



June 4, 2018

To: Regional Planning and Highways
From: Darrell E. Johnson, Chief Executive Officer
Subject: 2018 State Route 91 Implementation Plan

Overview

The Orange County Transportation Authority annually prepares a long-range plan for improvements along the State Route 91 corridor between State Route 57 in Orange County and Interstate 15 in Riverside County. The plan includes a listing of potential 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 2018 State Route 91 Implementation Plan is provided.

Recommendation

Approve the 2018 State Route 91 Implementation Plan.

Background

AB 1010 (Chapter 688, Statutes of 2002) requires the Orange County Transportation Authority (OCTA) to annually prepare a plan for improvements along State Route 91 (SR-91) between Interstate 15 (I-15) and State Route 55 (SR-55). On September 30, 2008, SB 1316 (Chapter 714, Statutes of 2008) was signed into law. This bill built upon AB 1010 to extend the limits of the corridor to State Route 57 (SR-57), authorized Riverside County Transportation Commission (RCTC) to operate a toll facility along the portion of the SR-91 in Riverside County, and extended the timeframe for the operations of the toll lanes to 2065. SB 1316 also enables the use of excess toll revenues for congestion relief projects or services along the SR-91 corridor between SR-57 and the Orange/Riverside County line for OCTA and, when available, between the Orange/Riverside County line and I-15 for RCTC.

To satisfy statute, the SR-91 Implementation Plan (Plan) has served as a snapshot of current activities within the SR-91 corridor. The Plan describes projects and transportation benefits, current activities, and anticipated costs through the post-2035 timeframe. The intent of the Plan is to serve as a compilation of information for projects along the SR-91 corridor. This Plan was prepared in collaboration with RCTC, the California Department of Transportation, the Transportation Corridor Agencies, and the cities of Anaheim, Corona, Orange, and Yorba Linda.

Discussion

Since 2002, significant progress has been made in improving the SR-91 corridor. Nearly \$2 billion has been invested in the completion of seven projects, including the addition of 66.5 lane miles throughout the SR-91 corridor. Since 2003, average daily traffic throughput has increased by 15 percent, showing that improvements within the corridor have helped in alleviating the effects of population growth and facilitated connectivity between Orange and Riverside counties 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 lane addition from State Route 241 (SR-241) to State Route 71 (SR-71);
- Lane addition in both directions between SR-55 and SR-241;
- Westbound lane at Tustin Avenue;
- Metrolink service improvements; and
- SR-91 Corridor Improvement Project (CIP [initial phase]).

A major component of the Plan includes the SR-91 CIP. With the completion of the initial phase of this project in spring 2017, there are now approximately 18 miles of express lanes between Orange and Riverside counties. This \$1.4 billion project will provide significant benefits to drivers, residents, and businesses along the heavily traveled SR-91 corridor. Among the benefits of the new travel lanes and other improvements are travel time savings, mode choice, and travel time reliability.

OCTA and RCTC have adopted similar goals for the 91 Express Lanes to continue to maintain a safe, reliable, and predictable travel time for motorists traversing seamlessly 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 (3+) who are offered discounted tolls;

- Paying debt service and maintaining debt service coverage;
- Generating sufficient revenue to sustain the financial viability of the 91 Express Lanes; and
- Reinvesting net revenues on the SR-91 corridor to improve regional mobility, when appropriate.

As information for projects in the Plan is updated annually, it is important to ensure each project is sequenced in such a way that it provides maximum benefits to the SR-91 corridor. This can be achieved by implementing the projects that optimize the operations of the corridor, as well as the 91 Express Lanes. Going forward, additional operational analysis will need to be vetted for each project prior to implementation. This will ensure that the projects meet the OCTA and RCTC adopted goals for the SR-91 corridor.

The 2018 Plan projects (Attachment A) are organized as follows: Orange County projects, Riverside County projects, and bi-county projects.

- The Orange County set of projects includes two improvements at a total cost from approximately \$327 to \$427 million. They are:
 - SR-91 improvements between SR-57 and SR-55; and
 - Fairmont Boulevard improvements.
- The Riverside County set of projects includes three improvements at a total cost of more than \$300 million:
 - I-15/SR-91 Express Lanes connector;
 - SR-71/SR-91 interchange; and
 - Improvements east of I-15.
- Bi-county projects which benefit both Orange and Riverside counties include:
 - Express Bus service improvements;
 - Metrolink service and station improvements;
 - Sixth general purpose lane addition from SR-241 to SR-71;
 - RCTC operational improvements; and
 - SR-241/91 Express connector.

The improvements included in Appendix A of the Plan are highly conceptual in nature. Some of the concepts are derived from the Riverside-Orange County Major Investment Study (MIS). Appendix A includes an elevated four-lane facility between SR-241 and I-15 (MIS Corridor A), Anaheim to Ontario International Airport high-speed ground transportation

system, and the Irvine-Corona Expressway (ICE) from SR-241/State Route 133 to I-15/Cajalco Road, connector improvements at the SR-91/SR-55 interchange, and an eastbound fifth lane addition near SR-241. The projected cost of the conceptual improvements exceeds \$14 billion, and the implementation will require a significant amount of planning, design, external funding, and future policy and public input.

Staff continues to monitor the financial viability of the ICE concept as requested by the SR-91 Advisory Committee and the Riverside Orange Corridor Authority in 2010. The ICE has not moved beyond the conceptual phase due to the current economic climate, lack of state and federal transportation funding, and the high construction cost. Until considerable advancements are made in efficient and affordable tunneling technology, and more state and federal funding is available, this project will be a major challenge to complete.

Summary

OCTA and RCTC have completed the 2018 Plan required by AB 1010 and subsequently, SB 1316 legislation. As the Plan is updated annually, it is important to ensure that projects are sequenced 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 2018 Plan projects have been updated and are organized by county jurisdiction.

Attachment

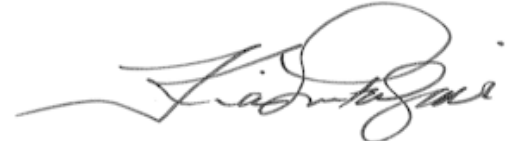
- A. Draft State Route 91 Implementation Plan 2018

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