

**Metro**Los Angeles County  
Metropolitan Transportation AuthorityOne Gateway Plaza  
Los Angeles, CA 90012-2952213.922.2000 Tel  
metro.net**PLANNING & PROGRAMMING COMMITTEE**  
**October 20, 2010****SUBJECT: 2010 CONGESTION MANAGEMENT PROGRAM****ACTION: ADOPT THE 2010 CONGESTION MANAGEMENT  
PROGRAM FOR LOS ANGELES COUNTY****RECOMMENDATION**

Adopt the 2010 Congestion Management Program (CMP) for Los Angeles County.

**ISSUE**

State statute requires MTA to periodically update the CMP. The draft 2010 CMP has been updated and circulated for public comment. The 2010 CMP incorporates new data on the performance of the countywide transportation system, growth trends, and new program-level developments. As local jurisdictions have various CMP responsibilities in order to receive Section 2105 state gas tax funds, the Draft 2010 CMP reaffirms MTA's commitment to provide outreach that helps local jurisdictions maintain CMP compliance.

**POLICY IMPLICATIONS**

As the Congestion Management Agency for Los Angeles County, MTA is responsible for developing the CMP. The purpose of the CMP is to enhance the development of a multi-modal transportation system through system performance analysis and to link land use and transportation decisions. The CMP is also used to meet federal requirements for a congestion management process.

**OPTIONS**

The MTA Board could elect not to adopt the CMP, which would violate State statute. In that case, Los Angeles County would still have to comply with federal congestion management requirements.

**FINANCIAL IMPACT**

Approving the 2010 CMP would have no direct impact on the MTA budget. Los Angeles County jurisdictions receive more than \$95 million annually in Section 2105 State gas

tax subventions, as well as other state and federal transportation funds, for maintaining CMP conformance. By also meeting federal congestion management requirements, the CMP preserves MTA's role in the programming of federal funds for highway and transit projects.

## **BACKGROUND**

The 2010 CMP will be the eighth CMP adopted for Los Angeles County since 1990. The purpose of the CMP in Los Angeles County is to report on and assess the current and historical performance of the countywide transportation system, the impacts of local growth decisions on transportation, and to work in partnership with local jurisdictions to mitigate congestion resulting from local growth.

The 2010 CMP provides updated performance monitoring for the CMP highway and roadway system and the CMP transit monitoring network. In addition, the 2010 CMP documents land use trends through data provided by local jurisdictions. Highlights of some of the key trends and results include:

- Half of the CMP freeway system operates at LOS E and F in the morning and afternoon rush hours. Close to 20% of the arterial intersections operate at LOS E and F in the morning and afternoon rush hours.
- Performance statistics for the CMP Transit Network show improvements in both how fast and how many people the Network is moving.
- Between 1995 and 2009 there has been approximately 161,000 residential dwelling units and 187.4 million square feet of non-residential net, new development activity.

The CMP also identifies local responsibilities for implementing TDM and land use programs, and mitigating the impact of new development through participation in a countywide deficiency plan. Local jurisdictions have adopted a Transportation Demand Management (TDM) Ordinance to implement "transit friendly" infrastructure as part of new development, and a Land Use Analysis Program Ordinance calling for the analysis of new development's impact on the CMP highway and transit system through the California Environmental Quality Act (CEQA) process.

We have been exploring the feasibility of implementing a countywide congestion mitigation fee program in Los Angeles County to replace the "credit/debit" deficiency plan approach. If implemented, a countywide congestion mitigation fee program would generate new revenue for jurisdictions to build local transportation projects with regional benefits that address future congestion. If approved by the MTA Board, it would meet local responsibilities to implement a Countywide Deficiency Plan.

In September 2008, the Board approved the Congestion Mitigation Fee Feasibility Study Report and authorized staff to work with cities in selecting projects, estimating project costs, and confirming growth forecasts that could be the basis of a possible fee

program. Since then, we have been implementing a rolling outreach plan to coordinate with subregional COGS and local jurisdictions across the county. Through this study, meetings are scheduled with key executive staff of each city, usually the City Manager, Public Works Director and Planning Director. This gives us the opportunity to discuss the mitigation fee concept one-on-one with individual cities and gain their feedback. In February 2010, the Board also authorized staff to conduct the steps associated with conducting sub-regional Nexus analysis for those jurisdictions that are ready to proceed.

During the ongoing development of the Congestion Mitigation Fee Feasibility Study, conformity requirements under the Countywide Deficiency Plan for local jurisdictions are reduced. Jurisdictions are still required to track and report new development activity. However, reporting of transportation improvements that were historically used to generate credits for Countywide Deficiency Plan purposes is not required. As a result, jurisdictions are not being required to maintain a positive credit balance while the feasibility study is underway.

Historically, the CMP for Los Angeles County has been developed with the assistance and input of numerous agencies and individuals representing a wide range of organizations and interests throughout the county. The development and exploration of a congestion mitigation fee through the nexus study will continue this tradition and recommendations will be brought back to the MTA board at a future date and will be amended into the CMP when appropriate.

Nearly 600 copies of the Draft 2010 CMP were distributed in August with public comments requested by September 17, 2010. One letter was received from the Southern California Association of Governments. In accordance with CMP statute, a public hearing was held on September 14, 2010. A transcript of that public hearing is available from the MTA Board Secretary's office.

The Executive Summary from the 2010 CMP is provided in Attachment A. Recommended changes to the draft 2010 CMP are included in Attachment B. Changes reflect minor clarifications to the draft document.

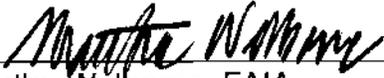
### **NEXT STEPS**

Upon Board adoption, MTA staff will make the revisions contained in Appendix B and distribute the Final 2010 CMP document to all 88 local jurisdictions, the County of Los Angeles, Caltrans, and other public agencies and private stakeholders. MTA staff will also continue the history of helping local jurisdictions comply with CMP requirements.

## **ATTACHMENTS**

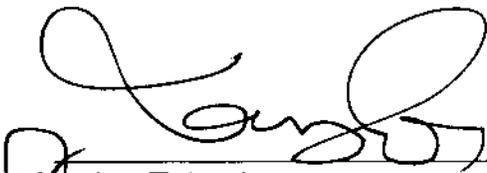
- A. Draft 2010 CMP Executive Summary
- B. Matrix of Changes to the Draft 2010 CMP Document

Prepared by: Stacy Alameida, Program Manager  
Heather Hills, Director, Long Range Planning



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Martha Welborne, FAIA  
Executive Director  
Countywide Planning



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Arthur T. Leahy  
Chief Executive Officer

## EXECUTIVE SUMMARY

### 1.0 INTRODUCTION

The 2010 Congestion Management Program (CMP) marks the eighteenth year since the adoption of the first CMP for Los Angeles County in 1992. The 1992 CMP forged new ground in linking transportation, land use and air quality decisions for the most populous and one of the most complex urban areas in the country. The 2010 CMP is the eighth CMP adopted for Los Angeles County since the requirement became effective with the passage of Proposition 111 in 1990. The hallmark of the CMP program is that it is intended to address the impact of local growth on the regional transportation system.

As a multimodal program, the 2010 CMP summarizes the results from eighteen years of highway and transit monitoring and fifteen years of monitoring local growth. The following chapters of this document provide the reader with a comprehensive review and analysis of the monitoring data gathered through the CMP. These chapters also contain specific information about the program, its requirements, and implementation responsibilities. The Appendices also contain material related to the monitoring data, and provide additional technical guidance and assistance for local jurisdictions.

### 1.1 CONGESTION MANAGEMENT PROGRAM HIGHLIGHTS

The following points highlight some of the key trends and results of this unique program.

#### **CMP Highway and Roadway System**

- On a system-wide basis, the Los Angeles County freeway system is a mature system - meaning it is operating at its designed capacity and it is not prone to radical changes in congestion levels.
- Half of the freeway system operates at LOS E and F, the two most congested levels, in the morning and afternoon rush hours. Almost 20% of the arterial intersections operate at LOS E and F in the morning rush hours, and just over 20% of the intersections operate at LOS E and F in the afternoon.
- Freeway monitoring data indicates a highly complex travel pattern for Los Angeles County, with many freeway segments experiencing congestion in both directions during the morning and afternoon rush hours. This differs from the traditional suburban to a central downtown commute patterns.
- The complex travel pattern for Los Angeles County is further illustrated by the substantial changes in congestion levels within a single freeway segment over the last ten years. Two drivers traveling the same freeway segment in opposite directions, can

simultaneously experience a worsened and an improved commute, depending upon where they work and live.

### CMP Transit Network

- Performance statistics for the 2009 CMP Transit Network (Network) show improvements in both how fast and how many people the Network is moving.
- Looking at all of the eleven CMP Transit Network corridors combined, the Network speed increased about 6.1% (16 to 17 miles per hour) from 1992 to 2009.
- Passenger throughput (the routing index) increased 44% between 1992 and 2009.
- Frequency Index data indicate that frequency or average number of roundtrips within the morning and evening peak periods increased from 22 to 25 in the network system-wide between 1992 and 2009.

The CMP Transit monitoring data indicates that the implementation and expansion of the county's rail system and increased express bus service has led to the increase in passenger throughput on the CMP Transit Network.

For example, the Artesia Freeway corridor has seen an increase of 150% in passenger throughput since 1992. The Artesia Freeway corridor's increase may be due to the Metro Green Line's light rail service.

Metrolink service results in higher passenger throughput contributions on five of the corridors since 1992. For example, the Santa Ana Freeway corridor has shown a 136% increase in passenger throughput due, in a large part, to Metrolink's Orange County Line.

### Land Use Growth Trends

From 1995-2009 construction permits were issued for 208,732 dwelling units while 47,289 demolition permits were issued, yielding a net increase of 161,443 units countywide. Permits were issued for the construction of nearly 306.6 million square feet of non-residential development, compared to 119.1 million square feet of demolition, resulting in a net increase of 187.4 million square feet.

Growth has not been evenly dispersed across the Los Angeles County sub-areas (see Chapter 6, exhibits 6-1 and 6-2 for sub-area definitions). Together the City of Los Angeles and Los Angeles County sub-areas accounted for 55% of the net new residential development activity during the fifteen-year period. The North County sub-area accounted for the third-most net new residential development activity with 18% of the countywide growth. After the top three ranked sub-areas, there was a noticeable drop-off in terms of net new residential activity. The percentage of countywide net residential growth is as follows:

- City of Los Angeles 34%
- Los Angeles County 21%
- North County 18%
- San Gabriel Valley 11%
- Gateway 6%
- South Bay 5%
- Westside 2%
- Arroyo Verdugo 2%
- Las Virgenes Malibu 1%

While the City of Los Angeles, Los Angeles County, and North County sub-areas all constituted the most significant shares of the countywide net *residential* activity, the net non-residential development activity trends were a bit different, with the San Gabriel Valley sub-area accounting for the largest single share (22%) of the countywide total. The City of Los Angeles, Los Angeles County, North County, Gateway, and South Bay sub-areas maintained significant shares of the overall net non-residential activity as well. The percentage of countywide net non-residential growth is as follows:

- City of Los Angeles 17%
- Los Angeles County 15%
- North County 13%
- San Gabriel Valley 22%
- Gateway 13%
- South Bay 12%
- Westside 3%
- Arroyo Verdugo 2%
- Las Virgenes Malibu 3%

In looking at commercial, industrial and office growth:

- The San Gabriel Valley sub-area had more industrial growth than any other sub-area, followed by the Gateway and South Bay sub-areas.
- The North County sub-area accounted for the largest amount of Commercial (Retail) activity of all the sub-areas, followed by the San Gabriel Valley, Los Angeles County, and Gateway sub-areas.
- The greatest office growth was in the City of Los Angeles and Arroyo Verdugo sub-areas, respectively.

### Why We Need It?

Los Angeles is the most populous county in the United States covering over 4,000 square miles. It includes 88 incorporated cities plus the County of Los Angeles. Many of the

county's roads experience heavy congestion lasting many hours daily. Los Angeles County's population in 2010 is nearly 10 million people. By 2040, this is projected to increase by more than 3 million. Employment in the county is projected to increase to approximately 6 million in 2040.

Approximately 50 percent of Los Angeles County's freeway and 20% of major arterials currently experience heavy congestion in morning and evening commute periods. Without improvements to our current transportation system, and changes in the behavior of the traveling public, the projected increase in population and employment will reduce the average current countywide travel speed of approximately 30 miles per hour to less than 20.

The CMP alone does not solve all mobility issues within Los Angeles County. Many mobility issues are localized traffic concerns, and are not addressed through the CMP. The CMP is one of many important tools to address transportation needs throughout Los Angeles County. The MTA, through its Long Range Transportation Plan, provides major transportation improvements needed by Los Angeles County. The CMP represents the local component of the partnership needed to address the county's mobility needs.

Transportation improvements implemented at the local level are critical to supporting and ensuring access to the regional transportation system. The relationship of the CMP to other regional planning activities is discussed later in this chapter.

### What Does It Do?

The CMP was created for the following purposes:

- To link local land use decisions with their impacts on regional transportation, and air quality; and
- To develop a partnership among transportation decision makers on devising appropriate transportation solutions that include all modes of travel.

To meet these goals, the CMP for Los Angeles County provides:

- Tracking and analysis to determine how the regional highway and transit systems are performing;
- Local analysis of the impacts of local land use decisions on regional transportation;
- Local implementation of Transportation Demand Management design guidelines that ensure new development includes improvements supportive of transit and TDM; and
- Tracking new building activity throughout Los Angeles County.

## 1.2 CMP REQUIREMENTS

The Congestion Management Program (CMP) for Los Angeles County has been developed to meet the requirements of Section 65089 of the California Government Code. As required by statute, Los Angeles County's CMP has the following elements:

- A system of highways and roadways with minimum level of service performance measurements designated for highway segments and key roadway intersections on this system;
- A performance element including performance measures to evaluate multimodal system performance;
- A travel demand element promoting alternative transportation strategies;
- A program to analyze the impacts of local land use decisions on the regional transportation system, including an estimate of the costs of mitigating those impacts;
- A seven-year capital improvement program of projects that benefit the CMP system;
- Deficiency Plan.

Los Angeles County's CMP has also been developed to meet the federal requirements for a Congestion Management System (CMS) initially enacted in the Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991, and continued in the Transportation Equity Act for the 21<sup>st</sup> Century (TEA-21) in 1998 and SAFE, Accountable, Flexible, and Efficient Transportation Equity ACT-A Legacy for Users (SAFETEA-LU). The federal CMS requirement was modeled after California's CMP. Like the CMP, CMS requires monitoring, performance measures, and, in certain cases, mitigation measures. Without the CMP, the Southern California Association of Governments (SCAG) would need to develop a separate CMS for Los Angeles County. This would give SCAG the federal authority to require the implementation of mitigation strategies for capacity enhancing highway and transit projects. The 2010 CMP functions as the Los Angeles County portion of the Congestion Management System.

While many levels of government are involved in developing and implementing the CMP, local jurisdictions have significant implementation responsibilities. These responsibilities include assisting in monitoring the CMP system; adopting and implementing a transportation demand management ordinance; adopting and implementing a program to analyze the impacts of local land use decisions on the regional transportation system; and participating in the Countywide Deficiency Plan.

MTA annually reviews the performance of local jurisdictions to verify that they are conforming to CMP requirements. After notice and a correction period, MTA is required to report to the state controller those jurisdictions that are not complying. The state controller will then withhold a portion of their state gas tax funds.

### 1.3 CMP AND THE CONGESTION MITIGATION FEE FEASIBILITY STUDY

As part of its approval of the 2003 Short Range Transportation Plan, the MTA Board authorized a nexus study to evaluate the feasibility of implementing a congestion mitigation fee. A fee would help ensure that new growth directly mitigates its traffic impacts on the regional transportation system by helping fund needed local transportation improvements. The purpose of the nexus study is to determine the feasibility of implementing a congestion mitigation fee that would meet CMP Deficiency Plan requirements (please see Chapter 6).

While this study is underway, the CMP Deficiency Plan requirements for maintaining a positive credit balance have been reduced. However, reporting on all new development activity and adopting the self-certification resolution will continue to be annual reporting requirements (please see Appendix E).

Historically, the CMP for Los Angeles County has been developed with the assistance and input of numerous agencies and individuals representing a wide range of organizations and interests throughout the county. The development and exploration of a congestion mitigation fee through the nexus study will continue this tradition and recommendations will be brought back to the MTA Board at a future date and will be amended into the CMP when appropriate. The Congestion Mitigation Fee Feasibility Study Report can be viewed at [http://www.metro.net/projects/congestion\\_mgmt\\_pgm/](http://www.metro.net/projects/congestion_mgmt_pgm/).

### 1.4 IMPLEMENTING THE CMP

Jurisdictions are required to conform to local requirements of the CMP in order to continue receiving their portion of state gas tax money allocated by Section 2105 of the California Streets and Highways Code, and to preserve their eligibility for state and federal funding for transportation projects. Refer to Chapter 9 for more information about these requirements.

Since the adoption of the first CMP, MTA has worked closely with Los Angeles' 89 local jurisdictions and others interested in CMP implementation. The main focus of activity has been to ensure smooth implementation of CMP requirements for local jurisdictions so that they maintain CMP compliance and continued eligibility for state gas tax and other transportation funds. To date, all 88 cities and the County of Los Angeles have maintained CMP conformance and their eligibility for these funds.

Individuals identified as CMP contacts at each local jurisdiction receive regular notices explaining approaching CMP deadlines. MTA staff often contact local jurisdictions directly in order to monitor implementation progress.

## 1.5 RELATIONSHIP TO MTA'S LONG RANGE PLANNING EFFORTS

**Long Range Transportation Plan.** MTA's most recent Long Range Transportation Plan was adopted in 2009. The Long Range Transportation Plan looks at transportation needs over the next thirty years. The plan identifies the transportation challenges that the county will face over this time period, and recommends countywide transportation improvements that will be needed in order to meet future mobility needs. The plan proposes further investment in the bus system while expanding the rail system by building 15 major transit corridor projects. The plan also looks toward highway investments including new carpool lanes and other improvements that ease both auto and truck traffic, as well as funding for arterials, goods movement, and signal coordination. The Plan encourages more ridesharing, walking, bike riding, and telecommuting.

Through local CMP implementation, local jurisdictions work toward countywide mobility goals of the LRTP by implementing the CMP TDM Ordinance which focuses on "TDM friendly" development and the CMP Land Use Ordinance which requires analysis of regional transportation impacts to the CMP system, as well as coordination with transit operators, through the CEQA process.

**County TIP/RTIP/STIP Development.** Through the Call for Projects process, local jurisdictions submit candidate projects for funding through a competitive, mobility based selection process. Considerable information is required for each project that helps MTA assess the mobility benefit of candidate projects. Information provided by applicants include data regarding the benefit of the project to the CMP system, as well as providing information to assist MTA in understanding the anticipated congestion reduction or mobility enhancement performance that will result from project implementation. As a result of this analysis, projects that are selected enhance the operation of the countywide CMP system. Once approved by the MTA Board, projects approved through the Call for Projects process are integrated into the County TIP, Regional TIP, and State TIP, and serve as the CMP's Capital Improvement Program.

## 1.6 RELATIONSHIP TO THE REGIONAL TRANSPORTATION PLAN AND AIR QUALITY MANAGEMENT PLAN

Federal law mandates the preparation of a Regional Transportation Plan (RTP) for metropolitan areas. SCAG is responsible for preparation of this RTP, as the designated metropolitan planning organization (MPO) and the regional transportation planning agency for the metropolitan area including Los Angeles, Orange, San Bernardino, Ventura, Riverside and Imperial counties.

CMP statute requires the CMP to be developed consistent with and incorporated into the RTP. The RTP assists in the development of the CMP by establishing the magnitude of congestion problems that face the region and the types of solutions that will be necessary to maintain mobility. The CMP, in turn, assists in revising the RTP by relating these long-

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term goals to specific actions at the county and local level, developing implementation strategies, and monitoring the effectiveness of transportation improvements.

The CMP is also linked to the South Coast Air Quality Management District's (SCAQMD) Air Quality Management Plan (AQMP). While the CMP is designed to address regional congestion, its implementation also supports efforts to improve air quality. The CMP's Transportation Demand Management (TDM) element is designed to complement SCAQMD's Rule 2202, which calls on employers of 250 or more employees to reduce mobile source emissions through a variety of strategies, including TDM.

**SUMMARY OF CORRECTIONS/CLARIFICATIONS/REVISIONS TO THE  
DRAFT 2010 CONGESTION MANAGEMENT PROGRAM**

NOTE: The Draft 2010 was distributed for review and comment on August 18, 2010. Nearly 600 copies were distributed and comments were requested by September 17, 2010. The following reflects all revisions proposed for the Final CMP.

Revisions to Plan	
Page(s)	Revisions to Plan
Global	Reflect that the CMP is no longer draft.
1	Add a sentence stating that the goals of the CMP are to comply with CMP statutory requirements, including monitoring LOS on the CMP Highway and Roadway network, measuring frequency and routing of public transit, implementing the Transportation Demand Management and Land Use Analysis Program Ordinances and helping local jurisdictions meet their responsibilities under the CMP.
3	Reorder list depicting percentage by subregion of countywide net non-residential growth in descending order.
7	Add reference to federal legislation 23 U.S.C. 134, 23 CFR 450.320 that guides SCAG with the overall metropolitan planning process.
10	Add discussion regarding non-recurring congestion reduction strategies such as Freeway Service Patrol, Transportation System Management Centers and #399 motorist-aid service.
14&15	Revise exhibit 2-3 and 2-4 to accurately reflect state highways relinquished by the state.
41	Add discussion regarding operations management strategies that address congestion such as 511, ITS, RIITS, and the ExpressLanes Demonstration Project.
41	Add description regarding the Corridor System Management Plan.
B-28, B-29, B-31	Update transit monitoring data for FY 2007 with revised information for Foothill Transit.