



November 27, 2017

To: Members of the Board of Directors

From: Darrell Johnson, Chief Executive Officer 

Subject: Public Hearing for the 2017 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 2017 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 2017 Orange County Congestion Management Program.
- B. Adopt the 2017 Orange County Congestion Management Program.
- C. Direct staff to forward the 2017 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 2017 Orange County CMP Report was presented to the OCTA Board of Directors (Board) on October 9, 2017, and was subsequently released for public review and forwarded to local jurisdictions and public agencies. To date, only the Southern California Association of Governments (SCAG) has submitted comments (Attachment A). OCTA has addressed SCAG's comments, and the document has been updated accordingly. SCAG's comments also requested that OCTA, through the CMP, begin reporting on the following items:

- The status of local transportation demand management (TDM) ordinances,
- CMP Capital Improvement Program (CIP) reporting on projects adding capacity enhancements for single-occupant vehicles, and consideration of alternative strategies to reduce demand.

Neither of these requests is required under current state CMP requirements. However, OCTA does monitor and report on TDM strategies on a countywide basis. These strategies are described in Chapter 4 of the CMP Report. With respect to reporting on CIP improvements, OCTA will consider reporting on local CIPs in future CMP Reports, and ensure that the 2019 CMP includes the latest required CIP reporting metrics.

In accordance with state law, the final 2017 Orange County CMP Report (Attachment B) is now being presented at a noticed public hearing prior to adoption. Public hearing notices were posted in the Orange County Register and Excelsior publications on October 27, 2017.

Discussion

Staff has developed the 2017 Orange County CMP Report in compliance with state law and 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. This method is consistent with the California Department of Transportation (Caltrans) Highway Capacity Manual. 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 a LOS grade of 'E' or better. However, if the baseline LOS was lower than E, the ICU rating could not increase 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	0.61 – 0.70
C	0.71 – 0.80
D	0.81 – 0.90
E	0.91 – 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 0.61 (LOS B), and average evening conditions have improved from an ICU 0.72 (LOS C) to an ICU 0.64 (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 2017 CMP monitoring period was Laguna Canyon Road/State Route 73 (SR-73) northbound ramps. However, this intersection is operated and controlled by Caltrans and is not subject to CMP conformance determinations (§65089{3}). Caltrans has initiated a project that will add an additional lane to the SR-73 northbound ramps at Laguna Canyon Road. This project will improve the facility's LOS and is on track to be completed in late 2017.

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 2017 CMP monitoring period. However, recent declines in ridership 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 to address declines in ridership. However, since the release of the Draft 2017 CMP Report, Chapter 3 has been revised to better characterize the state of existing planning efforts to meet current service standards. These modifications are highlighted in Attachment C (in track changes) to better reflect these changes, prior to the Board's final consideration and approval of the 2017 CMP Report.

TDM

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 methods and strategies generally include carpools, vanpools, transit, bicycles, 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 capital improvement program of projects was adopted by each Orange County jurisdiction and integrated into a countywide CIP by OCTA. It includes projects that will help to maintain or improve traffic conditions on the CMP Highway System and adjacent facilities. OCTA monitors local agency CIPs through the semi-annual review process, which is integrated into 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 TDM 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 2017 Orange County CMP Report will be forwarded to SCAG to determine consistency with the Regional Transportation Plan. Consistent with SCAG issuing a finding of consistency, local jurisdictions will remain eligible to receive state gasoline tax funds.

Summary

The 2017 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 2017 Orange County CMP is requested.

Attachments

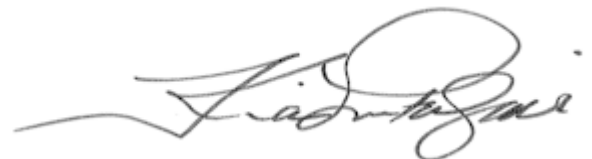
- A. Letter to Kia Mortazavi, Executive Director, Development, from Naresh Amatya, Acting Director, Transportation Department, Southern California Association of Governments, RE: Draft 2017 Congestion Management Program, dated October 25, 2017,
- B. 2017 Orange County Congestion Management Program
- C. 2017 Congestion Management Program, Chapter C, Pages 29 – 32
- D. 2017 Congestion Management Program, Summary of Compliance

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