Summary

The purpose of the Congestion Management Program (CMP) is to more directly link land use, transportation and air quality while promoting reasonable growth management programs that will effectively utilize new transportation funds, alleviate traffic congestion and related impacts, and improve air quality. The Congestion Management Program represents the challenge in managing traffic congestion by coordinating the many transportation, land use, and air quality programs in Los Angeles County. In this context, one of its primary objectives is to make certain that each city and the County take into account the countywide impact of local land use decisions.

The 2004 CMP provides updated performance monitoring for the CMP roadway system and information on development trends. It also details implementation of transportation system improvements, TDM measures, and other mobility enhancements. Through the CMP, local jurisdictions have implemented 5,600 local mitigation strategies that have eliminated approximately 5.6 million daily vehicle miles traveled, representing $613 million in annual savings to the public in time and fuel costs since 1990.

The 2004 CMP also reaffirms the organization's commitment to provide outreach that helps cities maintain CMP compliance.

Historical Perspective

With the passage of Proposition 111 in 1990 came the requirement that urbanized counties create or designate a congestion management agency. It was the intent of the Legislature to balance the need for level of service standards for traffic with the need to build infill housing and mixed use commercial developments within walking distance of mass transit facilities, downtowns, and town centers and, to provide greater flexibility to local governments to balance these sometimes competing needs. To keep California moving, all methods and means of transport between major destinations must be coordinated to connect our vital economic and population centers.

Since 1990, the organization has been responsible for preparing biennial reports to the CMP for Los Angeles County on how the regional transportation system is performing, gauges the impacts of local growth decisions on transportation, and specifies how the agency works in partnership with local jurisdictions to mitigate congestion resulting from local growth.

The CMP document is produced as a requirement in receiving State gas tax funds. In addition, the State statute requires that a CMP document include the following elements:

a) Traffic level of service standards for the regional roadway system;

b) Performance measures to evaluate current and future congestion levels;

c) A program to manage travel demand by promoting alternative transportation methods;

d) A program to analyze the impact of local land use decisions on the regional transportation system; and

e) A capital improvement program that reduce congestion.

The first CMP for Los Angeles County was adopted in November 1992. The 1992 CMP consisted of core program elements required under statute: a designated highway system with level of service (LOS) standards, transit analysis, transportation

demand management, land use analysis, a capital improvement program, and a countywide transportation model.

The 1993 CMP added the Countywide Deficiency Plan, as well as updated a number of elements, which were included in the 1992 CMP. State statute requires the CMP to be updated by December 1, 1993 and biennially thereafter.

The Countywide Deficiency Plan requires local agencies to submit to the agency resolutions self-certifying their conformance with the CMP and documenting the deficiency plan "debits" and "credits" they have generated by the September 1 of each year. Deficiency plans are required when congestion levels exceed established standards on the CMP highway system. Given the high levels of congestion in Los Angeles, deficiency plan requirements are a necessary component of our CMP. If congestion levels cannot be remedied back to the standards, statute provides flexibility so that improvements can be made which provide alternate mobility benefits for regional transportation.

The 1995 CMP focuses primarily on providing additional guidance and clarification of existing CMP requirements. These revisions are a result of both technical updates as well as comments and suggestions that have been received from local jurisdictions over the last two years.

The 1995 CMP commits the agency to exploring an expansion of the CMP Deficiency Plan toolbox of mitigation strategies for the next update of the CMP in 1997. In the short term, cities are encouraged to explore innovative ways to address regional congestion and to apply for credit through the CMP's Unique Strategies and Circumstances process.

The 1997 CMP included 17 new or expanded strategies that will increase opportunities for all cities in implementing their CMP responsibilities. Many of the beneficiaries of these changes will be suburban communities that implement land use and transit strategies that reduce travel demand. Other strategies added to the CMP are intended to reward local transit services which link to and support the agency and Metrolink rail services, and which provide incentives for other local programs that support transit.

For example, local agencies earn CMP credits "for implementing any of the 65 transportation mitigation strategies contained in the CMP Toolbox of Mitigation Strategies" (e.g., signal synchronization, transit pass subsidies, and development around transit stations). The credits earned for implementing these strategies are banked by local jurisdictions to offset the "debits" accrued through new development. Local jurisdictions have been responsible for fulfilling these requirements to maintain CMP compliance and preserve their eligibility to receive Proposition 111 gas tax subvention funds (Section 2105) and other State and federal funds programmed in the Transportation Improvement Program.

In developing the 1999 CMP, staff focused on streamlining CMP requirements and evaluating alternatives to meeting the deficiency plan requirements. The 1999 CMP included the following:

1. Retain the current deficiency plan approach for the 1999 CMP;
2. Focus on exploring alternative deficiency plan approaches for the next CMP update in 2001;
3. Initiate a study to explore alternative deficiency plan approaches and retain

consultant assistance for the study; and

4. Continue to provide extensive outreach and assistance to cities to maintain 100% compliance with the CMP.

The 2002 CMP reports on the performance of key highways, arterials, and transit corridors that make up the county's congestion management system. This information provides a countywide perspective of how the transportation system is currently performing, as well as changes in performance over the last decade. In addition, the CMP has resulted in the implementation of local transportation improvements that support and improve access to the regional systems including regional rail, bus, and carpool lane systems. Local jurisdictions have also adopted a Transportation Demand Management ordinance to implement "transit friendly" infrastructure as part of new development, and a Land Use ordinance, which requires the analysis of the impact of new development on the CMP highway, and transit system through the CEQA process.

As part of its approval of the 2003 SRTP, the Board authorized work on a nexus study to explore the feasibility of implementing a congestion mitigation fee. The Board also authorized the suspension of the credit/debit Countywide Deficiency Plan approach while the nexus study is underway. However, other reporting requirements remain unchanged.

The nexus study is evaluating how a congestion mitigation fee could help new growth directly mitigate its traffic impacts on the regional transportation system by helping fund needed local transportation improvements. The nexus study is necessary to meet the requirements of CMP Deficiency Plan statute and California Mitigation Fee Act regulation (AB 1600). The findings of the nexus study will be presented to the Board by June 2005.

Last Board Action

July 22, 2004 – 2004 Congestion Management Program

Board approved adoption of the 2004 Congestion Management Program.

Attachment

2004 Congestion Management Program Executive Summary

See Related

Long Range Transportation Plan

Short Range Transportation Plan

CHAPTER 1

EXECUTIVE SUMMARY

1.1 INTRODUCTION

The 2004 Congestion Management Program (CMP) marks the twelve-year anniversary since the program became effective with the passage of Proposition 111 in 1990. In 1992, the CMP forged new ground in linking transportation, land use, and air quality decisions for one of the most complex urban areas in the country. The hallmark of the CMP is that it is intended to address the impact of local growth on the regional transportation system. This document represents the seventh CMP adopted for Los Angeles County.

"The hallmark of the CMP program is that it is intended to address the impact of local growth on the regional transportation system."

The CMP was created for the following purposes:

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

The CMP alone does not solve all the mobility issues within Los Angeles County. Many mobility issues are localized traffic concerns and are not addressed through the CMP. Nevertheless, the CMP is an important tool addressing transportation needs throughout Los Angeles County. The CMP also demonstrates the benefits of nine years of highway monitoring, eight years of local growth monitoring, and thirteen years of local transportation improvements.

"The CMP alone does not solve all mobility issues within Los Angeles County."

As the nature of congestion has evolved since 1992, the countywide strategy for tackling deficiencies on our transportation system is also evolving. MTA is working with stakeholders countywide to explore the feasibility of implementing a congestion mitigation fee to meet future CMP Deficiency Plan requirements. The goal is to develop a new and improved CMP Deficiency Plan approach that allows cities to address deficiencies on the regional transportation

network caused by growth. Section 1.5 discusses this further and explains the changes to local governments' CMP reporting requirements, including a new streamlined reporting process.

This document contains specific information about the program and its ongoing requirements. The Appendices contain revised reporting forms, standard material related to the monitoring data, and additional technical guidance and assistance for local jurisdictions.

"MTA will work with stakeholders countywide to meet future CMP Deficiency Plan requirements."

1.2 CONGESTION MANAGEMENT PROGRAM HIGHLIGHTS

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

CMP Highway and Roadway System

- The Los Angeles County freeway system is a mature system that is operating at its designed capacity and is not prone to large changes in congestion levels.

"The Los Angeles County freeway system is a mature system that is operating at its designed capacity and it is not prone to large 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 mimicking this pattern, 40% of the arterial intersections operate at LOS E and F in the morning rush hours, and half 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 suburb-to-downtown commute pattern.

Land Use Growth Trends

- From 1995 through 2003, building permits were issued for the construction of 101,499 residential dwelling units and 180.6 million square feet of non-residential (commercial, industrial, and office) building space.

- Historically, growth has not been evenly dispersed across Los Angeles County jurisdictions. Sixty percent of the growth occurs in the same top 10 to 15 most active

jurisdictions. The ten fastest growing cities for since 1995 are:

1. City of Los Angeles
2. Los Angeles County
3. Long Beach
4. Santa Clarita
5. Lancaster
6. Industry
7. Carson
8. Burbank
9. Torrance
10. Palmdale

"Historically, growth has not been evenly dispersed across Los Angeles County's jurisdictions. Sixty percent of the growth occurs in the same top 10 to 15 most active."

- Conversely, forty-six cities (just over half of all jurisdictions) have very limited growth and account for less than 10% of new development.

- At a sub-regional level, the percentage of countywide growth is as follows (see Exhibits 3-1 and 3-2 for sub-area definitions):

  - City of Los Angeles 20%
  - Gateway 18%
  - San Gabriel Valley 17%
  - Los Angeles County 16%
  - San Fernando Valley Cities/North County 16%
  - South Bay 10%
  - Westside 3%

- Sub-areas with the greatest residential growth were the County of Los Angeles, City of Los Angeles, and the San Fernando Valley Cities/North County area.

- In looking at commercial, industrial and office growth:
  - The Gateway area had significantly more industrial growth than other sub-regions, followed by the San Gabriel Valley and South Bay areas.
  - The greatest commercial growth was in the San Fernando Valley Cities/North County and Los Angeles County areas.
  - The greatest office growth was in the San Fernando Valley Cities/North County and the City of Los Angeles, accounting for 50% for the entire County.

Mobility Improvements

- From 1990 through 2003, local jurisdictions have implemented 5,600 local mitigation strategies that have eliminated or accommodated approximately 5.6 million vehicle miles of travel each day - a $613 million annual savings to the public in time and fuel costs.

- Following an historical trend, Transportation System Management and Capital Improvement Projects were the most implemented projects and accounted for 79% percent of the mobility benefit.

- Of all the 65 CMP congestion management strategies, land use strategies continue to be implemented the least among local jurisdictions. As a result, between 1990 and 2003, land use strategies have generated only 3% of the total mobility benefit.

- Transit service improvements have doubled since 1997. From 1997 to 2003, transit service increased its role in congestion management, accounting for 6% of all mobility improvements in 1997 to 12% in 2003.

"Local jurisdictions have implemented 5,600 local mitigation strategies that have eliminated or accommodated approximately 5.6 million vehicle miles traveled each day."

1.3 CMP REQUIREMENTS

The 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' CMP has the following elements:

- A system of highways and roadways, with minimum levels of service performance measurements designated for highway segments and key roadway intersections on this system.

- A performance element that includes performance measures to evaluate multimodal system performance.

- A transportation demand management (TDM) element that promotes alternative transportation strategies.

- A Land Use Analysis 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.
- A Deficiency Plan.

"Los Angeles' CMP has also been developed to meet the federal requirements for a Congestion Management System."

Los Angeles' 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 21st Century (TEA-21) in 1998. 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 2004 CMP functions as the Los Angeles County portion of the Congestion Management System.

1.4 LOCAL CMP REQUIREMENTS

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 highway and transit system, implementing a transportation demand management ordinance, implementing a program to analyze the impacts of local land use decisions on the regional transportation system, and participating in the Countywide Deficiency Plan.

"The 88 cities, plus the County of Los Angeles, collectively receive over $93 million annually for maintaining compliance."

Jurisdictions are required to conform to local CMP requirements in order to receive their portion of state gas tax revenue allocated by Section 2105 of the California Streets and Highways Code. The 88 cities, plus the County of Los Angeles, collectively receive over $93 million annually for maintaining compliance. In addition, compliance with the CMP is necessary to preserve their eligibility for state and federal funding for transportation projects.
Since the adoption of the first CMP, MTA has worked closely with Los Angeles County's 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, the County of Los Angeles and all but one of the 88 cities 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 often contacts local jurisdictions directly in order to monitor implementation progress. Members of the Policy Advisory Committee (PAC) are kept informed of CMP implementation developments and are consulted from time to time. Other mechanisms are used for public outreach and consultation as well. A telephone hotline provides a convenient mechanism for people to request CMP documents *(213-922-2830).*

1.5 CHANGES TO LOCAL RESPONSIBILITES FOR 2004

The Countywide Deficiency Plan requires local agencies to offset a portion of the impact that their new development has on the regional transportation system. Historically, each local jurisdiction's responsibilities has been tracked through a point system that reflects the impact of local growth ("debits") and benefits of transportation improvements ("credits"). In recent years, cities have raised concerns regarding this Deficiency Plan approach, citing their difficulty in maintaining conformance and questioning its effectiveness.

"...the MTA Board authorized a nexus study to evaluate the feasibility of implementing a congestion mitigation fee."

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. Such a fee could mirror mitigation fees implemented in Orange and Riverside counties (and now being studied in San Bernardino County). The purpose of the nexus study will be to identify and justify a mitigation fee that would meet CMP Deficiency Plan requirements.

While this study is underway, CMP Deficiency Plan requirements for maintaining a positive credit balance will be suspended. However, reporting on all new development activity and adopting the self-certification resolution will continue to be annual reporting requirements (please see Chapter 7 and Appendices C and D). The following table summarizes past and current CMP reporting requirements and other responsibilities for local jurisdictions.

CMP Requirement	Previous Requirement	New Requirement
Transportation Mitigation and Improvement Reporting (Credits)	Yes	No
Land Use Reporting (Debits)	Yes	Yes
Land Use Analysis Program	Yes	Yes
TDM Ordinance Program	Yes	Yes
Biennial Highway Monitoring	Yes	Yes
Biennial Transit Monitoring	Yes	Yes

"...MTA uses a consensus approach to updating any element of the CMP. The development and exploration of a congestion mitigation fee through the nexus study will continue this tradition."

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. Along with the PAC, MTA uses a consensus approach to updating any element of the CMP. The development and exploration of a congestion mitigation fee through the nexus study will continue this tradition. The PAC will be meeting regularly to assist MTA in identifying challenges and solutions, and to ensure the nexus study provides an equitable and meaningful approach to mitigating deficiencies on the region's transportation network. Recommendations will be brought back to the MTA Board at a future date and will be amended into the CMP at that time if appropriate.