

# DRAFT



## PUBLIC PARTICIPATION PLAN

Jackson MPO Long Range Transportation Plan

## JACKSON AREA MPO PUBLIC PARTICIPATION PLAN

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This report was prepared with financial assistance and cooperation from the U.S. Department of Transportation, Federal Highway Administration (FHWA), Federal Transit Administration (FTA), the Tennessee Department of Transportation (TDOT), the city of Jackson and Madison County. The contents of this document do not necessarily reflect the official view or policies of the funding agencies, nor does this publication constitute a standard, specification, or regulation.



**TABLE OF CONTENTS**

Acronyms List.....3

Metropolitan Planning Organization (MPO) Overview.....4

    Purpose and Primary Functions.....4

    Structure.....8

    Ad Hoc Study/Plan Committees/Stakeholders.....9

Core Products and Plans.....10

    Long Range Transportation Plan (LRTP) .....10

    Transportation Improvement Program (TIP).....10

    Unified Planning Work Program (UPWP).....12

    Public Participation Plan (PPP) .....12

    Other Products and Plans.....12

Proposed PPP.....13

    Outreach Opportunities.....14

    Coordination with Partners.....37

    Primary Outreach Strategies.....43

    Amendments and Modifications.....45

Performance Measures and Goals.....50



## **ACRONYMS LIST**


ADA	Americans with Disabilities Act
CFR	Code of Federal Regulations
EPA	United States Environmental Protection Agency
FAST Act	Fixing America’s Surface Transportation Act
FHWA	Federal Highway Administration
FTA	Federal Transit Administration
GIS	Geographic Information Systems
LEP	Limited English Proficiency
LRTP	Long Range Transportation Plan
MAP-21	Moving Ahead for Progress in the 21st Century
MPA	MPO Planning Area
MPO	Metropolitan Planning Organization
NEPA	National Environmental Policy Act of 1969
PPP	Public Participation Plan
TCA	Tennessee Code Annotated
TCC	Technical Coordinating Committee
TDEC	Tennessee Department of Environment and Conservation
TDOT	Tennessee Department of Transportation
TIP	Transportation Improvement Program
USDOT	United States Department of Transportation
UPWP	Unified Planning Work Program
UZA	Urbanized Planning Area



## What is a Metropolitan Planning Organization (MPO)?

An MPO is an organization created by federal law to ensure that citizens and local elected officials have input into the planning and implementation of federal transportation funds for metropolitan areas with populations greater than 50,000.

The Jackson Area MPO is the regional transportation planning agency for Jackson and Madison County. Our goal is to continually improve the transportation network so that it is safe, efficient, sustainable, and multi-modal -- ultimately providing effective transportation options for vehicles, freight, transit, bicyclists, and pedestrians.



**Our goal is to continually improve the transportation network so that it is safe, efficient, sustainable, and multi-modal -- ultimately providing effective transportation options for vehicles, freight, transit, bicyclists, and pedestrians.**

### Purpose & Primary Functions

The MPO's essential purpose is to coordinate transportation planning activities for the MPO Planning Area (see Map 1) and provide both a setting and process for transportation decision-making.

Federal regulations require that the planning process be comprehensive, coordinated, and continuous.

- Comprehensive: Including All Modes (Cars/Trucks, Rail, Transit, Biking, Walking)
- Cooperative: Involve a Broad Array of Stakeholders (Public, Elected Officials, Disadvantaged Underserved Groups, Businesses, Etc.)
- Continuous: Updated Regularly



The six core functions of the Jackson Area MPO are:

1

**Setting and Process:** Provide an accessible, fair, and impartial setting for transportation planning decision-making.

2

**Identify and Evaluate:** Use planning tools, methods, and data to identify and evaluate transportation needs and potential solutions.

3

**Long Range Transportation Plan (LRTP):** Produce and update a realistic transportation plan that addresses the identified needs, can reasonably be expected to be funded, and considers all appropriate solutions. At a minimum the LRTP must consider the next 20 years of needs and opportunities and include performance measures and targets.

4

**Transportation Improvement Program (TIP):** Produce a short-range (4–5 year) implementation program of specific transportation projects to address the most immediate transportation needs and achieve the performance targets of the LRTP.



5

**Unified Planning Work Program (UPWP):** Produce a funded two-year work program of studies, tasks, and activities that the MPO and partner agencies will undertake to continuously monitor, develop, and analyze transportation needs and solutions for the community.

6

**Public Participation Plan (PPP):** Provide a plan and process to ensure broad opportunities for public involvement throughout all aspects of MPO activities. This plan will identify methods, strategies, and timelines for public review, comment, and input on transportation plans and programs.

JACKSON  
MPO AT-A-  
GLANCE

1 • County  
3 • Municipalities  
495 • Square Miles

2019 Population

97,984



2019 Employment

53,679



2045 Population

<sup>\*Projection</sup>  
109,239



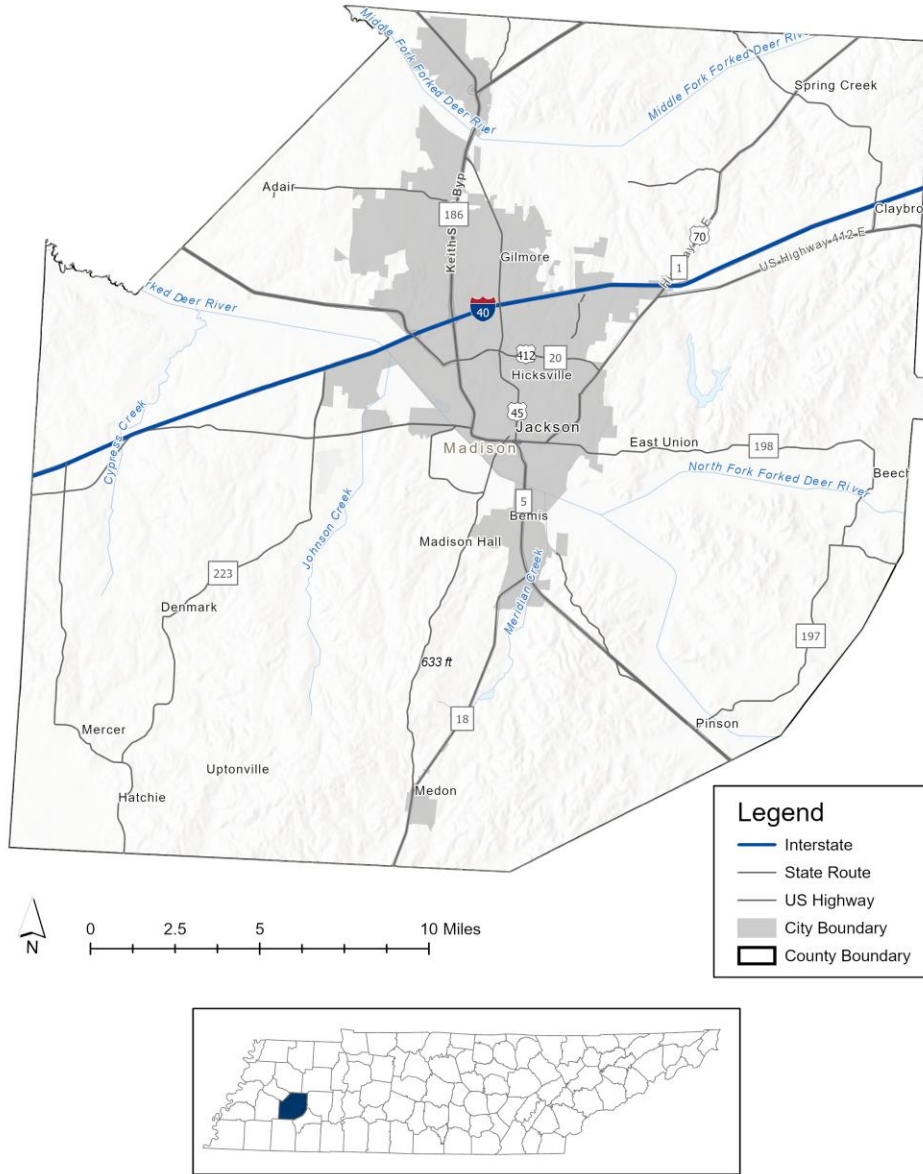
2045 Employment

<sup>\*Projection</sup>  
94,187





# Jackson Area Metropolitan Planning Organization



Map illustrating the boundary of the Jackson Area MPO Planning Area

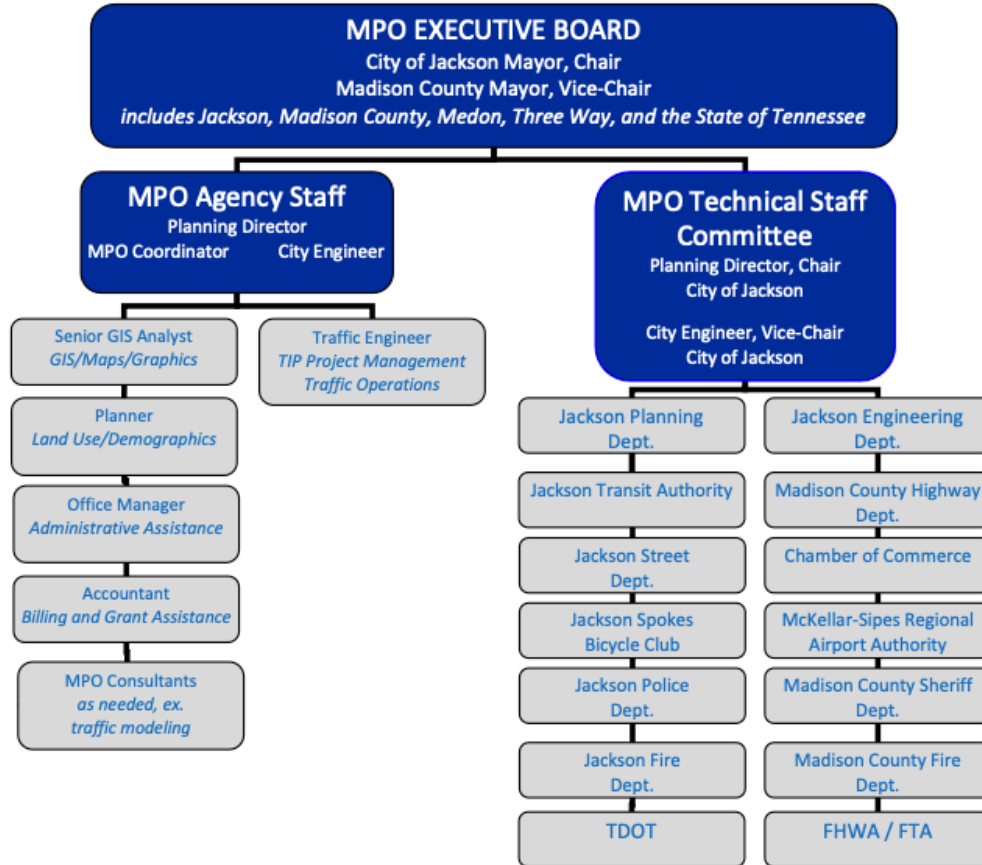




## MPO Structure

The Jackson Area MPO consists of three main elements: The MPO Executive Board, the MPO Technical Committee, and MPO staff.

**MPO Organizational Chart FY 2021**



**The Executive Board** serves as the governing body and decision-making group for all MPO plans, programs, and products. It is composed of the chief elected official of Madison County as well as each city within the county. This includes:

- The City of Jackson
- The Town of Three Way
- The Town of Medon
- Madison County
- State of Tennessee



**The Technical Committee (TC)** provides oversight and review of transportation plans, programs, and studies and serves as the implementation body for MPO policies and procedures. The TC consists of planning, engineering, and subject experts from municipalities and agencies within the MPA. It also includes non-governmental representatives from transportation related interest groups. Representatives from the following agencies comprise the TC:

1. Jackson Planning Department
2. Jackson Engineering Department
3. Jackson Transit Authority
4. Madison County Highway Department
5. Jackson Street Department
6. Jackson Chamber of Commerce
7. Jackson Spokes Bicycle Club
8. McKellar-Sipes Regional Airport Authority
9. Jackson Police Department
10. Madison County Sheriff Department
11. Jackson Fire Department
12. Madison County Fire Department
13. Tennessee Department of Transportation
14. Federal Highway Administration / Federal Transit Administration

**MPO Staff** is responsible for managing and coordinating all activities of the Jackson Area MPO, including preparing technical documents, ensuring interagency coordination, working with the Technical Committee, Executive Board, the public, and others, to provide sustainable, effective, and efficient transportation resources for the greater Jackson community.

### **Ad Hoc Study/Plan Committees and Stakeholder Groups**

The Executive Board may itself utilize and/or authorize the TC to establish study committees, subcommittees, and stakeholder groups to provide additional technical support, guidance, and input for any MPO planning activity as needed. Membership of these committees may consist of private agencies, transportation related providers, consultants, and other groups whose input will improve the transportation planning outcome.



Transportation is an essential element in everyone's lives. Whether you walk to school, take transit to work, or drive to the grocery store, some part of your day is impacted by our transportation network.

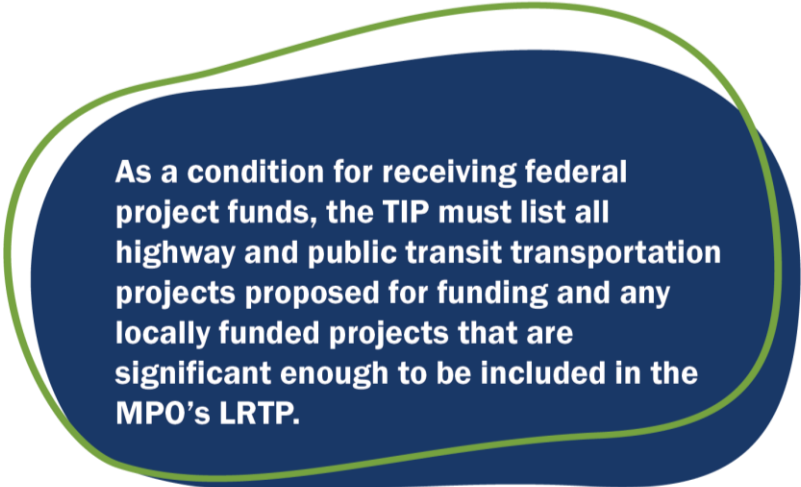
## The Four Core MPO Products and Plans

### Long Range Transportation Plan (LRTP)

The Jackson Area MPO LRTP is the key element that all other MPO plans and programs support. It projects regional transportation needs over a twenty-year (or longer) period, and consists of both long- and short-range projects, policies, and strategies. The MPO updates the long range plan every five (5) years to ensure it reflects the changing development patterns, land-use trends, and mobility needs of the Jackson area. The LRTP can be amended using a pre-defined public notification and involvement period. Amendments are approved by the Jackson Area MPO Executive Board. Public participation is critical to ensure the plan reflects the goals of the community.

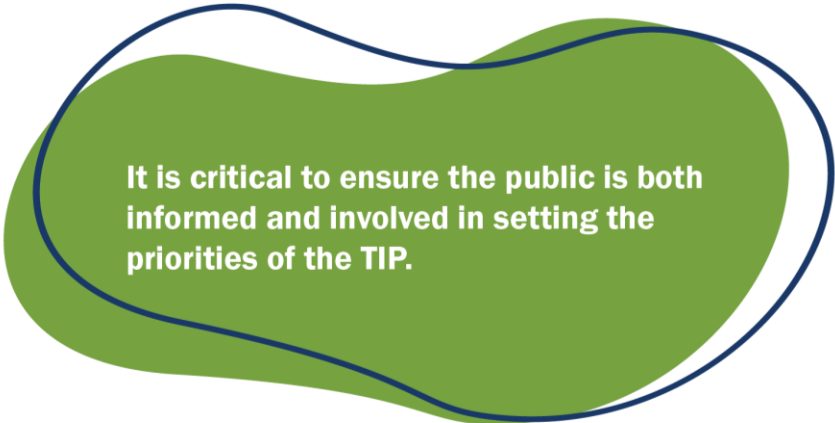
### Transportation Improvement Program (TIP)

The MPO's transportation planning process is required to include development of a Transportation Improvement Program (TIP) which lays out the shorter-term projects slated for funding and/or advancement from the Long Range Transportation Plan. The TIP serves as the implementation arm of the MPO's Long Range Transportation Plan. The TIP generally covers a four-year period and is based on funds that are reasonably expected to be obtainable for project implementation. As a condition for receiving federal project funds, the TIP must list all highway and public transit transportation projects proposed for funding under Title 23 (highways) and Title 49 (transit) of the US Code and any locally funded projects that are significant enough to be included in the MPO's LRTP.



**As a condition for receiving federal project funds, the TIP must list all highway and public transit transportation projects proposed for funding and any locally funded projects that are significant enough to be included in the MPO's LRTP.**

It is critical to ensure the public is both informed and involved in setting the priorities of the TIP. Federal regulations require MPOs to provide a reasonable opportunity for public comment in accordance with the metropolitan transportation planning process requirements.



**It is critical to ensure the public is both informed and involved in setting the priorities of the TIP.**

### **Unified Planning Work Program (UPWP)**

The Unified Planning Work Program is a list of transportation planning tasks, studies, and plans to be completed by the MPO, typically over a one to two-year period. The work program details the purpose of the work, responsible agencies, the final product, and the funding source(s).



### **Public Participation Plan (PPP)**

The Public Participation Plan (PPP) outlines and describes the strategies the MPO will use to engage stakeholders and the public by providing and soliciting information on behalf of its transportation planning efforts.

### **Other MPO Products and Plans**

#### **Annual List of Obligated Projects (ALOP)**

The Jackson Area MPO will publish an annual list of projects for which funds have been obligated in the preceding year. The term “obligation” means funds that the Federal government is legally bound to pay or reimburse their Federal portion of those projects to states or other entities. Obligated projects have been authorized and approved for Federal reimbursement. The Annual List of Obligated Projects serves as a fiscal and regional transportation planning progress report.



### **Proposed 2022 Public Participation Plan**

#### **What is a Public Participation Plan?**

Transportation is an essential element in everyone’s lives. Whether you walk to school, take transit to work, or drive to the grocery store, some part of your day is impacted by our transportation network.

It’s the Jackson Area MPO’s responsibility to plan the future of that network while considering:

- The many elements of our changing community



- New transportation technologies
- The needs of diverse users of the transportation system
- Funding constraints

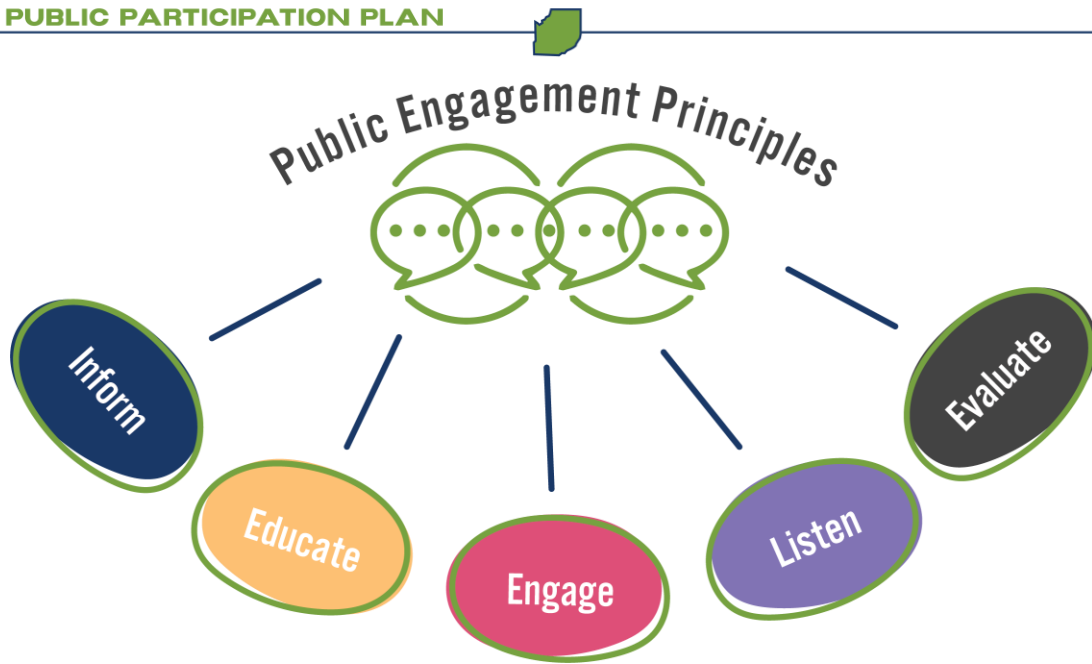
To ensure that the MPO creates effective plans and programs, we seek the broadest possible engagement with everyone in our community. This includes residents, businesses, underserved populations, and all stakeholders who interact with our transportation network. Active, meaningful, and diverse participation is critical to building a successful and inclusive transportation system.

**A Public Participation Plan provides the framework that MPO's use to ensure accessible, inclusive, timely, and relevant outreach.** The PPP provides an open and transparent process to ensure the public is informed and involved with the transportation decision-making in our community. The types of engagement activities may vary depending on the types of plans and programs the Jackson Area MPO undertakes. While there is a wide range of tools and techniques to solicit public and stakeholder input, the MPO identified specific minimum outreach opportunities for each of the core functions of an MPO. These are illustrated later in *Project Specific Outreach Requirements*.

## **Principles**

Our goal is to ensure that Jackson Area MPO plans, programs, and services reflect community values and benefit the broad diversity of users of our transportation network. To achieve that goal, we commit to the following Public Outreach Principles:

- **Inform** – Utilize a variety of outreach tools that include both innovative and low or no-tech options to announce and invite public and stakeholder participation for meetings, events, and planning activities.
- **Educate** – Planning is a series of trade-offs. We seek to educate the public about the role and impact of transportation within the Jackson Area MPO region as well as the importance of their involvement in the decision-making process.
- **Engage** – Ensure all communities and stakeholders within the region have an opportunity to participate with an intentional focus on historically disadvantaged populations and underserved transportation needs.
- **Listen** – Provide regular mechanisms and unique opportunities for public and stakeholder input on MPO plans and programs. Ensure timely and open responses to feedback and inquiries.
- **Evaluate** – Continuously monitor, measure, and report the effectiveness of PPP efforts and consider opportunities for improvement.



### Outreach Opportunities

A Public Participation Plan should include a wide range of engagement strategies that have the greatest potential in reaching the most people. As stated in the Outreach Principles, the Jackson Area MPO will identify historically underserved groups so they can reach out to those specific communities to engage them in the planning process. Past planning outreach efforts have relied primarily on conventional methods such as Newspaper Public Notices and Public Hearings held during MPO meetings. These channels have not been effective in reaching underserved communities. Therefore, the MPO will utilize available Census data to identify Block Groups with the highest population of minority, low-income, elderly, limited English, and disabled groups and intentionally reach out to those communities through a variety of outreach approaches.



**Active, meaningful, and diverse participation is critical to building a successful and inclusive transportation system.**

There is a wide array of both stakeholder and public engagement tools available to the Jackson Area MPO, ranging from in-person meetings to on-line interactive presentations. The various opportunities for engagement are identified in the sections that follow and each strategy has been 'scored' based on four metrics. This simple ranking systems allows staff to understand the strengths and weaknesses of each approach.

**REACH**



The ability of the strategy to reach a broad and diverse audience. Increased reach has a greater potential for public and stakeholder involvement as well as include underserved populations.

**INTERACTIVITY**



The level at which the audience can engage with an outreach strategy. Some approaches are static while others include user interaction. Those methods that include audience interaction or active visuals are more likely to attract interest.

**METRICS**



Tracking audience engagement can be challenging, particularly for certain outreach strategies. Methods that allow the MPO to better understand public engagement allow the MPO to more effectively interact and gather input from the public as well as improve the overall public participation approach.

**DETAIL**



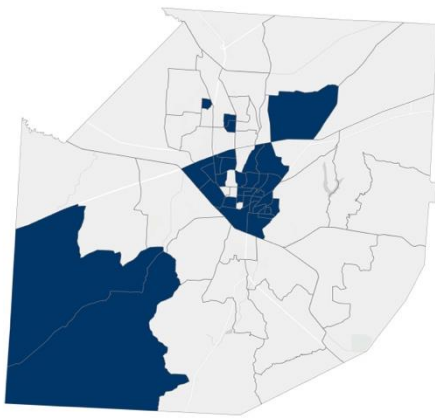
How much information can be conveyed through a particular outreach system impacts its ability to educate the public and effects the types of engagement that are best suited for gathering input.





### Identification of Underserved Groups

The Public Participation Plan identified traditionally underserved populations by analyzing American Community Census (ACS) data from 2019 at the block group level. A block group, as defined by the Census, is a statistical division of a census tract that contains between 600 and 3,000 people. The population groups that were considered are the following: racial and ethnic minorities, population below poverty, households with no vehicle, population aged 55 and older, population with limited English proficiency (LEP), and households with no internet access. Block groups with a higher percentage of the following populations, compared to the Madison County average, are shaded in blue.

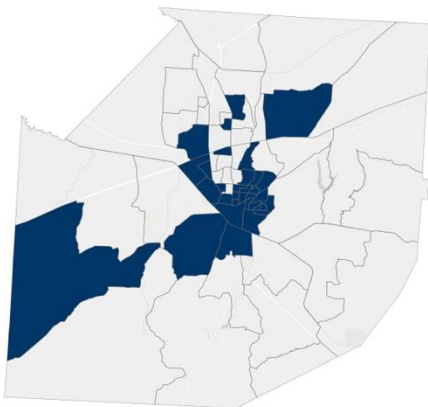


#### MINORITY POPULATION

Madison County Average: 42.1%

- Below or equal to the county average of racial minorities
- Above the county average of racial minorities

Source: Census, American Community Survey, 2019

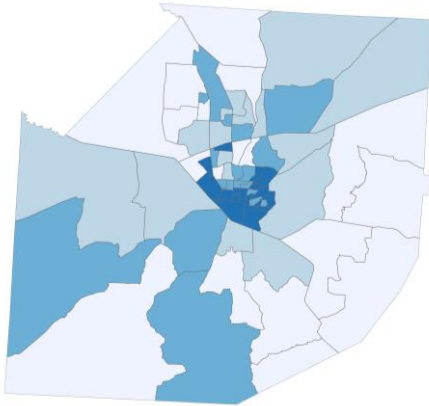


#### POPULATION BELOW POVERTY

Madison County Average: 17.6%

- Below or equal to the county average poverty rate
- Above the county average poverty rate

Source: Census, American Community Survey, 2019

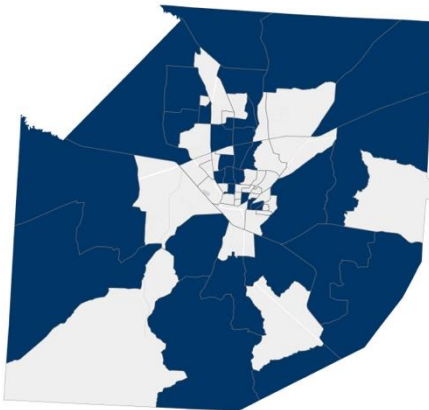


## HOUSEHOLDS WITH NO VEHICLE

Percent of Households With No Vehicle

- Less than or equal to 1%
- 1.01% - 5.00%
- 5.01% - 15.00%
- Over 15%

Source: Census, American Community Survey, 2019



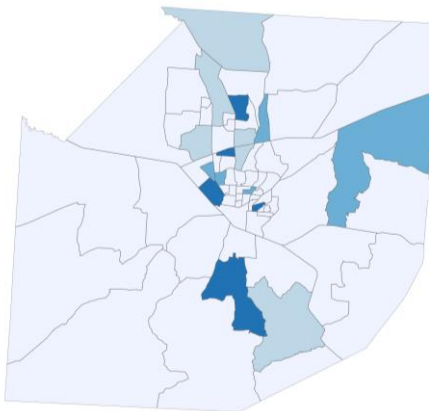
## POPULATION OVER 55 YEARS

We identified 55+ instead of 65+ to accommodate for an aging population considering the 20-year horizon of the transportation plan.

Madison County Average: 30.1%

- Below or equal to the county average population over 55 years old
- Above the county average population over 55 years old

Source: Census, American Community Survey, 2019



## LIMITED ENGLISH PROFICIENCY

Speak English “not well” or “not at all”

Percent of \*LEP Population

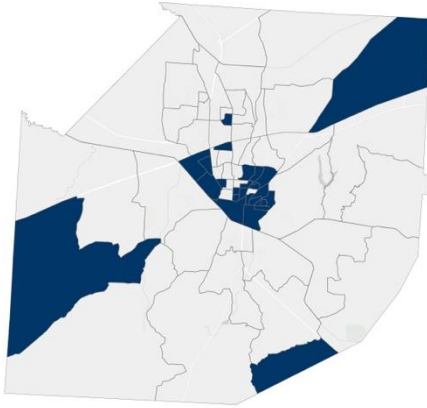
- 0%
- 0.01% - 2.00%
- 2.01% - 5.00%
- Over 5%

Source: Census, American Community Survey, 2019

\*Defined as population that speaks English “not well” or “not at all” in this analysis



## HOUSEHOLDS WITHOUT INTERNET ACCESS

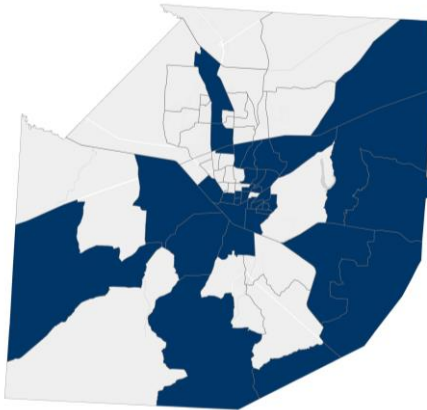


Madison County Average: 22.6%

- Below or equal to the county average number of households with no internet access
- Above the county average number of households with no internet access

Source: Census, American Community Survey, 2019

## POPULATION WITH A DISABILITY



Madison County Average: 14.1%

- Below or equal to the county average of people with disabilities
- Above the county average of people with disabilities

Source: Census, American Community Survey, 2019

Utilizing the communities identified through the census analysis, the Jackson Area MPO can target these areas for outreach and provide a variety of mechanisms for public involvement. The next sections provide a summary of the many possible types of engagement the MPO may consider when communicating about its plans, programs and activities.

### MPO Executive Board/ Technical Committee Meetings

Historically, the Executive Board and Technical Committee of the MPO have met on an as-needed-basis to review and approve programs and plans. Moving forward, the MPO will plan to meet once per quarter to update the public, stakeholders, the Technical Committee, as well as Executive Board members regarding the progress of MPO planning activities.



**Meetings are open to the public and held at 111 East Main Street, Suite 201, which is accessible via multiple Jackson Transit Authority routes, and is fully mobility-device accessible.**

These meetings are open to the public and held at 111 East Main Street, Suite 201, which is accessible via multiple Jackson Transit Authority routes, and is fully mobility-device accessible. If it can be coordinated with the MPO Executive Board and Technical Committee members, the meeting times could be varied to include both mid-day and evening sessions. This would provide working and non-working citizens an opportunity to participate. The meetings may be recorded or live-streamed via various social media providers and made available for review by those unable to attend in person.

The MPO may develop a standing On-line Comment Form that could be used for the public to send comments at any time. The form would be emailed directly to MPO Coordinator for logging and response.

At the end of each calendar year, the upcoming MPO meeting schedule will be published on the MPO website. The notice will include meeting location, times, and methods for participation.





## Timely Notice and Access to Proposed Plans/Changes



### Newspaper Legal Notices (Print & Digital)

The MPO may publish meeting notices, including opportunities for the public to review and comment on MPO documents. Notices will be written in English with a description in the next language most spoken by residents about where to get more information, so they are sufficiently informed of the activities and happenings of the MPO. To ensure that the public is informed about the planning process, announcements for the Metropolitan Executive Board, Technical Committee, or other public document review periods could be posted on a minimum of three (3) locations. These locations may include the City of Jackson website, the local newspaper, the official Jackson city and MPO social media accounts, and the MPO email list.



### MPO Website Announcements

**The MPO's Webpage**  
[www.jacksontn.gov/government/metropolitan\\_planning\\_organization](http://www.jacksontn.gov/government/metropolitan_planning_organization)



The MPO’s webpage ([www.jacksontn.gov/government/metropolitan\\_planning\\_organization](http://www.jacksontn.gov/government/metropolitan_planning_organization)) serves as the home for major announcements and other critical information from the MPO to members, stakeholders, and the broader community. This should not be in lieu of other methods of communication but can nonetheless serve as a helpful “hub” that has all MPO-related information in one place.

The schedule for all quarterly Technical and Executive Board committee meetings as well as any special meetings may be listed on the MPO website. Upcoming and previous agendas and meeting minutes, meeting recordings and links to MPO social media feeds may also be available on the website.



**JTA Website Announcements**

The JTA’s webpage ([ridejta.com](http://ridejta.com)) can also serve as a home for major announcements and critical information that pertains specifically to MPO and Transit agency coordination. Collaboration between the MPO and the JTA will be critical to ensure content is working together to serve joint goals rather than competing for engagement.



### Strategic Partnerships

The MPO will use strategic partnerships with faith groups, local nonprofits, homeowner associations, and other local organizations to ensure that underserved and underrepresented communities are receiving information and making sure their voices are heard.



### Social Media

Because different age demographics prefer different social media platforms, the MPO may use multiple platforms to engage a diverse array of stakeholders. The MPO can utilize Facebook as a method to broadcast public meetings, comments sections to elicit feedback, and timeline posts to share photos and updates about existing projects.



Instagram, Twitter, and even TikTok can serve in similar capacities for the MPO as it aims to engage younger stakeholders. All social media posting would be integrated into a broader content strategy that includes MPO website content, potential email newsletters, and non-digital tactics like posters and flyers.



### Email Lists

The MPO’s primary method of communication with members, stakeholders and interested parties is through email. An email will be sent to MPO stakeholders two weeks prior to each Executive Board and Technical Committee meeting notifying them of the meeting and directing them to meeting materials. Anyone can request to be added to the MPO’s email notification list. It is critical to ensure that strategic communication partners (nonprofit groups, faith-based organizations, etc.) are invited to be included on the MPO outreach lists.

**Anyone can request to be added to the MPO’s email notification list.**





MPO Email Lists

OUTREACH STRATEGY

REACH



INTERACTIVITY



METRICS



DETAIL



Posters / Flyers / Advertisements

Posters, flyers, and other advertising materials can be used as tools to announce project studies and key meeting updates. Flyers can be reproduced in large quantity for distribution by MPO partners to assist in targeted outreach to traditionally underrepresented communities, particularly those that are digitally underserved.

For residents who have mobile digital access, these forms of advertising materials are a great way to generate stakeholder engagement through the inclusion of QR codes that lead to surveys, direct invitations to provide comments or feedback (via social media, email, etc.), or even innovative ways that invite public participation (I.e. “Post a selfie in front of our flyer with the hashtag #NewJacksonBusStop to be entered to win a \$15 gift card!”)



Posters / Flyers / Print Advertisements

OUTREACH STRATEGY

REACH



INTERACTIVITY



METRICS



DETAIL





### Postcards / Letters

Postcards, letters, or other through-the-mail invitations that are distributed from existing MPO, governmental or civic organization contact lists are effective in ensuring that key stakeholders, community leaders and other interested individuals are informed about pending plans and studies. Other direct mail informational materials may include distribution of project newsletters, fact sheets, summaries and general updates.

Direct mail is also an effective means of targeting stakeholders that live in the immediate area affected by a project and should be part of an integrated effort to stakeholders alongside other tools such as social media, strategic partnerships with local HOAs, houses of worship, and more.



### Surveys

The MPO can use print and digital surveys as tools to collect input. The MPO may translate its surveys into the next language most spoken by residents to assist with gathering diverse input and being inclusive. Currently, approximately four percent of Jackson residents speak Spanish a first language.



**OUTREACH STRATEGY**



**Surveys (Digital / On-line)**

**REACH**



**INTERACTIVITY**



**METRICS**



**DETAIL**



**Comment Forms**

The MPO can issue digital comment forms to gain further feedback from information that has been presented either at a public meeting, workshop, or a public hearing. The MPO can also have a permanent ‘contact us’ or ‘comment form’ placed on the MPO website available to receive comments 24 hours / 7 days per week.

**OUTREACH STRATEGY**



**Comment Forms (Digital / On-line)**

**REACH**



**INTERACTIVITY**



**METRICS**



**DETAIL**





### Informational Videos

The MPO can use short, informational video content as a key part of digital outreach, both on the MPO/JTA websites as well as on social media and in email campaigns. Video content consistently receives higher engagement than written text and can help remove the initial sense of overwhelm readers can have understanding transportation planning documents. Keeping videos light, lively, and short is also key to making sure they don't feel overly technical.



### Virtual Public Involvement

The MPO will make an intentional effort to reach stakeholders and members of the public who are not able, or choose not to participate, in traditional public outreach. Gathering input through an online platform instead of meeting in person can allow stakeholders and the public to participate more often, allows for better geographic distribution of input, and can be both cost-effective and efficient use of time for the virtual attendees and MPO. The MPO may leverage tools such as Zoom, YouTube videos, Facebook, Instagram, or streaming via Twitter, to ensure stakeholders and members of the public can participate.



Virtual Public Involvement

OUTREACH STRATEGY

REACH



INTERACTIVITY



METRICS



DETAIL



Kiosks

The MPO may place small digital kiosks at popular and targeted locations such as shops in underserved and underrepresented communities or high pedestrian traffic areas such as malls, to provide an individual and interactive experience for the public to learn and provide input into the process.

OUTREACH STRATEGY

REACH



INTERACTIVITY



METRICS



DETAIL



Kiosks (Digital)



## In Person Outreach



### Public Meetings / Open Houses / Workshops

The MPO can use different meeting styles such as workshops, open houses, and public meetings to educate and inform stakeholders and seek their input. These meetings should be advertised to the public and held in publicly accessible locations. MPO staff, and perhaps consultants or other transportation-related organizations, can interact with the participants in a variety of formats. Use of instant voting applications like Mentimeter not only allow immediate feedback and increased public engagement in meetings, but also create opportunities for and normalize participation by stakeholders that may not feel comfortable speaking at public meetings.



### Special Events/Nontraditional Locations

Popup Meetings or Nontraditional Meetings involve reaching out to stakeholders at physical locations or events where they are already present. Using nontraditional locations and events such as community events, community centers, sporting events, and other events that attract large number of people can invite new and different participants into the transportation planning process, while also taking advantage of guaranteed preexisting audiences.



**OUTREACH STRATEGY**



**Special Events**

**REACH**



**INTERACTIVITY**



**METRICS**



**DETAIL**



**Focus Groups**

Focus groups are an effective tool to ensure intentionality in identifying and reaching underrepresented demographics and communities to discuss issues regarding specific topics and identify concerns early in the planning process.

**OUTREACH STRATEGY**



**Focus Groups**

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**Stakeholder and Task Force Groups**

The MPO can establish a committee consisting of representatives from local municipalities, coordinating agencies, and affected groups to provide oversight and



guidance. These committees help ensure that the concerns of the public are addressed throughout the planning process.

This type of engagement is an effective way to make sure that a range of community interests, partners, leaders, and organizations are represented at the decision-making table.



 **Document Availability – Libraries and Governmental Buildings**

The MPO may distribute draft and final hardcopies of transportation planning documents to the Jackson-Madison County Library system and governmental buildings to ensure geographic distribution throughout the study area.





**Civic Partners**

The MPO can work with partners such as the JTA and the Jackson Chamber of Commerce to promote accessibility about MPO plans and information, as well as directing interested individuals to the MPO website, social media pages, etc. to learn more.



**Digital Document Library**

The MPO will ensure there is a digital library of all critical documents on its own website that is easily accessible and navigable for the public and stakeholders. At a minimum it is recommended the documents include current and past Executive Board



and Technical Committee meeting agendas and summary minutes. In addition, any major plans or products of the MPO, such as the Long Range Transportation Plan, Transportation Improvement Program, ongoing projects and documentation of public and stakeholder engagement. These documents are currently available on the MPO website.



**Visualization and Graphic-intensive Techniques**

The goal of a PPP is to put a plan in place that maximizes public participation. One way to make planning decisions more accessible to the public is by incorporating graphics and visuals to relay unfamiliar concepts. Visuals serve the purpose of reinforcing ideas, objectives, and decisions in a unique format that is approachable and understandable.



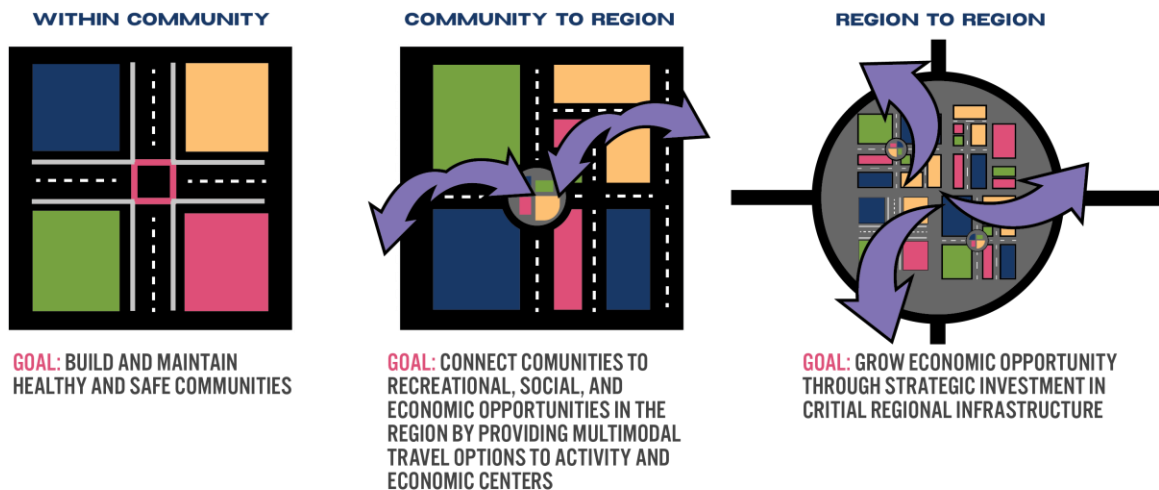


## Maps / GIS / Scenario Planning

The MPO can leverage GIS to turn data sets into easily comprehensible maps for stakeholders and the public. The MPO can use maps to help the public have a better sense of current and potential projects that affect the entire community. Although residents may live in a town or region, this does not mean they have a full understanding of the geography or potential impacts of transportation projects. Maps provide a key tool to create a broader understanding of needs and trade-offs as well as serve to drive public participation. An example of GIS mapping is provided in the Section on Identifying Underserved Groups.

## Graphics

Much like maps, the MPO can use graphics to cut through the understanding barrier that industry jargon and technical terms often create when trying to engage the public. Graphics should be light on technical terminology, heavy on images and simple and accessible data visualization, and intentional in having a key or explainer for any terminology that may cause confusion.





Universe of Outreach Strategy Strengths and Weaknesses

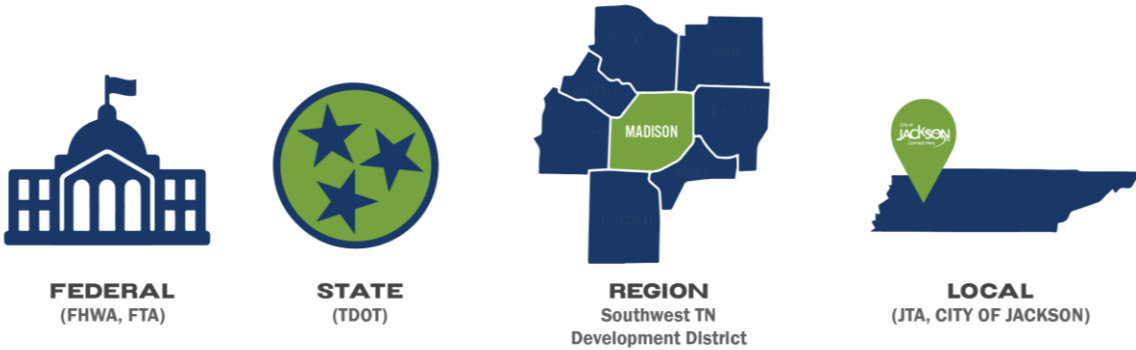
OUTREACH STRATEGY	REACH	INTERACTIVITY	METRICS	DETAIL
Scheduled MPO Policy Board / Technical Committee Meetings				
Newspaper Notices (Print & Digital)				
MPO Website Announcement				
Television / Radio Interviews				
JTA Website Announcement				
Strategic Partnerships				
Social Media				
MPO Email Lists				
Posters / Flyers / Print Advertisements				
Postcards / Letters				
Surveys (Digital / On-line)				
Comment Forms (Digital / On-line)				
Informational Videos				
Virtual Public Involvement				
Kiosks (Digital)				
Public Meetings / Open Houses / Workshops				
Special Events				
Focus Groups				
Stakeholder and Task Force Groups				
Public Libraries / Governmental Buildings				
Civic Partners (JTA / Chamber of Commerce)				
Digital Document Library				
Visualization and Graphics				



## Interagency Coordination & Federal Requirements

### *Coordinating with our Federal and State Partners*

As a recipient of Federal transportation funds, MPOs coordinate planning efforts with the Federal Highway Administration, Federal Transit Administration, and the State of Tennessee. The Jackson Area MPO maintains a cooperative and productive relationship with all agency partners. The MPO regularly consults with agency partners for guidance, oversight, and to ensure the regional transportation plans and programs meet Federal requirements and state guidelines. Specifically, FHWA, FTA, and TDOT have active representation on the Technical Committee where they review, provide input, and make recommendations on MPO plans and programs. In addition, they oversee federal and state funds that flow through the MPO as part of its transportation planning activities.



### Federal Requirements

Recipients of federal funds are required to adhere to legislation passed by congress and transportation related presidential executive orders. The Jackson Area MPO policies and programs meet or exceed all of these requirements. Summaries for several of these follow, including the Code of Federal Regulations, the Americans with Disabilities Act, Title VI of the 1964 Civil Rights Act, and the Environmental Justice and Limited English Proficiency Executive Orders.

### Code of Federal Regulations – A Short Summary

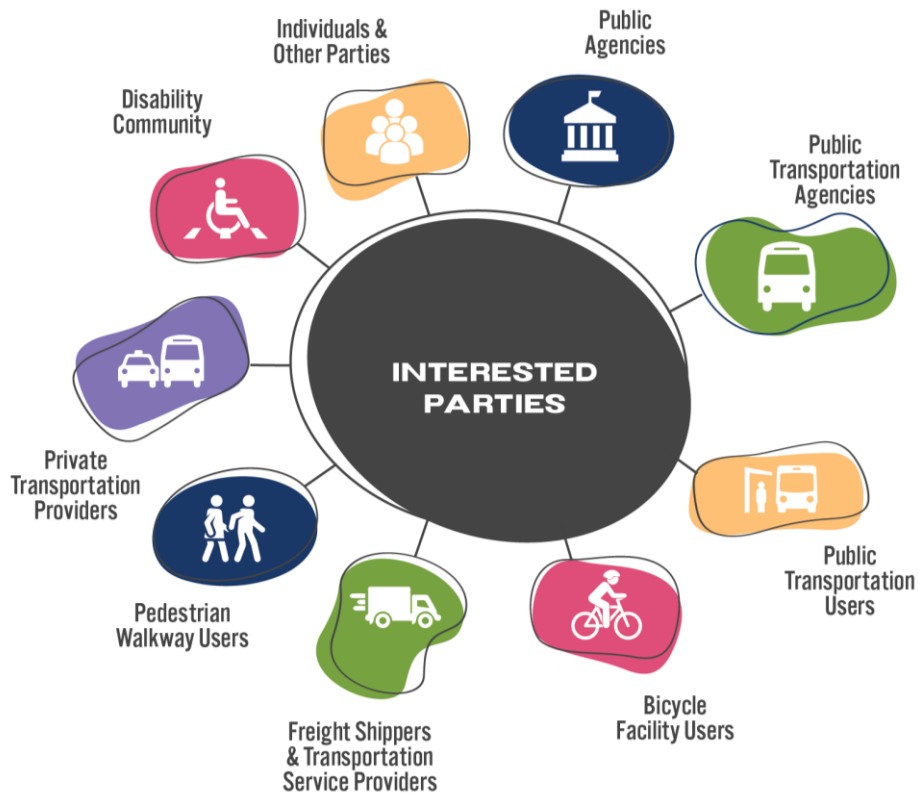
MPOs must meet federal requirements and are subject to legislation and regulations under the current transportation law, the Infrastructure Investment and Jobs Act (IIJA). The previous transportation bill was called Fixing America’s Surface Transportation (Fast) Act and all transportation bills are built upon previous Federal transportation planning legislation. For the IIJA, these requirements are outlined under 23 United States Code (USC)



Section 134, 23 Code of Federal Regulations (CFR) Part 450, 49 U.S.C Section 5303 and 49 CFR Part 613.

**MPOs are subject to legislation and regulations under the current transportation law, the Infrastructure Investment and Jobs Act (IIJA).**

In particular, 23 CFR Section 450.316 requires that MPOs create and implement a public participation plan to ensure all interested parties have an opportunity to be involved in the metropolitan transportation decision-making process.





Federal requirements ensure that at a minimum, the PPP must:

- Provide adequate public notice for participation activities and allow time for review and comment at key decision points, as well as include a reasonable opportunity to comment on major MPO products such as the LRTP and TIP
- Provide timely notice and reasonable access to information about transportation issues and processes
- Employ visualization techniques to describe metropolitan transportation plans and TIPs
- Make public information (technical information and meeting notices) available in electronically accessible formats and means, such as the World Wide Web
- Hold public meetings at convenient and accessible locations and times
- Demonstrate explicit consideration and response to public input received during the development of the LRTP and TIP
- Seek out and consider the needs of traditionally underserved populations, such as low-income and minority households, who may face challenges accessing employment and other services
- Provide an additional opportunity for public comment, if the final LRTP or TIP differs significantly from the version that was made available for public comment and raises new material issues that interested parties could not reasonably have foreseen from the previous public involvement efforts
- Coordinate with any statewide transportation planning public involvement and consultation processes
- Periodically reviewing the effectiveness of the procedures and strategies contained in the PPP to ensure a full and open process

### **Americans with Disabilities Act (ADA)**

The Americans with Disabilities Act helps ensure equal opportunity for persons with disabilities in employment, State and local government services, public accommodations, commercial facilities, and transportation. The Act requires that reasonable accommodations are made to give people with disabilities equal opportunity to benefit from all programs, services and activities offered by the Jackson Area MPO.



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**Title VI**

Title VI of the 1964 Civil Rights Act states that “no person in the United States shall, on the grounds of race, color, or national origin, be excluded from participation in, be denied the benefits of, or otherwise be subject to discrimination under any program or activity that is a recipient of federal financial assistance.”

**The Jackson Area MPO is firmly committed to ensure all plans and programs are in compliance with Title VI of the Civil Rights Act of 1964.**

The Jackson Area MPO is firmly committed to ensure all plans and programs are in compliance with Title VI of the Civil Rights Act of 1964; 49CFR, Part 1; related statutes and regulations to the end that no person shall be excluded from participation in or be denied the benefits of, or be subjected to discrimination under any program or activity on the basis of race, color, gender, age, disability or national origin.





Any person who feels that he/she has been discriminated against should contact:

Lynn B. Henning  
Human Resources Director/Title VI Coordinator  
127 East Main Street, Suite 303  
Jackson, TN 38301  
[lhennig@cityofjackson.net](mailto:lhennig@cityofjackson.net)  
731.425.8252

### **Environmental Justice [Executive Order 12898]**

A 1994 Presidential Executive Order directed every Federal agency to make Environmental Justice (EJ) a part of its mission by identifying and addressing the effects of all programs, policies, and activities on "minority populations and low-income populations."

As described earlier, the Jackson Area MPO has prioritized active engagement with underrepresented and underserved populations as part of the PPP.

#### **FHWA defines three fundamental EJ principles:**

- **To avoid, minimize, or mitigate disproportionately high and adverse human health and environmental effects...**
- **To ensure the full & 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 benefits by minority and low-income populations.**



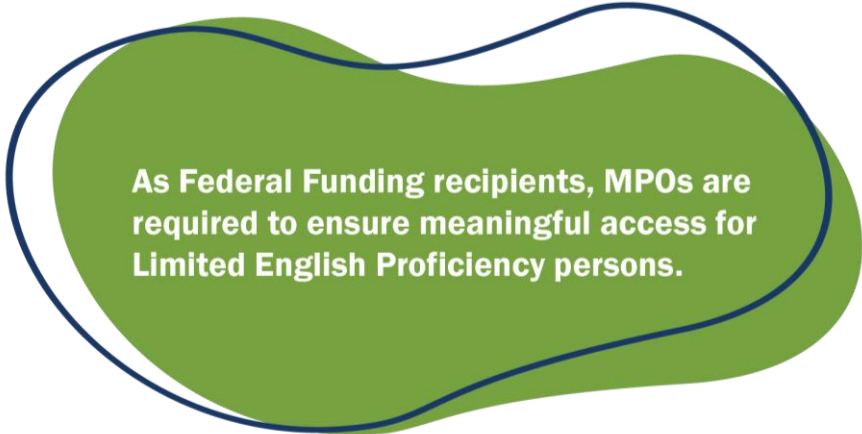
The Federal Highway Administration (FHWA) defines three fundamental EJ principles:

- 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 benefits by minority and low-income populations.

### **Limited English Proficiency [Executive Order 13166]**

A 2000 Executive Order requires any agency receiving federal funding to examine the services it provides, identify any need for services to those with limited English proficiency, and develop and implement a system by which Limited English Proficiency (LEP) persons can meaningfully access those services without unduly burdening the fundamental mission of the agency. According to the guiding policy, there are four factors to consider in determining "reasonable steps." These four factors, as they apply to the Jackson Area MPO include:

- The number or proportion of LEP Persons served or encountered in the eligible service population
- The frequency with which LEP Individuals may encounter MPO programs, activities, or services
- The nature and importance of the program, activity, or service provided by the MPO
- The resources available and overall cost to the MPO



**As Federal Funding recipients, MPOs are required to ensure meaningful access for Limited English Proficiency persons.**



## Emergency Provisions

In the event where procedures outlined in the PPP cannot be implemented due to emergency circumstances, the Jackson Area MPO may elect to utilize alternative outreach procedures in consultation with State and Federal partners.

## Primary Engagement Strategies for all MPO Plans and Programs

The previous sections illustrated the numerous opportunities the MPO may utilize for soliciting public involvement. The following section identifies **the minimum actions** the MPO will take to ensure robust public and stakeholder input.

- The Jackson Area MPO will utilize the **MPO website** as an always accessible, up-to-date hub for information about **all MPO activities**. The website will be regularly maintained to ensure any changes or new public involvement opportunities are clearly stated. **Key decision points of the planning process will be identified with adequate time for input** from stakeholders and the public. Additionally, the **MPO website** will include a **translation feature** (such as Google Translate) which allows the webpage to be converted to **multiple languages**.
- **Public Notices** for all meetings and special events related to the LRTP will be issued in **a minimum of three (3) locations at least ten (10) days in** advance. The possible posting locations include but are not limited to the MPO website, project partners' websites, the newspaper, social media accounts, public libraries, community centers, or local news outlets. The notice **will include a phrase in Spanish** that gives information on **how** a resident may **obtain a Spanish copy of the notice**.
- Technical Committee, Executive Board updates, and/or ad-hoc committees or stakeholder meetings will occur throughout all MPO planning processes. The timing and location of these meeting will be available on the MPO website and **all meetings will provide an opportunity for public comment and input**. This may include oral and/or written comments.
- **Public Meetings** to educate, engage, and increase awareness of MPO planning processes will be scheduled throughout the duration of the various plans and programs (LRTP, TIP, UPWP, PPP, etc.). The format and public feedback tools used in these meetings will vary depending on the stage of the plan, however, **all meetings will include some mechanism to receive public comments and suggestions**. This information will be assembled and tracked as appropriate.
- **Federal guidance indicates that the public should have an opportunity for input** at key decision points as well as during any financial planning portion of LRTP or TIP plan development. **Opportunities for involvement** at these stages **will be afforded**



throughout the planning process at **Technical Committee and Public Meetings** as well as through other public participation strategies the MPO may employ.

- **Announcements** of public meetings and other engagement activities will be **shared** with agency and **stakeholder partners**. At a minimum, this will include MPO Executive Board and Technical Committee Members and the Jackson Transit Authority. Additionally, **organizations serving underrepresented and underserved populations** may be notified via **e-mail, in-person communication, through social media channels, and local radio announcements**.
- **Radio and TV interviews may be sought** on stations reaching underrepresented and underserved communities such as **101.5, 95.7 and TV6**. Additionally, other news and media outlets may be utilized.
- Partner **federal and state** agencies will be consulted **via email** and **their participation at steering committee meetings** to provide feedback and comment during the plan development.
- **The draft Public Participation Plan** will be made available for review and comment to the public, state agencies, and federal partners for a **minimum of forty-five (45) days prior to plan adoption** by the MPO Executive Board. (See Table 1 for details regarding LRTP adoption, amendments, and adjustments.)
- **All comments received through the public engagement process** will be assembled and a **summary included in the final adopted LRTP**. For comments that Jackson Area MPO staff identify as significant, an analysis, report, and resolution will be included in the Comments portion of the LRTP. If these comments warrant additional outreach or if there are significant changes to the proposed LRTP, MPO staff will provide an additional opportunity for public and stakeholder comment on any resulting revisions.

## **Amendments and Modifications**

There are occasions where changes are necessary for adopted MPO plans. In these instances, the level of engagement varies depending upon the nature and type of change.

### **LRTP Amendments**

A formal amendment is needed when a change directly affects outcomes of the adopted LRTP. These revisions are major in that the proposed change can alter the plan recommendations, the actual project evaluation or ranking, the system wide or regional



evaluation, and/or the system wide results of the travel demand model. The LRTP must maintain consistency with the Transportation Improvement Program and should include project scopes, descriptions, termini, and/or length changes. When project modifications occur, it must be determined whether the change is major and constitutes an amendment as described here. Although financial revisions are not common, the need for an amendment can arise for inclusion of a new funding source as well.

**These revisions are major in that the proposed change can alter the plan recommendations, the actual project evaluation or ranking, the system wide or regional evaluation, and/or the system wide results of the travel demand model.**

Amendments require a demonstration of how the change affects the plan outcomes or evaluation, as well as an opportunity for public comment.

#### **Long Range Transportation Plan – Amendment Outreach – Minimum Requirements**

- **Notification** of the proposed Amendment on the **MPO Website at least fourteen (14) days prior** to consideration of the amendment by the MPO Executive Board
- **Email notices** to MPO membership, state and Federal partners, and stakeholders **at a minimum ten (10) business days prior** to adoption consideration.

Jackson Area MPO staff is responsible for responding to any comments, presenting a summary of the comments, as well as any changes and effects of those changes, to the MPO Executive Board for a formal resolution of approval.



## L RTP Modifications

An administrative modification is used to clarify language in the text of the plan. There are three major reasons for adjustments:

- 1) Due to a change in legislation or governmental responsibility
- 2) There becomes a need to clarify the details of a project to ensure consistency with the Transportation Improvement Program
- 3) To correct an error or discrepancy that has no effect on plan outcomes

These instances are **minor** in that there is **no major impact** on the financial or other major **elements of the plan**, nor does the revision alter a project’s design scope, description, or termini. As a result, these small modifications do not require public review.

For L RTP **modifications**, the process **does not involve** a formal **Federal, state or public review** period, or any formal action by the Jackson Executive Board. MPO staff shall prepare the administrative change and submit it to state and Federal partners and **share the prepared material** with the **MPO membership** and **public** at **regularly scheduled meetings**.

**TABLE 1 - Long Range Transportation Plan**

	Reviewing Agency/Group	Review/Comment Period
<b>Scheduled New or Updated Plan</b>	State	30 business days
	TPO Membership	30 calendar days
	Public	45 calendar days
	Federal	20 business days
<b>Amendment</b>	State	10 business days
	MPO Membership	14 calendar days
	Public	14 calendar days
	Federal	10 business days
<b>Modification</b>	Staff prepared with only a notification of the completed activity to all agencies/groups	



## TIP Amendments

Proposed changes to TIP projects will be reviewed by MPO staff and recommended for adoption by the MPO Executive Board. **Public outreach for these changes** will center on the **MPO Executive Board meeting** and **associated public notices**. When TIP modifications will be reviewed by the MPO Executive Board, the public meeting **notices** will include **summary information** about TIP revisions under consideration for adoption. Specific information about TIP amendments requirements can be found in the most recently adopted TIP. Generally, TIP amendments are required when a change includes any of the following:

- A major change in the total project cost
- Adding or removing a project from the TIP
- A major scope change of the project such as, changing the number of lanes of a roadway, adding or deleting non-motorized facilities along a project, changing the termini of a project, or changing a funding source

## TIP Adjustments

MPO staff may make **minor adjustments** to TIP projects **without** requiring adoption by the MPO Executive Board or public review. A detailed listing of what qualifies for adjustments can be found in the most recently adopted TIP. Some of the types of changes that qualify as administrative are:

- A minor change in the project description
- A minor change in the total project cost
- Moving funds between projects with a TIP
- Changes required to meet FHWA or FTA instructions

**TIP adjustments** will be included in **Technical Committee and MPO Executive Board** meeting **materials** for informational purposes.

**TABLE 2 – Transportation Improvement Program (TIP)**

	Reviewing Agency/Group	Review/Comment Period
<b><i>New or Updated TIP</i></b>	State	30 business days
	TPO Membership	30 calendar days
	Public	45 calendar days
	Federal	20 business days



<b>Amendment</b>	State	10 business days
	MPO Membership	14 calendar days
	Public	14 calendar days
	Federal	10 business days
<b>Adjustment</b>	Staff prepared with only a notification of the completed activity to all agencies/groups	

### UPWP Amendments

Based on funding changes, timeline revisions or other circumstances, the UPWP may need to be modified. **An amendment is any change resulting in additional or reduced funds for a work task over 20%, and/or a change to the scope of work (or tasks) for a project, including new or deleted tasks.** Amendments do not require additional public input and will be announced in conjunction with MPO Executive Board meetings where the changes will be adopted.

### UPWP Adjustments

**Minor changes** that do not meet the threshold for Amendments will be made by MPO staff **without requiring adoption by the MPO Executive Board.** The MPO will include **notice** of the changes at MPO Technical Committee and Executive Board meetings.

**TABLE 3 - Unified Planning Work Program**

<b>Scheduled Update</b>	State	30 calendar days
	MPO Membership	14 calendar days
	Public	14 calendar days
	Federal	30 calendar days
<b>Amendment</b>	MPO Membership / Public notice	14 calendar days prior to the meeting
<b>Adjustments</b>	Staff prepared with only a notification of the completed activity to all agencies/groups	



**Participation Plan Performance Measures and Goals**

Outreach Strategy & Description	Measures	Goals
<p><b>MPO Website</b></p> <p>Information Hub to include schedules with outreach opportunities, downloadable files, information on all MPO plans and programs.</p>	# of Hits on MPO webpages	Increase of total # of MPO visitors year over year
	<i>Specific Task:</i> Create comment form on MPO website by May 30, 2022	Add form to website
<p><b>Public Meetings / In-person or Virtual / Streaming</b></p> <p>Variety of public meetings and input/comment opportunities</p>	Total # of meetings held	Appropriate Goal established and identified in projects schedule per project type (LRTP, TIP, etc.)
	Total # of attendees (In person or virtual)	Year over year growth of attendees.
	# of meetings held in underrepresented or underserved communities	20% of meetings will be held in underrepresented or underserved communities
	# of meetings held in the evening	30% of meetings will be held after 4:00pm
	# of meetings held in the morning	30% of meetings will be held before noon
	# of streamed/recorded meetings	30% of meetings will be streamed

<p><b>Email Announcements</b></p> <p>MPO Executive Board and Technical Committee announcements, as well as other MPO planning activities will be announced via the MPO email list.</p>	# of emails sent	100% of MPO EB, TC , and other Planning meetings are announced via the MPO email list.
	Size (count of emails on the list)	Year over year growth of the email list
	<i>Specific Task:</i> Identify 8 Stakeholders and invite them to be added to the email list by May 30, 2022	Add stakeholders to list
	<i>Specific Task:</i> Add local elected officials to email distribution list by May 30, 2022 so they receive information on projects that may affect their districts.	Add local elected officials to email list
<p><b>Social Media Announcements (Supplemental Outreach)</b></p> <p>Meetings and other MPO public engagement opportunities are posted on social media accounts</p>	# of posts on social media	Year over year increase in social media posts
	# of engagement per platform (likes, views, retweets)	Year over year increase in social media engagement  At least 75% - 80% neutral or positive ratings per project posted.

<p><b>Local Radio or Television Interviews and Announcements (Supplemental Outreach)</b></p> <p>MPO staff interviewed, or meeting announced on local Radio or Television stations</p>	<p># of MPO staff/PM interviews</p>	<p>Year over year increase in interviews</p>
<p><b>Comment Forms (Website or Meeting specific)</b></p> <p>Comments forms received through the MPO Website, Public hearings, or at outreach Meetings</p>	<p># of MPO/staff/PM interviews/announcements to targeted underrepresented or underserved community members</p> <p># of comments received via MPO website</p> <p># of comments received via public hearings</p> <p># of comments received via outreach meetings</p>	<p>Goal is for consistency here. No metric proposed initially.</p> <p>Year over year increase for each of the identified measures.</p> <p>At least 75% - 80% neutral or positive ratings per project posted.</p>