MPORequirements



Florida Department of Transportation Office of Policy Planning

MAP-21 Performance Management

March 2021

OVERVIEW

This document highlights key provisions of Federal Highway Administration (FHWA) and Federal Transit Administration (FTA) performance management requirements for state Departments of Transportation, Metropolitan Planning Organizations, and transit providers, including target setting, performance reporting, and deadlines.

PLANNING RULE FRAMEWORK

FHWA and FTA jointly issued a Planning Rule to document changes in the statewide and metropolitan planning processes consistent with the Moving Ahead for Progress in the 21st Century (MAP-21) Act and the Fixing America's Surface Transportation

PM1
HIGHWAY
SAFETY

PM2
BRIDGE AND PAVEMENT

PM3
SYSTEM
PERFORMANCE
AND FREIGHT
MOVEMENT

TRANSIT ASSET MANAGEMENT TRANSIT SAFETY

(FAST) Act. Among other changes, this rule specifies the requirements for state DOTs and MPOs to implement a performance-based approach to planning and programming. Under this framework, the three FHWA performance measures (PM) rules and the FTA transit asset management and transit safety rules established various performance measures to assess roadway safety (PM1), pavement and bridge condition (PM2), system performance and freight movement (PM3), transit asset management (TAM), and transit safety. The Planning Rule and the performance measures rules also specify how MPOs should set targets, report performance, and integrate performance management into their Long-Range Transportation Plans (LRTP) and Transportation Improvement Programs (TIP).

Long-Range Transportation Plans

The Planning Rule specifies how performance management is incorporated into the MPO's LRTP. The LRTP must:

- » Describe the performance measures and performance targets used in assessing the performance of the transportation system.
- » Include a System Performance Report that:
 - Evaluates the condition and performance of the transportation system with respect to performance targets.
 - Documents the progress achieved by the MPO in meeting the targets in comparison to performance recorded in past reports.
- » Integrate the goals, objectives, performance measures, and targets described in all the plans and processes required as part of a performance-based program.

Transportation Improvement Programs

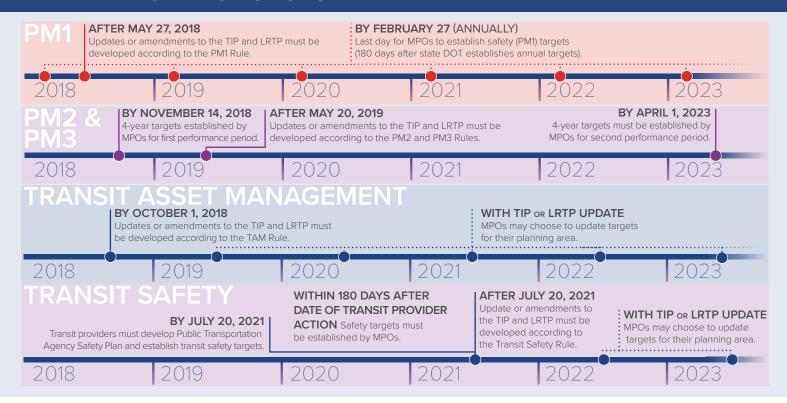
The TIP must:

- » Reflect the investment priorities established in the current long-range transportation plan.
- Be designed such that once implemented, it makes progress toward achieving the performance targets established.
- » Include, to the maximum extent practicable, a description of the anticipated effect of the TIP toward achieving the performance targets identified in the LRTP, linking investment priorities to those performance targets.

FDOT and the
Metropolitan Planning
Organization Advisory
Council (MPOAC) have
developed model
language for inclusion
of performance
measures and targets
in the LRTPs and TIPs

^{*}Please refer to the five accompanying fact sheets to obtain key information for the three FHWA performance measures rules and FTA transit rules.

TIMELINE FOR MPO ACTIONS



TARGET SETTING OPTIONS

The Florida Department of Transportation (FDOT), the MPOs, and providers of public transportation set their respective performance targets in coordination with one another. Each MPO establishes a target for each applicable performance measure. MPOs should propose, seek comment on, and establish their targets through existing processes such as the TIP. For the **PM1**, **PM2**, and **PM3** measures, each MPO establishes targets by one of two options:

Support the statewide target established by FDOT.

If the MPO chooses to support the statewide target, the MPO provides documentation to FDOT stating that the MPO agrees to plan and program projects so that they contribute toward the accomplishment of FDOT's statewide target for that performance measure.

OR

Establish own target.

If the MPO chooses to establish its own target, the MPO coordinates with FDOT regarding the approach used to develop the target and the proposed target prior to establishing a final target. The MPO provides documentation to FDOT that includes the final target and the date the MPO established the target.

MPOs must establish their targets no later than 180 days after FDOT sets its target.

For the **transit asset management and safety measures**, MPOs may support the targets established by transit providers or establish their own targets. Initial action by the MPO must take place within 180 days of the transit provider action to establish targets. MPOs may then update these targets when they update their TIP or LRTP.

ASSESSMENT OF SIGNIFICANT PROGRESS

FHWA will not assess MPO target achievement. However, FHWA and FTA will review MPO adherence to performance management requirements as part of periodic transportation planning process reviews, including the Transportation Management Area (TMA) MPO certification reviews, reviews of adopted and amended LRTPs, and approval of MPO TIPs.





Florida Department of Transportation Office of Policy Planning

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The first of the performance measures rules issued by Federal Highway Administration (FHWA) became effective on April 14, 2016, establishing measures to assess the condition of road safety. This fact sheet summarizes the requirements of this rule, the targets that the Florida Department of Transportation (FDOT) selected to meet them, and the role of the Metropolitan Planning Organizations (MPO) under this rule.*

PERFORMANCE MEASURES - APPLICABLE TO ALL PUBLIC ROADS

The total number of persons suffering fatal **NUMBER OF FATALITIES** injuries in a motor vehicle crash during a calendar year. The total number of fatalities per 100 million RATE OF FATALITIES vehicle miles traveled (VMT) in a calendar year. The total number of persons suffering at least **NUMBER OF SERIOUS INJURIES** one serious injury in a motor vehicle crash during a calendar year. The total number of serious injuries per 100 RATE OF SERIOUS INJURIES million VMT in a calendar year. NUMBER OF NON-MOTORIZED The combined total number of non-motorized FATALITIES AND NON-MOTORIZED fatalities and non-motorized serious injuries involving a motor vehicle during a calendar year. **SERIOUS INJURIES**

COORDINATION WITH OTHER PLANS

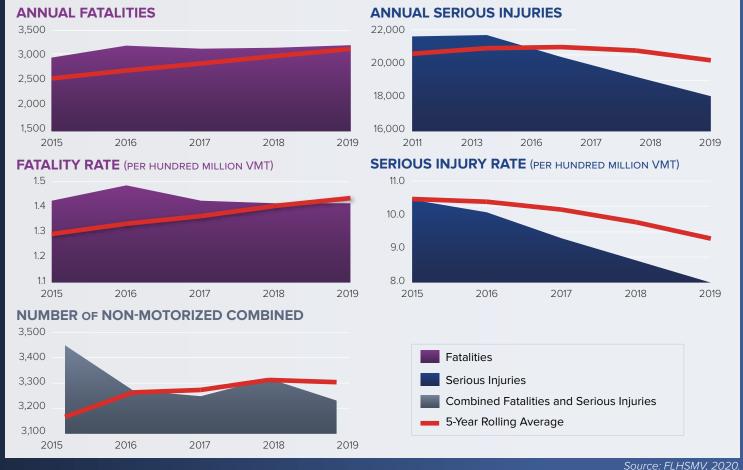
Updates to FDOT's Florida Transportation Plan (FTP) and MPO's Long-Range Transportation Plans (LRTP) must include most recently reported safety performance data and targets.

Updates to the Statewide Transportation Improvement Program (STIP) and Transportation Improvement Programs (TIP) must include a description of how the STIP/TIP contributes to achieving safety performance targets in the FTP/LRTP.



^{*} Please refer to the fact sheet addressing MPO Requirements for information about MPO targets and planning processes.

EXISTING STATEWIDE CONDITIONS



STATEWIDE TARGETS

- » FDOT annually establishes statewide safety targets for the following calendar year as part of the HSIP Annual Report, which must be submitted by August 31 each year.
- » Targets are applicable to all public roads regardless of functional classification or ownership.

Given FDOT's firm belief that every life counts, the target set for all safety performance measures is ZERO.

MPO TARGETS

MPOs have the option of supporting the statewide targets or establishing their own targets for the MPO planning area. MPOs must set their targets within 180 days after FDOT sets the statewide targets. MPOs must annually update their targets by February 27 of each year.

ASSESSMENT OF SIGNIFICANT PROGRESS

FHWA considers a state to have met or made significant progress when at least four out of the five safety performance targets are met or the actual outcome for the safety performance target is better than baseline performance.

Based on FHWA's review, Florida is making progress towards achieving the targets established for serious injuries but not yet for fatalities or non-motorized users. As requested by FHWA, FDOT has developed an HSIP Implementation Plan to highlight additional strategies it will undertake in support of these targets.

FHWA will not assess MPO target achievement. However, FHWA and Federal Transit Administration (FTA) will review MPO adherence to performance management requirements as part of periodic transportation planning process reviews, including the Transportation Management Area (TMA) MPO certification reviews, reviews of adopted and amended LRTPs, and approval of MPO TIPs.

PM2: Bridge and Pavement



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OVERVIEW

The second of the performance measures rules issued by Federal Highway Administration (FHWA) became effective on May 20, 2017, establishing measures to assess the condition of the pavements and bridges on the National Highway System (NHS). This fact sheet summarizes the requirements of this rule, the targets Florida Department of Transportation (FDOT) selected to meet them, and the role of the Metropolitan Planning Organizations (MPO) under this rule.*

PAVEMENT PERFORMANCE MEASURES

- » Percentage of pavements on the Interstate System in GOOD condition.
- » Percentage of pavements on the Interstate System in POOR condition.
- » Percentage of pavements on the non-Interstate NHS in GOOD condition.
- » Percentage of pavements on the non-Interstate NHS in POOR condition.

GOOD CONDITION

Suggests no major investment is needed.

BRIDGE PERFORMANCE MEASURES

- » Percentage of NHS bridges (by deck area) classified as in GOOD condition.
- » Percentage of NHS bridges (by deck area) classified as in POOR condition.

POOR CONDITION

Suggests major investment is needed.



^{*} Please refer to the fact sheet addressing MPO Requirements for information about MPO targets and planning processes.

EXISTING STATEWIDE CONDITIONS

0.5%

2019

NHS Bridges

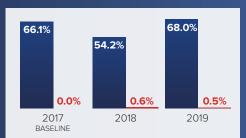
2017

BASELINE

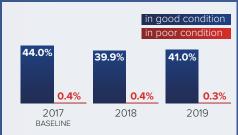
67.7% 65.6%

2018

Interstate Pavements



Non-Interstate NHS Pavements



Source: EDO

STATEWIDE TARGETS

FDOT established 2- and 4-year targets on May 18, 2018 for the full extent of the NHS in Florida. Two-year targets reflect the anticipated performance level at the mid point of each performance period, while 4-year targets reflect it for the end of the performance period.

Performance Measure	2-Year Target	4-Year Target
Pavement		
% of Interstate pavements in <i>GOOD</i> condition	Not required	≥ 60%
% of Interstate pavements in POOR condition	Not required	≤ 5%
% of non-Interstate NHS pavements in <i>GOOD</i> condition	≥ 40%	≥ 40%
% of non-Interstate NHS pavements in <i>POOR</i> condition	≤ 5%	≤ 5%
Bridge		
% of NHS bridges (by deck area) classified in <i>GOOD</i> condition	≥ 50%	≥ 50%
% of NHS bridges (by deck area) classified in <i>POOR</i> condition	≤ 10%	≤ 10%

Note: Two-year targets were not required for Interstate pavement condition for the first performance period, but will be required for the second and subsequent performance periods.

MPO TARGETS

MPOs have the option of supporting the statewide targets or establishing their own targets for the MPO planning area. MPOs must set their targets within 180 days after FDOT sets the statewide targets. MPOs set pavement and bridge targets for the first performance period by November 14, 2018. FDOT will set the targets for the second 4-year performance period by October 1, 2022, after which the MPOs will have 180 days to set their targets.

ASSESSMENT OF SIGNIFICANT PROGRESS

Beginning in 2020 and continuing every two years thereafter, FHWA will determine if FDOT has made significant progress toward the achievement of each 2-year or 4-year applicable statewide target if either:

- » The actual condition/performance level is better than the baseline condition/performance; or
- » The actual condition/performance level is equal to or better than the established target.

In January 2021, FHWA determined Florida had made significant progress toward the two-year bridge and pavement targets based on reported data for 2018 and 2019. FHWA will not directly assess MPO progress toward meeting their targets. Rather, it will do so through the periodic transportation planning reviews, including the Transportation Management Area (TMA) MPO certification reviews and reviews of adopted/amended LRTPs and TIPs.

MINIMUM CONDITIONS

Every year, FHWA will assess if FDOT is meeting the statewide minimum condition requirements. If it is not, FDOT must obligate funds to meet minimum requirements.

FDOT IS ON TRACK TO MEET MINIMUM CONDITION REQUIREMENTS

» Pavement: No more than 5 percent of the Interstate System in *Poor* condition for most recent year.



» Bridge: No more than 10 percent of total deck area of NHS bridges classified as Structurally Deficient (*Poor* condition) for three consecutive years.



PM3:System Performance



Florida Department of Transportation Office of Policy Planning

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OVERVIEW

The third of the three performance measures rules issued by Federal Highway Administration (FHWA) became effective on May 20, 2017, establishing measures to assess the performance of the National Highway System (NHS), freight movement on the Interstate System, and Congestion Mitigation and Air Quality Improvement Program (CMAQ). This fact sheet summarizes the requirements of this rule, the targets that the Florida Department of Transportation (FDOT) selected to meet them, and the role of the Metropolitan Planning Organizations (MPO) under this rule.*

PERFORMANCE MEASURES

Performance Measure	Typically Referred to As	What It Measures	
Percent of person-miles traveled on the Interstate that are reliable	Interstate reliability	Seeks to assess how reliable the NHS network is by creating a ratio (called Level of Travel Time Reliability, or LOTTR) that compares the worst travel times on a road against the travel time that is typically experienced. Road miles with a LOTTR less than 1.5 are considered reliable. Traffic volume and an average vehicle occupancy are factored in to determine the person miles that are reliable, and this is converted to a percent of total miles.	
Percent of person-miles traveled on the non- Interstate NHS that are reliable	Non-Interstate reliability		
Truck travel time reliability (TTTR) index	Truck reliability	Seeks to assess how reliable the Interstate network is for trucks by creating a ratio (called Truck Travel Time Reliability, or TTTR) that compares the very worst travel times for trucks against the travel time they typically experience.	

This rule also contains measures addressing CMAQ Program. These are applicable only for areas that are designated as nonattainment or maintenance, of which Florida currently has none. Therefore, they are currently not applicable to FDOT or any of Florida's MPOs.



^{*} Please refer to the fact sheet addressing MPO Requirements for information about MPO targets and planning processes.

EXISTING STATEWIDE CONDITIONS

INTERSTATE RELIABILITY

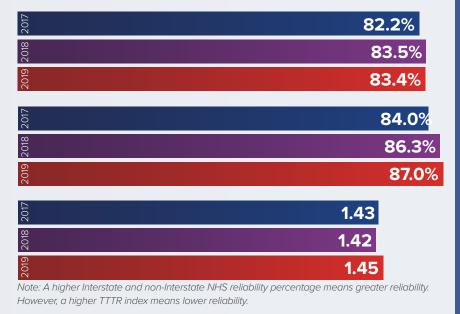
Percent of the person-miles traveled on the Interstate that are reliable

NON-INTERSTATE NHS RELIABILITY

Percent of the person-miles traveled on the non-Interstate NHS that are reliable

TRUCK RELIABILITY

Truck travel time reliability index (Interstate)



Source: PM3 Report on Regional Integrated Transportation Information System (RITIS) platform using National Performance Management Data Research Data Set (NPMRDS)

STATEWIDE TARGETS

FDOT established the following 2- and 4-year targets on May 18, 2018. Two-year targets reflect the anticipated performance level at the end of calendar year 2019, while 4-year targets reflect anticipated performance at the end of 2021.

Performance	2-Year	4-Year
Measure	Target	Target
Interstate reliability	≥ 75%	≥ 70%
Non-Interstate NHS reliability	Not required	≥ 50%
Truck reliability	≤ 1.75	≤ 2.00

Note: Two-year targets were not required for non-Interstate reliability for the first performance period, but will be required for the second and subsequent performance periods.

MPO TARGETS

MPOs have the option of supporting the statewide targets or establishing their own targets for the MPO planning area. MPOs must set their targets within 180 days after FDOT sets the statewide targets. MPOs set system performance targets for the first performance period by November 14, 2018. FDOT will set its targets for the second 4-year performance period by October 1, 2022, after which the MPOs will have 180 days to set their targets.

ASSESSMENT OF SIGNIFICANT PROGRESS

Beginning in 2020 and continuing every two years thereafter, FHWA will determine that FDOT has made significant progress toward the achievement of each 2-year or 4-year applicable statewide target if either:

- » The actual condition/performance level is better than the baseline condition/performance; or
- » The actual condition/performance level is equal to or better than the established target.

In January 2021, FHWA determined Florida had made significant progress toward the two-year targets for Interstate and truck reliability based on reported data. If FDOT does not make significant progress toward achieving a reliability target, it must document the actions it will take to achieve the target. For the truck reliability measure, it must provide additional freight analysis and documentation.

FHWA will not assess MPO target achievement. However, FHWA and Federal Transit Administration (FTA) will review MPO adherence to performance management requirements as part of periodic transportation planning process reviews, including the Transportation Management Area (TMA) MPO certification reviews, reviews of updated and amended Long-Range Transportation Plans (LRTP), and approval of MPO Transportation Improvement Programs (TIP).

TRANSIT Asset Management



Florida Department of Transportation Office of Policy Planning

MAP-21 Performance Management

March 2021

OVERVIEW

The Transit Asset Management rule from the Federal Transit Administration (FTA) became effective on October 1, 2016. This rule applies to all recipients and subrecipients of federal transit funding that own, operate, or manage public transportation capital assets. The rule introduces requirements for new State of Good Repair (SGR) performance measures and Transit Asset Management (TAM) Plans. This fact sheet describes these requirements and the role of the Metropolitan Planning Organizations (MPO) under this rule.

STATE OF GOOD REPAIR PERFORMANCE MEASURES

Transit agencies are required to report transit asset performance measures and targets annually to the National Transit Database (NTD). Targets should be supported by the most recent condition data and reasonable financial projections.

Transit Asset Categories and Related Performance Measures

FTA Asset Categories	Type of Measure	Performance Measures
EQUIPMENT Non-revenue support-service and maintenance vehicles	Age	Percentage of non-revenue, support-service and maintenance vehicles that have met or exceeded their useful life benchmark (ULB)
ROLLING STOCK Revenue vehicles	Age	Percentage of revenue vehicles within a particular asset class that have either met or exceeded their ULB
INFRASTRUCTURE Rail fixed-guideway track	Performance	Percentage of track segments (by mode) with performance restrictions
FACILITIES Buildings and structures	Condition	Percentage of facilities within an asset class rated below condition 3 on the Transit Economic Requirement Model (TERM) scale

"State of good repair" is defined as the condition in which a capital asset is able to operate at a full level of performance. This means the asset:

- 1. Is able to perform its designed function.
- 2. Does not pose a known unacceptable safety risk.
- 3. Lifecycle investments have been met or recovered.



TAM PLAN

By October 1, 2018 (two years from effective date of the Final Rule), Transit Asset Management Plans (TAM Plan) were required for all providers. These plans are either developed by the providers or by a group sponsor on behalf of multiple providers. These plan must be updated every four years. The Group TAM Plan must be updated by October 1, 2022, and individual TAM Plans by Tier I and Tier II providers must be updated by the start of the provider's fiscal year.

Tier I versus Tier II Agencies

The rule makes a distinction between Tier I and Tier II transit providers and establishes different requirements for them.



Owns, operates, or manages either: < = 100 vehicles in revenue service during peak regular service across ALL non-rail fixed route modes or in ANY one non-rail fixed route mode OR Subrecipient under the 5311 program OR Native American Tribe

TAM Plan Elements

Inventory of Capital Assets
 Condition Assessment PROVIDERS
 Decision Support Tools (Tiers I and II)

4. Investment Prioritization

5. TAM and SGR Policy

6. Implementation Strategy

7. List of Key Annual Activities

8. Identification of Resources

9. Evaluation Plan

TIER I

A **TIER I** provider must develop its own TAM Plan. The Tier I provider must make the TAM plan, annual targets, and supporting materials available to the state DOTs and MPOs that provide funding to the provider.

TIER II agencies may develop their own plans or participate in a group TAM plan, which is compiled by a group TAM plan sponsor. State Departments of Transportation (DOT) that pass FTA funds to subrecipients are required to be group TAM plan sponsors. The unified targets and narrative report for group plan participants are submitted on behalf of all participating agencies by the sponsor. Group plan sponsors must make the group plan, targets, and supporting materials available to the state DOTs and MPOs that program projects for any participants of the group plan. The Florida Department of Transportation (FDOT) developed a group plan for all subrecipients in 2018. The plan included collective targets for subrecipients.

MPO COORDINATION

Each public transit provider or its sponsors must share its targets with each MPO in which the transit provider operates services. MPOs are required to establish initial transit asset management targets within 180 days of the date that public transportation providers establish initial targets. However, MPOs are not required to establish transit asset management targets annually each time the transit provider establishes targets. Instead, subsequent MPO targets must be established when the MPO updates the Transportation Improvement Program (TIP) or Long-Range Transportation Plan (LRTP). When establishing transit asset management targets, the MPO can either agree to program projects that will support the transit provider's targets, or establish its own separate regional targets for the MPO planning area. MPO targets may differ from provider targets, especially if there are multiple transit agencies in the MPO planning area. MPOs are required to coordinate with transit providers and group plan sponsors when selecting targets to ensure alignment of targets.

FTA will not assess MPO progress toward achieving transit targets. However, the Federal Highway Administration (FHWA) and FTA will review MPO adherence to performance management requirements as part of periodic transportation planning process reviews, including the Transportation Management Area (TMA) MPO certification reviews, reviews of updated LRTPs, and approval of MPO TIPs.

PUBLIC TRANSIT Safety Performance



MAP-21 Performance Management

March 2021

OVERVIEW

The Federal Transit Administration (FTA) has established requirements through 49 CFR 673 for Public Transportation Agency Safety Plans (PTASP) and related performance measures as authorized by the Moving Ahead for Progress in the 21st Century Act (MAP–21). This rule requires certain operators of public transportation systems that receive federal financial assistance under 49 U.S.C. Chapter 53 to develop and implement PTASP based on a Safety Management Systems (SMS) approach. Development and implementation of agency safety plans will help ensure that public transportation systems are safe nationwide. This fact sheet summarizes the requirements of this rule and the responsibilities of Florida's transit providers and Metropolitan Planning Organizations (MPOs) in implementing the rule.

PUBLIC TRANSPORTATION AGENCY SAFETY PLANS (PTASP)

Federal Rule Applicability

RECIPIENTS AND SUB-RECIPIENTS OF FTA 5307 FUNDS

FTA is deferring applicability for operators that only receive 5310 and/or 5311 funds.

SMALL PUBLIC TRANSPORTATION PROVIDERS (5307S) Agencies: a) without rail; and b) with fewer than 101 revenue vehicles in operation during peak service may complete their own plan or have their plan drafted or certified by their state DOT.

PUBLIC TRANSPORTATION SAFETY PERFORMANCE MEASURES

FATALITIES

Total number of reportable fatalities and rate per total vehicle revenue miles by mode.



INJURIES

Total number of reportable injuries and rate per total vehicle revenue miles by mode.

SAFETY EVENTS

Total number of reportable events and rate per total vehicle revenue miles by mode.



SYSTEM RELIABILITY

Mean distance between major mechanical failures by mode.

TIMELINE

BY JULY 20, 2021

Praisit providers must nave in place a Public Transportation Agency Safety Plan that meets federal requirements and must have established transit safety targets. After this date, transit providers must update transit safety targets annually.

AFTER JULY 20, 2021

Update or amendments to the LRTP and TIP after this date must be developed according to the Transit Safety Rule.

WITHIN 180 DAYS AFTER DATE OF TRANSIT PROVIDER ACTION

Safety targets must be established by MPOs.

WITH TIP OR LRTP UPDATE

MPOs may choose to update targets for their

- Transit Providers
- MPOs

2021 2022 2023 2024

PTASP CERTIFICATION AND REVIEW

RELATIONSHIP OF PTASP TO FLORIDA REQUIREMENTS

Florida requires each Section 5307 and/or 5311 transit provider to have an adopted System Safety Program Plan (SSPP) (Chapter 14-90, Florida Administrative Code). The FTA PTASP rule and Florida's SSPP requirements are similar, but have some differences. Because Section 5307 providers in Florida must already have a SSPP, FDOT recommends that transit agencies revise their existing SSPPs to be compliant with the new FTA PTASP requirements.

FDOT has issued guidance to providers to assist them with revising existing SSPPs to be compliant with the FTA requirements.

While the PTASP rule requires transit providers to establish safety performance targets, the SSPP does not.

PTASP RELATIONSHIP TO OTHER FEDERALLY REQUIRED PLANS AND PRODUCTS



REQUIREMENTS

COORDINATION WITH METROPOLITAN, STATEWIDE, AND NON-METROPOLITAN PLANNING PROCESSES

- » Public transit providers will coordinate with FDOT and affected MPOs in the selection of transit safety performance targets.
- » Providers will give written notice to the MPO(s) and FDOT when the provider establishes transit safety targets. This notice will provide the established targets and the date of establishment.
- » MPOs that establish their own transit safety targets will coordinate with the public transit provider(s) and FDOT in the selection of transit safety performance targets. The MPOs will give written notice to the public transit providers and FDOT when the MPO establishes its own transit safety targets.
- » MPOs that agree to support a public transit provider's safety targets will provide FDOT and the public transit providers documentation that the MPO agrees to do so.

- » Public transit providers that annually draft and certify a PTASP must make the PTASP and underlying safety performance data available to FDOT and the MPOs to aid in the planning process.
- » Public transit providers will update the PTASP and establish transit safety targets annually. MPOs are not required to establish transit safety targets annually. Instead, subsequent MPO transit safety targets must be established when the MPO updates the TIP or LRTP.
- » If two or more providers operate in an MPO planning area and establish different safety targets for a measure, the MPO may establish a single target for the MPO planning area or establish a set of targets for the MPO planning area that reflect the differing transit provider targets.