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TO: BOARD OF DIRECTORS

FROM: JAMES L. de la LOZA
EXECUTIVE OFFICER 
**REGIONAL TRANSPORTATION PLANNING
& DEVELOPMENT**

**SUBJECT: STATUS OF DEVELOPMENT OF THE 1997
CONGESTION MANAGEMENT PROGRAM**

ISSUE

The MTA is currently in the process of developing the 1997 Congestion Management Program (CMP) for Los Angeles County. This is the second status report provided to the Board about the development of the 1997 CMP.

IMPACT ON BUDGET AND OBJECTIVES

Compliance with state CMP requirements preserves the eligibility of cities and the County to receive approximately \$80 million annually in gas tax subventions, as well as other transportation funds. It also provides incentives for cities and the County to implement strategies that benefit both local and regional mobility needs thereby complementing MTA's investments in regional-level transportation improvements.

BACKGROUND

Program Accomplishments

The CMP was first adopted by the MTA Board in 1992 as a state mandated program to address the impact of local growth on the regional transportation system. MTA has developed a countywide approach to addressing congestion impacts, and all jurisdictions are responsible for implementing strategies to mitigate the impact of local growth. This program has resulted in the following accomplishments to date:

- Implementation of approximately 2,000 local mitigation strategies over the last five years that have eliminated or accommodated 2.7 million vehicle miles each day - an \$80 million annual savings to the public from time and fuel savings.

- Implementation of local improvements that improve access to and use of MTA's rail, bus, and carpool lane systems.
- Ensuring that as the county grows, transportation solutions are implemented that make Los Angeles County a desirable place to live and work, thereby promoting economic growth and vitality.
- Re-enforcing MTA's role in programming of federal funds for key highway and transit projects through use of the CMP in meeting federal congestion management mandates.

Development of the 1997 CMP

The MTA is in the process of updating its Congestion Management Program for Board adoption in November 1997. To assist in the effort, a Policy Advisory Committee (PAC) was created in July 1996 and has guided overall direction for the CMP as well as develop specific proposals. The PAC is comprised of city representatives from throughout the County, along with representatives from regional agencies, transit operators, the private sector, the environmental community, and others. It is currently finalizing its recommendations for the 1997 CMP.

A state mandated program, the CMP links local transportation and land use decisions. A focal point is the program's deficiency plan which is intended to ensure that local jurisdictions participate in regional transportation improvements needed to accommodate new growth. Los Angeles' Countywide Deficiency Plan was specifically designed to meet this requirement while minimizing local requirements, providing flexibility for our many diverse communities, and recognizing the multiple causes of congestion in Los Angeles. In Los Angeles, local agencies earn CMP "credit" for implementing any of the more than 50 land use, capital, TSM, transit, TDM, and other strategies contained in the CMP Toolbox of Mitigation Strategies (Toolbox). Credit earned for implementing these strategies is used by local jurisdictions to maintain CMP compliance.

As part of the 1997 CMP Update process, the PAC evaluated alternative approaches for implementing the CMP. As a result of this review, the PAC reaffirmed that the existing countywide CMP approach was the most effective approach in addressing the complex congestion problems of Los Angeles, while also streamlining local agency responsibilities. The PAC also directed staff to examine a variety of new Toolbox strategies that provide additional flexibility to local jurisdictions in implementing CMP strategies.

By the time the CMP is finalized, it is anticipated that the PAC will recommend approximately 10 new or expanded strategies for inclusion in the CMP Toolbox. Many of these will expand credit opportunities for suburban communities that implement land use and transit strategies which reduce travel demand. Other changes to the CMP Toolbox are intended to reward local

transit services which link to and support MTA and Metrolink rail services, and which provide incentives for other local programs that support transit.

The PAC also considered other strategies that it did not recommend for inclusion in the 1997 CMP. While many of these strategies were found to be promising, the PAC identified implementation issues which require additional time to resolve. The PAC and MTA staff have agreed to continue studying these strategies for possible inclusion in the next CMP Update (1999). Attachment A contains a summary of the issues and strategies considered by the PAC in developing the 1997 CMP.

By June, it is anticipated that the PAC will have completed most of its recommendations for the 1997 CMP. A draft 1997 CMP is being prepared and will be released for comment in July 1997. Following the comment period, a final proposed 1997 CMP will be completed in October 1997 for consideration by the MTA Board in November.

AB 2419 (Bowler)

AB 2419 (Bowler) which became effective on January 1, 1997 allows counties to opt out of the state CMP requirement if the city councils/Board of Supervisors representing a majority of the jurisdictions with a majority of the county's population pass resolutions endorsing such an action. To date, no local jurisdictions in Los Angeles have taken action to adopt such a resolution. In fact, the County Board of Supervisors was among those voting to oppose the passage of AB 2419, noting that Los Angeles' CMP has been implemented "without subjecting the public sector to onerous penalties," and that federal CMS requirements may be "unnecessarily more burdensome."

The preparation and implementation of the CMP remains a statutory responsibility, until the time that a sufficient number of jurisdictions pass resolutions to opt out of the state mandate. Staff believe that the CMP provides an important focal point for MTA/local coordination and also encourages the local implementation of projects that complement MTA's regional program.

CMP/CMS Requirement

This region also uses the CMP to meet the federal Congestion Management System (CMS) requirement. Like the CMP, CMS requires monitoring, performance measures, and, in certain cases, mitigation. Without the CMP, the Southern California Association of Governments (SCAG) would need to develop a separate CMS for Los Angeles County. If this were to happen it would give SCAG the federal authority to require the implementation of mitigation strategies for capacity enhancing highway and transit projects.

MTA has led the effort statewide to ensure that the CMP is used to satisfy the federal CMS requirement. Recently, MTA also successfully led the effort to secure SCAG support for this position. We are now working with SCAG and our adjacent counties to include language in the Regional Transportation Plan that further formalizes the local agreement for fulfilling CMS.

CMP Implementation & Local Compliance

Since the inception of the CMP, Los Angeles has maintained 100% compliance with the program for all 89 local jurisdictions. Concurrently with the CMP update effort, staff provides a vigorous ongoing program of outreach to all 89 local jurisdictions to assist with program implementation and ensure that they maintain their CMP compliance.

In addition to mailings and technical assistance provided over the phone, MTA staff have been active in meeting with cities throughout the County. MTA staff have met over the last several months with the cities of Bell, Bellflower, Commerce, Glendora, Huntington Park, Irwindale, Sierra Madre, South El Monte, Vernon and Westlake Village, as well as with other entities such as the San Gabriel Valley COG Planning Directors Committee, staff representatives of the Gateway Cities COG, the South Bay COG Technical Advisory Committee and Palos Verdes Transit Authority. Through these meetings, MTA and city staff have together identified strategies that benefit the local community, improve regional mobility, and maintain local CMP compliance. These efforts have confirmed that every type of city in the County can find strategies in the CMP Toolbox that are appropriate for their community.

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Attachment: Policy Issues Considered for 1997 CMP

Attachment A

POLICY ISSUES CONSIDERED FOR 1997 CMP

Issue	Status
✓ Expand Toolbox	Approximately 10 new or expanded strategies will be proposed for addition to the Toolbox for the 1997 CMP
✓ Multi-Modal Strategies	The Policy Advisory Committee supports the addition of a new Toolbox strategy to provide increased credits for shuttles linking to rail or transit stations.
✓ Congestion Gap	The Policy Advisory Committee agreed that the “Congestion Gap” and associated debits will not be reevaluated for the 1997 CMP.
✓ Land Use Thresholds	The Policy Advisory Committee supports the addition of a new Toolbox strategy that uses a “credit scale” to award credit for land uses with densities and transit headways appropriate for both urban and suburban communities.
✓ Bikeways	The Policy Advisory Committee supports awarding credit for bikeways not located on a Regional Bikeway Master Plan for the 1997 CMP.
✓ Intersection Modifications	The Policy Advisory Committee supports awarding credit for intersection improvements for arterial streets not located on the CMP Highway Network for the 1997 CMP.

- ✓ **Median Islands** The Policy Advisory Committee supports the addition of a new Toolbox strategy awarding credit for median islands along CMP and major arterials.

- ✓ **Annual Monitoring** The Policy Advisory Committee agreed not to consider changing CMP highway and transit monitoring to an annual requirement.

- ✓ **Vehicle Scrapping** The Policy Advisory Committee agreed not to consider credits for old vehicle scrapping programs, or the purchase of low or zero emission vehicles.

- ✓ **Mixed-Use Development** The Policy Advisory Committee supports the addition of a new Toolbox strategy, Mixed-Use Infill Development. This would award credit to single-use projects which achieve the CMP mixed-use ratios when considered in conjunction with adjacent uses. This is intended to support the recycling of existing urban parcels.

- ✓ **Industrial Land Uses** The Policy Advisory Committee supports expanding credit opportunities for industrial land uses near transit.

- Multi-Jurisdictional Projects** The Policy Advisory Committee is considering the addition of a new strategy, Multi-Modal Transit Centers (MMTC), to the Toolbox for the 1997 CMP. The strategy provides additional credit for jurisdictions providing an MMTC of 5% of the increased ridership on transit lines serving that Center.

- Parking Strategies** The Policy Advisory Committee is considering recommending credit for transit friendly parking design and parking pricing strategies.

- Bus Stop Improvements** The Policy Advisory Committee agreed that an acceptable methodology for providing credit to bus stop improvements could not be developed for inclusion in the 1997 CMP. Work will continue to develop a procedure for the next CMP update.

Reg. XV-Type Programs

The Policy Advisory Committee agreed not to add a standardized Toolbox strategy for Reg. XV-type TDM programs due to the currently changing environment for ridesharing. Jurisdictions implementing these types of programs may still apply for credit through the process for "Unique Strategies."

Transit

The Policy Advisory Committee agreed that an acceptable alternative methodology for providing credit to transit services could not be developed for inclusion in the 1997 CMP. The PAC therefore recommended retaining the current methodology. Work will continue to develop mechanisms to provide increased recognition of transit for the next CMP update.

Operations & Maintenance

For the 1997 CMP, the Policy Advisory Committee agreed to defer consideration of awarding credit for the ongoing operations and maintenance (O&M) of transit, TDM, signal synchronization or other strategies. Credit for O&M would represent a significant departure from currently used credit methodologies and raises major policy considerations for the CMP. This matter will be reconsidered during the next CMP update.

Information Clearinghouses

CMP staff is working to include information about the CMP through the internet on the MTA Home Page. Information will include past standard and unique credit awards, deadlines, and electronic filing of CMP reports.

Inter-County Travel

CMP staff is continuing to work with adjacent Congestion Management Agencies to develop incentives for addressing inter-county travel through the CMP.

Link Reporting Requirements

MTA staff has met with SCAG and provided CMP data on local development and transportation improvements reported through the deficiency plan (debits & credits). Staff will continue to work with SCAG and AQMD to increase integration between the CMP and other regional programs.

**Alameda
Corridor**

CMP staff is continuing to work with effected local jurisdictions and the Alameda Corridor Transportation Authority to develop a proposal for awarding credits to the Alameda Corridor project and other significant freight-to-rail projects.

Credit Trading

The issue of whether to limit or restrict credit trading was briefly discussed by the Policy Advisory Committee but has not yet been formally considered.

**Retroactive
Credits**

The issue of whether to award credits retroactively for strategies newly added to the Toolbox has been mentioned by the PAC but not yet been formally considered.