

FISCAL YEARS 2026-2029 TRANSPORTATION IMPROVEMENT PROGRAM

for the
Jackson Metropolitan Area
Jackson County, Michigan



JACTS

JACKSON AREA COMPREHENSIVE TRANSPORTATION STUDY

Region 2 Planning Commission
120 W. Michigan Avenue
Jackson, MI 49201
517.788.4426
www.region2planning.com

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This document was prepared by the Region 2 Planning Commission in cooperation with the Michigan Department of Transportation, Jackson County Department of Transportation, Jackson Area Transportation Authority, and local jurisdictions. This report was funded in part through grants from the Federal Highway Administration, Federal Transit Administration, and U.S. Department of Transportation. The views and opinions of the Region 2 Planning Commission expressed herein do not necessarily state or reflect those of the U. S. Department of Transportation.

Region 2
PLANNING COMMISSION

Serving Hillsdale, Jackson & Lenawee Counties

Region 2 Planning Commission

120 W. Michigan Avenue

Jackson, MI 49201

517.788.4426 (phone)

517.788.4635 (fax)

www.region2planning.com

Adopted: June 18, 2025

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JACKSON AREA COMPREHENSIVE TRANSPORTATION STUDY

TECHNICAL ADVISORY COMMITTEE MEMBERS

Charlie Briner, Jackson County Department of Transportation
Robert Caldwell, Jackson County Department of Transportation
Hunter Causie, Jackson Area Transportation Authority
Jeff Crow, City of Jackson Engineering
Brett Gatz, Region 2 Planning Commission
Debbie Kelly, Accelerate Jackson County
Mark Kloha, Michigan Department of Transportation – Statewide Planning
Angela Kline, Jackson County Department of Transportation (Chair)
Jack Ripstra, Local Government Representative
Andrea Strach, Michigan Department of Transportation – University Region
Kelby Wallace, Michigan Department of Transportation – Jackson TSC
Troy White, City of Jackson Engineering (Vice-Chair)
Juan Zapata, Jackson County Airport – Reynolds Field

POLICY COMMITTEE MEMBERS

Heather Bowden, Michigan Department of Transportation
Michael Brown, Jackson Area Transportation Authority
Cameron Carr, Jackson County Airport Board
Jonathan Greene, City of Jackson
David Herlein, Spring Arbor Township
Pete Jancek, Blackman Charter Township (Vice-Chair)
Mike Jester, Leoni Township
Angela Kline, JACTS Technical Advisory Committee
Mike Overton, Jackson County Department of Transportation
Tim Pickett, City of Jackson
James Shotwell, Jackson County Board of Commissioners (Chair)
Mike Trudell, Summit Township
Margie Walz, Region 2 Planning Commission
Dan Wymer, Napoleon Township

STAFF

Jacob Hurt, Executive Director
Brett Gatz, Planner

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JACTS

INTRODUCTION

INTRODUCTION

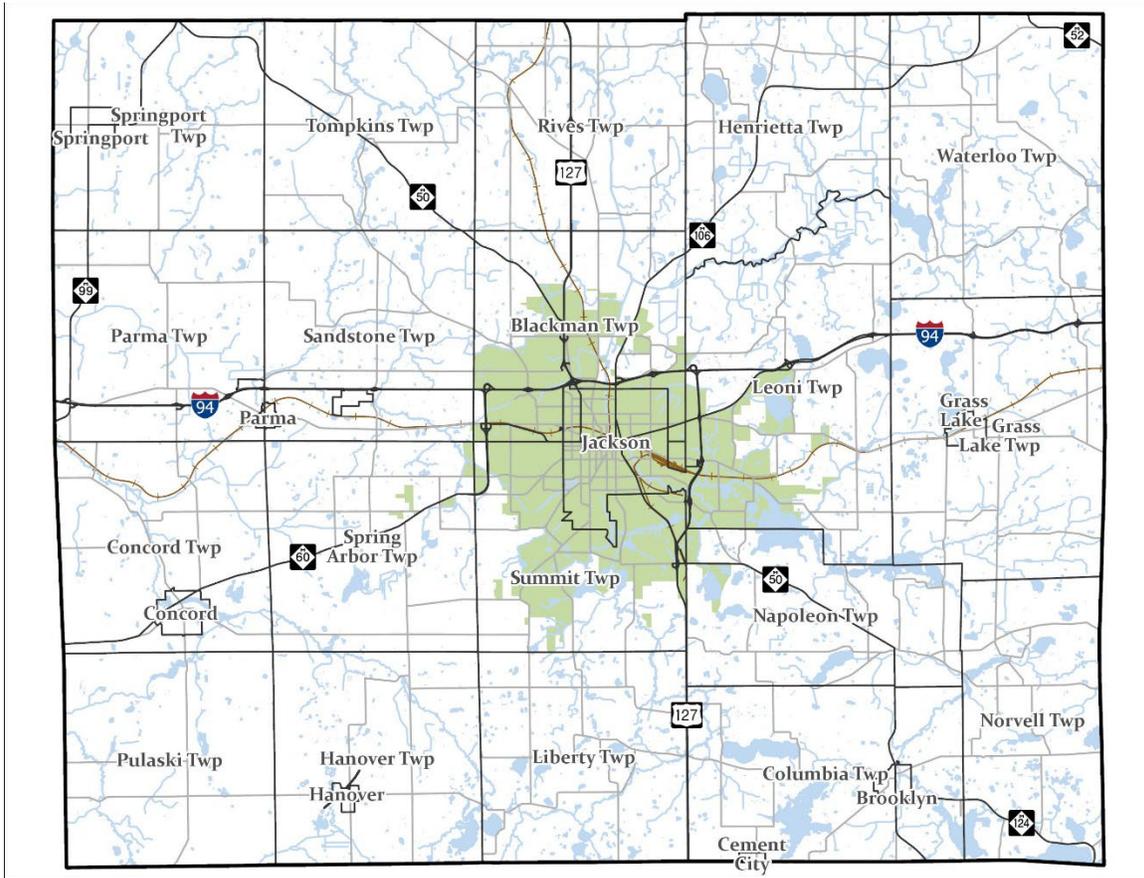
As required by the Federal Transportation Bill *Infrastructure Investment and Jobs Act (IIJA)* of 2021 and 23 USC 134(a) and (h)/FTA-Sec 8(a) and (h), the Jackson Area Comprehensive Transportation Study (JACTS), as the state-designated Metropolitan Planning Organization (MPO), has prepared the fiscal years 2026 through 2029 Transportation Improvement Program (TIP) for the Jackson Urbanized Area. For the purpose of urban transportation planning activities, JACTS covers the Jackson Metropolitan Area Boundary (MAB), which includes the entirety of Jackson County. The 2020 U.S. Census indicated that Jackson County has a population of 160,366 persons.

The TIP is a management tool for structuring metropolitan transportation-related projects and is the agreed upon list of specific priority projects for Jackson County. The TIP lists all the projects that intend to use federal funds, along with any non-federally funded projects that are regionally significant. The list is multi-modal, including traditional highway and public transit projects, as well as those relating to bicycles and pedestrians. It is a program and schedule of intended transportation improvements, or continuation of current activities, covering a 4-year period and must be consistent with the JACTS 2050 Long Range Transportation Plan (LRTP). The LRTP is a 20-year plus program that considers the present and future needs of the urbanized area in relation to its transportation system. The projects programmed in the TIP are selected from the LRTP based on need, local initiative, and requirements of the IIJA.

The IIJA legislation further requires that the TIP include a financial analysis demonstrating that sufficient funding is available to implement the projects programmed based upon realistic estimates of available revenue, and to identify the costs, funding sources and implementation schedules associated with each transportation project. Only those projects for which construction and /or operating funds have been identified may be included in the TIP. The IIJA also requires there be reasonable opportunity for public comment throughout the TIP development process, and that the comments and information gained through public input be considered when compiling the TIP.

The TIP is developed through a cooperative planning process conducted by the Jackson Area Comprehensive Transportation Study (JACTS), as the state-designated metropolitan planning organization (MPO) for Jackson County. The transportation implementation agencies within the JACTS study area include the City of Jackson; the Villages of Brooklyn, Cement City (partial) Concord, Grass Lake, Hanover, Parma, and Springport; the Jackson County Department of Transportation (JCDOT); the Jackson Area Transportation Authority (JATA); and the Michigan Department of Transportation (MDOT). Each of these agencies developed project lists derived from previous long and short-range transportation plans based on their adopted submittal criteria. These agencies also provided revenue/expenditure sources and amounts on an annual basis for the 4-year period. R2PC staff compiled the information into this document for presentation to the JACTS Technical Advisory Committee (TAC) and Policy Committee. The JACTS committees reviewed and prioritized the projects with respect to previously adopted JACTS standards. In following the guidelines as set forth in the JACTS Public Participation Plan (PPP), JACTS offered appropriate opportunities for interested parties and the public to comment on individual projects, or the whole program, during the development and prior to formal approval by the Policy Committee (see Appendix B).

Map 1 - Overview Map



JACKSON AREA COMPREHENSIVE TRANSPORTATION STUDY

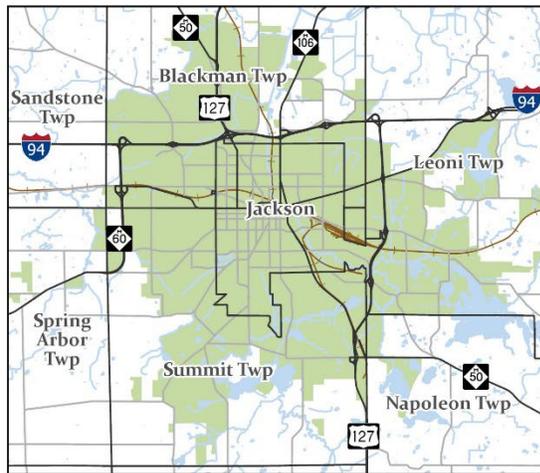
OVERVIEW MAP

- Jackson Urbanized Area
- Jackson MPO Boundary

0 2 4 6 Miles

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The JACTS Fiscal Year (FY) 2026-2029 Transportation Improvement Program (TIP) document consists of:

- The JACTS project selection and prioritization process.
- A listing of the federally-funded and regionally-significant projects proposed for the Jackson metropolitan area (Jackson County) including highway, road, bridge, and non-motorized improvements and transit operating assistance and capital projects. For each fiscal year, the project description, proposed improvement, cost, and implementing jurisdiction are listed.
- A financial plan that demonstrates fiscal constraint between project allocations and program revenues.
- An overview of the JACTS public participation activities (see Appendix B) including the agency consultation efforts and the Demographic Analysis of the programmed TIP projects.

The JACTS implementing agencies that have projects programmed in the FY 2026-2029 TIP have indicated that sufficient matching funds will be available to complete the federal-aid projects programmed. Those agencies include the City of Jackson, JCDOT, JATA, and MDOT.

In summary, the JACTS FY 2026-2029 TIP presents a coordinated and fiscally constrained schedule of capital improvement projects that support and strengthen economic development initiatives in Jackson County. The document identifies necessary projects for rehabilitation and reconstruction that will improve the metropolitan area's existing transportation infrastructure and provide for increased efficiency and safety. Moreover, the projects included in the JACTS FY 2026-2029 TIP reflect the community's shared goals and interests and a commitment between the participating agencies to develop and maintain the area's transportation system in a manner consistent with federal regulations.

Completed Fiscal Years 2023–2026 TIP Projects

The JACTS FY 2023-2026 TIP was adopted on July 14, 2022. Per the IIJA legislation, under CFR 23, Section 450.324, the TIP should "*list the major projects from the TIP that were implemented and any significant delays in the planned implementation of major projects.*" During the time period covering the previous FY 2023-2026 TIP, the implementing agencies have either completed, are currently underway, or have the federal funds obligated for the following projects:

Completed Major Projects

- Brown St. (Morrell St. to Michigan Ave) – Road Rehabilitation
- Badgley Rd. (Horton Rd. to Stonewall Rd.) – Road Rehabilitation
- US-127 (I-94 to M-50) – Freeway Signing Update

Projects Delayed

- US-127 North (North of Henry Rd. to Jackson/Ingham County Line)

JACTS **PROJECT SELECTION PROCESS**

PROJECT SELECTION PROCESS

The development of the TIP requires the cooperation and coordination among several levels of local and state government, as well as citizen input (see Appendix B). Projects to be included in the TIP, whether highway or transit oriented, are proposed by the various implementing agencies and reviewed by various committees and the public prior to being recommended and approved by the JACTS TAC and Policy Committee.

The following policy has been prepared to establish an objective method of selecting federally-funded transportation projects on the basis of local priorities.

Project selection is the responsibility of the MPO and, although this task is delegated to several committees, the final decision rests with the JACTS Policy Committee as the state-designated MPO for the Jackson Urbanized Area.

The selection process is a progression of projects from the JACTS 2050 LRTP and the management systems to the TIP. The oversight of this process is through the Urban and Rural TIP subcommittees. The designated subcommittees are comprised of TAC members representing the Act 51 agencies in Jackson County eligible to receive Urban and/or Rural Surface Transportation Program (STP) funds. Urban STP funds are only programmed on projects within the U.S. Census designated Jackson Urbanized Area Boundary (UAB), while the Rural STP and Transportation Economic Development Fund-Category D (TEDF-D) funds are used for projects located in Jackson County outside the UAB.

Local project selection is based on a number of factors including JACTS TAC and Policy Committee input, public input, annual average daily traffic (AADT) volumes, pavement condition [Pavement Surface Evaluation and Rating (PASER)], crash history and safety, system improvement/system completion, financial resources, and to address capacity deficiencies as identified in the JACTS 2050 Long Range Transportation Plan. The Vision, Goals, and Objectives of the LRTP also influence project selection.

The IJA requires that Transportation Performance Measures (TPM) are used for project selection. TPMs are outlined in further detail beginning on page 9.

In addition to local project selection, the JACTS committees prioritize the Urban and Rural STP projects by fiscal year and funding category prior to the finalization of the TIP. Due to the small amount of funding available for local projects, JACTS does not have an extensive or involved project prioritization process. The JACTS TAC prioritizes the projects based on how each project will enhance the entire transportation system and the overall benefit to the roadway system and users in general. During this review, the amount of available local matching funds by the implementing agencies for the projects is taken into account. The TAC then recommends to the Policy Committee the prioritized projects for inclusion in the TIP. The design and subsequent scheduling of the projects for programming is the responsibility of the appropriate agency having jurisdiction over the proposed project. The JACTS committees are informed routinely by the local agencies regarding the current fiscal year's project status and availability for funding commitment.

The project activities that are funded through the local STP include project construction costs and transit capital expenses. Preliminary and construction engineering costs, utility replacement or installation, right-of-way acquisition, sidewalks, etc. are not eligible expenses for reimbursement and are the responsibility of the implementing agency. In preparing plans,

specifications, and estimates for all federally-funded transportation projects, all jurisdictions utilize sound engineering procedures and take into consideration improvement of the roadway surface as well as address safety concerns.

All projects programmed for funding in the TIP must include the following information:

1. Responsible agency having jurisdiction over the proposed project
2. Project name
3. Project limits
4. Project length (if applicable)
5. Primary work type
6. Description of the proposed project
7. Project phase
8. Whether or not the project is Advance Construction (AC) or Advance Construction Conversion (ACC)
9. Project costs and source(s) of funds
10. MDOT job identification number

All projects included in the TIP must also be consistent with federal, state, and local revenue projections or fund balances. Although projects may be moved among years of an approved TIP, the available revenue must remain within the fiscal year it was originally allocated. If additional federal funds are needed or requested by an agency for a previously programmed project, the implementing agency must request an amendment or an administrative adjustment to the TIP.

JACTS TIP Amendment/Administrative Modification Policy

Due to the changing nature of projects as they progress through the implementation process, the TIP may require project changes as circumstances dictate. Federal regulations (Section 23 CFR 450.326) require MPOs to have clearly defined criteria outlining the procedures for amending the TIP and procedures for making administrative modifications.

The following Amendment/Administrative Modification Policy was adopted by R2PC and the JACTS committees in April 2007:

This section is intended to define project changes that require formal MPO action, state review, and federal approval defined as **amendments**; and those changes, or **administrative modifications**, that do not require formal approval or action by the MPO, state, or federal agencies. However, regardless of the type of change to the TIP, all modifications must be consistent with the financial constraint requirements, the JACTS 2050 Long Range Transportation Plan, Federal Title VI requirements, and the JACTS Public Participation Plan procedures for public involvement.

Amendments

A formal TIP Amendment is required by the MPO prior to obtaining Federal authorization for funding. Amendments require formal MPO action, State review, and Federal approval. TIP amendments are required when any of the following revisions are proposed to an approved TIP:

1. Adding a new federally-funded project to the TIP.
2. Deleting a federally-funded project from an approved TIP.
3. A major change in project cost (based on MPO policy - a cost increase or decrease equal to 25% or more of the total funding resulting from inflation or an incorrect engineering estimate).
4. A change in the funding source (e.g. changing a non-federally funded project to a federally-funded project).

5. A change in the project design concept or design scope (e.g. the cost of the project remains the same, however, substantially less, more, or different type of work is to be performed). This would also include adding an additional phase to a programmed project (e.g. preliminary engineering, right-of-way, construction) or as a new project; a change in the number of thru-lanes; or an adjustment to the project termini exceeding ¼ mile.

Administrative Modifications

Administrative Modifications are adjustments to an approved TIP and do not require formal approval or action by the federal agencies or the JACTS committees. Under this policy, the JACTS program director has the authorization to approve administrative modifications to the TIP that meet any of the following criteria:

1. A minor modification in project cost amounting to less than 25% of the total phase cost.
2. A minor change in funding source (e.g. moving from one federal funding source to another federal source).
3. Project selection (moving a project from an out year of an approved TIP to the current TIP year provided there is adequate revenue in the current year to accommodate the project; however, if there is inadequate revenue to accommodate the project in the current year, a project (or projects) must be moved to the out-year in order to off-set the cost).

(On June 11, 1998, the MPO approved a process for advancing projects in an approved TIP. Due to the uncertainty of the federal funds that may be available for programming projects in a 4-year time period, and the need to maintain flexibility in the management of the capital program, the MPO project selection process considers all federal, state, and local projects in the first 2 years of the approved TIP as being selected. Projects programmed in the out years of the TIP may be advanced with verbal approval of the MPO staff after consultation with the affected Act 51 agencies.)

4. A revision that does not require public review/comment or another demonstration of financial constraint (e.g. correction of a misprint or data entry error; a revision or clarification of a project description without changing the project scope).
5. Projects reviewed and adopted by the JACTS Committees and included on an Illustrative, or non-funded, project list may also be moved administratively into an adopted TIP if, and when, funding for the project is identified.

Although Administrative Modifications do not require formal federal approval, the MPO is required to notify MDOT and the Federal Highway Administration (FHWA) of any changes to the TIP list of projects and to submit a revised financial constraint table. The modifications will be submitted quarterly, or in conjunction with the next formal TIP amendment, whichever occurs first.

The JACTS TAC and Policy Committee shall be advised of any administrative modifications at their next regularly scheduled meetings for information purposes only.

JACTS

**TRANSPORTATION PERFORMANCE
MEASURES (TPMs)**

Performance Management and the TIP

A key feature of the Infrastructure Investment and Jobs Act (IIJA) is the establishment of a performance and outcome based program, originally introduced through the Moving Ahead for Progress in the 21st Century (MAP-21) Act. The objective of a performance-based program is for states and MPOs to invest resources in projects that collectively will make progress toward the achievement of national goals. 23 CFR 490 outlines the seven areas in which performance goals are required, including: safety, infrastructure condition, congestion reduction, system reliability, freight movement, environmental sustainability, and reduced project delivery delay.

Performance Measures

The regulations required the U.S. Department of Transportation (USDOT) and FHWA to establish final rules on performance measures resulted in the following measures for the transportation system, including:

1. Pavement Condition – on the Interstate and Non-Interstate National Highway System (NHS)
2. System Reliability – on the Interstate and Non-Interstate NHS
3. Bridge Condition – on the Interstate and Non-Interstate NHS
4. Fatalities and Serious Injury
 - a. Number and Rate per vehicle mile traveled on public roads
 - b. Bicycle and Pedestrian Fatalities and Serious Injuries
5. Traffic Congestion
6. On-Road Mobile Source Emissions
7. Freight Movement – on the Interstate System

The Federal Transit Administration (FTA) was charged with developing a rule establishing a strategic and systematic process of operating, maintaining, and improving public capital assets effectively through their life cycle. The Transit Asset Management Final Rule 49 CFR part 626 became effective October 1, 2016, and established four performance measures. The performance management requirements outlined are a minimum standard for transit operators and involved measuring and monitoring the following:

1. Rolling Stock – vehicles used for providing public transportation, revenue and non-revenue
2. Equipment – a self-propelled maintenance vehicle or construction vehicle
3. Facilities – building or structure used in providing public transportation (e.g. bus transfer center)

Urban transit agencies are also required (under 49 CFR Part 673) to develop and provide to the MPOs a Public Transit Agency Safety Plan (PTASP), which is to include transit safety performance measures and targets.

Performance Targets

State Targets:

Within one year of the U.S. Department of Transportation final rule on performance measures, states are required to set performance targets in support of those measures. States may set different performance targets for urbanized and rural areas. To ensure consistency each state must, to the maximum extent practicable:

- Coordinate with an MPO when setting performance targets for the area represented by that MPO
- Coordinate with public transportation providers when setting performance targets in an urbanized area not represented by an MPO [§1202; 23 USC 135(d)(2)(B)]

The Statewide Transportation Improvement Program (STIP), state asset management plans under the National Highway Performance Program, and state performance plans under the Congestion Mitigation and Air Quality (CMAQ) Improvement program are required to include performance targets. State and MPO targets should be included in statewide transportation plans.

MPO Targets:

Within 180 days of the state and/or providers of public transportation setting performance targets, MPOs are required to set performance targets in relation to the performance measures (where applicable). To ensure consistency, each MPO must, to the maximum extent practicable, coordinate with the relevant state and public transportation providers when setting performance targets. MPO LRTPs and TIPs are required to include state and MPO targets.

Performance-Based Planning for the Jackson Area Comprehensive Transportation Study

JACTS has several systems in place to address the mandate. JACTS participates in the MDOT sponsored collection of pavement condition data on federal-aid eligible roads through the asset management program which provides JACTS with current and historic pavement condition data. MDOT also collects data through the Highway Performance Monitoring System (HPMS). JACTS has access to detailed crash data through the Traffic Crash Analysis Tool program through the Transportation Improvement Association of Michigan and through the Crash Facts program of the Michigan State Police/Office of Highway Traffic Safety.

Most of the performance targets are directed at the National Highway System (NHS). JACTS will coordinate with MDOT on the state-owned portion of the NHS in the development of targets for roads in the JACTS area that are subject to the NHS-based performance targets. JACTS will choose to support the state targets as its official response for the performance measures. Any road designated as NHS which is under local jurisdiction will be assessed in conjunction with the responsible road agency. The issues of separate targets for the MPO will be decided by the JACTS Policy Committee, based on the recommendations from the JACTS TAC and R2PC staff.

In the process of developing future LRTPs and TIPs, once targets are established, JACTS will assess the impact of any proposed project on the performance measures area and target. This will be done using the best resources available. Projects providing a high level of benefit in

meeting identified performance targets may be considered for priority in programming, based on the goals and objectives and measure of the Long Range Transportation Plan.

MPO Target Setting

Safety:

Safety performance measures are the first performance area that targets are required. MDOT safety targets for calendar year 2025 were set by the state on August 31, 2024 and the MPOs had 180 days to set the 2025 targets. The safety target due date was February 27, 2025. On November 21, 2024 the JACTS Policy Committee voted to support and adopt the state targets for the five safety categories. Safety targets are required to be developed by the state and responded to by JACTS annually. The table below contains the Safety Performance Measures adopted by JACTS for calendar year 2025.

Michigan State Safety Targets – Calendar Year 2025

Safety Performance Measure	Baseline Condition	Calendar Year 2025 State Safety Target
Fatalities	1,085.2	1,098.0
Fatality Rate	1.037	1.113
Serious Injuries	5,727.8	5,770.1
Serious Injury Rate	5.988	5.850
Non-motorized Fatalities & Serious Injuries	743.0	728.3

JACTS has limited access to federal safety funds from the state. As a result, JACTS’s local agencies apply annually for consideration of funding for safety projects from a statewide pool of safety funds. The criteria for project selection at the state level are heavily weighted toward projects impacting fatality and serious injury crash locations. Fortunately, for the JACTS area, the fatality number is low and random in nature. JACTS supports the local agencies when they decide to apply for safety funding, and will add any selected project to the TIP as soon as a positive funding determine had been made by MDOT.

A Regional Traffic Safety Plan was completed for R2PC by a consultant retained by MDOT. The plan recommended that safety projects target certain emphasis areas. The identification of emphasis areas was determined by a review and analysis of historical crash and safety data and stakeholder and public input.

The overarching goal of the Regional Traffic Safety Plan is the reduction of fatal and serious injury crashes within Hillsdale, Jackson, and Lenawee Counties which form the region boundaries. The vision and mission of the plan are guided by the Strategic Highway Safety Plan (SHSP) and are as follows: “Move towards zero deaths” and “Improve traffic safety on local

roads by fostering improved safety, communication, coordination, collaboration, and education within the three counties.” The document is intended to provide guidance to local agencies regarding local areas of concern.

Three goals for the three-county area were created based on crash history data in the region and concerns raised by local stakeholders:

- Identify three safety partners to increase awareness.
- Reduce traffic fatality crash rates per 100 million vehicle miles travelled (MVMT) from .0035 in 2015 to .0026 in 2025.
- Reduce serious traffic injury crash rates per 100MVMT from .0148 in 2015 to .0081 in 2025.

The plan identifies six region-wide emphasis areas:

- At-risk driver age groups
- Driver behavior
- Impaired drivers
- Intersection related
- Non-motorized
- Single vehicle crashes

Since these were developed at regional level, it is not possible to break out the data for the Jackson MPO.

Pavement:

Federal regulations require that states measure, monitor, and set goals for pavement performance based on a composite of metrics. The four pavement conditions metrics are: International Roughness Index (IRI), Cracking percent, Rutting, and Faulting as reported by each state to the Highway Performance Monitoring System (HPMS) database. IRI and cracking percent are metrics for all roads. Rutting is only applicable to asphalt, and faulting is only measured for jointed concrete. The rule applies to the NHS, which includes the interstate and non-interstate system.

MDOT established 2-year and 4-year targets for a 4-year performance period for pavement conditions on the NHS in response to federal regulations. The first 4-year performance period began on January 1, 2018 and ended on December 31, 2021. MDOT’s target reporting for the first 4-year performance period was due on May 20, 2018. The second 4-year performance period began on January 1, 2022 and will end on December 31, 2025. There are a total of three progress reports due within the 4-year performance periods:

- A Baseline Performance Report
 - 1st 4-Year Performance Period – due October 1, 2018
 - 2nd 4-Year Performance Period - due October 1, 2022
- A Mid-Performance Period Progress Report
 - 1st 4-Year Performance Period - due October 1, 2020
 - 2nd 4-Year Performance Period - due October 1, 2024
- A Full Performance Period Progress Report

- 1st 4-Year Performance Period - due October 1, 2022
- 2nd 4-Year Performance Period - due October 1, 2026

FHWA will determine if progress has been made from report to report. Based on the pavement condition metrics and the rating of roads along a metric value range, there are four measures that will be used to assess pavement condition.

- % of Interstate pavement in Good Condition
- % of Interstate pavement in Poor Condition
- % of Non-Interstate NHS pavement in Good Condition
- % of Non-Interstate NHS pavement in Poor Condition

As the MPO for the Jackson metropolitan area, JACTS is required to establish 2-year and 4-year targets for the measures. On March 20, 2025 the JACTS Policy Committee voted to support and adopt the state targets. The table below contains the Pavement Condition Performance Measures adopted by JACTS, which includes baseline conditions (CY 2022-2025), 2-year targets and 4-year targets.

Michigan State Pavement Baseline Conditions, 2-Year Targets and 4-Year Targets

Pavement Condition Performance Measure	Baseline Condition 2022-2025	2-Year Target	4-Year Target
% of Interstate Pavement in Good Condition	70.4%	59.2%	56.7%
% of Interstate Pavement in Poor Condition	1.8%	5.0%	5.0%
% of Non-Interstate NHS Pavement in Good Condition	41.6%	33.1%	33.1%
% of Non-Interstate NHS Pavement in Poor Condition	8.9%	10.0%	10.0%

Bridge:

MDOT is required to establish 2-year and 4-year targets for a 4-year performance period for the condition of infrastructure assets. MDOT established its statewide targets by December 14, 2022. As with the pavement conditions reporting, MDOT will be required to submit period reports to FHWA:

- A Baseline Performance Report
 - 1st 4-Year Performance Period - due October 1, 2018
 - 2nd 4-Year Performance Period - due October 1, 2022
- A Mid-Performance Period Progress Report
 - 1st 4-Year Performance Period - due October 1, 2020
 - 2nd 4-Year Performance Period - due October 1, 2024
- A Full Performance Period Progress Report
 - 1st 4-Year Performance Period - due October 1, 2022
 - 2nd 4-Year Performance Period - due October 1, 2026

The performance measures for assessing the bridge include:

- % of NHS bridges in Good Condition
- % of NHS bridges in Poor Condition

JACTS is required to establish 2-year and 4-year targets for the measures. JACTS established targets by supporting state targets. On March 20, 2025 the JACTS Policy Committee voted to support and adopt the state targets. The table below contains JACTS’s Bridge Condition Performance Measures, which includes baseline conditions (CY 2022-2025), 2-year targets and 4-year targets.

Michigan State Bridge Baseline Conditions, 2-Year Targets and 4-Year Targets

Bridge Condition Performance Measure	Baseline Condition 2022-2025	2-Year Target	4-Year Target
NHS Deck Area in Good Condition	22.1%	15.2%	12.8%
NHS Deck Area in Poor Condition	7.0%	6.8%	5.8%

System Performance of the NHS and Freight

MDOT is assessing the best way to address the travel time reliability measure associated with interstate travel, non-interstate NHS travel, and truck travel. The state set targets for this category on December 14, 2022. On March 20, 2025, the JACTS Policy Committee voted to support and adopt the state targets. System reliability targets are required to be developed by the state and responded to by the JACTS every two years. The table below contains JACTS’s System Reliability Performance Measures, which includes baseline conditions (CY 2022-2025), 2-year targets and 4-year targets.

Michigan State System Reliability Baseline Conditions, 2-Year Targets and 4-Year Targets

System Reliability Performance Measure	Baseline Condition 2022-2025	2-Year Target	4-Year Target
Level of Travel Time Reliability of Interstate	97.1%	80.0%	80.0%
Level of Travel Time Reliability of the Non-Interstate NHS	94.4%	75.0%	75.0%
Freight Reliability Measure on the Interstate	1.31	1.60	1.60

Congestion Mitigation and Air Quality (CMAQ)

The Jackson MPO area does not qualify for this measure because the population is less than the 200,000 threshold.

NHS Asset Management Plan

MDOT is required to develop an Asset Management Plan for the NHS that includes:

- Pavement and Bridge inventory and conditions on the NHS
- Objectives and Measures
- Performance gap identification
- Life-cycle cost and risk management analysis
- A financial plan
- Investment strategies

USDOT has set minimum standards for states to use in developing and operating bridge management systems and pavement management systems.

The Performance Report for JACTS was in the 2050 JACTS Long Range Transportation Plan that was approved and adopted on December 6, 2023.

Transit Performance Measures and Targets

There is one small urban transit provider in the MPO area, the Jackson Area Transportation Authority (JATA). JATA is a direct recipient of funds from the Federal Transit Administration. JATA is identified as a Tier II recipient under the current federal legislation and has developed Performance Targets for 2025 in the table below.

Jackson Area Transportation Authority (JATA) Performance Targets for 2025

Asset Category	Asset Class	Sub-Asset	Useful Life	Performance Measure	Target	Current	Ratio
Rolling Stock	Buses	25 feet +	14 years	% of fleet exceeds default useful life benchmark	50%	66%	12/18
		Cutaway	10 years		50%	75%	3/4
	Vans	Med-Duty	8 years		50%	42%	5/12
		Light Duty	8 years		50%	100%	9/9
	Automobile	N/A	8 years		50%	0%	0/5
Non-Revenue Vehicles	Maintenance / Utility	N/A	Varies	% of fleet exceeds default useful life benchmark	50%	80%	4/5
Facilities	Support Facilities	Admin. & Maintenance Facilities	N/A	% of facilities rated under 3.0 on TERM scale	50%	0%	N/A
	Passenger Facilities	Downtown Transfer Center	N/A		100%	0%	N/A
Infrastructure	N/A	N/A	N/A	N/A	N/A	N/A	N/A

*Applicable to capital assets that JATA owns, except equipment with an acquisition value under \$50,000 that is not a service vehicle.

A Transit Asset Management (TAM) Plan was adopted by JATA on September 26, 2018, and was shared with R2PC by October 1, 2018. This document assists JATA in selecting TIP projects and helps JATA meet its Performance Targets.

Transit Safety Measures and Targets

As outlined on pages 10-11, there are four performance measure for which public transit agencies are required to set targets: fatalities, injuries, safety events, and system reliability. The following table illustrates the FY2021 Safety Performance Measures and Targets for the Jackson Area Transportation Authority (JATA). The definition of each performance measure is also provided below.

Fatalities: Total number of fatalities reported to the National Transit Database (NTD) and rate per total vehicle revenue miles (VRM) by mode.

Injuries: Total number of injuries reported to NTD and rate per total VRM by mode.

Safety Events: Total number of safety events reported to NTD and rate per total VRM by mode.

System Reliability: Mean distance between major mechanical failures by mode.

2021 Safety Performance Indicators									
Revenue Miles		Fatalities		Injuries		Accidents		System Reliability	
<i>Fixed Route</i>	Total	Total	Per VRM	Total	Per VRM	Total	Per VRM	Total	Per VRM
Fiscal Year End	324,157	0	0	1	0.308492	3	0.925477	80	24.6794
<i>Parantrasnit</i>	Total	Fatalities		Injuries		Accidents		System Reliability	
Fiscal Year End	146,820	0	0	1	0.681106	1	0.681106	36	24.51982
2022 Safety Performance Target Reduction % and Goals									
Reduction Goal is 5 % for 2022 (Except for Fatalities)		Fatalities		Injuries		Accidents		System Reliability	
<i>Fixed Route</i>	Mileage difference 21-22	2021 Total	100% Goal	2021 Total	5% Goal	2021 Total	5% Goal	2021 Total	5% Goal
Fiscal Year End	TBD	0	0	1	0.95	3	2.85	80	76
<i>Parantrasnit</i>	Mileage difference	Fatalities		Injuries		Accidents		System Reliability	
Fiscal Year End	TBD	0	0	1	0.95	1	0.95	36	34.2
JATA will use a Vehicle Revenue Miles (VRM) of 100,000									
Total Measures x 100,000/Total Miles = VRM Red Numbers = Reduced Values # = Missing Values									
Note: System Reliability Totals = the mean distance (miles) between major mechanical failures, by mode									
Note: JATA's next year fiscal reduction goals are listed in red.									

A list of FY 2026-2029 TIP Projects is found starting on the next page. This list indicates which performance measures each project meets, along with indicating if the project is located on the National Highway System.

2026	221527	Jackson County	Turk Rd	Various Routes, Village of Brooklyn and Jackson County	New Facilities	Safe Routes to School Bicycle/Pedestrian Improvements	\$1,936,398		X					
2026	221962	Jackson County	Countywide	Various Locations - Jackson County	Traffic Safety	Horizontal curve signing	\$208,737		X					
2026	221966	Jackson County	Countywide	Various Locations - Jackson County	Traffic Safety	Intersection signing	\$77,312		X					
2026	221982	Jackson County	Countywide	Tree removals, signing and pavement markings	Traffic Safety	Various Locations - Jackson County	\$1,323,358		X					
2027	223501	Jackson County	Various Roads	Various Roads	Road Capital Preventive Maintenance	One Course Asphalt Overlay	\$211,209	X						
2027	223501	Jackson County	Various Roads	Various Roads	Road Capital Preventive Maintenance	One Course Asphalt Overlay	\$1,257,541	X						
2027	223502	Jackson County	Various Roads	Various Roads	Road Capital Preventive Maintenance	One Course Asphalt Overlay	\$211,209	X						
2027	223502	Jackson County	Various Roads	Various Roads	Road Capital Preventive Maintenance	One Course Asphalt Overlay	\$1,492,541	X						
2028	223503	Jackson County	Various Roads	Various Roads	Road Capital Preventive Maintenance	One Course Asphalt Overlay	\$211,209	X						
2028	223503	Jackson County	Various Roads	Various Roads	Road Capital Preventive Maintenance	One Course Asphalt Overlay	\$1,528,791	X						
2027	224354	Jackson County	Page Ave	Page Avenue	Road Capital Preventive Maintenance	FY 2027 - Wedge and Chip	\$359,750	X						
2027	224357	Jackson County	Springport Rd	Springport Road	Road Rehabilitation	Resurface	\$520,000	X						X
2028	224376	Jackson County	Falahee Rd	Falahee Road	Road Capital Preventive Maintenance	Chip Seal	\$65,000	X						
2028	224377	Jackson County	Flansburg Rd	Flansburg Road	Road Capital Preventive Maintenance	FY 2028 - Chip Seal	\$50,000	X						
2028	224378	Jackson County	Francis St	Francis Street	Road Capital Preventive Maintenance	FY 2028 - Wedge and Chip	\$775,000	X						X
2028	224379	Jackson County	Wildwood Ave	Wildwood Avenue	Road Rehabilitation	FY 2028 - Resurface	\$462,500	X						X
2028	224381	Jackson County	Wildwood Ave	Wildwood Avenue	Traffic Safety	FY 2028 - Signal modernization	\$73,000		X					
2028	224381	Jackson County	Wildwood Ave	Wildwood Avenue	Traffic Safety	FY 2028 - Signal modernization	\$198,000		X					
2029	224383	Jackson County	Kibby Rd	Kibby Road	Road Capital Preventive Maintenance	FY 2029 - Wedge and Chip	\$424,700	X						
2029	224384	Jackson County	McCain Rd	McCain Road	Road Capital Preventive Maintenance	FY 2029 - Wedge and Chip	\$211,050	X						
2026	201223	MDOT	US-127	Henry Road to County Line	Road Capital Preventive Maintenance	HMA Cold Milling and Single-Course HMA Resurfacing	\$6,624,000	X						X
2026	211147	MDOT	M-99	South Street north and east to Gibbs Road	Road Rehabilitation	Multi-course HMA mill & resurface, concrete pavement repairs, drainage impr	\$6,292,390	X						
2026	211993	MDOT	TSC-wide	US-127 SB Off Ramp at Springport	Traffic Safety	Modernize signals to current standards	\$402,195		X					X

2026	213276	MDOT	Regionwide	All Trunkline Routes in University Region	Traffic Safety	Application of permanent pavement markings on University Region trunklines	\$5,760		X					
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FY 2026-2029 Jackson MPO TIP TPM Job List								Performance Areas					Projects on the NHS	
Fiscal Year	Job#	Responsible Agency	Project Name	Limits	Primary Work Type	Project Description	Total Estimated Amount	Roads			Transit			
								Pavement	Safety	Bridges	System Reliability	Transit Safety	Transit Asset Management	
2026	213276	MDOT	Regionwide	All Trunkline Routes in University Region	Traffic Safety	Application of permanent pavement markings on University Region trunklines	\$807,840		X					
2026	213344	MDOT	Regionwide	All trunkline routes in REGION2 MPO	Traffic Safety	Special marking application on University Region trunklines	\$2,880		X					
2026	213344	MDOT	Regionwide	All trunkline routes in REGION2 MPO	Traffic Safety	Special marking application on University Region trunklines	\$89,280		X					
2026	213373	MDOT	Regionwide	All of REGION2 MPO	Traffic Safety	Pvmt mrkg retroreflectivity readings on trunklines in University Region	\$2,880		X					
2027	213382	MDOT	University Regionwide	All of REGION2 MPO	Traffic Safety	Pvmt mrkg retroreflectivity readings on trunklines in University Region	\$2,016		X					
2028	213442	MDOT	I-94BL	Dwight Street to Bender Street	Reconstruction	Road reconstruction, watermain, storm sewer, signals, and pavt markings	\$29,754,034	X						X
2026	214083	MDOT	M-60	at Cross Road	Traffic Safety	Install Passing Flare	\$73,919		X					
2026	214083	MDOT	M-60	at Cross Road	Traffic Safety	Install Passing Flare	\$612,157		X					
2026	214106	MDOT	US-127 S	At Berry Road Interchange	Traffic Safety	Install High Friction Surface Treatment	\$330,407		X					X
2026	217614	MDOT	M-106	Michigan Avenue to Ganson Street in the City of Jackson	Road Capital Preventive Maintenance	HMA cold milling with single course HMA overlay w/ ADA ramp upgrades	\$105,001	X						X
2027	217614	MDOT	M-106	Michigan Avenue to Ganson Street in the City of Jackson	Road Capital Preventive Maintenance	HMA cold milling with single course HMA overlay w/ ADA ramp upgrades	\$802,002	X						X
2026	218706	MDOT	M-49	US-127NB RAMP TO WB I-94	Traffic Safety	INSTALL RADAR ACTIVATED CURVE WARNING SYSTEM	\$52,064		X					X
2028	218706	MDOT	M-49	US-127NB RAMP TO WB I-94, US-127 NB RAMP TO WB I-94	Traffic Safety	INSTALL RADAR ACTIVATED CURVE WARNING SYSTEM	\$312,386		X					X

2026	218723	MDOT	regionwide	Various Locations- Eaton and Lenawee Counties	Traffic Safety	Recessing of special markings at intersections	\$10,000		X						
2028	218723	MDOT	regionwide	Various Locations- Eaton and Lenawee Counties	Traffic Safety	Recessing of special markings at intersections	\$164,706		X						
2027	219508	MDOT	M-106	3RD STREET NORTH TO CHANTER ROAD IN JACKSON COUNTY	Road Capital Preventive Maintenance	HMA cold milling with single course HMA overlay	\$396,000	X							
2028	220329	MDOT	I-94BL	Regionwide- Washtenaw and Hillsdale Counties	Traffic Safety	Recessing of special markings at intersections	\$10,000		X						
2029	220329	MDOT	I-94BL	Regionwide- Washtenaw and Hillsdale Counties	Traffic Safety	Recessing of special markings at intersections	\$398,819		X						
2026	220361	MDOT	I-94BL	Regionwide- Livingston, Jackson, and Clinton Counties	Traffic Safety	Recessing of special markings at intersections	\$10,000		X						
2027	220361	MDOT	I-94BL	Regionwide- Livingston, Jackson, and Clinton Counties	Traffic Safety	Recessing of special markings at intersections	\$317,046		X						
2026	221878	MDOT	I-94BL	VARIOUS TRUNKLINE ROUTES IN JACKSON TSC AREA	Road Capital Preventive Maintenance	HMA CRACK TREATMENT AND OVERBAND CRACK FILL	\$18,000	X							
2026	221878	MDOT	I-94BL	VARIOUS TRUNKLINE ROUTES IN JACKSON TSC AREA	Road Capital Preventive Maintenance	HMA CRACK TREATMENT AND OVERBAND CRACK FILL	\$332,000	X							
2026	221989	MDOT	I-94 E	Four bridges on I-94 in Jackson	Bridge CPM	Epoxy overlay and resealing end joints	\$2,137,895	X	X	X					
2026	222482	MDOT	I-94	Location ID#'s 846003 & 846002, Location ID#'s 846002 & 846003	Roadside Facilities - Preserve	Hot Mix Asphalt Overband Crack Fill and Pavement Marking	\$42,964	X							

JACTS

FY 2026-2029 TIP Projects

FY 2026-2029 TIP PROJECTS

The following pages include the projects proposed to be completed by the implementing agencies during the FY 2026-2029 TIP time period. The project lists mainly include those projects located on federal-aid eligible roadways and primarily funded with federal dollars. Other non-federal aid projects deemed “regionally significant” are also included in the TIP, primarily for information purposes. In addition to the road and highway projects, the lists also include the federal operating costs and capital projects programmed by JATA.

Acronyms

There are several acronyms included in the TIP project listing. Below is a list of the acronyms in reference to their specific field or category:

Jurisdiction

MDOT	Michigan Department of Transportation
JCDOT	Jackson County Department of Transportation
JATA	Jackson Area Transportation Authority

Primary Work Type

GPA	General Program Account
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Phase

CON	Construction
EPE	Early Preliminary Engineering
PE	Preliminary Engineering
ROW	Right-of-Way
T-CAP	Transit Capital
T-OPS	Transit Operating
NI	Non-Infrastructure

Advance Construction

AC	Advance Construction
ACC	Advance Construction Conversion

Federal Fund Sources

STUL	Surface Transportation Program Urban
STL	Surface Transportation Program Rural
ST	Surface Transportation Program (any area)
EDF	Transportation Economic Development Fund - Category F
BHN	Bridge Rehabilitation (National Highway System)
IM	Interstate Maintenance
HSIP	Highway Safety Improvement Program
NHS	National Highway System
HPP	High Priority Projects
STE	Surface Transportation Program Enhancement
BHO	Bridge Replacement (National Highway System)
BRO	Bridge Replacement (not classified, off-system)
BHT	Bridge Replacement (Surface Transportation Program)
5307	Transit Urbanized Area Formula

5311	Transit Non-Urbanized Area Formula
5339	Transit Buses and Bus Facilities Grant Program

State Fund Sources

CTF	Comprehensive Transportation Fund
EDA	Michigan Economic Development Administration
M	Michigan (State funds)
EDD	Transportation Economic Development Funds-Category D (State)

Local Fund Sources

CITY	City of Jackson
CNTY	Jackson County Department of Transportation
TRAL	Jackson Area Transportation Authority
VGL	Village

All funds listed in the TIP are in \$1000s and rounded to the nearest \$1000s

JACTS FY 2026-2029 Transportation Improvement Program (TIP) Project List

Fiscal Year	Job#	Responsible Agency	Project Name	Limits	Length	Primary Work Type	Project Description	Phase	Fund Source	Fed Estimated Amount	State Estimated Amount	Local Estimated Amount	Total Estimated Amount	Total Job Cost
2026	216645	Jackson	E Ganson St	From Elm Avenue to East City Limits	0.498	Road Capital Preventive Maintenance	FY 2026 - Milling & One Course Asphalt Overlay	CON	STUL	\$506,400	\$0	\$185,600	\$692,000	\$692,000.00
2027	224332	Jackson	W Morrell St	From Brown Street to Bowen Street	0.314	Reconstruction	FY 2027 - Reconstruction	CON	STUL	\$879,200	\$0	\$219,800	\$1,099,000	\$1,099,000.00
2027	224335	Jackson	W Morrell St	at Fourth Street intersection	0.000	Traffic Safety	FY 2027 - Traffic Signals	CON	STUL	\$265,000	\$0	\$189,000	\$454,000	\$454,000.00
2028	224336	Jackson	W Morrell St	from Bowen Street to West Avenue	0.188	Reconstruction	Reconstruction	CON	STUL	\$532,000	\$0	\$133,000	\$665,000	\$665,000.00
2029	224337	Jackson	E Washington Ave	from Park Place to Elm Avenue	0.587	Reconstruction	Reconstruction	CON	STUL	\$1,138,400	\$0	\$284,600	\$1,423,000	\$1,423,000.00
2029	224339	Jackson	W Morrell St	at First Street intersection	0.000	Traffic Safety	FY 2029 - Signal Modernization	CON	STUL	\$277,000	\$0	\$191,700	\$468,700	\$468,700.00
2026	200041	Jackson Area Transportation Authority	Transit Capital	Areawide	0.000	SP1302-bus shelter improvements	FY 2026 - Bus Shelter Improvements	NI	STUL	\$60,000	\$15,000	\$0	\$75,000	\$75,000.00
2026	216494	Jackson Area Transportation Authority	Transit Capital	Area Wide	0.000	1110-Bus Rolling Stock	FY 2026 RTF - Van Purchase	NI	STL	\$52,000	\$13,000	\$0	\$65,000	\$65,000.00
2026	216537	Jackson Area Transportation Authority	E High St	Area Wide	0.000	SP1809-safety	FY26: Operating and Safety	NI	5307	\$14,347	\$3,587	\$0	\$17,934	\$3,604,818.00
2026	216537	Jackson Area Transportation Authority	E High St	Area Wide	0.000	SP3000-operating except JARC and New Freedom	FY26: Operating and Safety	NI	5307	\$1,793,442	\$1,793,442	\$0	\$3,586,884	\$3,604,818.00
2026	216541	Jackson Area Transportation Authority	E High St	Area Wide	0.000	SP1203admin/maintenance facility improvements	FY 2026 - Facility Improvements and Bus Replacement	NI	5339	\$400,000	\$100,000	\$0	\$500,000	\$1,530,000.00
2026	216541	Jackson Area Transportation Authority	E High St	Area Wide	0.000	SP1103-35-39 foot replacement bus with or without lift	FY 2026 - Facility Improvements and Bus Replacement	NI	5339	\$824,000	\$206,000	\$0	\$1,030,000	\$1,530,000.00
2026	216559	Jackson Area Transportation Authority	E High St	Area Wide	0.000	3000-Operating Assistance	FY 2026 - Operating	NI	5311	\$122,953	\$119,487	\$0	\$242,440	\$242,440.00
2027	224209	Jackson Area Transportation Authority	Transit Capital	Areawide	0.000	SP1809-safety	FY 2027 Section 5307 Program - Safety	NI	5307	\$12,144	\$3,036	\$0	\$15,180	\$15,180.00
2028	224211	Jackson Area Transportation Authority	Transit Capital	Areawide	0.000	SP1809-safety	FY 2028 Section 5307 Program - Safety	NI	5307	\$12,630	\$3,157	\$0	\$15,787	\$15,787.00
2029	224212	Jackson Area Transportation Authority	Transit Capital	Areawide	0.000	SP1809-safety	FY 2029 Section 5307 Program - Safety	NI	5307	\$13,134	\$3,284	\$0	\$16,418	\$16,418.00
2027	224216	Jackson Area Transportation Authority	Transit Operating	Areawide	0.000	3000-Operating Assistance	FY 2027 Section 5307 Program - Operating	NI	5307	\$1,514,240	\$1,514,240	\$0	\$3,028,480	\$3,028,480.00
2028	224219	Jackson Area Transportation Authority	Transit Operating	Areawide	0.000	3000-Operating Assistance	FY 2028 Section 5307 Program - Operating	NI	5307	\$1,574,809	\$1,574,809	\$0	\$3,149,618	\$3,149,618.00
2029	224221	Jackson Area Transportation Authority	Transit Operating	Areawide	0.000	3000-Operating Assistance	FY 2029 Section 5307 Program - Operating	NI	5307	\$1,637,802	\$1,637,802	\$0	\$3,275,604	\$3,275,604.00
2027	224223	Jackson Area Transportation Authority	Transit Operating	Areawide	0.000	6000-Oth Prog Costs	FY 2027 Section 5311 Program - Operating	NI	OP11	\$46,625	\$46,625	\$0	\$93,250	\$93,250.00
2028	224225	Jackson Area Transportation Authority	Transit Operating	Areawide	0.000	6000-Oth Prog Costs	FY 2028 Section 5311 Program - Operating	NI	OP11	\$48,490	\$48,490	\$0	\$96,980	\$96,980.00
2029	224226	Jackson Area Transportation Authority	Transit Operating	Areawide	0.000	6000-Oth Prog Costs	FY 2029 Section 5311 Program - Operating	NI	OP11	\$50,430	\$50,430	\$0	\$100,860	\$100,860.00
2027	224227	Jackson Area Transportation Authority	Transit Capital	Areawide	0.000	SP1103-35-39 foot replacement bus with or without lift	FY 2027 Section 5339 Program - Bus purchase	NI	5339	\$812,032	\$203,008	\$0	\$1,015,040	\$1,015,040.00
2028	224228	Jackson Area Transportation Authority	Transit Capital	Areawide	0.000	SP1103-35-39 foot replacement bus with or without lift	FY 2028 Section 5339 Program - Bus purchase	NI	5339	\$844,514	\$211,128	\$0	\$1,055,642	\$1,055,642.00
2029	224229	Jackson Area Transportation Authority	Transit Capital	Areawide	0.000	SP1103-35-39 foot replacement bus with or without lift	FY 2029 Section 5339 Program - Bus purchase	NI	5339	\$878,294	\$219,574	\$0	\$1,097,868	\$1,097,868.00
2026	211703	Jackson County	Horton Rd	at Springbrook Road	0.459	Traffic Safety	Roundabout	CON	HSIP	\$265,918	\$0	\$29,547	\$295,465	\$295,465.00
2026	216525	Jackson County	Various Routes	Various Roads	2.573	Road Rehabilitation	Two Course Asphalt Resurfacing (GPA)	CON	STUL	\$782,600	\$0	\$310,400	\$1,093,000	\$1,093,000.00
2026	216526	Jackson County	Wildwood Ave	Ganson Street to Jackson City Limits (Wayne Street)	0.315	Road Capital Preventive Maintenance	Milling & One Course Asphalt Overlay (GPA)	CON	STUL	\$80,000	\$0	\$20,000	\$100,000	\$100,000.00
2026	216545	Jackson County	Various Roads	Area Wide	0.382	Road Capital Preventive Maintenance	One Course Asphalt Overlay	CON	EDD	\$0	\$167,998	\$0	\$167,998	\$1,637,250.00
2026	216545	Jackson County	Various Roads	Area Wide	0.382	Road Capital Preventive Maintenance	One Course Asphalt Overlay	CON	STL	\$1,309,000	\$0	\$160,252	\$1,469,252	\$1,637,250.00
2026	216636	Jackson County	N Elm Ave	Page/Watts and Page/Falahee	0.348	Traffic Safety	FY 2026 - Signal Modernization	CON	ST	\$69,000	\$0	\$0	\$69,000	\$382,000.00
2026	216636	Jackson County	N Elm Ave	Page/Watts and Page/Falahee	0.348	Traffic Safety	FY 2026 - Signal Modernization	CON	STUL	\$122,000	\$0	\$0	\$122,000	\$382,000.00
2026	216636	Jackson County	N Elm Ave	Page/Watts and Page/Falahee	0.348	Traffic Safety	FY 2026 - Signal Modernization	CON	CRSM	\$191,000	\$0	\$0	\$191,000	\$382,000.00
2026	220686	Jackson County	Albion Rd	Albion Road Str #4491 over North Branch Kalamazoo River Jackson County	0.000	Bridge Replacement	Bridge Replacement	CON	BRT	\$1,678,400	\$314,700	\$104,900	\$2,098,000	\$2,098,000.00
2026	221527	Jackson County	Turk Rd	Various Routes, Village of Brooklyn and Jackson County	2.778	New Facilities	Safe Routes to School Bicycle/Pedestrian Improvements	CON	TA	\$1,436,216	\$0	\$500,182	\$1,936,398	\$1,936,398.00
2026	221982	Jackson County	Countywide	Various Locations - Jackson County	0.000	Traffic Safety	Horizontal curve signing	CON	HSIP	\$187,863	\$0	\$20,874	\$208,737	\$0.00
2026	221986	Jackson County	Countywide	Various Locations - Jackson County	0.000	Traffic Safety	Intersection signing	CON	HSIP	\$69,581	\$0	\$7,731	\$77,312	\$0.00
2026	221982	Jackson County	Countywide	Tree removals, signing and pavement markings	11.623	Traffic Safety	Various Locations - Jackson County	CON	HRRR	\$1,043,982	\$0	\$279,376	\$1,323,358	\$1,323,358.00
2027	223501	Jackson County	Various Roads	Various Roads	0.293	Road Capital Preventive Maintenance	One Course Asphalt Overlay	CON	EDD	\$0	\$211,209	\$0	\$211,209	\$1,468,750.00

2027	223501	Jackson County	Various Roads	Various Roads	0.293	Road Capital Preventive Maintenance	One Course Asphalt Overlay	CON	STL	\$1,175,000	\$0	\$82,541	\$1,257,541	\$1,468,750.00
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Fiscal Year	Job#	Responsible Agency	Project Name	Limits	Length	Primary Work Type	Project Description	Phase	Fund Source	Fed Estimated Amount	State Estimated Amount	Local Estimated Amount	Total Estimated Amount	Total Job Cost
2027	223502	Jackson County	Various Roads	Various Roads	0.293	Road Preventive Maintenance	One Course Asphalt Overlay	CON	EDD	\$0	\$211,209	\$0	\$211,209	\$1,703,750.00
2027	223502	Jackson County	Various Roads	Various Roads	0.293	Road Preventive Maintenance	One Course Asphalt Overlay	CON	STL	\$1,363,000	\$0	\$129,541	\$1,492,541	\$1,703,750.00
2028	223503	Jackson County	Various Roads	Various Roads	0.293	Road Preventive Maintenance	One Course Asphalt Overlay	CON	EDD	\$0	\$211,209	\$0	\$211,209	\$1,740,000.00
2028	223503	Jackson County	Various Roads	Various Roads	0.293	Road Preventive Maintenance	One Course Asphalt Overlay	CON	STL	\$1,392,000	\$0	\$136,791	\$1,528,791	\$1,740,000.00
2027	224354	Jackson County	Page Ave	Page Avenue	1.517	Road Preventive Maintenance	FY 2027 - Wedge and Chip	CON	STUL	\$287,800	\$0	\$71,950	\$359,750	\$359,750.00
2027	224357	Jackson County	Springport Rd	Springport Road	1.273	Road Rehabilitation	Resurface	CON	STUL	\$416,000	\$0	\$104,000	\$520,000	\$520,000.00
2028	224376	Jackson County	Falahee Rd	Falahee Road	1.389	Road Preventive Maintenance	Chip Seal	CON	STUL	\$52,000	\$0	\$13,000	\$65,000	\$65,000.00
2028	224377	Jackson County	Flansburg Rd	Flansburg Road	1.028	Road Preventive Maintenance	FY 2028 - Chip Seal	CON	STUL	\$40,000	\$0	\$10,000	\$50,000	\$50,000.00
2028	224378	Jackson County	Francis St	Francis Street	2.902	Road Preventive Maintenance	FY 2028 - Wedge and Chip	CON	STUL	\$620,000	\$0	\$155,000	\$775,000	\$775,000.00
2028	224379	Jackson County	Wildwood Ave	Wildwood Avenue	0.757	Road Rehabilitation	FY 2028 - Resurface	CON	STUL	\$370,000	\$0	\$92,500	\$462,500	\$462,500.00
2028	224381	Jackson County	Wildwood Ave	Wildwood Avenue	0.379	Traffic Safety	FY 2028 - Signal modernization	CON	ST	\$73,000	\$0	\$0	\$73,000	\$271,000.00
2028	224381	Jackson County	Wildwood Ave	Wildwood Avenue	0.379	Traffic Safety	FY 2028 - Signal modernization	CON	CRSM	\$198,000	\$0	\$0	\$198,000	\$271,000.00
2029	224383	Jackson County	Kibby Rd	Kibby Road	3.999	Road Preventive Maintenance	FY 2029 - Wedge and Chip	CON	STUL	\$339,760	\$0	\$84,940	\$424,700	\$424,700.00
2029	224384	Jackson County	McCain Rd	McCain Road	2.054	Road Preventive Maintenance	FY 2029 - Wedge and Chip	CON	STUL	\$168,840	\$0	\$42,210	\$211,050	\$211,050.00
2026	201223	MDOT	US-127	Henry Road to County Line	9.649	Road Preventive Maintenance	HMA Cold Milling and Single Course HMA Resurfacing	CON	NH	\$5,421,744	\$1,202,256	\$0	\$6,624,000	\$9,300,000.00
2026	211147	MDOT	M-99	South Street north and east to Gibbs Road	1.451	Road Rehabilitation	Multi-course HMA mill & resurface, concrete pavement repairs, drainage impr	CON	ST,CRL,MNMP	\$5,150,321	\$1,142,069	\$0	\$6,292,390	\$7,754,045.00
2026	211993	MDOT	TSC-wide	US-127 SB Off Ramp at Springport	0.000	Traffic Safety	Modernize signals to current standards	CON	STG	\$402,195	\$0	\$0	\$402,195	\$2,503,445.00
2026	213276	MDOT	Regionwide	All Trunkline Routes in University Region	18.254	Traffic Safety	Application of permanent pavement markings on University Region trunklines	PE	HSIP	\$5,184	\$576	\$0	\$5,760	\$5,650,000.00
2026	213276	MDOT	Regionwide	All Trunkline Routes in University Region	18.254	Traffic Safety	Application of permanent pavement markings on University Region trunklines	CON	HSIP,VRU	\$727,056	\$80,784	\$0	\$807,840	\$5,650,000.00
2026	213344	MDOT	Regionwide	All trunkline routes in REGION2 MPO	2.935	Traffic Safety	Special marking application on University Region trunklines	PE	HSIP	\$2,592	\$288	\$0	\$2,880	\$0.00
2026	213344	MDOT	Regionwide	All trunkline routes in REGION2 MPO	2.935	Traffic Safety	Special marking application on University Region trunklines	CON	HSIP	\$80,352	\$8,928	\$0	\$89,280	\$0.00
2026	213373	MDOT	Regionwide	All of REGION2 MPO	18.355	Traffic Safety	Pvmt mtrg retroreflectivity readings on trunklines in University Region	CON	HSIP	\$2,592	\$288	\$0	\$2,880	\$20,000.00
2027	213382	MDOT	University Regionwide pvmt mtrg retro readings	All of REGION2 MPO	20.285	Traffic Safety	Pvmt mtrg retroreflectivity readings on trunklines in University Region	CON	HSIP	\$1,814	\$202	\$0	\$2,016	\$14,000.00
2028	213442	MDOT	I-94BL	Dwight Street to Bender Street	1.258	Reconstruction	Road reconstruction, watermain, storm sewer, signals, and pavt markings	CON	NH,MNMP	\$24,353,677	\$4,627,825	\$772,532	\$29,754,034	\$33,804,034.00
2026	214083	MDOT	M-60	at Cross Road	0.150	Traffic Safety	Install Passing Flare	PE	HSIP	\$66,527	\$7,392	\$0	\$73,919	\$686,076.00
2026	214083	MDOT	M-60	at Cross Road	0.150	Traffic Safety	Install Passing Flare	CON	HSIP	\$550,941	\$61,216	\$0	\$612,157	\$686,076.00
2026	214106	MDOT	US-127 S	At Berry Road Interchange	0.610	Traffic Safety	Install High Friction Surface Treatment	CON	HSIP	\$297,366	\$33,041	\$0	\$330,407	\$330,407.00
2026	217614	MDOT	M-106	Michigan Avenue to Ganson Street in the City of Jackson	0.460	Road Preventive Maintenance	HMA cold milling with single course HMA overlay w/ ADA ramp upgrades	PE	ST	\$85,943	\$19,058	\$0	\$105,001	\$907,000.00
2027	217614	MDOT	M-106	Michigan Avenue to Ganson Street in the City of Jackson	0.460	Road Preventive Maintenance	HMA cold milling with single course HMA overlay w/ ADA ramp upgrades	CON	ST,MNMP	\$656,438	\$145,564	\$0	\$802,002	\$907,000.00
2026	218706	MDOT	M-49	US-127NB RAMP TO WB I-94	0.960	Traffic Safety	INSTALL RADAR ACTIVATED CURVE WARNING SYSTEM	PE	HSIP	\$46,858	\$5,206	\$0	\$52,064	\$728,898.00
2028	218706	MDOT	M-49	US-127NB RAMP TO WB I-94, US-127 NB RAMP TO WB I-94	0.960	Traffic Safety	INSTALL RADAR ACTIVATED CURVE WARNING SYSTEM	CON	HSIP	\$281,147	\$31,239	\$0	\$312,386	\$728,898.00
2026	218723	MDOT	regionwide	Various Locations- Eaton and Lenawee Counties	0.000	Traffic Safety	Recessing of special markings at intersections	PE	VRU	\$9,000	\$1,000	\$0	\$10,000	\$174,706.00
2028	218723	MDOT	regionwide	Various Locations- Eaton and Lenawee Counties	0.000	Traffic Safety	Recessing of special markings at intersections	CON	VRU	\$148,235	\$16,471	\$0	\$164,706	\$174,706.00
2027	219508	MDOT	M-106	3RD STREET NORTH TO CHANTER ROAD IN JACKSON COUNTY	0.609	Road Preventive Maintenance	HMA cold milling with single course HMA overlay	CON	ST	\$324,126	\$71,874	\$0	\$396,000	\$396,000.00
2028	220329	MDOT	I-94BL	Regionwide- Washtenaw and Hillsdale Counties	0.000	Traffic Safety	Recessing of special markings at intersections	PE	VRU	\$9,000	\$1,000	\$0	\$10,000	\$408,819.00
2029	220329	MDOT	I-94BL	Regionwide- Washtenaw and Hillsdale Counties	0.000	Traffic Safety	Recessing of special markings at intersections	CON	VRU	\$358,937	\$39,882	\$0	\$398,819	\$408,819.00
2026	220361	MDOT	I-94BL	Regionwide- Livingston, Jackson, and Clinton Counties	0.000	Traffic Safety	Recessing of special markings at intersections	PE	VRU	\$9,000	\$1,000	\$0	\$10,000	\$327,046.00
2027	220361	MDOT	I-94BL	Regionwide- Livingston, Jackson, and Clinton Counties	0.000	Traffic Safety	Recessing of special markings at intersections	CON	VRU	\$285,341	\$31,705	\$0	\$317,046	\$327,046.00

2026	221878	MDOT	I-94BL	VARIOUS TRUNKLINE ROUTES IN JACKSON TSC AREA	0.090	Road Preventive Maintenance	Capital	HMA CRACK TREATMENT AND OVERBAND CRACK FILL	PE	ST	\$14,733	\$3,267	\$0	\$18,000	\$350,000.00
2026	221878	MDOT	I-94BL	VARIOUS TRUNKLINE ROUTES IN JACKSON TSC AREA	0.090	Road Preventive Maintenance	Capital	HMA CRACK TREATMENT AND OVERBAND CRACK FILL	CON	ST	\$271,742	\$60,258	\$0	\$332,000	\$350,000.00
2026	221989	MDOT	I-94 E	Four bridges on I-94 in Jackson	0.000	Bridge CPM		Epoxy overlay and resealing end joints	CON	BFPI	\$1,924,105	\$213,790	\$0	\$2,137,895	\$2,359,057.00
2026	222482	MDOT	I-94	Location ID#'s 846003 & 846002. Location ID#'s 846002 & 846003	0.000	Roadside Facilities - Preserve		Hot Mix Asphalt Overband Crack Fill and Pavement Marking	CON	ST	\$35,166	\$7,798	\$0	\$42,964	\$110,000.00

JACTS

FINANCIAL PLAN

FINANCIAL PLAN

Introduction

The fiscal year (FY) 2026-2029 Transportation Improvement Program (TIP) is a four-year scheduling document containing the projects that are planned to be obligated to implement the surface transportation policies contained in the JACTS 2050 Long Range Transportation Plan (LRTP). The TIP project list is required to be *fiscally constrained*; that is, the cost of projects programmed in the FY 2026-2029 TIP cannot exceed the amount of funding *reasonably expected to be available* for surface transportation projects during the time period covered by the FY 2026-2029 TIP. This financial plan is the section of the TIP documenting the methods used to calculate funds reasonably expected to be available and compares this amount to proposed projects to demonstrate that the TIP is fiscally constrained. The financial plan also estimates the cost of operating and maintaining the transportation system in the Jackson MPO during the four-year period covered by the TIP.

Sources of Transportation Funding

The basic sources of transportation funding in Michigan are motor fuel taxes and vehicle registration fees. Motor fuel is taxed at both the federal and state levels, the federal government at 18.4¢ per gallon on gasoline and 24.4¢ per gallon on diesel fuel, and the State of Michigan at 31.0¢ per gallon on both gasoline and diesel fuel which began on January 1st, 2025. Michigan also charges sales tax on motor fuel, but this funding is not applied to transportation. These motor fuel taxes are levied on a per-gallon basis. The amount collected per gallon does not increase when the price of gasoline or diesel fuel increases. Over time, inflation erodes the purchasing power of any excise tax, unless the tax adjusted to compensate for inflation.

The State of Michigan also collects annual vehicle registration fees when motorists purchase license plates or tabs. This is a crucial source of transportation funding for the state. Currently, slightly less than one-half of the transportation funding collected by the state is in the form of vehicle registration fees.

Cooperative Revenue Estimation Process

Estimating the amount of funding available for the FY 2026-2029 TIP is a complex process. It relies on a number of factors, including economic conditions, miles travelled by vehicles nationwide and in the State of Michigan, and federal and state transportation funding received in previous years. Revenue forecasting relies on a combination of data and experience and represents a “best guess” of future trends.

The revenue forecasting process is a cooperative effort. The Michigan Transportation Planning Association (MTPA), a voluntary association of metropolitan planning organizations (MPOs) and agencies responsible for the administration of federally-funded highway and transit planning activities throughout the state, formed the Financial Work Group (FWG) to develop a statewide standard forecasting process. FWG is comprised of members from the Federal Highway Administration (FHWA), Federal Transit Administration (FTA), the Michigan Department of

Transportation (MDOT), transit agencies, and MPOs, including JACTS. It represents a cross-section of the public agencies responsible for transportation planning in our state. The revenue assumptions in this financial plan are based on the factors formulated by the FWG and approved by the MTPA. They are used for all TIP financial plans in the state.

Federal-aid surface transportation is divided into two parts: Highway funding, which is administered by the Federal Highway Administration (FHWA) and transit funding, administered by the Federal Transit Administration (FTA). The following sections discuss each separately.

Part A: Highway Funding

Sources of Federal Highway Funding

Receipts from federal motor fuel taxes (plus some other taxes related to trucks) are deposited in the federal Highway Trust Fund (HTF). Funding is then apportioned to the states.

Apportionment is the distribution of funds through formulas in law. The current law governing these apportionments is the [Infrastructure Investment and Jobs Act (IIJA), sometimes also referred to as the Bipartisan Infrastructure Law (BIL)]. Through this law, Michigan receives approximately \$1.4 billion in federal-aid highway funding annually. This funding is apportioned in the form of several programs designed to accomplish different objectives, such as road repair, bridge repair, safety, and congestion mitigation. A brief description of the major funding sources follows.

National Highway Performance Program (NHPP): This funding is used to support condition and performance on the National Highway System (NHS) and to construct new facilities on the NHS. The National Highway System is the network of the nation's most important highways, including the Interstate and US highway systems. In Michigan, most roads on the National Highway System are state trunk lines (i.e., I-, US-, and M-roads), but also includes certain locally-owned roads classified as **principal arterials**. This funding is used on state-owned highways.

Surface Transportation Block Grant Program (STBG): Funds construction, reconstruction, rehabilitation, resurfacing, restoration, preservation, and/or operational improvements to federal-aid highways and replacement, preservation, and other improvements to bridges on public roads. Michigan's STBG apportionment from the federal government is split, with slightly more than half allocated to areas of the state based on population and half that can be used throughout the state. A portion of STBG funding is reserved for rural areas. STBG can also be flexed (transferred) to capital transit projects.

Highway Safety Improvement Program (HSIP): Funds to correct or improve a hazardous road location or feature or address other highway safety problems. Projects can include intersection improvements, shoulder widening, rumble strips, improving safety for pedestrians, bicyclists, or disabled persons, highway signs and markings, guardrails, and other activities. The State of Michigan retains all Safety funding and uses a portion on the state trunk line system, distributing the remainder to local agencies through a competitive process.

Congestion Mitigation and Air Quality Improvement (CMAQ): Intended to reduce emissions from transportation-related sources. There is currently an emphasis on certain projects that reduce particulate matter (PM), but funds can also be used for traffic signal retiming, actuations, and interconnects; installing dedicated turn lanes; roundabouts; travel demand management (TDM) such as ride share and vanpools; transit; and non-motorized projects that divert non-recreational travel from single-occupant vehicles.

Transportation Alternatives Program (TAP): Funds can be used for a number of activities to improve the transportation system environment, such as non-motorized projects, preservation of historic transportation facilities, outdoor advertising control, vegetation management in rights-of-way, and the planning and construction of projects that improve the ability of students to walk or bike to school. Funds are split between the state and various urbanized areas based on population.

Carbon Reduction Program (CRP): These funds encompass various eligible activities aimed at reducing transportation emissions defined as carbon dioxide (CO₂) emissions from on-road highway sources. Funds may also be used to promote sustainable transportation practices. Funds are split between the state and various urbanized areas based on population.

Promoting Resilient Operations for Transformative, Efficient, and Cost-Saving Transportation (PROTECT): Funds provided to make surface transportation more resilient to natural hazards, including climate change, sea level rise, flooding, extreme weather events, and other natural disasters through support of planning activities, resilience improvements, community resilience and evacuation routes, and at-risk coastal infrastructure. Available as both a core formula program and as a discretionary grant.

Other Federal-Aid Highway Funds: In addition to the core federal-aid highway funds described above, there are other federal-aid funds for highway infrastructure. With the exception of the Rail-Highway Crossings and National Highway Freight programs, which are apportioned to the states each year, the other programs are competitive funds that states, or local agencies apply for directly from the U.S. Department of Transportation (USDOT). **Other Federal-Aid Highway Funds** include, but are not limited to:

- **Rail-Highway Grade Crossings:** Intended to reduce hazards at rail-highway grade crossings. MDOT selects and manages these projects statewide. These projects may be located on trunkline or local roads. Since this is a statewide program, individual MPOs cannot forecast the amount of Rail-Highway Crossings funding that will be used in their service area over the life of the FY 2026-2029 TIP.

- **National Highway Freight Program:** Intended to improve freight movement on the National Highway Freight Network (NHFN). Michigan works with its regional planning partners, including MPOs, to determine which highways will be included in the state's NHFN. Each state is required to have a State Freight Plan to use NHFP funding. This is a state program operated on a statewide basis by MDOT.

• **Earmark Funding:** Earmarks are transportation projects selected by members of Congress and placed in federal surface transportation and/or funding authorization bills. If these bills are enacted into law, funding for these projects is made available to states or local communities to implement the specific earmark project as described in the law. This was a common practice until FY 2013, when a new law was enacted. There is still a balance of unspent earmark funding, but this is being used by states and local communities as it becomes available for repurposing (reprogramming to a new use).

Base and Assumptions Used in Forecast Calculations of Federal Highway Funds

At least every two years, allocations are calculated for each of these programs, based on federal apportionments and *rescissions* (nationwide downward adjustments of highway funding from what was originally authorized) and state law. Targets can vary from year to year due to factors including actual vs. estimated receipts of the Highway Trust Fund, authorization (the annual transportation funding spending ceiling), and the appropriation (how much money is actually approved to be spent). Allocations for FY 2026, as released by MDOT on July 24, 2024, are used as the baseline for this FY 2026-2029 TIP financial forecast. The Financial Work Group of the MTPA developed an assumption, for planning purposes, that the amount of federal-aid highway funds received will increase by 2% each year during the FY 2026-2029 TIP period.

Sources of Highway Funding Generated at the State Level

There are two main sources of state highway funding, the state motor fuel tax and vehicle registration fees.

The state law governing the collection and distribution of state highway revenue is Public Act 51 of 1951, commonly known simply as *Act 51*. All revenue from the motor fuel tax and vehicle registration fees is deposited into the Michigan Transportation Fund (MTF). Act 51 contains a number of complex formulas for the distribution of the funding, but essentially, once funding for certain grants and administrative costs are removed, approximately ten percent of the remainder is deposited in the Comprehensive Transportation Fund (CTF) for transit. The remaining funds are then split between the Michigan Department of Transportation (MDOT), county road commissions, and municipalities (incorporated cities and villages) in a proportion of 39.1 percent, 39.1 percent, and 21.8 percent, respectively.¹

Several years ago, major changes to the State of Michigan's surface transportation revenue collection were enacted. Beginning January 1, 2017, these changes included increasing motor fuel tax rates on gasoline and diesel annually by the lesser of the U.S. inflation rate or 5 percent, increasing vehicle registration fees, one-time by an average of 20% and redirecting up to \$600 million of Income Tax revenues from the General Fund to the Michigan Transportation Fund (highways).

¹ Act 51 of 1951, Section 10(1)(j).

When these changes took full effect in the 2020-21 state fiscal year, MTF revenues were anticipated to increase to over \$4 Billion annually. The financial impact of COVID-19 shutdowns resulted in less than expected collections. MDOT Cash Receipts in the 2021-22 state fiscal year totaled \$3.537 billion. Cash Receipts in the 2022-23 state fiscal year totaled \$3.681 billion.

MTF funds are critical to the operation of the road system in Michigan. Since federal funds cannot be used to operate or maintain the road system (items such as snow removal, mowing grass in the rights-of-way, paying the electric bill for streetlights and traffic signals, etc.), MTF funds are local community and county road agencies' main source for funding these items. Most federal transportation funding must be matched so that each project's cost is a maximum of approximately 80% federal-aid funding and a minimum of 20% non-federal matching funds. In Michigan, most match funding comes from the MTF. Finally, federal funding cannot be used on local public roads, such as subdivision streets, or other roads not designated as federal-aid eligible. Here again, MTF is the main source of revenue for maintenance and repair of these roads.

Funding from the MTF is distributed statewide to incorporated cities, incorporated villages, and county road commissions, collectively known as **Act 51 agencies**. The formula is based on population and public road mileage under each Act 51 agency's jurisdiction.

Base and Assumptions Used in Forecast Calculations of State-Generated Highway Funds

State-generated funding for highways (i.e. MTF funding) only needs to be shown in the TIP if it is in a project that also contains federal-aid funding, or is non-federally funded but of regional significance. Therefore, most state-generated funding for highways that is distributed to MDOT and to the counties, cities, and villages of the state through the Act 51 formulas is not shown in the TIP. The total amount of MTF funding available each year can be projected. As long as the amount of MTF funding for highways shown in the TIP does not exceed the total projected MTF funding available, it is assumed that state-generated funding shown in the FY 2026-2029 TIP is constrained to reasonably available revenues.

Michigan has two state funded programs distributed to counties by formula. These programs are Transportation Economic Development Fund (TEDF) Category C and TEDF Category D. The state money in these programs is separate from the state MTF money that is distributed to the cities, villages, and county road commissions each year. These funds are distributed to urban and rural counties as defined in Act 51. In the Jackson MPO area, the distribution of each funding source is:

- TEDF Category C: Congestion mitigation in designated urban counties. *There are no designated urban counties in the Jackson MPO area.*
- TEDF Category D: All-season road network in rural counties. *In the JACTS area, this is Jackson County.*

Four additional TEDF categories (A, B, E, and F) are 100% state-funded programs that are competitively awarded by the state. Projects using these funds do not have to be in the TIP unless they are being supplemented with federal-aid highway funding by the awardee, or the project is considered regionally significant.

Base and Assumptions Used to Forecast TEDF Programs

Funding targets for TEDF Category C and Category D funds for fiscal years 2026 through 2029 were released by MDOT on July 30, 2024. TEDF Category C and Category D projects programmed in the TIP are constrained to the targets provided, plus any carryforward of the state portion of these programs.

State-Administered Programs that Use both Federal-Aid and State Funding

Local Bridge is an important program with both federal and state funding components. It is funded through a portion of the state motor fuel tax. It is supplemented with Surface Transportation Block Grant Program (STBG) funding retained by the state. As well as Bridge Formula Program (BFP) funding authorized through IIJA. The Local Bridge program is competitive, with funds being awarded by Local Bridge Committees in each of the MDOT planning regions.

Since the Local Bridge program is competitively-awarded, only those Local Bridge projects that have already been awarded for use in fiscal years 2026 through 2029 are shown. Therefore, Local Bridge projects are fiscally self-constrained.

Sources of Locally-Generated Highway Funding

Local highway funding can come from a variety of sources, including transportation millages, general fund revenues, and special assessment districts. Locally-funded transportation projects that are not of regional significance are not required to be included in the TIP. This makes it difficult to determine how much local funding is being spent for roads in the JACTS area. Additionally, special assessment districts and millages generally have finite lives, so an accurate figure for local transportation funding would require knowledge of all millages and special assessment districts in force during each year of the TIP period, which is difficult to achieve. It is therefore assumed that locally-generated funding shown in the FY 2026-2029 TIP is constrained to reasonably available revenues.

State Trunkline Funding

The State of Michigan maintains an extensive network of highways across the state and within the JACTS area. Each highway with an **I-**, **M-**, or **US-** designation (e.g. I-94, M-50, US-127), is part of this network, which is known as the **State Trunkline System**. The portion of the State Trunkline System in the JACTS area is comprised of over 440 lane-miles of highway, hundreds of bridges and culverts, signs, traffic signals, safety barriers, sound walls, and other capital that must be periodically repaired, replaced, reconstructed, or renovated. The agency responsible for the State Trunkline System is the Michigan Department of Transportation (MDOT). MDOT has provided JACTS with a list of projects planned for the portion of the trunkline system within the JACTS area over the FY 2026-2029 TIP period. As a matter of standard operating procedure, it is assumed that the trunkline project list provided to JACTS (and similar lists provided to the other MPOs in the state) is constrained to reasonably available revenues.

Innovative Financing Strategies--Highway

A number of innovative financing strategies have been developed over the past two decades to help stretch limited transportation dollars. Some are purely public sector; others involve partnerships between the public and private sectors. Some of the more common strategies are discussed below.

Toll Credits: This strategy allows states to count funding they earn through tolled facilities (after deducting facility expenses) to be used as “soft match,” rather than using the usual cash match for federal transportation projects. States have to demonstrate *maintenance of effort* when using toll credits—in other words, each state must show that the toll money is being used for transportation purposes and that it is not reducing its efforts to maintain the existing system by using the toll credit program. Toll credits have been an important source of funding for the State of Michigan in the past because of the four highway bridge crossings and one tunnel crossing between Michigan and Ontario. Toll credits have also helped to partially mitigate highway-funding shortfalls in Michigan, since sufficient non-federal funding has frequently been not been available in past years to match all of the federal funding apportioned to the state.

State Infrastructure Bank (SIB): Established in a majority of states, including Michigan.² Under the SIB program, states can place a portion of their federal highway funding into a revolving loan fund for transportation improvements such as highway, transit, rail, and intermodal projects. Loans are available at with a 25-year loan period to public entities such as regional planning commissions, state agencies, transit agencies, railroads, and economic development corporations. Private and nonprofit corporations developing publicly owned facilities may also apply.

Transportation Infrastructure Finance and Innovation Act (TIFIA): This nationwide program provides lines of credit and loan guarantees to state or local governments for development, construction, reconstruction, property acquisition, and carrying costs during construction. TIFIA enables states and local governments to use the borrowing power and credit of the federal government to fund finance projects at far more favorable terms than they would otherwise be able to do on their own. Repayment of TIFIA funding can be delayed for up to five years after project completion with a repayment period of up to 35 years. Interest rates are also low.

Bonding: Bonding is a form of borrowing where the borrower issues (sells) IOUs for portions of the debt it is incurring, called *bonds*, to willing purchasers of the debt. The borrower is then obligated to repay lenders (bondholders) the principal and an agreed-upon rate of interest over a specific time period. The amount of interest a bond issuer (borrower) will have to pay depends in large part upon its perceived credit risk--the greater the perceived chance of default, the higher the interest rate. In order to bond, a borrower must pledge a reliable revenue stream for repayment. For example, this can be the toll receipts from a new transportation project. In the case of general obligation bonds, future tax receipts are pledged.

² FHWA Office of Innovative Program Delivery. “Project Finance: An Introduction” (FHWA, 2012).

States are allowed to borrow against their federal transportation funds, within certain limitations. While bonding provides money up front for important transportation projects, it also means diminished resources in future years, as funding that could otherwise pay for future projects must instead be reserved for paying the bonds' principal and interest. Michigan's Act 51 law requires that funding for the payment of bond and other debts be taken off the top of motor fuel tax and vehicle registration receipts collected before the distribution of funds for other transportation purposes. Therefore, the advantages of completing a project more quickly need to be carefully weighed with the disadvantages of reduced resources in future years.

Advance Construct/Advance Construct Conversion: This strategy allows a community or agency to build a transportation project with its own funds (advance construct) and then be reimbursed with federal-aid funds for the federal share of the project in a future year (advance construct conversion). Tapered match can also be programmed, where the agency is reimbursed over a period of two or more years. Advance construct allows for the construction of highway projects before federal funding is available; however, the agency must be able to build the project using its own resources up front, and then be able to wait for federal reimbursement in a later year.

Public-Private Partnerships (P3): Funding available through traditional sources, such as motor fuel taxes, are not keeping pace with the growth in transportation system needs. Governments are increasingly turning to public-private partnerships (P3) to fund large transportation infrastructure projects. An example of a public-private partnership is Design/Build/Finance/Operate (DBFO). In this arrangement, the government keeps ownership of the transportation asset, but hires one or more private companies to design the facility, secure funding, construct the facility, and then operate it, usually for a set period of time. The private-sector firm is repaid most commonly through toll revenue generated by the new facility.³

Operations and Maintenance of the Federal-Aid Highway System

Construction, reconstruction, repair, and rehabilitation of roads and bridges are only part of the total cost of the highway system. It must also be operated and maintained. *Operations and maintenance* includes those items necessary to keep the highway infrastructure functional for vehicle travel, other than the construction, reconstruction, repair, and rehabilitation of the infrastructure. Examples include, but are not limited to, snow and ice removal, pothole patching, rubbish removal, maintaining rights-of-way, maintaining traffic signs and signals, clearing highway storm drains, paying the electrical bills for street lights and traffic signals, and other similar activities, and the personnel and direct administrative costs necessary to implement these projects. These activities are as vital to the smooth functioning of the highway system as good pavement.

Federal-aid highway funds cannot be used for operations and maintenance. Since the TIP only includes federally-funded capital highway projects (and non-federally-funded capital highway projects of regional significance), it does not include operations and maintenance expenses.

³ http://www.fhwa.dot.gov/ipd/p3/defined/design_build_finance_operate.htm.

While in aggregate, operations and maintenance activities *are* regionally significant, the individual projects do not rise to that level. However, federal regulations require an estimate of the amount of funding that will be spent operating and maintaining the federal-aid eligible highway system over the FY 2026-2029 TIP period. This section of the Financial Plan provides an estimate of the cost of operations and maintenance in the JACTS area and details the method used in the estimation.

MDOT University Region estimates that its operations and maintenance costs were approximately \$11,491 per lane-mile in FY 2025. Using the FY 2025 estimate as a baseline, costs were increased 4% per year over the life of the FY 2026-2029 TIP to adjust for inflation (also known as *year of expenditure* adjustment—see **Year of Expenditure (Inflation) Adjustment for Project Costs** section below) to provide a total of \$31.4 million estimated operations and maintenance costs on the state trunkline system in the JACTS area from FY 2026 through 2029.

Local Act-51 road agencies (county road commissions, incorporated cities, and incorporated villages) are responsible for operating and maintaining the roads they own, including those roads they own that are designated as part of the federal-aid system. The main source of revenue available to these agencies to operate and maintain the roads is the Michigan Transportation Fund (MTF). The estimate of available funding is based on the assumption that each lane-mile of road in the system has an approximately equal operations and maintenance cost. There are 501.97 lane miles of locally-owned road on the federal-aid network in the JACTS area. Therefore, applying the per-lane-mile cost of maintenance derived from MDOT University Region's FY 2025 estimate to the number of lane-miles of locally-owned federal-aid eligible road in the JACTS area yields an annual maintenance cost of \$5.7 million in the base year of FY 2025, or a total of \$31.3 million over the life of the FY 2026-2029 TIP, adjusted for year of expenditure.

Finally, adding together the trunkline and locally-owned per-lane mile costs yields a total of \$11.6 million in the base year of FY 2025 for estimated operations and maintenance costs on the entire federal-aid system in the JACTS area, or a total of \$62.7 million over the life of the FY 2026-2029 TIP, adjusted for year of expenditure.

Highway Commitments and Projected Available Revenue

The FY 2026-2029 TIP must be fiscally constrained; that is, the cost of projects programmed in the TIP cannot exceed revenues “reasonably expected to be available” during the relevant plan period. MDOT issued each MPO in the state, including JACTS, a local program allocations table covering the years of the FY 2026-2029 TIP. These allocations specify what is reasonably expected to be available to local agencies in the Surface Transportation Block Grant (STBG)—Urban and –Rural Program, Carbon Reduction Program (CPG), Transportation Economic Development (TEDF) Category D Program. Projects using these funds are constrained to the amounts in the allocations table, plus any funding from the *state* TEDF Category D Programs.

Funds for projects that are competitively awarded are considered to be reasonably expected to be available only after they have been officially awarded. This includes all Safety, CMAQ, TAP,

and Bridge projects. The only projects using these funds in the TIP are those that have already been awarded. Therefore, these projects are self-constrained to available revenue.

Year of Expenditure (Inflation) Adjustment for Project Costs

Federal regulations require that, before being programmed in the TIP, the cost of each project is adjusted to the expected inflation rate (known as year of expenditure, or YOE) in the year in which the project is programmed, as opposed to the cost of the project in present-day dollars, as mentioned in the section entitled **Operations and Maintenance of the Federal-Aid Highway System**, above. As with the projection of available funding, the projected rate of inflation is determined in a cooperative process between MDOT and the MTPA. All local road agencies use the same 4% annual inflation rate as MDOT to determine YOE costs. As an example, if a project costs \$750,000 in the first year of the TIP, the same project is projected to cost \$843,648 in the fourth year of the TIP, at a 4% YOE rate. This is done in order to provide a more realistic estimate of a project's cost at different points in time. Because of the constant pressure of inflation on all goods and services in the economy, it is preferable to build a project as close to the present day as possible; thus the attraction of bonding as a funding strategy (see the **Innovative Financing Strategies—Highway** section above). This also demonstrates the fundamental problem facing infrastructure funding—the rate of inflation (standardized at 4% for MDOT and local agencies) is higher than the expected growth in tax revenues (standardized at 2%). Transit projects have a different inflation rate that reflects the different goods and services necessary to operate transit systems, as opposed to road networks.

Demonstration of Fiscal Constraint of the FY 2026-2029 TIP—Highway Projects

This financial plan is required to show that the cost of highway projects in the FY 2026-2029 TIP does not exceed the amount reasonably expected to be available to fund those projects. This is known as *demonstration of fiscal constraint*, and is also required for transit projects (see below). Table 1 of this financial plan compares the amount of funding from each of the federal, state, and local highway funding sources programmed in TIP highway projects to the amount of each highway funding source reasonably expected to be available in each year of the FY 2026-2029 TIP period. Table 1 demonstrates that the FY 2026-2029 TIP is fiscally constrained for highway—the amount programmed using each highway funding source does not exceed the amount reasonably expected to be available from that highway funding source in any of the four years of the TIP.

Part B: Transit Funding

Sources of Federally-Generated Transit Funding

Federally-generated revenue for transit comes from federal motor fuel taxes, just as it does for highway projects. Some of the federal motor fuel tax collected nationwide is deposited in the Mass Transit Account of the Highway Trust Fund (HTF). Federal-aid transit funding is similar to federal-aid highway funding in that there are several core programs where money is distributed on a formula basis and other programs that are competitive in nature. Here are brief descriptions of some of the most common federal-aid transit programs.

Section 5307 Urbanized Area Formula Grants: This is the largest single source of transit funding that is apportioned to transit agencies in Michigan. Section 5307 funds can be used for capital projects (such as bus purchases and facility renovations), transit planning, and projects eligible under the former Section 5316 Job Access Reverse Commute (JARC) program (intended to link people without transportation to available jobs). Some of the funds can also be used for operating expenses in urbanized areas with populations less than 200,000. One percent of funds received are to be used by the agency to improve security at agency facilities. Distribution is based on formulas including population, population density, and operating characteristics related to transit service. Each State's share of a multi-state urbanized area was calculated on the basis of the percentage of population attributable to the States in the UZA, as determined by the 2020 Census. Urbanized areas of 200,000 population or larger receive their own apportionment directly from FTA. Apportionments for areas between 50,000 and 199,999 population are allocated to each urbanized area by FTA and distributed by MDOT to transit agencies in these urbanized areas. In JACTS area, the Jackson Area Transportation Authority (JATA) receives Section 5307 funding from the state.

Section 5310, Enhanced Mobility of Seniors & Individuals with Disabilities: Funding for traditional projects to meet the transportation needs of older adults and people with disabilities when transportation service is unavailable, insufficient, or inappropriate to meet these needs. Section 5310 incorporates activities from the former Section 5317 New Freedom program exceeding the Americans with Disabilities Act (ADA) requirements. Urbanized areas in the state with populations over 200,000 receive an apportionment of Sec. 5310 funding directly from the federal government. The State of Michigan allocates funding in remaining areas of the region on a per-project basis, and the Grand Rapids urbanized area where the urban transit recipient has designated MDOT to continue the funding allocation. *Since there are no urbanized areas over 200,000 population in the JACTS area, all transit agencies receiving Sec. 5310 funds do so through allocations from the State of Michigan.*

Section 5311, Non-Urbanized Area Formula Grant: Funds for capital, operating, and rural transit planning activities in areas under 50,000 population. Activities under the former JARC program (see Section 5307 above) in rural areas are also eligible. The state must use 15 percent of its Section 5311 funding on intercity bus transportation. The State of Michigan operates this program on a continuation basis.

Section 5337, State of Good Repair Grants: Funding to state and local governmental authorities for capital, maintenance, and operational support projects to keep fixed guideway systems in a state of good repair. Recipients will also be required to develop and implement an asset management plan. Fifty percent of Section 5337 funding is distributed via a formula accounting for vehicle revenue miles and directional route miles; fifty percent is based on ratios of past funding received. The Detroit Transportation Corporation (People Mover) is currently the only recipient of Section 5337 funding in the State of Michigan.

Section 5339 (a), Buses and Bus Facilities Formula Program: Funds are made available under this program to replace, rehabilitate, and purchase buses and related equipment, as well as construct bus-related facilities. Each state receives two fixed amounts, amount apportioned

to state governors for urbanized areas 50,000 to 199,999 in population and amount for state/territory allocation respectively. These amounts are sub-allocated by MDOT to the agencies in these urbanized areas based on their percentage of Section 5307 allocation and to the rural areas based on the project priority as determined by MDOT. Amounts apportioned to state governors for urbanized areas 50,000 to 199,999 in population are received directly by transit agencies in these areas. In addition to the formula allocation, this program includes two discretionary components: The Bus and Bus Facilities Discretionary Program (5339(b)) and the Low or No Emissions Bus Discretionary Program 5339(c). Section 5339(b) Bus and Bus Facilities Competitive Program and Section 5339(c) Low or No Emission Grant Program are distributed by FTA with Notice of Funding Opportunities.

Flex Funding. In addition to these funding sources, transit agencies can also apply for Surface Transportation Block Grant Program, Transportation Alternatives Program (TAP), Carbon Reduction Program (CRP) Transportation Alternatives Program (TAP), Carbon Reduction Program (CRP) and Congestion Mitigation and Air Quality Improvement (CMAQ) program funds based on the geographic location of the transit agency.

Base and Assumptions Used in Forecast Calculations of Federal Transit Funds

Each year, the Federal Transit Administration (FTA) issues funding apportionments for states, urbanized areas, and/or individual transit agencies, depending on the regulations for the federal-aid transit funding source in question. Transit agencies use this apportionment information to estimate the amount of federal-aid funding they will receive in a given year, under the general oversight of MDOT's Office of Passenger Transportation (OPT). Current statewide procedures are to consider the federal amounts programmed into the FY 2026-2029 TIP by each transit agency to be constrained to reasonably-expected available revenues.

Sources of State-Generated Transit Funding

The majority of state-level transit funding is derived from the same source as state highway funding, the state tax on motor fuels and vehicle registration fees. Act 51 stipulates that 10 percent of receipts into the MTF, after certain deductions, are to be deposited in a subaccount of the MTF called the Comprehensive Transportation Fund (CTF).⁴ This is similar to the Mass Transit Account of the federal Highway Trust Fund. Additionally, a portion of the state-level auto-related sales tax is deposited in the CTF.⁵ Distributions from the CTF are used by public transit agencies for matching federal grants and also for operating expenses.

Base and Assumptions Used in Forecast Calculations of State Transit Funds

MDOT OPT provides each transit agency with estimates of how much CTF funding it will receive and specifies the purpose(s) for which it can be used. For example, some distributed

⁴ However, funding raised through enactment of the transportation laws mentioned earlier cannot be used for public transit, so this will most likely require adjustments to maintain the ten percent rule in Act 51.

⁵ Hamilton, William E. *Act 51 Primer* (House Fiscal Agency, February 2007), p. 4.

funds are used for local bus operating, while others are used to match federal funding, and yet other CTF funds can be used for a variety of other purposes. In keeping with the general procedures for federal transit funds, the state-generated transit funding amounts programmed into the FY 2026-2029 TIP by each agency are considered to be constrained to reasonably-expected available revenues.

Sources of Locally-Generated Transit Funding

Major sources of locally-generated funding for transit agencies include farebox revenues, general fund transfers from city governments, and transportation millages. All transit agencies in Southeast Michigan collect fares from riders. The Jackson Area Transportation Authority has a millage of 2 cents for every tax dollar collected by the City of Jackson. This millage raises \$550,000 annually.

Base and Assumptions Used in Forecast Calculations of Local Transit Funds

Locally-generated transit funding amounts programmed into the FY 2023-2026 TIP by each agency are considered to be constrained to reasonably-expected available revenues.

Innovative Financing Strategies--Transit

Sources of funding for transit are not limited to the federal, state, and local sources previously discussed. As with highway funding, there are alternative sources of funding that can be utilized for transit capital and operating costs. Bonds can be issued (see discussion of bonds in the **Innovative Financing Strategies—Highway** section). The federal government also allows the use of toll credits to match federal funds. Toll credits are earned at tolled facilities, such as the Blue Water Bridge in Port Huron. Regulations allow for the use of toll revenues (after facility operating expenses) to be used as “soft match” for transit projects. Soft match means that actual money does not have to be provided—the toll revenues are used as a “credit” against the match. This allows the actual toll funds to be used on other parts of the transportation system, thus stretching the resources available to maintain the system.⁶

Transit Capital and Operations

Transit expenditures are divided into two basic categories, capital and operations. *Capital* refers to the physical assets of the agency, such as buses and other vehicles, stations and shelters at bus stops, office equipment and furnishings, and certain spare parts for vehicles. *Operations* refers to the activities necessary to keep the system operating, such as driver wages and maintenance costs. The majority of transit agency expenses are usually operating expenses. This was true for the previous FY 2023-2026 TIP, and is also true of the FY 2026-2029 TIP, where capital expenses are approximately 20% of total anticipated expenses during the four-year TIP period, whereas operations expenses are approximately 80% of total anticipated expenses. As with highway operations, almost all transit operating costs do not have to be in the

⁶ FHWA Office of Innovative Program Delivery at http://www.fhwa.dot.gov/ipd/finance/tools_programs/federal_aid/matching_strategies/toll_credits.htm.

FY 2026-2029 TIP, so the percentages in this paragraph is not reflected in the TIP project list itself.

Demonstration of Fiscal Constraint of the FY 2026-2029 TIP—Transit Projects

This financial plan is required to show that the cost of transit projects in the FY 2026-2029 TIP does not exceed the amount reasonably expected to be available to fund those projects. This is known as *demonstration of fiscal constraint*, and is also required for highway projects (see above). Table 2 of this financial plan compares the amount of funding from each of the federal, state, and local transit funding sources programmed in TIP transit projects to the amount of each transit funding source reasonably expected to be available in each year of the FY 2026-2029 TIP period. Table 2 demonstrates that the FY 2026-2029 TIP is fiscally constrained for transit—the amount programmed using each transit funding source does not exceed the amount reasonably expected to be available from that transit funding source in any of the four years of the TIP.

Table 1. Demonstration of Fiscal Constraint—Highway, FY 2026-2029 TIP

Amounts in millions of Dollars.

Funding Source	Funding Level	2026	2027	2028	2029	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
Total, All Sources, Estimated Available	N/A	\$51.73	\$52.76	\$53.82	\$54.90	\$213.21
Total, All Sources, Programmed	N/A	\$51.73	\$52.76	\$53.82	\$54.90	\$213.21

Table 2. Demonstration of Fiscal Constraint—Transit, FY 2026-2029 TIP

Amounts in millions of Dollars.

Funding Source	Funding Level	2026	2027	2028	2029	Total by Source
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, Estimated Available	Federal	\$2.60	\$2.65	\$2.71	\$2.76	\$10.72
CTF and Other State Funding, Programmed	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
Total, All Sources, Estimated Available	N/A	\$38.35	\$39.12	\$39.90	\$40.70	\$158.06
Total, All Sources, Programmed	N/A	\$38.35	\$39.12	\$39.90	\$40.70	\$158.06

Fund Source	Total Revenue	Federal Revenue	Federal Commitment	State Commitment	Local Commitment	Total Commitment
Fiscal Year - 2026						
Fiscal Year - 2026, Local MPO Based Constraints						
Carbon Reduction - Small Mpo	\$191,000	\$191,000	\$191,000	\$0	\$0	\$191,000
STP - Small MPO	\$2,007,000	\$1,491,000	\$1,491,000	\$0	\$516,000	\$2,007,000
Stp Flex - Small Mpo	\$69,000	\$69,000	\$69,000	\$0	\$0	\$69,000
Transit - STP - Small MPO - Flex	\$75,000	\$60,000	\$60,000	\$15,000	\$0	\$75,000
FY 2026, Local MPO Based Constraints Total	\$2,342,000	\$1,811,000	\$1,811,000	\$15,000	\$516,000	\$2,342,000
Fiscal Year - 2026, Local RTF Based Constraint						
STP - Rural/Flexible	\$1,469,252	\$1,309,000	\$1,309,000	\$0	\$160,252	\$1,469,252
TEDF Category D	\$167,998	\$0	\$0	\$167,998	\$0	\$167,998
Transit - STP - Rural - Flex	\$65,000	\$52,000	\$52,000	\$13,000	\$0	\$65,000
FY 2026, Local RTF Based Constraint Total	\$1,702,250	\$1,361,000	\$1,361,000	\$180,998	\$160,252	\$1,702,250
Fiscal Year - 2026, Local Projects from Statewide Sources						
Safety	\$1,618,823	\$1,309,900	\$1,309,900	\$0	\$308,923	\$1,618,823
STP - Flexible (Bridge)	\$2,098,000	\$1,678,400	\$1,678,400	\$314,700	\$104,900	\$2,098,000
Transportation Alternatives	\$1,936,398	\$1,436,216	\$1,436,216	\$0	\$500,182	\$1,936,398
FY 2026, Local Projects from Statewide Sources Total	\$5,653,221	\$4,424,516	\$4,424,516	\$314,700	\$914,005	\$5,653,221
Fiscal Year - 2026, MDOT Project Templates						
Bridge Replacement and Preservation	\$2,137,895	\$1,924,105	\$1,924,105	\$213,790	\$0	\$2,137,895
Road - Capital Preventive Maintenance	\$7,079,001	\$5,794,162	\$5,794,162	\$1,284,839	\$0	\$7,079,001
Road - Rehabilitation and Reconstruction	\$6,292,390	\$5,150,321	\$5,150,321	\$1,142,069	\$0	\$6,292,390
Traffic & Safety	\$2,307,222	\$2,116,719	\$2,116,719	\$190,503	\$0	\$2,307,222
Other	\$42,964	\$35,166	\$35,166	\$7,798	\$0	\$42,964
FY 2026, MDOT Project Templates Total	\$17,859,472	\$15,020,473	\$15,020,473	\$2,838,999	\$0	\$17,859,472
Fiscal Year - 2026, Transit Project Categories						
5307	\$3,604,818	\$1,807,789	\$1,807,789	\$1,797,029	\$0	\$3,604,818
5311	\$242,440	\$122,953	\$122,953	\$119,487	\$0	\$242,440
5339	\$1,530,000	\$1,224,000	\$1,224,000	\$306,000	\$0	\$1,530,000
FY 2026, Transit Project Categories Total	\$5,377,258	\$3,154,742	\$3,154,742	\$2,222,516	\$0	\$5,377,258
Fiscal Year - 2026 Grand Total	\$32,934,201	\$25,771,731	\$25,771,731	\$5,572,213	\$1,590,257	\$32,934,201
Fiscal Year - 2027						
Fiscal Year - 2027, Local MPO Based Constraints						
Carbon Reduction - Small Mpo	\$194,000	\$194,000	\$0	\$0	\$0	\$0
STP - Small MPO	\$2,167,750	\$1,583,000	\$1,848,000	\$0	\$584,750	\$2,432,750
Stp Flex - Small Mpo	\$71,000	\$71,000	\$0	\$0	\$0	\$0
FY 2027, Local MPO Based Constraints Total	\$2,432,750	\$1,848,000	\$1,848,000	\$0	\$584,750	\$2,432,750
Fiscal Year - 2027, Local RTF Based Constraint						
STP - Rural/Flexible	\$2,750,082	\$2,538,000	\$2,538,000	\$0	\$212,082	\$2,750,082
TEDF Category D	\$422,418	\$0	\$0	\$422,418	\$0	\$422,418
FY 2027, Local RTF Based Constraint Total	\$3,172,500	\$2,538,000	\$2,538,000	\$422,418	\$212,082	\$3,172,500
Fiscal Year - 2027, MDOT Project Templates						
Road - Capital Preventive Maintenance	\$1,198,002	\$980,564	\$980,564	\$217,438	\$0	\$1,198,002
Traffic & Safety	\$319,062	\$287,155	\$287,155	\$31,907	\$0	\$319,062
FY 2027, MDOT Project Templates Total	\$1,517,064	\$1,267,719	\$1,267,719	\$249,345	\$0	\$1,517,064
Fiscal Year - 2027, Transit Project Categories						
5307	\$3,043,660	\$1,526,384	\$1,526,384	\$1,517,276	\$0	\$3,043,660
5339	\$1,015,040	\$812,032	\$812,032	\$203,008	\$0	\$1,015,040
FY 2027, Transit Project Categories Total	\$4,058,700	\$2,338,416	\$2,338,416	\$1,720,284	\$0	\$4,058,700
Fiscal Year - 2027 Grand Total	\$11,181,014	\$7,992,135	\$7,992,135	\$2,392,047	\$796,832	\$11,181,014
Fiscal Year - 2028						
Fiscal Year - 2028, Local MPO Based Constraints						
Carbon Reduction - Small Mpo	\$198,000	\$198,000	\$198,000	\$0	\$0	\$198,000
STP - Small MPO	\$2,017,500	\$1,614,000	\$1,614,000	\$0	\$403,500	\$2,017,500
Stp Flex - Small Mpo	\$73,000	\$73,000	\$73,000	\$0	\$0	\$73,000
FY 2028, Local MPO Based Constraints Total	\$2,288,500	\$1,885,000	\$1,885,000	\$0	\$403,500	\$2,288,500
Fiscal Year - 2028, Local RTF Based Constraint						
STP - Rural/Flexible	\$1,528,791	\$1,392,000	\$1,392,000	\$0	\$136,791	\$1,528,791
TEDF Category D	\$211,209	\$0	\$0	\$211,209	\$0	\$211,209
FY 2028, Local RTF Based Constraint Total	\$1,740,000	\$1,392,000	\$1,392,000	\$211,209	\$136,791	\$1,740,000
Fiscal Year - 2028, MDOT Project Templates						
Road - Rehabilitation and Reconstruction	\$29,754,034	\$24,353,677	\$24,353,677	\$4,627,825	\$772,532	\$29,754,034
Traffic & Safety	\$487,092	\$438,382	\$438,382	\$48,710	\$0	\$487,092
FY 2028, MDOT Project Templates Total	\$30,241,126	\$24,792,059	\$24,792,059	\$4,676,535	\$772,532	\$30,241,126
Fiscal Year - 2028, Transit Project Categories						
5307	\$3,165,405	\$1,587,439	\$1,587,439	\$1,577,966	\$0	\$3,165,405
5339	\$1,055,642	\$844,514	\$844,514	\$211,128	\$0	\$1,055,642
FY 2028, Transit Project Categories Total	\$4,221,047	\$2,431,953	\$2,431,953	\$1,789,094	\$0	\$4,221,047
Fiscal Year - 2028 Grand Total	\$38,490,673	\$30,501,012	\$30,501,012	\$6,676,838	\$1,312,823	\$38,490,673
Fiscal Year - 2029						
Fiscal Year - 2029, Local MPO Based Constraints						
Carbon Reduction - Small Mpo	\$202,000	\$202,000	\$0	\$0	\$0	\$0
STP - Small MPO	\$2,250,450	\$1,647,000	\$1,924,000	\$0	\$603,450	\$2,527,450
Stp Flex - Small Mpo	\$75,000	\$75,000	\$0	\$0	\$0	\$0
FY 2029, Local MPO Based Constraints Total	\$2,527,450	\$1,924,000	\$1,924,000	\$0	\$603,450	\$2,527,450
Fiscal Year - 2029, MDOT Project Templates						
Traffic & Safety	\$398,819	\$358,937	\$358,937	\$39,882	\$0	\$398,819
FY 2029, MDOT Project Templates Total	\$398,819	\$358,937	\$358,937	\$39,882	\$0	\$398,819
Fiscal Year - 2029, Transit Project Categories						
5307	\$3,292,022	\$1,650,936	\$1,650,936	\$1,641,086	\$0	\$3,292,022
5339	\$1,097,868	\$878,294	\$878,294	\$219,574	\$0	\$1,097,868
FY 2029, Transit Project Categories Total	\$4,389,890	\$2,529,230	\$2,529,230	\$1,860,660	\$0	\$4,389,890
Fiscal Year - 2029 Grand Total	\$7,316,159	\$4,812,167	\$4,812,167	\$1,900,542	\$603,450	\$7,316,159

***JACTS* Public Involvement & Consultation**

PUBLIC INVOLVEMENT AND CONSULTATION

The IIJA legislation requires that there be opportunities for public involvement throughout the TIP development process. Meaningful public participation can be viewed as fundamental to the creation of planning processes and transportation decisions that fully address local and regional needs. The JACTS staff developed the *JACTS Public Participation Plan (PPP)* (Appendix A) that was adopted in December 2006, and most recently updated in September 2023 during the development of the JACTS FY 2050 Long Range Transportation Plan.

The JACTS TIP, as the agreed-upon list of priority projects for the Jackson metropolitan area, serves to manage the construction, improvement, and expansion of the area's entire transportation system. To communicate with as many citizens as possible, JACTS engages its public outreach program in an effort to provide a variety of opportunities to solicit input on the development of the 4-year TIP. The IIJA further required the MPO engage in consultation efforts with local, state, federal and private agencies in order to eliminate or minimize conflicts with other agencies' plans and maps.

The various opportunities for public comment and participation during the development of the JACTS FY 2026-2029 included the following:

- JACTS issued the FY 2026-2029 Call for Projects (CFP) in August 2024. Eligible participating agencies were requested to develop urban and rural federal-aid project lists for TIP Subcommittees' review and input. Agencies were also requested to obtain their Board, Commission, or Council approval prior to submitting the projects for JACTS consideration.
- Preliminary project lists were reviewed and received by the JACTS TIP Development Subcommittee at a meeting held in August 2024.
- The project lists were reviewed and discussed at monthly meetings of the JACTS TAC and Policy Committee. All meetings were advertised (including the meeting agendas) on the R2PC website (www.region2planning.com). Opportunity for public comment was included on all meeting agendas.
- The rural federal-aid projects (located outside the Jackson Urbanized Area but within the Metropolitan Area Boundary) included in the JACTS FY 2026-2029 TIP were reviewed and approved by the Full Region 2 Rural Task Force (RTF) Committee (representation from Hillsdale, Jackson, and Lenawee Counties) on November 19, 2024.
- The draft TIP list of projects and a cover letter soliciting input was distributed to all agencies included on the JACTS consultation and public participation mailing list. The cover letter indicated methods for submitting comments and listed the dates, times, and locations of the meetings that public comments would also be accepted. The project list and public comment opportunities were also posted on the R2PC website – www.region2planning.com. A notice of the comment period (outlined below), reminder e-mail and updated cover letter were sent out on April 28, 2025.
- The formal comment period on the draft FY 2026-2029 TIP project list began on April 28, 2025 and ended on May 21, 2025. Opportunities for public comment were also accepted at the regular JACTS TAC meeting on May 7, 2025 and the JACTS Policy Committee meeting held on May 15, 2025. Staff provided handouts at each meeting listing the proposed TIP projects. Written comments, phone calls, and e-mails were also accepted during this time period. (*X number of*) public comments were received at the meetings. Written comments received from the consultation agencies and the general public are acknowledged in the *Consultation* section of this Chapter.

- Formal approval of the resolution adopting the JACTS FY 2026-2029 TIP by JACTS was received on June 11, 2025 (Appendix E).

As stated above, numerous opportunities were available for input during the development of the JACTS FY 2026-2029 TIP, not only at the monthly JACTS TAC and Policy Committee meetings, but also through the outreach efforts afforded to stakeholders, social service agencies and the local media.

Documentation of the JACTS public outreach activities can be found in Appendix B.

Demographic Analysis

A demographic analysis was done on the roadway projects programmed in the JACTS FY 2026-2029 TIP to see where projects overlay with minority and low-income populations.

The basic principles addressed by the Demographic Analysis include:

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

The methodology undertaken to analyze that the principles are being met entailed mapping where minority and low-income populations exceeded the population averages for the JACTS planning area (Jackson County), overlaying the proposed TIP projects, and visually analyzing the potential impacts. The maps located at the end of this chapter are the result of this process.

“Minorities” included in the Demographic Analysis

The following groups were included in the Demographic Analysis:

1. Black
2. Hispanic or Latino
3. Asian American
4. American Indian or Alaskan Native
5. Pacific Islander or Native Hawaiian

According to the 2024 U.S. American Community Survey (ACS) 5-Year Estimates, the countywide averages for the minority populations are as follows: African American 8.0%, Hispanic 4.2%, Asian 0.9%, American Indian 0.5%, and Pacific Islanders 0.1%.

Definition of “Low Income” or “Individuals Living Below Poverty Level” for Purposes of the Demographic Analysis

The Office of Management & Budget (OMB) defines low income as a person whose household income is at or below the U.S. Department of Health and Human Services poverty guidelines. These guidelines are used as eligibility criteria for the Community Services Block Grant Program as well as a number of other federal assistance programs.

According to the 2024 ACS 5-Year Estimates, 13.7% of persons in Jackson County are in poverty status.

The analysis of potential impacts centers on 3 major areas of concern:

Disproportionately high adverse impact to low-income/minority areas: Of the 29 local and

state roadway projects mapped for analysis in the JACTS FY 2026-2029 TIP, 18 projects are located within or adjacent to areas “equal to or exceeding” the county’s overall family poverty levels (please see the attached matrix and map). Total funding invested in these projects is approximately \$36 million, or 65% of road program revenues for mapped projects. These projects include all project categories including roadway reconstruction, resurfacing, as well as bridge replacements. Any environmental impacts resulting from these projects will be mitigated according to federal and state laws. During project implementation, appropriate detour routes will be maintained to minimize delay and disruption. Therefore, it has been determined that no disproportionately high adverse impacts are expected in terms of noise, right-of-way takings, etc., within these targeted areas versus the metropolitan area as a whole.

A total of 14 mapped projects are located within or adjacent to African American minority areas (please see the attached matrix and map); total funding invested in those projects is approximately \$36.3 million, or 65.7% of road program revenues for mapped projects. A total of 15 mapped projects are located within or adjacent to Hispanic minority areas; total funding invested in these projects is approximately \$35.8 million, or 64.9% of road program revenues for mapped projects. A total of 10 mapped projects are located within or adjacent to Asian minority areas; total funding invested in these projects is approximately \$4.3 million, or 7.7% of road program revenues for mapped projects. A total of 9 mapped projects are located within or adjacent to American Indian or Alaska Native minority areas; total funding invested in this project is approximately \$8.6 million, or 15.6% of road program revenues for mapped projects. A total of 2 mapped projects are located within or adjacent to Native Hawaiian/Pacific Islander minority areas; total funding invested in this project is \$635,050, or 1.2% of road revenues for mapped projects.

Minimizing/blocking access of low income/minority areas to the transportation system:

Minimizing access can be characterized as the permanent closing of streets or interchanges in order to accomplish the projects contained in the TIP. All of the projects programmed in the TIP that are located in or adjacent to the targeted low income and minority neighborhoods involve the preservation and general maintenance of existing roadways. It has been determined that there is no permanent blockage of access to the transportation system or loss of mobility as a result of implementing the FY 2026-2029 TIP projects.

Neglect of the transportation system in low income/minority areas: The JACTS study area is approximately 720 square miles and includes 19 townships and the city of Jackson. The targeted low income (% below the national poverty level) areas are mapped based on the average percentage of families in poverty (please see the attached maps). As noted earlier, there are 20 mapped projects contained in, or adjacent to, the low-income areas which represent 80% of project costs for mapped projects contained in the TIP. In the identified minority areas, 18 of the 29 total mapped projects included in the TIP are located within or adjacent to neighborhoods exceeding the countywide averages in 3 or more of the 6 minority/low-income groups. Total funding invested in these projects is approximately \$36 million. Therefore, it has been determined that there is no neglect of investment in the transportation system in the low-income and minority areas.

In addition to the road and highway projects, approximately \$17.1 million has been programmed for transit operating and capital projects in the FY 2026-2029 TIP. Public transit in Jackson County is provided by the Jackson Area Transportation Authority (JATA). The agency’s fixed-route service area includes the City of Jackson and portions of the urbanized area and portions the Reserve-a-Ride program provides demand response service to all residents of the city. Reduced fares are available for the elderly, disabled and student populations. None of the

projects included in the TIP restrict access of residents to the public transit system services. Therefore, it has been determined that there is no neglect, reduction or delay in the receipt of transportation benefits by those residing in low income or minority areas.

Furthermore, to supplement the analysis done here, the JACTS participation process for the FY 2026-2029 TIP made a concerted effort to reach out to the minority and low-income populations, to ascertain the potential effects/impacts of the proposed projects. Notices inviting public participation and comment during the project selection process were sent to area religious organizations, civic associations, business owners, media organizations, and residents located throughout the entire planning area and the identified minority and low-income neighborhoods.

JACTS will continue to update and maintain the public participation mailing list, and continue to improve communication, coordination, education and involvement of the public regarding transportation planning issues in the Jackson Metropolitan Area.

Table 3. Detailed TIP Project List and Demographic Analysis

Fiscal Year	Project	Limits	Total Cost	Black	AI/AN (Only)	Asian (Only)	NH/PI (Only)	Hispanic	Low-Income	3 or More Areas
2026	216645	Ganson St (Elm to east City Limits)	\$692,000	X				X	X	X
2027	224332	Morrell St (Brown to Bowen)	\$1,099,000							
2027	224335	Morrell and Fourth intersection	\$454,000	X				X	X	X
2028	224336	Morrell St (Bowen to West)	\$665,000							
2029	224337	Washington Ave (Park Place to Elm)	\$1,423,000	X					X	
2029	224339	Morrell and First intersection	\$468,700	X				X	X	X
2026	216525	Shirley Dr (Parnall to Lansing)	\$1,093,000			X		X		
2026	216526	Wildwood Ave (Ganson to Wayne)	\$100,000	X					X	
2026	216636	Page Ave (Watts and Falahee intersections)	\$296,000		X	X		X	X	X
2027	224354	Page Ave (US-127 to 5 th St)	\$359,750		X	X		X	X	X
2027	224357	Springport Rd (Airport to Shirley)	\$520,000	X		X			X	X
2028	224376	Falahee Rd (Page to Flansburg)	\$65,000		X	X		X		X
2028	224377	Flansburg Rd (South St to Hoyer)	\$50,000		X	X		X		X
2028	224378	Francis St (McDevitt to South St)	\$775,000	X	X	X		X	X	X
2028	224379	Wildwood Ave (Michigan to Laurence)	\$462,000						X	
2028	224381	Wildwood and Laurence intersection	\$271,000			X		X	X	X
2029	224383	Kibby Rd (Reynolds to City Limits)	\$424,000	X		X	X	X		X
2029	224384	McCain Rd (Reynolds to Robinson)	\$211,050				X	X	X	X
2026	201223	US-127 (Henry to County Line)	\$6,624,000							
2026	211147	M-99 (South St to Gibbs)	\$6,292,390		X				X	
2026	211993	US-127 SB Off Ramp at Springport	\$402,195			X			X	
2026	214083	M-60 at Cross Road	\$686,076							
2026	214106	US-127 S at Berry Rd interchange	\$330,407							
2026	217614	M-106 (Michigan to Ganson)	\$105,001	X				X	X	X
2026	218706	US-127 NB Ramp to WB I-94	\$52,064	X	X				X	X
2027	217614	M-106 (Michigan to Ganson)	\$802,002	X				X	X	X
2027	219508	M-106 (3 rd St to Chanter)	\$396,000	X	X				X	X
2028	213442	I-94BL (Dwight to Bender)	\$29,754,034	X				X	X	X
2028	218706	US-127 NB Ramp to WB I-94	\$312,386	X	X				X	X

JACTS Project Overview Map: Blacks and African Americans

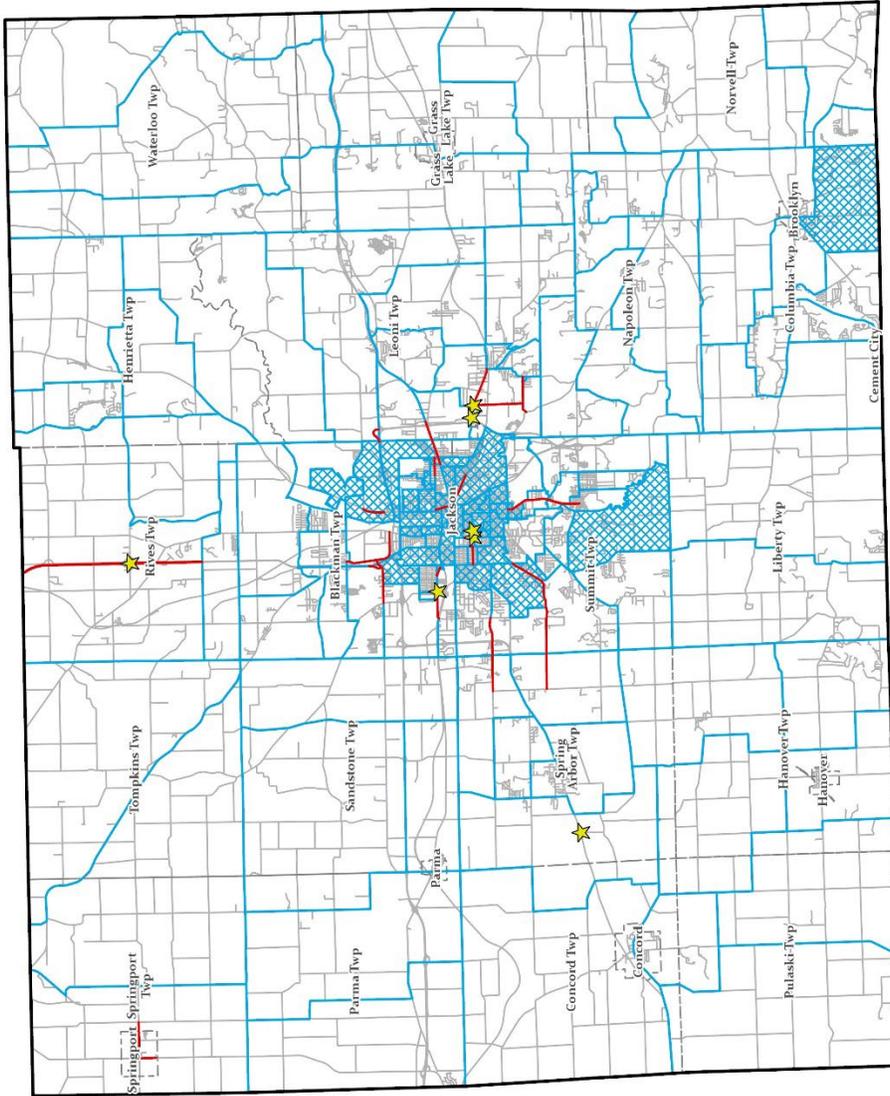
JACTS TIP Projects 2026 - 2029

2026 - 2029 TIP Projects

Black Pop. > County Avg.

Census Block Groups

Municipal Boundaries



Region 2

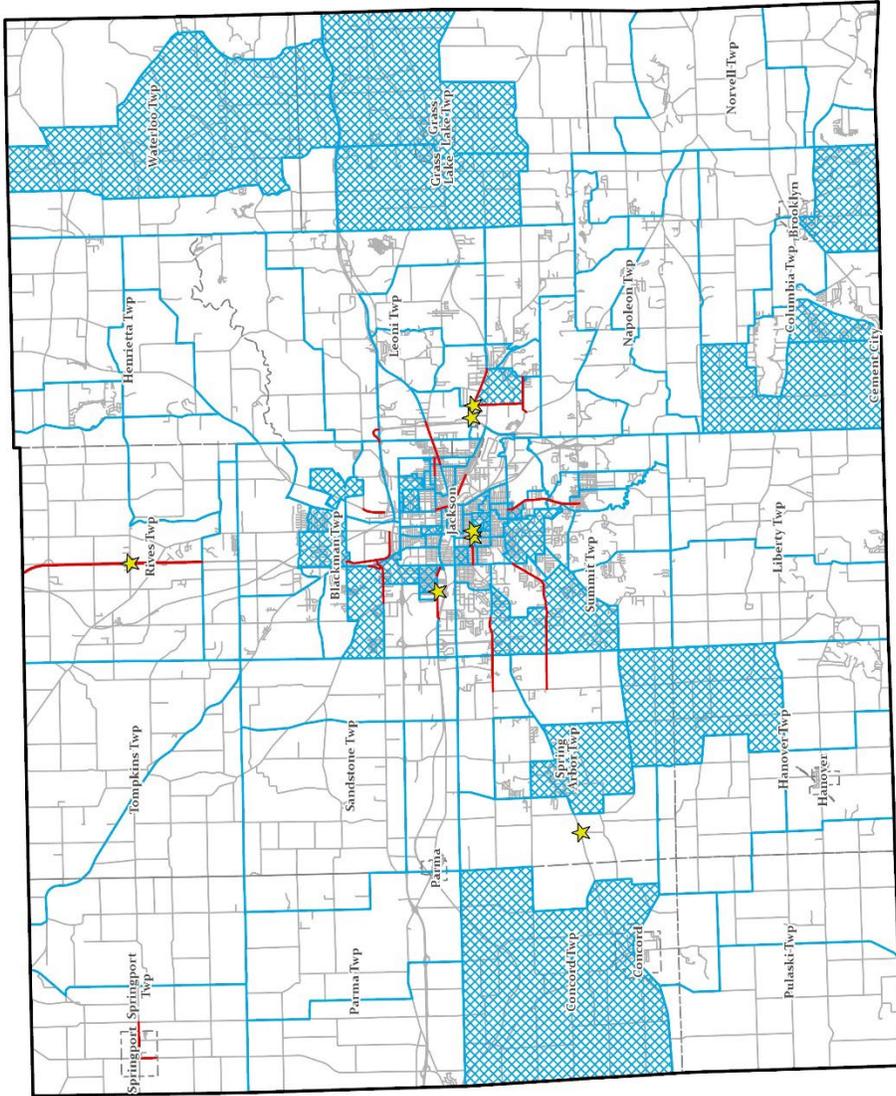
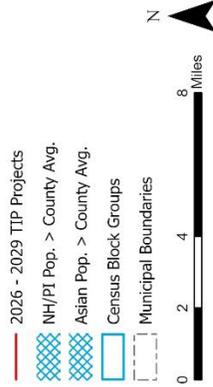
PLANNING COMMISSION

Serving Hillsdale, Jackson & Lenawee Counties

Jackson Area Comprehensive Transportation Study

JACTS Project Overview Map: Asian and Pacific Islanders

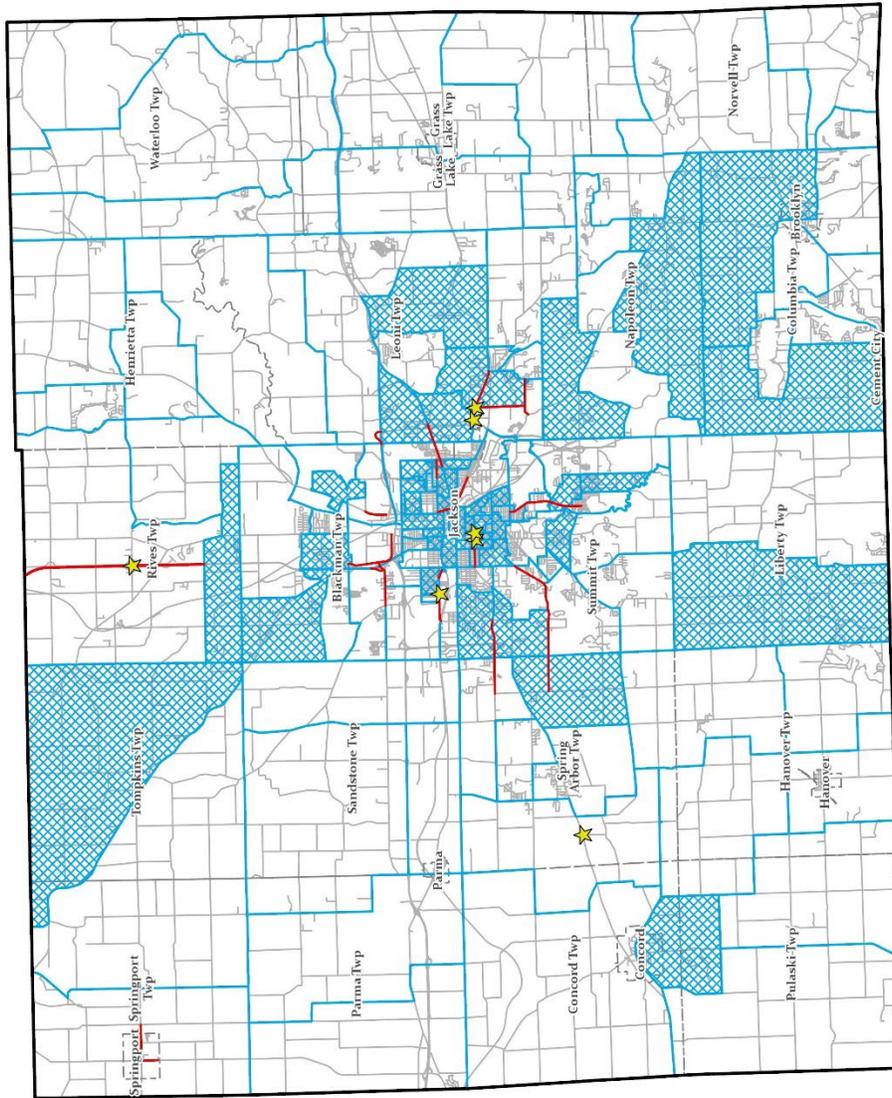
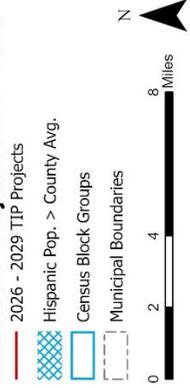
JACTS TIP Projects 2026 - 2029



Serving Hillsdale, Jackson & Lenawee Counties
Jackson Area Comprehensive Transportation Study

JACTS Project Overview Map: Hispanic or Latino/a

JACTS TIP Projects 2026 - 2029



Region 2

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Jackson Area Comprehensive Transportation Study

JACTS Project Overview Map: American Indian or Alaskan Native

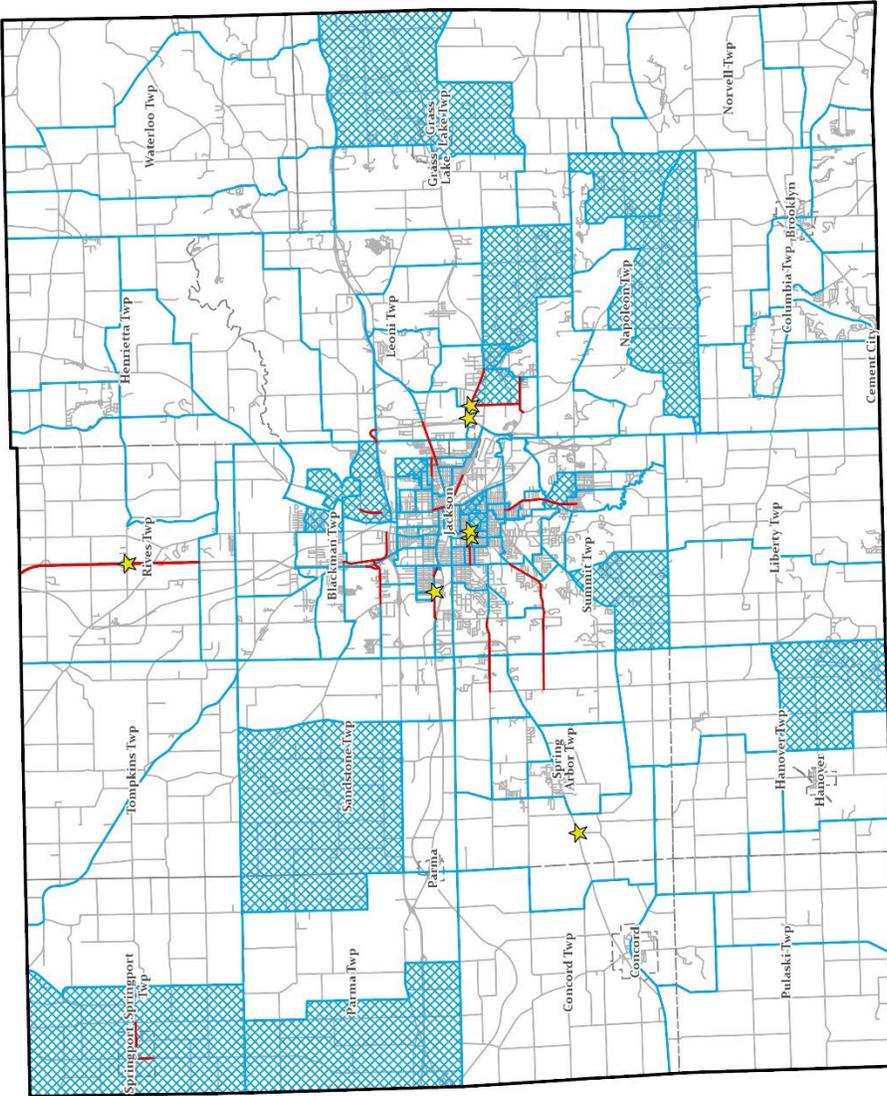
JACTS TIP Projects 2026 - 2029

2026 - 2029 TIP Projects

AI/AN Pop. > County Avg.

Census Block Groups

Municipal Boundaries



Region 2

PLANNING COMMISSION

Serving Hillsdale, Jackson & Lenawee Counties

Jackson Area Comprehensive Transportation Study

Consultation

The IIJA legislation requires that MPOs consult “as appropriate” with federal, state, and local agencies responsible for economic growth and development, environmental protection, conservation, historic preservation, natural resources, airport and freight operations and movement, land use management, as well as human transportation service providers when developing transportation plans. The purpose of the consultation process is intended to eliminate or minimize conflicts with other agencies’ plans and maps that impact transportation.

In order to initiate the consultation process, the JACTS staff developed a contact list of agencies by reviewing its current public participation mailing list and adding, as necessary, the organizations and agencies listed below. A list of entities identified through this process is found starting on the next page.

Contact Consultation List

Contact Person	Agencies & Organizations	Position/Additional Info
Daniel Mahoney	City of Jackson City Council	Mayor
Arlene Robinson	City of Jackson City Council	Ward 1
Freddie Dancy	City of Jackson City Council	Ward 2
Angelita V. Gunn	City of Jackson City Council	Ward 3
Connor Wood	City of Jackson City Council	Ward 4
Shalanda Hunt	City of Jackson City Council	Ward 5
Will Forgrave	City of Jackson City Council	Ward 6
Jonathan Greene	City of Jackson Manager's Office	City Manager
editor@jxncopress.com	The County Press	General Email
Laurie Ingram	Eastside Neighborhood Resource Center (Ayieko Resource Center)	Jackson Housing Commission, Executive Director
Keith Gillenwater	Accelerate Jackson County	President and CEO
R5hotline@epa.gov	Environmental Protection Agency	General Email
Jenny Staroska	Federal Highway Administration (Michigan Division)	Division Administrator
Evan Gross	Federal Transit Administration (Region 5)	Community Planner
info@fallingwatertrail.com	Friends of the Falling Water Trail	General Email
Sheila M. Everts	Greater Jackson Habitat for Humanity	Executive Director
Various Contacts	Jackson Area Comprehensive Transportation Study Policy Committee	Various Contacts
Various Contacts	Jackson Area Comprehensive Transportation Study Technical Advisory Committee	Various Contacts
Michael Brown	Jackson Area Transportation Authority	Executive Director
Alan Wade	The Jackson Blazer	Publisher, CEO
janews@mlive.com	Jackson Citizen Patriot	General Email
Juan Zapata	Jackson County Airport/Reynolds Field	Airport Manager
Tony Bair	Jackson County Board of Commissioners	District 1
Margie J. Walz	Jackson County Board of Commissioners	District 2
Corey Kennedy	Jackson County Board of Commissioners	District 3

Philip S. Duckham, III	Jackson County Board of Commissioners	District 4
James (Steve) Shotwell Jr.	Jackson County Board of Commissioners	District 5 and Chairman
Earl Poleski	Jackson County Board of Commissioners	District 6
John L. Willis	Jackson County Board of Commissioners	District 7
Darius Williams	Jackson County Board of Commissioners	District 8
Ray Snell	Jackson County Board of Commissioners	District 9
Ryan Tarrant	Jackson County Chamber of Commerce	President and CEO
Matt Swartzlander	Jackson County Townships, Cities, and Villages	Village of Brooklyn (Manager)
Mel Cure	Jackson County Townships, Cities, and Villages	Village of Cement City (President)
Jeremiah Bush	Jackson County Townships, Cities, and Villages	Village of Concord (President)
Sabrina Edgar	Jackson County Townships, Cities, and Villages	Village of Grass Lake (Manager)
Tim Evans	Jackson County Townships, Cities, and Villages	Village of Hanover (Treasurer)
Jim Jenkins	Jackson County Townships, Cities, and Villages	Village of Parma (President)
Gordon Webb	Jackson County Townships, Cities, and Villages	Village of Springport (President)
Pete Jancek	Jackson County Townships, Cities, and Villages	Blackman Township (Supervisor)
Barry Marsh	Jackson County Townships, Cities, and Villages	Columbia Township (Supervisor)
Davis Saenz	Jackson County Townships, Cities, and Villages	Concord Township (Supervisor)
John Lesinski	Jackson County Townships, Cities, and Villages	Grass Lake Township (Supervisor)
Jeffrey Heath	Jackson County Townships, Cities, and Villages	Hanover Township (Supervisor)
Andrew Grimes	Jackson County Townships, Cities, and Villages	Henrietta Township (Supervisor)
Howard Linnabary	Jackson County Townships, Cities, and Villages	Leoni Township (Supervisor)
Mark Hubbard	Jackson County Townships, Cities, and Villages	Liberty Township (Supervisor)
Dan Wymer	Jackson County Townships, Cities, and Villages	Napoleon Township (Supervisor)
Bobbie Norman	Jackson County Townships, Cities, and Villages	Parma Township (Supervisor)
Chuck Todd	Jackson County Townships, Cities, and Villages	Pulaski Township (Supervisor)
Jerry Adams	Jackson County Townships, Cities, and Villages	Rives Township (Supervisor)
Dwight VanWinkle	Jackson County Townships, Cities, and Villages	Sandstone Township (Supervisor)

Dave Herlein	Jackson County Townships, Cities, and Villages	Spring Arbor Township (Supervisor)
Jeff Mitchell	Jackson County Townships, Cities, and Villages	Springport Township (Supervisor)
Todd Emmons	Jackson County Townships, Cities, and Villages	Summit Township (Supervisor)
John A. Tuttle, Sr.	Jackson County Townships, Cities, and Villages	Tompkins Township (Supervisor)
Doug Lance	Jackson County Townships, Cities, and Villages	Waterloo Township (Supervisor)
Daniel Phelan	Jackson College	President and CEO
Keith Book	Jackson College	Executive Assistance to the President
Ryan Tarrant	Jackson County Convention and Visitor's Bureau (Experience Jackson)	President and CEO (same as Chamber of Commerce)
Danielle Pequet	Jackson County Department on Aging	Director
Msue.jackson@county.mse.edu	Jackson County Michigan State University Extension	General Email
Angela Kline	Jackson County Department of Transportation	Managing Director
Geoffrey Snyder	Jackson County Drain Commissioner	Drain Commissioner
	Jackson County Food Bank (Jackson Community Food Pantry)	General Email
Don Hayduk	Jackson County Environmental Health	Director
Kristin Pluta	Jackson County Health Department	Officer
Kevin Oxley	Jackson County Intermediate School District	Superintendent
Tom Kirvan	Jackson County Legal News	Editor-in-Chief
Sarah Lightner	Jackson County Legislators	Michigan House District 45
Kathy Schmaltz	Jackson County Legislators	Michigan House District 46
Carrie Rheingans	Jackson County Legislators	Michigan House District 47
Jennifer Conlin	Jackson County Legislators	Michigan House District 48
Sue Shink	Jackson County Legislators	Michigan Senate District 14
Jonathan Lindsey	Jackson County Legislators	Michigan Senate District 17
Tim Walberg	Jackson County Legislators	US House Michigan District 5
Gary Peters	Jackson County Legislators	US Senate Michigan
Elissa Slotkin	Jackson County Legislators	US Senate Michigan
Destiny Wilkins	Jackson County Medical Care Facility	Administrator
Kyle Lewis	Jackson County Parks Department	Director
Kade Peck	Jackson County Planning Commission	Staff

Gary Schuette	Jackson County Police Departments (Jackson County Sheriff)	Sheriff
Liz Breed	Jackson District Library	Director
Beth Kuiper	Jackson Downtown Development Authority	Executive Director
Sven Harrison	Jackson Historic District Commission	Staff
Cheryl Ragland	Jackson Human Relations Commission	Chair
Steve Castle	Jackson Interfaith Shelter	CEO
Jeff Beal	Jackson Public Schools	Superintendent
Bart Hawley	JTV	Owner
Karen Cascaddan	Lifeways	Executive Director
MDA-Info@michigan.gov	Michigan Department of Agriculture (and Rural Development)	General Email
EGLE-Assist@michigan.gov	Michigan Department of Environmental Quality (Michigan Department of Environment, Great Lakes, and Energy)	General Email
Zoe Lyons	Michigan Department of Health & Human Services	Jackson County Director
Scott Bowen	Michigan Department of Natural Resources	DNR Director
Michelle Lange	Michigan Department of Technology, Management, and Budget	Acting Director
Aaron Jenkins	Michigan Department of Transportation	University Region Communications Representative
Quentin L. Messer, Jr.	Michigan Economic Development Corporation	CEO
MRS-CustomerAssistance@michigan.gov	Michigan Rehab Services (Michigan Rehabilitation Services)	General Email
MSHDA@michigan.gov	Michigan State Housing Development Authority	General Email
President Stanley	Michigan State University	President
Alicia Williams	NAACP (Jackson County Branch NAACP)	President
Paul Edmondsdson	National Trust for Historic Preservation	President and CEO
Julie Wetherby	WellWise Services Area Agency on Aging	Chief Executive Officer
Alan Scheppelman	Ripstra & Scheppelman Surveyors	General Email
wmijackson@usc.salvationarmy.org	The Salvation Army	General Email
Elayne Coleman	Sierra Club, Michigan Chapter	State Director
Dr. Brent Ellis	Spring Arbor University	President

Dawn M. Doner	Springport Signal	Owner
publicpolicy@mi-ucp.org	United Cerebral Palsy of Michigan	Lansing Office
askusda@usda.gov	USDA	General Email
Ken Toll	United Way of Jackson	President and CEO
Katie Miller	Active Jackson	Planner
Shawna Tello	Jackson YMCA	CEO
Emily Moorhead, FACHE	Allegiance Health (Henry Ford Allegiance Health or Henry Ford Jackson Hospital)	Chief Operating Officer, Interim President
Shane LaPorte	City of Jackson Community Development Department (Neighborhood & Economic Operations)	Director of Neighborhood & Economic Operations/Assistant City Manager
Kelli Hoover	City of Jackson Parks Department (Parks, Recreation, Cemeteries & Trails)	Director of Parks, Recreation, Cemeteries and Grounds
Jon Hart	disAbility Connections	Executive Director & Acting Youth Services Director
Dan Shulman	FEMA-Region Office - Region 5	Congressional/Intergovernmental
Kenny Price	Grand River Environmental Action Team (G.R.E.A.T.)	President
Jason Breining	Jackson City/County Emergency Measures (Jackson County Emergency Management & Homeland Security)	Director
Cameron Carr	Jackson County Airport-Reynolds Field	Chair
Callie Coffman	Jackson County GIS	GIS Analyst/Developer
Gail Trudell	Jackson County ISD-Special Education	Assistant Director of Special Education
Steve Castle	Jackson Interfaith Non-Profit Housing Corporation (Jackson Interfaith Shelter)	Chief Executive Officer
Elisha Wulff	MDOT - Freight Division	Freight Planning & FAC
Clayton Sigmann	MDOT - Pure Michigan Byways Program	MDOT Planning
Matt Chynoweth	MDOT - Historic Bridges	Chief Bridge Engineer, Bureau Director
Sandra Clark	Michigan Department of History, Arts, and Library (Michigan History Center)	Director
EDLE-DWEH-Jackson@michigan.gov	Michigan Department of Natural Resources and Environment-Jackson District (EGLE (Environment, Great Lakes, and Energy))	General Email
DNR-Fisheries@michigan.gov	Michigan Fish & Wildlife Service (Michigan	General Email

	Department of Natural Resources Fisheries Division)	
DNR-Wildlife@michigan.gov	Michigan Fish & Wildlife Service (Michigan Department of Natural Resources Wildlife Division)	General Email
Mark A. Rodman	Office of State Archaeologist (State Historic Preservation Office)	State Historic Preservation Officer
Sue Lewis	Retired Senior Volunteer Program (R.S.V.P.) (Catholic Charities of Jackson, Lenawee and Hillsdale Counties)	Executive Director
Ronna Beckman	U.S. Environmental Protection Agency-Region 5	Congressional/Intergovernmental Relations Specialist
Renee Sherman Mulcrone	Upper Grand River Watershed Council (The Upper Grand River Watershed Alliance)	Unknown
Christina Salenbien	USDA-Michigan State Office	State Director
John F. Walker	USGS-Lansing District Office (USGS Michigan Water Science Center Office)	Center Director

These agencies were then sent the following information:

1. An initial introductory letter addressing the MPO's consultation efforts and requesting information regarding any plans or programs that may impact transportation planning decisions in Jackson County.
2. Once the draft FY 2026-2029 TIP was available, the following information was e-mailed to each agency:
 - A cover letter explaining what JACTS is, what the TIP is, and an explanation of why we are soliciting input, and how to contact our agency. Also attached to the letter was a list of the proposed projects.
 - A listing of the meeting dates, times, and locations at which JACTS would be soliciting public comment on the draft list of projects.

A copy of the communication sent for comment and all public notices can be found in Appendix B. Comments received during the public comment period can be found in Appendix C.

LIST OF ABBREVIATIONS

Various codes and abbreviations are used throughout this document, particularly in the project descriptions and the source of funds to be used. These abbreviations are explained below.

A	
AADT	Average Annual Daily Traffic
B	
BHN	Bridge Rehabilitation - NHS
BL	Business Loop
BRRP	Bridge Reconstruction and Rehabilitation Program
C	
CL	County Line
CPM	Capital Preventative Maintenance
CSM	Capital Scheduled Maintenance
E	
EB	Eastbound
F	
FAST Act	Fixing America's Surface Transportation Act
FHWA	Federal Highway Administration
FTA	Federal Transit Administration
FY	Fiscal Year
G	
GPA	General Program Accounts
H	
HPP	High Priority Projects
HSIP	Highway Safety Improvement Program
I	
IIJA	Infrastructure Investment and Jobs Act
IM	Interstate Maintenance
J	
JACTS	Jackson Area Comprehensive Transportation Study
JATA	Jackson Area Transportation Authority
JCDOT	Jackson County Department of Transportation
L	
LRTP	Long Range Transportation Plan

M	
M	State of Michigan funds
MAB	Metropolitan Area Boundary
MAP-21	Moving Ahead for Progress in the 21 st Century Act
MDOT	Michigan Department of Transportation
MPO	Metropolitan Planning Organization
MTF	Michigan Transportation Fund
N	
NHS	National Highway System
R	
R2PC	Region 2 Planning Commission
S	
SAFETEA-LU	Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users
SEC 5307	FTA Urban Area Formula Program
SEC 5309	FTA Capital Assistance Program
SEC 5311	FTA Non-Urbanized Area funds
SEC 5316	FTA Job Access Reverse Commute
SEC 5317	New Freedom Initiative
ST	Surface Transportation
STE	Surface Transportation Enhancement
STIP	State Transportation Improvement Program
STL	Surface Transportation - local
STP	Surface Transportation Program
STUL	Surface Transportation - urban areas under 200,000 population
T	
TEDF	Transportation Economic Development Fund
TIP	Transportation Improvement Program
U	
UAB	Urbanized Area Boundary
W	
WB	Westbound
WVL	West village limits

JACTS

Appendix A
Public Participation Plan

PUBLIC PARTICIPATION PLAN TRANSPORTATION PLANNING PROCESS

Jackson Metropolitan Area
Jackson County, Michigan

JACTS

JACKSON AREA COMPREHENSIVE
TRANSPORTATION STUDY

Prepared By:

Region 2
PLANNING COMMISSION

Serving Hillsdale, Jackson & Lenawee Counties

Region 2 Planning Commission
120 W. Michigan Avenue
Jackson, MI 49201
(517) 788-4426

September 2023

I. Introduction and 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 Jackson Area Comprehensive Transportation Study (JACTS), as the state designated Metropolitan Planning Organization (MPO) for the census-designated Jackson Urbanized Area, 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

II. 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.

III. 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 Public Participation Plan consists of the following tools:

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

1. NOTICE OF MEETINGS AND PUBLIC COMMENT PERIODS

JACTS maintains two standing committees to conduct the business of the study area, the Technical Advisory Committee (TAC) and Policy Committee. The JACTS TAC members include engineers (City of Jackson, Jackson County, and MDOT), planners (MDOT and R2PC), technical staff (JATA, Jackson County Airport, and Accelerate Jackson County), and representatives from local government agencies, MDOT, and FHWA. The committee reviews plans and programs and makes technical recommendations to the JACTS Policy Committee.

Members of the JACTS Policy Committee consist mostly of elected and appointed officials representing local units of government within the Jackson Urbanized Area (Jackson County, City of Jackson, and Blackman, Leoni, Napoleon, Sandstone, Spring Arbor, and Summit Townships), along with agency boards (Jackson County Airport, JACTS TAC, JATA, MDOT, and R2PC). The JACTS Policy Committee acts on recommendations from the TAC and has final authority over all MPO decisions. Engineers and planners of the JACTS TAC will also attend the JACTS Policy meetings. The R2PC Board formerly had final authority over all Jackson MPO decisions, but an update to the R2PC bylaws adopted on May 9, 2024 gave this power to the JACTS Policy Committee.

All meetings of the JACTS TAC and Policy Committee 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 and Policy Committee 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.

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

JACTS 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. DEVELOPMENT AND 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. Maps will be developed showing the proposed LRTP projects in relationship with these areas.

8. PERFORMANCE MEASURES

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

IV. Conclusion

The JACTS Public Participation Plan will be reviewed and monitored on a regular basis in order to maintain its 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

TRANSPORTATION IMPROVEMENT PROGRAM PARTICIPATION PROCESS

Task	Date(s)	Method
JACTS public mailing list review and update.	Month 1	Review and update public participation mailing list as necessary. Use list to contact stakeholders informing them of the initiative and how they can participate.
Review and confirm Demographic Analysis areas.	Month 3-4	Meet with staff from appropriate agencies to confirm accuracy of demographic analysis areas. Update as necessary. Discuss strategies for gaining input from their constituencies.
Public review of preliminary project list.	Month 5	A preliminary project list is released for public review and comment.
Consultation with other agencies/organizations impacted by the TIP.	Month 5	Consult with federal, state and local agencies and officials responsible for other planning activities affected by transportation. This may include, but is not limited to, agencies responsible for economic growth, environmental protection, airport operations, freight movement, natural resources and historic preservation.
TIP Public Meeting.	Month 7	This is the formal public meeting on the draft TIP. Newspaper notices will be placed announcing this meeting and notices will be mailed to those on the public participation mailing list.
Postings on the Region 2 Planning Commission website.	Throughout entire process	As the TIP is being developed, various documents will be posted on the R2PC website. These postings will also invite the public to comment on the document.
Input at JACTS Technical Advisory Committee and Policy Committee meetings.	Throughout entire process	All JACTS regularly scheduled Technical Advisory Committee and Policy Committee meetings have time reserved for public comments.

LONG RANGE TRANSPORTATION PLAN PARTICIPATION PROCESS

Task	Date(s)	Method
JACTS public mailing list review and update.	Month 1	Review and update public participation mailing list as necessary. Use list to contact stakeholders informing them of the initiative and how they can participate.
Develop time-line and identify opportunities for public comment.	Month 2-3	Contact citizens on mailing list for Kick-off; PPP update; and other relevant opportunities for public comment, including Goals & Objectives and draft and final plan. Ensure public notices in county and city newspapers provide an opportunity to citizens not on the mailing list.
Review and confirm Demographic Analysis areas.	Month 2-3	Meet with staff from appropriate agencies to confirm accuracy of demographic analysis areas. Update as necessary. Discuss strategies for gaining input from their constituencies.
Review Long Range Transportation Plan existing and future year deficiencies.	Month 4-7	A select “package” of network solutions will be developed once the transportation system deficiencies and potential solutions to those deficiencies have been selected and tested. The public will have an opportunity to comment on the deficiencies and potential solutions at specifically advertised JACTS Technical Advisory Committee and Policy Committee meetings.
Consultation with other agencies/organizations impacted by the transportation plan.	Month 5-7	Consult with federal, state and local agencies and officials responsible for other planning activities affected by transportation. This may include, but is not limited to, agencies responsible for economic growth, environmental protection, airport operations, freight movement, natural resources and historic preservation.
Long Range Transportation Plan public meeting.	Month 9	This is the formal public meeting on the draft Long Range Transportation Plan. Newspaper notices will be placed announcing this meeting and notices will be mailed to those on the public participation mailing list.
Postings on the Region 2 Planning Commission world wide web page.	Throughout entire process	As the plan is being developed, various documents will be posted on the R2PC Web page. These postings will also invite the public to comment on the Plan.
Input at JACTS Technical Advisory Committee and Policy Committee meetings.	Throughout entire process	All regularly scheduled JACTS Technical Advisory Committee and Policy Committee meetings have time reserved for public comments.

JACTS

Appendix B
Public Participation Activities

Region 2 PLANNING COMMISSION

Serving Hillsdale, Jackson & Lenawee Counties

Opportunity for Public Comment

Development of the Fiscal Year 2026-2029 Transportation Improvement Program

The Region 2 Planning Commission (R2PC) and Jackson Area Comprehensive Transportation Study (JACTS) are seeking public input for the development of the Fiscal Year (FY) 2026-2029 Transportation Improvement Program (TIP). The TIP documents the anticipated timing and cost of transportation improvements that utilize federal funds, in addition to any non-federally funded projects that are considered regionally-significant. The types of projects in the TIP include all modes of transportation, such as roadway construction, operations and reconstruction, bicycle and pedestrian, public transit and aviation. The TIP is a program and schedule of intended transportation improvements, or a continuation of current activities, through a four year period (Fiscal Years 2026 through 2029) and is considered the implementing tool of the JACTS 2050 Long Range Transportation Plan.

Please review the listing of projects on the following pages of this document. The listing of projects is available to view/download on the R2PC website, in addition to the full draft document, at:

<https://www.region2planning.com/short-range-planning/>.

Comments can be submitted using any of the following methods:

(1) **R2PC Comment Form** - (<http://www.region2planning.com/contact/>);

(2) **E-Mail** – Brett Gatz at bgatz@mijackson.org

(3) **Mail** – Region 2 Planning Commission, 120 W. Michigan Ave., 9th Floor, Jackson, MI 49201

(4) **Public Meetings** – Additional Information available below:

JACTS Technical Advisory Committee

Wednesday, May 7, 2025
11:00 AM
Jackson City Hall – 161 W.
Michigan Ave., Jackson, MI
2nd Floor

Region 2 Planning Commission

Thursday, May 8, 2025
2:00 PM
Hillsdale City Hall – 97 N.
Broad St., Hillsdale, MI
3rd Floor

JACTS Policy Committee

Thursday, May 15, 2025
8:00 AM
Jackson County Tower Building
– 120 W. Michigan Ave.,
Jackson, MI
Comm. Chambers, 5th Floor

Please submit all comments on the draft project list by May 21st, 2025

Jackson Area Comprehensive Transportation Study (JACTS)
FY 2026-2029 Draft Transportation Improvement Program

Funding sources: STUL - Surface Transportation Urban Local (Federal), NH – National Highway (Federal), IM – Interstate Maintenance (Federal), ST – Surface Transportation (Federal), STL – Surface Transportation Local Rural (Federal), EDD – Economic Development Fund/Category D (State), HSIP – Highway Safety Improvement Program (Federal), CTF – Comprehensive Transportation Fund (State), 5307 Urbanized Area Formula (Federal), 5311 Non-Urbanized Area Formula (Federal), 5339 Alternative Analysis Program (Federal).

FY 2026

City of Jackson

- E Ganson St (Elm Ave to East City Limits) | Milling & One Course Asphalt Overlay | \$692,000 (\$506,400 Fed. / \$185,600 Local)

Jackson Area Transportation Authority

- Transit Capital | SP1302 - Bus Shelter Improvements | \$75,000 (\$60,000 Fed. / \$15,000 State)
- Transit Capital | 1110 - Bus Rolling Stock – Van Purchase | \$65,000 (\$52,000 Fed. / \$13,000 State)
- Transit Safety | SP1809 - Safety | \$17,934 (\$14,347 Fed. / \$3,587 State)
- Transit Operating | SP3000 - Operating except JARC and New Freedom | \$3,586,884 (\$1,793,442 Fed. / \$1,793,442 State)
- Transit Capital | SP1203 - Admin/maintenance facility improvements – Facility Improvements and Bus Replacement | \$500,000 (\$400,000 Fed. / \$100,000 State)
- Transit Capital | SP1103 - 35-39 foot replacement bus with or without lift | \$1,030,000 (\$824,000 Fed. / \$206,000 State)
- Transit Operating | 3000 - Operating Assistance | \$242,440 (\$122,953 Fed. / \$119,487 State)

Jackson County Department of Transportation

- Horton Rd (at Springbrook Rd) | Roundabout | \$295,465 (\$265,918 Fed. / \$29,547 Local)
- Various Routes | Two Course Asphalt Resurfacing | \$1,093,000 (\$782,600 Fed. / \$310,400 Local)
- Wildwood Ave (Ganson St to Jackson City Limits [Wayne Street]) | Milling & One Course Asphalt Overlay | \$100,000 (\$80,000 Fed. / \$20,000 Local)
- Various Roads | One Course Asphalt Overlay | \$1,637,250 (\$1,309,000 Fed. / \$167,998 State / \$160,252 Local)
- Page Ave (Watts and Falahee intersections) | Signal Modernization | \$382,000 Federal
- Albion Rd | Bridge Replacement | \$2,098,000 (\$1,678,400 Fed. / \$314,700 State / \$104,900 Local)
- Turk Rd | Bicycle/Pedestrian Improvements (Safe Routes to School) | \$1,936,398 (\$1,436,216 Fed. / \$500,182 Local)
- Countywide | Horizontal Curve Signing | \$208,737 (\$187,863 Fed. / \$20,874 Local)
- Countywide | Intersection Signing | \$77,312 (\$69,581 Fed. / \$7,731 Local)
- Countywide | Tree removals, signing, and pavement markings | \$1,323,358 (\$1,043,982 Fed. / \$279,376 Local)

MDOT

- US-127 (Henry Rd to County Line) | HMA Cold Milling and Single-Course HMA Resurfacing | \$6,624,000 (\$5,421,744 Fed. / \$1,202,256 State)
 - M-99 (South St north and east to Gibbs Rd) | Multi-course HMA mill & resurface, concrete pavement repairs, drainage impr | \$6,292,390 (\$5,150,321 Fed. / \$1,142,069 State)
 - TSC-wide (US-127 SB Off Ramp at Springport) | Modernize signals to current standards | \$402,195 Federal
 - All Trunkline Routes in University Region | Application of Permanent Pavement Markings | \$813,600 (\$732,240 Fed. / \$81,360 State)
 - All Trunkline Routes in Jackson MPO | Special Marking Application | \$92,160 (\$82,944 Fed. / \$9,216 State)
-

- All Trunkline Routes in Jackson MPO | Pavement marking retroreflectivity readings | \$2,880 (\$2,592 Fed. / \$288 State)
- M-60 (at Cross Road) | Install Passing Flare | \$686,076 (\$617,468 Fed. / \$68,608 State)
- US-127 S (at Berry Rd interchange) | Install High Friction Surface Treatment | \$330,407 (\$297,366 Fed. / \$33,041 State)
- M-106 (Michigan Ave to Ganson St) | HMA cold milling with single course HMA overlay w/ ADA ramp upgrades | \$105,001 (\$85,943 Fed. / \$19,058 State)
- US-127 NB Ramp to WB I 94 | Install Radar Activated Curve Warning System | \$52,064 (\$46,858 Fed. / \$5,206 State)
- Regionwide | Recessing of special markings at intersections | \$10,000 (\$9,000 Fed. / \$1,000 State)
- I-94BL | Recessing of special markings at intersections | \$10,000 (\$9,000 Fed. / \$1,000 State)
- I-94BL | HMA crack treatment and overband crack fill | \$350,000 (\$286,475 Fed. / \$63,525 State)
- I-94 E (Four bridges) | Epoxy overlay and resealing end joints | \$2,137,895 (\$1,924,105 Fed. / \$213,790 State)
- I-94 | Hot mix asphalt overband crack fill and pavement marking | \$42,964 (\$35,166 Fed. / \$7,798 State)

FY 2027

City of Jackson

- W Morrell St (Brown St to Bowen St) | Reconstruction | \$1,099,000 (\$879,200 Fed. / \$219,800 Local)
- W Morrell St (at Fourth St intersection) | Traffic Signals | \$454,000 (\$265,000 Fed. / \$189,000 Local)

Jackson Area Transportation Authority

- Transit Capital | SP1809 - Safety | \$15,180 (\$12,144 Fed. / \$3,036 State)
- Transit Operating | 3000 - Operating Assistance | \$3,028,480 (\$1,514,240 Fed. / \$1,514,240 State)
- Transit Operating | 6000 - Other Program Costs | \$93,250 (\$46,625 Fed. / \$46,625 State)
- Transit Capital | SP1103 - 35-39 foot replacement bus with or without lift | \$1,015,040 (\$812,032 Fed. / \$203,008 State)

Jackson County Department of Transportation

- Various Roads | One Course Asphalt Overlay | \$1,468,750 (\$1,175,000 Fed. / \$211,209 State / \$82,541 Local)
- Various Roads | One Course Asphalt Overlay | \$1,703,750 (\$1,363,000 Fed. / \$211,209 State / \$129,541 Local)
- Page Ave (US-127 to 5th St) | Wedge and Chip | \$359,750 (\$287,800 Fed. / \$71,950 Local)
- Springport Rd (Airport Rd to Shirley Dr) | Resurface | \$520,000 (\$416,000 Fed. / \$104,000 Local)

MDOT

- All of Jackson MPO | Pavement marking retroreflectivity readings | \$2,016 (\$1,814 Fed. / \$202 State)
- M-106 (Michigan Ave to Ganson St) | HMA cold milling with single course HMA overlay w/ ADA ramp upgrades | \$802,002 (\$656,438 Fed. / \$145,564 State)
- M-106 (3rd St to Chanter Rd) | HMA cold milling with single course HMA overlay | \$396,000 (\$324,126 Fed. / \$71,874 State)
- I-94BL | Recessing of special markings at intersections | \$317,046 (\$285,341 Fed. / \$31,705 State)

FY 2028

City of Jackson

- W Morrell St (Bowen St to West Ave) | Reconstruction | \$665,000 (\$532,000 Fed. / \$133,000 Local)

Jackson Area Transportation Authority

- Transit Capital | SP1809 - Safety | \$15,787 (\$12,630 Fed. / \$3,157 State)
 - Transit Operating | 3000 - Operating Assistance | \$3,149,618 (\$1,574,809 Fed. / \$1,574,809 State)
 - Transit Operating | 6000 - Other Program Costs | \$96,980 (\$48,490 Fed. / \$48,490 State)
 - Transit Capital | SP1103 - 35-39 foot replacement bus with or without lift | \$1,055,642 (\$844,514 Fed. / \$211,128 State)
-

Jackson County Department of Transportation

- Various Roads | One Course Asphalt Overlay | \$1,740,000 (\$1,392,000 Fed. / \$211,209 State / \$136,791 Local)
- Falahee Rd (Page Ave to Flansburg Rd) | Chip Seal | \$65,000 (\$52,000 Fed. / \$13,000 Local)
- Flansburg Rd (South St to Hoyer Rd) | Chip Seal | \$50,000 (\$40,000 Fed. / \$10,000 Local)
- Francis St (McDevitt Ave to South St) | Wedge and Chip | \$775,000 (\$620,000 Fed. / \$155,000 Local)
- Wildwood Ave (Michigan Ave to Laurence Ave) | Resurface | \$462,500 (\$370,000 Fed. / \$92,500 Local)
- Wildwood Ave (at Laurence Ave intersection) | Signal Modernization | \$271,000 Federal

MDOT

- I-94BL (Dwight St to Bender St) | Road reconstruction, watermain, storm sewer, signals, and pavt markings | \$29,754,034 (\$24,353,677 Fed. / \$4,627,8225 State / \$772,532 Local)
- US-127 NB Ramp to WB I 94 | Install Radar Activated Curve Warning System | \$312,386 (\$281,147 Fed. / \$31,239 State)
- Regionwide | Recessing of special markings at intersections | \$164,706 (\$148,235 Fed. / \$16,471 State)
- I-94BL | Recessing of special markings at intersections | \$10,000 (\$9,000 Fed. / \$1,000 State)

FY 2029

City of Jackson

- E Washington Ave (Park Place to Elm Ave) | Reconstruction | \$1,423,000 (\$1,138,400 Fed. / \$284,600 Local)
- W Morrell St (at First St intersection) | Signal Modernization | \$468,700 (\$277,000 Fed. / \$191,700 Local)

Jackson Area Transportation Authority

- Transit Capital | SP1809 - Safety | \$16,418 (\$13,134 Fed. / \$3,284 State)
- Transit Operating | 3000 - Operating Assistance | \$3,275,604 (\$1,637,802 Fed. / \$1,637,802 State)
- Transit Operating | 6000 - Other Program Costs | \$100,860 (\$50,430 Fed. / \$50,430 State)
- Transit Capital | SP1103 - 35-39 foot replacement bus with or without lift | \$1,097,868 (\$878,294 Fed. / \$219,574 State)

Jackson County Department of Transportation

- Kibby Rd (Reynolds Rd to City Limits) | Wedge and Chip | \$424,700 (\$339,760 Fed. / \$84,940 Local)
- McCain Rd (Reynolds Rd to Robinson Rd) | Wedge and Chip | \$211,050 (\$168,840 Fed. / \$42,210 Local)

MDOT

- I-94BL | Recessing of special markings at intersections | \$398,819 (\$358,937 Fed. / \$39,882 State)
-

JACTS

Appendix C
Public Comments Received

PUBLIC COMMENTS RECEIVED

Comments Received	JACTS Response
Bill Sutherland, Norvell Township Supervisor – Received 5/5/2025	
<p>I am writing to address the draft FY2026-2029 TIP.</p> <p>I am very concerned that there are <u>no primary roads</u> in Norvell Township included in the draft plan.</p> <p>Primary roads in Norvell Township in need of work,</p> <ul style="list-style-type: none"> • Antcliff Road • Watkins Road • Horning Road • Hardcastle Road • Fay Lake Road • Norvell Road south of Sharon Valley Road. <p><u>Antcliff Road and Watkins Road are at a level of being dangerous</u> with potholes and shoulder deterioration so severe that it causes drivers to veer out of their lanes or risk damaging their vehicles!</p> <p>Norvell Township partnered with Jackson County Department of Transportation back in 2022/2023 on skip paving projects for Antcliff, Horning, Fay Lake, Norvell and Hardcastle Roads which helped tremendously.</p> <p>More work needs to be done on those primary roads as the work that was done will start to deteriorate.</p> <p>I urge you to consider adding (at a minimum) Antcliff and Watkins roads to your plan!</p> <p>Perhaps R2PC needs to make skip paving a larger part of the TIP to help make the available funds address the area’s most in need?</p>	<p>Thank you both for providing feedback on the FY 2026-2029 TIP. I have copied Jim Cole from JCDOT in this email as he will be able to address your comments and look into what can be done about the roads in Norvell Township.</p> <p><u>JCDOT Response:</u></p> <p>JCDOT identifies rural road projects one year in advance of construction. We are currently in the planning phase for the 2026 construction season and are considering potential projects in Norvell Township.</p> <p>Attached is a map showing the primary road work completed since 2017. Over this period, approximately 16 miles of primary road improvements have been completed in Norvell Township—a significant amount given our current funding levels. JCDOT is responsible for maintaining 547 miles of primary roads and currently receives enough RTF funding sufficient to treat only 10–15 miles of rural roads annually.</p> <p>With 19 townships in Jackson County, we strive to ensure that the concerns of each township are considered in our planning. However, given our limited resources, this can be challenging. Ideally, JCDOT would maintain a 5- to 8-year rotation for all primary roads, which would require treating between 68 and 110 miles per year. As it stands, we are not able to meet that target under the current funding structure.</p> <p>Although the current 2026–2029 plan does not specifically identify rural road projects in Norvell Township, we continue to evaluate and prioritize projects each year.</p> <p>Also, it’s important to note that the master plan you reviewed only includes projects that receive state or federal grant funding. It does not reflect projects that could be funded through our current Michigan Transportation Fund (MTF) allocation.</p>
Philip Duckham, Jackson County Commissioner – Received 5/5/2025	
<p>I fully concur with Mr Sutherland on Norvell Township road repairs, As a County Commissioner and Norvell Township resident I frequently travel Antcliff. It IS HORRIBLE ell after the township spent money on skip paving.</p>	<p><i>Response to Bill Sutherland’s comments above were also sent in response to Phillip Duckham’s comments.</i></p>

<p>Norvell township seems to always be the last and get the least. My grand daughter ruined a wheel on her car driving on Antcliff</p>	
<p>John Lesinski, Grass Lake Township Supervisor – Received 5/21/2025</p>	
<p>I appreciate you taking our input about your transportation planning. I would like to bring to your attention four roads that we have issues with.</p> <ol style="list-style-type: none">1. Curtis Road – Between Norvell and Prospect Hill Roads2. Francisco Road – Between Grass Lake Road and Michigan Ave3. Grass Lake Road – Between County Line and Village Limits4. Phal Road – Between Norvell and Wolf Lake Roads <p>Thank you for your time and consideration.</p>	<p>Thank you for your feedback on the FY 2026-2029 TIP. We will present these comments to JCDOT and the JACTS Committees so they are aware of the conditions of these roads.</p>

JACTS

Appendix D
Metropolitan Transportation Planning
Process Certification

METROPOLITAN TRANSPORTATION PLANNING PROCESS CERTIFICATION

In accordance with 23 CFR 450.334, the Michigan Department of Transportation and the Jackson Area Comprehensive Transportation Study, the Metropolitan Planning Organization for the Jackson, Michigan urbanized area, hereby certify, as part of the STIP submittal, that the transportation planning process is addressing the major issues in the metropolitan planning area and is being conducted in accordance with all applicable requirements of:

- I. 49 23 U.S.C. 134, 49 U.S.C. 5303, and this subpart;
- II. Title VI of the Civil Rights Act of 1964, as amended (42 U.S.C. 2000d-1) and 49 CFR part 21;
- III. 49 U.S.C. 5332, prohibiting discrimination on the basis of race, color, creed, national origin, sex, or age in employment or business opportunity;
- IV. Section 1101(b) of the SAFETEA-LU (Pub. L. 109-59) and 49 CFR part 26 regarding the involvement of disadvantaged business enterprises in USDOT funded projects;
- V. 23 CFR part 230, regarding the implementation of an equal employment opportunity program on Federal and Federal-aid highway construction contracts;
- VI. The provisions of the Americans with Disabilities Act of 1990 (42 U.S. C. 12101 *et seq.*) and 49 CFR parts 27, 37, and 38;
- VII. The Older Americans Act, as amended (42 U.S.C. 6101), prohibiting discrimination on the basis of age in programs or activities receiving Federal financial assistance;
- VIII. Section 324 of title 23 U.S.C. regarding the prohibition of discrimination based on gender; and
- IX. Section 504 of the Rehabilitation Act of 1973 (29 U.S.C. 794) and 49 CFR part 27 regarding discrimination against individuals with disabilities.



Steve Shotwell, Chairperson
JACTS Policy Committee

APPROVED
By Todd White at 7:44 am, 6/20/25

Todd White, Director
Bureau of Transportation Planning

06-18-2025

Date

Date

JACTS

Appendix E
Resolution to Adopt FY 2026-2029
Transportation Improvement Program

**JACKSON AREA COMPREHENSIVE TRANSPORTATION STUDY RESOLUTION TO
ADOPT THE FISCAL YEAR 2026-2029 TRANSPORTATION IMPROVEMENT
PROGRAM**

Resolution of the Jackson Area Comprehensive Transportation Study (JACTS) to adopt the Transportation Improvement Program (TIP) for FY 2026-2029.

WHEREAS, the JACTS is the organization designated by the Governor as being responsible together with the state for carrying out the provision of 23 U.S.C 134 (Metropolitan Transportation Planning); and

WHEREAS, the JACTS is responsible for overseeing the metropolitan transportation planning process and making related decisions; and

WHEREAS, the metropolitan transportation planning process for the Jackson urbanized area has been certified according to the requirements of 23 CFR 450; and

WHEREAS, the FY 2026-2029 TIP includes a financial plan that identifies sources of anticipated revenues and relies on projected federal funding levels to estimate future funding levels and thus is financially constrained; and

WHEREAS, the FY 2026-2029 TIP includes a year-by-year list of priority projects consistent with the JACTS 2050 Long Range Transportation Plan; and

WHEREAS, a demographic analysis of the projects/programs in the FY 2026-2029 TIP was conducted and determined that this TIP's projects/program did not have disproportionately high and adverse human health or environmental effects on minority or low-income populations; and

WHEREAS, the FY 2026-2029 TIP was developed with the opportunity for public input and comment;

NOW, THEREFORE, BE IT RESOLVED that the Jackson Area Comprehensive Transportation Study adopts the FY 2026-2029 Transportation Improvement Program.



Steve Shotwell, Chair
JACTS Policy Committee

06-18-2025

Date

JACTS

Appendix F
Final Approval of FY 2026-2029
Transportation Improvement Program

METROPOLITAN TRANSPORTATION PLANNING PROCESS CERTIFICATION

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- III. 49 U.S.C. 5332, prohibiting discrimination on the basis of race, color, creed, national origin, sex, or age in employment or business opportunity;
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- V. 23 CFR part 230, regarding the implementation of an equal employment opportunity program on Federal and Federal-aid highway construction contracts;
- VI. The provisions of the Americans with Disabilities Act of 1990 (42 U.S. C. 12101 *et seq.*) and 49 CFR parts 27, 37, and 38;
- VII. The Older Americans Act, as amended (42 U.S.C. 6101), prohibiting discrimination on the basis of age in programs or activities receiving Federal financial assistance;
- VIII. Section 324 of title 23 U.S.C. regarding the prohibition of discrimination based on gender; and
- IX. Section 504 of the Rehabilitation Act of 1973 (29 U.S.C. 794) and 49 CFR part 27 regarding discrimination against individuals with disabilities.



Steve Shotwell, Chairperson
JACTS Policy Committee

Todd White, Director
Bureau of Transportation Planning

06-18-2025

Date

Date