

MAP-21 FACT SHEET

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SUBJECT: MAP-21: Highway Safety Improvement Program (HSIP)

PROBLEM STATEMENT:

MAP-21 continues to focus the HSIP on significantly reducing traffic fatalities and serious injuries on all public roads through a data-driven, strategic approach. However, MAP-21 has made some significant changes in HSIP in that the types of projects eligible for funding are no longer constrained by an inclusionary list. Eligibility of HSIP funds under MAP-21 now includes more flexibility in the types of projects and States are no longer required to certify they have met various safety infrastructure needs in order to fund non-infrastructure projects. A HSIP project is now any strategy, activity or project on a public road that is consistent with the data-driven State's Strategic Highway Safety Plan (SHSP) and must support the State's safety performance targets.

The HSIP is currently split 50-50 between State HSIP and Local HSIP, with Traffic Operations managing and administering the State HSIP for projects on the State Highway System and Local Assistance administering the Local HSIP for projects on local roadways. The State and Local HSIP both currently provide funding for infrastructure type projects only.

RECOMMENDATION:

It is recommended that the HSIP continue a 50-50 split between State HSIP and Local HSIP. It is also recommended that the State HSIP continue to be managed and administered by the Division of Traffic Operations and the Local HSIP continue to be managed and administered by the Division of Local Assistance. Each program shall develop their respective HSIP in that eligibility of projects would include infrastructure and non-infrastructure types of projects that meet the requirements of:

- Consistent with a State's SHSP;
- Based on crash experience, crash potential, crash rate, or other data-supported means; and
- Support a state safety performance target.

BACKGROUND:

The HSIP is a core federal-aid program with the purpose of achieving a significant reduction in fatalities and serious injuries on all public roads, including non-State owned public roads and roads on tribal lands (23 USC 148(b))

To obligate HSIP funds, a State must have in effect a State HSIP under which the State:

- Develops, implements and updates a SHSP that identifies and analyzes highway safety problems and opportunities;
- Produces a program of projects or strategies to reduce identified safety problems; and
- Evaluates the SHSP on a regularly recurring basis.

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HSIP projects include any strategy, activity or project that is consistent with the data-driven State SHSP and corrects or improves a hazardous road location or feature or addresses a highway safety problem. HSIP projects must be identified on the basis of crash experience, crash potential, crash rate, or other data-supported means, 23 USC 148 (c)(2)(B). The general framework for the identification and analysis of highway safety problems and countermeasure opportunities is defined in 23 USC 148(c)(2). This framework is consistent with general roadway safety management practices in that States should:

- Identify safety problems either through a site analysis or systemic approach;
- Identify countermeasures to address those problems;
- Prioritize projects for implementation; and
- Evaluate projects to determine their effectiveness.

HSIP projects must support progress toward the achievement of the national safety performance target goal and State's safety performance targets for measures described in 23 USC 150:

- Performance goal (23 U.S.C. 150(b)(1)): To achieve a significant reduction in traffic fatalities and serious injuries on all public roads; and
- Performance measures (23 U.S.C. 150(c)(4)): The number of fatalities and serious injuries; and fatalities and serious injuries per vehicle mile traveled.

Traditional infrastructure related improvements, as well as non-infrastructure projects, are eligible for HSIP funds, given they meet the requirements of:

- Consistent with a State's SHSP;
- Based on crash experience, crash potential, crash rate, or other data-supported means; and
- Support a state safety performance target.

There are other types of HSIP projects that may warrant additional considerations:

- Automated enforcement – such systems are eligible if used to improve safety in school zones; and
- Projects to maintain minimum levels of retroreflectivity – HSIP funds may used to maintain minimum levels of retroreflectivity of traffic signs and pavement markings, without regard to whether that project is included in an applicable State SHSP.

Other federal aid funds are eligible to support and leverage the safety program. Improvements to safety features, including traffic signs and pavement markings, that are routinely provided as part of a broader project could be funded from the same source as the broader project as long as the use is eligible under the funding source.

Considerations for HSIP as it relates to State HSIP and Local HSIP:

Caltrans has the responsibility to analyze and prioritize safety projects on the State Highway System, which makes for a straightforward process of ensuring the safety of all roadway types, user types, and improvements types are taken into account with the State HSIP. In contrast, Local Assistance does not conduct safety analysis of local roadways and only prioritizes the projects that have been identified and submitted by each individual local agency. To ensure the Local HSIP adequately addresses the safety of all roadway types, user types and improvement types across local roadways, Local Assistance often sets aside funding for certain roadway, user or improvement type.

Considerations for HSIP as it relates to Safe Routes to School (SRTS):

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There have been considerations for funding the SRTS program from the HSIP. Any SRTS type projects that meet the requirements of HSIP mentioned above should be considered as an eligible type project under the HSIP. For additional considerations for SRTS funding and implementation, see the MAP-21 Fact Sheet for STRS Program.

Considerations for HSIP as it relates to SHSP:

MAP-21 establishes a new requirement for regular SHSP updates.

- The Secretary is directed to establish requirements for plan updates by October 2013;
- States will submit updated plans to the Secretary, along with a description of the process used to update the plan; and
- If a State fails to have an approved updated plan by August 1 of the first fiscal year after the requirements are established, that State will not be eligible to receive additional obligation limitation during the annual redistribution of unused obligation limitation (August redistribution);
- Special Rules
 - *High Risk Rural Road (HRRR) Safety* – A HRRR is any rural major or minor collector or a rural local road with significant safety risks, as defined by a State in accordance with an updated SHSP. If the fatality rate on such roads increases over the most recent 2-year period for which data are available, in the next fiscal year the State must obligate for this purpose an amount at least equal to 200% of its FY 2009 HRRR set-aside; and
 - *Older drivers* – If fatalities and serious injuries per capita for drivers and pedestrians over age 65 increases during the most recent 2-year period for which data are available, a State is required to incorporate strategies focused on older drivers and pedestrians in the next SHSP update.
- Reporting
 - States are required to report to the Secretary on progress made implementing highway safety improvements, effectiveness, and the extent to which fatalities and serious injuries on all public roads have been reduced, including a breakdown by functional classification and ownership to the maximum extent practicable. The Secretary will establish the content and schedule for such reports, which will be made available to the public on the DOT website.
- Implementation
 - States will administer the HSIP, with appropriate oversight by the Office of Safety and the FHWA Division Office. The program also includes a clear linkage between behavioral State safety programs (NHTSA-funded §31102; 23 USC 402) and the SHSP.
- Performance
 - Within 18 months of enactment, the Secretary, in consultation with States, MPOs, and other stakeholders, is directed to publish a rulemaking establishing measures for the States to use to assess serious injuries and fatalities per vehicle mile traveled and number of serious injuries and fatalities [§1203; 23 USC 150(c)];
 - States will establish targets for these measures within 1 year of the final rule on national performance measures [§1203; 23 USC 150(d)]; and
 - If a State has not met or made significant progress toward meeting the targets within 2 years of their establishment, the State must use an amount of its formula obligation limitation equal to its prior year HSIP apportionment only for obligation of its HSIP funding, and submit an annual implementation plan on how the State will make progress to meet performance targets [§1112; 23 USC 148(i)].

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ALTERNATIVES:

Alternative 1: Continue a 50-50 split between State HSIP and Local HSIP. Each program would develop criteria and eligibility requirements for infrastructure and non-infrastructure type projects to be consistent with the State's SHSP.

Note: Any modifications to the 50-50 split should take into consideration current collision statistics and the distribution between state and local roads. Available data indicate 5%-10% more fatal and severe injury collisions occurred on local roads than state roads over the past few years.

Pros:

- Consistent with MAP-21 requirements for HSIP and SHSP, regarding the consideration of infrastructure and non-infrastructure type projects to reduce fatalities and serious injuries on all public roads;
- Consistent with the existing split of HSIP between state and local roadways; and
- Consistent with the Streets and Highway Code, Section 2333, regarding an approximate equal amount between state and local roads.

Cons:

- An internal mechanism needs to be developed to prioritize, select, and fund non-infrastructure type projects that meet MAP-21 requirements;
- A method needs to be developed to prioritize infrastructure projects along with non-infrastructure projects that will compete for HSIP funding;
- No non-infrastructure set-aside and therefore non-infrastructure projects will have to compete with infrastructure priorities based on performance measures and expected reductions in collisions;
- HSIP Guidelines and traffic safety investigation tools need to be revised and traffic safety investigators need to be trained regarding the various types of non-infrastructure projects that can be implemented to improve safety; and
- All of the above will need to be done in a relatively short period of time.

Alternative 2: Develop a HSIP program that establishes a statewide set aside for State and Local non-infrastructure type projects. The remainder of the HSIP funding would be split 50-50 between State and Local HSIP for infrastructure type projects.

Note: Any modifications to the 50-50 split should take into consideration current collision statistics and the distribution between State and Local roads. Available data indicate 5%-10% more fatal and severe injury collisions occurred on local roads than state roads over the past few years.

Pros:

- Set aside for non-infrastructure type projects avoids the need to develop a method to prioritize infrastructure projects along with non-infrastructure projects that compete for HSIP funding;
- Non-infrastructure projects will not have to compete with infrastructure priorities based on performance measures and expected reductions in collisions;
- Allows non-infrastructure type projects to be developed based on a statewide approach that would be consistent for both state and local roads;

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- Allows non-infrastructure type projects, such as public awareness campaigns, to be developed for the benefit of both state and local roads;
- Eliminates the need for the Department to modify the existing State and Local HSIP programs for infrastructure type projects; and
- Provides the potential to partner with other state agencies to implement non-infrastructure type projects more effectively.

Cons:

- Not consistent with the intent of HSIP in that it pre-establishes set aside funding targets regardless of data-driven approaches to safety;
- Need to develop a method of determining the amount of set-aside for non-infrastructure type projects;
- Predetermined set-aside for non-infrastructure type projects may not reflect the current funding priorities (% split) and actual safety needs for these types of projects, as determined by data-driven collision analysis. As a result, performance may suffer and California's Performance Measure targets may not be met;
- A method needs to be developed to prioritize all non-infrastructure type projects that compete for HSIP funding; and
- Policy and procedures need to be developed to effectively manage the set aside program if targeted for transfer to other agencies to administer.

PROPOSED IMPLEMENTATION SCHEDULE:

The following implementation steps would need to be completed over the next several months:

- Update the States' SHSP to incorporate new strategies consistent with the intent of HSIP;
- Develop HSIP criteria and eligibility requirements based on the State's SHSP;
- Develop a method to prioritize infrastructure projects along with non-infrastructure projects that will compete for HSIP funding; and
- Develop and/or update HSIP Guidelines and traffic safety investigation tools, provide training to traffic safety investigators regarding the various types of non-infrastructure projects that can be implemented to improve safety.

Attachment(s)

None