REQUEST FOR PROPOSALS
CONGESTION MANAGEMENT PROCESS PLAN

Issue Date: September 19, 2025
Due Date: October 20, 2025

Indian Nations Council of Governments
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Contents

1.0 INTRODUCTION

The Indian Nations Council of Governments (INCOG) seeks written proposals from qualified consultants to update the existing **Congestion Management Process Plan (CMPP)** for the Tulsa Transportation Management Area (TTMA). The CMPP will serve as a technical resource to inform transportation planning, programming and project selection decisions. INCOG anticipates a budget ranging from $200,000 up to $250,000 for this project. The period of performance is anticipated to be 9 months. The final scope and fee will be negotiated with the selected consultant.

2.0 GENERAL INFORMATION

INCOG is a voluntary association of local governments and is the designated metropolitan planning organization (MPO) for the TTMA. As of 2020, the Census delineated Urban Area for Tulsa is the 60th largest in the US. The population of the TTMA is approaching 900,000 with over 80% urban and under 20% rural. More information about INCOG can be found at: www.incog.org.

Regional Population 2020	
Tulsa TMA	883,436
Census Urban Area	722,810
Census Rural Area	160,626

To ensure the CMPP will reflect national best practices for Congestion Management that have been proven to work in regions similar to the TTMA, INCOG has identified the following MPOs as Peers and National Thought Leaders. The following **Peer MPOs** are located within 700 miles of Tulsa and have populations between 500,000 and 1 million:

Urban Area Rank	Peer MPO	Urban Area	2020 Population	Distance
46	ACOG	Oklahoma City, OK	982,276	106
55	MAPA	Omaha, NE	819,508	390
66	Pikes Peak COG	Colorado Springs, CO	632,494	678
78	Des Moines MPO	Des Moines, IA	542,486	435
84	WAMPO	Wichita, KS	500,231	177

The following **Thought leader MPOs** are also located in the middle of the US recognized for their outstanding planning and programming work products:

Urban Area Rank	Thought Leader MPO	Urban Area	2020 Population	Distance
16	Metropolitan Council	Minneapolis, MN	2,914,866	703
18	DRCOG	Denver, CO	2,686,147	693
29	CAMPO	Austin, TX	1,809,888	453
34	MARC	Kansas City, MO	1,674,218	270

The CMPP is required by federal law for all metropolitan planning organizations (MPOs) with urban populations exceeding 200,000. Federal law establishes specific requirements for CMPPs which may be found at: https://www.ecfr.gov/current/title-23/chapter-I/subchapter-E/part-450/subpart-C/section-450.322. INCOG requires that all federal requirements be satisfied as part of this project, including the development of multimodal performance measures and strategies.

2.1 Useful Resource Documents

INCOG 2009 CONGESTION MANAGEMENT PLAN

INCOG last updated its CMPP in 2009. A copy of this plan may be found on the INCOG website at: https://www.incog.org/Transportation/Documents/2009CMP.pdf. In this plan, two primary causes of congestion were identified.

1. Recurring congestion that tends to be concentrated into short time periods, such as "rush hours" and is due to excessive traffic volumes resulting in reduced speed and flow rate within the system.
2. Non-recurring congestion caused from unforeseen incidents (accidents, spills, stalls and construction), which affects the driver behavior to a considerable extent.

Reasons for updating the CMP:

- Many of the projects recommended in this plan have been completed.
- The state of the practice for Congestion Management has continued to evolve since 2009, including the development of Transportation System Management and Operations (TSMO) and Intelligent Transportation Systems (ITS).

- While the entire State of Oklahoma is currently in attainment of the standards of the Clean Air Act. However, the TTMA has been close to violating these standards in the past. One of the reasons it is necessary to update the CMPP is to be prepared for a possible future non-attainment designation to ensure federal funding for transportation capacity projects is not disrupted. Information about air quality in the TTMA may be found at: Tulsa Air Quality – Air Quality in the Tulsa Area

ODOT 2024 ITS & TSMO STRATEGIC PLAN (REGIONAL – TULSA)

The Oklahoma Department of Transportation (ODOT) adopted an ITS and TSMO Strategic Plan for the Tulsa MSA in January 2024. This document may be useful as a resource for this project and can be found on the ODOT website at: https://oklahoma.gov/content/dam/ok/en/odot/about-us/odot-information/2024-01-04_TULSA%20-%20ITS%20StrategicPlan_Regional_Final.pdf

INCOG MAJOR STREET AND HIGHWAY PLAN

INCOG has adopted a "Major Street and Highway Plan" which is intended to assist local governments with right-of-way preservation along major streets and highways during the land development (zoning/subdivision) approval process. The MSHP is very similar to the FHWA Functional Classification Map. However, the FHWA Functional Classification Map is a "present-day view" of the roadway system whereas the MSHP provides for an "ultimate buildout view" of the roadway system. Each MSHP road classification includes an "ultimate build-out cross-section." The MSHP may be found in the Map Gallery on the INCOG website at: https://www.incog.org/Mapping_GIS_Resources/mapping_map_index.html

INCOG LONG RANGE TRANSPORTATION PLAN (LRTP) AND TRANSPORTATION IMPROVEMENT PROGRAM (TIP)

It is anticipated that the CMPP update will inform the broader regional transportation planning, programming, and project selection processes. INCOG's current Transportation Improvement Program (TIP) covers the years 2024-2027 and the next TIP will cover the years 2026-2029 and is anticipated to be adopted by December 9, 2025. Connected 2050 is the most recent Long Range Transportation Plan and will be updated by November 2027. The CMPP network should include projects needed in the short term (by 2030), mid-term (by 2040), and long-term (by 2050). Both the TIP and LRTP can be found on the INCOG website at: INCOG | Tulsa, OK | Regional Partners - Regional Solutions.

INCOG TRAVEL DEMAND MODEL and TRAFFIC COUNTS

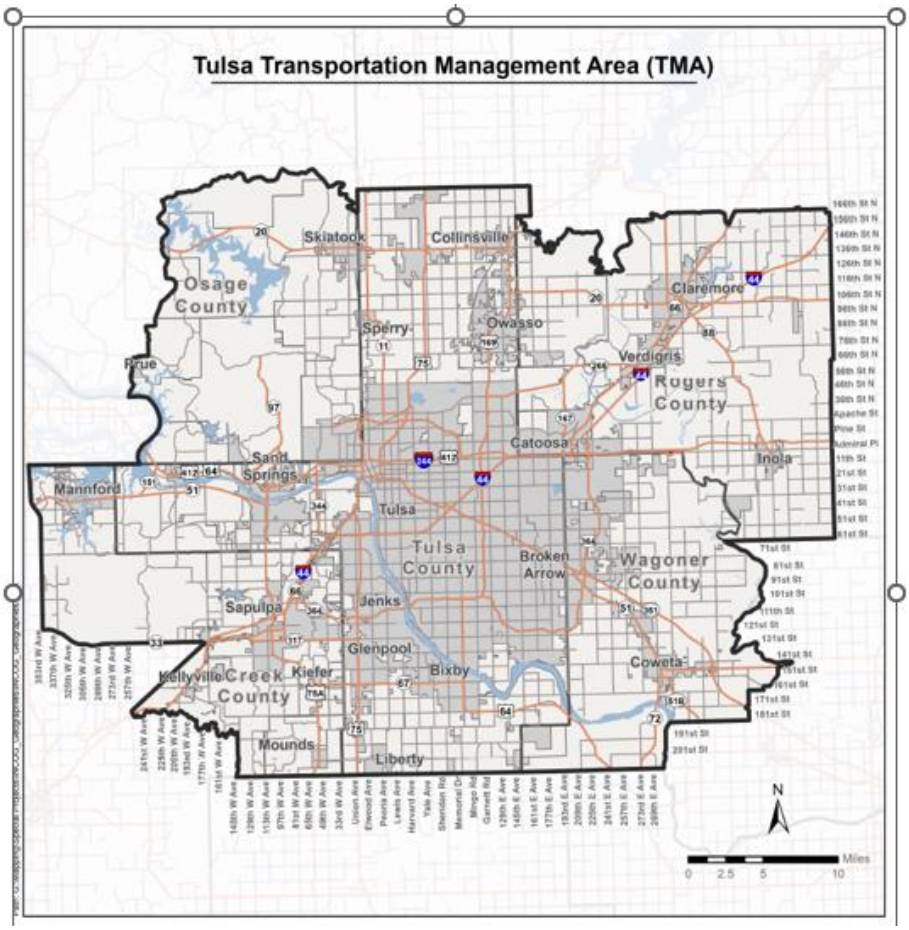
INCOG uses CUBE for the regional travel demand model. The model will be made available to the selected consultant team for use on this project. INCOG subscribes to STREETLIGHT and maintains a historic database of traffic volumes for roadways throughout the TTMA.

INCOG LOCAL ROAD SAFETY ACTION PLAN (LRSAP)

INCOG anticipates formally adopting the LRSAP in October 2025. This plan identifies a High Injury Network (HIN) and establishes priority safety corridors in each of the 5 counties INCOG serves. This plan will be available on the INCOG website following adoption.

2.2 Project Boundaries

The boundaries for the CMPP will be the TTMA. This includes the entirety of Tulsa County and portions of Creek County, Osage County, Rogers County, and Wagoner County. A map of the TTMA may also be found in the map gallery on the INCOG website at: www.incog.org.



2.3 Congestion in the TTMA

While not intended to be an exhaustive list, the following are likely causes of congestion in the TTMA that are worth exploring as part of this CMPP update:

- Incidents (i.e., crashes, stalled vehicles, etc.)
- Roadway construction zones
- Traffic signals that are not coordinated / optimized
- Traffic friction caused by inadequate access management on urban arterials
- Obsolete freeway interchange designs (i.e., slip ramps and cloverleafs)
- Multilane, divided highways with at-grade intersections
- 4-lane roadways with high volumes of left turning movements that impede through movements
- Parents dropping off and picking up students at school
- Commuter traffic

3.0 SCOPE OF WORK

The development of the CMP shall be conducted in accordance with applicable federal regulations, including 23 CFR 450.322, and shall follow the methodologies and best practices outlined in the Federal Highway Administration's Congestion Management Process Guidebook at: https://ops.fhwa.dot.gov/plan4ops/focus_areas/cmp.htm

3.1 Project Management and Coordination

The consultant shall provide project management to ensure timely delivery and quality control of all work products.

INCOG staff will provide overall project management for the CMPP. Henry Wilson will serve as the Project Manager. Thomas Dow will serve as the Project Principal. Other INCOG staff will be involved in the project as well.

It is anticipated that bi-weekly meetings/videoconference calls will be held during the CMPP development process to ensure the project scope, schedule and budget are being adhered to. These meetings may be in-person or via videoconference and should last no longer than one hour. Meetings may be canceled when there is nothing to discuss.

INCOG in its role as the designated MPO for the TTMA has two standing committees, the Transportation Technical Committee and the Transportation Policy Committee. These two committees have regularly scheduled monthly meetings. It is anticipated that regular updates will be provided to these two committees during the CMPP development process. An Ad Hoc Advisory Committee also may be created to include other perspectives not represented on the INCOG committees.

It is a major priority for INCOG that after the CMPP is completed that INCOG and our partners can seamlessly move toward plan implementation. The proposal should make it clear how the CMPP will accomplish that.

3.2 Analysis of Current Transportation System Conditions and Data Resources

The purpose of this task is to establish a comprehensive understanding of current transportation system performance and congestion issues in the region. The selected consultant shall conduct a detailed review and analysis of existing conditions using available data sources, plans, and studies to inform the development of the CMPP.

3.3 CMPP Network Identification

The purpose of this task is to define the designated CMPP network, which will serve as the basis for ongoing congestion monitoring, performance analysis, and strategy development.

The selected consultant shall work collaboratively with INCOG staff and stakeholders to define data-driven, multi-modal, and context-sensitive CMPP network that reflects regional priorities, system performance, and future growth considerations.

The CMPP network shall incorporate elements such as travel demand, congestion severity, freight significance, transit coverage, and land use context.

3.4 Performance Monitoring and Congestion Evaluation

The selected consultant shall conduct a data-driven analysis of congestion and system performance across the CMPP network. This work shall identify where and when congestion occurs, classify it by severity, duration, and extent, and determine both recurring and non-recurring causes.

The selected consultant shall define relevant performance aligned with CMPP objectives and establish baseline conditions using current datasets. Conduct analysis to evaluate system performance and assess impacts on vulnerable road users. This task involves

conducting a comprehensive analysis of congestion and system performance across the CMPP network.

This assessment shall serve as a foundation for strategy development, prioritization, and ongoing performance monitoring. The selected consultant shall utilize a combination of quantitative data analysis, data visualization and mapping, and stakeholder input for this task.

3.5 Strategy Development

The purpose of this task is to identify, evaluate, and recommend effective congestion mitigation strategies tailored to the needs of the designated CMPP network. The consultant shall develop a toolbox of multi-modal strategies that address recurring and non-recurring congestion, improve system reliability, and support regional goals related to mobility, safety, and sustainability.

Strategies shall be developed using a data-driven approach that incorporates findings from the system performance analysis, stakeholder input, and best practices from national and particularly comparable metropolitan areas.

3.6 Evaluation and Monitoring Framework

The purpose of this task is to develop a robust and repeatable framework for evaluating system performance and monitoring the effectiveness of congestion mitigation strategies over time. This framework will support data-driven decision-making, ensure accountability, and guide the continuous improvement of the CMPP.

The selected consultant shall design an evaluation and monitoring framework that includes performance monitoring plan, baseline and target setting, strategy effectiveness evaluation, reporting tools and templates, and integration with regional Planning processes to ensure alignment with the Long-Range Transportation Plan (LRTP), Transportation Improvement Plan (TIP) and other federal performance monitoring and planning standards.

3.7 Stakeholder Involvement and Public Engagement

In contrast with other types of plans, the development of the CMPP is envisioned as a largely technical process. However, stakeholder involvement and public engagement is still critical to the process. The selected consultant shall be tasked with creating a meaningful engagement process and present to community stakeholders at key points in the plan development process. INCOG is particularly interested in having a consultant team that can effectively engage the local and regional print and broadcast media. A project website with an interactive map where people can identify recurring congestion locations may be helpful. Attendance at community “pop-up events” may also be helpful.

3.8 Deliverables

The selected consultant shall be responsible for producing a comprehensive set of deliverables that support the development, implementation, and future maintenance of the CMPP. INCOG requires consultants to do their own QA/QC; materials submitted to INCOG for review must be free from errors and omissions and consistent with established requirements for the project. All deliverables must be technically sound, clearly documented, and suitable for use by INCOG staff, member jurisdictions, and stakeholders. A specific set of deliverables proposed shall be included in the proposal. At a minimum, all documents and GIS shapefiles will be shared with INCOG in an editable format acceptable to INCOG.

4.0 EVALUATION CRITERIA

Proposals will be evaluated by INCOG staff using a fair and objective selection process. The evaluation will consider factors including, but not limited to, the proposer's relevant project experience, technical approach, team qualifications, understanding of federal CMP requirements, and ability to deliver on schedule and within budget.

The grading of RFPs will be accomplished by using a 100-point scale as described in the following schedule:

i. **Project Understanding (25 points)**
   Assesses the proposer's understanding of the CMP's purpose, required components, regulatory context, and anticipated outcomes.
ii. **Experience with CMPPs (15 points)**
   Evaluates the proposer's background in delivering comparable CMPPs or performance-based planning projects for MPOs or similar agencies.
iii. **Technical Approach and Work Plan (20)**
   Measures the clarity, feasibility, and appropriateness of the proposed methodology, including task structure, analytical methods, and integration of best practices.
iv. **Qualifications of Proposed Team (15 points)**
   Review qualifications and expertise of proposed team members, including relevant technical and project experience.
v. **Knowledge of Local Conditions (15 points)**
   Assesses the proposer's familiarity with the region's transportation system, demographic and land use characteristics, planning processes, and stakeholder landscape as well as policy context.

vi. **Cost Reasonableness and Value (10 points)**
Evaluates the overall cost in relation to the proposed scope, level of effort, and expected deliverables, ensuring efficient use of resources.

5.0 AWARD

The contract will be awarded to the consultant whose proposal is deemed most advantageous to the organization. INCOG reserves the right to select a proposal that best meets the project's technical requirements, qualifications, experience, proposed methodology, schedule, and cost-effectiveness.

INCOG may conduct interviews, request additional information, or negotiate with one or more proposers prior to final award. The agency reserves the right to reject any or all proposals, waive minor irregularities, and award the contract as deemed in the best interest of the agency.

The selected consultant will be required to enter into a professional services agreement with INCOG, including terms and conditions consistent with local, state, and federal regulations.

6.0 ANTICIAPTED CONSULTANT SELECTION TIMELINE

Selection Step	Date
RFP issued	September 22, 2025
Proposals due	October 20, 2025 at 5 pm
Evaluation of proposals	October 31, 2025
Interviews (if held)	Week of November 3-7, 2025
Project scope and fee finalized	November 21, 2025
Contract Authorized by INCOG Board of Directors	December 9, 2025

If there is sufficient interest, INCOG may choose to hold an optional pre-submission TEAMS videoconference call. If held, INCOG staff will make a brief presentation detailing project goals and expectations and prospective consultant teams can ask questions to clarify any issues.

7.0 PROPOSAL SUBMISSION INSTRUCTIONS

Written proposals must be no longer than 40-pages maximum using a 12-point font.

i. **Letter of Interest.** Maximum of 2-pages. Describe the team's understanding of the project and why the team is interested in winning this project.
ii. **Firm Profiles.** Maximum of 4-pages. 1-page per firm. Include brief firm history, description of services performed. Clearly identify office locations to be used.
iii. **Team Organization Chart.** Maximum of 1-page. Depict how project team members from all firms will be organized into a cohesive team.
iv. **Team Member Profiles.** Maximum of 8-pages. 1-page for principal-in-charge. 1-page for project manager. ½ page for each other project team member. Describe roles and responsibilities for each team member. Include relevant experience of each team member.
v. **Relevant Project Experience Portfolio.** Maximum of 6-pages. Provide descriptions of similar projects these specific team members have produced. Include references with current contact information (i.e., email address and phone number).
vi. **Project Schedule.** Maximum of 2- pages. Include a Gantt Chart that depicts the proposed schedule with key milestones.
vii. **Proposed Scope of Work.** Maximum of 20-pages. The proposed scope of work shall include, but is not limited to, the components outlined in Section 4
viii. **Proposed Fee Schedule**. Maximum of 2-pages.
ix. **Quality Assurance / Quality Control**. Maximum of 2-pages. Clearly communicate the process to be used to immediately solve problems and address concerns. Clearly communicate how the quality of work product will be assured to be free of errors and omissions, to include all required elements for the work product, and will result in a work product that will meaningfully inform the regional transportation planning, programming, and project selection processes.

Note: Price will be a factor in this qualifications-based selection process. Proposals must be received by INCOG before 5 pm on October 20, 2025. Proposals may be emailed to: transportation@incog.org or they may be mailed on a flash drive to:

INCOG
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