

MEMORANDUM

To: CMAP Board

From: Bill Barnes, Deputy Regional Policy and Implementation

Date: January 31, 2025

Subject: 2025 roadway safety and highway asset condition performance targets

Action Requested: Approval

Purpose

The CMAP Transportation and MPO Policy Committees have both approved CMAP's adoption of IDOT's highway safety targets, new pavement condition targets and CMAP's existing bridge condition targets. These targets are presented today for approval by the CMAP Board. This memorandum provides background information on the federal performance measurement process, as well as more detail on each of the three performance targets.

Background on federal performance measure program

Beginning in 2012, the Federal Highway Administration's highway and transportation funding act (Moving Ahead for Progress in the 21st Century or MAP-21) instituted a national performance measures system for highway and transit programs. As part of this bill, National Highway Performance Program (NHPP) was created. NHPP has several purposes including supporting the condition and performance of the NHS and ensuring that Federal-aid fund investments support progress towards the achievement of performance targets. NHPP is the largest source of federal transportation funding which the states have flexibility in allocating. Nonetheless, DOTs, MPOs, and transit agencies ensure that progress is achieved on federal goals through the USDOT's "[Transportation Performance Management Framework](#)":

1. **Strategic direction:** MAP-21's goal focus areas: Safety, Infrastructure condition, congestion reduction, system reliability, freight movement and economic vitality, environmental sustainability, reduced project delivery delays¹.
2. **Target setting:** the intended outcome for each goal area.
3. **Performance based planning:** collecting and analyzing data, developing strategies, and identifying priority for investments to achieve targets.
4. **Performance based programming:** aligns funding with strategies and priorities identified in performance plans.

¹ Note that there are no national measures for reduced project delivery delays.

5. **Monitoring and adjustment:** tracks data over time and adjusts targets to reflect changes in funding, performance, and priorities.
6. **Reporting and communication:** informs internal and external stakeholders of progress and issues.

This list details the comprehensive efforts by numerous stakeholders to align the region’s planning and programming with the federal goals. The targets being presented for your consideration are: Roadway Safety Targets and Highway Asset Condition Targets.

Background on roadway safety targets

In support of the federal safety goal, State departments of transportation (DOTs) and metropolitan planning organizations (MPOs) **are required** to establish annual roadway safety targets on all public roads for the following metrics:

- (1) number of fatalities,
- (2) rate of fatalities per 100 million vehicle miles traveled (VMT)
- (3) number of serious injuries
- (4) rate of serious injuries per 100 million VMT, and
- (5) number of non-motorized fatalities and non-motorized serious injuries

ON TO 2050 reinforces CMAP’s commitment to **reducing regional traffic fatalities to zero by 2050** and the agency’s safety program, the **Safe Travel for All Roadmap (STAR)**, addresses growing concerns with traffic safety and mobility for all modes of travel. **Safe Travel for All** will produce six county safety action plans and inform projects across the agency, including the regional transportation plan.

IDOT 2025 safety performance targets

IDOT uses two different methods of setting targets, depending on the recent trend of the performance measure. For 2025, IDOT’s targets for both fatalities and rate of fatalities are determined using a policy-based two percent annual reduction in the five-year rolling average. This target reflects IDOT’s commitment to reversing the upward trend. The targets for serious injuries, rate of serious injuries and non-motorized fatalities and serious injuries are set using an ordinary-least-squares trendline method because these measures are trending downward, as desired. For each measure, IDOT uses the method that results in the greatest decrease in the five-year average. IDOT’s statewide safety targets and the rolling five-year averages are shown in table 1.

Table 1. IDOT 2025 Statewide Safety Performance Targets

Performance Measure	Base Years (5 Year Average)					Target
	2018	2019	2020	2021	2022	2025
Fatalities	1,025.0	1,042.0	1,081.0	1,132.2	1,168.2	1099.5
Fatality Rate	0.960	0.972	1.036	1.108	1.151	1.083
Serious Injuries	11,967.2	11,566.8	10,713.4	10,251.6	9,618.4	7816.8
Serious Injury Rate	11.222	10.795	10.177	9.923	9.401	8.046
Non-motorized Fatalities and Serious Injuries	1,561.8	1,584.0	1,492.0	1,496.8	1,459.4	1,332.4

For 2025, CMAP recommends that the CMAP Board continue to support IDOT’s 2025 roadway safety targets. Doing so will allow CMAP to continue to prioritize projects that improve safety and work with local partners to improve safety outcomes for residents in furtherance of the State’s targets.

Background on highway asset conditions targets

Federal highway condition performance measures are monitored on a four-year cycle with a two-year midpoint adjustment. State DOTs set initial statewide targets, and MPOs are expected to either affirm the state target or set a region-specific target within 180 days later.

On October 7, 2024, IDOT’s State Biennial Performance Report shared adjusted statewide midpoint targets for pavement condition and bridge condition as part of this cycle. This action triggers CMAP’s responsibility to either support IDOT’s targets or identify its own regional targets by March 30, 2025.

Pavement condition targets

Targets are required for the full extent of the Interstate and non-Interstate NHS, regardless of ownership. Pavement condition is regularly assessed using specialized vehicles that can quantify distress such as cracking, rutting, and roughness. Detailed information regarding the different pavement distress types and condition threshold metrics can be found in CMAP’s [2021 NHS pavement condition performance targets memo](#).

The federal rule requiring highway condition targets went into effect in 2018, at which time CMAP set regional pavement condition targets in ON TO 2050. Those targets were based on available, but incomplete, data. In 2021, the full set of IDOT’s pavement distress data was made available and CMAP aligned its four-year pavement condition targets with IDOT’s statewide targets. CMAP staff recommends continued alignment with the State’s 2024 pavement condition targets which reflect the system’s current condition and anticipated investments. Since setting baseline targets in 2022, the State has achieved two of its four pavement targets: Percentage of Interstate Pavements in Poor Conditions and Percentage of non-Interstate NHS pavements in Good condition.

Table 2. IDOT revised statewide pavement performance targets through 2024

Data Year	2021	2023		2025	
Reporting Year	2022	2024		2026	
	Baseline	Actual	Target	Original Target	Adjusted Target
% of Interstate Pavement in Good condition	65.7%	64.9%	65.0%	66.0%	65.0%
% of Interstate Pavements in Poor condition	0.4%	0.4%	1.0%	0.7%	0.5%
% of non-Interstate NHS pavements in Good condition	29.5%	30.8%	29.0%	30.0%	No change
% of non-Interstate NHS pavements in Poor condition	8.0%	10.1%	8.9%	8.5%	No change

Bridge condition targets

State DOTs and MPOs are required to establish bridge condition targets for the full extent of the NHS in their respective jurisdictions, regardless of ownership. Bridge condition is determined through a scheduled inspection process and classified by the lowest rating of National Bridge Inventory (NBI) condition ratings for deck, superstructure, substructure, or culvert. This data is made available by FHWA in the NBI.

Unlike pavement, the method and data source for setting bridge condition targets have not changed since ON TO 2050. Therefore, CMAP staff recommends no change to the region’s existing bridge condition target methodologies, which reflect the goal of steady improvements to regional bridge conditions. While the region has not yet achieved these targets, they remain ambitious, but within the range of recent values.

Table 3. CMAP region bridge performance targets through 2024

Data Year	2016	2023		2025	
Reporting Year	2017	2024		2026	
	Baseline	Actual	Target	Original Target	Adjusted Target
% of NHS bridges classified as in Good condition	36.6%	24.6%	36.9%	37.1%	No change
% of NHS bridges classified as in Poor condition	8.6%	11.2%	8.1%	8.0%	No change

Next steps

As part of the Regional Transportation Plan (RTP) process, CMAP will review and update (as appropriate) all of its federal performance measure targets. CMAP staff is working with IDOT to better quantify the financial needs required to reach the region’s highway asset condition targets. This cost of system preservation need will be incorporated into the upcoming RTP’s Financial Plan. Additionally, the ongoing safety work will be used to inform the future direction of CMAP’s safety targets.

Moving forward, CMAP will continue to support the ongoing tracking of the region’s performance measures. To enhance these efforts, CMAP has developed a series of [interactive performance measure dashboards](#) to provide greater insight into its target progress monitoring and reporting process. CMAP staff will update these dashboards on an annual basis, as data becomes available.

Requested: Approval