



May 29, 2025

To: State Route 91 Advisory Committee

From: Darrell E. Johnson, Chief Executive Officer, OCTA
Aaron Hake, Executive Director, RCTC

Subject: Draft 2025 State Route 91 Implementation Plan

Overview

The Orange County Transportation Authority and the Riverside County Transportation Commission annually prepare a plan for potential improvements along the State Route 91 corridor between State Route 57 in Orange County and Interstate 15 in Riverside County. The plan includes a list of proposed improvements, preliminary cost estimates, and potential implementation timeframes. These improvements are sponsored by various agencies, such as the Orange County Transportation Authority, the Riverside County Transportation Commission, the Transportation Corridor Agencies, the California Department of Transportation, and cities along the corridor. The Draft 2025 State Route 91 Implementation Plan is provided for information purposes.

Recommendation

Receive and file as an information item.

Background

SB 1316 (Chapter 714, Statutes of 2008) requires the Orange County Transportation Authority (OCTA) and the Riverside County Transportation Commission (RCTC) to annually prepare a plan for potential improvements along the State Route 91 (SR-91) corridor between State Route 57 (SR-57) in Orange County and Interstate 15 (I-15) in Riverside County. The Draft 2025 SR-91 Implementation Plan (Plan) serves as a snapshot of current and planned activities within the SR-91 corridor. The Plan describes transportation benefits, anticipated costs and schedules for projects, and concepts through the post-2035 timeframe. The intent of the Plan is to provide a compilation of information for projects along the SR-91 corridor. This Plan was prepared in consultation with the California Department of Transportation (Caltrans), the Transportation Corridor Agencies (TCA), and the cities of Anaheim, Corona, Orange, and Yorba Linda.

Discussion

Over the last two plus decades, considerable progress has been made in improving the SR-91 corridor. More than \$2 billion has been invested in the completion of 13 projects, including the addition of approximately 77 lane miles throughout the SR-91 corridor as well as the Anaheim Canyon Metrolink station and service improvements. The improvements within the corridor have helped to alleviate the effects of population growth and employment between the counties of Orange and Riverside by enhancing capacity and improving mobility. Completed projects from the Plan include:

- Green River Road Overcrossing Improvement Project
- North Main Street Corona Metrolink Parking Structure Project
- Eastbound (EB) lane addition from State Route 241 (SR-241) to State Route 71 (SR-71)
- Lane addition in both directions between State Route 55 (SR-55) and SR-241
- Westbound (WB) lane addition at Tustin Avenue
- Metrolink service improvements
- SR-91 Corridor Improvement Project initial phase
- Express Bus Service
- La Sierra Metrolink parking improvements
- SR-91 Corridor Operations Project
- Anaheim Canyon Metrolink Station improvements
- 15/91 Express Lanes connector
- EB 91 Express Lanes extension

OCTA and RCTC have adopted similar goals for the 91 Express Lanes to continue to maintain safe, reliable, and predictable travel times for motorists traversing between the two counties. These guiding principles include:

- Optimizing vehicle throughput at free-flow speeds and increasing average vehicle occupancy
- Balancing capacity and demand to serve customers who pay tolls, as well as carpoolers (three or more) who are offered discounted tolls
- Generating sufficient revenue to sustain the financial viability of the 91 Express Lanes
- Paying debt service and maintaining debt service coverage
- Reinvesting net revenues on the SR-91 corridor to improve regional mobility, when appropriate

Information for projects in the Plan is updated annually to ensure that the planning and implementation of each project is coordinated and timed to provide maximum benefits to the SR-91 corridor. Additionally, projects within the corridor should be

coordinated to minimize construction impacts to commuters and the surrounding communities. In the future, an operational analysis by OCTA and RCTC will be prepared for each project before implementation to ensure that the projects meet the OCTA and RCTC goals for the SR-91 corridor.

In October 2019, a consensus was reached that set the stage for a series of projects included in the Plan to be implemented sequentially to improve the SR-91 corridor. OCTA, RCTC, TCA, Caltrans Districts 8 and 12, as well as Caltrans Headquarters, agreed to project sequencing to enable the streamlining of the SR-241/SR-91 Tolloed Express Connector Project, while minimizing impacts to the SR-91 corridor. The agencies reached consensus on a program of projects and sequencing as follows:

1. 15/91 Express Lanes Connector (completed)
2. SR-91 Corridor Operations Project (completed)
3. SR-71/SR-91 Interchange Improvements (in construction)
4. SR-241/SR-91 Tolloed Express Connector*

*Note: SR-241/SR-91 Tolloed Express Connector is not dependent upon completion of SR-71/SR-91 interchange improvements.

Coordination efforts for the 2025 Plan (Attachment A) resulted in various updates to project status, costs, and schedules. Projects included in the Plan are organized as follows: Orange County projects, Riverside County projects, and bi-county projects as shown below.

- Orange County projects include three improvements:
 - SR-91 improvements between SR-57 and SR-55
 - Placentia Metrolink Rail Station
 - Metrolink improvements
- Riverside County projects include five improvements:
 - 15/91 Express Transit Connector
 - Green River Road Bike Lane Gap Closure
 - Santa Ana River Trail
 - SR-71/SR-91 interchange improvements
 - Improvements east of I-15
- Bi-county projects which benefit both the counties of Orange and Riverside include three projects:
 - SR-241/SR-91 Tolloed Express Connector
 - 91 EB Corridor Operations Project (SR-241 to SR-71)
 - 91 WB Improvements (SR-241 to SR-71)

As part of the preparation of the Plan, a traffic analysis was conducted to quantify travel times for WB morning and EB afternoon conditions for all capacity/operation-enhancing projects scheduled to be completed by 2030 and 2045. Following significant travel pattern changes as a result of the pandemic, travel patterns along the SR-91 corridor largely stabilized by 2022, which serves as the base year for existing conditions. The WB morning traffic analysis results and forecast indicate that by 2030, travel times are anticipated to increase in Riverside County by about six minutes, and no change is anticipated in Orange County. For the forecast year 2045, WB travel times decrease in Riverside County by about 21 minutes but increase in Orange County by about 16 minutes.

The EB afternoon traffic analysis indicates that for the forecast year 2030, travel times in Riverside County are anticipated to increase by about four minutes but decrease in Orange County by about 33 minutes. The EB travel times in Riverside County for 2045 decrease by about 14 minutes and increase in Orange County by about 28 minutes. OCTA and RCTC will continue monitoring the SR-91 traffic pattern changes throughout 2025. Traffic benefits from the recently completed projects in Riverside County (15/91 Express Lanes Connector and EB 91 Express Lane Extension) will be realized in subsequent Plan traffic analyses.

Generally, the increases in travel times are attributed to growth in population and employment opportunities as well as limitations at some end points to handle growth in travel demand. The improvements in travel times are due to the benefits of various projects implemented in both counties. Therefore, the need to continue bi-county transportation planning and coordination along the primary direct route between the counties of Orange and Riverside is essential.

Conceptual Projects

The improvements included in Appendix A of the Plan are conceptual in nature and implementation would require additional planning, design, and funding. The 2025 Plan includes one new conceptual project: the SR-91 WB Auxiliary Lane from Pierce Street to McKinley Street. The conceptual projects will support local and regional connectivity and provide travel choice benefits to the corridor.

Summary

OCTA and RCTC have completed the Plan required by SB 1316. As the Plan is updated annually, it is important to ensure that projects are coordinated in such a way that they provide maximum benefits to the SR-91 corridor. This would be achieved through implementing projects that optimize the operations of the corridor and the 91 Express Lanes. The Plan serves as a compilation of future potential projects and project level decisions can be made when individual projects are being considered for implementation.

Attachment

- A. Draft State Route 91 Implementation Plan 2025