

SOUTHERN CALIFORNIA RAPID TRANSIT DISTRICT

Minutes of Special Meeting of
the Board of Directors of the District

March 26, 1974

Upon notice duly given, the Board of Directors of the Southern California Rapid Transit District met at a Special Meeting in the District Board Room, 1060 South Broadway, Los Angeles, California, at 10:00 a.m. on March 26, 1974 at which time President Thomas G. Neusom called the meeting to order.

Directors Hugh C. Carter, Victor M. Carter, Byron E. Cook, A. J. Eyraud, Jr., Adelina Gregory, Thomas G. Neusom and George Takei responded to Roll Call, with Director George W. Brewster entering the meeting at 10:10 a.m. Directors Arthur Baldonado, Don C. McMillan and Jay B. Price were absent from the meeting.

Also present were General Manager Jack R. Gilstrap; Manager of Operations George W. Heinle; Assistant General Counsel Suzanne Gifford; Assistant General Manager for Administration Jack Stubbs; Manager of Planning & Marketing George L. McDonald; Controller-Treasurer-Auditor Joe B. Scatchard; Chief Engineer Richard Gallagher; Secretary Richard K. Kissick and the public.

President Neusom stated that the purpose of the meeting was to receive the District's consultants' Phase III consensus recommendations for development of a rapid transit system and introduced General Manager Gilstrap.

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Mr. Gilstrap outlined the activities leading up to the Phase III presentations since receipt of the consultants' recommendations on July 23, 1973, including the many community meetings and interviews which have resulted in the latest recommendations, and that the proposals being presented today will include an "Instant Transit" element comprised of a massive upgrading of bus service, together with a "Building Block" approach to implementing a fixed guideway mass rapid transit system to form the backbone of public transit in Los Angeles. He then briefly reviewed funding alternatives, the difficulties in estimating costs, and the fact that even with these uncertainties the program is recommended since the community desperately needs mass rapid transit and the need is now, and further, that additional delays will increase the price of a mass rapid transit system beyond the capability of the community or the federal government.

He concluded his opening remarks by stating that 1974 will be a landmark year for public transportation with the election in November, the 10-cent Sunday and the 25-cent fare experiment, contra-flow bus lanes and other innovations yet to come, together with the fact that the basic program is ready and the people of Los Angeles are ready to move forward.

A copy of General Manager Gilstrap's statement is attached to these Minutes as Exhibit 1.

Chief Engineer Richard Gallagher then briefly reviewed the

) project administration, including the membership of the District's Board of Control, the consultants which had been retained by the District, the technical review procedures, including the Technical Advisory Committee and the SCAG Interagency Critical Decisions Task Forces, and the engineering aspects of the Corridor Transit Study.

A copy of Mr. Gallagher's statement is attached to these Minutes as Exhibit 2.

Manager of Planning & Marketing George L. McDonald briefly reviewed the recommendations which the consultants had presented last July, the Phase III technical work which had been done since the series of community meetings at the local level, as well as input of state and federal governmental agencies, and then outlined the summary recommendations which would be presented by the consultants, including:

1. A major bus improvement program which would require approximately 1,000 additional buses in a 3-year period 1975 through 1977;
2. Significant pilot projects to be tried within a one to three-year period regarding the use of preferential lanes on freeways and key city arteries, park-and-ride lots and grid bus systems in many communities;
3. Three commuter rail experiments, all of which are dependent upon cooperation by the railroads, including the Southern Pacific line between Chatsworth and downtown Los Angeles, and the Santa Fe between Santa Ana and Los Angeles and between Pasadena and Los Angeles, with capital and operating costs to come from the County of Los Angeles; and
4. A high-speed mass rapid transit network to be constructed as federal funding flow permits, with the local share to come from a one-half cent sales tax ear-marked for this purpose.

) Mr. McDonald stated the consultants indicate there still is a need for mass rapid transit to the 200 plus miles extent which would provide the basic master plan to be submitted to SCAG as a sub-regional element of the regional plan, and that in developing the building block/federal funding approach the consultants have been responsive to the concern of both UMTA and some community leaders, and that the all-bus system, in their judgment, is clearly not suitable as a long-term solution. He stated the consultants find the sales tax still to be the most optimum source of funding because of yield, but that such revenue could be augmented by gasoline taxes, funding from the County of Los Angeles and other local agencies, and by benefit zone and tax increment funding where appropriate.

Mr. McDonald stated that the consultants recommend placing on the November ballot a 1-cent sales tax measure, with funding from this measure to maintain the existing and an improved bus service at a flat fare, provide significant near-term bus improvements between 1975 and 1980, and initiate rapid transit construction at a level to be determined by federal aid matching funds. He stated that the staff requests that the Board receive today's report formally at its next meeting on April 2, after which the report would again be transmitted to the various jurisdictions for review, with the review period including another round of public meetings and hearings to be scheduled in April and May, following which the public transportation improvement should be adopted by the Board in June and by the SCAG executive

Committee, prior to the November election.

A copy of Mr. McDonald's statement is attached to these Minutes as Exhibit 3.

Mr. Donald Brackenbush, representing Wallace, McHarg, Roberts & Todd/Kennard and Associates, then presented the community participation and data refinement portions of the Phase III program.

With respect to community participation, eighteen formal public meetings were held, with questions recorded and analyzed. In addition, several hundred informal meetings were held, with about 1,000 responses from the community which indicated how the community was reacting to the July, 1973 recommendations. Of these responses, 35% were concerned with alignment locations, extensions and alternative hardware; 29% concerned with safety and service; 15% concerned with funding aspects; 13% were interested in ongoing relationship with RTD and its programs, and only 8% were concerned with environmental questions.

The consultants and staff also met with all 78 municipalities to obtain local level forecasts and feelings, population and employment forecasts, etc., and what new projects were contemplated, following which files were organized for each city.

All of the meetings were fundamental in incorporating in the Phase III plan such items as an additional east/west South Bay line; Boyle Heights alignment modifications; Santa Ana alignment modifications; San Fernando North/South link and priority to

) Glendale/Burbank.

All of the above input reaffirmed the Phase II information that population and employment densities are heaviest in the Wilshire, South Bay, South Central, San Fernando Valley and portions of the San Gabriel and Santa Ana areas.

Also reaffirmed were the conclusions that transit dependency were highest in the South Central, Hollywood, East Los Angeles and parts of the San Fernando Valley areas.

Mr. Brackenbush concluded with the remark that an updated Environmental Impact Appraisal will be furnished in the next few weeks.

A copy of Mr. Brackenbush's statement is attached to these Minutes as Exhibit 4.

Mr. Paul Taylor, project manager for A. M. Voorhees & Associates, then presented the short-range bus improvement portion of the report.

Mr. Taylor reported there are several corridors in the region where fixed-guideway rapid transit is strongly recommended if sufficient capital resources can be generated, but that Los Angeles is unique in that the concept of bus rapid transit on existing freeways has greater potential than perhaps anywhere else in the world. There are many areas where these programs could be implemented quickly and respond to the urgent need.

He stated that neither an "all bus" nor an "all fixed guideway" system will bring the solution to the area's need for rapid transit, but each, when applied in a balanced manner,

) can provide greatly improved transit service for the region. With resources available, the near-term bus improvement program can be implemented immediately, and fixed-guideway rapid transit system implemented as funds become available.

Near-term bus improvements, which could provide more than a 50% betterment of existing levels of service, include:

- Grid bus networks to include extension of lines
- Minibus circulation systems
- Dial-a-ride systems in communities willing to assist with costs
- Park-and-ride facilities and express bus service
- Expansion of bus fleet by 400 buses in 1974; 300 in 1976 and 300 in 1977, requiring construction of four new operating divisions and one heavy maintenance shop
- Trial introduction of a limited scope rail commuter over two Santa Fe and one Southern Pacific route into Los Angeles, with the County of Los Angeles providing the necessary capital and operating support
- Traffic improvements to speed buses on surface streets and freeways

The second step recommended toward balanced rapid transit involves major surface and freeway bus improvements built upon the establishment of bus priority measures such as recommended in the report from Wilbur Smith & Associates concerning implementation of priority measures for high-occupancy vehicles. RTD should also continue expanding its bus fleet by about 100 buses per year after 1977.

The third step would be the implementation of the fixed guideway elements through the concept of incremental building blocks according to available levels of federal assistance.

The near-term bus improvement program could be expected to

) at least double the existing RTD daily patronage and, depending on non-transit factors such as limitation on automobile usage, development of the entire program could result in a total system patronage of 1.5 million--and perhaps as many as three million--daily trips.

A copy of Mr. Taylor's statement is attached to these Minutes as Exhibit 5.

Mr. Harold Brock, project manager for the Joint Venture of Kaiser Engineers/Daniel, Mann, Johnson & Mendenhall, then reported on the Regional Rapid Transit portion of the Phase III study, including the results of reactions of the community to the program which had been presented last July.

The corridors were not challenged; however, the routing alignments within some of the corridors were challenged, including some disagreement in the "centers concept" and the relative importance assigned to each of the centers. These reactions led to the consultants reaffirming the data base and to re-analyzing the service needs, including collection of additional data, reexamination of the corridors, identification and evaluated additional routing alternatives and investigation in greater depth of service areas. All of this resulted in the development of a long-range plan tailored to the service requirements of the area.

Mr. Brock reported on all of the alternative alignments considered which represent nearly 1,000 route miles of fixed guideway, and described the preferred routings and the various options

) of system development based on different funding levels. He outlined the results of the studies and considerations in the San Fernando Valley, including commuter rail services, the San Gabriel Valley to the east, the corridor between Los Angeles CBD and Orange County to the southeast, including a commuter rail service, the South Central corridor, the Airport line to the southwest, including an alignment between the Del Amo Shopping Center to Pacific Coast Highway and Anaheim Street in the Wilmington area and continuing east to Long Beach, and the Wilshire and Hollywood areas which have some of the highest service demand. Also studied were an east-west alignment between the beach towns and the eastern part of the county along the proposed Slauson and planned El Segundo-Norwalk freeways, and a north-south alignment starting northwest of the city of San Fernando, following the San Diego Freeway, tunneling through the Santa Monica Mountains, and rejoining the San Diego Freeway in the vicinity of Sunset Blvd. and continuing to a point where it would join the Airport-Southwest line.

All of the above alignments and alternatives were evaluated segment by segment, route by route and corridor by corridor. To build a system of the magnitude described would take between 16 and 20 years, and could be developed in stages, with the rate of development depending upon funding availability. This could be accomplished through a "building block" system with four development levels ranging in length from 33 miles to 121 miles, with

) the approximate 1974 costs ranging from \$1.5 billion to \$3.8 billion, as follows, with the estimated costs including escalation:

First level - 33 miles - the CBD, South Central line to Dominguez and Wilshire line west to Barrington - \$2.1 billion

Second level - 57 miles - adds a connection to the San Fernando Valley as far west as the Sepulveda Flood Control and the Pasadena, Glendale line to Eagle Rock - \$3.3 billion

Third level - 77 miles - expands the system to include the system to the Airport and the Santa Ana line through Boyle Heights, East Los Angeles and Commerce - \$5.0 billion

Fourth level - extends the system to approximately 121 miles by adding an east-west connection between North Hollywood and Eagle Rock, a connection to the Orange County line and the San Bernardino Busway is converted as far east as El Monte - \$6.9 billion.

The time required to design and construct the various options is from seven years for the first level to twelve years for the fourth, and costs include estimates of escalation over the various periods.

A copy of Mr. Brock's statement is attached to these Minutes as Exhibit 6.

The final consultant report was a funding analysis and presented by Mr. Herman Zelles, project manager, of the firm of Stone & Youngberg.

Mr. Zelles reviewed the status of federal funding for transit, including pending legislation, and what federal help could be anticipated in the future, together with a review of

) funds presently supplied by Senate Bill 325, Senate Constitutional Amendment 15, which will be on the June ballot in California, and the provisions of Senate Bill 819 which establishes an allocation formula for the taxes under SCA 15.

He then reviewed the following nine potential funding sources: Property tax; sales tax; gasoline tax; vehicle license fees; per capita tax; liquor taxes and licenses; tobacco taxes; tax increment and local income tax. He also reported which sources are currently within SCRTD powers or must be legislated, and the level of tax required for each individual source equivalent to the yield of a 1/4 percent and 1 percent sales tax, together with the fact that improvement districts and special benefit zones cannot be expected to provide any significant capital contribution to the funding of a regional mass transit system.

The consultants recommend that the sales tax source be implemented as the primary and initial funding source, with utilization of other sources as time and legislation permit in order to spread the costs to a greater benefit base.

Mr. Zelles also reported that if the SCRTD determines to speed up its bus acquisition program, additional support for maintenance and operation will be required to maintain the 25-cent flat fare through 1981 and recommended that the Los Angeles County Board of Supervisors consider continuation of contribution to public transportation. He concluded with the fact that new sources of funds must be pursued beyond 1981 at all levels-federal

state and local--since future operating costs will unquestionably exceed the revenues derived from the 1/2 per cent sales tax and the fare box.

A copy of Mr. Zelles' statement is attached to these Minutes as Exhibit 7.

Manager of Planning & Marketing McDonald concluded the presentation by stating it was suggested that the Board adopt the report preliminarily at its April 2 meeting, with the recommendations to go out to all of the jurisdictions for an additional round of public meetings, with the staff to bring additional feedback in formal fashion at the end of May, with the Board adopting a final plan in late May or early June. He further stated there were significant technical reports to be submitted in the next two weeks. He concluded his remarks by stating that copies of the summary report which had been distributed to Directors today would be mailed out in the next few days to those in the audience who had requested same by leaving their names and addresses with the staff.

President Neusom asked if the Directors had any questions concerning the report, and it was the consensus of the Board that they preferred to withhold any comments until they had a chance to review the report in detail.

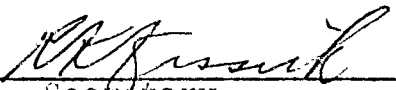
Director Hugh Carter inquired if the maps missing in the reports would be furnished to the Directors and was told that they would be furnished.

General Manager Gilstrap thanked everyone in the audience

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for attending and for their patience during the lengthy reports
which had been made.

President Neusom concluded with the statement that the
Board would consider adoption of the report in principle at
its next Meeting.

Upon motion duly made, seconded and unanimously carried,
the Meeting was adjourned at 11:40 a.m.



Secretary

RTD 37-11
REV. 3/65

DEPARTMENTAL

SOUTHERN CALIFORNIA RAPID TRANSIT DISTRICT1060 SOUTH BROADWAY
LOS ANGELES

DO NOT INCLUDE MORE THAN ONE SUBJECT IN THIS COMMUNICATION

DATE: March 26, 1974

TO: Board of Directors
FROM: Jack R. Gilstrap
SUBJECT: Phase III Rapid Transit Presentation

On July 23, 1973, the RTD Board of Directors received the Consultants' Recommendations for a rapid transit system in the Los Angeles Basin. At that time, the Board directed District staff to take the report to the field and elicit public response.

The regional plan for rapid transit presented by the consultants on March 26 is the result of that directive. Literally hundreds of meetings and interviews were cross fed into the plan, causing staff and consultants to take a second look at some of the routes. The changes which are evident in the latest recommendations of the consultants are a direct result of the communications which have taken place during the past seven months.

And now, the Southern California Rapid Transit District has entered the final stages of planning for the proposal for Mass Rapid Transit which will be submitted to the voters of Los Angeles County in November of this year. A major portion of this planning is embodied in the Consultants' Report. It is by no means the last word on the issue, however. The RTD's Board of Directors will review these consultants' recommendations and reach a final determination as to scope and location of the

various elements contained in the proposed system.

Let me indicate immediately that those who may be seeking a totally new proposal will be disappointed. Planning public transportation, as was the case in 1968 -- and as a matter of fact as far back as 1925 -- is dictated by the nature of the community it serves, not by the latest fads in technology. We must deal with Los Angeles County as it exists, and as it is projected to be in the future. The Los Angeles Central regional core as it is called, continues to grow in strength rather than diminish as certain critics of rapid transit predicted so positively in 1968.

The location of major commercial centers in our metropolitan area will not change nor will the concentration along Wilshire Boulevard, nor can we ignore the natural corridors about which the traffic of the county moves.

We must be responsive to the fact that the San Fernando Valley with a population of nearly 1.5 million people is larger than most cities and deserves vastly improved public transportation. The need to link Long Beach with Los Angeles, Los Angeles International Airport with the population areas, to tie in with Orange County's rapid transit program -- all of these and many more needs are there, they exist and must be met. We cannot change these realities.

) What we can change, with the support of the community, is the chaotic situation to which the movement of people and goods in Los Angeles County is building.

We can do it with the proposed system which includes an "Instant Transit" element comprised of a massive upgrading of bus service, both local and express, and a "Building Block" approach to implementing a fixed guideway mass rapid transit system to form the backbone of public transit in Los Angeles.

I would like to say emphatically that the time for studies and proposals has drawn to an end. More studies of what to do would accomplish little of a constructive nature.

Further delays would inevitably price any worthwhile program virtually out of existence.

This is, of course, not the first study and proposal. The exercise most recently was conducted in 1967 and 1968.

In neither case were the recommendations, with the single exception of technology, markedly different from the very first study and proposal in 1925, nearly fifty years ago. The major difference at that time was not where the fixed guideway system would run, nor how long it would take to build, but in cost. The 1925 proposal envisioned a capital outlay of \$328 million.

Between 1925 and 1968, by which time the system cost had escalated to \$2.4 billion, some 19 studies and proposals kept alive the dream of mass public transit.

A classic case of how costly delays, particularly those resulting from the new environmental impact laws can be is the Century Freeway in Los Angeles. With the exception of a single minor parcel of property, the right-of-way has been cleared, removing roughly \$3 million annually from local revenues in lost property taxes. In less than two years, the estimated cost of construction has risen nearly \$40 million. Of greater importance, however, is the fact that the continuing cost of delay is pegged at \$3 million each month.

All of us must recognize and face squarely a number of constraints inherent in the proposal which must be reconciled during the course of the program.

- (1) No funding is provided by the sales tax measure to operate the fixed guideway system, and
- (2) Projected sales tax revenues will not be sufficient to maintain the 25-cent flat fare beyond the 1977-78 time period if we accelerate the bus system build-up as proposed by the consultants. Operating funds for these functions, however, are virtually assured the District under the terms of the Unified Transportation Assistance Program proposed by President Nixon.
- (3) The long-term level of Federal funding cannot be predicted. At present, the District has not received any commitment of Federal support for the program. However, by the nature of its

massive contribution to the Federal tax base, I will predict that Los Angeles County will receive substantial federal aid.

(4) Related to this issue is the policy question of what percentage of rapid transit construction costs should be met from local vs federal sources, i. e., should we spend local dollars only if matched 4 to 1 by federal or should we be willing to exceed that local level in order to proceed more rapidly if federal dollars are not forthcoming.

(5) Labor costs will continue to climb as the cost of living rises. The RTD is required by State law to bargain collectively with its union employees, and they have the right to strike. While the effect of wage escalation will be significant, the problem of increasing operating and construction costs in transit is no different than that faced by all organizations in the public or private sector.

(6) And finally in the construction of any major project of the magnitude of this rapid transit proposal there will inevitably be disruption of streets and public inconveniences during the construction period. Fortunately, new building techniques -- particularly new tunneling technology -- will hold this disruption to a minimum.

In essence, the District stipulates that although its consultants have done their best to estimate costs, including a realistic factor for inflation, it is virtually impossible to produce a totally accurate projection of costs. The enormity of the project and the number of years involved, together with the unknown level of Federal cooperation and new environmental requirements, make pin-pointing predictions altogether impossible.

Why, then, do we recommend the program so strongly when we admit to these uncertainties. We recommend the program because, in spite of the huge amount of money required, and in spite of the fact that any system is imperfect, the community desperately needs mass rapid transit.

It has taken an energy crisis of severe proportions to bring this fact home, but the need is here, and the need is now. And the simple fact is that as inflation continues to erode the value of the dollar, costs will escalate to such an extent that additional delays will increase the price of a mass rapid transit system beyond the capability of the community or the federal government.

In summary, your staff believes that the proposals the District receives today, although some modification may still be desirable, represent a sound, practical plan. The immediate expansion and innovative use of the bus fleet is an absolute necessity; it is the cornerstone

of the consultants recommendations. The bus expansion plan can be implemented quickly to both respond to the energy shortage and to serve as the feeder network for the fixed guideway system to follow.

1974 will be a landmark year for public transportation in Los Angeles County. Ten-cent Sunday, the 25-cent flat fare experiment, contraflow bus lanes, and other innovations yet to come will make this year outstanding.

However the decisions regarding transit won't be easy for us to make. They will involve priority setting. Many who support the program will be doing so because they believe it is vital to finally get started building the system in spite of some remaining unanswered questions, some uncertainties and even though the first segment of the system may not serve their city in their lifetime.

Nevertheless, I believe the time has come, the basic program is ready and the people of Los Angeles are ready to move forward.

Respectfully,



Jack R. Gilstrap

JRG:ew

THE ADMINISTRATION, TECHNICAL REVIEW
AND ENGINEERING ASPECTS

OF PHASE III

of the

ALTERNATIVE TRANSIT CORRIDOR AND SYSTEM STUDY

by

RICHARD GALLAGHER,
CHIEF ENGINEER

SOUTHERN CALIFORNIA RAPID TRANSIT DISTRICT

for
presentation to

THE BOARD OF DIRECTORS
of the
SOUTHERN CALIFORNIA RAPID TRANSIT DISTRICT

26 MARCH 1974

I. ADMINISTRATION OF THE PROGRAM

The responsibility for the conduct of the study was assigned by the General Manager to the District Board of Control which consists of:

George McDonald, Chairman
Manager of Planning and Marketing

John Curtis
Manager of Rapid Transit and Surface Planning

Richard Gallagher
Chief Engineer

Reporting to the Board of Control are the Project Manager, Brian Pearson of our Engineering Department, and the Technical Liaison Coordinator, Dan Miller of our Planning Department, who are responsible for the day to day conduct of the study under the policy direction of the Board of Control.

Reporting to the Project Manager and Technical Liaison Coordinator are several members of the staff of the District's Planning and Engineering Departments, and four engineers on temporary assignment from the California Department of Transportation - all these people comprise the District's Rapid Transit Project Team.

The responsibilities of this Rapid Transit Project Team are to provide project administration and the coordination and monitoring of the work of the four consulting firms who are under contract to the District. The Project Team also maintains liaison with the City and County of Los Angeles, California Department of Transportation, Southern California Association of Governments, the League of Cities and with the Orange County Transit District.

II. CONSULTANTS

Since October, 1972, the four consulting firms who have had the responsibility for developing a public transportation improvement program under contract to our District are:

A. M. Voorhees
Patronage Estimates and Bus Operation Planning

Kaiser Engineers/DMJM, a Joint Venture
Engineering

