



**November 5, 2018**

**To:** Regional Planning and Highways Committee

**From:** Darrell E. Johnson, Chief Executive Officer

**Subject:** Final 2018 Long-Range Transportation Plan

### **Overview**

The Long-Range Transportation Plan provides the vision for Orange County's regional transportation system over the next 20+ years. The final plan has been prepared, incorporating input received through public review of the draft document as appropriate. Based on public input, minor modifications were made to the project list, and the results remain consistent with the draft document. With direction from the Board of Directors, the final plan will be submitted to the Southern California Association of Governments as input to the 2020 Regional Transportation Plan and Sustainable Communities Strategy that is currently in development.

### **Recommendation**

Direct staff to submit the final 2018 Long-Range Transportation Plan to the Southern California Association of Governments as input to the 2020 Regional Transportation Plan and Sustainable Communities Strategy.

### **Background**

The Long-Range Transportation Plan (LRTP) is a long-term visioning document that analyzes anticipated demographic and travel demand growth in consideration of established priorities, projected revenue limitations, and emerging issues and technologies. The LRTP is updated every four years to adjust for changing conditions, as well as to coincide with the Orange County Transportation Authority's (OCTA) input into the Southern California Association of Governments' (SCAG) Regional Transportation Plan and Sustainable Communities Strategy (RTP/SCS). Regionally significant transportation projects cannot proceed through the project development process without being included in the RTP/SCS.

The comprehensive technical work to prepare the LRTP was complemented by a two-phase outreach effort that was conducted from February 2017 through September 2018. This included a pre-draft element (Phase One) and a post-draft element (Phase Two). Phase One began in February 2017 to engage the public-at-large, elected officials, local jurisdiction staff, advocacy groups, and industry professionals. Discussions were conducted in the context of OCTA's commitment to Measure M2 (M2), along with information related to 2040 demographic, financial, and travel conditions.

The results of the Phase One outreach effort were considered in the development of the draft 2018 LRTP that was presented to the Board of Directors (Board) and approved for public review on August 13, 2018. At that time, Phase Two of the outreach effort was initiated. Comments were accepted through September 28, 2018, that resulted in only minor updates to the financially constrained Trend 2040 project list. A summary of the input received and how it has been incorporated into the final 2018 LRTP is provided below.

### ***Discussion***

The final 2018 LRTP, *Designing Tomorrow*, and executive summary (Attachment A) have been prepared and are ready for submittal to SCAG as input for the 2020 RTP/SCS, pending Board direction. Two 2040 scenarios are analyzed in *Designing Tomorrow*, including the 2040 no build (reflecting how the 2015 transportation network performs based on 2040 travel demand) and Trend 2040 (reflecting financially constrained improvements that can be made by 2040). Additionally, *Designing Tomorrow* includes a list of conceptual projects that could eventually be part of the financially constrained scenario, as well as two discussion scenarios which consider changes that could come from innovations and potential policy decisions in the coming years.

From 2015 to 2040, it is projected that an additional 1.7 million daily person trips will occur in Orange County, a more than 12 percent increase from 2015. This increase in travel demand is due to anticipated socioeconomic growth that is outside the control of OCTA. These forecasts, developed by the Center for Demographic Research at California State University, Fullerton, estimate increases of over 300,000 residents and 275,000 jobs in Orange County by 2040.

The 2040 no build scenario reflects how this socioeconomic growth would impact the 2015 transportation system. This helps highlight the transportation challenges presented by travel demand increases over the next 20+ years. One challenge of note is the projected 66 percent increase in vehicle hours of delay due to congestion. Fortunately, Orange County voters had the foresight to

establish the M2 local sales tax to fund transportation investments that improve upon the 2040 no build scenario.

In addition, OCTA has undertaken many planning efforts in recent years which identify priorities, projects, and programs that address many of Orange County's transportation needs. These efforts include major investment studies, the OC Transit Vision, regional bikeway plans, and the Next 10 Plan. These represent many years of research, design work, coordination, cost and benefit analysis, and public input that have gone into planning for mobility in Orange County.

The M2 Investment Plan and associated Next 10 Plan make up the cornerstone of the Trend 2040 scenario. Trend 2040 also draws from improvements recommended by the other planning efforts discussed above, to the extent that they are financially feasible and consistent with the LRTP's established goals of delivering on commitments, expanding transportation system choices, improving system performance, and supporting sustainability. Other projects that would likely contribute toward the LRTP goals, but that do not have identified funding and/or require additional refinement, are reserved for the financially unconstrained conceptual scenario.

The table below highlights how projected growth in travel demand between 2015 and 2040 impact the transportation system. In short, Trend 2040 does well to mitigate increases in travel demand due to projected socioeconomic growth.

2015-2040 Travel Demand Growth Impacts

Metrics (daily)	2015 Base Year	2040 No Build	Trend 2040
Vehicle hours of congestion delay	330,619	547,996	378,138
Vehicle hours traveled	2,170,289	2,566,486	2,448,203
Delay as a percent of travel time	15.2%	21.4%	15.4%
Transit trips	149,000	165,000	174,000
Freeways – AM peak average speed (mph)	38.3	36.2	39.7
Arterials – AM peak average speed (mph)	25.7	24.3	25.9

mph – miles per hour

The public input received through the comprehensive outreach effort played a key role in preparing the draft document and refining the final 2018 LRTP. As noted above, Phase One of the outreach effort provided input into the development of the draft 2018 LRTP. Phase Two built upon Phase One by gathering feedback on the draft document for consideration in preparing the final 2018 LRTP. A summary of Phase Two is provided below, while details are included in the Public Outreach Report (Attachment B).

Phase Two included a variety of activities designed to solicit public input from a broad spectrum of people including a website/online survey (1,230 respondents), telephone town hall (956 callers participated for at least five minutes), quantitative survey (2,525 respondents), comment cards/online commenting (110 comments received), social media campaign, pop-up events (seven events), video, art and photo contest, and public open house (70 attendees). These opportunities engaged the general public, transportation professionals/organizations, business and community leaders, elected officials, city/county officials, diverse community leaders, influential Orange County leaders, transit/rideshare users, OCTA's public committees, students, and environmental groups. Through this engagement, key themes listed below were identified, which are generally consistent with those identified in Phase 1.

#### Keep Orange County Moving

- Synchronize signals and maintain local roads.
- Improve freeway performance.

#### Expand Transit Options

- Explore opportunities for new transit services.

#### Use a Balanced Investment Approach

- Invest in improvements across all modes to relieve congestion.

Comments received mostly supported projects and activities identified in the draft 2018 LRTP. Therefore, refinements made for the final 2018 LRTP did not significantly change the projects or results. Many comments highlight important issues that go beyond the proposed Trend 2040 improvements and that require further study. These issues reinforced the importance of the Short-Term Action Plan (Attachment C), which identifies activities to be undertaken by staff over the next four years. The activities are grouped into the following four categories.

- Orange County Planning Activities,
- Regional Planning Activities,
- Emerging Issues, and
- Transportation Outreach and Education.

The results of these activities will be incorporated into the next LRTP, in 2022, to help steer the continued development of Orange County's transportation system. It should also be noted that the Short-Term Action Plan includes activities addressing priced-managed lanes, the 2028 Olympics, and emerging technologies and services – all of which are anticipated to be major topics of discussion during the development of SCAG's 2020 RTP/SCS.

In addition to the public input summarized above, eight comment letters were also received from state and local agencies and organizations, which are included in the Public Outreach Report. The comment letters generally supported the LRTP, but also requested additional data (such as PM peak speeds and additional mapping data) and clarifications on topics of specific interest to the individual agencies and organizations. The final 2018 LRTP addresses many of the requests by incorporating additional language and data that add clarity and highlight partnerships and benefits.

Some letters requested consideration of additional projects for inclusion in the financially constrained Trend 2040 scenario. These included a project to underground utilities and add bikeways and sidewalks on Laguna Canyon Road, as well as the southern extension of State Route 241 (SR-241). The Laguna Canyon Road project currently lacks identified funding to be included in the Trend 2040 project list. As for the southern extension of SR-241, Transportation Corridor Agencies (TCA) are evaluating nine concepts along several different corridors, some of which overlap existing or planned Measure M2 improvements included in Trend 2040. Each of the concepts must be studied in more detail to understand potential impacts involving nearby communities and responsible agencies, as noted in letters and comments received during the public review period. While some comments supported the SR-241 extension, most identified concerns or opposition, including letters from the California Coastal Commission and a collection of conservation groups.

For the reasons described above, and to limit potential challenges to SCAG's RTP/SCS, these projects will remain in the conceptual project listing within the 2018 LRTP for the time being. Including these proposed projects in the conceptual project list does not slow the project development process. Studies will be able to proceed related to the project approval and environmental document phase.

The final 2018 LRTP also adds language discussing conditions under which OCTA would consider moving these projects to Trend 2040. For the Laguna Canyon Road project, the LRTP cites the need for the City of Laguna Beach to secure additional funding through their proposed tax measure that is on the November 2018 ballot. As for the extension of SR-241, funding may not be a concern, but the LRTP cites the need for TCA to identify a preferred corridor, as

suggested in the City of Mission Viejo's comment letter. OCTA also requests that TCA demonstrate support from responsible agencies and affected communities prior to OCTA considering the project for inclusion in any financially constrained project list.

***Summary***

The final 2018 LRTP, Designing Tomorrow, has been prepared. This LRTP incorporates input received during the public review period and proposes a Short-Term Action Plan that identifies efforts to be pursued by staff over the next four years. The results of these efforts will be considered in developing the next LRTP for 2022. With direction from the Board, staff will submit the final 2018 LRTP to SCAG as input for the 2020 RTP/SCS.

***Attachments***

- A. Designing Tomorrow, 2018 Long-Range Transportation Plan, Executive Summary, November 2018
- B. Designing Tomorrow, 2018 Long-Range Transportation Plan, Public Outreach Report, September 2018
- C. 2018 Long-Range Transportation Plan, Short-Term Action Plan

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