



November 24, 2025

To: Members of the Board of Directors

From: Darrell E. Johnson, Chief Executive Officer

Subject: Public Hearing for the 2025 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 2025 Orange County Congestion Management Program Report has been prepared, and all statutory requirements have been fulfilled. A public hearing is required prior to adoption of the Congestion Management Program Report by the Board of Directors.

Recommendations

- A. Consider comments received during the public hearing on the 2025 Orange County Congestion Management Program Report.
- B. Adopt the 2025 Orange County Congestion Management Program Report.
- C. Direct staff to forward the 2025 Orange County Congestion Management Program Report to the Southern California Association of Governments for a finding of regional consistency.

Background

Proposition 111 (1990) required urbanized areas to designate a Congestion Management Agency (CMA) and establish a Congestion Management Program (CMP) to remain eligible for state gasoline tax revenues. The CMP coordinates land use and transportation decisions and evaluates the effectiveness of congestion management strategies.

As Orange County's designated CMA, the Orange County Transportation Authority (OCTA) prepares a biennial CMP Report summarizing traffic data, local

capital improvement programs, and related performance measures in collaboration with cities and the County of Orange. CMP compliance also supports Measure M2 (M2) eligibility.

On September 8, 2025, the OCTA Board of Directors (Board) directed staff to release the draft 2025 Orange County CMP Report for public review. A notice of availability was forwarded to local jurisdictions, the Southern California Association of Governments (SCAG), and the California Department of Transportation (Caltrans) District 12. SCAG and Caltrans District 12 subsequently submitted comments (Attachments A and B, respectively), which have been addressed, as appropriate, in the final 2025 Orange County CMP Report (Attachment C). Only minor edits were necessary, as most comments confirmed compliance with state law or suggested additions beyond statutory requirements and the CMP's intended scope.

State law also requires that the CMP Report be presented at a noticed public hearing prior to adoption. Accordingly, public hearing notices were posted to octa.net (October 1, 2025), Nguoi Viet (October 17, 2025), La Opinion (October 17, 2025), and the OC Register (October 19, 2025).

Discussion

The 2025 Orange County CMP Report has been developed in accordance with state law and includes the required elements discussed below.

Traffic Level of Service Standards

In 1991, OCTA implemented an intersection capacity utilization (ICU) monitoring method. The method was developed in collaboration with local and state agency staff 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 latest Caltrans Highway Capacity Manual.

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 delays and backups
F	> 1.00	Volume exceeds capacity resulting in significant delays and backups

Performance Measures

Intersection LOS is measured every two years by OCTA at 101 CMP intersections. Each intersection must maintain an LOS of E or better, unless its baseline condition was worse than E, in which case the ICU value may not increase by more than 0.10.

The 2025 Orange County CMP Report identifies no deficient intersections. Average intersection performance improved by approximately 19 percent in both morning and evening conditions, demonstrating the positive effect of improvements funded through M2 and other local, state, and federal funds.

Transit system performance measures have also been established for frequency and routing, and for the coordination of transit service by separate operators. Based on the May 2025 service change frequencies that were in operation at the time data was collected for the CMP, OCTA operated 51 fixed bus routes, including local, community, limited-stop, and Stationlink rail-feeder routes. Eight of these routes offered a frequency of every 15 minutes or less, while 24 routes operated with frequencies between 16 to 30 minutes, and 15 routes had frequencies greater than 30 minutes. The four Stationlink rail-feeder routes are timed with Metrolink trains.

OCTA also coordinates with regional and local transit providers to enhance network connectivity and expand service coverage. Partner agencies include the cities of Irvine and Laguna Beach, the Anaheim Transportation Network, and Metrolink and Amtrak rail services, as well as transit providers in neighboring counties. Additionally, OCTA works in partnership with local jurisdictions on projects such as the planning and operation of community circulators, supported by M2. Trip-planning tools like Google Transit further help riders navigate transfers across multiple systems.

Transportation Demand Management (TDM)

Various TDM strategies are implemented countywide to reduce congestion by encouraging alternatives to driving alone, such as carpooling, vanpooling, transit use, bicycling, flexible work hours, remote work, and parking management programs. In spring 2025, OCTA completed a Countywide TDM Strategic Plan that identifies additional strategies for OCTA and local jurisdictions to consider that would further support the CMP.

Land-Use Analysis Program

The CMP Traffic Impact Analysis (TIA) Guidelines define a process that local jurisdictions can choose to use to measure and mitigate impacts of proposed

development projects on the CMP highway system. All local jurisdictions have adopted either the TIA process included in the CMP Report or a consistent process.

Capital Improvement Program (CIP)

The CMP Report includes a seven-year CIP of projects for each Orange County local jurisdiction. 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 CMP Report development 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.

No deficient intersections are identified in the 2025 Orange County CMP Report. In addition, local jurisdictions completed a set of checklists, developed by OCTA, that guide them through the CMP conformity requirements related to the M2 eligibility process. These checklists also help ensure the legislative requirements of the CMP are addressed. Based on LOS monitoring and completed CMP checklists, all local jurisdictions are found to be in compliance with the CMP (Attachment D).

Next Steps

Upon Board adoption, the 2025 CMP Report will be forwarded to SCAG for a determination of consistency with the Regional Transportation Plan, as required by state law.

Summary

The 2025 Orange County CMP Report fulfills all statutory requirements and reflects continued collaboration among local jurisdictions and regional partners. As such, Board approval of the 2025 Orange County CMP is requested.

Attachments

- A. Letter to Rose Casey, Orange County Transportation Authority, Executive Director, Planning, from Annie Nam, Deputy Director, Transportation Planning, Southern California Association of Governments, dated September 29, 2025, re: Draft 2025 Congestion Management Program
- B. Letter to Angel Garfio, Orange County Transportation Authority, from Kevin Nord, District Branch Chief, Caltrans District 12, dated September 30, 2025, re: 2025 OCTA Congestion Management Program
- C. 2025 Orange County Congestion Management Program Report
- D. 2025 Congestion Management Program, Summary of Compliance

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