

Cleveland Urban Area  
METROPOLITAN PLANNING ORGANIZATION

**MEMORANDUM**

**TO:** Interested Parties

**FROM:** Greg Thomas, AICP, MPO Coordinator

**DATE:** July 30, 2019

**SUBJECT:** July 30, 2019 DRAFT 2020-2021 UPWP

The attached draft UPWP has been released for public review and comment. The MPO has responded to Federal and TDOT comments, but some minor changes may still be required to address these comments. The agency comments and the MPO response will be reviewed at the MPO public hearing on August 14, 2019 at 11:00 a.m. in the Cleveland City Council 2<sup>nd</sup> floor meeting room at 190 Church Street NE. The public is invited to make comments on the UPWP at the aforementioned public hearing, or by contacting MPO Coordinator Greg Thomas at 423-472-4551 or [gthomas@clevelandtn.gov](mailto:gthomas@clevelandtn.gov)

## LEGAL PUBLICATION

### NOTICE OF PUBLIC MEETINGS AND RELEASE OF DRAFT 2020-2021 UNIFIED PLANNING WORK PROGRAM (UPWP) FOR PUBLIC REVIEW AND COMMENT AND PUBLIC HEARING

The Technical Coordinating Committee (TCC) of the Cleveland Urban Area Metropolitan Planning Organization (MPO) previously received the draft 2020-2021 UPWP and an explanation of the work tasks that it contains. The TCC was advised in their July 10, 2019 meeting that staff was awaiting Federal agency comments on the draft UPWP which had previously been shared with the TCC. MPO staff has received the Federal agency comments and are working to address them in a final draft of the UPWP. Staff has consulted with TCC members to release the draft 2020-2021 UPWP for public review and comment. Copies of the 2020-2021 draft UPWP will be available for public review and comment by July 31, 2019 at the Cleveland Public Library, the Cleveland/Bradley Chamber Of Commerce, the Development and Engineering Services building (MPO office) at 185 2nd Street, NE, and on the MPO website <http://clevelandtn.gov/index.aspx?nid=153>

The TCC will hold a public meeting on Wednesday, August 14, 2019 at 10:00 A.M., 2nd floor, City Council meeting room of the Cleveland Municipal Building, 190 Church Street NE in Cleveland. The TCC will review and make recommendations on items on the MPO Executive Board agenda and may discuss other technical items concerning transportation planning. The TCC will also review the final draft of the 2020-2021 UPWP and any public comments that have been received.

The Executive Board of the MPO will hold its next public meeting on Wednesday, August 14, 2019 at 11:00 A.M., 2nd floor, City Council meeting room of the Cleveland Municipal Building, located at 190 Church Street NE in

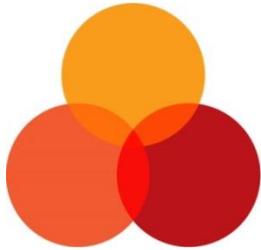
## 102-Legals

Cleveland. The MPO Executive Board will consider various items of transportation planning business including, but not limited to review of the 2020-2021 UPWP and consideration of the UPWP for adoption. At the meeting and prior to considering the UPWP for adoption, the MPO will hold a public hearing to consider any comments on the UPWP.

The Cleveland Urban Area MPO is a federally mandated organization responsible for transportation planning and transportation resource allocation within the Cleveland Urbanized area.

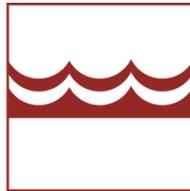
Copies of all MPO documents can be viewed at the Cleveland Public Library, the Cleveland/Bradley Chamber of Commerce, the Development and Engineering Services Building (MPO office) at 185 2nd Street, N.E., and on the MPO website: <http://clevelandtn.gov/index.aspx?nid=153>

The Public is invited and encouraged to attend these meetings. For more information or to submit comments, please contact MPO Coordinator Greg Thomas, phone (423) 472-4551, fax (423) 559-3373, or email [gthomas@clevelandtn.gov](mailto:gthomas@clevelandtn.gov).  
July 28, 2019



Cleveland Urban Area  
METROPOLITAN PLANNING ORGANIZATION

## FY2020-2021 Unified Planning Work Program



DRAFT July 30, 2019

Federal Project #SPR-PL1(355)

*The preparation of this report has been financed in part through grant[s] from the Federal Highway Administration and Federal Transit Administration, U.S. Department of Transportation, under Section 104(f) of Title 23 of the U.S. Code. The contents of this report do not necessarily reflect the official views or policy of the U.S. Department of Transportation. This report was prepared by the Cleveland Urban Area Metropolitan Planning Organization in cooperation with the U.S. Department of Transportation, Federal Highway Administration, Federal Transit Administration, the Tennessee Department of Transportation, the Southeast Tennessee Human Resources Agency, Bradley County, McMinn County, City of Cleveland, City of Charleston, and the City of Calhoun, Tennessee.*

*The Cleveland Urban Area Metropolitan Planning Organization does not discriminate on the basis of age, race, sex, color, national origin, religion, or disability in access to, or operation of its programs, services, activities or in its hiring or employment practices. ADA and Title VI inquiries should be forwarded to: Greg Thomas, AICP, Cleveland MPO, P.O. Box 1519, Cleveland, TN 37364, phone (423) 479-1913 or gthomas@clevelandtn.gov.*

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## COMMON TRANSPORTATION ACRONYMS

<b>3-R</b>	<b>Resurfacing, Rehabilitation, or Restoration:</b> 3-R improvements may be implemented on any road included on the functional classification network and contained within the MPO boundary.
<b>ADA</b>	<b>Americans with Disabilities Act of 1990:</b> 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.
<b>CE</b>	<b>Categorical Exclusion:</b> All regionally significant and/or federally funded transportation actions must go through an environmental review process. A CE is prepared for proposed transportation actions that do not individually or cumulatively have a significant environmental effect.
<b>CUATS</b>	<b>Cleveland Urban Area Transit System:</b> Provides fixed-route and paratransit services to citizens in the urbanized area.
<b>FHWA</b>	<b>Federal Highway Administration:</b> A division of the U.S. Department of Transportation responsible for administering federal highway transportation programs under Title 23 U.S.C.
<b>FTA</b>	<b>Federal Transit Administration:</b> A division of the U.S. Department of Transportation responsible for administering federal resources for transit capital and operating assistance and for transit planning.
<b>FY</b>	<b>Fiscal Year:</b> The federal fiscal year (or budget year) runs from October 1 through September 30 of each year. Unless otherwise indicated, years shown in MPO documents reflect the federal fiscal year.
<b>ITS</b>	<b>Intelligent Transportation Systems:</b> Procuring, developing, or integrating technology to manage transportation facilities, improve safety, or mobility.
<b>MPO</b>	<b>Metropolitan Planning Organization:</b> The forum for cooperative transportation decision-making, required for urbanized areas with populations over 50,000.
<b>PPP</b>	<b>Public Participation Plan:</b> Describes the process by which the MPO provides opportunities for the public to be involved in exchanging information and ideas about transportation needs, goals, and projects and/or services.

- RPO**            **Rural Planning Organization:** Transportation planning organizations that represent areas outside the 11 Metropolitan Planning Organizations in Tennessee. RPOs are composed of local elected officials and were formed by TDOT for the purpose of consulting with those officials in the state's transportation planning and programming processes.
- RTP**            **Regional Transportation Plan:** Document developed through collaboration and consensus that serves as the defining vision for the transportation systems and services. In the MPO, the plan indicates all regionally significant transportation improvements scheduled for funding over the next 20-25 years. It is fiscally constrained, i.e. the number of projects/programs in the plan do not exceed the amount of revenue reasonably expected to be available during that time period.
- SETDD**        **Southeast Tennessee Development District:** A 10-county agency serving southeast Tennessee, including Bradley and McMinn counties. SETDD provides various services for planning, grant administration, economic development, and other activities. Its governing board is comprised of elected officials from its member jurisdictions. SETDD administers the RPO for southeast Tennessee on behalf of TDOT.
- SETHRA**      **Southeast Tennessee Human Resource Agency:** Agency that provides transit service to the non-urbanized portions of the MPO.
- SR**            **State Route:** Roadway owned, financed and maintained by the State. Some state routes are also designated as U.S. highways.
- STIP**         **State Transportation Improvement Program:** Document that lists all federally-funded transportation projects and programs to be undertaken statewide during a specified time period. The MPO's TIP is officially a component of the STIP.
- TCC**         **Technical Coordinating Committee:** Standing committee of the MPO whose function is to provide professional input and recommendations on transportation decisions. Composed of planners, engineers, and other professional staff.
- TDOT**        **Tennessee Department of Transportation:** State agency responsible for building, operating and maintaining all roads on the federal-aid system, and for overseeing the provision of public transit services. In MPO areas, TDOT is responsible for federal and state highways and for the oversight of local/regional agencies who manage the local federal-aid routes.

- TIP**                    **Transportation Improvement Program:** Document that includes a group of projects/programs selected from the long-range Regional Transportation Plan for implementation during a specified 4-year period. Includes all projects and programs that use federal transportation funds.
- TRIMS**                **Tennessee Roadway Information Management System:** Electronic database maintained by TDOT that contains information on the physical and usage characteristics of roadways and other parts of the transportation system.
- USDOT**                **U.S. 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 means the Federal Highway Administration. For federal-aid transit actions under Title 49 U.S.C., this means the Federal Transit Administration.
- UPWP**                 **Unified Planning Work Program:** Document adopted by an MPO that identifies all transportation planning activities to be undertaken during the next 1-2 years, including a schedule for completion.

## INTRODUCTION

Transportation systems must be planned so that they can be built, operated, and maintained in a way that accomplishes the goals of moving people and freight, while also being responsible toward other societal needs that must be considered as important infrastructure is put in place. The Cleveland Urban Area Metropolitan Planning Organization (MPO) is charged with carrying out this transportation planning process in Cleveland, Tennessee and its environs as more particularly described below.

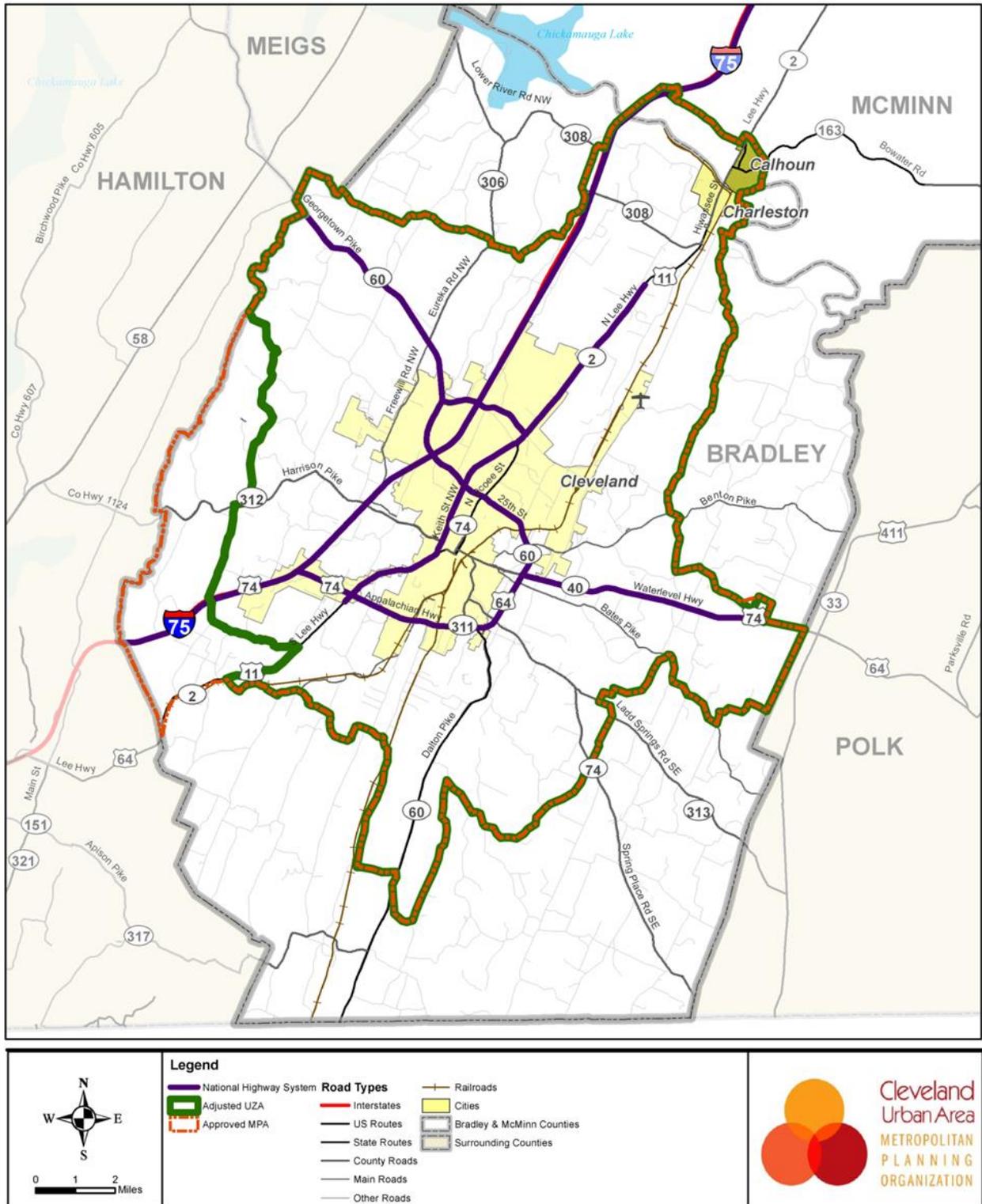
### **What is the MPO?**

The Cleveland Urban Area MPO is one of more than 400 similar agencies across the U.S. which serve as a forum for cooperative transportation decision-making for a metropolitan planning area. MPOs are responsible for organizing and directing a formal transportation planning process. They follow a set of federal regulations designed to ensure that existing and future expenditures for transportation projects and programs are based on a continuing, cooperative, and comprehensive, or “3-C”, planning process. These regulations are set out by Congress as part of the federal act authorizing funds for surface transportation, which is updated periodically. The current legislation, *Fixing America’s Surface Transportation Act*, called the FAST Act, was passed by Congress in December 2015.

Federal law requires that every urban area over 50,000 in population, i.e. an urbanized area, be represented by a metropolitan planning organization (MPO) responsible for carrying out the metropolitan transportation planning process. In 2000, the U.S. Census defined portions of Cleveland and Bradley County as an urbanized area with a population exceeding 50,000. In accordance with federal law, the Cleveland MPO was formed in 2003 to carry out transportation planning in Cleveland and the adjoining urbanized portions of Bradley County.

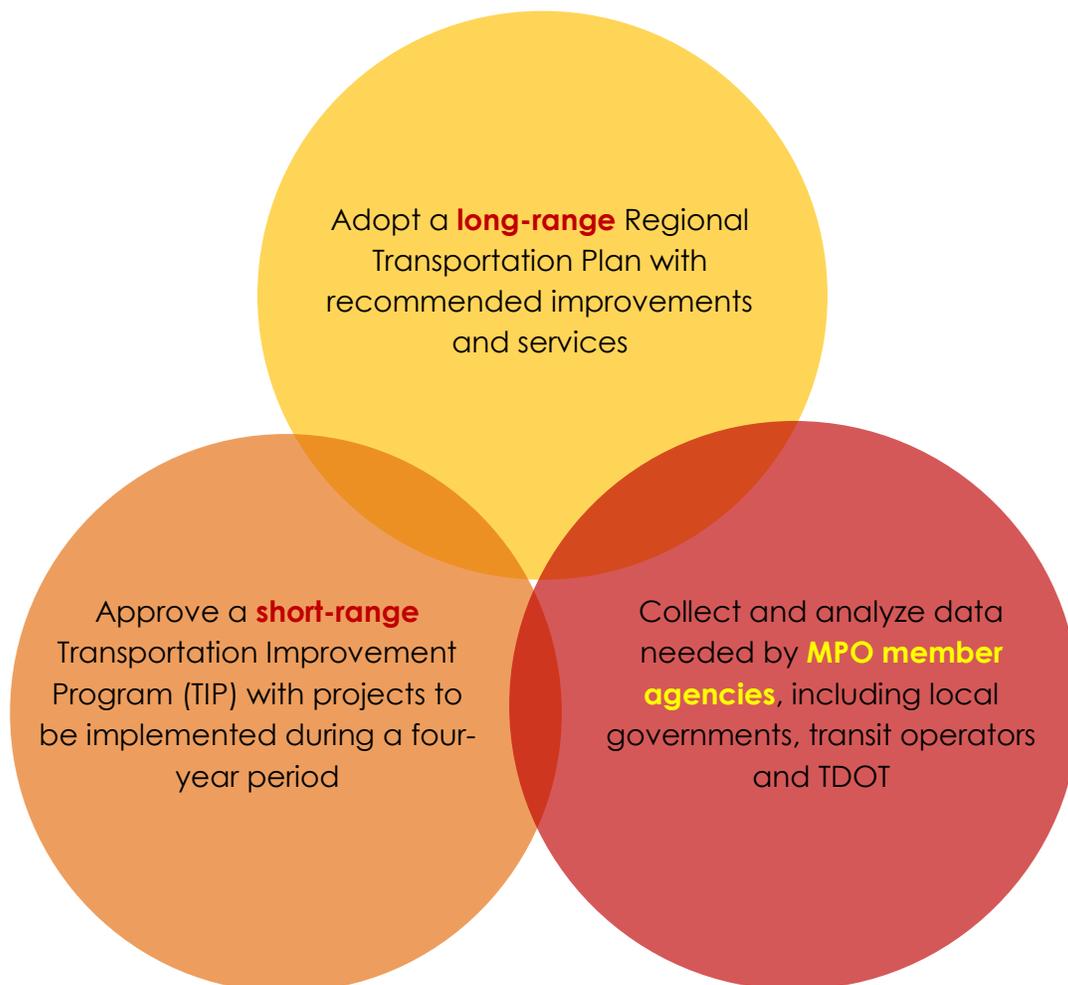
When the decennial Census was updated in 2010, strong growth in the greater Cleveland area resulted in expansion of the urbanized area along the North Lee Highway corridor through the City of Charleston, crossing the Hiwassee River into McMinn County. To ensure that the entire urbanized area was encompassed as well as those areas expected to be urbanized within the next 20 years, as federally required, the MPO’s planning area was expanded in 2014. It now includes a larger portion of unincorporated Bradley County, the cities of Charleston and Calhoun, and a small unincorporated area of McMinn County where Resolute Forest Products is located. The MPO also expanded its metropolitan planning area, which is supposed to cover not only the current urbanized area but additional areas that are expected to become urbanized within the next 20-25 years. **Figure 1** shows both boundaries.

**Figure 1: Boundary Map of the Cleveland Urban Area MPO (adopted April 2014)**



The MPO is responsible for carrying out the “3-C” transportation planning process and producing key documents that reflect the region’s transportation goals, plans, and services. Its core functions, shown in **Figure 2**, address both short-term and long-term planning that is based on on-going analysis of regional conditions and trends. The MPO is also responsible for transportation programming, i.e. the decisions about which projects from the Regional Transportation Plan will be selected for near-term funding.

**Figure 2: Core Functions of the Cleveland Urban Area MPO**



## **How the MPO is Organized**

MPO members include the City of Cleveland, Bradley County, City of Charleston, City of Calhoun, McMinn County, Cleveland/Bradley Chamber of Commerce, TDOT and other transportation-related agencies such as the Cleveland Urban Area Transit System and the Southeast Tennessee Development District. Through the MPO, some of those members receive and program federal funds for various transportation projects and programs.

The MPO is led by an Executive Board, which is the policy board and decision-making body of the MPO, a Technical Coordinating Committee (TCC) that provides recommendations to the Executive Board, and a professional MPO staff.

### **Executive Board**

The Executive Board is responsible for carrying out the provisions of federal regulations which call for a continuing, comprehensive, and coordinated transportation planning and programming process. The Board provides administrative and fiscal oversight, reviews and approves all transportation planning and programming decisions, establishes study committees, and ensures proper allocation of planning and program funds.

The current composition of the Executive Board includes six elected and appointed officials from local governments, regional agencies, and the State of Tennessee. The Federal Highway Administration and the Federal Transit Administration are also represented on the Executive Board as ex-officio, non-voting members.

#### **Members of the MPO Executive Board**

- Governor, State of Tennessee
- Executive Director, Southeast Tennessee Human Resources Agency
- Bradley County Mayor
- City of Cleveland Mayor
- City of Cleveland Vice-Mayor
- McMinn County Mayor (currently; seat rotates annually to also include the mayors of Calhoun and Charleston)
- Federal Highway Administration (ex officio, non-voting)
- Federal Transit Administration (ex-officio, non-voting)

### Technical Coordinating Committee

The Technical Coordinating Committee (TCC) is responsible for implementing all planning activities, based on the Executive Board's policy direction. Members provide input and review transportation plans, programs, and documentation in order to provide recommendations to the Executive Board for action. The TCC is comprised of a diverse group of transportation professionals, and advises the Executive Board members on all aspects of the planning process. It includes engineers, community and transportation planners, transit operators, and other professionals from federal, state, and local agencies.

The Chairman of the TCC is the Public Works Director for the City of Cleveland. The chairman, along with the MPO Transportation Planning Coordinator, is responsible for ensuring coordination, direction, and supervision of the transportation planning process.

**Technical Coordinating Committee**

- City of Cleveland Development & Engineering Services Department
- City of Cleveland Finance Department
- City of Cleveland Public Works Department
- Bradley County Planning Department
- Bradley County Highway Department
- Bradley County appointee
- MPO appointee for Bicycle/Pedestrian Issues
- MPO appointee for Charleston/Bradley County
- MPO appointee for Calhoun/McMinn County
- Cleveland/Bradley County Chamber of Commerce
- Southeast Tennessee Development District and Rural Planning Organization (RPO)
- Southeast Tennessee Human Resource Agency (SETHRA) and Cleveland Urban Area Transit System (CUATS)
- Tennessee Department of Transportation
- Federal Highway Administration – Tennessee Division\*
- Federal Transit Administration\*

\* *Ex officio members*



\* *Ex officio members*

### MPO Professional Staff

The MPO is also served by professional staff including the MPO Coordinator, who is housed within the City of Cleveland's Development and Engineering Services Department. The city also plans to hire a city transportation planner in 2019 who will perform MPO work. The MPO Coordinator is responsible for all planning and administrative functions of the MPO. Staff works closely with the TCC and MPO Executive Board and performs many of the day-to-day planning duties and functions.

## **MPO TRANSPORTATION PLANNING PROCESS**

The MPO is bound by its operating procedures, which are documented in the MPO's Transportation Planning Prospectus. The Prospectus also includes a brief history of the MPO and a listing of Executive Board and TCC members. The Prospectus can be found on the MPO's website and is periodically updated as needed to ensure the region maintains a continuous and comprehensive transportation planning process.

### Regional Transportation Plan

The Regional Transportation Plan (RTP) is a long range (20+ years) multimodal strategy and capital improvement program developed to guide the effective investment of public funds in transportation facilities in order to help manage congestion, increase regional mobility options, and conform to national air quality standards. The RTP is updated at least every five years and may be amended as a result of changes in projected federal, state, and local funding, major study findings, or significant changes in federal or state legislation.

### Transportation Improvement Program

The Transportation Improvement Program (TIP) is a programming document that details a four-year budget of transportation projects. The TIP provides the opportunity to select projects from the RTP that are most suitable to the region's current or short-term needs. The various agencies that are represented on the Executive Board and TCC work through a cooperative process, including public involvement, to create the TIP document.

### Unified Planning Work Program

The Unified Planning Work Program (UPWP) is a one to two-year plan containing work tasks and planning studies that will be carried out by the MPO to ensure that the region continues to meet all federal and state mandates pertaining to transportation planning and programming. Data, studies and plans developed through UPWP work activities are used to help develop projects and programs for inclusion in the TIP and RTP. Likewise, the RTP often identifies issues that need further study, and recommends focusing on those issues in the next UPWP.

## The FY2020-FY2021 Unified Planning Work Program

This document identifies the metropolitan transportation-related planning activities that will be undertaken within the Cleveland Urban Area MPO area during federal fiscal years 2020 and 2021, which runs from October 1, 2019 to September 30, 2021. The development of this UPWP was shared with MPO jurisdictions and reflects the increased priority on transit, bicycle and pedestrian transportation called for by the 2040 Regional Transportation Plan, and supported by related local efforts. The planning activities listed in the UPWP are carried out through a collaborative effort between the MPO, TDOT, transit operators, and local agencies. All of these planning partners are invited to provide input on activities to be included in the UPWP.

Planning work done under the UPWP addresses the ten (10) required planning factors found in 23 CFR 306(a), and shown in [Figure 3](#). These planning factors demonstrate the need to incorporate an interdisciplinary and multifaceted approach to regional transportation planning.

**Figure 3: Federal Metropolitan Planning Factors**

Support the <b>economic vitality</b> of the metropolitan area, especially by enabling global competitiveness, productivity and efficiency.
Increase the <b>safety</b> of the transportation system for motorized and non-motorized users.
Increase the <b>security</b> of the transportation system for motorized and non-motorized users.
Increase the <b>accessibility</b> and <b>mobility</b> of people and for freight.
Protect and enhance the <b>environment</b> , promote <b>energy conservation</b> , and improve <b>quality of life</b> ; and promote <b>consistency</b> between transportation improvements and State and local planning growth and economic development patterns.
Enhance the integration and <b>connectivity</b> of the transportation system, across and between modes, for people and freight.
Promote efficient <b>system management</b> and operations.
Emphasize the <b>preservation</b> of the existing transportation system.
Improve transportation system <b>resiliency</b> and <b>reliability</b> , and reduce or mitigate <b>stormwater impacts</b> on the surface transportation system
Enhance <b>travel</b> and <b>tourism</b> .

Figure 4 presents a matrix illustrating how each of the UPWP’s major tasks addresses the 10 required planning factors. For example, as part of Task 2 (Regional Transportation Planning) the MPO will develop a comprehensive approach to safety planning that incorporates best practices from other small MPOs. Collection of bicycle/pedestrian counts (Data Collection task) will support the MPO’s activities related to multimodal planning. And the TIP is the document through which projects are evaluated and prioritized for funding, so it supports all of the planning factors. Given the interdisciplinary nature of transportation planning, many of the UPWP tasks undertaken by the MPO address multiple planning factors.

**Figure 4: Relationship of UPWP Tasks to Federal Planning Factors**

	MPO Administration	Regional Transportation Planning & Subarea Planning	TIP	Multimodal Planning	Data Collection
Economic Vitality	●	●	●	●	●
Safety		●	●	●	●
Security		●	●	●	●
Mobility		●	●	●	●
Environment & Consistency with Plans	●	●	●	●	●
Intermodal Connectivity		●	●	●	●
Operations & Management	●	●	●	●	●
System Preservation		●	●	●	●
Resiliency & Reliability		●	●	●	●
Travel & Tourism		●	●	●	●

### Relationship between UPWP and RTP goals

This UPWP aligns with the regional goals and objectives of the 2040 Regional Transportation Plan, which are informed by the federal planning factors as well as key issues that have been identified through analysis, public and stakeholder input, and other planning activities. This UPWP directs MPO resources to the goals listed below:

1. Increase access to **safe, convenient transportation choices** that connect citizens with jobs, essential services, and community activities.
2. Prioritize funding to **maintain the existing system** of roads, transit, and non-motorized transportation facilities.
3. Select transportation investments that maintain **economic vitality** by enhancing the character and goals of the areas they serve.
4. Improve the **safety and security** of all transportation system users.
5. Promote the **efficient operation and management** of the system, including the ability to maintain adequate operations when major incidents occur.
6. Make transportation decisions that are economically and environmentally **sustainable** and promote **equitable** access to community resources.

Figure 6 below demonstrates how each UPWP task achieves the RTP goals. For example, Task 4 (Multimodal Planning) includes planning efforts aimed improving sidewalk infrastructure within school zones and modifying existing transit service to provide transportation choices in a sustainable and equitable manner.

**Figure 6: Relationship of UPWP Tasks to RTP Goals**

	MPO Administration	Regional Transportation Planning & Subarea Planning	TIP	Multimodal Planning	Data Collection
<b>Safe, Convenient Transportation Choices</b>		■	■	■	■
<b>Maintain the Existing System</b>		■	■	■	■
<b>Economic Vitality</b>	■	■	■	■	■

<b>Safety and Security</b>		■	■	■	■
<b>Efficient Operation and Management</b>	■	■	■	■	■
<b>Sustainability and Equity</b>	■	■	■	■	■

## FUNDING

Funding for the activities in the FY2020-2021 UPWP comes from federal, state and local sources.

Tennessee receives a direct apportionment of FHWA Section 112 Metropolitan Planning funds (referred to as PL) and Federal Transit Administration (FTA) Section 5303 planning funds. TDOT participates in the **Consolidated Planning Grant (CPG) program**, in which FHWA and FTA planning funds are combined into a single fund administered by FHWA. The funds are distributed to the MPOs and administered by TDOT's Long Range Planning Division in accordance with 23 CFR 420.109.

**Metropolitan Planning (PL) funding.** In Tennessee, each MPO currently receives a base annual PL funding amount and an additional amount based on the population of its 2010 Census Urbanized Area. Tennessee's PL formula also retains a small portion of statewide PL funds to use for the benefit of all of the state's MPOs. Use of PL funds by the MPO requires a 20 percent non-federal match. In Tennessee the match is provided by MPO members, typically local governments.

**FTA 5303 funding.** The distribution formula for FTA 5303 funds is based on each MPO's 2010 Census Urbanized Area Population. Use of Section 5303 funds requires a 20 percent non-federal match. The MPO and TDOT each provide 10 percent of the required 20 percent non-federal match for the work that is carried out with Section 5303 funds.

**Statewide Planning and Research (SPR) Program funds.** Like PL funds, these funds are a set-aside of the Federal Highway Trust Fund, allocated to state DOTs for planning and research activities. When SPR funds are used to support transportation planning work or research specific to a particular MPO, they are shown in this document. TDOT maintains its own annual work program (the SPR Work Program) to show the use of SPR funds other than those spent for specific metropolitan area activities. Use of SPR funds requires a 20 percent non-federal match, which is

provided by TDOT with state funds. Exceptions include certain types of research projects which may be funded with up to 100 percent federal funds.

## **PUBLIC INVOLVEMENT AND THE UPWP**

Public input is a critical element in the development of the MPO's plans and programs. The UPWP is a significant document because it provides citizens, the business community, and other agencies a comprehensive understanding of the transportation plans and studies that will be funded and carried out during the two-year period.

### **The MPO's Public Participation Plan (PPP)**

The development and adoption of the UPWP is conducted in accordance with the adopted PPP, providing citizens with the opportunity to comment on proposed transportation planning activities for the two-year period. Notice is placed in the *Cleveland Daily Banner*, the region's primary print media outlet, when the Technical Coordinating Committee recommends the draft Unified Planning Work Program for public review and comment.

The notice states that copies of the draft UPWP, as endorsed by the Executive Board, are available on the MPO website (<http://clevelandtn.gov/index.aspx?nid=153>) and at the following locations:

- City of Cleveland Municipal Building, 190 Church Street NE
- The Development and Engineering Services Department, 185 2nd Street NE
- Cleveland Main Public Library, 795 Church Street NE
- Cleveland/Bradley County Chamber of Commerce, 225 Keith Street SW

The notice specifies the dates, times, and location of forthcoming public hearings and meetings. Special efforts are made to provide information on the UPWP to media and organizations serving the area's low-income and minority populations.

### **Enabling Participation Inclusively**

In accordance with the PPP, the MPO takes measures as needed to assist participation in the MPO planning process. Components of the MPO planning process, such as meeting facilities and access to MPO planning documents, are designed to be in compliance with the Americans with Disabilities Act (ADA). Likewise, the MPO planning process incorporates measures required by law to assist with the participation of Limited English Proficiency (LEP) populations.

## **UPWP PROGRAM AMENDMENTS AND MODIFICATIONS**

Occasionally the UPWP may need to be modified. *UPWP modifications* are changes that do not involve a change in scope, and/or do not modify work task funding amounts by more than 20 percent. UPWP modifications do not require a public input process.

By contrast, *UPWP amendments* occur when the MPO adds or deletes an activity, amends the scope of work, or changes funding for a work task by more than 20 percent. A UPWP amendment must be recommended by the TCC and approved by the Executive Board, following the procedures outlined in the Public Participation Plan.

## **TITLE VI COMPLIANCE**

Section 601 of Title VI of the Civil Rights Act of 1964 states: "No person in the United States shall, on the grounds of race, color, or national origin, 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 Cleveland Urban Area Metropolitan Planning Organization will, on an on-going basis, ensure that: any 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.

## **ACCOMPLISHMENTS FROM 2018-2019 UPWP**

The MPO accomplished a number of significant planning initiatives during the previous two-year work program. Of particular note, the MPO:

1. Developed and executed a cooperative agreement with TDOT for data collection, storage, tracking and reporting performance for safety, system performance and bridge and pavement conditions.
2. Adopted performance targets for safety and infrastructure conditions, as required by the FAST Act, and incorporated them into the Regional Transportation Plan and TIP.
3. Developed and prepared the draft FY2020-2023 Transportation Improvement Program.
4. Completed inventory of sidewalk conditions.
5. In partnership with the newly formed local bicycle/pedestrian advocacy organization, began development of criteria to prioritize sidewalk needs.
6. Compiled best practices and developed recommendations for expanding the use of digital platforms for public participation, and enhancing outreach to traditionally underrepresented groups.

Other recently completed work is described under each major task listing in the following sections:

- Task 1: MPO Administration and Coordination
- Task 2: Regional & Subarea Transportation Planning
- Task 3: Transportation Improvement Program (TIP)
- Task 4: Multimodal Planning
- Task 5: Data Collection

## **TASK 1: MPO ADMINISTRATION AND COORDINATION**

### Responsible Agencies

The responsible agencies include the MPO and TDOT's Long Range Planning, Programming, and Multimodal Transportation Resources Divisions.

### Purpose

To manage and administer a transportation planning program that meets FTA, FHWA and TDOT requirements and includes participation and cooperation with all interested agencies, citizen groups, and individuals.

### Previous Work

- Arranged, advertised, conducted, and recorded all MPO Executive Board and TCC meetings.
- Prepared quarterly reports and billing invoices.
- Prepared and managed the FY2018-2019 Unified Planning Work Program (UPWP).
- Prepared the FY2020-2021 UPWP.
- Participated in various national, statewide and regional meetings in support of metropolitan planning activities, such as the Regional Freight Advisory Committee and Tennessee Model Users Group.
- Provided data and transportation planning assistance for transportation projects, including grant application development for competitive grant applications under various sources; e.g. Safe Routes to Schools, Transportation Alternatives, INFRA Grant, etc.

### FY2020-FY2021 Tasks

1. Develop and oversee work schedules and study agreements, coordinate activities of the MPO Executive Board and TCC, and provide information upon request.
2. Develop and maintain agreements with appropriate parties of the planning process and update Prospectus and By-laws when needed, and any other amendments to bring the document(s) into compliance.
3. Participate in statewide and regional meetings in support of metropolitan planning activities, such as the Regional Freight Advisory Committee, Tennessee Model Users Group, and the Tennessee Walkability Learning Collaborative.
4. Update the Annual Title VI compliance report as needed.
5. Provide data and transportation planning assistance for transportation projects that enhance modal choice, including grant application development for competitive grant applications under various sources; e.g. BUILD Grants, Safe Routes to Schools, Transportation Alternatives, INFRA Grant, etc.

6. The TDOT Long Range Planning Division will work jointly with the MPO to establish the administrative and technical procedures required, prepare contractual agreements as required, attend all study meetings, distribute special and annual reports and study documents, review and analyze individual transportation planning projects and studies, and undertake general administrative activities.
7. Encourage a cooperative and open transportation planning process through the participation of interested individuals, organizations, and local/state governments.
8. Prepare quarterly reports and billing invoices.
9. Make amendments to the FY2020-FY2021 UPWP as required.
10. Develop the FY2022-FY2023 Unified Planning Work Program.
11. Update Public Participation Plan (PPP) to incorporate more use of digital media and improved outreach, particularly to underserved and to environmental justice (EJ) communities.
12. Update Memorandum of Understanding (MOU) among Cleveland, Bradley County, and SETHRA for operation of the Cleveland Urban Area Transit System.

Product	Schedule
Coordination of meetings, preparation of meeting materials and minutes, maintenance of required records and files	On-going task
Coordination of public and stakeholder involvement in MPO activities	On-going task
Quarterly Progress Reports and Invoices	Quarterly
Annual Report	Fall 2020, Fall 2021
Amendments/Modifications to the UPWP	As needed
Public Participation Plan Update	Spring 2020
Update of MOU between MPO, Cleveland, Bradley County, and SETHRA	Summer 2020
FY2021 Update to the FY2020-2021 UPWP	Summer 2020
Develop the FY2022-FY2023 Unified Planning Work Program	Summer 2021

## Anticipated Major Direct Expenses

- Consultant services for PPP update and implementation, MOU update, support in development of the FY2022-23 UPWP, and other MPO administration support (e.g. assistance in responding to requests for MPO data): \$18,000

### Task 1. Budget Tables

	MPO		TDOT	TOTAL
FY2020	FHWA PL - 112	FTA - 5303	SPR	
Federal	\$80,000			\$80,000
State				\$0
Local	\$20,000			\$20,000
<b>FY2020 Total</b>	<b>\$100,000</b>	<b>\$0</b>	<b>\$0</b>	<b>\$100,000</b>
FY2021	FHWA PL - 112	FTA - 5303	SPR	
Federal	\$80,000			\$80,000
State				\$0
Local	\$20,000			\$20,000
<b>FY2021 Total</b>	<b>\$100,000</b>	<b>\$0</b>	<b>\$0</b>	<b>\$100,000</b>

## **TASK 2: REGIONAL & SUBAREA TRANSPORTATION PLANNING**

### Responsible Agencies

The responsible agencies include the MPO, MPO local government members, CUATS, and TDOT's Long Range Planning and Multimodal Transportation Resources Divisions.

### Purpose

To implement and maintain recommendations of the 2040 Regional Transportation Plan and undertake subarea planning efforts across the region to ensure a regional transportation perspective.

### Previous Work

- Made amendments to the 2040 Regional Transportation Plan as needed during FY2018-2019.
- Coordinated with TDOT in the maintenance of the regional ITS architecture.
- Participated in TDOT's regional freight planning advisory committee and other freight planning activities.
- Represented the transportation interests of the greater Cleveland area during the development of other statewide and regional planning efforts.
- Collected data and maintained the travel demand model for data accuracy.
- Developed agreement with TDOT and SETHRA for cooperatively developing, sharing, and reporting information related to performance measures and performance targets.
- Supported statewide performance measure targets related to safety, infrastructure condition, system performance, and transit asset management, and incorporated these into the RTP and TIP.
- Updated the Traffic Analysis Zone (TAZ) structure and boundaries used in the regional travel demand model in advance of the 2020 Census and upcoming changes to Census geographies.

### FY2020-FY2021 Tasks

1. Develop comprehensive safety planning approach that incorporates best practices regarding safety planning efforts among various small MPOs.
2. Update travel demand model (TDM) network and update to TransModeler platform to carry out subarea analysis and micro simulation.
3. Develop subarea simulation tool to conduct smaller scale modeling and analysis within region.
4. Undertake transportation needs assessment of connectivity between SR-312 (Harrison Pike) and APD-40, given recent transportation improvements and anticipated growth.

5. Evaluate regional congestion, identify bottlenecks, and develop operational strategies to improve congestion issues.
6. Develop and adopt update to the 2040 Regional Transportation Plan.
7. Participate in meetings and provide information to support TDOT's I-75 Corridor Study.
8. Participate in meetings and provide information to support the SR 60 Corridor Management Agreement.
9. Provide planning information and partner with City of Cleveland in their comprehensive planning efforts.
10. Provide planning information to local jurisdictions preparing grant applications for transportation projects and/or programs.
11. Participate in a National Economic Partnership-funded project, *Freight Movement Along Freight Alley – The Greater Chattanooga Region*, which will look at freight flows and truck parking needs throughout the region.

Product	Schedule
Comprehensive Safety Planning Approach	Spring 2020
I-75 Corridor Study	Spring 2020
Update travel demand model (TDM) network and update to TransModeler platform	Summer 2020
SR-312 and APD-40 Transportation Needs Assessment	Fall 2020
Bottleneck Identification and Improvement Strategies	Fall 2020
Intersection Simulation Tool	Fall 2020
Update to the Regional Transportation Plan	May 2021

### Anticipated Major Direct Expenses

- Consultant services
  - Support for safety planning assistance: \$10,000
  - TDM update: \$45,000
  - Support for bottleneck identification: \$15,000
  - Development of intersection simulation tool: \$30,000
  - Update to Regional Transportation Plan: \$200,000

- TransModeler software: \$12,000 per year

## Task 2. Budget Tables

	MPO		TDOT	TOTAL
FY2020	FHWA PL - 112	FTA - 5303	SPR	
Federal	\$160,000	\$12,000	\$24,000	\$196,000
State		\$1,500	\$6,000	\$7,500
Local	\$40,000	\$1,500		\$41,500
<b>FY2020 Total</b>	<b>\$187,500</b>	<b>\$15,000</b>	<b>\$30,000*</b>	<b>\$245,000</b>
FY2021	FHWA PL - 112	FTA - 5303	SPR	
Federal	\$55,000	\$12,000		\$67,000
State		\$1,500		\$1,500
Local	\$13,750	\$1,500		\$15,250
<b>FY2021 Total</b>	<b>\$81,250</b>	<b>\$15,000</b>	<b>\$0</b>	<b>\$83,750</b>

\*includes \$30,000 SPR funds for development of TransModeler network.

## **TASK 3: TRANSPORTATION IMPROVEMENT PROGRAM (TIP)**

### Responsible Agencies

The responsible agencies include the MPO, MPO local government members, CUATS, and TDOT's Long Range Planning and Multimodal Transportation Resources Divisions.

### Purpose

To implement and manage the Transportation Improvement Program (TIP) consistent with the Regional Transportation Plan and coordinate with local agencies to ensure the advancement of programmed projects.

### Previous Work

- Maintained the FY2017-2020 TIP by making amendments and modifications as needed.
- Developed and adopted the FY2020-2023 TIP.
- Annually published a listing of projects for which federal funds have been obligated.
- Reviewed proposed projects by TDOT, local agencies, CUATS, and private developers for transportation and Title VI impacts and for RTP consistency.

### FY2020 - FY2021 Tasks

1. Amend and modify the FY2020-2023 TIP as needed.
2. Monitor projects that are programmed in the TIP to ensure proper funding and priorities are being met.
3. Publish the annual listing of projects for which federal funds have been obligated during the previous fiscal year.
4. Provide input to TDOT on project priorities for funding in the state's 3-Year Work Program.
5. Participate with TDOT in development, training and implementation of an electronically-based TIP (eTIP).
6. Review proposed projects by TDOT, local agencies, CUATS, and private developers for transportation and Title VI impacts and for RTP consistency.

Product	Schedule
Amendments / Modifications to the TIP	On-going task
Administration and coordination of meetings for the TIP process	On-going task
Annual Listing of Obligated Projects	Fall 2019 and Fall 2020
MPO Project Priority List for TDOT's 3-Year Work Program	Fall 2019 and Fall 2020
Participate in Implementation of eTIP	Fall 2020

### Anticipated Major Direct Expenses

- Consultant services for TIP training and support, including eTIP: \$20,000

### Task 3. Budget Tables

	MPO		TDOT	TOTAL
FY2020	FHWA PL - 112	FTA - 5303	SPR	
Federal	\$40,000			\$40,000
State				
Local	\$10,000			\$10,000
<b>FY2020 Total</b>	<b>\$50,000</b>	<b>\$0</b>	<b>\$0</b>	<b>\$50,000</b>
FY2021	FHWA PL - 112	FTA - 5303	SPR	
Federal	\$25,000			\$25,000
State				
Local	\$6,250			\$6,250
<b>FY2021 Total</b>	<b>\$31,250</b>	<b>\$0</b>	<b>\$0</b>	<b>\$31,250</b>

## TASK 4: MULTIMODAL PLANNING

### Responsible Agencies

The responsible agencies include the MPO, MPO local government members, CUATS, and TDOT's Long Range Planning and Multimodal Transportation Resources Divisions.

### Purpose

To work in partnership with MPO local governments, CUATS, TDOT, and the Federal Transit Administration (FTA) to address transit and bicycle/pedestrian needs of the population within the MPO planning boundary, including connections with the Chattanooga area.

### Previous Work

- Supported CUATS and MPO local government members in planning for the downtown Cleveland park & ride lot.
- Supported CUATS in development of proposals for expanded service for the Red and Gold Routes as well as a new Purple Route.
- Assisted CUATS in evaluation of its current fare structure and other opportunities to increase revenue, such as advertising.
- Assisted the City of Cleveland in developing transportation elements of their ADA Transition Plan.
- Assisted Bradley County with interpretation of ADA Transition Plan requirements.
- Assisted MPO members in preparing grant applications for sidewalk projects.
- Completed inventory of sidewalk conditions.
- In partnership with the newly formed local bicycle/pedestrian advocacy organization, began developing criteria to prioritize sidewalk needs, in partnership with newly-formed local/bicycle pedestrian advocacy organization.
- Completed the *Connect Cleveland Walkability Action Plan*.
- Participated in formation of Bike/Walk Cleveland, a bicycle and pedestrian group focused on planning, safety education and advocacy.

### FY2020-FY2021 Multimodal Planning Tasks

1. Enhance coordination with school system to plan for sidewalks within school zones and along bus routes.
2. Continue to support development of ADA Transition Plans by local jurisdictions.
3. Conduct evaluation and develop recommendations for CUATS transit vehicle parking needs and priorities.

4. Conduct study and develop a plan for converting local transit service from flag-stop to fixed-stop service, including recommendations for stop locations, in cooperation with CUATS and local government engineers.
5. Update Coordinated Human Services-Public Transit Plan.
6. On-going support to CUATS for service planning efforts.

Product	Schedule
On-going coordination with school system.	On-going task
ADA Transition Plan support to local jurisdictions	Fall 2019
Recommendations on CUATS transit vehicle parking needs and priorities.	Spring 2020
Recommendations on converting CUATS flag-stop service to fixed-stop service.	Spring 2021
Update Coordinated Human Services-Public Transit Plan	Fall 2021

### Anticipated Major Direct Expenses

- Consultant services
  - General transit planning support: \$20,000
  - CHSPTP update: \$10,000
  - Plan for CUATS flag-stop conversion: \$10,000

### Task 4. Budget Tables

	MPO		TDOT	TOTAL
<b>FY2020</b>	<b>FHWA PL - 112</b>	<b>FTA - 5303</b>	<b>SPR</b>	
Federal	\$5,000	\$20,000		\$25,000
State		\$2,500		\$2,500
Local	\$1,250	\$2,500		\$3,750
<b>FY2020 Total</b>	<b>\$6,250</b>	<b>\$25,000</b>		<b>\$31,250</b>
<b>FY2021</b>	<b>FHWA PL - 112</b>	<b>FTA - 5303</b>	<b>SPR</b>	
Federal	\$30,000	\$20,000		\$50,000
State	\$0	\$2,500		\$2,500
Local	\$7,500	\$2,500		\$10,000
<b>FY2021 Total</b>	<b>\$37,500</b>	<b>\$25,000</b>		<b>\$62,500</b>

## **TASK 5: DATA COLLECTION & ANALYSIS**

### Responsible Agencies

The responsible agencies include TDOT, the MPO, Cleveland Utilities Electric Division, and others.

### Purpose

To maintain the current inventory of data and conduct studies to plan for transportation system design and operations within the MPO planning area.

### Previous Work

- Collected special count data as needed.
- Collected bicycle and pedestrian counts at approximately 80 intersections.
- Furnished high-hazard crash data for safety review along N. Lee Highway and Waterlevel Highway (US 64/74, APD-40).
- Worked with TDOT to report and analyze transportation data relevant to federal rulemakings regarding safety, infrastructure condition, and system performance/freight.

### FY2020-FY2021 Tasks

1. Work with TDOT to review traffic count stations and make changes or additions where appropriate.
2. TDOT will provide special traffic counts requested by the MPO for design. Study-specific traffic counts will be conducted by the City of Cleveland and Bradley County.
3. TDOT will maintain crash data for the MPO area and will furnish high-hazard listings and other safety data as required.
4. Continue collection of count data for bicyclists and pedestrians.
5. Collect updated boarding/alighting data for riders of the Cleveland Urban Area Transit System (CUATS).
6. TDOT and/or the MPO will conduct special travel time studies as needed.
7. Coordinate with TDOT for the on-going monitoring of federally-required performance measures and targets established by the MPO, TDOT, and transit operators, including upcoming Public Transportation Agency Safety Plan (PTASP) requirements.

Product	Schedule
Traffic Counts	As needed to support MPO planning studies
Maintenance and collection of crash data	On-going task
Maintenance and collection of bicyclist and pedestrian counts	On-going task
Travel time studies	As needed
Set Safety Performance Targets (PM1)	February 2020 and 2021
Collection of transit boarding and alighting data	Winter 2020
Set PTASP Targets	January 2021
Set Pavement and Bridge Condition Targets (PM2)	April 2021
Set System Performance Targets (PM3)	April 2021

### Anticipated Major Direct Expenses

- Consultant services
  - Transit boarding/alighting survey: \$30,000

### Task 5. Budget Tables

	MPO		TDOT	TOTAL
FY2020	FHWA PL - 112	FTA - 5303	SPR	
Federal	\$20,000	\$12,000		\$32,000
State	\$0	\$1,500		\$1,500
Local	\$5,000	\$1,500		\$6,500
<b>FY2020 Total</b>	<b>\$25,000</b>	<b>\$15,000</b>		<b>\$40,000</b>
FY2021	FHWA PL - 112	FTA - 5303	SPR	
Federal	\$10,000	\$10,000		\$20,000
State	\$0	\$1,250		\$1,250

Local	\$2,500	\$1,250		\$3,750
<b>FY2021 Total</b>	<b>\$12,500</b>	<b>\$12,500</b>		<b>\$25,000</b>

## FINANCIAL SUMMARY TABLES

### FY2020 Funding Sources by Category

TASK	Consolidated Planning Grant (CPG)					TDOT		TASK TOTALS
	PL (Sec. 112)		Section 5303			SPR		
	Fed	Local	Fed	State	Local	Fed	State	
1. MPO Administration and Coordination	\$80,000	\$20,000	\$0	\$0	\$0	\$0	\$0	\$100,000
2. Regional & Subarea Transportation Planning	\$160,000	\$40,000	\$12,000	\$1,500	\$1,500	\$24,000	\$6,000	\$245,000
3. TIP	\$40,000	\$10,000	\$0	\$0	\$0	\$0	\$0	\$50,000
4. Multimodal Planning	\$5,000	\$1,250	\$20,000	\$2,500	\$2,500	\$0	\$0	\$31,250
5. Data Collection & Analysis	\$20,000	\$5,000	\$12,000	\$1,500	\$1,500	\$0	\$0	\$40,000
<b>TOTALS</b>	<b>\$305,000</b>	<b>\$76,250</b>	<b>\$44,000</b>	<b>\$5,500</b>	<b>\$5,500</b>	<b>\$24,000</b>	<b>\$6,000</b>	<b>\$466,250</b>

### FY2021 Funding Sources by Category

TASK	Consolidated Planning Grant (CPG)					TDOT		TASK TOTALS
	PL (Sec. 112)		Section 5303			SPR		
	Fed	Local	Fed	State	Local	Fed	State	
1. MPO Administration and Coordination	\$80,000	\$20,000	\$0	\$0	\$0	\$0	\$0	\$100,000
2. Regional & Subarea Transportation Planning	\$55,000	\$13,750	\$12,000	\$1,500	\$1,500	\$0	\$0	\$83,750
3. TIP	\$25,000	\$6,250	\$0	\$0	\$0	\$0	\$0	\$31,250
4. Multimodal Planning	\$30,000	\$7,500	\$20,000	\$2,500	\$2,500	\$0	\$0	\$62,500
5. Data Collection & Analysis	\$10,000	\$2,500	\$10,000	\$1,250	\$1,250	\$0	\$0	\$25,000
<b>TOTALS</b>	<b>\$200,000</b>	<b>\$50,000</b>	<b>\$42,000</b>	<b>\$5,250</b>	<b>\$5,250</b>	<b>\$0</b>	<b>\$0</b>	<b>\$302,500</b>

### FY2020 Funding Sources by Expending Agency

TASK	MPO					TDOT		TASK TOTALS
	Consolidated Planning Grant (CPG)					SPR		
	PL (Sec. 112)		Section 5303					
	Fed	Local	Fed	State	Local	Fed	State	
1. MPO Administration and Coordination	\$80,000	\$20,000	\$0	\$0	\$0	\$0	\$0	\$100,000
2. Regional & Subarea Transportation Planning	\$160,000	\$40,000	\$12,000	\$1,500	\$1,500	\$24,000	\$6,000	\$245,000
3. TIP	\$40,000	\$10,000	\$0	\$0	\$0	\$0	\$0	\$50,000
4. Multimodal Planning	\$5,000	\$1,250	\$20,000	\$2,500	\$2,500	\$0	\$0	\$31,250
5. Data Collection & Analysis	\$20,000	\$5,000	\$12,000	\$1,500	\$1,500	\$0	\$0	\$40,000
<b>TOTALS</b>	<b>\$305,000</b>	<b>\$76,250</b>	<b>\$44,000</b>	<b>\$5,500</b>	<b>\$5,500</b>	<b>\$24,000</b>	<b>\$6,000</b>	<b>\$466,250</b>

### FY2021 Funding Sources by Expending Agency

TASK	MPO					TDOT		TASK TOTALS
	Consolidated Planning Grant (CPG)					SPR		
	PL (Sec. 112)		Section 5303					
	Fed	Local	Fed	State	Local	Fed	State	
1. MPO Administration and Coordination	\$80,000	\$20,000	\$0	\$0	\$0	\$0	\$0	\$100,000
2. Regional & Subarea Transportation Planning	\$55,000	\$13,750	\$12,000	\$1,500	\$1,500	\$0	\$0	\$83,750
3. TIP	\$25,000	\$6,250	\$0	\$0	\$0	\$0	\$0	\$31,250
4. Multimodal Planning	\$30,000	\$7,500	\$20,000	\$2,500	\$2,500	\$0	\$0	\$62,500
5. Data Collection & Analysis	\$10,000	\$2,500	\$10,000	\$1,250	\$1,250	\$0	\$0	\$25,000
<b>TOTALS</b>	<b>\$200,000</b>	<b>\$50,000</b>	<b>\$42,000</b>	<b>\$5,250</b>	<b>\$5,250</b>	<b>\$0</b>	<b>\$0</b>	<b>\$302,500</b>

### FY2020 and FY2021 Funding Sources with Carryover

	Consolidated Planning Grant (CPG)		TDOT	TOTALS
	PL (Sec. 112)	Section 5303	SPR	
	Fed	Fed	Fed	
<b>FY 2020</b>				
Carryover	\$205,550	\$27,938		\$233,488
Allocation	\$173,303	\$29,129		\$202,432
Total Available (Federal)	\$378,853	\$57,067		\$435,920
Programmed (Federal)	<b>\$305,000</b>	<b>\$44,000</b>	<b>\$24,000</b>	\$373,000
Estimated Carryover	<b>\$73,853</b>	<b>\$13,067</b>		\$86,920
<b>FY 2021</b>				
Carryover	\$73,853	\$13,067		\$86,920
Allocation	\$173,303	\$29,129		\$202,432
Total Available (Federal)	\$247,156	\$42,196		\$289,352
Programmed (Federal)	<b>\$200,000</b>	<b>\$42,000</b>		\$242,000
Estimated Carryover	<b>\$47,156</b>	<b>\$196</b>		\$47,352