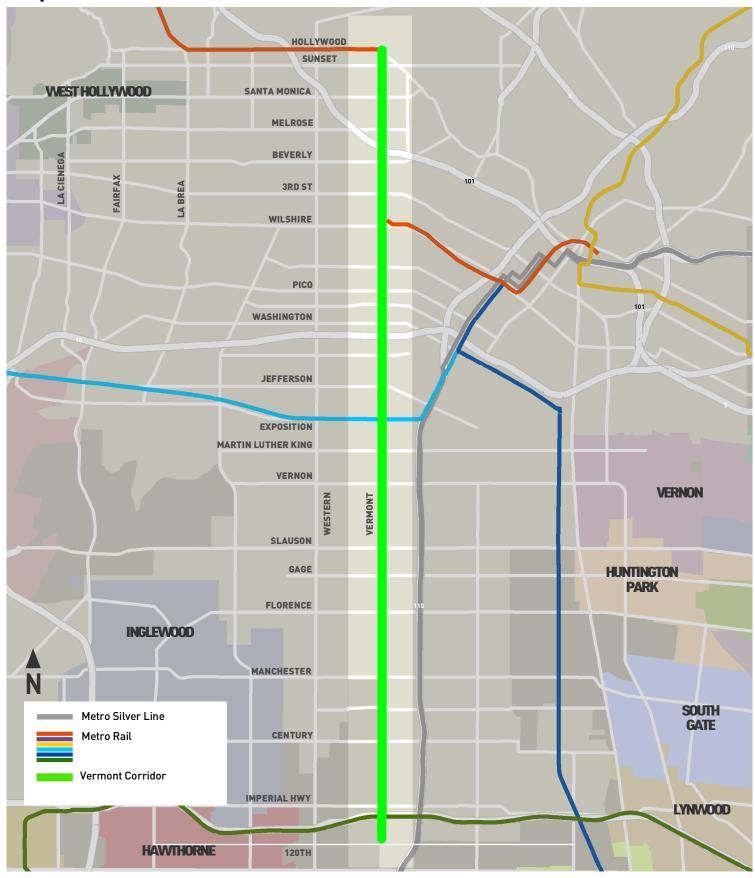
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focusing on connecting the Wilshire/Vermont Red Line Station to the Expo/Vermont Expo Line Station as a "Section 1";

- C. Include a heavy rail alternative in the Alternative Analysis and Environmental Studies for the Measure M Vermont Transit Corridor; and
- D. Report back on all the above to the Planning and Programming Committee during the July 2017 Board cycle.

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Map of Vermont Corridor



Vermont Transit Corridor – Rail Conversion/Feasibility Study

EXECUTIVE SUMMARY





Prepared by:

IBI Group 530 B Street, Suite 1010 San Diego, CA 92101



Los Angeles County Metropolitan Transportation Authority

EXECUTIVE SUMMARY

Study Background

The funding for Bus Rapid Transit (BRT) on Vermont Avenue was put in place in November 2016 when voters of Los Angeles County passed Measure M, a half-cent sales tax initiative that funds a number of transportation projects and programs. The Vermont BRT Transit project is slated for a ground–breaking date of Fiscal Year (FY) 2024 and an opening date of FY 2028. Additionally, the expenditure plan for Measure M identifies a potential conversion of BRT service on Vermont to rail after FY 2067 based on ridership demand.

In March 2017, the Metro Board of Directors directed staff to proceed with the implementation of the Vermont BRT Transit project as a near term transit improvement along the corridor, and to initiate a study which identifies and evaluates rail alternatives for the Vermont corridor to ensure that the implementation of any BRT project on Vermont Avenue does not preclude a future conversion to rail. In response to the Metro Board's directive, staff conducted the Vermont Transit Corridor - Rail Conversion/ Feasibility Study.

Study Purpose

The purpose of the Vermont Transit Corridor - Rail Conversion/Feasibility Study was to further evaluate the two promising BRT concepts developed earlier as part of the Vermont BRT Technical Study (February 2017) to ensure that their implementation would not preclude a potential conversion to rail in the future. The study was to also look at and assess the feasibility of potential future rail alternatives for the Vermont corridor. To this end, there were six key study objectives:

- Define a range of potential future rail transit options, including light rail, heavy rail, and streetcar/ tram, and a possible phased implementation (such as a potential rail connection between the Wilshire/Vermont Red/Purple Line Stations to the Expo/Vermont Expo Line Station);
- 2 Analyze the feasibility of the potential future rail options in terms of engineering feasibility, constructability, junction operability, cost effectiveness, environmental issues/concerns, and consistency with community goals and priorities;
- 3 Develop operating scenarios corresponding to each rail option to identify planning-level capital and operating costs;
- 4 Review and update the two recommended BRT concepts from the earlier BRT study and identify considerations that should be included in the design of BRT;
- 5 Reassess the project benefits and impacts of the two refined BRT concepts including ridership forecasts, cost estimates, preliminary traffic impacts, and parking loss; and
- 6 Evaluate opportunities to facilitate and promote Transit Oriented Community and First-Last Mile opportunities along corridor.



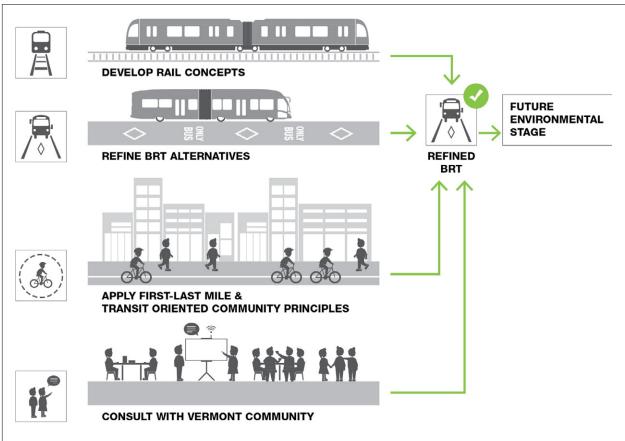
FEBRUARY, 2019

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As shown below in Figure ES-1, the study was carried out along four parallel but connected streams:

- 1. Development of Rail Concepts;
- 2. Refinement of BRT Alternatives;
- 3. Application of First-Last Mile & Transit Oriented Communities Principles; and
- 4. Consulting with the Key Community Stakeholders

Figure ES-1: Vermont Transit Corridor - Rail Conversion Feasibility Study Process



Study Main Conclusions

Overall, the study found that:

- BRT continues to be feasible in the Vermont Corridor;
- BRT does not preclude conversion to rail transit later;
- BRT can provide the needed people-carrying capacity until 2042 and beyond;
- Several rail alternatives are feasible for later implementation;
- Feasible rail alternatives have major costs; and
- Some useful rail features can be installed and used as part of BRT, and used in any later rail conversion.



Study Area

Figure ES-2 shows a map of the study area, which includes one half-mile to either side of Vermont Avenue. The Vermont Corridor is approximately 12.4 miles, extending from Hollywood Boulevard (near the Sunset/Vermont Metro Red Line Station in Hollywood) south to 120 Street (just south of the Vermont/Athens Metro Green Line Station). Most of the corridor falls within the City of Los Angeles with approximately 2.5 miles at the south end (west side of Vermont only) in the County of Los Angeles.

The corridor is one of the densest communities in Los Angeles County with approximately 150,777 residents. It is also the second busiest bus corridor in Los Angeles County carrying approximately 45,000 weekday boardings. It connects to dozens of other local bus and Metro Rapid lines, and four Metro Rail lines. It provides access to a number of major key activity centers, including the University of Southern California (USC), Exposition Park, Los Angeles City College and Children's Hospital Los Angeles. The majority of the corridor falls within the City of Los Angeles with approximately 2.5 miles on the south end (the west side of Vermont only) in the County of Los Angeles.

HOLLYWOOD SUNSET SANTA MONICA WEST HOLLYWOOD BEVERLY PICO EXPOSITION LORENCE MANCHESTER N Metro Silver Line CENTURY Metro Rail Proposed BRT Corridor IMPERIAL HWY

Figure ES-2: Vermont BRT Corridor Study Area

Right of Way

The right-of-way (ROW) along Vermont Avenue varies significantly between Hollywood Boulevard and 120th Street. In particular, the corridor's character changes completely near Gage Avenue. North of Gage Avenue, the corridor ranges between 80' and 90' in width, with pavement widths of 56'- 80' and sidewalks generally 10'- 15' wide. South of Gage Avenue, the corridor widens dramatically to between 150' and 200' wide, with pavement widths of 150'-160' and sidewalks generally 10'-15' wide.



Initial BRT Concepts

The Rail Conversion/Feasibility Study builds upon the work undertaken in the 2017 Vermont BRT Technical Study. The purpose of the Vermont BRT Technical Study was to evaluate the feasibility of implementing BRT along Vermont Avenue, including bus lanes and other key BRT features. The study identified two promising BRT concepts, which would provide improved passenger travel times, faster bus speeds, and increased ridership. The two concepts included an end-to-end side running BRT and a combination side and center running BRT.

End-to-End Side-Running BRT

This concept features a dedicated bus lane along the entire 12.4 mile corridor within the existing ROW. Room for the bus lanes would be made available by converting the general purpose lane (one in each direction) adjacent to the curbside parking lanes to a dedicated bus lane. BRT stations with a number of passenger amenities including shelters, bus benches, trash cans, next bus information, and lighting, would be located on the sidewalks and, in most cases, far side of the intersections, as shown in Figure ES-3.

Figure ES-3: End-to-End Side-Running BRT





Combination Side and Center-Running BRT

This concept features 4.2 miles of center-running dedicated BRT lanes south of Gage Avenue, where the ROW widens significantly, and 8.2 miles of side-running dedicated BRT north of Gage Avenue. South of Gage Avenue, the corridor widens to three travel lanes in each direction and includes sufficient ROW to accommodate center-running BRT lanes. The center bus lanes would be accommodated by converting the two center traffic lanes to bus lanes as shown in Figure ES-4. Because the ROW is generally narrower north of Gage Avenue, center-running BRT lanes would require considerable ROW acquisition. Therefore, side-running dedicated bus lanes are proposed north of Gage Avenue.

Figure ES-4: Center-Running BRT





Development of Preliminary Rail Concepts

Four different rail technologies were considered for the Vermont Corridor. It is important to consider the various rail technologies to properly understand how to feasibly connect or integrate the technologies to the existing rail lines and to technologies on or near the corridor. The four different rail technologies are discussed briefly below:

1 Light Rail Transit (LRT) High-Floor is Metro's standard and has been deployed on all Metro LRT lines to-date including the Metro Expo Line at Exposition Boulevard and Metro Green Line at I-105.

Figure ES-5: LRT High-Floor Example: Metro Gold Line



Tram/Streetcars are the most similar rail technology to BRT. These vehicles are low-floor, similar in length and have similar passenger capacities of approximately 100 people per vehicle.

Figure ES-7: Tram/Streetcar Example: Portland Streetcar



2 LRT Low-Floor is another form of LRT similar to Metro's current standards in terms of vehicle length and alignment characteristics, but it uses low-floor vehicles similar to the Trams/ Streetcar alternative. This is not currently Metro's standard vehicle and the fleet (and associated maintenance facilities) would not be interoperable, meaning that a LRT Low-Floor vehicle on Vermont would not be able to operate on or share tracks for revenue service with the Metro Expo or Metro Green Line.

Figure ES-6: LRT Low-Floor Example: San Diego Trolley



4 Heavy Rail Transit (HRT) is the technology used on the Metro Red and Purple Lines and would be compatible with the existing HRT fleet and vehicle maintenance yards.

Figure ES-8: HRT Example: Metro Red Line





In developing the preliminary rail concepts, the various technologies were paired with possible vertical and horizontal configuration options. When looking at the potential rail alignments, the vertical profile of rail on the corridor could be at-grade, at-grade with grade separations (below or above) at specific intersections, a fully elevated system, or a fully below-grade system. For at-grade systems, the guideway and stations may be positioned in the center of the street (center-running) or on both edges of the street (side-running). From all the possible combinations of technology, vertical and horizontal configurations, the study team selected an initial set of six combinations that represent a likely and reasonable sampling of the combinations that Metro might build within the Vermont Corridor.

Table ES-1: Preliminary Rail Concepts

Concepts	Rail Technology	Alignment Configuration
1	LRT High-Floor	At-Grade and Grade-SeparatedCenter-Running
2	LRT Low-Floor	 Primarily At-Grade¹ Side-Running
3	Tram/Streetcar	 Primarily At-Grade¹ Side-Running
4	HRT Purple Line Connection	Fully Below-GradeConnect to Metro Purple Line
5	HRT Red Line Connection	Fully Below-GradeConnect to Metro Red Line
6	HRT – Stand-Alone Alignment	Fully Below-GradeNo Connection to Existing Metro Lines

Metro Rail Design Criteria Section 10.3.3.1 does not allow two rail lines to intersect ("no face to face train
meets shall be permissible in the normal direction") and, therefore, a grade separation will be required at the
Metro Expo Line.



Initial Screening of Preliminary Rail Concepts

The six preliminary rail concepts were then analyzed against the key criteria included in Table ES-2, in order to arrive at a short-list of the three most promising and prototypical concepts. Based on the screening analysis, the following three concepts were selected as the most promising and representative of what a rail system along Vermont might be like:

- Light Rail Transit, High-Floor, Center Running, on Vermont Avenue from Wilshire Boulevard south to 120th Street. It is anticipated that the LRT line would not continue north along Vermont Avenue to Hollywood Boulevard, as it would for BRT, because the LRT would provide duplicate rail service to the existing Metro Red Line along this segment of the corridor. This concept would use high-floor vehicles, consistent with Metro's current LRT vehicle fleet. In the narrow portion of the corridor north of Gage Avenue, this concept would operate below-grade. South of Gage Avenue, an at-grade center-running system is proposed because there is sufficient right-of-way to operate at-grade here, and LRT systems operate more efficiently in the center of a roadway with two mainline tracks running near each other, allowing trains to easily transfer between tracks via closely spaced crossovers.
- Heavy Rail Transit with Metro Red Line Connection, fully grade-separated and connecting directly to the existing Metro Red Line near Vermont Avenue and 3rd Street. It would then continue south under Vermont Avenue to 120th Street. The existing Metro Red Line and the Vermont Line could run together between the Metro North Hollywood and Vermont/Beverly stations before branching off as two separate lines: one continuing into Downtown Los Angeles and into Union Station, and the other continuing along Vermont Avenue to South Los Angeles. This could provide passengers a one-seat ride between North Hollywood and South Los Angeles.
- Heavy Rail Transit, Stand-Alone Alignment, fully grade-separated and terminating at a new station near the existing Wilshire/Vermont station. This concept would serve the same alignment and stations as the HRT with Red Line Connection concept. A potential underground passenger connection could be constructed from the new station to the existing Wilshire/Vermont station for easy transfers to the existing Metro Red and Purple Lines.



HDIH / /

× VERY LOW

× EXTREMELY LOW

Table ES-2: Preliminary Rail Concepts Screening Summary

Q,	Rail Technology	High Floor LRT	2 Low Floor LRT	3 Streetcar	Heavy Rail - Purple Line Connection	5 Heavy Rail - Red Line Connection	6 Stand-alone
† † †	Configuration	• Center Running	• Side Running	• Side Running	• Connect to Purple Line	• Connect to Red Line	• Do Not Connect - Transfer Only
③	Customer Experience	Fast and reliable service, subject to some disruption due to atgrade running	Reliability issues due to side-running (see System Operability below)	Slowest of the three rail technologies Reliability issues due to side-running (see System Operability below)	Fastest and most reliable of Metro's rail services, due to fully dedicated and gradeseparated guideway	Fastest and most reliable of Metro's rail services, due to fully dedicated and gradeseparated guideway	Fastest and most reliable of Metro's rail services, due to fully dedicated and gradeseparated guideway
5	System Connectivity	Requires passengers to transfer between all rail services	Requires passengers to transfer between all rail services	Requires passengers to transfer between all rail services	Requires passengers to transfer between all rail services, except oneseat ride to/from the Westside	Requires passengers to transfer between all rail services, except one- seat ride to/from North Hollywood	Requires passengers to transfer between all rail services
	System Operability & Reliability	At-grade running is subject to service disruption due to traffic incidents and other events	Serious operational reliability issues due to lack of ability to route vehicles around incidents or other trackblocking events Does not meet Metro reliability goals	Serious operational reliability issues due to lack of ability to route vehicles around incidents or other trackblocking events Does not meet Metro reliability goals	Most reliable of Metro's rail services Interlining with the Purple Line poses considerable challenges to efficient operations and scheduling	Most reliable of Metro's rail services Interlining with the Red Line poses considerable challenges to efficient operations and scheduling	Most reliable of Metro's rail services Lack of connections with Purple and Red Lines makes for efficient operations and scheduling
.į€	Passenger Capacity	Second-highest capacity in Metro's rail fleet 133 passengers/car	25% less passenger cabin space and capacity than high-floor LRT 100 passengers/car	Capacity is severely limited by vehicle size Capacity is not sufficient for projected passenger demand 100 passengers/car	Highest capacity in Metro's rail fleet 180 passengers/car	Highest capacity in Metro's rail fleet 180 passengers/car	 Highest capacity in Metro's rail fleet 180 passengers/car



Rail Alternatives Screening Summary

Table ES-2 (continued): Preliminary Rail Concepts Screening Summary

į	Alternative	Rail Alternatives Screening Summ					
O,	Rail Technology	High Floor LRT	2 Lev Floor Lever	3 Fram/ Streetcar	4 Heavy Rail - Purple Line Connection	5 Heavy Rail - Red Line Connection	6 Stand-alone Stand-alone
†∔†	Configuration	• Center Running	Side Running • Low Floor	Side Running Low Floor	• Connect to Purple Line	• Connect to Red Line	• Do Not Connect -
₩.	Cost	Medium cost relative to other rail alternatives	Medium cost relative to other rail alternatives	Lowest cost relative to other rail alternatives	Highest cost relative to other rail alternatives	Highest cost relative to other rail alternatives	Highest cost relative to other rail alternatives Need to build standalone maintenance and control facility
- ■	Construction Impacts & Service Disruption	Highest potential for community disruption during construction No or very limited service disruptions to other Metro rail lines during construction	Highest potential for community disruption during construction No or very limited service disruptions to other Metro rail lines during construction	Light infrastructure footprint coupled with limited need to relocate utilities results in a faster, less disruptive construction period No or very limited service disruptions to other Metro rail lines during construction	Significant and costly right-of-way needed to build the Purple Line connection During construction, Purple Line frequency may be reduced to as little as 40 minutes for at least one year and potentially longer Requires taking property to construct under building(s)	Significant and costly right-of-way needed to build the Red Line connection During construction, Red Line frequency may be reduced to as little as 40 minutes for at least one year and potentially longer	No or very limited service disruptions to other Metro rall lines during construction



* EXTREMELY LOW * VERY LOW < LOW < MEDIUM < < HIGH

Phasing Options for the Three Rail Concepts

The study also looked at the feasibility of connecting the Metro Red Line at the Wilshire/Vermont Station to the Metro Expo Line at the Exposition/Vermont Station as a first segment. Given the length of the corridor, and past Metro experience with constructing rail systems, it is likely that any rail constructed on Vermont Avenue would be built in phases.

As part of the phasing analysis, a Minimum Operating Segment (MOS) analysis was conducted for the three rail concepts. Consideration was given to cost effectiveness (identifying segments that generate the most new ridership per dollar invested), logical endpoints (terminal stations at points of connection to other Metro services and/or at high-activity centers), and the ability to find suitable land for a Maintenance and Storage Facility (MSF). Siting the MSF is the largest driving force for phasing due to the very limited industrial-zoned land within the corridor and lack of capacity at existing rail facilities.

The phasing analysis validated that Exposition Boulevard would be an appropriate location to terminate the first segment. This location is both a significant transfer point to the Expo Line and an important destination given that USC and Exposition Park are immediately adjacent. This segment also contains over half of the total corridor ridership. The analysis, however, also determined that it would be very challenging to locate and environmentally clear and acquire land for a suitable MSF in the northern segment of the corridor.

This northern segment of the corridor is predominately commercial and/or residential, therefore, the viability of building a MOS along Vermont between the Red/Purple and Expo Lines would be very challenging. Consequently, the project could either be extended further south to Slauson Avenue; this location is the third-highest ridership location on the corridor, or be built as a single phase in order to access the industrial lands available south of the I-105 Freeway.

Slauson also provides a multimodal connection to the future Rail to Rail Active Transportation Corridor. Additionally, the industrial properties located along the Metro-owned former rail corridor along Slauson Avenue may be candidates for the MSF.

Table ES-3 outlines the recommended phasing along with the capital costs associated with each.

Table ES-3: Recommended Phasing

	Segment 1	Segment 2
	Wilshire Blvd. to Exposition Blvd. *	Exposition Blvd. to 120th St.
LRT High-Floor	Capital Cost (2018): \$2.7 – 3.2B	Capital Cost (2018): \$1.7 - 2.0B
LIDT Dad Line Composition	3rd St. to Exposition Blvd. *	Exposition Blvd. to 120th St.
HRT Red Line Connection	Capital Cost (2018): \$3.7 – 4.4B	Capital Cost (2018): \$3.4 – 4.0B
	6th St./Wilshire Blvd. to Exposition	Exposition Blvd. to 120th St.
HRT Stand-Alone Alignment	Blvd. *	Capital Cost (2018): \$3.4 – 4.0B
	Capital Cost (2018): \$2.5 – 2.9B	

^{*} Southern terminus may need shift south if no feasible MSF site can be found between Wilshire and Exposition. This is a higher risk for the HRT Metro Red Line Connection because it requires the largest fleet size and MSF site.



Assessment of the Three Rail Concepts

As shown in Table ES-4, the three rail concepts were further evaluated as to grade crossings and traffic impacts; junction feasibility: physical aspects of the corridor; potential maintenance and storage facilities; phasing options; environmental issues; ridership and cost.

Based on the analysis completed, all three concepts are physically and operationally feasible. With the three exceptions noted below, the Vermont Corridor does not pose unusually difficult or unique environmental or engineering conditions relative to other rail projects Metro has delivered in similar built-up urban areas. The three exceptions are as follows:

- Potential Section 4(f) Resources (LRT High-Floor Concept): From Gage Avenue to 120th Street, there are median park spaces which would potentially be affected by the LRT concept which would likely be at-grade and in the median in this segment.
- Connection to the Red Line (HRT Red Line Connection Concept): Creating a new underground junction with the Metro Red Line is a significant construction challenge that could pose significant property impacts adjacent to the junction, and would result in prolonged service interruptions on the Metro Red Line during construction.
- Locating a Maintenance and Storage Facility (MSF) for a Minimum Operating Segment (All 3 Concepts): The viability of building a Minimum Operating Segment along Vermont between the Metro Red/Purple and Metro Expo Lines will likely hinge on finding, environmentally clearing and acquiring land for the MSF in this predominately residential and commercial area. If this proves to be impractical, the project will need to extend further south to Slauson Avenue, or perhaps be built as a single phase in order to access the industrial lands available south of the I-105 Freeway.

These three concepts and doubtless other variations would be subjected to full technical and community review during future environmental phases. They serve to illustrate a reasonable range of feasible rail configurations for the Vermont Corridor, and have been used to review the BRT alternatives to ensure that neither BRT concept precludes a future potential conversion to rail.



Heavy Rail

Stand-alone

Table ES-4: Preliminary Rail Concepts Comparative Evaluation

High Floor LRT

Rail Alternatives Screening Summary

Heavy Rail

Red Line Connection

· All intersections feasible or NA - no at-grade crossings as the NA - no at-grade crossings as the possibly feasible at-grade per system would be completely belowsystem would be completely below-Metro Grade Crossing Safety Policy **Grade Crossings** and Traffic · Required grade separation at **Analysis** Vermont/Expo due to MRDC requirements · Possible impacts to left-turn movements on Vermont Avenue /// · Feasible non-revenue track · Feasible revenue connection . No junction included in this connection to the Metro Expo to the Metro Red Line north of alternative. Line to allow access to existing Wilshire Blvd. would impact · Pedestrian tunnel connecting the Junction maintenance facility for occasional adjacent properties for the junction new and existing Wilshire/Vermont Constructability heavy vehicle service construction. Stations could be constructed. · Pedestrian tunnel connecting the new and existing Wilshire/Vermont Stations could be constructed // 11 · ROW widths are not sufficient for · Twin bored tunnels between · Twin bored tunnels between at-grade north of Slauson. stations and cut-and-cover stations and cut-and-cover construction at stations. construction at stations. · Requires below-grade north of Slauson which would use twin · If this alignment crosses below . The northern tail tracks of this bored tunnels between stations the existing Metro Red and alignment may need to be located Corridor Fit & below the existing Metro Red Line and cut-and-cover construction at Purple Lines, the depth could Constructability stations in Phase 1 from Wilshire/ result in relatively higher station and the added depth could result Vermont to Slauson/Vermont. construction costs. in relatively higher construction costs. · ROW widths are sufficient for · Temporary closures of the northbound and southbound Metro the at-grade alignment between Slauson and 120th Street Red Line tracks of at least one year would be required for construction. LRT Alternative would have access · A new maintenance facility would · With no physical access to existing to existing facilities if a nonbe required, but the Metro Red heavy rail facilities; a new facility revenue connection is built to the Line junction north of Wilshire/ would be required. Metro Expo Line. However, none Vermont would allow for access . There are limited sites for a MSF of the existing MSFs have the to the existing Division 20 facility. within Phase 1 without lead tracks capacity to fully serve a new LRT However, even with the planned extending a relatively longer line. A new MSF would be required expansion. Division 20 would not distance from the corridor. Vehicle MSF for the storage and maintenance of have the capacity to serve a new . Would require a facility for 90 HRT LRT vehicles. HRT line. vehicles. . There are limited sites for a MSF . There are limited sites for a MSF within Phase 1 without lead tracks within Phase 1 without lead tracks extending a relatively longer extending a relatively longer distance from the corridor. distance from the corridor. Would require a facility for 60 LRT . Would require a facility for 162 HRT vehicles. vehicles.



Heavy Rail

Stand-alone

Table ES-4 (continued): Preliminary Rail Concepts Comparative Evaluation

High Floor LRT

Rail Alternatives Screening Summary

Heavy Rail

Red Line Connection

· Right-of-way required for · Right-of-way required for · Right-of-way required for **ROW Impacts** maintenance facility and station construction of the junction with maintenance facility and station the Metro Red Line, maintenance footprints. footprints. facility, and station footprints. **//** 11 . Phase 1 of this alternative is · Phase 1 of this alternative . Phase 1 of this alternative is recommended between Vermont/ is recommended between recommended between West 6th Wilshire to the Expo/Vermont Vermont/3rd Street to the Expo/ Street and Wilshire Boulevard on Vermont Station. There are limited Vermont Avenue and the Expo/ station. There are limited Vermont Station. There are limited opportunities for a new MSF in this opportunities for a new MSF in this area without deviating from the area without deviating from the opportunities for a new MSF in this area without deviating from the corridor. corridor. **Phasing** corridor. . Phase 2 would be the rest of the . Phase 2 would be the rest of the · Phase 2 would extend south corridor. The MSF will drive much corridor. The MSF will drive much of the decision on phasing due to of the decision on phasing due to to 120th Street. The MSF will the constrained corridor, along with the constrained corridor, along with drive much of the decision on ridership considerations, and may ridership considerations, and may phasing due to the constrained require the southern terminus of require the southern terminus of corridor, along with ridership Phase 1 to shift to Slauson Avenue. Phase 1 to shift to Slauson Avenue considerations, and may require or even to the ultimate terminus at the southern terminus of Phase 1 120th Street. to shift to Slauson Avenue. · Environmental resources that · Subterranean construction and · Subterranean construction and may be impacted are discussed operations would limit impacts to operations would limit impacts to and summarized in Section 5 of traffic and residents. traffic and residents. Technical Memo #7. No unusual or · Environmental resources that · Environmental resources that **Environmental** unique resources relative to other may be impacted are discussed may be impacted are discussed Metro rail projects, however the and summarized in Section 5 of and summarized in Section 5 of landscaped median south of Gage Technical Memo #7. No unusual Technical Memo #7. No unusual Avenue could pose Section 4(f) or unique features relative to other or unique features relative to other parkland challenges. Metro rail projects Metro rail projects. · Lowest boardings due to limited · Highest boardings due to one seat · Low-medium boardings relative station stops and transfer time ride from north of Wilshire to the other concepts due to needed for at-grade rail to belowtransfer time needed for rail-to-rail • Approx. 116,000 - 144,000 corridor Ridership connection grade rail connection or connection boardings (2042) to local bus Approx. 103,000 - 131,000 corridor · Approx. 91,000 corridor boardings boardings (2042) (2042)**VVV** • \$4.4 - \$5.2B (2018\$), Capital • \$7.1 - \$8.4B (2018\$), Capital • \$5.9 - \$6.9B (2018\$), Capital \$18 - \$21.1B (2067\$), Capital \$29.4 - \$34.7B (2067\$), Capital • \$24.1 - \$28.4 (2067\$), Capital \$ Cost \$28.8 - \$53.0M (2018\$), Annual • \$53.8 - 80.5M (2018\$), Annual \$35.1 - \$70.0M (2018\$), Annual Operating & Maintenance Operating and Maintenance Operating & Maintenance Medium-high cost relative to other · Lowest cost relative to other · Highest cost relative to other concepts concepts alternatives



✓ ✓ ✓ HIGH

✓ ✓ MEDIUM

✓ LOW

Refinements to BRT Concepts

Information gained from developing and assessing the rail alternatives, as well as current best-practices in BRT design and Metro's First-Last mile policies, were used to refine the conceptual engineering plans previously produced during the Vermont BRT Technical Study. This process led to refinements in three areas:

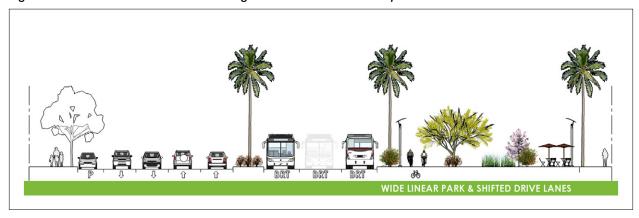
- Adjust the BRT running way per the Metro Rail Design Criteria to maximize the opportunities for the BRT
 alignment to be reused for future rail. This was done primarily by adjusting the horizontal curves of the
 BRT running way, and the position of left-turn lanes, to be more compatible with a future rail alignment.
 This also benefits BRT patrons by providing a smoother ride and potentially faster travel times;
- Reflect best-practices and lessons-learned from recent on-street BRT implementations in an effort
 to ensure the future Vermont BRT provides a high-quality, rail-like experience to Metro's patrons.
 This included adjustments to right-turn lanes to minimize conflicts with the BRT, reducing the
 degree of lane-shifting through intersections necessary to accommodate left-turn lanes, restricting
 u-turns at narrow intersections, and adding bulb-outs to sidewalks to reduce crossing distances for
 pedestrians; and
- Consider opportunities to integrate on-street amenities to improve First-Last Mile connectivity and help foster the creation of Transit Oriented Communities

With respect to the last point, a unique urban design opportunity exists in the wider portion of the corridor south of Gage Avenue. The refined BRT alternatives include either side or center-running configurations created by reusing an existing travel lane. In both cases, the collector roads to the outside and the landscaped median are mostly undisturbed except for some necessary reconfigurations at intersections. Some community members and agency representatives have noted that the median is an underutilized community resource, partly because it is in the middle of the street and access is a challenge. This provides an opportunity to "reprogram" the entire street width to focus the open space on one side where it is easier to access.

This concept would essentially create a linear park along one side of Vermont Avenue south of Gage Avenue, as seen in Figure ES-9. Such a concept would need significant community input and agency support beyond Metro to become a realization. It is recommended that this concept be further explored during the Environmental Phase of the Vermont BRT project, in partnership with City of Los Angeles, Los Angeles County and the Vermont Community.



Figure ES-9: Vermont Avenue South of Gage Avenue Potential Concept



The refinements made to the BRT concepts improve upon the prior conceptual design and provide for a significant and cost-effective contribution to transit service along Vermont Avenue, as shown in Figure ES-10.

Figure ES-10: Vermont BRT Project Benefits



Travel Time

- Local bus: 68 minutes
- Rapid bus: 61 minutes
- BRT: 44-45 minutes



Cost vs Budget

- Budget \$425M
- Cost (2018) \$241-310M



Daily Corridor Boardings

2018 • 45,000 people per weekday

2042 • 82,000 people per weekday



2042 BRT Peak Hour Load and Capacity

- Minimum Capacity: 2,400 people per hour per direction
- Peak-Hour Boardings: 1,150 people per hour per direction



STAKEHOLDER AND AGENCY INPUT

Metro initiated an early and sustained key stakeholder outreach process involving key public and partner agency stakeholders. Invitees included businesses, religious institutions, schools, hospitals, major cultural centers, community/neighborhood groups, neighborhood councils, and Chambers of Commerce. The purpose of the outreach was to discuss and solicit early feedback on the initial six rail concepts, discuss the screening criteria used in refining the rail concepts, and the refinements to the BRT concepts. The process included a wide range of opportunities for feedback, designed to be transparent and inclusive.

The study process included a Technical Working Group (TWG), which consisted of representatives from a number of Metro departments as well as staff from the City of Los Angeles and County of Los Angeles, who have jurisdiction over the corridor. This group met four times over the course of the project and was instrumental in providing critical technical support and input on both the rail concepts and the refined BRT alternatives.

In April/May 2018, Metro staff initiated the first set of project briefings and key stakeholder meetings. The purpose of these initial briefings and/or meetings was to provide a general overview and schedule of the study, solicit initial stakeholder input on the preliminary rail concepts, and to discuss next steps. In October 2018, a second set of project briefings and key stakeholder meetings were held. The purpose of this second round of briefings/meetings was to provide a study update and solicit further input on the refined rail and BRT concepts. The project team recorded all community feedback and concerns for each meeting.

The project team also offered other convenient means for the community to receive information about the project and provide comment. Online engagement included a special project e-mail box and project website. A total of 349 comments were collected via email, public comments, and comment cards from the meetings.

FINDINGS AND RECOMMENDATIONS

The objective of this study was to evaluate the feasibility of a variety of potential rail concepts for the Vermont Corridor and to further refine the two BRT concepts developed earlier as part of the Vermont BRT Technical Study to ensure that their implementation would not preclude a potential conversion to rail in the future. Initial opportunities to facilitate transit-oriented community outcomes and first last mile amenities were also evaluated. Figure ES-11 contains some key findings and recommendations from the study.



Figure ES-11: Key Findings and Recommendations

1

Improvements to Metro's 2nd busiest corridor are needed

Further work undertaken on transit needs in the corridor, new ridership forecasts, and further input from the Vermont Community all underscore the pressing need to improve services in this critical transit corridor.

Potential opportunity to

Community, the County and the City of LA to

revitalize the open-space median at south end of

outside Metro's mandate and

would require financial and

project implementation lead

explored with the community

from the City, it should be

during the environmental

clearance phase.

• While such a project falls

corridor

work with the Vermont

2

BRT has community support, as does future rail

While technical concerns exist about specific means of implementation, there is community support for high-quality transit improvements in the corridor, both BRT and future rail.

_

BRT has capacity to serve the Vermont Corridor to 2042 and beyond

 New ridership forecasting conducted for this study has verified that the Vermont BRT will have the people-carrying capacity to serve the Vermont Corridor into the 2040's and likely beyond. 3

BRT will in no way preclude rail

- For the two most likely rail technologies, there is very little physical overlap between the BRT project and the likely future rail footprint.
- HRT would be fully underground, with no physical conflict with the at-grade BRT.
- In the narrow portion north of Gage Avenue, LRT will also most likely be underground.
- In the wider portion south of Gage Avenue, there is an opportunity to reuse a median-running BRT running way for LRT, and the BRT alignment has been reconfigured to rail standards to facilitate this.

