

**JACKSON AREA
METROPOLITAN PLANNING ORGANIZATION
(MPO)**

**UNIFIED PLANNING WORK PROGRAM
(UPWP)
*Federal Fiscal Years 2022 & 2023***

Jackson Area MPO

**DRAFT
Rev 3**



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<https://www.jacksontn.gov/cms/One.aspx?portalId=16361687&pageId=16727769>

This Unified Planning Work Program was developed by the Jackson Area MPO and its member jurisdictions in cooperation with the:

U.S. Department of Transportation

Federal Highway Administration

Federal Transit Administration

Tennessee Department of Transportation

An electronic copy of this document can be found on our website at:

<https://jacksontn.gov/cms/one.aspx?portalId=16361687&pageId=16727769>

If you need this document translated into Spanish or another language, please contact the MPO at (731) 425-8286 or balexander@jacksontn.gov.

Spanish Translation of the above statement:

Si usted necesita este document resumido en espanol contacta por favor el MPO.

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The Jackson Area Metropolitan Planning Organization (MPO) ensures compliance with Title VI of the Civil Rights Act of 1964; 49 CFR, part 26; related statutes and regulations to the end that no person shall be excluded from participation or denied benefits, or subjected to discrimination in any program or activity receiving Federal funding from the U.S. Department of Transportation on the grounds of race, color, sex or national origin.

**2022 & 2023 UNIFIED PLANNING WORK PROGRAM (UPWP)
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**MPO EXECUTIVE BOARD RESOLUTION
JACKSON AREA METROPOLITAN PLANNING ORGANIZATION (MPO)
ADOPTING THE FY 2022 & 2023 UNIFIED PLANNING WORK PROGRAM (UPWP)**

WHEREAS, a major requirement for the Jackson Area Metropolitan Planning Organization (MPO) to remain eligible to receive funding from the U.S. Department of Transportation is the preparation and local endorsement of a transportation planning Unified Planning Work Program (UPWP); and

WHEREAS, this Unified Planning Work Program (UPWP) was prepared in accordance with the Jackson Area 2045 Long Range Transportation Plan (LRTP); and

WHEREAS, this document outlines both on-going and proposed transportation planning activities for the Jackson Area by task, responsible agency, purpose, previous work, product, budget and schedule; and

WHEREAS, the proposed UPWP for Fiscal Years 2022 & 2023 was prepared through cooperation and coordination at the local, state and federal levels, including the City of Jackson, Madison County, the Jackson Transit Authority, the Tennessee Department of Transportation (TDOT) and the Federal Highway Administration (FHWA); and

WHEREAS, required notice of the proposed UPWP was published in two Jackson Area newspapers and posted on the MPO website, and draft copies of the UPWP were made available to the public for a period of fourteen (14) days prior to consideration by the Executive Board as specified in the approved Public Participation Plan (PPP) to allow the public opportunity for review and comment; and

WHEREAS, the Jackson Area MPO Technical Staff and the Executive Board conducted detailed reviews of the proposed UPWP at public meetings in June of 2021; and

WHEREAS, the Jackson Area MPO Technical Staff conducted a final review of the draft at the _____ public meeting and recommended Board approval of the proposed UPWP;

NOW, THEREFORE, BE IT RESOLVED, that the Executive Board of the Jackson Area MPO does hereby approve and endorse the Fiscal Years 2022 & 2023 Unified Planning Work Program (UPWP).

Resolution duly passed _____.

AUTHORIZED SIGNATURES:

MAYOR SCOTT CONGER
Chairman, MPO Executive Board

STAN PILANT, Planning Director
Chairman, MPO Executive Staff



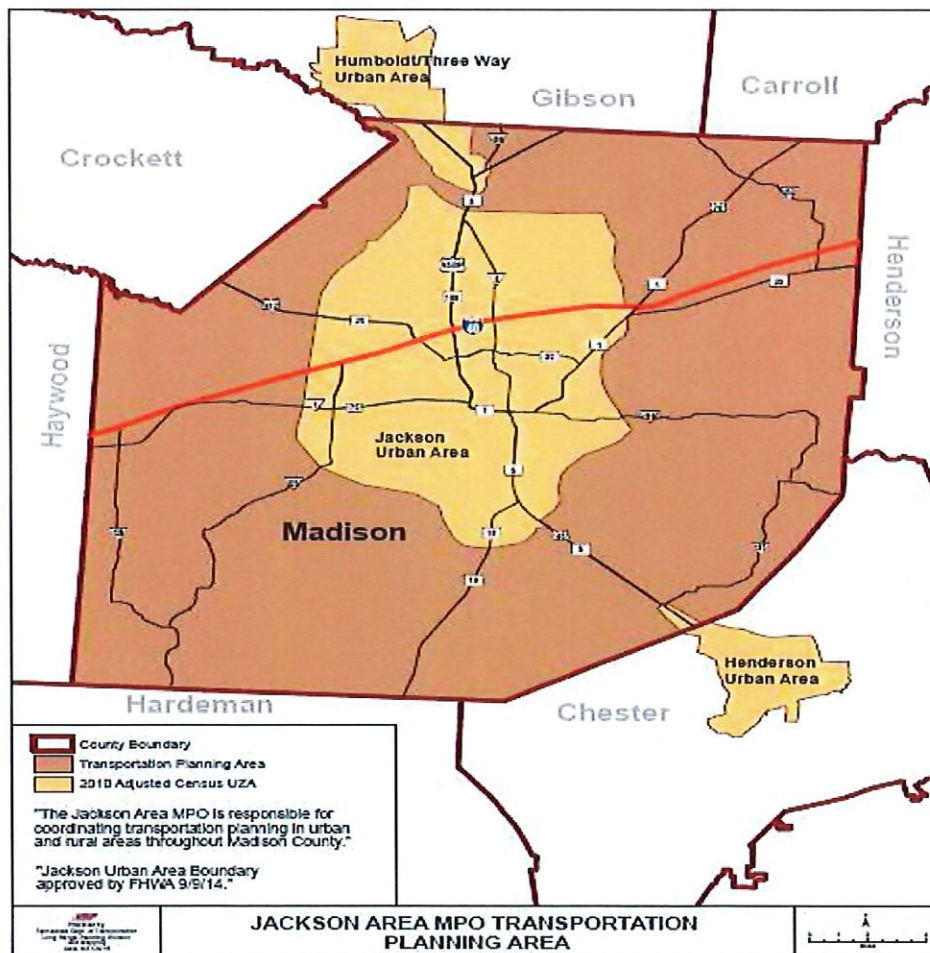
MPO Overview

Established through Federal legislation, Metropolitan Planning Organizations (MPOs) exist throughout the United States in all urbanized areas of more than 50,000 people and have the authority to prioritize, plan, and program transportation projects in urban / metropolitan areas to meet Federal funding requirements and to help improve transportation for the community.

The Jackson Area MPO, established in 1982, is the Federally-designated transportation planning agency for Madison County. The MPO guides development of the region's long-range transportation plan (LRTP) and short-range Transportation Improvement Program (TIP). It serves as a regional cooperative that includes the United States Department of Transportation (DOT), Tennessee Department of Transportation (TDOT), local elected leaders, planning and engineering officials, the business community, and all citizens of the county.

MPO planning activities are funded by grants from the United States Department of Transportation (including FHWA and the FTA), the Tennessee Department of Transportation (TDOT), and by local governments and/or agencies through matching funds. In general, 80 percent of MPO expenses are covered by Federal grants. The MPO's Unified Planning Work Program (UPWP) is adopted biennially in cooperation with public transit agencies, local governments, TDOT, FHWA, and FTA. The UPWP serves as the organization's two-year budget and work program in addition to addressing Federal requirements for continued transportation funding support.

The MPO serves the Jackson -Madison County Area with approximately 100,000 people and over 500 square miles.



Funding Sources for Planning Activities

Tennessee receives a direct apportionment of FHWA Section 112 Metropolitan planning (PL) funds and Federal Transit Administration (FTA) Section 5303 planning funds. TDOT participates in the Consolidated Planning Grant (CPG) Program, where FHWA and FTA planning funds are combined into a single fund administered by FHWA. The funds are distributed to the state's Metropolitan Planning Organizations, such as the Jackson MPO, and administered by TDOT's Long-range Planning Division in accordance with 23 CFR 420.109. The PL distribution formula gives each MPO a base amount plus an amount based on their current Census Urbanized Area Population and the formula also retains a small portion for TDOT to use for the benefit of all the MPOs. The distribution formula for the 5303 funds is based on each MPO's 2010 Census Urbanized Area Population. CPG is 80% federal/ 5% State / 15% Local.

OTHER GRANTS include:

FHWA State Planning and Research (SPR) grant funds

SPR funds are Federal dollars from the State Planning & Research Program administered by the Tennessee Department of Transportation. A 20% match is required by the State or local jurisdiction.

TDOT State Planning and Research (SPR) grant funds

State SPR funds allocated to the MPO to help plan for the non-urbanized portion of the MPO. A 20% match is required by the local jurisdiction.

Other Federal or State funding

In addition, other Federal or State funding that is not specifically designated for planning activities can be allocated for planning purposes.

Local matching funds

Many Federal grant funds require non-Federal matching funds with amounts ranging from 10% to 20%. The local match is provided by the MPO sponsor (City of Jackson) to contribute toward expenses for MPO staff salaries, benefits, and operating expenses.

Amendments and Modifications

Amendments: Changes that require an amendment include:

- Addition of funding to the UPWP;
- Modifying the scope of the UPWP;
- Change in the lead agency (e.g. MPO, State, public transportation operator, local government, or consultant/partner) that will perform work in the UPWP;
- Inclusion of costs that require prior written approval; and
- Change in the approved matching rate and source.
- **All other changes may be performed by administrative modification.**

UPWP Overview & FY 2020 / FY 2021 Accomplishments

This Unified Planning Work Program (UPWP) for the Jackson Area Metropolitan Planning Organization (MPO) outlines metropolitan planning requirements and issues; then presents a work program of planning activities to address them during two Federal fiscal years: (FFY) 2022 & 2023 (October 1, 2021 through September 30, 2023). The goal of the MPO is to ensure a continuing, cooperative, and comprehensive ("3-C") approach to transportation planning for the entire area including: Local and regional MPO member governments and agencies, the Tennessee Department of Transportation (TDOT), the Federal Highway Administration (FHWA), and the Federal Transit Administration (FTA).

The Jackson Area FY 2022 & 2023 Unified Planning Work Program has been developed to help ensure that the MPO meets the Federal and State requirements of the *Moving Ahead for Progress in the 21st Century Act (MAP-21)* and the *Fixing America's Surface Transportation Act (FAST)*. The MPO intends to address all Federally required factors in its administrative operations and planning projects.

Accomplishments from the MPO's FY 2020-2021 UPWP included:

- **FHWA Required Performance Measures** – The MPO worked in partnership with TDOT and the Jackson Transit Authority (JTA) to adopt FHWA required performance measures to help guide future planning. The MPO benefited from TDOT development of statewide roadway measures and JTA development of a detailed transit asset management (TAM) program. The MPO recently adopted the TDOT's performance measure targets (PM1, PM2 & PM3) in February, 2021.
- **2020-2023 Transportation Improvement Program** – The MPO developed the new 2020-2023 TIP including the call for projects, technical review, and public participation. It was adopted in November, 2019.
- **Assistance to City of Jackson Civic Master Plan Implementation**– The MPO assisted the designated implementation committee and related community groups on implementation of the Jackson Civic Master Plan for transportation and related land use issues. Results included a pilot project to introduce a bike share program at local colleges and employment centers.
- **Intelligent Transportation System (ITS)** – The MPO continued administrative and engineering work related to implementation of the ITS Regional Architecture and Deployment Plan approved in 2015 for the Jackson Area MPO by TDOT and FHWA. This included the Phase I corridor active in Downtown Jackson as well as coordination with TDOT on pending ITS additions along I-40.
- **Coordination of TIP Implementation Projects** -The MPO continued administrative and engineering support, including Federal/State grants, TIP administration and related reporting to assist successful completion of local TIP and STBG funded projects, including the Interstate 40 widening project, Interstate 40/North Highland Single Point Urban Interchange improvement project, Dr. F.E. Wright Drive – Phase 1 (complete).
- **Coordination of Transit Planning** – The MPO worked with the Jackson Transit Authority (JTA) to begin implementation of the recommendations of the MPO 2045 LRTP and the JTA Transit Comprehensive Operational Analysis (COA) developed with assistance provided by TDOT.

FY 2022 UPWP Highlights

Highlights of the MPO's FY 2022 UPWP include:

- **Long Range Transportation Plan (LRTP) Maintenance & Implementation** – The MPO will continue required plan maintenance and ongoing analysis of implementation opportunities in the 2045 LRTP. This work will include ongoing coordination with related departments and agencies. Examples include adding FHWA/FTA required performance measurement information to the plan as needed, seeking funding support for LRTP roadway projects and the ongoing effort to add LRTP bicycle improvements with local street resurfacing projects. The MPO, through an Urban Transportation Planning Grant, will develop a new Bicycle, Pedestrian and Greenways Plan, scheduled completion in FY22.
- **City of Jackson Civic Master Plan Coordination** – The MPO will continue to assist the designated implementation committee and related community groups on implementation of the Jackson Civic Master Plan for transportation and related land use issues. Emphasis will include advancement of active, multi-modal transportation improvements including potential shared use trails and additional support for pedestrian mobility in and around Downtown Jackson.
- **Coordination of Transit Planning** – The MPO will continue to work with the Jackson Transit Authority (JTA) on implementation of the recommendations of the 2045 Long Range Transportation Plan and the Transit Comprehensive Operational Analysis (COA) developed with assistance from TDOT. Emphasis will include ensuring consistent TIP development, identifying funding opportunities, and assisting efforts to add passenger shelters and bicycle carriers.
- **Jackson Area Functional Classification System** – The MPO will continue evaluation of the existing functional classification of roadways within the Madison County planning area to determine if revisions or possible additions are needed.
- **Continuation of Data Collection/Analysis** – In partnership with TDOT, the MPO will continue data collection, monitoring and analysis of traffic count, land use, demographic, economic, and related information to identify regional traffic trends as well as potential system improvements. This is an ongoing task. With the Census 2020 data scheduled to be available starting in September, 2020, the MPO will work to incorporate the new demographic information into its data model and evaluate traffic zones.
- **Coordination of TIP Implementation Projects** -The MPO will continue administrative and engineering support, including Federal/State grants, TIP administration and related reporting to assist successful completion of local TIP and STBG funded projects, Interstate 40 widening project, I-40/N Highland Avenue interchange improvement project, and Dr. F.E. Wright Drive – Phase 2.
- **Public Participation Plan (PPP) Review and Update** – The MPO will conduct a comprehensive review of the adopted Public Participation Plan (PPP) to determine what amendments/updates may be in order to reflect FAST Act requirements, current best practices and local initiatives. The MPO, utilizing the Planning Assistance Program, will update the current PPP in FY21 & FY22 and research and implement innovative measures to engage the public.

FY 2023 UPWP Highlights

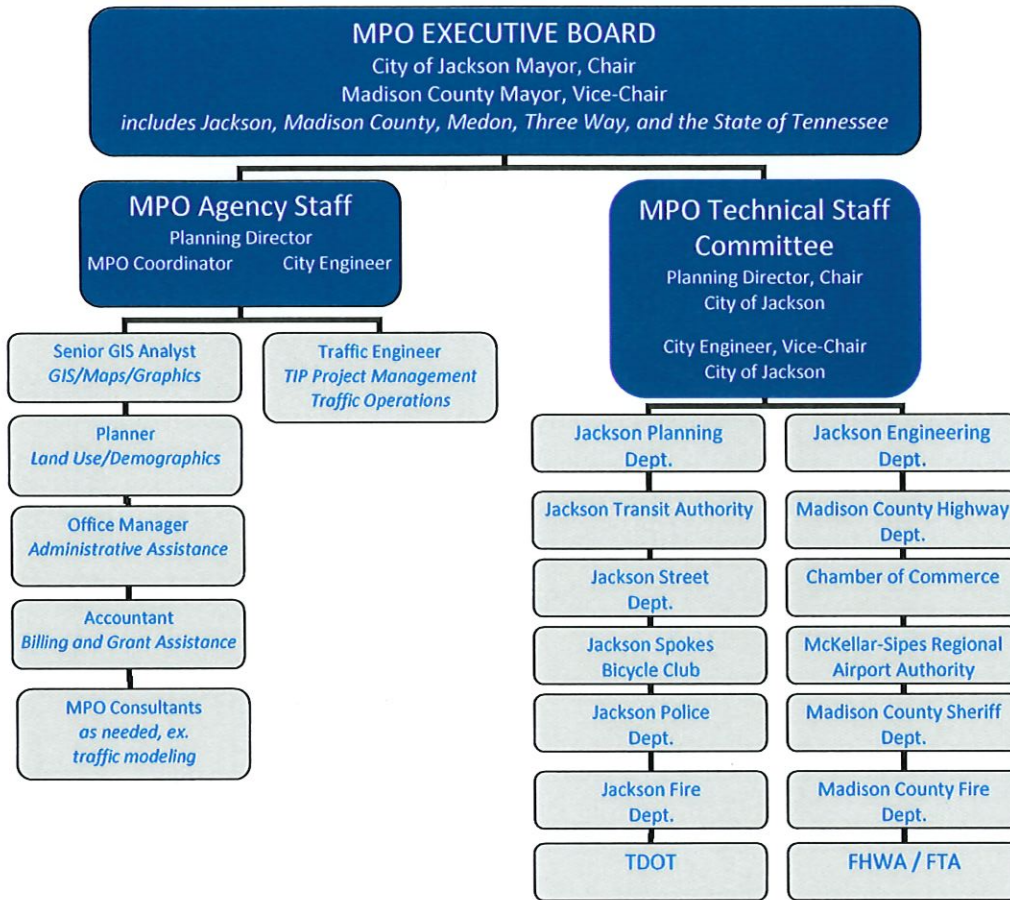
Highlights of the MPO's FY 2023 UPWP include:

- **2020-2023 Transportation Improvement Program Maintenance** – The MPO will continue maintain and implementation of the current four-year TIP covering 2020 through 2023. This will help ensure the program continues to reflect the best available information and remains consistent with all current Federal and/or State requirements.
- **Development of the 2023-2026 Transportation Improvement Program (TIP)** – The MPO will begin to development of a new four-year TIP starting in the Winter 2021/Spring 2022. The TIP will include all highway and transit improvements that will be initiated or are continuing in the Jackson Urban Area during this time period.
- **Long Range Transportation Plan Update** – The MPO, utilizing the Planning Assistance Program will begin work in FY21 and continue working in FY22 and FY23 on the 2050 Long Range Transportation Plan (LRTP). This update must be complete by December, 2022. The MPO will continue ensure the current and updated plan continues to reflect the best available information and remains consistent with all current and future Federal and/or State requirements.
- **City of Jackson Civic Master Plan Coordination** – The MPO will continue to provide assistance toward implementation of the adopted Civic Master Plan with emphasis on transportation and land use coordination as well as advancement of active, multi-modal transportation.
- **Coordination of Transit Planning** – The MPO will work with area transit partners to ensure local and regional transit agencies integrate the vision established by the 2045 Long Range Transportation Plan. The effort will assist in the analysis needed to help identify and prioritize transit projects for local agency capital and operating budgets.
- **Continuation of Data Collection/Analysis** – In partnership with TDOT, the MPO will continue data collection, monitoring and analysis of traffic count, land use, demographic, economic, and related information to help identify traffic trends as well as potential system improvements. This work would include any specialized topic or small area traffic studies. This is an ongoing task.
- **Coordination of TIP Implementation Projects** -The MPO will continue administrative and engineering support, including Federal/State grants, TIP administration and related reporting to assist successful completion of local TIP and STBG funded projects, including Dr. F.E. Wright Drive – Phase 1 (construction) and the future Dr. F.E. Wright Drive – Phase 2.

Organizational Structure

The MPO functions under a hierarchical committee structure led by an Executive Board of elected officials that is assisted by a Technical Staff committee as well as regular agency staff to meet all the local transportation planning requirements of TDOT and FHWA/FTA.

MPO Organizational Chart FY 2021



The **Executive Board** consists of the chief elected official of Madison County and each city within the county including Jackson, Medon, and Three Way. In addition, the Governor of the State of Tennessee serves on the Executive Board, usually represented by a TDOT official. Representatives from the U.S. Department of Transportation Federal Highway Administration (FHWA) and Federal Transit Administration (FTA) serve as non-voting members.

The **Technical Staff** consists of the administrative and technical leadership of functional agencies, authorities, commissions, departments, divisions and bureaus of the entities comprising the Executive Board. Representatives from FHWA and FTA also serve as non-voting members of the Technical Staff.

The **MPO Staff** provides professional transportation planning and engineering services as well as ongoing administration of the area's Long Range Transportation Plan and Transportation Improvement Program.

Public Participation

Federal legislation requires MPOs to conduct an inclusive planning process and ensure opportunities for public involvement in the development of transportation plans and programs such as the Long-Range Transportation Plan (LRTP), the near term Transportation Improvement Program (TIP), and a one or two year Unified Planning Work Program (UPWP) prior to approval by the Federal Highway Administration (FHWA) and Federal Transit Administration (FTA).

The Jackson Area MPO's Public Participation Plan (PPP) requires that the public be given at least fourteen (14) days to review and comment on the draft work program prior to adoption, as well as, for any subsequent amendments proposed. Following the review period, a Public Hearing will also be held prior to adoption by the Executive Board. The MPO will use local and regional newspapers as well as the MPO website for notification of the review period and public hearing.

Amendments to the Unified Planning Work Program (UPWP) that involve the addition or deletion of funds, alter the scope of work tasks, or add/delete a work task must follow the same procedure as outlined above. Adjustments, such as those that do not involve a change in scope and only involve minor adjustments to funding amounts by no more than 20%, do not require the same input process.

Copies of the draft UPWP will be posted at the MPO's website, in the public library, in community centers serving low income and/or minority populations and at the MPO office. The full PPP is available on the MPO's website: [https://jacksontn.gov/UserFiles/Servers/Server_16361603/File/Departments/MPO/Jackson MPO Public Participation Plan-1.pdf](https://jacksontn.gov/UserFiles/Servers/Server_16361603/File/Departments/MPO/Jackson%20MPO%20Public%20Participation%20Plan-1.pdf)

The PPP serves to inform local residents, businesses, and officials of the MPO's commitment to public involvement in the transportation planning process, including:

- Publication of meeting and workshop notices in local general circulation newspapers.
- Notice of availability and direct web access to draft reports and plans.
- Public meetings and hearings prior to the adoption of the Long Range Plan, TIP, and other major planning documents.
- Particular efforts to provide information to media and organizations serving low-income, minority, and/or non-English speaking community members, including ongoing participation by organizations such as the local NAACP and African American Chamber of Commerce.
- Distribution of draft planning documents to the public library, along with comment sheets, to ensure information is available in a format not dependent on internet access and/or skills as well as at a facility with extended business hours compared to other public buildings.
- Presentations to community and civic groups, and government agencies on various transportation topics of local and regional interest.
- Press releases to local media on transportation planning topics as appropriate.

The Jackson Area MPO, utilizing the Planning Assistance Program, will be updating its Public Participation Plan in 2021.

The Jackson Area Metropolitan Planning Organization will conduct public participation activities consistent with the following:

ADA COMPLIANCE

The Jackson Area Metropolitan Planning Organization (MPO) certifies its intent to comply with the Federal requirements of the Americans with Disabilities Act (ADA) in all aspects of transportation plans and programs. MPO meetings are held at Jackson City Hall with full ADA compliant access and parking.

The City of Jackson updated an ADA Transition Plan for Programs and Facilities in December 2020. The City of Jackson was also subject to litigation alleging violations of Title II of the ADA in the United States District Court – Western District of Tennessee – Eastern Division. The case (#1:03-cv-1021-T) was resolved by a Consent Decree and Partial Settlement Agreement on January 27, 2005 and a Final Consent Decree on February 7, 2014. The agreement outlines details for compliance work required in future street maintenance and construction as well as annual progress reports to the court through the year 2034. The City of Jackson Engineering and Street Departments have made significant progress on required ADA improvements with work ongoing consistent with the decree.

The Jackson Transit Authority (JTA) also works to ensure that all services and transit planning activities focus on complying with ADA requirements, such as:

- public transit authorities providing fixed route transit service must provide comparable level paratransit service to persons with disabilities who cannot otherwise use the fixed route service;
- transit authorities providing elderly & handicapped demand responsive service must also buy or lease accessible vehicles unless it can be demonstrated that the system provides a level of service to the disabled equivalent to that provided to the general public;
- new facilities built must be accessible and existing facilities with major alterations must be made accessible to the maximum extent feasible.

TITLE VI COMPLIANCE

The Jackson Area Metropolitan Planning Organization (MPO) certifies an ongoing effort to comply with all the Federal requirements in Title VI of the Civil Rights Act of 1964 which states:

"No person in the United States shall, on the grounds of race, color, or national origin, shall be excluded from the participation in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving Federal financial assistance."

In compliance with Title VI, the Jackson Area MPO will, on an ongoing basis, ensure that: any transportation plans, programs, services, or benefits are equally distributed without regard to race, color, or national origin; and opportunities to participate in the planning and decision making processes are provided to persons without regard to race, color, or national origin.

The latest full Title VI Compliance Assessment was filed with the TDOT Civil Rights Office in May of 2020 which found the MPO to be in compliance. Annual affidavits are and will be filed as required as well.

ENVIRONMENTAL JUSTICE

In accordance with Executive Order 12898, Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations issued by President Clinton in 1994 that states "Each Federal agency shall make achieving environmental justice part of its mission by identifying and addressing, as appropriate, disproportionately high and adverse human health or environmental effects of its programs, policies, and activities on minority populations and low-income populations." The Jackson Area Metropolitan Planning Organization (MPO) certifies an ongoing effort to comply with the required Federal legislation pertaining to the three core environmental justice principles:

- To avoid, minimize, or mitigate disproportionately high and adverse human health and 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.
- To prevent the denial of, reduction in, or significant delay in the receipt of transportation benefits by minority and low-income populations.

The Jackson MPO serves as the primary forum where the Tennessee Department of Transportation (TDOT), Jackson Transit Authority (JTA), local agencies, and the public develop local transportation plans and programs to address area needs. The MPO assists local officials understanding of how Title VI and environmental justice requirements improve planning and decision making, and will ensure compliance with Title VI and environmental justice requirements by:

- Ensuring that the Long-Range Transportation Plan (LRTP) and the Transportation Improvement Program (TIP) comply with Title VI requirements.
- Attempting to identify residential, employment, and transportation patterns of low-income and minority populations so that needs can be identified and addressed, and the benefits and/or burdens of transportation investments can be fairly distributed.
- Continuing to evaluate the public participation plan for constructive improvements to eliminate potential participation barriers and to encourage minority and low-income participation in transportation decision making.

Federal Planning Factors

The FAST Act (*Fixing America’s Surface Transportation*), was the Federal transportation legislation passed by the U.S. Congress and signed by President Obama in 2015. It defines specific planning factors to be considered when developing transportation plans and programs in a metropolitan area. This legislation carried forward planning factors from the *Moving Ahead for Progress in the 21st Century Act (MAP-21)* and made new additions. MPOs are required to conduct planning that:

- Supports the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency.
- Increases the safety of the transportation system for motorized and non-motorized users.
- Increases the security of the transportation system for motorized and non-motorized users.
- Increases the accessibility and mobility options available to people and for freight.
- Protects and enhance the environment, promotes energy conservation, and improves quality of life, and promotes consistency between transportation improvements and State and local planned growth and economic development patterns.
- Enhances the integration and connectivity of the transportation system, across and between modes, for people and freight.
- Promotes efficient system management and operation.
- Emphasizes the preservation of the existing transportation system.
- Seeks to improve the long term resiliency and reliability of transportation systems.
- Considers the linkages of travel and tourism to transportation facilities.

Each of these factors is addressed through various work program tasks selected for fiscal years 2022 and 2023, as shown below:

Planning Factor/Task	Economic Vitality	System Safety	System Security	Accessibility	Protect Environment	Integration of System	Efficiency	System Preservation	Resiliency / Reliability	Travel / Tourism
Program Administration	X	X	X	X	X	X	X	X	X	X
Long-Range Plan/Model	X	X	X	X	X	X	X	X	X	X
Transportation Improvement Program	X	X		X	X	X	X	X	X	X
Multi-Modal Planning	X	X	X	X	X	X	X	X	X	X
Land Use & Transportation Integration	X	X	X	X	X	X	X	X	X	X
Data Collection & Analysis	X	X		X	X		X	X	X	X
Public Involvement	X	X	X	X	X	X	X	X	X	X

Statewide Planning Priorities

Virtual Public Involvement (VPI)

FHWA has promoted VPI through the Every Day Counts (EDC) program, and TDOT has selected to emphasize VPI as a Statewide Planning Emphasis Area. The MPO recognizes the importance of VPI and, with its Public Participation Update, will incorporate VPI as a major component and seek to develop tools to engage the public in new, innovative ways. Through the pandemic, VPI has been essential and the MPO will make it a permanent part of its outreach and engagement strategies. Traditional methods of public participation, such as in-person meetings and newspaper notices, are becoming less effective and the MPO shares TDOT's commitment to finding new and improved ways to engage and hear from our stakeholders.

Alternative Fuels

FHWA has promoted alternative fuels through the Alternative Fuels Corridor Program and TDOT demonstrates support of alternative fuels as a Statewide Planning Emphasis Area through the current Interstate 40 Deployment Planning Efforts and through a commitment to contribute \$7 million in Highway Infrastructure Program (HIP) funds as part of a statewide partnership with TDEC and TVA. The MPO recognizes the importance of alternative fuels and will continue to help in establishing electric charging stations where possible. The MPO will continue to work with the Jackson Energy Authority in the development of natural gas fueling stations. The MPO, in partnership with the Jackson Transit Authority, continue to evaluate the appropriateness and effectiveness of using of alternative fuels within its bus fleet. With the Long Range Transportation Plan (LRTP) update, the MPO will address alternative fuels and its importance to the transportation planning effort, and to remaining an attainment area.

Project Delivery

TDOT identifies project delivery as an important part of the MPO planning activity in an effort to increase obligation and expenditure of Federal and State funds programmed in MPO Transportation Improvement Programs (TIP) throughout the state of Tennessee. The MPO will, through its TIP and LRTP, identify activities to insure the implementation and delivery of projects. The MPO will continue to keep local jurisdictions informed through the MPO Technical Staff and Executive Board. The MPO recognizes the biggest challenge to project delivery is its limited resources. The MPO must bank its funds over several years before a project can be initiated.

Regional Planning Priorities

Given that the local planning process is already regional in nature, the MPO will continue to utilize the MPO Technical Staff and Executive Board to further regional goals and set priorities for project implementation. The MPO will continue to partner with the Jackson Area Chamber of Commerce to identify needs and concerns on the regional level. The MPO will interact with the Southwest Development District, when necessary, to identify other regional partnerships and to create an exchange of ideas and provide leverage through combined efforts. These regional goals include: regional transportation connectivity, freight movement, economic development and sustainability, green initiatives, environmental quality, and disaster preparedness/resiliency. The MPO will address these goals and associated needs as it develops its LRTP and as it implements the projects contained in the LRTP. The MPO will also seek input from regional partners in the development of its ITS architecture.

Cooperative Development of the UPWP

The MPO will give special consideration to the cooperative process that currently exist to strengthen the dialog between the MPO, TDOT and Jackson Transit Authority. The MPO will, through its MPO Technical Staff and

Executive Board, insure that these agencies all have an equal voice into the development of the Unified Planning Work Program (UPWP) and that the planning needs of each is being considered. The MPO will encourage the engagement of transportation demand management (TDM) providers to give input in the development of the UPWP.

Status of Core Documents and Transportation Performance Management Dates

Core Planning Document/Activity	Date of Last Adoption/Approval	Due Date of Next Adoption/Approval
Unified Planning Work Program (UPWP)	9/5/2019	8/26/21
Transportation Improvement Program (TIP)	2/13/2020	9/30/23
Metropolitan Transportation Plan (MTP)	12/14/2017	12/14/2022
Transportation Improvement Program (TIP)	11/7/2019	11/7/2023
Public Participation Plan (PPP)	9/27/2007	9/27/2022
Safety Performance Measure Targets	2/27/2021	2/27/2022
Pavement & Bridge Condition Performance Measure Targets	2/27/2021	2/27/2022
System Performance, CMAQ, & Freight Performance Measure Targets	2/27/2021	2/27/2022
Transit Asset Management Performance Measure Targets	11/8/2018	TBD
Transit Safety Performance Measure Targets	-	7/21/2021

UPWP DEVELOPMENT

Federal law (23 CFR 450.308(c)) requires a cooperative Unified Planning Work Program (UPWP) development process consistent with the ("3-C") approach to transportation planning (continuing, cooperative, and comprehensive). This involves coordination with local MPO member governments and agencies (Jackson, Madison County, Three Way, Medon, and the Jackson Transit Authority - JTA), as well as the Tennessee Department of Transportation (TDOT), the Federal Highway Administration (FHWA), and the Federal Transit Administration (FTA) to ensure the proposed UPWP reflects all appropriate projects and information for the local area. When complete, the UPWP for the Jackson Area MPO, outlines a work program of planning activities to address all State and Federal requirements during two Federal fiscal years: (FFY) 2022 & 2023 (October 1, 2021 through September 30, 2023). This ensures the Jackson – Madison County Area maintains a Federally certified transportation planning process and the eligibility for Federal transportation funds that results.

The Jackson Area MPO was guided throughout the development process by a joint UPWP expectations document supplied to Tennessee MPOs in February 2021 by TDOT and FHWA. MPO staff met and/or discussed UPWP development periodically in the early months of 2021 as well with attention to potential planning

initiatives beyond core MPO administrative operations. FHWA and TDOT staff were also consulted as needed to clarify required activities and eligible expenses. The MPO Technical Staff Committee and MPO Executive Board will hold a formal, public meetings to discuss UPWP development and adopt the final draft in August, 2021.

WORK PROGRAM TASKS

MPO planning activities are developed to ensure the Jackson – Madison County Area maintains a Federally certified transportation planning process and the eligibility for Federal transportation funds that results. As such, each planning activity identified in the UPWP reflects the guidance and priorities of the Long Range Transportation Plan (LRTP) adopted by the MPO Executive Board of elected officials. The UPWP and the Transportation Improvement Program are two of the primary means by which the LRTP is implemented. This UPWP section provides detailed information, outlined by general tasks, for each work element that the MPO will undertake in the FFY 2022 – 2023 period. Each general task includes a table which shows the type and amount of funding proposed.

Work Program Tasks / Work Classifications: Recent guidance from FHWA and TDOT has indicated a preference for the UPWP to have more clearly defined distinctions between the tasks represented to assist review and administration of related contracts and billing/reimbursement requests. While it is clear that comprehensive transportation planning tasks necessarily overlap due to their inter-related nature, every effort has been made to provide greater clarity and distinction between tasks while still retaining the ability for continuity when reviewing UPWP performance over time. Work items have been proposed under the task that seems to be the most intuitive for reader association. This system of classification is intended to assist administration and does not imply any omission from clearly related work in another designated task or the actual implementation of comprehensive transportation planning.

Equipment and/or Indirect Costs: For FHWA and TDOT review as well as for the general public, it is also important to note that the Jackson Area MPO typically has not requested equipment purchases or indirect costs and none are proposed or anticipated in this UPWP cycle.



Task I. PROGRAM ADMINISTRATION

Responsible Agencies

Jackson Area Metropolitan Planning Organization; Tennessee Department of Transportation, Long Range Planning Division and Multimodal Transportation Resources Division.

Purpose

To conduct continuing, cooperative, and comprehensive transportation planning activities consistent with the adopted long range transportation plan for the Jackson Area MPO and all applicable State and/or Federal requirements. This is a continuing work activity in every UPWP.

FY 2020 Accomplishments included:

Managing MPO contracts, preparing a required UPWP update, coordinating MPO Technical Staff and Executive Board meetings as necessary, preparing the required Title VI reports and/or affidavits, preparing the annual list of Federally obligated projects, coordinating with area entities including Madison County, Jackson Transit Authority, and the Southwest Tennessee RPO, preparing the quarterly PL and SPR reports and billings, coordinating with TDOT-Planning and/or OCT staff including statewide conference calls.

FY 2021 Accomplishments to date include:

The MPO has continued the work associated with this task including conducting MPO Staff and Board meetings, coordinating with TDOT, filing required reports and billings, participating in statewide conference calls, reviewing the new TDOT planning agreement and developing this draft UPWP.

FY 2022 – 2023 Planning Tasks (*Responsible Agency*)

- **MPO Administration:** Prepare and/or review proposals, contracts, progress reports, invoices, budgets, membership, agendas, schedules, meeting minutes, meeting reports. (*MPO*)
- **MPO Community Service:** Assist member agencies, jurisdictions, organizations, and the public with MPO related activities and information, including maintenance of the MPO web site. (*MPO*)
- **MPO Development:** Monitor related organizations, research, meetings, workshops, information, and/or publications for locally applicable best practices in transportation planning. (*MPO*)
- **MAP-21 / FAST Act Compliance:** Work with TDOT and MPO members to ensure MAP-21 / FAST Act requirements are met, including performance-based planning, measures and targets. (*MPO*)
- **New Federal Legislation Review:** MPO Staff will work with FHWA and TDOT to review any new requirements and ensure local compliance. (*MPO*)
- **Financial Management Reporting:** Address requests from external auditor for financial documentation related to quarterly billing, and prepare strategies to resolve discrepancies and findings. (*TDOT, MPO*)
- **Title VI Compliance Assistance:** Assist the local Title VI Coordinator with required annual Title VI Reports and/or Affidavits for the TDOT Civil Rights Division. (*MPO*)
- **ADA Compliance Assistance:** Assist the local ADA Coordinators with related TDOT information and with reporting required in transportation plans and/or programs. (*TDOT, MPO*)
- **UPWP Management:** Prepare the Fiscal Year 2022 – 2023 Unified Planning Work Program, manage the implementation of tasks within the adopted UPWP, and prepare amendments and administrative modifications as needed. (*MPO*)
- **UPWP Development:** Prepare the Fiscal Year 2024 – 2025 Unified Planning Work Program, manage the implementation of tasks within the adopted UPWP, and prepare amendments and administrative modifications as needed. (*MPO*)
- **TDOT Long Range Planning Division (LRP)** will work with the MPO to address administrative and technical requirements including related contracts and/or agreements. In addition, LRP will attend staff and board meetings, distribute information on Federal guidelines and requirements, conduct related seminars, review MPO proposed documents, and conduct related administration. (*TDOT*)

- **Tennessee Performance and Expenditures Annual Report:** 23 CFR 420.117 requires that TDOT monitor the MPO's performance based on established goals and its expenditure activity. The MPO will prepare the annual report for submittal to TDOT following the end of the Federal fiscal year.(TDOT, MPO)

End Products/Deliverables (Schedule)

- **MPO Administrative Communications:** MPO reports, memos, notices, surveys, etc. (ongoing)
- **MPO Meetings:** Documentation of MPO meetings as required, such as resolutions and related information to adopt/amend plans and documents. (ongoing/as needed)
- **MPO Quarterly Reports:** Quarterly billings/invoices and progress reports. (Dec., Mar., Jun., Sept.)
- **MPO Website:** Maintenance of the MPO website for public information. (ongoing/as needed)
- **Title VI Documentation:** Annual Title VI Reports and/or Affidavits as required by the TDOT Civil Rights Division. The next full reports due in 2020 for the MPO and in 2021 for the City of Jackson. Other years require short form affidavits or similar reporting. (ongoing/as needed)
- **Tennessee Performance and Expenditures Annual Report:** Annual Reports are required to be submitted to TDOT by November 30, 2021
- **UPWP:** FY 2022 – 2023 Unified Planning Work Program. (Draft: Apr.2021/ Adoption: Aug. 2021)
UPWP maintenance as needed thereafter in FY 22-23.
- **UPWP:** FY 2024 – 2025 Unified Planning Work Program. (Draft: Apr.2023/ Adoption: Aug. 2023)
UPWP maintenance as needed thereafter in FY 24-25.

TASK I: Funding Sources and Amounts		
FY 2022 & FY 2023 Funding		
	CPG (80/5/15)	SPR (80/20)
FEDERAL	\$320,000	0
STATE	\$20,000	\$47,406
LOCAL	\$60,000	\$11,852
TOTAL	\$400,000	\$59,258

Task I Budget Notes:

- This task budget includes general operational support expenses including basic office supplies, postage, and printing. This also includes any travel, usually only mileage, and periodic training costs if any. For the MPO this is usually just travel within Tennessee to TDOT sponsored meetings and/or training.
- This task budget includes non-personnel costs for advertising and public notices as well as professional organization membership fees that serve the MPO as a whole.
- This task budget includes funding of consultant services associated with more general transportation engineering and/or planning services for limited, on-call, project based assistance as well as more specific regulatory compliance assistance such as ADA.
- Includes carryover funds

Task II. DATA COLLECTION, MAINTENANCE AND ANALYSIS

Responsible Agencies

Jackson Area Metropolitan Planning Organization (MPO) and Tennessee Department of Transportation (TDOT), Long Range Planning Division, Office of Forecasting.

Purpose

To collect, update and/or maintain current GIS and traffic software as well as a current inventory of transportation, traffic, socio-economic and land use data in order to ensure accurate and effective analysis related to transportation planning. To conduct technical study and/or analysis utilizing GIS and/or traffic models by MPO staff and/or consultants as needed in order to determine sound recommendations for plans, programs, services and/or capital investments with a particular focus on regionally significant roadways.

FY 2020 Accomplishments

MPO Staff maintained and updated the land use and socio-economic database with current city and county building permit data as well as data provided by TDOT. TDOT collected traffic volumes at designated cycle count stations. Special count data was collected as needed for planning and design projects. MPO staff reviewed potential traffic count station revisions with TDOT. Local law enforcement provided local accident data to the Tennessee Department of Safety and Homeland Security which was coded and filed by TDOT.

FY 2021 Accomplishments to Date

The MPO has continued the ongoing elements of this task including monthly revisions to local land use and parcel data. Local law enforcement has continued to provide accident data to appropriate State authorities. JTA has continued to collect transit ridership and performance data.

FY 2022 & FY 2023 Planning Tasks *(Responsible Agency)*

- **TDOT Traffic Data:** Continue to collect traffic count data at one permanent and 234 annual cycle count stations, as well as, special count data for planning and project design. *(TDOT)*
- **Accident Data:** Continue maintenance on accident files and other safety data as required. *(TDOT, MPO)*
- **Transit Data:** Continue to collect transit ridership and performance data for service analysis. *(JTA, MPO)*
- **Other Data:** Continue to collect socio-economic and geographic data for planning analysis. *(TDOT, MPO)*
- **TransCAD:** Continue to monitor for updates to the TransCAD traffic model to reflect changing conditions in the Jackson – Madison County area and/or TDOT technical requirements. *(MPO, TDOT)*
- **TDOT Forecasting** will continue to assist the MPO on traffic modeling, including technical assistance, training, review and/or coordination with modeling consultants. *(TDOT)*
- **Traffic Studies:** Continue to conduct technical studies and/or analysis utilizing GIS and/or traffic models by MPO staff and/or consultants as needed. *(City, MPO, TDOT).*

End Products/Deliverables *(Schedule)*

- **GIS Data/Reports:** Jackson and Madison County land use and property division data in GIS format as well as related maps/reports as needed. *(ongoing)*
- **TransCAD:** TransCAD traffic model for Jackson Area MPO maintained per TDOT specifications. *(ongoing)*
- **Software:** Current ArcView and TransCAD software licenses and/or maintenance for MPO use. *(ongoing)*
- **TDOT Traffic Data:** TDOT permanent, annual, and/or special cycle count traffic data. *(ongoing)*
- **TDOT TRIMS Data:** TDOT TRIMS data on full range of traffic performance metrics. *(ongoing)*
- **Other data:** TDOT and MPO socio-economic data from available sources. *(ongoing)*
- **Transit Data:** JTA transit ridership and performance data. *(ongoing)*
- **Traffic Studies/Reports:** Completed traffic studies and/or preliminary roadway designs. *(as available)*

TASK II: Funding Sources and Amounts		
FY 2022 & FY 2023 Funding		
	CPG (80/5/15)	SPR (80/20)
FEDERAL	\$240,000	0
STATE	\$15,000	\$37,500
LOCAL	\$45,000	\$7,500
TOTAL	\$300,000	\$37,500

Task II Budget Notes:

- This task budget includes non-personnel costs to maintain GIS and traffic model software for the MPO.
- This task budget includes funding of consultant services associated with traffic engineering and/or traffic model analysis.
- Includes carryover funds



Task III. SHORT RANGE PLANNING

Responsible Agency

Jackson Area Metropolitan Planning Organization

Purpose

Maintain a financially constrained Transportation Improvement Program (TIP) for the Jackson Area that prioritizes and schedules project development consistent with adopted plans and all applicable State and/or Federal requirements as well as contributing to related State and/or Federal programs and reports.

FY 2020 Accomplishments

The MPO published the Annual Listing of Federally Obligated Projects for FY 2020. The MPO Executive Board made requested recommendations for the TDOT 2020 Region 4 Work Program, including local preferences for potential new projects. The MPO processed TIP amendments and/or administrative adjustments as necessary. The MPO maintained TIP coordination with TDOT and issued TIP progress reports on local projects. MPO staff assisted development of the transportation section for the Jackson municipal capital program and budget.

FY 2021 Accomplishments to Date

The MPO published the Annual Listing of Federally Obligated Projects for FY 2021. The MPO Executive Board also made requested recommendations for the TDOT FY 2021 Region 4 Work Program, including new potential projects. The MPO processed TIP amendments and/or administrative adjustments as necessary. The MPO maintained TIP coordination with TDOT and issued TIP progress reports on local projects. MPO staff assisted development of the transportation section for the Jackson municipal capital program and budget.

FY 2022 – 2023 Planning Tasks (Responsible Agency)

- **Annual Federal Listing:** Prepare required Annual Listings of Federally Obligated Projects. *(MPO)*
- **FY 2020-2023 TIP:** Develop, adopt, and maintain a financially feasible TIP for FY 2020-2023 with projects consistent with the MPO's 2045 Long Range Transportation Plan. *(MPO)*
- **Status Reports:** Continue ongoing coordination with TDOT and report on the status of TIP projects on a regular basis to TDOT and MPO membership. *(MPO, TDOT)*
- **FY 2023-2026 TIP:** Develop, adopt, and maintain a financially feasible TIP for FY 2023-2026 with projects consistent with the MPO's 2050 Long Range Transportation Plan. *(MPO)*
- **TDOT Region 4 Work Program Recommendations:** Continue to make TDOT requested recommendations for Region 4 Work Programs based on local priorities and preferences. *(MPO)*

End Products/Deliverables (Schedule)

- **TIP Revisions:** Documentation of required FY 2020-2023 TIP maintenance as needed. *(Ongoing)*
- **Annual Federal Listing:** Documentation of the required Annual Federal Listing. *(December 2021 & 2022)*
- **Region 4 Work Program Recommendations:** Documentation of annual, local project recommendations. *(December 2021 & 2022)*
- **FY 2023-2026 Transportation Improvement Program (TIP):** Development and adoption of a new TIP *(April – August 2022)*

TASK III: Funding Sources and Amounts		
FY 2022 & FY 2023 Funding		
	CPG (80/5/15)	SPR (80/20)
FEDERAL	\$80,000	0
STATE	\$5,000	\$30,000
LOCAL	\$15,000	\$7,500
TOTAL	\$100,000	\$37,500

Task III Budget Notes:

- Includes carryover funds



Task IV. LONG RANGE PLANNING

Subtask – Regional Transportation Plan

Responsible Agencies

TDOT, Long Range Planning Division and the Jackson Area Metropolitan Planning Organization.

Purpose

Conduct transportation planning on a conceptual and/or policy level including maintenance of a long range plan for the Jackson – Madison County area that is: 1) technically based on the latest available data on land use, demographics, and travel patterns; 2) reflective of local goals and priorities while consistent with all State and Federal requirements, and 3) financially sound based on approved funding sources and/or reasonable estimates of future costs and revenues.

FY 2020 Accomplishments

The 2045 Jackson Area Long Range Transportation Plan (LRTP) was developed by project consultants and MPO Staff with assistance from TDOT, including related public involvement. The new plan will be adopted by the MPO Executive Board in December, 2022 (FY 2023). The plan includes recommended long term improvements, as well as, cost estimates and priorities for the forecast period 2015–2050, along with an updated TransCAD traffic model. In addition, the MPO Executive Board adopted the FHWA required safety performance measures developed by TDOT for statewide consistency.

FY 2021 Accomplishments to Date

The MPO adopted additional performance measures and related plan amendments as required by TDOT, FHWA and/or FTA including PM1 Safety updates, PM2 & PM3 (Bridge, Pavement & System Performance), and Transit Asset Management (TAM). The MPO Executive Board conducted a general review of NEPA documentation for the proposed South Extension of the US-45 Bypass and issued a recommendation on the locally preferred alternative for the segment from US-70/Airways to the Forked Deer River. The MPO assisted TDOT with a plan amendment to support the current SR-18 improvement project. The MPO has continued to assist on transportation implementation of the City's Civic Master Plan.

FY 2022 – 2023 Planning Tasks (*Responsible Agency*)

- **LRTP Maintenance and Performance Measures:** Continue to maintain the 2045 LRTP as needed to reflect changing conditions, including additions in support of required FHWA/FTA/TDOT performance measures. (*MPO, JTA*)
- **LRTP Implementation:** Continue implementation tasks for the 2045 Jackson Area MPO LRTP including contributions to integrated transportation and land use planning for the Jackson area. (*MPO*)
- **LRTP Update and Adoption:** Update the current 2045 LRTP to 2050 (MPO, JTA, TDOT)
- **State Planning Coordination:** Coordinate with TDOT on implementation of the State Long Range Transportation Plan and related studies or corridor plans. (*MPO, TDOT*)
- **Functional Classifications:** Continue to work with TDOT to revise the functional classification system as needed, including related revisions to local major road and street plans. (*MPO, TDOT*)
- **Public Participation Plan (PPP) Review and Update:** Conduct a comprehensive review of the adopted Public Participation Plan (PPP) to determine what amendments/updates may be in order to reflect FAST Act requirements, current best practices, statewide planning priorities and local initiatives. (*MPO*)
- **ITS Architecture Update:** Conduct a comprehensive review of the adopt ITS Architecture to determine what amendments/updates may be in order to reflect FAST Act requirements , current best practices, statewide planning priorities and local initiatives.
- **ITS Operations:** Continue to operate the local ITS system and evaluate potential traffic improvements

including integration with the TDOT ITS to be installed in the I-40 corridor. (City, MPO, TDOT)

End Products/Deliverables (Schedule)

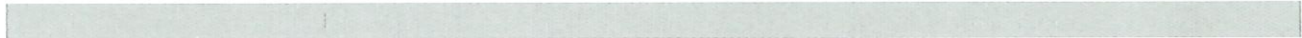
- **LRTP Amendments/Adjustments:** Maintenance documentation for updates to the 2045 Long-Range Transportation Plan. 2050 LRTP Update - **\$250,000** (Draft – Sept 2022 / Final Dec 2022)
- **Public Participation Plan (PPP) Update:** Revised PPP - **\$20,000** (Draft: Sept. 2021/ Adoption: Dec. 2021)
- **ITS Architecture – update - \$155,000** (Draft: Sept. 2022/ Adoption: Dec. 2022)

TASK IV: Funding Sources and Amounts				
FY 2022 & FY 2023 Funding				
	CPG	PAP*	SPR	
	(80/5/15)	(80/20)	(80/20)	TOTAL
FEDERAL	\$204,000	\$216,000	0	\$420,000
STATE	\$12,750	\$54,000	\$30,000	\$110,250
LOCAL	\$38,250	0	\$7,500	\$45,750
TOTAL	\$255,000	\$270,000	\$37,500	\$562,500

*Planning Assistance Program

Task IV Budget Notes:

- This task budget includes funding of consultant services associated with LRTP development, maintenance and/or implementation, and development of an updated Public Participation Plan (PPP). Funds intended for the next LRTP update in 2022 are included in the FY 2022-2023 budget.
- Includes carryover funds



Task V. MULTIMODAL PLANNING

Responsible Agency

Jackson Transit Authority (JTA); TDOT, Long Range Planning Division and Multimodal Division.

Purpose

To conduct comprehensive transit planning, coordination and implementation of public transportation services for the Jackson Urbanized Area. To market the public transportation system as a viable alternative to private transportation modes, plan for improved efficiency and increased ridership of the mass transit system, and explore capital investments that will result in increased security in the overall transit system. An efficient, coordinated, effective, and expanded public transportation planning process/program, which meets local needs and complies with State and Federal requirements.

FY 2020 Accomplishments

The Jackson Transit Authority (JTA) continued to market and support transit programs, in partnership with TDOT, for the Jackson urban area. JTA maintained the Coordinated Human Services Transportation Plan. JTA, assisted by TDOT and consultants, developed a new Comprehensive Operational Analysis (COA) to help guide further improvements to the transit system; the COA was adopted by the JTA and MPO boards. JTA helped the MPO develop the transit elements of the new 2045 LRTP. JTA also developed transit related TIP amendments.

FY 2021 Accomplishments to Date

JTA staff developed a new Transit Asset Management (TAM) program and required performance measures consistent with FTA requirements; the TAM program was adopted by the JTA and MPO boards. JTA also developed transit related TIP amendments. JTA has also begun implementation of the COA (Comprehensive Operations Analysis) recommendations.

FY 2022 – 2023 Planning Tasks (Responsible Agency)

- **Transit Planning:** Conduct all transit planning for the MPO including contributions as needed to the LRTP, TIP and the overall transportation planning program for the Jackson Urbanized Area.
- **Transit Administration:** Prepare technical reports, quarterly progress reports and billings. *(JTA)*
- **COA Implementation:** Continue progress on implementation of the recent Comprehensive Operational Analysis (COA) developed in coordination between JTA, the MPO and TDOT. *(JTA)*
- **Transit Asset Management (TAM):** Continue to develop all FTA required TAM documents, standards, and performance measures.
- **Transit Ridership and SOV Trip Reduction:** Develop and conduct marketing and advertising to encourage and/or increase transit ridership as well as employer ride share programs. *(JTA)*
- **Service Revisions:** Enhancement of transit schedules and/or services to increase transit ridership. *(JTA)*
- **Transit Regulatory Compliance:** Ensure compliance with the Americans with Disabilities Act, the Title VI program of the Civil Rights Act, and the Older Americans Act for all transit services and programs. *(JTA)*
- **Coordinated Human Services Planning:** Develop local plans and contribute to State plans addressing coordinated human services Plan as needed/requested by TDOT. *(JTA, MPO)*
- **TDOT Multimodal Division and the TDOT Office of Freight & Logistics** will administer State and Federal programs regarding river transportation, transit, rail, ride-sharing, and transportation systems management. TDOT staff will participate in MPO meetings, distribute FTA guidelines and requirements, conduct related seminars, and review MPO proposed documents. *(TDOT)*

End Products/Deliverables (Schedule)

- **COA Progress Report:** A progress report on implementation of the adopted Comprehensive Operational Analysis (COA) developed in coordination between JTA, the MPO and TDOT. *(October, 2021)*
- **Transit Asset Management (TAM) Reports:** All FTA required TAM documents, standards, and performance measures. *(Ongoing)*
- **Title VI Reports:** Annual Title VI Report for transit to be provided to TDOT and FTA as required. *(May)*
- **L RTP Transit Section:** Updated transit section of the 2045 Jackson Area LRTP as produced. *(Ongoing)*
- **Transit Development Program (TDP):** Updated versions of the program as produced. *(Ongoing)*
- **Coordinated Human Services Plan:** Updated versions of the plan as produced/required. *(Ongoing)*
- **MPO Quarterly Reports:** All transit information for consolidated grant quarterly billings/invoices and progress reports. *(Dec., Mar., Jun., Sept.)*

TASK V: Funding Sources and Amounts	
FY 2022 & FY 2023 Funding	
	CPG (80/5/15)
FEDERAL	\$56,902
STATE	\$ 3,557
LOCAL	\$ 10,669
TOTAL	\$71,128

Task V Budget Notes:

This task budget includes all consolidated grant funds sourced from FTA to provide for transit planning. These funds are noted in MPO contracts as professional fees due to JTA being an independent organization under formal agreement with TDOT and MPO to provide transit planning services.

- Includes carryover funds



Task VI. SPECIAL STUDIES

Responsible Agency

Jackson Area Metropolitan Planning Organization, City of Jackson, TDOT

Purpose

To conduct traffic engineering and/or planning tasks associated with LRTP and TIP implementation that involve active transportation system and/or capital project management/coordination on regionally significant, State and/or Federally designated roadways as well as related local initiatives. To serve as liaison between State and local agencies and the private sector to address potential development impacts on regionally significant, State and/or Federally designated roadways.

FY 2020 Accomplishments

Coordinated local TIP implementation projects including Dr. FE Wright Drive, Phase 1 (Complete). Maintained the Regional Intelligent Transportation System (ITS) architecture and the local ITS system. City engineering staff established a program for traffic signal management within the City, taking over from the Jackson Energy Authority. Introduced and coordinated a pilot bike share program at local colleges and employment centers. Continued contributions to integrated transportation and land use planning for the Jackson area. Continued to serve as liaison between State and local agencies and the private sector to address potential development impacts on regionally significant, State and/or Federally designated roadways.

FY 2021 Accomplishments to Date

Continued coordination and management of local TIP implementation projects including Dr. FE Wright Drive Phase 1, Interstate 40 Widening Project, and the Interstate 40/ US 45 Interchange Improvement Project. MPO . MPO staff have continued to monitor the existing system through coordination with City and County engineers. City engineering staff have continued development of the program for traffic signal management within the City. Continued to serve as liaison between State and local agencies and the private sector to address potential development impacts on regionally significant, State and/or Federally designated roadways.

FY 2022 – 2023 Planning Tasks (Responsible Agency)

- **TIP Implementation:** Continue to manage local TIP projects. *(City, MPO)*
- **Traffic Signal Operations:** Continue to operate and improve the citywide traffic signal system with focus on signals serving regionally significant, State and/or Federally designated roadways. *(City, MPO, TDOT)*
- **Development Review and Traffic Mitigation:** Continue to serve as liaison between State and local agencies and the private sector to address potential development impacts on regionally significant, State and/or Federally designated roadways. *(City, MPO)*
- **Transportation Monitoring:** Continue to monitor existing facilities to determine potential needs. *(MPO)*

End Products/Deliverables *(Schedule)*

- **Traffic Signal System Reports:** City of Jackson traffic signal system and related reports. *(ongoing)*
- **Completed TIP Projects:** Dr. FE Wright Drive, Phase 1 at substantial completion. *(Fall, 2021)*

TASK VI: Funding Sources and Amounts		
FY 2022 & FY 2023 Funding		
	CPG (80/5/15)	SPR (80/20)
FEDERAL	\$29,412	0
STATE	\$1,838	\$30,000
LOCAL	\$5,515	\$7,500
TOTAL	\$36,765	\$37,500

Task VI Budget Notes:

- Includes carryover funds

APPENDICES

APPENDIX 1 – BACKGROUND BUDGET

	Task 1 Program Administration	Task 2 Data Collection & Analysis	Task 3 Short Range Planning	Task 4 Long Range Planning	Task 5 Multimodal Planning	Task 6 Special Studies	Total
Task Level Budget: Consolidated Planning Grant: TN Funds							
Federal (80%)	\$320,000	\$240,000	\$80,000	\$204,000	\$56,902	\$29,412	\$930,314
TDOT Match (5%)	\$20,000	\$15,000	\$5,000	\$12,750	\$3,557	\$1,838	\$58,145
Local Match (15%)	\$60,000	\$45,000	\$15,000	\$38,250	\$10,669	\$5,515	\$174,434
SPR Federal (80%)	\$47,406	\$30,000	\$30,000	\$30,000	\$0	\$30,000	\$167,406
SPR Local Match (20%)	\$11,852	\$7,500	\$7,500	\$7,500	\$0	\$7,500	\$41,852
PAP Federal (80%)	\$0	\$0	\$0	\$216,000	\$0	\$0	\$216,000
PAP TDOT Match (20%)	\$0	\$0	\$0	\$54,000	\$0	\$0	\$54,000
Subtotal	\$459,258	\$337,500	\$137,500	\$562,500	\$71,128	\$74,265	\$1,642,151

Detail Level Budget							
Salary/Benefits	\$319,258	\$337,500	\$137,500	\$87,500	\$71,128	\$24,265	\$977,151
Professional Fees/Grants/Awards							
Consultant Support: LRTP				\$250,000			\$250,000
Consultant Support: PPP				\$20,000			\$20,000
Consultant Support: Transcad Model				\$50,000			\$50,000
Consultant Support: ITS Update				\$155,000			\$155,000
Consultant Support: Network Studies						\$50,000	\$50,000
Direct Costs							
Supplies, Telephone, Postage, etc	\$60,000						\$60,000
Travel, Conferences, Meetings	\$50,000						\$50,000
Publicity, Advertising	\$30,000						\$30,000
Totals	\$459,258	\$337,500	\$137,500	\$562,500	\$71,128	\$74,265	\$1,642,151

**APPENDIX 2: FY 2022 – 2023 BUDGET TABLE
JACKSON AREA – UNIFIED PLANNING WORK PROGRAM
FUNDING SOURCES BY TASK AND AGENCY PARTICIPATION**

AGENCY TYPE:	Consolidated Planning Grant (80/5/15)			SPR (80/20)		Consolidated Planning Grant (80/5/15)			TOTALS
	PL			PL		5303			
	FHWA 112 PL*	TDOT PL MATCH	LOCAL PL MATCH	FHWA PL SPR	LOCAL SPR MATCH	FTA 5303	TDOT MATCH	LOCAL MATCH	
I. PROGRAM ADMINISTRATION	\$320,000	\$20,000	\$60,000						\$400,000
				\$47,406	\$11,852				\$59,258
<i>SUBTOTAL</i>									\$459,258
II. DATA COLLECTION, MAINTENANCE & ANALYSIS	\$240,000	\$15,000	\$45,000						\$300,000
				\$30,000	\$7,500				\$37,500
<i>SUBTOTAL</i>									\$337,500
III. SHORT RANGE PLANNING	\$80,000	\$5,000	\$15,000						\$100,000
				\$30,000	\$7,500				\$37,500
<i>SUBTOTAL</i>									\$137,500
IV. LONG RANGE PLANNING	\$420,000	\$26,250	\$78,750						\$525,000
				\$30,000	\$7,500				\$37,500
<i>SUBTOTAL</i>									\$562,500
V. MULTIMODAL PLANNING						\$56,902	\$3,557	\$10,669	\$71,128
<i>SUBTOTAL</i>									\$71,128
VI. SPECIAL STUDIES	\$29,412	\$1,838	\$5,515						\$36,765
				\$30,000	\$7,500				\$37,500
<i>SUBTOTAL</i>									\$74,265
TOTALS	\$1,089,412	\$68,088	\$204,265	\$167,406	\$41,852	\$56,902	\$3,557	\$10,669	\$1,642,151

*Contains Carryover Funds. Dollar amounts rounded to nearest dollar.

**APPENDIX 3: FY 2022-2023 FINANCIAL SUMMARY TABLE
 JACKSON AREA
 UNIFIED PLANNING WORK PROGRAM
 ACTUAL/ESTIMATED FEDERAL FUNDING SOURCES AND CARRYOVER FUNDS**

(Numbers rounded to nearest dollar. Does not include matching funds.)

	FHWA / FTA CPG Consolidated Planning Grant	TDOT SPR (MPO)
Carryover to FY 2022-2023*	\$710,000	\$150,000
FY 2022-2023 Allocation	\$436,314	-
Available FY 2022-2023 funds	\$1,146,314	\$150,000
FY 2022-2023 Programmed	\$1,146,314	\$150,000

**Carryover estimates only with carryover use /
programming projected*

APPENDIX 4: BUDGET / COST METHODOLOGY

For this program cycle (the proposed UPWP for FY 2022-2023), all MPOs were requested by TDOT, FHWA and FTA to document a more detailed description and/or methodology of how cost estimates were generated whether from similar scaled studies, current rates, or other related data. This step is intended to help expedite State and Federal review of the proposed UPWP and associated use of funds as well as to increase public accountability and understanding of the document.

In response, the Jackson Area MPO conducted a detailed review of the planning work and costs from the last 5 year PL contract period as well as the associated UPWP funding allocations. It was determined that revising allocations based on full staffing represented a more accurate basis to estimate future needs rather than continuing forward based only on past UPWP estimates or by basing it on the past year with limited staffing and the pandemic. In addition, given the number of major updates needed, the allocations are revised to reflect the added work and carryover funds are being programmed to cover the rise in costs.

The billing analysis demonstrated, for instance, that the demands for work associated with the administrative task have continued to increase in recent years relative to other tasks. Particular attention was given to the data for the most recent years to best reflect current conditions. This approach also seemed to be validated by TDOT and FHWA recognition that the MPO was meeting its obligations and serving its role effectively in the most recent Planning Service Review (PSR). As a result, key features of the budget and cost estimates in this UPWP include:

- Overall budget based on current FY 2021 MPO contracts with TDOT (CPG and SPR) as well as FY2022 and FY 2023 estimated allocations provided by TDOT including carryover from previous years
- Costs based on estimated MPO staffing, pay rates, organization, and division of labor.
- Task allocations are based on a full staffing, as current billing levels are not reflective of actual, current program demands with further refinement based on revisions made for more clearly defined tasks.
- With major updates needed to the PPP, LRTP, and ITS architecture, the entire available carryover have been programmed into the budget. It is anticipated that these projects will be initiated and completed within the FY 2022 – 2023 period. However, should task extend beyond this period, tasks will be carried over along with the associated carryover funds.
- A conservative allocation of approved contract amounts in order to develop savings for unanticipated tasks that would require UPWP amendment approval as well as for potential carryover toward future consulting on higher expense, mandated projects like the LRTP and traffic model as well as complementary projects such as area traffic studies. As a smaller MPO, Jackson relies on consultant services when appropriate due to required project scale, schedule, and/or expertise that may not otherwise be possible and/or available with a limited staff.
- Proposed budgets also use rounding to assist efficient administration, to improve ease of reading and understanding the UPWP, and to reflect that amounts are estimates. In all cases amounts are rounded to the nearest dollar. Additional rounding to the nearest logical increment was also used as appropriate.

Budget Goal: The MPO relies on funding support from TDOT, FHWA and FTA. This budget/cost methodology should demonstrate that the MPO seeks to be a good steward of the public funding sources provided by developing work programs and budgets to be both effective and cost efficient.

Equipment and/or Indirect Costs: For FHWA and TDOT, it is important to note that the Jackson Area MPO typically has not requested equipment purchases or indirect costs and none are proposed or anticipated in this UPWP cycle.

APPENDIX 5: LIST OF ACRONYMS & DEFINITIONS

Active Transportation: Transportation which requires physical activity as part of the mode. Typically, active transportation refers to walking, bicycling and to transit, as transit trips begin and end with a walking or bicycling trip.

ADA -Americans with Disabilities Act of 1990: Federal law that requires public facilities (including transportation services) to be accessible to persons with disabilities including those with mental disabilities, temporary disabilities, and the conditions related to substance abuse.

ADT -Average Daily Traffic: The number of vehicles passing a fixed point in a day, averaged over a number of days. The number of count days included in the average varies with the intended use of data.

AVL – Automated Vehicle Locator: A device that makes use of the Global Positioning System (GPS) to enable a business or agency to remotely track the location of its vehicle fleet by using the Internet.

AVO -Average Vehicle Occupancy: The ratio of person trips to vehicle trips; often used as a criterion in judging the success of trip reduction programs.

Complete Streets – Streets that offer transportation choices that are safe and convenient for all ages and ability levels. These choices may include transit, walking, bicycling and automobile travel.

CONST – Construction (phase of a project): The phase of a project after the preliminary environmental and engineering work is completed, where the project is being built and the improvements are prepared for implementation.

DOT -Department of Transportation: Agency responsible for transportation at the local, State, or Federal level. For Title 23 U.S.C. Federal-aid highway actions, this would mean the Federal Highway Administration and for Federal-aid transit actions under Title 49 U.S.C, this would mean the Federal Transit Administration.

E+C – Existing plus Committed Transportation Network: Also called a No-Build network, this is a test of how a roadway network, consisting of an existing network plus currently funded future roadway projects, could withstand the demand of projected population and employment growth.

EA – Environmental Assessment: The process of identifying, predicting, evaluating and mitigating the biophysical, social, and other relevant effects of development proposals prior to major decisions being taken and commitments made. The purpose of the assessment is to ensure that decision-makers consider environmental impacts before deciding whether to proceed with new projects.

EIS -Environmental Impact Statement: A National Environmental Policy Act (NEPA) document that explains the purpose and need for a project, presents project alternatives, analyzes the likely impact of each, explains the choice of a preferred alternative, and finally details measures to be taken in order to mitigate the impacts of the preferred alternative.

EJ -Environmental Justice: Derived from Title VI of the Civil Rights Act of 1964, and established by Executive Order, EJ requires Federally funded plans and programs to assess their impact, either positive or negative, on traditionally underserved (e.g., low-income, minority, etc.) communities or segments of the population. The goal of EJ is to ensure public involvement of low income and minority groups in decision making to prevent disproportionately high and adverse impacts on low income and minority groups, and to ensure that these groups receive equal benefits from transportation improvements.

EPA – U.S. Environmental Protection Agency: is an agency of the Federal government of the United States charged with protecting human health and with safeguarding the natural environment: air, water, and land.

Executive Board: A standing committee created for the purpose of serving as spokespersons for the citizens of the metropolitan area and is the designated MPO to prioritize and direct Federal transportation funds to local projects. The Board is comprised of elected officials from Madison County and the incorporated cities within Madison County. The Executive Board also has representatives from TDOT, representing the Governor. The Board is responsible for creating policies regarding transportation planning issues. The Executive Board meetings are open to the public and where any member of the public can address the MPO on any transportation issue.

FAST ACT - Fixing America's Surface Transportation Act - On December 4, 2015, President Obama signed into law the Fixing America's Surface Transportation Act, or "FAST Act" - the first Federal law in over ten years to provide long-term funding certainty for surface transportation. The FAST Act authorizes \$305 billion over fiscal years 2016 through 2020 for the Department's highway, highway and motor vehicle safety, public transportation, motor carrier safety, hazardous materials safety, rail, and research, technology and statistics programs. (FHWA)

FHWA -Federal Highway Administration: Division of the U.S. Department of Transportation responsible for administrating Federal highway transportation programs under Title 23 U.S.C.

Fiscal Constraint: A requirement that all plans be financially – constrained, balanced expenditures to reasonably expected sources of funding over the period of the TIP or Long-Range Transportation Plan.

FTA -Federal Transit Administration: Federal entity responsible for transit planning and programs of Title 49 U.S.C.

Functional Classification: Functional classification is the process by which streets and highways are grouped into classes, or systems, according to the character of service they are intended to provide. Basic to this process is the recognition that individual roads and streets do not serve travel independently in any major way. Rather, most travel involves movement through a network of roads. It becomes necessary then to determine how this travel can be channelized within the network in a logical and efficient manner. Functional classification defines the nature of this channelization process by defining the part that any particular road or street should play in serving the flow of trips through a highway network.

FY -Fiscal Year: A Federal fiscal or budget year; runs from October 1 through September 30 for the MPO and the Federal government. State and local governments operate on a fiscal year beginning July 1 and ending June 30.

GIS – Geographic Information System: a system for capturing, storing, analyzing and managing data which is spatially referenced to the earth. GIS is a tool that allows users to create interactive queries (user created searches), analyze the spatial information, edit data, maps, and present the results of all these operations.

HPP - High Priority Projects: Discretionary projects earmarked by the U.S. Congress as high priorities at the Federal level during the Congressional appropriations and re-authorization process. This amounts to roughly 5% of the total transportation budget.

HTS (or HHTS) – Household Travel Survey: A major survey effort conducted periodically to collect socio-economic and travel behavior information from a random selection of households across the planning area. Data from the survey are used in travel demand modeling to predict future transportation trends.

HUD – United States Department of Housing and Urban Development: Federal agency charged with helping to create strong, sustainable, inclusive communities and quality, affordable homes.

IMS -Incident Management System: A systematic process required under SAFETEA-LU to provide information on accidents and identify causes and improvements to the Transportation system to increase safety of all users.

ITE -Institute of Transportation Engineers: An international society of professionals in transportation and traffic engineering; publishes Trip Generation (a manual of trip generation rates by land use type).

ITS -Intelligent Transportation System: Use of computer and communications technology to facilitate the flow of information between travelers and system operators to improve mobility and transportation productivity, enhance safety, maximize the use of existing transportation facilities, conserve energy resources and reduce adverse environmental effects; includes concepts such as “freeway management systems,” “automated fare collection” and “transit information kiosks.”

Intergovernmental Agreement: Legal instrument describing tasks to be accomplished and/or funds to be paid between government agencies.

JTA – Jackson Transit Authority: The public transit agency serving the urbanized area of Madison County.

LOS -Level of Service: A qualitative assessment of a road’s operating condition, generally described using a scale of A (little congestion) to E/F (severe congestion).

L RTP – Long-Range Transportation Plan: A document resulting from regional or statewide collaboration and consensus on a region or state’s transportation system, and serving as the defining vision for the region’s or state’s transportation systems and services. In metropolitan areas, the plan indicates all of the transportation improvements scheduled for funding over the next 20 years. It is fiscally constrained, i.e., a given program or project can reasonably expect to receive funding within the time allotted for its implementation.

MAP-21 – Moving Ahead for Progress in the 21st Century: The Federal transportation act passed by Congress and signed into law in 2012 that authorized Federal surface transportation programs for FYs 2013 and 2014.

MPO Activities: Are plans, programs and projects related to the MPO process.

MPO - Metropolitan Planning Organization: The forum for cooperative transportation decision-making; required for urbanized areas with populations over 50,000.

NEPA – National Environmental Policy Act: Passed in 1970, NEPA requires Federal agencies to integrate environmental values into their decision making processes by considering the environmental impacts of their proposed actions and reasonable alternatives to those actions.

Obligated Funds: Funds that have been authorized by and committed to legally by a Federal agency to pay for the Federal share of the project cost.

Officials: Are people who have governmental decision-making, planning or administrative responsibilities that relate to MPO activities.

PE – Preliminary Engineering (phase of project): a process to begin developing the design of the facilities and system, to analyze the function and operation of the system, evaluation cost efficiencies and prepare for the final design of the project.

PMS -Pavement Management System: A systematic process utilized by state agencies and MPOs to analyze and summarize pavement information for use in selecting and implementing cost-effective pavement construction, rehabilitation, and maintenance programs; required for roads in the National Highway System as a part of ISTEA; the extent to which the remaining public roads are included in the process is left to the discretion of state and local officials; criteria found in 23 CFR 500.021-209.

PPP – Public Participation Plan: a Federally-required document that describes the MPO’s process for involving the public and interested stakeholders in the development and adoption of required plans and programs, and the formal procedures used to adopt or amend the Long-Range Transportation Plan, the Transportation Improvement Program, and Unified Planning Work Program.

Public: Includes citizens, public agencies, advocacy groups and the private sectors that have an interest in or may be affected by MPO activities.

Public Participation: Is an integral part of a planning or major decision-making process. It provides opportunities for the public to be involved with the MPO in an exchange of data and ideas. Public participation offers an open process in which the rights of the community, to be informed to provide comments to the Government and to receive a response from the Government, are met through a full opportunity to be involved and to express needs and goals.

ROW -Right-of-Way: Real property that is used for transportation purposes; defines the extent of the corridor that can be used for the road and associated drainage.

SR – State Route: a roadway owned, financed and maintained by a State.

STA – State gas tax fund: Also called motor fuel excise tax, this is a tax charged by the gallon and collected as consumers pay at the pump. The tax goes primarily towards basic operating costs, highway maintenance contracts, resurfacing, bridges, major reconstruction, new construction, consultant contracts, right-of-way purchases, and to match Federal funds.

STBG- Surface Transportation Block Grant Program: Previously noted as the STP program, the new “Surface Transportation Block Grant Program” or STBG is one of the primary funding programs of the FAST Act and now consolidates several funding sources including programs such as the Transportation Alternatives (TA) and Recreational Trails Program.

STIP -State Transportation Improvement Program: A priority list of transportation projects developed by the Tennessee Department of Transportation that is to be carried out within the four (4) year period following its adoption; must include documentation of Federal and State funding sources for each project. Transportation projects in the State’s 11 urban areas are determined through Metropolitan Planning Organization process.

STP – Surface Transportation Program (L-STP or U-STP): A program funded by the National Highway Trust Fund. This program now part of the new Surface Transportation Block Grant program.

L-STP provides funding to areas of 5,000 to 50,000 in population for improvements on routes functionally classified urban collectors or higher. This program now part of the new Surface Transportation Block Grant program.

U-STP Provides funding to Census designated urbanized areas over 50,000 in population (e.g. MPO areas based on US Census) for improvements on routes functionally classified urban collectors or higher. This program now part of the new Surface Transportation Block Grant program.

TDM – Transportation Demand Management: a method of planning for and implementing transportation improvement in a manner that reduces traffic congestion and pollution by influencing changes in travel behavior.

TDEC – Tennessee Department of Environment and Conservation: State agency responsible for protecting and improving the quality of Tennessee’s land, air, water and recreation resources.

TDOT – Tennessee Department of Transportation: State agency responsible for the planning and implementation of Tennessee’s multimodal transportation system including roads and bridges, aviation, public transit, waterways, and railroads.

TOD -Transit Oriented Development: a mixed-use development that is anchored by a transit station. The transit mode may include bus or rail, and the development may include uses such as housing, office and retail.

Transportation Disadvantaged: People who are unable to transport themselves or to purchase transportation due to disability, income status or age.

TIP -Transportation Improvement Program: A priority list of transportation projects developed by a metropolitan planning organization that is to be carried out within the four (4) year period following its adoption; must include documentation of Federal and State funding sources for each project and be consistent with adopted MPO long range transportation plans and local government comprehensive plans.

TSM -Transportation Systems Management: Strategies to improve the efficiency of the transportation system through operational improvements such as the use of bus priority or reserved lanes, signalization, access management, turn restrictions, etc.

UPWP -Unified Planning Work Program: Developed by Metropolitan Planning Organization (MPOs); identifies all transportation and planning activities anticipated within the next one to two years, including a schedule for the completion of the identified tasks and activities.

V/C Ratio Volume over Capacity Ratio: A roadway performance measure to show how highway volume compares with highway capacity.

VMT -Vehicle Miles Traveled: The total number of miles driven by all vehicles within a given time period and geographic area. It is used by regional transportation and environmental agencies for planning purposes. VMT is influenced by factors such as population, age distribution, and the number of vehicles per household. However, the greatest factor by far is how land uses are arranged.