

**ACTION TRANSMITTAL No. 2018-27**

**DATE:** March 23, 2018

**TO:** Technical Advisory Committee

**FROM:** TAC Funding & Programming Committee

**PREPARED BY:** Joe Barbeau, Senior Planner (651-602-1705)  
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**SUBJECT:** 2018-2021 TIP Amendment: Safety Performance Measure Language

**REQUESTED ACTION:** The Metropolitan Council requests an amendment to the 2018-2021 Transportation Improvement Program (TIP) to incorporate safety performance measure language.

**RECOMMENDED MOTION:** That the Technical Advisory Committee recommend to the Transportation Advisory Board approval of an amendment to the 2018-2021 Transportation Improvement Program (TIP) to incorporate safety performance measure language inclusive of a statement that the long-term goal is zero deaths and that the targets represent a reduction relative to existing safety data.

**BACKGROUND AND PURPOSE OF ACTION:** This TIP amendment is needed to add text related to performance measures.

Title 23, Section 450.326(d) of the CFR states: *The TIP shall include, to the maximum extent practicable, a description of the anticipated effect of the TIP toward achieving the performance targets identified in the metropolitan transportation plan, linking investment priorities to those performance targets.*

The initial incorporation of performance measures into the TIP includes performance measure (PM) 1 – Safety with a deadline of May 27, 2018. While it is not necessarily required to incorporate language on this performance measure into the current (2018-2021) TIP, the ability to amend projects into or within the TIP could be jeopardized if this language is not included. Similar language will be included in the 2019-2022 TIP current in development.

**RELATIONSHIP TO REGIONAL POLICY:** Federal law requires that all transportation projects that will be funded with federal funds must be in an approved TIP. Further, federal law requires performance-based planning related to for safety, pavement, bridge, reliability, freight, Congestion Management/Air Quality (CMAQ), and transit asset and safety. The schedule for inclusion of these measures is staggered, with the first measure, safety, is to be incorporated into the TIP by May 27, 2018.

**STAFF ANALYSIS:** This is a text change and does not impact any individual project in the TIP. This change enables the TIP to be compliant with federal regulations and to remain flexible if an amendment is needed to an individual project. This amendment is consistent with the Metropolitan Council Transportation Policy Plan, adopted by the Metropolitan Council on January 14, 2015, with FHWA/FTA conformity determination established on March 13, 2015.

**COMMITTEE COMMENTS AND ACTION:** At its March 22, 2018, meeting, the Funding & Programming Committee voted unanimously to recommend approval of the TIP amendment request inclusive of language that the safety targets are incremental toward the ultimate goal of zero deaths. Some members believed that the listing of specific numbers of fatalities and serious injuries warrants acknowledgment that the ultimate desired goal is zero traffic fatalities and serious injuries. The group also wanted to show that the Council's targets represent a reduction relative to existing conditions, implying that investment decisions that being made in the TIP will result in safety improvements. The attached language highlights changes incorporated in response to this discussion and motion.

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**ROUTING**

| <b>TO</b>                                     | <b>ACTION REQUESTED</b> | <b>DATE COMPLETED</b> |
|---|-------------------------|-----------------------|
| TAC Funding & Programming Committee           | Review & Recommend      | 3/22/2018             |
| Technical Advisory Committee                  | Review & Recommend      |                       |
| Transportation Advisory Board                 | Review & Adopt          |                       |
| Metropolitan Council Transportation Committee | Concur                  |                       |
| Metropolitan Council                          | Concur                  |                       |

## PERFORMANCE MEASURES AND TARGETS

### *Background*

Pursuant to Title 23, Section 450.326(d) of the Code of Federal Regulations, the Metropolitan Council is required to incorporate a performance-based planning approach when developing the TIP. This includes an analysis of the anticipated effect the TIP may have towards achieving the performance targets adopted for the metropolitan area. Specifically, the regulation states:

*The TIP shall include, to the maximum extent practicable, a description of the anticipated effect of the TIP toward achieving the performance targets identified in the metropolitan transportation plan, linking investment priorities to those performance targets.*

This approach was first established in 2012 with the federal Moving Ahead for Progress in the 21st Century Act (MAP-21), which established performance-based planning and identified the federal performance measures for safety, pavement, bridge, reliability, freight, CMAQ, and transit asset management and safety. The requirements continue through the federal Fixing America's Surface Transportation (FAST) Act, signed into law in 2015. The following are the three broad performance measure categories and the dates by which they must be included in the TIP:

- Safety Performance Measure (PM1): May 27, 2018
- Pavement and Bridge Performance Measure (PM2): May 20, 2019
- System Performance Measures and CMAQ (PM3): May 20, 2019

### *Council Activities and Progress*

The Transportation Policy Plan (TPP), which serves as the Metropolitan Transportation Plan (MTP) for the Council, includes an overarching goal related to safety—the Safety and Security Goal, as well as objectives and strategies (actions) the Council will employ to ensure that the desired safety outcomes are met. In addition, the five federally required safety performance measures and targets are included in the TPP appendices and the Performance Outcomes chapter reports on existing conditions and performance trends for all of the regional performance measures.

The region has implemented a number of proactive and reactive strategies to improve the safety for users of all modes within the metro area. These include a commitment to aggressively reduce the number of crashes involving fatalities and serious injuries annually, with the ultimate aspirational goal of achieving zero fatal and serious injury crashes. Pursuant to federal requirements, the Council must annually adopt safety performance targets that are reasonable and achievable. The Council thus adopted targets that reflect a 3% and 5% annual reduction from the base-year data for fatalities and serious injury crashes, respectively. The Council will continue to annually target a reduction in fatal and serious injury crashes and prioritize the safety of the travelling public over all other goals.

The Council officially adopted the regional Safety Performance measures on January 24<sup>th</sup>, 2018, and submitted them to MnDOT. The following table shows the existing conditions for the metro area and the adopted targets for 2018:

| Measure   | Existing Condition | 2018 Target |
|---|--------------------|-------------|
| Total Traffic Fatalities                        | 98 (2015)          | 89          |
| Fatality Rate (per 100 million VMT)             | 0.35               | 0.31        |
| Serious Injury Crashes                          | 749 (2016)         | 642         |
| Serious Injury Crash Rate (per 100 million VMT) | 2.67               | 2.35        |
| Non-motorized fatalities/serious injury crashes | 131                | 112         |

The Council continues to work closely with MnDOT to develop state targets for the PM2, PM3, and CMAQ measures, and will submit the regional targets to MnDOT prior to the November 15<sup>th</sup>, 2018 deadline. In the future, TIPs will include adopted regional targets for all three of the performance measure categories.

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In addition to the TPP, the Council and its regional partners have completed several studies that directly address safety issues and propose strategies to improve safety in the metro area. These studies and plans include the Minnesota Strategic Highway Safety Plan; the Congestion Management and Safety Plan IV; the Principal Arterial Intersection Conversion Study; and applicable modal and county-produced safety plans.

Efforts like [Towards Zero Deaths](#) and [Vision Zero](#) promote the long-term goal of eliminating fatalities and serious injuries on the transportation network. The Council supports these goals and will consistently work toward reducing fatalities and serious injuries toward that end. This long-term goal, however, will be achieved incrementally and these performance targets set an achievable increment in the near term.

### *Anticipated Effect of the Safety Performance Measures*

Due to the fact that the metro area’s fatal and serious injury crash rates are significantly lower than those of the state as a whole, the Council developed and adopted 2018 targets specific to the metro area. These targets were developed using the same methodology that MnDOT employed to establish the statewide targets but adapted to account for safety performance in the metro area. While transportation safety figures are more positive in the metro area than in Greater Minnesota, the region is committed to further improving transportation safety. This is reflected in the importance of safety-related scoring criteria included in the Regional Solicitation and in MnDOT’s project selection, and in the projects that are ultimately programmed into the TIP.

The 2018-2021 TIP is anticipated to have a positive effect towards meeting the region’s established safety performance targets. The TIP reflects \$33.6 million in FHWA Highway Safety Improvement Program (HSIP) funds, in addition to local match funding (at least 10%). These projects address both existing high-incident locations (reactive projects) and the design of newer projects (proactive projects) that pre-emptively address safety in their design. Further, safety is a key scoring criterion for the roadway expansion, roadway reconstruction / modernization, roadway system management, multiuse trails and bicycle facilities, pedestrian facilities, and safe routes to school funding categories in the biennial Regional Solicitation. In addition to federal funding sources, the region has used a number of other revenue sources to

improve transportation safety in the metro area. Examples include a number of county- and city-funded safety projects as well as MnDOT's CMSP funding set-aside each year.

While the 2018 safety targets reflect an improvement over historical performance, they should nonetheless be attainable. Some individual years might have a spike in fatal and serious injury crashes, but the overall long-term trend has been a significant decrease in serious-injury and fatal crashes. Serious-injury crash numbers are somewhat prone to human error, as the emergency vehicle operator has to manually enter information on the crash. This may potentially lead to unexpected results but is less likely to be a problem in the metro area than in rural areas of Minnesota.

### *MPO Investment Priorities*

The Council has adopted a number of objectives and strategies intended to improve transportation safety and meet the 2018 safety targets. As outlined in the Transportation Policy Plan, these include the following objectives:

- Reduce fatal and serious injury crashes and improve safety and security for all modes of passenger travel and freight transport.
- Reduce the transportation system's vulnerability to natural and man-made incidents and threats.

Specific strategies the Council and its partners will use and implement to meet these objectives are as follows:

- Regional transportation partners will incorporate safety and security considerations for all modes and users throughout the processes of planning, funding, construction, and operation.
- Regional transportation partners should work with local, state, and federal public safety officials, including emergency responders, to protect and strengthen the role of the regional transportation system in providing security and effective emergency response to serious incidents and threats.
- Regional transportation partners should monitor and routinely analyze safety and security data by mode, severity, and location to identify priorities and progress.
- Regional transportation partners will support the state's vision of moving toward zero traffic fatalities and serious injuries, which includes supporting education and enforcement programs to increase awareness of regional safety issues, shared responsibility, and safe behavior.
- The Council and regional transit providers will provide transit police services and coordinate with public safety agencies to provide a collaborative approach to safety and security.
- Regional transportation partners will use best practices to provide and improve facilities for safe walking and bicycling, since pedestrians and bicyclists are the most vulnerable users of the transportation system.
- Airport sponsors and air service providers will provide facilities that are safe, secure and technologically current.

While it is too early to assess whether the strategies are having the intended effect, the Council and its partners will closely monitor safety performance and re-prioritize should it be necessary.

### *Conclusion*

The Council supports the efforts to move towards a performance-based planning approach, and will continue to work closely with regional, state, and federal partners to proactively establish

and monitor both the required federal and the regionally adopted performance measures over time. Moving forward, the Council will continue to devote substantial resources to this effort and work closely with stakeholders to assess the federal targets and the regional performance measures and adjust to changes in the performance of the system by shifting regional investment priorities.