



## Board Report

File #: 2019-0170, File Type: Plan

Agenda Number: 24.

**REVISED**  
**PLANNING AND PROGRAMMING COMMITTEE**  
**JUNE 19, 2019**

**SUBJECT: FIRST/LAST MILE PLANS: AVIATION/96<sup>TH</sup> ST. STATION AND GOLD LINE  
FOOTHILL EXTENSION 2B**

**ACTION: APPROVE RECOMMENDATIONS**

**RECOMMENDATION**

CONSIDER:

- A. ADOPTING Aviation/96<sup>th</sup> St. Station First/Last Mile Plan;
- B. ADOPTING Gold Line Foothill Extension 2B First/Last Mile Plan; and
- C. DIRECTING staff to return to the Board with implementation recommendations following completion of the First/Last Mile Guidelines in fall 2019.

**ISSUE**

Board Motion 14.1 (May 2016) directed staff to develop First/Last Mile (FLM) plans for future Metro transit projects including Aviation/96<sup>th</sup> St. Station and Gold Line Foothill Extension 2B (GL2B) stations. The Aviation/96<sup>th</sup> St. Station FLM Plan and the GL2B FLM Plan (collectively, the “Plans”) were developed in close coordination with local jurisdictions and community stakeholders and are recommended to the Board for adoption.

The Plans serve as a blueprint for future investment in access and safety improvements around stations. Adoption of the completed Plans by the Metro Board better positions FLM improvements for funding and implementation. Next steps for implementing the Plans will be presented to the Board following the adoption of the FLM Guidelines in fall 2019.

**BACKGROUND**

FLM planning was undertaken for the Aviation/96<sup>th</sup> St. Station (also referred to as Airport Metro Connector) and five stations along the GL2B alignment: Glendora, San Dimas, La Verne/Fairplex, Pomona North, and Claremont. The Plans were developed following Metro’s FLM methodology from the 2014 Board-adopted FLM Strategic Plan.

The process included:

- walk audits of the station areas
- development of draft pathway networks and project ideas
- community engagement events
- finalization of pathway networks and project ideas
- ongoing local jurisdiction coordination

As with other Metro-led FLM plans, the Plans were developed in close coordination with local jurisdictions and other agencies. The process emphasized extensive community engagement, and prioritized projects that improve safety and connectivity. Detailed description of the community process is included in each plan - the Process chapter in the Aviation/96<sup>th</sup> St. Station Plan and the Planning Process chapter in the GL2B FLM Plan.

## **DISCUSSION**

The Plans identify walking and bicycling improvements within the ½-mile and 3-mile radius of each station such as new enhanced crosswalks; pedestrian-scale lighting; street trees and planting; and various bicycle facilities. Each plan describes a general approach for implementation and funding opportunities with specific implementation steps to be developed after completion of FLM Guidelines in fall 2019. Improvements identified in the plans require additional steps including feasibility analysis, environmental review, and design.

Additional highlights and unique aspects of the Plans and process include the following:

### *Aviation/96<sup>th</sup> St. Station First/Last Mile Plan*

- Numerous planned and under construction streetscape and access improvements being led by local jurisdictions (cities of Los Angeles and Inglewood) and Los Angeles World Airports (LAWA) required substantial coordination, and as such:
- The Plan emphasizes and prioritizes projects that fill gaps in the access network and complement improvements planned and underway.
- Metro also endeavored to reflect the full range of input through inclusive community engagement. More information is available on pages 18 to 21 in the Process chapter.

### *Gold Line Foothill Extension 2B First/Last Mile Plan*

- The project team engaged a community-based organization (CBO) ActiveSGV (formerly BikeSGV) to help inform the approach to community engagement and ultimately the final Plan as well as conduct intercept interviews to reach community members who may not be well served by traditional outreach methods.
- The FLM project ideas and recommendations in the Plan take into account changes to the transit project phasing that arose during development of this plan. Notably, the project team worked to ensure that the FLM project ideas were responsive to a temporary terminus at the Pomona North Station as well as a build out of the full line.
- The corridor cities noted that there are unique access challenges for stations located in a suburban context. The Plan discusses approaches and examples (such as shuttling) that can

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be found in Chapter 3: Regional Recommendations. The plan also identifies regional biking facilities that span multiple cities and would be important continuity for people using bicycles to access the stations or other destinations.

An Executive Summary of the Aviation/96<sup>th</sup> St. Station Plan is included as Attachment A and a link to the full Plan is included as Attachment B. The GL2B FLM Plan Executive Summary is included as Attachment C and a link to the full Plan is included as Attachment D.

#### Implementation Considerations

FLM Guidelines are currently in development to determine how FLM improvements are to be delivered as part of all transit projects (per Motions 14.1 and 14.2), with anticipated Board consideration in fall 2019. FLM Guidelines will contemplate a standard approach for advancing FLM improvements for new Metro transit projects.

In a September 2018 update to the Board on the FLM Program, the Aviation/96<sup>th</sup> Street and GL2B Plans were defined as “transitional” because the transit corridor projects have already advanced beyond key milestones, preventing the inclusion of FLM improvements as part of the transit capital project delivery. The Board Box indicated that the implementation approach will be determined and reported to the Board as FLM plans are completed for all transitional projects. As such, staff will return to the Board following the adoption of the FLM Guidelines with recommendations for specific implementation steps for these “transitional” Plans.

Of note with respect to the GL2B FLM Plan, in July 2017, Metro and the Foothill Gold Line Construction Authority entered into the “Foothill Extension Phase 2B Funding Agreement - Glendora to Claremont”. This agreement allows GL2B cities in LA County (Glendora, San Dimas, La Verne, Pomona, and Claremont) to apply FLM expenditures toward their 3% contribution to the transit project if the improvements are identified in a Metro-approved FLM plan.

#### Equity Platform

The Plans further the Equity Platform Pillar II - Listen and Learn, with inclusive and meaningful community involvement using various engagement tools including: community events, group discussions, and one-on-one stakeholder phone calls. As mentioned above, the GL2B FLM Plan engaged ActiveSGV, a community-based organization, to inform the plan development and carry out community engagement.

### **DETERMINATION OF SAFETY IMPACT**

One key objective of the Plans is to improve safety for transit riders and non-riders who walk, bike, or roll near transit stations through pedestrian and bicycle infrastructure improvements, with a focus on transit riders transferring between modes at the station.

The Plans also identify projects that can assist in further closing potential gaps in walking and bicycling infrastructure.

### **FINANCIAL IMPACT**

Adoption of this item has no impact to the budget.

## **IMPLEMENTATION OF STRATEGIC PLAN GOALS**

The recommended actions further Strategic Plan Goal #2 to deliver outstanding trip experience for all users of the transportation system, through improving customers' FLM experience.

## **ALTERNATIVES CONSIDERED**

The Board could decide not to adopt the Plans. This alternative is not recommended because the Plans were developed in response to previous Board action and with involvement from local jurisdiction stakeholders and the community. Further, if the Board decides not to adopt the GL2B FLM Plan, then the GL2B cities would not be able to apply FLM expenditures from the FLM Plan toward their 3% local contribution to the transit project per the funding agreement between Metro and the Foothill Gold Line Construction Authority dated July 1, 2017.

## **NEXT STEPS**

Staff anticipates returning to the Board concurrent with or following adoption of FLM Guidelines (anticipated fall 2019) with specific implementation recommendations for each of the Plans in line with the FLM Guidelines.

## **ATTACHMENTS**

Attachment A - Aviation/96<sup>th</sup> St. Station First/Last Mile Plan Executive Summary

Attachment B - Aviation/96<sup>th</sup> St. Station First/Last Mile Plan

Attachment C - Gold Line Foothill Extension 2B First/Last Mile Plan Executive Summary

Attachment D - Gold Line Foothill Extension 2B First/Last Mile Plan

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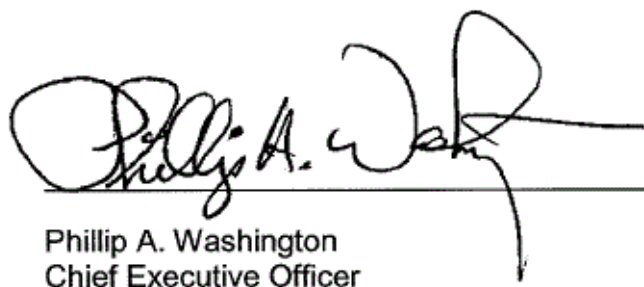
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# Next stop: our healthy future.

AVIATION/96TH STREET FIRST/LAST MILE PLAN  
3/22/19



An individual's transit trip is understood as the entire journey from origin to destination. Individuals may walk, drive, ride a bicycle, take a train, or – in many cases – combine several modes to get to a destination. Bus and rail services often form the core of a trip, but transit riders complete the first and last portion on their own. As riders have different needs and preferences, a First/Last Mile Plan examines the areas around Metro stations at varying distances. Most people may only walk a half-mile to a station, but someone on a bicycle may be comfortable riding up to three miles to get to a transit station. The overall goal of first/last mile planning is to improve conditions surrounding stations to enhance an individual's entire journey – from beginning to end.

The Aviation/96th St. First/Last Mile (FLM) Plan is part of an ongoing effort to increase the accessibility, safety, and comfort of the area surrounding the future LAX/Metro station. The plan documents community-guided first/last mile improvements around the station.

In coordination with local jurisdictions and other agencies, including the City of Inglewood, City of Los Angeles, and LAWA, the Aviation/96th St. Station First/Last Mile Plan builds on the ongoing development and transportation changes occurring in the area. The Plan's recommendations recognize and complement existing planning and construction efforts. Funding for implementation has not yet been confirmed for this station, but potential funding sources are summarized in Appendix E.

### Key Findings

This station faces unique challenges and opportunities from a first/ last mile perspective. The area is characterized by long blocks and wide arterials, which are primarily designed for vehicle circulation; walking and bicycling around the area can be difficult.

Given existing conditions surrounding the station, important recommendations include:

- Crosswalk improvements, such as high visibility striping, dual curb ramps, and pedestrian signals
- Sidewalk improvements, such as new sidewalks along streets feeding the transit station, and repaving
- Bicycle infrastructure that promotes safety, and includes (where feasible) separation from vehicular traffic
- More lighting for people walking, biking, or otherwise 'rolling' to the station at night
- Visual enhancements that reflect the unique history and characteristics of the city and individual communities

### Planning for Changes

This Plan has the opportunity to influence the changing landscape of the area. The Crenshaw/LAX Transit Project will connect to the Los Angeles International Airport (LAX) and to numerous new developments that are being planned and constructed.

### **Relevant Existing Plans**

- Century Streetscape Plan: Provides guidelines and standards for streetscape improvements along Century Boulevard within the City of Los Angeles (City of Los Angeles)
- Hollywood Park Specific Plan/ LA Stadium and Entertainment District: Proposes a vibrant city center with an array of mixed- uses to enhance economic development (City of Inglewood)
- Metro Crenshaw/LAX Transit Corridor Joint Development Strategic Plan: Identifies potential joint development sites and opportunities for integration with transit facilities (Metro)

### **Relevant Plans in Progress**

- Los Angeles International Airports Landside Access Modernization Program: Creates a ground transportation network to improve current traffic conditions and support multimodal access around LAX (LAWA)
- Metro NextGen Bus Study: Restructures the existing Metro bus network to better respond to changing travel patterns across the region (Metro)

### **Relevant Development in the Works**

- Crenshaw/LAX Light-Rail Transit Project (Metro)
- Los Angeles Stadium and Entertainment District (City of Inglewood)
- Los Angeles Airport Automated People Mover (LAWA)
- A potential new basketball arena (City of Inglewood)

### **From an Auto-to Transit-Oriented Culture**

Existing infrastructure and development patterns in this area support an auto-oriented lifestyle. Automobile volumes and speeds are high along most of the city's arterials and major collectors. Given that the location of the new light rail alignment was formerly used as a freight corridor, the existing street design presents difficulties for those walking, biking, and rolling. Through our community engagement process, community members expressed enthusiasm about public transit and the new light rail line. This Plan identifies many opportunities to create safer access for those walking and rolling to the future station.

Community engagement was an important component of the Aviation/96th St. Station First/ Last Mile Plan, and the process drew participation from local residents. Community members provided feedback through walk audits, stakeholder interviews, and community events. Feedback broadly supported first/last mile improvements. More details are outlined in the Process chapter.

### **Broader Concerns and Guidance**

The planned developments surrounding the Aviation/96th St. station indicate a changing landscape and present potential challenges that need to be addressed. Metro is sensitive to both the benefits and drawbacks of new transportation investment and the related challenges of community change. Unintentional consequences of transportation investment, such as

gentrification, can lead to rising property values and rents and can also cause displacement of existing low income residents and/or businesses. This can affect neighborhoods and individuals in various ways, including displacing the very residents who are most likely to use transit. Community engagement creates a space to capture hopes, visions, and concerns regarding unintended impacts, while also promoting a dialog around solutions.

Additional policies and precedents inform this plan and acknowledge, in particular, the urgency for Metro and stakeholders to ensure that the benefits of transit investments are realized broadly and especially for existing residents. The Blue Line First/Last Mile: A Community- Based Process and Plan ([https:// www.metro.net/projects/transit- oriented-communities/blue-line-flm/](https://www.metro.net/projects/transit-oriented-communities/blue-line-flm/)) sets the bar for future first/ last mile plans – engaging the community in every aspect of design and development and addressing broader historic inequities and consequences of disinvestment within the communities studied. Metro’s Transit Oriented Communities (TOC) Policy, adopted in June 2018, sets broad goals for realizing holistic land use and community development along transit corridors. Enhancing access to transit, deep community engagement, and preservation and stabilization of communities are key goals of the Policy. This plan proposes safe and comfortable routes to public transit, built upon support and feedback from the multiple lenses of the community. In addition, in February 2018, the Metro Board adopted the Metro Equity Platform Framework – a policy aimed at addressing equity disparities by employing the following strategies agency-wide:

- Define and Measure
- Listen and Learn
- Focus and Deliver
- Train and Grow

Equity concerns, as described above, were raised during community events and stakeholder conversations. As such, involved local jurisdictions and agencies are encouraged to continue a dialogue with the community about these issues and to address policies and programs that protect, preserve, and enhance existing communities and those most vulnerable to displacement or other unintended impacts Metro anticipates assisting in this effort as equity policies continue to evolve. Metro can provide guidance and assistance in these efforts as equity policies continue to evolve.

## Plan Contents

### **Introduction**

This chapter explains why first/ last mile is important to Metro. It defines and describes first/last mile planning, with Metro’s various first/last mile policies and commitments. It further summarizes the first/last mile challenges and opportunities in the area.

### **Existing Plans & Projects**

There are many ongoing planning efforts around the station that will impact first/last mile planning. This chapter gives an overview of current and future plans in the area to better understand how first/last mile improvements will complement upcoming changes.

### **Process**

This chapter describes the steps taken to create the plan, including development of a web application (web app) for the walk audit, project dashboard, stakeholder conversations, a community event, and report preparation.

### **Recommendations**

The recommendations introduce first/last mile improvements for the station and include Tier 2 projects that are studied in more detail.

### **Next Steps**

This short chapter describes the next steps after Metro Board adoption, focusing on implementation.

### **Lessons Learned**

This chapter provides insights to others as they undergo first/last mile studies, sharing lessons learned about the process of analysis, community input, and the drafting of the pathway network.

### **Appendix**

The Appendix includes key items produced during Plan formation: the Walk Audit Summary, Existing Plans & Projects Memo, the Pathway Origin Matrix, the Costing Assumptions/Details, and the Funding Plan.

Attachment B – Aviation/96<sup>th</sup> St. Station First/Last Mile Plan

The full Aviation/96<sup>th</sup> St. Station Plan can be accessed via the web at this link:

[http://media.metro.net/projects\\_studies/FLM/images/board\\_report\\_Aviation96\\_FLM\\_2019-03.pdf](http://media.metro.net/projects_studies/FLM/images/board_report_Aviation96_FLM_2019-03.pdf)



# Next stop: connected communities.

## **GOLD LINE FOOTHILL EXTENSION 2B FIRST/LAST MILE PLAN** Executive Summary



**Metro**<sup>®</sup>

SPRING 2019

The overall goal of first/last mile (FLM) planning is to enhance transit riders' experience getting to and from the transit station, thereby improving their entire trip from beginning to end. The term "first/last mile" refers to the first and last part of transit trips, although the actual distance traveled varies. Metro's FLM planning methodology follows key steps that are aimed at understanding the FLM portion of transit trips and emphasizes community and local engagement throughout the process. FLM planning also takes into account a number of transportation modes: walking, bicycling, skateboarding, wheelchair or stroller use, among others. Multiple types of projects are important to address how customers experience their journey to a Metro station.

This Plan envisions a pathway network surrounding each station. Distinct FLM projects, subject to further analysis and design, are recommended along the pathway network and a prioritized project list further refines the projects identified in the Plan. Access improvements and strategies are tailored to the suburban context for these Foothill communities, as discussed further below. The following project types are proposed to foster a more pleasant journey to the transit station:

- new and improved sidewalks and crossings;
- walkways or shared streets;
- plazas;
- street trees and shade;
- sidewalk lighting;
- street furniture;
- visual enhancements; pick up / drop off;
- enhanced bus stop; shared use path;
- bike facilities including bike lanes, bike boulevards, and separated bikeways;
- bike parking;
- and bike share.

At the time of the Plan's completion, Metro is developing FLM guidelines to determine how FLM improvements are to be delivered as part of all transit projects (per Motions 14.1 and 14.2). The FLM Guidelines are anticipated for Board consideration in fall 2019, and this Plan is positioned for further consideration by the Board at that time. It is also important to note that, in July 2017, Metro and the Foothill Gold Line Construction Authority entered into the "Foothill Extension Phase 2B Funding Agreement - Glendora to Claremont". This agreement allows Gold Line Extension 2B cities in LA County (Glendora, San Dimas, La Verne, Pomona, and Claremont) to apply FLM expenditures toward their 3% contribution to the transit project if the improvements are identified in a Metro-approved FLM plan.

### Gold Line Foothill Extension 2B Stations

The Metro Gold Line is an existing light rail line connecting San Gabriel Valley communities to Downtown Los Angeles and the rest of the Metro system. The Gold Line Foothill Extension 2B is planned to extend the line 12.3 miles to the east from its current



terminus at APU/Citrus Station to Montclair. Stations have been planned in Glendora, San Dimas, La Verne, Pomona, Claremont, and Montclair. This Plan addresses first/last mile connections for the five stations in Los Angeles County: Glendora, San Dimas, La Verne/Fairplex, Pomona North, and Claremont. These station areas have unique attributes and share suburban characteristics. To be responsive to this context, the project team researched FLM case studies from similar suburban areas around the region and the country.

### Community Engagement

Input from the community was central to the process to develop this Plan. The project team included ActiveSGV, a community-based organization whose mission is “to support a more sustainable, equitable, and livable San Gabriel Valley” and they were instrumental in helping the team reach community members. Overall, the project team engaged the community over the course of 30 events or meetings and learned that the top three most requested types of projects were sidewalk lighting, new and improved crossings, and shared use paths. Underpinning the approach was the desire to engage the community at times and locations that were already popular in the community such as fairs and festivals; parks; Women, Infants and Children (WIC) offices; and standing community meetings, for example.

### Regional Recommendations

Based on feedback from city staff and the community, this Plan takes a wider regional perspective to evaluate connections among the five stations and the project team researched suburban-context-specific FLM improvements. Several regional-level recommendations are included in Chapter 3 and are based on case study research. These recommendations include:

- Regional bicycle/rolling mode facilities to provide continuous connections or address gaps in the network among the station areas
- Wayfinding signage consistency among jurisdictions
- Sidewalk lighting that is sensitive to each community’s specific preferences
- FLM-supportive programs that, in concert with the infrastructure improvements, would enhance the customer experience accessing the stations

### Implementation Approaches

Implementation is an opportunity to focus on transit customers’ experience as well as refine project details and contemplate design of the project ideas in the Plan. A seamless experience will require multiple jurisdictions in the station area to work together on implementation. The Plan outlines approaches that could be taken to facilitate next steps for the projects identified in this Plan. Implementation steps have not been solidified for the projects in this Plan and will require agreement, action, and funding identification on the part of multiple entities such as such as Metro, the Foothill Gold Line Construction Authority, local cities, local transit providers, and even local property owners.

The implementation approaches described in the Plan are:

- Adoption of the FLM Plan by cities, which can strengthen city-led applications for grant funding for FLM projects in the Plan.
- Integration into existing local plans could further memorialize the community input and project ideas.
- Integration into existing local programs allows FLM improvements to be made as the opportunity arises through the course of cities' other efforts.
- Integration in local Capital Improvement Programs can align FLM implementation with already planned capital improvements.
- Consideration of opportunities to implement via Construction Authority activities, which are ongoing discussions at the time of publication.
- Conditions of Development as private property turns over or is developed in response to market changes.
- Initiate or modify MicroTransit, shuttle, ridehailing and/or micromobility programs informed by evolving best practices.
- Pursue external funding sources that are appropriate for FLM project types, such as the State Active Transportation Program.

The Plan also evaluated implementation complexity criteria for any given project taking into account different factors related to design, process, and community input.

### Plan Contents

The first four chapters of the Plan describe: the policy framework underpinning the development (Chapter 1 - Introduction); the planning steps such as FLM methodology, community engagement approach, and project prioritization methodology (Chapter 2 – Planning Process); high-level regional and programming recommendations applicable to the suburban context (Chapter 3 - Regional Recommendations); and possible approaches to implementation (Chapter 4 - Implementation Strategies).

In order from west to east, each station has a dedicated chapter that covers that station's specific pathway networks, project ideas, prioritized project lists, and description of projects:

- Glendora - Chapter 5
- San Dimas - Chapter 6
- La Verne/Fairplex - Chapter 7
- Pomona North - Chapter 8
- Claremont - Chapter 9

Four appendices are included in the Plan with more technical details: Appendix A - Walk Audit Summary Memo; Appendix B - Community Engagement Memo; Appendix C - Pedestrian and Bicycle Barriers; Appendix D - Cost Range Factors.

Attachment D – Gold Line Foothill Extension 2B First/Last Mile Plan

The full GL2B Plan can be accessed via the web at this link:

[http://media.metro.net/projects\\_studies/FLM/images/final\\_plan\\_FLM\\_GoldLineFoothillExtension2b.pdf](http://media.metro.net/projects_studies/FLM/images/final_plan_FLM_GoldLineFoothillExtension2b.pdf)



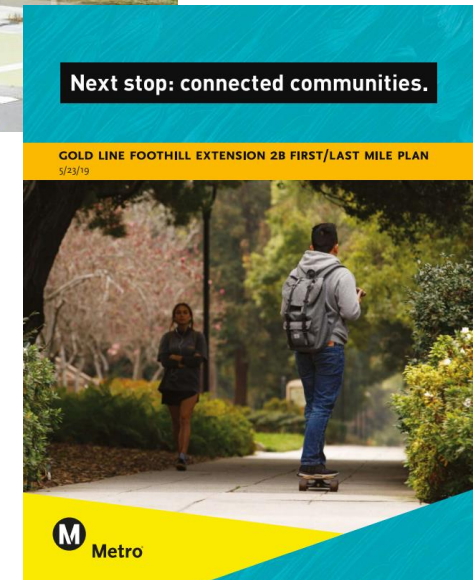
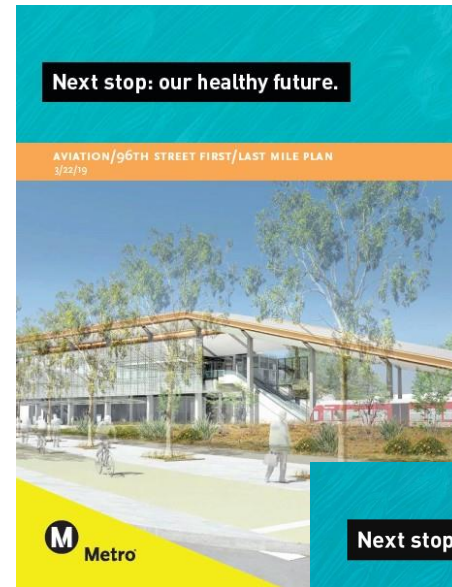
# Next stop: vibrant communities.

**First/Last Mile Plans –  
Aviation/96<sup>th</sup> St. Station and  
Gold Line Foothill Extension 2B**  
Planning and Programming Committee  
June 19, 2019



# Recommendation

- A. ADOPT Aviation 96<sup>th</sup> St. Station First/Last Mile Plan
- B. ADOPT Gold Line Foothill Extension 2B First/Last Mile Plan
- C. DIRECT staff to return to the Board fall 2019 re: implementation recommendations





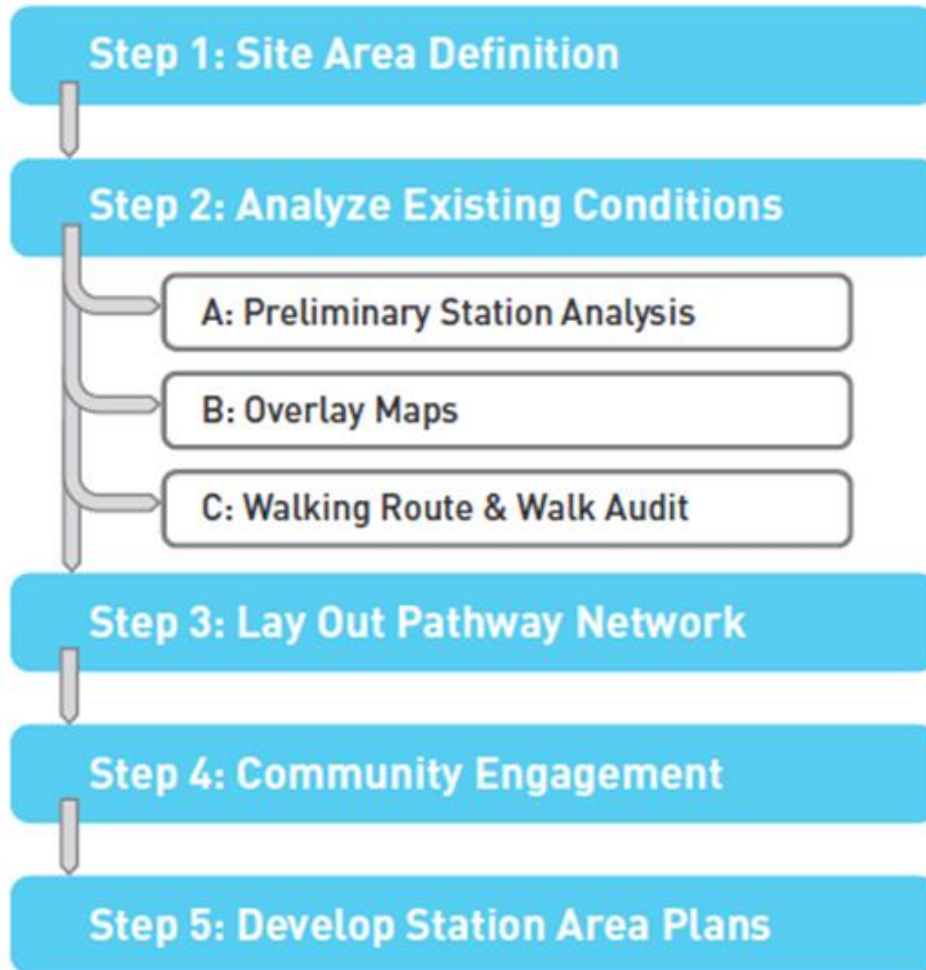
# Background

## First/Last Mile (FLM) Plans

- Aviation/96<sup>th</sup> St. Station
- Gold Line Foothill Extension 2B Stations:
  - Glendora
  - San Dimas
  - La Verne/Fairplex
  - Pomona North
  - Claremont



# First/Last Mile Methodology and Process





# Aviation/96<sup>th</sup> St. Station FLM



- Coordination with multiple committed planning and construction efforts
- Emphasis on filling gaps
- Complement other projects connecting to LAX



# Gold Line Foothill Extension 2B FLM

- CBO partner: ActiveSGV
- Responsive to transit project phasing and design
- Close coordination with city staff and extensive community engagement
- Suburban-context specific recommendations



# Implementation Considerations

- Staff to return to Board after FLM Guidelines are completed (anticipated fall 2019) with implementation recommendations
- FLM Guidelines contemplate standard approach to FLM project delivery for transit corridor projects
- GL2B – funding agreement allows cities to apply FLM expenditures in adopted plan toward 3% contribution

**Thank you**