



WHATCOM TRANSPORTATION POLICY BOARD

**Wednesday, January 22, 2020, 3:30 p.m.**

Gordon W. Rogers Conference Room  
314 East Champion Street  
Bellingham, Washington

**AGENDA**

PAGES

- A. CALL TO ORDER
- B. PUBLIC COMMENT  
Citizens may speak informally to the Board on matters pertinent to its statutory responsibilities and which are not the subject of a public hearing. *Each speaker is allowed a maximum of three minutes.*
- C. AGENDA APPROVAL\*
- D. APPROVAL OF MINUTES\*  
Meeting of October 9, 2019
- E. OLD BUSINESS (if any)
- F. PUBLIC HEARING  
Amendment No. 2001 to the 2020 WCOG Transportation Improvement Program
  1. Staff Presentation – Hugh Conroy
  2. Open Public Hearing – Citizens may address the Board on the subject of the hearing *for a maximum of three minutes.*
  3. Close Public Hearing\*
  4. Board Discussion and Vote\*
- G. NEW BUSINESS
  1. Citizens’ Transportation Advisory Group Appointment – Mr. Conroy\*
  2. WCOG Alignment with WSDOT 2020 Safety Targets – Mr. Conroy\*
  3. Adopt 2020 Cost Allocation Plan – Ron Cubellis\*
  4. WSDOT Presentation: Fish Passage – Jay Drye, WSDOT
  5. Other new business (if any)
- H. OBLIGATION STATUS UPDATE – Mr. Conroy
- I. PLANNING DIRECTOR’S REPORT – Mr. Conroy
- J. CORRESPONDENCE
- K. BOARD OPEN FORUM
- L. ADJOURN

\* Action item

Persons with disabilities needing a special accommodation for this meeting should contact the WCOG office at (360) 676-6974, at least six (6) days prior to the meeting to receive assistance.  
Para asistencia en español, por favor enviar un correo electrónico a [espanol@wcog.org](mailto:espanol@wcog.org).



## **Notice to the Public Regarding Title VI of the Civil Rights Act of 1964**

WCOG hereby gives public notice that it is the policy of the agency to assure full compliance with Title VI of the Civil Rights Act of 1964, the Civil Rights Restoration Act of 1987, Executive Order 12898 on Environmental Justice, Executive Order 13166 on Limited English Proficiency, and related statutes and regulations in all programs and activities. Title VI requires that no person in the United States of America shall, on the grounds of race, color, sex, or national origin, be excluded from the participation in, be denied the benefits of, or be otherwise subjected to discrimination under any program or activity for which WCOG receives federal financial assistance.

Any person who believes they have been aggrieved by an unlawful discriminatory practice under Title VI has a right to file a formal complaint with WCOG. Any such complaint must be in writing and filed with the WCOG Title VI Coordinator within one-hundred eighty (180) days following the date of the alleged discriminatory occurrence. Title VI Discrimination Complaint Forms may be obtained from the WCOG at no cost and are available on WCOG's website.

## **Aviso al Público Sobre Título VI de la Ley de Derechos Civiles de 1964**

Por medio de la presente, el WCOG notifica de manera pública que la política del organismo es garantizar el pleno cumplimiento del Título VI de la Ley de Derechos Civiles de 1964, la Ley de Recuperación de Derechos Civiles de 1987, el Decreto Presidencial 12898 sobre Justicia Ambiental, el Decreto Presidencial 13166 sobre Dominio Limitado del Idioma Inglés, así como los estatutos y reglamentos relacionados en todos los programas y actividades. De acuerdo con lo estipulado en el Título VI, ningún individuo de los Estados Unidos de América deberá, con fundamento en su raza, color, sexo o nacionalidad, ser excluido de participar en, que se le nieguen los beneficios de, o ser víctima de discriminación en virtud de cualquier programa o actividad por el cual el WCOG reciba fondos federales.

Toda persona que se considere agraviada por una práctica discriminatoria e ilícita en virtud del Título VI tiene derecho a presentar una denuncia formal ante el WCOG. Cualquier denuncia de este tipo debe presentarse por escrito ante el coordinador del Título VI del WCOG en un periodo de 180 días naturales a partir de la fecha de la presunta discriminación. El WCOG pone a disposición del público los formularios de denuncia del Título VI de manera gratuita en su página web.

WHATCOM TRANSPORTATION POLICY BOARD  
MINUTES – DRAFT  
OCTOBER 9, 2019

IN ATTENDANCE:

MEMBERS VOTING: Scott Korthuis (1<sup>st</sup> Vice-Chairman), Lynden; Jack Louws (2<sup>nd</sup> Vice-Chairman) and Satpal Sidhu, Whatcom County; Kelli Linville and Terry Bornemann, Bellingham; Bonnie Onyon, Blaine; Victor Johnson (for Jay Julius), Lummi Nation; Tom Jones, Nooksack; Bobby Briscoe, Port of Bellingham; Jay Drye, WSDOT; Michael Lilliquist, WTA; EX-OFFICIO: Terry Terry, CTAG; Jeff McClure, PUD No. 1; Chris Comeau, TTAG

GUESTS Pat Alesse, Council Board; Peter Frye, Lummi Nation; Michael Jones, City of Blaine; Guy Occhiogrosso, Bellingham Regional Chamber of Commerce; Pete Stark, WTA

STAFF Bob Wilson (Secretary), Rob Cubellis, Hugh Conroy, Lethal Coe

A. CALL TO ORDER

Vice-Chairman Korthuis, acting as chairman, called the meeting to order at 3:00 p.m. with a quorum present.

B. PUBLIC COMMENT

No public comment was received.

C. AGENDA APPROVAL

Mr. Wilson informed the Board that he had inadvertently placed adoption of the 2020 Transportation Improvement Program under “New Business” when he prepared the agenda, instead of as a public hearing. He added that the public hearing for the 2020 TIP had been advertised as required, and he asked the Board to amend the draft agenda to re-designate that as agenda item “G. Public Hearing,” and to re-designate the subsequent items accordingly.

**MOTION:** Mr. Jones moved, Mr. Bornemann seconded, to approve the agenda as amended.

**MOTION PASSED**

D. APPROVAL OF MINUTES OF JULY 10, 2019

**MOTION:** Mr. Lilliquist moved, Mr. Briscoe seconded, to approve the minutes of the meeting of July 10, 2019.

**MOTION PASSED**

E. OLD BUSINESS

No old business was discussed.

F. PUBLIC HEARING

Amending the 2019 WCOG Transportation Improvement Program (TIP)

Mr. Coe directed the representatives' attention to the memo contained in the meeting packet, and then described the proposed amendments to the 2019 TIP:

1. Amend WSDOT project *I-5/Southbound Lake Samish Vicinity – Stormwater Retrofit* to reduce preliminary engineering (PE) and construction (CN) phase funding amounts due to scope change, and revise beginning and ending termini. The project is funded through the National Highway Performance Program.
2. Amend WSDOT project *SR 11/Hoag's Creek – Fish Passage* to adjust PE phase and add right-of-way and CN phases. The project is funded through the Connecting Washington Account (CWA).
3. Add new WSDOT project *SR 546/Pepin Creek – Fish Passage* that is funded through the CWA.

Mr. Coe then answered questions posed by the representatives.

**PUBLIC HEARING OPENED AT 3:04 P.M.**

No public comment was received.

**MOTION:** Mr. Bornemann moved, Mr. Jones seconded, to close the public hearing.

**MOTION PASSED**

**PUBLIC HEARING CLOSED AT 3:04 P.M.**

**MOTION:** Mr. Louws moved, Ms. Onyon seconded, to approve Amendment No. 1910 to the 2019 WCOG Transportation Improvement Program.

**MOTION PASSED**

G. PUBLIC HEARING

2020 WCOG Transportation Improvement Program

Mr. Coe described the draft 2020 TIP and then answered questions posed by the representatives.

**PUBLIC HEARING OPENED AT 3:08 P.M.**

No public comment was received.

**MOTION:** Mr. Jones moved, Mr. Bornemann seconded, to close the public hearing.

**MOTION PASSED**

**PUBLIC HEARING CLOSED AT 3:08 P.M.**

**MOTION:** Mr. Louws moved, Mr. Bornemann seconded, to adopt the 2020 WCOG Transportation Improvement Program.

**MOTION PASSED**

H. NEW BUSINESS

No new business was discussed.

I. OBLIGATION STATUS UPDATE

Mr. Coe briefed the Board on the region's current obligation status.

J. PLANNING DIRECTOR'S REPORT

Mr. Conroy briefed the Board on current and upcoming transportation planning activities.

K. CORRESPONDENCE

There was no correspondence.

L. BOARD OPEN FORUM

Mr. Drye asked if there was interest in having WSDOT provide an update on fish passage at the January Policy Board meeting, and there was consensus that it would be of value to the member jurisdictions.

M. ADJOURNMENT

There being no further business, the meeting adjourned at 3:57 p.m.



## MEMORANDUM

To: Whatcom Transportation Policy Board  
From: Lethal Coe, Senior Planner  
Date: January 8, 2020  
Subject: WCOG 2020 TIP Amendments and Administrative Modifications

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**Amendment #1 (20-01)** of the 2018 WCOG Transportation Improvement Program (TIP) includes the following:

1. Add Whatcom County project *Horizontal Alignment Advisory Speed Review* that will utilize recently awarded federal Highway Safety Improvement Program funds to evaluate curve advisory speeds throughout Whatcom County. The project cost is \$110,800 and will begin 2020.
2. Add Blaine project *ADA Transition Plan Development* that will determine how and where to create ADA compliant pedestrian access throughout Blaine. This project is funded through federal Transportation Alternatives program with a cost of \$100,000 and will begin in 2020.
3. Add Blaine project *Peace Portal Community Trail Phase 3* to continue the multi-modal path connection along Peace Portal Dr from Hughes Ave to the Bell Rd intersection. This project is funded through federal Transportation Alternatives program with a cost of \$356,351 and will begin in 2020.
4. Remove Port of Bellingham *Harris Ave Crossing*. Project funds obligated and is underway.
5. Remove WSDOT project *NWR Breakaway Cable Terminal Replacement – Non-Interstate 17-19 (phase 2)*. The breakaway cable terminals have been reprioritized with the interstates receiving top priority. The non-interstate, Whatcom County locations, will be addressed at a future date currently unspecified.
6. Remove WSDOT project *NWR Breakaway Cable Terminal Replacement 17-19 (Phase 2)*. This project will be replaced by project (7.) that will complete the phase 2 construction with new locations and contract.
7. Add WSDOT project *NWR Breakaway Cable Terminal Replacement 17-19 (Phase 2)* that includes phase 2 construction. Construction is funded through Highway Safety Improvement Program funds with a cost of \$18,207 and will begin 2020.

Formal TIP Amendments require review and resolution from the Policy Board to amend the current TIP and make federal funding accessible.

**ACTION REQUESTED:** Approve Amendment #1 for the Whatcom Council of Governments 2020 Transportation Improvement Program.

Whatcom Council of Governments  
2020 Transportation Improvement Program

**Amendment #1 (20-01) Table**

#	Agency	Project Title	Amended Action	Added Funds \$	Total Costs \$	Fed Source
1	Whatcom	<i>Horizontal Alignment Advisory Speed Review</i>	Add new project	110,800	110,800	HSIP
2	Blaine	<i>ADA Transition Plan Development</i>	Add project	100,000	100,000	TA
3	Blaine	<i>Peace Portal Community Trail Phase 3</i>	Add project	356,351	356,351	TA
4	Port of Bellingham	<i>Harris Ave Crossing</i>	Remove project	-614,946	762,029	HSIP
5	WSDOT	<i>NWR Breakaway Cable Terminal Replacement 17-19 (Phase 2)</i>	Remove project	-13,356	13,356	HSIP
6	WSDOT	<i>NWR Breakaway Cable Terminal Replacement 17-19 (Phase 2)</i>	Remove project	-28,478	28,478	HSIP
7	WSDOT	<i>NWR Breakaway Cable Terminal Replacement 17-19 (Phase 2)</i>	Add new project	18,207	18,207	HSIP

**No Policy Board Action Required for Administrative Modifications**

**Recent Administrative Modifications** - administrative modifications are less substantial project changes and are administered by WCOG staff.

Agency	Project	Modification Administered	Total Costs	Federal Source
Whatcom	<i>E. Smith &amp; Hannegan Rd Intersection Improvements</i>	Add HSIP funds, adjust phase costs and description	4,230,000	STP, HIP, HSIP



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## Memo

**To:** Whatcom Transportation Policy Board (WTPB)  
**Date:** January 8, 2020  
**From:** Hugh Conroy, Director of Planning *HC*  
**Subject:** Consideration of an at-large appointment to the Whatcom Citizens' Transportation Advisory Group (CTAG).

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### Introduction

CTAG is one of WCOG's strategies for supporting ongoing public involvement in support of the Whatcom Metropolitan Planning Area transportation planning process.

In addition to the CTAG voting positions allocated to WCOG member jurisdictions and representatives of community and institutional groups (youth, seniors, disabled, and schools), WCOG's planning process bylaws also allow the The Whatcom Transportation Policy Board (WTPB) to appoint additional CTAG members as it deems appropriate.

### Ted Morris

Ted Morris has been recommended for membership in CTAG by Terry Terry, one of Whatcom County appointees to the CTAG and the group's current chair. Ted has confirmed his strong interest in participating with WCOG staff.

Ted is recently retired from a career as a ranger at Birch Bay State Park. He was instrumental in the revitalization of the Blaine Birch Bay Parks and Recreation District #2. He as also been involved in the development of the Birch Bay berm project and other trails throughout the county. He has participated in the North Sound Transportation Alliance (NSTA) on trails and cross-county connectivity as well as NSTA's discussions on transportation for health care access.

Ted Morris would be a direct appointment to CTAG by the WTPB.

### Suggested motion for consideration

"Appoint Ted Morris to the Whatcom Citizens' Transportation Advisory Group for 2020."
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## Memo

**To:** Whatcom Transportation Policy Board (WTPB)  
**Date:** January 8, 2020  
**From:** Hugh Conroy, Director of Planning *HC*  
**Subject:** WCOG MPO adoption of MAP-21 safety performance targets for 2020

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### Introduction

States and metropolitan planning organizations (MPOs) are entering the third year of planning under requirements updated in 2012 (as part of that year's multi-year transportation appropriations act, Moving Ahead for Progress in the 21<sup>st</sup> Century, or MAP-21). MAP-21, among many other other things, requires identification of performance measures and targets for safety.

Under these rules, states shall measure transportation safety performance using five USDOT-defined measures – permutations of crash statistics on all public roads reported by severity (fatal, serious injury) and expressed as five-year rolling averages of counts and rates-per-vehicle-miles-traveled. States and MPOs must then establish targets for improvement in terms of the five measures. **MPOs must 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.**

Unlike other MAP-21 performance measures and targets, safety targets must be re-approved annually by states and MPOs – states by August 31 prior to the target year and MPOs by February 27 of the target year.

### Preparation and coordination to date

Through the MPO-WSDOT Coordinating Committee, Washington State MPOs agreed to adopt Washington State's commitment to Target Zero in February 2016.

WSDOT also updates a document that details the state's target-setting and performance tracking process: Target Zero, crash data, reporting schedules, periodic revisions, and possible penalties to the state for underperformance. **This document, "MAP-21 & Safety, Washington State - December 2019," which also lists the updated targets for 2020, is attached.**

### Additional notes

WSDOT has developed statewide calculations of the five USDOT metrics and is also providing these metrics for each MPO's planning area. These data are provided to inform regional planning and programing, not as assigned sub-targets for MPOs. The only performance targets to be tracked by USDOT are the *statewide* targets. Related to the above point, Washington MPOs are not exposed to penalties under this approach.

Target Zero (zero fatalities by 2030) is a hard target to make significant progress towards but has been adopted by the state to continuously promote reductions of serious crashes. Targets must be revisited annually and there are processes established to adjust them.

### Suggested motion

"Move to adopt Whatcom Transportation Policy Board Resolution No. 2020-01, adopting Washington's 2020 Highway Safety Improvement Program (HSIP) targets and agreeing to plan and program projects so that they contribute toward the accomplishment of the HSIP target, known as Target Zero."



## 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 2020, 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)

## FHWA provides 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

For the 2020 annual target setting process, WSDOT and its partners adopted the Target Zero approach for MAP-21 using the 2019 updated Target Zero plan produced via this method (see table below).

### MAP-21 Safety Target Setting

Five-year rolling averages; number of persons, or number of persons per 100 million VMT

	2018 Baseline	2020 Official Targets
		Statewide MAP-21 Target (Target Zero)
No. 1 - Fatalities	531.8	443.2
No. 2 - Fatality rate	0.879	0.732
No. 3 - Serious injuries	2,154.6	1,795.5
No. 4 - Serious injury rate	3.562	2.968
No. 5 - Non-motorist fatalities & serious injuries	559.8	466.5

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 its 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 achieve 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 2020 must be:

- At or below the target set in 2019 for the 2020 year, OR
- At or below its 2018 (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 531.8 fatalities (the baseline value) to achieve significant progress in that measure.

## WSDOT uses Target Zero to reduce traffic fatalities 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 2018 will be set as the baseline performance (annual average of 2014 through 2018).

States are then free to develop targets using any variety of databased 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 2020 becomes the target for the performance measure in 2020.

## Timelines

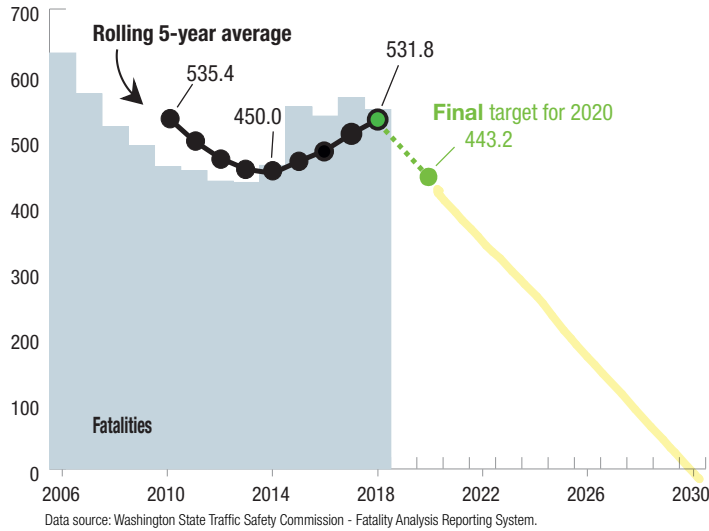
For MAP-21 compliance, all five statewide targets were reported to FHWA by the HSIP deadline of August 31, 2019. MPOs have until February 28, 2020 (180 days after the HSIP reporting deadline) to either agree to plan and program projects so they contribute toward the accomplishment of the State DOT HSIP targets, or commit to a quantifiable target for their Metropolitan Planning Area. In Washington state, MPOs have agreed to adopt the WSDOT targets.

In December 2020, the FHWA will make its first determinations of significant progress toward achieving 2018 targets. They will notify states of the outcome in March 2021.

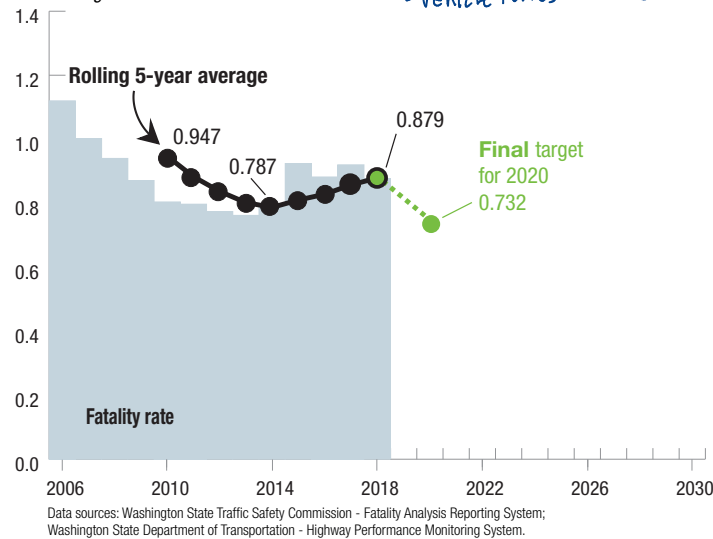
## About these graphs

These graphs display the final 2020 targets for each of the five MAP-21 safety performance measures, and show targets developed by WSDOT in coordination with Washington State Traffic Safety Commission.

**Measure No. 1 - Fatalities**  
2006 through 2030

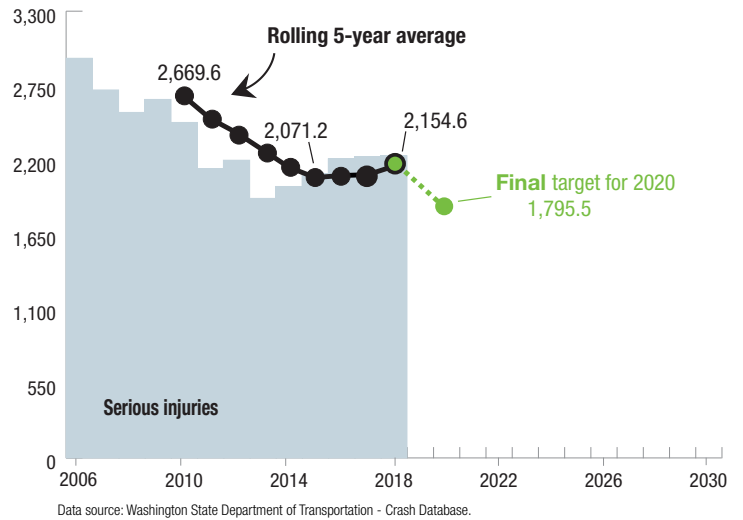


**Measure No. 2 - Fatality rate per million VMT**  
2006 through 2030

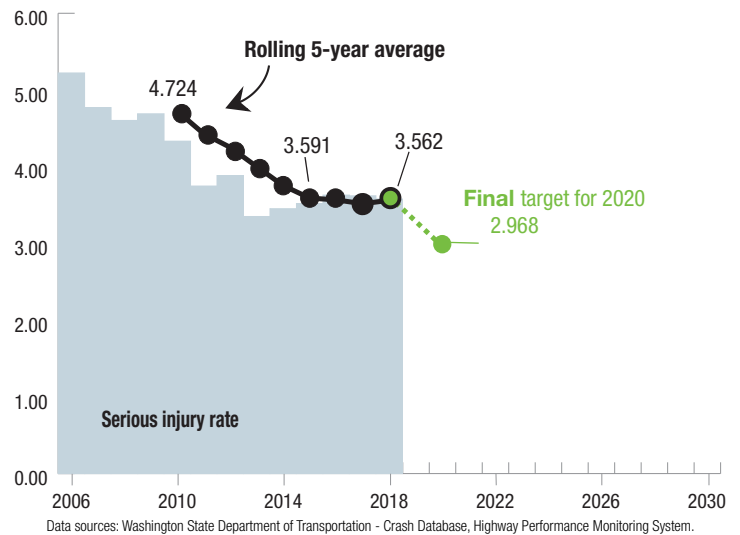


Notes for all graphics: Fatality data for 2017 is finalized as of January 2019, serious injury count for 2017 is as of August 2019. All data for 2018 is preliminary as of August 2019. Under 23 U.S. Code § 148 and 23 U.S. Code § 409, safety data, reports, surveys, schedules, lists compiled or collected 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.

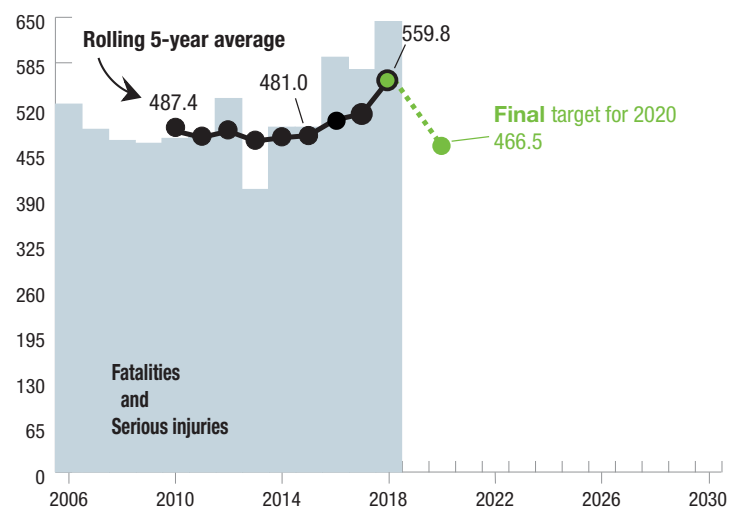
**Measure No. 3 - Serious injuries**  
2006 through 2030



**Measure No. 4 - Serious injury rate per 100 million VMT**  
2006 through 2030



**Measure No. 5 - Non-motorist fatalities and serious injuries**  
2006 through 2030



## Penalties

As described in U.S. Code 23 Section 148(j), 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 roads<sup>1</sup>
- Number of serious traffic injuries for all public roads
- Rate of serious traffic injuries per 100 million VMT for all public roads<sup>1</sup>
- Bicyclist/Pedestrian fatalities and serious injuries for all public roads<sup>2</sup>
- Fatality and serious injury data for drivers and pedestrians age 65 and older<sup>3</sup>
- Rate of traffic fatalities for all High Risk Rural Roads (HRRR)<sup>1,3</sup>

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 Transportation Safety and Systems Analysis (360) 704-6363 or [MiltonJ@wsdot.wa.gov](mailto:MiltonJ@wsdot.wa.gov).

**Traffic crash fatal and serious injury data:** Mike Bernard at (360) 570-2454, [BernarM@wsdot.wa.gov](mailto: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.

**Americans with Disabilities Act (ADA) Information:** This material can be made available in an alternate format by emailing the WSDOT Diversity/ADA Affairs team at [wsdotada@wsdot.wa.gov](mailto:wsdotada@wsdot.wa.gov) or by calling toll free, 855-362-4ADA(4232). Persons who are deaf or hard of hearing may make a request by calling the Washington State Relay at 711.

**Title VI Statement to Public:** It is the Washington State Department of Transportation's (WSDOT) policy to assure that no person shall, on the grounds of race, color, national origin or sex, as provided by Title VI of the Civil Rights Act of 1964, be excluded from participation in, be denied the benefits of, or be otherwise discriminated against under any of its federally funded programs and activities. Any person who believes his/her Title VI protection has been violated, may file a complaint with WSDOT's Office of Equal Opportunity (OEO). For additional information regarding Title VI complaint procedures and/or information regarding our non-discrimination obligations, please contact OEO's Title VI Coordinator at (360) 705-7082.



**WHATCOM TRANSPORTATION POLICY BOARD  
RESOLUTION NO. 2020-01**

**ADOPTING STATEWIDE SAFETY PERFORMANCE TARGETS**

**WHEREAS**, the 2012 federal transportation act known as Moving Ahead for Progress in the 21<sup>st</sup> Century (MAP-21) established a performance management framework for state departments of transportation and metropolitan planning organizations such as the Whatcom Council of Governments, and

**WHEREAS**, in accordance with 23 CFR §490 and 23 CFR §924, the MAP-21 performance framework includes traffic safety objectives of significantly reducing fatal and serious-injury crashes on all public roads and reducing fatalities and serious injuries to people using non-motorized transportation modes such as walking and bicycling, and

**WHEREAS**, states are required to annually set goals for each measure, and Washington State has set its 2020 Highway Safety Improvement Program safety performance targets as follows,

1. Number of fatalities on all public roads (rolling five-year average): 443.2
2. Fatality rate per million vehicle miles traveled (VMT) (rolling five-year average): 0.732
3. Serious injuries (rolling five-year average): 1,795.5
4. Serious injury rate per 100-million VMT: 2.968
5. Non-motorist fatalities and serious injuries: 466.5, and,

**WHEREAS**, metropolitan planning organizations must agree to plan and program projects that contribute to their state's annually-adopted targets, or commit to other quantifiable targets, and

**WHEREAS**, Washington's metropolitan planning organizations have agreed to adopt the safety targets established by Washington State.

**NOW, THEREFORE, IT IS RESOLVED** that the Whatcom Transportation Policy Board agrees to plan and program projects in the Whatcom metropolitan planning area that will contribute to the attainment of Washington State's 2020 Highway Safety Improvement Program targets for each of the five aforementioned measures.

Adopted this Twenty-second day of January, 2020, in the City of Bellingham, Washington, a quorum being present.

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Robert H. Wilson, AICP, Secretary



## MEMORANDUM

To: Whatcom Transportation Policy Board  
From: Ron Cubellis, CPA AICP  
Deputy Executive Director  
Date: January 8, 2020  
Subject: Consideration of the 2020 Cost Allocation Plan

---

Request approval of the WCOG 2020 Cost Allocation Plan.

### BACKGROUND

A cost allocation plan is the federally approved way to allocate overhead and employee benefits to federally funded activities. The US Government wants to make sure they are not paying more than their fair share of the indirect expenses such as administrative staff, rent, paid holidays, etc.

The 2020 allocation plan that follows is a restatement of the WCOG 2020 budget adopted by the Council Board last month. If the year goes exactly as budgeted, the rates determined by the plan will ensure that WCOG recaptures the full overhead and benefit costs incurred during the year. This is referred to as the *fixed rate with carryforward* method. The carryforward comes into play when life doesn't unfold as we plan. The under or over recaptured amounts are carried forward into following year.

### RECOMMENDATION

Staff recommends approval of the 2020 Cost Allocation Plan.

### REQUESTED ACTION

**Approve the Whatcom Council of Governments 2020 Cost Allocation Plan as presented.**



2020  
Cost Allocation Plan

Whatcom Council of Governments  
314 East Champion Street  
Bellingham, WA 98225  
(360) 676-6974



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WHATCOM COUNCIL OF GOVERNMENTS  
**COST ALLOCATION PLAN PROPOSAL  
CERTIFICATION**

**January 1, 2020 – December 31, 2020**

This is to certify that I have reviewed the cost allocation plan proposal submitted herewith and to the best of my knowledge and belief:

(1) All costs included in this proposal dated January 8, 2020, to establish billing or final indirect cost rates for January 1, 2020 through December 31, 2020, are allowable in accordance with the requirements of 2 CFR Part 200 and the Federal award(s) to which they apply. Unallowable costs have been adjusted for in allocating costs as indicated in the cost allocation plan.

(2) All costs included in this proposal are properly allocable to Federal awards on the basis of a beneficial or causal relationship between the expenses incurred and the Federal awards to which they are allocated in accordance with applicable requirements. Further, the same costs that have been treated as indirect costs have not been claimed as direct costs. Similar types of costs have been accounted for consistently.

I declare that the foregoing is true and correct.

Whatcom Council of Governments

\_\_\_\_\_  
Robert H. Wilson, Executive Director

\_\_\_\_\_  
Date

Passed and approved this 22nd day of January, 2020, in Bellingham, Washington, a quorum being present.

\_\_\_\_\_  
Board Officer, Title

## INTRODUCTION

The Whatcom Council of Governments 2020 staffing levels, indirect costs and benefits are expected to remain at 2019 levels. For comparison, the 2019 indirect and benefit rates were 65.22% and 70.19% respectively.

The 2020 fixed rates are:

Indirect Costs	62.18%
Fringe Benefits	68.26%

## ALLOCATION METHOD

The Whatcom Council of Governments uses the fixed rate with carry forward method to allocate indirect costs and fringe benefits. During the budgeting process rates are established by estimating indirect cost as a percentage of direct labor costs and the fringe benefits as a percentage of direct, excluded and indirect labor costs. The rates are used to allocate indirect and fringe benefit costs each month regardless of actual costs incurred. After the close of each calendar year, the indirect and fringe costs recovered are compared to the actual costs to determine the amount to carry forward as an adjustment to the following year's rates.

### Whatcom Council of Governments 2020 Organizational Structure

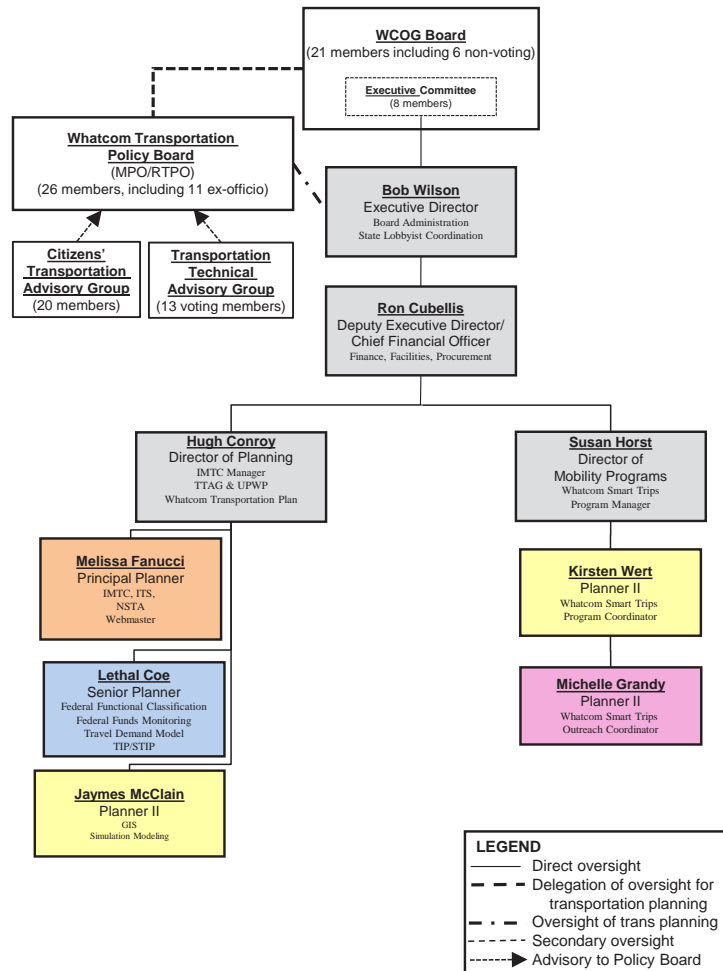


Table 1: 2019 Income and Expenses

<b>Whatcom Council of Governments Actual 2019 Income &amp; Expenditures</b>		
<b>INCOME</b>		
Member Dues	\$	159,606
Local		108,219
State		266,943
Federal		1,113,187
Interest Income		5,685
Miscellaneous		84,038
		1,737,678
TOTAL INCOME	\$	1,737,678
<b>EXPENSES</b>		
Communication Services	\$	23,315
Consultants & Contracted Svcs		384,572
Incentives		14,026
Insurance - Property & Liability		9,574
Office Equipment & Software		35,197
Pass-Through Funding		36,573
Payroll - Salaries & Wages		757,022
Payroll - Benefits & Taxes		327,432
Printing		16,393
Professional Development		12,240
Rent		73,733
Repair & Maintenance		2,187
Supplies		9,131
Travel		22,575
Utilities		13,400
Miscellaneous		18,621
		1,755,991
TOTAL EXPENSES	\$	1,755,991

**Table 2: 2019 Indirect Salaries & Benefits**

<b>POSITION</b>	<b>SALARIES</b>	<b>BENEFITS</b>	<b>TOTALS</b>
Executive Director	\$ 10,922	\$ 7,666	\$ 18,588
Deputy Director	94,311	66,196	160,507
Principal Planner	1,202	843	2,045
<b>Totals</b>	<b>\$ 106,435</b>	<b>\$ 74,705</b>	<b>\$ 181,140</b>

**Table 3: Reconciliation of 2019 Indirect Cost Recovery**

<b>2019 Actual Expenses</b>	<b>Total Expenses</b>	<b>Indirect</b>	<b>Excluded</b>	<b>Direct</b>
Wages (excluding paid leave)	\$642,078	\$106,435	\$ 3,948	\$ 531,695
Benefits (including paid leave)	442,376	74,705	2,771	364,900
Subtotal	\$ 1,084,454	\$ 181,140	\$ 6,719	\$ 896,595
Communication Services	23,315	11,743	-	11,572
Consultants & Contracted Svcs	384,572	11,801	44,180	328,591
Incentives	14,026	-	-	14,026
Insurance - Property & Liability	9,574	9,574	-	-
Office Equipment & Software	35,197	33,835	-	1,362
Pass-Through Funding	36,573	-	-	36,573
Printing	16,393	105	760	15,528
Professional Development	12,240	2,997	93	9,150
Rent	73,733	73,733	-	-
Repair & Maintenance	2,187	2,187	-	-
Supplies	9,131	3,935	64	5,132
Travel	22,575	3,227	1,599	17,749
Utilities	13,400	13,400	-	-
Miscellaneous	18,621	885	15,312	2,424
Subtotal	\$ 671,537	\$ 167,422	\$ 62,008	\$ 442,107
<b>Totals</b>	<b>\$1,755,991</b>	<b>\$ 348,562</b>	<b>\$ 68,727</b>	<b>\$ 1,338,702</b>
		\$348,562	Actual year 2019 indirect costs	
		(9,149)	+/- 2018 indirect cost carry-forward	
		<u>\$ 339,413</u>	Indirect eligible for recovery in 2019	
		<u>346,771</u>	Indirect cost recovered in 2019	
		<u>\$ (7,358)</u>	Under/(over) recovery in 2019	
			(carried forward into 2020 rate)	

**Table 4: Estimated 2020 Indirect Salaries & Benefits**

<b>POSITION</b>	<b>SALARIES</b>	<b>BENEFITS</b>	<b>TOTALS</b>
Executive Director	\$ 6,529	\$ 4,336	\$ 10,865
Deputy Director	103,322	68,616	171,938
Principal Planner	2,029	1,347	3,376
Totals	\$ 111,880	\$ 74,299	\$ 186,179

**Table 5: 2020 Estimated Indirect, Excluded & Direct Costs**

<b>2020 Proposed Expenses</b>	<b>Total Expenses</b>	<b>Indirect</b>	<b>Excluded</b>	<b>Direct</b>
Wages (excluding paid leave)	\$ 688,488	\$ 111,880	\$ -	\$ 576,608
Benefits (including paid leave)	457,228	74,299	-	382,929
Subtotals	\$ 1,145,716	\$ 186,179	\$ -	\$ 959,537
Communication Services	28,300	19,000	-	9,300
Consultants & Contracted Svcs	358,521	13,000	45,521	300,000
Incentives	10,000	-	-	10,000
Insurance - Property & Liability	10,500	10,500	-	-
Office Equipment & Software	54,140	39,140	-	15,000
Pass-Through Funding	-	-	-	-
Printing	21,500	-	-	21,500
Professional Development	13,150	3,450	-	9,700
Rent	72,100	72,100	-	-
Repair & Maintenance	3,000	3,000	-	-
Supplies	10,000	4,500	-	5,500
Travel	19,250	2,000	-	17,250
Utilities	13,000	13,000	-	-
Miscellaneous	-	-	-	-
Subtotals	\$ 613,461	\$ 179,690	\$ 45,521	\$ 388,250
Totals	\$ 1,759,177	\$ 365,869	\$ 45,521	\$ 1,347,787

**Table 6: 2020 Indirect Cost Rate Calculation**

CY 2020 Budgeted Indirect Cost	\$ 365,869		
CY 2019 Indirect carry-forward	(7,358)		
	<u>\$ 358,511</u>		
CY 2020 Budgeted Direct Salaries	\$ 576,608		
Total Indirect Cost	358,511		
	-----	=	<b>62.18%</b>
Total Direct Salaries	576,608		

**Table 7: Reconciliation of 2019 Fringe Benefit Recovery**

2019 Actual Benefit Expenses	Total	
Holiday Leave	\$ 38,414	
Sick Leave	11,781	
Vacation Leave	63,400	
Other Paid Leave	1,349	
Subtotal	\$ 114,944	
Dental	11,302	
Disability	3,200	
Health Insurance	132,831	
Life Insurance	1,008	
Medicare Tax	11,688	
Retirement Contributions	97,240	
Social Security	48,731	
Unemployment Tax	16,270	
Vision	2,318	
Workers Compensation Insurance	2,843	
Subtotal	\$ 327,431	
Totals	\$ 442,375	Actual 2019 Fringe Benefit costs incurred
	21,062	+/- 2018 fringe benefit carry-forward
	\$ 463,437	Fringe benefits eligible for recovery in 2019
	450,675	Fringe benefits recovered in 2019
	\$ 12,762	Under/(over) recovered for 2019 (carried forward into 2020 rate)

**Table 8: Estimated 2020 Fringe Benefit Costs**

Benefit	Budget Amount
Holiday Leave	\$ 40,499
Sick Leave	21,807
Vacation Leave	59,191
Other Paid Leave	-
Subtotal	\$ 121,497
Dental	12,202
Disability	3,426
Health Insurance	129,022
Life Insurance	1,017
Medicare Tax	11,601
Retirement Contributions	104,164
Social Security	50,219
Unemployment Tax	19,086
Vision	2,134
Workers Compensation Insurance	2,860
Subtotal	\$ 335,731
Total Estimated Fringe Benefits	\$ 457,228

**Table 9: 2020 Fringe Benefit Rate Calculation**

CY 2020 Budgeted Fringe Benefits	\$ 457,228	
CY 2019 Fringe Benefit carry-forward	12,762	
CY 2020 Recoverable Fringe Benefits estimate	<u>\$ 469,990</u>	
CY 2020 Budgeted Direct Salaries	\$ 576,608	
CY 2020 Budgeted Indirect Salaries	111,880	
CY 2020 Budgeted Excluded Salaries	-	
Total Salaries & Wages (excluding paid leave)	<u>\$ 688,488</u>	
	Total Fringe Benefits	469,990
		----- = <b>68.26%</b>
	Total Salaries (excluding paid leave)	688,488