

**Metro**Los Angeles County  
Metropolitan Transportation AuthorityOne Gateway Plaza  
Los Angeles, CA 90012-2952202-320-7000  
metro.net**PLANNING AND PROGRAMMING COMMITTEE  
OCTOBER 16, 2013****SUBJECT: UNION STATION MASTER PLAN****ACTION: APPROVE RECOMMENDATIONS****RECOMMENDATIONS**

- A. Approve the configuration consisting of the East/West Concourse and the relocation of Patsaouras Bus Plaza to the North/South Bus Facility ("Preferred Approach") for further development of the Union Station Master Plan (USMP); and
- B. Authorize the CEO to execute Contract Modification No. 2 to Contract No. PS4330-2863, Union Station Master Plan, with Gruen Associates to include additional planning services for the USMP in the amount not-to-exceed \$800,000, increasing the total contract value from \$4,418,401 to \$5,218,401; and
- C. Amend the FY14 budget to add an amount not-to-exceed \$800,000 to cost center 4530, Project 405557 (USMP), as finally negotiated for the contract modification.

**ISSUE**

In June 2012, Metro awarded Contract No. PS4330-2863 to Gruen Associates for the USMP and the contract was executed July 27, 2012. The initial task culminated in a Program that refined the goals and objectives for the USMP and identified three large transport components to be studied in the second task, development of "Draft Approaches." The now completed Draft Approaches task has resulted in four site planning approaches. In 2013, these approaches were presented at two Community Workshops (May 2<sup>nd</sup> and August 1<sup>st</sup>) and at a special Board Workshop on September 18<sup>th</sup>. Board approval of a Preferred Approach is now necessary to allow a refined Master Plan to be developed and to set the direction for other pending capital projects on the property.

During the second task, additional services were identified to support development of the final USMP including implementation of a critical near term wayfinding and signage program for Los Angeles Union Station (LAUS). A contract modification is required to incorporate these additional services.

## **DISCUSSION**

In June 2012, the Board selected the master planning team lead by Gruen Associates and Grimshaw Architects for the development of the USMP. The USMP is a long range plan that will guide the future development of LAUS as a world class transit hub, serving the Los Angeles region and beyond, and reinforcing the idea that transit hubs can be iconic places of extraordinary design. Once adopted, the USMP is expected to be implemented over time, as funding becomes available, but should also guide other immediate and longer term operational and capital decisions at the Station.

### **Task 1: Data Collection and Development of the Program**

Task I of the master planning process included extensive outreach to stakeholders and collection and analysis of data and information. The deliverables included nine technical memoranda and a program offering both principles and specific programming elements to guide the development of the Draft Approaches (Task II). Of the many issues identified in Task I, the ones that stood out as most critical and that drove the development of the approaches are:

- To meet the objectives of becoming both a world class transit facility and an iconic place requires a major rethinking of the approach to the property;
- The need to create capacity for projected increases in ridership; both in terms of circulation space and amenities;
- Bus operations on and adjacent to the site are inefficient, at capacity, experience extreme conflicts between buses, pedestrians and cars, and are lacking in offering a quality transit experience;
- Due to its height and large footprint, the station alignment proposed by the California High Speed Rail Authority (CHSRA) would significantly impact the historic character of LAUS, transit operations, and the passenger experience. The Master Plan is an opportunity to reconsider options for bringing High Speed Rail (HSR) to LAUS in a way that respects the historic station, seamlessly integrates transit connections and not only reduces urban impacts on surrounding communities but can contribute to great placemaking;
- LAUS is currently considered a disconnected eastern edge of Downtown Los Angeles. Prior efforts to create a self-contained district on the property were visionary but unsuccessful. Barriers to development include a lack of a meaningful east/west connection through the site, a pedestrian unfriendly connection to El Pueblo and the communities beyond, inability to overcome the influences of neighboring uses (industrial, jail, freeway), and a lack of amenities serving development;
- The USMP posits that LAUS can be the center of an expanded district encompassing the Civic Center, the Arts District, Little Tokyo, Chinatown, the Cornfields Arroyo Seco Area, the L.A. River, East L.A., and beyond. To become the center of an expanded district requires a significant rethinking of the east side of the property coupled with strong placemaking, a meaningful east-west

connection through the property, better transit infrastructure, and a repurposing of the historic station that invites the public, both transit rider and visitor.

## Task 2: Draft Approaches

With the critical points summarized above and having identified transit optimization as a primary objective of the USMP, the draft approaches centered on three transport components that serve as the building blocks of the plan: (1) development of a co-located bus facility serving local and regional buses and shuttles, to be achieved by relocating Patsaouras Plaza to the west of the rail yard; (2) a new, expanded multi-modal concourse offering space for passenger orientation and circulation, clarity of information, transit amenities and intuitive wayfinding; and (3) the ability to thoughtfully integrate a potential HSR station in the future while still being a fully functional and visionary plan without HSR. The transport components do not address the need for additional conventional rail capacity, as the SCRIP will increase this by 40-50%.

The USMP team undertook an iterative study of various approaches to design these three transport components, including extensive review with Metro Bus and Rail Operations staff. The approaches to each component were evaluated and amalgamated to study how the components worked together. This process produced two basic configurations for the bus and concourse components of the station (see Attachment D) on which the four draft approaches for a HSR station serving LAUS can be overlaid. While each of the two bus/concourse configurations work best with particular approaches to a HSR station serving LAUS (either above the rail yard, along Alameda, or east of the property along Vignes), there is some flexibility in the configurations to allow for alternative pairings of the basic configurations and the HSR station serving LAUS. This is particularly important as it leaves time for further study and coordination with CHSRA before the final USMP is adopted. The four approaches are included in Attachment C.

The approaches were presented at a Community Workshop in May and further refined based on feedback and closer study. In particular, the team spent significant time studying the operational efficiencies of the two options for the bus facility. The team also studied the possibility of keeping the existing location of Patsaouras Bus Plaza and expanding and reconfiguring, where possible, to create more efficiencies. In the end, these operational studies played a large part in the ultimate recommendation of the North/South Patsaouras Bus Plaza. The team refined the approaches to demonstrate a phased approach to implementation, and considered how each stage of implementation helps to reshape perception of the LAUS as a destination and create a great transit experience. In 2013, these refined approaches were presented at a second Community Workshop on August 1<sup>st</sup> and at a Board Workshop on September 18<sup>th</sup>.

## The Preferred Approach

We are recommending that the Board adopt the North/South relocated Patsaouras Bus Plaza and East/West concourse as the Preferred Approach, for the reasons below:

#### North/South Bus Facility (relocated Patsaouras Bus Plaza)

- More flexibility to grow and change, if needed;
- Best connections/transfers to other modes;
- Least visual impact to the historic station;
- Strongest connection to existing street bus stops including the Silver Line/El Monte transitway and Alameda and Cesar Chavez bus routes;
- Most successful at minimizing pedestrian/bus conflicts.

#### East/West Passenger Concourse

- Creates strong east/west spine across the site both to accommodate transit and knit together the two sides of the property;
- Can be phased to work with SCRIP, leveraging the opportunity to realize improvements in the concourse while accommodating the access changes necessitated by SCRIP;
- Allows a reconfiguring of the east side of the property which can promote development;
- Frees up the historic station for re-programming that creates a destination not completely reliant upon the transit uses.

#### Impact on Interim and Longer Term Planning Efforts and Capital Projects

Adoption of the Preferred Approach will provide direction for all capital projects at the Station. This direction would be incorporated into such projects as the SCRIP, whose design is a key decision point for any activity that will occur above or below the rail yard, as well as for planned capital improvements to the historic station itself.

#### Contract Modification

A Contract Modification not-to-exceed \$800,000 is recommended to allow for the following increased services:

- Development of Design Guidelines to accompany the final plan;
- Further study and engineering work related to a HSR station serving LAUS;
- Complete design of the interim LAUS wayfinding and signage project currently underway (previously unanticipated);
- Development of a design for the forecourt, which can be implemented upon adoption of the USMP;
- Additional community workshops and a progress presentation to the Board.

#### **DETERMINATION OF SAFETY IMPACT**

The USMP, once completed and implemented, will improve safety for transit riders at LAUS in several ways. The USMP will create better access for pedestrians and bicyclists as well as clearer linkages between the transit modes on site. Current bus,

pedestrian, automobile, and bicycle conflicts will be mitigated. Security improvements can be made as the new transit facilities are implemented.

### **FINANCIAL IMPACT**

The FY14 budget includes \$2,782,100 in cost center 4530, Countywide Planning and Development under Project 405557, Union Station Transportation Master Plan. It is anticipated that all of these funds will be expended in FY14, including the additional \$800,000 requested in this Board Report.

#### **Impact to Budget**

Right-of-Way Lease Revenues, which are eligible for local planning and programming and bus and rail capital and operating purposes, will be the source of funds for the \$800,000 being requested. Other sources of funds were considered for this project. However, these funds meet the criteria and sufficient dollars exist to cover these expenditures. Should other eligible funding sources become available, they may be used in place of the identified funds.

### **ALTERNATIVES CONSIDERED**

The Board could choose not to adopt the recommended approach for the USMP and direct that other options be considered. This is not advised as this recommendation reflects a year of intense study, community outreach and input, as well as internal consensus. The Board could choose not to provide the additional funding requested, however the need for these funds reflects additional areas of study that were unanticipated at the time of contract award as well as to provide additional community outreach, and would be inconsistent with previous Board direction.

### **NEXT STEPS**

Upon Board approval, the USMP team will develop the final USMP based on the Preferred Approach to the bus facility and passenger concourse. Further coordination and technical studies with CHSRA will be undertaken in order to include a recommendation of a preferred solution for a HSR at LAUS in the final USMP. We will bring a progress presentation to the community and the Board in early Spring 2014. The final USMP will be brought to the Board for final consideration in Summer 2014.

Upon Board approval, staff will negotiate and execute the contract modification to Gruen Associates for the expanded services in support of the selected Preferred Approach.

## **ATTACHMENTS**

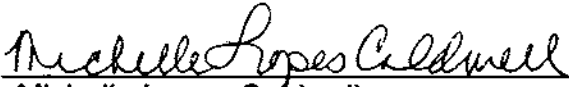
- A. Procurement Summary
- B. Contract Modification/Change Order Log
- C. USMP four Draft Approaches
- D. Bus Facility and Passenger Concourse Configurations

Prepared by: Cal Hollis, Executive Officer (213) 922-7319  
Jenna Hornstock, Deputy Executive Officer (213) 922-7437



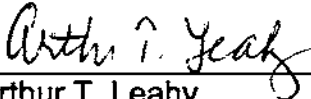
---

Martha Welborne, FAIA  
Executive Director Countywide Planning



---

Michelle Lopes Caldwell  
Chief Administrative Services Officer



---

Arthur T. Leahy  
Chief Executive Officer

**PROCUREMENT SUMMARY**  
**UNION STATION MASTER PLAN**

1.	<b>Contract No.:</b> PS4330-2863	
2.	<b>Contractor:</b> Gruen Associates	
3.	<b>Mod. Work Description:</b> Increased Scope	
4.	<b>Work Description:</b> Professional A&E Services	
5.	<b>The following data is current as of :</b>	September 11, 2013
6.	<b>Contract Completion Status:</b>	
	Bids Opened	N/A
	Contract Awarded	07/27/12
	NTP	08/08/12
	Orig. Complete Date	08/08/14
	Current Est. Complete Date	08/08/14
7.	<b>Financial Status:</b>	
	Contract Award Amount	\$4,145,500
	Total of Mods/Changes Approved to Date	\$272,901
	Total of Mods/Changes Pending to Date (including this action)	\$800,000 NTE
	Current Contract Value (with this action)	\$5,218,401
8.	<b>Contract Administrator:</b> Ben Calmes	<b>Telephone Number:</b> (213) 922-7341
9.	<b>Project Manager:</b> Jenna Hornstock	<b>Telephone Number:</b> (213) 922-7437

**A. Procurement Background**

This proposed modification is for an amount not-to-exceed (NTE) \$800,000 pending negotiations.

This contract modification will be processed in accordance with the LACMTA approved Acquisition Policy and Procedure for contract modifications.

On July 27, 2012, Contract No. PS4330-2863 was awarded to Gruen Associates in the firm fixed price contract amount of \$4,145,500 for the Union Station Master Plan.

Attachment B shows that one modification has been issued to date to increase the level of effort.



**B. Cost/Price Analysis**

The final negotiated amount will comply with all requirements of Metro's Acquisition policy and procedure, including fact-finding, clarifications, negotiations and cost analysis to determine a fair and reasonable price before the contract modification is executed.

	Proposal Amount	MTA Estimate	Negotiated Amount
1.	\$800,000	\$796,000	TBD

**C. Small Business Participation**

Gruen Associates made an SBE participation commitment of 25.15%. Gruen's current SBE participation<sup>1</sup> is 24.63%. It is expected that Gruen will meet their SBE commitment.

<b>SMALL BUSINESS COMMITMENT</b>	<b>SBE 25.15%</b>	<b>SMALL BUSINESS PARTICIPATION</b>	<b>SBE 24.63%</b>
----------------------------------	-------------------	-------------------------------------	-------------------

	<b>SBE Subcontractor</b>	<b>Commitment<sup>2</sup> %</b>	<b>Current Participation<sup>1</sup></b>
1.	Wiltec	0.96%	1.28%
2.	Cityworks Design	3.60%	3.48%
3.	The Robert Group	9.65%	10.58%
4.	Mia Lehrer + Associates	2.61%	2.23%
5.	VCA Engineers	2.39%	1.03%
6.	Wagner Engineering & Survey	1.93%	3.43%
7.	Diaz Yourman	0.48%	0.86%
8.	Terry A. Hayes Associates	0.72%	0.43%
9.	Marrs Services	1.46%	0.58%
10.	Davis Blue Prints	1.35%	0.74%
	<b>Total:</b>	<b>25.15%</b>	<b>24.63%</b>

<sup>1</sup>Current Participation = Total Actual Amount Paid-to-Date to Subs + Total Actual Amount Paid-to-Date to Prime

<sup>2</sup>Commitment = The original SBE Commitment made by the prime at contract award.

**D. All Subcontractors Included with Recommended Contractor's Proposal**

	<b>Name of Subcontractor</b>	<b>Services Provided</b>
1.	Wiltec	Traffic Consulting
2.	Cityworks Design	Urban Design
3.	The Robert Group	Community Outreach
4.	Mia Lehrer + Associates	Landscape Architect
5.	VCA Engineers	Engineering Services
6.	Wagner Engineering & Survey	Surveying
7.	Diaz Yourman	Geotechnical Services
	<b>Name of Subcontractor</b>	<b>Services Provided</b>

8.	Terry A. Hayes Associates	Environmental Services
9.	Marrs Services	Cost Estimating
10.	Davis Blue Prints	Printing Services

**Summary of Contract Actions/Contract Modification Authority**

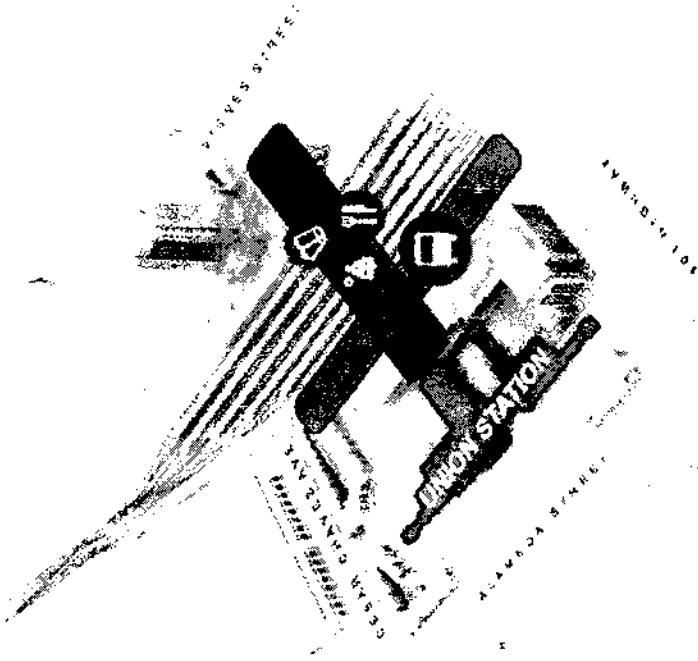
<b>Contract Actions</b>	<b>Amount</b>	<b>Authority</b>	<b>Amount</b>
Original Contract Award	\$4,145,500	Original Award	\$4,145,500
Approved Modifications	\$272,901	CMA Authorized by the Board	\$621,825
Pending Modification	\$800,000	Pending CMA Increase	\$800,000
Total Contract Amount with this Modification	\$5,218,401	Total Award Authority with this increase	\$5,567,325

**Contract Modifications**

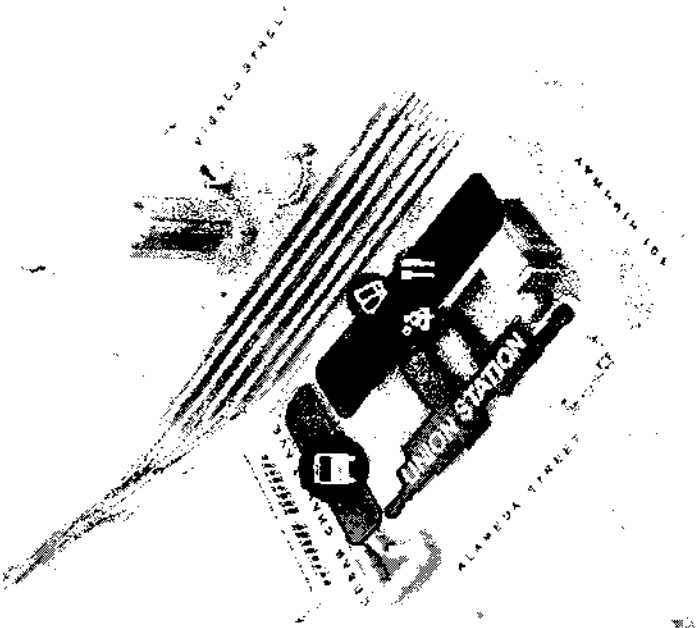
	Original Contract		
1.	Expand the Scope of Services to include a comprehensive wayfinding strategy and add an additional subcontractor.	06-11-13 04-15-13	\$4,145,500 \$272,901
2.	Expand the Scope of Services to include additional design and engineering services and community workshops in support of the selected Preferred Approach alternative.	Pending	\$800,000 NTE
3.	Total		\$5,218,401



# Four Draft Alternatives w/High Speed Rail



East/West Passenger Concourse  
+ Bus Terminal



North/South Passenger  
Concourse + Bus Terminal

# Passenger Concourse + Bus Terminal

