

USDOT PERFORMANCE BASED PLANNING AND PROGRAMMING (PBPP)

Eric Randall
TPB Transportation Engineer

Jane Posey
TPB Transportation Engineer

MWAQC TAC
February 14, 2017



Performance Based Planning and Programming (PBPP) Briefing

- PBPP- General Overview
- MPO Coordination Rule
- System Performance: Greenhouse Gas Emissions
- System Performance: CMAQ Emissions

Performance Based Planning and Programming

Performance Based Planning and Programming (PBPP) requirements were developed under the federal surface transportation act Moving Ahead for Progress in the 21st Century (MAP-21) and continued in the Fixing America's Surface Transportation Act (FAST Act).

Performance Based Planning and Programming

“Transition to a performance-driven, outcome-based program that provides for a greater level of transparency and accountability, improved project decision-making, and more efficient investment of Federal transportation funds.”

States, MPOs, and providers of public transportation must link investment priorities to the achievement of performance targets in:

- Highway Safety
- Highway Assets: Pavement and Bridge Condition
- System Performance (National Highway System, Freight, CMAQ)
- Transit Safety
- Transit Assets





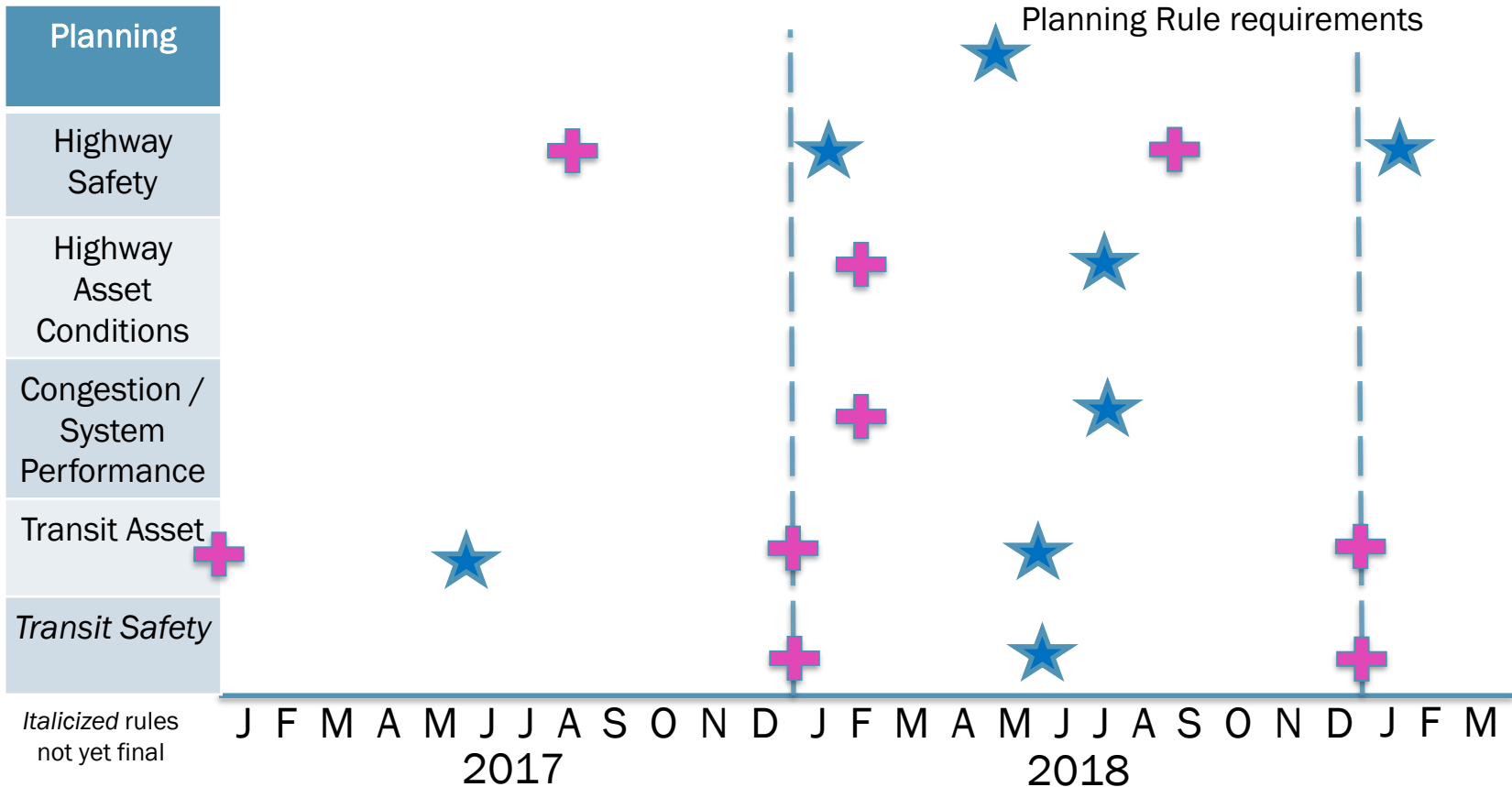
PBPP Rulemaking Schedule

	Planning Rules <i>USDOT Significant Rulemaking Report, October 2016</i> <i>FHWA TPB website Schedule</i>	Proposed Rulemaking	Final Rulemaking
Planning	<ul style="list-style-type: none"> Statewide and Metropolitan and Non-metropolitan Planning 	June 2014	May 2016
Highway Safety	<ul style="list-style-type: none"> Safety Performance Measure Rule Highway Safety Improvement Program (HSIP) 	March 2014	March 2016
Highway Asset Conditions	<ul style="list-style-type: none"> Pavement and Bridges Performance Measurement Asset Management Plan 	January/February 2015	January 18, 2017
Congestion / System Performance	<ul style="list-style-type: none"> System Performance Measures Rule (NHS, Freight and CMAQ) 	April 2016	January 18, 2017
Transit	<ul style="list-style-type: none"> Transit Asset Management National Public Transportation Safety Plan <i>Public Transportation Agency Safety Plan</i> 	September 2015 (Transit Asset) February 2016 (Transit Safety)	July 2016 (Transit Asset) 2017 (Transit Safety)



PBPP Calendar: 2017-2018

-  DOT / Transit Agency sets targets (1, 2, or 4 years)
-  TPB sets targets (within 180 days)



MPO Coordination and Planning Area Reform

- FHWA and FTA jointly issued revisions to the metropolitan planning rules that affect the planning areas and the coordination activities of MPOs
- Final rulemaking published December 20, 2016
(<https://www.gpo.gov/fdsys/pkg/FR-2016-12-20/pdf/2016-30478.pdf>)
- Stated intent of the rulemaking:
 - Strengthen coordination between MPOs and States
 - Promote regional approaches to transportation planning and decision making
 - Emphasize importance of regional perspective
 - Ensure transportation investments reflect regional needs and priorities
 - Strengthen voice of MPOs in the transportation planning process

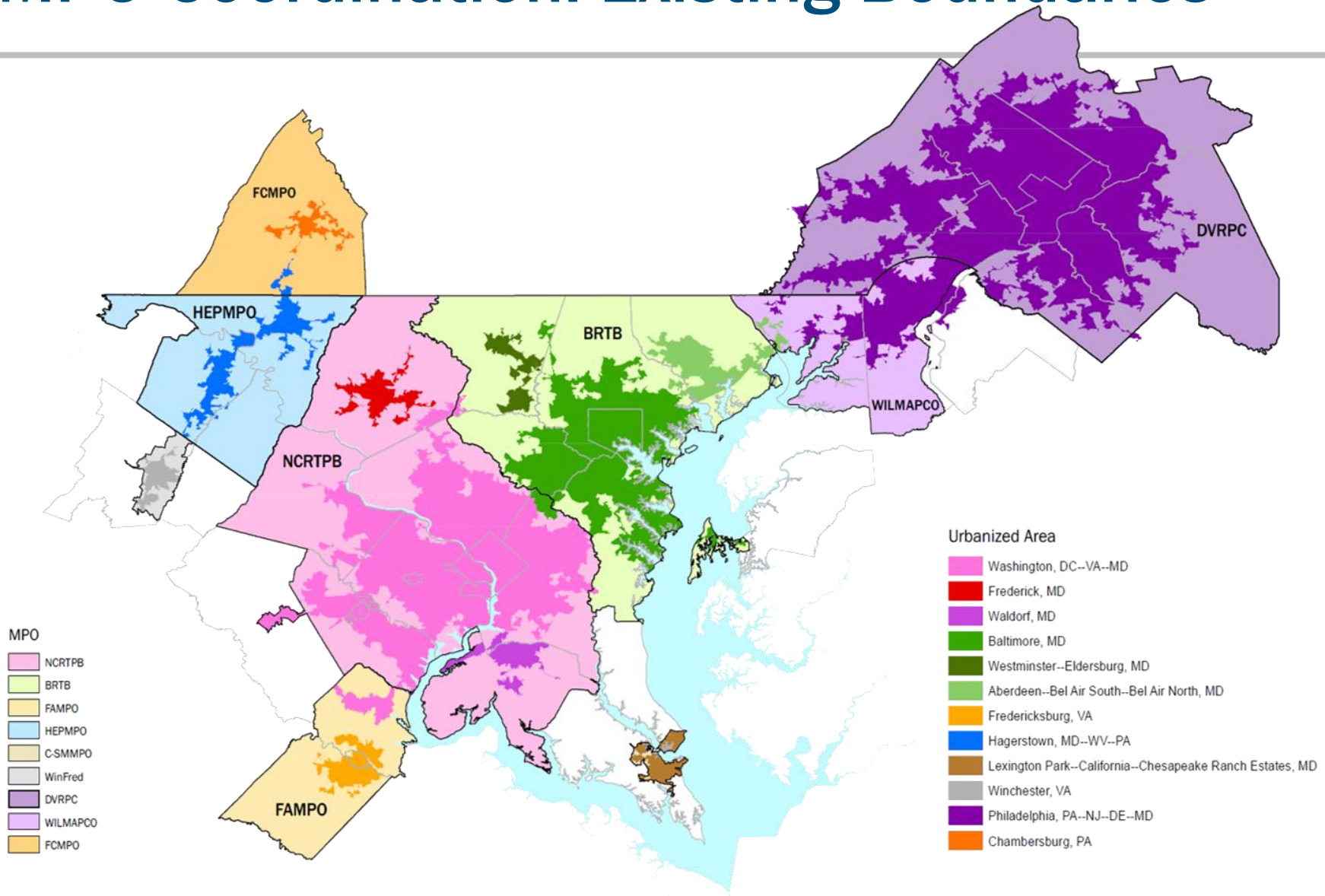


MPO Coordination: How It Affects Planning Areas

- Revises the definition of Metropolitan Planning Areas (MPA) such that, at a minimum, the MPA includes the entire Urbanized Area and the contiguous area expected to become urbanized within a 20-year forecast period
- A single MPO will conduct the metropolitan planning activities for an MPA



MPO Coordination: Existing Boundaries



MPO Coordination: How It Affects Planning Areas

Two exceptions may be granted for the MPO Coordination Rule:

- 1) The Governor(s) (and Mayor) and the affected MPOs may establish multiple MPOs for the MPA

Basis for exception:

- Determination that the size and complexity of the MPA merits multiple MPOs

But, even with this exception, all MPOs in a MPA would be required to jointly prepare, for the entire MPA, these unified planning products:

- A single metropolitan transportation plan (i.e., CLRP)
- A single transportation improvement program (TIP)
- A single set of performance targets (PBPP topic areas)

The final rule does not require a single conformity determination



MPO Coordination: How It Affects Planning Areas

Exceptions cont.:

- 2) The US DOT Secretary may approve an exception to the unified planning products requirement (single CLRP, TIP, and set of performance targets)

Basis for exception:

- Compliance is not feasible due to the extraordinary size of the MPA
- The large number of MPOs or State/local jurisdictions required to participate
- Clean Air planning requirements, or
- Adverse results of the regional planning process



MPO Coordination: How It Affects Planning Processes

All MPOs are required to establish planning agreements that:

- Cooperatively determine mutual responsibilities among MPOs, States, and providers of public transportation for the metropolitan planning process
- Identify areas of coordination and division of planning responsibilities for the MPA
- Include a process for joint decision-making
- Include procedures for resolution of any disagreements
- Coordinate data collection, analysis, and planning assumptions
- Document coordination efforts and outcomes in the UPWP and other planning products, including the CLRP and TIP



MPO Coordination: What Happens Next

Final rule was effective January 19, 2017.

- Compliance date is set at 2 years after the US Census Bureau releases its notice of Qualifying Urban Areas following the 2020 census.

TPB will begin work on compliance

- Coordination Agreement with adjacent MPOs
- Documentation of planning responsibilities with States and providers of public transportation



System Performance – Final Rule

FINAL RULE: January 18, 2017

National Performance Management Measures;
Assessing Performance of the National Highway
System, Freight Movement on the Interstate System,
and Congestion Mitigation and Air Quality
Improvement Program

<https://www.gpo.gov/fdsys/pkg/FR-2017-01-18/pdf/2017-00681.pdf>



System Performance: Highway and Freight

	Performance Measures
National Highway System	(1) Interstate Travel Time Reliability - Percent of person-miles traveled on the Interstate System that are reliable
	(2) NHS (Non-Interstate) Travel Time Reliability - Percent of person-miles traveled on the non-Interstate NHS that are reliable
	(3) Greenhouse Gas Emissions - Percent Change in Tailpipe CO2 Emissions on the NHS

	Performance Measures
Freight Movement	(4) Freight Reliability - Percent of the Interstate System Mileage providing for Reliable Truck Travel Times

- Implementing Agency (State DOT) – set Targets by February 11, 2018
- TPB (MPO) – set Targets by August 10, 2018



System Performance: CMAQ Program (Congestion Mitigation and Air Quality)

	Performance Measures
CMAQ Program: Traffic Congestion	(5) Peak Hour Excessive Delay – Annual hours of peak hour excessive delay per capita
	(6) Mode Share - Percent of non-SOV Travel on the NHS
CMAQ Program: Emissions Reductions	(7) Emissions - CMAQ-funded projects on-road mobile source total emissions reductions for each applicable criteria pollutant and precursor

- Implementing Agency (State DOT) – set Targets by February 11, 2018
- TPB (MPO) – set Targets by August 10, 2018



System Performance: Greenhouse Gas Emissions

The final System Performance rule includes a GHG measure: Percent change in CO₂ emissions from 2017, generated by on-road mobile sources on the National Highway System (NHS)



System Performance: Greenhouse Gas Emissions

All state DOTs and MPOs with NHS mileage will be required to establish targets and report on progress

Targets:

- State DOTs: 2 and 4 year targets
- MPOs: 4 year targets, and must either
 - agree to plan and program projects so that the projects contribute toward the accomplishment of the relevant State DOT target for the performance measure, or
 - commit to a quantifiable 4-year target for the performance measure for the metropolitan planning area



System Performance: Greenhouse Gas Emissions

Past year emissions:

MUST use fuel-sales based method

fuel sales **X** CO₂ emission factors **X** VMT on NHS

Future year target setting:

MAY use:

- VMT based calculations (using fuel sales method)
- Travel demand modeling and EPA's MOVES model
- FHWA's EERPAT model
- Other demonstrably valid methodology



System Performance: CMAQ Emissions

The final System Performance rule includes a CMAQ emissions reduction measure: Total emissions reductions for all projects funded by the CMAQ Program in areas designated as non-attainment or maintenance for Ozone, Carbon Monoxide, or Fine Particles

System Performance: CMAQ Emissions

- State DOTs must enter project information in the CMAQ Public Access System (PAS) for each project funded in the previous fiscal year by March 1 of the following fiscal year
- State DOTs and MPOs must establish 2 and 4 year targets and calculate the cumulative total emissions reductions for the first 2 years and all 4 years of the performance period



System Performance: What Happens Next

- **Final rule effective March 21, 2017 (delay in effective date due to Presidential directive)**
- **FHWA will provide guidance and instructional webinars**
- **TPB will coordinate with State DOTs**



Thanks to Eric Randall who developed many of these slides for various TPB and TPB Technical Committee presentations.

Jane Posey

TPB Transportation Engineer
(202) 962-3331
jposey@mwkog.org

mwkog.org/tpb

Metropolitan Washington Council of Governments
777 North Capitol Street NE, Suite 300
Washington, DC 20002



National Capital Region
Transportation Planning Board