



November 22, 2021

To: Members of the Board of Directors

From: Darrell E. Johnson, Chief Executive Officer 

Subject: Public Hearing for the 2021 Orange County Congestion Management Program Report

Overview

The Orange County Transportation Authority is responsible for 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 2021 and all requirements have been fulfilled. A public hearing is required prior to the Board of Directors' adoption of the biennial Congestion Management Program Report.

Recommendations

- A. Consider public hearing comments received on the 2021 Orange County Congestion Management Program Report.
- B. Adopt the 2021 Orange County Congestion Management Program Report.
- C. Direct staff to forward the 2021 Orange County Congestion Management Program Report 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) 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 travel demand is being managed by monitoring the transportation

system. Specific CMP elements are also used in the Measure M2 (M2) eligibility process (per the M2 Ordinance) that qualifies cities and the County of Orange for M2 funds.

The draft 2021 Orange County CMP Report was presented to the OCTA Board of Directors (Board) on September 27, 2021 and was subsequently released for public review. A notice of availability was forwarded to local jurisdictions including the Southern California Association of Governments (SCAG), and the California Department of Transportation (Caltrans) District 12. The City of Anaheim, SCAG, and Caltrans District 12 submitted comments that are summarized below, and are included as attachments A, B, and C.

- The City of Anaheim acknowledged and agreed with discussions in the draft CMP Report regarding the reductions in traffic and transit ridership experienced during the coronavirus (COVID-19) pandemic and how SB 743 (Chapter 386, Statutes of 2013) requirements for analysis of vehicle miles traveled under the California Environmental Quality Act are separate and apart from the CMP Traffic Impact Analysis requirements that measure level of service (LOS).
- SCAG confirmed that the draft 2021 CMP effectively addresses statutory requirements and recommended a minor formatting edit that has been addressed in the final report (Attachment D).
- Caltrans District 12 highlighted state transportation planning priorities for safety, reliability, equity, and environmental protection. These priorities will be considered in OCTA's transportation planning efforts, such as the Long-Range Transportation Plan, as well as future CMP Reports.

In accordance with state law, the final 2021 Orange County CMP Report is now being presented at a noticed public hearing prior to adoption. Public hearing notices were posted as follows:

- OCTA.net on October 13, 2021,
- Nguoi Viet on October 15, 2021,
- OC Register on October 17, 2021, and
- Excelsior on October 22, 2021.

Discussion

The 2021 Orange County CMP Report has been developed in compliance with state law and includes the elements discussed below.

Traffic Level of Service Standards

In 1991, OCTA implemented an intersection capacity utilization (ICU) monitoring method. This was developed with technical staff from local and state agencies for measuring the level of service (LOS) at CMP intersections and assigning an LOS grade as reflected in the table below. This method is consistent with the Caltrans Highway Capacity Manual. The first CMP intersection LOS measurement (taken in 1992 for most CMP intersections) established a baseline for comparing future measurements. CMP intersections are required to maintain an LOS grade of 'E' or better, unless the baseline LOS was lower than E. If the baseline LOS is lower than E, the ICU rating cannot increase by more than 0.10. If the minimum LOS is not maintained, the intersection will be considered deficient. The responsible agency must identify improvements necessary to bring deficient intersections back into conformity with the LOS standards. This can be achieved through existing plans in current capital improvement programs, or through development of deficiency plans. There were no deficient intersections identified in the 2021 Orange County CMP Report.

| LOS Grade | ICU Rating | General Description |
|-----------|-------------|---|
| A | 0.00 – 0.60 | Free flow, no delays |
| B | 0.60 – 0.70 | Mostly free flow, minimal delays |
| C | 0.70 – 0.80 | Acceptable delays |
| D | 0.80 – 0.90 | Approaching instability or delays with some backups forming |
| E | 0.90 – 1.00 | Vehicle volume nearing capacity with increased delay and backups |
| F | > 1.00 | Volume exceeds capacity resulting in significant delays and backups |

Performance Measures

CMP highway and roadway system performance is measured by LOS at 101 CMP intersections in Orange County. Since 1992, average LOS conditions have improved by approximately 36 percent in the morning and 28 percent in the evening. The 2021 figures show an improvement over 2019 as well. The 2019 CMP Report showed improvements of approximately 10.5 percent and 12.5 percent, respectively. It should be noted that the data collection occurred in the winter and spring of 2021 and were therefore affected by the downturn in traffic volumes resulting from COVID-19 and the State's stay-at-home order that was imposed to encourage the public to limit interactions and slow the spread of COVID-19. However, the LOS improvements reported through the CMP consistently demonstrate the value of the investments made in the transportation system. Orange County's population and employment has increased by approximately 28 percent and 17 percent, respectively since 1992, yet effective

use of M2 funds, as well as other local, state, and federal resources has helped manage the related traffic implications.

Additionally, transit system performance is reported to track the effectiveness and efficiency of Orange County's fixed-route bus and commuter rail services. These performance metrics are also reflective of pandemic conditions where Orange County transit ridership dropped significantly. However, ridership has been steadily recovering since the stay-at-home order was lifted and OCTA anticipates expanding service as transit demand increases. The priorities for service improvements include addressing vehicle loads, balancing frequency of headways with demand, providing on-time performance, and enhancing service accessibility. OCTA's Bus Restructuring Study, which is currently underway, will be considering these priorities and identifying system improvements where appropriate.

Transportation Demand Management (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. These methods and strategies often include incentives for use of carpools, vanpools, transit, bicycling, flexible work hours, remote working, and parking management programs,

Land-Use Analysis Program

The CMP Traffic Impact Analysis (TIA) Guidelines define a process for local jurisdictions to measure and mitigate 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. Compliance with the Land-Use Analysis Program is a requirement of the M2 eligibility process for local jurisdictions.

Capital Improvement Program (CIP)

A seven-year capital improvement program of projects for each Orange County local jurisdiction is included in the CMP report. The CIP includes projects that help maintain or improve traffic conditions on the CMP Highway System and other local facilities. Local jurisdictions submit CIPs to OCTA as part of the 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 LOS standards,
- Adoption and implementation of deficiency plans when traffic LOS standards are not maintained,
- Adoption and implementation of a program to analyze the impacts of land-use decisions, and
- Adoption and submittal of CIPs.

OCTA gathers the local traffic data to determine the LOS for CMP intersections and reports any deficient intersections after consultation with the responsible jurisdiction. No deficient intersections are identified in the 2021 Orange County CMP Report. In addition, local jurisdictions completed a set of checklists, developed by OCTA, that guide them through the CMP conformity requirements. The checklists ensure the legislative requirements of the CMP are addressed, including land-use coordination, CIP preparation, and TDM strategies utilization. Based on the LOS monitoring and the completed CMP checklists, all local jurisdictions are in compliance with the CMP (Attachment E).

Next Steps

Following the noticed public hearing, and upon Board approval, the 2021 Orange County CMP Report will be forwarded to SCAG to make a final determination of consistency with the current Regional Transportation Plan.

Summary

The 2021 Orange County CMP Report 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 2021 Orange County CMP is requested.

Attachments

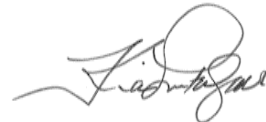
- A. Letter to Greg Nord, Orange County Transportation Authority, from Rafael Cobian, City Traffic Engineer, City of Anaheim, Subject: Draft 2021 Orange County Congestion Management Program Report, dated October 19, 2021
- B. Letter to Mr. Kia Mortazavi, Orange County Transportation Authority, Executive Director, Planning, from Annie Nam, Deputy Director, Transportation, Southern California Association of Governments, re: Draft 2021 Congestion Management Program, dated October 19, 2021
- C. Letter to Mr. Gregory Nord, Section Manager, Orange County Transportation Authority, from Scott Shelley, Branch Chief, Regional-IGR-Transit Planning, Caltrans, District 12, dated October 19, 2021
- D. 2021 Orange County Congestion Management Program Report
- E. 2021 Congestion Management Program, Summary of Compliance

Prepared by:



Gregory Nord
Section Manager III
(714) 560-5885

Approved by:



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