

# Jacksonville Metropolitan Planning Organization Strategic Planning Workshop



**December 16, 2010**

**Accepted by the Transportation Advisory Committee**

**January 13, 2011**

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# Jacksonville Metropolitan Planning Organization Strategic Planning Workshop

December 16, 2010

Conference Room A & B, Jacksonville City Hall  
Jacksonville, North Carolina

## **Purpose:**

The purpose of the Jacksonville Urban Area Metropolitan Planning Organization strategic planning workshop was to determine what transportation-related planning and service delivery initiatives are most important to the region over the next five fiscal years. This will allow federal Section PL 104 (f) transportation planning grant funds to be programmed in future-year MPO work programs to address specific needs.

## **Format:**

### *Part 1: Briefing and Update on MPO Activities*

During the workshop introduction, MPO Administrator, Anthony Prinz, used a PowerPoint presentation to brief members of the Transportation Advisory Committee (TAC) and Technical Coordinating Committee (TCC) on current MPO activities and the PL 104 transportation planning grant program. Mr. Prinz discussed with the committee members eligible and non-eligible activities for PL 104 funding.

### *Part 2: Brainstorming and Ranking of Priority Items*

During the brainstorming portion of the workshop participants worked in three small groups of five or more participants. Each group generated a list of potential MPO activities on flip charts. The charts from each group were posted on a common voting wall. Participants were then asked to use ten stickers to vote for the items they thought were the highest priority. A full tabulation of items and their votes is included in this report. Results of the workshop have been organized into categories based upon common themes. Since the lists were developed independently in each small group, there is some duplication—this duplication has not been removed as it shows the number of times the similar ideas were identified among the groups.

### *Part 3: Group Discussion of a Few Selected Priority Items*

The final part of the workshop was a discussion of several recommended activities that received a significant number of priority votes. This discussion allowed workshop participants to further develop ideas that appeared to be high in priority and to provide guidance to MPO staff on what recommended activities should accomplish.

## **Contents:**

This workshop summary includes a verbatim transcription of comments from the brainstorming exercise and group voting results. Recommended activities have been grouped into categories to assist in determining relative priority and to consolidate duplication. Also included in this report is an interpretation of the results from the MPO Administrator and a recommended five-year project schedule for consideration by the TCC and TAC. Attached to this summary is the MPO Administrator's opening presentation and other meeting materials.

## Potential MPO Activities (As Brainstormed and Ranked by Workshop Participants)

Please note that some activities fall into more than one category

Potential Activity	Votes
<b>Transit Services Planning</b>	<b>25</b>
Feasibility study for transit express lanes to connect park and ride lots to the bases (6)	10
Shuttle service between Jacksonville and airport/OAJ (4)	8
Transfer spots/areas throughout county to circulate in Jacksonville	3
Conduct a circulator study – base to bars, Wal-Mart, the mall	2
Study service gaps in downtown area that impact pedestrians	2
<b>Northwest Corridor Study, In Particular</b>	<b>22</b>
Northwest corridor tie-in western extension to 258 (3)	14
Northwest corridor study – Gum Branch Road -> US 258 (3)	8
<b>Congestion Management Planning</b>	<b>21</b>
Continue studying monitoring and congestion for Western Blvd (Hwy 53) – especially strategies for more efficient traffic flow(1)	10
Regional mobility manager with all forms of transportation - buses, van pools, car pools, etc	4
Develop congestion management program - look at more congested areas for any possible mitigation	3
Traffic mitigation – new roads, transit, TDM	2
Continue to optimize Hwy 24 traffic light timing	1
Transportation demand management study	1
Special, more frequent traffic counts in high volume areas	0
<b>Western Boulevard Study, In Particular</b>	<b>20</b>
Continue studying monitoring and congestion for Western Blvd (Hwy 53) – especially strategies for more efficient traffic flow(1)	10
Pedestrian/bicycle routes over/under Western Blvd (1)	9
Western Boulevard corridor study	1
<b>Land Use and Development Services</b>	<b>14</b>
Review development guidelines to improve TRC process especially with regard to TIAs (7)	6
Tracking land-use for future impacts on transportation systems	1
Encourage services close to neighborhoods – places to shop and eat to reduce travel demand	0

Potential Activity	Votes
<b>Sneads Ferry Area Planning</b>	<b>13</b>
Sneads Ferry transportation and land use study	5
Sneads Ferry traffic congestion entering SF/Camp Lejeune	4
Improve traffic flow at Sneads Ferry gate	4
Partner w/ RPO on small area studies – Sneads Ferry	0
Planning for NC 172/NC 210	0
<b>Corridor Planning, General</b>	<b>13</b>
Corridor studies that incorporate land use (5)	7
Corridor planning to regional destinations expended beyond current MPO boundaries – include adjacent MPOs/RPOs (origin-destination study)	3
Corridor planning – several (e.g. NC 24, US 17, Gum Branch Road, etc.)	2
Study commercial development impacts specifically on arterial corridors	1
<b>Multi-Modal Planning</b>	<b>12</b>
Multi-modal vision and planning bus/rail (inter & intra city) (8)	8
Regional mobility mgr with all forms of transportation – buses, van pools, car pools, etc	4
More studies, multi-modal planning – pedestrian	0
Connectivity improvements: interstate systems, US 17/NC 24, support of multi-modal	0
<b>Stormwater Infrastructure</b>	<b>12</b>
Study stormwater infrastructure & alternatives, environmental impacts as related to development (12)	12
<b>Pedestrian and Bicycle Planning</b>	<b>11</b>
Pedestrian priority locations – upgrades to crosswalks, etc	2
More studies, multi-modal planning – pedestrian	0
<b>Planning for Connectivity</b>	<b>11</b>
Encourage connectivity in new developments – no requirements in city or county Regulations (2)	9
Connect current city neighborhoods studies transportation solution (joint effort)	2
<b>Crash and Incident Analysis</b>	<b>9</b>
Review crash reports for comparison with associated HSIP locations (high hazard cost-benefit/highway safety)	3
Incident management plan – highly congested corridors (NC 24, US 17, Western Blvd)	3
Evaluation of pedestrian crashes and mitigation measures	2
Crash analysis that considers cost of injuries & property damage	1

Potential Activity	Votes
<b>I-95 Access Study, In Particular</b>	<b>8</b>
Evaluation of improving US 258 to I-95 N or another alternative route (11)	8
<b>Complete Streets Policy Development</b>	<b>7</b>
Implement a complete street program – incorporate bicycle/pedestrian auto sharing same street with buffering/landscaping to mitigate conflicts (9)	7
<b>MPO/RPO Coordination</b>	<b>7</b>
Partner w/ RPO on major arterial studies (10)	7
<b>Long Range Planning and System-Wide Analysis</b>	<b>6</b>
Integration of LRTP into county wide CTP	2
Impact analysis on Bell Fork/Gum Branch from BER (Base Entry Road)	2
Future traffic demand – projections for current & future system	1
Collector street planning – state and local	1
System-wide analysis of BER, ITS, Piney Green Road, White Street Extension and Western Pkwy TIP projects	0
Comprehensive transportation planning	0
Increase alternative routes	0
Piney Green Road improvements – effects on traffic – during construction	0
<b>Neighborhood Planning</b>	<b>6</b>
Set up traffic calming study & policy for existing & future neighborhoods	4
Connect current city neighborhoods studies transportation solution (joint effort)	2
<b>US 17 Bypass, In Particular</b>	<b>2</b>
Hwy 17 Bypass for north and south of areas of Jacksonville – feasibility study (recommendations for new TIP projects)	1
Feasibility of a NC 24 to US 17 bypass	1
<b>Miscellaneous</b>	
Grant writing	1
Preservation of non-CMAQ status – air quality planning, congestion mitigation, alternative transportation	0
Look into use of local AM station/local frequency to broadcast traffic conditions	0
Budget impact on COJ for taking over NCDOT secondary roads	0
Feasibility/secure road through Camp Lejeune	0
Feasibility study – Piney Green overpass at NC 24	0
Corridor preservation – from development (while waiting for funding)	0

## Discussion Notes on Select Activities

The following potential MPO activities were selected for discussion by the group during the final part of the workshop.

### Western Boulevard Study

Lead Brainstormed Items:

Continue studying monitoring and congestion for Western Blvd (Hwy 53) – especially strategies for more efficient traffic flow (1)
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Pedestrian/bicycle routes over/under Western Blvd (1)
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- The above two issues could be conducted as part of the same Western Boulevard Corridor Study.
- Pedestrian traffic on Western Boulevard is terrible. It is 6 to 7 lanes wide with inadequate crosswalks. People could die crossing the road.
- FYI: Crosswalk improvements are planned at US 17 and Western Boulevard (US 17 and Western Boulevard may be the busiest intersection in the state east of Raleigh).
- Crosswalk improvements are also planned for the intersection of Country Club and Western Boulevard.
- No one is on this road until 7:00 pm; then it is bumper to bumper traffic from NC 24 to US 17.
- Past US 17, there are newer strip malls.
- Traffic problems in this area relate to a need for interconnectivity, mainly between shopping center parking lots.
- Are bus cutouts needed along this stretch?

### Connectivity in New Developments

Lead Brainstormed Items:

Encourage connectivity in new developments – no requirements in city or county Regulations (2)
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Several recent developments could have been connected but weren't.

Connectivity relates to several other issues:

- A lack of connectivity limits emergency access.
- Good connectivity can take the pressure off major arterials.
- Traffic calming is important to ensure that connectivity does not adversely affect neighborhoods.

### Northwest Corridor Study

Lead Brainstormed Items:

Northwest corridor tie-in western extension to 258 (3)
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Northwest corridor study – Gum Branch Road -> US 258 (3)
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- Connectivity – provide for alternate traffic routes to relieve traffic at certain choke points: for example, New River at US 17.

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- FYI: US 258 and Gum Branch Road are fast growing areas that will only get worse.
- These improvements will also probably be among the most expensive.
- This study should also look at continuation onto 53 or US 17 spur to airport.

## Shuttle Service Between Jacksonville and the Airport

Lead Brainstormed Items:

Shuttle service between Jacksonville and airport/OAJ (4)

- Such a shuttle service could be of benefit to service members.
- This could be in the form of a park and ride shuttle, or could be a drop-off for swoop flying (4 day weekend).
- FYI: The base has considered this but can't compete against private enterprise. When tried before to Camp Johnson, a shuttle was offered for \$5 but riders wouldn't be there by the time a shuttle arrived – riders would have already been taken away by cabs.

## Corridor Studies That Incorporate Land Use

Lead Brainstormed Items:

Corridor studies that incorporate land use (5)

- Make sure a land use component is included in all transportation plans and studies. Examples:
- In the Hampstead area of Pender County, land use is a critical consideration in planning for improvements to the US 17 corridor.
- Installing medians to control turning movements in and out of adjoining businesses is often cheaper than widening the road.
- Access management can be employed to consolidate the driveways of adjoining land uses.

## Complete Street Program

Lead Brainstormed Items:

Implement a complete street program – incorporate bicycle/pedestrian auto sharing same street with buffering/landscaping to mitigate conflicts (9)

- Do this through neighborhood plans.
- There is no policy for it locally.
- Where is NC DOT on this subject? Answer: DOT has a policy but funding priorities are an issue.
- FYI: DOT will do initial funding for projects but agreement is needed up front as to who will maintain.

## **An Improved Route to I-95 North**

Lead Brainstormed Items:

Evaluation of improving US 258 to I-95 N or another alternative route (11)

- Statewide there are 55,000 full time equivalents and no identified route to I-95 north.
- From an economic development standpoint, how to leave Onslow County and head north?
- FYI: The quickest, shortest and most dangerous route is via two-lane routes with narrow shoulders and farm vehicles.
- Jacksonville is a large city with no direct access to an interstate.
- This MPO doesn't have complete jurisdiction. This must be an RPO priority too!

## **Stormwater Infrastructure**

Lead Brainstormed Items:

Study stormwater infrastructure & alternatives, environmental impacts as related to development (12)

- In Jacksonville, drainage facilities are initially designed to serve the road, but then development grows up around the road system and it no longer works.

Questions:

- Can planning funds be used for stormwater management?
- What about a design manual?
- What about using on a specific problem? Not an engineering problem but perhaps part of a corridor study.
- There is an issue concerning NCDOT limited responsibility.
- P0104 funding eligibility will be decisive.

## Summary of Results

Results from the strategic prioritization workshop indicate that the Jacksonville MPO should pursue four general planning activities during the next five fiscal years, including:

1. **Transit Services Planning:** The Jacksonville MPO receives transit planning funds from the Section 5303 Federal Transit Administration grant program. These funds are used on an annual basis to complete transit planning projects for Jacksonville Transit. Based on the provisions included in a Memorandum of Understanding enacted by the TAC and Jacksonville City Council earlier this year, it is anticipated that cooperative planning efforts will continue to further develop the transit system in the future.
2. **Corridor Planning:** Corridor planning is an essential tool used by local governments to shape the future of existing or planned roadways. Further, this type of planning is often considered a core function of MPOs and certainly a reimbursable expense for the PL 104 grant program. Results of the prioritization exercise indicate that that corridor planning will be a fundamental task for the Jacksonville MPO over the next five fiscal years and general guidance on what the plans should address.

Corridor plans should:

1. Be multi-modal in nature, focusing on all forms of transportation available to move people and freight.
  2. Improve the safety of our transportation system.
  3. Follow recent guidance provided by the Federal Highway Administration to include both land use and transportation aspects of the corridor, focusing on long-term livability and sustainability.
  4. Evaluate opportunities for improving system connectivity.
  5. Promote the concept of complete streets.
  6. Consider environmental impacts of the transportation system/enhancements.
  7. Extend across jurisdictional boundaries to improve planning cohesiveness between the MPO and RPO.
3. **Congestion Management Planning:** Congestion management planning is a critical component of maintaining an efficient and effective transportation system. While MPOs with greater than 200,000 permanent residents are required by federal legislation to maintain a Congestion Management Process, the Jacksonville MPO has yet to exceed that threshold. Results of the prioritization exercise indicate that congestion management planning, while not specifically required by the Federal Highway Administration, is a priority for the Jacksonville MPO over the next five fiscal years.
  4. **Land Use and Development Services:** Jacksonville MPO staff currently provides support to the City of Jacksonville Planning Division and Onslow County Planning Department for transportation-related development plan review. Based upon the workshop results, this will continue to be a priority over the next five fiscal years. We will continue to review our service delivery processes to improve efficiency and effectiveness.

## Recommended Project Schedule

Results of the strategic prioritization workshop identified four general activities that the Jacksonville MPO should participate in over the next five fiscal years. From these activities MPO staff recommends the following project schedule be considered for development of future Unified Planning Work Programs (UPWP). During this time period it is expected that MPO staff will participate in other transportation-related initiatives as needed and will continue to provide support to the City of Jacksonville and Onslow County for development review. The listing below only identifies major planning project initiatives that will be conducted by competitively-selected third party consultants.

### Fiscal Year 2012:

1. **Western Boulevard Corridor Study** (75% funding) – Twenty-five percent funding is currently allocated in the Fiscal Year 2011 UPWP for this project. It is anticipated that this project will be multi-modal in nature, with a significant land use component.
2. **Sneads Ferry Small Area Plan** (25% funding) – This project is anticipated to be similar to a corridor plan; however, instead of focusing on one corridor, it will examine the Sneads Ferry area of Onslow County in detail from a land use and transportation prospective.
3. **Transit Study** (100% funding) – The scope of this project will be developed in coordination with Jacksonville Transit staff to best suit the immediate needs of the system. Several ongoing projects including the Transportation Demand Management Plan and Transit System Development Plan will provide guidance on specific planning needs for the transit system over the next five years.

### Fiscal Year 2013:

1. **Sneads Ferry Small Area Study** (75% funding)
2. **Long-Range Transportation Plan Update** (25% funding) – The Jacksonville MPO is required to maintain a long-range transportation plan for the region. Periodically, this document must be updated to remain current with regard to transportation system needs and funding availability. It is expected that the long-range plan will include a section devoted specifically to congestion management and will include a comprehensive evaluation of roadway network operations.
3. **Transit Study** (100% funding) – The scope of this project will be developed in coordination with Jacksonville Transit staff to best suit the immediate needs of the system.

### Fiscal Year 2014:

1. **Long-Range Transportation Plan Update** (75% funding)
2. **Northwest Corridor Study** (25% funding) – NCDOT has completed a feasibility study for constructing a section of the Northwest Corridor Study between Western Boulevard (NC 53) and Richlands Highway (US 258/NC 24). MPO staff recommends that a corridor study be completed to make specific recommendations for the future corridor with regard to land use and transportation characteristics, while exploring the opportunity of extending the Northwest Corridor to Burgaw Highway (NC 53) and Wilmington Highway (US 17)
3. **Transit Study** (100% funding) – The scope of this project will be developed in coordination with Jacksonville Transit staff to best suit the immediate needs of the system.

Fiscal Year 2015:

1. **Northwest Corridor Study** (75% funding)
2. **I-95 Connectivity Study** (25% funding) – Improved access to I-95 is identified as a key factor in upholding the long-term economic prosperity of the Jacksonville region by improving connectivity to the eastern seaboard. Further, interstate highway connectivity will enhance the strategic mobility of local military installations. This project will evaluate options for improving Jacksonville’s access to I-95.
3. **Transit Study** (100% funding) – The scope of this project will be developed in coordination with Jacksonville Transit staff to best suit the immediate needs of the system.

Fiscal Year 2016:

1. **I-95 Connectivity Study** (75% funding)
2. **US 17 Business Corridor Study** (25% funding) – MPO staff recommends that a corridor study be completed to make specific recommendations for the corridor with regard to land use and transportation characteristics.
3. **Transit Study** (100% funding) – The scope of this project will be developed in coordination with Jacksonville Transit staff to best suit the immediate needs of the system.

# Appendix


# **Strategic Planning Workshop for Transportation Planning and Service Delivery Priorities Jacksonville MPO**

Thursday December 16, 2010 12:30 to 3:00 pm  
City Hall Jacksonville, North Carolina  
Johnson Street Meeting Room (upstairs)

## Workshop Agenda

- 12:30 **Welcome/Lunch Provided**
- 1:00 **Briefing and Update**
- 1:20 **Group Brainstorming of Projects and Services**
- 1:55 *Stretch Break While Sheets Are Posted*
- 2:05 **Reconvene for Setting Project and Service Priorities**
- 2:15 **Summarize Results of Voting**
- 2:20 **Discussion of High Priority Projects and Services**
- 2:50 **What's Next?**
- 3:00 **Adjourn**

# Strategic Planning Workshop



**Jacksonville Urban Area**  
Metropolitan Planning Organization

Johnson Street Meeting Room  
Jacksonville City Hall

December 16, 2010

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## Workshop Agenda

1:00 **Briefing and Update**

1:20 **Small Group Brainstorming of Projects and Services**

1:55 *Stretch Break While Sheets Are Posted*


2:05 **Reconvene for Project and Service Prioritization**

2:15 **Summarize Results of Voting**

2:20 **Discussion of High Priority Projects and Services**

2:50 **What's Next?**

3:00 **Adjourn**



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## Workshop Purpose

To determine planning and service delivery priorities for the next five fiscal years

Strategically expend MPO grant funds to meet specific community needs

Provide guidance for work program development – long-term operational continuity



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### Process

1. PL 104 grant briefing (funding, eligibility, etc.)
2. Group brainstorming exercise
3. Evaluation and prioritization brainstorming results
4. Development of workshop report (Dec. 2010)
5. Consideration by TAC/TCC (Jan. 2011)
6. Adoption of UPWP for FY 2012 (Mar. 2011)

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### PL 104 Grant Program

Federal transportation planning funds (SAFETEA-LU)

80% / 20% grant program administered by NCDOT on behalf of FHWA

Annual Appropriation	Current Unobligated Fund Balance	5-year Funding Eligibility (Anticipated)*
<b>~\$255,000</b>	<b>~\$303,000</b>	<b>~\$1,300,000</b>

\*May increase depending on future air quality and population status



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### PL 104 Grant Program continued...

Activities must:

1. Support economic vitality
2. Improve accessibility to transportation (people/freight)
3. Improve safety of multi-modal transportation network
4. Promote efficient system operation
5. Emphasize preservation of the existing transportation system

Activities must be approved by TAC and NCDOT in a Unified Work Program prior to reimbursement



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### PL 104 Eligible Activities

Planning	Service Delivery
Long-Range Transportation Planning (required)	Data Collection
Project Prioritization (required)	System Modeling/Evaluation
Corridor Planning	Grant Writing
Multi-Modal System Planning	Program Administration
Neighborhood Transportation Planning	Equipment Purchase

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### PL 104 Ineligible Activities

- Engineering and Project Design
- Environmental Testing
- Construction
- Right-of-Way Acquisition
- Vehicle Purchase (transit)
- Non-Transportation Planning Capital Expenditures
- Loan Interest and Other Debt-Related Expenses

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### Current PL 104 Activities

Planning	Service Delivery
JUMPO Long-Range Transportation Plan (Revised 2010)	Transportation-Related Development Review
Metropolitan TIP/State TIP	Administration of COJ TIA Process
Jacksonville Collector Street Plan (2010)	MPO Administration
JUMPO Public Involvement Plan (Revised 2010)	Project Coordination
Jacksonville Bicycle and Pedestrian Plan (2009)	Limited Data Collection

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## Potential PL 104 Activities

Planning	Service Delivery
US 17/NC 24 Business Corridor Study	Traffic Count Program and Reporting
SE Western Boulevard Corridor Study	Crash Analysis and Reporting
Park-and-Ride/Transfer Station Planning	Regional Bicycle and Pedestrian Advisory Committee
Sneads Ferry Area Transportation and Land Use Study	Grant Writing
Downtown Parking Assessment	Transportation Demand Management Program

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## Brainstorming


Consider the following viewpoints:

1. JUMPO area as a whole
2. Specific needs of your organization

Resources to “get the juices flowing”:

1. Prompt Sheets
2. Maps
3. Sample Planning Documents

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## Questions?

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# Jacksonville MPO Strategic Planning Workshop

## What we currently do:

- Long-Range Transportation Planning
- Metropolitan TIP/State TIP Development
- Corridor Planning (*NC 24 Corridor Study currently in progress*)
- Multi-modal System Level Planning (*Collector Street Plan, Bike Ped Plan*)
- MPO Administration
- Project Coordination (*Coordination with NCDOT on TIP Projects*)
- System Modeling/Evaluation (*Traffic modeling*)
- Transportation Data Collection (*Traffic counts*)
- Administration of Transportation Impact Analysis Process
- Transportation-Related Development Review (*City of Jacksonville, Onslow County*)

## Recent accomplishments:

- JUMPO Long-Range Transportation Plan (2010)
- Jacksonville Bicycle and Pedestrian Plan (2008)
- Jacksonville Collector Street Plan (2009)
- JUMPO Public Involvement Plan (2010)
- Phase 1, NC 24 Corridor Study
- New River Regional Transit Master Plan
- Jacksonville and Onslow County Coordinated Human Service Transportation Plan

## Potential future activities:

- 1) Provide grant writing services (enhancement grants, Safe Routes to Schools, etc.)
- 2) Develop a regional bicycle map to promote local cycling and tourism
- 3) Collect annual traffic count data for long-range planning and to assist with system optimization (ITS)
- 4) Develop an annual crash reports to identify specific problem areas and potential solutions
- 5) Administer a regional bicycle and pedestrian advisory committee to assist in developing new projects and prioritization of existing projects
- 6) Develop a Safe Routes to Schools Program in Onslow County to access grant funds and promote walking and biking to school
- 7) Administer a Transportation Demand Management program to promote alternative commuting options to the single occupancy vehicle
- 8) Evaluate and implement neighborhood traffic calming measures where significant speeding and/or crashes occur in residential neighborhoods
- 9) Conduct corridor studies for major arterial streets within the JUMPO planning area (US 17/NC 24 Business, US 17, Western Boulevard, Gum Branch Road, Henderson Drive, etc.)
- 10) Assist Camp Lejeune and MCAS New River in monitoring and periodically evaluating traffic operations at gates
- 11) Develop a congestion management program to identify points of peak hour congestion and mitigation strategies



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# JUMPO Strategic Planning Workshop Sign-In Sheet

December 16, 2010

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