



Board Report

File #: 2026-0529, File Type: Project

Agenda Number: 13.

CONSTRUCTION COMMITTEE SEPTEMBER 16, 2026

SUBJECT: DORAN STREET GRADE SEPARATION PROJECT LIFE OF PROJECT BUDGET

ACTION: APPROVE RECOMMENDATION

RECOMMENDATION

AUTHORIZE the Chief Executive Officer to:

- A. ESTABLISH a Life-of-Project (LOP) budget for the Doran Street Grade Separation Project (Project) in the amount of \$116,242,594;
- B. NEGOTIATE and EXECUTE all contracts, modifications, and agreements up to the authorized LOP budget for the Doran Street Grade Separation Project; and
- C. AMEND the FY27 budget for the Doran Street Grade Separation Project by \$8,497,108 for a total of \$30,348,345.

ISSUE

The Doran Street Grade Separation Project (Project) has completed 100 percent final design plans, and it is in receipt of construction bids for the Segment 1 - City of Glendale portion of the Project. A phased and segmented procurement strategy is being implemented to meet financial, regulatory, right-of-way, and third-party coordination requirements. Staff is requesting Board approval of the LOP, which includes all phases of the Project from environmental, planning, and design to construction, including all third-party and soft costs.

Establishing the LOP budget is critical to meet the AB 180 statutory expenditure and reimbursement deadline of June 30, 2027, for the State Transit and Intercity Rail Capital Program (TIRCP) funds.

BACKGROUND

The Project serves a critical rail corridor utilized by Metrolink, Amtrak, Union Pacific, and future operations of the California High-Speed Rail. The Project will construct a new vehicle bridge

extending from West San Fernando Road in the City of Glendale, passing underneath State Route 134, and connecting to the existing Fairmont Avenue Bridge.

At its May 2011 meeting, the Board authorized \$6.6 million to improve safety at the intersection of Doran Street and the Metro-owned right-of-way. In 2014, the Broadway/Brazil crossing improvements were completed to provide the first safety enhancements for the project area. Due to the West San Fernando Road and Broadway/Brazil Street signalized intersection changing from stop control to a signalized configuration, the crossing experienced significant traffic congestion and a high volume of complaints from the public and business owners. Due to this congestion and associated safety issues, CPUC has required the closure of this crossing and to provide an alternate access to the affected public and business owners.

In 2015 (SB 348), the California Public Utilities Commission (CPUC) identified the Doran Street at-grade crossing as one of the most unsafe rail crossings in California. With 18 recorded pedestrian and vehicular incidents since 1976, the CPUC issued an initial ruling that Doran Street should be converted to a one-way westbound movement until the at-grade crossing can be closed permanently when the grade separation is built.

At its January 2017 meeting, the Board advanced the Doran Street and Broadway/Brazil Grade Separation Project that proposed the elimination of two at-grade rail crossings at the Doran Street and Broadway/Brazil Street intersections to alleviate traffic delay and congestion, reduce train horn noise, and improve vehicle and pedestrian safety and mobility. At its January 2021 meeting, the Board approved the advancement of the Doran Street Grade Separation Project and authorized advancement of final design and project development.

Environmental clearance for the Project has been completed. The Project received a California Environmental Quality Act (CEQA) Notice of Exemption in 2019 and a National Environmental Policy Act (NEPA) Categorical Exclusion determination from the FRA in 2025.

DISCUSSION

Findings

The Project addresses one of the most heavily trafficked and high-risk rail crossings in the region, where frequent train movements create conflicts with vehicles, pedestrians, and cyclists. The Project will eliminate the existing at-grade crossing and replace it with a grade-separated vehicle bridge, improving safety, reducing traffic delays, and enhancing rail operations and reliability.

Key components of the Project include construction of a grade-separated crossing, new roadway alignments, pedestrian and bicycle improvements, and coordination with regional rail operators.

The Project is being delivered using a Design-Bid-Build approach and is currently advancing through PS&E and Right-of-Way acquisition. To maintain project momentum and address differences in jurisdictional readiness, construction will be implemented in two segments, both of which are included in the requested LOP:

- Segment 1, within the City of Glendale, is further advanced and will proceed to construction first.
- Segment 2 within the City of Los Angeles is expected to be advertised for construction in Fall 2026.

Considerations

Approval of this action will allow Metro to proceed with construction activities while maintaining the project schedule.

The Project is partially funded through the State of California TIRCP funds. Establishing the LOP budget is critical to meet the AB 180 statutory expenditure and reimbursement deadline of June 30, 2027, for the TIRCP funds. Delays in advancing the Project, including delays in executing the grant agreement, would jeopardize access to committed State funding.

The proposed action will establish the LOP budget based on Metro Independent Cost Estimate for Segment 1, updated cost estimates associated with design development, and estimated construction costs of Segment 2, right-of-way activities, construction planning, and third-party coordination. Establishment of the LOP will support the timely advancement of the Project into construction.

The proposed LOP budget is comprehensive for the Project and encompasses phases from environmental review, planning, and design through construction. It includes all third-party and soft costs.

DETERMINATION OF SAFETY IMPACT

The Doran Street at-grade railroad crossing has a documented and longstanding history of serious safety incidents that establishes a clear and compelling need for grade separation. Since 1976, the crossing has experienced 18 train vehicle or train pedestrian collisions, resulting in five fatalities and at least one serious injury, prompting formal safety hearings and arbitrations by the CPUC. The crossing carries approximately 90 passenger and freight trains per day, including Metrolink commuter rail, Amtrak intercity service, and heavy freight traffic, a level of rail activity that the CPUC has consistently identified as presenting elevated and unacceptable risk for roadway users and pedestrians. Based on this collision history and operational context, the CPUC has repeatedly

classified Doran Street as a high-risk and hazardous crossing where continued at-grade operation poses ongoing safety concerns. CPUC Order Instituting Investigation on the Commission's Own Motion into Closure of the Highway-Rail At-Grade Crossing at West Doran.

The CPUC has further determined that interim safety measures are insufficient to address the long-term risks at the Doran Street crossing and has directed Metro to advance permanent grade separation as the sole effective safety remedy. Through multiple decisions and enforcement actions, including Resolution TED300 and Decision 1901008, the CPUC has conditioned continued interim operations on demonstrated progress toward ultimate closure of the at-grade crossing, most recently granting a time extension in January 2024 only after full construction funding was secured. The project also addresses broader regional and statewide rail safety objectives, as the corridor is expected to support increased passenger rail service and future highspeed rail operations, which are incompatible with at-grade roadway crossings. Accordingly, the Doran Street Grade Separation Project is necessary to comply with CPUC safety directives, eliminate a known collision hazard, and protect roadway users, pedestrians, and rail passengers both now and as rail service expands in the future.

Approval of this item advances the elimination of an at-grade crossing, directly reducing the potential for rail-related incidents and improving response times for emergency services. The Project is being designed in accordance with Metro and SCRRRA standards, state and federal requirements, and in compliance with the Americans with Disabilities Act.

FINANCIAL IMPACT

Adoption of the Project LOP would enable award of the construction contract for Segment 1, City of Glendale, thereby, assisting Metro achieve the period of performance requirements of the TIRCP grant (\$21,300,000) and be able to expend this grant to the extent possible.

Upon Board approval, the additional funds required for FY27 will be added to the adopted budget.

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

Impact to Budget

The Project is fully funded with \$116,242,594 in local, state and federal grants as shown in Attachment A - Funding and Expenditure Plan. These sources are not eligible for Metro bus or rail operating purposes.

EQUITY PLATFORM

The Project operates on Metrolink's Antelope Valley Line and is located at the boundary of the City of Glendale and the City of Los Angeles (Atwater Village area) serving areas designated as "moderate need" under the Metro Equity Need Index (MENI). The surrounding communities to the south, southeast, and north of the project area include approximately 68% low-income households, 20% households with no access to a vehicle, and up to 82% Black, Indigenous, and other People of Color (BIPOC) residents.

By eliminating the at-grade crossing, the Project will directly benefit communities in the Cities of Glendale and Los Angeles by improving safety, mobility, and access across a heavily utilized rail corridor.

The Project will more broadly benefit and serve commuters on a critical rail corridor utilized by Metrolink and Amtrak, Metrolink serves as a primary commuter rail system connecting various counties and cities, including Los Angeles. According to Metrolink's 2025 Onboard Survey, the median household income of Antelope Valley Line riders is \$40,823. Systemwide, 39% of Metrolink riders report annual household incomes below \$50,000. The survey also found that the average Metrolink rider is 51 years old and that Hispanic riders comprise 40% of systemwide ridership, making them the largest ethnic group of Metrolink riders.

This Project will enhance accessibility in alignment with American with Disabilities Act (ADA) requirements by acquiring right of way to construct sidewalks and ADA ramps.

VEHICLE MILES TRAVELED OUTCOME

VMT and VMT per capita in Los Angeles County are lower than national averages, the lowest in the SCAG region, and on the lower end of VMT per capita statewide, with these declining VMT trends due in part to Metro's significant investment in rail and bus transit.* Metro's Board-adopted VMT reduction targets align with California's statewide climate goals, including achieving carbon neutrality by 2045. To ensure continued progress, all Board items are assessed for their potential impact on VMT.

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

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

This Board item will likely increase VMT in LA County, as it includes planning that encourages driving

alone or increased vehicle travel by rerouting cars to longer roads and removing some pedestrian and bicycle access which therefore slightly worsens VMT. However, this project does enable some more reliability and possibly more frequent rail service in the future, which could have the effect of reducing VMT, but those improvements to rail service are not included as part of this project. Similarly, future phases of work are planned to build a ped bridge across the soon-to-be-closed west leg of the intersection and the rail crossing. This could mitigate the loss of multimodal access noted above, which could have the effect of reducing VMT, but those improvements to pedestrian access are not included as part of this project.

Although this item may not directly contribute to the achievement of the Board-adopted VMT Reduction Targets, the VMT Targets were developed to account for the cumulative effect of a suite of programs and projects within the Metro region, which individually may induce or increase VMT. Additionally, Metro has a voter-approved mandate to deliver multimodal projects that enhance mobility while ensuring the efficient and safe movement of people and goods.

IMPLEMENTATION OF STRATEGIC PLAN GOALS

Recommendation supports the following strategic plan goals:

- Goal 1.2: Improve LA County's overall transit network and assets;
- 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

The Project will improve safety and mobility by eliminating an at-grade rail crossing and enhancing connectivity for all users, including pedestrians, cyclists, and motorists.

ALTERNATIVES CONSIDERED

The Board may choose not to move forward with approval of the LOP budget. This is not recommended as the LOP is based on actual bids for Phase 1 that provide accurate construction costs. Also, the LOP budget approach is consistent with Metro's capital project delivery approach. Additionally, schedule delays and cost overruns will occur if the LOP budget is not approved

Given the safety concerns at the Doran Street at-grade crossing, not moving forward with this action would not allow Metro to meet CPUC requirements to pursue closure of the at-grade crossing, and would fail to improve safety conditions for vehicles, pedestrians, and rail operations, and would not address ongoing traffic delays or emergency access constraints in the corridor.

Additionally, if this action is deferred, Metro would not be able to meet the grant reimbursement requirements of the State Transit and Intercity Rail Capital Program Cycle 6 award in the amount of \$21,300,000. Delays may jeopardize committed State funding and create a potential funding gap.

NEXT STEPS

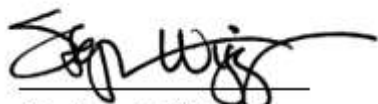
Upon Board approval of the LOP budget, staff will award the construction contract for Segment 1 in the City of Glendale and begin construction of the project. In addition, staff will issue the Invitation for Bid (IFB) documents for Segment 2 in the City of Los Angeles.

ATTACHMENT

Attachment A - Doran Street GS Funding and Expenditure Plan

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ATTACHMENT A

Doran Street Grade Separation Project Funding/Expenditure Plan

	Proposed LOP Budget	Prior Years	FY27	FY28	FY29	FY30	Total	% of Total
(\$ in millions)								
Uses of Funds								
Planning, Environmental & Preliminary Engineering	2.9	2.9	-	-	-	-	2.9	2.5%
Final Design	9.9	5.9	3.2	0.4	0.3	0.1	9.9	8.5%
Right-of-Way	5.9	1.4	3.0	1.5	-	-	5.9	5.1%
Construction Management Support and Other Soft Costs*	24.0	4.8	3.5	7.2	6.5	2.1	24.0	20.7%
Construction	60.8	-	17.5	20.0	14.3	9.0	60.8	52.3%
Contingency	12.7	-	3.2	3.2	3.2	3.2	12.7	10.9%
Total Project Cost	116.2	15.1	30.3	32.3	24.2	14.3	116.2	100.0%
Sources of Funds								
Measure R 3%	61.8	13.9	7.1	17.6	13.8	9.5	61.8	53.2%
Railroad Crossing Elimination (FRA-RCE)	33.1	0.9	2.3	14.7	10.4	4.9	33.1	28.5%
Transit and Intercity Rail Capital Program (TIRCP)	21.3	0.3	21.0	-	-	-	21.3	18.3%
Total Project Funding	116.2	15.1	30.3	32.3	24.2	14.3	116.2	100.0%

* Other soft costs include metro labor, legal, 3rd party testing, and etc.



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PROJECT BUDGET**

Construction Committee, September 16, 2026

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- A phased and segmented procurement strategy is implemented to meet regulatory, right-of-way, and third-party coordination requirements.
- The requested LOP includes all phases of the Project from environmental, planning, and design to construction, including all third-party and soft costs.
- Establishing the LOP is critical to meet the AB 180 statutory expenditure and reimbursement deadline of June 30, 2027, for TIRCP funds.

BACKGROUND

- In 2015, CPUC identified the Doran Street at-grade crossing as one of the most unsafe rail crossings in California.
- The corridor is utilized by Metrolink, Amtrak, Union Pacific, and future California High-Speed Rail operations.
- The Project will construct a new vehicle bridge from West San Fernando Road in Glendale, passing underneath SR-134, and connecting to the existing Fairmont Avenue Bridge.
- Environmental clearance is complete: CEQA Notice of Exemption (2019) and FRA NEPA Categorical Exclusion (2025).

PROJECT DELIVERY STRATEGY

- Design-Bid-Build approach with construction implemented in two segments.
 - Segment 1 – City of Glendale: further advanced and will proceed to construction first.
 - Segment 2 – City of Los Angeles: expected to be advertised for construction in Fall 2026.
- Delays in advancing the Project would jeopardize access to committed State funding.

NEXT STEPS

Upon Board approval of the Life-of-Project (LOP) budget, staff will:

1. Award the construction contract for Segment 1, City of Glendale.
2. Issue the Invitation for Bid (IFB) for Segment 2, City of Los Angeles.