

INTRODUCTION

“In order to develop the California economy to its full potential, it is intended that federal, state, and local agencies join with transit districts, business, private and environmental interests to develop and implement comprehensive strategies needed to develop appropriate responses to transportation needs.”

California Government Code Section 65088.(e)

1.1 Background

The requirement to develop a Congestion Management Program (CMP) originated in June of 1990 when California voters passed Proposition 111, a nine cent gas tax increase to pay for transportation improvements throughout the state. In addition to the gas tax increase, voters also set into motion California’s “transportation blueprint” for creating a more flexible and effective transportation planning and programming process. An important element of the “blueprint” was the requirement that a CMP be developed by every county in the state that includes an urbanized area of 50,000 in population. In Ventura County, the cities and the County designated the Ventura County Transportation Commission (VCTC) to be the Congestion Management Agency (CMA) responsible for preparing the CMP. The first CMP was developed by VCTC in 1991 with subsequent updates prepared about every two years. Regulations stipulate that the CMP be updated every two years.

The original law set aside a portion of the new gas tax money to go directly to cities and counties that comply with locally adopted CMPs. If a local agency did not comply with the CMP, the designated CMA was required to withhold their share of the new gas tax funds. The requirement to withhold gas tax funds for noncompliance with the CMP became optional with passage of AB 2419 in 1996 when the CMP became a voluntary program. VCTC continues to update and implement the CMP in Ventura County to meet federal requirements described below and throughout this document. State and federal CMP regulations are provided in Attachments 2 & 3 respectively.

The passage of the federal Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991 required all urban areas in the nation to develop and implement a Congestion Management System (CMS), now known as the Congestion Management Process (CMP). Federal requirements were similar to California’s CMP regulations such as the identification, monitoring and evaluation of a multimodal transportation system; the establishment performance measures; and the identification and correction of congested areas. Because of these similarities, the Federal Highway Administration (FHWA) accepts the CMP as the basis for

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meeting the federal CMP requirements. As with prior updates, the 2009 CMP update is intended to meet the requirements of the federal congestion management process described under Title 23 CFR Part 450.320. This update of the CMP includes additional performance measures that will significantly improve the monitoring and improvement of the multimodal transportation system.

The CMP regulations also created a framework and structure within which counties establish their own specific policies and programs. To help provide a framework for the development of the CMP in Ventura County, VCTC developed policies and objectives to guide the original effort and the biennial updates. The policies are listed in Exhibit 3, page 11; and the objectives are listed in Exhibit 4, pages 12 and 13.

Exhibit 3

VCTC Policy Statements for Development of the CMP

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| <ul style="list-style-type: none">A. The performance of the overall regional transportation system should be enhanced when and where necessary.B. Transportation planning and analysis should be consistent throughout the county.C. The coordination of land use and transportation planning should be considered in every stage of local planning from development review to general plans.D. The project-specific impacts of new development on the regional transportation system should be identified as early as possible and mitigated, at a minimum, consistent with the CMP and the California Environmental Quality Act (CEQA).E. Local land use authority shall remain with the cities and the County within their respective jurisdictions.F. The California Department of Transportation (Caltrans) should assist local governments in managing congestion on the state highway system.G. Appropriate transportation facilities and services should be available to serve all land uses.H. The CMP should further the transportation-related goals of the Ventura County Air Quality Management Plan and support projects that are the most cost-effective in reducing vehicle emissions. | <ul style="list-style-type: none">I. The costs of mitigating deficiencies on the regional transportation system should be shared equitably (on a case-by-case basis) among all agencies who contribute to the impacts.J. To the extent feasible, existing deficiencies, and future impacts attributed to population growth independent of development, should be identified and taken into consideration when apportioning traffic mitigation costs.K. When feasible, Ventura County residents should have access to all modes of travel.L. The cities, County, transit operators, Caltrans, VCTC and the public should cooperatively accomplish the CMP.M. The CMP should further the economic development goals of the County and its ten cities.N. As appropriate, freight activity and the movement of goods should be considered in developing transportation programs and projects.O. To simplify Ventura County's transportation programs and avoid costly and inefficient duplication, the CMP is intended to meet federal Congestion Management System (CMS) requirements.P. The Congestion Management Program should be used to inform the public of the need for transportation improvements in Ventura County. |
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Exhibit 4

VCTC Objectives for Development of the CMP

Land Use Impacts

1. Maintain a land use and traffic flow database, with information available to all public and private agencies involved in transportation planning in Ventura County.
2. Improve jurisdictional coordination to ensure consistent consideration, analysis and mitigation of the impacts of the local development on the regional transportation system.
3. Support and encouragement of a pattern of development that reduces, shortens, and/or eliminates vehicle trips.
4. Identify the potential impacts of new development on the transportation system as soon as possible in the development review process.
5. Encourage land use and transportation policies that promote transit use, bicycling, ridesharing and walking.
6. Include those agencies/departments responsible for transit, bicycle and pedestrian planning and services in the review cycle for new developments and specific plans.
7. Support the cooperative development and execution of reciprocal traffic agreements between local jurisdictions within the county.

Streets and Roads

8. Minimize traffic congestion in Ventura County.
9. Maximize the use of the existing roadway network through demand management strategies.
10. Coordinate the planning and programming of road improvements among neighboring jurisdictions.
11. Maintain, and periodically update a countywide transportation model capable of projecting future traffic volumes, and their origin, on the CMP road network.

12. Continue to collect, and use, traffic data and level of service analyses sufficient to evaluate the current operation of the CMP road network.
13. Support system-management approaches to improving the operation of the CMP road network.
14. Work with Caltrans to identify their specific roles and responsibilities in the CMP process, especially with respect to the preparation and implementation of deficiency plans involving the state highway system.
15. Provide appropriate technology infrastructure (e.g. conduits, pull boxes and fiber cable) in the design of all future highway construction projects.
16. Improve traffic management through the use of technology and regional cooperation.

Transit Service

17. Encouragement of public transit services that meet local and regional mobility needs.
18. Provide, where feasible, transit service along major commute corridors and to areas of high employment.
19. Support of making public transit services as convenient and easy to use as possible.
20. Further the benefits of increased transit use by supporting the conversion to clean fuel bus fleets, and support facilities, as part of regular vehicle replacement programs.
21. Improve the ability of passengers to transfer from one transit service to another, using technology such as Smart Card and NextBus.
22. Preserve potential and identified future transportation corridors to the maximum extent feasible.

Exhibit 4
VCTC Objectives for Development of the CMP
(Continued)

Transportation Demand Management (TDM)

- 23. Continue local agency implementation of the TDM Facilities Ordinance
- 24. Encourage the provision of facilities for carpooling, vanpooling, bicycling and walking.
- 25. Construct additional and, where appropriate, upgrade existing bikeways and pedestrian facilities that serve commute corridors, and employment and transportation centers.
- 26. Implement the reasonably available transportation control measures in Ventura County's Air Quality Management Plan.
- 27. Support programs and facilities that increase opportunities for telecommuting.
- 28. Maintain a mechanism for providing on-going funding to support the maintenance of Class I bicycle paths.
- 29. Encourage programs for flexible work hours or alternative work schedules.

Goods Movement

- 30. Support of the smooth flow of goods needed to sustain and enhance local economic activity.
- 31. Support transportation improvement projects, which improve access to the Port of Hueneme and other large freight activity centers, and encourage the Port and other beneficiaries to financially participate in such projects where appropriate.
- 32. Encourage, where appropriate, the movement of goods by rail.

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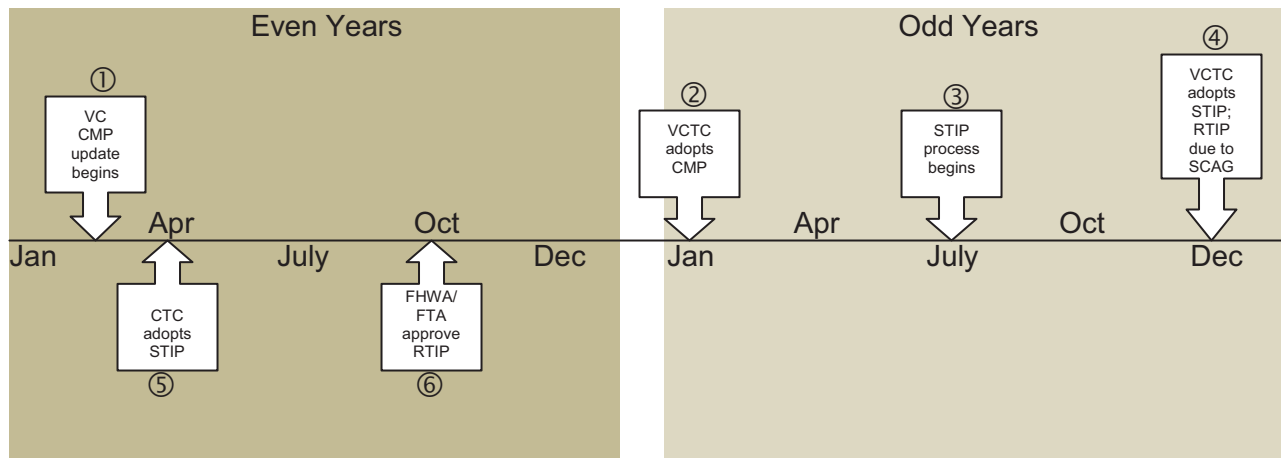
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1.2 The CMP and the Regional Transportation Planning Process

The CMP update process is consistent and coordinated with the regional, state and federal transportation planning process and programming cycles. The diagram in Exhibit 5 illustrates how the CMP fits into the overall biennial federal and state planning process.

Exhibit 5



① The process begins with the CMP update in February of every even-numbered year with a request from VCTC to the cities and the County for traffic counts at CMP monitored locations and updated land use information.

② VCTC adopts the CMP the following January of every odd year which includes a 7-year Capital Improvement Program (CIP). The CMP update is forwarded to SCAG who reviews the document for consistency with federal congestion management regulations. Funded projects from the CIP that do not require to be modeled as part of SCAG's Regional Transportation Modeling System are submitted to SCAG to be amended into the Regional/Federal Transportation Improvement Program. Regionally significant projects that require modeling are forwarded to SCAG in December of every odd-numbered year (see item ④).

③ The State Transportation Improvement Program (STIP) process begins in July of every odd-numbered year with the release of the STIP Fund Estimate. The Fund Estimate includes the amount of STIP funds or "county shares" allotted to each county in California for the 5-year STIP Program. The California Transportation Commission (CTC) adopts the Fund Estimate in August of every odd-numbered year. Projects from the CMP to be funded with STIP or federal Transportation Enhancement (TE) funds are included in the VCTC STIP program.

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④ VCTC adopts the STIP by December 15 of every odd-numbered year and forwards the project list to Caltrans and the CTC. VCTC's "County TIP", which includes all regionally significant and federally-funded projects, is due to SCAG in December of every odd-numbered year. This includes regionally significant projects from the CMP that are funded and submitted to SCAG to be modeled and incorporated into SCAG's Regional Transportation Modeling System. SCAG's Regional Transportation Plan (RTP) is also amended as needed to remain consistent with the RTIP.

⑤ The CTC adopts the STIP in April of every even-numbered year. This includes VCTC's STIP program submitted to the CTC the previous December.

⑥ The federal government (FHWA/FTA) approves the SCAG RTIP in October of every even-numbered year which includes VCTC's County TIP submitted to SCAG the previous December. Caltrans reviews and approves the RTIP prior to federal approval.

1.3 Ventura County Economic Indicators: 2000-2007

Economic indicators for Ventura County are presented in Exhibit 6, page 16 for the eight-year period from 2000 to 2007.

Population: According to the U.S. Census bureau, annual population growth in Ventura County has been less than 1% since 2004. The majority of this growth in the last five years is attributed to births within the county, compared to the year 2000 when migration accounted for the majority of the population growth according to the Los Angeles County Economic Development Corporation (LAEDC) 2008-2009 Economic Forecast (February 2009). Population growth is expected to remain low in 2009 due to the slower economy.

Nonfarm Employment: According to the LAEDC's February 2009 Economic Forecast, employment trends in the County will continue to decrease. Between 2006 and forecasted 2010 figures, nonfarm employment is expected to decrease by 8%.

Unemployment Rate: The average unemployment rate has been at less than 5% since 2005, lower than the statewide average of 5.2%. According to the LAEDC's February 2009 forecast, the County's unemployment rate is expected to increase to 8.2% in 2010, up from 6.5% in FY2008.

Per Capita Personal Income: Per capita personal income in the County grew steadily at an average rate of 4.53% since 2004/05 according to LAEDC data, and grew as high as 7.3% in one year in 2003/04. However, total per capita personal income in the County is expected to decrease by an average of 2% per year through 2010.

Taxable Retail Sales: Taxable retail sales in the County decreased for the first time this century in 2007 by 0.61%. Taxable sales are expected to decrease from a high of \$8.956 billion in 2007

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to \$8.051 billion forecasted in 2009, a decrease of 11% according to the LAEDC. However, taxable retail sales are forecasted to increase to \$8.252 billion in 2010.

Housing Unit Permits Issued: The number of total housing unit permits issued in the County annually has varied up and down over the past eight years, with a 24.58% decrease in 2007. The LAEDC estimates that the decrease in new housing unit permits issued will continue to decrease from a high of 4,516 in 2005 to 800 forecasted in 2009 and 925 in 2010.

Exhibit 6
Ventura County Economic Indicators

	2000	2001	2002	2003	2004	2005	2006	2007
Ventura County Population ¹	756,504	766,179	778,497	786,722	791,654	790,868	794,005	798,364
Employment Nonfarm (avg.) ²	275,000	279,900	281,800	284,200	286,200	291,200	297,900	300,300
Unemployment Rate (avg.) ²	4.5%	4.9%	5.8%	5.8%	5.4%	4.8%	4.3%	4.9%
Per Capita Personal Income ²	\$33,435	\$33,576	\$33,873	\$35,213	\$37,813	\$39,527	\$41,402	\$43,194
Taxable Retail Sales (\$ billions) ²	\$6.504	\$6.848	\$7.153	\$7.717	\$8.317	\$8.782	\$8.902	\$8.848
Housing Unit Permits Issued ²	3,971	3,446	2,507	3,635	2,603	4,516	2,461	1,856

¹ U.S. Census Bureau data.

² 2008-2009 Economic Forecast and Industry Outlook, Outlook for Ventura County, Los Angeles County Economic Development Corporation.

1.4 Required CMP Elements

According to Title 23, part 450.320(c) of the federal regulation, the development of a congestion management process shall include:

1. Methods to monitor and evaluate the performance of the multimodal transportation system, identify the causes of recurring and non-recurring congestion, identify and evaluate alternative strategies, provide information supporting the implementation of actions, and evaluate the effectiveness of implemented actions.
2. Definition of congestion management objectives and appropriate performance measures to assess the extent of congestion and support the evaluation of the effectiveness of

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congestion reduction and mobility enhancement strategies for the movement of people and goods.

3. Establishment of a coordinated program for data collection and system performance monitoring to define the extent and duration of congestion, to contribute to determining the causes of congestion, and evaluate the efficiency and effectiveness of implemented actions.
4. Identification and evaluation of the anticipated performance and expected benefits of appropriate congestion management strategies that will contribute to the more effective use and improved safety of existing and future transportation systems based on the established performance measures.
5. Identification of an implementation schedule, implementation responsibilities, and possible funding sources for each strategy (or combination of strategies) proposed for implementation.
6. Implementation of a process for periodic assessment of the effectiveness of implemented strategies, in terms of the area's established performance measures.

The full text of the federal congestion management process requirements under Title 23 Part 450.320 is provided in Attachment 3. The federal congestion management program elements are included in VCTC's CMP for Ventura County.

Pursuant to the voluntary provisions in California Government Code sections 65089(b), State CMP elements may include:

1. Traffic level of service (LOS) standards established for a system of highways and roadways. In no case shall the LOS standards established be below the LOS "E" or the current level, whichever is farthest from LOS "A" except when the area is in an infill opportunity zone.
2. A performance element that includes performance measures to evaluate the current and future multimodal system performance for the movement of people and goods.
3. A travel demand element that promotes alternative transportation methods, including, but not limited to, carpools, vanpools, transit, bicycles, and park-and-ride lots; improvements in the balance between jobs and housing; and other strategies, including, but not limited to, flexible work hours, telecommuting, and parking management programs. The agency shall consider parking cash-out programs during the development and update of the travel demand element.
4. A program to analyze the impacts of land use decisions made by local jurisdictions on regional transportation systems, including an estimate of the costs associated with mitigating those impacts.

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5. A seven-year capital improvement program, developed using the performance measures described in paragraph 2 to determine effective projects that maintain or improve the performance of the multimodal system for the movement of people and goods, to mitigate regional transportation impacts identified pursuant to paragraph 4.

State regulations also describe the need to develop a uniform data base on traffic impacts for use in a countywide transportation computer model, and the adoption and implementation of a deficiency plan by local agencies when highway and roadway LOS standards are not maintained on the designated CMP network. VCTC is also required to at least biennially determine if the county and cities are conforming to the CMP. The full text of Government Code sections 65088-65089.10 is provided in Attachment 2.

1.5 CMP Roles and Responsibilities

Roles and responsibilities have been established for the various entities involved in the implementation of the CMP in Ventura County. These roles and responsibilities are listed in Exhibit 7, pages 19 and 20.

Exhibit 7

CMP Roles & Responsibilities for Implementing the CMP in Ventura County

Ventura County Transportation Commission

- **Prepare and adopt the Congestion Management Program.** Prepare and biennially update the CMP for Ventura County. The CMP is to be prepared in consultation with several agencies, including: the standing VCTC committees, the Southern California Association of Governments, the Ventura County Air Pollution Control District, regional transportation providers, local government and Caltrans.
- **Develop Countywide Traffic Model and Databases.** Develop and maintain a database and countywide transportation model for use in CMP analysis.
- **Review and approve local traffic models.** Review local traffic models and determine if they are consistent with the countywide and regional models. VCTC works with SCAG to ensure regional coordination.
- **Approve Deficiency Plans.** Deficiency plans that are prepared by cities and the County are submitted to VCTC for review and approval.
- **Monitor CMP Implementation.** Monitor the implementation of the CMP. Every two years, after a public hearing, VCTC will determine if the County and cities are conforming to the CMP.
- **Determine CMP Conformance.** If VCTC finds that a city or the County is not in conformance with the CMP, it will notify the jurisdiction in writing of specific areas of non-conformance. If the city or County has not come into compliance within 90 days of receipt of written notice, VCTC is required to notify the State Controller to withhold from that jurisdiction local gas tax subventions available under Section 2105 of the Streets and Highways Code.

Cities and the County

- **Local Consultation.** Provide input in the continuing development and review of the CMP. Participate on VCTC standing committees and special subcommittees as needed. VCTC staff will also meet with staff and other officials of individual agencies.
- **Data Collection.** Collect traffic and land use data each year. Such information will be used to update model databases and to monitor attainment of level of service standards.
- **CMP Implementation Responsibilities.** Ensure that each jurisdiction is meeting the designated level of service and performance measures, and adopts and implements a land use impact program and TDM Facilities Ordinance.
- **Preparation of Deficiency Plans.** When cities or the County have roadways on the CMP system that do not meet level of service standards, a local deficiency plan is required to maintain compliance with the CMP. The County or city is responsible for preparing the deficiency plan and adopting it at a noticed public hearing in accordance with the detailed procedures contained in Chapter 2.

Ventura County Air Pollution Control District

Air Quality Consultation. Participate in the continuing development and review of the CMP to make sure that the CMP is developed in accordance with the county's air quality goals. The CMP provides an opportunity to integrate Transportation Control Measures identified in the Air Quality Management Plan with the demand management strategies required by the CMP.

Exhibit 7
CMP Roles & Responsibilities for Implementing the CMP in Ventura County
(Continued)

Ventura Council of Governments

- ***Socio-economic Data.*** Adopt a countywide forecast of population, housing and employment. County Planning personnel serve as staff to VCOG for this effort and work closely with VCTC staff to ensure consistency with local planning activities and VCTC traffic modeling parameters. This process also ensures consistency between SCAG, VCTC and the Local agencies.

Southern California Association of Governments

- ***Regional Coordination.*** As the MPO, SCAG is consulted during CMP development regarding regional issues. Specifically, SCAG is consulted to ensure the CMP is consistent with the Regional Transportation Plan (RTP) and SCAG's regional planning process.
- ***Regional Consistency Finding.*** Review the CMP to evaluate consistency between the CMP and the current RTP, and evaluate the consistency and compatibility with other CMPs in the region. If the CMP is found consistent with the RTP, projects in the CMP CIP are eligible to be programmed in the Regional Transportation Improvement Program (RTIP).

California Department of Transportation

- ***State Transportation System Coordination.*** Participates as a member of the standing technical committees in continuing development of the CMP. Since Caltrans is the owner and operator of the State Highway System, Caltrans is an important partner in identifying appropriate transportation solutions on the highway system.
- ***Data Collection.*** Provide traffic counts and other information on the State Highway System to VCTC so that VCTC can adequately monitor levels of service and the impacts of congestion on the State Highway System.
- ***Preparation of Deficiency Plans.*** Assist local agencies in identifying and analyzing potential improvements proposed for deficient state highway segments that are not maintaining the adopted level of service standard.