

JACKSON AREA COMPREHENSIVE TRANSPORTATION STUDY (JACTS) POLICY COMMITTEE MEETING

*Thursday, August 17, 2023 / 8:00 AM
Jackson County Tower Bldg. / 5th Floor / 120 W. Michigan Ave., Jackson, MI 49201*

AGENDA

1. Call to Order
2. Public Comment
3. Approve Minutes of the Policy Committee Meeting of July 20, 2023, and Receive the Minutes of the Technical Advisory Committee Meeting of July 19, 2023 (see enclosures) – **ACTION**
4. Agency Status Reports – **DISCUSSION**
 - City of Jackson (enclosed)
 - Jackson Area Transportation Authority (enclosed)
 - Jackson County Department of Transportation (enclosed)
 - Michigan Department of Transportation (enclosed)
 - Jackson County Airport-Reynolds Field (enclosed)
 - Enterprise Group (<http://www.enterprisegroup.org>)
5. Approval of Amendments to the JACTS FY 2023–2026 Transportation Improvement Program (TIP) (see enclosure) – **ACTION**
 - Michigan Department of Transportation
6. 2050 Long Range Transportation Plan Update (see enclosure) – **DISCUSSION**
7. Other Business
8. Public Comment
9. Adjournment

MINUTES

JACTS POLICY COMMITTEE

Jackson County Tower Bldg.
120 W. Michigan Ave. – 5th Floor
Jackson, MI 49201

Thursday, July 20, 2023

Present: Tony Bair, Region 2 Planning Commission
Charlie Briner, JCDOT
Michael Brown, JATA
John Feldvary, Jackson County Airport
Jeff Franklin, MDOT – Lansing
Jonathan Greene, City of Jackson
David Herlein, Spring Arbor Township
Pete Jancek, Blackman Township
Angela Kline, JACTS TAC
Laura Schlecte, City of Jackson
Jim Shotwell, Jackson County Board of Commissioners
Andrea Strach, MDOT
Bret Taylor, JCDOT
Troy White, City of Jackson

Public Present: Tina Beagle

Staff Present: Brett Gatz, Region 2 Planning Commission
Jacob Hurt, Region 2 Planning Commission
Jill Liogghio, Region 2 Planning Commission

ITEM 1 CALL TO ORDER

Chair Shotwell called the meeting to order at 8:02 a.m.

ITEM 2 PUBLIC COMMENT

No public comments were received.

ITEM 3 APPROVE MINUTES OF THE POLICY COMMITTEE MEETING OF JUNE 15, 2023 AND RECEIVE THE TECHNICAL ADVISORY COMMITTEE MINUTES OF JUNE 14, 2023

A motion was made by Mr. Jancek, supported by Mr. Bair, to approve the Policy Committee meeting minutes of June 15, 2023, and receive the Technical Advisory Committee meeting minutes of June 14, 2023, as presented. The motion carried unanimously.

ITEM 4 AGENCY STATUS REPORTS

Project status updates were presented by the City of Jackson, Jackson Area Transportation Authority, Jackson County Department of Transportation, Michigan Department of Transportation,

and Jackson County Airport.

ITEM 5 **APPROVAL OF AMENDMENTS TO THE JACTS FY 2023-2026
TRANSPORTATION IMPROVEMENT PROGRAM (TIP)**

The following amendments to the JACTS FY 2023-2026 Transportation Improvement Program (TIP) were submitted by Jackson Area Transportation Authority:

FY	Project Name	Limits	Primary Work Type	Project Description	Federal Cost	Federal Funding Source	State Cost	Total Project Cost
2023	Transit Capital	Areawide	SP 1203 - Facility Improvements	FY-5339 CTF Bus and Bus Facilities	\$110,675	5339	\$27,669	\$138,344
2023	E. High St.	Areawide	3000 Operating Assistance	FY-2023 Operating	\$1,708,569	5307	\$1,590,096	\$3,298,665
2023	E. High St.	Areawide	SP 1809-Safety	FY-2023 Safety	\$17,258	5307	\$4,315	\$21,573

A motion was made by Mr. Jancek, supported by Mr. Feldvary, to approve the amendments to the JACTS FY 2023-2026 TIP as presented. The motion carried unanimously.

ITEM 6 **2050 LONG RANGE TRANSPORTATION PLAN UPDATE**

Brett Gatz provided an update on the 2050 Long Range Transportation Plan and explained the new draft chapters in the packet.

ITEM 7 **OTHER BUSINESS**

There was no other business.

ITEM 8 **PUBLIC COMMENT**

No public comment.

ITEM 9 **ADJOURNMENT**

There being no further business, Mr. Shotwell adjourned the meeting at 8:25 a.m.

Staff
Region 2 Planning Commission

MINUTES

JACTS TECHNICAL ADVISORY COMMITTEE

Jackson City Hall
161 W. Michigan Ave. – 10th Floor
Jackson, MI 49201

Wednesday, July 19, 2023

Present: Charlie Briner, JCDOT
Michael Brown, JATA
Jim Cole, JCDOT
Mark Kloha, MDOT – Lansing
Jack Ripstra, Blackman Charter Twp.
Andrea Strach, MDOT
Bret Taylor, JCDOT
Troy White, City of Jackson

Staff Present: Brett Gatz, Region 2 Planning Commission
Jacob Hurt, Region 2 Planning Commission
Jill Liogghio, Region 2 Planning Commission
Zack Smith, Region 2 Planning commission

ITEM 1 CALL TO ORDER

Mr. White called the meeting to order at 9:34 a.m. Chair Kline and Vice-Chair Dowling were absent.

ITEM 2 PUBLIC COMMENT

No public comments were received.

ITEM 3 APPROVE MINUTES OF THE TECHNICAL ADVISORY COMMITTEE MEETING OF JUNE 14, 2023 AND RECEIVE THE POLICY COMMITTEE MINUTES OF JUNE 15, 2023

A motion was made by Mr. Taylor, supported by Mr. Ripstra, to approve the Technical Advisory Committee meeting minutes of June 14, 2023, and receive the Policy Committee meeting minutes of June 15, 2023, as presented. The motion carried unanimously.

ITEM 4 AGENCY STATUS REPORTS

Project status updates were presented by the City of Jackson, Jackson Area Transportation Authority, Jackson County Department of Transportation, and Michigan Department of Transportation.

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Brett Gatz provided an update on the 2050 Long Range Transportation Plan and explained the new draft chapters in the packet.

ITEM 7**OTHER BUSINESS**

There was no other business.

ITEM 8**PUBLIC COMMENT**

No public comment was received.

ITEM 9**ADJOURNMENT**

There being no further business, Mr. White adjourned the meeting at 9:47 a.m.

Staff
Region 2 Planning Commission

TO: JACTS Technical Advisory and Policy Committees
DATE: July 31, 2023
FROM: Troy R White, P.E.
SUBJECT: TIP Project Status

2022

Greenwood: Fourth St to Morrell St with Greenwood/Fourth & Fourth/Prospect Signals - Mill and HMA Resurface on Greenwood with signal replacements at the intersections. Contractor is Michigan Paving and Materials Co. **Consumers Energy has connected service. The new signal will go live on or about 08-04-23. The old signal will be demo'd immediately thereafter. Comcast has a single span to wreck.**

Greenwood at High Signal - Signal replacement with new mast arm signal. HRC is the consultant on the project. J Ranck Electric is the contractor. **Poles are tentatively scheduled to be delivered in September 2023. AT&T relocations are complete. Comcast relocations are pending.**

West Avenue Signals at Franklin, Washington and Morrell with Ganson and Elm Signal - Reconstruct Signals on West Ave at Franklin and Morrell with Signal at Ganson and Elm. Contractor is Wright Electric Co.

- a. **At West and Franklin, the relocation of AT&T aerial wires is next task on critical path.**
- b. **At West and Morrell, the relocation of AT&T aerial wires to underground is next task on critical path. AT&T is scheduled to commence this work in September 2023. Speed radar detectors and signs have been delivered and will be installed in early August.**

2023

Brown Street: Morrell to Michigan – Mill and repave, relocate curb and construct non-motorized trail on east side. Spaulding DeDecker is the consultant on this project. **Brown Street is now open to traffic. Utility poles that conflicted with trail have been removed. The remainder of concrete work for the trail is scheduled to be completed on or about 08-11-23.**

North Street: Wisner to West Ave – Pavement Replacement. Spaulding DeDecker is the consultant on the project. **Contract award to Michigan Paving and Materials is pending. The open to traffic date is 10-13-23.**

Trail Crossing Enhancements (Safety) – Installation of perimeter lit LED crosswalk signing at five trail crossings of major streets. Contractor is J Ranck Electric. **Work commenced on 07-17-23 and is scheduled for completion on or about 11-10-23.**

Wildwood Avenue: West Ave to Steward – Mill and HMA Resurface. Spaulding DeDecker is the consultant on this project. Bailey Excavating is the contractor on this project. **Milling is done and paving is scheduled to be completed on 08-02-23. Wildwood is scheduled to be open to traffic by 08-11-23.**

2023 (continued)

Wisner Street: Wildwood to Ganson – Mill and HMA Resurface. Spaulding DeDecker is the consultant on this project. Bailey Excavating is the contractor on this project. **Concrete work for sidewalk repairs and ramp upgrades is in process. The schedule for milling and paving is dependent upon the completion of concrete items.**

2024

Elm Avenue: North to Floral – Pavement Replacement and sidewalk and ramp repairs. **Rowe Professional Services is consulting on this project. This project will be bundled with High Street below. GI submittal was made in early July. We have been notified by LAP that a consultant will be contacting us shortly to schedule the GI. The intent is to make a final submittal is October 2023.**

High Street: Executive to South – Crush and shape existing HMA material and repave with two courses of HMA. **Rowe Professional Services is consulting on this project. This project will be bundled with Elm Avenue above. See Elm Avenue above for schedule update.**

Lansing Avenue Corridor Safety Enhancements (North) – Enhance existing box span signal at Lansing-Ganson intersection, realign and reconstruct Lansing-Steward intersection, modernize signals to box span at Jackson-Ganson and Lansing-North intersections. **Hubble, Roth & Clark (HRC) is consulting on this project. The project will be bundled with the other Lansing Avenue Corridor Safety Enhancements (South) below. The project is currently in design.**

Lansing Avenue Corridor Safety Enhancements (South) – Modernize signals to box span at Lansing-Clinton and Lansing-Monroe intersections and install ped warning signing at Lansing-Backus and Clinton-Monroe intersections. **Hubble, Roth & Clark (HRC) is consulting on this project. The project will be bundled with the other Lansing Avenue Corridor Safety Enhancements (North) above. The project is currently in design.**

MLK Equality Trail, Prospect to MLK Jr Drive - Reconstruct trail with 12' wide concrete pavement. **Hubble, Roth & Clark (HRC) is consulting on this project. The project is currently in design.**

2025

Lansing Avenue: Steward to Clinton – Reconstruct roadway with reduction from four lanes to three and realignment of Lansing-Clinton intersection. **Hubble, Roth & Clark (HRC) is consulting on this project. The project is currently in design.**

MLK Equality Trail, MLK Jr Drive to Merriman with Connector to Elmdale Trail – Reconstruct trail with 12' wide concrete pavement and construct connector to Ella Sharp Park Elmdale Trail. **Hubble, Roth & Clark (HRC) is consulting on this project. The project is currently in design.**



2350 East High Street
Jackson, Michigan 49203-3490
517.787.8363

PROJECT REPORT **2023-2026 TIP**

August 2023

1. Facility Upgrades

- a. Our Downtown Transfer Center will have its parking lot replaced by Cook Foundation & Flatwork this fall. Final prep meetings are being scheduled for mid-August.
- b. Our RFP - Request for Proposal – to replace all of the bus lifts in our maintenance facility was awarded to Allied Inc. The project should begin in April of 2024 due to a parts shortage.



Jackson County

Department of Transportation

Angela N. Kline, PE, CPM
Managing Director / Director of Engineering & Technical Services

Keeping Our Community Safely in Motion...



Memorandum

Date: August 7, 2023

To: Ms. Jill Liogghio
Region 2 Planning Commission

From: Angela N. Kline, PE, CPM
Managing Director/Director of Engineering

RE: August JACTS Update

We would like to provide the following update regarding our projects that are on the Transportation Improvement Program (TIP) for FY 2022, 2023, and 2024.

Fiscal Year 2022

STUL (Urban) Federal Aid Projects

JN 207169 South Street Preventive Maintenance

Project will be constructed during August by Michigan Paving & Materials.

JN 216632 Urban Pavement Markings

Project will be completed by PK Contracting by end of August.

STP Local (Rural) Federal Aid Projects

JN 215587 – Holibaugh Road

Lakeland Asphalt Corporation has an August start date for construction. Three culverts will be replaced with the project prior to the leveling course and overlay.

U.S. Economic Development Administration (EDA) Grant Project

County Farm/Springport Corridor Improvements and Jackson Technology Park North Construction

- Work to widen County Farm Road continues at the intersection of Ayrshire.
- Drainage work is continuing along the project to prepare for the widening work.

Weekly progress meetings are scheduled for every Monday at noon during the project.

HRRR & HSIP Funding – MDOT Safety Grant Projects

JN 211855 Compact Roundabout at Springport Road and Rives Junction Road

Roundabout opened to traffic



Springport and Rives Junction Roundabout



Springport and Rives Junction Roundabout

JN 210343 Compact Roundabout at South Dearing Road and McCain Road

We are currently in the process of grading the aggregate base, installing concrete curbs and islands for the Compact Roundabout at the intersection of South Dearing Road and McCain Road. The paving of the asphalt base course is scheduled for August 14th, followed by the top course a week later.

Please note that the roundabout will remain closed to traffic until Consumers Energy completes the installation of lighting at the intersection. The lighting installation is anticipated to take place during the first week of September. To ensure all stakeholders are informed, the JCDOT has been in communication with Western Schools regarding the updated construction schedule.

As of now, we are targeting the first week of September for the tentative completion of the project.



McCain and Dearing "Peanut" Roundabout



McCain and Dearing "Peanut" Roundabout

JN 211779 Countywide Horizontal Curve Signing (West and Northeast) – CONSTRUCTION

JN 211851 Countywide LED Stop Signs

Work is ongoing across the county.

JN 211823 N. Concord Road Tree Removal

JN 211852 Moscow Road Tree Removal

JN 211853 Rives Junction Road Tree Removal

Sign replacement and guardrail upgrades are complete.

JN 213736 Edgeline Pavement Markings

Construction will take place in late summer 2023.

JN 213875 N. Stony Lake Road, Seymour Road, and Race Road Tree Removal

Sign replacement, guardrail upgrades, and pavement markings will be placed during August.

JN 214462 Countywide Horizontal Curve Signing (Southeast)

JN 214463 Countywide LED Stop Signs

JN 214464 Countywide High Friction Surface Treatment and LED Stop Signs

Work is ongoing across the county.

Fiscal Year 2023

HRRR & HSIP Funding – MDOT Safety Grant Projects

JN 213879 Dearing Road and Jefferson Tree Removal

Final documents have been submitted. Project will be let during the fall.

JN 213984 Springport Road and Minard Road Compact Roundabout

GI meeting was held August 3rd. Final documents to be submitted soon with construction during 2024.

JN 214064 Horton Road (Ferguson Road to Weatherwax Drive) Road Safety Audit

JN 214065 Moscow Road Intersections Road Safety Audit

These RSAs will be completed during the fall when school is back in session.

MDOT Local Bridge Program

JN 209883 S. Jackson Bridge Replacement

Project was in the July bid letting. Grand River Construction was the low bidder. Project completion is in November 2024.

STUL (Urban) Federal Aid Projects

JN 207167 Badgley Road

Lakeland Asphalt Corporation was awarded the contract. Project has a November 15th completion date.

JN 214664 and 216635 Signal Modernization Project at Multiple Intersections

Intersections Include:

Lansing Avenue and Parnall Road

Badgley Road and Horton Road

McCain Road and Robinson Road

Final documents being prepared for submission.

STL (Rural) Federal Aid Project

2023 PM Project – Sharon Valley Road from Austin Road to Washtenaw County Line

Michigan Paving and Materials was awarded the contract. Project has a November 15th completion date. Start date to be determined.

Fiscal Year 2024

HRRR & HSIP Funding – MDOT Safety Grant Projects

JN 211703 Compact Roundabout at Horton Road and Springbrook Road

The Michigan State Historic Office found that the project would have an adverse effect on the archeological sites that were found. JCDOT is currently working with the Michigan SHPO and MDOT to mitigate the adverse effects of the site so that the project can be constructed.

Transportation Alternatives Program (TAP) Grant – Shared-use Pathway Project

JN 210635 Mike Levine Lakelands Trail Extension

Alternate trail routes are currently being reevaluated to avoid property acquisition from private property owners.



GRETCHEN WHITMER
GOVERNOR

STATE OF MICHIGAN
DEPARTMENT OF TRANSPORTATION
JACKSON TRANSPORTATION SERVICE CENTER

BRADLEY C. WIEFERICH, P.E.
DIRECTOR

August 7, 2023

Construction:

I-94 at Elm Road, Lansing Ave. and West Ave (US-127) also includes resurfacing on US-127 (I-94 to Parnall) – All the concrete paving on I-94 is complete and traffic is shifted back to new pavement. Median barrier and lighting work is occurring from Cooper St. to Dettman Road. Median ditching and guardrail work remains on US-127 from Springport to Parnall. Work continues on the sidewalk along West Ave., south of Boardman. Clean up, signing, turf establishment, pavement markings and other various items of work also remain.

I-94 from M-60 to Calhoun County line – Reconstruction from M-60 to Michigan Ave, major rehabilitation from Michigan Ave to Calhoun County line – (2022-2025 construction). Traffic is shifted into a split merge configuration to rebuild westbound I-94 from M-60 to Michigan Ave. The westbound ramps at Parma Road are closed Monday through Friday morning. The westbound exit ramp to Dearing Road is scheduled to open near August 11th. The Blackman Road bridge over I-94 opened on Friday, August 4th. The westbound entrance ramp to Dearing Road and the exit ramp to Michigan Ave will need to be closed for approximately two weeks for reconstruction of the ramp gore. Resurfacing work will continue from Michigan Ave to the Calhoun County line at night.

US-127 bridges over M-50/Railroad (just north of McDevitt) – Deck replacement and superstructure repairs. US-127 is open with two lanes in each direction, although some short-term lane closures will still be needed. Bridge repairs are occurring under the bridge decks, requiring closures of M-50/US-127BR. Final bridge repairs will require intermittent closures of the NB 127 bridge in September.

Railroad bridges over Jackson Street and Mechanic Street in downtown Jackson – Bridge replacements. The track shutdown and bridge deck installation is scheduled August 9th thru August 14th. Jackson St., Mechanic St., Detroit St., and Van Buren St. remain closed. Blackstone St. will need to be closed for the track shut down.

Signing upgrade on M-106 (Cooper St) M-50, I-94 BL (E. Michigan Ave), M-124 – Work is underway and will continue through 2023.

I-94 Westbound from Mt. Hope Road to Washtenaw County line – Capital preventative maintenance resurfacing. Work is underway.

M-50 from Valley Farm Road to Lincoln Road – Shoulder paving. Shoulder closures and daytime lane closures are occurring for pavement removal and paving.

Miscellaneous trunkline routes in Jackson County (M-50, M-99, I-94BL, M-106) – Crack sealing. Daytime lane closures using flag control. Work begins near July 10th.

Traffic signal modernization on Cooper Street and MLK (Washington, Glick, Ganson, Leroy, Parnall, South, Morrell, & High. MLK at Ganson.) – (Late 2023 construction).

Cooper (M-50/US-127BR) over abandoned RR, north of High and south of Morrell – Preventative maintenance bridge repairs. 2024 construction.



GRETCHEN WHITMER
GOVERNOR

STATE OF MICHIGAN
DEPARTMENT OF TRANSPORTATION
JACKSON TRANSPORTATION SERVICE CENTER

BRADLEY C. WIEFERICH, P.E.
DIRECTOR

Design:

Cooper Street (M-106) bridge replacement in downtown Jackson south of train station and Louis Glick (I-94BL) deck replacement near Mechanic Street – (2024/2025 Construction).

US-127 Freeway Signing Upgrade (I-94 to Ingham County Line and M-50 to I-94) – (2024 Construction).

I-94 BL/E. Michigan Ave (Dwight to US-127) – Reconstruction (future construction).

US-127 (Henry to near Ingham Co Line) – Maintenance resurfacing (future construction).



Jackson County Airport – Reynolds Field

Flying Jackson Forward!

Juan C. Zapata, Airport Manager

JACTS Airport Update August 2023

- The air traffic control tower modernization contractor, Sorensen Gross, received the notice to proceed on July 7, 2023. The contractor has 504 days to complete this project.
- Mead & Hunt has been given approval to complete a feasibility study on the airport's terminal building. This study will identify eligible improvements under the federal Airport Improvement Program.
- ENG. Inc is working on the bid package for the construction phase of the storm drain and water upgrades. We expect bids to go out by the end of August.



GRETCHEN WHITMER
GOVERNOR

STATE OF MICHIGAN
DEPARTMENT OF TRANSPORTATION
LANSING

BRAD WEIFERICH
DIRECTOR

August 7, 2023

Jacob Hurt
Executive Director
Region 2 Planning Commission
120 W. Michigan Avenue, 9th Floor
Jackson, Michigan 49201

Dear Director Hurt:

This letter is sent by the Michigan Department of Transportation (MDOT) to inform the Jackson Area Comprehensive Transportation Study committee of Transportation Improvement Plan (TIP) amendments to the FY 2023-2026 TIP.

Proposed TIP Amendments:

- 1) The I-94BL (Louis Glick, Michigan to Cooper & Cooper, Washington to Michigan) project which includes concrete pavement and joint is being requested to be added to the TIP.
- 2) The budget for the engineering and construction phases for the FY 2024 permanent pavement marking application for the University Region trunklines is being revised.
- 3) The budget for the FY 2024 pavement marking retro-reflectivity readings on University Region trunklines project is being revised.
- 4) The engineering and construction phases for the FY 2024 special pavement marking application on trunklines in University Region is being deleted from the TIP due to budget constraints.

Please see the next pages for details.

Thank you for your attention to this request. If you have any questions or need additional information, please contact me at (947) 233-8562.

Sincerely,
Andrea Strach, Transportation Planner

MICHIGAN DEPARTMENT OF TRANSPORTATION PROPOSED TRANSPORTATION IMPROVEMENT AMENDMENT (JULY 2023)															
	Fiscal Year	Job no.	Phase	County	Project Name	Limits	Length	Primary Work Type	Project Description	Federal Budget	Federal Fund Source	State Budget	Local Budget	Total Phase Cost	Amendment Type
1	2024	219197	CON	Jackson	I-94BL	Louis Glick, Michigan to Cooper & Cooper, Washington to Michigan	0.965	Road Capital Preventive Maintenance	Concrete Pavement Repairs and Joint Repairs	\$116,227	ST	\$25,773	\$0	\$142,000	Add
2	2024	207396	PE	Jackson, Ingham, Lenawee, Washtenaw	Regionwide	All trunkline routes of REGION2 MPO	2.685	Traffic Safety	Permanent pavement marking application on University Region trunklines	\$5,184	HSIP	\$576	\$0	\$40,000	Budget
3	2024	207396	CON	Jackson, Ingham, Lenawee, Washtenaw	Regionwide	All trunkline routes of REGION2 MPO	2.685	Traffic Safety	Permanent pavement marking application on University Region trunklines	\$671,328	HSIP	\$74,592	\$0	\$5,180,000	Budget

	Fiscal Year	Job no.	Phase	County	Project Name	Limits	Length	Primary Work Type	Project Description	Federal Budget	Federal Fund Source	State Budget	Local Budget	Total Phase Cost	Amendment Type
4	2024	207406	CON	Jackson, Ingham, Lenawee, Washtenaw	Regionwide	All trunkline routes of REGION2 MPO	1.855	Traffic Safety	Pavement marking retro-reflectivity readings on University Region trunklines	\$2,592	HSIP	\$288	\$0	\$20,000	Budget
5	2024	207397	PE	Jackson, Ingham, Lenawee, Washtenaw	Regionwide	All trunkline routes of REGION2 MPO	2.199	Traffic Safety	Special pavement marking application on trunklines in University Region	\$2,592	HSIP	\$288	\$0	\$20,000	Delete
6	2024	207397	CON	Jackson, Ingham, Lenawee, Washtenaw	Regionwide	All trunkline routes of REGION2 MPO	2.199	Traffic Safety	Special pavement marking application on trunklines in University Region	\$73,872	HSIP	\$8,208	\$0	\$570,000	Delete

Region 2 PLANNING COMMISSION

Serving Hillsdale, Jackson & Lenawee Counties

To: JACTS Technical Committee, JACTS Policy Committee, Region 2 Planning Commission, and Other Interested Parties

From: Brett Gatz, Planner

Date: August 9, 2023

Subject: **2050 Long Range Transportation Plan Update -- Chapters 1, 3, 13, and 14 Available for Review**

Staff from the Region 2 Planning Commission (R2PC) has completed the following chapter drafts for review and discussion:

Chapter 1: Introduction

Chapter 3: Public Participation and Consultation

Chapter 13: Environmental Mitigation

Chapter 14: Emergency Management and Natural Hazards

Some portions of the chapters are still in the process of being updated as we are pending input from other agencies. The latter half of Chapter 3 will not be completed until after the 30 day public comment period ends in October.

Please take an opportunity to review these chapters. Contact Brett Gatz with comments, edits and/or questions at bgatz@mijackson.org or at 517.768.6706.

Chapter 1

Introduction

In November 2021, President Biden signed the Infrastructure Investment and Jobs Act (IIJA), the current federal transportation funding legislation. This is the sixth bill for surface transportation that has shaped the program to meet the nation's changing transportation needs. The current legislation continues to supply the funds and refine the programmatic framework for investments needed to maintain and grow transportation infrastructure.

As the designated metropolitan planning organization (MPO) for the Jackson urbanized area, the Region 2 Planning Commission (R2PC) through the Jackson Area Comprehensive Transportation Study (JACTS) is responsible for the development of a multi-modal, Long-Range Transportation Plan (LRTP). The LRTP identifies the Jackson area's transportation needs through the year 2050, including the projects and policies to meet those needs. The IIJA continues to require the plan to be updated on a five-year cycle and cover at least a 20-year planning horizon.

The development of the JACTS 2050 Long Range Transportation Plan was a cooperative effort undertaken by R2PC, the Jackson County Department of Transportation (JC DOT), Jackson Area Transportation Authority (JATA), City of Jackson, Michigan Department of Transportation (MDOT), Federal Highway Administration (FHWA), the 2050 LRTP Steering Committee, other local units of government, and concerned residents throughout Jackson County. Development of the plan was initiated in December 2022 with a Steering Committee Kickoff meeting on June 1, 2023.

The Jackson area transportation planning process examined and evaluated the existing transportation facilities and travel characteristics to measure the present operating efficiency. An understanding of the relationships between land use, population, and trip making characteristics is essential for anticipating future needs. The primary concern in the long range planning process is to develop a system that will meet the transportation demands of the Jackson area. In addition to safety and time considerations, emphasis will continue to be on preserving and maintaining the existing facilities.

The plan lays the groundwork for the proposed improvements to the area's transportation system in a safe, efficient and economic manner. The projects are then included in R2PC's short-range plan, known as the Fiscal Year (FY) 2023-2026 Transportation Improvement Program (TIP). The FY 2023-2026 TIP is a program for scheduling the implementation of projects selected through the long range transportation planning process.

The Jackson Metropolitan Planning Organization (MPO)

Federal law requires that each urbanized area with a population of more than 50,000 persons establish a designated MPO to ensure that it has a continuing, cooperative, and comprehensive transportation planning process. The "3 C" process that the federal transportation bill ISTEA – the Intermodal Surface Transportation Efficiency Act of 1991 – outlined provides guidelines for consideration of all transportation interests. The

following are important to remember when engaging in the transportation planning process across jurisdictions:

- **Connections:** The convenient, rapid, efficient, and safe transfer of people and goods among modes that characterize comprehensive and economic transportation services.
- **Choices:** Opportunities afforded by the multi-modal system that allow transportation users to select their preferred means of travel.
- **Coordination and Cooperation:** Collaborative efforts of planners, users, and transportation agencies to address travel demands by investing in dependable, high-quality transportation services either by a single mode or by two or more modes in combination.

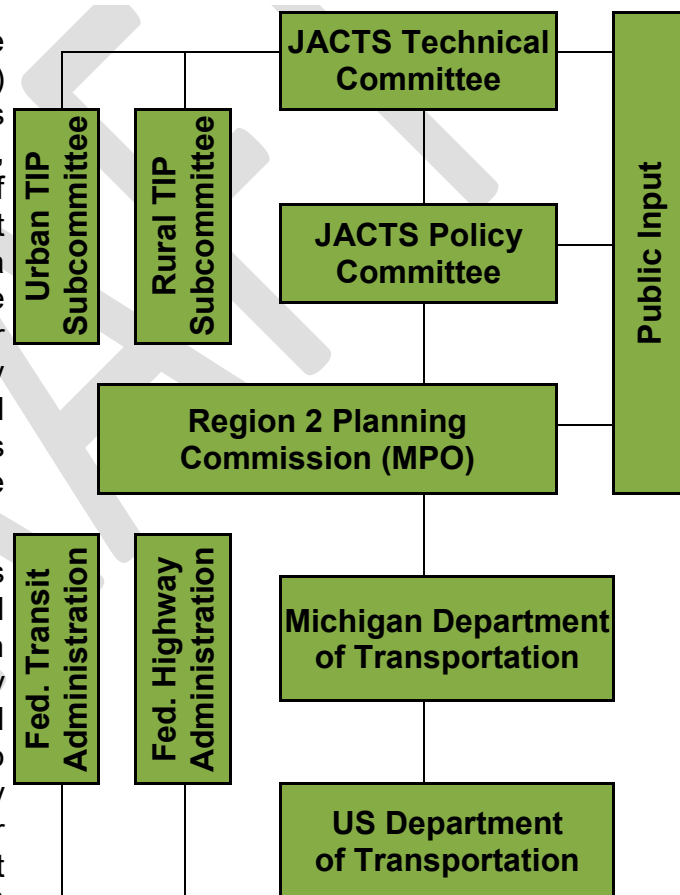
Relevant Boards and Committees

The Jackson Area Comprehensive Transportation Study (JACTS) Technical Advisory Committee (TAC) is comprised of staff (planners, engineers, managers, etc.) from units of government and modal agencies (transit and airport) within the metropolitan area boundary; representatives from the MDOT; and, a non-voting member representing the Federal Highway Administration. The TAC reviews all plans and programs and makes technical recommendations to the JACTS Policy Committee.

The JACTS Policy Committee is comprised of elected and appointed officials from units of government within the metropolitan area boundary. They are involved in formulating and implementing policies pertaining to transportation matters. The Policy Committee serves as a forum for discussion and analysis of development and improvement issues. The JACTS Policy Committee forwards its recommendations to the R2PC Board.

The R2PC Board, also known as the R2PC Full Commission or R2PC Executive Committee, reviews and affirms the recommendations of the JACTS TAC and/or Policy Committee. Together, the three committees direct the work of the R2PC staff in completing three primary documents, 1) the Unified Work Program (UWP), which documents the work to be completed during the fiscal year; 2) the Transportation Improvement Program (TIP), which includes a list of the transportation and transit projects

Figure 1-1
JACTS Organizational Structure



to be funded with federal funds within a 4-year time period; and, 3) the Long-Range Transportation Plan.

Study Area

The 2050 LRTP study area encompasses the Jackson metropolitan area boundary, which covers the entirety of Jackson County. The U.S. Census-designated urbanized area boundary for Jackson includes the City of Jackson and all or parts of Blackman, Leoni, Napoleon, Sandstone, Spring Arbor, and Summit Townships. All Census block areas within this core which have a population density of 1,000 or more persons per square mile are automatically included in the urbanized area, as well as adjacent areas that have developing “urban characteristics.”

Plan Development

This plan is anticipated to be updated in 2028, based on current state and federal transportation requirements.

Chapter 3

Public Participation & Consultation

Public Participation Plan

Introduction & Purpose

Public participation is a critical part of the planning process. Without the involvement of local citizens, designing a program that effectively meets the needs of the public can be difficult. The Region 2 Planning Commission (R2PC), as the state designated Metropolitan Planning Organization (MPO) for the Jackson County census-designated Urbanized Area, acting through the Jackson Area Comprehensive Transportation Study (JACTS), actively seeks to incorporate the involvement of the public in its planning efforts pursuant to the Public Participation Plan (PPP) that is designed to accomplish the following goals:

- Comply with the public participation requirements of the Fixing America's Surface Transportation (FAST) Act and Infrastructure Investment and Jobs Act (IIJA).
- Provide opportunities for Jackson County residents and citizen-based organizations to identify priorities, discuss views, and provide input into plans, projects, or policies of the MPO.
- Listen, inform, and educate citizens about the MPO's planning initiatives.
- Achieve participation and partnership among the public, the Region 2 Planning Commission, the Michigan Department of Transportation (MDOT), Federal Highways Administration (FHWA), Federal Transit Administration (FTA) and local governmental jurisdictions in the planning and execution of projects.

The purpose of this document is to provide a clear directive for the public participation activities undertaken by JACTS as it pertains to the MPO's primary responsibilities that include the development and implementation of the Long Range Transportation Plan (LRTP), the Transportation Improvement Program (TIP), and the Urban Transportation Unified Work Program (UWP).

This is accomplished by adhering to the following principles:

- Early and continuous involvement
- Reasonable public availability of technical data and other information
- Collaborative input on alternatives, evaluation criteria, and mitigation needs
- Open meetings where matters related to transportation policies, programs, and projects are being considered
- Open access to the decision-making process prior to closure

Compliance with Federal Requirements

The JACTS Public Participation Plan was originally adopted in 1994 to meet the requirements of the 1991 Intermodal Surface Transportation Efficiency Act (ISTEA). In 1998, ISTEA was succeeded by the Transportation Equity Act for the 21st Century (TEA-21). These federal acts required that MPOs develop and use a proactive public participation process that provides complete information, timely public notice, full public access to key decisions, and supports early and continuing involvement in development of Long-Range Transportation Plans (LRTPs) and Transportation Improvement Programs (TIPs). In 2006, the Safe, Affordable, Flexible and Efficient Transportation Equity Act – A Legacy for Users (SAFETEA-LU) expanded public participation provisions requiring MPOs to develop enhanced participation plans, have public meetings at accessible locations and at convenient times, include visualization techniques in transportation plans and TIPs, and make plans available online. The FAST Act further emphasized these requirements when it passed in 2015 and the IIJA continues to stress the importance of public participation.

Title VI of the Civil Rights Act of 1964 requires agencies receiving federal funds to provide language assistance measures for individuals with limited English proficiency. If you require translation of any Region 2 Planning Commission documents or need assistance at a public meeting, please contact the Region 2 Planning Commission office staff at (517) 788-4426 or submit a comment form online at www.region2planning.com/contact.

Description of Public Participation Activities

JACTS will consult with governmental units within the MPO, local economic development organizations, freight related businesses, non-motorized transportation organizations, local transportation providers, and other interested parties in the development of the LRTP, TIP, and the UWP. The Jackson MPO will also conduct outreach, public comment periods, and public meetings.

The three documents in the above paragraph will be published for a minimum of 30 days to receive public comment before adoption. For any amendments that are deemed necessary once any of the publications are adopted, the Jackson MPO shall publish at least one notice in a local news publication of general circulation within the Jackson Urbanized Area prior to approval of the amendment.

The JACTS Participation Plan consists of the following tools:

- | | |
|--|-----------------------------|
| 1) Notice of Meetings and Public Comment Periods | 5) Outreach |
| 2) Annual Report | 6) Visualization Techniques |
| 3) Public Hearings | 7) Environmental Justice |
| 4) Internet, Newspaper & Other Media | 8) Development and Analysis |
| | 9) Performance Measures |

1. Notice of Meetings & Public Comment Periods

JACTS maintains two standing committees to advise the R2PC Board. The JACTS Technical Advisory Committee (TAC) members include engineers, planners, and other

technical staff from the Jackson County Airport, transit agencies and local units of government within the metropolitan area boundary, representatives from MDOT and FHWA. The committee reviews plans and programs and makes technical recommendations to the JACTS Policy Committee.

Members of the JACTS Policy Committee are elected and appointed officials representing local units of government within the metropolitan area boundary. The JACTS Policy Committee acts on recommendations from the TAC and recommends formal action to the R2PC Board.

The R2PC Board is composed of two committees; the Full Commission and the Executive Committee. The Full Commission is made up of the local units of government within Jackson, Hillsdale, and Lenawee counties that contribute annually to the operating costs of the commission. The Executive Committee is comprised of a subset of representatives from the Full Commission. All members of R2PC have representation on the R2PC Board and final authority over all Jackson MPO decisions. All meetings of the JACTS TAC, JACTS Policy Committee and R2PC Board are open to the public and held at locations which comply with the Americans with Disabilities Act (ADA) regulations. Individuals with disabilities may request aids/services within a reasonable time period to participate in the meeting. To do so, please submit a comment form on the R2PC website at www.region2planning.com/contact. Additionally, a public comment item is included on all agendas for any person wishing to address committee members.

Meeting notifications, including date, location, and agenda, are published on the R2PC website, www.region2planning.com, in the Jackson Citizen Patriot newspaper, and in its digital presence, www.mlive.com. Individuals who would like to be placed on the e-mail list to receive meeting notifications can do so by filling out the R2PC comment form at www.region2planning.com/contact.

a. Special Meetings, Workshops, and Public Meetings

Although the majority of the MPO's business can be conducted at regularly scheduled meetings, when significant planning initiatives arise including updating the LRTP or developing the TIP, staff may conduct special meetings, workshops, or public meetings. These events will be administered in the same manner as regularly scheduled meetings.

When public comments are received on plans, programs, or other MPO activities, they are summarized and forwarded to the JACTS TAC, JACTS Policy Committee and the R2PC Board prior to any formal action to adopt or approve the plan, study, or project by the MPO. Copies of comments are kept on file and are available for public review. Comments requesting a formal response are answered within 30 days.

2. Annual Report

The agency's annual report reviews and highlights the activities that R2PC has undertaken during the previous fiscal year and is distributed to the R2PC membership and all governmental jurisdictions, agencies, committee members, and individuals included on the R2PC's general mailing list. The report is published and presented at the R2PC annual meeting, and is available on the agency's website.

The report is a summary of the previous year's activities in transportation, community planning, and traffic safety. Content includes updates on planning studies, completed and

upcoming roadway construction projects, and other general information concerning the activities of the R2PC. The report also contains the names, phone numbers, and e-mail addresses of the staff members. R2PC anticipates to publish annual reports beginning in Calendar Year (CY) 2023.

3. Public Meetings

Before approving any federally required document, the Jackson MPO will conduct a public meeting to solicit comments. Such meetings will take place during the regularly scheduled JACTS meeting, unless deemed otherwise by the JACTS Policy Committee. Notice of the opportunity for public comment will be administered in the same manner as notice of regularly scheduled meetings. To supplement the opportunity for public comment, the Jackson MPO may also engage in hosting public information/open house meetings in publicly convenient and accessible locations.

4. Internet, Newspaper, & Other Media

Staff will use the internet and the newspaper to inform the public of the development of transportation planning processes and products, such as the LRTP and the TIP. The internet and email will be used as a regular part of the public participation notification process, as they have a broad public reach. Notices will also go out to the public by means of the newspaper, on the radio, and at community institutions like libraries, churches, and schools to help bridge the digital divide to reach the public without internet access when appropriate.

5. Outreach Activities

Staff will attempt to identify and contact special interest groups in the community to assure their opportunity to have input and to encourage the involvement of persons who have traditionally been under-served. This would include organizations such as minority populations, low-income populations, private transportation providers, and others. These groups will receive a direct mailing which describes the transportation planning process and their opportunity for input. This includes, but is not limited to, the following:

- Public agencies
- Private transportation providers
- Law enforcement agencies
- Providers of freight transportation
- Railroad companies
- Environmental organizations
- Major employers
- Chambers of commerce
- Travel and tourism offices
- Human service agencies
- Interested citizens

- Agencies and organizations that represent:
 - The elderly
 - The disabled
 - Non-motorized users
 - Minority groups
 - Low-income populations

This list will be continuously updated and groups may be added at any time.

These groups may be notified when:

- 1) A particular agenda item directly impacts an agency or their clientele.
- 2) Planning and development of a major project such as an update of the LRTP or TIP.
- 3) At the request of a JACTS committee member.

6. Visualization Techniques

R2PC will utilize a variety of visualization activities to collect, inform, and educate the public regarding transportation projects, plans, and programs. The activities may include mapping through Geographic Information Systems (GIS), computer model simulations, and photographs. As technology continues to change, visualization techniques will evolve to improve interaction with the public.

7. Environmental Justice

In April 1997, the US Department of Transportation (DOT) issued the environmental justice order to address Environmental Justice in Minority Populations and Low Income Populations (DOT Order 5610.2). The order describes the process for incorporating environmental justice principles into all DOT programs, policies, and activities.

Environmental justice (EJ) is an important part of the planning process and must be considered in the development of the LRTP, TIP, and other JACTS projects. There are three fundamental principles of environmental justice:

- 1) To avoid, minimize, or mitigate disproportionately high and adverse human health or environmental effects, including social and economic effects, on minority and low-income populations;
- 2) To ensure the full and a fair participation by all potentially affected communities in the transportation decision-making process; and
- 3) To prevent the denial of, reduction in, or significant delay in the receipt of, benefits by minority and low-income populations.

Staff will identify residential, employment, and transportation patterns of low-income and minority populations so that their needs can be identified and addressed and the benefits and burdens of transportation are fairly distributed.

Staff will continue to evaluate and improve the Public Participation Plan to eliminate

barriers to low-income and minority involvement. However, the Jackson MPO cannot do this alone. Agencies and individuals who are connected to these communities are welcomed to participate and facilitate public involvement. Only by the participation of these individuals and groups can JACTS/R2PC advance the letter, spirit, and intent of environmental justice in transportation.

8. Development & Analysis

The Jackson MPO will continue to analyze and update the demographic profile of the transportation planning area that includes the location of minority and low-income populations as required by environmental justice legislation. Maps will be developed showing the proposed LRTP projects in relationship with these areas.

9. Performance Measures

R2PC will determine the success of the Public Participation Plan by evaluating the number and diversity of residents involved in the public involvement process.

Conclusion

The R2PC Public Participation Plan will be reviewed and monitored on a regular basis to maintain its timeliness and effectiveness. Following the principles of the Public Participation Plan will ensure the opportunity for access by the public and encourage proactive public participation in all aspects of the transportation planning process. This increased access for local residents and other groups will help foster the continuous improvement of the Jackson MPO plans and programs to best serve the residents of Jackson County.

Comments or questions concerning the Public Participation Plan should be directed to:

Brett Gatz, Planner
Region 2 Planning Commission
Jackson County Tower Building
120 W. Michigan Avenue - 9th Floor
Jackson, MI 49201
(517) 768-6706
bgatz@mijackson.org

Consultation

MAP-21, a previous federal transportation bill, required that the Jackson MPO consult with federal, state, and local entities that are responsible for the following:

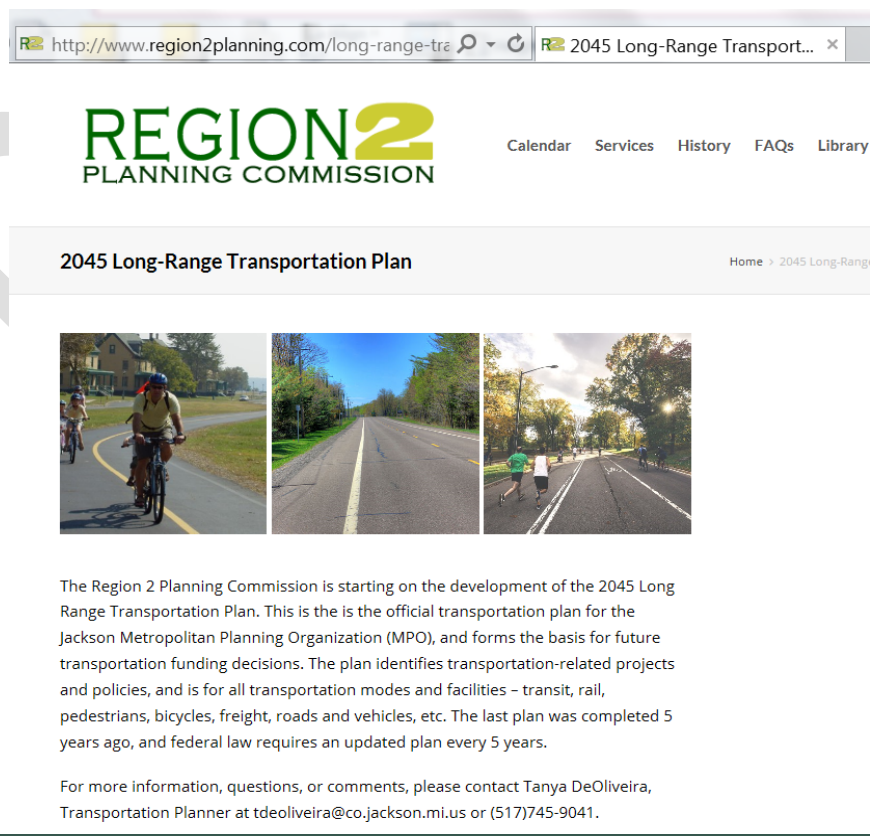
- Economic growth and development
- Environmental protection
- Airport operations
- Freight movement
- Land use management
- Natural resources
- Conservation
- Historic preservation
- Human service transportation providers

The goal of this process is to eliminate or minimize conflicts with other agencies' plans and programs that impact transportation.

Public Participation & Consultation

There were multiple opportunities for public input throughout the planning process. Monthly updates were given at the JACTS Technical and Policy Meetings. JACTS meetings were also advertised on the Region 2 Planning Commission website. A Project Steering Committee was developed and met a few times to gather specific public input. A project contact list was also developed and used to push out notifications that public comment periods were open on draft chapters of the plan.

Figure 3-1
Project Website Homepage



Public Outreach

A memo, dated May 17, 2023, was provided to the following agencies notifying them of the 2050 Long Range Transportation Plan Public Kickoff Meeting on June 1, 2023:

- City of Jackson
- County of Jackson
- The Enterprise Group
- Jackson Area Comprehensive Transportation Study Policy Committee
- Jackson Area Comprehensive Transportation Study Technical Committee
- Jackson Area Transportation Authority
- Jackson County Board of Commissioners
- Jackson County Chamber of Commerce
- Jackson County Department of Transportation
- Jackson County Planning Commission
- Jackson Downtown Development Authority
- Michigan Department of Transportation
- Region 2 Planning Commission
- Walkable Communities Coalition

Public notices for the 2050 Long Range Transportation Plan Public Kickoff Meeting were posted on the Region 2 Planning Commission website. These entities were also notified each time a final draft chapter of the plan was made available for public comment, ~~when the final public meetings were held in the spring of 2018,~~ and when the final draft plan was available to review.

Memos notifying parties on the project contact list were distributed via email or mail for the following project updates. Copies of these memos, and other related ones, are found in Appendix A.

Table 3-1: Meeting Date & Notification Table

Date	Plan Milestone Notification	Groups Notified
<i>May 17, 2023</i>	June 1, 2023 Steering Committee Kickoff Meeting	-Project Contact List -Project Steering Committee -JACTS Technical Committee -JACTS Policy Committee -Region 2 Planning Commission -Walkable Communities Coalition
<i>June 7, 2023</i>	Chapters 4, 5, 7, 8, and 12 draft review	-JACTS Technical Committee -JACTS Policy Committee -Region 2 Planning Commission
<i>July 18, 2023</i>	July 18, 2023 Steering Committee Meeting	-Project Contact List -Project Steering Committee -JACTS Technical Committee -JACTS Policy Committee -Region 2 Planning Commission -Walkable Communities Coalition

<i>July 5, 2023</i>	Chapters 2, 6, 9, 10, and 11 draft review	-JACTS Technical Committee -JACTS Policy Committee -Region 2 Planning Commission
<i>August 9, 2023</i>	Chapters 1, 3, 13, and 14 draft review	-JACTS Technical Committee -JACTS Policy Committee -Region 2 Planning Commission
<i>January 10, 2018</i>	Public Comment Period Open for review of “Environmental Mitigation” and “Travel Demand Modeling and Forecasting” draft chapters	-Project Contact List -Project Steering Committee -JACTS Technical Committee -JACTS Policy Committee -Region 2 Planning Com. -Walkable Communities Coalition
<i>January 23, 2018</i>	Public Comment Period Open for review of “Hazards” and “Operations and Management” draft chapters	-Project Contact List -Project Steering Committee -JACTS Technical Committee -JACTS Policy Committee -Region 2 Planning Com. -Walkable Communities Coalition
<i>March 12, 2018</i>	Public Comment Period Open for review of “Vision, Goals, & Objectives,” “Environmental Justice,” and “Roadway Congestion, Deficiencies, & Recommended Projects” draft chapters	-Project Contact List -Project Steering Committee -JACTS Technical Committee -JACTS Policy Committee -Region 2 Planning Com. -Walkable Communities Coalition -Jackson County Planning Commission
<i>March 22, 2018</i>	Public Comment Period Open for review of “Performance Measures & System Performance Report” and “Consultation” draft chapters	-Project Contact List -Project Steering Committee -JACTS Technical Committee -JACTS Policy Committee -Region 2 Planning Com. -Walkable Communities Coalition -Jackson County Planning Commission
<i>March 27, 2018</i>	Public Comment Period Open for review of “Financial Analysis” draft chapter	-Project Contact List -Project Steering Committee -JACTS Technical Committee -JACTS Policy Committee -Region 2 Planning Com. -Walkable Communities Coalition -Jackson County Planning Commission
<i>April 3, 2018</i>	Notice for final public meetings and final draft plan available for review	-Project Contact List -Project Steering Committee -JACTS Technical Committee -JACTS Policy Committee -Region 2 Planning Com.

Project Steering Committee

The 2050 Long Range Transportation Plan Steering Committee was assembled to provide specific input into the project. Steering Committee meetings were held on June 1, 2023, July 18, 2023, and August , 2023 to discuss the plan and provide opportunity for public engagement. The committee was arranged to gather input from agencies who represent local communities, Act 51 Agencies, county-wide transit services, aging population, mobility impairment, advocates for non-motorized transportation, traffic safety, and state transportation. Membership included representatives from:

- Region 2 Planning Commission
- JACTS Policy Committee
- Jackson County Department of Transportation
- City of Jackson Engineering Division
- Jackson Area Transportation Authority
- MDOT
- Jackson County Chamber of Commerce
- Consumers Energy
- Region 2 Planning Commission Staff

Response/Comments

A list of the public comments that the Region 2 Planning Commission received during the planning process are on the next page:

Public Comments

- ~~“For the seniors and persons with disabilities that we serve through Region 2 Area Agency on Aging, the biggest hurdle we have is lack of public transportation outside of Jackson City limits. We serve people in all of the outlying villages and cities that very much need access to transportation for medical care, shopping, and socialization. There are issues including increased hospital emergency room visits because people are not able to receive easier access to routine medical care. Being socially isolated and dependent on others for transportation leads to feelings~~

Figure 3-2
Project Website
Meeting Announcement

JACTS 2050 Long Range Transportation Plan Steering Committee Meeting

There will be a JACTS 2050 Long Range Transportation Plan Steering Committee Meeting on Tuesday, July 18, 2023 at 11:00 a.m. This meeting will be held at the Jackson County Tower Bldg., 120 W. Michigan Ave., 17th Floor, Jackson, MI....

[read more](#)

~~of hopelessness and increase in depression, and there is an increase in the rate of substance use, opioid use, and suicide in older adults. I'm not sure if this fits, but I thought this needs to be added to the Jackson Area Plan under the following:~~

~~Emergency Management, Natural Disasters and the Transportation System Chapter~~

~~The Region 2 Planning Commission is looking for comments, edits and/or questions on the draft of The Emergency Management, Natural Disasters and the Transportation System chapter of the 2045 Long Range Transportation Plan. The chapter addresses how state, regional and local agencies are reducing the vulnerability of the transportation infrastructure to natural disasters."~~

- ~~• "Does your plan include improving Blackman Road by actually paving it rather than just plugging holes? It is a main road going north out of Jackson, and to my knowledge it has not been improved beyond plugging holes and pouring gravel on hot tar since it was laid as a gravel on tar project many years ago. It needs ASPHALT PAVEMENT not just more tar and gravel."~~
- ~~• A public citizen submitted a notable history of transit in Jackson in reaction to the plan being developed and a call for public comment. The information was historical, and there were no comments on the plan as it was out for review.~~

~~There were no comments from the Consultation agencies.~~

Chapter 13

Environmental Mitigation

The transportation system affects and is affected by the natural environment. Beginning with SAFETEA-LU and continuing with the FAST Act, long range transportation plans need to discuss “potential mitigation activities and potential areas to carry out these activities, including activities that may have the greatest potential to restore and maintain environmental functions affected by the Plan,” in consultation with pertinent wildlife, land management, and regulatory agencies. The purpose of the process is to identify possible impacts of proposed “improve and expand projects” on environmentally sensitive resources, list useful guidelines for mitigating these impacts, and share information with implementing agencies.

The FAST Act requires that the plan also addresses how storm water mitigation is addressed within the transportation system. MDOT, Jackson County, the City of Jackson and Jackson County Airport provided relevant manuals and plans. They are further reviewed in this section.

Natural, Agricultural, Aquatic, & Cultural Resource Analysis

The purpose of the analysis is to identify the projects that may have the potential to impact an environmentally sensitive area. Once a potential impact has been identified, general guidelines can be introduced for agency consideration during all phases of project planning, design, construction, and maintenance. Natural and Agricultural, Aquatic, and Cultural resource maps are shown on the next three pages. Buffers of a quarter of a mile were established around each proposed capacity improvement project. The proposed projects and their buffers were then overlaid on a series of maps identifying the locations of the following natural and cultural resources. The maps 13-1 – 13-3 are on the next three pages.

Figure 13-1
Watkins Lake State Park



Figure 13-2: Natural Resources Map

DRAFT

Figure 13-3: Aquatic Resources Map

DRAFT

Figure 13-4: Cultural & Historic Resources Map

DRAFT

The table below identifies the data sets that were used to create each map.

Table 13-1 Natural, Agricultural, Aquatic, & Cultural Resource Map Data

Map	Resources	Data Source
Natural & Agricultural Resources	forest, open space, agricultural areas	US Geological Survey National Land Cover Database
	endangered species	US Fish & Wildlife Service
Aquatic Resources	rivers, drains, lakes, ponds, wetlands	Jackson County GIS Hydrology layer
	wellhead protection areas	Wellhead Protection Area Delineation report
Cultural Resources	parkland, trails	Joint City of Jackson/Jackson County Recreation Plan
	historic districts & properties	City of Jackson and Jackson County Historic Districts & Properties GIS layers
	cemeteries	City of Jackson and Jackson County Land Use GIS layer

Results

A potential impact was recorded on the Natural & Cultural Resources Matrix whenever a mapped resource intersected with a proposed project within the quarter-mile buffer. That table is on the next page.

The purpose of this analysis is to identify the projects that may have the potential to impact an environmentally sensitive area. However, it does not mean that the project cannot be implemented. Once a potential impact has been identified, general guidelines can be introduced for agency consideration during all phases of project planning, design, construction, and maintenance.

Table 13-2 Capacity Improvement Projects Resource Matrix

	Project	Limits	Rivers & drains	Lakes & ponds	Wetlands	Wellhead protection areas	Forests	Areas of farmland preservation	Endangered species	Parkland & trails	Historic districts & properties	Cemeteries
1.	Resurface & widening of M-60	Chapel Road to Emerson Road			x							
2.	Reconstruction & realignment of the Cooper Street interchange				x		x					
3.	Reconstruction of I-94	M-60 to Sargent Road			x		x					
4.	Reconstruction of I-94 interchange at Elm Avenue				x	x	X					
5.	Realignment & bridge structure replacement over JAIL Railroad & the Grand River		x		x		x		x			

Storm Water

Long range transportation plans need to address how communities reduce or mitigate storm water impacts to transportation. MDOT, Jackson County, the City of Jackson and the Jackson County Airport have guidelines for this issue.

Michigan Department of Transportation Drainage Manual 2006

The MDOT 2006 Drainage Manual provides guidance to administrative, engineering, and technical staff and consultants for the design of MDOT drainage facilities. Developed under the guidance of the TEA-21 federal transportation bill and AASHTO's Model Drainage Manual, Metric Version, 1999, the MDOT manual was developed to give a design engineer a working knowledge of hydrology, hydraulics, and storm water management. The manual provides general operational guidelines with the flexibility to adapt recommendations to individual project needs.

The manual addresses MDOT's policy, design criteria, design guidance, procedure, and maintenance of the following topics:

- Hydrology
- Natural channels and roadside ditches
- Culverts
- Bridges
- Road storm drainage systems
- Storm water storage facilities
- Pump stations
- Best practices for storm water management

The intent is to give specific guidance that is applicable to most projects, and enable MDOT to practice good storm water management. MDOT University Region engineers use the manual as a starting point to ensure good engineering storm water management practice is used for state projects.

Figure 13-5
Flooded Grand River in Downtown Jackson



Jackson County

The Jackson County Department of Transportation uses the Jackson County Drain Commissioner's Storm Water Management Policy for site development. The policy is as follows:

Retention (adequate outlet not available)

- 100 year frequency storm
- 3 hour duration
- 1.5"/hour rainfall intensity*

Detention (outlet available, but with limited capacity)

- 50 year frequency storm
- 1 hour duration
- 2.5"/hour rainfall intensity

*based upon Grand River Basin intensity-duration frequency curves

Jackson County is part of the Upper Grand River Watershed Alliance, which is a coalition of municipalities, agencies, businesses and individuals dedicated to improving water quality in the headwater region of the Grand River. The group developed the 2003 Upper Grand River Watershed Management plan, which provided recommendations on how agencies could continue to support the health of the upper Grand River watershed. The 2006 update to the plan is an addendum to fulfill the EPA's 319 Nine Minimum Elements of Water Shed Planning and the National Pollutant Discharge Elimination System (NPDES) Phase II requirements. The plan doesn't explicitly address how storm water is affected by and affects the transportation system, however, the following goal and objectives relate to the mitigation of storm water impacts of surface transportation:

Goal: All new development projects are to be water quality friendly.

Objective: Increase regional planning efforts and implementation among local units of government.

Objective: Develop a standards manual which outlines economically viable water quality friendly development practices and requirements.

Objective: Incorporate water quality friendly practices into community development master plans.

These are important measures that the Jackson County Department of Transportation uses to help guide the development of projects, under guidance of the Drain Commissioner.

Jackson County Department of Transportation also uses the MDOT 2006 Drainage Manual.

City of Jackson

The 2012 City of Jackson Storm Water Management Manual provides specific information to the City of Jackson for design standards to address storm water quantity and quality and flood control. The City of Jackson adopted the *Low Impact Development (LID) Manual for Michigan* to guide the design of proposed best management practices. The Department of Public Works reviews all storm water-related projects. The technical guide is used by City of Jackson Engineering in dealing with storm water for all transportation related projects that meet the minimum requirements.

Figure 13-6
An Example of Storm Water
Management in the City of Jackson



The previously mentioned 2016 City of Jackson Community Master Plan sites the need to address storm water runoff, especially in the downtown and urban core of the community, which includes maintaining an open and working transportation system. The City of Jackson is also part of the Upper Grand River Watershed Alliance.

Jackson County Airport-Reynolds Field

The Jackson County Airport (JXN) has a Storm Water Pollution Prevention Plan that was developed in 2006 as a requirement under Part I.B of Michigan's National Pollutant Discharge Elimination System (NPDES) general permit for storm water discharges from industrial activities and in accordance with good engineering practices. The plan describes the facility and its operations, identifies potential sources of storm water pollution associated with industrial activities at the facility, and recommends appropriate best management practices or pollution control measures to reduce the discharge of pollutants in storm water runoff. Additionally, the plan covers all the industrial activities conducted by commercial businesses at the airport including vehicle maintenance, fueling, cleaning, and deicing. Many private hangars exist at the airport owned by private individuals or corporations that are not considered commercial businesses nor industrial related activities, and therefore, are not included in the plan.

The goal of the storm water permit program is to improve the quality of surface waters by reducing the amount of pollutants potentially contained in the storm water runoff being discharged from industrial activities. The objectives of the plan are as follows:

- 1) To identify potential sources of pollution at JXN.
- 2) To describe best management practices which are to be used at JXN.
- 3) To provide other elements such as a facility inspection program and record keeping and reporting program that will help JXN comply with the terms and conditions of their storm water discharge permit.

All future airport facility improvements will be designed and constructed with best management practices that further improve the quality of surface waters around the airport.

Intergovernmental Cooperation

MDOT, County, and City staff typically work together as needed to resolve storm water issues at the site level on a project basis. With Jackson's unique soils and drainage issues, local leaders and staff collaborate to develop cost-effective, environmental-sound solutions using storm water best management practices. There has been talk between the City of Jackson and Jackson County to develop a set of guidelines that are complimentary and/or similar to help with the successful adherence to storm water management policies, standards and guidelines for engineers and developers across jurisdictional boundaries.

Air Quality

On May 12, 2012, the United States Environmental Protection Agency (EPA) revoked the 1997 eight-hour 0.080 parts-per-million (ppm) Ozone standard for the purposes of regional transportation conformity. On May 21, 2012, the US EPA issued designations for the new 2008 eight-hour 0.075 ppm Ozone standard. Jackson is designated attainment under the 2015 standard. Jackson is not required to demonstrate conformity to National Ambient Air Quality Standards (NAAQS) at this time.

Projects included in the Long Range Transportation Plan should be analyzed more closely as they move further into the stages of development to determine whether negative environmental impacts will be realized by the surrounding area. R2PC staff will continue to use the environmental mitigation analysis process and to consult with the appropriate local, state, and federal agencies to minimize the impact the transportation projects may have on the environment.

Planning Guidelines

Regardless of the type of project or the resource that may be impacted, the guidelines deserve consideration during the planning, design, construction, and maintenance of transportation projects. Guidelines developed by the Southeast Michigan Council of Governments (SEMCOG) and AASHTO are presented below for reference. Jackson can only recommend that these guidelines be followed by the implementing agencies during the project planning and development process. The following "best practice" guidelines will help to ensure good planning practices that will assist in the overall quality of the area's environment:

Planning & Design Guidelines

- Utilize Context Sensitive Solutions (CSS) throughout the planning and project development process. CSS identifies the physical, visual, and social context in which a project is situated while involving all stakeholders in a collaborative process in developing transportation projects.
- Identify the area of potential impact as it relates to each transportation project, including the immediate project area as well as related project development areas.
- Continue to update the environmental sensitive inventory to determine if any of the identified resources may be impacted by proposed projects.
- Coordinate with the Jackson County Hazard Mitigation Plan.

- Coordinate the transportation projects with local comprehensive and master plans, watershed management plans, recreation and non-motorized plans, etc.
- Prior to project construction, collaborate with local community officials, contractors, and other relevant stakeholders to review and discuss environmental issues and goals.
- If it all possible, avoid impacts to environmental resources through project design and/or through the implementation of all possible mitigation measures.
- Incorporate storm water and erosion control management into the project design.
- Reduce the size and need for culverts when and where possible.

Construction & Maintenance Guidelines

- Include all special requirements that address environmentally sensitive resources into plans and estimates used by contractors and subcontractors. Bring to attention the types of activities that are not appropriate in environmentally sensitive areas.
- Minimize the size of the construction and staging area with clearly marked boundaries using fencing or flagging around sensitive areas as necessary to prevent intrusions.
- Utilize the least intrusive construction materials and techniques.
- Avoid disturbing the construction site as much as possible by:
 - Protecting established vegetation and natural habitat. If disruption is unavoidable, replace with native species as soon as possible.
 - Implementing sediment and soil erosion control measures as required.
 - Not stockpiling materials in sensitive areas.
 - Protecting water quality by controlling direct runoff, sweeping streets to reduce sediment, implement salt management techniques, and control storm water drains from construction debris.
 - Protecting cultural and historic resources.
 - Minimizing noise and vibration.
 - Providing for solid waste disposal.
 - Conducting on-site monitoring during and after construction to ensure protection of environmental resources as planned.
 - Maintaining equipment in good working condition and avoid fueling or maintenance near environmentally sensitive areas.
 - Reducing land disturbances through the efficient organization of construction activities.

Conclusion

The purpose of this process is to identify potential impacts the proposed capacity expansion projects may have on the area's environmentally sensitive resources and to provide useful guidelines for mitigating the impacts to the implementation agencies. The projects included in the plan should be analyzed closely as they move further into the stages of development to determine whether negative environmental impacts will affect the surrounding area.

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Chapter 14

Emergency Management & Natural Disasters

Current federal legislation requires that the plan must address how agencies are reducing the vulnerability of the transportation infrastructure to natural disasters. Federal, state, and local agencies have been collaborating for years to ensure that impacts to the road network, transit services, railroads, air travel, and non-motorized facilities are reduced when faced with a major event. This chapter addresses how agencies in Jackson have prepared to meet this need.

Existing Services

Michigan Department of Transportation

MDOT has protocols to address incidents that affect the state transportation system, which include events that would occur as a result of a natural disaster. The MDOT University Region Incident Response protocol outlines the specific response for an event that occurs within the University Region. The process, as outlined by MDOT, includes communication with 911 Dispatch through FHWA, if necessary. MDOT staff is primarily responsible for the steps outlined, however, local and federal level agencies are included on an as needed basis. A variety of MDOT staff at the local Transportation Service Center (TSC) Office and at the Lansing Central Office are also involved. Having the process outlined clearly is helpful if a time of need arises.

MDOT also works with the Michigan State Police (MSP) in coordinating road closures by following the Official Order Number 17, Subject: Traffic Enforcement and Local Ordinances document. Having the two agencies work together closely in a time of need can address public safety and reduce stress on the transportation system for state and local governments as well as the public. The relevant departmental policies and responsibilities found in the document are:

- Procedures for Closures of State Highways
- Traffic Law Enforcement Policy and Procedure
- Speed Limit Enforcement and Policy
- Guidance for Loss of Power to Traffic Signals
- Snowmobiles and Off-Road Recreation Vehicles
- Enforcement Policy for Railroad Law
- Railroad Operating in Michigan and Emergency Contacts
- Enforcement of Local Ordinances

Jackson County Sheriff

The Jackson County Sheriff is charged with the formal administration of Emergency Management Division for Jackson County. Emergency Management Division coordinates emergency response agencies who work together to protect the lives and property of the

citizens of Jackson County. They administer alerts related to severe weather and administer the county hazard mitigation plan.

Jackson County Department of Transportation

JCDOT is well connected and resourced to communicate with the public and its partnering agencies to address issues related to natural disasters. Using social media, the department pushes information about construction sites, hazardous weather alerts, and weather-related traffic events, detours, delays, and crashes. For example, when snow plows are deployed, the information is posted on the JCDOT Facebook page.

JCDOT has informal and formal agreements with external agencies to provide mutual aid in times of need. There are written, formal agreements with Calhoun County Road Department that specifically address that the road agencies, with the permission of departmental directors, provide help as needed. Informal agreements exist with other nearby counties, and shared resources are also available through the department's participation with the County Road Association of Michigan (CRA). CRA is a member-driving organization that works with the 83 road agencies within the state on matters of common interest. A list of available shared resources at each road commission is available through CRA. JCDOT and MDOT also have a formal contract agreement to help each other out in addressing matters of emergency management and natural disasters, as it relates to the transportation system. For example, MDOT may ask JCDOT to respond to a state matter because they are closer and can provide a more timely response.

Jackson Area Transportation Authority

JATA can also be affected by weather events. The local transit system has emergency snow routes. The snow routes allow riders to catch the bus in an area where riders can board and exit safely during or after a snow storm. The routes take effect when JATA determines that the road conditions are unsafe. JATA has an email emergency notification system that will notify its recipients of any route alterations or delays, including those related to natural disasters like weather events, flooding, the deployment of snow routes, etc. The service is an important way JATA users can stay informed about the transit system in Jackson.

Existing Plans

Jackson County Hazard Mitigation Plan 2022

The 2022 Jackson County Hazard Mitigation Plan (JCHMP) is a community plan that identifies various potential disasters and actions and activities to implement before a disaster happens for all communities in Jackson County. The JCHMP includes developed strategies and actions to implement prior to the occurrence of a disaster to attempt to minimize the negative impacts associated with each disaster. The plan is administered through the Jackson County Office of Emergency Management and Homeland Security.

The JCHMP includes a list of natural disasters that are known or have the potential to occur within the Jackson area. They include:

- Weather Hazards
 - Hail
 - Lightning
 - Ice and Sleet Storms
 - Snowstorms
 - Severe Wind Events
 - Tornadoes
 - Extreme Temperatures
 - Fog
- Hydrological Hazards
 - Flooding
- Dam Failures
- Drought
- Ecological Hazards
 - Wildfires
 - Invasive Species
- Geologic Hazards
 - Earthquakes
 - Subsidence
 - Space Weather
 - Celestial Impacts

Each of the natural disasters listed could affect the transportation system, however, the impact or likelihood of each of the events is different. The impact to the transportation system would depend on the size, location, and duration of each event. The natural disasters most likely to affect the transportation system are explored below:

Ice and Sleet Storms: In recent history, Jackson County has experienced an ice or sleet storm almost every year.

Impacts to the transportation system could include short term closure of roads and the airport during the storm event and while facilities are cleared, an increased risk in driving on ice-covered roads, biking and walking on non-motorized facilities, and flying in ice storms.

Snowstorms: Jackson County averages more than three snow storms a year. The effects of large snow storms are usually widespread and countywide.

Impacts to the transportation system could include short term closure of roads and the airport during the storm event and while facilities are cleared, an increase in risk in driving on snow-covered roads, biking, and walking on non-motorized facilities. At the airport, impacts could include delays due to the deicing of planes and risks associated with flying in snow storms.

Severe Wind/Tornadoes: Jackson has a history of having tornadoes and severe wind impact the area. The County expects several severe thunderstorms that are characterized by strong winds to occur annually.

Impacts to the transportation system could include short term road, non-motorized facilities, airport and rail line closures due to a tornado and cleanup or traffic and transit disruption as vehicles are routed around affected areas.

Fog: Fog is a common occurrence in Jackson County, and it could occur at almost any time of the year. While it doesn't do any direct damage to anything, it can be a hazard due to decreased visibility.

Impacts to the transportation system include an increased chance of crashes due to decreased visibility of motorists, especially for pedestrians and cyclists who become

increasingly less visible, and delays or cancellations of flights. The rare occurrence of freezing fog could cause slickness on roadways, walkways, bridges, and highway ramps.

Riverine Flooding: With Jackson being the headwater to three major rivers and full of wetlands areas, there is great potential for flooding. A 2009 Flood Insurance Study for Jackson County found that major flooding events have been documented in the area since 1904. Flooding is most likely to occur within the City of Jackson, however, flooding may also occur in areas in Summit Township, the Village of Brooklyn, and areas near the Grand and Kalamazoo Rivers.

Impacts to the transportation system could include long and short term closures of roads, non-motorized facilities, and rail lines due to a flooding event and cleanup or traffic and transit disruptions as vehicles are routed around flooded areas. Each community that has a Flood Insurance Rate Map intends to adopt and enforce the National Flood Insurance Program flood management requirements. Communities where no flooding hazard areas have been identified will monitor conditions and request further analysis as needed.

Wildfires: The combination of Jackson County's forest cover and an increase in exurban development has raised the likelihood for potential loss of life and property, especially in the Irish Hills area in Columbia and Norvell townships and the Waterloo Recreation Area in northeastern Jackson County.

Impacts to the transportation system could include disruptions such as traffic congestion in the event evacuations take place on road, non-motorized facilities, rail line and airport closures due to the wildfire location and smoke drifts.

Earthquakes: There have been no significant events in Jackson County, however there is a small potential that minor ground disturbances could occur.

Impacts to the transportation system could include energy disruptions or fuel price increases, an increase in traffic to accommodate refugees due to the occurrence of a regional event, and the closures of streets, non-motorized facilities, and rail lines to clean up debris from the event. Air travel at the airport may also be temporarily disrupted.

Subsidence: Natural subsidence occurs when the ground collapses into underground cavities produced by the dissolution of limestone or other soluble materials by groundwater. Historical coal mining in the area has left some subsidence vulnerability along parts of I-94 corridor and the local road network. During MDOT pre-construction efforts for the I-94 Modernization Project, professionals found some highway footings were in old coal mining shafts. Since this discovery, MDOT has put significant resources toward addressing the issue.

Impacts to the transportation system could include ground collapses in areas near abandoned coal mines, like along I-94. MDOT has been addressing this issue during the I-94 Modernization Project by procuring special studies, resources, and experts to address the concern for future events.

Goals and Objectives

The following are the goals and objectives for the 2022 JCHMP. While these tend to reference land use planning, they can also be applied to the transportation system.

Goal 1: Promote Life Safety

Minimize disaster-related injuries and loss of life through public education, hazard analysis, and early warning.

- 1.1 Increase public and private sector awareness of hazard related dangers, resiliency principles, and mitigation solutions.
- 1.2 Local units of government should promote high-density compact development which offers an ease in service delivery and the provision of infrastructure and avoids an over-consumption of land.
- 1.3 Promote local early warning systems and capabilities.
- 1.4 Better serve at-risk populations (e.g., the elderly, disabled, limited English)

Goal 2: Reduce Property Damage

Incorporate hazard mitigation considerations into land use planning, resource management, land development processes, and disaster-resistant structures.

- 2.1 Increase knowledge of elected/appointed county/municipal officials and other local leaders about sound land use and development practices that can help reduce long-term hazard risks and vulnerabilities.
- 2.2 Identify appropriate mitigation measures for vulnerable public and private facilities and infrastructure.
- 2.3 Promote and assist with winter weather mitigation projects countywide.
- 2.4 Encourage tree trimming and maintenance in public rights-of-way and utility easements to prevent limb breakage and safeguard utility lines.

Goal 3: Provide Leadership

Provide leadership, direction, coordination, guidance, and advocacy for hazard mitigation.

- 3.1 Educate and inform governmental officials, other local policy-makers, and the public, about resilience and hazard mitigation concepts, programs, and processes.
- 3.2 Promote better information flow/coordination regarding hazard mitigation among units of government, and between public and private entities.
- 3.3 Identify strategies to assist local governments in overcoming obstacles to successfully applying for hazard mitigation grants.
- 3.4 Identify, establish, and promote new partnership opportunities.

Goal 4: Secure Funding

Explore funding options for priority mitigation activities.

- 4.1 Use a cost-benefit review of mitigation activities to evaluate impact feasibility.
- 4.2 Develop public/private partnerships to implement mitigation activities.

4.3 Identify preparedness, mitigation, and responses gaps countywide and leverage grant dollars to implement recommendations.

Transportation Accident Mitigation Strategies

The 2022 JCHMP outlines strategies to mitigate transportation accidents in the county. The plan provides nine mitigation strategies ranked by priority as seen in Table 14-1.

Table 14-1
Mitigation Strategies – Transportation Accidents

	Mitigation Strategies	Priority	Time	Funding
1.	Enforce safety regulations.	High	Ongoing	Operating
2.	Improved design, routing, and traffic control at problem transportation areas.	Medium	As needed	Operating, Grants
3.	Develop a nonmotorized network that follows federal and state guidelines that will enhance the development of a resilient and redundant multi-modal transportation system.	Medium	Ongoing	Operating, Grants
4.	Training, planning, and preparedness for mass-casualty incidents involving all modes of the transportation system within the Jackson community.	Medium	Ongoing	Operating
5.	Improvements in driver education, traffic law enforcement, and transportation planning that balance needs of transportation providers with the safety of the general public.	Low	Ongoing	Operating, Grants
6.	Continue railroad inspections and improved designs at problem railway/roadway intersections (at grade crossings, rural signs/signals for RR crossing).	Low	Ongoing, As needed	Operating, Grants
7.	Use of designated truck routes and enforcement of weight and travel restrictions.	Low	Ongoing	Operating
8.	Ensure that there is a realistic, practiced transportation program in place to support the safe movement of vulnerable populations in case of a hazardous event.	Low	Ongoing	Operating
9.	Support the development of a robust, reliable, and resilient transit system and programs that will allow for transportation choice in the event of a hazardous event.	Low	Ongoing	Grants
10.	Support the ongoing need for Jackson County Airport-Reynolds Field maintenance, security, and safety projects and programs.	Low	Ongoing	Operating, Grants
11.	Safety training for transit, airplane, train operators, including simulated response exercises.	Low	Ongoing	Operating, Grants
12.	Using snow fences or "living snow fences" (rows of trees or vegetation) to limit blowing and drifting of snow over critical roadway segments.	Low	As needed	Grants

Conclusion

The JCHMP identified that Jackson County is particularly vulnerable to ice storms, snow storms, and tornadoes. Communities will likely focus on these issues, but should also proceed on disaster preparedness for all natural disasters. The communities within Jackson County should collaborate to ensure that the public, as well as the transportation system, is prepared to respond in the event of a natural disaster. By highlighting the goals,

objectives, and strategies in the JCHMP, the long range transportation plan demonstrates a reduction of vulnerability of the transportation system to natural disasters.

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