



MEMORANDUM

To: MPO Policy Committee

From: CMAP Staff

Date: January 5, 2017

Re: Update on MAP-21 Federal Performance Measurement Rules

One of the most significant policy changes in the Moving Ahead for Progress in the 21st Century (MAP-21) transportation bill, passed in 2012, was to institute a national performance measurement system for the highway and transit programs. This memo provides a brief overview of [final and draft regulations](#) implementing this system and how they affect planning and programming in the region. Transit agencies and state departments of transportation also have additional requirements for developing asset management plans, but they are not discussed in this memo.

Overview

In general, the performance measurement program is organized so that the federal government, through the U.S. Department of Transportation (USDOT), establishes national performance measures. Then state departments of transportation (state DOTs) and metropolitan planning organizations (MPOs) set targets for each highway measure, while transit agencies and MPOs set targets for transit asset condition. For instance, for highway safety, if a state had 800 fatalities in the last year of its reporting period, then it might set a target of 760 for the year following, or a five-percent reduction. The appropriate value for the target is generally a non-federal decision.¹

For all of the highway measures, MPOs can choose either to set quantitative targets for their metropolitan planning areas or commit to help implement the state's target by planning for and programming appropriate projects. In either case, coordination is required between the state

¹ With the exceptions under the draft pavement and bridge condition rule that minimum condition levels be met: bridges on the National Highway System (NHS) are to be no more than 10 percent structurally deficient by deck area and no more than 5 percent of the pavement centerline mileage on the Interstate system is to be in poor condition.

and MPO. For some, but not all, of the measures, this would be documented in a metropolitan planning agreement. For the transit measures, MPOs must set quantitative targets. MPOs must indicate how their transportation improvement programs (TIP) are expected to help meet the targets, a stipulation that goes into effect two years after each rule's effective date.

The timelines for reporting differ by measure and by agency type, but have either 1-, 2-, or 4-year performance periods. For the highway measures, at the conclusion of each performance period, the USDOT assesses whether "significant progress" has been made toward achieving the highway targets, which is defined differently depending on the measure. Relatively mild penalties are assessed on state DOTs that do not make significant progress, in the form of requirements to program more federal funds toward meeting the targets. No penalties are assessed on MPOs.

Highway safety (final rule released March 2016)

- **Measures:** (1) Number of fatalities, (2) number of serious injuries, (3) rate of fatalities per 100 million VMT, (4) rate of serious injuries per 100 million VMT, and (5) the number of non-motorized serious injuries, all based on a 5-year rolling average
- **Reporting:** Annual targets. DOTs set targets in August 2017, MPOs in February 2018. MPOs report targets to the state DOT.
- **Geography:** MPO targets are for "public roadways within the metropolitan planning boundary," state DOT targets are for public roadways throughout the state, but the state DOT can voluntarily establish additional targets for "any number and combination of urbanized area boundaries"
- **Significant progress:** Agency has met or made significant progress toward meeting its targets when at least four of the five performance targets are met or the measure has improved from its baseline

Transit asset condition (final rule released July 2016)

- **Measures:** (1) Rolling stock -- percent of vehicles by category that have met or exceeded their useful lives; (2) Non-revenue service vehicles such as maintenance equipment --percent of vehicles by category that have met or exceeded their useful lives; (3) Infrastructure -- percentage of track segments, signals, and systems with performance restrictions, such as slow zones; (4) Facilities -- percent of facilities within an asset class rated "marginal" or "poor" on FTA's Transit Economic Requirements Model.
- **Reporting:** Annual targets. Transit agencies set first targets in January 2017, MPOs in June 2017.
- **Significant progress:** Not assessed. No penalty or reward for target attainment. Target allows for declining conditions.

Pavement and bridge condition (proposed rule released January 2015)

- **Measures:** Condition of pavement on the Interstate system, condition of pavement on the non-Interstate NHS, and the condition of bridges on the NHS
- **Reporting:** State DOT targets are for a performance period of 4 years, with a 2-year midpoint target as well; MPOs are only required to set 4-year targets

- **Geography:** MPO targets are for NHS segments within metropolitan planning area; state DOT targets are for NHS segments throughout the state, but the state DOT can voluntarily establish additional targets for “any number and combination of urbanized area boundaries”
- **Significant progress:** Agency has either met its target, or the measure has improved from its baseline.

System performance measures (draft rule released April 2016)

- **Measures:** Performance of the interstate system (peak hour travel time and travel time reliability), performance of the non-interstate NHS (peak hour travel time and travel time reliability), freight movement on the Interstate system (truck travel time reliability and truck congestion), traffic congestion (annual delay per capita), and on-road mobile source emissions (2- and 4-year cumulative emissions reduction)
- **Reporting:** State DOT targets are for a performance period of 4 years, with a 2-year midpoint target as well. MPOs establish both 4-year and 2-year targets for peak hour travel time, traffic congestion, and on-road emissions. MPOs establish targets 180 days after state DOTs. MPOs must also document baseline condition in a system performance report for the long-range plan.
- **Geography:** State DOTs and MPOs are to set a single urbanized area target for peak hour travel time on the Interstate and non-Interstate NHS. When an urbanized area contains part of an air quality nonattainment or maintenance area, then state DOTs and MPOs shall establish a single traffic congestion target for that urbanized area. MPOs set 4-year targets for travel time reliability and freight movement that do not have to be identical to state’s. MPOs do this by either setting own quantitative target or agreeing to plan/program projects to meet state's target.
- **Significant progress:** Agency has either met its target, or the measure has improved from its baseline.

Discussion

GO TO 2040 strongly supported moving toward a performance basis for the federal transportation program. CMAP has longstanding experience in measuring the performance of the highway system in northeastern Illinois, including innovative practices such as congestion and crash scans. GO TO 2040 itself had medium- and long-range targets for several transportation-related measures as well as a number of measures and targets in other topic areas. From this standpoint, the new rules just formalize performance measurement activities CMAP has already been undertaking.

Thus, the policy direction is appropriate, although not in all the details. Among other things, the new federal performance management requirements have a weak connection to existing MPO and state DOT planning and programming functions, particularly because they have different and unsynchronized timelines. Ideally, planning, programming, and performance measurement would be part of a single process and carried out together. Thus, a critical part of ON TO 2050

will be to situate the short-term targets within a longer-term planning framework. Furthermore, the new reporting requirements are complex and, because they are on top of existing planning and programming requirements, will add significant additional work and resources.

In the upcoming year, CMAP's governing boards will need to establish targets for transit asset condition (due June 30) and highway safety (due February 27, 2018), in the latter case either by setting quantitative targets or agreeing to plan and program toward meeting the Illinois Department of Transportation's (IDOT) targets. Staff have begun coordinating with the transit agencies and IDOT and will provide analysis to help guide these decisions. In particular, staff is preparing a strategy paper on highway safety as part of ON TO 2050 development which will address the question of which targets may be most appropriate. As the remaining rules are still in draft form, it is not clear when they will be finalized or what their requirements will be when they are.

ACTION REQUESTED: Information

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