

JACTS

Executive Summary

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The Jackson Area Comprehensive Transportation Study (JACTS), as the Metropolitan Planning Organization (MPO) for the City of Jackson and Jackson County, is charged by the United States Department of Transportation (USDOT) with maintaining a continuing, comprehensive, and cooperative transportation planning program. At present, this charge includes the development of a Long Range Transportation Plan (LRTP) with a minimum horizon of 20-years and that is fiscally constrained by reasonably available revenues

The development and content of this Plan is mandated by the federal “Moving Ahead for Progress in the 21st Century (MAP-21) legislation (enacted July 2012). The last update of the JACTS LRTP was approved in April 2008. This current update of the LRTP, with a horizon year of 2040, is required to meet federal transportation requirements. It was approved by the Region 2 Planning Commission, the designated MPO for JACTS, on June 13, 2013.

GOALS & OBJECTIVES

An important first step in any planning effort is the development of goals & objectives to support and to provide direction for the planning work to come. Goals & objectives reflect the values and desires of the individuals setting them. Goals & objectives are also valuable in measuring the effectiveness and success of the plans that are developed. Some of the objectives may compete or conflict with one another. This is to be expected, as the goals & objectives are broad in nature and designed to deal with many issues. It is the responsibility of the policy decision-makers to weigh the trade-offs between the goals & objectives when evaluating the plans and programs developed to address the needs of the community.

It must be recognized that JACTS by itself cannot implement projects or improvements to directly satisfy the stated goals & objectives; however, JACTS provides a forum for coordinated decisions to be made cooperatively in the best interests of the City of Jackson and Jackson County.

In developing goals & objectives for the LRTP, and for JACTS in general, several existing plans and policy statements were considered as input, including: JACTS’ previously adopted Goals & objectives from the 2035 Long Range Transportation Plan, Michigan Department of Transportation goals for the MI Transportation Plan (see chapter 9), State of Michigan Strategic Highway Safety Plan for 2009-2012, Michigan Climate Action Plan, and FHWA’s SAFETEA-LU rules and regulations (MAP-21 rules and regulations have not yet been promulgated).

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Federal legislation requires LRTPs to involve all levels of government and all surface transportation modes. The JACTS' Goals and Objectives specifically align with the federal requirements in order to ensure that the LRTP meets national initiatives and considers all modes of transportation and users.

The MPO plans are coordinated with the state plans (as noted above) and the statewide planning process. The following updated Goals & Objectives were reaffirmed by the JACTS Policy Committee in November 2012 to guide the update of the 2040 Long Range Transportation Plan. A complete representation of the Goals & Objectives for the LRTP is included in Chapter 2 of the full 2040 LRTP document.

Goal 1: Safety and Security – Increase the safety and security of the transportation system for motorized and non-motorized users.

Goal 2: Accessibility and Mobility – Increase the accessibility and mobility options available to both people and freight.

Goal 3: Preservation – Emphasize preservation of the existing transportation system.

Goal 4: Community Impact and Environment – Protect and enhance the environment, promote energy conservation, improve the quality of life, and promote consistency between transportation improvements and state and local planned growth and economic development patterns.

Goal 5: Integration and Connectivity – Enhance the integration and connectivity of the transportation system across and between modes for people and freight.

Goal 6: Economic Vitality – Support the economic vitality of the metropolitan area, especially by enable global competitiveness, productivity, and efficiency.

Goal 7: Operations and Maintenance – Promote efficient system management and operation.

Goal 8: Public Involvement – Encourage the public to become involved in the planning and development of transportation facilities and services.

PUBLIC PARTICIPATION

Moving Ahead for Progress in the 21st Century (MAP-21) continues the expanded public participation process from its predecessor legislation relative to the encouragement of the public and other interested parties in the transportation planning process. Federal regulations implementing past legislation specify that:

“The MPO shall develop and use a documented participation plan that defines a process for providing citizens, affected public agencies, representatives of public transportation employees, freight shippers, providers of freight transportation services, private providers of transportation, representatives of users of pedestrian walkways and bicycle transportation facilities, representatives of the disabled, and other interested parties with reasonable opportunities to be involved in the metropolitan transportation planning process.”

To this end, JACTS developed the required Public Participation Plan (PPP), which was approved by the JACTS Policy Committee on November 15, 2012. A listing of interested parties included in the notification process is available in the full 2040 LRTP document under Appendix A.

JACTS provided updates relative to plan development throughout the process, at its regular Committee meetings, with Open Houses advertised in the local papers, e-mail notifications as different chapters of the LRTP were completed, blog announcements on the R2PC website, and with a September 23, 2012 public notice in the Jackson Citizen Patriot and a September 25, 2012 public notice in The Brooklyn Exponent. Copies of the correspondence associated with the LRTP development and the public notice are included in the full 2040 LRTP document, Appendix A.

CONSULTATION

The development of the LRTP requires that “Consultation” with federal, state, and local entities that are responsible for the following be included:

- Economic Growth and Development
- Freight Movement
- Conservation
- Environmental Protection
- Land Use Management
- Historic Preservation
- Airport Operations
- Natural Resources
- Human Service Transportation Providers

The goal of this process is to eliminate or minimize conflicts with other agencies’ plans and programs that impact transportation, or for which transportation decisions may im-

pact them. A complete listing of contact agencies and organizations is included in the full 2040 LRTP document, Chapter 4 - Consultation.

OTHER MODAL CONSIDERATIONS

Three chapters in the 2040 LRTP are devoted to the consideration of modes other than highways which are utilized for the movement of people and goods in the JACTS area. The modes reviewed included: aviation, rail, trucking, pedestrian, non-motorized, transit, taxicab, and intercity bus. Transit provided information for the inclusion of future transit projects and service deficiencies that are being addressed in the long term.

IDENTIFICATION OF RECOMMENDED PROJECTS FOR THE 2040 LONG RANGE TRANSPORTATION PLAN

Future capacity deficiencies on the JACTS roadway network have been identified utilizing a computerized Travel Demand Forecast Model (TDFM) maintained by MDOT. Socio-economic data (population, households, and employment) in the model base year of 2010 were used to develop a simulation of traffic volumes and conditions on the area's roadways which are compared to known volumes and conditions in the same base year. Once the two sets of information are in relative agreement ("calibrated"), the projection of future socio-economic data allows for future traffic volumes to be approximated on the roadway network and for locations of future congestion (too many vehicles for the road design) to be identified. "Improve and Expand" projects in the LRTP are derived from this analysis as well as consideration of economic development needs.

A complete list of the proposed "Improve and Expand" projects is available in the full 2040 LRTP document, Chapter 12 – Transportation Deficiencies and Recommended Projects.

OPERATIONAL AND MANAGEMENT STRATEGIES

MAP-21 requires that JACTS include "operational and management strategies to improve the performance of existing transportation facilities to relieve vehicular congestion and maximize the safety and mobility of people and goods." To this end, JACTS has identified a number of transportation strategies that it participates in and/or promotes which will achieve these objectives. These strategies include: asset management, capital preventative maintenance, general maintenance, safety management, intelligent transportation system activities, access management, congestion management, pedestrian and non-motorized improvement, and public transit management.

FINANCIAL PLAN

MAP-21 requires an extensive review of the financial feasibility of the improvements included in the LRTP. The 2040 LRTP must be financially constrained, which means that there must be sufficient and reasonably available funds to carry-out the projects included in the document. Adequate funding necessary to maintain the existing transportation system must also be shown to exist so that the existing system is preserved. The new regulations also require that all revenues and costs be inflated to “year of expenditure dollars” to most accurately reflect the validity of the financial constraint calculated.

JACTS has conducted a lengthy process to determine costs and revenues in future dollars. Costs for the operations and maintenance of the existing system have been developed and projected over the life of the LRTP. Based on this analysis, tables were developed which summarize available revenue and costs TP 2040. For detail about the development of any figures in the following tables, please see Chapter 14 – Financial Analysis of the full 2040 LRTP document.

Summary of Available Revenues for the JACTS 2040 Long Range Transportation Plan

Projected Capital Revenues	Total \$
Federal Transportation Funds for Construction of Local Roads	\$99,373,000
Federal and State Funding for State Controlled Roadways	\$1,219,222,000
Federal/State/Local Transit Funding (Operations and Capital)	\$280,826,000
State and Local Funding for Construction and O/M of Local Roads	\$370,032,000
TOTAL	\$1,969,453,000

Summary of 2040 Long Range Transportation Plan Operations/Maintenance & Capital Expenditures 2014-2040

Operations/Maintenance (O/M) Expenditures for Local & State Roads	Total \$'s
Estimated Expenditures for O/M on Local Roads	\$279,690,000
Estimated Expenditures for O/M on State Roads	\$516,083,000
PLANNED CAPITAL EXPENDITURES	\$795,773,000
Local Road Projects	
<ul style="list-style-type: none"> • Improve/Expand (7 projects) \$9,131,400 • Preservation \$72,495,000 • Safety 8,168,738 • Non-Motorized \$3,480,910 	
Total	\$93,276,048
Transit Projects	
<ul style="list-style-type: none"> • Operating Expenses \$ 227,064,700 • Vehicle Replacement (70 Vehicles) 13,210,600 • Vehicle Addition 5,624,000 • Other Capital 1,114,800 • Security Improvements 363,200 	
Total	\$ 247,377,300
State Projects	
<ul style="list-style-type: none"> • Improve/Expand (3 Projects) \$54,254,201 • Preservation \$648,884,655 	
Total	\$703,138,856
TOTAL CAPITAL EXPENDITURES	\$1,043,161,804
GRAND TOTAL EXPENDITURES	\$1,839,565,204

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The total expenditures identified in the 2040 LRTP are within the total federal, state, and local revenues estimated for the document. As shown in the following table, there is projected to be adequate revenue available for capital expenditures as well as for operations and maintenance expenditures for the transportation system. Therefore, the JACTS 2040 Long Range Transportation Plan is financial constrained.

Demonstration of Financial Constraint for the 2040 Long Range Transportation Plan of the Jackson Area Comprehensive Transportation Study

Total federal, state, and local revenues estimated to be available for road related construction, transit capital/operating and road related operations and maintenance of the major street/primary road system and state roadway system within the JACTS area.	\$1,969,453,000
Expenditures for Operations/Maintenance of Local & State Roads	\$795,773,000
Expenditures for Local Road Improvement Projects	\$ 93,276,048
Expenditures for Transit Improvement Projects	\$247,377,300
Expenditures for State Improvement Projects	\$703,138,856
REMAINING BALANCE	\$129,887,796

ENVIRONMENTAL MITIGATION

MAP-21 requires that JACTS include in its long range plan “a discussion of types of potential environmental mitigation activities and potential areas to carry out these activities, including activities that may have the greatest potential to restore and maintain the environmental functions affected by the metropolitan transportation plan.” Areas of concern include: farmlands, wetlands, drainage, flood plains, threatened and endangered species, impaired streams and other water bodies, air quality, and noise.

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The goal of this process is to eliminate or minimize environmental impacts from the planned projects in the LRTP. This applies primarily to the “improve and expand” type projects. However, addressing this issue in the LRTP is not intended to be project specific. The owners of any future project are still required to meet all of the necessary requirements of the National Environmental Policy Act (NEPA) process.

The environmental guidelines, assessment table, and project overlay maps related to this issue are located in Chapter 16 – Environmental Mitigation of the full 2040 LRTP.

ENVIRONMENTAL JUSTICE

In accordance with federal guidelines on Environmental Justice (EJ) that amplify Title VI of the Civil Rights Act, attention has been placed on the need to incorporate environmental justice principles into the processes and projects of transportation planning. Therefore, it is a regular component of the JACTS’ Long Range Transportation Plans and Transportation Improvement Programs to evaluate the potential of planned improvements relative to negative impacts on areas with racial minorities, Hispanic populations, and populations with income below the poverty level.

The analysis completed for this component, which is included in detail in Chapter 15 - Environmental Justice Analysis in the full 2040 LRTP document, shows that there will be impacts to non-minority as well as minority and low-income populations as a result of the projects recommended in the 2040 LRTP. However, construction related project impacts, such as noise, dust, and access inconvenience will be short-lived and confined to the traditional construction season. When looking at the most directly impacted residents (those within .10 mile of the recommend improvements) there is no glaring disproportional impact to any of the identified groups as compared to the area as a whole.

CONCLUSION

This Executive Summary provides a very cursory review of the contents of the Jackson Area Comprehensive Study Area’s 2040 Long Range Transportation Plan in an effort to have a succinct summary for interested individuals and the general public at-large. The full 2040 Plan document is over 175 pages in length. Specifics regarding any of the information contained in this Executive Summary can be found in the complete document.