



November 25, 2019

To: Members of the Board of Directors

From: Darrell E. Johnson, Chief Executive Officer

Subject: Public Hearing for the 2019 Orange County Congestion Management Program

Overview

The Orange County Transportation Authority is responsible for biennial monitoring and reporting on the Orange County Congestion Management Program. In accordance with state law, the Orange County Congestion Management Program Report has been updated for 2019, and all requirements have been fulfilled. A public hearing is required prior to the Board of Directors' adoption of the Congestion Management Program.

Recommendations

- A. Consider public hearing comments received on the 2019 Orange County Congestion Management Program.
- B. Adopt the 2019 Orange County Congestion Management Program.
- C. Direct staff to forward the 2019 Orange County Congestion Management Program to the Southern California Association of Governments for a finding of regional consistency.

Background

In June 1990, the passage of Proposition 111 required urbanized areas to designate a Congestion Management Agency (CMA) and adopt a Congestion Management Program (CMP) in order to continue receiving state gasoline tax funds. As Orange County's designated CMA, the Orange County Transportation Authority (OCTA) is responsible for developing, monitoring, and biennially updating Orange County's CMP Report. The purpose of the CMP is to provide a mechanism for coordinating land use and transportation decisions, and to assess how traffic congestion is being managed by monitoring the transportation system.

The draft 2019 Orange County CMP Report was presented to the OCTA Board of Directors (Board) on September 9, 2019, and was subsequently released for public review and forwarded to local jurisdictions and public agencies. To date, the City of Anaheim (City) and the Southern California Association of Governments (SCAG) have submitted comments (Attachments A and B). OCTA has addressed these comments, and the document has been updated accordingly. The City noted that the added language on SB 743 (Chapter 386, Statutes of 2013) legislation and its relation to the CMP is helpful and informative. SCAG's comments requested that OCTA, through the CMP, provide information for SCAG's federal Congestion Management Process report by documenting:

- Any federally-funded projects in the CMP Capital Improvement Program (CIP) that add capacity for single-occupant vehicles; and
- Whether those projects considered alternative strategies to reduce demand, consistent with the federal Congestion Management Process.

This request is not required under current state CMP requirements. However, OCTA will consider updating the CIP checklist for future CMP reports and coordinate with SCAG to assist with their federal Congestion Management Process reporting requirements.

In accordance with state law, the final 2019 Orange County CMP Report (Attachment C) is being presented at a public hearing prior to adoption. Public hearing notices were posted in the Orange County Register and Excelsior publications on October 25, 2019.

Discussion

Staff has developed the 2019 Orange County CMP Report in compliance with state law. The report includes the following required elements.

Traffic Level of Service Standards

In 1991, OCTA implemented an intersection capacity utilization (ICU) monitoring method, developed with technical staff members from local and state agencies, for measuring the level of service (LOS) at CMP intersections. The first CMP LOS measurement recorded was in 1992, for most CMP intersections, and this established a baseline for comparing future measurements. During subsequent LOS monitoring, CMP intersections are required to maintain an LOS grade of E or better. However, if the baseline LOS was lower than E, the ICU rating could not degrade by more than 0.10. If these thresholds are exceeded, the responsible agency must identify improvements necessary to meet LOS

standards through existing plans or capital improvement programs, or through development of deficiency plans.

LOS Grade	ICU Rating
A	0.00 – 0.60
B	0.60 – 0.70
C	0.70 – 0.80
D	0.80 – 0.90
E	0.90 – 1.00
F	> 1.00

Performance Measures

CMP highway and roadway system performance is measured by LOS at 101 CMP intersections in Orange County. Since 1992, average morning conditions have improved from an ICU 0.67 (LOS B) to an ICU 0.60 (LOS A), and average evening conditions have improved from an ICU 0.72 (LOS C) to an ICU 0.63 (LOS B). These LOS improvements demonstrate the value of the investments made in the transportation system over the years through effective use of Measure M funds, as well as other local, state, and federal resources.

One intersection that failed to meet the LOS standard during the 2019 CMP monitoring period was Laguna Canyon Road/State Route 73 (SR-73) northbound ramps. However, this intersection is operated and controlled by the California Department of Transportation (Caltrans) and is not subject to CMP conformance determinations (§65089{3}). Since 2017, Caltrans completed a project that added an additional lane to the SR-73 northbound ramps to Laguna Canyon Road. This project has improved the facility's performance since the 2017 CMP update by ICU 0.04 in the AM peak hour and ICU 0.05 in the PM peak hour. Nevertheless, the intersection continued to operate at LOS F. Caltrans has been made aware of this and indicated it will look for additional improvement opportunities at this intersection.

Transit service performance is discussed in Chapter 3. It includes target service and performance standards approved by the Board in 2012. OCTA's transit service met many of the targets and performance standards for the 2019 CMP monitoring period. However, declines in ridership over the past several years have contributed to some of OCTA's challenges in meeting all the standards and policies described in the CMP. OCTA's Short-Range Transit Plan outlines priorities for meeting transit policies and standards as new resources become available, and comprehensive actions identified as part of the OC Bus 360° have been endorsed and implemented to address declines in ridership.

Transportation Demand Management

There are various demand management strategies implemented throughout Orange County that help address congestion on the CMP highway system by supporting and promoting alternatives to driving alone (Chapter 4).

These strategies generally include carpools, vanpools, transit, active transportation, park-and-ride lots, flexible work hours, telecommuting, parking management programs, and parking cash-out programs.

Land Use Analysis Program

The CMP Traffic Impact Analysis (TIA) Guidelines define a process for measuring impacts of proposed development projects on the CMP highway system. All local jurisdictions have adopted this process, or a process consistent with the CMP TIA Guidelines. These processes have been consistently applied to all development projects meeting adopted trip generation thresholds.

CIP

A seven-year CIP was adopted by each Orange County jurisdiction to document planned transportation improvements. These have been integrated into a countywide CIP by OCTA. These projects will help maintain or improve traffic conditions on the CMP Highway System and adjacent facilities. OCTA monitors local agency CIPs through annual reports from local jurisdictions, which are a requirement of the Measure M2 eligibility process.

CMP Conformance

As the designated CMA, OCTA determines if local jurisdictions are in conformance with the CMP by monitoring the following:

- Consistency with level of service standards,
- Adoption of CIPs,
- Adoption and implementation of a program to analyze the impacts of land use decisions,
- Adoption and implementation of deficiency plans when traffic LOS standards are not maintained.

OCTA gathers local traffic data to determine the LOS for CMP intersections. In addition, local jurisdictions complete a set of checklists, developed by OCTA, that guide them through the CMP conformity requirements. The checklists address the legislative requirements of the CMP, including land use

coordination, the CIP, and transportation demand management strategies. Based on the LOS data and CMP checklists completed (Attachment D), all local jurisdictions are in conformance with the CMP.

Next Steps

After the noticed public hearing and upon Board approval, the 2019 Orange County CMP Report will be forwarded to SCAG to determine consistency with the Regional Transportation Plan.

Summary

The 2019 Orange County CMP has been prepared in accordance with statutory requirements and has been developed through cooperative efforts involving local jurisdictions and public agencies. Monitoring efforts have determined that all requirements have been fulfilled, and Board approval of the 2019 Orange County CMP is requested.

Attachments

- A. Letter to Laurena Weinert, Clerk of the Board, Orange County Transportation Authority, from Rafael Cobian, City Traffic Engineer, City of Anaheim, re: Draft 2019 Orange County Congestion Management Program Report, dated October 9, 2019
- B. Letter to Kia Mortazavi, Executive Director, Planning, Orange County Transportation Authority, from Sarah Jepson, Acting Director, Planning, Southern California Association of Governments, re: Draft 2019 Congestion Management Program, dated October 8, 2019
- C. 2019 Orange County Congestion Management Program, Orange County Transportation Authority, November 2019
- D. 2019 Congestion Management Program, Summary of Compliance

Prepared by:



Sam Sharvini
Transportation Analyst
(714) 560-5769

Approved by:



Kia Mortazavi
Executive Director, Planning
(714) 560-5741