



May 4, 2026

To: Regional Transportation Planning Committee
From: Darrell E. Johnson, Chief Executive Officer
Subject: Draft 2026 State Route 91 Implementation Plan

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Overview

The Orange County Transportation Authority and the Riverside County Transportation Commission annually prepare a plan for potential improvements along the State Route 91 corridor between State Route 57 in Orange County and Interstate 15 in Riverside County. The plan includes a list of proposed 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 Draft 2026 State Route 91 Implementation Plan is provided for informational purposes.

Recommendation

Receive and file as an information item.

Background

SB 1316 (Chapter 714, Statutes of 2008) requires the Orange County Transportation Authority (OCTA) and the Riverside County Transportation Commission (RCTC) to annually prepare a plan identifying potential improvements along the State Route 91 (SR-91) corridor between State Route 57 (SR-57) in Orange County and Interstate 15 (I-15) in Riverside County.

The Draft 2026 SR-91 Implementation Plan (Plan) provides a comprehensive snapshot of current and planned transportation improvements within the corridor. The Plan outlines anticipated transportation benefits, estimated costs, and projected schedules for projects and planning concepts extending beyond 2035. The Plan is intended to serve as a consolidated reference document for SR-91 corridor improvements.

This Plan was prepared in coordination with the California Department of Transportation (Caltrans), the Transportation Corridor Agencies (TCA), and the cities of Anaheim, Corona, Orange, and Yorba Linda.

Discussion

Since 2003, significant progress has been made to enhance the SR-91 corridor. Nearly \$2.5 billion has been invested in 15 completed projects, delivering more than 80 new lane miles throughout the corridor as well as Metrolink station and service improvements. These improvements have resulted in an approximate 15 percent increase in throughput along the SR-91 corridor. Together, these investments have helped address the impacts of population and employment growth between Orange and Riverside counties by increasing capacity and improving overall mobility. Completed projects identified in 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 State Route 55 (SR-55) and SR-241
- Westbound Lane at Tustin Avenue
- Metrolink Service Improvements
- SR-91 Corridor Improvement Project Initial Phase
- Express Bus Service
- La Sierra Metrolink Parking Improvements
- SR-91 Corridor Operations Project
- Anaheim Canyon Metrolink Station Improvements
- 15/91 Express Lanes Connector
- Eastbound 91 Express Lanes Extension
- Green River Road Bike Lane Gap Closure
- SR-71/SR-91 Interchange Improvements

OCTA and RCTC have adopted similar goals for the 91 Express Lanes to continue to maintain safe, reliable, and predictable travel times for motorists traversing 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 (Three or More) Who are Offered Discounted Tolls
- Generating Sufficient Revenue to Sustain the Financial Viability of the 91 Express Lanes
- Paying Debt Service and Maintaining Debt Service Coverage

- Reinvesting Net Revenues on the SR-91 Corridor to Improve Regional Mobility, When Appropriate

Project information in the Plan is updated annually to ensure that planning and implementation remain coordinated and timed to maximize benefits to the SR-91 corridor. Corridor projects should be carefully coordinated to minimize construction-related impacts on commuters and surrounding communities. Moving forward, OCTA and RCTC will prepare operational analyses prior to implementation of each project to confirm alignment with the agencies' shared goals and performance objectives for the SR-91 corridor.

In October 2019, the partner agencies reached consensus on a coordinated approach that established the framework for implementing a series of projects identified in the Plan in a sequential manner to improve the SR-91 corridor. OCTA, RCTC, TCA, Caltrans Districts 8 and 12, and Caltrans Headquarters agreed to a project sequencing strategy designed to streamline delivery of the SR-241/SR-91 Tolled Express Connector Project while minimizing impacts to the corridor. The agencies reached consensus on the following program of projects and sequencing:

1. 15/91 Express Lanes Connector (Completed)
2. SR-91 Corridor Operations Project (Completed)
3. SR-71/SR-91 Interchange Improvements (Completed)
4. SR-241/SR-91 Tolled Express Connector

Coordination efforts for the 2026 Plan (Attachment A) resulted in various updates to project status, costs, and schedules, and include the addition of two new projects in Riverside County. Projects in the Plan are organized as follows: Orange County projects, Riverside County projects, and bi-county projects as shown below.

- Orange County Projects Include Three Improvements:
 - SR-91 Improvements Between SR-57 and SR-55
 - Placentia Metrolink Rail Station
 - Metrolink Improvements
- Riverside County Projects Include Five Improvements:
 - 15/91 Express Transit Connector
 - Santa Ana River Trail
 - Improvements East of I-15
 - 91 Third Express Lane
 - SR-91 Westbound Auxiliary Lane
- Bi-County Projects Which Benefit Both Orange and Riverside Counties Include Three Projects:
 - SR-241/SR-91 Tolled Express Connector
 - 91 Eastbound Corridor Operations Project (SR-241 to SR-71)
 - 91 Westbound Improvements (SR-241 to SR-71)

As part of the preparation of the Plan, a traffic analysis was conducted to quantify travel times for westbound (WB) morning and eastbound (EB) afternoon conditions for all capacity/operation-enhancing projects scheduled to be completed by 2030 and 2045. Following the pandemic, travel patterns along the SR-91 corridor largely stabilized by 2022, which serves as the base year for existing conditions. The WB morning traffic analysis results indicate that for the year 2030 forecasts, travel times are anticipated to increase in Riverside County by about six minutes, and no change is anticipated in Orange County. For 2045 forecasts, WB travel times decrease in Riverside County by about 21 minutes but increase in Orange County by about 16 minutes.

The EB afternoon traffic analysis indicates that for the year 2030 forecasts, travel times in Riverside County are anticipated to increase by about four minutes but decrease in Orange County by about 33 minutes. EB travel times in Riverside County for 2045 decrease by about 14 minutes and increase in Orange County by about 28 minutes. OCTA and RCTC will continue monitoring the SR-91 traffic pattern changes throughout 2026. Traffic benefits from the recently completed projects in Riverside County (Green River Road Bike Lane Gap Closure and SR-71/SR-91 Interchange Improvements) will be realized in subsequent Plan traffic analyses.

Generally, the increases in travel times are attributed to growth in population and employment opportunities as well as limitations at some end points to handle growth in travel demand. The improvements in travel times are due to the benefits of various projects in response to implementation of local general plans, hence the need to continue bi-county transportation planning and coordination along the primary direct route between Orange and Riverside counties.

Conceptual Projects

The improvements included in Appendix A of the Plan are conceptual in nature and implementation would require additional planning, design, and funding. The conceptual projects will support local and regional connectivity and provide travel choice benefits to the corridor.

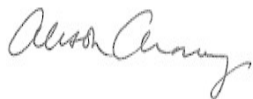
Summary

OCTA and RCTC have completed the 2026 Plan as required by SB 1316. As the Plan is updated annually, it is important to ensure that projects are coordinated in a manner that provides 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 Plan serves as a compilation of future potential projects and project level decisions can be made when individual projects are being considered for implementation. On April 30, 2026, the State Route 91 Advisory Committee received and filed the Plan as an informational item.

Attachment

- A. Draft State Route 91 Implementation Plan 2026

Prepared By:



Alison Army
Section Manager II
(714) 560-5537

Approved By:



Rose Casey
Executive Director, Planning
(714) 560-5729