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Performance Based Planning & Programming

The most recent federal surface transportation enabling laws, Moving Ahead for Progress in the 21st Century Act (MAP-21) and the Fixing America's Surface Transportation (FAST) Act, established a new performance-based approach to planning and programming. Performance management and performance-based planning and programming increases the accountability and transparency of the Federal-aid program and provides for a framework to support improved investment decision making through a focus on performance outcomes for key national transportation goals. This process will ensure the most efficient investment of Federal transportation funds.

The new rules establish a set of national performance measures that have implications for transportation planning at state departments of transportation (DOTs), Metropolitan Planning Organizations (MPOs) and transit districts. The rulemaking process for these performance measures is nearing its completion. CLMPO is working closely with the Oregon Department of Transportation (ODOT) and Lane Transit District (LTD) to incorporate these federal performance measures into state and regional transportation planning and provide useful performance indicators for the regional transportation system. All TIPs approved or amended after May 27, 2018 must demonstrate support of the targets adopted by the MPO.

Performance Measures

MAP-21 introduced a set of national goals regarding surface transportation focusing mainly on roads. These are (from 23 USC §150(b)):

- **Safety** - To achieve a significant reduction in traffic fatalities and serious injuries on all public roads.
- **Infrastructure Condition** - To maintain the highway infrastructure asset system in a state of good repair.
- **Congestion Reduction** - To achieve a significant reduction in congestion on the National Highway System.
- **System Reliability** - To improve the efficiency of the surface transportation system.
- **Freight Movement and Economic Vitality** - To improve the national freight network, strengthen the ability of rural communities to access national and international trade markets, and support regional economic development.
- **Environmental Sustainability** - To enhance the performance of the transportation system while protecting and enhancing the natural environment.
- **Reduced Project Delivery Delays** - To reduce project costs, promote jobs and the economy, and expedite the movement of people and goods by accelerating project completion through eliminating delays in the project development and delivery process including reducing regulatory burdens and improving agencies' work practices.

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MAP-21 also specified, in broad strokes, the performance measures that the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) would need to develop to show progress toward meeting the national goals. The FHWA and FTA have spent the years since the adoption of MAP-21 developing a set of performance measures that can be applied nation-wide to track the progress of DOTs and MPOs. The final performance measures along with the date they were published are summarized in **Table 5**.

Once a rule for a performance measure has been finalized, DOTs and public transit providers have up to one year to adopt targets for that measure. MPOs have 180 days after that to agree to support the state DOT target and/or develop their own target. At the time of this revision, CLMPO has agreed to support the ODOT targets for the safety performance measures (discussed below) and accepted the transit asset management performance measures established by LTD (discussed below).

Safety

The FHWA Final Rule on National Performance Management Measures established five safety performance measures for the Highway Safety Improvement Program (HSIP) applicable to all public roads covered by the HSIP (23 CFR 490.207). They are:

- 1) Number of fatalities;
- 2) Rate of fatalities;
- 3) Number of serious injuries;
- 4) Rate of serious injuries; and,
- 5) Number of non-motorized fatalities and non-motorized serious injuries.

ODOT is required to report specific numeric targets for each of the five safety performance measures annually in the HSIP annual report. In addition to the existing reporting requirements, the HSIP Final Rule also requires States to describe in their annual reports the progress toward achieving safety outcomes and performance targets.

**Table 5
Federal Performance Measures**

Roadway Measure	Target Adopted/Due	
	ODOT	CLMPO
Safety – final rules as of May 27, 2016		
- Number of fatalities - Rate of fatalities - Number of serious injuries - Rate of serious injuries - Number of non-motorized fatalities and non-motorized serious injuries	Submitted August 31, 2017	Adopted February 1, 2018
Pavement and Bridge Condition – final rules effective date May 20, 2017		
Pavement - Percentage of pavements of the Interstate System in Good condition	May 20, 2018	November 16, 2018

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Table 5A
Oregon Safety Performance Targets

Oregon TSAP Performance Targets - Five-Year Average						
Report Year	Base Period (5-years)	Fatalities (People) (2011-2015)	Fatality Rate (People per 100 Million VMT) (2011-2015)	Serious Injury (People) (2010-2014)	Serious Injury Rate (People per 100 Million VMT) (2010-2014)	Non-motorized Fatalities and Serious Injuries (People) (2010-2014)
	Baseline	357	1.04	1,491	4.42	234
2017	2013-2017	357	0.94	1,491	4.42	234
2018	2014-2018	350	0.89	1,461	4.33	229
2019	2015-2019	343	0.83	1,432	4.24	225
2020	2016-2020	328	0.78	1,368	4.06	215
2021	2017-2021	306	0.73	1,274	3.78	200

According to 23 CFR 490.209 (c)(4) and FHWA guidance, when setting targets, MPOs have three options: they can either agree to support the state safety targets for the five performance measures, establish their own quantifiable target for each of the five safety performance measures, or do a combination of supporting the DOTs targets for some measures and setting their own target for the remaining measures. Agreeing to support ODOT’s target means CLMPO proposes to:

- 1) Work with ODOT and other safety stakeholders to address areas of concern within the MPO area regarding fatalities and serious injuries;
- 2) Coordinate with ODOT and include the safety performance measures and HSIP (Highway Safety Implementation Program) targets in the Regional Transportation System Plan (RTSP);
- 3) Integrate into the planning process the safety goals, objectives, performance measures, and targets described in other ODOT safety plans and processes such as applicable portions of the HSIP including the State Highway Safety Plan (SHSP); and
- 4) Include a description in the TIP of the anticipated effect of the TIP toward achieving the HSIP targets in the RTSP, linking investment priorities in the TIP to those safety targets.

The CLMPO Metropolitan Policy Committee (MPC) adopted **Resolution 2018-01** on February 1, 2018, agreeing to support the state targets for the five safety performance measures.

How projects in the TIP help achieve Safety Targets

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The safety of all users on our transportation system has always been a high priority for CLMPO and the local jurisdictions. An objective identified in the Central Lane MPO Regional Transportation Plan (adopted 2017) is to improve safety for all transportation modes through design, operations, maintenance, improvements, public information, and law enforcement.

Almost every project in the TIP has a safety element. Projects that more directly benefit the safety of the transportation system include:

- HSIP projects – HSIP projects are specifically selected to improve the safety of the roadway. Projects include buffered bike lanes, road diet, enhanced pedestrian crossings, signal improvements, curve warning signs, rumble strips, turn lanes, and other proven safety measures. As of June 2018, nearly \$21 million in HSIP projects are programmed in the TIP.
- Urban Upgrade Projects - Projects that add bike lanes and sidewalks along the roadway reduces the need for non-motorists to walk or bike in the roadway, along narrow shoulders, or in the ditch. Separating the vulnerable users from motor vehicles provides a safer environment, reducing the chances of dying or being seriously injured. Over \$42 million in urban upgrade projects are programmed in the TIP as of June 2018.
- Intersection Improvements – Projects that add or replace traffic signals and/or add turn lanes reduce the potential for serious crashes. Most crashes occur at intersections. Over \$40 million is programmed for intersection improvements as of June 2018.

CLMPO intends to keep track of all completed safety projects to show cumulative investments in safety projects.

Pavement and Bridge Condition

On May 20, 2018 ODOT established specific numeric statewide targets for each of the six pavement and National Highway System (NHS) bridge condition performance measures for calendar year 2018 and will be required to report them every four years. MPOs must establish targets by November 16, 2018 (180 days after the state established targets). This section will be updated when CLMPO specific targets are set.

Performance of the National Highway System (NHS)

ODOT was required to establish specific numeric statewide targets for each of the six performance measures evaluating the system performance of the NHS by May 20, 2018, for calendar year 2018 and will be required to report them every four years. These include travel time reliability, freight movement, Congestion and Air Quality Program (CMAQ), and greenhouse gas emissions measures. The greenhouse gas emissions measure is in the process of being revoked. For the CMAQ measures, only the total emissions reduction for all CMAQ funded project measure is required for MPOs with more than 200,000 people during the first reporting period (January 1, 2018 to December 31, 2021). The annual hours of peak hour excessive delay per capita and percent of non-single occupancy vehicles travel measures only

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apply to MPOs with more than one million people for the first reporting period. All three CMAQ measures will apply to CLMPO during the second reporting period starting in 2022. MPOs must establish targets for the applicable measures within 180 days after the state establishes targets. This section will be updated when CLMPO specific targets are set.

Transit Asset Management (TAM)

In 2012, MAP-21 mandated FTA to develop a rule establishing a strategic and systematic process of operating, maintaining, and improving public capital assets effectively through their entire life cycle. The FTA Final Rule for Transit Asset Management (49 USC 625) established four performance measures for transit districts.

- 1) Rolling Stock: The percentage of revenue vehicles (by type) that exceed the useful life benchmark (ULB).
- 2) Equipment: The percentage of non-revenue service vehicles (by type) that exceed the ULB.
- 3) Facilities: The percentage of facilities (by group) that are rated less than 3.0 on the Transit Economic Requirements Model (TERM) scale.
- 4) Infrastructure: The percentage of track segments (by mode) that have performance restrictions. Track segments are measured to the nearest 0.01 of a mile.

It was stated in the Rule that transit districts must develop and adopt TAM targets by January 1, 2017 and finalize a Transit Asset Management plan by October 1, 2018. Targets are to be set and submitted each fiscal year. There is no penalty for missing a target and there is no reward for attaining a target. MPOs must establish targets specific to the MPO planning area for the same performance measures for all public transit providers in the MPO planning area within 180 days of when the transit provider establishes its targets. CLMPO is required to either develop separate targets or agree to support the Lane Transit District (LTD) targets and work toward realizing them. As of June 2018, formal adoption of these targets is pending.

How projects in the TIP help achieve TAM Targets

While official targets have yet to be adopted, CLMPO is committed to supporting the transit system in the area. As of June 2018, a total of \$12 million is programmed for vehicle replacement. In addition, approximately \$11.9 million has been programmed for facility improvements. These projects will help achieve anticipated TAM targets.