

Please find attached a copy of the draft 2023 Highway Safety Improvement Program annual report with the 2020-2024 PM1 Safety Performance targets and justifications that TDOT has submitted to the Federal Highway Administration. The targets have been reviewed and approved by TDOT executive leaders.

THSO submitted the FFY24 Highway Safety Plan (HSP) on July 1, 2023. The submittal included the targets for the three common measures that TDOT and THSO were prepared to share per the final rule. Those measures are number of fatalities, fatality rate, and number of serious injuries. The Infrastructure Investment and Jobs Act (IIJA) updated funding requirements for the Highway Safety Programs by requiring the 3 common performance measure targets to demonstrate constant or improving performance. To ease the transition to this new target setting requirement, Federal Highway Administration (FHWA) amended 23 CFG 490 through development of a new rule (Uniform Procedures for State Highway Safety Grant Programs) to waive the requirement for Fiscal Year 2024. Official reporting of all 5 Safety Targets by TDOT occurred through the Highway Safety Improvement Program in August 2023.

For each measure, MPOs can choose to support the statewide PM1 target or establish their own numerical target. Those decisions must be made within 180 days after State targets have been officially reported (no later than 26 February 2024). MPOs must make a determination for each of the following PM1 measures:

- Number of fatalities
- Rate of fatalities
- Number of serious injuries
- Rate of serious injuries
- Number of non-motorized fatalities and non-motorized serious injuries

Additionally, TDOT provided the following information in the HSIP regarding baseline data:

Performance Measures	2018	2019	2020	2021	2022	Anticipated Baseline*
Fatalities	1,040	1,135	1,217	1,327	1,314	1,206.6
Serious Injuries	5,742	5,555	5,537	6,015	5,882	5746.2
Fatality Rate (per HMVMT)	1.280	1.370	1.594	1.600	1.580	1.485
Serious Injury Rate (per HMVMT)	6.960	6.701	7.248	7.260	7.070	7.048
Number of Non-Motorized Fatalities	147	157	189	192	225	
Number of Non-Motorized Serious Injuries	362	345	368	423	466	
Number of Non-motorized Fatalities and Serious Injuries Combined	509	502	557	615	691	574.8

*The Federal Highway Administration (FHWA) is responsible for calculating baselines. This table identifies baselines TDOT anticipates will be published by FHWA at their [State Performance Dashboard and Reports](#) webpage.

Please note that this table reflects only what TDOT has submitted in the draft annual HSIP for FHWA to review. Any adjustments to the targets or annual baseline data requested by FHWA will be communicated to the MPOs. TDOT reports only annual data in the HSIP and only those areas in blue are reported. Update cycles and data sources may vary from those identified for use in the PM1 Final Rule. Because baseline data is still preliminary at the time of reporting to FHWA, TDOT does not anticipate these will be the actual baselines used to assess the state's performance in December 2025.

The following information provided in this document is as described in the draft HSIP Annual Report. For questions about the 2023 HSIP reporting requirements, please contact Jeff Murphy at Jeff.Murphy@tn.gov or (615) 741-0968. For questions about the THSO Safety Targets, please contact Shandi Smith at shandi.smith@tn.gov or (615) 578-7568.

Safety Performance Targets

Calendar Year 2024 Targets *

Number of Fatalities:1346.2

Describe the basis for established target, including how it supports SHSP goals.

Target Setting Context

Final Rule National Performance Management Measures: Highway Safety Improvement Program (23 CFR Part 490) established that State Departments of Transportation targets shall be identical to the targets established by the State Highway Safety Office for common performance measures reported in the state's Highway Safety Plan (HSP), subject to the requirements of 23 U.S.C. 402(k)(4) and National Highway Traffic Safety Administration's (NHTSA's) regulations in 23 CFR part 13001. The three common performance measures are: Number of Fatalities, Fatality Rate per Vehicle Miles Traveled (VMT), and Number of Serious injuries. The Infrastructure Investment and Jobs Act (IIJA) updated funding requirements for the Highway Safety Programs by requiring the 3 common performance measure targets to demonstrate constant or improving performance. To ease the transition to this new target setting requirement, Federal Highway Administration (FHWA) amended 23 CFR 490 through development of a new rule (Uniform Procedures for State Highway Safety Grant Programs) to waive the requirement for Fiscal Year 2024.

- The population percent change from 2020 to 2022 was 2.0% according to the U.S. Census Bureau.
- The projected percent change from 2022 to 2024 is 1.5% according to the Tennessee Department of Health.
- Fatalities have been increasing in Tennessee since the 2014-2018 performance cycle. The percent change between the 2014-2018 performance cycle and the 2017-2021 performance cycle for fatalities is 20.0%.

Target Selection

Analysis of historical trends and influencing factors suggests that TDOT will not meet or improve from past performance; therefore, the Tennessee Highway State Office (THSO) target was not supported. The target was determined by averaging the performance of each year in the target performance cycle. TDOT forecasted the number of fatalities in 2023 and 2024 by calculating

the percent change in the Number of Fatalities year over year from 2019-2022 and then averaging the percent changes for a projected increase of 6.1%. The target was approved by TDOT leadership.

Special Note

It is always the intent of the Tennessee Department of Transportation and our partner agencies to reduce traffic fatalities on Tennessee roadways.

References

1. Federal Highway Administration, Department of Transportation. "National Performance Management Measures: Highway Safety Improvement Program." Federal Register 81, 13881 (April 14, 2016): Pages 13881-13916.
<https://www.federalregister.gov/documents/2016/03/15/2016-05202/national-performance-management-measures-highway-safety-improvement-program>.
2. Congress.gov. "Text - H.R.3684 - 117th Congress (2021-2022): Infrastructure Investment and Jobs Act." November 15, 2021. <https://www.congress.gov/bill/117th-congress/house-bill/3684/text>.
3. National Highway Traffic Safety Administration, Department of Transportation. "Uniform Procedures for State Highway Safety Grant Programs." Federal Register 88, 7780 (February 6, 2023): Pages 7780-7832 <https://www.federalregister.gov/documents/2023/02/06/2023-01819/uniform-procedures-for-state-highway-safety-grant-programs>.
4. Census.gov. "QuickFacts Tennessee." July 1, 2022.
<https://www.census.gov/quickfacts/fact/table/TN/POP010220#POP010220>.
5. Tn.gov. "General Health Data: Population." Accessed. August 15, 2023.
<https://www.tn.gov/health/health-program-areas/statistics/health-data/population.html>

Number of Serious Injuries:5995.5

Describe the basis for established target, including how it supports SHSP goals.

Target Setting Context

Final Rule National Performance Management Measures: Highway Safety Improvement Program (23 CFR Part 490) established that State Departments of Transportation targets shall be identical to the targets established by the State Highway Safety Office for common performance measures reported in the state's Highway Safety Plan (HSP), subject to the requirements of 23 U.S.C. 402(k)(4) and National Highway Traffic Safety Administration's (NHTSA's) regulations in 23 CFR part 13001. The three common performance measures are: Number of Fatalities, Fatality Rate per Vehicle Miles Traveled (VMT), and Number of Serious injuries. The Infrastructure Investment and Jobs Act (IIJA) updated funding requirements for the Highway Safety Programs by requiring the 3 common performance measure targets to

demonstrate constant or improving performance. To ease the transition to this new target setting requirement, Federal Highway Administration (FHWA) amended 23 CFR 490 through development of a new rule (Uniform Procedures for State Highway Safety Grant Programs) to waive the requirement for Fiscal Year 2024. In compliance with FHWA's Safety Performance Management Measures Final Rule (23 CFR 490), Tennessee revised crash reports in December 2017 to reflect the Model Minimum Uniform Crash Criteria Fourth Edition (MMUCC 4th edition) "Suspected Serious Injury (A)" attribute found in the "Injury Status" element¹. The change from this rule impacted the number of serious injuries as seen by the percent change of -19.4% in serious injuries from 2017 to 2018. A 3-year decline in serious injuries (2018-2020) ended in 2021 with an 8.65% change from 2020. As of April 2023, the number of serious injuries is higher than it was in April 2021. Based on historical analysis, the baseline performance cycle (2018-2022) is anticipated to be low in comparison to the actual performance for the 2020-2024 performance cycle due to the baseline moving average primarily being composed of consecutively declining years, while the target performance cycle will have a moving average mixed with years of high numbers and low numbers.

Tennessee Department of Transportation (TDOT) has a history of setting Targets with a realistic perspective and projections based on past data trends. Influencing factors that TDOT considered for this performance cycle include:

- The population percent change from 2020 to 2022 was 2.0% according to the U.S. Census Bureau.
- The projected percent change from 2022 to 2024 is 1.5% according to the Tennessee Department of Health⁵.
- Before the change to the MMUCC 4th ed., serious injuries in Tennessee were on a slow rise from 2007 to 2016.
- The baseline performance cycle (2018-2022) is the first performance cycle when each year had the new language based on the MMUCC 4th ed.

Target Selection

Analysis of historical trends and influencing factors suggests that TDOT will meet or improve from past performance; therefore, the Tennessee Highway State Office (THSO) target of 5995.5 number of serious injuries for the 2020-2024 performance cycle was supported by TDOT leadership.

Special Note

It is always the intent of the Tennessee Department of Transportation and our partner agencies to reduce serious injuries from traffic incidents on Tennessee roadways.

References

1. Federal Highway Administration, Department of Transportation. "National Performance Management Measures: Highway Safety Improvement Program." Federal Register 81, 13881 (April 14, 2016): Pages 13881-13916.
<https://www.federalregister.gov/documents/2016/03/15/2016-05202/national-performance->

management-measures-highway-safety-improvement-program.

2. Congress.gov. "Text - H.R.3684 - 117th Congress (2021-2022): Infrastructure Investment and Jobs Act." November 15, 2021. <https://www.congress.gov/bill/117th-congress/house-bill/3684/text>.

3. National Highway Traffic Safety Administration, Department of Transportation. "Uniform Procedures for State Highway Safety Grant Programs." Federal Register 88, 7780 (February 6, 2023): Pages 7780-7832 <https://www.federalregister.gov/documents/2023/02/06/2023-01819/uniform-procedures-for-state-highway-safety-grant-programs>.

4. Census.gov. "QuickFacts Tennessee." July 1, 2022.

<https://www.census.gov/quickfacts/fact/table/TN/POP010220#POP010220>.

Fatality Rate:1.642

Describe the basis for established target, including how it supports SHSP goals.

Target Setting Context

Final Rule National Performance Management Measures: Highway Safety Improvement Program (23 CFR Part 490) established that State Departments of Transportation targets shall be identical to the targets established by the State Highway Safety Office for common performance measures reported in the state's Highway Safety Plan (HSP), subject to the requirements of 23 U.S.C. 402(k)(4) and National Highway Traffic Safety Administration's (NHTSA's) regulations in 23 CFR part 13001. The three common performance measures are: Number of Fatalities, Fatality Rate per Vehicle Miles Traveled (VMT), and Number of Serious injuries. The Infrastructure Investment and Jobs Act (IIJA) updated funding requirements for the Highway Safety Programs by requiring the 3 common performance measure targets to demonstrate constant or improving performance. To ease the transition to this new target setting requirement, Federal Highway Administration (FHWA) amended 23 CFR 490 through development of a new rule (Uniform Procedures for State Highway Safety Grant Programs) to waive the requirement for Fiscal Year 2024. Tennessee Department of Transportation (TDOT) has a history of setting Targets with a realistic perspective and projections based on past data trends. Influencing factors that TDOT considered for this performance cycle include:

- The population percent change from 2020 to 2022 was 2.0% according to the U.S. Census Bureau.
- The projected percent change from 2022 to 2024 is 1.5% according to the Tennessee Department of Health.
- TDOT's Research Office projects a 0.42% growth in VMT in 2023 and 2024.
- Fatalities have been increasing in Tennessee since the 2014-2018 performance cycle. The percent change between the 2014-2018 performance cycle and the 2017-2021 performance cycle for fatalities is 20.0%.

Target Selection

Analysis of historical trends and influencing factors suggests that TDOT will not meet or improve from past performance; therefore, the Tennessee Highway State Office (THSO) target was not

supported. The target was determined by calculating and averaging the fatality rate per 100 million VMT each year during the 5-year performance cycle. For the years 2023 and 2024, a projected 0.42% increase in VMT and the same projected numbers used to calculate the Number of Fatalities target for the 2020-2024 performance cycle were used to calculate the individual rates for those years. The target was approved by TDOT leadership.

Special Note

It is always the intent of the Tennessee Department of Transportation and our partner agencies to reduce traffic fatalities on Tennessee roadways.

References

1. Federal Highway Administration, Department of Transportation. "National Performance Management Measures: Highway Safety Improvement Program." Federal Register 81, 13881 (April 14, 2016): Pages 13881-13916. <https://www.federalregister.gov/documents/2016/03/15/2016-05202/national-performance-management-measures-highway-safety-improvement-program>.
2. Congress.gov. "Text - H.R.3684 - 117th Congress (2021-2022): Infrastructure Investment and Jobs Act." November 15, 2021. <https://www.congress.gov/bill/117th-congress/house-bill/3684/text>.
3. National Highway Traffic Safety Administration, Department of Transportation. "Uniform Procedures for State Highway Safety Grant Programs." Federal Register 88, 7780 (February 6, 2023): Pages 7780-7832 <https://www.federalregister.gov/documents/2023/02/06/2023-01819/uniform-procedures-for-state-highway-safety-grant-programs>.
4. Census.gov. "QuickFacts Tennessee." July 1, 2022. <https://www.census.gov/quickfacts/fact/table/TN/POP010220#POP010220>.
5. Tn.gov. "General Health Data: Population." Accessed. August 15, 2023. <https://www.tn.gov/health/health-program-areas/statistics/health-data/population.html>

Serious Injury Rate:7.315

Describe the basis for established target, including how it supports SHSP goals.

Target Setting Context

In compliance with Federal Highway Administration's (FHWA's) Safety Performance Management Measures Final Rule (23 CFR 490), Tennessee revised crash reports in December 2017 to reflect the Model Minimum Uniform Crash Criteria Fourth Edition (MMUCC 4th edition) "Suspected Serious Injury (A)" attribute found in the "Injury Status" element1. The change from this rule impacted the number of serious injuries as seen by the percent change of -19.4% in serious injuries from 2017 to 2018. The baseline performance cycle (2018-2022) contains data from years that were impacted by this change and the target performance cycle (2020-2024) no longer contains that data. As a result, the baseline is anticipated to be low in comparison to the actual performance for the 2020-2024 performance cycle. Tennessee Department of Transportation (TDOT) has a history of setting Targets with a realistic

perspective and projections based on past data trends. Influencing factors that TDOT considered for this performance cycle include:

- The population percent change from 2020 to 2022 was 2.0% according to the U.S. Census Bureau².
- The projected percent change from 2022 to 2024 is 1.5% according to the Tennessee Department of Health³.
- TDOT's Research Office projects a 0.42% growth in Vehicle Miles Traveled (VMT) in 2023 and 2024.
- Before the change to the MMUCC 4th ed., serious injuries in Tennessee were on a slow rise from 2007 to 2016.
- The baseline performance cycle (2018-2022) is the first performance cycle when each year had the new language based on the MMUCC 4th ed.

Target Selection

The target was determined by calculating and averaging the serious injuries rate per 100 million VMT each year during the 5-year performance cycle. For the years 2023 and 2024, a projected 0.42% increase in VMT and the projected numbers used to calculate the Number of Serious Injuries target for the 2020-2024 performance cycle were used to calculate the individual rates for those years. The target was approved by TDOT leadership.

References

1. Federal Highway Administration, Department of Transportation. "National Performance Management Measures: Highway Safety Improvement Program." Federal Register 81, 13881 (April 14, 2016): Pages 13881-13916.
<https://www.federalregister.gov/documents/2016/03/15/2016-05202/national-performance-management-measures-highway-safety-improvement-program>
2. Census.gov. "QuickFacts Tennessee." July 1, 2022.
<https://www.census.gov/quickfacts/fact/table/TN/POP010220#POP010220>.
3. TN.gov. "General Health Data: Population." Accessed. August 15, 2023.
<https://www.tn.gov/health/health-program-areas/statistics/health-data/population.html>

Total Number of Non-Motorized Fatalities and Serious Injuries:704.2

Describe the basis for established target, including how it supports SHSP goals.

Target Setting Context

In compliance with Federal Highway Administration's (FHWA's) Safety Performance Management Measures Final Rule (23 CFR 490), Tennessee revised crash reports in December 2017 to reflect the Model Minimum Uniform Crash Criteria Fourth Edition (MMUCC

4th edition) "Suspected Serious Injury (A)" attribute found in the "Injury Status" element¹. This change may have impacted the number of non-motorist serious injuries with a greater decrease in numbers than anticipated, like the decrease seen in the Number of Serious Injuries performance measure. The baseline performance cycle (2018-2022) contains data from years that were impacted by this change and the target performance cycle (2020-2024) no longer contains that data. As a result, the baseline is anticipated to be low in comparison to the actual performance for the 2020-2024 performance cycle.

Tennessee Department of Transportation (TDOT) has a history of setting Targets with a realistic perspective and projections based on past data trends. Influencing factors that TDOT considered for this performance cycle include:

- The population percent change from 2020 to 2022 was 2.0% according to U.S. Census Bureau.
- The projected percent change from 2022 to 2024 is 1.5% according to the Tennessee Department of Health.

Target Selection

The target was determined by averaging the performance of each year in the target performance cycle. TDOT forecasted the number of non-motorist fatalities and serious injuries in 2023 and 2024 by calculating the percent change in number of non-motorist injuries and Fatalities year over year from 2020-2022 and then averaging the percent changes for a projected increase of 11.6%. The target was approved by TDOT leadership.

Special Note

It is always the intent of the Tennessee Department of Transportation and our partner agencies to reduce non-motorist serious injuries and fatalities from traffic incidents on Tennessee roadways.

References

1. Federal Highway Administration, Department of Transportation. "National Performance Management Measures: Highway Safety Improvement Program." Federal Register 81, 13881 (April 14, 2016): Pages 13881-13916.
<https://www.federalregister.gov/documents/2016/03/15/2016-05202/national-performance-management-measures-highway-safety-improvement-program>
2. Census.gov. "QuickFacts Tennessee." July 1, 2022.
<https://www.census.gov/quickfacts/fact/table/TN/POP010220#POP010220>.
3. TN.gov. "General Health Data: Population." Accessed. August 15, 2023.
<https://www.tn.gov/health/health-program-areas/statistics/health-data/population.html>