

NEIGHBORHOOD TRAFFIC CALMING POLICY

I. PURPOSE

The City of Jacksonville continually strives to strengthen and protect its neighborhoods by improving the quality of life in residential areas. Traffic conditions on residential streets can greatly affect neighborhood livability. Speeding traffic and unnecessary through traffic in neighborhoods create safety hazards on residential streets. When traffic problems become a daily occurrence, our sense of community and personal well-being are threatened.

The City of Jacksonville's *Neighborhood Traffic Calming Policy* was developed to guide city staff and inform residents about the processes and procedures for implementing traffic calming on residential streets. Under this policy, the City Staff will work with residents to identify traffic problems in their neighborhoods and seek appropriate solutions.

Citizen participation is an important part of all traffic calming projects. Experience in other cities has shown that traffic calming projects that are implemented without involving the neighborhood are frequently unsuccessful, often resulting in the future removal of traffic calming measures. The City of Jacksonville's goal is to give the people who live and work in the project area the opportunity to become actively involved in the planning and decision-making process

What Streets will be addressed under this Policy?

This Policy addresses residential and collector streets. Residential streets make up the majority of Jacksonville's street system. These streets serve local circulation needs for motor vehicle, bicycle, and pedestrian traffic and provide access to residences and some businesses on occasion. Residential streets are not intended to carry significant volumes of through traffic.

Collector streets are somewhat more difficult to define. Collector streets are typically streets that provide access between residential streets or from residential streets to thoroughfares. Collector streets often carry some amounts of through traffic. To be considered under this Policy, a collector street must be primarily residential. In order to allow flexibility for land uses like parks and schools, no exact standard will be set. However, as a general guideline, "primarily residential" means that at least 75% of the properties with frontage on the street are in residential zones or have existing land use that is residential.

Many streets in Jacksonville are maintained by the North Carolina Department of Transportation (NCDOT). Several of these may fall under one of the descriptions above. It is possible in some cases that the city of Jacksonville will work with the NCDOT to implement traffic calming on these streets through this policy. However, early in the traffic calming program, the City will focus on streets that it maintains.

II. STREET EVALVATION AND PRIORITIZATION

Initiation

All streets will be evaluated by street segment. A segment is that portion of the street that lies between two thoroughfares or collector streets, or other logical feature that may separate portions of a street, such as changes in land use, major or driveway entrances, particular road conditions, or historic boundaries. A street segment can be added to the list of streets to be studied for potential traffic calming in a number of ways:

- A group of citizens contacts the Traffic and Safety Committee directly to express their concerns about speeding traffic or excessive volumes of traffic on their street. The Traffic and Safety Committee would direct the police department to send an information package to the resident or residents that asks for additional information about the problem areas. The Neighborhood Action Request Form allows multiple residents to sign on to the request. Once this request is completed and received by City Staff, the street segment will be added to the list of streets to be studied;
- A recommendation to study is made by City Council or the City-based public body. This recommendation may follow a request to one of these public bodies from a citizen or group of citizens; or the concern may surface during the regular business of these public bodies;
- The City Staff recommends the addition of a street to the list based on their enforcement efforts and/or citizen concerns;
- The City Staff initiates a study based on field observations.

Preliminary Evaluation

The City Staff will visually inspect the street, review the city ordinance to determine the established speed limit, and collect traffic volume and speed data. The data collection will normally be done using electronic automatic traffic recorders. The following data will typically be collected:

- Speed data to determine the 85th percentile speed as well as the median speed and average speed. The 85th percentile speed is the speed exceeded by the fastest 15% of vehicles.
- The volume of traffic for a typical day. Preferably, both weekdays and weekends will be included to provide a complete depiction of traffic conditions.
- The speed and volume data will typically be in a form that enables specific times of day to be evaluated in order to determine peak hour traffic volume and to identify any specific times of day when traffic speeds are higher.
- Occasionally, vehicle classification data (cars, trucks, buses, motorcycles, etc.) will be collected if deemed necessary by the police department staff.

The City Staff will determine the appropriate speed *for* streets being evaluated under this policy by conducting study that considers the following factors:

- the speed data collected;
- geometric features of the roadway including but not limited to horizontal and vertical alignment, sight distance, lane width, shoulder width, and the presence of sidewalks;
- the type of roadside development;
- the proximity of houses and other development to the street;
- pedestrian and bicyclist activity;
- the density of driveways that intersect the roadway.
- impact on emergency response times (including if the street is a designated emergency response route)

Typically, speed limits on residential streets will be set at 25 mph, while speed limits on collector streets will be set at 35 mph. These speed limits may be set lower based upon the above factors.

The primary purpose of the preliminary evaluation is to determine whether the speeding or traffic volume problem is significant enough to warrant further study and prioritization. For streets to be considered for prioritization, the measured 85th percentile speed must be more than 5 mph higher than the posted speed limit

or the total traffic volume on the street must be greater than 1000 vehicles per day. In the event that a street does not meet these criteria, the City of Jacksonville recognizes that a traffic problem may still exist on the street. However, relative to other streets in the city, the extent of the problem does not warrant the use of the City's limited resources to resolve by this program.

At times, the City may receive more requests than can be evaluated immediately due to staffing limitations. When this happens, using engineering judgment and knowledge of the City's streets, the City Staff will choose to first study the streets which are likely to exhibit the worst traffic problems.

Prioritization

Neighborhood traffic control techniques will not be implemented, unless there is substantial agreement and support within the affected communities. This support can be in the form of a recommendation by the community association or a vote of at least two thirds of the affected property owners. The definition of affected property owners will, of necessity, need to be considered on a case-by-case basis. At the very least, it should include properties near the proposed devices, properties along the road on, which the devices are proposed, and properties whose only route of access includes the road on which the devices are proposed. Where the implementation of a plan may tend to divert traffic to other residential areas, those areas should also be included in the plan review and approval process.

Street segments that meet the above qualifications will advance to selection scoring and prioritization. At this time, a more detailed field review and study of the street will be completed. The detailed evaluation will typically include the following:

- The traffic speed and volume data collected under the preliminary evaluation;
- Additional speed and volume studies as needed for more detail or to get updated data;
- An evaluation of the roadway geometry to determine the presence of sidewalks, to identify sight distance problems, and to identify any other conditions of concern for traffic safety;
- A review of crash history for the prior three years to determine the total number of collisions and to identify any significant crash trends (i.e. type of collisions, locations, time of day, days of the week).

This detailed evaluation will generate information about several rating criteria to be used in prioritizing streets. These criteria will be given varying weights in the rating chart based on the following descriptions:

- Speed is given the most importance, since high speed usually affects safety and livability the most. It is also the condition that can be improved the most using traffic calming measures.
- Traffic volume is also considered because it contributes to the general traffic conditions on the street.
- Crash history gives an indication of existing safety problems with the street. A high level of crashes can be an indicator of limitations of the street design that may be difficult to quantify. In addition, reducing traffic speed and volumes has been shown to reduce crashes on residential streets.
- Roadway geometry is an important factor in traffic safety in neighborhoods. Roadway geometry features can restrict visibility; creating hazards for motorists and pedestrians. Many streets are configured in a manner that residents must back out of narrow driveways into the street.
- Residential density also affects traffic conditions; higher densities typically generate more pedestrians and vehicle turning movements. In addition, projects on high density streets benefit more people than projects on low density streets.
- Other criteria such as the presence of sidewalks and pedestrian generators like schools, parks, and bus routes are important because they relate to pedestrian safety. Vehicle travel speeds and volumes directly affect the potential for pedestrian injuries and fatalities.

Rating Chart

Criteria	Points	Basis for point assignment
Speed	0 to 40	4 points assigned for every mph greater than 5 mph above the posted speed limit (using the full day 85th percentile speed)*
Volume	0 to 20	1 point for every 200 vehicles per day. *
Crash history	0 to 10	1 point assigned for each 0.3 recorded crashes per year per mile of roadway (based on the past three years)
Pedestrian generators	0 to 10	4 points for each elementary or middle school within 500 feet of the project area. 2 points for each other school, bus route, park, or community center within 500 feet of the project area. 2 points should be given if any (not for each) retail, commercial, or other institutional (including churches) uses exist within 500 feet of the project area.
Roadway Geometry	0 to 8	Each street segment will be rated on a scale of 0 to 8 for potentially hazardous roadway geometry and other factors. Factors to be considered include horizontal and vertical curvature, street width, proximity of homes to the street, stopping sight distance, intersection sight distance, and driveway sight distance and geometry.
Residential Density	0 to 7	1 point assigned for every 25 dwelling units per mile.
Sidewalks	0 or 5	5 points assigned if there is no continuous sidewalk on at least one side of the street.
Total Points Possible	100	

*For streets that exhibit cut-through traffic characteristics during specific hours, the following alternative method may be used if it results in a higher score. For speed: 3 points for every mph greater than 5 mph over the posted speed (using the 85th percentile speed calculated during heavy cut-through traffic periods). For traffic volume: 1 point for every 20 vehicles per hour during the peak hour recorded on the street.

III. PRELIMINARY USES OF THE PRIORITIZED LIST

The prioritized list will be used in several ways by different departments within the city. The primary purpose of the list is to identify streets and areas for traffic calming projects. However, due to limited resources, some areas may not be identified and funded for a project for significant periods of time. In addition, developing a traffic calming project can take months, adding to the delay experienced by residents. Therefore, interim strategies may be used to provide citizens with some improvement of their traffic problems.

Police Enforcement

The prioritized list and the speed and volume data will help the Jacksonville Police Department enforce speeding laws more efficiently. The data tells officers which streets have the most significant speeding problems. In addition, specific information about the speed profiles for the street can help officers focus their efforts on the most serious offenders. Police enforcement of speed limits can be effective if it occurs consistently over a long period of time. This may not be an efficient use of Police personnel on relatively low volume residential streets, and often leads to community resentment (“How come you’re giving the tickets to the residents, and not those outside speeders?”) Accordingly, it is not often effective in controlling speeding in residential areas.

Traffic Speed Display Signs

The City of Jacksonville has speed display signs that use radar technology to show drivers the speed they are traveling. The Police Department places these signs on streets where speeding problems have been identified. The prioritized list with information about the level of speeding on various streets will help these departments place these signs more effectively. While these signs do not force scofflaw drivers to slow down, many drivers speed in neighborhoods without realizing how fast they are traveling. Reminding these drivers that they are exceeding the speed limit on a street can encourage them to drive more slowly.

Neighborhood Awareness Campaigns and Education

Many people drive too fast in their own neighborhoods. "Speeders" are not always bad guys from somewhere else - most are neighbors and friends, responsible people like us who are committed to safe, peaceful neighborhoods. Nevertheless speeding in residential areas is a bad habit, and we need to help each other break it. That's why neighborhood activity is so important. Neighbors remind neighbors to pay attention to their driving habits and of their mutual responsibility to the residents - particularly the children - living in the community. Several creative methods of reducing traffic problems in neighborhoods can be undertaken by residents:

- Write letters to local newspapers or neighborhood/community newsletters letting drivers know the threat posed by speeding on our sense of community and well-being.
- Hold a "slow down" block party to get people to think about their driving habits.
- Groups of residents can walk the neighborhood with door hangers and talk to neighbors about neighborhood traffic safety.
- Leave the cars at home. Encourage family and friends to ride bicycles, walk or take the bus to destinations. This will reduce the traffic volume and speeding in your neighborhood. In addition, the presence of people (not just people in cars) on the street reminds drivers that they are in a neighborhood, not on an interstate highway.

These are just a few examples of ideas to bring neighborhoods together to help fight neighborhood traffic problems. Once the City of Jacksonville is farther along in its traffic calming program, it is anticipated that City staff will be able to more actively participate and encourage these types of neighborhood activities.

Low-Cost Traffic Control Device Strategies

Under some circumstances, placement or removal of various traffic control devices such as signs and markings can improve the traffic problem on a residential street. If the Traffic and Safety Committee determines that a low-cost strategy may be beneficial, they can implement the strategy as soon as personnel resources are available. Some examples of possible strategies are:

- In areas away from hill crests or curves, removing a striped centerline can encourage drivers to drive more slowly. Centerlines should be maintained around curves, over hills, and on approaches to railroad crossings and bridges. In some situations, centerlines should be maintained at approaches to intersections.
- On some overly wide streets where on-street parking is underutilized, reduced vehicle speeds can be achieved by striping white edge lines spaced approximately 20 feet apart (preferably without a centerline stripe). Typically, streets with a width of at least 32 feet are good candidates for this treatment.
- On streets with parking allowed on only one side of the street, parking can be alternated from side to side along the length of the street to break up the visual continuity of long straight streets. No parking zones must be overlapped to avoid potential barriers to emergency response vehicles.

- In some situations, turning two-way streets to one-way can improve traffic problems in neighborhoods. One-way street conversions will be considered as part of traffic calming projects. However, in some situations it may be appropriate to convert streets to one-way as a low-cost strategy.

IV. TRAFFIC CALMING PROJECTS

Traffic Calming Measures

As described below under Project Development, residents will be given a "toolbox" of traffic calming measures that can be used to reduce traffic problems on residential streets. This policy does not include a list of traffic calming measures and definitions, or the criteria or limitations for installation. The City staff feels that specifically listing traffic calming measures for use on City streets might limit the potential solutions to traffic problems because new or modified ideas for calming traffic are constantly being developed. In addition, including all the necessary information about traffic calming measures would make this document quite cumbersome. Several excellent publications and web sites provide definitions, descriptions, benefits, disadvantages, costs, and design guidelines for traffic calming measures.

City Staff will use these documents and other resources to present a "toolbox" of traffic calming measures to residents during the project development process. In addition, staff may make general presentations about traffic calming measures to the public or to specific organizations. Residents who are interested in learning more about traffic calming on their own are encouraged to make use of valuable resources on the Internet. The web site for the Institute of Transportation Engineers (ITE) contains excellent information and several links concerning traffic calming. <http://www.ite.org/traffic/index.htm>

Project Selection

In many cases, several neighboring streets have similar speeding and cut-through traffic problems. Implementing traffic calming on one street can cause the problem to get worse on other streets, or create traffic problems where there were not significant problems before. Therefore, traffic calming projects will often need to include several streets in the same area. Some flexibility in selecting projects from the prioritized list will be necessary in order to accommodate appropriate grouping of streets. The City's goal is to provide traffic calming in all regions of the city where the data indicates that it is needed. Additional flexibility in project selection is necessary to allow this goal of regional equity to be realized.

Due to the criteria used, the rating chart will give higher scores for collector streets. However, it is important to have traffic calming projects on both collector streets and residential streets. Therefore, to select traffic calming projects, separate lists shall be created for collector streets and local streets. Projects will be alternately selected from each list.

Residents or a homeowners association may elect to pay for 100% of the construction costs to implement a low priority project faster, provided the other high priority projects remain on schedule.

Project Initiation

Once an area has been selected for a traffic calming project, City Staff will contact neighborhood representatives and identify a committee of 4 to 6 neighborhood representatives who will assist in notifying and petitioning other residents. Preferably, the project will be supported by an established neighborhood association. Typically the petition area will include properties on all street segments within the actual project area, on cross streets up to the next parallel street (or up to 300 feet from the project streets), and on any other street that must

use the project streets as primary access. Projects on collector streets will generally have a relatively large petition area.

The citizen committee will be given petition forms along with information about the project area and basic information about traffic calming to provide to the residents in the petition area. In order to move on to the next phase of project development, signatures must be gathered from at least 40 percent of the households (owners and renters) within the petition area.

Meetings for Project Development

The City Staff will work with residents of the petition area to set up a public meeting. All the residents of the petition area will be invited to attend. Facilitators will be used to assist in the process, and depending on the size of the project, consultants may be on hand to help with the project. Representatives from Police, Fire, Public Services, Planning and Parks and Recreation, will be invited to attend the meeting and participate in the discussion. The following activities may take place at this meeting and may be used as a guide:

- Preliminary activities and introduction including a map for residents to use pushpins or dots to show where they live or have their business.
- Staff will present the data and analysis for the traffic problems in the project area. This process may include slides of the streets to help illustrate the problems.
- Participants will be offered a "toolbox" of physical traffic calming measures or other solutions for the traffic problems on their streets. This toolbox will be in the form of a verbal presentation accompanied by slides, handouts and/or other visual media.
- Participants will be asked to provide one-sentence descriptions of specific traffic issues within their neighborhood. Ideally, about 20 to 40 issues will be listed and posted on the wall.
- Citizens will have a chance to vote on the issues which are their highest priorities by using the "dot technique." (Participants are given colored dot labels to stick next to the issues that concern them the most). This process brings out a list of primary issues within the project area.
- Residents will split into small groups and work around a map laid out on a table. Using their top issues prioritized in the previous activity and their "toolbox" of possible solutions, residents will discuss specific solutions for the traffic problems on their streets. Creative ideas from the residents that are not included in the toolbox will also be considered. Using the maps provided, participants will create a neighborhood traffic calming plan with their proposed solutions. The City Staff will be available to answer any technical questions and provide guidance.
- Each of the groups will present their maps and give a summary of their discussion. These reports may be videotaped to assist staff in eventual project development.
- A final group discussion to get consensus about differences in the plans will give Staff final guidance.

Conceptual Plan Development

The City's Staff will prepare a final report and conceptual plan that incorporates all comments from these reviews and present the finding to the Traffic and Safety Committee.

Final Report to Neighborhood

City Staff will present the final report along with the conceptual plan at an open meeting where all of the residents of the petition area are invited to participate. A map of the project area and visual aids will be used to summarize the treatments. Approximate project costs and installation information will be presented as well. Meeting participants will be asked to provide comments and help refine the recommended design. City staff members will refine the design as necessary to address the concerns and comments from this meeting.

Final Approval Process

With information about the project and petitions forms provided by the City Staff, the citizen committee will canvas residents of the petition area to determine the level of support for installation of the proposed traffic calming measures. Both residents and non-resident property owners may be included on the petition. Signatures are required that represent at least 60 percent of the households in the petition area. In addition to the petition, a survey of residents in the area may be conducted to further assess the level of community support. Once the necessary level of support is determined, the City Council will determine if projects will be funded based upon their prioritization.

Design and Construction

Once the project is approved and funded, City Staff will complete the detailed design. In the event that the traffic calming measures are very costly to install, or if the potential effectiveness of the measures is unknown, the City Staff may elect to install temporary traffic calming measures to determine their effectiveness.

Project Evaluation

Six months after the project is installed, the Police Traffic Division will complete an evaluation of the impacts of the project. *Comments* may be solicited *from* residents in the project area by the use of a formal survey *or* through press releases. Traffic speed and volume data will be collected and any change in traffic volumes and speeds on the treated streets will be documented. In addition, traffic diversion and impact on nearby residential streets will be measured. If any unacceptable impacts are identified, corrective measures will be taken. In some cases, traffic calming measures might be removed. If temporary traffic calming measures were used initially, the city may choose to install permanent measures at this time.

Annual Review

The Neighborhood Traffic Calming Policy will be reviewed by City Staff annually. Any revisions to the Policy will be done on or about April 15th of each year and presented to Council for approval.

REVISION DATE: _____

TABLE 1. Summary of the Process Outlined in This Policy

Step #1	<ul style="list-style-type: none"> • Citizen(s) contact staff with concern or a study is initiated by City staff or a City-based public body. • City staff sends Neighborhood Action Request Form to resident(s). • Citizens return completed Neighborhood Action Request Form to City staff.
Step #2	<ul style="list-style-type: none"> • City staff <ul style="list-style-type: none"> • Conducts a preliminary evaluation including a basic speed and volume study; • Recommends reduced speed limits if necessary; and • Determines whether the traffic problem is significant enough to warrant further study and prioritization for traffic calming measures.
Step #3	<ul style="list-style-type: none"> • City staff conducts a more detailed evaluation and study of the street. • The data collected from the evaluation is input into the rating chart in order to create a prioritized list of street segments that have significant traffic problems.
Step #4	<ul style="list-style-type: none"> • City staff uses the prioritized list to help implement some interim strategies to provide citizens with some improvement to their traffic problems. These strategies may include: <ul style="list-style-type: none"> • Police enforcement; • Speed display signs; • Awareness campaigns; and • Low-cost traffic control device changes.
Step #5	<ul style="list-style-type: none"> • Projects are selected based on the prioritized list and the connectivity of streets in specific areas. • A citizen committee of residents who live on or near the project streets is formed. • Staff and the committee identify the petition area for the project, and the citizen committee gathers signatures from residents within the petition area. • At least 40% of the households in the petition area must be represented on the petition in order to move on to the next step.
Step #6	<ul style="list-style-type: none"> • City staff works with neighborhood residents to hold a public meeting to develop the project. • Staff presents the data for the project area and a "toolbox" of traffic calming measures. • Citizens and City staff work together to identify the key problems and recommend solutions for the neighborhood.
Step #7	<ul style="list-style-type: none"> • City staff develops a draft conceptual plan based on the recommendations from the neighborhood meeting. • This plan is reviewed by representatives of other City Departments. • A final plan is developed based on any internal comments. • The Plan will be forwarded to Traffic and Safety for final approval.
Step #8	<ul style="list-style-type: none"> • City staff presents the final report and conceptual plan to the neighborhood at another public meeting where meeting participants comment on the conceptual plan. • City staff refines the design as necessary
Step #9	<ul style="list-style-type: none"> • Citizens petition residents of the petition area to determine the level of support. • Signatures must be obtained that represent at least 60% of the households in the petition area.
Step #10	<ul style="list-style-type: none"> • City staff completes the detailed design. • City staff presents to City Council • Traffic calming measures are installed.
Step #11	<ul style="list-style-type: none"> • After six months, City staff evaluates the project. • Additional data is collected. • Comments may be solicited from neighborhood residents and other citizens. • Corrective Measures will be taken if necessary.

NEIGHBORHOOD ACTION REQUEST FORM

Neighborhood Traffic Calming Program (NTCP)

We, the undersigned, believe our neighborhood traffic situation warrants the City's Neighborhood Traffic Calming Program. The following signatures representing at least seven different residents in the neighborhood indicate the neighborhood's commitment to work with the NTCP for a safer traffic environment within our neighborhood. We also understand that police enforcement will be tried prior to use of or discussion of traffic calming measures.

<u>Signature</u>	<u>Address</u>	<u>Phone (day time)</u>
1. _____	_____	_____
2. _____	_____	_____
3. _____	_____	_____
4. _____	_____	_____
5. _____	_____	_____
6. _____	_____	_____
7. _____	_____	_____

Contact Name _____ Day Phone _____

Address _____ Today's Date _____

Location of Concern (attach map) _____

What concerns do you have at this location? _____

Thank you for taking the time to complete the Neighborhood Request form. After completing the form, please return it to Jacksonville Police Department Traffic Division, P.O. Drawer 436, Jacksonville, N.C. 28541-0436.

NEIGHBORHOOD ACTION
REQUEST FORM

