



**Jacksonville Urban Area**  
Metropolitan Planning Organization

**MEMORANDUM**

TO: Transportation Advisory Committee Members

FROM: Anthony Prinz, Transportation Services Administrator

DATE: December 4, 2015

RE: TAC Meeting – December 10, 2015

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A Transportation Advisory Committee meeting will be held at **3:30 PM** on **Thursday, December 10**, in **Conference Room New Bridge Street** of **Jacksonville City Hall** (815 New Bridge Street). The purpose of this meeting is to consider adoption of the *Jacksonville Urban Area Metropolitan Planning Organization Prospectus, for Continuing Transportation Planning*, in addition to hearing updates on Federal reauthorization, Prioritization 4.0 and projects funded on the current Metropolitan Transportation Improvement Program.

An agenda for the meeting is attached. Those unable to attend in-person are encouraged to participate via conference call - (910) 938-6543.





## AGENDA

### TRANSPORTATION ADVISORY COMMITTEE

December 10, 2015 – 3:30 PM

Jacksonville City Hall, Conference Room New Bridge Street

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- |      |                           |                  |
|------|---------------------------|------------------|
| I.   | Call to Order             | Chairman Lazzara |
| II.  | Welcome and Introductions | Chairman Lazzara |
| III. | Adoption of the Agenda    | Chairman Lazzara |
| IV.  | Public Comment            | Chairman Lazzara |

#### Action Items

- |     |                                                                                                                                   |                  |
|-----|-----------------------------------------------------------------------------------------------------------------------------------|------------------|
|     | <u>Consent</u>                                                                                                                    | Chairman Lazzara |
| V.  | Draft October 8, 2015 Meeting Minutes (Attachment 1)<br><b>Recommended Action: Approval of draft meeting minutes</b>              |                  |
| VI. | Draft Jacksonville MPO Prospectus (Attachment 2)<br><b>TCC Recommended Action: Adoption of the draft Prospectus by resolution</b> |                  |

#### Discussion Items

- |       |                                               |               |
|-------|-----------------------------------------------|---------------|
| VII.  | Prioritization 4.0 Update                     | Anthony Prinz |
| VIII. | 2016-2025 MTIP Projects Update                | Anthony Prinz |
| IX.   | Federal Transportation Reauthorization Update | Anthony Prinz |

#### Reports/Comments

- |       |                                                  |                  |
|-------|--------------------------------------------------|------------------|
| X.    | Report from MPO Administrator                    | Anthony Prinz    |
| XI.   | Report from NCDOT Division 3                     | Patrick Riddle   |
| XII.  | Report from NCDOT Transportation Planning Branch | Nazia Sarder     |
| XIII. | Report from FHWA Field Officer                   | Ron Lucas        |
| XIV.  | Questions, Closing Comments                      | Chairman Lazzara |





**Attachment: 1**  
**Transportation Advisory Committee**  
**Consent - Action Required**

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To: Transportation Advisory Committee  
From: Anthony Prinz, Transportation Services Administrator  
Subject: Draft October 8, 2015 Meeting Minutes

**12/10/2015**

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Recommended Action: Approval of draft meeting minutes

Attachments: Draft October 8, 2015 meeting minutes

**TRANSPORTATION ADVISORY COMMITTEE  
REGULAR MEETING AGENDA  
October 8, 2015 3:30 p.m.**

**NEW BRIDGE STREET CONFERENCE ROOM  
JACKSONVILLE CITY HALL**

Present: Mr. Michael Lazzara, Mr. Jack Bright, Mr. Bob Warden, Ms. Sandra Fountain and Mr. Paul Buchanan

Others Present: Mr. Anthony Prinz, Ms. Stephanie Kutz, Mr. Bill Marley, Mr. Ron Massey, Ms. Nazia Sarder, Lieutenant Sean Magill, Mr. Patrick Riddle, Mr. Roy Bredahl, Ms. Debbie Jefferson

I. [Call to Order](#)

Mr. Michael Lazzara called the Jacksonville Area MPO Transportation Advisory Committee Meeting to order at 3:28 pm on Thursday, October 8, 2015 in the New Bridge Street Conference Room of Jacksonville City Hall.

II. [Welcome and Introductions](#)

Mr. Lazzara welcomed everyone to the meeting.

III. [Public Comment](#)

No Public Comment was made.

**Action Items:**

**Consent:**

IV. [August 13, 2015 Meeting Minutes](#)

Mr. Lazzara asked for a motion to accept the Meeting Minutes.

**Ms. Sandra Fountain made a motion to approve the Meeting Minutes. Mr. Jack Bright seconded the motion.**

**The motion to approve the adoption of the August 13, 2015 meeting minutes was unanimously approved by the Committee Members present.**

## **Non-Consent:**

### V. [FY 2016-2025 MTIP Amendment 1](#)

Mr. Anthony Prinz began by stating that the MTIP was adopted in April which represented the culmination of the Prioritization 3.0 process. The MTIP was adopted in April in anticipation of the STIP being adopted in June by the Board of Transportation, which did happen. He mentioned how successful the MPO was with the MTIP with 30 projects costing about \$300 million to be programmed over the next 10 years. Mr. Prinz stated that some minor changes were made to the STIP between April and June and this amendment is needed to make the MTIP and the STIP align. Aligning the two documents is mandatory. Mr. Prinz recommended the FY 2016-2025 MTIP Amendment 1 be adopted.

**Mr. Jack Bright made a motion to approve the FY 2016-2025 MTIP Amendment 1.  
Mr. Bob Warden seconded the motion.**

**The motion was unanimously approved by the Committee Members present.**

## **Discussion Items:**

### VI. [Prioritization 4.0 Update](#)

Mr. Prinz began by addressing the status of the work program, noting that the MPO is right on track with where it needs to be in the work program for P4.0. He went on to discuss the philosophy of the committee on how they went about selecting new and modifying old projects for submittal. He then discussed several of the modifications being made to existing projects, noting that several projects have been broken up into smaller projects in the hope that they will score better.

The bulk of his discussion focused on the new project submittals. He noted there are 13 new project submissions to discuss. He began by talking about a project on US 17 to superstreet from Douglas Rd to High Hill Rd. He went on to discuss three additional projects in this general vicinity: one of US 17B and two involving NC 53 and Old Maplehurst Rd. Additional projects include a couple in the Sneads Ferry area, one for Catherine Lake Rd, a project for Ramsey Rd, Carolina Forest Blvd, and two additional for Marine Blvd (Jacksonville Parkway and the intersection of Marine Blvd with Onslow Dr. and Henderson Dr.).

Mr. Prinz then discussed another potential project that was brought up during an Economic Development Board meeting. This potential project looks at alternative ways to connect Richlands Highway back over to the airport. Mr. Prinz then suggested swapping this additional project with the final project on the new project list, intersection improvement at Gum Branch and Henderson Dr. Mr. Patrick Riddle then mentioned that the Division has 7 new project submittals and stated that the Jacksonville MPO can use some of those slots in the division if need be. A final decision was made to put the new project on the list somehow and connect with the division to potentially utilize some of the Division's 7 projects.

Finally, Mr. Prinz mentioned that there are also aviation projects, bicycle and pedestrian projects and one Transit project to be submitted into SPOT. Mr. Prinz asked for and received a

consensus from the committee on the project submittals.

VII. [2016 Meeting Calendar](#)

Mr. Prinz mentioned that because of the SPOT 4.0 schedule, the 2016 meeting schedule has changed slightly. He mentions that the TAC will only meet 5 times in 2016 and will defer the meeting in the January to align with the SPOT schedule.

**Reports/Comments:**

VIII. [Report from MPO Administrator](#)

Mr. Prinz did not give any additional updates regarding the MPO.

IX. [Report from NCDOT Division 3](#)

Mr. Patrick Riddle was present to give his update on the Division 3 projects. He mentioned there are some let date changes to reflect realistic time lines. He also mentioned a couple projects on NC 53 around Holly Shelter Rd.

X. [Report from NCDOT Transportation Planning Branch](#)

Ms. Nazia Sarder was present to give her report from NCDOT. She noted that the Onslow County CTP is going to start. A steering committee has been selected.

XI. [Report from FHWA Field Officer](#)

Mr. Bill Marley gave his report from FHWA. He noted that reauthorization is still slow moving.

XII. [Questions, Closing Comments](#)

**Mr. Lazzara asked for a motion to adjourn. Mr. Paul Buchanan made a motion to adjourn. Mr. Bob Warden seconded the motion. Mr. Lazzara called the meeting adjourned at 5:07pm.**





## Attachment: 2 Transportation Advisory Committee Consent - Action Required

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To: Transportation Advisory Committee  
From: Anthony Prinz, Transportation Services Administrator  
Subject: Draft Jacksonville MPO Prospectus

**12/10/2015**

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MPOs are required by federal regulation to adopt and maintain a Prospectus. The purpose of a Prospectus is to serve as a reference document that outlines goals, objectives and specific tasks necessary to fulfill MPO obligations as required by federal law. The Prospectus also outlines the roles and responsibilities of agencies connected to MPO operations (e.g. City of Jacksonville, Onslow County, NCDOT, and MCB Camp Lejeune).

The current Jacksonville MPO Prospectus was adopted by the TAC on September 10, 2001. Since that time, there have been a number of changes in both Federal and State law related to MPO operations. In 2014, NCDOT and FHWA approved an updated prospectus template for use by North Carolina MPOs to ensure compliance with current regulations. The draft Prospectus adheres to the agreed upon template, while also being customized to the specific needs of our organization.

On November 10, the TCC reviewed contents of the Prospectus and unanimously recommended approval of the draft document by the TAC.

TCC Recommended Action: Adoption of the draft Prospectus by resolution

Attachment: Draft Jacksonville MPO Prospectus  
Resolution adopting the draft Jacksonville MPO Prospectus

Jacksonville Urban Area Metropolitan Planning Organization

# Prospectus

for Continuing Transportation Planning



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## INTRODUCTION

The City of Jacksonville, Onslow County, Marine Corps Base Camp Lejeune and the North Carolina Department of Transportation, in cooperation with the various administrations within the U.S. Department of Transportation, participate in a continuing, cooperative and comprehensive transportation planning process in the Jacksonville Urban Area as required by Section 134 (a), Title 23, United States Code. A Memorandum of Understanding approved by the municipality, the county, and the North Carolina Department of Transportation establishes the general operating procedures and responsibilities by which short-range and long-range transportation plans are developed and continuously evaluated.

The Prospectus contained herein is primarily a reference document for the transportation planning staff. Its purpose is to provide sufficiently detailed descriptions of work tasks so that staff and agencies responsible for doing the work understand what needs to be done, how it is to be done, and who does it.

A secondary purpose of the Prospectus is to provide sufficient documentation of planning work tasks and the planning organization and procedures so that documentation is minimized in the required annual Unified Planning Work Program (UPWP). The UPWP identifies the planning work tasks that are to be accomplished in the upcoming fiscal year and serves as a funding document for the Federal Highway Administration (FHWA) and Federal Transit Administration (FTA) of the U.S. Department of Transportation.

The Metropolitan Planning Organization (MPO) is responsible for carrying out the transportation planning process in the Jacksonville Urban Area. The MPO is an organization consisting of the representatives of general purpose local government; the North Carolina Department of Transportation; a Transportation Advisory Committee; a Technical Coordinating Committee; and the various agencies and units of local and State government participating in transportation planning for the area.

The respective governing boards (the City Council or County Board of Commissioners) make policy decisions for local agencies of government. The Board of Transportation makes policy decisions for the North Carolina Department of Transportation. The municipal governing board and the N.C. Department of Transportation have implementation authority for construction, improvement, and maintenance of streets and highways.

The Memorandum of Understanding established a Transportation Advisory Committee (TAC) composed of representatives from the policy boards to provide policy direction for the planning process, and to improve communications and coordination between the several Policy Boards. The TAC is responsible for (1) review and approval of the UPWP; (2) review and approval of the area's Metropolitan Transportation Improvement Program (MTIP), which ensures coordination between local and State programs; (3) review of the National Highway System, review and approval of changes to the Functional Classification Designation (as it pertains to the Surface Transportation Program) and review and approval of the Metropolitan Area Boundary; (4) endorsement, review, and approval of the Prospectus; (5) guidance on transportation goals and objectives; and (6) review and approval of changes to the adopted Long-Range Transportation



Plan. As required by North Carolina General Statutes 136-66.2, revisions to the Comprehensive Transportation Plan must be jointly approved by the MPO and the North Carolina Department of Transportation.

A Technical Coordinating Committee (TCC), also established by the Memorandum of Understanding, is responsible for supervision, guidance, and coordination of the continuing planning process, and for making recommendations to the local and State governmental agencies and the Transportation Advisory Committee regarding any necessary action. The TCC is also responsible for review of the National Highway System and for development, review, and recommendation for approval of the Prospectus, UPWP, MTIP, Functional Classification Designation (as it pertains to the Surface Transportation Program), Metropolitan Area Boundary revisions, and technical reports of the transportation study. The membership of the TCC consists of, but is not limited to, key staff from the North Carolina Department of Transportation, the county, transit operators, and the municipality.

The City of Jacksonville is designated as the Lead Planning Agency (LPA) and is primarily responsible for annual preparation of the Unified Planning Work Program and Metropolitan Transportation Improvement Program. The City of Jacksonville is the primary local recipient of planning funds received from USDOT for the Jacksonville Urban Area.

Transportation planning work is divided into two elements in the Prospectus according to type of activity: Continuing Transportation Planning, Chapter II and Administration, Chapter III.

Citizen participation is an important element of the transportation planning process and is achieved by making study documents and information available to the public and by actively seeking citizen participation during the planning process. Involvement is sought through such techniques as the website, news articles, goals and objective surveys, neighborhood forums, drop-in centers, workshops, seminars, and public hearings. Elected or appointed city and town representatives and municipal and county planning boards should serve as primary sources in gaining public understanding and support for the transportation planning activity.

An organization chart for continuing transportation planning for the Jacksonville Urban Area is shown in Figure 1. The chart shows the relationship between the various organizations who support the MPO. The history and status of transportation planning is given in Appendix A. The following are contact agencies for information concerning the transportation planning process in Jacksonville Urban Area.

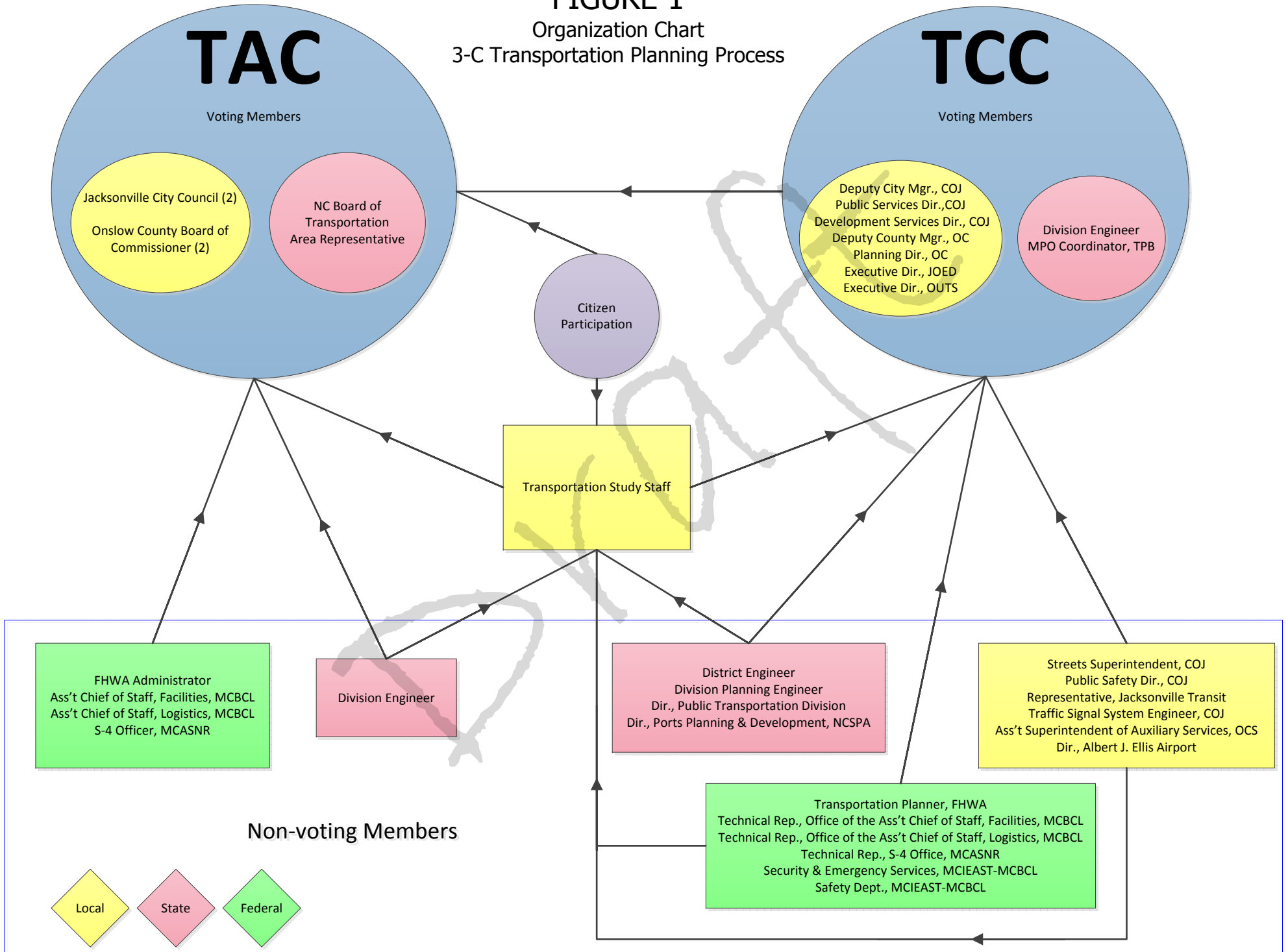
## Contacts

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**FIGURE 1**  
 Organization Chart  
 3-C Transportation Planning Process



## II-A: Data and Planning Support

### II-A-1: Networks and Support Systems

This section covers data and processes used to support transportation planning related to transportation infrastructure. It includes (but is not limited to):

#### Traffic Volume Counts

Traffic counts will be taken on a biennial schedule at specified locations; these summaries can also be calculated on an annual basis by TPB inside the transportation study area. Traffic data will be collected on weekdays for a minimum of 48 hours and converted to AADT counts. The respective municipal department is responsible for obtaining counts at specified locations on the municipal owned streets within the MPO region and for furnishing the raw daily traffic counts, count information, and location maps to the NCDOT Transportation Planning Branch the first week of November for each scheduled collection year. The Transportation Planning Branch is responsible for obtaining counts at specified locations on other segments of the major street system, for updating the count location map biennially to reflect any changes made in the major street system, for preparing the Annual Average Daily Traffic Volume Map, and for sending this information to the Lead Planning Agency. MPO counts will be available to the general public on the NCDOT web page in spring of each year. As a part of the required Congestion Management Process (CMP), the MPO may implement a Congestion Monitoring Program. Special counts may be taken during travel model updates or validations. These include counts at screen-line stations, external stations, major trip generators, and key intersections as needed. Traffic count types may include daily, hourly, vehicle classification, or turning movements. The Transportation Planning Branch will coordinate traffic data collection for these special counts.

#### Vehicle Miles of Travel (VMT)

Vehicle miles of travel are computed by multiplying the length of each link times the annual average daily traffic volume on that link. Vehicle miles of travel are tabulated annually by county and functional classification by NCDOT-TPB. MPO's may also choose to estimate VMT for the municipal limits in their MPA, urbanized area and/or the entire MPA on a regular basis.

#### Street System Changes

Records of improvements to the state highway system, whether planned, underway, or completed, are maintained by the Division Engineer of the NCDOT. Each municipality should maintain similar records for its municipal street system. The municipalities participating in the Powell Bill Program must certify city street mileage maintained annually. An inventory of the geometrics and signalization of the existing major street system for the planning area should be maintained by the MPO. Periodically or as changes or additions to the major street system occur, the inventory may be updated. This inventory will need to be current when the travel model is updated.

#### Traffic Crashes

North Carolina law requires that any traffic crash involving personal injury and/or property damage in excess of \$1000.00 be reported in detail to the Division of Motor Vehicles (DMV) of the NCDOT. The DMV also receives a detailed report on any crash investigated by a law officer. Copies of all these reports are forwarded to the Transportation Mobility and Safety Section of NCDOT, where the information is summarized and stored. Annual analysis is produced in online

maps and is used to identify short term improvements, and identify problem areas for future improvements. High Frequency Crash location maps are available on NCDOT's website.

### **Transit System Data**

Items to be considered are transit patronage, route changes, service miles, load factor, route ridership changes, boarding and alighting counts, headways, frequency, and service hours.

### **Air Travel**

Data may be collected and analyzed to determine influence of local air travel on the area's transportation system and identify needs for additional services. Airport enplanements/deplanements may help relate air travel to ground travel in future updates. A ground transportation survey is a good example of this.

### **Central Area Parking Inventory**

Inventories of both on and off street parking supply in the MPO central areas are maintained by the MPO. Periodic updates and inventories of other parking facilities in other areas will be performed as determined by the MPO through the development of the Planning Work Program. Data collected should include parking policies, ownership, and rates.

### **Bicycle and Pedestrian Facilities Inventory**

An inventory of significant municipal, county and state bicycle and pedestrian transportation facilities shall be maintained. These systems shall be incorporated in the Metropolitan Transportation Plan update and analyzed in conjunction with other transportation performance measures.

### **Collection of Network Data**

Collection of the transportation network data is necessary to build a base network for the travel model and for other planning purposes. Data may include, but not be limited to: 1) posted speed limit; 2) width / number of lanes; 3) segment length; 4) traffic signal locations. These items are generally the standard parameters required, but others may be needed as models become more sophisticated.

### **Capacity Deficiency Analysis**

A system planning level capacity deficiency analysis will be made to determine existing and projected street deficiencies. Link capacities will be calculated in accordance with procedures based on the latest edition of the HIGHWAY CAPACITY MANUAL and other resources.

## **II-A-2: Travelers and Behavior**

This section covers data and processes used to support transportation planning related to socio-economic data and conditions. It includes (but is not limited to):

### **Dwelling Unit, Population, and Employment Changes**

Changes in population and development across the service area will be identified and evaluated to determine necessary restructuring of transportation services to meet current and forecasted demand. Census data, local parcel, zoning, and tax data records; Employment Security Commission; and private vendors are acceptable sources of information for this purpose. This item may include the development and maintenance of a GIS database.

### **Collection of Base Year Data**

Collection of the following variables for existing conditions, by traffic zone, is required: (1) population; (2) housing units; and (3) employment. It is expected that re-projection of travel patterns, including transit, would require a re-tabulation of these factors used in developing the travel models. A GIS database may be used to maintain housing and land use information. The MPO will normally be responsible for providing socioeconomic data in spreadsheet form to TPB. This also includes creation and maintenance of traffic zones.

### **Travel Surveys**

These surveys may be implemented to attain items such as origins and destinations (O/D), travel behavior, transit ridership, commercial vehicle usage, workplace commuting, freight movement, etc. Therefore, these surveys may be home interviews, cordon O/Ds, and on-board transit surveys to name a few. New surveys will be conducted as necessary for the reevaluation of travel models. Because these surveys are very cost prohibitive, the survey responsibility and funding sources will be determined at the onset of the study.

### **Vehicle Occupancy Rates (Counts)**

Vehicle occupancy counts are collected across the service area to measure effectiveness of transportation investments and operations. Information will also be used to comply with the Clean Air Act and is useful in the trip generating process of modeling traffic during the travel modeling phase, as well as other parts of the Metropolitan Transportation Plan.

### **Travel Time Studies**

Peak and off-peak travel time studies may be conducted for those street segments that are included in the Congestion Management Process. The travel time studies may be required during the travel model calibration phase as well to help refine the model speeds.

## **II-A-3: Transportation Modeling**

This section covers data and processes used to forecast future conditions for planning horizons. It includes (but is not limited to):

### **Travel Model Updates**

For each MTP update, a "Modeling Agreement" between the MPO and TPB will be adopted, and it will become a part of the Prospectus or a stand-alone document. There are different kinds of models applied at different scales; the right balance of model types will be agreed upon by each MPO with TPB. The responsibility for building and applying the model will also be negotiated between each MPO and TPB as part of the Modeling Agreement.

### **Forecast of Data to Horizon Year**

The travel demand models determine what planning data must be projected to a new design year. In general, the procedure will be to project population and socio-economic factors independently on an area-wide basis, to cross check these projections and convert them to land use quantities if required, and to distribute the projected planning data to traffic zones on the basis of land capabilities, accessibility, and community goals as implemented through land use controls. The MPO will provide the approved socioeconomic forecasts.

### **Forecasts of Future Travel Patterns**

The forecast of future travel patterns will result from using the forecasted planning data as input to the travel demand models. The models are sensitive to changes in trip generation, trip

purpose, trip length, vehicle occupancy, travel mode, and patterns of daily travel. The forecast of travel patterns will include a review of these factors and comparison to community goals and objectives to determine if changes in assumptions are warranted. The network development process is included in this task item.

### **Financial Planning**

As required by MAP-21, the MTP must have a financial plan. Project cost estimates, and revenue forecasts are required. Federal regulations allow flexibility in the methodologies used for analysis, but they must include estimates for maintenance and operations as well as construction. This item also covers identifying new and alternative funding sources, including new taxing strategies, impact fees, and public-private partnerships. This also includes a financial analysis for the TIP.

## **II-B: Planning Process**

### **II-B-1 Targeted Planning**

This section includes non-modal specific planning, and focuses on themes across modes. It can include (but is not limited to):

#### **Air Quality Planning/Conformity Analysis**

Official air quality conformity determinations on the MTP are not required of every NC MPO at this time. However, due to the interest of local and state governments in the quality of the environment, including air quality, an analysis on the MTP may be performed. In non-attainment and maintenance areas, the transportation sector is a key participant in the development and application of the State Implementation Plan (SIP) for air quality.

MPOs have the responsibility to make a determination as to whether or not the MTP and TIP conform to the intent of the State Implementation Plan (SIP). Elements involved in this task include, but are not limited to: Participation in interagency consultation process as part of SIP development and conformity determination development; Providing assistance to NCDENR in developing and maintaining mobile source emission inventories; Participating in development of TCM's for the SIP; Implementation of TCM's as appropriate; and Performing analysis and approving conformity determination as required (the MPO must approve conformity determination).

#### **Alternative Fuels/Vehicles**

MPOs can support transportation projects that reduce mobile source emissions and reduce vulnerability of fuel supplies and enhance fuel security in times of extreme weather events or other reasons for petroleum scarcity. Eligible activities include transit improvements, travel demand management strategies, traffic flow improvements, and public fleet conversions to cleaner fuels, among others. Alternative fuel projects for the public and private sector fleet can include coordination of education and incentive programs and/or planning for the provision of fueling or charging infrastructure and pipeline security.

#### **Hazard Mitigation and Disaster Planning**

Conduct analysis in areas related to climate change and extreme weather adaptation such as assessments of transportation vulnerability to extreme weather events, or to develop options



for improving resiliency of transportation facilities or systems related to climate changes and/or extreme weather events.

### **Congestion Management Strategies**

The 3-C Transportation Planning Process, as enhanced by MAP-21, stresses efficient system management and operations. Transportation Management Areas are required to develop a Congestion Management Process (CMP). Planning for congestion management strategies such as these are included in this item: Congestion Management System (CMP), Transportation Demand Management (TDM), Intelligent Transportation System (ITS), High Occupancy Vehicle lanes or priorities (HOV), Access Control and Management, Traffic Operations Improvements, Incident Management, and Growth Management. This item covers the costs associated with planning for these items, coordination with public and private stakeholders, and marketing or public education.

### **Freight Movement/Mobility Planning**

As one of the MAP21's eight planning factors, emphasis is placed on increasing accessibility and mobility options available to people and freight. Tasks included in this category may be a survey of freight carriers, recommendations for improving truck mobility or train/truck intermodal movements, and identifying acceptable truck routes.

## **II-B-2 Regional Planning**

This element includes development and creation of both the Comprehensive Transportation Plan (NC Requirement) and Metropolitan Transportation Plan (MAP-21 Requirement). To be valid and useful for corridor protection and other uses, the CTP must be mutually adopted by both the MPO and NCDOT.

### **Community Goals and Objectives**

In the evaluation of community goals and objectives, the MPO will formulate policies ensuring local goals and objectives are discerned and addressed during the development and implementation of the Metropolitan Transportation Plan.

### **Highway Element of the CTP/MTP**

The highway element will be evaluated in terms of projected travel, capacity deficiencies, travel safety, physical conditions, costs, design, travel time, and possible disruption of people, businesses, neighborhoods, community facilities, and the environment. The evaluation will include an analysis of the MTP and the interrelationship between alternative travel modes. Recommendations should include adequate right-of-way for improvements consistent with the Bicycle & Pedestrian Plan, Transit Plan and other intermodal connection facilities along logical corridors. If major deficiencies are found with the existing plan, alternative plans will be evaluated.

### **Transit Element of the CTP/MTP**

Transit planning incorporates all vehicular modes other than trucks and the single occupant automobile, including (but not limited to) fixed-route bus service, ridesharing, fixed-guideway transit, and demand responsive transit. The transit plan describes existing transit service and unmet needs, and identifies any additional potential markets. New types and areas of service may be recommended, supported by ridership forecasts and other analyses. Assumptions and implications related to land use, travel behavior, parking policies and other variables are clearly defined. Establishing objective measures of effectiveness is critical for evaluating transit

alternatives. Measures of transit effectiveness include both the reduction of auto use and congestion, and the broadening of mobility options.

#### **Bicycle and Pedestrian Element of CTP/MTP**

A bikeway and pedestrian plan is an essential part of the multi-modal CTP/MTP for an urban area. The report entitled, *Incorporating Bicycle and Pedestrian Elements into Transportation Plans*, produced by the Transportation Planning Branch, describes the essentials of this task. At a minimum, an update to the inventory of existing and proposed bicycle and pedestrian elements should be included in the CTP/MTP.

#### **Airport/Air Travel Element of CTP/MTP**

The Airport Master Plan may be coordinated with the MPO (where feasible), and be an element of the CTP/MTP.

#### **Collector Street Element of CTP/MTP**

Collector street planning will be conducted as required to develop standards and preliminary locations for collector streets in advance of development. The objective of this planning activity is to ensure optimum traffic operations for the developing street system and transit accessibility to developing areas.

#### **Rail, Waterway, or Other Modes of the CTP/MTP**

Some MPO's may have additional transportation elements that link to the multi-modal CTP/MTP. The MPO should provide documentation to be included in the CTP/MTP.

### **II-B-3 Special Studies**

This element includes mode-specific plans and special studies that do not fall under Operational Planning.

#### **Special Studies**

During the regular reevaluation of the Metropolitan Transportation Plan, there occasionally is a need to make a specific study of a transportation corridor to determine the best solution to a problem. While this may include development of a simple functional design for corridor protection, more detailed studies may include evaluations of alternative modes or alignments for cost, feasibility, environmental screening, and functional designs. In a similar manner, special problems may arise in relation to major land use changes when large-scale traffic generators (hospitals, regional malls, etc.) will either be developed or closed. These land use changes could significantly affect the regional distribution and/or amount of traffic that could require changes to the Metropolitan Transportation Plan to accommodate the newly forecasted growth. The extent, responsibility, and cost for a corridor or sub-area study, which should be conducted within the work plan of the TCC, would be determined prior to its initiation.



## **III-A Unified Planning Work Program**

### **III-A-1: Unified Planning Work Program**

#### **Development of Unified Planning Work Program and Five-Year Plan**

A Unified Planning Work Program (UPWP) will be prepared annually by the MPO in cooperation with other participating agencies and under the guidance of the Technical Coordinating Committee. The PWP will present the proposed planning work program for the next year and review the most recent accomplishments of the planning process. The UPWP will be cross-referenced to the Prospectus to minimize repetitive documentation. The UPWP will be reviewed and approved by the MPO Policy Board, the North Carolina Department of Transportation, and Federal agencies providing planning funds for continuing transportation planning. These Federal planning funds are provided by FHWA (Section 104(f)) and FTA (Section 5303). Preparation of a Section 5303 Grant application is also required in addition to the UPWP to receive planning funds from FTA. The MPO must annually certify their 3-C Transportation Planning Process as part of the UPWP adoption. This is used for the submittal of the STIP to FHWA. This should be a separate resolution that is then included in the UPWP.

A five-year plan that shows basic assumptions for work to be performed in future UPWPs for the current year and subsequent four years should also be developed. This will reflect the high-level UPWP categories and show the progression of projects that require more than one year to complete and ongoing maintenance tasks.

#### **III-A-2: Metrics and Performance Measures**

Each metropolitan planning organization shall establish performance targets and measures that address performance of the transportation system. MPOs shall coordinate with appropriate State and transit agencies in developing targets for the transportation system. The MPO shall integrate in the metropolitan planning process directly or by reference the goals, objectives performance measures and targets described in other State transportation plans and processes, as well as, any plans developed under chapter 53 of title 49 by providers of public transportation, required as part of a performance-based program.

## **III-B: Transportation Improvement Program**

### **III-B-1 Prioritization**

The MPO list of projects to evaluate under NCGS § 136-18 (42) is developed biennially to communicate the MPO's priorities regarding the funding schedule on already programmed projects, the acceleration of long term projects into the program, and the addition of new projects to the STIP. The list may include cost estimates, purpose and need statements, and other supporting materials. A prioritization process is a key step in cooperative TIP development between the MPO, the transit operator, and NCDOT. Local processes for prioritization such as STP-DA, TA or CMAQ projects should also be included here.

### **III-B-2 Metropolitan TIP (TIP)**

Every two years, the MPO will prepare a metropolitan programming document (TIP) which is coordinated with the State Transportation Improvement Program (STIP). The local programming document is a short range, five to ten-year multi-modal program which identifies

transportation improvements recommended for advancement during the program period, identifies priorities, groups improvements into staging periods, includes estimated costs and revenues, and is fiscally constrained.

As conditions change, it may be necessary to amend the TIP to ensure consistency with the STIP. The MPO will coordinate with NCDOT to keep the documents aligned and bring modifications/amendments before the MPO boards as needed.

The MPO will coordinate with local governments to include major non-NCDOT projects in the TIP, with a blanket local STIP identifier to be assigned by NCDOT. The MPO will develop criteria to define "major" along with NCDOT and federal partners.

### **III-B-3 Merger and Project Development**

Projects and selected alternatives will be evaluated based on criteria established by the goals and objectives. Reevaluation will study the impact on the environment. It is anticipated that the evaluation will be in the following areas: efficiency in serving travel demands; energy conservation; cost; and impact on the physical, social, and economic environment. The physical environmental evaluation will include air quality, water quality, soils and geology, wildlife and vegetation. The social environmental considerations will include housing and community cohesion, low-income and minority populations, noise, churches and educational facilities, parks and recreational facilities, historic sites, public health and safety, national defense, and aesthetics. Effects on business, employment and income, land development patterns, and public utilities will be studied as part of the economic environmental evaluation.

#### **Merger Process**

Merger is a process to streamline the project development and permitting processes, agreed to by the USACE, NCDENR (DWQ, DCM), FHWA and NCDOT and supported by other stakeholder agencies and local units of government. To this effect, the Merger process provides a forum for appropriate agency representatives to discuss and reach consensus on ways to facilitate meeting the regulatory requirements of Section 404 of the Clean Water Act during the NEPA/SEPA decision-making phase of transportation projects.

Each project team will consist of appropriate primary signatory agencies and partnering signatory agencies. The composition of agencies on each project team will vary depending on the specific project's location and scope.

FHWA, USACE, NCDOT and NCDENR are the primary signatories for the Merger Process agreement and are also known as the process owners or sponsors. The partnering agencies are as follows: U. S. Environmental Protection Agency; U. S. Fish and Wildlife Service; National Marine Fisheries Service; N. C. Wildlife Resources Commission; N. C. Department of Cultural Resources; U. S. Coast Guard, U. S. Forest Service; Tennessee Valley Authority; National Park Service; Metropolitan Planning Organizations (MPO's); and the Eastern Band of Cherokee Nation. Some of the partnering agencies will participate only when the project is in their respective geographic area of responsibility or statutory authority.

#### **Feasibility Studies**

MPOs will participate as needed in NCDOT-sponsored feasibility studies identified in the STIP/TIP.

## **III-C: Civil Rights Compliance (Title VI) and Other Regulatory Requirements**

### Civil Rights Compliance (Title VI) and Other Regulatory Requirements

#### **III-C-1 Title VI**

Provide update of Civil Rights statistics report for submittal to FTA to determine MPO compliance to civil rights provisions. Title VI states: The MPO shall comply with all the requirements imposed by Title VI of the Civil Rights Act of 1964 (78 Stat. 252), 49 U.S.C. 2000D TO 2000-D-4; the Regulations of DOT issued thereafter in the Code of Federal Regulations (commonly and herein referred to as CFR) Title 49, Subtitle A, Part 21), and the assurance by the MPO pursuant thereto.

#### **III-C-2 Environmental Justice**

Executive Order (E. O.) 12898, Federal Actions to Address Environmental Justice in Minority Populations, requires all Federal agencies to identify and address Title VI and Environmental Justice requirements. Recipients of federal funds, including NCDOT and the MPO's, must assure compliance with these requirements. As mandated by the FHWA, planning activities should focus on complying with E. O. 12898 and the three basic principles of Environmental Justice as follows: a) ensure public involvement of low-income and minority groups in decision making; b) prevent disproportionately high and adverse impacts to low-income and minority groups resulting from decisions made; and c) assure low-income and minority groups receive a proportionate share of benefits resulting from decisions made. Specific tasks include mapping of populations, and businesses, conducting quantitative analysis of the benefits and burdens the transportation system/programs have on the MLI communities, etc.

#### **III-C-3 Minority Business Enterprise Planning (MBE)**

There is a continuing need to address the Minority Business Enterprise (MBE) as a part of the planning and programming phases of project development. Areas are encouraged to give full consideration to the potential services that could be provided by MBE's in the development of transit plans and programs, and the provision of transit service. Transit properties with established MBE programs are encouraged to work with MPO's, utilizing transportation planning funds to update existing MBE programs as necessary.

#### **III-C-4 Planning for the Elderly and Disabled**

The Americans with Disabilities Act of 1990 (ADA) ensures that persons with disabilities enjoy access to the mainstream of American life. The ADA expands on the Section 504 program to comprehensively address mobility needs of persons with disabilities. Joint FHWA and FTA regulations require that the urban transportation planning process include activities specifically emphasizing the planning, development, evaluation and reevaluation of transportation facilities and services for the elderly and disabled, consistent with ADA. This process should include an analysis of inventories of disabled persons, their locations, and special transportation services needed. These regulations emphasize estimation of travel needs through statistical analysis and a self-identification process. Both thoroughfare and transit planning activities should focus on complying with the key provisions of the ADA, and include special efforts to plan transportation facilities and services that can be effectively utilized by persons with limited mobility, such as: a) Public transit authorities providing fixed route transit service must provide comparable level paratransit service to disabled individuals who cannot otherwise use the fixed route service; b)

Transit authorities providing elderly and disabled oriented demand responsive service must also buy or lease accessible vehicles unless it can be demonstrated that the system provides a level of service to the disabled equivalent to that provided to the general public; c) New facilities built must be accessible and existing facilities with major alterations must be made accessible to the maximum extent feasible; and d) Planning for better mobility through such items as wheelchair curb cuts, longer pedestrian crosswalk times at certain intersections, and special parking spaces and rates for cars with one or more transportation disadvantaged occupant(s).

### **III-C-5 Safety/Drug Control Planning**

MPO's may pass planning funds through to transit operators for use in performing safety audits and in the resultant development of safety/ security improvement and in alcohol/drug control planning, programming, and implementation. Attention should be given to the development of policies and planning for the proper safety related maintenance of transit vehicles, fire safety, substance abuse where it affects employee performance in critical safety related jobs, emergency preparedness to improve the capability to respond to transit accidents/incidents, security to reduce theft and vandalism of transit property and to counter potential politically motivated terrorism directed against transit users, facilities, and equipment.

Additionally, two of the eight planning factors for metropolitan planning is to *increase the safety of the transportation system for motorized and non-motorized user*, and to *increase the security of the transportation system for motorized and non-motorized users*.

### **III-C-6 Public Participation**

An effective public involvement process provides for an open exchange of information and ideas between the public and transportation decision-makers. The overall objective of an area's public involvement process is that it be proactive, provide complete information, timely public notice, full public access to key decisions, and opportunities for early and continuing involvement (23CFR450.212(a) and 450.316(b)(1)). It also provides mechanisms for the agency or agencies to solicit public comments and ideas, identify circumstances and impacts which may not have been known or anticipated by public agencies, and, by doing so, to build support among the public who are stakeholders in transportation investments which impact their communities. The MPO should have a formalized, written and adopted public participation process.

### **III-C-7 Private Sector Participation**

Federal regulations require that private operators be afforded the "maximum feasible opportunity" to participate in the planning and provision of local transportation services. The purpose of the private sector participation requirement is to give private operators the opportunity to initiate involvement. In an effort to more effectively address this requirement, the evaluation of private sector service alternatives has been incorporated into the transportation planning process. The general criteria for making public/private service decisions may include but is not limited to: a) comparative cost of private versus public services in similar situations; b) perceived quality and reliability of service; c) local control of services; d) responsiveness and flexibility of operators; and e) private operator financial stability.

### **III-D: Statewide and Extra-Regional Planning**

This section covers planning and policy development outside the region and support of state and national user groups and organizations. Legislative issues are also covered.

#### **Statewide and Extra-Regional Planning**

Coordinate with state and federal agencies involved in transportation planning activities on the regional, state, and national levels. Examples of such activities include: , designation of Urban Area Boundaries, Functional Reclassification of roads, National Highway System coordination, participation in statewide planning such as the Vision Plan, Highway Performance Monitoring System activities, and regional transit coordination. Involvement could include, but is not limited to: collection and compilation of data; participation in related workshops, conferences, and meetings; and review and administrative approval or endorsement of documentation. Extra-regional plans might include corridor plans that span multiple region boundaries (US 17), large-area transit plans that span multiple areas, or similar bike/trail plans (ECG, MTST).

#### **Statewide and Federal Policy Development and Implementation**

Coordinate with state and federal agencies as a partner for developing policy direction and implementation. Examples include participation in SPOT, CMAQ or other NCDOT workgroups to develop scoring criteria, provide technical expertise to AMPO, AASHTO, ITE or other organizations at the national and state level that provide policy development assistance; responding to requests from NCGA; or individual legislators as needed.

### **III-E: Management, Operations, and Program Support Administration**

#### **Board Support**

Support of advisory and governing bodies, including maintenance of membership and appointments, meeting planning, agenda preparation and posting, conducting meetings & hearings, minutes preparation, and compliance with Open Meetings & Public Records statutes.

#### **Subcommittee Support**

Same as above for standing and ad-hoc subcommittees.

#### **Workgroup Support**

This includes support of staff-level committees that do not trigger Open Meetings/Public Records requirements. Examples include the TCC Prioritization Workgroup.

#### **Member Services**

This includes responding to specific members' needs not covered in other items. It includes presentations to local boards on MPO business and mission, assistance with transportation-related grant applications, or local staff technical assistance, as examples.

#### **Administration**

This includes day-to-day operational necessities not directly related to the UPWP. Examples include filling out paperwork for finance departments, including timesheets, leave requests, expense reports, benefit forms, etc. Staff meetings may fall under this category, particularly if they include non-MPO staff. Updates to the MOU, Prospectus, or other tasks that do not have another category are also covered here.

## APPENDIX A: TRANSPORTATION PLANNING HISTORY AND STATUS

The development and adoption of a Thoroughfare Plan was provided for in North Carolina General Statute 136-66 in 1959. This General Statute was rescinded and replaced with GS 136-66.2 in 2001 requiring the development of a coordinated transportation system and provisions for streets and highway in and around municipalities.

In 1962, Section 134, Title 23 of the United States Code was enacted by Congress which required a continuing and comprehensive transportation planning process carried on cooperatively by states and local communities for all urban areas with a population over 50,000 (3C Planning Process). The Federal Highway Act of 1973 provided for Federal planning funds to be disbursed through the States to MPOs for the purpose of accomplishing the transportation planning, and for the first time, permitted limited use of Federal highway funds for urban mass transit projects. Legislation has been updated with each new highway bill highlighting the importance of transportation planning.

### LOCAL AREA TRANSPORTATION PLANNING HISTORY

In 1961, Mr. Collier Cobb, the City Engineer in Jacksonville developed the first thoroughfare plan for the City of Jacksonville. This plan was reviewed by advanced planning staff from the State Highway Commission in 1962 and was adopted by the City Council on February 5, 1962 and the State Highway Commission on March 15, 1962.

In 1966, an update to this Plan was initiated and a new Plan was completed in 1969. This resulted in adoption by the City of Jacksonville on July 18, 1972 and the State Highway Commission on January 12, 1979.

At this time it was agreed that an external roadside origin and destination study should be performed to assist in advanced computer modeling techniques for the area. This also required the collection of land use data, special traffic counts and estimation of the 2005 land use data. The resulting plan gave traffic projections for 2005 and developed a system of thoroughfares that could accommodate this demand. The resulting Plan was adopted by the City Council on May 21, 1985 and the North Carolina Department of Transportation on July 12, 1985. Revisions to this Plan included the extension of Old Bridge Street and the replacement of the Pine Valley Road connector with the Corbin Road-Halltown Road connector.

An update to this Plan was begun in 1989. No new origin and destination studies were completed. The update involved collection of new socio-economic data and the reformulation and recalibration of the travel demand model. The new design years were 2010 and 2015. This Plan was adopted in 1992.

Revisions to the 1992 Plan included changes in the US 17 alignment, Corbin Street realignment, and removal of thoroughfare designation on some streets in the old downtown area. A multi-modal transportation plan for the area was prepared and adopted by the TAC in 1999 to satisfy FHWA requirements. Multimodal plans were completed in 2005, 2010, and 2015.



## APPENDIX B: TRANSPORTATION PLANNING GOALS AND OBJECTIVES

GOAL: Create a more efficient transportation system through improved connectivity, capacity, and operations

1. Promote reductions in recurring congestion through transportation capacity, access management, and policy improvements
2. Recognize saving (e.g. time and fuel consumption) by minimizing vehicle miles traveled through enhanced integration and connectivity of the transportation system, across and between modes, for people and freight
3. Promote efficient system management and operation, and support measures that reduce single occupant vehicle travel during peak demand hours

GOAL: Support regional growth through a transportation network that serves inter-and intra-regional accessibility and mobility needs for both people and goods

1. Identify transportation recommendations that enable global competitiveness, productivity, and efficiency
2. Increase the accessibility and mobility of people and freight, both civilian and military-related, within the region and to other areas
3. Leverage gateways and aesthetics to create an atmosphere that fosters economic investment

GOAL: Preserve the social and environmental character of the region through an integrated transportation and land use strategy that addresses transportation solutions

1. Protect and enhance the natural and social environment using context-sensitive transport strategies
2. Minimize direct and indirect environmental impacts of the transportation system while planning and prioritizing transportation recommendations
3. Promote consistency between transportation improvements, land use decisions, and economic development patterns

GOAL: Provide an integrated transportation network that encourages use of all modes by offering travel choices that are accessible to all segments of the region's population

1. Provide desirable and user-friendly transportation options for all user groups regardless of socioeconomic status or physical ability
2. Support a fully integrated multimodal network that advances the concept of complete streets
3. Expand and maintain a network of bicycle, pedestrian, and transit facilities that connects homes, activity centers, and complementary amenities

GOAL: Promote a safer and more secure transportation network through crash reduction, enhanced reliability and predictability, and improved emergency coordination

1. Improve the safety of the transportation system for all user groups regardless of socioeconomic status or physical ability
2. Increase the reliability, predictability, and efficiency of the transportation experience through system improvements and enhanced communication
3. Improve safety and security by enhancing the evacuation route network for natural events and protecting access to military assets

GOAL: Extend the life of the transportation system by fostering a sustainable and maintainable system that addresses the long-term needs of the region

1. Limit expansion of the roadway network to the most necessary projects that best address identified issues
2. Increase the lifespan of existing infrastructure and ensure transportation facilities are used optimally
3. Maintain the transportation network by identifying and prioritizing infrastructure preservation and rehabilitation projects such as pavement management and signal system upgrades

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## APPENDIX C: UPWP TASKS AND RESPONSIBILITIES

### AGENCY RESPONSIBILITIES FOR UPWP TASKS

▲ Primary Responsibility

□ Supporting Responsibility

		City of Jacksonville	Onslow County	Camp Lejeune	NCDOT Transportation Planning Branch	NCDOT Division 3	NCDOT Traffic Engineering Branch	NCDOT Public Transportation Division
II-A	Data & Planning Support	▲	□	□	▲	□	□	□
II-B	Planning Process	▲	□	□	□	□	□	□
III-A	Planning Work Program	▲	□	□	□	□	□	□
III-B	Transportation Improvement Program	▲	□	□	□	□	□	□
III-C	Civil Right Compliance & Other Regulatory Requirements	▲			□	□		□
III-D	Statewide & Extra-regional Planning	▲			□	□		□
III-E	Management, Operations & Program Support Administration	▲			□	□		□



**Jacksonville Urban Area**  
Metropolitan Planning Organization

**RESOLUTION ADOPTING THE JACKSONVILLE URBAN AREA METROPOLITAN PLANNING ORGANIZATION PROSPECTUS**

A motion was made by \_\_\_\_\_ and seconded by \_\_\_\_\_ for adoption of the following resolution, and upon being put to a vote, was duly adopted.

**WHEREAS**, the Jacksonville Urban Area Metropolitan Planning Organization (Jacksonville MPO) is responsible for conducting a continuing, cooperative and comprehensive transportation planning process for the Jacksonville Urban Area, as required by 23 USC 134; and

**WHEREAS**, an executed Memorandum of Understanding among the City of Jacksonville, Onslow County and North Carolina Department of Transportation establishes general operating procedures and responsibilities by which the federally-mandated planning process is conducted; and

**WHEREAS**, the *Jacksonville Urban Area Metropolitan Planning Organization Prospectus, for Continuing Transportation Planning* (Prospectus) further details these responsibilities by establishing specific goals, objectives and tasks for Jacksonville MPO staff and supporting governmental agencies; and

**WHEREAS**, the Prospectus is a federally required document of all North Carolina MPOs, which provides important documentation to the North Carolina Department of Transportation and Federal Highway Administration to ensure that the Jacksonville MPO complies with 23 USC 134.

**NOW, THEREFORE, BE IT RESOLVED** that the Transportation Advisory Committee hereby adopts the Prospectus, on this the 10<sup>th</sup> day of December, 2015.

\_\_\_\_\_  
Michael A. Lazzara, Chairman

Subscribed and sworn to me this \_\_\_\_ day of \_\_\_\_\_ 2015.

\_\_\_\_\_  
Notary Public

My commission expires \_\_\_\_\_.