

Please find attached a copy of the draft 2024 Highway Safety Improvement Program annual report with the 2021-2025 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 2023 Triennial Highway Safety Plan, which included the targets for the three common safety performance measures (number of fatalities, fatality rate, and number of serious injuries). Official reporting of all 5 safety targets by TDOT occurred through the Highway Safety Improvement Program in August 2024.

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 February 27, 2025). 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

## Verification of Safety Target Reporting (2024)

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

Performance Measures	2019	2020	2021	2022	2023	Anticipated Baseline*
Fatalities	1,135	1,217	1,327	1,314	1,323	1263.2
Serious Injuries	5,555	5,537	6,015	5,882	6,074	5812.6
Fatality Rate (per HMVMT)	1.370	1.594	1.600	1.580	1.560	1.541
Serious Injury Rate (per HMVMT)	6.701	7.248	7.260	7.070	7.170	7.090
Number of Non-Motorized Fatalities	157	189	192	225	205	
Number of Non-Motorized Serious Injuries	345	368	423	466	441	
Number of Non-motorized Fatalities and Serious Injuries Combined	502	557	615	691	646	602.2

\*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 2026.

The following information provided in this document is as described in the draft HSIP Annual Report. For questions about the 2024 HSIP reporting requirements, please contact Jeff Murphy at [Jeff.Murphy@tn.gov](mailto:Jeff.Murphy@tn.gov) or (615) 741-0968.

## ***Safety Performance Targets***

### **34. Safety Performance Targets**

#### **Calendar Year 2025 Targets \***

***Number of Fatalities:1321.2***

***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<sup>2</sup>. To ease the transition to this new target setting requirement, Federal Highway Administration (FHWA) amended 23 CFG 490 with a federal rule to waive the requirement for Fiscal Year 2024<sup>3</sup>. The requirement was waived again on May 6th, 2024, for Fiscal Year 2025<sup>4</sup>. Fatalities in the 1st Quarter of 2024 are down from 2023 and resemble pre-covid numbers. Currently there are no confirmed influencing factors for this reduction in fatalities.

#### **Target Selection**

Analysis of historical trends suggests that TDOT will not meet or improve beyond the Tennessee Highway State Office (THSO) target of 1,308.2 Number of Traffic Fatalities; therefore, an alternative target was selected.

The target was determined by averaging the number of fatalities in 2021, 2022, 2023 and projected fatalities for 2024 and 2025. The fatalities for 2024 and 2025 are assumed to remain constant from 2023 for this calculation, given the unexplained decrease in fatalities shown in recent data. 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, 36472 (June 5, 2023): Pages 36472-36475. <https://www.federalregister.gov/documents/2023/06/05/2023-11758/uniform-procedures-for-state-highway-safety-grant-programs>.
4. National Highway Traffic Safety Administration, Department of Transportation. "Uniform Procedures for State Highway Safety Grant Programs." Federal Register 89, 37113 (May 6, 2024): Pages 37113-37116. <https://www.federalregister.gov/documents/2024/05/06/2024-09732/uniform-procedures-for-state-highway-safety-grant-programs>.

## **Number of Serious Injuries:6069.2**

***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.

# Verification of Safety Target Reporting (2024)

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<sup>2</sup>. To ease the transition to this new target setting requirement, Federal Highway Administration (FHWA) amended 23 CFG 490 with a federal rule to waive the requirement for Fiscal Year 2024<sup>3</sup>. The requirement was waived again on May 6th, 2024, for Fiscal Year 2025<sup>4</sup>.

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" element<sup>5</sup>. 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 2021-2025 performance cycle.

## Target Selection

The target was determined by averaging the number of serious injuries in 2021, 2022, 2023 and projected serious injuries for 2024 and 2025. To project serious injuries for 2024 and 2025, the average percent change of 1.22% in serious injuries from the baseline performance period (2019-2023) was applied as the annual percent change from 2023 to 2024 and 2024 to 2025. 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 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.
3. National Highway Traffic Safety Administration, Department of Transportation. "Uniform Procedures for State Highway Safety Grant Programs." Federal Register 88, 36472 (June 5, 2023): Pages 36472-36475. <https://www.federalregister.gov/documents/2023/06/05/2023-11758/uniform-procedures-for-state-highway-safety-grant-programs>.

4. National Highway Traffic Safety Administration, Department of Transportation. "Uniform Procedures for State Highway Safety Grant Programs." Federal Register 89, 37113 (May 6, 2024): Pages 37113-37116. <https://www.federalregister.gov/documents/2024/05/06/2024-09732/uniform-procedures-for-state-highway-safety-grant-programs>.
5. 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>

## **Fatality Rate:1.579**

### ***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<sup>2</sup>. To ease the transition to this new target setting requirement, Federal Highway Administration (FHWA) amended 23 CFR 490 with a federal rule to waive the requirement for Fiscal Year 2024<sup>3</sup>. The requirement was waived again on May 6th, 2024, for Fiscal Year 2025<sup>4</sup>. Tennessee Department of Transportation (TDOT) used the following information to project VMT growth:

- TDOT's Long-Range Planning Division projected a 0.42% growth in VMT in 2023 and 2024.
- Tennessee VMT growth in 2023 was 0.69%.
- Average Tennessee VMT growth year-over-year from 2019-2023 was 0.43%.

#### **Target Selection**

The target was determined by calculating and averaging the fatality rate per 100 million VMT for 2021, 2022, 2023, and 2024 and 2025 with projected fatalities. For the years 2024 and 2025, a projected 0.50% increase in VMT and the same projected numbers used to calculate

the Number of Fatalities target for the 2021-2025 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, 36472 (June 5, 2023): Pages 36472-36475. <https://www.federalregister.gov/documents/2023/06/05/2023-11758/uniform-procedures-for-state-highway-safety-grant-programs>.
4. National Highway Traffic Safety Administration, Department of Transportation. "Uniform Procedures for State Highway Safety Grant Programs." Federal Register 89, 37113 (May 6, 2024): Pages 37113-37116. <https://www.federalregister.gov/documents/2024/05/06/2024-09732/uniform-procedures-for-state-highway-safety-grant-programs>.

## **Serious Injury Rate:7.251**

***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" element<sup>1</sup>. 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 2021-2025

performance cycle. Tennessee Department of Transportation (TDOT) used the following information to project VMT growth:

- TDOT's Research Office projects a 0.42% growth in VMT in 2023 and 2024.
- Tennessee VMT growth in 2023 was 0.69%.
- Average Tennessee VMT growth year-over-year from 2019-2023 was 0.43%.

## Target Selection

The target was determined by calculating and averaging the serious injuries rate per 100 million VMT for 2021, 2022, 2023, and 2024 and 2025 with projected serious injuries. For the years 2024 and 2025, a projected 0.50% increase in VMT and the projected numbers used to calculate the Number of Serious Injuries target for the 2021-2025 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 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>.

***Total Number of Non-Motorized Fatalities and Serious Injuries:670.9***

***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" element<sup>1</sup>. This change may have impacted the number of non-motorized serious injuries with a greater decrease in numbers than anticipated.

## Target Selection

The target was determined by averaging the number of non-motorized serious injuries and fatalities in 2021, 2022, 2023, and projected fatalities for 2024 and 2025. To project number of non-motorized fatalities and serious injuries in 2024 and 2025, the average percent change of 5.47% in serious injuries from the baseline performance period (2019-2023) was applied as the annual percent change from 2023 to 2024 and 2024 to 2025. 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-motorized 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>.*