



## STAFF REPORT/RESOLUTION

**TO:** Southwest Washington Regional Transportation Council Board of Directors  
**FROM:** Matt Ransom, Executive Director *MR*  
**DATE:** July 31, 2018  
**SUBJECT:** **2017 Congestion Management Process-Monitoring Report,  
Resolution 08-18-15**

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### AT A GLANCE - ACTION

*The action requested is to endorse the Congestion Management Process 2017 Monitoring Report and its findings. The Congestion Management Process is a federal planning requirement. The 2017 Monitoring Report meets the federal requirements by collecting and analyzing transportation system data, by providing information on regional transportation system performance measures, and by identifying potential strategies to help the region manage congestion.*

### INTRODUCTION

The Congestion Management Process (CMP) is a federal planning requirement for all metropolitan transportation planning organizations with a population of over 200,000. The CMP serves as the foundation for monitoring the regional transportation system.

The monitoring element of the congestion management process is designed as an informational tool to be used within the MPO transportation decision-making process. Overall, the Monitoring Report provides a summary assessment of the regional transportation system's operating conditions and deficiencies. Transportation projects which mitigate deficiencies are identified and implemented by local agencies and compete for federal funding through the regional grant process.

The purpose of this memorandum is to present the Congestion Management Process: 2017 Monitoring Report. The RTC Board was provided information on preliminary data and draft CMP Summary Report at the June Board meeting. At the August meeting, RTC staff will provide an overview of the CMP report, and seek endorsement of key findings and regional strategies. The 2017 Congestion Management report has a greater focus on and highlights the needs of the arterial system.

### 2017 MONITORING REPORT

The Congestion Management Process Monitoring Report includes transportation system performance measures that address volume, capacity, speed, occupancy, safety, and other multimodal performance measures. When tracked over time, performance measures provide quantitative information to decision makers. Viewed collectively, these performance measures provide a comprehensive assessment of the ongoing needs upon the regional transportation system.

The attached 2017 Congestion Management Summary Report includes key data and findings from the monitoring report in such a way that the reader can quickly understand the full 2017 Congestion Management Process Monitoring Report.

### **KEY FINDINGS**

The 2017 data confirms that the region's economy continues to grow, resulting in an increase in both morning and evening peak hour congestion.

The I-5 and I-205 corridors are the backbone of the regional transportation system and play a strategic role in regional travel. Meeting the needs of the regional transportation system will require a balanced approach that preserves the existing system, improves system performance, and adds capacity at selective chokepoints.

The implementation of the 20-year Regional Transportation Plan (RTP) is critical to support regional mobility and reduce congestion. However, the lack of transportation revenue for the I-5 Bridge replacement along with other key highway bottlenecks, is contributing to worsening traffic conditions. The lack of progress on select priority projects will result in delay in achieving the RTP benefits and add to future costs.

### **KEY STRATEGIES**

The information and data contained in the Congestion Management Report is used to identify appropriate congestion management strategies:

- The region should continue to work towards implementation of the I-5 bridge replacement project.
- The interstate and state highway system is the backbone of the regional transportation system and adequate funding is needed to provide additional capacity and improve key bottlenecks.
- Local and state agencies need a robust program to analyze and invest in corridor operational improvements to get the most out of the existing transportation system.
- High volume intersections can become corridor bottlenecks and agencies need creative solutions to resolve these bottlenecks.
- There is a need to upgrade arterials within the Urban Growth Areas to urban standards, to accommodate all modes.
- Transportation System Management and Operations (TSMO) and Transportation Demand Management (TDM) strategies should be a part of the regional solution. This would include transit expansion.

**POLICY IMPLICATION**

The federal planning requirements call for the development and implementation of a Congestion Management Process. The Board’s endorsement of the CMP and its findings completes that program requirement. Further, the CMP’s strategies are drawn from the region’s Regional Transportation Plan (RTP) and will be implemented through the Transportation Improvement Program (TIP).

**BUDGET IMPLICATION**

None. The budget for the Congestion Management Process comes from the federal Surface Transportation Program and local match funds. These funds are included in the annual adopted RTC Budget and Unified Planning Work Program.

**ACTION REQUESTED**

Adoption of Resolution 08-18-15, endorsing the key findings and regional strategies of the 2017 Congestion Management Process – Monitoring Report.

ADOPTED this 7<sup>th</sup> day of August 2018, by the Southwest Washington Regional Transportation Council.

SOUTHWEST WASHINGTON  
REGIONAL TRANSPORTATION COUNCIL

ATTEST:

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Ron Onslow  
Chair of the Board

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Matt Ransom  
Executive Director

Attachments

# 2017 Congestion Management Process Summary Report **DRAFT**



## Introduction

Southwest Washington Regional Transportation Council's (RTC's) federally required Congestion Management Process (CMP) is a regional program that analyzes travel delay characteristics and provides system performance information on major streets and state highways. Monitoring of congestion is a planning tool that provides reliable data to identify traffic problems to support wise investment decisions to enhance the movement of people and goods.

## Corridor Congestion

Congestion can generally be defined as excess demand for road travel. This occurs when volumes exceed capacity, resulting in a decrease in speed and longer delays.

## Key Findings

The 2017 data confirms that the region's economy continues to grow, resulting in an increase in both morning and evening peak hour delay. Between 2012 and 2017, Clark County's population increased by 39,750 people or 9.2%. The Bureau of Labor Statistics (BLS) shows the Portland/Vancouver region added over 140,000 or 12.7% jobs during the same time period. This increase in population and employment has resulted in additional trips, especially during peak periods, on the transportation system.

With this growth the congestion management system shows increasing congestion, decreasing travel speeds, and greater delays along primary corridors during the morning and evening commute.

The I-5 and I-205 corridors are the backbone of the regional transportation system and play a strategic role in regional travel. Meeting the needs of the regional transportation system will require a balanced approach that preserves the existing system, improves system performance, and adds capacity at selective chokepoints.

The implementation of the 20-year Regional Transportation Plan (RTP) is critical to support regional mobility and reduce congestion. However, the lack of transportation revenue for the I-5 Bridge replacement along with other key highway bottlenecks, is contributing to worsening traffic conditions. The lack of progress on select priority projects will result in delay in achieving the RTP benefits and add to future costs.

## Regional Summary

### Clark Co. Population

2012 - 431,250  
vs.  
2017 - 471,000  
*OFM Populations*



### Portland/Vancouver Employment

2012 - 1.10  
vs.  
2017 - 1.25  
*In millions of jobs BLS*



### Unemployment Rate

2012 - 7.9%  
vs.  
2017 - 4.1%  
*Percent of labor force*



### Bi-State C-TRAN Ridership

2013 - 1,640  
vs.  
2017 - 1,550  
*Daily Evening Peak Riders*



### Columbia River Crossings

2012 - 273,800  
vs.  
2017 - 297,900  
*Daily I-5 and I-205 Bridge Volumes*



### Evening Travel Speed

2012 - 35.8  
vs.  
2017 - 32.4  
*Average system speed*



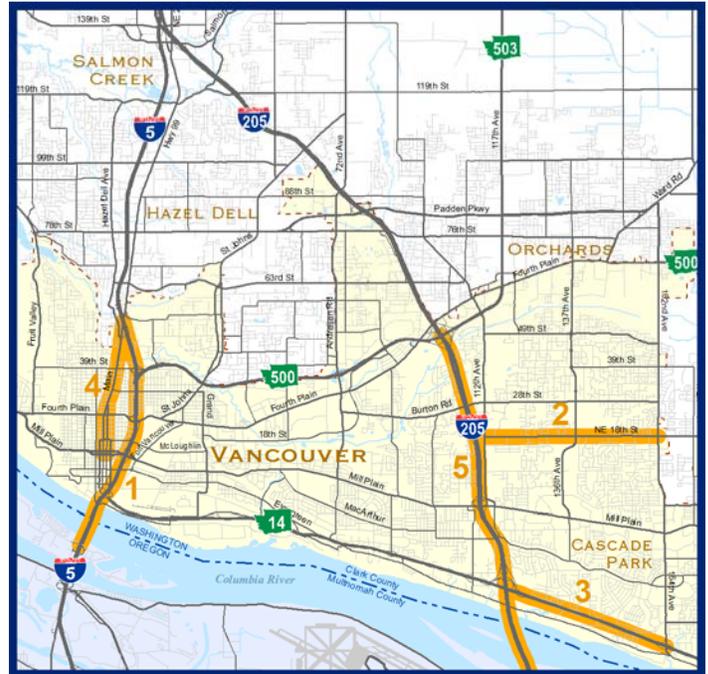
## Corridors: Volume to Capacity

The corridor capacity ratio is an aggregation of the volume/capacity ratios for the individual segments that make up a corridor. The capacity ratio provides an indication of how well the transportation facility carries the existing traffic volumes. A ratio above 0.90 is an indicator of significant congestion. A ratio of 1.00 and above indicates the worst traffic congestion.

The five worst volume to capacity corridors are:

- 1 I-5, Main St. to Jantzen Beach (AM) >1.00
- 2 18th St., 112th Ave. to 162nd Ave. (PM) >0.99
- 3 SR-14, I-205 to 164<sup>th</sup> Avenue (AM/PM) >0.93
- 4 Main Street, Ross Street to Mill Plain (AM) >0.92
- 5 I-205, Airport Way to Padden Parkway (PM) >0.91

*At the I-5 and I-205 bridges, traffic demand often exceeds available capacity during the morning and evening commute. The result is that fewer vehicles are able to get through the corridor.*

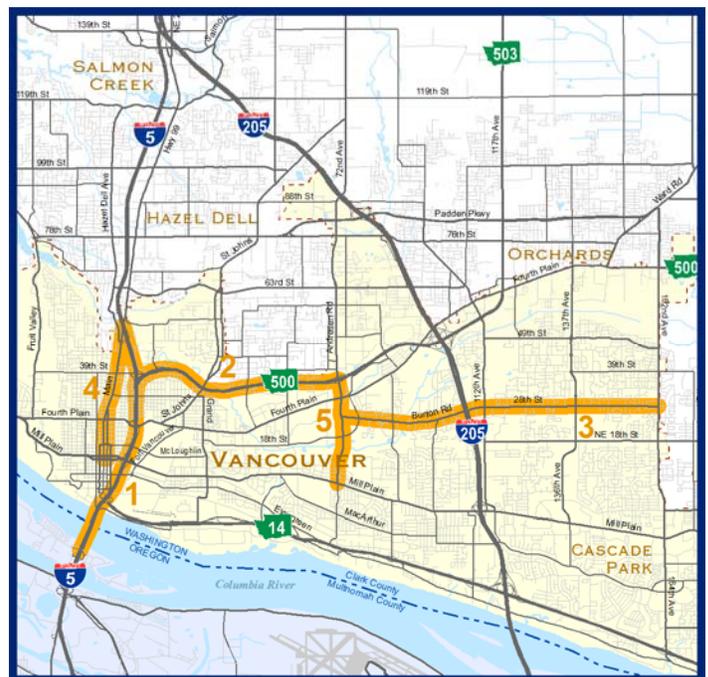


## Corridors: Lowest Speed Percentage

The level of speed in the corridor is ranked by comparing actual measured travel speed to the posted speed limit. The percentage along arterials is often directly connected to delay at signalized intersections. Improved progression and coordination between signals will improve overall travel time and safety. A travel speed lower than 60% of the posted speed limit is below average and is an indicator of delay.

The five lowest speed percentage corridors are:

- 1 I-5, Main St. to Jantzen Beach (AM) 16%
- 2 SR-500, I-5 to Andresen Rd. (PM) 42%
- 3 NE 28<sup>th</sup> St, Andresen to 164<sup>th</sup> Av. (PM) 48%
- 4 Main St., Ross St. to Mill Plain. (AM) 51%
- 5 Andresen Rd., Mill Plain to SR-500 (PM) 53%

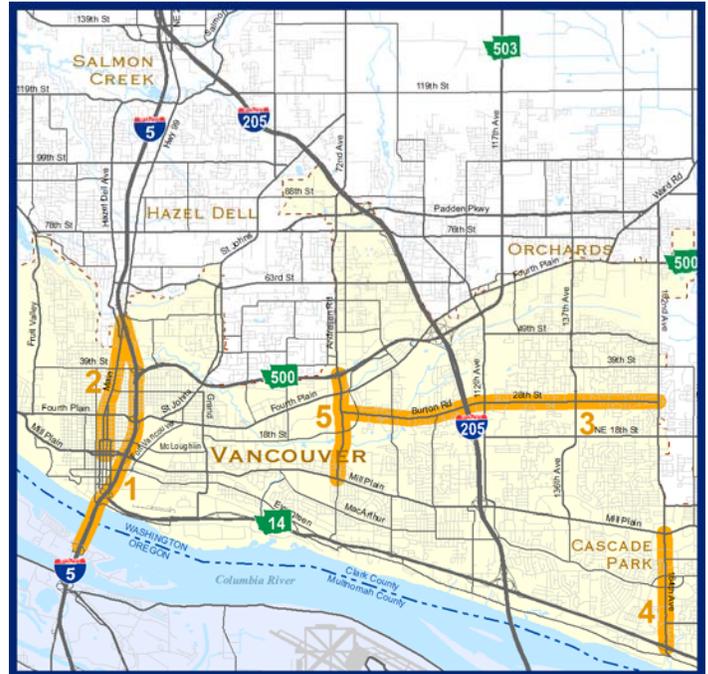


## Lowest Speed

Slow corridor travel speed, especially less than 20 mph, is often an indicator of delay and congestion. Keeping every vehicle's speed more consistent reduces conflicts, and improves average throughput of an arterial. Improved progression and coordination between signals will result in improved traffic flow and increase capacity.

The following corridors all exhibit speeds below 20 mph and potential congestion:

- |          |   |               |
|----------|---|---------------|
| <b>1</b> | <b>I-5, Main St. to Jantzen Beach (AM)</b>                | <b>9 mph</b>  |
| <b>2</b> | <b>Main Street, I-5 to Mill Plain (AM)</b>                | <b>16 mph</b> |
| <b>3</b> | <b>Burton Road, Andresen to 164<sup>th</sup> Av. (PM)</b> | <b>17 mph</b> |
| <b>4</b> | <b>164<sup>th</sup> Avenue, SR-14 to Mill Plain (PM)</b>  | <b>18 mph</b> |
| <b>5</b> | <b>Andresen Road, Mill Plain to SR-500 (PM)</b>           | <b>19 mph</b> |

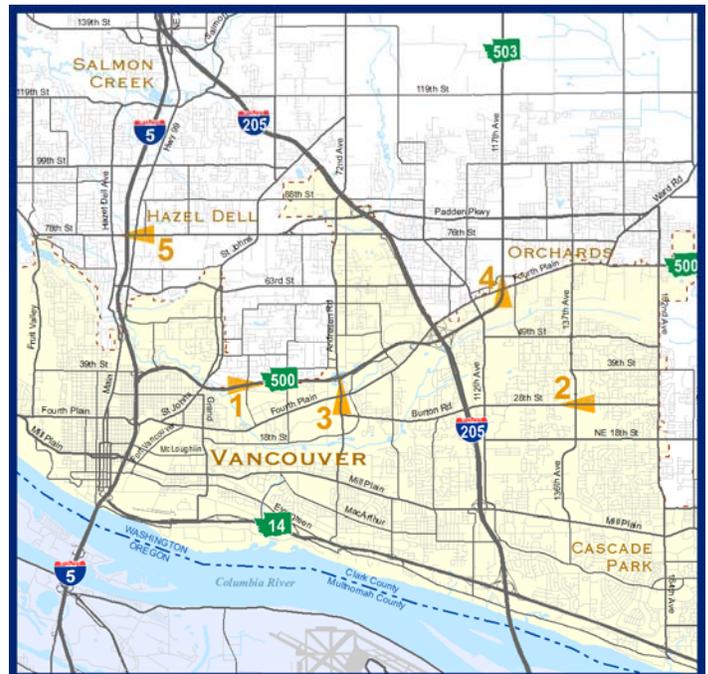


## Intersection Delay

A long average delay for the through movement at an intersection adds to the overall travel time and increases congestion at intersections. The longest evening delays are at the following intersections:

- |          |   |                 |
|----------|---|-----------------|
| <b>1</b> | <b>SR-500/42nd/Falk Rd. (E)</b>                             | <b>213 Sec.</b> |
| <b>2</b> | <b>NE 28<sup>th</sup> St./NE 138<sup>th</sup> Av. (S/W)</b> | <b>139/149</b>  |
| <b>3</b> | <b>Fourth Plain/Andresen Rd. (N)</b>                        | <b>120 Sec.</b> |
| <b>4</b> | <b>Fourth Plain/SR-503/SR-500 (N)</b>                       | <b>110 Sec.</b> |
| <b>5</b> | <b>NE 78<sup>th</sup> St./Highway 99 (W)</b>                | <b>100 Sec.</b> |

*In signal timing, the higher volume movement is generally favored over lower volume movements, to improve the overall intersection operations. The greatest concern is long delays in the eastbound and northbound peak directions.*



## 2007 to 2017 Arterial Comparison

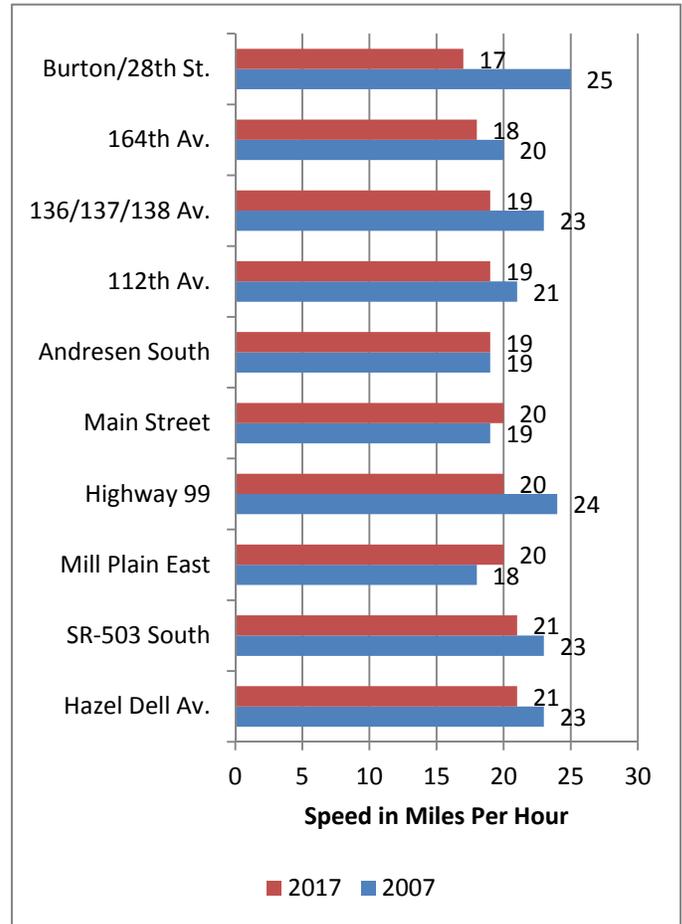
A 10-year comparison of arterial corridors was performed to identify issues associated with congestion.

During the 10 year period, 15 out of 30 arterial corridors experienced slowing of two or more miles per hour (mph), 10 out of 30 arterial corridors had a one mph or less change in speed, and 5 corridors had a speed increase of two or more mph.

Those corridors with improved travel speed all had a significant capital or signal investment. These corridors included Mill Plain Central (Signal Coordination), Mill Plain East (Signal Coordination), St. Johns (SR-500/St. Johns Interchange), SR-502 (Widening), and 134<sup>th</sup> Street (Salmon Creek Interchange).

Those corridors with reduced travel speed had notable traffic growth, added traffic signals, intersections with considerable delay, or signal coordination issues.

The adjacent table displays the corridors that show signs of potential congestion in 2017, due to either slow corridor speed or reduction of travel speed:



## Key Regional Strategies

The information and data contained in the Congestion Management Report is used to identify appropriate congestion management strategies:

- Local and state agencies need a robust program to analyze and invest in corridor operational improvements to get the most out of the existing transportation system.
- Transportation System Management and Operations (TSMO) and Transportation Demand Management (TDM) strategies should be a part of the regional solution. This would include transit expansion.
- There is a need to upgrade arterials within the Urban Growth Areas to urban standards, to accommodate all modes.
- The region should continue to work towards implementation of an I-5 bridge replacement project.

- The interstate and state highway system is the backbone of the regional transportation system and adequate funding is needed to provide additional capacity and improve key bottlenecks.
- High volume intersections can become corridor bottlenecks and agencies need creative solutions to resolve these bottlenecks.

### For More Information

You can get more information on the Congestion Management Process by contacting the Regional Transportation Council at 564-397-6067 or by visiting the project website at <http://www.rtc.wa.gov/programs/cmp>.

## Key Regional Improvements

Improving the efficiency and reliability of the existing transportation can often be accomplished at a lower cost and in a shorter time through operational improvements. Given limited funding resources and rapid growth in traffic, the region needs to continue to enhance the existing system's performance by best utilizing existing system capacity. Capacity should be selectively added where other strategies have been exhausted and where addition of capacity is feasible and affordable.

The following are key projects to address congestion needs within Clark County:

Identified Needs	In RTP	Funded
I-5 Interstate Bridge and Interchanges - I-5/Mill Plain Interchange (2026 Construction)	✓	(P) ✓
Freeway Operational Improvements (I-5, I-205, SR-14, SR-500) (P) Freeway Operational Study (P) Freeway Ramp Meters *I-5 Southbound, 99 <sup>th</sup> St. to SR-14 *I-205 Northbound at Mill Plain and SR-500 *SR-14 Westbound at 164 <sup>th</sup> Av.	✓	(P) ✓ ✓
I-205/SR-14 Interchange		
I-205, SR-500 to Padden Widening	✓	
I-205/Padden Parkway Interchange Reconstruction	✓	
I-205/Salmon Creek Interchange Phase II	✓	
SR-14, I-205 to 164 <sup>th</sup> Av. Widening (2020 Construction)	✓	✓
SR-500/42 <sup>nd</sup> & 54 <sup>th</sup> Av. Grade Separation	✓	
SR-500/SR-503/Fourth Plain Grade Separation	✓	
Andresen Rd./Padden Parkway Intersection Upgrade	✓	
Arterial Operational Improvements - Highway 99, 78 <sup>th</sup> St. to 139 <sup>th</sup> St. - Hazel Dell Avenue, 78 <sup>th</sup> St. to 99 <sup>th</sup> St. - 112 <sup>th</sup> Avenue, 28 <sup>th</sup> St. to SR-500 - Andresen, Mill Plain to SR-500 - 164 <sup>th</sup> Avenue, SR-14 to Mill Plain - Mill Plain, 136 <sup>th</sup> Av. to 192 <sup>nd</sup> Av. - Burton/28 <sup>th</sup> Street, Andresen Rd. to 164 <sup>th</sup> Av. - SR-503, Fourth Plain to 99 <sup>th</sup> - Fourth Plain, 117 <sup>th</sup> Av. To 137 <sup>th</sup> Av.	✓	
Fourth Plain/Andresen Intersection Upgrade	✓	
NE 18 <sup>th</sup> Street Widening, 112 <sup>th</sup> to 164 <sup>th</sup> Av (P) 18 <sup>th</sup> St, Four Season to 136 <sup>th</sup> Av (2018 Completion)	✓	(P) ✓
County-Wide Transit Expansion	✓	
Bi-State Transit Expansion	✓	

(P): Partial Funding

## Bus on Shoulders

C-TRAN began an 18 month SR-14 bus on shoulder (BOS) demonstration project in October 2017. It lets commuter buses bypass congestion on SR-14 between I-205 and 164th by using the freeway shoulder anytime mainline traffic is below 35 mph. Buses can travel 15 mph faster than adjacent traffic with a maximum speed of 35 mph. BOS can provide both safe operations and improved reliability and speeds for transit without affecting freeway operations. 2017 data was collected prior to implementation of bus on shoulder, but early indications are that the SR-14 Bus on Shoulders is a low cost project that is providing benefits. If the bus on shoulder demonstration project continues to provide benefits, it could be expanded into other corridors.