



WHATCOM TRANSPORTATION POLICY BOARD
Wednesday, December 12, 2018, 3:15-3:30 p.m.
Gordon W. Rogers Conference Room
314 East Champion Street
Bellingham, Washington

AGENDA

PAGES

- A. CALL TO ORDER
- B. PUBLIC COMMENT
Citizens may speak informally to the Board on matters pertinent to its statutory responsibilities and which are not the subject of a public hearing. *Each speaker is allowed a maximum of three minutes.*
- C. AGENDA APPROVAL*
- 2-4 D. APPROVAL OF MINUTES*
Meeting of October 10, 2018
- E. OLD BUSINESS (if any)
- 5-6 F. NEW BUSINESS
1. Adoption of Transportation Performance Measures – Hugh Conroy*
2. Other New Business (if any)
- G. CORRESPONDENCE
- H. BOARD OPEN FORUM
- I. ADJOURN

* Action item

WHATCOM TRANSPORTATION POLICY BOARD
MINUTES – DRAFT
OCTOBER 10, 2018

IN ATTENDANCE:

MEMBERS VOTING: Jon Mutchler, Ferndale (Chairman); Tom Jones, Nooksack (1st Vice-Chairman); Jack Louws, Whatcom County (2nd Vice-Chairman); Kelli Linville and Terry Bornemann, Bellingham; Bonnie Onyon, Blaine; John Perry, Everson; Scott Korthuis, Lynden; Todd Carlson (for Jay Drye), WSDOT; Satpal Sidhu, Whatcom County; Cathy Watson, WTA

GUESTS Peter Frye, Michael Jones, Pete Stark, Greg Young

STAFF Bob Wilson (Secretary), Ron Cubellis, Hugh Conroy, Lethal Coe

A. CALL TO ORDER

Chairman Mutchler called the meeting to order at 3:03 p.m. with a quorum present.

B. PUBLIC COMMENT

No public comment was received.

C. AGENDA APPROVAL

ADOPTED BY UNANIMOUS CONSENT

D. APPROVAL OF MINUTES OF MAY 9, 2018

ADOPTED BY UNANIMOUS CONSENT

E. OLD BUSINESS

No old business was discussed.

F. PUBLIC HEARING

Amend the 2018 WCOG Transportation Improvement Program (TIP)

Mr. Coe described proposed TIP Amendment No. 1810:

Remove the preliminary engineering (PE) phase for Bellingham project *West Horton Road Extension, Phase 2*. This project's PE phase was obligated with \$1-million of the regional allocation of Surface Transportation Block Grant funds in the fall of 2017, and removing it contributes to the attainment of the region's obligation target. The project's Right-of-Way phase will remain and carry over to the 2019 TIP.

PUBLIC HEARING OPENED AT 3:06 P.M.

No comments were offered.

PUBLIC HEARING CLOSED AT 3:06 P.M. BY UNANIMOUS CONSENT

G. PUBLIC HEARING

Adoption of the 2019 WCOG Transportation Improvement Program

Mr. Coe described the proposed 2019 TIP.

PUBLIC HEARING OPENED AT 3:08 P.M.

No comments were offered.

PUBLIC HEARING CLOSED AT 3:08 P.M. BY UNANIMOUS CONSENT

H. NEW BUSINESS

G.1 TIP Amendment No. 1810

MOTION: Mr. Louws moved, Mr. Bornemann seconded, to approve Amendment No. 1810 to the 2018 Transportation Improvement Program.

MOTION PASSED

G.2 Adoption of the 2019 TIP

MOTION: Mr. Louws moved, Mr. Korthuis seconded, to adopt the 2019 Transportation Improvement Program.

MOTION PASSED

G.3 Adoption of the Whatcom County Human Services Transportation Plan (HSTP)

Mr. Conroy described the HSTP, including its purpose and the process used to develop it. He also explained that funding requests to the State's Consolidated Grants Program must be included in an adopted HSTP after having been ranked by a regional review committee. Mr. Sidhu offered suggestions for incorporating emerging technologies into the provision of human-services transportation.

MOTION: Mr. Korthuis moved, Ms. Onyon seconded, to adopt the 2018 Human Services Transportation Plan, including the list of regionally-ranked Consolidated Grant Program project funding requests, as presented.

MOTION PASSED

I. OBLIGATION STATUS UPDATE

Mr. Coe briefed the Board on the Region's progress in meeting its obligation target for regional projects funded through the federal Surface Transportation Block Grant Program.

J. PLANNING DIRECTOR'S REPORT

Mr. Conroy briefed the Board on current and upcoming transportation planning activities.

K. PRESENTATION

Mr. Carlson gave a PowerPoint presentation entitled "Bridging the Gap," which described the financial challenges currently faced by WSDOT.

L. CORRESPONDENCE

No correspondence included in the meeting packet was discussed.

M. BOARD OPEN FORUM

No comments were offered.

N. ADJOURNMENT

There being no further business, the meeting adjourned at 4:04 p.m.

Robert H. Wilson, AICP
Secretary



whatcom council of governments

Memo

To: Whatcom MPO/RTPO Transportation Policy Board (WTPB)
Date: December 5, 2018
From: Hugh Conroy, Director of Planning *HC*
Subject: WCOG MPO adoption of regional, system-performance targets pursuant to MAP-21 performance management framework

Introduction

The Moving Ahead for Progress in the 21st Century Act (MAP-21) – the U.S. transportation authorization act enacted in 2012 – created new requirements for state and metropolitan planning organizations (MPOs) to conduct performance-based planning and programming including adoption of various performance measures and associated targets.

In January of this year, the WCOG Transportation Policy Board approved alignment with the state’s safety target under the MAP-21 rules – Target Zero. Next on the calendar of required adoptions of MAP-21 measures and targets related to federal planning factors is **system performance**.

Background

The U.S. Federal Highway Administration has developed and refined measures to meet the MAP-21 requirements under the National Performance Management Research Data Set (NPMRDS). This data is sourced from private vendors (currently INRIX) who provide high resolution vehicle-probe based travel-time measures for the entire National Highway System (NHS) (functional class of primary arterial and above). This data is what the state has used to refine its approach to complying with the MAP-21 rules.

The attached WSDOT folio, *Map-21 & System Performance, Washington State, May 2018 – Edition 3*, is an excellent overview of the measures and targets the state has adopted and thus includes those components that WCOG is currently considering for adoption and application at the regional MPO level. (Not all targets apply to WCOG given our urbanized population of under 200,000)

Resolution

The attached resolution, WTPB Resolution 2018-01, if approved for adoption, will indicate WCOG’s agreement with the system performance measures and targets as they apply to our region’s portions of the NHS and apply to our MPO planning area.

Suggested motion

“In accordance with federal system performance regulations (23 CFR 450.306(d)(3), the Whatcom Council of Governments Transportation Policy Board approves adoption of Resolution 2018-01.”



**WHATCOM TRANSPORTATION POLICY BOARD
RESOLUTION NO. 2018-01**

To Establish Regional Performance Targets for Pavement, Bridges, Travel Time, And Freight Reliability

WHEREAS, the 2012 federal transportation law, Moving Ahead for Progress in the 21st Century Act (MAP-21, P.L. 12-141) established a performance management framework for state departments of transportation such as the Washington State Department of Transportation (WSDOT), and metropolitan planning organizations such as the Whatcom Council of Governments (WCOG);

WHEREAS, per 23 CFR 450.206(c)(2), WSDOT had until May 2018 to establish certain statewide performance targets associated with the performance management framework and meet the target setting deadline for condition of pavements on the Interstate System and the rest of the National Highway System (excluding Interstates), condition of bridges on the National Highway System, travel time reliability on the National Highway System, freight movement on the Interstate System, traffic congestion, and on-road mobile source emissions;

WHEREAS, WCOG; is required to establish regional performance targets within 180 days following the establishment of state performance measures per 23 CFR 450.306(d)(3) related to the above performance targets, excluding traffic congestion and on-road mobile source emissions targets which do not apply to WCOG's metropolitan planning area;

WHEREAS, in establishing regional performance targets, WCOG has the options of 1) committing to quantifiable targets for each performance measure in the metropolitan planning area or, 2) agreeing to plan and program projects so that they contribute toward the accomplishment of WSDOT statewide targets per 23 CFR 490.105(f)(3);

WHEREAS, applicable performance measures to WCOG for condition of pavements are included in 23 CFR 490.3079(a), condition of bridges in 23 CFR 490.407(c), travel time reliability for the National Highway System in 23 (CFR) 490.507(a), and freight movement on the Interstate System in 23 CFR 490.607.

NOW, THEREFORE, IT IS RESOLVED by the Whatcom Transportation Policy Board that WCOG agrees to plan and program projects in the Whatcom metropolitan planning area so that they contribute toward the accomplishment of WSDOT statewide performance targets for condition of pavements on the Interstate System and the rest of the National Highway System (excluding Interstates), condition of bridges on the National Highway System, travel time reliability on the National Highway System, and freight movements on the Interstate System.

Adopted December 12, 2018.



WSDOT and MPOs set MAP-21 targets for System Performance, Freight and CMAQ measures

WSDOT, in collaboration with Metropolitan Planning Organizations, finalized MAP-21 targets for highway system performance, freight and Congestion Mitigation and Air Quality (CMAQ) on May 20, 2018.

As part of PM3 (as the rule is commonly referred to), recipients of federal aid transportation funds will make transportation investments that show progress toward the following national goals:

- Congestion reduction – To achieve a significant reduction in congestion on the National Highway System;
- System reliability – To improve the efficiency of the surface transportation system;
- 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; and

- Environmental sustainability – To enhance the performance of the transportation system while protecting and enhancing the natural environment.

A number of tools and resources were used to analyze required data for target setting including the MAP-21 web tool, WSDOT's Corridor Capacity Report, Texas Transportation Institute measure calculation work (a pooled fund study), data from the American Community Survey, and analysis of the state freight system plan and other modal plans.

Requirements related to data, thresholds, metrics, and measure calculation methods are stipulated by FHWA/USDOT. The WSDOT/MPO technical team used historic trend data and the average compound annual growth to set the 2-year and 4-year highway performance targets.

MAP-21 performance measures by program area	Current data	2-year target ^{1,2}	4-year target ^{1,2}
Combined Rule (PM3) 23 CFR Part 490 ID No. 2125-AF54			
Highway System Performance (Congestion)			
Percent of person-miles traveled on the Interstate System that are reliable	73%	70%	68%
Percent of person-miles traveled on the Non-Interstate NHS System that are reliable	77%	N/A ³	61%
National Freight Movement Program			
Truck Travel Time Reliability (TTTR) Index	1.63	1.70	1.75
Congestion Mitigation & Air Quality Program			
Non-Single Occupancy Vehicle (SOV) travel in Seattle urbanized area (NHS)	32%	32.8%	33.2%
Peak hours of Excessive Delay per capita in Seattle urbanized area (NHS)	23	N/A ³	28
All Pollutants (kg/day) ²	1,658.640	366.285	658.300
Carbon Monoxide (CO) (kg/day) ²	313.160	309.000	309.060
Particulate Matter less than 10 microns (PM ₁₀) (kg/day) ²	435.690	0.305	224.000
Particulate Matter less than 2.5 microns (PM _{2.5}) (kg/day) ²	36.820	2.100	8.700
Nitrogen Oxides (NOX) (kg/day) ²	872.970	54.880	116.540

Notes: Federal rule allows state and MPOs to adjust four-year targets during the mid-performance progress report. There are no monetary penalties involved with PM3. **1** Two- year and four-year target periods for PM3 end October 1, 2020, and October 1, 2022. **2** Base emissions are for the four-year period 2013-2016 as reported in the CMAQ Public Access System. **3** These targets are not required for the 2-year Mid-Performance Period Progress Report.

How FHWA measures system performance, freight movement, congestion mitigation, and air quality

Tracking reliable travel times on interstate, non-interstate roads

Level of Travel Time Reliability (LOTTR) is defined as the ratio of longer travel times (80th percentile) to a “normal” travel time (50th percentile), using data from FHWA’s National Performance Management Research Data Set or equivalent. Data are collected in 15-minute segments during four time periods:

- Morning peak (6-10 a.m. Monday-Friday)
- Midday (10 a.m. to 4 p.m. Monday-Friday)
- Afternoon peak (4-8 p.m. Monday-Friday)
- Weekends (6 a.m. to 8 p.m.)

The measures are the percent of person-miles traveled on the NHS that are reliable (with 1.5 TTR being reliable and more than 1.5 TTR being considered unreliable). Person-miles take into account the users of the NHS. Data to reflect the users includes all vehicles.

Assessing the reliability of freight movement

Travel Time Reliability

Level of Travel Time Reliability (LOTTR)	Ratio of longer travel times (80th percentile) to normal travel times (50th percentile)
	NPMRDS data, 15-minute segments during morning peak, mid-day, evening peak, and weekends
	Percent person-miles (required occupancy input)

	Implementation timeline for DOTS	Interstate	Non-Interstate NHS
Establish targets	May 20, 2018	2- and 4-year targets	4-year target
Report baseline performance	Oct. 1, 2018	Required	Not required
Mid-term progress	Oct. 1, 2020	4-year targets may be adjusted	
Second performance report	Oct. 1, 2022	Required	Required

The Truck Travel Time Reliability (TTTR) metric is defined as the ratio of the longer truck travel time (95th percentile) to a “normal” truck travel time (50th percentile). It is computed for five time periods:

- Morning peak (6-10 a.m. Monday-Friday)
- Midday (10 a.m. to 4 p.m. Monday-Friday)
- Afternoon peak (4-8 p.m. Monday-Friday)
- Weekends (6 a.m. to 8 p.m.)
- Overnights for all days (8 p.m.-6 a.m.)

The TTTR measure is calculated by multiplying each segment’s maximum TTTR metric with its length, and then divided by the total mileage of Interstate System.

Freight Reliability

Interstate Truck Travel Time Reliability Index (TTTR)	Five time periods/NPMRDS segment: Weekday morning peak, mid-day, evening peak; weekend days; and overnight (all days)
	TTTR metric: 95th percentile divided by normal travel times (50th percentile)
	TTTR measure: sum (each segment length times the maximum TTTR metric over five time periods) divided by total interstate length

	Implementation timeline for DOTS	Interstate
Establish targets	May 20, 2018	2- and 4-year targets
Report baseline performance	Oct. 1, 2018	Required
Mid-term progress	Oct. 1, 2020	4-year targets may be adjusted
Second performance Report	Oct. 1, 2022	Required

WSDOT and MPOs can obtain the necessary data from FHWA’s National Performance Management Research Data Set (NPMRDS), which includes truck travel times for the full Interstate System. However, WSDOT and the MPOs can also opt to use an equivalent, FHWA approved data set instead.

Analyzing excessive delay during peak congestion times

The Peak Hour Excessive Delay (PHED) measure initially applies to urbanized areas of more than one million population that include nonattainment or maintenance areas (ozone, carbon monoxide or particulate matter). This population threshold decreases to include areas of more than 200,000 for the second performance period (which begins October 1, 2022). All States and MPOs with NHS mileage overlapping within an applicable urbanized area must coordinate on a single, unified target and reported on the measures for that area May 20, 2018.

Peak Hour Excess Delay

Peak Hour Excessive Delay (PHED) per capita on the NHS	Excessive delay based on travel time of 20 mph or 60% of posted speed limit, whichever is greater (NPMRDS)
	Measured for 15-minute periods during morning and evening weekday peak hours
	Weighted by volumes and occupancy

	Implementation timeline for DOTS	NHS in urbanized areas (UAs)
Establish targets	May 20, 2018	4-year target for UAs greater than 1 million and non-attainment or maintenance air quality
Report baseline performance	Oct. 1, 2018	Report target only, no baseline performance
Mid-term progress	Oct. 1, 2020	2-year baseline and 4-year adjustable targets
Second performance report	Oct. 1, 2022	Applies to UAs greater than 200,000



Only 4-year targets will be reported in the baseline performance period report due by October 1, 2018. States are not required to report 2-year targets or baseline condition for this specific measure in that report for the first performance period. With the first mid-performance period progress report, due October 1, 2020, 4-year targets may be adjusted, and 2-year condition/performance will be reported as baselines.

Traffic congestion will be measured by the annual hours of PHED per capita on the NHS. The threshold for excessive delay will be based on the travel time at 20 mph or 60% of the posted speed limit travel time, whichever is greater, and will be measured in 15-minute intervals. Peak travel hours are defined as 6-10 a.m. on weekday mornings; the weekday afternoon period is 3-7 p.m. or 4-8 p.m., providing flexibility to DOTs and MPOs. The total excessive delay metric will be weighted by vehicle volumes and occupancy. WSDOT must report on metrics annually for all mainline highways on the NHS for all applicable urbanized areas.

Calculating the percent of Non-Single Occupancy Vehicle travel

The rule initially applies to urbanized areas of more than 1 million people include air quality nonattainment or maintenance areas (ozone, carbon monoxide or particulate matter). The population threshold changes to areas of more than 200,000 for the second performance period (which begins October 1, 2022). All States and MPOs with NHS mileage that overlaps within an applicable urbanized area must coordinate on a single, unified target and report on the measures for that area by May 20, 2018.

There are three options to calculate modal share:

1) A minimum option for measurement will use the American Community Survey Commuting (Journey to Work) data from the U.S. Census Bureau (used by WSDOT)

Non-Single Occupancy Vehicle Travel

Non-Single Occupancy Vehicle (SOV) travel in urbanized areas	Carpool, vanpool, public transportation, commuter rail, walking, biking and telecommuting
	Three options to compute: <ul style="list-style-type: none"> ■ American Community Survey (ACS) Commute data, U.S. Census Bureau ■ Local commuting survey data ■ Modal volume/usage data

Implementation timeline for DOTs

NHS in urbanized areas (UAs)

Establish targets	May 20, 2018	2- and 4-year targets for UAs greater than 1 million and non-attainment or maintenance air quality
Report baseline performance	Oct. 1, 2018	Report target, baseline and methodology
Second performance report	Oct. 1, 2022	Applies to UAs greater than 200,000

2) Localized surveys

3) Volume/usage counts for each mode to determine the percent non-SOV travel, and will be encouraged to report any data not available in national sources today (such as bike counts) to FHWA

Determining progress toward total emissions reduction

The rule applies to all air quality nonattainment and maintenance areas—for ozone, carbon monoxide, coarse particulate matter (from 2.5 to 10 micrometers in diameter) to and fine particulate matter (2.5 micrometers or smaller)—in Washington for all criteria pollutants. Targets must reflect cumulative emissions reductions to reported in the in CMAQ Public Access System.

- **Applicability Determination:** one year before State DOT Baseline Performance Period Report due to FHWA. Baseline Performance report is due October 1, 2018, which would make the determination due October 1, 2017.
- **Applicability Re-assessment:** one year before State DOT Mid-Performance Period Progress Report due to FHWA. Mid-Performance report is due October 1, 2020, which would make the determination due October 1, 2019.
- **Significant progress toward individual NHPP and NHFP targets** if either A) The actual condition/performance is better than the baseline condition/performance or B) The actual condition/performance level is equal to or better than the established target.

CMAQ performance measure applicability in Washington state

MPO	Maintenance areas	UA population	Emissions measure	Traffic congestion measure
PSRC	PM ₁₀ , PM _{2.5}	>1,000,000	Yes	1st period
Thurston	PM ₁₀	<200,000	Yes	2nd period
Vancouver	None	>1,000,000	No	No
Yakima	PM ₁₀ , CO	>200,000	Yes	No
Spokane	PM ₁₀ , CO	>1,000,000	Yes	2nd period

Consequences of not making significant progress toward MAP-21 targets

When significant progress toward NHPP and NHFP targets is not made on System Performance and CMAQ congestion measures, WSDOT must document the actions it will take to achieve its targets. The Freight Reliability target, if missed, requires WSDOT to provide additional documentation in the next performance target report, including an inventory of truck bottlenecks and descriptions of funding allocation to improve bottlenecks, and actions it will undertake to achieve the targets.

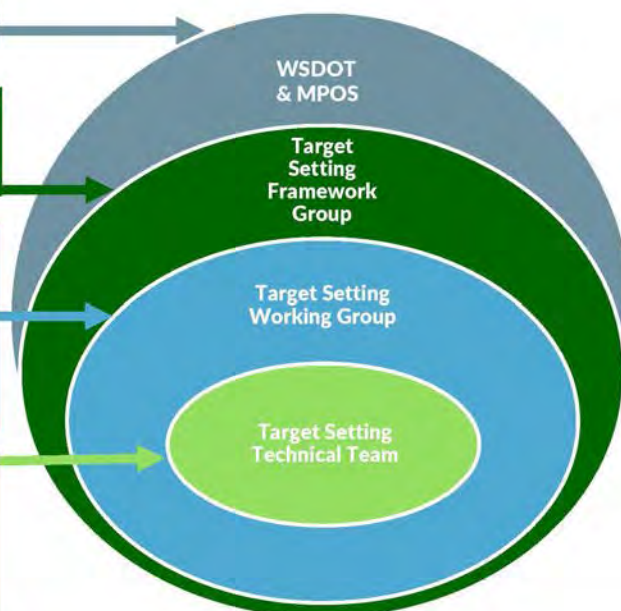
Collaboration and decision making process for PM3 target setting

WSDOT & MPOs: Groups collaborated to set statewide targets, program transportation funds and will continue to engage communities and stakeholders.

Target Setting Framework Group: This group included WSDOT representatives and MPO directors and was responsible for process, data and target decisions.

Target Setting Working Group: This small group of WSDOT staff and MPO representatives discussed policy and process issues in-depth and was responsible for developing the agendas and preparing recommendations for the MAP-21 Target Setting Framework Group.

Target Setting Technical Teams: These groups' purpose was to dig deep into the methodology of data collection and analysis used to establish targets. The groups were comprised of representatives and subject matter experts from WSDOT and MPOs.



Purpose of reporting requirements

In July 2012, the Moving Ahead for Progress in the 21st Century Act (MAP-21) became law. The law included 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 . . .”

The primary objectives of MAP-21 are to increase the transparency and accountability of states for their investment of federal taxpayer dollars into transportation infrastructure and services nationwide, and to ensure that states invest money in transportation projects that collectively make progress toward the achievement of national goals. The new rules will require reporting performance on the following areas: Safety; Pavement and Bridge; System Performance/ Congestion; Freight, and Congestion Mitigation and Air Quality.

For more information

System Performance: Sreenath Gangula, Assistant Director of the Office of Strategic Assessment and Performance Analysis at (360) 705-6888, GangulS@wsdot.wa.gov.

Freight: Wenjuan Zhao, Multimodal Freight Systems Planning Engineer for Rail, Freight, and Ports Division at (360) 705-6990, ZhoaW@wsdot.wa.gov.

CMAQ Emissions: Karin Landsberg, Senior Policy Specialist – Air Quality and Energy at (360) 705-7491, Landsbk@wsdot.wa.gov.

Important dates for PM3 performance measures

October 1, 2017	First Performance Period for Emissions Reduction Measure starts
January 1, 2018	Performance Period for First Performance Period
May 20, 2018	States set Performance Targets for First Performance Period
November 16, 2018	MPOs accept WSDOT targets or set own
October 1, 2018	Baseline Performance Period Report due
October 1, 2020	Mid-Performance Period Progress Report due (2-year); target adjustment due if needed
March 31, 2021	MPOs target adjustments due if needed
October 1, 2021	First Performance Period for Emissions Reduction Measure ends
October 1, 2022	Full-Performance Period Progress Report due (4-year)

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