

# ODOT Coordination Process with MPOs in Setting State Performance Measure Targets<sup>1</sup>

May 2019

This process paper provides an overview of the required coordination and collaboration between Oregon Department of Transportation (ODOT) and the Metropolitan Planning Organizations (MPOs) within Oregon in establishing federally required performance measure targets. Federally required performance measures are defined in rules approved by the United States Department of Transportation (USDOT). Since federally required performance measures are approved by rule, both the state and the MPO shall continue to coordinate in setting appropriate statewide and MPO specific targets. This process paper contains three sections. Section I describes how ODOT coordinates with MPOs in establishing the statewide targets. Section II describes the coordination and roles for ODOT and MPOs in setting MPO performance measure targets if the MPO elects to do so. Finally, Section III outlines the roles and responsibilities for monitoring and reporting on statewide and MPO performance measures and targets. This process paper is meant to be a living document and as the State and MPOs gain more experience in establishing various targets, it may continue to be modified. The Oregon Transportation Plan has been amended to acknowledge the role of the Transportation Asset Management Plan with regards to federal performance management regulations.

## Section I Coordination and Collaboration Process for Setting Statewide Transportation Performance Measure Targets

1. ODOT will host target setting conversation with the MPOs (exception is that of safety measures as there is already a prescribed process. This conversation will generally be an in-person meeting, however, for certain performance measures, other options such as phone or on-line meeting tools may be as effective for future meetings.
  - a. When it is appropriate and responsible ODOT Staff (as listed below in paragraph 3) are ready to begin the process for establishing any revisions to existing targets performance measure target, ODOT will hold a preliminary coordination discussion with the MPOs that will cover the following at a minimum:
    - i. What performance measure(s) are being addressed
    - ii. Review scope and scale of the proposed measure
    - iii. Review anticipated data sources that may be useful in the development of statewide and/or MPO targets. Gain consensus between ODOT and MPOs on data sources, collection policies, and analytical methods to be used for specific performance measure at both the state and MPO level.
    - iv. Review any further federal guidance in setting specific Performance Measure Targets
    - v. Review general timeline for ODOT decision-making
    - vi. Review final Target approval action defining the 180 day clock for MPOs

---

<sup>1</sup> This coordination process was the process used in the development of the initial targets but has been revised to reflect the process for revising any performance targets.

- vii. Identifying if and how the performance measures and targets will be published in an official government report or plan.
- b. Any material that is available for this early coordination will be shared with the MPOs electronically one week prior to the meeting if possible.

## 2. Target Estimating Discussion

- a. After ODOT has developed a revised target, ODOT will invite the MPOs to participate in the Target Estimating Discussion. The safety PMs discussion will be part of the highway safety PMs prescribed process
  - i. ODOT will review historical and more recent data trends, analysis, and methodology for setting the specific performance measure(s).
  - ii. ODOT will review general funding trends and assumptions.
  - iii. ODOT will provide draft revised statewide targets to MPOs.
  - iv. Provide time for discussion, review, questions between MPOs and ODOT including the ODOT and MPO subject matter experts (SMEs).
  - v. Discuss how potential statewide targets may relate to each specific MPO.
  - vi. MPOs will have 45 days to provide any recommendations, suggestions, or concerns with proposed ODOT targets (except Safety PMs)
  - vii. In some situations, state level targets will be incorporated into a report or plan. Additional deadlines and public engagement steps will need to be taken in to account in case of overlap or conflict on the calendaring of decisions.
- b. ODOT will consider any and all feedback from MPOs regarding the proposed target. Subject matter experts from ODOT will make the target recommendations to the ODOT approval authority (described in step 3 below). Feedback from MPOs and how that feedback was incorporated, if applicable, will be considered in the final target approval process.

## 3. Target Approval

- a. The Transportation Safety Division (TSD) Administrator shall have the authority to approve all federally required transportation safety performance measure targets for ODOT. For Safety measures, the TSD Administrator shall seek concurrence from the Oregon Transportation Safety Committee for all proposed performance measure targets.
- b. The Highway Division Administrator shall have the authority to approve all federally required performance measure targets for transportation system asset (such as pavement and bridge).
- c. The Transportation Development Division Administrator shall have the authority to approve all federally required performance measure targets for system performance items (such as reliability, freight, *ibid.*).
- d. If any Division Administrator named above believes that a proposed (future) federally required performance measure should be a joint responsibility for the target setting, they have the authority to jointly share the target setting responsibility as appropriate.
- e. The appropriate division administrator above will be responsible for development of a staff report or equivalent to document the process to establish the proposed

target and the final approved target, including feedback received from the MPOs under step 2. The ODOT staff report will include key aspects of the proposed target and any potential impacts the target may have and validation that this coordination process was followed.

4. Communication of Performance Measure Target Adoption
  - a. ODOT will notify each MPO (letter or e-mail) that ODOT has formally approved a specific statewide Performance Measure Target including a notice that the MPO has 180 days to complete establishment of the MPO Target if applicable.
  - b. ODOT notification will be sent within one week of the formal Performance Measure Target approval by ODOT, or adjustment of a state-wide target.

## Section II Coordination and Collaboration Process For Setting MPO Performance Measure Targets

The coordination and collaboration process with each specific MPO<sup>2</sup> may be slightly different as each MPO has different level of staff expertise and knowledge, analysis capabilities, organizational structures, etc. While the steps below do not contain all the specific steps and requirements, the key is the intent around coordination and collaboration between the MPO and ODOT to ensure clear agreement and understanding on data to be used and collection policies, analysis methods and responsibilities, and ensuring compatibility of MPO targets to the statewide target.

1. If a MPO chooses to establish a MPO specific target for any federally required performance measure, they will notify the ODOT Performance Measure Coordinator of their intent. The ODOT Performance Measure Coordinator is responsible for coordinating with the appropriate ODOT staff and subject matter experts. In developing a specific MPO performance measure target, the MPO is required by federal rule to coordinate with ODOT to ensure consistency to the maximum extent practical.
2. The appropriate ODOT subject matter experts (and data owners) will provide data used by ODOT in establishing the statewide targets to the MPOs. This data will be specific to the MPO and will meet the requirements of the specific federal performance measure and will be based on the agreed to structure, data elements, etc. that match the statewide PM process.
3. The appropriate ODOT subject matter experts will provide expertise as requested by MPOs in evaluating the data and performing any required analysis to help the MPO in setting a specific MPO performance measure target. The SME's role shall be limited to these elements.
4. ODOT and the MPO will document in writing the agreed upon data and analysis parameters to be used in setting the MPO specific target and future reporting. ODOT will provide the necessary data set for the MPO specific target as long as the data and parameters do not change those used in the statewide processes. If the MPO chooses to use a different data set or the parameters of the data set, the MPO may be responsible for

---

<sup>2</sup> As bi-state MPO's, the Longview/Kelso/Rainier MPO will align with WA and Milton-Freewater will align with Walla Walla Valley MPO (WA).

all data analysis in establishing the specific target as well as reporting. ODOT staff can only provide forecasts of conditions of the state highway system and cannot necessarily forecast the condition of local assets.

5. Prior to the MPO taking any formal action to approve the performance measure target, they will give ODOT the opportunity to review and provide comment on the proposed target value. This written endorsement may be by letter or e-mail and shall copy FHWA.
6. After official approval of an MPO specific target, the MPO shall notify the ODOT Performance Measure Coordinator, and the respective ODOT program manager in writing of the approved target. This notification may also be in letter or e-mail form.

### Section III Monitoring and Reporting

1. ODOT's Performance Measure Coordinator will be responsible for ensuring coordination of the State's submission of all federally required performance measure reports to FHWA, Additionally, MPOs must report their performance to ODOT as required by Federal Rules listed below.
2. Subject to FHWA defining the specific reporting process, ODOT program SMEs (described in Section I) are responsible for providing the required reporting information to the ODOT Performance Measure Coordinator for the statewide performance measures and targets.
3. Where ODOT has agreed with the MPO (in Section II) to calculate the current performance measure results from the statewide and federal data systems, the ODOT Performance Measure Owners /SMEs will complete the appropriate analysis and provide the results to the MPO and the ODOT Performance Measure Coordinator for compliance with federal reporting requirements.
4. The MPO will be responsible for documenting any other federally required Performance Measure reporting information including relationship to the MPO Performance Based Planning and Programming process.
5. ODOT will be responsible for ensuring all federally required performance measure reporting elements are completed for the statewide report, including any relationship to the State Performance Based Planning and Programming process.
6. Based upon the reporting information, any adjustment to a federal performance measure target at either the State or MPO level will follow the appropriate section of this process paper.

NOTE: "MPO reporting requirements are (§490.107(c):

1. The MPO shall report their established targets to their respective State DOT in a manner that is documented and mutually agreed upon by both parties.
2. The MPO shall report base line condition/performance and progress toward the achievement of their targets in the system performance report in the metropolitan transportation plan in accordance with Part 450 of this chapter.
3. Had an MPO declared not to support the state's targets in a performance area they shall report performance to ODOT IAW §490.107(c)
4. The MPO's shall re-declare if the State (ODOT) adjusts the target either at the mid report period or every four years when the State is required to reset their target. If

- ODOT maintains our respective target thru the mid-reporting period, ODOT will NOT ask the MPO's to re-declare at the mid-report period.
5. MPO response to State DOT target adjustment. If the State DOT adjusts a 4-year target in the State DOT's Mid Performance Period Progress Report and if, for that respective target, the MPO established a target by supporting the State DOT target, then the MPO shall, within 180 days, report to the State DOT whether it will either:
    - (i) Agree to plan a program of projects so that they contribute to the adjusted State DOT target for that performance measure; or
    - (ii) Commit to a new quantifiable target for that performance measure for its metropolitan planning area.
  6. Target adjustment. If the MPO establishes its target by committing to a quantifiable target, or establishes target(s) for the Total Emissions Reduction measure, then the MPOs may adjust its target(s) in a manner that is collectively developed, documented, and mutually agreed upon by the State DOT and MPO. Any adjustments made to 4-year targets, established for CMAQ Traffic Congestion measures, shall be collectively developed and agreed upon by all State DOTs and MPOs that include any portion of the NHS in the respective urbanized area applicable to the measure.
  7. Reporting. The MPOs shall report targets and progress toward the achievement of their targets as specified in §490.107(c). After the MPOs establish or adjust their targets, the relevant State DOT(s) must be able to provide these targets to FHWA upon request.”