



STAFF REPORT/RESOLUTION

TO: Southwest Washington Regional Transportation Council Board of Directors
FROM: Matt Ransom, Executive Director *MR*
DATE: December 22, 2017
SUBJECT: **MAP-21 Safety Performance Measures and Target Setting,
Resolution 01-18-02**

AT A GLANCE - ACTION

To adopt Resolution 01-18-02 establishing Safety Data and Targets for the RTC Metropolitan Planning Area in accordance with the provisions of federal transportation MAP-21 and FAST Act requirements.

INTRODUCTION

The federal transportation act, MAP-21 (2012), established performance driven transportation planning and decision making, and these provisions were carried into the current federal transportation act, the FAST Act (2015). Provisions in MAP-21 are designed to create a national performance management program for National Highway System (NHS) designated assets. Each state and Metropolitan Planning Organization (MPO) region are required to establish performance management targets within the Metropolitan Planning Area (MPA) for designated assets and monitor conditions and publish periodic reports. As envisioned, performance management is a strategic approach that uses performance data to inform decision-making and outcomes. When implemented effectively, performance management can improve project and program delivery, inform investment decisions, focus on leadership priorities, and provide greater transparency and accountability.

In MAP-21, Congress set seven national goals and charged the USDOT to use these goals to establish performance measures. The national performance goals include: safety; infrastructure condition; congestion reduction; system reliability; freight movement; economic vitality; environmental sustainability; and a reduction in project delivery delays. State DOTs responsible for the performance measures and goals have to set performance targets and develop performance plans for the targets. RTC, as the region's MPO, has a role in the target setting process. Once the Department of Transportation establishes performance targets, then the MPO needs to review the targets, set MPO targets and track programmed projects over time to make sure projects are consistent with Plans and help to make progress toward the targets and national goals.

This Resolution is focused on traffic safety performance measures and target setting. At the December RTC Board meeting, the Board was provided with briefing materials giving a status report on Transportation Performance Management (TPM), specific information on traffic safety performance management requirements and reviewed the established Washington state safety targets. At that December 5, 2017 meeting, the Board was advised that an adopting action

setting targets for safety performance measures would be requested at the January 2, 2018 meeting.

BACKGROUND INFORMATION: SAFETY PERFORMANCE MEASURES AND TARGET SETTING

Among the 17 required transportation performance measures reviewed at the December RTC Board meeting, the 5 safety performance measures are the first that must have performance targets set by MPOs. Attached with this Resolution is the WSDOT folio “MAP-21 & Safety” (September 2017 - Final Rule). As noted on page 1 of the WSDOT folio, the 5 Safety Performance Management Measures for which targets are set are summarized in the list below:

- Number of fatalities on all public roads
- Number of fatalities per 100 million vehicle miles traveled (VMT) on all public roads
- Number of serious injuries on all public roads
- Number of serious injuries per 100 million VMT on all public roads
- Number of non-motorized fatalities and non-motorized serious injuries on all public roads (bicyclists and pedestrians)

The folio also provides an explanation of the methodology used to set the state’s 2018 targets for the five required safety measures by the federal August 31, 2017 deadline.

STATEWIDE ESTABLISHED TARGETS and RTC’S SAFETY PERFORMANCE DATA AND TARGETS

All MPOs in Washington State worked in close coordination with WSDOT on the safety performance management process, safety data and in setting safety targets. MPOs may establish targets either by 1) agreeing to plan and program projects so that they contribute toward the accomplishment of the state DOT target or 2) by developing and tracking their own target. MPOs have been involved in meetings of WSDOT’s MAP-21 Target Setting Working Group. As pointed out on pages 1 and 2 of the attached September 2017 folio, WSDOT and MPO partners chose to base the initial safety targets on the State’s Strategic Highway Safety Plan, Target Zero; setting targets based on reaching zero fatalities and serious injuries by year 2030. These targets are aspirational but the goal is to protect peoples’ lives. Target Zero has been adopted by the state as a way to continuously promote reductions of serious crashes. Statewide targets must be revisited annually and there are processes established to adjust them, if necessary.

Statewide Safety Targets

Page 2 of the September 2017 WSDOT folio provides a description of the methodology used in establishing statewide safety targets based on data for a 10-year period with performance metrics and targets for each of the five performance measures expressed as rolling 5-year averages. The table on page 2 of the folio summarizes WSDOT’s safety targets using a 2016 baseline and the

established 2018 official statewide targets. These targets were submitted to FHWA by the August 31, 2017 deadline.

RTC's MPO Region Safety Targets

Through the MPO-WSDOT Coordinating Committee, Washington State MPOs agreed to adopt Washington State's commitment to Target Zero with MPOs agreeing to plan and program projects so that they contribute toward the accomplishment of the state DOT target.

Throughout the safety target setting process, WSDOT led efforts to compile and analyze safety data to inform the process. Attached with this Resolution are Safety Data (years 2010 to 2016) and Targets for the RTC Metropolitan Planning Area supplied by WSDOT. Also provided by WSDOT experts and summarized in the table below are the 2018 safety targets for Washington statewide as well as RTC's proportional share which would help WSDOT attain its targets. This data was reviewed by RTAC at the November 17 meeting.

This data is provided to inform regional planning and programming, not as assigned sub-targets for MPOs. The only performance targets to be tracked by USDOT are the statewide targets.

RTC Safety Performance Targets for 2018

Agency	Year	Fatalities	Fatality Rate	Serious Injuries	Serious Injury Rate	Non-Motorist Fatalities and Serious Injuries
State	2018	415.5	.709	1788	3.058	431.5
RTC	2018	20.1	.688	105.9	3.62	23.1

PRECEDENT BRIEFINGS AND ACTIONS

The RTC Board has been briefed on the development of the MAP-21 performance management program on several instances, beginning in YR 2016. A brief summary of these briefing dates and the RTAC recommendation to the RTC Board is provided as follows:

- August 2016. Overview briefing of the MAP-21 performance management program regulations and processes.
- April 2017. Overview briefing of traffic safety conditions within the RTC MPO region and update on MAP-21 rulemaking processes and schedules.
- June 2017. Board action regarding adoption of the RTC Metropolitan Planning Area Transit Asset Management program and an update on the MAP-21 performance program process and schedules.

- December 15, 2017. The Regional Transportation Advisory Committee (RTAC) reviewed the Washington State safety targets at its meeting and recommends RTC Board adoption of the 2018 targets for the RTC Metropolitan Planning Area to help Washington state achieve its safety targets based on the Washington State's Strategic Highway Safety Plan, Target Zero.

POLICY IMPLICATION

Final rules governing traffic safety and safety-oriented performance management became effective on April 14, 2016, requiring State DOTs to set safety performance targets by August 31, 2017 with MPOs having to set targets 180 days after the State but no later than February 27, 2018. WSDOT and its partners adopted the state's *Target Zero* approach for MAP-21 safety target setting in February 2017.

RTC is to integrate the RTC Metropolitan Planning Area safety performance targets into the Regional Transportation Plan and Transportation Improvement Program, updated or amended on or after May 27, 2018. WSDOT is required to report annually to FHWA as part of the Highway Safety Improvement Program and RTC will report annually to WSDOT. Annual briefings regarding RTC MPO region's progress in addressing the regional safety target will occur.

FHWA will determine whether WSDOT is making progress toward achieving its 2018 targets by December 2019. Washington MPOs are not exposed to penalties using the target-setting approach used by WSDOT and proposed for MPOs. Washington State's allocations to safety projects already exceed its federally required amounts under the Highway Safety Improvement Program (HSIP) – a circumstance that currently ensures that funds received by or distributed through MPOs would not be affected if the state were subsequently penalized by USDOT for missing safety targets.

BUDGET IMPLICATION

There is no direct budget impact to RTC. RTC will use performance management data and information to guide decision-making on how to invest transportation funds for needed transportation projects, infrastructure and assets in the long-range Regional Transportation Plan and in the regional Transportation Improvement Program (TIP).

ACTION REQUESTED

Adoption of Resolution 01-18-02, will establish MAP-21 Safety Performance Measures and Targets for the RTC Metropolitan Planning Area.

ADOPTED this _____ day of _____ 2018,
by the Southwest Washington Regional Transportation Council.

SOUTHWEST WASHINGTON
REGIONAL TRANSPORTATION COUNCIL

ATTEST:

Ron Onslow
Chair of the Board

Matt Ransom
Executive Director

Attachments:

- 1. MAP-21 & Safety, Washington State, Official Targets, Sept 2017 Final Rule (WSDOT)
- 2. Safety Data and Targets for RTC’s Clark County MPO region (Source: WSDOT).

20180102RTCB-Resol011802-SafetyTargets.docx



Moving Ahead for Progress in the 21st Century Act - Final rules on traffic safety performance management

The U.S. Department of Transportation has issued two interrelated final rules governing traffic safety and safety-oriented performance management which became effective on April 14, 2016. These two rules are referred to in this folio as

- Rule #1 - Safety Performance Measures rule; (23 CFR §490)
- Rule #2 - Highway Safety Improvement Program (HSIP) rule; (23 CFR §924)

Both final rules relate to highway safety, the primary objective being to significantly reduce fatal and serious-injury crashes on all public roads. The Safety Performance Measures rule (Rule #1) also includes the goal of reducing traffic fatalities of and serious injuries to people using non-motorized transportation modes, namely bicyclists and pedestrians.

Safety Performance Reporting

Rule #1 specifies the performance management measures for safety, and defines the target setting process for State DOTs and Metropolitan Planning Organizations (MPOs). Per Rule #2, State DOTs will establish and report their safety targets and progress toward these targets in an annual Highway Safety Improvement Program (HSIP) report.

Summary of required performance measures

Rule #1 requires all State DOTs to report targets and performance with respect to the following safety performance measures:

- No. 1 - Number of fatalities on all public roads** (due July 1/Aug 31)
- No. 2 - Number of fatalities per 100 million vehicle miles traveled (VMT) on all public roads** (due July 1/Aug 31)
- No. 3 - Number of serious injuries on all public roads** (due July 1/Aug 31)
- No. 4 - Number of serious injuries per 100 million VMT on all public roads** (due Aug 31)
- No. 5 - Number of non-motorist fatalities and serious injuries on all public roads (e.g. bicyclists and pedestrians)** (due Aug 31)

In general, MPOs establish targets by either agreeing to plan and program projects so that they contribute toward the accomplishment of the State DOT HSIP target, or by committing to a quantifiable target for their Metropolitan Planning Area. MPOs will report annually to their State DOT in a manner agreed upon and documented by both parties. MPOs would report safety performance in the Metropolitan Transportation Plan, as provided in U.S. Code 23 Section 134(i)(2)(C).

In Washington state, the MPOs and WSDOT worked together to jointly develop a collaborative approach in support of data, process, and target-setting decision making. This Target Setting Framework Group has agreed WSDOT will take the lead in establishing safety targets, which MPOs will adopt.

About this folio:

See inside for the official statewide safety targets for 2018, a description of the target setting approach for the five required safety performance measures in Washington state, and how this approach to target setting relates to the stipulations of MAP-21 rulemaking.

Optional targets: States have the option to set additional targets for the performance measures for any number and combination of urbanized area boundaries, as well as for a single non-urbanized area. If optional targets are set, they will not be assessed when determining significant progress, and states will not incur penalties if they fail to show progress.

Overlapping measures/targets in the Highway Safety Plan: Targets for Measures No. 1-3 must also be reported to the National Highway Traffic Safety Administration by July 1 of each year. They must be numerically identical targets to those reported for MAP-21 compliance on August 31 as part of the HSIP. See the Timelines section inside for details.

MAP-21 Special Rules: Numeric targets are not required, but states must report performance in these two categories, and show improvement compared to baseline.

- Fatality rate on High Risk Rural Roads (due Aug 31)
- Number of fatalities and serious injuries of drivers and pedestrians age 65 and older on all public roads (due Aug 31)

Flexibility for safety target setting under MAP-21

State DOTs and MPOs have flexibility in setting numeric targets for the five performance measures identified in Rule #1. It does place stipulations on certain aspects of the process, however. It requires that states and MPOs report their performance metrics and targets for each of five performance measures as rolling 5-year averages. Per Rule #2, states are also required to develop a Strategic Highway Safety Plan (SHSP). Washington state's plan is called Target Zero, which can be used as the foundation for the target setting process (<http://www.targetzero.com>).

WSDOT's target adoption

WSDOT and its partners adopted the *Target Zero* approach for MAP-21 safety target setting in February 2017. See the table below for the targets produced via this method. Governor Inslee has endorsed this data-driven approach to traffic safety, as have statewide safety partners.

MAP-21 Safety Target Setting

5-yr. rolling averages; number of persons, or number of persons per 100 million VMT

	2016 Baseline	2018 Official Targets
	Statewide MAP-21 Target (Target Zero)	
No. 1 - Fatalities	484.8	415.5
No. 2 - Fatality rate	0.828	0.709
No. 3 - Serious injuries	2,086.0	1,788.0
No. 4 - Serious injury rate	3.568	3.058
No. 5 - Non-motorist fatalities & serious injuries	503.4	431.5

Data sources: Washington State Traffic Safety Commission - Fatality Analysis Reporting System; Washington State Department of Transportation - Transportation Data, GIS & Modeling Office.

FHWA's "Significant Progress" measurement

At the end of each reporting period, FHWA will determine whether a state has made overall "significant progress" toward achieving their safety targets. The penalties listed on the back page of this folio, including the obligation of state funds, will apply to the State DOT if FHWA deems it has not made that progress.

To make significant progress overall, a state must make significant progress in achieving at least four out of five targets. For each measure, there are two ways this can be done. For example, the value of the 5-year rolling average in 2018 must be:

- At or below the target set in 2017 for the 2018 year, OR
- At or below its 2016 (baseline) level. The FHWA included this provision to avoid punishing aspirational target setting.

If either of these conditions is met, the state has made significant progress for that individual measure. It must do so in any four of the five measures to have made significant progress overall and avoid the penalty provisions. For example, in the graph for Measure No. 1, Washington must lower the 5-year average to fewer than 484.8 fatalities (the baseline value) to achieve significant progress in that measure.

WSDOT uses Target Zero to reduce fatality and serious injuries

Due to long-term fatality reductions in Washington coupled with a recent rise in the number of fatalities, WSDOT may not achieve overall significant progress toward these targets. WSDOT and its partners concur that *Target Zero* should be consistently used to move Washington forward with fatality and serious injury reductions. WSDOT will continue to monitor spending levels and penalty consequences to assess risk and the impacts of this target setting approach.

The general process for generating trend and target information as prescribed by Rule #1 proceeds as follows:

- The annual number of fatalities, serious injuries, and Vehicle Miles Traveled (VMT) is determined for a 10-year period.
- A 5-year rolling average is calculated for each performance measure. For example, in the graph for Measure No. 1, data from 2006-2010 creates the value of the rolling average in 2010—535.4 fatalities. Data from 2007-2011 creates the next 5-year rolling average in 2011
- The rolling 5-year average value for 2016 will be set as the baseline performance (annual average of 2012 through 2016).

States are then free to develop targets using any variety of data-based methods. In *Target Zero* and Washington state's particular approach to target setting, the method to establish targets continues:

- A straight line will be drawn from the baseline value to a zero value in 2030. (The line is redrawn with each new year of data.)
- The value of the *Target Zero* trendline in 2018 becomes the target for the performance measure in 2018.

Timelines

Final targets for these measures were ratified when official 2016 VMT data became available in June 2017. All targets are set for 2018 using 2012-2016 data as the baseline period, and the 2016 data used is preliminary FARS data. (Rule #1 provides the option of using either final or preliminary FARS data when setting targets, but in actuality the finalized data for the most recent year would not be available until after the State DOTs' annual reporting deadline.)

For MAP-21 compliance, all five targets must be reported to FHWA by the HSIP submission deadline August 31, 2017. However, targets for Measures No. 1–3 are also required in the state's Highway Safety Plan, which was submitted to the National Highway Traffic Safety Administration on July 1, 2017. Targets in both submissions must be numerically identical.

MPOs have until February 27, 2018 (180 days after the HSIP reporting deadline) to either agree to plan and program projects so that they contribute toward the accomplishment of the State DOT HSIP target, or commit to a quantifiable target for their Metropolitan Planning Area. In Washington state, MPOs have agreed to adopt the WSDOT target.

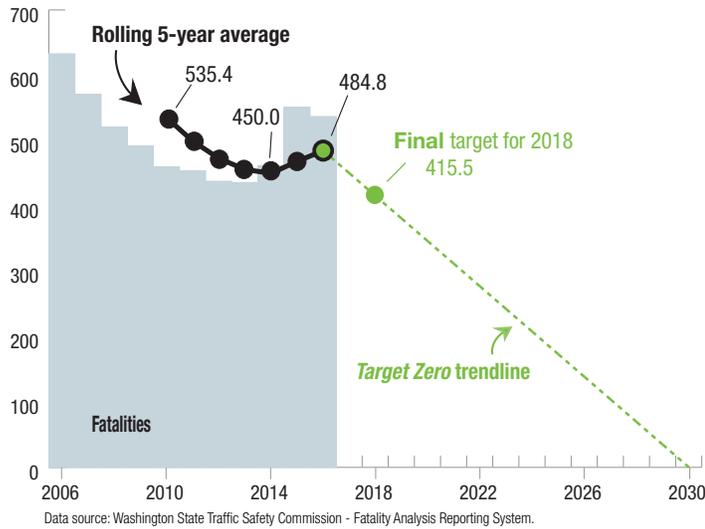
In December 2019, the FHWA will make its first determinations of significant progress toward achieving 2018 targets. They will notify states of the outcome in March 2020.

About these graphs

These graphs display the final 2018 targets for each of the five MAP-21 safety performance measures, and show the *Target Zero* methodology that will be used for safety target setting in Washington state. The targets were developed by WSDOT in coordination with the Washington State Metropolitan Planning Organizations, the Washington State Traffic Safety Commission, and other partners.

Measure No. 1 - Fatalities

2006 through 2030; Fatalities in Washington state



Measure No. 2 - Fatality rate

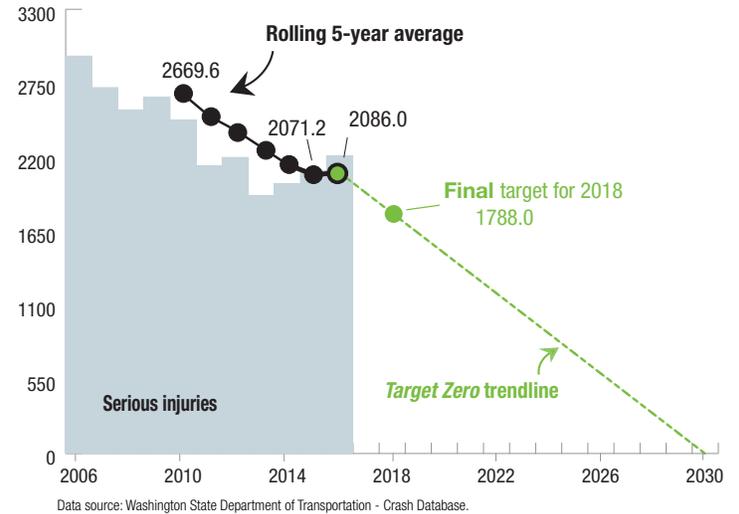
2006 through 2030; Fatalities per 100 million VMT in Washington state



Notes for all graphics: Fatality data for 2015 is finalized as of January 2017, serious injury count for 2015 is as of April 2017. All data for 2016 is preliminary as of April 2017. Under 23 U.S. Code § 148 and 23 U.S. Code § 409, safety data, reports, surveys, schedules, lists compiled or collected for the purpose of identifying, evaluating, or planning the safety enhancement of potential crash sites, hazardous roadway conditions, or railway-highway crossings are not subject to discovery or admitted into evidence in a federal or state court proceeding or considered for other purposes in any action for damages arising from any occurrence at a location mentioned or addressed in such reports, surveys, schedules, lists, or data.

Measure No. 3 - Serious injuries

2006 through 2030; Serious injuries in Washington State



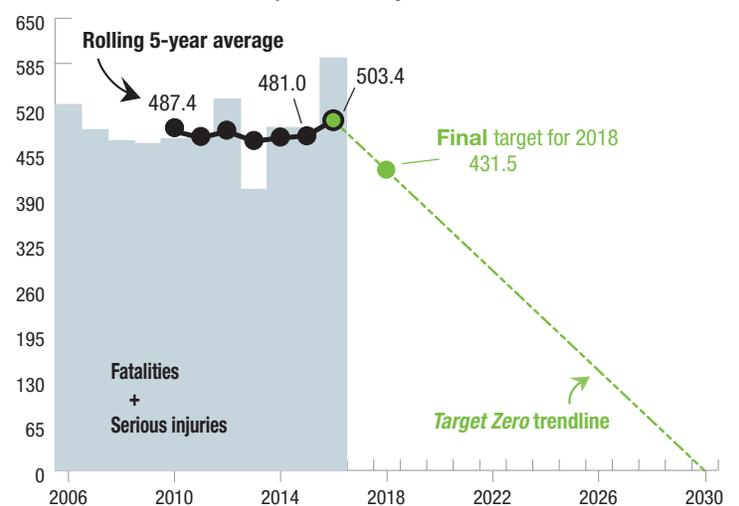
Measure No. 4 - Serious injury rate

2006 through 2030; Serious injuries per 100 million VMT in Washington state



Measure No. 5 - Non-motorist fatalities and serious injuries

2006-2030; Fatalities and serious injuries in Washington state



Penalties

As described in U.S. Code 23 Section 148(i), for the Final Safety Performance Rule (Rule #1), if the U.S. Department of Transportation (U.S. DOT) Secretary determines a state has not met or made significant progress toward achieving its safety performance targets by the date that is two years after the establishment of its targets, the State DOT would:

- Dedicate its obligation authority equal to the apportionment for HSIP to the state for the prior year to highway safety improvement projects until the U.S. DOT Secretary determines that the state has made significant progress or met the targets; and
- Annually submit to U.S. DOT a safety implementation plan until the U.S. DOT Secretary determines that the state has made significant progress or met the targets.

See WSDOT's [MAP-21 Funding and Performance Penalties](#) folio for full details, including special rule penalties.

Available Data

- Number of traffic fatalities for all public roads
- Rate of traffic fatalities per 100 million Vehicle Miles Traveled (VMT) for all public roads¹
- Number of serious traffic injuries for all public roads
- Rate of serious traffic injuries per 100 million VMT for all public roads¹
- Bicyclist/Pedestrian fatalities and serious injuries for all public roads²
- Fatality and serious injury data for drivers and pedestrians age 65 and older³
- Rate of traffic fatalities for all High Risk Rural Roads (HRRR)^{1,3}

Notes: Crash data is available for all Washington public roads and annual summaries are also available by county. WSDOT entered into a data sharing agreement with the Washington Traffic Safety Commission to incorporate the fatality data necessary for target setting. **1** The Federal Highway Administration (FHWA) requires the use of Highway Performance Monitoring System (HPMS) data for any performance metric involving estimated vehicle miles travelled. **2** This data is required as part of the Fiscal Year 2015 Omnibus Appropriations Bill. **3** This data satisfies a MAP-21 special rule reported at the statewide level to FHWA, that may be of interest to MPOs.

For more information

MAP-21 safety requirements information: John Milton, Director of Quality Assurance and Transportation System Safety, at (360) 704-6363 or Milton.J@wsdot.wa.gov.

Dan Davis, Assistant Director, Office of Strategic Assessment and Performance Analysis, at (360) 705-7558, or DavisD@wsdot.wa.gov.

Traffic crash fatal and serious injury data: Mike Bernard at (360) 570-2454, BernarM@wsdot.wa.gov. Data is protected by U.S. Code 23 §148 and §409, but can be requested.

What is the current distribution of HSIP funds?

Safety: Federal Highway Safety Improvement Program (HSIP) funding provided to the state is split based upon fatal and serious injury crash data on state and local facilities. The HSIP funds are used to implement engineering countermeasures which reduce fatal and serious injury crashes. WSDOT manages the Local Federal Safety program and provides more than \$24 million annually for improvements on local facilities. WSDOT prioritizes the improvements on state and local facilities based on crash data and benefit-cost analysis. The HSIP is one component of WSDOT's total annual expenditure on safety projects. WSDOT uses additional funds from other federal and state resources each year, averaging over \$15 million since 2013.

Data collection

- MAP-21 requires fatality data from the Washington State Traffic Safety Commission's (WTSC) Fatality Analysis Reporting System (FARS) and serious injury data from WSDOT's system.
- State law enforcement officers record crash events in The Washington State Police Traffic Collision Report. This report is the sole source for all WSDOT serious injury data and most FARS data, with few exceptions.
- MAP-21 requires Vehicle Miles Traveled (VMT) data from WSDOT's Highway Performance Monitoring System. Along with the number of fatalities or serious injuries, VMT is used to calculate the rate of fatalities or serious injuries per 100 million VMT.
- WSDOT's serious injury data and FARS fatality data for the previous calendar year is preliminarily available in about February and April of the following year, respectively. WSDOT's VMT data is available about June of the following calendar year.

Purpose of reporting requirements

In July 2012, the Moving Ahead for Progress in the 21st Century Act (MAP-21) became law. 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, Freight, and Congestion Mitigation and Air Quality.

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Select an MPO: Southwest Washington Regional Transportation Council MPA

Table 1. Summary of metrics for Southwest Washington Regional Transportation Council MPA - 2005 to 2016 (NOTE. VMT for 2016 is not yet available: VMT 2015 assumed)

Year	Fatalities (FARS)	Fatalities (5-year rolling average) (FARS)	Target Fatalities for 2012-2018 (5-year rolling average) (FARS)	Fatality rate	Fatality rate (5-year rolling average)	Target for Fatality rate for 2012-2018 (5-year rolling average)	Serious Injuries (WSDOT)	Serious Injuries (5-year rolling average) (WSDOT)	Target for Serious Injuries for 2012-2018 (5-year rolling average) (WSDOT)	Serious injury rate (Serious Injuries per HMVMT)	Serious injury rate (5-year rolling average) (Serious Injuries per HMVMT)	Target serious injury rate for 2012-2018 (5-year rolling average) (Serious Injuries per HMVMT)	Non-motorist fatalities and serious injuries	Non-motorist fatalities and serious injuries (5-year rolling average)	Target for non-motorist fatalities and serious injuries for 2012-2018 (5-year rolling average)	Annual VMT (1000s)
2010	24			0.855			145			5.165			31			2,807,624.23
2011	15			0.534			138			4.910			32			2,810,418.04
2012	19			0.677			108			3.846			28			2,808,221.71
2013	20			0.702			112			3.933			19			2,847,480.82
2014	35	22.6		1.213	0.796		118	124.2		4.088	4.388		31	28.2		2,886,597.87
2015	23	22.4		0.764	0.778		153	125.8		5.085	4.373		28	27.6		3,008,734.11
2016	20	23.4		0.656	0.802		127	123.6		4.167	4.224		29	27.0		3,047,747.21
2017																
2018			20.1			0.688			105.9			3.620			23.1	

Table 2. 2012- 2018 Safety Performance Targets for (Using a projection to zero in 2030 - 2005 to 2016) (NOTE. VMT for 2016 is not yet available: VMT 2015 assumed)

Year	Fatalities (5-year rolling average) (FARS)	Fatality rate (5-year rolling average)	Serious Injuries (5-year rolling average) (WSDOT)	Serious injury rate (5-year rolling average) (Serious Injuries per HMVMT)	Non-motorist fatalities and serious injuries (5-year rolling average)
2018	20.1	0.7	105.9	3.6	23.1

