

Oahu Metropolitan Planning Organization

Performance-Based Planning and Programming

Implementation Policies and Procedures

Approved by the OahuMPO Policy
Board on September 28, 2021

Introduction

The purpose of the document is to outline the minimum roles and responsibilities of the Hawaii Department of Transportation (HDOT), Oahu Metropolitan Planning Organization (OahuMPO), and the City and County of Honolulu Department of Transportation Services (DTS) to ensure consistency in satisfying the transportation performance management requirements promulgated by the United States Department of Transportation in Title 23 Parts 450 and 490, and Title 49 Parts 625 and 673 of the Code of Federal Regulations (23 CFR). Specifically:

- 23 CFR 450.314(h)(1) requires that “The MPO(s), State(s), and providers of public transportation shall jointly agree upon and develop specific written procedures for cooperatively developing and sharing information related to transportation performance data, the selection of performance targets, the reporting of performance targets, the reporting of performance to be used in tracking progress toward achievement of critical outcomes for the region of the MPO, and the collection of data for the State asset management plan for the National Highway System (NHS).”
- 23 CFR 450.314(h)(2) allows for these provisions to be “Documented in some other means outside the metropolitan planning agreements as determined cooperatively by the MPO(s), State(s), and providers of public transportation.”

As required by 23 CFR 450.314, OahuMPO, HDOT, and DTS documented and agreed to their mutual responsibilities for cooperatively carrying out the multi-modal 3-C (continuing, cooperative and comprehensive) planning process in a Comprehensive Agreement dated July 20, 2015. The Comprehensive Agreement describes the responsibilities of OahuMPO, HDOT, and DTS to cooperatively develop the Oahu Regional Transportation Plan, the Transportation Improvement Program, and other required work products. For the purposes of these procedures and as defined in the Comprehensive Agreement, the OahuMPO, HDOT, and DTS shall mean the Policy Board, the Director of the HDOT, and the Director of DTS respectively.

In addition, in the Data Sharing Supplemental Agreement dated July 1, 2015, OahuMPO, State and Local Agencies agreed to interagency procedures for the collection, maintenance and sharing of regional data and information deemed necessary to carry out the 3-C transportation planning process.

Email communications will be considered written notice for all portions of this document.

Summary of Performance Measures

PM1: Safety

23 CFR 490 Subpart B¹ requires State Departments of Transportation (DOTs) and Metropolitan Planning Organizations (MPOs) to set annual targets for five safety-related performance measures. The federal safety performance measures are consecutive five-year rolling averages for:

- Number of fatalities
- Rate of fatalities per 100 million Vehicle Miles Traveled (VMT)
- Number of serious injuries
- Rate of Serious Injuries per 100 million VMT
- Number of non-motorized fatalities and non-motorized serious injuries (combined)

PM2: Infrastructure Condition

23 CFR 490 Subparts C & D² established performance measures for all State DOTs to use to carry out the National Highway Performance Program (NHPP) and to assess the condition of pavements on the Interstate System, pavements on the National Highway System (NHS) (excluding the Interstate System), and bridges carrying the NHS which include on- and off-ramps connected to the NHS. The pavement and bridge performance measures, collectively referred to as PM-2 measures, include the following:

- % of Interstate pavements in good condition
- % of Interstate pavements in poor condition
- % of Non-Interstate NHS pavements in good condition
- % of Non-Interstate NHS pavements in poor condition
- % of NHS bridges by deck area classified in good condition
- % of NHS bridges by deck area classified in poor condition

PM3: System Performance

23 CFR 490 Subparts E, F and G³ establishes performance measures for State DOTs and MPOs to assess the performance of the interstate system and the performance of the non-Interstate NHS, to assess the national freight movement on the Interstate System and to assess Congestion Mitigation Air Quality (CMAQ) Traffic Congestion for the purpose of carrying out the CMAQ program. These system performance measures, collectively referred to as the PM-3 measures, include the following:

- Percent of Person-miles traveled on the Interstate System that are reliable
- Percent of Person-miles traveled on the Non-Interstate NHS that are reliable
- Interstate System Truck Travel Time Reliability Index

¹ This section of the CFR was updated by the [March 15, 2016 Final Planning Rule for National Performance Management Measures: Highway Safety Improvement Program](#)

² These sections of the CFR were updated by the [1/18/2017 Final Planning Rule for 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.](#)

³ These sections of the CFR were updated by the [1/18/2017 Final Planning Rule System Performance/Freight/CMAQ Performance Measures Final Rule.](#)

The CMAQ Traffic Congestion performance measures are applicable to urbanized areas designated as nonattainment or maintenance areas for ozone, carbon monoxide or particulate matter National Ambient Air Quality Standards (NAAQS). As of the 2018 Annual Summary of Air Quality, Hawaii was in attainment of all NAAQS. CMAQ Traffic Congestion performance measures are not required.

https://health.hawaii.gov/cab/files/2020/05/aqbook_2018.pdf

PM4: Transit⁴

Transit Safety

49 CFR part 673⁵ requires certain operators of public transportation systems that receive federal 5307 funds under Federal Transit Administration's (FTA) Urbanized Area Formula Grants (49 U.S.C. § 5307) to develop safety plans that include the processes and procedures to implement Safety Management Systems (SMS).

The Department of Transportation Services (DTS) is the public transportation provider for the Oahu Metropolitan Planning Organization (OahuMPO) planning area. As DTS is a recipient of federal 5307 funds, it is required to set the following transit safety performance targets per 49 CFR 673.11(a)(3):

- Fatalities (total number, and rate per vehicle revenue miles (VRM) by mode)
- Injuries (total number, and rate per VRM by mode)
- Safety events – accidents, incidents or occurrences (total number, and rate per VRM by mode)
- System Reliability (mean distance between major mechanical failures by mode)

FTA has not specified how transit providers must set their targets nor established a required methodology, only that it must be based on National Transit Database (NTD) data.

Transit Asset Management

49 CFR part 625⁶ establishes a National Transit Asset Management (TAM) System to monitor and manage public transportation capital assets to enhance safety, reduce maintenance costs, increase reliability, and improve performance. Part 625 applies to all recipients and subrecipients of Federal financial assistance under 49 U.S.C. Chapter 53 that own, operate, or manage capital assets used for providing public transportation.

A Tier I provider is defined as an agency that owns, operates, or manages either (1) one hundred and one (101) or more vehicles in revenue service during peak regular service across all fixed route modes or in any one non-fixed route mode, or (2) rail transit. As Tier I agency, DTS is required to develop a Transit Asset Management (TAM) Plan with targets for three required state of good repair measures:

- Rolling Stock: percentage of revenue vehicles (by type) that exceed the useful life benchmark (ULB).
- Equipment: percentage of non-revenue service vehicles (by type) that exceed the ULB.
- Facilities: percentage of facilities (by group) that are rated less than 3.0 on the Transit Economic Requirements Model (TERM) Scale. The TERM scale assigns numerical ratings between 1 and 5 based on condition.

⁴ Transit performance measures include paratransit.

⁵ This section of the CFR was added by the [Public Transportation Agency Safety Plan Final Rule](#) on July 19, 2018.

⁶ This section of the CFR was added by the [Transit Asset Management \(TAM\) Final Rule](#) on July 26, 2016.

Performance-Based Planning & Programming Procedures

1. Development of transportation performance data

- a. The HDOT will provide OahuMPO with a subset for their metropolitan planning area (MPA) of the performance data HDOT collects for use in developing statewide targets.
- b. If OahuMPO chooses to develop their own target for any measure, they will provide the HDOT with any supplemental data used in association with the target-setting process.

2. Selection of transportation performance targets

- a. The HDOT will develop draft statewide federal performance targets required by 23 CFR 490 in coordination with OahuMPO. Coordination may include in-person meetings, web meetings, conference calls, and/or email communication. OahuMPO shall be given an opportunity to provide comments on statewide targets one month prior to final statewide targets adoption.
- b. As Oahu's public transit operator, DTS will select and establish performance targets to meet the federal performance management requirements for transit asset management and transit safety under 49 CFR 625 and 49 CFR 673.11(a)(3). DTS will coordinate with OahuMPO on selection of performance targets per 49 CFR 673.15(b).
- c. OahuMPO selection of performance targets requires action by the Policy Board. If OahuMPO chooses to adopt their own target for any measure, OahuMPO will develop draft performance targets in coordination with the HDOT and DTS. Coordination methods will be at the discretion of OahuMPO, but the HDOT and DTS shall be provided an opportunity to provide comments on OahuMPO's draft performance targets prior to final approval.
- d. See Section 5 for target setting schedules for all performance measures.

3. Reporting of performance targets

- a. The HDOT and DTS' performance targets will be reported to the Federal Highway Administration (FHWA) and FTA in a manner consistent with federal requirements. The HDOT and DTS will each provide OahuMPO written notice when they have reported final targets.
- b. OahuMPO performance targets will be reported to the HDOT and DTS.
 - i. For each target, OahuMPO will provide the following information no later than 180 days after the date HDOT or DTS establishes performance targets, or the date specified by federal code:
 1. Written agreement to adopt the HDOT or DTS' targets and to plan and program projects so that they contribute toward the accomplishment of adopted targets, or;
 2. Written notification that OahuMPO will set a quantifiable target for that performance measure for the OahuMPO planning area.

- a. If a quantifiable target is set for the OahuMPO planning area, OahuMPO will provide any supplemental data used in determining any such target.
3. Documentation of OahuMPO's targets, support of HDOT's target or DTS targets will be provided in the form of written notification (23 CFR 490.107(c)).

4. Reporting of progress toward targets

- a. The HDOT will include information outlined in 23 CFR 450.216(f) in any statewide transportation plan amended or adopted after May 27, 2018, and information outlined in 23 CFR 450.218(q) in any Statewide Transportation Improvement Program (STIP) amended or adopted after May 27, 2018.
- b. OahuMPO will include information outlined in 23 CFR 450.324(f)(3-4) in any amended or adopted Oahu Regional Transportation Plan after May 27, 2018, and information outlined in 23 CFR 450.326(d) in any Transportation Improvement Program (TIP) amended or adopted after May 27, 2018.
- c. Reporting of targets and performance by the HDOT, DTS, and OahuMPO shall conform to 23 CFR 490, 49 CFR 625, and 49 CFR 673.
- d. Reporting of performance to be used in tracking progress toward attainment of critical outcomes for the OahuMPO planning area.
 - i. HDOT will provide OahuMPO with an update of the data subset for their MPA of the HDOT performance data used in developing statewide targets including prior performance data.
 - ii. If OahuMPO chooses to select its own targets, OahuMPO will use the data subset for their MPA to report progress towards targets.
- e. The collection of data for the HDOT asset management plans for the NHS.
 - i. The HDOT will be responsible for collecting bridge and pavement condition data for the HDOT asset management plan for the NHS facilities under the jurisdiction of the HDOT.
 - ii. The City and County of Honolulu's Department of Design and Construction will be responsible for collecting bridge and pavement condition data for the HDOT asset management plan for the NHS facilities under the jurisdiction of the City and County of Honolulu. The City and County of Honolulu will share this data with the HDOT.

5. Target Setting and Progress Reporting Schedule

The below timeframes and reporting requirements are specific to HDOT & DTS. OahuMPO's reporting responsibilities and timeframes are described earlier in this document.

Review Hawaii's Performance Dashboard for PM1, PM2 and PM3 here:

<https://www.fhwa.dot.gov/tpm/reporting/state/state.cfm?state=Hawaii>

PM1: Safety

The Highway Safety Improvement Program (HSIP) Report is **due annually by August 31st**. The HSIP report must be submitted to the FHWA Division Administrator via FHWA's online reporting tool. The report must include the following:

- Annual safety performance targets
- Progress being made to implement the HSIP
- Progress implementing highway safety improvement projects
- Progress in achieving safety outcomes and performance targets
- Refer to 23 CFR 924.15 and 23 CFR 290 Subpart B for more information

PMs 2-3: Pavement & Bridge Condition, Travel Time & Freight Reliability

Reporting of performance targets and progress toward achieving targets for PMs 2 and 3 are reported to FHWA in electronic format. Baseline, Mid and Final Performance Period Reports are due on the dates in the table below:

Performance Period Report Deadlines for PM2 and PM3

Initial Performance Period Jan 1, 2018 – Dec 31, 2021			Second Performance Period Jan 1, 2022 – Dec 31, 2025			Third Performance Period Jan 1, 2026 – Dec 31, 2029		
Baseline	Mid	Final	Baseline	Mid	Final	Baseline	Mid	Final
10/1/18	10/1/20	10/1/22	10/1/22	10/1/24	10/1/26	10/1/26	10/1/28	10/1/30

Baseline Performance Period Report

- Targets: Shall include 2-year and 4-year targets for the performance period and a discussion of the basis for each established target.
- Baseline Condition/Performance: Baseline condition/performance derived from the latest data collected through the beginning date of the performance period.
- Urbanized area boundaries and population data for targets.
- Refer to 23 CFR 490.107(b)(1) for additional requirements.

Mid Performance Period Progress Report

- 2-year condition/performance.
- 2-year progress in achieving performance targets.
- May submit an adjusted 4-year target to replace a previously established 4-year target.

- Refer to 23 CFR 490.107(b)(2) for additional requirements.
- For PMs 2 and 3, if OahuMPO had adopted HDOT’s 4-year targets, and HDOT adjusts those 4-year targets in the Mid Performance Period Progress Report, then OahuMPO has an option, within 180 days, to report to HDOT whether it will either: (i) adopt HDOT’s adjusted targets by agreeing to plan and program projects so that they contribute toward the accomplishment of the adjusted targets; or (ii) commit to a new quantifiable target for that performance measure for its metropolitan planning area [23 CFR 490.105(f)(1) and (f)(3)].
- For PMs 2 and 3, if OahuMPO had adopted its own 4-year targets, then OahuMPO may adjust its targets in a manner that is collectively developed, documented, and mutually agreed upon by OahuMPO and HDOT. This is regardless of whether HDOT adjusts its 4-year target in the Mid Performance Period Progress Report or not [23 CFR 490.105(f)(8)].

Final Performance Period Progress Report

- 4-year condition/performance.
- 4-year progress in achieving performance targets.
- Refer to 23 CFR 490.107(b)(3) for additional requirements.

PM4: Transit

Public Transportation Agency Safety Plan

- A Public Transportation Agency Safety Plan (PTASP) must at a minimum be reviewed and updated annually in July per 49 CFR 673 Subpart B, and the City’s existing PTASP/Transit Agency Safety Plan.
- Documentation related to DTS’ P T A Safety P and S M S must be maintained at all times and made available upon request by the FTA, other Federal entity or a State Safety Oversight Agency having jurisdiction.
- These documents must be maintained for a minimum of three years after they are created.

Transit Asset Management

- A TAM plan must cover a horizon period of at least four (4) years and coincide with the planning cycle for the STIP/TIP.
- DTS must update its entire TAM plan at least once every four (4) years. DTS’ TAM plan update should coincide with the planning cycle for the relevant STIP or TIP.
- DTS may update its TAM plan at any time during the TAM plan horizon period.
- Annual reporting for TAM per 49 CFR 625.55 is due annually by October 31st.
 - DTS must submit an annual data report to FTA’s NTD
 - DTS must submit an annual narrative report to the NTD

TAM Plan Submission Deadlines

Performance Period	Deadline	Time Period Covered
Initial	10/1/2018	10/2018 - 9/2022
Second	10/1/2022	10/2022 – 9/2026
Third	10/1/2026	10/2026 – 9/2030
Fourth	10/1/2030	10/2030 – 9/2034