



STATE OF NORTH CAROLINA
DEPARTMENT OF TRANSPORTATION

JOSH STEIN
GOVERNOR

J.R. "JOEY" HOPKINS
SECRETARY

DATE: September 30, 2025

TO: Stephanie Kutz
Transportation Manager, Jacksonville Urban Area Metropolitan Planning
Organization

FROM: Shawn A. Troy, PE
State Traffic Safety Engineer
Transportation Mobility & Safety Division

SUBJECT: Safety Performance Measures – FHWA Assessment and 2026 Targets

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Shawn Troy
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Background

Effective April 14, 2016, the Federal Highway Administration (FHWA) established five highway safety performance measures in accord with regulations set forth in the Federal MAP-21 and FAST Act transportation funding bills. These performance measures are:

1. Number of fatalities;
2. Rate of fatalities per 100 million vehicle miles traveled;
3. Number of serious injuries;
4. Rate of serious injuries per 100 million vehicle miles traveled; and
5. Number of combined non-motorized fatalities and non-motorized serious injuries.

These targets are established annually, are based on 5-year rolling averages, and are for calendar years. North Carolina state targets are set in agreement with our [Strategic Highway Safety Plan \(SHSP\)](#) goals. The SHSP goals are developed through collaborative efforts of a diverse group of stakeholders including state, regional, and local partners (including MPOs). The goal of the most recent (2024) SHSP is to reduce fatalities and serious injuries by half by 2035, moving towards zero by 2050.

North Carolina Safety Performance Target Achievement Determination

Earlier this year, FHWA completed an assessment of target achievement for NCDOT's calendar year (CY) 2023 safety targets, based on the 5-year averages for 2019-2023 for each measure. As per 23 CFR 490.211(c)(2), a State Department of Transportation (DOT) has met or made significant progress towards meeting its safety performance targets when at least four of the safety performance targets established under 23 CFR 490.209(a) have been met or the actual outcome is better than the baseline performance. **Based on FHWA's review, North Carolina has not met or made significant progress toward achieving its safety performance targets.** As a result, NCDOT must ensure that all HSIP safety funds are obligated and must develop an HSIP Implementation Plan that describes actions the State will take to meet or make significant progress toward achieving its targets. Table 1 below provides a summary of the target achievement determination at the state level.

Table 1: North Carolina Safety Performance Target Achievement Determination Summary for CY 2023.

Performance Measures	Target	Actual	Baseline	Target Achieved?	(Actual) Better than Baseline?	Met or Made Significant Progress?
	2019 - 2023	2019 - 2023	2017 - 2021			
Number of Fatalities	1,202.2	1,576.0	1,507.2	No	No	No
Rate of Fatalities	1.011	1.346	1.290	No	No	
Number of Serious Injuries	3,423.0	5,217.0	4,898.4	No	No	
Rate of Serious Injury	2.863	4.442	4.186	No	No	
Number of Non-Motorized Fatalities and Serious Injuries	468.2	691.8	625.2	No	No	

Table 2 below shows what this determination would look like if the state's methodology for establishing the CY 2023 goal was applied to crash data specific to Jacksonville Urban Area MPO.

Table 2: Jacksonville Urban Area MPO Safety Performance Target Achievement Determination Summary for CY 2023.

Performance Measures	5-Year Rolling Averages			Target Achieved?	(Actual) Better than Baseline?	Met or Made Significant Progress?
	Target	Actual	Baseline			
	2019 - 2023	2019 - 2023	2017 - 2021			
Fatalities (5 Year Average)	13.1	27.6	22.2	No	No	No
Fatality Rate (5 Year Average)	0.912	1.713	1.360	No	No	
Serious Injuries (5 Year Average)	55.3	78.0	80.2	No	Yes	
Serious Injury Rate (5 Year Average)	3.835	4.829	4.960	No	Yes	
Non-Motorized Fatalities and Serious Injuries (5 Year Average)	7.8	12.6	11.6	No	No	

2026 State Safety Performance Targets

2026 state safety performance targets were submitted to FHWA on August 31st, as required, with the submission of the annual Highway Safety Improvement Program (HSIP) report. These targets reflect the 2024 SHSP goal to reduce fatalities and serious injuries by half by 2035, moving towards zero by 2050. The calculated targets are shown in Table 3 below. More detailed information about each target can be found at this [link](#).

Table 3: North Carolina Calendar Year 2026 Safety Performance Targets.

Performance Measure	CY 2026
Number of Fatalities	1,057.0
Rate of Fatalities	0.885
Number of Serious Injuries	3,101.0
Rate of Serious Injuries	2.585
Number of Non-Motorized Fatalities & Serious Injuries	418.7

2026 Jacksonville Urban Area MPO Safety Performance Targets

Table 4 below provides crash data specific to your MPO and shows what the safety performance targets would look like if you applied the state's methodology (reducing fatalities and serious injuries by half by 2035). More detailed information specific to your MPO can be found at this [link](#).

Table 4: Jacksonville Urban Area MPO Specific Safety Performance Targets.

Year	Fatalities (5 Year Average)	Fatality Rate (5 Year Average)	Serious Injuries (5 Year Average)	Serious Injury Rate (5 Year Average)	Non-Motorized Fatalities and Serious Injuries (5 Year Average)
2015 – 2019	21.2	1.342	80.0	5.029	11.4
2016 – 2020	20.2	1.254	80.4	4.992	11.4
2017 – 2021	22.0	1.360	80.2	4.960	11.6
2018 – 2022	26.2	1.632	78.0	4.832	12.4
2019 - 2023	27.6	1.713	78.0	4.829	12.6
2020 - 2024	28.0	1.731	81.8	5.031	14.0
2026 Target	15.6	0.952	66.0	4.016	9.8

Next Steps

MPOs are not directly assessed by FHWA on their progress towards meeting safety performance targets. However, coordination and deliberate action will be needed to achieve the fatal and serious injury crash reduction goals outlined in the NC Strategic Highway Safety Plan and as communicated through the safety performance targets. We encourage additional coordination between MPO's and NCDOT Traffic Safety Unit in all areas of safety, but specifically in data sharing, safety tools development, safety need identification and shared safety project implementation. The Traffic Safety Unit is available to meet with your MPO for additional discussion and partnership.

FHWA guidance allows each MPO to establish safety performance targets by either agreeing to plan and program projects so that they contribute toward the accomplishments of the State DOT performance targets or committing to quantifiable HSIP targets for their specific MPO area. If an MPO establishes its own targets, it will need to do so in coordination with the State per FHWA guidelines. The Traffic Safety Unit is available to facilitate this coordination. As a reminder, MPOs must establish safety performance targets no later than February 27 of each year per FHWA guidance. If you have not already done so, please transmit a signed adoption resolution indicating the establishment of safety targets for your MPO or supporting the state's targets to Daryl Vreeland (dvreeland@ncdot.gov) in the Transportation Planning Division just as you have in previous years. An adoption resolution template can be found at this [link](#).

Finally, a NCDOT Traffic Safety website has been established to communicate safety information to the public. A few direct links that may be of specific interest to MPOs can be found below:

- Main NCDOT Traffic Safety Unit website: [link](#)
- Mapped safety data: [link](#)
 - Here you can find a variety of spatial datasets related to traffic safety, including: fatal and serious injury crashes, pedestrian and bicycle crashes, safety projects (completed and funded), and several interactive map-based dashboards that allows the user to select an area of interest for more specific crash statistics.
- Pedestrian Safety Improvements: [link](#)
 - Here you will find information related to NCDOT's pedestrian safety programs, as well as several new guidance documents related to pedestrian safety.

Please contact me directly at (919) 814-5010 or stroy@ncdot.gov, or Brian Murphy at (919) 814-4948 or bgmurphy@ncdot.gov for further questions or discussion.

SAT/mma

cc: Alpesh Patel
Daryl Vreeland, AICP
George Hoops, PE
Brian Murphy, PE



Endorsement of Targets for 2026 Safety Performance Measures Established By NCDOT

WHEREAS, the Jacksonville Urban Area MPO has been designated by the Governor of the State of North Carolina as the Metropolitan Planning Organization (MPO) responsible, together with the State, for the comprehensive, continuing, and cooperative transportation planning process for the MPO's metropolitan planning area; and;

WHEREAS, the Highway Safety Improvement Program (HSIP) final rule (23 CFR Part 490) requires States to set targets for five safety performance measures by August 31, and;

WHEREAS, the North Carolina Department of Transportation (NCDOT) has established targets for five performance measures based on five year rolling averages for: (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 (bicycle and pedestrian) Fatalities and Non-motorized Serious Injuries, and;

WHEREAS, the NCDOT coordinated the establishment of safety targets with the 20 Metropolitan Planning Organizations (MPOs) in North Carolina continually through outreach conducted by NCDOT's Mobility and Safety Group and;

WHEREAS, the NCDOT officially establishes and reports the safety targets in the Highway Safety Improvement Program annual report by August 31, of each year and;

WHEREAS, the MPO's may establish safety targets by agreeing to plan and program projects that contribute toward the accomplishment of the State's targets for each measure or establish its own target within 180 days of the State establishing and reporting its safety targets in the HSIP annual report.

WHEREAS, the JUMPO agrees to plan and program projects that contribute toward the accomplishment of the State's targets as noted below for each of the aforementioned performance measures:

1. For the 2026 Highway Safety Improvement Program (HSIP), the goal is to reduce total fatalities by 33 percent from 1,585.2 (2020-2024 average) to 1,057.0 (2022-2026 average) by December 31, 2026.
2. For the 2026 Highway Safety Improvement Program (HSIP), the goal is to reduce the fatality rate by 35 percent from 1.353 (2020-2024 average) to 0.885 (2022-2026 average) by December 31, 2026.
3. For the 2026 Highway Safety Improvement Program (HSIP), the goal is to reduce total serious injuries by 41 percent from 5,236.8 (2020-2024 average) to 3,101.0 (2022-2026 average) by December 31, 2026.
4. For the 2026 Highway Safety Improvement Program (HSIP), the goal is to reduce the serious injury rate by 42 percent from 4.467 (2020-2024 average) to 2.585 (2022-2026 average) by December 31, 2026.
5. For the 2026 Highway Safety Improvement Program (HSIP), the goal is to reduce the total nonmotorized fatalities and serious injuries by 41 percent from 712.6 (2020-2024 average) to 418.7 (2022-2026 average) by December 31, 2026.

NOW, THEREFORE, BE IT RESOLVED, that the Transportation Advisory Committee agrees to plan and program projects that contribute toward the accomplishment of the State's targets as noted above for each of the aforementioned performance measures on this, the 11th day of December 2025.


Stephanie Kutz, TAC Secretary


Paul Buchanan, TAC Vice-Chairman