

TIP Section XI

Performance Based Planning and Programming Requirements and MTP Consistency

Section Overview

This Section establishes how the Mid-Region Metropolitan Planning Organization (MRMPO) is incorporating Performance-Based Planning and Programming (PBPP) requirements established by Federal law and codified in Title 23 Code of Federal Regulations (CFR) 450.326(d) into the development and management of new Transportation Improvement Programs (TIP) and Metropolitan Transportation Plans (MTP) amended or updated after May 20, 2019. It is intended that this section be revised periodically as the needs of the Albuquerque Metropolitan Planning Area (AMPA) and pertinent federal requirements change, and upon significant revisions to a TIP or MTP. It is also intended that this section be consistent with the New Mexico Department of Transportation's (NMDOT) *Performance-Based Planning and Programming* requirements.

MRMPO Self-Certification

In accordance with 23 U.S.C. 450.334, the New Mexico Department of Transportation (NMDOT), and the Mid-Region Metropolitan Planning Organization (MRMPO) for the Albuquerque Urbanized Area hereby certify that the transportation planning process meets the Performance-Based Planning and Programming requirements established in 23 CFR 450.326(d) and 49 CFR 625. The current Transportation Improvement Program (TIP) and all future TIPs shall support the adopted Performance Targets for Performance Measure 1 (Safety), Performance Measure 2 (State of Good Repair), Performance Measure 3 (System Performance), and Transit Asset Management.

TIP Basics

The TIP is a list of federally funded projects to be initiated within a given six-year period. The TIP programs the timing and funding of all transportation improvements within the AMPA involving federal funds over a six-year period. The first four years of the TIP constitute the federally mandated TIP and last two years are provided for information and planning purposes. A new TIP is developed and adopted every two years, adding the next two subsequent years and dropping the first two years of projects under development. Federal regulations require that transit, highway and other transportation improvement projects within the AMPA be included in the TIP if these projects are to be eligible for federal funding. The program must also include non-federally funded projects that are regionally significant.

Metropolitan Transportation Plan (MTP) and Relation to the TIP

The MTP is a minimum twenty-year intermodal, multimodal transportation plan that provides a framework for development of the TIP. The MTP must be updated every five years. Decisions regarding the roadways, bike and pedestrian ways, enhancements, and public transit services in the AMPA are determined by the MTP, which identifies specific transportation needs for the area. Those needs are translated into fundable projects and programmed for federal funds (and other regionally significant projects) by means of the TIP. While the MTP establishes goals and a framework, the TIP serves as a tool for program implementation. All projects in MPO TIPs must be consistent with the MTP (23 USC 450.326(i)) and must help the MPO achieve its performance measures, goals and targets, which are consistent with NMDOT's performance measures, goals and targets. Any plans developed under Chapter 53 of Title 49 by providers of public transportation shall also be incorporated into MTPs.

MRMPO's Processes for Performance-Based Planning and Programming

In anticipation of national performance goals, measures, and targets, MRMPO has been at the forefront of performance based-approach to TIP development and TIP management. For the past decade, MRMPO has implemented its *Project Prioritization Processes* (PPP) as one of two quantitative tools in the TIP development process. Recently, MRMPO implemented its staff-driven Spatial Analysis and Recommendation Process/Matrix as a secondary quantitative tool for TIP project selection. Additionally, MRMPO reviews each new project proposal through its established qualitative process. The qualitative assessment requires that each agency present on prospective projects. Each agency proposing projects may provide further qualitative information to aid in the assessment of the various project proposals (e.g., the value of the project to the region, the community, or potential impacts) and to help determine which projects should be ultimately programmed into the TIP.

In short, these processes analyze how project proposals will achieve our long-range MTP goals which are linked to the seven national goals to achieve a performance-based approach to TIP development.

Question # 1. How was the TIP Determined?

Quantitative Component # 1 - MRMPO Project Prioritization Process (PPP)

The PPP is strictly used for the programing of the Surface Transportation Block Group program (STBG: STP-Large Urban, STP-Small Urban and STP-Rural) and the Transportation Alternatives Program-Large Urban program (TAP-Large Urban).

Projects utilizing these funding sources are selected by the MPO in consultation with the NMDOT and our public transportation operators.

For the programming of STBG funds and TAP Large Urban funds, MRMPO uses the *Project Prioritization Process* (PPP) as an instrument for project selection in TIP development. At its core, the PPP distills the goals and objectives of the current MTP into something which can be measured. In developing a new TIP, agencies submit project proposals to MRMPO staff to be scored and ranked through the PPP. Each project is evaluated and receives a prioritization score depending on how well the proposed project supports the goals and regional directions outlined in the *MTP*. The PPP is structured to prioritize projects which best meet the four goals of the current MTP which integrate the seven national goals (refer to question four below for details regarding integration of seven national goals into the PPP):

1. Mobility
2. Economic Vitality
3. Environmental Resiliency
4. Active Places

Multifaceted projects that address a number of MTP goals and target key geographic areas identified in the MTP, generally receive higher scores.

Overall, the PPP helps transportation stakeholders identify which projects are most suitable for funding. This exercise strives to program a short-range TIP that implements the long-range transportation plan's goals and objectives while adhering to and linking investment priorities to national performance goals, measures, and adopted targets.

Quantitative Component # 2 - MRMPO Spatial Analysis and Staff Recommendation Process/Matrix

The MRMPO Spatial Analysis and Staff Recommendation Process is strictly used for the programming of most Surface Transportation Block Group (STBG (STP-Large Urban, STP-Small Urban and STP-Rural funds)) program and the Transportation Alternatives Program-Large Urban (TAP-Large Urban).

Projects utilizing these funding sources are selected by the MPO in consultation with the NMDOT and our public transportation operators.

A supplemental tool used in the STBG and TAP-Large Urban project selection for TIP development is the MRMPO staff-driven Spatial Analysis and Recommendation Process/Matrix. All STBG and TAP Large Urban project proposals were mapped into an electronic Geographic Information System (GIS) and MPO planners performed spatial analyses on each project proposal to determine whether projects lined up with associated MPO transportation networks and key geographic areas from our current long-range Metropolitan Transportation Plan (MTP). For each project proposal, staff tracked and mapped where project proposals overlaid with the following networks and areas:

1. Long Range Bike System
2. Long Range Roadway System
3. Congestion Management Process (CMP) Network
4. High Fatality Infrastructure Network (HFIN) -Vehicle
5. High Fatality Infrastructure Network (HFIN) - Pedestrian
6. MPO Key Centers and Corridors
7. Transit Element
8. Intelligent Transportation Systems (ITS) Corridors
9. Freight Corridors
10. 2040 Activity Density
11. 2040 Equity Density

The spatial analysis also considered a highway project's functional classification and Average Annual Daily Traffic (AADT) to prioritize similar project proposals and ensure funds were allocated to projects with greater regional benefit. In this analysis, staff was able to clearly identify which seven national goals and MTP goals each project proposal would accomplish if it were programmed for funding.

The matrix provides a clear-cut identification system of whether a proposed project is going to make a significant impact for the greater metropolitan area and therefore helped staff to make a High, Medium, or Low recommendation for each project proposal. If a proposal is located in key geographic areas and targets a high number of critical corridors (CMP Network, HFIN, Key centers and corridors, ITS Corridors, transit corridors etc.) as identified in our MTP, it is more likely to receive a "High Priority" or "Medium Priority" recommendation for funding. If a project does not target key geographic areas and does not fall on critical corridors, it is more likely to receive a "Low Priority" recommendation for funding. This exercise guarantees that each project proposal is being carefully evaluated for MTP consistency, ensures that the project will support a program of projects that will make progress toward achieving performance targets.

Qualitative Component # 1-Project Proposal Presentations

The MRMPO Qualitative analysis is strictly used for the programming of the Surface Transportation Block Group (STBG (STP-Large Urban, STP-Small Urban and STP-Rural funds)) program and the Transportation Alternatives Program-Large Urban (TAP-Large Urban).

Additionally, MRMPO reviews each new project proposal through the brief project presentations. Agencies generally structure their presentations around the seven National Performance Goals and the MRMPO narrative questions found in the *MRMPO Project Prioritization Process Guidebook*. This process allows for each agency proposing projects to provide further qualitative information to aid in the assessment of the various project proposals (e.g., the value of the project to the region, the community, or potential impacts) and to help determine which projects should be ultimately programmed into the TIP.

NMDOT Programs

The New Mexico Department of Transportation (NMDOT) is responsible for the programming of National Highway Performance Program (NHPP), Surface Transportation Program-Flex (STP-Flex), STP-Off System Bridge, Congestion Mitigation Air Quality (CMAQ), Highway Safety Improvement Program (HSIP), Section 130 Railroad Crossing Funds, Transportation Alternatives Program (TAP) Flex, TAP-Small Urban, TAP-Rural), Recreational Trails Program (RTP), and the National Highway Freight Program funds. Projects funded under these categories are selected by the NMDOT in cooperation with local agency and MPO.

Federal Transit Administration (FTA) Funds

The allocation of FTA funds is primarily formula based with occasional awards of grants. Utilization of those funds by ABQ-Ride and Rio Metro Regional Transit District (RMRTD), requires the two agencies to provide a *Program of Projects* to FTA. The *Program of Projects* must be consistent with various documents such as: the transit agency's formally adopted Transit Asset Management Plan (TAMP), transit operation plans, and the long-range MTP. FTA funds are awarded and entered into the TIP/STIP by submittal of the transit agency.

Federal Lands Access Program (FLAP) Performance-Based Planning and Programming (PBPP)

Federal Lands Access Program projects shall be selected in accordance with procedures developed pursuant to 23 U.S.C. 201, 202, 203, and 204. Project selection is made by the both the land management agency and the program administrator of Federal Highway Administration, Central Federal Lands Division and in conjunction with the local or tribal government as applicable. Federal agencies should inform MRMPO of any FLAP funding proposals and subsequent awards so the funding can be included in the TIP/STIP. Projects receiving these funds must be consistent with the long-range MTP.

Tribal Transportation Program (TTP) Performance-Based Planning and Programming (PBPP)

Tribal Transportation Program projects shall be selected in accordance with procedures developed pursuant to 23 U.S.C. 201, 202, 203, and 204. Project selection is made by the both the land management agency and the program administrator of Federal Highway Administration, Central Federal Lands Division and in conjunction with tribal governments and if applicable, the U.S. Bureau of Indian Affairs. Tribal Transportation Program (TTP) Funds must be listed in the TIP & STIP per federal regulations. The use of these funds is under the control of the tribal government and/or U.S. BIA which only needs to inform MRMPO of the project(s) utilizing these funds.

Question # 2. What are the Assessment Findings?

For STBG and TAP-Large Urban funds, MRMPO staff was able to recommend funding 77.79% of the new proposals in the FFY 2020-2025 TIP with "High priority" projects, followed by 15.19% "Medium priority" and 7.02% with "Low priority" projects. This translates into approximately \$62 million of future surface transportation investment going to High and Medium priority projects which will make progress toward

addressing national performance goals and programing a group of projects in a TIP that will collectively make progress toward achieving the adopted targets (PM1, PM2 and PM3) for the AMPA transportation network.

TOTALS BY PRIORITY RANKING		Amount	Percentage
High Priority Projects Funded		\$51,900,424	77.79%
Medium Priority Projects Funded		\$10,136,458	15.19%
Low Priority Projects Funded		\$4,681,817	7.02%
TOTAL MPO Staff-Recommended Program		\$66,718,699	100.00%

Question # 3. Are Projects in the TIP directly linked to implementation of other performance-based plans?

MRMPO’s *Project Prioritization Process* (PPP) also acknowledges the opportunity to link project proposals to other planning documents (performance-based, Transit Asset Management Plans (TAMPs) and operations plans, land use plans, safety plans, etc.) and awards points to projects that will conform to those planning documents. This process within the PPP incentivizes proposals that are consistent with other performance-based planning documents.

For projects programmed by NMDOT please refer to <http://dot.state.nm.us/>

FTA funded projects must be consistent with the FTA approved “Program of Projects” and each agencies’ adopted TAMP and operation plans. Refer to the two agencies’ websites: <http://www.cabq.gov/transit> and <https://www.riometro.org/>.

For projects programmed by the FHWA Central Federal Lands Division please see contact info below:

Phone: (720) 963-3500

Email: cfl.fhwa@dot.gov

Question # 4. How does the TIP support achievement of the performance targets?

To ensure that the TIP implements MTP consistency, makes progress toward achieving performance targets, and achieves a performance-based approach, each of the *Futures 2040* MTP Goals mentioned above have been evaluated and linked to one or more of the national goals set forth by current transportation legislation. Below is an example of how this achieved in the PPP:

MTP Goal # 1 - Mobility

Mobility is the concept of moving people and goods efficiently throughout the region and relies upon providing multiple transportation options, ensuring transportation infrastructure is in good working order, and addressing congested locations.

National Performance Goals linked with Mobility MTP Goal

1. Congestion Reduction
2. System Reliability

3. Reduced Project Delivery Delays

Project Prioritization Evaluation Sections and Measures for Mobility

MRMPO staff evaluate all TIP proposals on how well they will encourage mobility of people and goods through the various measures below:

Project Readiness

- Has the proposal already received federal funds?
- Will the project utilize “soft match” to expedite project delivery?

Manage Congestion and Operations

- Is the project on a CMP network and what is its rank?
- Is the project on an ITS priority corridor?
- Is the project on a Transit priority corridor?
- Is the project on a long-range bikeway system
- Will the project implement pedestrian priorities?

Management and Operations Strategies

- What CMP strategies will the project implement?
- What ITS strategies will the project implement?
- What Pedestrian/Bicycle strategies will the project implement?
- What Transit strategies will the project implement?

Project Location Congestion Analysis and People Movement Analysis

- Is the project on a link with high peak-hour activity?
- What is the total amount of users on a particular link (total vehicle and transit users along a project area)?

MTP Goal # 2 - Economic Vitality

Infrastructure investments support economic activity in multiple ways:

- Creating places where people want to be by offering a range of transportation options that attract and retain workers locally;
- Creating reliable access to jobs, services, and labor markets and;
- Reducing the burden from transportation costs on businesses and individuals.

National Performance Goals linked with Economic Vitality Goal

1. Congestion Reduction
2. System Reliability
3. Freight Movement and Economic Vitality

Project Prioritization Evaluation Sections/Measures for Economic Vitality

MRMPO staff evaluate all TIP proposals on how well they will encourage Economic Vitality through the various measures below:

Key Centers and Corridors

- Does the project connect or connect to activity centers, transit nodes or is on an identified commercial corridor?

Activity Density

- What is the current activity density of the project area?
- What is the future activity density of the project area?

Freight Movement

- Is the project on a primary freight corridor or interstate?
- Will the project alleviate a bottleneck?
- Is the project on secondary freight corridor?
- Will the project improve a connection to intermodal facility?

Equity Index

- What is the equity ranking of the project area?

MTP Goal # 3. Environmental Resiliency

Changing climate will impact water availability and put the region at increased risk for wildfires, droughts, and flooding. These phenomena also affect the built environment, which may be in need of additional standards and maintenance requirements. Infrastructure investments should support environmental stewardship to ensure the region's natural resources are preserved.

National Performance Goals linked with Environmental Resiliency

1. Infrastructure Condition
2. Environmental Sustainability

Project Prioritization Evaluation Sections/Measures

MRMPO staff evaluate all TIP proposals on how well they will encourage Environmental Resiliency through the various measures below:

Preserve Existing Infrastructure

- Does the project primarily preserve existing infrastructure?
- Does the project Bring a bridge off the deficiency list?
- Will the project bring an area up to ADA compliance?

Preservation Strategies

Air Quality and Climate Uncertainties

- Has there been coordination with a drainage authority?
- Will the project incorporate Low Impact Development or Green Infrastructure?

Air Quality/Climate Strategies

- What air quality/climate uncertainty strategies will the project implement?

Open Space and At-Risk Areas

- Will the project provide access to open space?
- Will the project help Mitigate at-risk areas?
- Will the project Improve or create a wildlife crossing?

MTP Goal # 4. Active Places

Active Places are locations where people can utilize a range of transportation modes and have safe and convenient access to services, recreational opportunities, and destinations such as shopping, school, and work sites.

National Performance Goals linked with Active Places

1. Safety
2. System Reliability

Project Prioritization Evaluation Sections/Measures

MRMPO staff evaluate all TIP proposals on how well they will encourage Active Places through the various measures below:

Access to Services and Destinations

- Does the project go above and beyond federal ADA compliance and or local design standards?
- Does the project address an ADA Transition Plan or improve an identified pedestrian priority area?
- Does the project provide accessibility to services/schools/stations/centers/transit?
- Does the project fill in a non-motorized gap or provide roadway redundancy?

Healthy Safe and Convenient Options

- Will the project address Long Range Transportation Systems or Complete Streets design?

Safety Crash Rates

- Is the project on the High Fatal and Injury Network (HFIN)?
- Does the project address top fatal and injury crash intersections?
- Does the project address top pedestrian and bicycle crash intersections?

Safety Strategies

- Was a Road Safety Audit conducted, State Highway Safety Plan (SHSP) or safety study addressed?
- Does project address safety strategies identified in the Regional Transportation Safety Action Plan (RTSAP)?

Overall, this process ensures that MRMPO’s transportation planning and programming processes are inherently performance-based. It is important to note that each individual project will not always align with or satisfy every established performance measure perfectly, to achieve adopted targets. Because of this reality, MRMPO’s goal is to implement a TIP that will collectively focus on improving surface transportation in the AMPA by focusing our efforts on:

- Improving pavement and bridge conditions,
- Improving system performance and reducing traffic congestion AMPA-wide,
- Decreasing serious injuries and fatalities,
- Maintaining and Improving public transportation,
- Reducing on-road mobile source emissions, and
- Improving freight movement throughout the AMPA

Projects that focus on these goals above and that target key corridors and areas will continue to be recommended for programming. MRMPO will continue to use both the PPP and staff-driven Spatial Analysis Recommendation Process/Matrix to ensure we develop a program of projects that will collectively make an impact in transforming the Federal Aid Highway Program towards a performance-based approach. The MPO will continue to prioritize projects which link or are consistent with the implementation of other performance-based plans to ensure that we attain adopted targets for our region. We will also refine both processes with each TIP development to ensure we improve the methodology on a reoccurring basis.

NMDOT-Performance-Based Planning and Programming (PBPP)

It is our understanding that NMDOT has established their own processes for linking projects to other performance-based plans and ensuring that their methodologies support achievement of performance targets. Since NMDOT programs these funding sources, MRMPO does not evaluate project proposals through our PPP and our staff-driven Spatial Analysis/Recommendation Process/Matrix. The process for evaluating project proposals and ensuring they meet Performance-Based Planning and Planning requirements established in 23 CFR 450.218 (q) is solely the responsibility of the NMDOT and the established process used by the NMDOT should be documented in the STIP. MRMPO reviews all projects for consistency and conformity to the MTP. Refer to <http://dot.state.nm.us/> for more information.

Federal Transit Administration Funds and Performance-Based Planning and Programming (PBPP)

Since MRMPO does not have programming authority for these funding sources, we do not evaluate project proposals through our PPP and our staff-driven Spatial Analysis/Recommendation Process/Matrix. The process for evaluating project proposals and ensuring they meet any applicable Performance-Based Planning and Planning requirements is solely the responsibility of the public transportation agency. MRMPO reviews all projects for consistency and conformity to the MTP.

Federal Lands Access Program (FLAP) Performance-Based Planning and Programming (PBPP)

Since MRMPO does not have programming authority for these funding sources, we do not evaluate project proposals through our PPP and our staff-driven Spatial Analysis/Recommendation Process. The process for evaluating project proposals and ensuring they meet any applicable Performance-Based Planning and Planning requirements is solely the responsibility of the federal land management agency. MRMPO reviews all projects for consistency and conformity to the MTP.

Tribal Transportation Program (TTP) Performance-Based Planning and Programming (PBPP)

Tribal Transportation Program (TTP) Funds must be listed in the TIP & STIP per federal regulations. The use of these funds is under the control of the tribal government which only needs to inform MRMPO of the project(s) utilizing these funds. The process for evaluating project proposals and ensuring they meet any applicable Performance-Based Planning and Planning requirements is solely the responsibility of the tribal government and associated federal agency (Central Federal Lands Division or the U.S. Bureau of Indian Affairs).

Question # 5. How was the Assessment Conducted?

The assessment was conducted through the *MRMPO Project Prioritization Process* and the staff-driven Spatial Analysis and Recommendation Process/Matrix. Please refer to the sections above for more details and information regarding these processes.

PM Reporting

MRMPO has adopted NMDOT's statewide targets and will follow the procedures identified in NMDOT's Planning Procedures Manual (PPM) for reporting performance measures on an annual basis. Please follow the link to access NMDOT's PPM <http://dot.state.nm.us/>.

For more information regarding the TIP or Performance Based Planning and Programming Requirements, please contact the MRMPO Transportation Improvement Program Coordinator at TIPComments@mrcog-nm.gov or by phone at 505-247-1750 or Fax 505-247-1753.

Please refer to the MRCOG website <https://www.mrcog-nm.gov/> to access all MRMPO planning documents.