



GREAT FALLS AREA

Long Range Transportation Plan - 2018 Update

APPENDIX I: Performance Measures and Targets



PERFORMANCE MEASURES AND TARGETS

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Inclusive of Amendment #1



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PERFORMANCE MEASURES AND TARGETS

1.0 BACKGROUND

The *Fixing America's Surface Transportation (FAST) Act* was passed by Congress and signed into law on December 4, 2015. The bill replaces the *Moving Ahead for Progress in the 21st Century (MAP-21)* federal legislation that was in place during the 2014 LRTP. MAP-21 included provisions to create a surface transportation program that is more streamlined, performance-based, and multimodal. MAP-21 addressed challenges like improving safety, maintaining infrastructure condition, reducing traffic congestion, improving the efficiency of the system and freight movement, protecting the environment, and reducing delays in project delivery. MAP-21 transformed the Federal-aid highway program and the Federal transit program by establishing new requirements for performance management to help ensure the most efficient investment of Federal transportation funds.

Performance management is a strategic, structured approach intended to improve project and program delivery, inform investment decision-making, and increase transparency and accountability to the public. MAP-21 built upon the framework of previous federal transportation planning processes by requiring State departments of transportation (DOTs), Metropolitan Planning Organizations (MPOs), and operators of public transportation to link investment priorities to the achievement of performance targets for key areas, including safety, infrastructure condition, congestion, system reliability, emissions, and freight movement.

The FAST Act left many of the provisions from MAP-21 intact, and continues MAP-21's overall performance management approach. As part of the required performance-based approach, statewide and metropolitan transportation planning processes must use a performance-based approach to decision-making in support of the national goal areas found in 23 U.S.C. 150(b) and the general purposes described in 49 U.S.C. 5301:

- **Safety** - To achieve a significant reduction in traffic fatalities and serious injuries on all public roads.
- **Infrastructure Condition** - To maintain the highway infrastructure asset system in a state of good repair.
- **Congestion Reduction** - To achieve a significant reduction in congestion on the NHS.
- **System Reliability** - To improve the efficiency of the surface transportation system.
- **Freight Movement and Economic Vitality** - To improve the national highway freight network, strengthen the ability of rural communities to access national and international trade markets, and support regional economic development.
- **Environmental Sustainability** - To enhance the performance of the transportation system while protecting and enhancing the natural environment.
- **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.

MAP-21 and the FAST Act establish a strong linkage between performance measures and performance targets. These measures and targets are connected through transportation plans and programs developed at the statewide level and locally for metropolitan areas. State DOTs and MPOs are responsible for setting performance targets for national performance measures, as well as any additional measures desired to support local priorities. In accordance with Federal law, the US Department of

Transportation (USDOT) is responsible for identifying performance measures related to national highway and transit performance goals that States and MPOs must establish performance targets for. With these national goals as a baseline, State DOTs and MPOs may identify additional performance measures and targets that address local community visions and goals.

Performance-based planning incorporates specific performance measures and targets into existing transportation planning and programming processes. The process relies on the development of a strategic direction defined by identified goals, objectives, and performance measures which will guide future planning and decision-making. Performance-based long-range plans identify trends and targets; define strategies; analyze alternatives; and develop investment priorities. Long-range transportation plans are linked to a transportation improvement program (TIP) for MPO areas or statewide transportation improvement program (STIP) to identify and deliver projects that improve performance and achieve targets according to the established strategic direction. Monitoring the performance and results of projects and programs helps evaluate success and provide information that informs future planning efforts.

2.0 PERFORMANCE MEASURES AND TARGETS

Performance measures are essential elements of a performance-based planning process. Performance measures are derived from the goals and objectives of the transportation planning process and provide metrics that can be used to assess progress toward meeting the identified goals and objectives. How performance is defined and measured can significantly affect the types of projects and strategies that are advanced through the planning process by decisionmakers.

Performance measures serve a variety of important purposes within performance-based planning and programming processes including:

- Defining metrics for achievement of goals for the transportation system;
- Providing metrics to track the performance and overall effectiveness of transportation projects or strategies over time;
- Helping define performance targets; and
- Providing a consistent basis for comparing alternative investments or policies to make better decisions.

While a performance measure itself provides a metric for comparison, a performance-based planning approach requires the identification of a desired trend (direction of results) or target (specific level of performance to be achieved within a certain timeframe) for each measure to track the performance of projects and strategies and analyze their effectiveness. Performance targets may be directional (e.g., reduce, increase, maintain), aspirational (reflecting a broad objective), or specific numerical targets (e.g., annual reduction in the number of fatalities or incapacitating injuries). Targets must be realistic and achievable.

Implementing performance targets implies sufficient baseline data exists to quantify past trends and/or agencies are willing to commit the time and resources necessary to collect data that can be used to monitor performance and inform future transportation decision-making.

2.1. NATIONAL PERFORMANCE MEASURES

The USDOT is responsible for establishing the performance measures that will be used to assess progress in three apportioned Federal-aid programs including: the National Highway Performance Program (NHPP); the Highway Safety Improvement Program (HSIP); and the Congestion Management and Air Quality (CMAQ) program.

As required by the MAP-21 and FAST Act, the USDOT has implemented performance requirements by adopting a series of rules that establish a set of performance measures for use by State DOTs and MPOs. The rules serve to implement the performance management framework called for in MAP-21 and the FAST Act. Considered together, these recent regulations provide measures to effectively evaluate and track the performance of transportation systems across the Nation. State DOTs and MPOs are expected to use the information and data generated as a result of these new regulations to inform their own transportation planning and programming decisions.

In accordance with 23 U.S.C. 150(c), the Federal Highway Administration (FHWA) established the following measures to assess transportation system performance:

1. Serious injuries per vehicle miles traveled (VMT).
2. Fatalities per VMT.
3. Number of serious injuries.
4. Number of fatalities.
5. Number of combined non-motorized fatalities and non-motorized serious injuries.
6. Pavement condition on the Interstate System.
7. Pavement condition on the non-Interstate National Highway System (NHS).
8. Bridge condition on the NHS.
9. Traffic congestion.
10. On-road mobile source emissions.
11. Freight movement on the Interstate System.
12. Performance of the Interstate System.
13. Performance of the non-Interstate NHS.
14. The percentage of non-revenue, support-service and maintenance vehicles that have either met or exceeded their useful life benchmark (ULB).
15. The percentage of rolling stock vehicles that have either met or exceeded their ULB.
16. The percentage of track segments with performance restrictions for rail fixed guideway, track, signals, and systems.
17. The percentage of facilities rated below condition 3 on the Transit Economic Requirements Model (TERM) scale.

2.1.1. Highway Safety Improvement Program and Safety Performance Management Final Rules

Under the *Highway Safety Improvement Program (HSIP) and Safety Performance Management Measures Final Rules*¹, which became effective on April 16, 2014, FHWA established five performance measures to carry out the HSIP and to assess serious injuries and fatalities on all public roads. In addition, the rule establishes the process for State DOTs and MPOs to establish and report their safety targets and progress made in meeting their safety targets, and the process FHWA will use to assess whether State DOTs have met or made significant progress toward meeting safety targets. The five performance measures to assess performance and carry out the HSIP established in the rule include:

- Number of fatalities;
- Rate of fatalities per VMT;
- Number of serious injuries;

¹ Final Rule on “National Performance Management Measures: Highway Safety Improvement Program”: Docket No. FHWA–2013–0020, RIN 2125–AF49, Federal Register - RIN 2125–AF49 Vol. 81, No. 50, Pg. 13882 - March 15, 2016: <https://www.gpo.gov/fdsys/pkg/FR-2016-03-15/pdf/2016-05202.pdf>.

- Rate of serious injuries per VMT; and
- Number of combined non-motorized fatalities and non-motorized serious injuries.

2.1.2. Pavement and Bridge Condition Performance Measures Final Rule

FHWA established performance measures to assess pavement and bridge conditions on the Interstate System and non-Interstate NHS in the *Pavement and Bridge Condition Performance Measures Final Rule*², which became effective on May 20, 2017. Four measures were adopted to assess pavement condition:

- 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 NHS (excluding the Interstate System) in Good condition; and
- Percentage of pavements on the NHS (excluding the Interstate System) in Poor condition.

The two performance measures for assessing bridge condition adopted under the rule include:

- Percentage of NHS bridges classified as in Good condition; and
- Percentage of NHS bridges classified as in Poor condition.

The final rule applies to all bridges carrying the NHS, including bridge on- and off-ramps connected to the NHS.

2.1.3. System Performance/Freight/CMAQ Performance Measures Final Rule

The *System Performance/Freight/CMAQ Performance Measures Final Rule*³ establishes performance measures that State DOTs and MPOs will use to report on the performance of the Interstate and non-Interstate NHS; freight movement on the Interstate system to carry out the National Highway Freight Program (NHFP); and traffic congestion and on-road mobile source emissions to carry out the CMAQ Program. The final rule became effective on May 20, 2017, except for portions of the rule related to the Greenhouse Gas (GHG) measure (the percent change in tailpipe CO₂ emissions on the NHS compared to the calendar year 2017 level). On October 5, 2017, the FHWA published a notice of proposed rulemaking to repeal of the GHG measure. FHWA plans to issue a Final Rule in Spring 2018 announcing its decision on whether to repeal, retain, or revise the GHG measure.

The following performance measures were adopted for system performance:

- Percent of reliable person-miles traveled on the Interstate; and
- Percent of reliable person-miles traveled on the non-Interstate NHS.

² Final Rule on “National Performance Management Measures; Assessing Pavement Condition for the National Highway Performance Program and Bridge Condition for the National Highway Performance Program”: Docket No. FHWA–2013–0053, RIN 2125–AF53, Federal Register - Vol. 82, No. 11, Pg. 5886- January 18, 2017: <https://www.gpo.gov/fdsys/pkg/FR-2017-01-18/pdf/2017-00550.pdf>.

³ Final Rule on “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”: Docket No. FHWA–2013–0054, RIN 2125–AF54, Federal Register - Vol. 82, No. 11, Pg. 5970 - January 18, 2017: <https://www.gpo.gov/fdsys/pkg/FR-2017-01-18/pdf/2017-00681.pdf>.

One measure to assess freight movement on the Interstate system was adopted:

- Percentage of Interstate system mileage providing for reliable truck travel time (Truck Travel Time Reliability Index).

The final rule also established the following measures to help assess the performance of the CMAQ program:

- Total emissions reductions for applicable pollutants;
- Annual hours of peak hour excessive delay per capita; and
- Percent of non-single occupancy vehicle travel.

As discussed in section 2.2 below, the “annual hours of peak hour excessive delay per capita” and “percent of non-single occupancy vehicle travel” performance measures are not applicable to the State of Montana.

2.1.4. Transit Asset Management Final Rule

The Federal Transit Administration (FTA) adopted the *Transit Asset Management Final Rule*⁴ which requires public transportation providers to develop and implement transit asset management (TAM) plans with asset inventories, condition assessments of inventoried assets, and a prioritized list of investments to improve the state of good repair of their capital assets. The final rule (effective as of October 1, 2016) also established “state of good repair” (SGR) standards and four associated performance measures including:

- The percentage of non-revenue, support-service and maintenance vehicles that have either met or exceeded their ULB;
- The percentage of rolling stock vehicles that have either met or exceeded their ULB;
- The percentage of track segments with performance restrictions for rail fixed guideway, track, signals, and systems; and
- The percentage of facilities rated below condition 3 on the TERM scale.

2.2. STATE OF MONTANA PERFORMANCE MEASURES AND TARGETS

The recently enacted Final Rules mandate MDT measure and report performance in the following areas: safety performance, pavement and bridge, system performance/congestion, freight movement, congestion mitigation and air quality (CMAQ), and transit asset management.

Consistent with this requirement, MDT has implemented the national performance measures with the following exceptions:

- Per 23 CFR 490.703, MDT is not required to implement the *Annual Hours of Peak Hour Excessive Delay Per Capita Measure* or the *Percent of Non-SOV Travel Measure* because the state of Montana lacks urban areas with populations exceeding 1 million.
- The *Percent of the Interstate System Where Peak Hour Travel Times Meet Expectations* and *Percent of the Non-Interstate NHS Where Peak Hour Travel Times Meet Expectations* measures are not applicable to Montana.

⁴ Final Rule on “Transit Asset Management; National Transit Database”: Docket No. FTA–2014–0020, RIN 2132–AB07, Federal Register - Federal Register / Vol. 81, No. 143, Pg. 48890 - July 26, 2016: <https://www.gpo.gov/fdsys/pkg/FR-2016-07-26/pdf/2016-16883.pdf>.

- The performance measure for rail fixed guideway, track, signals, and systems is not applicable because the state lacks rail fixed guideway public transportation assets.

MDT has the option of establishing additional performance measures.

The federal rulemaking outlines a process to be used by State DOTs to establish quantifiable statewide performance targets to be achieved over 2-year and 4-year performance periods, with the first performance period beginning in 2018. The Final Rules require State DOTs to set statewide performance targets by May 20, 2018 for the condition of pavements on the Interstate System and on the NHS (excluding the Interstate); for the condition of bridges on the NHS, including bridges crossing state borders regardless of ownership or maintenance responsibility; for total emission reductions, and for federally-funded public transportation capital assets included in a statewide group transit asset management plan (TAMP). State DOTs must also incorporate performance targets into their statewide transportation plans and STIPs.

Consistent with federal rules, MDT has established all required performance targets for the national performance measures applicable in Montana. Adopted performance targets are summarized below.

SAFETY PERFORMANCE

PERFORMANCE MEASURE	2018 TARGET 5-YEAR AVERAGE*
Number of Fatalities	187.4
Fatality Rate	1.462
Number of Serious Injuries.	892.8
Serious Injury Rate	6.968
Number of combined non-motorized fatalities and non-motorized serious injuries.	73.2

* Safety performance targets are statewide totals or rates for 2019. Targets are based on a rolling 5-year average and determined annually.

PAVEMENT AND BRIDGE CONDITION

PERFORMANCE MEASURE	2-YEAR TARGET	4-YEAR TARGET
NHS Pavement Condition	—	54% = Good Condition 3% = Poor Condition
Non-Interstate NHS Pavement Condition	44% = Good Condition 6% = Poor Condition	44% = Good Condition 6% = Poor Condition
NHS Bridge Condition (Bridge Deck Area)	12% = Good Condition 9% = Poor Condition	12% = Good Condition 9% = Poor Condition

SYSTEM PERFORMANCE AND FREIGHT MOVEMENT

PERFORMANCE MEASURE	2-YEAR & 4-YEAR TARGETS
Interstate Travel Time Reliability (% Reliable – person miles)	98%
Non-Interstate Travel Time Reliability (% Reliable – person miles)	80%
Interstate Truck Travel Time Reliability (Truck Travel Time Reliability Index)	1.30

CMAQ ON-ROAD EMISSIONS SOURCES

PERFORMANCE MEASURE	2-YEAR & 4-YEAR TARGETS*
CO Emissions	> 0 kg/day
PM ₁₀ Emissions	
PM _{2.5} Emissions	

* Targets for each criteria pollutant are based on quantitative emissions benefits reported in the CMAQ Public Access System — Missoula’s mandatorily funded projects. This limits future performance to certain projects funded in the Missoula MPO area.

After targets are established, FHWA will regularly assess progress in achieving defined performance targets. Significant progress will be demonstrated if condition is equal to or better than the established target, or better than the baseline condition. If significant progress toward achieving the performance target cannot be demonstrated in two consecutive FHWA assessments, State DOTs are required to include a description of actions to be undertaken to achieve all related targets in its next performance report. For transit assets included in the statewide group TAMP, State DOTs must submit a consolidated report each year to the FTA describing progress made towards meeting performance targets. Failure to report may result in ineligibility for federal funding.

MDT is obligated to submit a baseline Performance Report by October 1, 2018, followed by 2-year and 4-year Performance Reports in 2020 and 2022, respectively.

2.3. MPO PERFORMANCE MEASURES AND TARGETS

MPOs must also establish performance targets that reflect national performance goals and the performance measures adopted by USDOT. To ensure consistency, MAP-21 and the FAST Act requires coordination between State DOTs, MPOs, and transit agencies when setting performance targets.

MPOs are required to set performance targets in relation to the national performance measures within 180 days of when States set performance targets. MPOs can decide to support the relevant State target or establish their own, unique and quantifiable target each time the State DOT establishes a target. To ensure consistency, MPOs must, to the maximum extent practicable, coordinate with the relevant State DOT and public transportation providers when setting performance targets.

3.0 GREAT FALLS AREA LRTP PERFORMANCE MEASURES

Federal transportation planning requirements dictate that MPOs describe the performance measures and targets that will be used in their metropolitan area transportation planning processes. Consistent with this requirement, the Great Falls MPO has incorporated the performance measures established by MDT with respect to pavement and bridge condition, safety performance, system performance and freight movement, congestion mitigation and air quality (CMAQ), and transit asset management into the LRTP.

The performance measures discussed previously are directly related to the goals and objectives established for the LRTP. The performance measures and their alignment with the stated goals of the LRTP are presented in **Table 1**.

Table 1: MPO Adopted Performance Measures to Support LRTP Goals

		Great Falls Area LRTP Goals							
		Goal 1: Maintain the existing transportation system.	Goal 2: Improve the efficiency, performance and connectivity of a balanced transportation system.	Goal 3: Promote consistency between land use and transportation plans to enhance mobility and accessibility.	Goal 4: Provide a safe and secure transportation system.	Goal 5: Support economic vitality of the community.	Goal 6: Protect and enhance environmental sustainability, provide opportunities for active lifestyles, and conserve natural and cultural resources.	Goal 7: Maximize the cost effectiveness of transportation.	
PERFORMANCE MEASURES	PAVEMENT AND BRIDGE CONDITION	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 NHS (excluding the Interstate System) in Good condition.	✓						✓
		Percentage of pavements on the NHS (excluding the Interstate System) in Poor condition.	✓						✓
		Percentage of NHS bridges classified as in Good condition.	✓						✓
		Percentage of NHS bridges classified as in Poor condition.	✓						✓
	SAFETY PERFORMANCE	Number of fatalities				✓			
		Rate of fatalities per vehicle miles traveled (VMT).				✓			
		Number of serious injuries.				✓			
		Rate of serious injuries per VMT.				✓			
		Number of combined non-motorized fatalities and non-motorized serious injuries.				✓			
	SYSTEM PERFORMANCE/ FREIGHT MOVEMENT/ CONGESTION/CMAQ	Percent of reliable person-miles traveled on the Interstate.	✓	✓			✓		
		Percent of reliable person-miles traveled on the non-Interstate NHS.	✓	✓			✓		
		Percentage of Interstate system mileage providing for reliable truck travel time (Truck Travel Time Reliability Index).	✓	✓			✓		
		Total emissions reductions for applicable pollutants.			✓			✓	
	TRANSIT ASSET MANAGEMENT	The percentage of non-revenue, support-service and maintenance vehicles that have either met or exceeded their useful life benchmark (ULB).	✓	✓					
		The percentage of rolling stock vehicles that have either met or exceeded their ULB.	✓	✓					
		The percentage of facilities rated below condition 3 on the Transit Economic Requirements Model (TERM) scale.	✓	✓					

4.0 GREAT FALLS AREA LRTP PERFORMANCE TARGETS

MPOs must set targets, consistent with the Performance Measures in 23 U.S.C.150 and target setting framework in 23 U.S.C. 490 within 180 days of the date when the State DOT/Transit Agency sets their targets. MPOs have the option to either: 1) set their own targets for each performance measure; or 2) adopt the state targets and agree to plan and program projects so that they contribute to the accomplishment of the relevant state target.

The Great Falls MPO has elected to adopt the state-established performance targets for safety performance, pavement and bridge condition, system performance and freight movement, and CMAQ on-road emissions sources presented in **Table 2**. The MPO will modify the LRTP to include other performance targets for the metropolitan area as they are subsequently established and adopted by MDT.

Table 2: : Great Falls LRTP Performance Targets

	PERFORMANCE MEASURE	PERFORMANCE TARGET
PAVEMENT AND BRIDGE CONDITION	Percentage of pavements on the Interstate System in Good condition.	54% (4-year Target)
	Percentage of pavements on the Interstate System in Poor condition.	3% (4-year Target)
	Percentage of pavements on the NHS (excluding the Interstate System) in Good condition.	44% (2-& 4-year Targets)
	Percentage of pavements on the NHS (excluding the Interstate System) in Poor condition.	6% (2-& 4-year Targets)
	Percentage of NHS bridges classified as in Good condition.	12% (2-& 4-year Target)
	Percentage of NHS bridges classified as in Poor condition.	9% (2-& 4-year Target)
SAFETY PERFORMANCE	Number of Fatalities	187.4*
	Fatality Rate	1.462*
	Number of Serious Injuries	892.8*
	Serious Injury Rate	6.968*
	Number of combined non-motorized fatalities and non-motorized serious injuries	73.2*
SYSTEM PERFORMANCE/ FREIGHTMOVEMENT/CMAQ ON-ROAD EMISSIONS SOURCES	Interstate Travel Time Reliability (% Reliable – person miles)	98% (2-& 4-year Targets)
	Non-Interstate Travel Time Reliability (% Reliable – person miles)	80% (2-& 4-year Targets)
	Interstate Truck Travel Time Reliability (Truck Travel Time Reliability Index)	1.30 (2-& 4-year Targets)
	CO Emissions	> 0 kg/day (2-& 4-year Targets)
	PM ₁₀ Emissions	
	PM _{2.5} Emissions	

* Safety performance targets are statewide totals or rates for 2019. Targets are based on a rolling 5-year average and determined annually.

The FAST Act requires MPO Transit agencies to have transit asset management plans with transit performance targets in place by October 1, 2018. MPOs have 180 days from the time the Transit District sets their targets to adopt transit asset management performance targets.

In compliance with Federal requirements, the Great Falls Transit District has adopted a Transit Asset Management Plan that includes Transit Performance Measures and Targets. By reference, the Transit Performance Measures and Targets included in the latest Asset Management Plan are incorporated into the Long Range Transportation Plan. For informational purposes, those Measures and Targets are shown in **Table 3**.

Table 3: Transit Performance Measures and Targets

Asset Category - Performance Measure	Asset Class	2019 Target	2020 Target	2021 Target	2022 Target	2023 Target
REVENUE VEHICLES						
Age - % of revenue vehicles within a particular asset class that have met or exceeded their Useful Life Benchmark (ULB)	<i>BU - Bus</i>	10%	10%	10%	10%	20%
	<i>MV - Mini-van</i>	N/A	0%	50%	50%	0%
EQUIPMENT						
Age - % of vehicles that have met or exceeded their ULB	<i>Non-Revenue/Service Automobile</i>	25%	25%	25%	25%	25%
	<i>Trucks and other Rubber Tire Vehicles</i>	67%	67%	67%	33%	33%
	<i>Vehicle Maintenance Equipment</i>	25%	25%	25%	50%	75%
	<i>Facilities Maintenance Equipment</i>	N/A	0%	0%	0%	0%
FACILITIES						
Condition - % of facilities with a condition rating below 3.0 on the FTA Transit Economic Requirements Model (TERM) Scale	<i>Passenger Facilities</i>	N/A	0%	0%	0%	0%
	<i>Administration & Maintenance Facility</i>	N/A	0%	0%	0%	0%

4.1. REPORTING PROGRESS TOWARDS ACHIEVING PERFORMANCE TARGETS

The Great Falls MPO will incorporate adopted performance targets into the TIP and discuss how the targets will be advanced and linked to investment priorities. The Great Falls MPO will coordinate with MDT to obtain routinely collected data from the agency about the condition of roadway pavement and bridges, safety performance, and the overall operation of the transportation system within the Great Falls metropolitan area. The information will help the MPO identify and advance projects in the TIP which support adopted performance targets at the statewide and local level.

The MPO will develop system performance reports at required reporting intervals to help assess progress made towards meeting specified system performance targets within the metropolitan area.

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