

REGIONAL TARGETS FOR HIGHWAY SAFETY

Performance-Based Planning and Programming

January 2018 Report



National Capital Region
Transportation Planning Board

REGIONAL HIGHWAY SAFETY TARGETS, JANUARY 2018

January 18, 2018

ABOUT THE TPB

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

Editor: Jon Schermann

Contributing Editors: Mathew Gaskin, Eric Randall, Andrew Meese

Design: COG Communications Office

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Tom Gianni Chief of the Maryland Highway Safety Office of the Maryland Motor Vehicle Administration and Meredith Hill of the State Highway Administration's Innovative Performance Planning Division; Leon Anderson, Transportation Safety Manager within the Transportation Operations Administration of DDOT; and Stephen Read, Highway Safety Analysis Program Manager at VDOT.

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REGIONAL HIGHWAY SAFETY TARGETS

This report summarizes the federal requirements related to the establishment of regional highway safety performance targets and describes the methodology used to develop the National Capital Region's highway safety targets. The targets described in this report 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. These 2018 targets were approved by the National Capital Region Transportation Planning Board (TPB) at its regular meeting on January 17, 2018.

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 been gradually issuing a set of rulemakings, initially proposed and subsequently final, 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 then 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.

The final Statewide and Metropolitan Planning Rule, published May 27, 2016, provides direction and guidance on requirements for implementation of PBPP, including specified measures and data sources, forecasting performance, target-setting, documentation in the statewide and metropolitan long-range transportation plans and Transportation Improvement Programs (TIPs), and reporting requirements. The initial part of the PBPP process will require coordination and agreement on specific responsibilities for each agency in accordance with the planning rule.

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 below.

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

MPO Coordination with State DOTs

MPOs are required to establish their performance targets in coordination with their state partners and these ***targets should be data-driven and realistic***. The requirement for these safety targets to be evidence based and predictive of anticipated outcomes does not supersede or diminish any aspirational targets to which local, regional, or state jurisdictions are committed. Coordination is essential between these two entities in setting highway safety targets. Both should work together to share data, review strategies and understand outcomes.

TPB staff have developed the regional highway safety targets in close coordination with the Maryland Highway Safety Office of the Maryland Motor Vehicle Administration and the State Highway Administration's Innovative Performance Planning Division; the Transportation Operations Administration of DDOT; and the Highway Safety Analysis Program at VDOT. Each state's unique target setting approach was incorporated into the methodology used to develop the regional targets.

Target Reporting

State DOTs must report their targets to the FHWA within the state's HSIP (Highway Safety Improvement Program) annual report due each year on August 31. This requirement is effective beginning with the 2017 HSIP annual report.

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.

NCR REGIONAL SAFETY TARGET SETTING APPROACH

To account for and incorporate the different target setting approaches used by Maryland, Virginia, and the District of Columbia into targets for the entire National Capital Region (NCR), staff applied the following target setting methodology to develop the TPB approved targets:

- identify a “sub-target” for the Maryland portion of the NCR by applying MDOT’s target setting approach to the NCR safety data;
- identify a “sub-target” for the Virginia portion of the NCR by applying VDOT’s target setting approach to the NCR safety data;
- identify a “sub-target” for the District of Columbia portion of the NCR by directly incorporating DDOT’s targets; and
- establish targets for the entire NCR by mathematically combining items 1 through 3.

Overview of Member States’ Target Setting Methodologies

Maryland: Maryland applied their existing Toward Zero Deaths approach to develop interim targets to reduce fatalities by at least 50 percent from the 2008 base year to the 2030 target year. This same approach was used to set targets for each of the five performance measures. For each performance measure an exponential trend line connecting the historical (2008) data to the long-term (2030) goal which was set to 50 percent of the 2008 value. Five-year averages were used to calculate projections, and targets for each interim year were taken from the midpoint of the five-year average (e.g., 2018 annual interim target = midpoint of the 2016-2020 average). Maryland officials provided TPB staff with the exponential 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: Virginia analyzed their statewide safety data using a variety of time periods and trend lines (straight and exponential) using annual, 3-year average, and 5-year average safety measure data. Based on this analysis, Virginia determined the 5-year average targets by apply the following factors to the 2015 base year:

Number of fatalities:	2 percent annual reduction
Number of serious injuries:	5 percent annual reduction
Number of nonmotorist fatalities and serious injuries:	4 percent annual reduction
Rate of fatalities per 100 million VMT:	3 percent annual reduction
Rate of serious injuries per 100 million VMT:	7 percent annual reduction

TPB staff applied these same reduction factors to the data for the Northern Virginia portion of the NCR.

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.

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	2012-2016 Average	2014-2018 Average (sub target)	Percent change
Suburban MD	0.792	0.734	-7.38%
NOVA	0.428	0.403	-5.91%
DC	0.598	0.703	17.58%

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

Sub region	100 MVMT (2016)	Proportion
Suburban MD	213.78	47.95%
NOVA	193.29	43.35%
DC	38.80	8.70%
Sum	445.87	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	-7.38%	47.95%	-3.537%
NOVA	-5.91%	43.35%	-2.562%
DC	17.58%	8.70%	1.530%
Sum			-4.569%

- 4) Apply the percent change for the regional rate calculate in step 3 (-4.569%) to the 2012-2016 average fatality rate. This is the regional fatality rate target for 2014-2018.

Fatalities per 100 MVMT	2012-2016 Average	Regional percent change (from step 3)	2014-2018 Average (regional target)
NCR	0.617	-4.569%	0.588

REGIONAL SAFETY TARGETS

Figures 1 through 5 and Table 2 display the NCR Highway Safety Targets.

Figure 1: National Capital Region Fatality Target

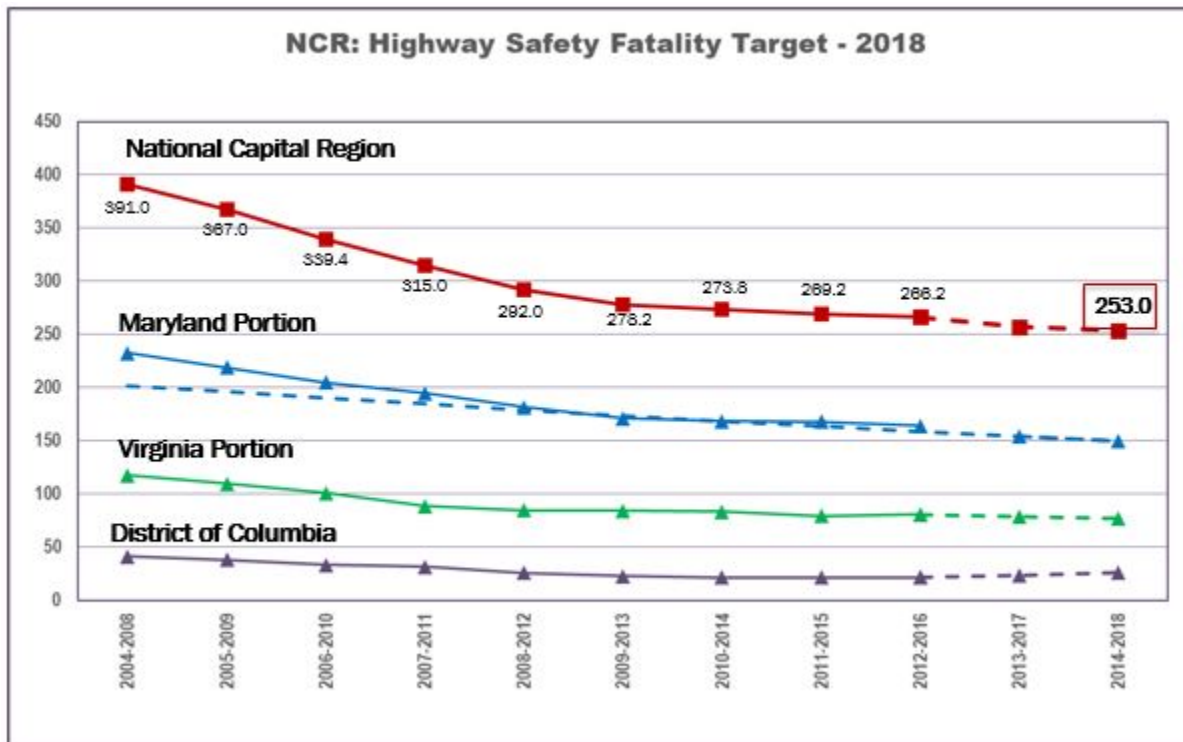


Figure 2: National Capital Region Serious Injury Target

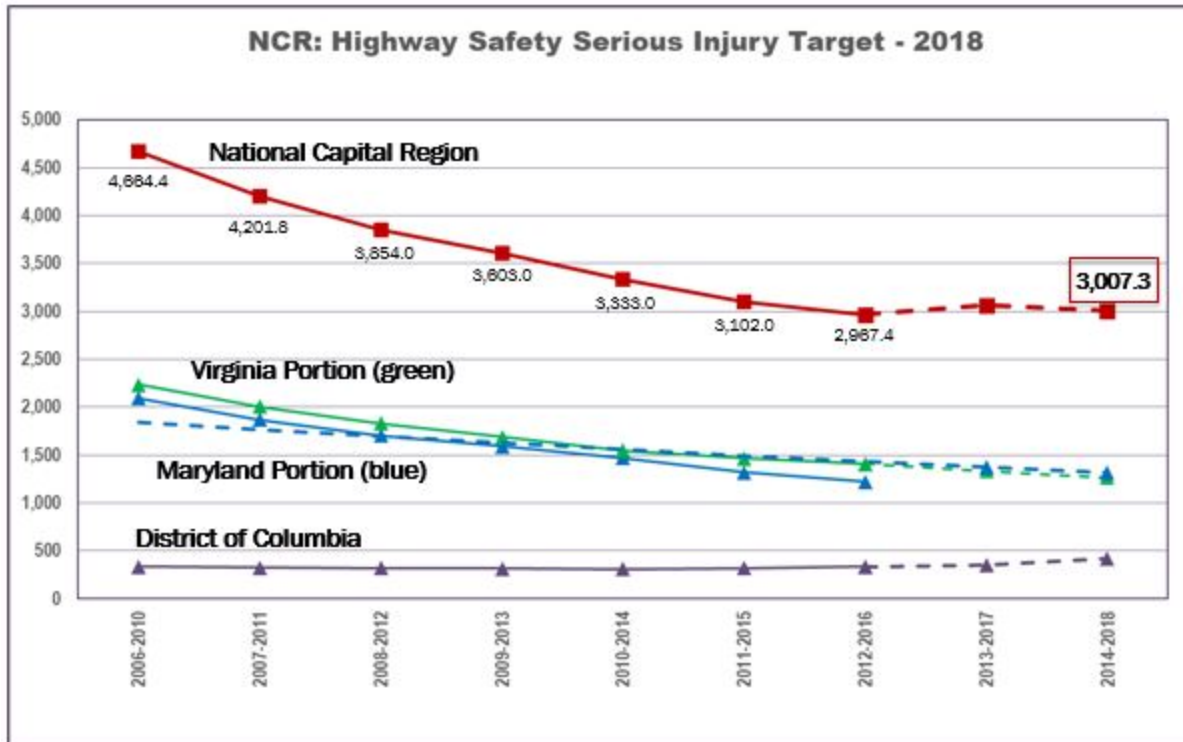


Figure 3: National Capital Region Nonmotorist Fatality and Serious Injury Target

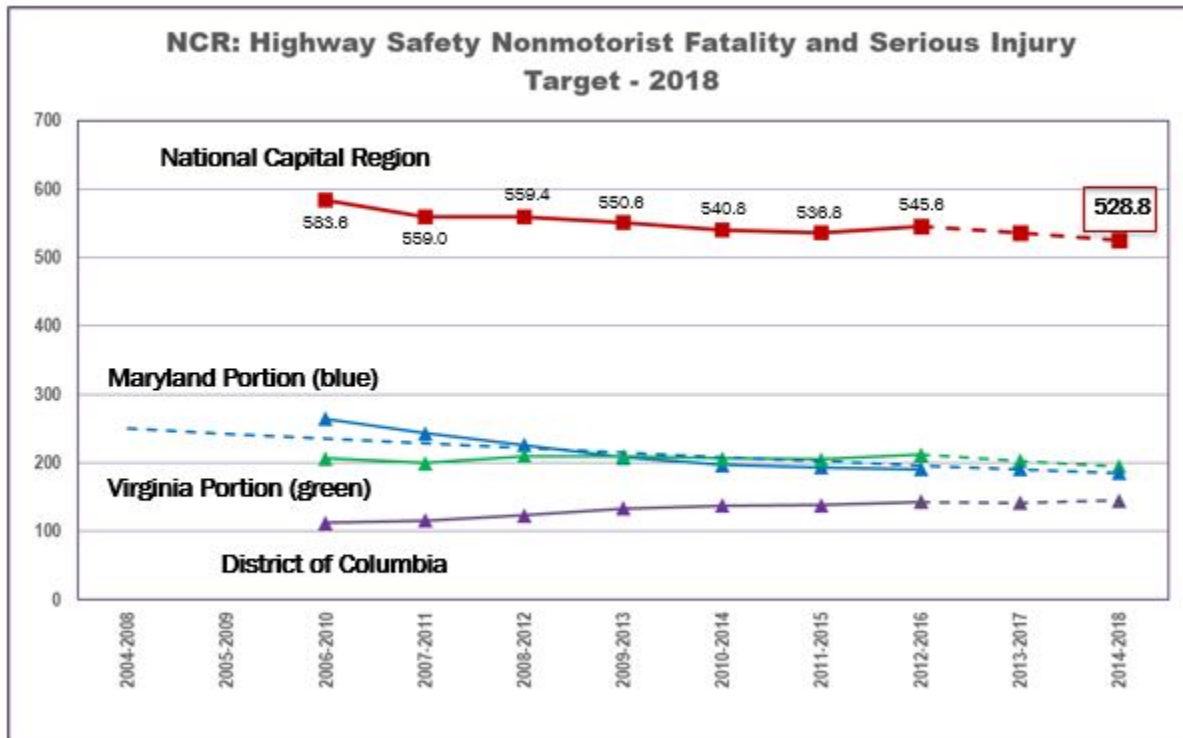


Figure 4: National Capital Region Fatality Rate Target

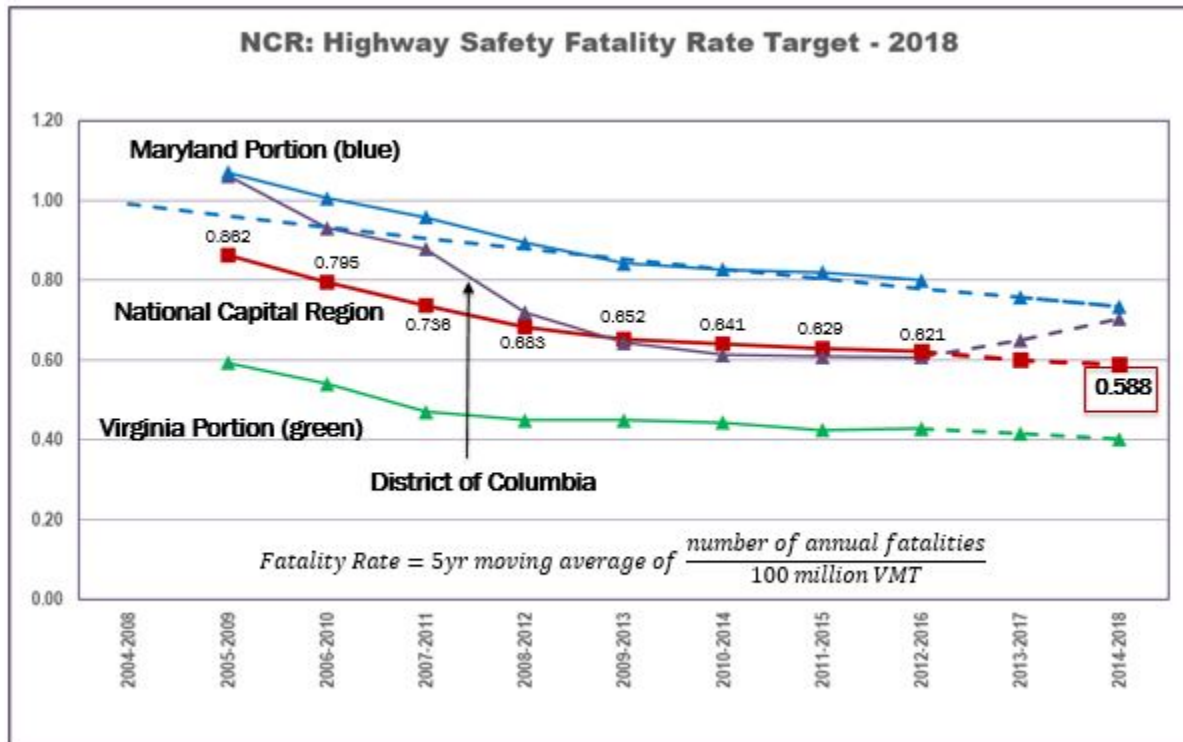


Figure 5: National Capital Region Serious Injury Rate Target

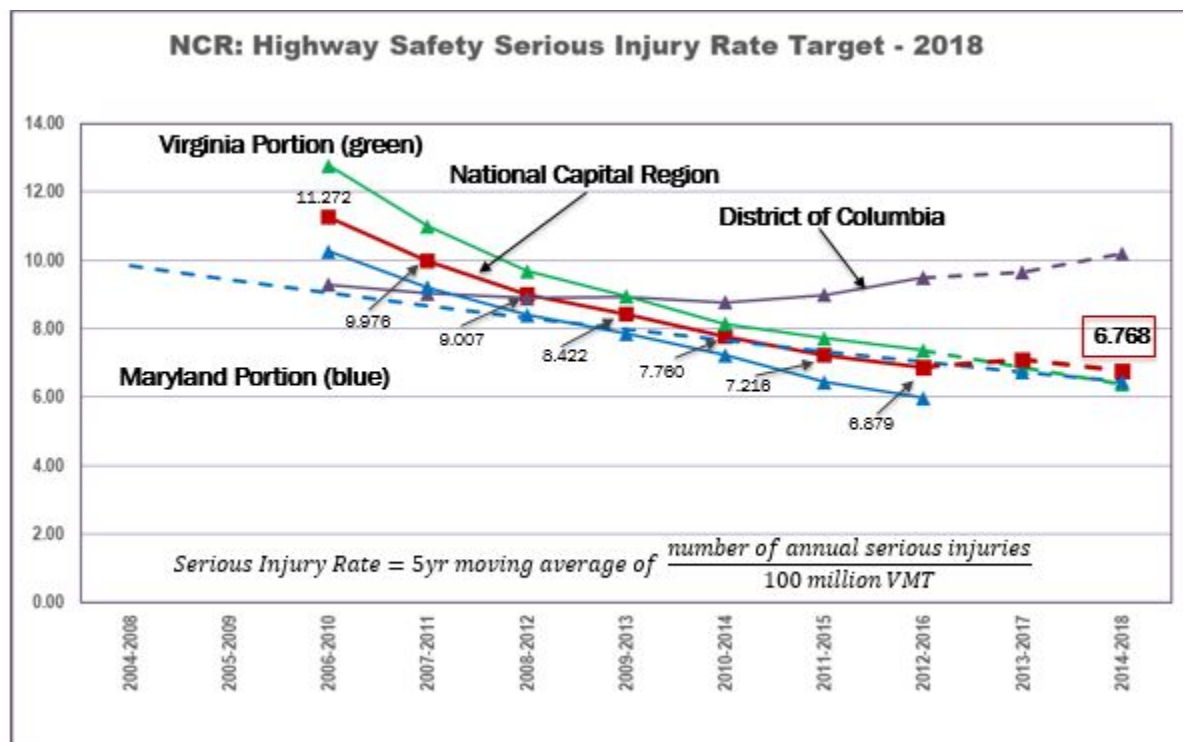


Table 2: Summary of Highway Safety Targets

	2012-2016 Actual	2014-2018 Target	Difference	Percent Difference
# of Fatalities	266.2	<u>253.0</u>	↓ 13.2	↓ 4.9%
Fatality Rate (per 100 MVMT)	0.621	<u>0.588</u>	↓ 0.033	↓ 5.3%
# of Serious Injuries	2,967.4	<u>3,007.3</u>	↑ 39.9	↑ 1.3%
Serious Injury Rate (per 100 MVMT)	6.879	<u>6.768</u>	↓ 0.111	↓ 1.6%
# <u>Nonmotorist</u> Fatalities & Serious Injuries	545.6	<u>528.8</u>	↓ 16.8	↓ 3.1%

DURATION

Upon adoption by the Transportation Planning Board, the targets described in this report became the official National Capital Region highway safety targets for calendar year 2018 (as represented by the average of the 5 years of data from CY 2014 through CY 2018).

As per federal regulations, the National Capital Region highway safety targets will be updated on an annual basis by no later than February 27 of each calendar year.

NATIONAL CAPITAL REGION TRANSPORTATION PLANNING BOARD
777 North Capitol Street, N.E.
Washington, D.C. 20002

RESOLUTION TO ADOPT HIGHWAY SAFETY TARGETS FOR THE NATIONAL CAPITAL REGION

WHEREAS, the National Capital Region Transportation Planning Board (TPB), which is the metropolitan planning organization (MPO) for the Washington Region, has the responsibility under the provisions of the Fixing America's Surface Transportation (FAST) Act for developing and carrying out a continuing, cooperative and comprehensive transportation planning process for the Metropolitan Area; and

WHEREAS, the provisions of the FAST Act continued the implementation of performance based planning and programming to achieve desired performance outcomes for the multimodal transportation system, including the setting of targets for future performance by States and metropolitan planning organizations (MPOs); and

WHEREAS, safety of all modes of travel is an important element of TPB's Vision, and a regional priority, with many of its member jurisdictions having adopted aspirational safety goals associated with Vision Zero and Towards Zero Deaths; and

WHEREAS, the TPB encourages every member jurisdiction in the region to adopt similar aspirational goals and calls on the transportation agencies of the region to redouble their efforts to develop projects, programs and policies to achieve dramatic reductions in fatalities and serious injuries; and

WHEREAS, the Federal Highway Administration (FHWA) issued a final rule to establish performance measures for State departments of transportation (State DOT) and MPOs to establish and report evidence based highway safety targets for the following performance measures: number of fatalities, rate of fatalities per hundred million vehicle miles traveled (VMT), number of serious injuries, rate of serious injuries per VMT, and number of combined non-motorized fatalities and non-motorized serious injuries by August 31, 2017 for State DOTs and by February 27, 2018 for MPOs; and

WHEREAS, TPB staff have coordinated with officials at the Maryland Department of Transportation (MDOT), the Virginia Department of Transportation (VDOT), and the District Department of Transportation (DDOT) to develop regional highway safety targets that are evidence based, consistent with the targets submitted by each member state DOT, and reflective of the outcomes expected through the implementation of funded safety projects and policies; and

WHEREAS, these highway safety targets have been reviewed and recommended for TPB approval by the Transportation Safety Subcommittee and the TPB Technical Committee; and

WHEREAS, the TPB acknowledges that among the recommended set of evidence-based targets the target for serious injuries is higher than the most recent data, which does not match regional aspirations; and

WHEREAS, the TPB remains focused on achieving its aspirational goals and will use the annual regional highway safety targets and the target setting process to evaluate the region’s progress toward achieving its aspirational goals; and

NOW, THEREFORE, BE IT RESOLVED THAT the National Capital Region Transportation Planning Board adopts the following set of highway safety targets for the National Capital Region for the 2014-2018 period and further described in the attached materials.

Table 1: Regional Highway Safety Targets – 2014-2018 Average

Performance Measure	2014-2018 Target
Number of fatalities	<u>253.0</u>
Rate of fatalities per 100 million vehicle miles of travel	<u>0.588</u>
Number of serious injuries	<u>3,007.3</u>
Rate of serious injuries per 100 million vehicle miles of travel	<u>6.768</u>
Number of nonmotorist fatalities and serious Injuries	<u>528.8</u>

Adopted with amendments by the Transportation Planning Board at its regular meeting on January 17, 2018.