



## Board Report

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File #: 2019-0747, File Type: Project

Agenda Number: 6.

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### PLANNING AND PROGRAMMING COMMITTEE OCTOBER 16, 2019

**SUBJECT: DORAN STREET AND BROADWAY/BRAZIL GRADE SEPARATION PROJECT**

**ACTION: APPROVE RECOMMENDATION**

#### **RECOMMENDATION**

APPROVE the Active Transportation Access for the Doran Street and Broadway/Brazil Grade Separation Project (refer to Attachment A).

#### **ISSUE**

In January 2017, the Metro Board approved the Doran Street and Broadway/Brazil Grade Separation Project with the Salem/Sperry Overpass and the Northerly Point of Access that includes a two-way traffic connection to Fairmont Avenue with a protected bike lane and sidewalk as the preferred alternative in the California Environmental Quality Act (CEQA)/National Environmental Pollution Act (NEPA) environmental documents (refer to Attachment B). Since then, staff determined the Northerly Point of Access structure was not able to include active transportation for it connects to the Fairmont Avenue Bridge that does not allow for non-motorized traffic.

The City of Los Angeles staff along with the City of Glendale staff preferred the active transportation of the Northerly Point of Access compromise of two separate proposed pedestrian/bicycle bridge structures. One pedestrian/bicycle bridge structure is called the River Walk Bridge and the other pedestrian/bicycle bridge structure is called River Access Bridge. Staff's recommendation is to approve the River Walk and River Access bridges which are designed to provide dedicated and safer pedestrian connectivity over the existing Verdugo Wash. In addition, staff is recommending approval of the active transportation on the Salem/Sperry Overpass (refer to Attachment C). The active transportation access creates an environment that encourages more residents, employees and visitors to choose non-motorized modes of transportation.

#### **DISCUSSION**

On August 28, 2017, the City of Glendale hosted a coordination meeting with the City of Los Angeles to propose the inclusion of active transportation elements into the Doran Street Grade Separation Project. All parties agreed on the importance of providing dedicated pedestrian connections to and along the Los Angeles River and adjacent trails.

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In January 2019, the California Transportation Commission (CTC) approved the award of \$16,319,000 million from Active Transportation Program (ATP) funds for the Doran Street Grade Separation Active Transportation Access Project, which is a component of the Doran Street and Broadway/Brazil Grade Separation project. All project stakeholders provided letters of support for the ATP grant with both the City of Glendale and Los Angeles including letters of intent to assume responsibility for maintenance and operations of the two active transportation structures once constructed. In April 2019, staff received an approved California Environmental Quality Act Statutory Exemption for Doran Street and Broadway/Brazil Grade Separation Project including the River Walk and River Access bridge structures. Staff will continue to seek federal, state and local grants to fund the Doran Street and Broadway/Brazil Grade Separation project.

The Active Transportation Access component for the project that comprises of the River Walk Bridge and the River Access Bridge will improve safety and increase non-motorized access between employment centers, residencies and newly developed recreational opportunities in an area that are currently land locked by the Los Angeles River, Interstate 5 and State Route 134 freeways, and the Antelope Valley Line railroad corridor with up to 90 trains per day. With train volumes in this corridor expecting to increase with planned improvements to the commuter and intercity rail service and eventual arrival of High Speed Rail service, a project like this is essential to minimize risk of bicycle and pedestrian collisions.

The River Walk Bridge will provide new access across the Verdugo Wash and under the State Route 134 freeway, connecting residents of North Atwater Village in Los Angeles directly to the new Glendale Narrows Riverwalk Trail along the Los Angeles River. Travelers in the opposite direction from Glendale will now have direct access to businesses and restaurants in Atwater Village without having to cross the railroad tracks. Future active transportations projects illustrate a Los Angeles River Bridge in the area that will provide access from the Glendale Narrows Riverwalk Trail to the Los Angeles Zoo and Autry Museum of the American West. The River Access Bridge is designed to provide a safer route spanning over the railroad corridor for the City of Glendale and Los Angeles residents and businesses alike.

### **DETERMINATION OF SAFETY IMPACT**

This active transportation component for the project will enhance safety along the commuter corridor and the Los Angeles River by providing two separate active transportation structures while allowing improved non-motorized circulation for the Atwater Village community and City of Glendale residents.

### **FINANCIAL IMPACT**

Adoption of the active transportation access to the Doran Street Grade Separation Project would have no impact to the FY20 budget at this time. Staff will work with Metro Planning to identify an additional ATP funding estimated at approximately \$8,681,000 required for the final design of the Doran Street Grade Separation Active Transportation Access Project with a total preliminary estimate at approximately \$25,000,000.

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## **IMPLEMENTATION OF STRATEGIC PLAN GOALS**

The recommendations support Metro Regional Rail's partnership with other rail operators to improve service reliability and mobility, provide better transit connections throughout the network and serves to implement the following strategic plan goals:

- Goal 1.2: Improve LA County's overall transit network and assets;
- Goal 2.1: Metro is committed to improving security;
- Goal 3.3: Genuine public and community engagement to achieve better mobility outcomes for the people of LA County; and
- Goal 4.1: Metro will work with partners to build trust and make decisions that support the goals of the Strategic Plan.

## **ALTERNATIVES CONSIDERED**

The Board could choose not to continue to complete the design documents for the active transportation components to the Doran Street Grade Separation Project. This alternative is not recommended due to the significant benefits this project provides to commuter rail transportation and active transportation. In addition, not recommending this alternative will risk the \$16 million in grant funding already awarded to this project.

## **NEXT STEPS**

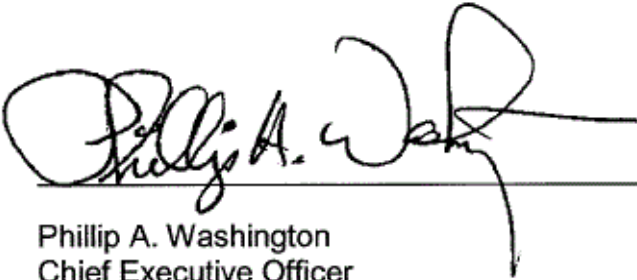
Staff shall report back to the board to program funding for the final design phase and return to the board should the final construction cost estimate exceed the ATP award of \$16.3 million.

## **ATTACHMENTS**

- Attachment A - Doran Active Transportation Conceptual Plan  
Attachment B - Doran Street and Broadway/Brazil Grade Separation Project  
January 2017 Board Report  
Attachment C - Salem Sperry Overpass

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**DORAN STREET GRADE SEPARATION ACTIVE TRANSPORTATION ACCESS PROJECT - CONCEPTUAL EXHIBIT**

Active Transportation Facilities



**ATTACHMENT A**



## Board Report

File #:2016-0967, File Type:Program

Agenda Number:19

**REVISED**  
**PLANNING AND PROGRAMMING COMMITTEE**  
**JANUARY 18, 2017**

**SUBJECT: DORAN STREET AND BROADWAY/BRAZIL GRADE SEPARATION PROJECT**

**ACTION: APPROVE RECOMMENDATIONS**

**RECOMMENDATION**

APPROVE:

- A. The recommended **Alternative 2 Northerly Point of Access and Salem Sperry Grade Separation** for the environmental documents and preliminary engineering design phase; and
- B. Third party costs of up to \$2 million for the City of Glendale, City of Los Angeles, Southern California Regional Rail Authority and other third parties and authorize the Chief Executive Officer (CEO), or his designee, to negotiate and execute all agreements necessary for this action.

**ISSUE**

In June 2015, the Metro Board partially approved the Doran Street and Broadway/Brazil Safety Access Project, Alternative 2 Fairmont Connector and Salem/Sperry Overpass. The Board approved the Salem/Sperry Overpass but Director Najarian amended the motion and directed staff to work with the City of Glendale and the City of Los Angeles to examine the project without the Fairmont Connector and to report back to the Board on furthering the study to develop another feasible alternative to the Fairmont Connector that meets the short term and long term goals of the region and local communities (Refer to Attachment A).

Staff has completed a new traffic study that examined several alternatives, including prohibiting public access, one-way outbound traffic, and two-way traffic solutions. The results of the study indicate that both the Salem/Sperry Overpass and the Fairmont Connector, currently referred to as the "Northerly Point-of-Access", with a two-way connection to Fairmont Avenue work in tandem, and together these provide a comprehensive solution that addresses the existing and forecasted traffic growth. The two-way traffic solution is critical for the economic vitality of the North Atwater Village businesses while not significantly impacting the intersection operations on Fairmont Avenue. The Salem/Sperry Overpass and two-way Northerly Point-of-Access to Fairmont Avenue will allow for the closure of both the Doran Street and Broadway/Brazil at-grade rail crossings, resulting in a

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substantial safety and mobility improvement for the community (Refer to Attachment B). Staff is requesting the Board to approve the recommended actions.

## **DISCUSSION**

The goal of the Doran Street and Broadway/Brazil Grade Separation Project, formerly referred to as the Doran Street and Broadway/Brazil Safety and Access Project, is to significantly improve safety and enhance mobility by closing both at-grade rail crossings. The project as brought to the Board in June, 2015, consisted of two components. First is the Salem/Sperry Overpass which connects West San Fernando Road to San Fernando Road in the vicinity of Sperry Street in Los Angeles and Salem Avenue in Glendale (Refer to Attachment C). The second component was the Fairmont Connector, which would be the extension of West San Fernando Road over the Verdugo Wash with a two-way connection to Fairmont Avenue (Attachment D and D-1). This utilizes Fairmont Avenue as an overpass, resulting in a significant cost savings by using existing infrastructure as part of the solution.

Up to 90 Metrolink, Amtrak and freight trains a day run through the rail corridor which accounts for a total of 8 hours of gate-down time at the two at-grade crossings. Both crossings have considerable traffic volumes in the order of 7,000 vehicles a day crossing Doran Street and 5,000 vehicles a day crossing Broadway/Brazil Street. The California Public Utilities Commission (CPUC) identified the Doran Street at-grade crossing as one of the most hazardous intersection in the City of Glendale and the City of Los Angeles with 14 recorded pedestrian and vehicular incidents by the Federal Railroad Administration (FRA). The CPUC also mandated that Doran Street be converted temporarily to a one-way westbound movement until the at-grade crossing can be closed permanently when the grade separation is built. There are 9 recorded pedestrian and vehicular incidents reported by FRA at the Broadway/Brazil grade crossing.

In response to the amended motion by Director Najarian to find an alternative design in lieu of the Fairmont Connector, staff hired a new traffic consultant, Gibson Transportation, to work with HNTB to conduct a new traffic study (Refer to Attachment E). The new traffic study consists of new traffic counts for up to 35 intersections in the study area including origin- destination counts from the Doran Street at-grade crossing to and from State Route 134 on-ramps and off-ramps. Additionally, this data was integrated into the SCAG regional traffic model for year 2035 to better examine the traffic patterns and future growth in the vicinity of the project area. With this data, staff examined several alternatives for the Northerly Point-of-Access in lieu of the proposed Fairmont Connector. Staff concluded that the Northerly Point-of-Access with a “J-hook” or “P-hook” configuration that includes a two-way traffic connection to Fairmont Avenue with a protected bike lane and sidewalk is the best alternative. The results of the study indicate that the Salem/Sperry Overpass and Northerly Point-of-Access work in tandem to comprehensively address the existing and forecasted traffic growth of the area. While the study identified an increase of traffic on Fairmont Avenue by future year 2035, the increase does not significantly impact the intersection operations, where the projected Level of Service for the intersections will operate at Level B or C. The Northerly Point-of-Access provides a critical connection for emergency vehicles as well as for economic vitality of the businesses in North

Atwater Village. By implementing the two project components, the Salem/Sperry Overpass and the Northerly Point-of-Access, both at-grade rail crossings at Doran Street and Broadway/Brazil will be closed, substantially improving safety and enhancing mobility, eliminating the need for train horns, and improving the efficiency of train movement along this busy rail corridor.

Community Meetings

Metro conducted two community meetings on December 7, 2016 to present the results of the new traffic study and the recommended alternative for the project. Over 75 people total attended the community meetings. The comments received from the community meetings were favorable related to the results of the expanded traffic circulation analysis beyond Doran Street and Broadway/Brazil Street and the solutions as presented.

One topic of considerable discussion at both community meetings was the CPUC mandate to convert the Doran Street at-grade crossing to a one-way westbound configuration on an interim basis until such time that a grade separation can be constructed. The community concerns are related to the poor traffic signal operations and congestion at the Broadway/Brazil at-grade crossing. The interim condition at Doran would exacerbate the existing traffic condition at Broadway/Brazil Street. The issue is the limitation of the existing traffic signal controller at this very complex intersection at Broadway/Brazil Street and San Fernando Road. Metro staff is already engaged in discussions with the City of Glendale and Metrolink to purchase and upgrade the traffic signal software which will improve signal operations and alleviate congestion. The community was in favor of this signal upgrade. The recommended action for third party cost will include the design and implementation of the traffic signal software.

In addition, the community expressed interest in foregoing the interim at-grade improvements on Doran Street and instead expedite the construction the Northerly Point-of-Access. Another concern raised is the truck traffic on Fairmont Avenue and the community requested the evaluation of eliminating left-turn truck movements from the Northerly Point-of-Access onto Fairmont Avenue. If the Board approves the recommended actions, staff intends to analyze and implement the aforementioned comments received from the community meetings, if deemed feasible.

Third Party Costs

In May 2011, the Metro Board programmed \$6.6 million for the Project for environmental and engineering work. However, third party involvement from the City of Glendale, City of Los Angeles, County of Los Angeles Public Works, SCRRA and other agencies is necessary in order to complete the environmental and design documents. Up to \$2.0 million as listed in the table below is needed to fund third party agencies to participate in meetings, technical inputs, and review of technical and design documents during the environmental and design phases.

ITEM	COST
Traffic signal upgrades at Broadway/Brazil Street and Doran Street	\$500,000



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City of Glendale	Up to \$500,000
City of Los Angeles	Up to \$400,000
SCRRA	Up to \$400,000
All other third party agencies	Up to \$200,000

With Board approval of this recommendation, Metro's total commitment to the Project will increase from \$6.6 million to \$8.6 million.

Other Engineering and Environmental Cost

Based on the community engagement and feedback the project has received to date, the project will have other cost related to environmental work and engineering design. Staff had to analyze several more engineering alternatives including adding a J-hook configuration for the Northerly Access Point Overpass which delayed the project contract schedule approximately two years resulting in added escalation cost. Staff intends to return to the Board by April 2017 once the new traffic study has been finalized for the additional environmental and engineering work.

**DETERMINATION OF SAFETY IMPACT**

This Project will significantly improve safety as it is a grade separation of the roadway from active railroad right-of-way. With the construction of this project, two at-grade crossings at Doran Street and Broadway/Brazil Street will be closed, eliminating the possibility of train to vehicle collisions.

**FINANCIAL IMPACT**

The approval of third party costs will require a \$2.0 million increase in Metro's \$6.6 million already programmed to the Project for a total \$8.6 million in Measure R 3% funds.

Since this is a multi-year contract, the cost center manager, and Chief of Program Management will be accountable and responsible for budgeting the cost of future fiscal year requirements in department 2415, Regional Rail, Project No. 460065, Tasks 6.3.01.02 and 6.3.01.03.

Impact to Budget

The source of funds for this request is Measure R 3% Transit Capital. These funds are not eligible to be used for Metro bus/rail operating or capital budget expenses.

**ALTERNATIVES CONSIDERED**

An alternative would be not to approve the recommended actions. This is not recommended as the Project provides a significant safety improvement to the City of Glendale and Los Angeles, improves traffic flow and the efficiency of train movement along the Metrolink and LOSSAN rail corridor.

**NEXT STEPS**

Upon Board approval, staff will move forward with the environmental and design of the project and hold another community meeting by June 2017. Staff will return to the Board by April 2017 for

contract modification for the additional environmental and engineering work.

**ATTACHMENTS**

Attachment A - June 2015 Board Report

Attachment B - Northerly Point-of-Access and Salem/Sperry Overpass

Attachment C - Recommended Alternative 2 - Salem/Sperry Overpass

Attachment D - Recommended Alternative 2 - Northerly Point-of-Access (J-Hook)

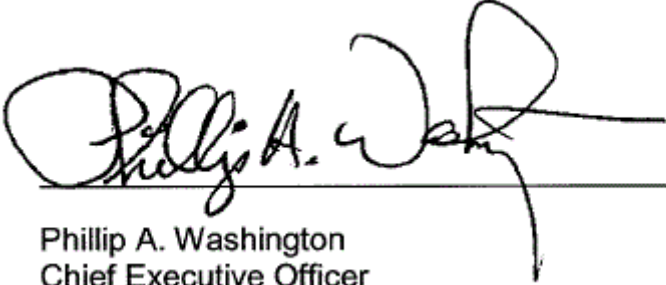
Attachment D1 -Recommended Alternative 2 - Northerly Point-of-Access (P-Hook)

Attachment E - Director Najarian Board Motion

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Phillip A. Washington  
Chief Executive Officer



Board Report

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File #:2015-0339, File Type:Policy

Agenda Number:20.

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PLANNING AND PROGRAMMING COMMITTEE  
JUNE 17, 2015

**SUBJECT: DORAN STREET AND BROADWAY/BRAZIL SAFETY AND ACCESS PROJECT**

**ACTION: ADOPT LOCALLY PREFERRED ALTERNATIVE**

**RECOMMENDATION**

APPROVED AS AMENDED BY Najarian Motion:

- A. receiving the **Doran Street and Broadway/Brazil Safety and Access Project Study Report Equivalent** (PSRE); and
- B. adopting Locally Preferred Alternative (LPA) 2 from the PSRE to advance into the Final Environmental Document.

**ISSUE**

The Project Study Report for the Doran Street and Broadway/Brazil Safety and Access Project (Project) was completed in March, 2015. Three alternatives are proposed. It is the recommendation to proceed with Alternative 2 as the Locally Approved Alternative to advance into the Final Environmental Document.

**DISCUSSION**

The Los Angeles County Metropolitan Transportation Authority (Metro) is working towards improving safety, mobility and quality of life for the Glendale and Los Angeles communities by closing the Doran Street at-grade crossing. As with any at-grade railroad crossing, safety is of significant importance. Furthermore, a unique combination of limited access, high traffic volumes, adjacent industrial uses, and residential interests, make mobility improvements important to this Project. Doran Street has 13 incidents on record resulting in two fatalities and one injury since 1976. These safety statistics have made the Doran Street crossing the subject of safety hearings and arbitrations by the California Public Utilities Commission (CPUC). The at-grade crossing of Doran Street with the Metro owned right-of-way operated by Metrolink has been the subject of concern for several years. Additionally, this crossing has significant truck and vehicle traffic as well as 90 passenger and freight trains per day.

In May 2011, the Metro Board authorized \$6.6 million for improving the safety of the intersection of

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Doran Street and the Metro owned right-of-way. A portion of these funds is being used to fund the engineering and environmental work necessary for the grade separation of this intersection. Since the Board motion was passed, additional funding has been obtained that will fund the construction of the grade separation of this roadway. Since the crossing is located along the route of the proposed California High Speed Rail Project, staff has worked with the California High Speed Rail Authority (CHSRA) and the Federal Railroad Administration (FRA) to gain additional funding. This project has been ranked as number seven in the region in the Advance Investment Memorandum of Understanding with the CHSRA.

Since the Metro Board action, staff has been working towards the advancement of a solution to the challenges related to this crossing. This has included examining several grade separation alternatives that will provide the maximum safety benefit while minimizing impacts to the communities. This analysis has included existing and the proposed future uses of the railroad corridor. The first phase of the project was completed in April, 2015 and the key deliverable was the Project Study Report Equivalent highlighting three alternatives to close Doran Street and/or Broadway/Brazil crossings.

### **Community Outreach**

A comprehensive community outreach program is underway to inform the public about the Doran Street and Broadway/Brazil Safety and Access Project. Metro has hosted two rounds of community outreach meetings and presented at 19 meetings hosted by other stakeholders.

For the two rounds of Metro hosted Community Outreach meetings, residents were notified of the public process through mailings, direct calls to businesses within the project area, Metro Daily Briefs, Metro's The Source, email blasts, a public telephone hotline, fact sheets, and a dedicated webpage on Metro's website. The project received media coverage in the Glendale News Press, Los Angeles Times, and NBC Los Angeles with a total of eight stories written about the project. Communication also went out in local newsletters and distribution lists for the City of Glendale and other local stakeholder organizations.

#### Community Meetings: Round 1 (February 6, 2014)

Two community workshops were held in Atwater Village on February 6, 2014, 3-5pm and 6-8pm, to accommodate participation from all stakeholders, including businesses and residents. Notification of the meeting was sent to more than 1,500 owners and tenants using the Los Angeles County Assessor's database. Three email notifications were sent out to the project stakeholder database. Individual phone calls were also placed to 69 businesses within the area. An additional eight stakeholder meetings were held prior to Feb. 6th including individual business owners, Pelanconi Estates HOA, the Atwater Village NC and staff from the Cities of Glendale and Los Angeles.

A total of 60 stakeholders attended the February 6th workshops and Metro received 63 comments. Issues raised included access for first responders, traffic and circulation for vehicles and trucks, safety, and impacts to residential and business areas.

Community Meetings: Round 2 (December 9, 2014)

Two community workshops were held in Atwater Village (3-5pm) and Glendale (6-8pm) on December 9, 2014. Notification of the meeting was sent to nearly 2,000 owners and tenants using an updated list pulled from the Los Angeles County Assessor's database. Two email notifications were sent out to individuals in the exiting project stakeholder database. Individual phone calls were also placed to 100 businesses within the area. An additional six stakeholder meetings were held prior to Dec. 9th including Council District 13, business owners, Pelanconi Estates HOA, Atwater Village Neighborhood Council, Walk Bike Glendale and the Los Angeles River Cooperating Committee. After the meeting, Metro held additional briefings with legislative representatives and business owners who were unable to attend the meeting on December 9th.

A total of 89 stakeholders participated at the workshops. Metro received 68 comments. The Stakeholders were shown several alternatives at the workshop. Input from the Stakeholders regarding additional alternatives. These alternatives were evaluated. Aspects of some of these alternatives were incorporated into the ultimate designs. Overall, the comments touched on safety, points of access to North Atwater Village, eminent domain, pedestrian and bicycle access, traffic in the residential areas of Glendale, the timeline for High-Speed Rail, property impacts, air quality, Glendale's Riverwalk Bike project, and the need for a grade separation following the recent improvements to Broadway/Brazil. Business and property owners within the project area expressed concerns about potential impacts and property takings.

There will be additional opportunities for the public to comment during the environmental phase of the project.

**ALTERNATIVES FROM PROJECT STUDY REPORT (EQUIVALENT) (PSRE)**

During the Alternative Analysis portion of the study, several alternatives were examined that would provide the benefit of closing the Doran Street crossing while minimizing the impacts to the communities. During the study it became apparent that the Broadway/Brazil crossing was closely related to the Doran Street crossing and alternatives considered had to address this relationship. As part of the analysis, the railroad corridor was examined to raise or lower the railroad tracks to cross under or over Doran Street and Broadway/Brazil. These alternatives are not feasible due to the constraints of the I-134 Freeway, Colorado Blvd. and Verdugo Wash.

In addition, grade separations that would lower the roadway under the railroad were eliminated due to the community impacts of several roadway and railroad detours needed to complete the construction.

The following alternatives were carried forward with the PSRE.

**No Build:** This alternative would keep Doran Street and Broadway/Brazil as at-grade crossings. However, this does not meet the requirements of the CPUC Order to take steps to close the Doran Street crossing.

**Alternative 1: Doran Overpass:** Alternative 1 proposes to raise Doran Street over San Fernando

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Road, the rail tracks, and West San Fernando Road. The existing intersection of Doran Street and San Fernando Road will be replaced with a new signalized intersection at a widened and realigned Commercial Street. This will facilitate traffic movements between San Fernando Road, Doran Street and the State Route 134 ramps. Milford Street will tie to Commercial Street in a tee-intersection. West San Fernando Road will pass under the Doran Street overpass bridge and connect to Doran Street. This alternative will close the Doran Street at-grade crossing while Broadway/Brazil will remain open as an at-grade crossing. Refer to Figure 1 of Attachment A - Executive Summary for a conceptual layout of this alternative.

**Alternative 2: Fairmont Connector and Salem/Sperry Overpass:** Alternative 2 has two components, the first consists of a connector road that extends West San Fernando Road to the Fairmont Avenue bridge and the second is an overpass crossing over San Fernando Road, the rail tracks, and West San Fernando Road in the vicinity of Salem Street and Sperry Street. This alternative will also consider two options for providing multi-modal movements over the Verdugo Wash as planned in the City of Glendale River Walk project. Alternative 2 will close both the Doran Street and Broadway/Brazil at-grade crossings. Refer to Figure 2 of Attachment A - Executive Summary for a conceptual layout of this alternative.

**Alternative 3: Fairmont Connector and Zoo Drive Connector:** Alternative 3 utilizes the same connector road from West San Fernando Road to the Fairmont Avenue Bridge as Alternative 2. However, this alternative proposes to construct this road in conjunction with a road that connects Doran Street across the Los Angeles River to Zoo Drive. Similar to Alternative 2, this alternative includes an option to construct a bridge to extend the Glendale River Walk across the Verdugo Wash. Alternative 3 will close the Doran Street at-grade crossing while Broadway/Brazil will remain an at-grade crossing. Refer to Figure 3 of Attachment A - Executive Summary for a conceptual layout of this alternative.

#### EVALUATION OF OPTION DISCUSSED AT MAY 20 PLANNING AND PROGRAMMING COMMITTEE MEETING

Alternatives 2 and 3 contained within the Project Study Report (Equivalent) (PSRE), dated May 18, 2015, include the Fairmont Connector which will extend West San Fernando Road to connect to the Fairmont Avenue bridge over the Verdugo Wash. The Fairmont Connector is planned to be striped for one lane of traffic in each direction and have a signalized intersection at Fairmont Avenue. During public comments at the Glendale Council Meeting on May 19, 2015, a community member suggested an option of making the Fairmont Connector available for first responders only and closed to the general public. The option is intended to address the CPUC and first responder's requirement to provide access for emergency vehicles to the northern Atwater Village area in the City of Los Angeles. The option would close the Doran Street at-grade crossing, facilitating a future quiet zone. The Metro Planning and Programming Committee confirmed the desire to evaluate this community option at their meeting on May 20, 2015 prior to selecting a preferred alternative for the Project. This

section summarizes the findings from the evaluation.

## CONSIDERATIONS

The following considerations were factored into the evaluation of the option:

**First Responders:** Discussions with the first responders, both police and fire from the cities of Glendale and Los Angeles, were conducted via email and telephone in order to receive their input, feedback, and requirements on the proposed option.

**LOSSAN Expansion:** The LOSSAN Corridor Agency Strategic Implementation Plan will increase daily rail traffic from 84 trains to 124 trains by 2030, a 50% increase. This will result in additional vehicular delays at remaining at-grade crossings, such as Broadway/Brazil.

**Los Angeles River:** The cities of Glendale and Los Angeles voted to adopt Alternative 20 of the L.A. River Revitalization as the Locally Preferred Alternative (LPA). In May of 2014, the US Army Corps of Engineers adopted Alternative 20 and it is currently being advanced through the environmental clearance process. A goal of this project is to avoid or mitigate any encroachment into the Alternative 20 footprint.

**Traffic Growth:** The projected traffic forecast on Fairmont Avenue and in the vicinity of the eastbound and westbound SR-134 ramps is due primarily to the expansion of the Disney Grand Central Creative Campus (CG3).

**Traffic Circulation:** Overall circulation within the Atwater Village area must be considered with adequate Level of Service (LOS). The ability to reroute traffic and mitigate impacts of doing so will be challenging as existing right-of-way is narrow, 50-feet in width on most streets, and points of access to this area are limited.

## CONCLUSION

The community option addresses a singular issue, providing access for first responders to the northern Atwater Village area that would address the CPUC and first responders concerns. The intent of this community option is to close the current Doran Street at-grade crossing, leading to a quiet zone.

The larger issue with the closure of the Doran Street at-grade crossing is the traffic circulation within Atwater Village and the ability to move traffic and goods through the West San Fernando Road/Brazil Street and San Fernando Road/Broadway intersections. Both of these intersections will be significantly impacted.

In summary, the closure of the Doran Street at-grade crossing, while it provides emergency responder access only, results in:

1. Closure of the Doran Street at-grade crossing that will result in 80% of the parcels in Atwater Village area, north of Colorado Street, being solely reliant upon the West San Fernando Road/Brazil Street intersection as the lifeline for their business.
  - Degradation of the West San Fernando Road/Brazil Street intersection from a Level of Services (LOS) D to LOS F.
  - Queuing in both the southbound and eastbound directions at the West San Fernando Road/Brazil Street intersection effectively gridlocks traffic to the west and north of this intersection.
  - Southbound left-turn queuing would require over 650 feet of turn pocket length where only 100 feet is available. Any queuing beyond 100 feet blocks through movements as well.
2. San Fernando Road/Broadway intersection remains a LOS F however operations are further impacted. Level of service is determined through Synchro analysis and is reflective of the signal operations. It does not, however, account for train delays. Inclusion of train delays will reduce available capacity resulting in even further degradation of the intersection operations.
  - Significant increase in southbound right-turn movement from San Fernando Road to Brazil Street (from 56 vehicles per hour (vph) to 452 vph in the AM peak hour), far exceeding capacity. This will significantly reduce capacity of the through traffic as the #2 southbound lane will be blocked by the right-turn queue.
  - To avoid the long queue and delay from the excessive southbound right-turn movement from San Fernando Road to Brazil Street, it could be expected that drivers will seek other routes with the most direct being Concord Avenue as a bypass to and from the SR-134 and Broadway.
3. If built in conjunction with Alternative 2 Salem/Sperry Overpass, excessive queuing would still exist and an additional lane of traffic at each intersection of the overpass would be required to address the turning movements. This will increase the right-of-way and construction costs.
4. If built in conjunction with Alternative 3 Zoo Drive Connector, the existing at-grade intersection would remain at Broadway/Brazil. While the Zoo Drive Connector redirects some traffic towards the I-5 Interchange, the remaining traffic still significantly impacts the West San Fernando Road/Brazil Street and San Fernando/Broadway intersections.

Based on the evaluation, the \$15 million expenditure for an emergency access only bridge does not outweigh the resultant impacts that closing the Doran Street at-grade crossing would have on overall traffic operations, local businesses, and the potential bypass traffic in Glendale. Staff does not recommend adopting this option.



**RECOMMENDATION FROM METRO STAFF**

A quantitative analysis was conducted to compare the three alternatives. A constraints analysis matrix was developed as part of this analysis. The constraints matrix included design considerations like cost/fundability, right-of-way impacts, environmental considerations, traffic circulation and diversion, constructability, railroad impacts, geometrics, utility impacts, consistency with the L.A. River revitalization plan and overall programmatic outlook keeping in mind future community impact. Please see Attachment B - Constraints Matrix Analysis for additional information about the development of the matrix.

Issue	Alt 1	Alt 2	Alt 3
Permanently closes Doran crossing	✓	✓	✓
Permanently closes Broadway/Brazil crossing		✓	
No future grade separation required		✓	
Keeps traffic on arterials	✓	✓	
Both crossings open during construction		✓	✓
Consistent with L.A. River Revitalization		✓	
Consistent with funding sources	✓	✓	

**Figure 1: Alternatives Comparison**

Metro Staff recommend Alternative 2 because it achieves the optimal safety goal to permanently close both Doran Street and Broadway/Brazil at-grade crossings. It eliminates the cumulative effects of constructing two separate grade separations at two different times. If a grade separation is constructed at only Doran Street right now, we anticipate another grade separation soon to improve safety at the Broadway/Brazil crossing. This will be required because of increased service levels from Metrolink and Amtrak and the proposed use of this corridor for high speed trains.

The effects of constructing two grade separations at two different times in Alternatives 1 and 3 will include cumulative impact on right-of-way because of the need for additional land acquisition and business relocation. This additional right-of-way need for Alternatives 1 and 3 in the future will be the same as the current need for the Salem/Sperry Overpass. Attachment C - Cumulative Right-of-Way Impact illustrates the cumulative right-of-way impacts for the three alternatives.

The overall programmatic costs accrued from adopting each alternative is shown in figure 2 below. In addition to the overall programmatic cost savings accrued from adopting alternative 2, significant cost savings are anticipated from economies of scale if a single grade separation is constructed to replace the two at-grade crossings. Alternative 2 ensures traffic stays on the arterials in the permanent condition, and keeps both crossing open during construction. Finally, this alternative is consistent with L.A. River Revitalization Plan and the requirements of the funding sources. A summary chart highlighting how each alternative meets the project objectives is shown in attachment D - Alternatives Comparison

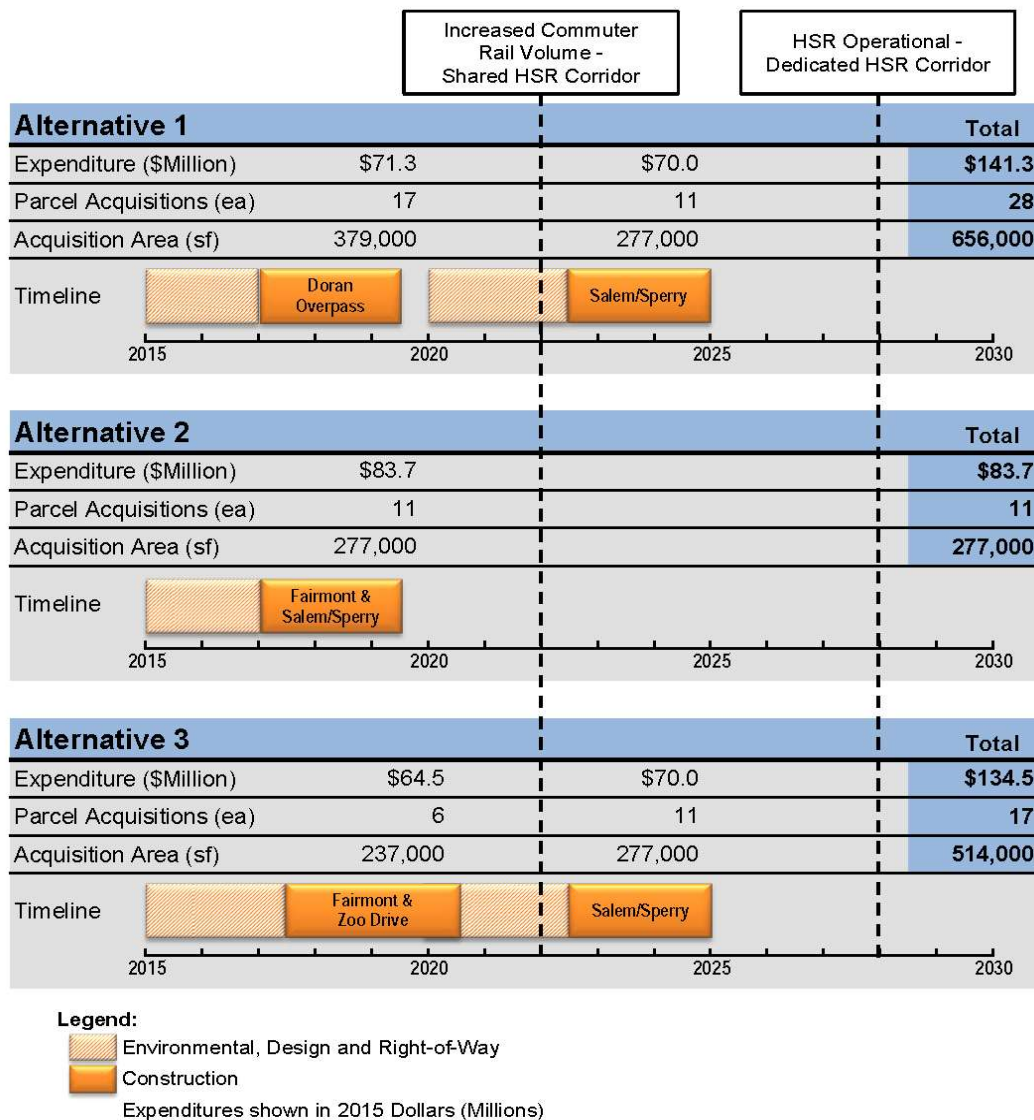


Figure 2: Project Programmatic Overview

**DETERMINATION OF SAFETY IMPACT**

Due to the urgent need to improve safety at this crossing, an Administrative Law Judge (ALJ) has ruled that the Doran Street at-grade crossing be closed permanently. However, there is a requirement to provide two points of access for emergency responders into the area west of the railroad corridor during an emergency. To accomplish this requirement, the ALJ required that Doran Street be converted to a one-way westbound movement until the crossing can be closed permanently.

The Broadway/Brazil at-grade crossing, located less than a half mile from the Doran Street crossing, has a similar safety record. Broadway/Brazil has 9 incidents resulting in five fatalities and three injuries. Broadway/Brazil was upgraded in December, 2014 as part of the mitigation agreement

between the city of Glendale and other agencies and the CPUC. In addition, Metro staff been involved with hearings and arbitrations initiated by the CPUC.

Irrespective of safety improvements adopted, at-grade crossings will always have the potential conflict between rail and vehicles, trucks and/or pedestrians. With a grade separation or closure, this conflict is eliminated. Over the coming years, Metrolink and Amtrak passenger service is expected to increase along this corridor. This further highlights the urgency to close these at-grade crossings. In addition to the increased service levels from Metrolink and Amtrak, the California High Speed Rail Authority (CHSRA) is also proposing this railroad corridor for their Palmdale/Los Angeles segment that is expected to be in service by 2022. In order for high speed rail to utilize this corridor, all at-grade crossings will have to be grade separated or closed.

This project has support from the Federal Railroad Administration (FRA), Caltrans, CPUC, Metrolink, Amtrak, and the CHSRA. The project comprises four phases: Alternative Analysis, Environmental Studies & Preliminary Engineering, Final Design, and Construction.

The project area includes a second at-grade crossing less than half mile south of Doran Street at Broadway/Brazil. With the two at-grade crossings being near each other, there is a higher chance for an accident occurring in the project area. Moreover, the number of incidents in Los Angeles County has continued to increase in the last five years, as shown in the Table 1 below. The ultimate safety enhancement would be to close both crossings and separate the vehicles and pedestrians from the trains.

**Table 1: Los Angeles County Incident Table**  
(Source Federal Railroad Administration)

Year	Accidents	Fatalities	Injuries
2009	24	5	4
2010	20	6	9
2011	21	5	11
2012	20	9	19
2013	32	12	35
<b>Totals</b>	<b>117</b>	<b>37</b>	<b>78</b>

**FINANCIAL IMPACT**

\$2.5 million of Measure R 3% funding for design and construction of this project is included in cost center 2415, Regional Rail FY16 Budget in Project 460091 Doran Street Grade Separation. Since this is a multi-year contract, the Executive Officer, Regional Rail will be accountable to budget the

costs in future years.

### Impact to Budget

FUNDING SOURCE	AMOUNT
<b>Local Measure R 3%</b>	\$6.6 Million
<b>State Proposition 1A</b>	\$45.0 Million
<b>Federal American Recovery and Reinvestment Act (ARRA)</b>	\$15.8 Million
<b>CHSRA and other sources</b>	\$19.6 Million
<b>TOTAL</b>	<b>\$87.0 Million</b>

Measure R 3% funds are designated for Metrolink commuter rail capital improvements in Los Angeles County. These funds are not eligible to be used for Metro bus/rail operating or capital budget expenses. This programming action has no impact to the Proposition A and C, TDA or Measure R administration budgets.

The three alternatives studied have the following estimated project costs see table 3 below and the attached Project Study Report for additional information.

ALTERNATIVE	TOTAL PROJECT COSTS
1 Doran Overpass	\$71.31 Million
2 Fairmont Connector and Salem / Sperry Overpass	\$83.73 Million
3 Fairmont Connector and Zoo Drive Connector	\$64.49 Million

### **ALTERNATIVES CONSIDERED**

The Board could choose not to select a locally preferred alternative. This alternative is not recommended due to the safety concerns at this crossing. The two at-grade crossings will still have the possibility of vehicle-train collisions. After several hearings and arbitrations with the CPUC, and the attempts by that agency to close the crossing, it was determined that there is a significant need to move to a grade separation.

### **NEXT STEPS**

Upon selection of a locally preferred alternative by the Board, we will commence the environmental studies and preliminary engineering.

Upon approval of the request to program additional funds, Metro CEO will negotiate a design fee with Contractor HNTB Inc. and approve Modification 2 for signal engineering.

### **ATTACHMENTS**

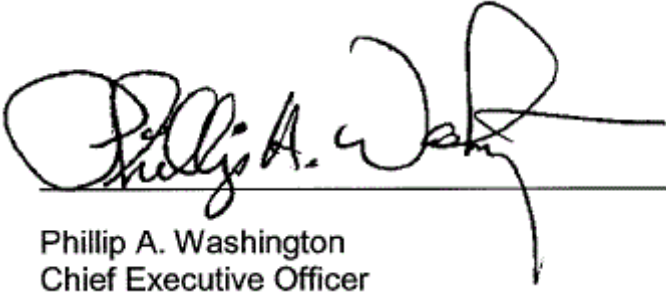
Attachment A - Project Study Report - Executive Summary  
Attachment B - Constraints Analysis Matrix  
Attachment C - Cumulative Right-of-Way Impact  
Attachment D - Alternatives Comparison

Prepared by:

Kunle Ogunrinde, P.E., Transportation Planning Manager (213) 922-8830  
Don A. Sepulveda, P.E., Executive Officer, Regional Rail (213) 922-7491

Reviewed by:

Nalini Ahjua, Executive Director, Office of Management and Budget (213) 922-3088  
Bryan Pennington, Executive Director, Engineering and Construction (213) 922-7449

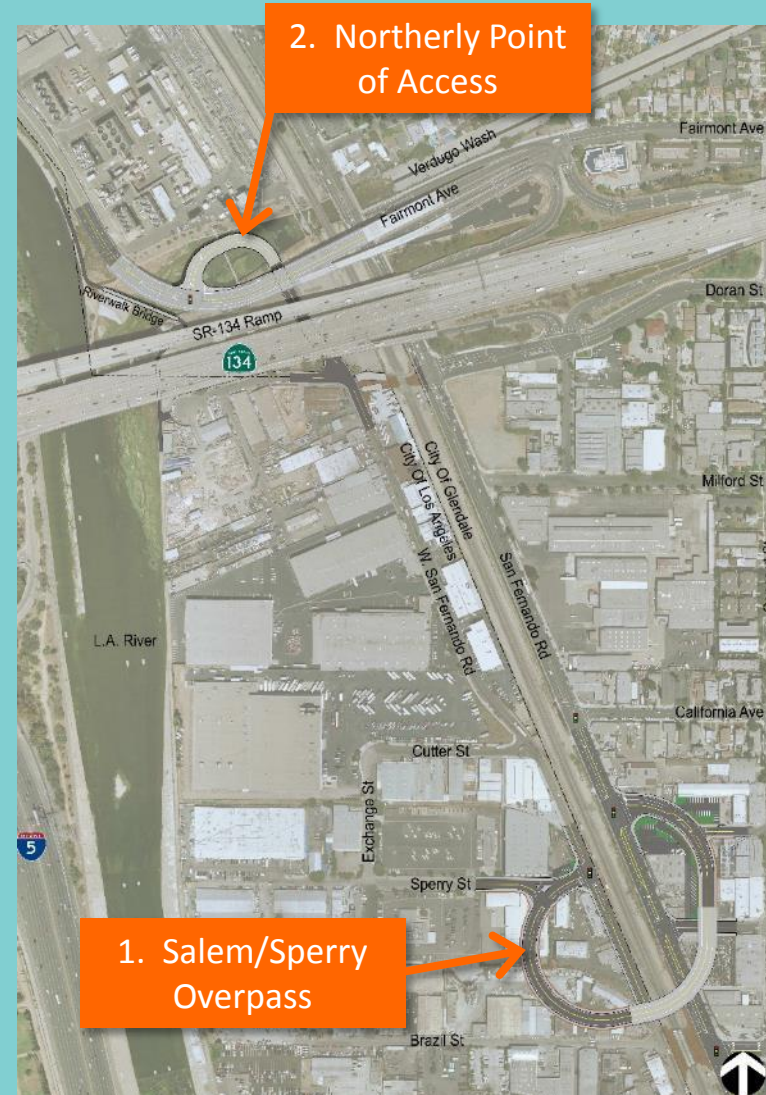


Phillip A. Washington  
Chief Executive Officer

# ATTACHMENT B

## Northerly Point-of-Access and Salem/Sperry Overpass

- These two components work in tandem to provide a comprehensive safety and access solution
- Benefits:
  - Closes two at-grade crossings,
  - Eliminates longer term impacts with no need for a future grade separation at Broadway/Brazil
  - Uninterrupted access over the railroad corridor with minimal diversion of traffic
  - The two components support Quiet Zones for Doran St and Broadway/Brazil



# ATTACHMENT C

## Recommended Alternative - Salem/Sperry Overpass

*Conceptual rendering; subject to change.*





# ATTACHMENT D-1

## Recommended Alternative 2 - Northerly Point-of-Access(P-Hook)

*Conceptual rendering; subject to change.*



San Fernando Rd

W San Fernando Rd

Fairmont Ave

ALPINE  
134

# ATTACHMENT D

## Recommended Alternative 2 - Northerly Point-of-Access(J-Hook)

*Conceptual rendering; subject to change.*





Board Report

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File #:2015-0954, File Type:Motion / Motion  
Response

Agenda Number:20.1.

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**REGULAR BOARD MEETING  
JUNE 25, 2015**

**Motion by:**

**Ara Najarian**

June 17, 2015

**Item #20, File ID 2015-0339  
Doran Street & Broadway/Brazil Safety & Access Project**

In response to the actions of the California Public Utilities Commission, Metro has been developing a grade separation that will allow the closure of the Doran Street and Broadway/Brazil at grade crossings. Several alternatives have been examined that would provide this closure and allow two points of access into the area west of the railroad right-of-way.

Local residents have expressed concerns that Alternatives 2 will place additional traffic into neighborhoods where there is currently minimal traffic. Consequently, the community has raised options for Alternative 2 that should be further studied. These options included the elimination or reconfiguration of the Fairmont Connector portion of Alternative 2.

Alternative 2 as presented to the Board provides the most opportunity for safety and mobility in the area. However, there is a possibility that this alternative will direct additional traffic into neighborhoods where there is currently minimal traffic. Furthermore, it appears that there are ways of providing the necessary access to the area with minimal impacts to the community.

**APPROVED Najarian Motion** to amend Item 20 so that staff proceeds with the Alternative 2 environmental work with the following stipulations:

- A. Staff to work with the City of Glendale and the City of Los Angeles on furthering this alternative;
- B. Staff to examine the access to the area without the Fairmont Connector; and
- C. Staff to report to the Metro Board periodically on progress in developing an alternative that meets the short term and long term goals of the region and local communities.

# ATTACHMENT C

## Recommended Alternative - Salem/Sperry Overpass

*Conceptual rendering; subject to change.*





## Board Report

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File #: 2019-0747, File Type: Project

Agenda Number: 6.

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### PLANNING AND PROGRAMMING COMMITTEE OCTOBER 16, 2019

**SUBJECT: DORAN STREET AND BROADWAY/BRAZIL GRADE SEPARATION PROJECT**

**ACTION: APPROVE RECOMMENDATION**

#### **RECOMMENDATION**

APPROVE the Active Transportation Access for the Doran Street and Broadway/Brazil Grade Separation Project (refer to Attachment A).

#### **ISSUE**

In January 2017, the Metro Board approved the Doran Street and Broadway/Brazil Grade Separation Project with the Salem/Sperry Overpass and the Northerly Point of Access that includes a two-way traffic connection to Fairmont Avenue with a protected bike lane and sidewalk as the preferred alternative in the California Environmental Quality Act (CEQA)/National Environmental Pollution Act (NEPA) environmental documents (refer to Attachment B). Since then, staff determined the Northerly Point of Access structure was not able to include active transportation for it connects to the Fairmont Avenue Bridge that does not allow for non-motorized traffic.

The City of Los Angeles staff along with the City of Glendale staff preferred the active transportation of the Northerly Point of Access compromise of two separate proposed pedestrian/bicycle bridge structures. One pedestrian/bicycle bridge structure is called the River Walk Bridge and the other pedestrian/bicycle bridge structure is called River Access Bridge. Staff's recommendation is to approve the River Walk and River Access bridges which are designed to provide dedicated and safer pedestrian connectivity over the existing Verdugo Wash. In addition, staff is recommending approval of the active transportation on the Salem/Sperry Overpass (refer to Attachment C). The active transportation access creates an environment that encourages more residents, employees and visitors to choose non-motorized modes of transportation.

#### **DISCUSSION**

On August 28, 2017, the City of Glendale hosted a coordination meeting with the City of Los Angeles to propose the inclusion of active transportation elements into the Doran Street Grade Separation Project. All parties agreed on the importance of providing dedicated pedestrian connections to and along the Los Angeles River and adjacent trails.

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In January 2019, the California Transportation Commission (CTC) approved the award of \$16,319,000 million from Active Transportation Program (ATP) funds for the Doran Street Grade Separation Active Transportation Access Project, which is a component of the Doran Street and Broadway/Brazil Grade Separation project. All project stakeholders provided letters of support for the ATP grant with both the City of Glendale and Los Angeles including letters of intent to assume responsibility for maintenance and operations of the two active transportation structures once constructed. In April 2019, staff received an approved California Environmental Quality Act Statutory Exemption for Doran Street and Broadway/Brazil Grade Separation Project including the River Walk and River Access bridge structures. Staff will continue to seek federal, state and local grants to fund the Doran Street and Broadway/Brazil Grade Separation project.

The Active Transportation Access component for the project that comprises of the River Walk Bridge and the River Access Bridge will improve safety and increase non-motorized access between employment centers, residencies and newly developed recreational opportunities in an area that are currently land locked by the Los Angeles River, Interstate 5 and State Route 134 freeways, and the Antelope Valley Line railroad corridor with up to 90 trains per day. With train volumes in this corridor expecting to increase with planned improvements to the commuter and intercity rail service and eventual arrival of High Speed Rail service, a project like this is essential to minimize risk of bicycle and pedestrian collisions.

The River Walk Bridge will provide new access across the Verdugo Wash and under the State Route 134 freeway, connecting residents of North Atwater Village in Los Angeles directly to the new Glendale Narrows Riverwalk Trail along the Los Angeles River. Travelers in the opposite direction from Glendale will now have direct access to businesses and restaurants in Atwater Village without having to cross the railroad tracks. Future active transportations projects illustrate a Los Angeles River Bridge in the area that will provide access from the Glendale Narrows Riverwalk Trail to the Los Angeles Zoo and Autry Museum of the American West. The River Access Bridge is designed to provide a safer route spanning over the railroad corridor for the City of Glendale and Los Angeles residents and businesses alike.

### **DETERMINATION OF SAFETY IMPACT**

This active transportation component for the project will enhance safety along the commuter corridor and the Los Angeles River by providing two separate active transportation structures while allowing improved non-motorized circulation for the Atwater Village community and City of Glendale residents.

### **FINANCIAL IMPACT**

Adoption of the active transportation access to the Doran Street Grade Separation Project would have no impact to the FY20 budget at this time. Staff will work with Metro Planning to identify an additional ATP funding estimated at approximately \$8,681,000 required for the final design of the Doran Street Grade Separation Active Transportation Access Project with a total preliminary estimate at approximately \$25,000,000.

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## **IMPLEMENTATION OF STRATEGIC PLAN GOALS**

The recommendations support Metro Regional Rail's partnership with other rail operators to improve service reliability and mobility, provide better transit connections throughout the network and serves to implement the following strategic plan goals:

- Goal 1.2: Improve LA County's overall transit network and assets;
- Goal 2.1: Metro is committed to improving security;
- Goal 3.3: Genuine public and community engagement to achieve better mobility outcomes for the people of LA County; and
- Goal 4.1: Metro will work with partners to build trust and make decisions that support the goals of the Strategic Plan.

## **ALTERNATIVES CONSIDERED**

The Board could choose not to continue to complete the design documents for the active transportation components to the Doran Street Grade Separation Project. This alternative is not recommended due to the significant benefits this project provides to commuter rail transportation and active transportation. In addition, not recommending this alternative will risk the \$16 million in grant funding already awarded to this project.

## **NEXT STEPS**

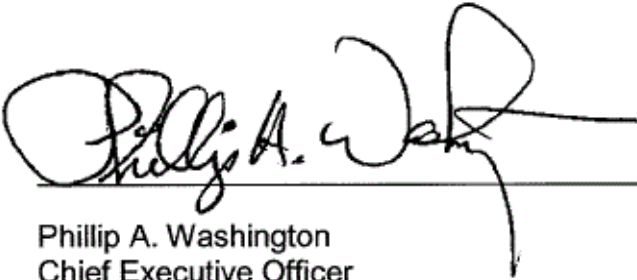
Staff shall report back to the board to program funding for the final design phase and return to the board should the final construction cost estimate exceed the ATP award of \$16.3 million.

## **ATTACHMENTS**

- Attachment A - Doran Active Transportation Conceptual Plan  
Attachment B - Doran Street and Broadway/Brazil Grade Separation Project  
January 2017 Board Report  
Attachment C - Salem Sperry Overpass

Prepared by: Brian Balderrama, Senior Director, (213) 418-3177  
Jeanet Owens, Senior Executive Officer, (213) 418-3189

Reviewed by: Richard Clarke, Chief Program Management Officer, (213) 922-7557



Phillip A. Washington  
Chief Executive Officer





## Board Report

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File #: 2019-0747, File Type: Project

Agenda Number: 6.

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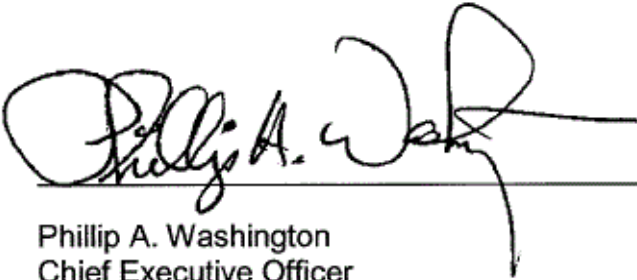
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