



September 6, 2022

COMMITTEE AGENDA ITEM 5 A

CONGESTION MANAGEMENT PROCESS (CMP) UPDATE

TYPE OF ITEM: Presentation/Discussion/Action

STATEMENT OF ISSUE

An update to the CRTPA's Congestion Management Process (CMP) has recently been initiated. The CMP provides a process for managing congestion through the inclusion of up-to-date information on transportation system performance and recommendations on a range of strategies to minimize congestion and enhance the mobility of people and goods. The update includes a focus on both the identification of projects on critical corridors to address identified congestion and safety issues.

RECOMMENDED ACTION

For Committee Information.

BACKGROUND

Pursuant to federal requirements, the CRTA is required, as a Transportation Management Area (TMA), to develop a Congestion Management Process (CMP). As detailed by the [Federal Highway Administration](#):

"A congestion management process (CMP) is a systematic and regionally accepted approach for managing congestion that provides accurate, up-to-date information on transportation system performance and assesses alternative strategies for congestion management that meet State and local needs. A CMP is required in metropolitan areas with population exceeding 200,000, known as Transportation Management Areas (TMAs). Federal requirements state that in all TMAs, the CMP shall be developed and implemented as an integrated part of the metropolitan transportation planning process; however, Federal regulations are not prescriptive regarding the methods and approaches that must be used to implement a CMP."

Furthermore, the FHWA’s “[Congestion Management Process: A Guidebook, 2011](#)” notes that such a process includes:

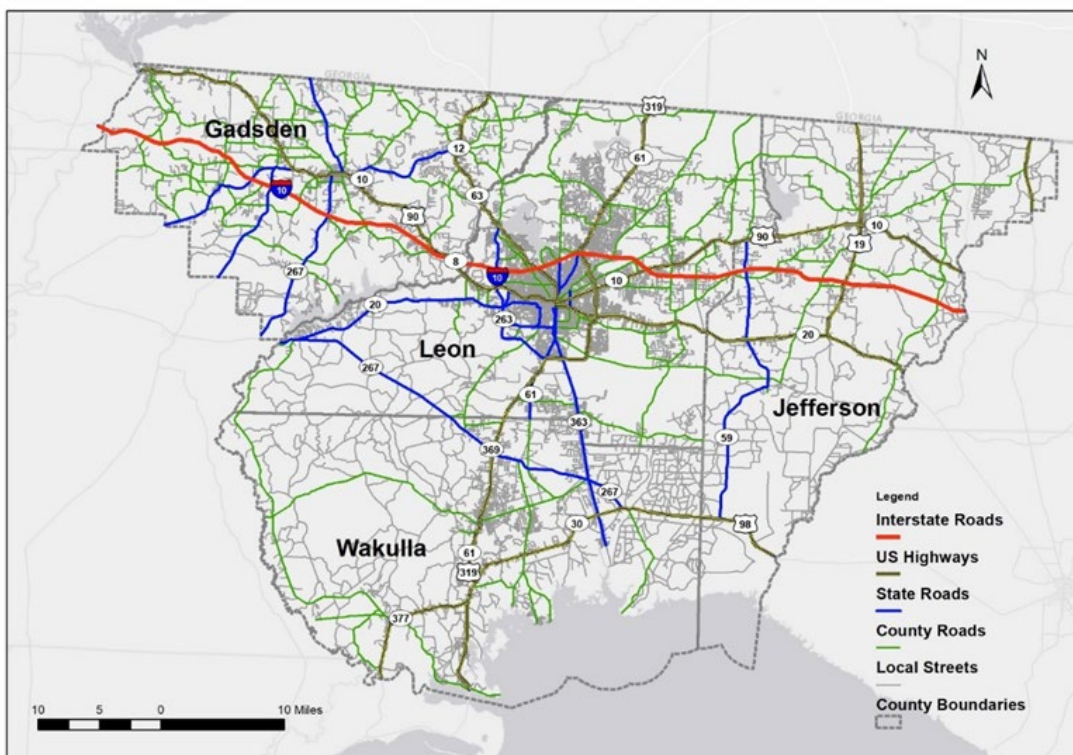
- Development of congestion management objectives
- Establishment of measures of multimodal transportation system performance
- Collection of data and system performance monitoring to define the extent and duration of congestion and determine the causes of congestion
- Identification of congestion management strategies
- Implementation activities, including identification of an implementation schedule and possible funding sources for each strategy
- Evaluation of the effectiveness of implemented strategies

The CRTPA’s [current CMP](#) was adopted in 2018 and although federal requirements do not prescribe a schedule for when the plan is to be updated, the CRTPA has recently initiated the CMP update that is being led by Halff and Associates, one of the CRTPA’s planning consultants.

The update will provide a focus on the identification of projects located on the region’s critical corridors to address identified congestion and safety issues. Additionally, the update will address requirements related to performance management for MPO’s that have been refined subsequent to the CRTPA’s last CMP. Such requirements, documented in the joint FHWA and FTA issued [Final Planning Rule](#), require the CRTPA to implement a performance-based approach to planning and programming through target setting and performance reporting. More detailed information related to the task associated with the CMP’s update are provided in **Attachment 1**.

Study Area

The CMP update study area is comprised of the four counties in the CRTPA region.



Schedule

Development of the update is scheduled to be complete and presented to the CRTPA in the Fall of 2023. The following provides the project’s schedule (*Note: more detail related to the tasks on the left side of the schedule are included within Attachment 1*):

TASK	2022												2023				
	MAY	JUN	JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEP
1. PROJECT MANAGEMENT & COORDINATION																	
Key Activities:																	
Staff Kickoff Meeting	★																
Ongoing Staff Coordination																	
Technical Advisory Committee Meetings																	
CRTPA Committee & Board Presentations																	
Deliverable:																	
Project Management Plan	✓																
2. REVIEW & UPDATE CMP GOALS & OBJECTIVES																	
Key Activities:																	
Plan Review																	
Deliverable:																	
Draft Goals & Objectives																	
3. REVIEW CMP NETWORK																	
Key Activities:																	
Review of Functional Classification Network																	
Deliverable:																	
Identified CMP Network																	
4. DEVELOPMENT OF PERFORMANCE MEASURES																	
Key Activities:																	
Review Previous CMP, Identify Applicable Performance Measures																	
Deliverable:																	
Identified Performance Measures																	
5. DATA COLLECTION																	
Key Activities & Deliverables:																	
Identify, Review & Obtain Data Sources with CRTPA Staff																	
Deliverable:																	
Data Catalogue																	
6. PERFORMANCE MONITORING & ID OF CRITICAL CORRIDORS																	
Key Activities:																	
Develop Existing Conditions & ID Critical Congested Corridors																	
Deliverable:																	
Existing Conditions Summary																	
7. IDENTIFICATION OF CMP STRATEGIES & PROJECTS																	
Key Activities:																	
Identify & Refine Strategies, Projects & Performance Measures																	
Deliverable:																	
Identified Strategies & Projects																	
8. IMPLEMENTATION																	
Key Activities:																	
Develop Implementation Program & Recommendations for Planning Integration & Ongoing Evaluation																	
Deliverable:																	
Implementation & Evaluation Recommendations																	
9. FINAL REPORT & DOCUMENTATION																	
Key Activities:																	
Compile Final Report, Appendices & Executive Summary																	
Deliverable:																	
Final Report, Appendices & Executive Summary																	✓

Deliverable
 Task Force Meeting
 Board Meeting
 Kickoff Meeting

Project Coordination & Stakeholder Interviews

Guiding development of the CMP Update is the CMP Technical Task Force. The task force is comprised of the members of the CRTPA’s Technical Advisory Committee (TAC) and will provide ongoing insight and guidance. The first meeting of the CMP Technical Task Force occurred on June 23 and included a review of the existing (2018) CMP goals and objectives as well a discussion of revisions to the goals and objectives.

Additionally, stakeholder meetings were conducted over the summer (July & August) to discuss the update. The meetings included a discussion of the proposed CMP network as well as potential local issues identified by stakeholders. These meetings were held with Wakulla, Jefferson, Gadsden and Leon counties as well as City of Tallahassee and the City of Monticello.

Additional project coordination will occur throughout the development of project tasks.

Next Steps

To date, updates to the CMP Goals and Objectives and County Networks have been developed. The study team is currently preparing draft performance measures and benchmarks and collecting volume, speed and safety data. The next tasks include identification of congested corridors and analysis of crashes and serious injuries including crash location, contributing factors and any systemic and specific needs associated with the crashes.

ATTACHMENT

Attachment 1: Project Details/Tasks

CMP UPDATE TASKS

The following outlines the steps in the development of the CMP Report, which will be compliant with all federal and state regulations.

1. Project Management and Coordination

Ongoing coordination between the consultant team and the CRTPA staff will be critical in successfully maintaining the project schedule. The coordination approach will include more formal, regularly scheduled team meetings, as well as any necessary informal, interim communications, which are anticipated to occur on a weekly basis. The schedule for the formal study team progress meetings will be developed in conjunction with the CRTPA staff and are likely to occur monthly; however, it is understood that these meetings may need to shift depending upon the project needs. This continuous coordination with CRTPA staff will allow the identification of any issues or specific project needs at the earliest point and provide the ability to address effectively and efficiently.

In addition to the ongoing staff coordination, the consultant team will also provide project updates to the CRTPA committees and the Board. The schedule for updates and presentations will be determined in conjunction with the CRTPA staff. The consultant will develop all project and presentation materials in advance of meetings for advanced staff for review. The updates to the committees and the Board will include a project kick-off presentation at the beginning of the effort, an interim progress presentation and a final presentation at the end of the project. The effort will also include a CMP Technical Task Force as well as a round of focused meetings with each of the CRTPA's local government partners to identify potential concerns and projects.

Focused stakeholder discussions will be conducted with the following local agency partners:

- Gadsden County Public Works Department
- Jefferson County Public Works Department
- Leon County Public Works Department
- City of Tallahassee Underground Utilities and Public Infrastructure (including Traffic Management Center staff)
- Wakulla County Public Works Department

2. Review and Update Congestion Management Goals and Objectives

The first step in the development of the congestion management goals and objectives is to review the pertinent local, regional and state transportation plans. The consultant will develop review and update the existing CMP goals and objectives and refine with input from staff. These updated draft goals and objectives will be presented to the Technical Task Force for review and input. Ultimately, the objectives developed will be linked to the performance measures as developed in Task 4.

3. Review of the CMP Network

The study area will include Gadsden, Jefferson, Leon and Wakulla Counties which comprise the CRTPA region. The definition of the CMP network within this region focuses on the transportation components

for analysis and provide the framework for the data collection effort. The specific network components will be identified in coordination with the CRTPA staff and with input from the Technical Task Force. The network will be based on the functional classification of the facilities within the region and will include the interstate system, non-interstate National Highway System (NHS), and the regional arterial system. Collectors and local facilities will not be included in the network, unless specifically identified through coordination with the CRTPA staff and/or the Technical Task Force.

4. Development of Performance Measures

The development of performance measures is a key element in assessing congestion and the performance of the transportation network and mandated under the federal transportation bill, MAP-21, then carried forward into the FAST Act. For consistency with FHWA's FAST Act the CMP will focus performance reporting on mobility and safety measures. Additionally, any federal and state guidance will also be reviewed and included for consideration to help effectively meet regulatory requirements. Through the synthesis of the information and coordination with CRTPA staff, draft performance measures will be crafted for review and input by the Technical Task Force. With the input from the task force, the performance measures will be finalized.

5. Data Collection

Once the performance measures have been identified, the data collection effort will begin. The consultant team will coordinate with the CRTPA staff to identify the preferred data from existing sources; there will be no field data collection efforts undertaken. The data sources will be used comparatively to identify any anomalies and to further assess any data differences. There are numerous local, state, and federal data sources available which will be included such as traffic counts, travel demand model results, and crash data. The Florida Department of Transportation (FDOT), City of Tallahassee Traffic Management Center (TMC), as well as FHWA will provide additional performance data's National Performance Research Data Set (NPMRDS). The consultant team will meet with TMC management and staff to ensure the most relevant, recent and appropriate data is obtained. Ongoing coordination with CRTPA staff will determine the availability and use of these data including City of Tallahassee Traffic Management Center staff.

The data collection effort will be incorporated into a data catalogue that can be easily updated and used in the future. GIS will also be an important element of the data collection effort.

6. Performance Monitoring and Identification of Critical Congested Corridors

Once the data collection effort is completed, the existing conditions will be developed. The existing conditions will include a regional tier of information at a more generalized scale, as well as the identification of any specific regional issues. The next tier of information developed will be corridor and intersection specific, which provides a more "drill-down" assessment and the identification of corridor level and hotspot issues, with a specific focus on identifying the most congested intersections. The assessment for each of these congested areas will include the identification constraints that may impact solutions for the congestion. A crash data analysis will be completed to identify any safety hotspots and to provide the information needed to identify non-recurring congestion.

7. Identification of CMP Strategies and Projects

With the identification of the critical congested corridors and hotspot locations, including recurring and non-recurring congestion, strategies to address the congestion will be developed. These strategies will be identified within the framework of the goals and objectives established early in the process.

Non-capacity strategies will be the first to be developed and will include both capital projects and improvements, as well as policies. The first step will be the review of strategies identified in the previous CMP document, as well as information received from partner interviews. The strategies to address the regional level issues identified will be at a higher level and more focused on the policy-oriented strategies, which will be coordinated with FDOT, as well as local governments representatives serving on the project's task force.

Strategies to address the more specific corridor and intersection level issues will include a combination of policy-oriented strategies, as well as specific improvements or techniques to address both the recurring and non-recurring congestion. Each of these strategies and improvements will be tailored specifically to address the congestion on the identified corridor and at the congestion bottlenecks and will include project level information. Tools for measuring each of these strategies and improvements, consistent with identified plan objectives, will also be identified.

All task efforts will include ongoing coordination with the CRTPA staff and review and input from the Technical Task Force.

8. Implementation

The CMP requires an implementation plan, including a schedule, possible funding sources or mechanisms, and the responsible party for implementation. In coordination with the CRTPA, FDOT, and input from the Technical Task Force, the consultant will develop planning level cost estimates for the congestion mitigation strategies and projects, along with the identification of potential funding, responsible parties, and timeframe. Each of the identified strategies will be cross-referenced with the CRTPA planning and programming documents and recommendations for integration into the appropriate planning and programming documents, including the RMP and TIP, will be developed. In addition, an ongoing performance evaluation process will also be developed.

9. Final Report and Documentation

The tasks described above will result in complete documentation of all work efforts, results and products. This documentation will be compiled into a final document which clearly provides detailed information regarding the planning process, the technical analysis and the results. Appendices will be developed to include the technical analyses and results. The GIS files will also be packaged and provided. An Executive Summary of the final report will also be developed. The consultant will coordinate with the CRTPA staff to determine if the Executive Summary is a stand-alone document or incorporated into the overall final report. All documents will be submitted in electronic format and will be suitable for posting to the CRTPA website.

The CMP update study area is comprised of the four counties in the CRTPA region.