Section VI
Congestion Management Process (CMP)

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SECTION VI

CONGESTION MANAGEMENT PROCESS

Table of Contents

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CONGESTION MANAGEMENT PROCESS

2021 FTIP and Federal Congestion Management Process

Federal legislation and regulations for Metropolitan Transportation Planning and Programming require a Congestion Management Process (CMP) in Transportation Management Areas (TMAs) to "provide for safe and effective integrated management and operation of the multimodal transportation system…through the use of travel demand reduction and operational management strategies." 23 CFR 450.322(a). The Federal Highway Administration (FHWA) defines the CMP as a *"systematic approach that provides for effective management and operation, based on a cooperatively developed and implemented metropolitan–wide strategy, of new and existing transportation facilities eligible for funding under title 23 U.S.C., and title 49 U.S.C., through the use of operational management strategies."* In accordance with Federal law [23 U.S.C. S134 and 49 U.S.C. S5303–5305], SCAG has made the CMP an integral part of the regional transportation planning process, including SCAG's Regional Transportation Plan/Sustainable Communities Strategy (RTP/SCS) and the Federal Transportation Improvement Program (FTIP).

SCAG's Congestion Management Process

The FHWA *CMP Guidebook* outlines eight actions that are considered to be the core of the CMP. SCAG implements, monitors and evaluates these actions as part of its RTP/SCS process. These eight actions and how SCAG implements them are described below:

1. Develop Regional Objectives for Congestion Management – CMP objectives should be developed in coordination with the MPO's long-range plan, and should guide the decisions made throughout the CMP and the broader MPO planning process. As part of each RTP/SCS development process, SCAG performs a comprehensive objectives development process with hundreds of stakeholders across the region to identify regional objectives for a host of transportation planning areas, including congestion management. Adopted RTP/SCS goals address mobility, accessibility, reliability and productivity.

2. Define CMP Network – This step defines the geographic area to be covered by the CMP, as well as the CMP network and its transportation facilities that will be analyzed, including transit, bicycle, pedestrian and freight facilities. As part of each RTP/SCS development process, SCAG defines the six–county geographic area to be covered by the RTP/SCS, and all transportation facilities that will be analyzed, including freeway, highway, arterial, transit, bicycle, pedestrian and freight facilities.

3. Develop Multimodal Performance Measures –The performance measures a MPO selects for use in the CMP should address the congestion management objectives identified above, addressing a wide variety of congestion-related issues. As part of each RTP/SCS development process, SCAG develops multimodal performance

measures addressing a wide variety of congestion-related issues, including but not limited to mobility, accessibility, location efficiency, air quality and public health. Regarding congestion, SCAG evaluates person delay, truck delay and travel time.

4. Collect Data/Monitor System Performance – This step involves collecting and monitoring data to assess the CMP network's performance. As part of each RTP/SCS development process, SCAG updates and calibrates the regional travel demand model and activity-based model process using existing conditions, allowing it to provide an accurate representation of the performance of the existing highway and arterial system. Data sources include: Caltrans Highway Performance Monitoring System (PeMS), Caltrans Highway Performance Metering Program (HICOMP), Mobility Performance Report (MPR) and private sector data sources such as Inrix. In addition, SCAG collects a host of data on the performance of other modes of transportation, including transit, rail and goods movement.

5. Analyze Congestion Problems and Needs – This step identifies the congestion problems that are present in the region, and those that are anticipated based on the data collected for the RTP/SCS. This step also identifies sources of "unacceptable" congestion. As part of each RTP/SCS development process, SCAG performs an assessment of congestion levels in the base year (2016 for the 2020 RTP/SCS) as existing conditions and the baseline future "no build" conditions scenarios. SCAG then performs an alternatives analysis process utilizing model runs to tests various modal strategies and their ability to address the identified congestion issues. This process ultimately results in the selection of the preferred plan scenario.

6. Identify and Assess Strategies – This step involves developing strategies that are appropriate to mitigate the congestion identified in Steps 4 and 5. A wide variety of strategies should be considered, including transportation demand management, operational improvements and multimodal facilities and services. As part of each RTP/SCS development process, SCAG considers a comprehensive range of strategies, including transportation systems management, transportation demand management, and investments in multimodal capital and operational improvements.

7. Program and Implement Strategies – This step involves programming and implementing fiscally constrained projects through the RTP/SCS and Federal Transportation Improvement Program (FTIP) processes, to mitigate the identified congestion. CMP performance measures should be used as a tool for project prioritization. As part of each FTIP update and amendment development process, SCAG implements projects and strategies identified in the FTIP and RTP/SCS in collaboration with the county transportation commissions (CTCs).

8. Evaluate Strategy Effectiveness – This step involves the evaluation of how well the CMP strategies are working, whether further improvements are needed, and whether the strategies should be implemented elsewhere in the region. SCAG evaluates how its implemented strategies mitigate and reduce the identified congestion over time at the system level, using performance measures and monitoring.

SCAG CMP'S Relation to Other Documents

Through the RTP/SCS, the SCAG CMP identifies strategies to reduce and mitigate congestion, which are incorporated into the FTIP. These FTIP projects are programmed through the CTCs, as all of these projects are incorporated in the CTCs long-range plans. The SCAG CMP is also an important part of the South Coast Air Quality Management District's (AQMD) Air Quality Management Plan (AQMP). The FTIP and RTP/SCS contain congestion-mitigating projects that are transportation control measures (TCMs). These are incorporated into the AQMP to reduce air pollution emissions. These measures contribute toward attaining the National Ambient Air Quality Standards (NAAQS).

CMP and New Performance Measures

As discussed in detail in Section VII Performance Measures, there are new federal requirements for performance-based transportation planning. In particular, the performance measures for safety, reliability, and delay (categorized as Performance Management Rule, or PM, 1 and 3 by Caltrans) are relevant to the CMP. SCAG's efforts to implement these performance-based requirements have been incorporated into the overall CMP activities as part of the 2020 RTP/SCS, Connect SoCal, and are documented in the 2020 Connect SoCal Congestion Management Technical Report.

Roles and Responsibilities of Partner Agencies

Currently, five of the six counties in the SCAG region (all but Imperial County) have adopted programs that fall under the state congestion management requirements, and they are responsible for monitoring their respective networks and producing a report every two years. SCAG in turn has a state-mandated role in reviewing the county programs for inter-county compatibility and consistency, as well as for consistency with the adopted RTP/SCS. The CTCs also work with SCAG to program projects from their long range plans into the FTIP and RTP/SCS. Many of these projects are TCMs that are incorporated in to the AQMP, and the SCAQMD and SCAG work together to ensure the region improves its air quality. Finally, FHWA monitors and reviews SCAG's processes to make sure CMP requirements are met.

For more information on SCAG's CMP, please see the *2020 RTP/SCS Congestion Management Technical Report*.
https://www.connectsocal.org/Documents/Adopted/fConnectSoCal_Congestion-Management.pdf

SOV Capacity-Increasing Projects

In the SCAG region, federal regulations stipulate that no federal funds may be programmed for any project that significantly increases Single Occupancy Vehicle (SOV) capacity unless the project is addressed as part of the federal congestion management process. According to 23 CFR§450.322(e), *"…Federal funds may not be programmed for any project that will result in a*

significant increase in the carrying capacity for single occupant vehicles (SOVs) (i.e., a new general purpose highway on a new location or adding general purpose lanes, with the exception of safety improvements or the elimination of bottlenecks), unless the project is addressed through a congestion management process meeting the requirements of this section" in designated non-attainment TMA areas. The FTIP, as the programming document for all federal transportation funds, must be consistent with the regulations. SCAG requires project sponsors who submit significant SOV capacity-increasing projects into the FTIP to provide documentation demonstrating that they have analyzed non-capacity-increasing alternatives as part of the project development process. Specifically, project sponsors should demonstrate that Transportation Demand Management (TDM) or other operational management strategies were considered and incorporated into the project.

SCAG uses a criterion of identifying roadway facilities that are at least one mile in length. Below is the following process SCAG uses for the 2021 FTIP to comply with the federal CMP:

1. Identify all SOV capacity-increasing projects, in a TMA designated as a non-attainment area for ozone or carbon monoxide, that are fully or partially funded by federal sources in first four years of the FTIP.

2. Identify and determine projects that are 1) safety and/or operational improvements and 2) bottleneck relief projects, as these are exempted from the CMP process.

3. Identify SOV capacity-increasing projects that are at least one mile in length, as this is the primary criterion that determines the need for CMP review.

4. Collect from the SOV capacity-increasing project sponsors documentation with the project submittal that demonstrates that TDM or other operational management strategies were considered for the project in question during the alternatives analysis process. Acceptable documentation includes:

    - Alternatives Analysis studies and/or other relevant project planning studies with specific reference to the TDM or other operational management strategies considered
    - Environmental Impact Statement/Environmental Impact Report (EIS/EIR)
    - Statement of overriding consideration explaining why consideration of TDM or other operational management strategies were not relevant, infeasible or impractical (e.g., arterial widening in a rural area)

5. Create list of all SOV capacity-increasing projects subject to the CMP. The list will include a description of the project along with its submitted documentation with a link.

Project Submittals

All FTIP project submittals for significant SOV capacity-increasing projects that are at least one mile in length and above must include documentation that demonstrates TSM/TDM or other operational management strategies were considered and/or incorporated into the project. (Only projects with right-of-way or construction funds in the quadrennial years of the FTIP are subject to this requirement.) Submittal of such projects for inclusion in the FTIP require documentation indicating that the project was planned and will be constructed in accordance with the congestion management process as defined in 23 CFR Part 450.320(d) and (e). The FTIP database includes fields for project sponsors to identify which travel demand reduction and/or operational management strategies are included as part of the project ("CMP Measures"). Project sponsors must also identify the relevant planning and/or environmental documents that indicate which demand reduction or operational management strategies were evaluated/incorporated in the alternatives analysis of the project, and include a copy of, or link to the document.

2021 FTIP CMP-Eligible Projects

SCAG identified four projects that meet the SOV capacity-increasing criteria subject to the CMP. These projects are located in Orange and Riverside counties. Please see project listing report on following page.

Congestion Management Process (CMP) Project Listing Report for 2021 FTIP

County	System	Project ID	Agency	Air Basin	Project Length	Project Description	Completion Date	Travel Demand Management Strategies	Other Measures Description	Environmental Document Source
ORA	S	ORA131711	ORANGE COUNTY TRANS AUTHORITY (OCTA)	SCAB	2.1	I-5 (SR-73 to Oso Parkway) Segment 1 - The project will add one general purpose lane on the I-5 in each direction between SR-73 and Oso Creek (approximately 2.2 miles), reconstruct Avery Parkway interchanges and add auxiliary lanes where needed. (PPNO 2655). Project is split with ORA111801 and ORA131712. (Utilize Toll Credit Match for RSTP/STBG)	1/1/2024	HOV Lanes / Other	All three segments of the I-5 SR-73 to El Toro project were approved under one environmental document. This includes extending the HOV lane which is under Segment 3 (ORA111801). Therefore the CMP component is fulfilled for Seg 1 (ORA131711) and 2 (ORA131712).	http://www.dot.ca.gov/dist12/DEA/5widening/Chapter_1_Project_Description.pdf

Congestion Management Process (CMP) Project Listing Report for 2021 FTIP

County	System	Project ID	Agency	Air Basin	Project Length	Project Description	Completion Date	Travel Demand Management Strategies	Other Measures Description	Environmental Document Source
ORA	S	ORA131712	ORANGE COUNTY TRANS AUTHORITY (OCTA)	SCAB	2.6	I-5 (Oso Creek to Alicia Parkway) Segment 2 - The project will add one general purpose lane on the I-5 in each direction between Oso Creek and Alicia Parkway (approximately 2.6 miles), reconstruct La Paz Road interchange and add auxiliary lanes where needed. (Utilize Toll Credit Match for RSTP/STBG)	6/30/2023	HOV Lanes		http://www.dot.ca.gov/dist12/DEA/5widening/Chapter_1_Project_Description.pdf

Congestion Management Process (CMP) Project Listing Report for 2021 FTIP

County	System	Project ID	Agency	Air Basin	Project Length	Project Description	Completion Date	Travel Demand Management Strategies	Other Measures Description	Environmental Document Source
ORA	S	ORA111801	ORANGE COUNTY TRANS AUTHORITY (OCTA)	SCAB	1.8	Interstate 5 widening from Alicia Parkway to El Toro Road - Segment 3	6/30/2024	Auxiliary lanes and HOV Lanes		http://www.dot.ca.gov/dist12/DEA/5widening/Chapter_1_Project_Description.pdf
RIV	S	RIV031215	TEMECULA	SCAB	4.1	FRENCH VALLEY PKWY IC/ARTERIAL PHASES: PH II - CONSTRUCT 2 LN NB CD (N/O WINCHESTER IC ON-RAMPS TO JUST N/O RTE 15/215 JCT WITH CONNECTORS TO RTE 15 AND RTE 215 (I-215 PM: 8.43 TO 9.75); AND PH III - CONSTRUCT 6 LN OC (JEFFERSON TO YNEZ) & RAMPS, NB/SB AUX LN, CD LNS (1 LN NB & 3 LN SB) & MODIFY WINCHESTER RD IC (EA:43272) (PPNO. 0021K).	12/31/2028	Ramp Meters / Pedestrian Facilities/Other	Project includes a collector/distributor lane system. Adjacent park-n-ride facilities are currently available within close proximity to project limits.	The ENV Doc is attached