

**Metro**

Metropolitan Transportation Authority

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Los Angeles, CA 90012-2952213.922.2000 ext
metro.net**PLANNING AND PROGRAMMING COMMITTEE
JANUARY 16, 2008****SUBJECT: 2008 LONG RANGE TRANSPORTATION PLAN FOR
LOS ANGELES COUNTY****ACTION: APPROVE PRELIMINARY RECOMMENDATIONS FOR
DRAFT 2008 LONG RANGE TRANSPORTATION PLAN****RECOMMENDATION**

Approve projects and programs as shown in Attachment A for inclusion in the Draft 2008 Long Range Transportation Plan (LRTP) for Los Angeles County for public review and comment.

ISSUE

Staff is in the process of updating the LRTP for Los Angeles County. Staff has developed preliminary recommendations for the Constrained (funded) and Strategic (unfunded) LRTP projects for Board consideration. Subject to Board approval of the preliminary recommendations as contained in this Board report, the Draft 2008 LRTP will be prepared and released for a 45-day public review period in late March.

The LRTP update process has demonstrated that substantial shortages of transportation funds exist in Los Angeles County and that new funding sources are necessary to implement a wide range of projects and mobility strategies that are beyond available funding. The Draft 2008 LRTP sets the stage for identifying new funding strategies for consideration and a package of First Priority Strategic Projects should additional funding become available.

POLICY IMPLICATIONS

LACMTA is responsible for transportation planning and programming in Los Angeles County, in accordance with Government Code Section 130051. The purpose of the LRTP is to set the long-term direction necessary to proceed with project planning, design and engineering for projects that are candidates for future programming. State and federal transportation agencies require the LRTP to cover a minimum of a twenty-year period.

The Draft 2008 LRTP is an update to the 2001 LRTP and is consistent with the previously adopted "balanced plan" approach that optimizes the multi-modal performance of a mix of projects and programs while being financially constrained. Countywide Planning and

Development has updated the financial forecast and mobility performance analysis that supports the Constrained preliminary recommendations for the Draft 2008 LRTP. As a result of the updated financial forecast, it is clear that additional funds are needed not only to maintain and operate the existing system, but to pursue the ever-growing demand for new and unmet transportation and air quality improvements.

FINANCIAL IMPACT

Overall, the Draft 2008 LRTP forecasts \$152.5 billion in revenues and an estimated \$152.5 billion in expenditures. Projects approved through the LRTP process require further Board approval at key milestones in the project development process, leading up to project implementation. The 2008 Draft LRTP preliminary recommendations will have no impact on the FY 2008 Budget.

The recent financial forecast conducted by staff includes substantial near-term transportation capital improvement cost increases related to rising commodity, energy, and surety costs. In addition, recent State legislation and anticipated federal funding decreases related to the declining federal Highway Trust Fund balance have forced us to look to local borrowing for near-term transportation capital projects. To optimize LRTP results, staff assumed that Proposition C 25% debt policy caps established by the Board will be lifted as necessary. While similar assumptions have been made in the past and were ultimately not necessary due to project delays unrelated to funding, staff believes that the Board will need to raise the cap as early as 2013 based on the current financial forecast in this Draft 2008 LRTP.

Approach to Metro Transit Operating and Capital Structural Deficit

The financial forecast of the Draft 2008 LRTP is an analysis of countywide projected revenues and costs through the Plan's 2030 horizon date. As the largest cost portion of the forecast is for our transit service, the assumptions regarding how our transit operating and capital structural deficit is resolved continue to be critical aspects of the financial forecast. The Draft 2008 LRTP preliminary recommendations have made the assumption that we will achieve a 33% fare recovery ratio by FY 2012 and maintain it.

ALTERNATIVES CONSIDERED

The Board can approve the Draft 2008 LRTP preliminary recommendations, or may choose a different combination of programs and projects that the Board believes better meets the future mobility needs of Los Angeles County. However, we do not recommend this option, as the preliminary recommendations contained in the Draft 2008 LRTP maintain the 2001 LRTP commitments and propose a balanced package of high priority projects should additional funding be realized.

DISCUSSION

The Draft 2008 LRTP updates and is consistent with our 2001 Long Range Transportation Plan. The Draft 2008 LRTP incorporates past Board commitments, including all projects approved by the Board in the 2001 LRTP, as well as recent Board actions regarding fares and the Fiscal Year 2008 Budget. The Draft 2008 LRTP will serve as the primary transportation planning tool to guide further transportation investments throughout Los Angeles County through 2030. The Draft 2008 LRTP will also address significant changes that have occurred since the 2001 LRTP, including growth patterns, the latest technical assumptions, climate change issues, and the uncertain transportation funding environment.

The LRTP is a key element of our planning process, as it proactively identifies transportation needs and challenges that Los Angeles County will face through 2030. The LRTP is periodically updated to ensure that transportation decisions are based on a plan that contains current data and assumptions.

Background

An early step in the LRTP update process was to conduct a system and corridor performance analysis, as well as to update the Plan's financial assumptions. In May 2006, the Board approved project performance criteria for planning and evaluating transportation projects to determine whether they should be included in the LRTP update. Also, at the May 2006 Board meeting, an outline of the financial outlook through the Plan's 2030 horizon date was presented. Similar to the 2001 LRTP, the Draft 2008 LRTP includes a "Constrained Plan" that identifies those projects for which current funding has been assigned, as well as a "Strategic Plan" that identifies those projects that could be funded if additional funding becomes available.

During summer 2006, our LRTP financial forecast changed because the State Legislature and the Governor added Proposition 1B to the November 2006 ballot. The Plan development schedule was delayed to capture the election outcome. Our updated financial assumptions and the attendant analysis were reviewed by the Board in February 2007 and identified \$6.6 billion in uncommitted funding that could be used for new transportation initiatives. Our LRTP financial assumptions were updated again and presented to the Board in August 2007, after the Board action in May 2007 to raise the fare recovery ratio target to 33%.

The Draft 2008 LRTP presented to the Board in January 2008 reflects another update to the LRTP financial assumptions in order to adequately address the rising construction costs over the past several years for all capital construction projects. The cost of building transportation infrastructure rose dramatically in FY 2004 and FY 2005 due to increased commodity, energy, and surety costs. For example, California's highway construction costs rose by 88% between 2003 and 2006, according to the California Department of Transportation (Caltrans). Also contributing to higher costs is contractor scarcity, which coupled with high demand for projects, has had an upward pressure on escalation rates.

There are now signs of relief as the average number of bidders increases and the housing slow-down frees up contractor resources for infrastructure bids.

Another change to the LRTP financial assumptions is the substantial shortages of transportation funds for Los Angeles County due to continuing shortfalls in the State's General Fund. Similar shortfalls are forecasted for federal funds due to expenses for the war and the declining value of the gas tax.

Preliminary Recommended "Constrained" Draft 2008 Plan

The updated financial forecast provided for an estimated \$152.5 billion to be available from federal state, and local revenue sources between 2005 and 2030. However, due to the significant increase in construction costs for capital projects combined with uncertain state and federal revenue sources, all of this funding is already committed through the Board-approved 2001 LRTP and other subsequent Board actions for transportation projects and transit service.

The Draft 2008 LRTP preliminary recommendation is consistent with the 2001 LRTP recommendations for a balanced transportation program (i.e., highway, transit, non-motorized forms of transportation), with an emphasis on public transit to help meet growth in travel. This "balanced plan" approach optimizes the multi-modal performance of a mix of projects and programs while being financially constrained. In developing the 2001 LRTP recommendations, various countywide alternatives were evaluated using the transportation demand model. These alternatives consisted of different strategies for meeting future travel demand and were evaluated for their mobility benefit.

New Funding is Needed

The update process has shown us that public resources are extremely limited and inadequate to meet our mobility needs. Los Angeles County is constantly being confronted with significant funding challenges due to the uncertainty of funding from both state and federal resources. Existing and future transportation funding must be protected to avoid further revenue cuts.

Second, the Draft 2008 LRTP calls for proactive and innovative options for generating new revenue that would help fully implement the Constrained Plan plus new First Priority Strategic Projects. Some options will include pursuing opportunities such as public-private partnerships, tolls/congestion pricing, increasing local sales tax, a countywide congestion mitigation fee, and other mechanisms.

First Priority Strategic Projects

Staff has identified a package of high-priority, near-term projects. In highlighting these projects, staff looked at a number of considerations. Staff included projects that were strong in one or more of the following areas:

- Performance – ranked very high in the LRTP performance ranking and/or Caltrans highway priorities
- Readiness – project is well-defined or studies are underway. Community support is expect and extensive acquisition of homes or businesses are not expected
- System Connectivity and Geographic Balance – project makes a critical connection and/or provides regionwide geographic balance. It does not duplicate existing corridors
- Goods Movement – project makes a significant contribution to enhanced goods movement
- Public/Private Partnership – project has potential for substantial private-sector contribution

The First Priority Strategic Projects form a package that we think may be affordable within reasonable expectations of new funding source levels. Additional projects that were not recommended as First Priority Strategic Projects would still be included in the Strategic Plan as candidates for additional study or funding in the longer-term.

Elements of the Document for the Draft 2008 LRTP

Major Themes The document will begin with a two-page spread for each the four major themes that frame and highlight the overall long-term goals outlined in the 25-year vision for Los Angeles County including:

- Mobility
- Environmental Challenge
- Goods Movement
- Financial Challenge

Historical Overview Next is a historical review of what has been accomplished looking back over the last twenty-five year period. Maps and text will show how the transportation system in Los Angeles County has evolved over the last 25 years. Some examples include the implementation of the first carpool lane in 1980 on the El Monte Busway, the first fixed guideway in 1990 with the opening of the Metro Blue Line, to more recent innovations such as the Metro Rapid program.

Sustainability and Climate Change A section will also address sustainability and climate change goals and will highlight how the Board is actively engaged in policy recommendations and other initiatives (Clean Air Task Force, Ad Hoc Sustainability & Climate Change Committee, and Ad Hoc Congestion Reduction Pricing Committee). The section will also provide examples of how we continue to be an environmental leader through existing commitments and operational activities, as well as discuss proposed new initiatives.

Planning Process This section will describe the planning process that LACMTA, as the state-designated transportation planning and programming agency for Los Angeles County, used to update the LRTP. First, the LRTP planning process analyzes the

projected performance of the transportation system both now and in the future, using existing and future population and employment forecasts. The population and employment forecast incorporated into the Draft 2008 LRTP are from the 2004 SCAG-adopted socio-economic forecast that predicts where people will live and work in Los Angeles County by 2030. The Draft 2008 LRTP will contain the required element describing the updated financial forecasts from 2005 to 2030 for revenue assumptions, expenditures, and need for new sources of transportation revenue sources.

Transportation Program Recommendations Next, a two-page spread of the plan will lay out the 25-year vision for Los Angeles County's major transit and highway system. This section will be followed with two-page spreads for each mode in the County's transportation system including public transportation, highways, arterials, freight movement, systems management, demand reduction strategies, bikeways and pedestrian connections. The multi-modal chapters will provide updated project and program recommendations for major programs and projects, acknowledge new planning studies and integrate Board actions since the last plan, (e.g., transit fare recovery ratio, Board-directed transit corridor studies, and Multi-County Goods Movement Action Plan).

Subregional Component The Draft 2008 LRTP will also update the subregional chapter to describe the diverse characteristics, and transportation needs of Los Angeles County's nine subregional planning areas. The subregions have also submitted lists of priority projects in their areas which are included in the technical document that is part of the LRTP.

System Performance And finally, the Draft 2008 LRTP will provide a section that lays out the benefits of the Plan by looking at how it will improve mobility and air quality on a countywide basis, as well as how the Plan provides improved access to transit and jobs for low-income, transit-dependent and minority populations.

Consultation and Outreach Effort

The 2008 Draft LRTP was developed under the leadership and guidance of the Board. We also coordinated directly with its many stakeholders, including the nine sub-regions, Southern California Association of Governments, Caltrans, Metrolink, and municipal and local transit operators. We also regularly consulted with the Technical Advisory Committee and its subcommittees.

An early step in the LRTP update process was to coordinate with the sub-regions regarding sub-regional transportation priorities and their perspectives. We revisited the LRTP subregional chapters and are currently working with each subregion to ensure the Draft 2008 LRTP represents each of the county's distinct geographic areas and transportation needs.

NEXT STEPS

Upon Board approval of the preliminary recommendations for project and programs as contained in this Board report, we will proceed with final production requirements and

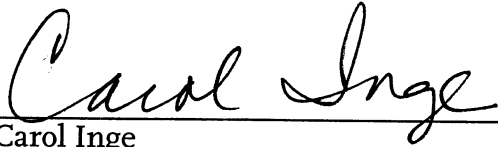
release the Draft 2008 LRTP in late-March 2008 for a 45-day public review period. The Draft LRTP will also be posted on the internet for the public to review. In addition to coordination with the nine sub-regions, we will conduct community outreach meetings during the 45-day public review period utilizing our five Service Sectors Governance Councils, as well as conduct several outreach meetings at our downtown Headquarters location. We will also distribute notifications of the scheduled community outreach meetings through "Take Ones" on buses and rail lines and place ads for scheduled workshops in culturally diverse newspapers.

Upon review of comments received during these outreach efforts, a final recommendation will be submitted to the Board for final approval in June 2008. Finally, we are working closely with Southern California Association of Governments (SCAG) to ensure that both the Draft and Final 2008 LRTP recommendations are incorporated into the SCAG's 2008 Regional Transportation Plan for the six-county Southern California region.

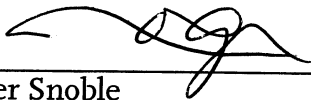
ATTACHMENTS

A. List of Constrained and Strategic Recommended Projects

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Public Transportation Recommendations

Recommended Plan (Transit)	In Millions (Escalated to year of Expenditure)	Open Year ⁶
Buses		
Metro Bus Fleet of 2,819 ^{1,5}	\$6,010	2005-2030
Muni Bus Fleet of 1,596 ^{2,5}	\$3,305	2005-2030
Bus Rapid Transit		
San Fernando Valley North-South (Metro Orange Line Canoga Extension, and/or arterial bus speed improvements) ⁵	\$298	Phase I - 2016 Phase II - 2026
Wilshire Boulevard Bus Rapid Transitway Construction ⁵	\$200	2026
Metro Rail		
Metro Gold Line Eastside Light Rail Transit (LRT) ⁵	\$899	2010
Exposition LRT Phase I (from 7 th Street Metro Center to Culver City) ⁵	\$862	2010
Exposition LRT Phase II (from Culver City to Santa Monica) ⁵	\$1,632	2016
Crenshaw Boulevard Corridor ^{3,5}	\$1,057	2025
Other Miscellaneous Public Transportation Projects		
Access Services Incorporated (paratransit)	\$3,511	2005-2030
MetroLink-subsidy ⁴	\$2,288	2005-2030
New airport bus division ⁵	\$75	2018
People Mover to LAX funded by others	\$0	2030
Rail rehabilitation and replacement	\$3,953	2005-2030
Transit project contingency/new rail yards/additional rail cars	\$1,400	2009-2026
Early Years Environmental Studies	\$64	2007-2010
Union bus division ⁵	\$85	2010
Public Transportation Draft Plan Estimated Total	\$25,639	

¹ 2,819 40-Foot Equivalent Metro Buses in 2030. The actual number of buses operated is 2,331.

² 1,596 40-Foot Equivalent Muni Buses in 2030. The actual number of buses operated is 1,660.

³ Technology to be determined; cost assumes LRT.

⁴ Includes rehabilitation; does not include \$1,015 million in MetroLink fares and other non-Metro funds.

⁵ Capital costs only.

⁶ Fiscal Year (July to June)

Public Transportation Recommendations (cont.)

First Priority Strategic Projects (Transit) *
<p>Regional Connector</p> <p>Metro Subway Westside Extension to La Cienega</p> <p>Harbor Subdivision Arterial Rail Technology (ART) between LA Union Station and Metro Green Line Aviation Station</p> <p>Metro Subway Westside Extension from La Cienega to City of Santa Monica</p> <p>Metro Gold Line Eastside Extension from Atlantic/Pomona Station to City of Whittier</p> <p>Metro Gold Line Foothill Extension from Sierra Madre Villa Station to Duarte (with Metrolink connection)</p> <p>Metro Green Line Extension to LAX</p> <p>Metro Green Line Extension from Redondo Beach Station to South Bay Galleria</p>
Strategic Projects (Projects listed in alphabetical order)
<p>Burbank/Glendale Light Rail from LA Union Station to Burbank Metrolink Station</p> <p>I-405 Corridor Busway between Metro Orange Line Sepulveda Station and Metro Green Line Aviation Station</p> <p>Metro Gold Line Foothill Extension from Duarte to Montclair</p> <p>Metro Green Line Extension from LAX to Expo Santa Monica Station</p> <p>Metro Green Line Extension between Norwalk Station and Norwalk Metrolink Station (Elevated or Underground)</p> <p>Metro Green Line Extension between South Bay Galleria and Pacific Coast Hwy Harbor Transitway Station</p> <p>Metro Red Line Extension from North Hollywood Station to Burbank Airport Metrolink Station</p> <p>Silver Line Light Rail between Metro Red Line Vermont/Santa Monica Station and City of La Puente</p> <p>SR-134 Transit Corridor BRT between Metro Red Line North Hollywood Station and Metro Gold Line Del Mar Station</p> <p>Vermont Corridor Subway</p> <p>West Santa Ana Branch ROW Corridor Maglev between LA Union Station and Santa Ana Metrolink Station</p> <p>Yellow Line Light Rail between Metro Red Line North Hollywood Station and Regional Connector 3rd/Flower St Station</p>
Strategic Programs
<p>New Metro Rapid Expansion Corridors (Venice Bl., Sunset Bl., Avalon Bl., West Third St.)</p> <p>Arterial Bus Lanes</p> <p>Metrolink Strategic Estimate</p>

* After Baseline projects, including Call for Projects, are on optimal schedules

Attachment A

Highway Recommendations

Recommended Plan (Highway)	In Millions (Escalated to year of Expenditure)	Open Year ¹
Freeway Improvements and Gap Closures		
I-710 Fwy. Improvements: Pacific Coast Hwy. to Downtown Long Beach	\$7	2008
Extend SR-90 Fwy. to halfway between Culver Blvd. & Mindanao Way	\$24	Open
SR-138 Widening (7 of 13 segments)	\$215	2007-2023
SR-71 Freeway: I-10 to Mission Blvd.	\$115	2027
SR-71 Freeway: Mission Blvd. to Rio Rancho Rd.	\$330	2029
Carpool Lanes		
I-405 Carpool Lanes: I-105 to SR-90	\$50	Open
I-405 Carpool Lanes: SR-90 to I-10	\$170	2010
I-405 SB Carpool/Auxiliary Lane: Waterford St. to I-10	\$50	2009
I-405 NB Carpool Lane: Greenleaf St. to Burbank Blvd.	\$6	Open
SR-60 Carpool Lanes: I-605 to Brea Canyon Rd.	\$153	2010
I-10 Carpool Lanes: I-605 to Puente Ave.	\$191	2012
I-10 Carpool Lanes: Puente Ave to Citrus Ave.	\$182	2015
I-10 Carpool Lanes Citrus Ave. to SR-57	\$192	2015
I-5 Carpool Lanes: SR-14 to SR-118	\$89	2009
I-5 Carpool Lanes SR-118 to SR-170	\$311	2012
I-5 Carpool Lanes: SR-170 to SR-134	\$610	2012
SR-14 Carpool Lanes: Pearblossom Hwy. to Avenue P-8	\$41	Open
SR-14 Carpool Lanes: Avenue P-8 to Avenue L	\$120	2027
I-405 NB Carpool Lanes: I-10 to US-101	\$950	2015
I-5 Carpool & Mixed Flow Lanes: I-605 to Orange County Line	\$1,155	2017
Freeway Interchanges		
US-101 Freeway & Ramp Realignment to Center St.	\$41	Open
I-5/SR-126 Interchange Reconstruction (Phases 1 & 11)	\$72	2008
I-5/Carmenita Rd. Interchange Improvement	\$252	2014
SR-57/SR-60 Mixed Flow Interchange	\$475	2029
Carpool Connectors		
SR-57/SR-60 Carpool Lane Direct Connector	\$71	Open
I-405/US-101: Connector Gap Closure near Greenleaf St.	\$46	Open
I-5/SR-14 Carpool Lane Direct Connector	\$157	2013
I-5/I-405 Carpool Lane Direct Connector	\$330	2029
Other Freeway Improvements		
Freeway Project Contingency	\$818	2009-2030
Soundwalls	\$979	2005-2030
Freeway Rehabilitation		
Caltrans administered SHOPP	\$4,602	2005-2030
Highway Operations		
Freeway Service Patrol	\$716	2005-2030
SAFE	\$205	2005-2030
Draft Plan Estimated Total	\$13,725	

¹ Fiscal Year (July to June)

Highway Recommendations (cont.)

First Priority Strategic Projects (Highway) *
SR-710 Gap Closure I-710 South I-5 HOV and Truck Lane: SR-14 to Parker Rd. High Desert Corridor Freeway Operational Improvements (Auxiliary Lanes)
Strategic Projects (Sorted by Route Number)
I-5 Carpool & Mixed Flow Lanes: I-605 to I-710 I-5 HOV and Truck Lane Improvements: Parker Rd. to Kern County Line I-10 Carpool Lanes: Lincoln Blvd. to I-5 SR-14: I-5 to Kern County Line (Carpool and mixed flow improvements) SR-57 Carpool Lanes: SR-60 to I-210 SR-60 Carpool Lanes: US-101 to I-605 US-101 Corridor: Add Carpool Lane in each direction between SR-27 (Topanga Cyn. Blvd.) and SR-2 in Downtown Los Angeles and restripe for Mixed Flow lane in each direction between SR-27 and Ventura County Line US-101: Add Carpool Lane in each direction between SR-27 and the Ventura County Line (This would be in addition to the mixed flow lane proposed in the project above). SR-138: I-5 to SR-14 (Add 2 mixed flow lanes in each direction) SR-138: Pearblossom Hwy to San Bernardino County Line: Widen to 4 lanes I-405 NB Carpool Lane: Hawthorne Blvd. to I-105 I-405 SB Carpool Lane: Rosecrans Ave. to Inglewood Ave. I-605 Carpool Lanes: I-210 to I-10 High Desert Corridor North/South: SR-14 to SR-138
Freeway Interchanges
I-5/Rt 2 I-5/I-10 I-5/SR-14 I-5/SR-134 I-5/SR-170 I-5/I-405 US-101/SR-170 US-101/SR-170/SR-134 (complete two connectors) I-405/US-101

* After Baseline projects, including Call for Projects, are on optimal schedules

Attachment A

Strategic Projects (Cont.)
HOV Connectors
I-5/I-605 (partial connector – from west to south and from west to north) I-10/I-605 (partial connector – from east to south and from west to south) SR-60/I-605 (partial connector – from east to south and from east to north) SR-91/I-110 (partial connector – from east to south and from east to north) SR-91/I-605 (all) I-105/I-605 (partial connector – from west to north and from west to south)
Other Highway Needs
Additional Caltrans corridors not included in Metro's performance evaluation (see technical document) Additional Soundwalls

Major Baseline Programs

Use (Metro controlled \$'s in millions)	Total	Years
Metro Transit Operations	\$ 41,483	Thru 2030
Debt service (Props A & C)	\$ 14,606	Thru 2030
Municipal & non-Metro bus operations (including MOSIP thru 2030 and Local Return to cities)	\$ 13,402	Thru 2030
Metro Bus Capital	\$ 6,010	Thru 2030
Rehabilitation of Metro rail system	\$ 3,953	Thru 2030
2007 and future Calls for Projects	\$ 4,215	FY 08-30
	\$ 273	FY 14-16
	\$ 469	FY 17-19
	\$ 1,484	FY 20-25
	\$ 1,536	FY 26-30
ASI (paratransit)	\$ 3,298	Thru 2030
Municipal bus capital	\$ 3,016	Thru 2030
Metrolink (ops and capital)	\$ 2,288	Thru 2030
Retrofit soundwalls	\$ 979	Thru 2030
Metro Freeway Service Patrol	\$ 716	Thru 2030
Transit contingency: rail/bus yards/rail cars/rail system improvements	\$ 225	FY 2009-10
Rail project escalation contingency	\$ 1,175	FY 2010-26
Highway project escalation contingency	\$ 818	FY 2009-24
Safety Net (Immediate Needs) Program increase	\$ 117	Thru 2030
Alameda Corridor East	\$ 280	FY 2005-15
New airport bus division	\$ 75	FY 2016-18
Union bus division	\$ 85	FY 2005-10
Planning for new projects	\$ 64	FY 2007-10
Transit studies for new projects	\$ 50	FY 2025-28