

## **ITEM 8 – Action**

April 17, 2013

Briefing on TPB Congestion Mitigation and Air Quality Responsibilities under MAP-21 and Approval of a TPB Letter to the US Department of Transportation (USDOT) Regarding Performance Measures and Targets for Congestion in the Washington Region

### **Staff Recommendation:**

- Receive briefing on the responsibilities of the TPB for measures and targets related to congestion mitigation and air quality
- approve the enclosed letter to the Secretary of the USDOT regarding the establishment of performance measures and targets for congestion in the Washington Region.

### **Issues:**

None

### **Background:**

MAP-21 calls for MPOs, state DOTs and public transportation providers to establish and use a performance-based approach to transportation decision making to support national goals. It calls for USDOT to establish performance measures related to national goals for planning processes and for state DOTs, public transportation providers and MPOs to establish performance targets.

## **National Capital Region Transportation Planning Board**

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**D R A F T**

April 17, 2013

The Honorable Ray LaHood  
Secretary  
U.S. Department of Transportation (USDOT)  
1200 New Jersey Avenue, SE  
Washington, DC 20590

Dear Secretary LaHood,

The National Capital Region Transportation Planning Board (TPB), the metropolitan planning organization (MPO) for the Metropolitan Washington Area, greatly appreciates your efforts and those of USDOT staff to provide opportunities for input and consultation on the development of transportation performance measures and targets required under the Moving Ahead for Progress in the 21<sup>st</sup> Century (MAP-21) legislation, which became effective on October 1, 2012. The TPB looks forward to working closely with the USDOT and our state and transit agency partners in the implementation of this new performance-based approach to transportation decision-making.

MAP-21 calls upon MPOs like the TPB to provide for a performance-based approach within their metropolitan planning processes. Larger MPOs with over one million people are required to develop a performance plan under the Congestion Mitigation and Air Quality Improvement (CMAQ) Program that includes “an area baseline level for traffic congestion and on-road mobile source emissions for which the area is in non attainment or maintenance”, describes progress in achieving performance targets for emission and traffic congestion

reduction, and describes how projects funded under the CMAQ program contribute to achieving these targets. In developing an approach to addressing these responsibilities under the CMAQ program, the TPB is very interested in participating in the consultation process with USDOT on how performance measures and targets are to be established for mobile source emissions and traffic congestion.

With regard to mobile source emissions, the TPB is hopeful that the USDOT will develop performance measures that are consistent with the existing air quality conformity requirements under the Clean Air Act Amendments (CAAA) of 1990. The TPB already devotes substantial resources on an ongoing basis to the development of mobile source emissions estimates for the Washington region, and to their use in the development of air quality plans and determinations of conformity to these plans under regulations promulgated by the Environmental Protection Agency (EPA). Building on performance measures already established under the EPA requirements would ensure consistency between MAP-21 and CAAA provisions, and minimize the need for additional technical and policy analyses under MAP-21.

With regard to traffic congestion, the TPB suggests that USDOT focus on the development of measures that are meaningful and easily understood by the general public, can be quantified using data that are readily available to MPOs throughout the country, and can be disaggregated by location and time-of-day within MPO areas to permit target-setting by MPOs that is responsive to locally-established goals and the resources reasonably expected to be available for the transportation system. While traffic congestion reduction is an important goal for certain locations and time periods, the benefits and costs of traffic congestion strategies must be assessed with all of the goals of the transportation system in mind. In some locations, for example, some increase in traffic congestion may be acceptable in order to achieve goals related

to encouraging concentrated mixed used development along with increased use of pedestrian and bicycle facilities and other alternatives to single-occupancy vehicle travel.

Thank you for considering these comments on the development of MAP-21 performance measure and target-setting procedures. Please feel free to contact me at [Scott.York@loudoun.gov](mailto:Scott.York@loudoun.gov) or Ronald Kirby, Director of Transportation Planning for the TPB at [rkirby@mwkog.org](mailto:rkirby@mwkog.org) , if we can provide any additional information.

Sincerely,

Scott York  
Chairman  
National Capital Region  
Transportation Planning Board



# MAP-21 Performance-Based Planning: A Focus on Congestion Mitigation and Air Quality

Moving Ahead for Progress in the 21st Century

Presentation to the Transportation Planning Board

Ronald F. Kirby

Director, Department of Transportation Planning

April 17, 2013

# Performance-Based Approach

- MAP-21, Section 150. National Goals and Performance Management Measures
  - (a) Declaration of Policy—Performance management will...provide a means to the most efficient investment of Federal transportation funds by refocusing on national transportation goals...and improving project decisionmaking through performance-based planning and programming.
- MAP-21, Section 1201. Metropolitan Transportation Planning

The metropolitan transportation planning process shall provide for the establishment and use of a performance-based approach to transportation decisionmaking to support the national goals...
- Funding mostly formula, some USDOT discretion, no earmarks

# Performance-Based Planning and Programming

## New National Goals Under MAP-21

<b>Metropolitan Planning Process continued from previous law</b>	
<b>Scope of Planning Process</b>	
1	Economic Vitality
2	Safety
3	Security
4	Accessibility
5	Environment
6	Connectivity Across Modes
7	System Management and Operation
8	System Preservation

<b>New National Goals from MAP-21</b>	
<b>National Goals</b>	
1	Safety
2	Infrastructure Condition
3	Congestion Reduction
4	System Reliability
5	Freight Movement and Economic Vitality
6	Environmental Sustainability
7	Reduced Project Delivery Delays

### National Goals related to Scope of Metropolitan Planning Process

Title 23, Sec. 1201, Subsection 134(h)

Title 23, Sec. 1203, Subsection 150(b)

# Performance Measures Required by MAP-21 Title 23, Section 150(c)-Highways

➤ Secretary shall...limit performance measures only to those described in this subsection:

## 1. National Highway Performance Program

- Minimum standards...in developing and operating bridge and pavement management systems
- Condition of pavement on the Interstate System and on the National Highway System (NHS) (excluding Interstate)
- Condition of bridges on the NHS
- Performance of the Interstate System and the NHS (excluding Interstate)
- Minimum levels for the condition of pavement on the Interstate System

## 2. Highway Safety Improvement Program

- Serious injuries and fatalities per vehicle mile traveled and the number of serious injuries and fatalities

## 3. Congestion Mitigation and Air Quality Program

- Traffic congestion
- On-road mobile source emissions

## 4. National Freight Movement

- Assess freight movement on the Interstate System



# Performance Measures Required by MAP-21 Title 49, Chapter 53-Public Transportation

- Applies to all recipients. 'Recipient' means a State or local governmental authority, or any other operator of the public transportation system, that receives federal financial assistance
1. **Transit Asset Management Plan**
    - Definition of 'state of good repair' that includes objective standards for measuring the condition of capital assets of recipients, including equipment, rolling stock, infrastructure, and facilities
    - Secretary shall issue a final rule to establish performance measures based on the 'state of good repair' standards
  2. **National Public Transportation Safety Plan**
    - Safety performance criteria for all modes of public transportation
    - Minimum safety performance standards for public transportation vehicles
    - Public transportation safety certification training program
  3. **Public Transportation Agency Safety Plan**
    - States/transit recipients establish a comprehensive agency safety plan (1-year after the effective date of the performance measures on 'state of good repair' final rule)

# PBPP Accountability/Penalties

- State Performance Management
  - States that do not achieve or make significant progress toward targets for two reporting periods must address in following report how the state will achieve the targets
- Interstate System and National Highway System (NHS) Bridge Conditions
  - If, for two reporting periods, the condition of the Interstate System...falls below the minimum condition level, the State shall be required to obligate and transfer funds to meet minimum conditions
  - If greater than 10% of the deck area of bridges in the State on the NHS is located on bridges that have been classified as structurally deficient, a specified portion of funds...shall be set aside...only for eligible projects on bridges on the NHS
- High-Risk Rural Road Safety
  - If rural road fatality rates increase over the most recent 2-year period for which data is available, the State shall obligate in the next fiscal year an amount equal to at least 200% of the amount of funds the State received for fiscal year 2009 for high risk rural roads
- MPO Certification
  - If a metropolitan planning process serving a transportation management area is not certified (as required every 4 years), the Secretary may withhold up to 20% of the MPO's funds under metropolitan transportation planning

# Timeline on PBPP Requirements

MAP 21 PBPP Implementation Timeline	
Date	Action
10/1/12	MAP-21 date of Enactment
10/1/13	Final rule for public transport state of good repair performance measures and standards
1/1/14	Federal public transport recipients shall establish performance targets in relation to performance measures established by the Secretary, and report each year
Fall 2013, FTA est.	National Public Transportation Safety Plan
Fall 2014	Public Transportation Agency Safety Plan (1 year after National Public Transportation Safety Plan)
4/1/14	Secretary promulgates rulemaking that establishes performance measures and standards required under MAP-21, following 90-day comment period
4/1/15	States set performance targets for measures established by Secretary
10/1/15	MPOs establish performance targets 180 days after States/public transportation providers establish performance targets
10/1/16	States submit to Secretary report on progress in achieving targets...
10/1/17	Secretary submits to Congress a report on the effectiveness of the performance-based planning process of metropolitan planning organizations

KEY
Public Transportation
Highway
Metropolitan Planning
Federal Action


# Performance Measures

## 3-Tier Staged Rule

### ***STAGED RULE SCHEDULE***

Measures / Fiscal Year		Safety Measures	Pavement & Bridge Measures	CMAQ, Performance, and Freight Measures
FY / QUARTER		Status I	Status II	Status III
FY13 (Year 1 of MAP-21)	Q1	Consultation/ NPRM	Consultation/ NPRM	Consultation/ NPRM
	Q2			
	Q3			
	Q4			
FY14 (Year 2 of MAP-21)	Q1	Comments	Comments	Comments
	Q2	Final Rule		
	Q3		Final Rule	
	Q4	Final Rule		
FY15	Q1		Final Rule	
	Q2			

Single Effective Date: **Spring 2015**



Source: FHWA sponsored MAP-21 Webinar, March 18, 2013

# PBPP Coordination Efforts Underway

- FHWA consultation meetings with states/MPOs/associations
- January 8<sup>th</sup>: FHWA MAP-21 Performance Management Listening Session on Target Setting: Facilitated “Conversations”: Considerations in Target Setting
  - Targets are bound by available resources
  - States and MPOs will need to be balancing performance in many areas
  - Many entities may be key in achieving targets
  - Unplanned events may impact the ability to achieve a target

# PBPP Coordination Efforts Underway Cont.

Association letters for consideration by US DOT as part of rulemaking process

## **AASHTO Letter,** November 26, 2012

- A few themes:
  - **Reduce and Re-use**  
“[N]ational-level performance measures should build upon existing performance measures, management practices, data sets and reporting processes”
  - **Communicate**  
“Messaging the impact and meaning...to the public...is vital to the success of this [PBPP] initiative”



## **AMPO Letter,** December 7, 2012

- A few themes:
  - **Financial Constraint**  
“MPOs will have to assess and balance the targets in context of the overall goals and financial capabilities of their individual metropolitan areas”
  - **Air Quality Conformity**  
“Measurements chosen for on-road mobile source emissions should be consistent with existing federal air quality planning and conformity requirements”



# PBPP Focus for the TPB

FY 2014 UPWP begins to address new PBPP responsibilities

- 1) Responsibilities to be coordinated with States/transit agencies
  - State of Good Repair
  - Safety
- 2) Explicit TPB Responsibilities for Congestion Mitigation and Air Quality
  - MPO Performance Plan
  - Requirement/opportunity for increased focus on congestion, with active engagement of all TPB member agencies and processes
  - Mobile emissions likely to be governed largely by current air quality requirements

# Congestion Mitigation and Air Quality (CMAQ) Program, Section 1113

- (i) Evaluation and Assessment of Projects
- (k) Priority for Use of Funds in PM 2.5 Areas
- (l) Performance Plan



# Congestion Mitigation and Air Quality (CMAQ) Program, Section 1113 Cont.

## (i) Evaluation and Assessment of Projects

### 1. Database

“Secretary shall maintain and disseminate a cumulative database describing the impacts of the projects, including specific information about each project...based on reductions in congestion and emissions”

### 2. Cost Effectiveness

“Secretary, in consultation with the Administrator of the EPA, shall evaluate projects on a periodic basis and develop a table...that illustrates the cost-effectiveness of a range of project types...as to how the projects mitigate congestion and improve air quality. The table shall show measures of cost-effectiveness, such as dollars per ton of emissions reduced.”

# Congestion Mitigation and Air Quality (CMAQ) Program, Section 1113 Cont.

## (k) Priority for Use of Funds in PM 2.5 Areas

### 1. Requirement

“For any State that has a nonattainment or maintenance area for fine particulate matter, an amount equal to 25 percent of the funds apportioned under section 104(b)(4) ...shall be obligated to projects that reduce such fine particulate matter emissions in such area, including diesel retrofits”

### 2. Applicability to CMAQ funds for FY 2013 and FY 2014

25 Percent of <u>CMAQ Funding Allocations</u> (Millions \$ per Year for FY 2013 and FY 2014)	
DC	2.42
MD	12.38
VA	6.38

# Congestion Mitigation and Air Quality (CMAQ) Program, Section 1113 Cont.

- (I) Performance Plan-Each MPO...representing a nonattainment or maintenance area shall develop a performance plan that:
  - (A) Includes an area baseline level for traffic congestion and on-road mobile source emissions for which the area is in nonattainment or maintenance;
  - (B) Describes progress made in achieving the performance targets; and
  - (C) Includes a description of projects identified for funding under this section and how such projects will contribute to achieving emission and traffic congestion reduction targets.

# Congestion Mitigation and Air Quality (CMAQ) Program, Section 1113 Cont.

- Some TPB Programs have been designed to support congestion reduction and improve air quality
  - Commuter Connections Program
  - Metropolitan Area Transportation Operations Center (MATOC)
- TPB already develops “baseline level for traffic congestion and on-road mobile source emissions”
- Target-Setting will be a new undertaking
  - Await establishment of performance measures by US DOT due by 4/1/2014, then targets must be set by 10/1/2015
- TPB coordination with states and public transit agencies to describe how CMAQ-funded projects contribute to achieving emissions and traffic congestion reduction targets

# Recent TTI Report on Congestion

Texas Transportation Institute *2012 Urban Mobility Report*

- National Capital Region #1 in congestion with regard to average congestion delay per commuter
- TTI Planning Time Index represents an unrealistically high level for “reliability planning”
- Can we develop additional measures and targets to address congestion in our region with more specificity by location, direction, and time-of-day?
- Our region also ranks high in transit, bicycle, pedestrian, and carpool measures, which help mitigate the impact of traffic congestion for many residents



# Proposed TPB Comment to US DOT on Performance Measures and Target-Setting

- Performance Measures should be:
  - Based on readily available data and technical methods
  - Meaningful to the general public
  - Amenable to disaggregation to reflect local priorities
- Target-Setting should be:
  - Based on local cost-effectiveness and cost benefit analyses
  - Bounded by available resources

# Questions?

Ronald F. Kirby

Director, Department of Transportation Planning

Transportation Planning Board

April 17, 2013

**Item #8**

The following portions of text from the recently enacted transportation legislation, “Moving Ahead for Progress in the 21<sup>st</sup> Century Act” or “MAP-21”, have been selected for reference in today’s discussion on the requirements for performance-based planning and programming.

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**I. TITLE 23 – HIGHWAYS**

a. SEC. 1203. NATIONAL GOALS AND PERFORMANCE MANAGEMENT MEASURES.

(a) IN GENERAL.—Section 150 of title 23, United States Code, is amended to read as follows:

§ 150. National goals and performance management measures

(a) DECLARATION OF POLICY.—Performance management will transform the Federal-aid highway program and provide a means to the most efficient investment of Federal transportation funds by refocusing on national transportation goals, increasing the accountability and transparency of the Federal-aid highway program, and improving project decisionmaking through performance-based planning and programming.

(b) NATIONAL GOALS.—It is in the interest of the United States to focus the Federal-aid highway program on the following national goals:

(1) SAFETY.—To achieve a significant reduction in traffic fatalities and serious injuries on all public roads.

(2) INFRASTRUCTURE CONDITION.—To maintain the highway infrastructure asset system in a state of good repair.

(3) CONGESTION REDUCTION.—To achieve a significant reduction in congestion on the National Highway System.

(4) SYSTEM RELIABILITY.—To improve the efficiency of the surface transportation system.

(5) 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.

(6) ENVIRONMENTAL SUSTAINABILITY.—To enhance the performance of the transportation system while protecting and enhancing the natural environment.

(7) 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.

(c) ESTABLISHMENT OF PERFORMANCE MEASURES.—

(1) IN GENERAL.—Not later than 18 months after the date of enactment

of the MAP-21, the Secretary, in consultation with State departments of transportation, metropolitan planning organizations, and other stakeholders, shall promulgate a rulemaking that establishes performance measures and standards.

(2) ADMINISTRATION.—In carrying out paragraph (1), the Secretary shall—

(A) provide States, metropolitan planning organizations, and other stakeholders not less than 90 days to comment on any regulation proposed by the Secretary under that paragraph;

(B) take into consideration any comments relating to a proposed regulation received during that comment period; and

(C) limit performance measures only to those described in this subsection.

(3) NATIONAL HIGHWAY PERFORMANCE PROGRAM.—

(A) IN GENERAL.—Subject to subparagraph (B), for the purpose of carrying out section 119, the Secretary shall establish—

(i) minimum standards for States to use in developing and operating bridge and pavement management systems;

(ii) measures for States to use to assess—

(I) the condition of pavements on the Interstate system;

(II) the condition of pavements on the National Highway System (excluding the Interstate);

(III) the condition of bridges on the National Highway System;

(IV) the performance of the Interstate System; and

(V) the performance of the National Highway System (excluding the Interstate System);

(iii) minimum levels for the condition of pavement on the Interstate System, only for the purposes of carrying out section 119(f)(1); and

(iv) the data elements that are necessary to collect and maintain standardized data to carry out a performance-based approach.

(B) REGIONS.—In establishing minimum condition levels under subparagraph (A)(iii), if the Secretary determines that various geographic regions of the United States experience disparate factors contributing to the condition of pavement on the Interstate System in those regions, the Secretary may establish different minimum levels for each region;

(4) HIGHWAY SAFETY IMPROVEMENT PROGRAM.—For the purpose of carrying out section 148, the Secretary shall establish measures for States to use to assess—

(A) serious injuries and fatalities per vehicle mile traveled; and

(B) the number of serious injuries and fatalities.

(5) CONGESTION MITIGATION AND AIR QUALITY PROGRAM.—For the purpose of carrying out section 149, the Secretary shall establish measures for States to use to assess—

(A) traffic congestion; and

(B) on-road mobile source emissions.

(6) NATIONAL FREIGHT MOVEMENT.—The Secretary shall establish measures for States to use to assess freight movement on the Interstate System.

(d) ESTABLISHMENT OF PERFORMANCE TARGETS.—

(1) IN GENERAL.—Not later than 1 year after the Secretary has promulgated the final rulemaking under subsection (c), each State shall set performance targets that reflect the measures identified in paragraphs (3), (4), (5), and (6) of subsection (c).

(2) DIFFERENT APPROACHES FOR URBAN AND RURAL AREAS.—In the development and implementation of any performance target, a State may, as appropriate, provide for different performance targets for urbanized and rural areas.

(e) REPORTING ON PERFORMANCE TARGETS.—Not later than 4 years after the date of enactment of the MAP-21 and biennially thereafter, a State shall submit to the Secretary a report that describes—

(1) the condition and performance of the National Highway System in the State;

(2) the effectiveness of the investment strategy document in the State asset

management plan for the National Highway System;

(3) progress in achieving performance targets identified under subsection (d); and

(4) the ways in which the State is addressing congestion at freight bottlenecks, including those identified in the National Freight Strategic Plan, within the State.”.

## **II. TITLE 49, CHAPTER 53 – PUBLIC TRANSPORTATION**

### **a. § 5301. Policies and Purposes**

(a) **DECLARATION OF POLICY.**—It is in the interest of the United States, including the economic interest of the United States, to foster the development and revitalization of public transportation systems with the cooperation of both public transportation companies and private companies engaged in public transportation.

### **b. § 5326. Transit asset management**

(b) **TRANSIT ASSET MANAGEMENT SYSTEM.**—The Secretary shall establish and implement a national transit asset management system, which shall include—

(1) a definition of the term ‘state of good repair’ that includes objective standards for measuring the condition of capital assets of recipients, including equipment, rolling stock, infrastructure, and facilities;

(2) a requirement that recipients and sub-recipients of Federal financial assistance under this chapter develop a transit asset management plan;

(3) a requirement that each designated recipient of Federal financial assistance under this chapter report on the condition of the system of the recipient and provide a description of any change in condition since the last report;

(4) an analytical process or decision support tool for use by public transportation systems that—

(A) allows for the estimation of capital investment needs of such systems over time; and

(B) assists with asset investment prioritization by such systems; and

(5) technical assistance to recipients of Federal financial assistance under this chapter.

(c) PERFORMANCE MEASURES AND TARGETS.—

(1) IN GENERAL.—Not later than 1 year after the date of enactment of the Federal Public Transportation Act of 2012, the Secretary shall issue a final rule to establish performance measures based on the state of good repair standards established under subsection (b)(1).

(2) TARGETS.—Not later than 3 months after the date on which the Secretary issues a final rule under paragraph (1), and each fiscal year thereafter, each recipient of Federal financial assistance under this chapter shall establish performance targets in relation to the performance measures established by the Secretary.

(3) REPORTS.—Each designated recipient of Federal financial assistance under this chapter shall submit to the Secretary an annual report that describes—

(A) the progress of the recipient during the fiscal year to which the report relates toward meeting the performance targets established under paragraph (2) for that fiscal year; and

(B) the performance targets established by the recipient for the subsequent fiscal year.

c. § 5329. Public transportation safety program

(a) DEFINITION.—In this section, the term ‘recipient’ means a State or local governmental authority, or any other operator of a public transportation system, that receives financial assistance under this chapter.

(b) NATIONAL PUBLIC TRANSPORTATION SAFETY PLAN.—

(1) IN GENERAL.—The Secretary shall create and implement a national public transportation safety plan to improve the safety of all public transportation systems that receive funding under this chapter.

(2) CONTENTS OF PLAN.—The national public transportation safety plan under paragraph (1) shall include—

(A) safety performance criteria for all modes of public transportation;

(B) the definition of the term ‘state of good repair’ established under section 5326(b);

(C) minimum safety performance standards for public transportation vehicles used in revenue operations that—

(i) do not apply to rolling stock otherwise regulated by the Secretary or any other Federal agency; and

(ii) to the extent practicable, take into consideration—

(I) relevant recommendations of the National Transportation Safety Board; and

(II) recommendations of, and best practices standards developed by, the public transportation industry; and

(D) a public transportation safety certification training program, as described in subsection (c).

(d) PUBLIC TRANSPORTATION AGENCY SAFETY PLAN.—

(1) IN GENERAL.—Effective 1 year after the effective date of a final rule issued by the Secretary to carry out this subsection, each recipient or State, as described in paragraph (3), shall certify that the recipient or State has established a comprehensive agency safety plan that includes, at a minimum—

(A) a requirement that the board of directors (or equivalent entity) of the recipient approve the agency safety plan and any updates to the agency safety plan;

(B) methods for identifying and evaluating safety risks throughout all elements of the public transportation system of the recipient;

(C) strategies to minimize the exposure of the public, personnel, and property to hazards and unsafe conditions;

(D) a process and timeline for conducting an annual review and update of the safety plan of the recipient;

(E) performance targets based on the safety performance criteria and state of good repair standards established under subparagraphs (A) and (B), respectively, of subsection (b)(2);

(F) assignment of an adequately trained safety officer who reports directly to the general manager, president, or equivalent officer of the recipient; and

(G) a comprehensive staff training program for the operations personnel and personnel directly responsible for safety of the recipient that includes—(i) the completion of a safety training program; and (ii) continuing safety education and training.

**III. SEC. 1201. METROPOLITAN TRANSPORTATION PLANNING.**

(a) IN GENERAL.—Section 134 of title 23, United States Code, is amended to read as follows:

§ 134. Metropolitan Transportation Planning

(a) POLICY.—It is in the national interest—

(1) to encourage and promote the safe and efficient management, operation, and development of surface transportation systems that will serve the mobility needs of people and freight and foster economic growth and development within and between States and urbanized areas, while minimizing transportation-related fuel consumption and air pollution through metropolitan and statewide transportation planning processes identified in this chapter; and

(2) to encourage the continued improvement and evolution of the metropolitan and statewide transportation planning processes by metropolitan planning organizations, State departments of transportation, and public transit operators as guided by the planning factors identified in subsection (h) and section 135(d).

(h) SCOPE OF PLANNING PROCESS.—

(1) IN GENERAL.—The metropolitan planning process for a metropolitan planning area under this section shall provide for consideration of projects and strategies that will—

(A) support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency;

(B) increase the safety of the transportation system for motorized and nonmotorized users;

(C) increase the security of the transportation system for motorized and nonmotorized users;

(D) increase the accessibility and mobility of people and for freight;

(E) protect and enhance the environment, promote energy conservation, improve the quality of life, and promote consistency between transportation improvements and State and local planned growth and economic development patterns;

(F) enhance the integration and connectivity of the transportation system, across and between modes, for people and freight;

(G) promote efficient system management and operation; and

(H) emphasize the preservation of the existing transportation system.

(2) PERFORMANCE-BASED APPROACH.—

(A) IN GENERAL.—The metropolitan transportation planning process shall provide for the establishment and use of a performance-based approach to transportation decisionmaking to support the national goals described in section 150(b) of this title and in section 5301(c) of title 49.

(B) PERFORMANCE TARGETS.—

(i) SURFACE TRANSPORTATION PERFORMANCE TARGETS.—

(I) IN GENERAL.—Each metropolitan planning organization shall establish performance targets that address the performance measures described in section 150(c), where applicable, to use in tracking progress towards attainment of critical outcomes for the region of the metropolitan planning organization.

(II) COORDINATION.—Selection of performance targets by a metropolitan planning organization shall be coordinated with the relevant State to ensure consistency, to the maximum extent practicable.

(ii) PUBLIC TRANSPORTATION PERFORMANCE TARGETS. —Selection of performance targets by a metropolitan planning organization shall be coordinated, to the maximum extent practicable, with providers of public transportation to ensure consistency with sections 5326(c) and 5329(d) of title 49.

(C) TIMING.—Each metropolitan planning organization shall establish the performance targets under subparagraph (B) not later than 180 days after the date on which the relevant State or provider of public transportation establishes the performance targets.



(D) INTEGRATION OF OTHER PERFORMANCE-BASED PLANS.—A metropolitan planning organization shall integrate in the metropolitan transportation planning process, directly or by reference, the goals, objectives, performance measures, and targets described in other State transportation plans and transportation processes, as well as any plans developed under chapter 53 of title 49 by providers of public transportation, required as part of a performance-based program.

(3) FAILURE TO CONSIDER FACTORS.—The failure to consider any factor specified in paragraphs (1) and (2) shall not be reviewable by any court under this title or chapter 53 of title 49, subchapter II of chapter 5 of title 5, or chapter 7 of title 5 in any matter affecting a transportation plan, a TIP, a project or strategy, or the certification of a planning process.

(i) DEVELOPMENT OF TRANSPORTATION PLAN.—

(1) REQUIREMENTS.—

(A) IN GENERAL.—Each metropolitan planning organization shall prepare and update a transportation plan for its metropolitan planning area in accordance with the requirements of this subsection.

(B) FREQUENCY.—

(i) IN GENERAL.—The metropolitan planning organization shall prepare and update such plan every 4 years (or more frequently, if the metropolitan planning organization elects to update more frequently) in the case of each of the following:

(I) Any area designated as nonattainment, as defined in section 107(d) of the Clean Air Act (42 U.S.C. 7407(d)).

(II) Any area that was nonattainment and subsequently designated to attainment in accordance with section 107(d)(3) of that Act (42 U.S.C. 7407(d)(3)) and that is subject to a maintenance plan under section 175A of that Act (42 U.S.C. 7505a).

(ii) OTHER AREAS.—In the case of any other area required to have a transportation plan in accordance with the requirements of this subsection, the metropolitan planning organization shall prepare and update such plan

every 5 years unless the metropolitan planning organization elects to update more frequently.

(2) TRANSPORTATION PLAN.— A transportation plan under this section shall be in a form that the Secretary determines to be appropriate and shall contain, at a minimum, the following:

(A) IDENTIFICATION OF TRANSPORTATION FACILITIES.—

(i) IN GENERAL.—An identification of transportation facilities (including major roadways, transit, multimodal and intermodal facilities, nonmotorized transportation facilities, and intermodal connectors) that should function as an integrated metropolitan transportation system, giving emphasis to those facilities that serve important national and regional transportation functions.

(ii) FACTORS.—In formulating the transportation plan, the metropolitan planning organization shall consider factors described in subsection (h) as the factors relate to a 20-year forecast period.

(B) PERFORMANCE MEASURES AND TARGETS.—A description of the performance measures and performance targets used in assessing the performance of the transportation system in accordance with subsection (h)(2).

(C) SYSTEM PERFORMANCE REPORT.—A system performance report and subsequent updates evaluating the condition and performance of the transportation system with respect to the performance targets described in subsection (h)(2), including—

(i) progress achieved by the metropolitan planning organization in meeting the performance targets in comparison with system performance recorded in previous reports; and

(ii) for metropolitan planning organizations that voluntarily elect to develop multiple scenarios, an analysis of how the preferred scenario has improved the conditions and performance of the transportation system and how changes in local policies and investments have impacted the costs necessary to achieve the identified performance targets.

(4) OPTIONAL SCENARIO DEVELOPMENT.—

(A) IN GENERAL.—A metropolitan planning organization may, while fitting the needs and complexity of its community, voluntarily elect to develop multiple scenarios for consideration as part of the development of the metropolitan transportation plan, in accordance with subparagraph (B).

(B) RECOMMENDED COMPONENTS.—A metropolitan planning organization that chooses to develop multiple scenarios under subparagraph (A) shall be encouraged to consider—

(i) potential regional investment strategies for the planning horizon;

(ii) assumed distribution of population and employment;

(iii) a scenario that, to the maximum extent practicable, maintains baseline conditions for the performance measures identified in subsection (h)(2);

(iv) a scenario that improves the baseline conditions for as many of the performance measures identified in subsection (h)(2) as possible;

(v) revenue constrained scenarios based on the total revenues expected to be available over the forecast period of the plan; and

(vi) estimated costs and potential revenues available to support each scenario.

(C) METRICS.—In addition to the performance measures identified in section 150(c), metropolitan planning organizations may evaluate scenarios developed under this paragraph using locally-developed measures.

(j) Metropolitan TIP.—

(1) DEVELOPMENT.—

(A) IN GENERAL.—In cooperation with the State and any affected public transportation operator, the metropolitan planning organization designated for a metropolitan area shall develop a TIP for the metropolitan planning area that—

(i) contains projects consistent with the current metropolitan transportation plan;

(ii) reflects the investment priorities established in the current metropolitan transportation plan; and

(iii) once implemented, is designed to make progress toward achieving the performance targets established under subsection (h)(2).

(B) OPPORTUNITY FOR COMMENT.—In developing the TIP, the metropolitan planning organization, in cooperation with the State and any affected public transportation operator, shall provide an opportunity for participation by interested parties in the development of the program, in accordance with subsection (i)(5).

(C) FUNDING ESTIMATES.—For the purpose of developing the TIP, the metropolitan planning organization, public transportation agency, and State shall cooperatively develop estimates of funds that are reasonably expected to be available to support program implementation.

(D) UPDATING AND APPROVAL.—The TIP shall be—

(i) updated at least once every 4 years; and

(ii) approved by the metropolitan planning organization and the Governor.

(2) CONTENTS.—

(A) PRIORITY LIST.—The TIP shall include a priority list of proposed Federally supported projects and strategies to be carried out within each 4-year period after the initial adoption of the TIP.

(B) FINANCIAL PLAN.—The TIP shall include a financial plan that—

(i) demonstrates how the TIP can be implemented;

(ii) indicates resources from public and private sources that are reasonably expected to be available to carry out the program;

(iii) identifies innovative financing techniques to finance projects, programs, and strategies; and

(iv) may include, for illustrative purposes, additional projects that would be included in the approved TIP if reasonable additional resources beyond those identified in the financial plan were available.

(C) DESCRIPTIONS.—Each project in the TIP shall include sufficient descriptive material (such as type of work, termini, length, and other similar factors) to identify the project or phase of the project.

(D) PERFORMANCE TARGET ACHIEVEMENT.—The transportation improvement program shall include, to the maximum extent practicable, a description of the anticipated effect of the transportation improvement program toward achieving the performance targets established in the metropolitan transportation plan, linking investment priorities to those performance targets.

(l) Report on performance-based planning processes.—

(1) IN GENERAL.—The Secretary shall submit to Congress a report on the effectiveness of the performance-based planning processes of metropolitan planning organizations under this section, taking into consideration the requirements of this subsection

(2) REPORT.—Not later than 5 years after the date of enactment of the MAP–21, the Secretary shall submit to Congress a report evaluating—

(A) the overall effectiveness of performance-based planning as a tool for guiding transportation investments;

(B) the effectiveness of the performance-based planning process of each metropolitan planning organization under this section;

(C) the extent to which metropolitan planning organizations have achieved, or are currently making substantial progress toward achieving, the performance targets specified under this section and whether metropolitan planning organizations are developing meaningful performance targets; and

(D) the technical capacity of metropolitan planning organizations that operate within a metropolitan planning area of less than 200,000 and their ability to carry out the requirements of this section.

(3) PUBLICATION.—The report under paragraph (2) shall be published or otherwise made available in electronically accessible formats and means, including on the Internet.

**IV. SEC. 1113. CONGESTION MITIGATION AND AIR QUALITY IMPROVEMENT PROGRAM.**

(c) Special rules.—

(1) PROJECTS FOR PM-10 NONATTAINMENT AREAS.—A State may obligate funds apportioned to the State under section 104(b)(4) for a project or program for an area that is nonattainment for ozone or carbon monoxide, or both, and for PM-10 resulting from transportation activities, without regard to any limitation of the Department of Transportation relating to the type of ambient air quality standard such project or program addresses.

(2) ELECTRIC VEHICLE AND NATURAL GAS VEHICLE INFRASTRUCTURE.—A State may obligate funds apportioned under section 104(b)(4) for a project or program to establish electric vehicle charging stations or natural gas vehicle refueling stations for the use of battery powered or natural gas fueled trucks or other motor vehicles at any location in the State except that such stations may not be established or supported where commercial establishments serving motor vehicle users are prohibited by section 111 of title 23, United States Code.

(3) HOV FACILITIES.—No funds may be provided under this section for a project which will result in the construction of new capacity available to single occupant vehicles unless the project consists of a high occupancy vehicle facility available to single occupant vehicles only at other than peak travel times.;

(i) Evaluation and Assessment of Projects—

(1) DATABASE-

(A) IN GENERAL- Using appropriate assessments of projects funded under the congestion mitigation and air quality program and results from other research, the Secretary shall maintain and disseminate a cumulative database describing the impacts of the projects, including specific information about each project, such as the project name, location, sponsor, cost, and, to the extent already measured by the project sponsor, cost-effectiveness, based on reductions in congestion and emissions.

(B) AVAILABILITY- The database shall be published or otherwise made readily available by the Secretary in electronically accessible format and means, such as the Internet, for public review.

(2) COST EFFECTIVENESS-

(A) IN GENERAL- The Secretary, in consultation with the Administrator of the Environmental Protection Agency, shall evaluate projects on a periodic basis and develop a table or other similar medium that illustrates the cost-effectiveness of a range of project types eligible for funding under this section as to how the projects mitigate congestion and improve air quality.

(B) CONTENTS- The table described in subparagraph (A) shall show measures of cost-effectiveness, such as dollars per ton of emissions reduced, and assess those measures over a variety of timeframes to capture impacts on the planning timeframes outlined in section 134.

(C) USE OF TABLE- States and metropolitan planning organizations shall consider the information in the table when selecting projects or developing performance plans under subsection (l).

(k) Priority for use of funds in PM2.5 areas.—

(1) IN GENERAL.—For any State that has a nonattainment or maintenance area for fine particulate matter, an amount equal to 25 percent of the funds apportioned to each State under section 104(b)(4) for a nonattainment or maintenance area that are based all or in part on the weighted population of such area in fine particulate matter nonattainment shall be obligated to projects that reduce such fine particulate matter emissions in such area, including diesel retrofits.

(2) CONSTRUCTION EQUIPMENT AND VEHICLES.—In order to meet the requirements of paragraph (1), a State or metropolitan planning organization may elect to obligate funds to install diesel emission control technology on nonroad diesel equipment or on-road diesel equipment that is operated on a highway construction project within a PM2.5 nonattainment or maintenance area.

(l) Performance plan.—

(1) IN GENERAL.—Each metropolitan planning organization serving a transportation management area (as defined in section 134) with a population over 1,000,000 people representing a nonattainment or maintenance area shall develop a performance

plan that—

(A) includes an area baseline level for traffic congestion and on-road mobile source emissions for which the area is in nonattainment or maintenance;

(B) describes progress made in achieving the performance targets described in section 150(d); and

(C) includes a description of projects identified for funding under this section and how such projects will contribute to achieving emission and traffic congestion reduction targets.

(2) **UPDATED PLANS.**—Performance plans shall be updated biennially and include a separate report that assesses the progress of the program of projects under the previous plan in achieving the air quality and traffic congestion targets of the previous plan.



## **V. ACCOUNTABILITY FOR ACHIEVEMENT OF PERFORMANCE TARGETS.**

### **SEC. 1106. NATIONAL HIGHWAY PERFORMANCE PROGRAM.**

(a) In General- Section 119 of title 23, United States Code, is amended to read as follows:

#### Sec. 119. National highway performance program

(e) State Performance Management-

(7) PERFORMANCE ACHIEVEMENT- A State that does not achieve or make significant progress toward achieving the targets of the State for performance measures described in section 150(d) for the National Highway System for 2 consecutive reports submitted under this paragraph shall include in the next report submitted a description of the actions the State will undertake to achieve the targets.

(f) Interstate System and NHS Bridge Conditions-

(1) CONDITION OF INTERSTATE SYSTEM-

(A) PENALTY- If, during 2 consecutive reporting periods, the condition of the Interstate System, excluding bridges on the Interstate System, in a State falls below the minimum condition level established by the Secretary under section 150(c)(3), the State shall be required, during the following fiscal year--

(i) to obligate, from the amounts apportioned to the State under section 104(b)(1), an amount that is not less than the amount of funds apportioned to the State for fiscal year 2009 under the Interstate maintenance program for the purposes described in this section (as in effect on the day before the date of enactment of the MAP-21), except that for each year after fiscal year 2013, the amount required to be obligated under this clause shall be increased by 2 percent over the amount required to be obligated in the previous fiscal year; and

(ii) to transfer, from the amounts apportioned to the State under section 104(b)(2) (other than amounts suballocated to metropolitan areas and other areas of the State under section 133(d)) to the apportionment of the State under section 104(b)(1), an amount equal to 10 percent of the amount of funds apportioned to the State for fiscal year 2009 under the Interstate maintenance program for the purposes described in this section (as in effect on the day before the date of enactment of the MAP-21).

(B) RESTORATION- The obligation requirement for the Interstate System in a State required by subparagraph (A) for a fiscal year shall remain in effect for each subsequent fiscal year until such time as the condition of the Interstate System in the State exceeds the minimum condition level established by the Secretary.

(2) CONDITION OF NHS BRIDGES-

(A) PENALTY- If the Secretary determines that, for the 3-year-period preceding the date of the determination, more than 10 percent of the total deck area of bridges in the State on the National Highway System is located on bridges that have been classified as structurally deficient, an amount equal to 50 percent of funds apportioned to such State for fiscal year 2009 to carry out section 144 (as in effect the day before enactment of MAP-21) shall be set aside from amounts apportioned to a State for a fiscal year under section 104(b)(1) only for eligible projects on bridges on the National Highway System.

(B) RESTORATION- The set-aside requirement for bridges on the National Highway System in a State under subparagraph (A) for a fiscal year shall remain in effect for each subsequent fiscal year until such time as less than 10 percent of the total deck area of bridges in the State on the National Highway System is located on bridges that have been classified as structurally deficient, as determined by the Secretary.

SEC. 1112. HIGHWAY SAFETY IMPROVEMENT PROGRAM.

(a) In General- Section 148 of title 23, United States Code, is amended to read as follows:

Sec. 148. Highway safety improvement program

(g) Special Rules-

(1) HIGH-RISK RURAL ROAD SAFETY- If the fatality rate on rural roads in a State increases over the most recent 2-year period for which data are available, that State shall be required to obligate in the next fiscal year for projects on high risk rural roads an amount equal to at least 200 percent of the amount of funds the State received for fiscal year 2009 for high risk rural roads under subsection (f) of this section, as in effect on the day before the date of enactment of the MAP-21.

(2) OLDER DRIVERS- If traffic fatalities and serious injuries per capita for drivers and pedestrians over the age of 65 in a State increases during the most recent 2-year period for which data are available, that State shall be required to include, in the subsequent Strategic Highway Safety Plan of the State, strategies to address the increases in those rates, taking into account the recommendations

included in the publication of the Federal Highway Administration entitled 'Highway Design Handbook for Older Drivers and Pedestrians' (FHWA-RD-01-103), and dated May 2001, or as subsequently revised and updated.

- (i) State Performance Targets-  
If the Secretary determines that a State has not met or made significant progress toward meeting the performance targets of the State established under section 150(d) by the date that is 2 years after the date of the establishment of the performance targets, the State shall—

(1) use obligation authority equal to the apportionment of the State for the prior year under section 104(b)(3) only for highway safety improvement projects under this section until the Secretary determines that the State has met or made significant progress toward meeting the performance targets of the State; and

(2) submit annually to the Secretary, until the Secretary determines that the State has met or made significant progress toward meeting the performance targets of the State, an implementation plan that--

(A) identifies roadway features that constitute a hazard to road users;

(B) identifies highway safety improvement projects on the basis of crash experience, crash potential, or other data-supported means;

(C) describes how highway safety improvement program funds will be allocated, including projects, activities, and strategies to be implemented;

(D) describes how the proposed projects, activities, and strategies funded under the State highway safety improvement program will allow the State to make progress toward achieving the safety performance targets of the State; and

(E) describes the actions the State will undertake to meet the performance targets of the State.

## SEC. 1201. METROPOLITAN TRANSPORTATION PLANNING.

### Sec. 134. Metropolitan transportation planning

#### (5) CERTIFICATION-

(A) IN GENERAL- The Secretary shall--

- (i) ensure that the metropolitan planning process of a metropolitan planning organization serving a transportation

management area is being carried out in accordance with applicable provisions of Federal law; and

(ii) subject to subparagraph (B), certify, not less often than once every 4 years, that the requirements of this paragraph are met with respect to the metropolitan planning process.

(B) REQUIREMENTS FOR CERTIFICATION- The Secretary may make the certification under subparagraph (A) if--

(i) the transportation planning process complies with the requirements of this section and other applicable requirements of Federal law; and

(ii) there is a TIP for the metropolitan planning area that has been approved by the metropolitan planning organization and the Governor.

(C) EFFECT OF FAILURE TO CERTIFY-

(i) WITHHOLDING OF PROJECT FUNDS- If a metropolitan planning process of a metropolitan planning organization serving a transportation management area is not certified, the Secretary may withhold up to 20 percent of the funds attributable to the metropolitan planning area of the metropolitan planning organization for projects funded under this title and chapter 53 of title 49.

(ii) RESTORATION OF WITHHELD FUNDS- The withheld funds shall be restored to the metropolitan planning area at such time as the metropolitan planning process is certified by the Secretary.

(D) REVIEW OF CERTIFICATION- In making certification determinations under this paragraph, the Secretary shall provide for public involvement appropriate to the metropolitan area under review.