



**CITY OF GLENDALE, CALIFORNIA  
REPORT TO THE CITY COUNCIL**

**AGENDA ITEM**

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Report: West Glendale Sustainable Transportation and Land Use Study

1. Motion to Note and File the West Glendale Sustainable Transportation and Land Use Study and provide comments/direction to pursue future opportunities towards implementation.

**COUNCIL ACTION**

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**Item Type:** Action Item

**Approved for** July 13, 2021 **calendar**

**ADMINISTRATIVE ACTION**

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**Submitted by:**

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**Prepared by:**

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**Reviewed by:**

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**Approved by:**

Roubik R. Golanian, P.E., City Manager

## **RECOMMENDATION**

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Staff respectfully recommends the City Council provide feedback, note and file the report regarding the West Glendale Sustainable Transportation and Land Use Study, and direct staff regarding next steps on implementation of recommended improvements.

## **BACKGROUND/ANALYSIS**

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In January 2018, Caltrans issued solicitation for the Sustainable Communities Competitive Grant. The objective of the grant is to encourage local and regional multimodal transportation and land use planning that furthers the region's Regional Transportation Plan (RTP)/Sustainable Communities Strategy (SCS) and contributes to the State's greenhouse gas (GHG) reduction targets. Community Development Department staff submitted an application for the West Glendale Corridor Sustainable Transportation and Land Use Study and was awarded \$300,000 in associated grant funds. As part of the local match requirement for this project, staff also requested and received approval from Los Angeles Metro for \$200,000 in Transportation Development Act (TDA) Article 3 funds for this project.

In November 2018, City Council authorized staff to issue a Request for Proposals (RFP) and adopted a resolution to appropriate \$300,000 for the Caltrans Sustainable Transportation Grant and \$200,000 from TDA- Article 3- Bicycle and Pedestrian funds to obtain the services of a well-qualified firm or team of firms, specializing in land use, environmental planning, traffic and parking analysis, and civil engineering, to study and develop West Glendale Sustainable Transportation and Land Uses including the road and transportation network surrounding a proposed project area. This project's intent was to study the potential to incorporate multi-modal improvements and transit-supportive land uses along corridors linking to Glenoaks Boulevard.

On October 1, 2019 the City Council authorized staff to hire Crandall Arambula Corporation to undertake the West Glendale Sustainable Transportation and Land Use Study. Crandall Arambula is a recognized innovator in developing sustainable transportation and land use plans in urban and suburban environments across North America.

### **Project Objectives**

The West Glendale Sustainable Transportation and Land Use Study recommends multimodal enhancements and land use changes along key corridors in the West Glendale Community that support transit use, walking and bicycling; reduce vehicle miles traveled (VMT) and GHGs; and enhance the quality of life for the West Glendale community, connecting the area's key employment, educational, and recreational destinations to the area's residents, employees and visitors. A key component of the study determined the feasibility of protected bicycle lanes and improved pedestrian connections along Glenoaks Boulevard. The data collected from this study also helped to investigate the potential to incorporate multi-modal improvements and transit-supportive land uses along corridors linking to Glenoaks Boulevard.

The West Glendale Sustainable Transportation and Land Use Study was prepared within the timeframe starting in December 2019 and completed in June 2021 (Exhibit 1 – Executive Summary). Pending City Council approval, it is expected that the land use and transportation recommendations from the West Glendale Sustainable Transportation and Land Use Study be implemented in the near future in coordination with Metro’s North Hollywood- Pasadena BRT project implementation timeframe.

The boundaries of the Study are Glenwood Road on the north (extending to Stocker Street east of Pacific Avenue), Brand Boulevard to the east, the 134 Freeway to the south, and City of Burbank city limits to the west. This plan analyzes potential changes to land use and the feasibility of complete streets transportation infrastructure to create a safe and functional multi-modal corridor. This could result in recommendations to allow for transit-supportive land uses and the installation of complete streets infrastructure for walking, bicycling and transit use, subsequently reducing VMT and GHGs. In addition to the enhanced bicycle facilities, the work of the West Glendale Sustainable Transportation and Land Use Study will provide data, information, and support for the Housing and Land Use General Plan updates, and future West Glendale Community Plan work.

### Project Area



The West Glendale Sustainable Transportation and Land Use Study was initiated to coincide with ongoing and recently completed city and regional projects including, the Downtown Streetcar Feasibility Study, Citywide Pedestrian Plan, Complete Street projects, Pasadena- North Hollywood Bus Rapid Transit (BRT), Los Angeles – Glendale – Burbank Metrolink Feasibility Study for services expansion, and California High Speed Rail. The West Glendale Sustainable Transportation and Land Use Study has been

informed by and coordinated with these studies to ensure continuity and cohesiveness between projects.

### **West Glendale Study Contents**

West Glendale Sustainable Transportation and Land Use Study is an innovative study of key corridors in the city that support transit use, walking and bicycling; reduce vehicle miles traveled (VMT) and GHGs; and enhance the quality of life for the Glendale community. The study includes two parts, part one, West Glendale Existing Conditions report completed in April 2020, to assess preliminary information on the city and regional plans to form the policies, framework and planning for the subsequent study. Part two, Final Draft West Glendale Sustainable Transportation and Land Use Study, provides conceptual recommendations to support transit use, bicycling and walking in the city. Following are key elements of the draft final report.

### **Technical Working Group engagement**

A Technical Working Group was formed composed of representatives from the City's Community Development and Public Works Departments to ensure all related aspects of safety and mobility are considered in developing the Study. The Study included multiple opportunities for the Technical Working Group to actively shape the study.

Technical Advisory Working Group meetings were facilitated by the consultant, information was presented, and feedback was gathered at all project milestones. Key milestone discussions included:

- October 28, 2020—agenda items included preparation for meeting with Metro to discuss the BRT project, and a presentation of Study area-wide protected bike land and complete street framework and Study goals and objectives screening criteria.
- November 4, 2020—agenda items included presentation and discussion of protected bicycle lane options for Glenoaks Boulevard, initial complete street corridor concepts, and review of the draft transportation technical assessment.
- November 17, 2020—agenda items included discussion of an updated transportation technical assessment, and draft land use concepts for complete streets corridors.
- December 15, 2020—agenda items included discussion of the Implementation Action Plan Priority Projects.
- March 10, 2021—agenda for a Transportation Projects meeting included a presentation of the draft West Glendale Sustainable Transportation Study and discussion of potential Broadway protected bike lane improvements through Downtown Glendale.

### **Metro Coordination and Engagement**

At key project initiation and implementation milestones, City staff and the West Glendale Sustainable Transportation Study consultant team members discussed the Study process, objectives, and materials and reviewed the BRT corridor Environmental Impact

Report (EIR) and preliminary engineering materials presented by representatives from Metro and their North Hollywood to Pasadena BRT consultant team, including:

- December 17, 2019— Metro representatives and consultant staff attended a West Glendale Sustainable Transportation Study Kickoff Meeting. The meeting included discussion of the status of the BRT station alignment and station design, and status of the draft EIR.
- November 12, 2020— Metro staff reviewed and discussed draft EIR issues impacting the Study goals and objectives, and design concepts with City staff and the consultant team via teleconference.
- March 25, 2021—The consultant team presented via teleconference, West Glendale Sustainable Transportation Study active transportation projects and discussed their significance to the BRT project. How to include Study protected bike lanes as part of the BRT project, preliminary cost estimates, and the need to provide walking and biking improvements as benefit for the loss of travel lanes was a key point of discussion.

Coordination with the Metro BRT project is essential, to ensure that the West Glendale designs and alternatives were compatible with BRT. It also represents a tremendous opportunity to complete both projects simultaneously and to minimize disruption to the Glenoaks corridor.

### **Public Outreach Strategy and Materials**

An extensive public outreach program was originally planned for the project, prior to the COVID-19 pandemic. This included bicycle and walking tours, pilot and temporary projects that would simulate alternative designs, and town hall meetings and charrettes. Much of this was suspended during the pandemic. Alternatively, staff and the consultant team produced other forms of outreach including forms, surveys, and digital materials in a variety of languages to reach the broadest audience possible.

### **Project Website**

The consultant team has coordinated with City staff to create a project website <https://www.westglendalestudy.com/> . The website includes background information concerning the Study, how to get involved, how to learn more about the Study, and contact information.

### **Key Study Elements**

#### **Glenoaks Boulevard Multi-modal Improvements:**

Concepts are proposed that accommodate the BRT alignment and station platforms as proposed by Metro; this includes designs that best meet the needs of the physical context, existing or proposed adjacent land use, and contribute to a complete and connected City of Glendale bicycle network. Moreover, Glenoaks Boulevard ‘protected’ bike lane concepts focus on the needs of all riders to provide a transportation option

that is efficient and safe while improving public health and quality of life in communities where these benefits are most needed. Recommendations include:

- Two Glenoaks Boulevard protected bikeway configurations—a curb adjacent, parking lane protected bike lane and a center running, median adjacent protected bike lane. There are also recommendations for intersection and midblock crossing walking and biking improvements;
- First and Last Mile Loop Complete Street Improvements to Western, Grandview, Flower, and Glenoaks – protected bicycle lanes, improved pedestrian facilities, and overall improved connectivity to create a cohesive multi-modal network.
- An additional Grandview and Glenoaks Boulevard BRT station has been identified for further analysis and refinement as part of the North Hollywood to Pasadena BRT project.

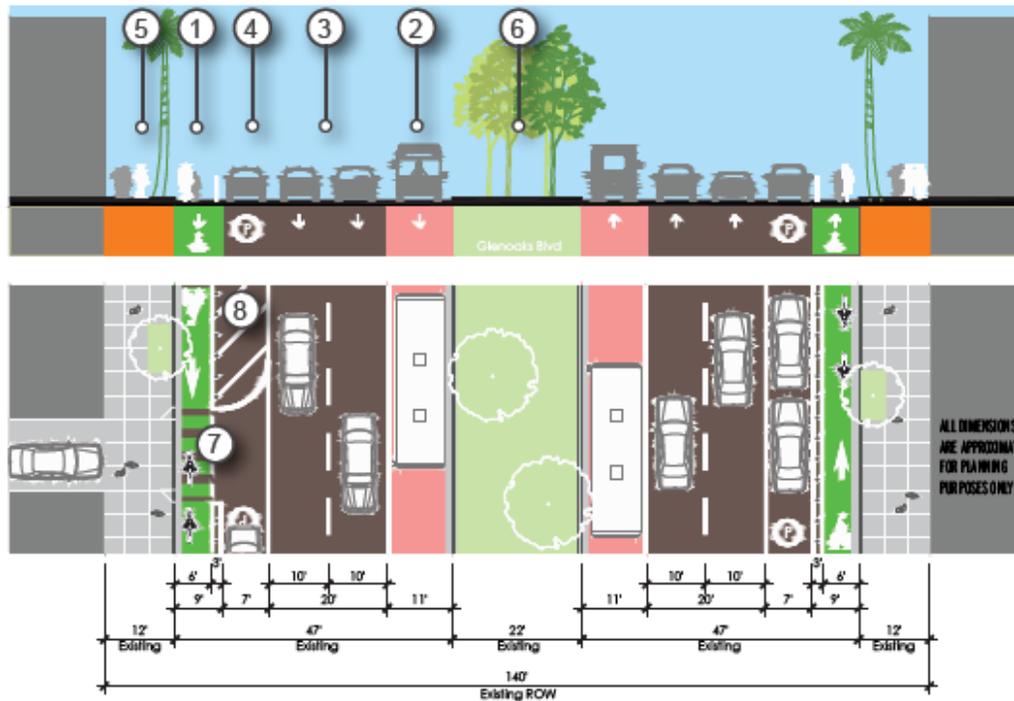
During the Metro Planning and Programming Committee meeting on May 19, 2021, chaired by Councilman Ara Najarian, Metro committed to including the option station at Glenoaks Boulevard and Grandview Avenue now as a recommended station and agreed to coordinate with City of Glendale on potential bike lane improvements on Glenoaks Boulevard as recommended in the West Glendale Sustainable Transportation Study. Metro’s recommendation will significantly assist in the implementation of the project and mitigation of the fiscal impact to the city.

### Glenoaks Boulevard Protected Bike Lane Framework

The preliminary conceptual design and operational review conducted during this Study found that both the parking lane protected and center running median adjacent bike lane options are feasible, with each having advantages and disadvantages.



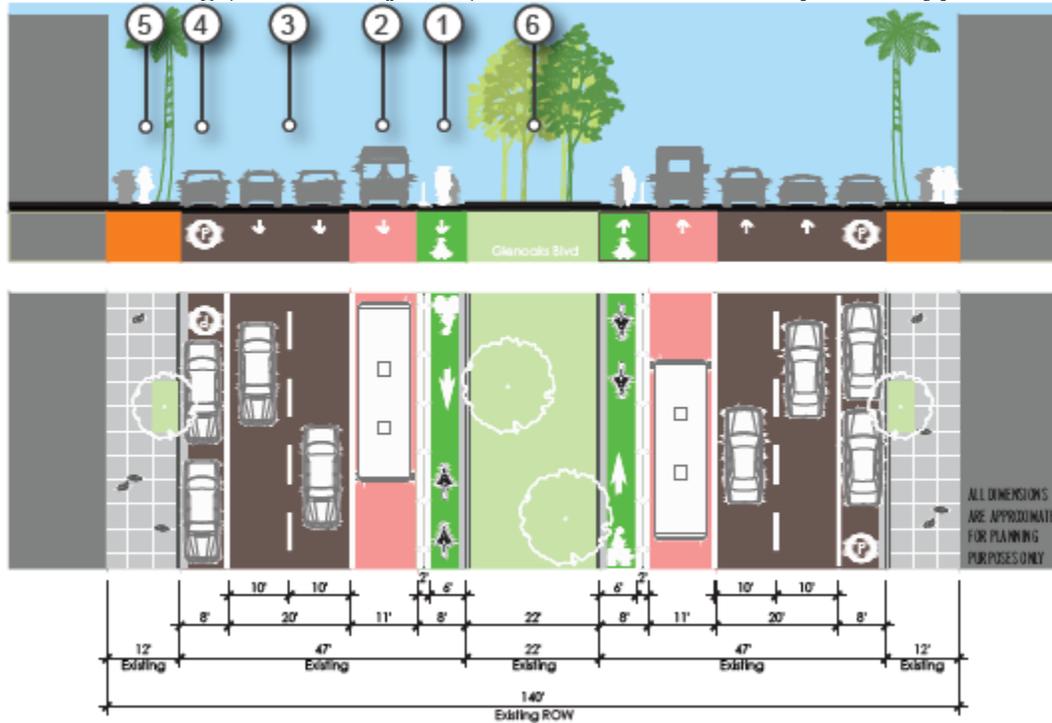
## Parking Lane Protected Bike Lane Option – Typical Block



### KEY

- ① Protected bikeway — located on the north side and south side of Glenoaks Boulevard. Green pavement markings are suggested throughout. They are supplemented by a linear buffer consisting of striping and bollards wherever parking is adjacent to bike lanes.
- ② Busway — is located next to the median, consistent with the BRT concept plan.
- ③ Two travel lanes — consistent with the BRT plan
- ④ Parking — is relocated between the bike lane and travel lanes
- ⑤ Enhanced Sidewalk — Existing Sidewalks width is not changed, but should be enhanced with additional canopy trees, street furniture, and sidewalk lighting.
- ⑥ Enhanced median — Additional landscaping
- ⑦ Striping at driveways and intersections. Continuous lane markings raise awareness of potential conflict zones. Striping is applied wherever cars must cross through the protected bike lanes.
- ⑧ Striping and bollards where on-street parking is absent

## Center Running (Median Adjacent) Protected Bike Lane Option – Typical Block



### KEY

- ① Protected Bike Lanes provided on the north and south sides of the median. Where medians are not present, at intersections, bike lanes form of a bi-directional bikeway.
- ② Busways provided consistent with the BRT plan but located approximately 8' outboard of existing median on both sides.
- ③ Two travel lanes consistent with the BRT plan — Consider adding Class III (Sharrows) shared lane markings between transit stations and mid-block crossings.
- ④ Curbside parking unchanged from the present configuration.
- ⑤ Existing Sidewalks width not changed but should be enhanced with additional canopy trees, street furniture and sidewalk lighting.
- ⑥ Existing median is not changed but would have enhanced landscaping.

## Complete Street 'First and Last Mile Loop' Transit Access Improvements

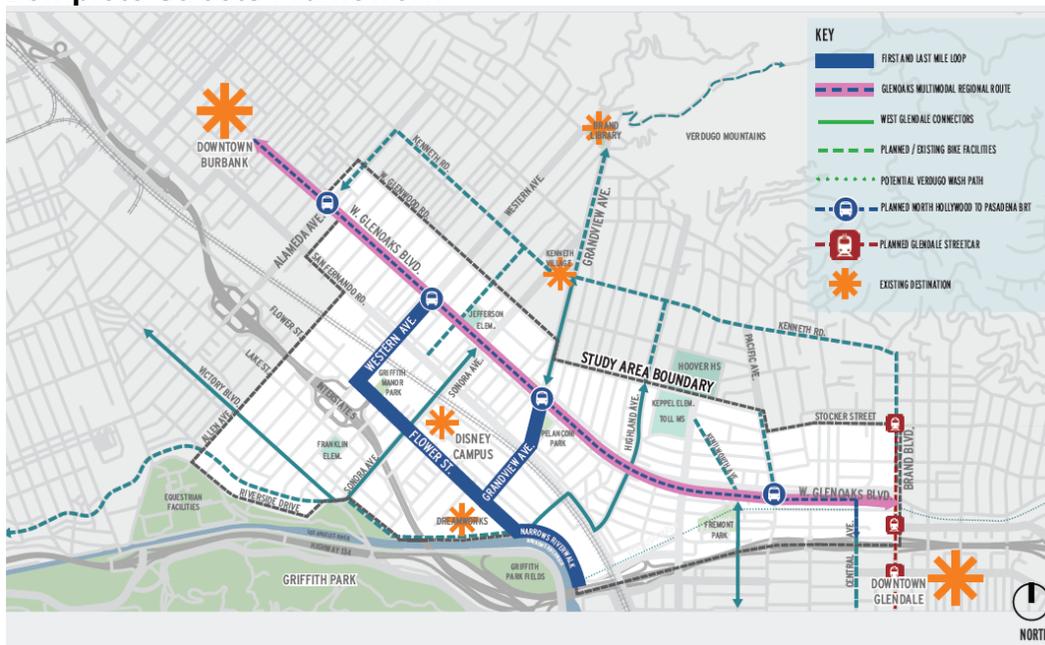
The complete streets strategy is intended to rethink the street network, focusing on moving people safely and efficiently. This means identifying a hierarchy of transportation routes where active and multi-modal transportation receive a greater priority over automobile transportation. It also means that along these routes, at key intersections, design and performance metrics that measure roadway congestion and travel time were reassessed and prioritization was given to cyclists and pedestrians.

Recommended complete street walking and biking improvements are intended to increase future bus rapid transit ridership by providing linkages to either existing or future destinations. The complete street improvements ensure that first and last-mile

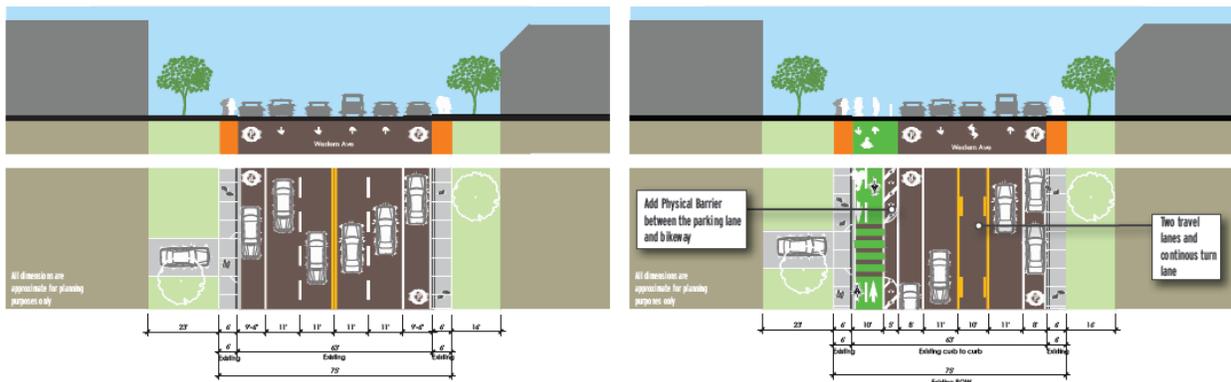
biking and walking trips that transit users must take between their starting or ending destination and a BRT station address distance, safety conditions, and other barriers, intended to make BRT use more practical. Improvements focus on the area within a quarter-mile of the station, typically accessible within a five-minute walk, and a one mile, five-minute bike ride of the station. These areas are the ‘transit rider-shed’, the source of the majority of the station’s riders. The framework includes walking and biking recommended as follow:

- Routes and design concepts for 4 corridors—Western Avenue, Grandview Avenue, Flower Street, and Glenoaks Boulevard that link existing potential transit trip generating uses such as the Disney campus to planned transit stations and areas where long-term land use change might occur along the Western, Grandview, and Flower corridors, and at sites adjacent to BRT stations along Glenoaks Boulevard.

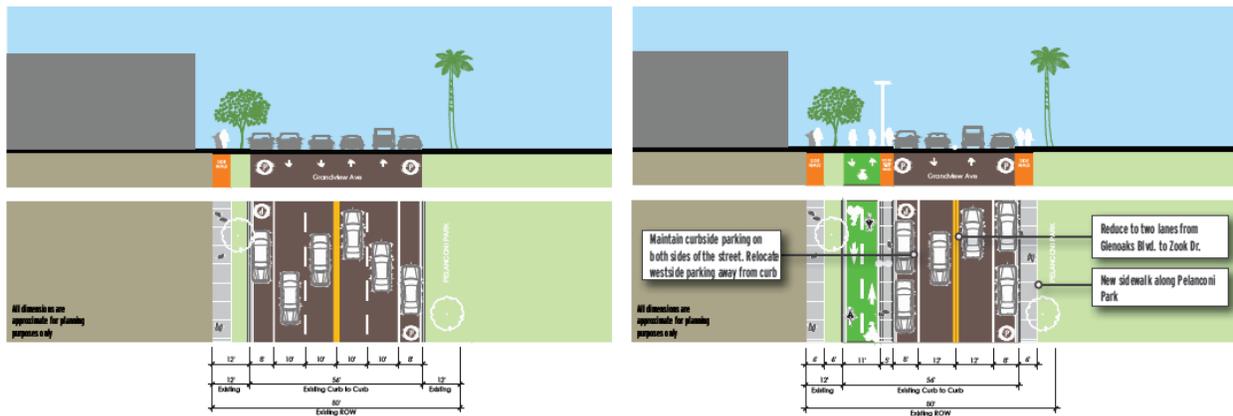
### Complete Streets Framework



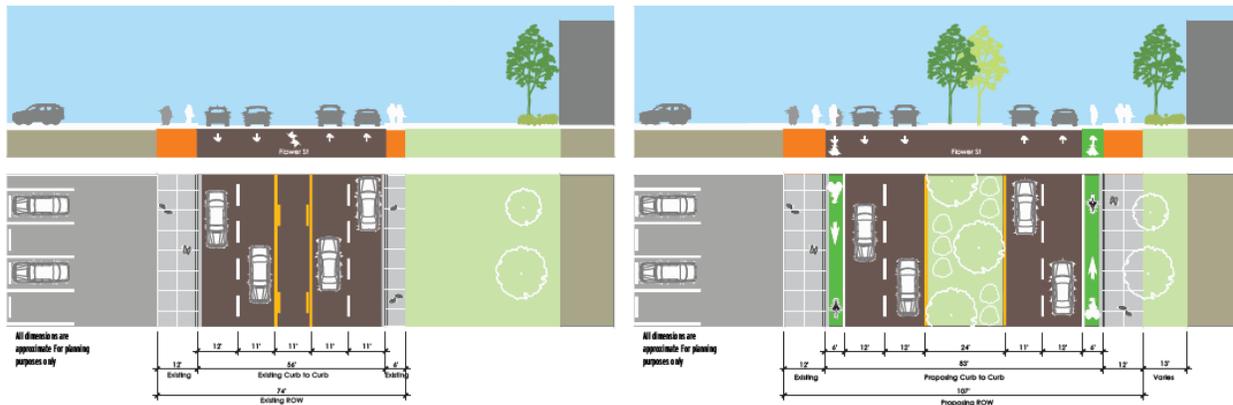
### Western Avenue Corridor – Glenoaks Blvd to San Fernando Rd.



## Grandview Avenue Corridor – Glenoaks Blvd. to San Fernando Rd.



## Flower Street Corridor Concept – Western Ave. to Sonora Ave.



## Technical Assessment

### Traffic Analysis

Preliminary traffic analysis, including multi-modal concepts, was conducted and found that enhancing active transportation—walking and biking facilities, would not have a detrimental effect on automobile and transit modes. While this analysis should be refined as more information is made available about Metro’s proposed design and operation of the corridor, this preliminary analysis suggests that incorporating enhanced active transportation facilities would not significantly negatively alter future intersection configurations, relative to the potential changes from the transit project, and would not be anticipated to have a detrimental effect to corridor operations.

Where modifications to intersections consist of signal treatments or intersection geometry that include the transit corridor, increases in delay were not estimated at more than ten seconds, due to enhanced walking improvements and protected bikeway facilities at all analyzed locations but one (the intersection of Western Avenue & San Fernando Road). Any further analysis of Glenoaks Boulevard should equitably assess tradeoffs between comfort, convenience, and delay for all users and should be further considered and analyzed while refining options.

### **Traffic signal phasing and operations considerations**

Signal phasing and design is an important tool in separating turning movements and reducing conflicts to provide a safe, protected facilities through Study area intersections. A preliminary analysis of auto operations and turning movement volumes provided insight to the appropriate signal phasing and design treatments needed to accommodate auto demand and reduce auto/bike conflicts at signalized intersections on Grandview Avenue. Recommendations include:

- A range of potential ‘tools’ to be employed— protected left turns, protected right turns, no right on red, and horizontal offsets, that should be carried through the next phase of collaborative Glenoaks Boulevard design by Metro and the City. It is suggested that traffic volumes be regularly assessed to determine what the appropriate signal treatments to meet suggested peak hour turn volume thresholds to accommodate auto demand and reduce auto/bike conflicts at signalized intersections.
- Bike signals should be utilized at all major intersections, especially where there are bike facility transitions, to allow for separate bike phasing and maximize the legibility of the bike facility to cyclists who are capable but may be cautious crossing busy intersections.

### **Vehicle Miles Traveled (VMT) Reduction**

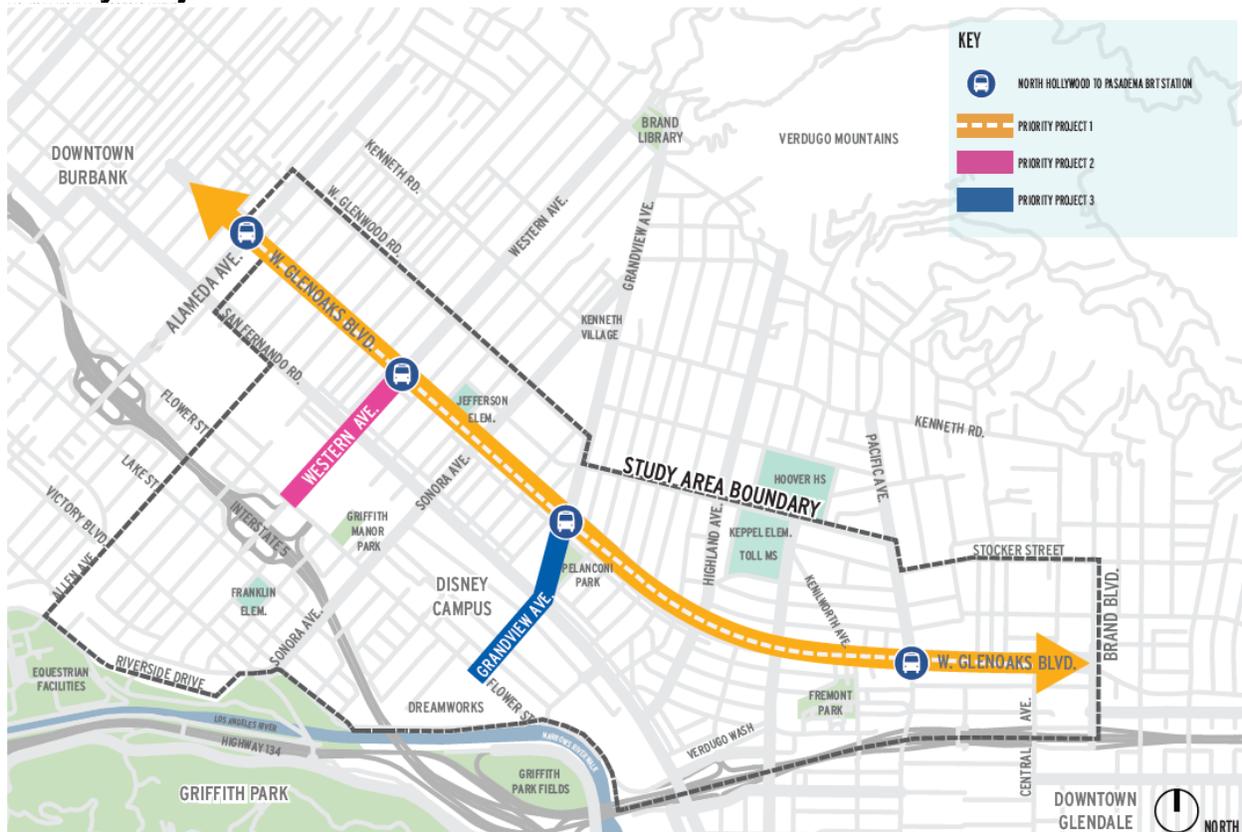
With the implementation of the proposed bikeway projects in the First and Last Mile Loop, the total VMT and home-based VMT in the study area are expected to decrease by between 100 and 300 vehicle miles traveled. Additionally, the modeling displayed that the home-based work VMT could increase by up to 350 vehicle miles traveled, for a net reduction (per Metro’s transit corridor analysis the implementation of the North Hollywood to Pasadena Transit Corridor would result in a reduction to VMT). As the active transportation and transit networks are enhanced and expanded, VMT would be expected to decrease further as people will have opportunities to take fewer or shorter trips by motor vehicle.

### **Implementation Strategy**

#### **Action Plan**

The intent of the implementation strategy is to identify the public actions necessary to generate sustained and substantial reductions in vehicle miles traveled and while addressing the goals and objectives of the West Glendale Sustainable Transportation Study. The ‘Action Plan’ focuses on achievable short-term and long-term projects that can be folded into the West Glendale Community Plan and other relevant City plans. The action plan identifies three priority projects, specific actions, issues to be resolved, responsibilities for implementation, funding sources and a schedule for each priority project.

## Priority Project Areas



**Three Priority Projects are identified. They include:**

### **Priority Project 1: Protected Bikeway improvements along Glendolls Boulevard**

The preliminary conceptual design and operational review conducted during this Study found that both the parking lane protected and center running median adjacent bike lane options are feasible, with each having advantages and disadvantages.

### **Timeline**

- 2021-2022: Evaluate design options with local stakeholders and Metro, discuss funding strategies to cover costs of protected bike lane as part of the BRT project, and prepare for funding through grant applications.

### **Priority Project 2: Western Avenue ‘First and Last Mile Loop’ Complete Street Improvements**

The proposed project for this corridor would modify the cross-section to provide a two-way active transportation facility along Western Avenue to better connect residential, employment, transportation facilities, retail, and potential redevelopment area destinations along the corridor. The preliminary conceptual design and operational review conducted during this Study found that the project is feasible based on the available right-of-way, evaluation of intersection operations, and serve the City’s and state’s goal of reducing VMT and providing enhanced multimodal travel options.

### **Timeline**

- 2020-2021: Prepare conceptual design, feasibility review, and operations analysis.
- 2021-2022: Conduct stakeholder outreach
- 2022: Finalize concept to identify extent and type of facility

### **Project 3: Grandview Avenue ‘First and Last Mile Loop’ Complete Street Improvements**

The proposed project for this corridor would reallocate space within the current street right-of-way to provide a two-way protected bike lane and fill in the gaps where sidewalks are missing or substandard, thereby providing better connections between existing residential, employment, retail uses, and potential Disney campus destinations and BRT station at Glenoaks Boulevard intersection. The preliminary conceptual design and operational review conducted during this Study found that the project is feasible based on available right-of-way and evaluation of intersection operations. To implement this concept, additional actions are required to confirm this Study’s concepts and technical analysis. Design refinement, additional analysis, and stakeholder input is needed.

### **Timeline**

- 2020-2021: Prepare conceptual design, feasibility review, and operations analysis.
- 2021-2022: Conduct stakeholder outreach
- 2022: Finalize concept to identify extent and type of facility

### **Actions**

Additional actions are required to confirm concepts and technical analysis for all projects, and to provide opportunities for additional stakeholder input for the following project areas:

- Protected Bikeway engineering — Finalize concept design.
- Additional traffic analysis — Feasibility review, and operations analysis to understand design options and tradeoffs relating to intersection/ mid-block crossing operations and multi-modal comfort and mobility options.
- Developed more refined cost estimates — for the final concept.
- Identify phasing/design considerations — Identify potential pilot projects.

### **Project Funding Strategy**

The primary source for funding The West Glendale Sustainable Transportation Study would be federal and regional sources as a component of the North Hollywood Pasadena BRT project. Moreover, the West Glendale Sustainable Transportation Study has also identified various local and regional active transportation funding sources. Finally, the City can easily include low cost and easy walking and bicycling safety improvement projects as part of ongoing Capital Improvement Program for roadway maintenance. Upon City Council approval, staff will continue to pursue these funding resources to implement the West Glendale Sustainable Transportation Study.

Preliminary cost estimates and various potential funding sources of the Priority Projects are as follows:

**Priority Project 1 Preliminary Cost Estimate — \$20,600,000**

**Phasing and Funding:**

- 2022-2023: Work with Metro BRT Team for funding this project.
- 2024-2026: Receive funding, construct, and implement.

**Priority Project 2 Preliminary Cost Estimate — \$5,700,000**

**Phasing and Funding:**

- 2022: Active Transportation Program (ATP). The action plan steps will allow City staff to have the information required for a complete and competitive application.
- 2024-2025: If ATP grant application is successful, begin design and implementation of Western corridor facility, local match and/or supplementing funds may be available from Measure R or Measure M.
- 2025 – 2026: Construction and implementation.

**Priority Project 3 Preliminary Cost Estimate — \$5,700,000**

**Phasing and Funding:**

- 2022: ATP and Metro BRT Project.
- 2024-2025: Pursue local match and/or funds from Measure R or Measure M.
- 2025 – 2026: Construction and implementation.

**Transportation and Parking Commission Update**

Staff provided an update regarding the West Glendale Sustainable Transportation and Land Use Study on June 28, 2021. The update provided an overview of the recommended improvements and next steps. The Commission provided feedback regarding the two alternatives for Glenoaks Boulevard. Commission members cited the benefits of a median-running, protected bicycle path by providing easy access to the future BRT, as well as a safe and protected route. Commission members also cited the benefits of the parking lane running bicycle path by providing separation and security for riders of all skill levels, as well as easy access to the commercial businesses along Glenoaks Boulevard.

The Commission also made recommendations to ensure that amenities and facilities such as bicycle racks would be included to accommodate future riders and accessibility to the adjacent businesses. The Commission also expressed satisfaction in the additional projects proposed, to strengthen first/last mile connections.

**Land Use Study**

Information regarding land use was also collected and analyzed to consider potential alternatives within the study area, primarily focused on the Glenoaks corridor. This information will be used to assist in the Housing and Land Use Element updates and will be presented at a future date.

## **FISCAL IMPACT**

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There is no fiscal impact associated with noting and filing this report and providing comments or recommendations.

## **ALTERNATIVES**

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Alternative 1: The City Council may note and file and provide comments on the Final Draft of the West Glendale Sustainable Transportation and Land Use Study. City Council may direct staff to pursue future opportunities towards implementation.

Alternative 2: The City Council may note and file and provide comments on the Final Draft of the West Glendale Sustainable Transportation and Land Use Study and direct staff not to pursue any future opportunities for project implementation.

Alternative 3: The City Council may consider any other alternative not proposed by staff.

## **CAMPAIGN DISCLOSURE**

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Not Applicable

## **EXHIBITS**

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1: West Glendale Sustainable Transportation and Land Use Study Draft