

DRAFT REGIONAL HIGHWAY SAFETY TARGETS

Performance-Based Planning and Programming

December 2021

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DRAFT 2018-2022 REGIONAL HIGHWAY SAFETY TARGETS, DECEMBER 2021

November 22, 2021

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The National Capital Region Transportation Planning Board (TPB) is the federally designated metropolitan planning organization (MPO) for metropolitan Washington. It is responsible for developing and carrying out a continuing, cooperative, and comprehensive transportation planning process in the metropolitan area. Members of the TPB include representatives of the transportation agencies of the states of Maryland and Virginia and the District of Columbia, 24 local governments, the Washington Metropolitan Area Transit Authority, the Maryland and Virginia General Assemblies, and nonvoting members from the Metropolitan Washington Airports Authority and federal agencies. The TPB is staffed by the Department of Transportation Planning at the Metropolitan Washington Council of Governments (COG).

CREDITS

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Design: COG Communications Office

ACKNOWLEDGEMENTS (OPTIONAL)

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REGIONAL HIGHWAY SAFETY TARGETS

This report proposes a set of draft regional highway safety performance targets for the 2018-2022 time period that meet the MAP-21/FAST performance-based planning and programming (PBPP) requirements and are consistent with the target setting approaches of Maryland, Virginia, and the District of Columbia.

Overview of Recent Transportation Planning Board Safety Activities

The Transportation Planning Board (TPB) adopted the first set of highway safety targets for the National Capital Region in January of 2018. Since then, the TPB has devoted considerable effort to; 1) better understand the factors driving the unacceptably high numbers of fatal and serious injury crashes in the region, 2) identify countermeasures and strategies that are proven to be effective in reducing fatal and serious injury crashes, and 3) encourage TPB member jurisdictions and agencies to implement countermeasures and strategies to significantly reduce fatalities and serious injuries on the region's roadways.

Progress was made in each of these areas this year. In the spring of 2020, the TPB reviewed the findings of a regional crash data analysis and considered the recommendations resulting from a consultant-led regional safety study that began in 2019. This work led to the adoption of a major safety resolution during the TPB's July 2020 meeting. A key element of this resolution is the establishment of the Regional Roadway Safety Program (RRSP) to assist member jurisdictions and the region to develop and/or implement projects, programs, or policies to equitably improve safety outcomes for all roadway users. Since then, the TPB has approved and funded the first five projects for the RRSP and will soon approved an additional set of RRSP projects.

The TPB anticipates that the RRSP, combined with the continued safety improvement efforts of member agencies and jurisdictions, will result in improved performance that will be reflected in the federally required regional safety performance measures in future years.

Overview of Performance-Based Planning and Programming Requirements

Under the Moving Ahead for Progress in the 21st Century Act (MAP-21) and reinforced in the Fixing America's Surface Transportation (FAST) Act, federal surface transportation regulations require the implementation of performance management requirements through which states and metropolitan planning organizations (MPOs) will "transition to a performance-driven, outcome-based program that provides for a greater level of transparency and accountability, improved project decision-making, and more efficient investment of federal transportation funds."

The Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) have issued a set of rulemakings for the implementation of this performance-based planning and programming (PBPP) process. Each rulemaking lays out the goals of performance for a particular area of transportation, establishes the measures for evaluating performance, specifies the data to be used to calculate the measures, and sets requirements for the setting of targets.

Under the PBPP process, states, MPOs, and providers of public transportation must link investment priorities to the achievement of performance targets in the following areas:

- Highway Safety;
- Highway Assets: Pavement and Bridge Condition;
- System Performance (Interstate and National Highway System, Freight Movement on the Interstate System, and the Congestion Mitigation and Air Quality Improvement Program); and
- Transit Safety and Transit Asset Management.

Although the federal regulations that designate the safety performance measures refer to them as the *National Performance Management Measures for the Highway Safety Improvement Program*, the performance measures are applicable to all public roads in the region from community streets to Interstate highways, and can properly be referred to as roadway safety targets.

Highway Safety Targets: Setting, Coordinating, and Reporting

The expectation of the implementation of the Safety Performance Measure rule is to improve both the quantity and quality of safety data, with respect to data pertaining to serious injuries and fatalities. This implementation will also allow greater transparency by disseminating the data publicly. In addition, aggregation of targets and progress at the national level will become possible through improved data consistency among the states and MPOs.

State DOTs and MPOs are expected to use the information generated by these regulations to make investment decisions that result in the greatest possible reductions in fatalities and serious injuries. The five required safety performance measures, along with proscribed data sources, are outlined in Table 1 on the next page.

Table 1: Highway Safety Performance Measures Summary

Performance Measure	Description	Data Source
Number of Fatalities (5 year rolling average)	Total number of fatalities during a calendar year	FARS ¹
Rate of Fatalities per 100 million VMT (5 year rolling average)	Ratio of total fatalities to VMT	FARS and HPMS ² (or MPO estimate)
Number of Serious Injuries (5 year rolling average)	Total number of serious injuries during a calendar year	State reported serious injury data ³
Rate of Serious Injuries per 100 million VMT (5 year rolling average)	Ratio of total serious injuries to VMT	State reported serious injury data ³ and HPMS
Number of Non-Motorized Fatalities and Serious Injuries (5 year rolling average)	Total number of fatalities and serious injuries during a calendar year	FARS and State serious injury data ³

¹ FARS: Fatality Analysis Reporting System

² HPMS: Highway Performance Monitoring System

³ for the first 36 months – after that States must adopt the Model Minimum Uniform Crash Criteria (MMUCC) definition of serious injury

TARGET SETTING

States and MPOs must fulfill the target setting requirements of the final rule. State DOTs are required to set statewide numerical targets for each of the five performance measures. Targets for the first three performance measures (number of fatalities, rate of fatalities, and number of serious injuries) must be identical to the targets set by the State Highway Safety Office (SHSO). Each target must also represent the anticipated performance outcome for all public roadways in the state, regardless of ownership. A breakdown of responsibilities for target setting are listed below.

State DOTs:

- Required to set statewide numerical targets for each of the five performance measures:
 - Each of these targets must be identical to those set by the State Highway Safety Office (SHSO).
 - Each target shall represent anticipated performance outcome for all public roadways in the State, regardless of ownership.
 - Targets cannot be changed after they are reported.

MPOs:

- For each performance measure, an MPO can either:
 - Agree to plan and program projects so they contribute toward accomplishing the state DOT safety target for that PM, or
 - Set a quantifiable target for that PM for the MPO planning area:
 - Each target should represent anticipated performance outcome for all public roadways in the MPO planning area, regardless of ownership.
 - MPOs should coordinate with the state DOT(s) to ensure consistency.

MPO Coordination with State DOTs

MPOs are required to establish data-driven and realistic performance targets in coordination with their state partners. MPOs and their state partners should work together to share data, review strategies, and understand outcomes.

Target Reporting

State DOTs report their targets to the FHWA within the state's HSIP (Highway Safety Improvement Program) annual report due each year on August 31.

MPOs do not report their targets to the FHWA, but rather to their respective state DOTs in a manner that is documented and mutually agreed upon. MPOs also report progress toward achieving their targets within the "System Performance Report" portion of their long-range transportation plan (Visualize 2045). In addition, MPO TIPs must include a discussion of how the implementation of the TIP will further the achievement of the targets.

FHWA Determination of Significant Progress

States do not have to meet each of their safety targets to avoid the consequences outlined in the rule but must either meet the target or make significant progress toward meeting the target for four of the five performance measures. The FHWA determines that the significant progress threshold is met if the performance measure outcome is better than the "baseline" – which is defined as the 5-year rolling average for that performance measure for the year prior to the establishment of the target. MPO targets are not evaluated by the FHWA.

Consequences for Failing to Meet Targets of Making Significant Progress

State DOTs that have not met or made significant progress toward meeting their safety performance targets lose some flexibility in how they spend their HSIP funds and are required to submit an annual implementation plan that describes actions the DOT will take to meet their targets.

There are no consequences outlined in the rule for MPOs not meeting their targets. However, the FHWA will review how MPOs are incorporating and discussing safety performance measures and targets in their long-range transportation plans and TIPs during MPO certification reviews.

RECENT TRENDS IN SAFETY DATA

Last year's TPB-adopted targets for the 2017-2021 period were set before calendar year 2020 safety data were available. These data have now been released and are shown in Table 2 below.

Table 2: National Capital Region Safety Trends – with Final 2020 Annual Data

	2016	2017	2018	2019	2020	Change from 2019 to 2020
# of Fatalities	279	313	303	306	321 ¹	↑ 4.9%
Fatality Rate (per 100 MVMT)	0.633	0.695	0.673	0.673	0.876 ¹	↑ 30.2%
# of Serious Injuries	2,916	2,592	2,464	2,371	1,842	↓ 22.3%
Serious Injury Rate (per 100 MVMT)	6.614	5.755	5.473	5.211	5.026	↓ 3.6%
# Nonmotorist Fatalities & Serious Injuries	553	580	551	595	440	↓ 26.1%

Fatalities increased nearly 5 percent between 2019 and 2020 which, combined with the dramatic reduction in VMT associated with the COVID pandemic, drove the fatality rate (per VMT) higher by 30.2 percent over the same period. The number of serious injuries fell over 22 percent while the rate of serious injuries declined by a more modest 3.6 percent. The number of nonmotorist fatalities plus serious injuries, driven by the dramatic reduction in overall serious injuries, decreased by 26.1 percent between 2019 and 2020.

PROGRESS TOWARDS THE 2016-2020 SAFETY TARGETS

Table 3 (next page) shows the region's performance on the five safety performance measures with respect to the 2016-2020 targets set in January of 2019.

Table 3: 2016-2020 Actuals vs. Targets

Performance Measure (5-year rolling average)	2016-2020 Actual	2016-2020 Target	Status
# of Fatalities	304.4 ¹	253.0	Not met
Fatality Rate (per 100 MVMT)	0.704 ¹	0.588	Not met
# of Serious Injuries	2,437.0	2,692.1	Met
Serious Injury Rate (per 100 MVMT)	5.616	6.157	Met
# Nonmotorist Fatalities & Serious Injuries	555.5	508.6	Not met

Note 1: Figures listed are from state fatality data; official 2019 Fatality Analysis Reporting System data are not yet published

As shown above, the region has met the 2016-2020 targets for the number of serious injuries and the serious injury rate performance measures. However, the region did not meet the targets set for the number of fatalities, the number of nonmotorist fatalities and serious injuries, and the fatality rate targets.

NCR REGIONAL SAFETY TARGET SETTING APPROACH

This year, a new set of targets for the five safety performance measures will be adopted. These targets will be for the 2018-2022 period. The methodology used to develop these targets is the same as the process used last year and leverages the approaches used by our state DOT partners. To account for and incorporate the different target setting approaches used by Maryland, Virginia, and the District of Columbia to develop targets for the entire National Capital Region (NCR), staff applied the following methodology to develop the proposed draft targets:

- identify a “sub-target” for the Maryland portion of the NCR by applying MDOT’s target setting approach to the safety data for the Maryland portion of the NCR;
- identify a “sub-target” for the Virginia portion of the NCR by applying VDOT’s suggested MPO target setting methodology to the safety data for the Virginia portion of the NCR;
- identify a “sub-target” for the District of Columbia portion of the NCR by directly incorporating DDOT’s targets;
- combine the three sub-targets mathematically into a set of initial regional targets;
- compare each performance measure’s sub target with the corresponding target set last year; and
- select the lower (more aggressive) of the two targets as this year’s target.¹

¹ This ensures that none of this year’s safety targets will be higher than the targets that were adopted by the TPB last year.

Overview of Member States' Target Setting Methodologies

Maryland: In previous years Maryland set quantifiable and data driven highway safety targets that supported their Toward Zero Deaths (TZD) approach by developing interim targets to reduce overall fatalities and serious injuries by at least 50 percent by 2030.

This year Maryland has adopted a new methodology to set highway safety targets. Unlike the TZD approach, annual targets this year were set using a two-pronged approach. Targets that are experiencing a decreasing trend over time are set using five-year rolling averages and an exponential trend line without a fixed endpoint to calculate future targets. For those targets experiencing increasing trends, however, projections are based on a 2% decrease from the 2016-2020 five-year average, continuing with a 2% decrease for each successive five-year average.

Maryland officials provided TPB staff with trend lines and interim targets for each of the five performance measures based on the safety data for the Suburban Maryland portion of the NCR.

Virginia: The method used by Virginia to set this year's targets is based on a model that forecasts future fatalities and serious injuries based on a broad range of factors. VDOT then estimates the collective impact of their planned and programmed countermeasures and reduces the model forecast by the projected impacts of their engineering and behavioral efforts. This process is only viable at a statewide level and cannot be used effectively to determine targets for smaller regions within the state. To assist their MPOs, VDOT advises MPOs to apply linear regression techniques to make projections for each of the numeric performance measures² to calculate the 2018-2022 regional targets. For the rate performance measures³, VDOT advises MPOs to divide the annual forecasts for fatalities and serious injuries by projected VMT (vehicle miles traveled) to make 2021 and 2022 projections which were then used to calculate the 2018-2022 regional targets.

District of Columbia: The District of Columbia analyzed their safety data using a combination of annual and 5-year average data and polynomial trend lines to determine their targets. TPB staff directly incorporated the District of Columbia targets, as published in their HSIP Annual Report, into the NCR target setting methodology.

Calculation of the National Capital Region Highway Safety Targets

Numerical Targets

The NCR targets for the number of fatalities, number of serious injuries, and number of nonmotorist fatalities and serious injuries were calculated by summing the sub-targets for the Suburban Maryland, Northern Virginia, and District of Columbia portions of the region. This is straightforward mathematical addition.

As a final step, the calculated numerical targets were compared to the corresponding targets adopted by the TPB last year and the lower (more aggressive) target for each performance measure was selected.

² Number of fatalities, number of serious injuries, and number of nonmotorist fatalities plus serious injuries

³ Fatality rate per 100 million VMT and serious injury rate per 100 million VMT

Rate Targets

Determination of rate targets (fatality rate and serious injury rate) are somewhat more complicated and involve mathematically combining the effects of the Suburban Maryland, Northern Virginia, and District of Columbia targets according to their respective proportions of total regional VMT. The following steps illustrate the process for the fatality rate (a similar process was used for the serious injury rate):

- 1) Determine the percent fatality rate reduction represented by each sub target.

Fatalities per 100 MVMT	2016-2020 Average	2018-2022 Average (sub target)	Percent change
Suburban MD	0.884	0.735	-16.84%
NOVA	0.475	0.430	-9.34%
DC	0.839	1.070	27.52%

- 2) Determine the proportion of total regional VMT attributable to Suburban Maryland, Northern Virginia, and DC.

Sub region	100 MVMT (2020)	Proportion
Suburban MD	183.79	50.14%
NOVA	152.45	41.59%
DC	30.28	8.26%
Sum	366.51	100.00%

- 3) Determine the percent change for the regional rate by multiplying the percent change (from step 1) by the VMT proportion (from step 2).

Sub region	A: Percent change in fatality rate (from step 1)	B: Proportion (from step 2)	A x B
Suburban MD	-16.84%	50.14%	-8.444%
NOVA	-9.34%	41.59%	-3.885%
DC	27.52%	8.26%	2.273%
Sum			-10.056%

- 4) Apply the percent change for the regional rate calculate in step 3 to the 2015-2019 average fatality rate. This is the regional fatality rate target for 2017-2021.

Fatalities per 100 MVMT	2016-2020 Average	Regional percent change (from step 3)	2018-2022 Average (regional target)
NCR	0.704	-10.056%	0.633

As a final step, the calculated rate targets were compared to the corresponding targets adopted by the TPB last year and the lower (more aggressive) target for each performance measure was selected. **Since the fatality rate target of 0.588 set last year is lower than the 0.633 figure calculated by mathematically combining the three sub-regional targets, the staff-recommended target is 0.588 (and not 0.633).**

REGIONAL SAFETY TARGETS

Table 4 displays the proposed 2018-2022 National Capital Region Highway Safety Targets.

Table 4: Summary of Highway Safety Targets

Performance Measure (5-year rolling average)	2016- 2020 Target	2017- 2021 Target	2018- 2022 Target	Difference	Percent Difference
# of Fatalities	253.0	253.0	<u>253.0</u>	0.0	0.0%
Fatality Rate (per 100 MVMT)	0.588	0.588	<u>0.588</u>	0.0	0.0%
# of Serious Injuries	2,692.1	2,435.8	<u>1,889.7</u>	-546.1	-22.4%
Serious Injury Rate (per 100 MVMT)	6.110	5.539	<u>3.867</u>	-1.672	-30.2%
# Nonmotorist Fatalities & Serious Injuries	508.6	508.6	<u>508.6</u>	0.0	0.0%

DURATION

Upon adoption by the Transportation Planning Board, the targets described in this report become the official National Capital Region highway safety targets for calendar year 2022.

As per federal regulations, the National Capital Region highway safety targets will be updated on an annual basis by no later than February 28 of each calendar year.