

# Executive Summary

---

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 (3-C) transportation planning program. This includes the development of a Long-Range Transportation Plan (LRTP) with a minimum horizon of 20 years that is fiscally constrained by reasonably available revenues.

The development and content of the plan is mandated by the federal transportation bill called the Infrastructure Investment and Jobs Act (IIJA), which is also referred to as the Bipartisan Infrastructure Bill. The last update of the Jackson MPO Long Range Transportation Plan was approved in June 2018. This update of the plan, with a horizon year of 2050, is required to meet federal transportation requirements. The JACTS 2050 LRTP was approved by the R2PC Board on December 6, 2023.

## Chapter 1: Introduction

An overview of the need for the transportation planning process and the Jackson MPO structure is in the plan's first chapter. This chapter explains how the federal government provides federal aid transportation funding as an incentive to complete this work and how local, state, and federal agencies work collaboratively to accomplish this task.

## Chapter 2: Vision, Goals, & Objectives

An important step in any planning effort is the development of a vision, goals, and objectives to support and to provide direction for the planning work to come. They can reflect the values and desires of the community and are valuable in measuring the effectiveness and success of the plans that are developed.

Federal legislation requires that the 2050 LRTP involves all levels of government and surface transportation modes. The plan's goals and objectives specifically align with federal requirements to ensure that the plan meets national initiatives and considers all modes of transportation and users. The Jackson MPO cannot implement projects or improvements to directly satisfy the stated goals and objectives, but can provide a forum for coordinated decisions to be made cooperatively between the City of Jackson and Jackson County for the vision, goals, and projects to be realized.

Jackson MPO plans are coordinated with state plans and the statewide planning process. The following goals were developed by the LRTP Steering Committee and then reviewed and affirmed by the JACTS TAC and Policy Committee. A complete representation of the plan's goals and objectives is in Chapter 2.

**Goal 1.** Increase the safety and security of the transportation system for motorized and non-motorized users.

**Goal 2.** Increase the accessibility and mobility options available to people and freight.

**Goal 3.** Emphasize the preservation of the existing transportation system.

**Goal 4.** 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.** Enhance the integration and connectivity of the transportation system across and between modes for people and freight.

**Goal 6.** Support the economic vitality of Jackson County by enabling global competitiveness, productivity, and efficiency.

**Goal 7.** Promote efficient system management and operation.

**Goal 8.** Encourage the public to become involved in the planning and development of transportation facilities and services.

**Goal 9.** Improve the resiliency and reliability of the transportation system and reduce or mitigate storm water impacts of surface transportation.

**Goal 10.** Enhance travel and tourism.

In developing the plan's goals and objectives, several existing plans, policies, goals, and objectives were considered as input, including:

- JACTS 2045 Long Range Transportation Plan
- Michigan Department of Transportation's (MDOT) Michigan 2045 Mobility Plan, which now includes MDOT's Freight and Rail Plans
- State of Michigan Strategic Highway Safety Plan.

These plans, along with others, are reviewed in Chapter 5.

### **Chapter 3: Public Participation & Consultation**

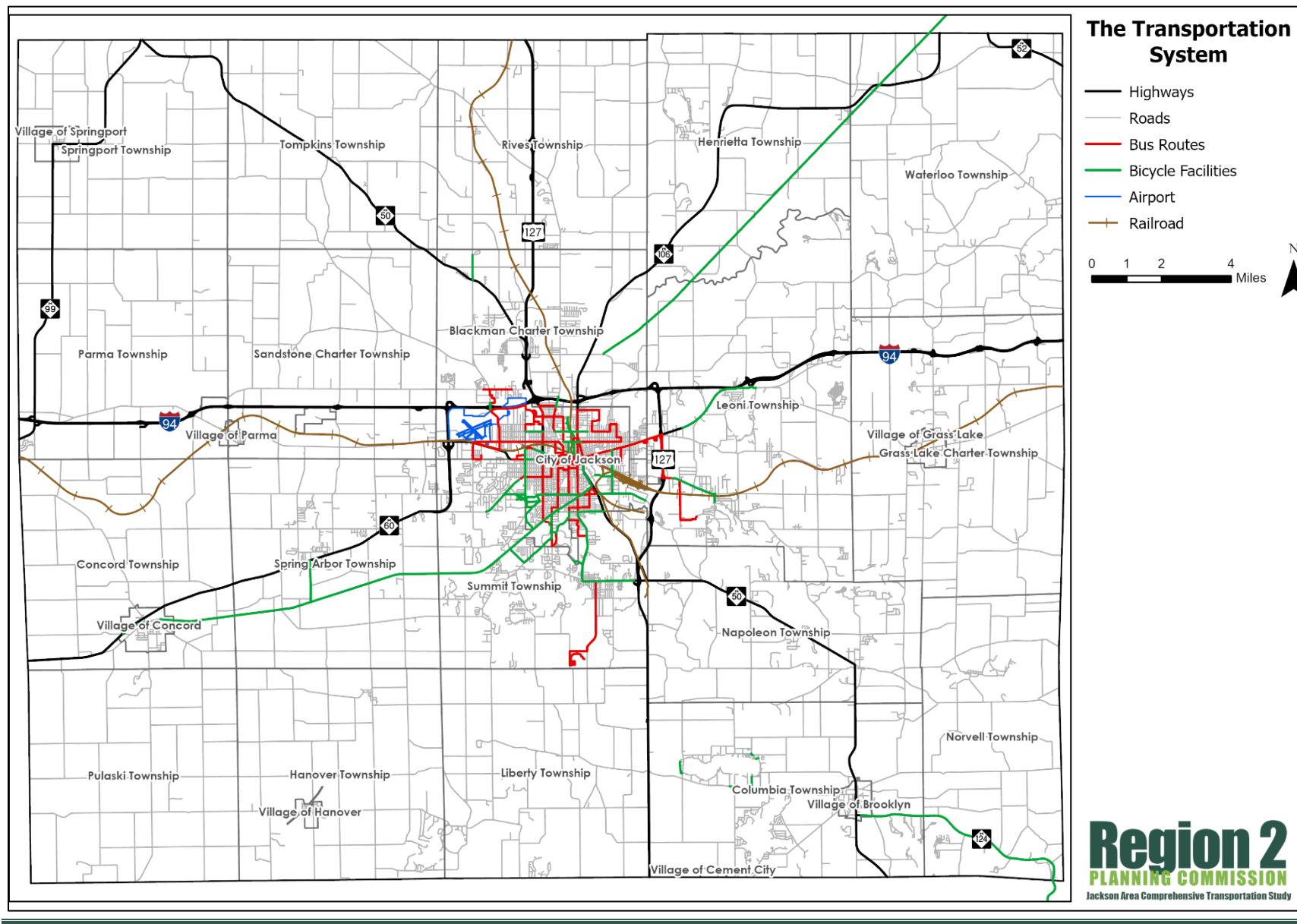
The Jackson MPO developed the required Public Participation Plan for the LRTP. The Jackson MPO provided updates relative to plan development throughout the process, including at monthly JACTS TAC and Policy Committee meetings, periodic 2050 LRTP Steering Committee meetings, and through email notifications to the project contact list. Public meetings and the 30-day public comment period on the final draft of the plan were made known through the Region 2 Planning Commission website and e-mail notifications.

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 impact them. A complete listing of contact agencies and organizations are in Chapter 3. The memorandum is found in Appendix A.

### **Chapter 4: The Existing Transportation System**

The modes of transportation reviewed in the plan are the road network, public transit, active transportation (walking and cycling), passenger rail, air transportation, freight (trucking, rail, and aircraft), and emerging technology within the transportation system, such as electric vehicles. The existing facilities, networks, policies, conditions, plans, forecasts, issues, and needs of each mode are recorded in Chapter 4 of the plan. A map of the transportation system is found on the next page.

Figure ES-1: The Transportation System



## **Chapter 5: Coordination with Statewide & Regional Plans**

The state's long range transportation plan, along with state and local transportation safety plans, are reviewed in this chapter. The plans must be reviewed to ensure that local and state plans align. Reviewed plans include the Michigan Mobility 2045 Plan, the 2023-2026 State of Michigan Strategic Highway Safety Plan, and the 2017 Regional Transportation Safety Plan which covers the counties of Hillsdale, Jackson, and Lenawee. The Jackson Area Transportation Authority (JATA), the local public transit agency, did not have a plan available to review at the time of this document's development.

## **Chapter 6: Performance Measures**

The federal transportation bill requires that transportation systems move toward a performance- and outcome-based program. The objective of this program is that the investment of resources in projects will be monitored, help drive investment, and fulfill national goals. Public transit authorities, like JATA, are also required to conduct performance-based planning.

As planning agencies around the country gain experience in working with the federally-required measures, tools will likely be developed to help agencies understand the impact that investments will have on outcomes. This will allow for the consideration of the tradeoffs in pursuing or focusing on one measure over another to produce results that are important to the stakeholders in the Jackson MPO. A review of where Jackson is in demonstrating performance-based planning is in Chapter 6.

## **Chapters 7, 8, & 9: The State of Socio-Economics & Travel Congestion for the Jackson MPO**

Socio-economic data from 2018 – population, households, and employment – were gathered, publically vetted, and analyzed to determine the model base year data for the plan's travel demand model. The model is used to develop a simulation of traffic volumes and conditions on Jackson roads. From that baseline information, the projection of future socio-economic data helps determine what future traffic volumes may be on local roads, and, therefore, is used to identify locations of future potential congestion (too many vehicles for the road design). These future potential congestion areas can help inform what major improvements may need to take place on the road network, which are called capacity improvement projects. Capacity improvement projects, a major component of the plan, come from this analysis

For Jackson, there are no future congestion issues projected on the road network that meet local, state or federal road expansion criteria in this modeled and publically vetted information. This means that a majority of finances will be spent on preserving and maintaining the existing road network in the Jackson MPO.

## **Chapter 10: Operational and Management Strategies**

MAP-21 requires that the Jackson MPO 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.” A number of transportation strategies have been identified to meet this requirement.

These strategies include: asset management, capital preventative maintenance, general maintenance, safety management, intelligent transportation systems, access management, congestion management, complete streets, pedestrian and non-motorized improvement, and public transit management.

**Figure ES-2**  
**Construction on Railroad Bridge over**  
**Mechanic Street**



## **Chapter 11: Financial Analysis & Constraints**

Federal legislation requires a review of the financial feasibility of projects and programs. The TIP project list is required to be *fiscally constrained*; that is, the cost of projects programmed in the FY 2023-2026 TIP cannot exceed the amount of funding *reasonably expected to be available* for surface transportation projects during the time period covered by the FY 2023-2026 TIP. The regulations require that all revenues and costs be inflated to “year of expenditure dollars.” In Tables ES-1 and ES-2, the fiscal constraint of the FY 2023-2026 TIP for highway and transit projects is shown for the Jackson MPO.

**Table ES-1**  
**Demonstration of Fiscal Constraint – Highway, FY 2023-2026 TIP**  
**(Amounts in millions of dollars)**

Funding Source	Funding Level	FY 2023	FY 2024	FY 2025	FY 2026	Total by Source
Congestion Mitigation & Air Quality Improvement Program (CMAQ), Estimated Available	Federal	\$9.90	\$10.10	\$10.30	\$10.51	\$40.80
Congestion Mitigation & Air Quality Improvement Program (CMAQ), Programmed	Federal	\$9.90	\$10.10	\$10.30	\$10.51	\$40.80
National Highway Performance Program (NHPP), Estimated Available	Federal	\$3.50	\$3.57	\$3.64	\$3.71	\$14.43
National Highway Performance Program (NHPP), Programmed	Federal	\$3.50	\$3.57	\$3.64	\$3.71	\$14.43
Surface Transportation Block Grant Program (STBG), Estimated Available	Federal	\$25.62	\$26.13	\$26.66	\$27.19	\$105.60
Surface Transportation Block Grant Program (STBG), Programmed	Federal	\$25.62	\$26.13	\$26.66	\$27.19	\$105.60
Transportation Alternatives Program (TAP), Estimated Available	Federal	\$1.39	\$1.42	\$1.45	\$1.48	\$5.73
Transportation Alternatives Program (TAP), Programmed	Federal	\$1.39	\$1.42	\$1.45	\$1.48	\$5.73
MTF and Other State Funding, Estimated Available	State	\$6.10	\$6.22	\$6.35	\$6.47	\$25.14
MTF and Other State Funding, Programmed	State	\$6.10	\$6.22	\$6.35	\$6.47	\$25.14
Local Funding, Estimated Available	Local	\$5.22	\$5.32	\$5.43	\$5.54	\$21.51
Local Funding, Programmed	Local	\$5.22	\$5.32	\$5.43	\$5.54	\$21.51
<b>Total, All Sources, Estimated Available</b>	N/A	<b>\$51.73</b>	<b>\$52.76</b>	<b>\$53.82</b>	<b>\$54.90</b>	<b>\$213.21</b>
<b>Total, All Sources, Programmed</b>	N/A	<b>\$51.73</b>	<b>\$52.76</b>	<b>\$53.82</b>	<b>\$54.90</b>	<b>\$213.21</b>

The total expenditures are within the total federal, state, and local revenues estimated for the Plan. These are projected for all four fiscal years of the FY 2023-2026 TIP. For more details, see Chapter 11.

**Table ES-2**  
**Demonstration of Fiscal Constraint – Transit, FY 2023-2026 TIP**  
**(Amounts in millions of dollars)**

<b>Funding Source</b>	<b>Funding Level</b>	<b>FY 2023</b>	<b>FY 2024</b>	<b>FY 2025</b>	<b>FY 2026</b>	<b>Total by Source</b>
Section 5307 Urbanized Area Formula Program, Estimated Available	Federal	\$12.60	\$12.85	\$13.11	\$13.37	\$51.93
Section 5307 Urbanized Area Formula Program, Programmed	Federal	\$12.60	\$12.85	\$13.11	\$13.37	\$51.93
Section 5310 Enhanced Mobility of Seniors & People with Disabilities, Estimated Available	Federal	\$7.71	\$7.86	\$8.02	\$8.18	\$31.78
Section 5310 Enhanced Mobility of Seniors & People with Disabilities, Programmed	Federal	\$7.71	\$7.86	\$8.02	\$8.18	\$31.78
Section 5311 Formula Grants for Rural Areas, Estimated Available	Federal	\$4.12	\$4.20	\$4.29	\$4.37	\$16.98
Section 5311 Formula Grants for Rural Areas, Programmed	Federal	\$4.12	\$4.20	\$4.29	\$4.37	\$16.98
Section 5339 Bus and Bus Facilities, Estimated Available	Federal	\$2.60	\$2.65	\$2.71	\$2.76	\$10.72
Section 5339 Bus and Bus Facilities, Programmed	Federal	\$2.60	\$2.65	\$2.71	\$2.76	\$10.72
CTF and Other State Funding, Estimated Available	State	\$6.10	\$6.22	\$6.35	\$6.47	\$25.14
CTF and Other State Funding, Programmed	State	\$6.10	\$6.22	\$6.35	\$6.47	\$25.14
Local Funding, Estimated Available	Local	\$5.22	\$5.32	\$5.43	\$5.54	\$21.51
Local Funding, Programmed	Local	\$5.22	\$5.32	\$5.43	\$5.54	\$21.51
<b>Total, All Sources, Estimated Available</b>	N/A	<b>\$38.35</b>	<b>\$39.12</b>	<b>\$39.90</b>	<b>\$40.70</b>	<b>\$158.06</b>
<b>Total, All Sources, Programmed</b>	N/A	<b>\$38.35</b>	<b>\$39.12</b>	<b>\$39.90</b>	<b>\$40.70</b>	<b>\$158.06</b>

## **Chapter 12: Equity & Environmental Justice**

In accordance with federal guidelines on Environmental Justice, there is a focus on the need to incorporate environmental justice principles into the transportation planning process. This is a regular component of the planning process and Transportation Improvement Program (TIP) evaluation. The analysis shows that there will be impacts to non-minority as well as minority and low-income populations as a result of the capacity improvement projects. 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 0.10 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. More information can be found in Chapter 12.

### **Chapter 13: Environmental Mitigation**

MAP-21 requires that the plan includes a review of potential environmental mitigation activities and potential areas to carry out these activities. Areas of concern include: farmlands, wetlands, drainage, flood plains, threatened and endangered species, impaired streams and other water bodies, air quality, and noise. The goal of the process is to eliminate or minimize environmental impacts from transportation projects. Addressing this issue in the plan is not intended to be project specific, and the owners of any future project are still required to meet all of the necessary requirements of the National Environmental Policy Act (NEPA) process.

### **Chapter 14: Emergency Management & Natural Disasters**

The FAST Act requires that the Jackson MPO consider how natural disasters may impact local governments, transportation agencies, and the transportation system. The chapter includes a thorough review of existing plans, policies, and formal and informal agreements that have been used by area agencies in times of distress. There are also a set of recommendations to help improve coordination and management of the transportation system.

**Figure ES-3**  
**Ice Storm Damage in Jackson**

