

**FY 2014 - FY 2017**

**TRANSPORTATION IMPROVEMENT**  
**PROGRAM**

This report was produced by the West Michigan Metropolitan Transportation Planning Program (WestPlan) with the cooperation of the governments in Muskegon and Northern Ottawa Counties, the Michigan Department of Transportation, the Federal Highway Administration, and the Federal Transit Administration.

**West Michigan Shoreline Regional Development Commission**

**June 2013**



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## ***CHAPTER 1: INTRODUCTION***

### ***Background***

This document serves as the official Transportation Improvement Program (TIP) for the West Michigan Metropolitan Transportation Planning Program (WestPlan). The current boundary of the MPO is the entire County of Muskegon, the Cities of Grand Haven and Ferrysburg, the Village of Spring Lake, and Crockery, Grand Haven, Spring Lake, and Robinson Townships in Ottawa County. This document will cover the period from Fiscal Year 2014 through Fiscal Year 2017 (October 1, 2013 to September 30, 2017).

The TIP is developed in a cooperative effort between federal, state, and local officials and serves as the final link in the planning process. Its primary purpose is to identify programs and projects to be funded with federal aid, in accordance with federal law and the regulations of the Federal Highway Administration and the Federal Transit Administration during the next four year period.

Projects are selected from the Long-Range Transportation Plan based on need, local initiative, and requirements of the federal government through the Safe, Accountable, Flexible, and Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU). Other considerations for project selection include impact on air quality and availability of funds. The TIP is produced or amended biannually and includes a detailed list of projects which are funded and scheduled for the upcoming four year (fiscal years) period.

The development of the TIP facilitates the required "3-C" (Continuous, Comprehensive, and Cooperative) planning process. The TIP is a product of a *continuous* process on the part of local and state government to improve the regional transportation system. The TIP is *comprehensive* because it encompasses all modes of transportation. In addition, the TIP demonstrates a *cooperative* intergovernmental working relationship between local officials to mutually agree upon priorities and needs.

Two issues which have been receiving greater attention in the last few years are safety and security. Improvements to safety are one of the key criteria which is examined during the project selection process of WESTPLAN. In addition to road and transit projects that have safety components, WESTPLAN committees have approved a number projects which are primarily safety related projects. Most notably these include various Safe Routes to School projects. Also, many of the non-motorized trail projects have key safety components.

One security issue that has been addressed over the past fiscal year is the security of the Region's computer system. The regional commission purchased a server and all of the computer data is now backed up daily and information is stored offsite as well.

### *WestPlan Area*

Under SAFETEA-LU, the WestPlan area (Metropolitan Area Boundary or MAB) must cover at least the existing Urban Area and the contiguous area expected to become urban in the next twenty years. It is this boundary that establishes the area covered by the Transportation Improvement Program process.

WestPlan acted in 2003 to expand the Urban Area Boundary, which now includes all of the 2000 Adjusted Census Boundary. 23 U.S.C. 101--Section 101(A) of Title 23 of the U.S. Code of Federal Regulations defines the Urban Area as an urban place of 5,000 or more population including the Urbanized Area as defined by the Bureau of Census. The Code includes a provision that allows the states, in cooperation with local officials, to adjust and develop an Urban Area boundary that encircles the Urbanized Areas in a region. An Urbanized Area comprises one or more central places/cities, plus the adjacent densely-settled surrounding territories (urban fringe), that together have a minimum of 50,000 persons. The urban fringe consists of a contiguous territory having a population of at least 1,000 persons per square mile. That boundary is established every ten years as a result of the decennial census. Urban Area Boundaries determine where transportation and mass transit funding may be spent. STP Rural funds can only be spent outside of the Urban Area; STP Urban funds are usually spent inside the Urban Area, but may also be spent in the rural area.

The following map depicts the WestPlan boundaries as described above.



## ***CHAPTER 2: FINANCIAL ANALYSIS***

### **Introduction**

The Transportation Improvement Program (TIP) is the list of road and transit projects that communities and agencies plan to implement over a four-year period. That list is required to be fiscally constrained; that is, the cost of projects programmed in the TIP cannot exceed the amount of funding—reasonably expected to be available during that time. The financial plan is the section of the TIP that documents the method used to calculate funds reasonably expected to be available and compares this amount to proposed projects to demonstrate that the TIP is fiscally constrained. The financial plan also identifies the costs of operating and maintaining the transportation system in the WestPlan MPO area.

### **Sources of Transportation Funding**

The basic sources of transportation funding are motor fuel taxes and vehicle registration fees. Both the federal government and the State of Michigan tax motor fuel; the federal government at \$0.184 per gallon on gasoline and \$0.244 per gallon on diesel and Michigan at \$0.19 per gallon on gasoline and \$0.15 per gallon on diesel. Michigan also charges sales tax on motor fuel, but this funding is not applied to transportation. The motor fuel taxes are excise taxes, which mean they are a fixed amount per gallon. The amount collected per gallon does not increase when the price of gasoline or diesel fuel increases. Over time, inflation erodes the purchasing power of the motor fuel tax.

The State of Michigan also collects annual vehicle registration fees when motorists purchase license plates or tabs. This is a very important source of transportation funding for the state. Currently, roughly half of the transportation funding collected by the state is in the form of vehicle registration fees.

### **Cooperative Revenue Estimation Process**

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

The revenue forecasting process is a cooperative effort. The Michigan Transportation Planning Association (MTPA), a voluntary association of public organizations and agencies responsible for the administration of transportation planning activities throughout the state, formed the Financial Working Group (FWG) to develop a statewide standard forecasting process. FWG is comprised of members from the Federal Highway Administration (FHWA), the Michigan Department of Transportation (MDOT), transit agencies, and metropolitan planning organizations, including WestPlan. It represents a cross-section of the public agencies responsible for transportation planning in our state. The revenue assumptions in this financial plan are based on the factors formulated by the FWG and approved by the MTPA. They are used for all TIP financial plans in the state.

## **Part I: Highway Funding Forecast - Federal**

### **Sources of Federal Highway Funds**

Federal transportation funding comes from motor fuel taxes (mostly gasoline and diesel). Receipts from these taxes are deposited in the Highway Trust Fund (HTF). Funding is then apportioned to the states. Apportionment is the distribution of funds through formulas in law. The current law governing these apportionments is *Moving Ahead for Progress in the 21st Century (MAP-21)*. Under this law, Michigan receives approximately \$1 billion in federal transportation funding annually. This funding is apportioned through a number of programs designed to accomplish different objectives, such as road repair, bridge repair, safety, and congestion mitigation. A brief description of the major funding sources follows.

*National Highway Performance Program (NHPP)*: This funding is used to support condition and performance on the National Highway System (NHS) and to construct new facilities on the NHS. The National Highway System is the network of the nation's most important highways, including the Interstate and US highway systems. In Michigan, most roads on the National Highway System are state trunk lines (i.e., "I-," "US-," and "M-" roads). However, MAP-21 expanded the NHS to include all principal arterials (the most important roads after freeways), whether state or locally owned. These funds are currently not available to WestPlan local agencies, only MDOIT within the WestPlan MPO area.

*Surface Transportation Program (STP)*: Funds for the construction, reconstruction, rehabilitation, resurfacing, restoration, preservation, or operational improvements to federal-aid highways and replacement, preservation, and other improvements to bridges on public roads. Michigan's STP apportionment from the federal government is evenly split, half to areas of the state based on population and half that can be used in any area of the state. In FY 2014, Michigan's STP apportionment is estimated to be \$269.8 million. The WestPlan MPO Area will receive approximately \$2,100,915 which will be used by cities and county road commission. STP can also be flexed (transferred) to transit projects. The STUL dollar amounts shown are the exact dollar amounts allocated and if there should be cost overruns, it is up to the local agency to cover the additional expense.

*Highway Safety Improvement Program (HSIP)*: Funds to correct or improve a hazardous road location or feature or address other highway safety problems. Projects can include intersection improvements, shoulder widening, rumble strips, improving safety for pedestrians, bicyclists, or disabled persons, highway signs and markings, guardrails, and other activities. The State of Michigan retains all Safety funding and uses a portion on the state trunk line system, distributing the remainder to local agencies through a competitive process. Michigan's statewide FY 2014 estimated Safety apportionment is \$64.5 million. Local agencies in the WestPlan MPO during the first three years of the 2011-14 TIP received over \$70,000 in HSIP funding. However, Safety funding has been substantially increased nationwide under MAP-21, so the region may receive Safety funding in excess of the estimate.

*Congestion Mitigation and Air Quality Improvement (CMAQ)*: Intended to reduce emissions from transportation-related sources. MAP-21 has placed an emphasis on diesel retrofits, but funds can also be used for traffic signal retiming, actuations, and interconnects; installing dedicated turn lanes; roundabouts; travel demand management such a ride share and vanpools; transit; and nonmotorized projects that divert non-recreational travel from single-occupant vehicles. Michigan's apportionment of CMAQ funding for FY 2014 is estimated to be \$71.5 million. The

WestPlan MPO's share of this funding is estimated to be approximately \$1,500,000, which is split 50/50 between the local road agencies and MDOT.

*Transportation Alternatives (TA) Program:* Funds can be used for a number of activities to improve the transportation system environment, including (but not limited to) nonmotorized projects, preservation of historic transportation facilities, outdoor advertising control, vegetation management in rights-of-way, and the planning and construction of projects that improve the ability of students to walk or bike to school. The statewide apportionment for Transportation Alternatives is estimated to be \$26.4 million in FY 2014. The funding will then be split, 50 percent being retained by the state and 50 percent to various areas of the state by population, much like the STP distribution. Agencies from the WestPlan MPO area are eligible to apply for the approximately \$11 million in statewide TA funds available to any area. In the FY 2011-14 TIP, WestPlan area local agencies received approximately \$2,200,000 in TA type funding. As this is a grant program, it is uncertain the funding amounts that the WestPlan MPO area will receive over the life the TIP.

**Base and Assumptions Used in Forecast Calculations of Federal Highway Funds**

Each year, the targets (amount WestPlan is expected to receive) are calculated for each of these programs, based on federal apportionment documentation and state law. Targets can vary from year to year due to factors including how much funding was actually received by the Highway Trust Fund, the authorization (the annual transportation funding spending ceiling), and the appropriation (how much money is actually approved to be spent). Targets for fiscal year 2013, as provided by MDOT, are used as the baseline for the forecast. The Financial Work Group of the MTPA developed a two percent per year federal revenue growth rate for the FY 2014 through FY 2017 TIP period. If targets for each of fiscal years 2014-2017 are known (such as CMAQ), those amounts were used without adjustment. While this is less than the five percent growth rate over the past 20 years, the decrease in motor fuel consumption (due to less driving and higher-MPG vehicles) and the economic downturn and restructuring experienced by the nation in general and Michigan in particular made assumptions based on long-term historical trends unusable. Table 1 contains the federal transportation revenue projections for the 2014-2017 TIP.

**Table 1. Federal Highway Transportation Revenue Projections for the 2014-2017 TIP (Millions of Dollars)**

<b>FY</b>	<b>STPU</b>	<b>STPR</b>	<b>NHPP</b>	<b>CMAQ</b>	<b>Bridge</b>	<b>HSIP</b>	<b>TAP</b>	<b>TOTAL</b>
<b>2014</b>	\$2.1	\$0	\$0	\$1.5	\$0	\$0	\$0	<b>\$3.6</b>
<b>2015</b>	\$2.22	\$0	\$0	\$1.5	\$0	\$0	\$0	<b>\$3.72</b>
<b>2016</b>	\$2.26	\$0	\$0	\$1.5	\$0	\$0	\$0	<b>\$3.76</b>
<b>2017</b>	\$2.31	\$0	\$0	\$1.5	\$0	\$0	\$0	<b>\$3.81</b>
<b>TOTAL:</b>	<b>\$8.89</b>	<b>\$0</b>	<b>\$0</b>	<b>\$6</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$14.89</b>

## **Part II: Highway Funding Forecast – State Funding**

### **Sources of State Highway Funds**

There are two main sources of state highway funding, the state motor fuel tax and vehicle registration fees. The motor fuel tax, currently set at 19 cents per gallon on gasoline and 15 cents per gallon on diesel, raised approximately \$937.5 million in fiscal year 2011, according to the Michigan Department of Transportation, Annual Report, Michigan Transportation Fund, Fiscal Year Ending September 30, 2011 (MDOT Report 139), Schedule A. Like the federal motor fuel tax, this is also an excise tax that does not increase as the price of fuel increases, so over time, inflation erodes the purchasing power of these funds. Approximately \$855.9 million in additional revenue is raised through vehicle registration fees when motorists purchase their license plates or tabs each year. The state sales tax on motor fuel, which taxes both the fuel itself and the federal tax, is not deposited in the Michigan Transportation Fund. Altogether, approximately \$1.9 billion was raised through motor fuel taxes, vehicle registrations, heavy truck fees, interest income, and miscellaneous revenue in FY 2011.

The state law governing the collection and distribution of state highway revenue is Public Act 51 of 1951, commonly known as “Act 51.” All revenue from these sources is deposited into the Michigan Transportation Fund (MTF). Act 51 contains a number of complex formulas for the distribution of the funding, but essentially, once funding for certain grants and administrative costs are removed, 10 percent of the remainder is deposited in the Comprehensive Transportation Fund (CTF) for transit. The remaining funds are then split between the State Trunkline Fund, administered by MDOT, county road commissions, and municipalities in a proportion of 39.1 percent, 39.1 percent, and 21.8 percent, respectively as noted the Act 51 of 1951, Section 10(l) (j).

MTF funds are critical to the operation of the road system in Michigan. Since federal funds cannot be used to operate or maintain the road system (items such as snow removal, mowing grass in the right-of-way, paying the electric bill for streetlights and traffic signals, etc.), MTF funds are local communities’ and road commissions’ main source for funding these items. Most federal transportation funding must be matched with 20 percent non-federal revenue. In Michigan, most matching funds come from the MTF. Finally, federal funding cannot be used on local public roads, such as subdivision streets. Here again, MTF is the main source of revenue for maintenance and repair of these roads.

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

### **Base and Assumptions Used in Forecast Calculations of State Highway Funds**

The base for the financial forecast of state funding is the FY 2011 distribution of MTF funding as found in MDOT Report 139. This report details distribution of funding to each eligible Act 51 agency in the state. Adding all of the distributions to cities (9), villages (4), and county road commissions (2) in the WestPlan MPO area provides an overall distribution total for the region. That amount was \$18.5 million in FY 2011.

The Financial Work predicted an increase of 0.4 percent in state revenues for fiscal years 2014 through 2017. Table 2 shows the amount of MTF funding cities, villages, and road commissions in the WestPlan MPO Area are projected to receive during the four-year TIP period, based on the agreed-upon rates of increase.

Table 2. Projected MTF Distribution to Act-51 Agencies for Highway Use, FY 2014 through FY 2017 (Millions of Dollars)

2014	2015	2016	2017	Total
\$20.9	\$21.7	\$22.6	\$23.5	\$88.7

State funding is projected to grow much more slowly than federal funding during the four-year TIP period. This will have two effects on the region’s highway funding: First, available funding for operations and maintenance of the highway system will most likely not keep pace with the rate of inflation, leaving less money for a growing list of maintenance work. Secondly, the federal highway funding will grow at a greater rate than non-federal money to match it. For those federal transportation sources requiring match, this means that some funding will go unused, despite the demand.

### **Part III: Highway Funding Forecast - Hybrid State/Federal Funding**

#### **Sources of Hybrid State/Federal Funding**

Michigan has a number of programs that use both state funding and federal funding. These programs are collectively known as the Transportation Economic Development Fund (TEDF). The TEDF is split into a several categories, depending on what that particular category is designed to accomplish. These are:

- TEDF Category A: Highway projects to benefit targeted industries;
- TEDF Category C: Congestion mitigation in designated urban counties;
- TEDF Category D: All-season road network in rural counties;
- TEDF Category E: Forest roads; and
- TEDF Category F: Roads in cities that are located in rural counties.

TEDF Category B no longer exists. Categories A and F are awarded on a competitive basis, and Category E are not awarded in the WestPlan MPO Area. Therefore, this discussion will be limited to Category C and Category D.

Both programs are blends of state and federal funding. Act 51 specifies that \$36.8 million of each year’s receipts be directed to the Transportation Economic Development Fund. The federal portion of TEDF was formerly derived from the Equity Bonus program, but this was discontinued under MAP-21. The State of Michigan has instead funded the TEDF Category C and D programs with additional Surface Transportation Program funding.

#### **Base and Assumptions Used in Forecast Calculations of Hybrid State/Federal Highway Funds**

The base year used to calculate the TEDF Category C and TEDF Category D is FY 2013. The federal amounts are increased by the agreed-upon MTPA/Financial Workgroup factors. However, the state portion is a fixed amount set in Act 51. The forecast assumes no change in Act 51 during the four-year TIP period, so the state portion is not increased. Table 3 provides a summary of expected TEDF funding over the 2014-2017 TIP period.

Table 3. Projected Transportation Economic Development Fund (Categories C and D), FY 2014 through FY 2017

<b>FY</b>	<b>Federal Portion</b>	<b>State Portion</b>	<b>Total</b>
<b>2014</b>	\$737,475	\$340,985	<b>\$1,078,460</b>
<b>2015</b>	\$752,224	\$340,985	<b>\$1,093,209</b>
<b>2016</b>	\$767,269	\$340,985	<b>\$1,108,254</b>
<b>2017</b>	\$782,614	\$340,985	<b>\$1,123,599</b>
<b>Total</b>	<b>\$3,039,582</b>	<b>\$1,363,940</b>	<b>\$4,403,522</b>

#### **Part IV: Highway Funding Forecast - Local Funding**

##### **Sources of Local Highway Funding**

Local highway funding can come from a variety of sources, including transportation millages, general fund revenues, and special assessment districts. Locally-funded transportation projects that are not of regional significance are not required to be included in the TIP. This makes it difficult to determine how much local funding is being spent for roads in the WestPlan MPO Area. Additionally, special assessment districts and millages generally have finite lives, so an accurate figure for local transportation funding would require knowledge of what millages and special assessment districts were in force in each year of the TIP period. Locally raised revenue dedicated toward local roads was approximately \$675,626 from various townships for the countywide local road system for FY2012.

##### **Base and Assumptions Used in Forecast Calculations of Local Highway Funds**

The base year for the calculation of local funds is 2012, the most current available. These funds were grown at the same rate as the State funds of 0.4 percent annually to determine the estimate of local revenue over the life to the 2014-2017 TIP. A total of \$3.1 million in local funding is expected to be available over the four-year TIP period for Federal Aid Eligible Roads.

#### **Part V: Discussion of Innovative Financing Strategies—Highway**

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

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

*State Infrastructure Bank (SIB):* Under the SIB program, states can place a portion of their federal highway funding into a revolving loan fund for transportation improvements such as highway, transit, rail, and intermodal projects. Loans are available at 3 percent interest and a 25- year loan period to public entities such as political subdivisions, regional planning commissions, state agencies, transit agencies, railroads, and economic development corporations. Private and

nonprofit corporations developing publicly owned facilities may also apply. In Michigan, the maximum per-project loan amount is \$2 million. The Michigan SIB had a balance of approximately \$12 million in FY 2011.

*Transportation Infrastructure Finance and Innovation Act (TIFIA):* This nationwide program, significantly expanded under MAP-21, provides lines of credit and loan guarantees to state or local governments for development, construction, reconstruction, property acquisition, and carrying costs during construction. TIFIA enables states and local governments to use the borrowing power and creditworthiness of the United States to fund finance projects at far more favorable terms than they would otherwise be able to do on their own. Repayment of TIFIA funding to the federal government can be delayed for up to five years after project completion with a repayment period of up to 35 years. Interest rates are also low. The amount authorized for the TIFIA program in FY 2014 nationwide is \$1.0 billion.

*Bonding:* Bonding is borrowing, where the borrower agrees to repay lenders the principal and interest. Interest may be fixed over the term of the bond or variable. The amount of interest a borrower will have to pay depends in large part upon its perceived credit risk; the greater the perceived chance of default, the higher the interest rate. In order to bond, a borrower must pledge a reliable revenue stream for repayment. For example, this can be the toll receipts from a new transportation project. In the case of general obligation bonds, future tax receipts are pledged.

States are allowed to borrow against their federal transportation funds, within certain limitations. While bonding provides money up front for important transportation projects, it also means diminished resources in future years, as funding is diverted from projects to paying the bonds' principal and interest. Michigan transportation law requires money for the payment of bond and other debts to be taken off the top before the distribution of funds for other purposes. Therefore, the advantages of completing a project more quickly need to be carefully weighed with the disadvantages of reduced resources in future years.

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

*Public-Private Partnerships (P3):* Funding available through traditional sources, such as motor fuel taxes, are not keeping pace with the growth in transportation system needs. Governments are increasingly turning to public-private partnerships (P3) to fund large transportation infrastructure projects. An example of a public-private partnership is Design/Build/Finance/Operate (DBFO). In this arrangement, the government keeps ownership of the transportation asset, but hires one or more private companies to design the facility, secure funding, construct the facility and operate it, usually for a set period of time. The private-sector firm is repaid most commonly through toll revenue generated by the new facility. Sometimes, as in the case of the Chicago Skyway and the Indiana Toll Road, governments grant exclusive concessions to private firms to operate and maintain already-existing facilities in exchange for an up-front payment from the firm to the government. The firm then operates, maintains, and collects tolls on the facility during the period of the concession, betting that it will collect more money in tolls than it paid

out in operations costs, maintenance costs, and the initial payment to the government.

## **Part VI: Highway Operations and Maintenance**

Construction, reconstruction, repair, and rehabilitation of roads and bridges are only part of the total cost of the highway system. It must also be operated and maintained. Operations and maintenance is defined as those items necessary to keep the highway infrastructure functional for vehicle travel, other than the construction, reconstruction, repair, and rehabilitation of the infrastructure. Operations and maintenance includes items such as snow and ice removal, pothole patching, rubbish removal, maintaining the right-of way, maintaining traffic signs and signals, clearing highway storm drains, paying the electrical bills for street lights and traffic signals, and other similar activities, and the personnel and direct administrative costs necessary to implement these projects. These activities are as vital to the smooth functioning of the highway system as good pavement.

Federal transportation funds cannot be used for operations and maintenance of the highway system. Since the TIP only includes federally-funded transportation projects (and non-federally-funded projects of regional significance), it does not include any operations and maintenance projects. While in aggregate, operations and maintenance activities are regionally significant, the individual projects do not rise to that level. However, federal regulations require an estimate of the amount of funding that will be spent operating and maintaining the federal-aid eligible highway system over the FY 2014 through FY 2017 TIP period. This section of the Financial Plan provides an estimate for the WestPlan MPO Area and details the method used to estimate these costs.

According to Michigan's FY 2011-2014 State Transportation Improvement Program, approximately \$599.3 million will be available statewide for operations and maintenance costs in FY 2014 for the state trunk line highway system (roads with "I-," "US-," and "M-" designations. It is expected that, assuming a roughly equal per-lane-mile operations and maintenance cost, MDOT should spend approximately \$32 million within the WestPlan MPO area on these activities in FY 2014. Since MDOT's operations and maintenance funding comes from state motor fuel taxes (the Michigan Transportation Fund), the agreed-upon rate of increase for state funds (0.4 percent annually) was applied to derive the operations and maintenance costs for FYs 2015, 2016, and 2017.

Local communities' and agencies' costs to operate and maintain their portions of the federal-aid highway system were estimated by the combination of MTF funding estimates plus to local revenue estimates for Major Street minus the required match for any federal funding transportation projects. The assumption in this case is that local communities and agencies are spending every available operations and maintenance dollar, so funds expended equal funds available. Much of local agencies' operations and maintenance funding comes from the Michigan Transportation Fund, so the agreed-upon rate of increase for state funds (0.4 percent annually) was applied to derive the operations and maintenance costs for FYs 2014 through 2017. This 0.4 percent annual increase was also applied to the locally raised revenue. MDOT and local operations and maintenance funding available was then brought together for a regional total. This is summarized in Table 4.

Table 4. Projected Available Highway Operations and Maintenance (O&M) Funding, Federal-Aid Eligible Roads, FY 2014 through FY 2017 (Millions of Dollars).

<b>FY</b>	<b>Total</b>
<b>2014</b>	<b>\$32.5</b>
<b>2015</b>	<b>\$33.79</b>
<b>2016</b>	<b>\$35.14</b>
<b>2017</b>	<b>\$36.54</b>
<b>Total</b>	<b>\$137.97</b>

## **Part VII: Highway Commitments and Projected Available Revenue**

The TIP must be fiscally constrained; that is, the cost of projects programmed in the TIP cannot exceed revenues —reasonably expected to be available during the four-year TIP period. Funding for core programs such as NHPP, STP, HSIP, and CMAQ are expected to be available to the region based on historical trends of funding from earlier, similar programs in past federal surface transportation laws. Likewise, state funding from the Michigan Transportation Fund (MTF) and the hybrid state/federal programs, Transportation Economic Development Fund Categories C and D, are also expected to be available during the FY 2014 through FY 2017 TIP period. Funds from other programs are generally awarded on a competitive basis and are therefore impossible to predict. In these cases, projects are not amended into the TIP until proof of funding availability (such as an award letter) is provided. Funds from federal competitive programs are not included in the revenue forecast.

All federally-funded projects must be in the TIP. Additionally, any non-federally-funded but regionally significant project must also be included. In these cases, project submitters demonstrate that funding is available and what sources of non-federal funding are to be utilized.

Projects programmed in the TIP are known as *commitments*. As mentioned previously, commitments cannot exceed funds reasonably expected to be available. Projects must also be programmed in year of expenditure dollars, meaning that they must be adjusted for inflation to reflect the estimated purchasing power of a dollar in the year the project is expected to be built. The MTPA/Financial Work Group has decided on an annual inflation rate of 3.3 percent for projects over the TIP period. This means that a project costing \$100,000 in FY 2014 is expected to cost \$103,300 in FY 2015, \$106,709 in FY 2016, and \$110,230 in FY 2017. Since the amount of federal funds available is only expected to increase by 0.86 percent in 2014 and then 2 percent per year thereafter, and state funds by only 0.4 percent per year over the four-year TIP period, this means that less work can be done each year with available funding.

Table 5 is known as a fiscal constraint demonstration. The demonstration is provided to the Michigan Department of Transportation, Federal Highway Administration, and Federal Transit Administration in order to show that the cost of planned projects does not exceed the amount of funding reasonably expected to be available over the FY 2014 through FY 2017 TIP period. This is a summary. To see the detailed table, refer to Appendix B.

Table 5. Summary Fiscal Constraint Demonstration (Highway) for the FY 2014 through FY 2017 TIP (Millions of Dollars)

Funding	2014		2015		2016		2017	
	Avail.	Prog.	Avail.	Prog.	Avail.	Prog.	Avail.	Prog.
STPU	\$2.1	\$2.1	\$2.22	\$2.22	\$2.26	\$2.26	\$2.31	\$2.31
STPR	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
NHPP	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
TEDF	\$.74	\$.74	\$.75	\$.75	\$.76	\$.76	\$.78	\$.78
CMAQ	\$1.5	\$1.5	\$1.5	\$1.5	\$1.5	\$1.5	\$1.5	\$1.5
Bridge	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
HSIP	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
TAP	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
TOTAL	\$4.34	\$4.34	\$4.47	\$4.47	\$4.52	\$4.52	\$4.59	\$4.59
<b>Net Balance*</b>	<b>\$0</b>							

*\*Net Balance = Available funding less cost of programmed projects. A positive net balance means that available funding exceeds programmed project cost; a negative balance means that programmed project costs exceed available funding; and a zero net balance indicates that programmed project costs equal available funding.*

## **Part VIII: Transit Financial Forecast – Federal Funding**

### **Sources of Federal Funding**

Federal Revenue for transit comes from federal motor fuel taxes, just as it does for highway projects. Some of the motor fuel tax collected from around the country is deposited in the Mass Transit Account of the Highway Trust Fund (HTF). As of the start of fiscal year 2012 (October 1, 2011), the balance of the federal Mass Transit Account was \$7.32 billion. Federal transit funding is similar to federal highway funding in that there are several core programs where money is distributed on a formula basis and other programs that are competitive in nature. Here are brief descriptions of some of the most common federal transit programs.

*Section 5307:* This is the largest single source of transit funding that is apportioned to Michigan. Section 5307 funds can be used for capital projects, transit planning, and projects eligible under the former Job Access Reverse Commute (JARC) program (intended to link people without transportation to available jobs). Some of the funds can also be used for operating expenses, depending on the size of the transit agency. One percent of funds received are to be used by the agency to improve security at agency facilities. Distribution is based on formulas including population, population density, and operating characteristics related to transit service. Urbanized areas of 200,000 population or larger receive their own apportionment. Areas between 50,000 and 199,999 population are awarded funds by the governor from the governor’s apportionment. In the WestPlan MPO Area, the Muskegon Area Transit System (MATIS) and the Harbor Transit Multi-modal Transportation System (HTMTS) receive Section 5307 funding from the state.

*Section 5310, Elderly and Persons with Disabilities:* Funding for projects to benefit seniors and disabled persons when service is unavailable or insufficient and transit access projects for disabled persons exceeding Americans with Disabilities Act (ADA) requirements. Section 5310 incorporates the former New Freedom program. The State of Michigan allocates its funding on a per-project basis.

*Section 5311, Non-Urbanized Area Formula Grant:* Funds for capital, operating, and rural transit planning activities in areas under 50,000 population. Activities under the former JARC program (see Section 5307 above) in rural areas are also eligible. The state must use 15 percent of its

Section 5311 funding on intercity bus transportation. The State of Michigan operates this program on a competitive basis.

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

*Section 5339*, Bus and Bus Facilities: Funds will be made available under this program to replace, rehabilitate, and purchase buses and related equipment, as well as construct bus-related facilities. Each state will receive \$1.25 million, with the remaining funding apportioned to transit agencies based on various population and service factors.

In addition to these funding sources, transit agencies can also apply for Surface Transportation Program and Congestion Mitigation and Air Quality Improvement (CMAQ) program funds.

**Base and Assumptions Used in Forecast Calculations of Federal Transit Funds**

The base for the federal portion of the transit financial forecast is the amount of federal funding each transit agency received in the region in FY 2013, the first year of MAP-21. Given the extra obligation authority available at the state level, the MTPA rates of increase were used for FY 2014, rather than the lower MAP-21 factor (1.38 percent). Table 6 shows the federal transit forecast for the FY 2014-17 TIP period.

Table 6. Federal Transit Revenue Projections for the 2014-2017 TIP (Millions of Dollars).

FY	Sec. 5307	Sec 5310 (Sen/Dsb Id)	Sec. 5316 JARC	Sec. 5317 NFI	Sec. 5337 Stat of Good Repair	Sec. 5339 Bus & Bus Facilities	CMAQ (Local Transit)	Total
2014	\$2.09	\$2.45	\$0.93	\$0.60	\$0	\$0	\$0	\$6.07
2015	\$2.12	\$2.58	\$0.94	\$0.61	\$0	\$0	\$0	\$6.25
2016	\$2.15	\$2.62	\$0.95	\$0.62	\$0	\$0	\$0	\$6.34
2017	\$2.18	\$2.66	\$0.96	\$0.63	\$0	\$0	\$0	\$6.43
TOTAL	\$8.54	\$10.31	\$3.78	\$2.46	\$0	\$0	\$0	\$25.09

**Part IX: Transit Financial Forecast – State Funding**

**Sources of State Funding**

The majority of state-level transit funding is derived from the same source as state highway funding, the state tax on motor fuels. Act 51 stipulates that 10 percent of receipts into the MTF, after certain deductions, is to be deposited in a subaccount of the MTF called the Comprehensive Transportation Fund (CTF). This is analogous to the Mass Transit Account of the Highway Trust Fund at the federal level. Additionally, a portion of the state-level auto-related sales tax is deposited in the CTF.<sup>9</sup> Distributions from the CTF are used by public transit agencies for matching federal grants and also for operating expenses. Approximately \$157 million was distributed to the CTF in FY 2011.

**Base and Assumptions Used in Forecast Calculations of State Transit Funds**

The base for calculations of state transit funds is the amount MATS & HTMTS received in FY 2011. The amount stayed constant in FYs 2012 and 2013. However, funding is adjusted upward by 3.75 percent for state match and 0.37% for state operating in FY 2014, the first year of the TIP, and then by the same percentage in FYs 2015 through 2017, in accordance with factors determined by the Financial Workgroup and approved by the Michigan Transportation Planning Association. The state-level CTF distributions to MATS & HTMTS transit agencies are shown in Table 7, broken down by state match and state operating.

Table 7. State Transit (CTF) Revenue Projections for the 2014-2017 TIP (Millions of Dollars).

<b>FY</b>	<b>Sec. 5307 State</b>	<b>CTF</b>	<b>Sec. 5310 (Sen/Dsbl'd) Cap State</b>	<b>Sec. 5339 Bus &amp; Bus Facilities (State)</b>	<b>Total</b>
2014	\$1.41	\$.065	\$.66	\$0	\$2.135
2015	\$1.43	\$.066	\$.67	\$0	\$2.166
2016	\$1.45	\$.067	\$.68	\$0	\$2.197
2017	\$1.47	\$.068	\$.69	\$0	\$2.228
<b>TOTAL</b>	<b>\$5.76</b>	<b>\$.266</b>	<b>\$2.7</b>	<b>\$0</b>	<b>\$8.726</b>

**Part X: Transit Financial Forecast – Local Funding**

**Sources of Local Funding**

Major sources of local funding for transit agencies include farebox revenues, general fund transfers from city governments, and transportation millages.

Operating and Maintenance funds for MATS and HTMTS are approximately \$TBD million annually. Fares cover TBD% of operating expenses. Other sources of revenue include the local property tax levy (26%), State of Michigan assistance (38%), and federal assistance (25%). The role of the Federal Transit Administration has been mostly in the area of capital acquisitions, providing 80 percent of the funds for most major items (buses, building improvements, and maintenance equipment).

**Base and Assumptions Used in Forecast Calculations of Local Transit Funds**

The base amounts for farebox, general fund transfers, and millages are derived from MATS and HTMTS’s 2014 budget. Presuming that transit agencies spend all money that they receive each year, these data can be used for revenue projections as well. In addition, the agencies provide data on other miscellaneous funding, such as advertising and contracts.

BMTA used the same projected funding increase of 0.4 percent as the State funding increase. Table 8 includes the local revenue amounts include farebox receipts, general fund transfers, millages, and miscellaneous income.

Table 8. Local Transit Revenue Projections for the 2014-2017 TIP (Millions of Dollars).

<b>FY</b>	<b>Amount</b>
2014	\$1.0
2015	\$1.04
2016	\$1.08
2017	\$1.12
<b>Total</b>	<b>\$4.24</b>

## **Part XI: Discussion of Innovative Financing Strategies—Transit**

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

## **Part XII: Transit Capital and Operations**

Transit expenditures are divided into two basic categories, capital and operations. *Capital* refers to the physical assets of the agency, such as buses and other vehicles, stations and shelters at bus stops, office equipment and furnishings, and certain spare parts for vehicles. *Operations* refer to the activities necessary to keep the system operating, such as driver wages and maintenance costs. Most expenses of transit agencies are operations expenses.

Data on operating costs were derived from MATS and HTMTS 2014 budget which is based revenue trends from the previous three years, while data for Capital projects is basis on the projects submitted by MATS and HTMTS. It assumes that the MATS and HTMTS are spending all available capital and operations funding, so that the amount expended on these items is roughly equal to the amount available. Table 9 shows the amounts estimated to be available for transit capital and operations during the FY 2014-FY 2017 TIP period.

Table 9. Anticipated Amounts to be Expended on Transit Capital and Transit Operations for the 2014-2017 TIP (Millions of Dollars).

FY	Capital	Operations	Total
2014	\$2.53	\$3.46	\$5.99
2015	\$2.56	\$3.49	\$6.05
2016	\$2.59	\$3.52	\$6.11
2017	\$2.62	\$3.56	\$6.18
Total:	\$10.3	\$14.03	\$24.33

## **Part XIII: Transit Commitments and Projected Available Revenue**

The TIP must be fiscally constrained; that is, the cost of projects programmed in the TIP cannot exceed revenues —reasonably expected to be availablell during the four-year TIP period. Funding for core programs such as Section 5307, Section 5339, Section 5310, and Section 5311 are expected to be available to the region based on historical trends of funding from earlier, similar programs in past federal surface transportation laws. Likewise, state funding from the state’s Comprehensive Transportation Fund (CTF), and local sources of revenue such as farebox, general fund transfers, and millages, are also expected to be available during the FY 2014 through FY 2017 TIP period. Funds from other programs are generally awarded on a competitive basis and are therefore impossible to predict. In these cases, projects are not

amended into the TIP until proof of funding availability (such as an award letter) is provided. Funds from federal competitive programs are not included in the revenue forecast.

All federally-funded projects must be in the TIP. Additionally, any non-federally-funded but regionally significant project must also be included. In these cases, project submitters demonstrate that funding is available and what sources of non-federal funding are to be utilized.

Projects programmed in the TIP are known as *commitments*. As discussed previously, commitments cannot exceed funds reasonably expected to be available. Projects must also be programmed in year of expenditure dollars, meaning that they must be adjusted for inflation to reflect the expected purchasing power of a dollar in the year the project is expected to be built. The MTPA/Financial Work Group has decided on an annual inflation rate of 3.3 percent for projects over the TIP period. This means that a project costing \$100,000 in FY 2014 is expected to cost \$103,300 in FY 2015, \$106,709 in FY 2016, and \$110,230 in FY 2017. Since the amount of federal funds available is only expected to increase by 3.75 percent per year, state match funds by only 3.75 percent per year, and state operating funds by 0.37 percent per year over the four-year TIP period, this means that funding will barely keep pace with inflation.

Table 10 shows the summary financial constraint demonstration for transit. The demonstration is provided to the Michigan Department of Transportation, Federal Highway Administration, and Federal Transit Administration in order to show that the cost of planned projects does not exceed the amount of funding reasonably expected to be available over the FY 2014 through FY 2017 TIP period. To see the detailed fiscal constraint demonstration, refer to Appendix B.

Table 10. Summary Fiscal Constraint Demonstration (Transit) for the FY 2014 through FY 2017 TIP (Millions of Dollars). TBD

<b>FY</b>	<b>Available Federal</b>	<b>Programmed Federal</b>	<b>Available State</b>	<b>Programmed State</b>	<b>Available Local</b>	<b>Programmed Local</b>
<b>2014</b>	\$6.07	\$6.07	\$2.135	\$2.135	\$1.0	\$1.0
<b>2015</b>	\$6.25	\$6.25	\$2.166	\$2.166	\$1.04	\$1.04
<b>2016</b>	\$6.34	\$6.34	\$2.197	\$2.197	\$1.08	\$1.08
<b>2017</b>	\$6.43	\$6.43	\$2.228	\$2.228	\$1.12	\$1.12
<b>Total:</b>	\$25.09	\$25.09	\$8.726	\$8.726	\$4.24	\$4.24

#### **Part XIV: Analysis of Funding and Needs**

While the previous tables have shown fiscal constraint; i.e., that programmed funds do not exceed available revenues, the fact remains that the needs of the transportation system substantially outweigh the funding available to address them. A brief discussion of highway funding illustrates the problem.

On a statewide basis, a study headed by Michigan Rep. Rick Olson found that approximately \$1.4 billion was needed annually through 2015 just to maintain the existing highway system. This could be expected to increase in future years to approximately \$2.6 billion annually by 2023. Michigan currently receives about \$1 billion from the federal government for transportation and raises an additional \$2 billion through the MTF. After MTF deductions for administrative services and the Comprehensive Transportation Fund (transit), the state is left with approximately \$1.8 billion in state funds, so there is a total of \$2.8 billion for highways and bridges. If an additional \$1.4 billion is required to keep the system at a minimally acceptable level

of service, this indicates that the state only has about two-thirds of the funding necessary just to maintain the existing infrastructure. Any new facilities would, of course, increase the costs of the system to higher levels.

Analysis of the funding and needs specific to the WestPlan MPO area indicates that local implementing agencies, with tighter and tighter budgets, are finding it difficult to match existing federal and state road construction funding. Without additional funding sources or increases to the existing funding sources, improvements to the WestPlan MPO area transportation network sufficient to maintain the system at its existing maintenance level will become impossible to achieve.

### ***Demonstration of Financial Constraint***

As demonstrated in the preceding analysis and the following table, this FY 2014 - 2017 Transportation Improvement Program for the Muskegon/Ottawa County area is financially constrained, as required by federal legislation. The calculation of revenues expected is based on a conservative estimate of funding sources to meet a wide array of demands in the transportation system. These estimates are based on an evolving methodology that aims to provide better accuracy in future forecasts. The corresponding projections of expenditures are based on programmed amounts and estimates of expenditures from other sources. All dollar figures are year of expenditure dollars.

As revisions are made to the programming documents for transportation funds, updates will be made to the financial analysis to ensure financial constraint of the Transportation Improvement Program.

## CHAPTER 3: PUBLIC INVOLVEMENT OPPORTUNITIES

Public involvement for the Fiscal Year 2014 - 2017 TIP is based on the public involvement plan for the West Michigan Metropolitan Planning Program (WestPlan) which is included in Appendix of this document. WestPlan considers public involvement early in the TIP planning process essential in order to fully assess all the social, economic, energy, and environmental impacts of transportation decisions. The goals of the TIP's public involvement strategy are:

- Informed and involved citizens have reasonable access to the TIP decision-making process.
- A TIP planning approach that is proactive and open to participation by all, especially those persons and groups that have been traditionally under served by the transportation system.
- A TIP planning process that not only encourages broad public participation, but also considers and responds to public input.

### Public Involvement Mechanisms

WestPlan committees and the West Michigan Shoreline Regional Development Commission (WMSRDC) communicated the TIP process with interested groups and residents within Muskegon County and northern Ottawa County through a variety of mechanisms.

- **Press Releases:** A press release is written by WMSRDC announcing each meeting of a WestPlan Technical and Policy Committee. Also, an additional press release was written by WMSRDC staff, specifically announcing the public involvement timeframe for the TIP planning process. These press releases are distributed to the Muskegon Chronicle, the Grand Haven Tribune, all other local newspapers, and all local television and radio stations. Follow up phone calls, related articles, and response from reporters indicates that this is an effective method of distributing information to the public.
- **Information Releases:** An information release is written by WMSRDC announcing each meeting of a WestPlan Technical and Policy Committee. Also, an additional information release was written by WMSRDC staff, specifically announcing the public involvement opportunities and timeframe for the TIP planning process. These information releases are distributed to all local governments, local libraries, and other federal, state, and local entities along with a request that the releases be posted at a public place in the receiving location. The extent to which these are posted is monitored through local contacts and onsite visits.
- **WMSRDC Newsletter:** An article explaining the TIP planning process and public involvement opportunities was included in the WMSRDC newsletter. The newsletter has a circulation of nearly five hundred including local government staff, local elected officials, special interest groups, and other organizations. The mailing list remains open and the public participation process continues to solicit additional interested groups and individuals. The newsletter is also available for viewing from the WMSRDC website.
- **Internet Web Page:** An overall summary of transportation plans, including the TIP planning process, and programs is listed on the WMSRDC website at [www.wmsrdc.org](http://www.wmsrdc.org).

Interested parties may also find contact information and directions to the WMSRDC office on the website.

- **WMSRDC Annual Report:** The WMSRDC annual report is a broad spectrum way of informing the general public about MPO activities, including the TIP planning process. The annual report is published at the beginning of each calendar year and is distributed to the same mailing list as the Commission Communications newsletter. As with the newsletter, the mailing list remains open and the public participation process continues to solicit additional interested groups and individuals.
- **Social Media:** WMSRDC maintains a Facebook page that is open to the public and available to be followed by anyone choosing to do so. The WMSRDC Facebook page announces meetings of WestPlan Technical and Policy Committees as well as informs regarding the public comment opportunities in relationship to the development of the TIP and other transportation related documents as well as other programs of WMSRDC.
- **Transportation Forums:** In addition to the technical committee and policy committee meetings, the MPO typically hosts a number of forums annually. In the current fiscal year the MPO (will) host a Complete Streets workshop on May 29 and a public open house regarding the development of the TIP on May 17, 2013. In previous years, the MPO has hosted safety forums and air quality forums.
- **Transportation Technical and Policy Committee Meetings:** All technical committee and policy committee meetings provide an opportunity for the public to comment. All meetings are publicized at least 7 days in advance.

During the FY2014 - 2017 Transportation Improvement Program (TIP) development for the WestPlan, the following public involvement opportunities were incorporated into the process:

### Technical Committee

- **January 3, 2013** – A WestPlan Technical Committee Meeting was held at the WMSRDC offices. Chairperson Bouman opened the meeting with a public involvement opportunity and closed the meeting with a public involvement opportunity. Public in attendance at the meeting were Don Mayle, MDOT, Ray Lenze, MDOT, Laird Schaefer, LeighAnn Mikesell, MDOT, Joshua Grab, MDOT, Corey Davis, Muskegon Area Transit System, Ken Hulka, Muskegon County Road Commission, Mark Evans, American Red Cross and no comments were received. The meeting notice was also sent to all local libraries, all local governments, and all local media sources including, but not limited, to those on the transportation consultation list.
- **March 7, 2013** - WestPlan Technical Committee Meeting was held at the WMSRDC offices. Chairperson Bouman opened the meeting with a public involvement opportunity and closed the meeting with a public involvement opportunity. Public in attendance at the meeting were Don Mayle, MDOT, LeighAnn Mikesell, MDOT, Joshua Grab, MDOT, and Amy Florea, Senior Resources and no comments were received. The Committee approved the

2014-2017 TIP project list. The meeting notice was also sent to all local libraries, all local governments, and all local media sources including, but not limited, to those on the transportation consultation list.

- **May 2, 2013** - WestPlan Technical Committee Meeting was held at the WMSRDC offices. Chairperson Bouman opened the meeting with a public involvement opportunity and closed the meeting with a public involvement opportunity. Public in attendance at the meeting were Don Mayle, MDOT, LeighAnn Mikesell, MDOT, Joshua Grab, MDOT, Matt Block, MDOT, Corey Davis, MATS, Terry Sabo, Muskegon County Commissioner, Valerie Schultz, MDOT, Laird Schaffer, citizen and no comments were received. The Committee approved the 2014-2017 TIP project list. The meeting notice was also sent to all local libraries, all local governments, and all local media sources including, but not limited, to those on the transportation consultation list.

### Policy Committee

- **January 16, 2013** - WestPlan Policy Committee Meeting was held at WMSRDC offices. Chairperson Anderson opened the meeting with a public involvement opportunity, and closed the meeting with a public involvement opportunity. Public in attendance at the meeting was Roger Belknap, Village of Spring Lake, and no comments were received. Policy Committee approved the 2015–2017 CMAQ project lists. The meeting notice was also sent to all local libraries, all local governments, and all local media sources including, but not limited, to those on the transportation consultation list.
- **March 20, 2013** - WestPlan Policy Committee Meeting was held at WMSRDC offices. Chairperson Anderson opened the meeting with a public involvement opportunity, and closed the meeting with a public involvement opportunity. Public in attendance at the meeting were Pete LaMourie, Progressive AE, Steve Redmond, MDOT, and Leigh Ann Mikesell, MDOT and no comments were received. The Committee approved the 2014-2017 TIP project list. The meeting notice was also sent to all local libraries, all local governments, and all local media sources including, but not limited, to those on the transportation consultation list.
- **May 15, 2013** - WestPlan Policy Committee Meeting was held at WMSRDC offices. Chairperson Anderson opened the meeting with a public involvement opportunity, and closed the meeting with a public involvement opportunity. The Committee discussed the 2014-2017 TIP consultation process and public involvement procedures and activities. The meeting notice was also sent to all local libraries, all local governments, and all local media sources including, but not limited, to those on the transportation consultation list.

### PUBLIC COMMENT

The public involvement/comment process for the Fiscal Year 2014-2017 TIP officially began on May 16, 2013 and concluded on June 17, 2013. The MPO solicits participation, through various mechanisms, on a continual basis. The following public comments were received by MPO staff. A open house to view, respond, and ask questions about the TIP, TIP projects, and the TIP process

was held on June 17, 2013 from 1:30-3:30 p.m. at the offices of the West Michigan Shoreline Regional Development Commission.

#### *Responses Received and Treatment of Comments*

“Don’t see Old Grand Haven Road in Muskegon County on the list (out by Nichols paper, etc. Is it already on some list somewhere?” Comment from Jill Montgomery, Muskegon County Environmental Health Department. WMSRDC Response: WMSRDC staff referred commenter to a 2014 City of Norton Shores project for road reconstruction on Grand Haven Road between Pontaluna and Wilson that was included in the FY2014-2017 TIP.

“Good news, we will pass this information along.” Comment from WMKG TV Muskegon’s only broadcast TV station. WMSRDC Response: Thank you, we appreciate your assistance in helping us with our Transportation Improvement Plan development process.

“I would like to add an item to this list of potential projects; construction of non-motorized trail connector from US231 bridge over Grand River to M104. MDOT has included design changes for the river bridge to include a non-motorized path on the west side of the suspended bridge. What we would like is to include the connection of that trail to our anticipated North Bank Trail that will cross 231 at Cleveland St (M104). I would say it is about 2 1/2 miles.” Comment from Leon Stille, Supervisor of Crockery Township. WMSRDC Response: We will add that project in our Long Range Plan as a future concern to be addressed. Thank you for the input.

The West Michigan Trails and Greenways Coalition invited WMSRDC to participate in the annual meeting and trails update celebration on June 20, 2013. WMSRDC plans to have a representative at that event.

#### **Conclusion**

These actions ensure maximum participation in the WestPlan planning process. They also serve to open other facets of the MPO planning activities to all interested parties for review. This increased access for local citizens to transportation planning will help to cement a customer orientation within the planning and program development effort. This will be helpful for the continuous improvement of WestPlan plans and programs to serve the WestPlan MPO. As with most plans and documents, the WestPlan Participation Plan will be updated when deemed necessary by WMSRDC and the WestPlan Policy Committee.

## ***CHAPTER 4: ENVIRONMENTAL JUSTICE***

The roadway and transit projects in this plan must meet the principles of Executive Order 12898 relating to environmental justice (EJ). Specifically, the plan must identify and address disproportionately high and adverse human health or environmental effects of its programs and policies on minority populations and low-income populations.

Included in the following paragraphs, is the completed analysis to meet the requirements of Executive Order 12898. The analysis concluded that the projects contained in the TIP will not result in disproportionately high adverse impact, to low income or minority areas, will not minimize or block the access of low income or minority areas to the transportation system, and the TIP projects will not neglect the transportation system in low income or minority areas.

The process undertaken in analyzing that the principles of Executive Order 12898 are being met included mapping the areas of low-income and minority population concentrations. These concentrations were overlaid with the TIP's projects and a visual analysis of potential impacts occurred.

### ***Minority Area Methodology***

Using 2011 American Community Survey 5 Year Estimates, census tracts with significant minority populations were identified by summing people identified as part of a minority group and dividing that number by the estimated total number of people living in the MPO (27,412/225,646) which provided an estimated 12.1% average minority population for census tracts within the MPO. Tracts with an average minority population greater than 12.1% were identified as areas with significant minority populations. 13 census tracts were identified as areas with significant minority populations all of which located within Muskegon County.

Minority, as defined by the Federal Highway Administration (FHWA) is a person who is:

1. Black: a person having origins in any of the black racial groups of Africa;
2. Hispanic or Latino: a person of Mexican, Puerto Rican, Cuban, Central or South American, or other Spanish culture or origin, regardless of race;
3. Asian American; a person having origins in any of the original peoples of the Far East, Southeast Asia or the Indian Subcontinent;
4. American Indian and Alaskan Native: a person having origins in any of the original people of North America, South America (including Central America), and who maintains cultural identification through tribal affiliation or community recognition; or
5. Native Hawaiian and Other Pacific Islander: a person having origins in any of the original peoples of Hawaii, Guam, Samoa or other Pacific Islands.

### ***Low-Income Area Methodology***

Using 2011 American Community Survey 5 Year Estimated Median Household Income data, census tracts with significant low-income populations were identified. Low-income was defined as a person whose median income is at or below the Department of Health and Human Services poverty guidelines.

Households with a median income less than or equal to \$23,050, the 2012 HHS poverty guideline

for a household of 4 persons, were considered low-income for the purposes of this analysis. 8 census tracts were identified as low-income all of which were located within Muskegon County.

Analysis of potential impacts center on three potential major areas of concern:

1. Disproportionately high adverse impact to low income areas and minority areas
2. Minimizing/blocking access of low income areas and minority areas to the transportation system
3. Neglect of the transportation system in low-income areas and minority areas.

### ***Disproportionately high adverse impact to low income areas***

Of the twenty (20) STP-Urban projects contained in the FY2014 - 2017 TIP, at least portions of five (5) projects are contained in or near the low-income areas. The projects in these areas will have little to no impact on adjacent neighborhoods in terms of noise, right-of-way takings, or pollution. An analysis of each individual project has determined that there are no disproportionately high adverse impacts to those low income areas that are immediately affected by these TIP projects.

### ***Disproportionately high adverse impact to minority areas***

Of the 20 STP-Urban projects contained in the FY2014 - 2017 TIP, at least portions of seven (7) projects are contained in or near the minority areas. The projects in these areas will have little to no impact on adjacent neighborhoods in terms of noise, right-of-way takings, or pollution. An analysis of each individual project has determined that there are no disproportionately high adverse impacts to those minority areas that are immediately affected by these TIP projects.

### ***Transit Projects***

Of the forty-nine (49) Transit projects in the 2014 - 2017 TIP, thirty-three (33) projects operate at least partially in areas of low income. These same thirty-three projects operate in minority areas also. At least some of the service areas covered by MATS are either low income or minority area. None of the projects for Harbor Transit Multi Modal Transportation System cover any minority or low income areas. None of these projects will have adverse impacts to low income areas or minority areas, nor will they block access to the transportation system. The opposite is true. These agencies projects provide greater access to transportation for these populations.

### ***CMAQ Projects***

Of the 16 CMAQ projects in the 2014 - 2017 TIP, five (5) are located in areas that are in low income areas. Six (6) projects are also located in minority areas. None of these projects will have adverse impacts to low income areas or minority areas, nor will they block access to the transportation system.

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

Minimizing access can be characterized as closing of streets or closing of interchanges to access other portions of the transportation network, including access to transit routes. The proposed improvements have no permanent closures of any kind proposed as part of that project. Therefore, it has been determined that there is no blockage of access to the transportation system or no loss of mobility resulting from implementation of the FY2014 - 2017 TIP projects. It has also been determined that these projects will not affect access for low income areas to transit facilities. All projects contained within the EJ analysis area are within one-half mile of a transit route.

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

Minimizing access can be characterized as closing of streets or closing of interchanges to access other portions of the transportation network, including access to transit routes. The proposed improvements have no permanent closures of any kind proposed as part of that project. Therefore, it has been determined that there is no blockage of access to the transportation system or no loss of mobility resulting from implementation of the FY2014 - 2017 TIP projects. It has also been determined that these projects will not affect access for minority areas to transit facilities. All projects contained within the EJ analysis area are within one-half mile of a transit route.

***Neglect of the transportation system in low income areas:***

The WestPlan portion of the Metropolitan Statistical Area is approximately 640 square miles. The EJ analysis area is approximately 10 square miles or 1.8% of the entire WestPlan area of the MSA. There are at least portions of thirty-five (35) projects contained in the low-income areas. These projects represent approximately 33% of the total number of proposed projects in the TIP.

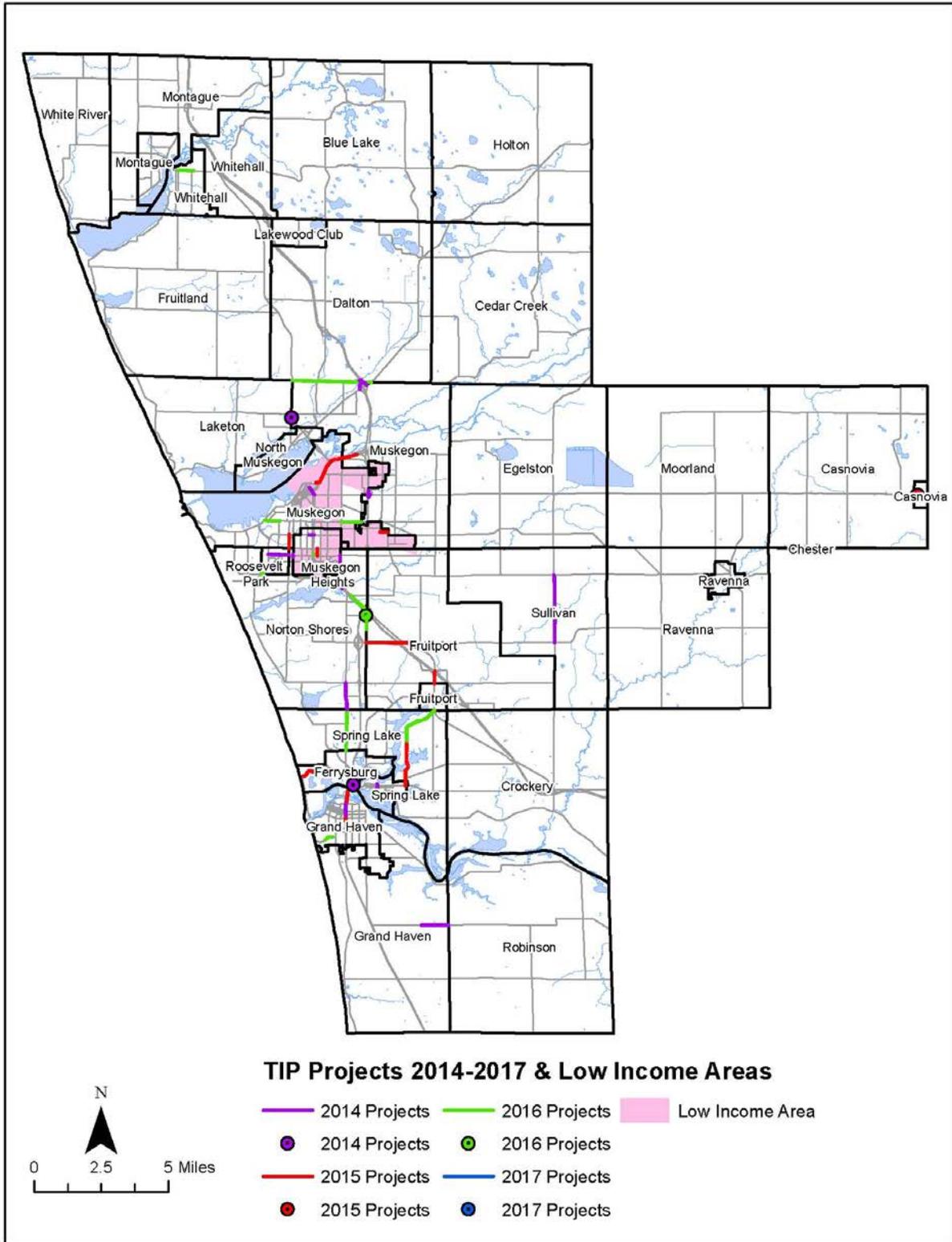
Proportionately, there are more projects per square mile within the EJ analysis area than in the entire MSA area as a whole. In the EJ analysis area, there are approximately 3.3 projects per mi/sq., and in the entire MSA, the ratio is .16 projects per mi/sq. It has been determined that there is no neglect of the transportation system in low-income areas.

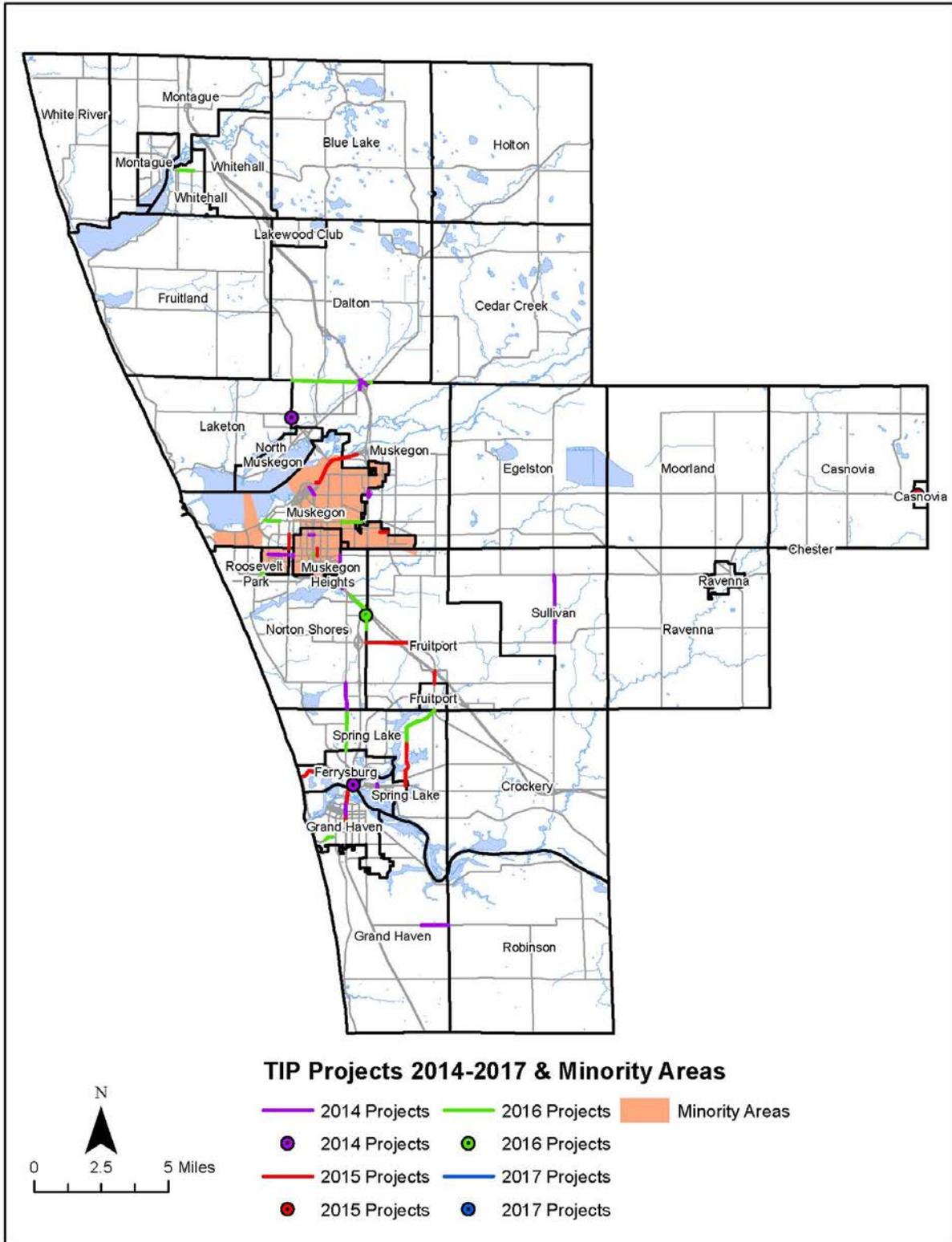
***Neglect of the transportation system in minority areas:***

The WestPlan portion of the Metropolitan Statistical Area is approximately 640 square miles. The EJ analysis area is approximately 15 square miles or 2.4% of the entire WestPlan area of the MSA. There are at least portions of thirty-eight (38) projects contained in the minority areas. These projects represent approximately 36% of the total number of proposed projects in the TIP. Proportionately, there are more projects per square mile within the EJ analysis area than in the entire MSA area as a whole. In the EJ analysis area, there are approximately 2.53 projects per mi/sq., and in the entire MSA, the ratio is .16 projects per mi/sq. It has been determined that there is no neglect of the transportation system in minority areas.

In conclusion, this analysis finds that the proposed roadway and transit projects do not result in violations of Executive Order 12898. Furthermore, to supplement the analysis done here, WestPlan's continuing public participation process undertaken during the design of the FY2014 - 2017 TIP made a concerted effort to reach out to traditionally disadvantaged populations (including

minority and low-income populations) to ascertain the potential effects and or impacts of the proposed projects.





Fiscal Year	County	Agency	Project Name	Limits	Project Description	Project type	Low Income Area	Minority Area
2014	Areawide	MDOT	Trunkline Bridge CPM/CSM - GPA	Areawide	Trunkline Bridge CPM/CSM - GPA	STU		
2014	Areawide	MDOT	Trunkline Highway Safety GPA	Areawide	Trunkline Highway Safety - GPA	STU		
2014	Areawide	MDOT	Trunkline Pre-Construction Phases - GPA	Areawide	Trunkline Pre-Construction Phases - GPA	STU		
2014	Areawide	MDOT	Trunkline Program Development	Areawide	Trunkline Program Development Scoping - GPA	STU		
2014	Areawide	MDOT	Trunkline Railroad Safety	Areawide	Trunkline Railroad Safety	STU		
2014	Areawide	MDOT	Trunkline Road CPM - GPA	Areawide	Trunkline Road CPM - GPA	STU		
2014	Muskegon	American Red Cross	Vehicle purchase	Areawide	6 vehicles	Transit	X	X
2014	Muskegon	ARC	Purchase two (2) fleet vehicles		Purchase two (2) fleet vehicles	Transit	X	X
2014	Muskegon	MATS	Muskegon Heights passenger	Areawide	Muskegon Heights passenger transfer station	Transit	X	X
2014	Muskegon	MATS	Outreach and Marketing		Outreach and Marketing	Transit/cmaq	X	X
2014	Muskegon	MATS	Additional service year	Areawide	Additional service year	Transit/cmaq	X	X
2014	Muskegon	MCRC	Maple Island Rd	Sternberg Rd to Heights Ravenna Rd.		EDF		
2014	Muskegon	MDOT	M-120	at Whitehall Rd	Modify intersection extend the NB (Pilot Rd) to SB (Causeway) left turn lane and	CM		
2014	Muskegon	MDOT	US-31	at M-120	Increase lengths of NB on ramp from m-120 to US-31 and SB off ramp from US-31 to M-120	CM		
2014	Muskegon	MDOT	US-31	at M-46	Merging lane extensions for eastbound and westbound M-46 to northbound US-31 ramps	CM		
2014	Muskegon	MDOT	US 31 at M-120	NB on ramp and SB off ramp	Increase lengths of NB on ramp and SB off ramp	CMAQ		
2014	Muskegon	MDOT	US 31 NB at M-46	NB on ramps	ramp alignment and modification and extension of the NB on ramps	CMAQ	X	X
2014	Muskegon	MDOT	US-31 BR	Under Broadway Avenue	Deck overlay	ST	X	X
2014	Muskegon	Norton Shores	Grand Haven Road	Pontakina to Wilson	Reconstruct	EDDF		
2014	Muskegon	Pioneer Resources	Vehicle replacement (9)		Vehicle replacement (9)	Transit	X	X
2014	Muskegon	Pioneer Resources	Vehicle expansion purchase 3		Vehicle expansion purchase 3 cutaway buses	Transit	X	X
2014	Muskegon	Pioneer Resources	Vehicle replacement	Areawide	Transit vehicle replacement (12)	Transit	X	X
2014	Muskegon	Pioneer Resources	Vehicle expansion	Areawide	Transit vehicle expansion - 3 cutaway vehicles	Transit	X	X
2014	Muskegon	Pioneer Resources	IARC operating	Areawide	IARC	Transit	X	X
2014	Muskegon	Pioneer Resources	New Freedom operating	Areawide	New freedom grant	Transit	X	X

2014	Muskegon	Pioneer Resources	New Freedom - capital	Areawide	Mobility management activities	Transit		
2014	Muskegon	Roosevelt Park	Pedestrian pathway alongside		Construct pedestrian pathway	CMAQ		X
2014	Muskegon	WMSRDC	Areawide Air Quality Program	Areawide	Areawide Air Quality Program	CMAQ		
2014	Muskegon	MATS	Operate Transit/paratransit service	Areawide	Operate Transit/paratransit service	Transit	X	X
2014	Muskegon	MATS	Preventive maintenance	Areawide	Preventive maintenance	Transit	X	X
2014	Muskegon	MATS	Specialized services operating	Areawide	Specialized services operating	Transit	X	X
2014	Muskegon	MATS	Support equipment	Areawide	support equipment	Transit	X	X
2014	Muskegon	MATS	Support vehicle replacement	Areawide	support vehicle replacement	Transit	X	X
2014	Muskegon	MCRC	Hile/Sheridan	Hile/Sheridan	Crush and shape, resurface	STU		
2014	Muskegon	Muskegon Heights	Hackley Avenue	5th Street to Peck	Resurface upgrade walks with ramps	STUL		X
2014	Muskegon	Norton Shores	Getty Street	Broadway to Overbrook	Reconstruction of roadway with storm and drainage improvements	STUL	X	X
2014	Ottawa	Harbor Transit	Five replacement 23' cut away bus	Areawide	Five replacement 23' cut away bus	Transit		
2014	Ottawa	Harbor Transit	Miscellaneous bus equipment	Areawide	Miscellaneous bus equipment	Transit		
2014	Ottawa	Harbor Transit	Transit federal operating	Areawide	Transit operations	Transit		
2014	Ottawa	Harbor Transit Multi Modal Transportation	Building expansion	Areawide	Building expansion	Transit		
2014	Ottawa	Harbor Transit Multi Modal Transportation	office furniture - new addition	Areawide	office furniture - new addition	Transit		
2014	Ottawa	Harbor Transit Multi Modal Transportation	Computer equipment	Areawide	Computer equipment	Transit		
2014	Ottawa	Harbor Transit Multi Modal Transportation	Support equipment - cameras	Areawide	Support equipment - cameras	Transit		
2014	Ottawa	Harbor Transit Multi Modal Transportation	Support equipment	Areawide	Support equipment	Transit		
2014	Ottawa	MDOT	M-104	at Pine Street NE quadrant	Crack sealing	ST		
2014	Ottawa	MDOT	I-96	at 68th Avenue SE quadrant	Crack sealing	ST		
2014	Ottawa	MDOT	Grand River Watershed	Countywide	Wetland mitigation bank site	ST		
2014	Ottawa	MDOT	IUS-31	Washington to Jackson	Reconstruct Washington to Jackson	NHS		
2014	Ottawa	OCRC	Lincoln	152nd to 144th	Resurface	CMAQ		

Fiscal Year	County	Agency	Project Name	Limits	Project Description	Project type	Low Income Area	Minority Area
2015	Muskegon	MATS	Transit/Paratransit Service	Areawide	Operate transit paratransit service	Transit	X	X
2015	Muskegon	MATS	Specialized Services Operating	Areawide	Operate specialized transit service	Transit	X	X
2015	Muskegon	MATS	Preventive maintenance	Areawide	Preventive maintenance	Transit	X	X
2015	Muskegon	MATS	Small buses	Areawide	Small buses	Transit/CMAQ	X	X
2015	Muskegon	MCRC	Airline Road	I-96 to Pontaluna	Airline Road from I-96 to Pontaluna	STUL		
2015	Muskegon	MCRC	Sternberg Road	Harvey Street to Airline Road	Sternberg from Harvey Street to Airline Road	STUL		
2015	Muskegon	MDOT	M-37	at Waterloo Street SE quadrant	resurface existing lot	ST		
2015	Muskegon	MDOT	US-31 BR	US-31 north to Shoreline Drive	Resurface, mill , joints HMA resurface	NH	X	X
2015	Muskegon	MDOT	Us-31	Pontaluna interchange	US 31 at Pontaluna interchange	CMAQ		
2015	Muskegon	Muskegon	Henry Street	Sherman to Hackley	Henry Street from Sherman to Hackley	STUL		
2015	Muskegon	Muskegon	Latimer	Black Creek to Port City	latimer from Black Creek to Port City	STUL	X	X
2015	Muskegon	Muskegon Heights	Baker Street	Broadway to Sherman	Baker Street from Broadway to Sherman	STUL	X	X
2015	Ottawa	Fernysburg	North Shore Road	North Beach Park to 3000 feet east	North Shore Road from North Beach Park to 3000 feet east	STUL		
2015	Ottawa	Harbor Transit Multi Modal Transportation System	Outreach and marketing	Areawide	Outreach and Marketing	Transit/CMAQ		
2015	Ottawa	Harbor Transit Multi Modal Transportation System	Operations assistance	Areawide	Operations assistance	Transit		
2015	Ottawa	MDOT	US-31	Slayton to South Channel Bridge	Reconstruct	NH		
2015	Ottawa	OCRC	Fruitport Road	M-104 to Kelly Street	Fruitport Road from M-104 to Kelly Street	STUL		

Fiscal Year	County	Agency	Project Name	Limits	Project Description	Project type	Low Income Area	Minority Area
2016	Muskegon	MATS	Transit/Paratransit Service	Areawide	Transit/Paratransit Service	Transit		
2016	Muskegon	MATS	Specialized Services Operating	Areawide	Specialized Services Operating	Transit		
2016	Muskegon	MATS	Preventive maintenance	Areawide	Preventive maintenance	Transit		
2016	Muskegon	MATS	Small buses	Areawide	Small buses	Transit/CMAQ		
2016	Muskegon	MATS	Transit facility study	Areawide	Transit facility study	Transit		
2016	Muskegon	MATS	Outreach and Marketing	Areawide	Outreach and Marketing	Transit/CMAQ		
2016	Muskegon	MCRC	Sternberg Road	Airline Road to Brooks Road	Sternberg from Airline Road to Brooks Road	STUL		
2016	Muskegon	MDOT	US-31 BR	at US-31	Crack sealing	ST		
2016	Muskegon	Muskegon	Laketon	Nevada to Lakeshore Drive	Laketon from Nevada to Lakeshore Drive	STUL		
2016	Muskegon	Norton Shores	Airline Road	Shettler to US-31	Airline Road from Shettler to US-31	STUL		
2016	Muskegon	Roosevelt Park	Roosevelt Road	Glenside to Norton	Roosevelt Road from Glenside to Norton	STUL		X
2016	Ottawa	Grand Haven	Grand	Doris to Wisconsin	Grand from Doris to Wisconsin	STUL		
2016	Ottawa	Harbor Transit Multi Modal Transportation System	Outreach and marketing		Outreach and marketing	Transit/CMAQ		
2016	Ottawa	Harbor Transit Multi Modal Transportation System	(3) 26' Cut-away bus replacements	Areawide	(3) 26' Cut-away bus replacements	Transit/CMAQ		
2016	Ottawa	Harbor Transit Multi Modal Transportation System	Operations assistance	Areawide	Operations assistance	Transit		
2016	Ottawa	OCRC	Fruitport Road	Kelly Street to Muskegon County Line	Fruitport Road from Kelly Street to Muskegon County Line	STUL		

Fiscal Year	County	Agency	Project Name	Limits	Project Description	Project Type	Low Income Area	Minority Area
2017	Muskegon	MATS	Transit/Paratransit Service	Areawide	Transit/Paratransit Service	Transit	X	X
2017	Muskegon	MATS	Specialized Services Operating	Areawide	Specialized Services Operating	Transit	X	X
2017	Muskegon	MATS	Preventive maintenance	Areawide	Preventive maintenance	Transit	X	X
2017	Muskegon	MATS	Vehicle overhauls	Areawide	Small buses	Transit	X	X
2017	Muskegon	MATS	Outreach and Marketing	Areawide	Outreach and Marketing	Transit/CMAQ	X	X
2017	Muskegon	MATS	Heavy duty bus	Areawide	Heavy duty bus	Transit/CMAQ	X	X
2017	Muskegon	MATS	Muskegon heights passenger facility	Areawide	Muskegon heights passenger facility	Transit/CMAQ	X	X
2017	Muskegon	MCRRC	River Road	Whitehall Road to Horton Road	Reconstruct	STUL		
2017	Muskegon	MDOT	US-31 BR	Hall Street to Division Street	HMA resurface	ST		
2017	Muskegon	MDOT	M-120	at Whitehall Road	A Phase (Construction) of M-120 at Whitehall Road	CMAQ		
2017	Muskegon	Muskegon	Laketon	Getty to Creston	Reconstruct	STUL	X	X
2017	Muskegon	Muskegon Heights	Center Street	Peck Street to Baker Street	Reconstruct	STUL	X	X
2017	Muskegon	Norton Shores	Harvey Street	Hille to Ellis	Reconstruct	STUL		
2017	Muskegon	OCRC	174th Avenue	Van Wagoner to Wilson	Reconstruct	STUL		
2017	Muskegon	Spring Lake	Buchanan Street	Exchange to Liberty	Reconstruct	STUL		
2017	Ottawa	Harbor Transit Multi Modal Transportation System	CMAQ	Areawide	CMAQ	Transit/CMAQ		
2017	Ottawa	Harbor Transit Multi Modal Transportation System	(4) bus replacements	Areawide	(4) bus replacements	Transit/CMAQ		
2017	Ottawa	Harbor Transit Multi Modal Transportation System	Operations assistance	Areawide	Operations assistance	Transit		

## ***CHAPTER 4: AIR QUALITY CONFORMITY ANALYSIS***

### **Air Quality**

On May 12, 2012 the United States Environmental Protection Agency (EPA) revoked the 1997 8-hour 0.080 ppm Ozone standard for the purposes of regional transportation conformity. On May 21, 2012, the USEPA issued designations for the new 2008 8-hour 0.075 ppm Ozone standard. The WestPlan MPO area is designated attainment under the 2008 standard.

Effective July 21, 2013, (as a result of both the partial revocation of the 0.080 Ozone standard, and the designation of the WestPlan MPO area as attainment for the 0.075 standard), the WestPlan MPO area attainment/maintenance area is no longer required to demonstrate regional transportation conformity of Long Range Plans or Transportation Improvement Plans (TIPs) until EPA publishes a notice designating the area in nonattainment.

Unless a designation to nonattainment for the 2008 standard occurs on or before July 20, 2013, the requirement to demonstrate regional transportation conformity will end until a designation of nonattainment under a National Ambient Air Quality Standard (NAAQS) is published for the area.

## ***CHAPTER 6: CONSULTATION***

There are specific requirements that outline what types of agencies or stakeholders need to be consulted during the transportation planning process and the type of information that needs to be shared with these interested parties. It is suggested that contacts with state, local, Indian tribes, and private agencies responsible for the following areas be contacted:

- Economic growth and development
- Environmental protection
- Airport operators
- Freight movement
- Land use management
- Natural resources
- Conservation
- Historical preservation
- Human Services Transportation Providers

The overarching goal of this process is to eliminate or minimize conflicts with other agencies' plans, programs or policies as they relate to the Transportation Improvement Program.

The consultation process that the WestPlan underwent was based on the recommendations of the Federal Highway Administration and the Michigan Department of Transportation. The organizations listed in the Transportation Stakeholders list that WMSRDC maintains for transportation planning outreach was used as a starting point for the consultation process. This list was expanded upon and updated to generate the current Transportation Stakeholders Consultation List, with the specific types of organizations and agencies WestPlan is required to contact during this process. See Transportation Stakeholder Consultation List at the end of this chapter. It should be noted that this list is continuously updated to assure the most relevant organizations are contacted as part of the Transportation Stakeholder Consultation Process.

### **Information Sent**

The Consultation Process that WestPlan undertook began with sending an introductory email which contained a web link to the draft TIP and background information on WMSRDC and WestPlan. See sample consultation email at the end of this chapter. This information was emailed to the organizations and agencies on the Transportation Stakeholder Consultation List on May 2, 2013. The email included a link to the WMSRDC website where the agencies were informed the following information could be found:

- List of TIP Projects
- Back ground information regarding WMSRDC
- Explanation of the TIP
- Why consultation is being requested

This mailing was intended to generate a dialogue about the TIP document and project lists with the consulted organizations so that a cooperative understanding of potential impacts from transportation projects can be developed along with mitigation options. The emails indicate that

WestPlan staff is available for individual meetings with organizations and encourages participation in the process. Response was requested by March 14, 2013.

**Consultation Comments Received and Treatment of Comments:**

WestPlan received responses from the following entities and a summarization of their comments is noted below along with WestPlan's response.

“Don’t see Old Grand Haven Road in Muskegon County on the list (out by Nichols paper, etc.. Is it already on some list somewhere?” Comment from Jill Montgomery, Muskegon County Environmental Health Department. WMSRDC Response: WMSRDC staff referred commenter to a 2014 City of Norton Shores project for road reconstruction on Grand Haven Road between Pontaluna and Wilson that was included in the FY2014-2017 TIP Project List.

“Good news, we will pass this information along.” Comment from WMKG TV Muskegon’s only broadcast TV station. WMSRDC Response: Thank you, we appreciate your assistance in helping us with our Transportation Improvement Plan development process.

“I would like to add an item to this list of potential projects; construction of non-motorized trail connector from US231 bridge over Grand River to M104. MDOT has included design changes for the river bridge to include a non-motorized path on the west side of the suspended bridge. What we would like is to include the connection of that trail to our anticipated North Bank Trail that will cross 231 at Cleveland St (M104). I would say it is about 2 1/2 miles.” Comment from Leon Stille, Supervisor of Crockery Township. WMSRDC Response: We will add that project in our Long Range Plan as a future concern to be addressed. Thank you for the input.

The West Michigan Trails and Greenways Coalition invited WMSRDC to participate in the annual meeting and trails update celebration on June 20, 2013. WMSRDC plans to have a representative at that event.

## Transportation Stakeholder Consultation List

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## Sample Consultation Email

### Consultation Sought on Transportation Planning Document

The Muskegon and Northern Ottawa County Metropolitan Planning Organization (MPO), which is responsible for transportation planning in the area, is seeking consultation regarding the development of the Fiscal Year 2014-2017 Transportation Improvement Program (TIP). In developing transportation plans and TIPS, the MPO consults with agencies and officials responsible for other planning activities within the area that are affected by transportation and coordinates the TIP planning processes (to the maximum extent practicable) with such planning activities. The timeline for the TIP consultation process is May 2 – May 14, 2013.

As part of the consultation process, the TIP is being developed in a cooperative effort between federal, state, and local officials and serves as the final link in the transportation planning process. Its primary purpose is to identify transportation programs and projects to be funded with federal aid in accordance with federal law and regulations. This plan is an outline of the transportation needs of Muskegon and Northern Ottawa County for the next four years.

A draft of transportation projects being submitted into the TIP is available here for your review and consultation with other planning activities.

A draft document of the TIP is being developed. The public review period for the TIP document will be May 16 – June 17, 2013. An email notification of this and a link to the draft document will be distributed.

The MPO staff is available for individual meetings and/or phone or email discussions with those interested in further pursuing this consultation opportunity regarding the TIP development and planning process.

You are receiving this correspondence because your agency or organization are considered important in the transportation planning process. For more information, to schedule a meeting, or begin a dialogue, contact Brian Mulnix, Program Manager, WMSRDC, 316 Morris Avenue Suite 340, P.O. Box 387, Muskegon Michigan 49443-0387, (231) 722-7878 ext. 20, or by email at [bmulnix@wmsrdc.org](mailto:bmulnix@wmsrdc.org).

The West Michigan Shoreline Regional Development Commission (WMSRDC) is a federal and state designated regional planning and development agency. WMSRDC operates programs in economic development, transportation, homeland security, environmental planning, community development, information & communications, and others. WMSRDC undertakes a comprehensive transportation planning program (the Muskegon and Northern Ottawa County MPO also known as WestPlan) to maintain the eligibility of local governments in the area to receive federal and state transportation funds for street and road improvements, as well as subsidies for mass transit.

## ***CHAPTER 7: FY 2014 - 2017 PROGRAM OF PROJECTS***

### ***General Description***

This section lists the projects scheduled for the Muskegon/Northern Ottawa Urban Area transportation system for Fiscal Years 2014 through 2017. It includes those projects that have been programmed for known Federal funds or other significant projects. The final list of projects is a verification of local review and concurrence on the nature of the proposed projects. However, each jurisdictional agency is responsible for actual implementation of the project(s) it proposes.

The Muskegon Area Transit System (MATS), Harbor Transit, and WestPlan are committed to providing timely opportunities for consultation with private transportation firms concerning plans for existing, new, and restructured services which may be offered for competitive proposal by private carriers. Private transportation providers are invited to participate throughout the transportation planning process.

It should be noted that the allocation of federal dollars to individual projects in the following program is based upon the best available revenue estimate at the time of program development. Should federal funding availability change, the federal allocation to each project will be reviewed and adjusted accordingly through amendments to this document.

The Program of Projects information that follows is provided in a format that offers traditional information on the projects in a user-friendly manner, by fiscal year and funding types. As future MPO action is taken to update or amend the TIP, document will be updated accordingly. The list which follows is the official TIP list.

### **Project Selection Criteria**

Once target revenue estimates are received from MDOT, the MPO submits a "Call for Projects" to the member road and transit agencies. A list is compiled with all submitted projects, and MPO staff reviews the projects and determines if they are eligible based on federal and state guidelines, as well as MPO guidelines. Agencies that submit multiple projects are required to prioritize their projects before submitting them to the MPO for review. The projects are looked at for regional significance and overall network enhancement for the MPO area and region. Road conditions, PASER ratings, level of service, safety, availability of funds and/or local match, traffic volumes for commercial and regular vehicle traffic, and historical information are all considered in the project selection process. The TIP project selection process takes place over several work sessions conducted by the MPO Technical Committee and then approved by the Policy Committee.

Please See Attached Spreadsheet for list of projects

## *APPENDICES*

**APPENDIX A – PUBLIC PARTICIPATION PLAN/CONSULTATION**

**West Michigan Metropolitan Transportation Planning Program  
Participation and Consultation Plan**

**West Michigan Shoreline Regional Development Commission**

**August 2000  
Revised June 2003  
Revised July 2004  
Revised May 2006  
Revised April 2009  
Revised June 2010  
Revised May 2013**

# West Michigan Metropolitan Transportation Planning Program Participation Plan

## ***Introduction***

Participation in the West Michigan Metropolitan Transportation Planning Program (WestPlan) planning process is based on this participation plan. WestPlan considers participation early in the planning process essential in order to fully assess all the social, economic, energy, and environmental impacts of transportation decisions. The goals of the WestPlan Participation Plan are:

- Informed and involved residents and stakeholders have reasonable access to public records and the decision-making process, through any mean, paper or electronically.
- A planning approach that is proactive and open to participation by all, especially those persons and groups that have been traditionally under-served by the transportation system.
- A process that not only encourages broad participation, but also considers and responds to input by allowing all parties to comment.
- Ensure public meetings are effectively conducted at convenient and accessible locations at reasonable times and employ web and visual tools (maps, diagrams, drawings, 3D renderings, etc...) that shall be used to the maximum extent reasonable.

The WestPlan Participation Plan outlines a proactive procedure to be undertaken whenever significant transportation planning initiatives are undertaken, such as updates to WestPlan's Transportation Improvement Plan or Long-Range Transportation Plan. WestPlan utilizes several principal mechanisms to obtain this input:

- Press and information releases
- Newspaper articles
- "Commission Communications" newsletter through direct mailing and internet download
- Internet web page
- Annual Report
- Meetings of the WestPlan Technical and Policy Committees
- Special meetings
- Workshops
- Public meetings

A blend of these mechanisms forms the current WestPlan Participation Plan process. A description of each of the principal mechanisms, including how they are used and potential audience reached, is as follows:

### **Notification Mechanisms**

WestPlan committees and the West Michigan Shoreline Regional Development Commission (WMSRDC), which serves as the Metropolitan Planning Organization (MPO) for Muskegon County and northern Ottawa County, communicate with interested groups and residents within Muskegon

County and northern Ottawa County through a variety of means. WestPlan, working as the MPO, programs all federally funded transportation projects in Muskegon and Northern Ottawa Counties.

- **Press Releases:** A press release is written by WMSRDC announcing each meeting of a WestPlan Technical and Policy Committee. Also, additional press releases will frequently be written by WMSRDC staff in order to call attention to significant MPO planning activities. These press releases are distributed to the Muskegon Chronicle, the Grand Haven Tribune, all other local newspapers, and all local television and radio stations.
- **Information Releases:** An information release is written by WMSRDC announcing each meeting of a WestPlan Technical and Policy Committee. Also, additional information releases will frequently be written by WMSRDC staff in order to call attention to significant MPO planning activities. These information releases are distributed to all local governments and local libraries, along with a request that the releases be posted at a public place in the receiving location.
- **Paid Advertisements/Public Notices:** When deemed necessary, paid advertisements and/or public notices will be purchased through the Muskegon Chronicle and Grand Haven Tribune to notify all interested parties of significant planning projects and/or meetings of the WestPlan committees.
- **Commission Communications Newsletter:** WestPlan related articles frequently appear in Commission Communications, the bi-monthly newsletter of WMSRDC. The newsletter has a circulation of nearly five hundred, including local government staff, local elected officials, special interest groups, and other federal, state, and local entities. The mailing list remains open and the participation process continues to solicit additional interested groups and individuals. The newsletter is also available for viewing and download from WMSRDC's website.
- **WMSRDC Electronic Update:** WestPlan related articles frequently appear in the WMSRDC Electronic Update. The electronic update is distributed every other month (on months the newsletter is not printed) to a wide range of recipient including local government staff, local elected officials, special interest groups, and other federal, state, and local entities. The mailing list remains open and the participation process continues to solicit additional interested groups and individuals.
- **Internet Web Page:** An overall summary of transportation plans and programs is listed on the WMSRDC website at [www.wmsrdc.org](http://www.wmsrdc.org). Interested parties may also find MPO related documents, meeting schedules, agendas, and minutes, as well as contact information and directions/map to the WMSRDC office on the website.
- **WMSRDC Annual Report:** The WMSRDC annual report is a broad spectrum way of informing all interested parties about MPO activities. The annual report is published at the beginning of each calendar year and is distributed to the same mailing list as the Commission Communications newsletter. As with the newsletter, the mailing list remains open and the WestPlan Participation Plan process continues to solicit additional interested groups and individuals.

- **Other Mechanisms:** The Commission Communications newsletter, WMSRDC Annual Report, website, and press releases are the principal tools used to notify the all interested parties about transportation planning issues in Muskegon County and northern Ottawa County. The WMSRDC office, however, also has become a valuable information resource for citizens and local businesses. Through numerous annual requests, WMSRDC staff distributes local demographic information, transportation statistics, and background material on community development trends and proposals.

### **MPO Committee Structure Involvement**

WestPlan consists of a Policy Committee and a Technical Committee. The Technical Committee reports directly to the Policy Committee. The Policy Committee communicates its determinations to the WMSRDC for comment. All meetings are held at convenient and accessible locations during normal business hours, with the exception of special meetings, which may be held during evening hours.

- **Technical Committee:** Technical Committee meetings are generally held on the first Thursday of each month, if necessary agenda items are determined. At a minimum, the Technical Committee should meet not less than six times per year. The meetings, which are generally held at the WMSRDC office, are always open to all interested parties and a comment period is regularly scheduled on the agenda. Announcements for all Technical Committee meetings are made through the press and information release procedure detailed in the previous section. The Technical Committee reviews all plans and programs and makes technical recommendations to the Policy Committee and WMSRDC staff. The Technical Committee is comprised of local engineers, public works staff/directors, or planners from each local road agency, including transit, the Michigan Department of Transportation (MDOT), and the Federal Highway Administration (FHWA).
- **Policy Committee:** Policy Committee meetings are generally held on the third Wednesday of every month if a Technical Committee meeting took place. At a minimum, the Policy Committee should meet not less than quarterly, or on call of the Chair. The meetings, which are generally hosted at the WMSRDC office, are always open to all interested parties and a comment period is regularly scheduled on the agenda. Announcements for all Policy Committee meetings are made through the press and information release procedure detailed in the previous section. The Policy Committee is responsible for all final decisions regarding transportation. The Technical Committee is comprised of local elected officials from each local road agency. The Committee also includes representatives from MDOT and FHWA.

### **Special Meetings, Workshops, and Public Meetings**

Much of the MPO's business can be conducted at regularly scheduled meetings. At times during the long-range transportation planning process, the development of a Transportation Improvement Program (TIP), or corridor study development, WMSRDC staff will schedule special meetings, workshops, or public meetings as written in the 2035 WestPlan Long Range Transportation Plan Participation Plan, the Transportation Improvement Plan (TIP) Participation Plan, and the Corridor Study Participation Plan. All interested parties are given a 30-day comment period to review these and similar plans before adoption by the MPO.

The TIP and the LRP are developed in a cooperative effort between federal, state, and local officials and serves as a link in the transportation planning process. The primary purpose of these documents is to identify transportation programs and projects to be funded with federal aid in accordance with federal law and regulations. This TIP is an outline of the transportation needs of Muskegon and Northern Ottawa County for the next four years while the LRP outlines the needs for the next two decades.

- **Special Meetings:** Special meetings are occasionally scheduled by WMSRDC staff in order to cover an important subject, such as air quality, or to obtain MPO support for a specific action. For example, a special meeting would be called to present and discuss recommendations of a corridor study. Please refer to the WestPlan Long Range Transportation Plan (LRP) Participation Plan in Appendix A for details regarding the development of the LRP. Please refer to the WestPlan Transportation Improvement Plan (TIP) Participation Plan in Appendix B for details regarding the development of the TIP. Please refer to the WestPlan Corridor Study Participation Plan in Appendix C for details regarding corridor studies.
- **Public Workshops:** Public workshops or regional forums, as they have been called in the past, are also convened at times to get input from and disseminate information to local government staff, elected officials, special interest groups, private citizens, and other federal, state, and local entities. A good example of this is a workshop focussing on Muskegon County's air quality designation. Please refer to the WestPlan Long Range Transportation Plan (LRP) Participation Plan in Appendix A for details regarding the development of the LRP. Please refer to the WestPlan Transportation Improvement Plan (TIP) Participation Plan in Appendix B for details regarding the development of the TIP. Please refer to the WestPlan Corridor Study Participation Plan in Appendix C for details regarding corridor studies.
- **Public Meetings:** Public meetings must be called when public documents such as TIP, Air Quality conformity, and the LRP are adopted by WMSRDC. Public meetings are generally held in conjunction with Technical Committee meetings. These meetings notices are distributed to the local news media and notices are posted at the WMSRDC office, local government offices, and libraries following the information release procedure detailed in the previous sections regarding press and information releases. Please refer to the WestPlan Long Range Transportation Plan (LRP) Participation Plan in Appendix A for details regarding the development of the LRP. Please refer to the WestPlan Transportation Improvement Plan (TIP) Participation Plan in Appendix B for details regarding the development of the TIP. Please refer to the WestPlan Corridor Study Participation Plan in Appendix C for details regarding corridor studies.

## **Conclusion**

These actions ensure maximum participation in the WestPlan planning process. They also serve to open other facets of the MPO planning activities to all interested parties for review. This increased access for local citizens to transportation planning will help to cement a customer orientation within the planning and program development effort. This will be helpful for the continuous improvement of WestPlan plans and programs to serve the Muskegon County and northern Ottawa County MPO. As with most plans and documents, the WestPlan Participation Plan will be updated when deemed necessary by WMSRDC and the WestPlan Policy Committee.

**Appendix A**  
**WestPlan Long Range Transportation Plan**  
**Participation Plan**

<b>Task</b>	<b>Date(s)</b>	<b>Method</b>
Kickoff Process	TBD	Distribute news and information regarding the beginning of this activity notifying stakeholders of how they can get involved.
Public Involvement Process and 2035 Long Range Transportation Plan Participation Plan Public Comment Period	TBD	Make plan available for public comment. Review comments and revise as necessary.
WestPlan stakeholder list review and update	TBD	Review and update stakeholder mailing list as necessary.
Review environmental mitigation and justice analysis area	TBD	Meet with staff from social service agencies to confirm accuracy of environmental justice area. Update as necessary. Discuss strategies for gaining input from their constituencies.
Consultation with other agencies/organizations impacted by transportation plan	TBD	Consult with federal, state, and local agencies and officials responsible for other planning activities affected by transportation. This may include, but is not limited to, agencies responsible for economic growth, environmental protection, airport operation, freight movement, natural resources, and historic preservation.
Review Long Range Transportation Plan future deficiencies	TBD	If necessary, a select “package” of network solutions will be developed once transportation system deficiencies and potential solutions to those deficiencies have been selected and tested. At a WestPlan Technical Committee Meeting this package of network solutions will be presented for public comment.
Air quality conformity public comment period	TBD	Public comment on air quality analysis
Long Range Plan Public Meeting	TBD	This is the formal public meeting on the draft LRP. Press releases and newsletter articles will be distributed regarding this meeting.
Posting on the West Michigan Shoreline Regional Development Commission website	TBD	As the plan is being developed, various documents will be posted on the WMSRDC website. These posting will also invite the public to comment on what they see.
Input at WestPlan Policy and Technical Committee Meetings	TBD	All WestPlan regularly scheduled Technical and Policy Committee meetings have time reserved for public comment.

## Appendix A (continued)

### 2014-2017 WestPlan Transportation Improvement Plan Participation Plan

<b>Task</b>	<b>Date(s)</b>	<b>Method</b>
Kickoff Process	May 2013	Distribute news and information regarding the beginning of this activity notifying stakeholders of how they can get involved.
WestPlan Participation and Consultation Plan Public Review Period	May 15 – June 17, 2013	Make plan available for public comment. Review comments and revise as necessary.
WestPlan stakeholder list review and update	April 2013 and Ongoing	Review and update stakeholder mailing list as necessary.
Consultation with other agencies/organizations impacted by the TIP and select and review TIP projects	May 2013	Consult with federal, state, and local agencies and officials responsible for other planning activities affected by transportation. This may include, but is not limited to, agencies responsible for economic growth, environmental protection, airport operation, freight movement, natural resources, and historic preservation.
Review environmental mitigation and justice analysis area and air quality conformity	March - April 2013	Meet with staff from social service agencies to confirm accuracy of environmental justice area. Update as necessary. Discuss strategies for gaining input from their constituencies.
Air quality conformity public comment period	May 15 – June 17, 2013	Public comment on air quality analysis.
TIP Public Meeting	June 17, 2013	This is the formal public meeting on the draft TIP. Press releases and newsletter articles will be distributed regarding this meeting.
Posting on the West Michigan Shoreline Regional Development Commission website	Throughout entire process	As the plan is being developed, various documents will be posted on the WMSRDC website. These posting will also invite the public to comment on what they see.
Input at WestPlan Policy and Technical Committee Meetings	Throughout entire process	All WestPlan regularly scheduled Technical and Policy Committee meetings have time reserved for public comment.

## Appendix A (continued)

### WestPlan Corridor Study Participation Plan

<b>Task</b>	<b>Date(s)</b>	<b>Method</b>
Kickoff Process	Beginning	Distribute news and information release regarding the beginning of this activity notifying stakeholders of how they can get involved.
Study Advisory Committee Formation	Beginning	Formulate a study advisory committee consisting of interested and/or affected parties.
Corridor Study stakeholder list review and update	Beginning	Review and update stakeholder mailing list as necessary.
Consultation with other agencies/organizations impacted by the Corridor Study	Throughout entire process	Consult with federal, state, and local agencies and officials responsible for other planning activities affected by the corridor study. This may include, but is not limited to, agencies responsible for economic growth, environmental protection, airport operation, freight movement, natural resources, and historic preservation.
Corridor Study Public Meeting	End	This is the formal public meeting on the draft Corridor Study. Press releases and newsletter articles will be distributed regarding this meeting. Comments will be incorporated into the final document.
Posting on the West Michigan Shoreline Regional Development Commission website	Throughout entire process	As the plan is being developed, various documents will be posted on the WMSRDC website. These posting will also invite the public to comment on what they see.
Input at Corridor Study Advisory Committee Meeting	Throughout entire process	All meetings have time reserved for public comment.

## APPENDIX B

### WESTPLAN ADVISORY COMMITTEES

#### WESTPLAN POLICY COMMITTEE

Tom Anderson, Chairperson	City of North Muskegon
Edd Whalen, Vice Chairperson	Mayor Pro Tem, City of Whitehall
Kay Beecham	Councilperson, City of Norton Shores
Dennis Scott	Mayor, City of Grand Haven
Vacant	Councilperson, City of Montague
Jack Kennedy	Muskegon County Road Commission
Rachael Tupica	Federal Highway Administration
vacant	Muskegon Area Transit System
Elmer Hoyle	Trustee, Ravenna Township
Mark Powers	Councilperson, Village of Spring Lake
Dalrois McBurrows	Program Manager, MDOT
Robert Monetza	Harbor Transit Board Member
Rillastine Wilkins	Muskegon County Commissioner
Tom Palarz	Ottawa County Road Commissioner
Byron Turnquist	Councilperson, City of Muskegon
Dan Rüter	Mayor, City of Ferrysburg
Leon Stille	Supervisor, Crockery Township
William Watson	Councilperson, City of Muskegon Heights
Kim Arter	Supervisor, Laketon Township
Susan Lumley	Mayor, City of Roosevelt Park
Art Green	MDOT Muskegon TSC

#### WESTPLAN TECHNICAL COMMITTEE

William Hunter	City of Grand Haven
Brett Laughlin	Ottawa County Road Commission
Brian Armstrong	City of Whitehall
Randy Phillips	City of North Muskegon
Craig Bessinger	City of Ferrysburg
Matt Farrar	Fruitport Charter Township
Anthony Chandler	City of Roosevelt Park
Doug Kadzban	City of Muskegon Heights
James Koens	Muskegon Area Transit
Jim Murphy	City of Norton Shores
John Nash	Spring Lake Township
Mohammed Al-Shatel	City of Muskegon
Paul Bouman	Muskegon County Road Commission
Roger Belknap	Village of Spring Lake
Rick Fowler	Program Manager, MDOT
Steve Redmond	MDOT Grand Region
Scott Beishuizen	City of Montague
Tom Manderscheid	Harbor Transit Multi-Modal Transportation System Manager

**APPENDIX C**  
**MPO CERTIFICATION RESOLUTION**

**METROPOLITAN TRANSPORTATION  
PLANNING PROCESS CERTIFICATION**  
(for Nonattainment and Maintenance Areas)

In accordance with 23 CFR 450.334, the Michigan Department of Transportation and the *West Michigan Metropolitan Transportation Planning Program (WestPlan)*, the Metropolitan Planning Organization for Muskegon and Northern Ottawa County, Michigan urbanized area, hereby certify, as part of the STIP submittal, that the transportation planning process is addressing the major issues in the metropolitan planning area and is being conducted in accordance with all applicable requirements of:

1. 23 U.S.C. 134, 49 U.S.C. 5303, and 23 CFR 450.334;
2. Sections 174 and 176(c) and (d) of the Clean Air Act, as amended (42 U.S.C 7504 and 7506(c) and (d)) and 40 CFR part 93;
3. Title VI of the Civil Rights Act of 1964, as amended (42 U.S.C. 2000d-1) and 49 CFR part 21;
4. 49 U.S.C. 5332, prohibiting discrimination on the basis of race, color, creed, national origin, sex, or age in employment or business opportunity;
5. Section 1101(b) of the SAFETEA-LU (Pub. L. 109-59) and 49 CFR part 26 regarding the involvement of disadvantaged business enterprises in USDOT funded projects;
6. 23 CFR part 230, regarding the implementation of an equal employment opportunity program on Federal and Federal-aid highway construction contracts;
7. The provisions of the Americans with Disabilities Act of 1990 (42 U.S. C. 12101 *et seq.*) and 49 CFR parts 27, 37, and 38;
8. The Older Americans Act, as amended (42 U.S.C. 6101), prohibiting discrimination on the basis of age in programs or activities receiving Federal financial assistance;
9. Section 324 of title 23 U.S.C. regarding the prohibition of discrimination based on gender; and
10. Section 504 of the Rehabilitation Act of 1973 (29 U.S.C. 794) and 49 CFR part 27 regarding discrimination against individuals with disabilities.

\_\_\_\_\_  
Sandeep Dey, Executive Director  
WMSRDC

\_\_\_\_\_  
David Wresinski, Director  
Bureau of Transportation Planning

\_\_\_\_\_  
Date

\_\_\_\_\_  
Date

**APPENDIX D**  
**MPO RESOLUTION FOR TIP APPROVAL**

## APPENDIX E

### AMMENDMENTS & ADMINISTRATIVE MODIFICATIONS

#### Background

The Transportation Improvement Program (TIP) and the Long Range Transportation Plan (LRTP) is modified, often several times, throughout the life of the documents.

Federal standards set forth in MAP-21 identify that Metropolitan Planning Organizations plan in accordance with this legislation. FHWA has identified that MPO's establish guidelines for amendments and modification of TIP's and LRTP's.

In order to comply with the federal regulations and to allow for an efficient process for amending and administratively adjusting the TIP and LRTP's, MPO staff has developed several guidelines to help with the process.

#### Transportation Improvement Program Revisions

The two types of revisions made to the TIP are *amendments* and *administrative modifications*.

An **amendment** to the TIP will occur when:

1. Adding a new project
2. Deleting a project
3. A cost change of 10% or more
4. Change in project design concept or scope (e.g. changing project termini, number of through lanes)
5. Changing non-Federally funded project to Federally funded project
6. Changing an existing project to an advance construction project
7. Project swap that involves multiple jurisdictions

Existing MPO, State and Federal processes will be followed for proposed TIP amendments in the areas of air quality conformity, financial constraint, public participation and environmental justice.

Amendments will be reviewed by the TIP Development Committee (which is the Technical Advisory Committee, or a designated sub-committee of this group) and will require action by both the Technical and Policy Committees. In the event that an amendment must be taken directly to the Policy Committee, the Technical Committee, which is also the TIP Development Committee, will be notified via email.

An administrative modification to the TIP will occur when:

1. Minor changes in scope
2. Changes in funding source within the same funding source type (e.g. federal to federal, state to state, local to local)

3. Corrections to listing errors
4. Revisions that swap projects between years, within the same agency, while maintaining financial constraint
5. A cost change of less than 10% as long as there is no impact on any other agency

Administrative modification will be completed by MPO staff. Revisions that change cost greater than 10% must be approved by the Technical Committee, which is also the TIP Development Committee. Such approval may be obtained utilizing email.

### **Long Range Transportation Plan Revisions**

The two types of revisions made to the LRTP are *amendments* and *administrative modifications*.

An **amendment** to the LRTP will occur when:

1. Adding a new project
2. Deleting a project
3. A cost change of 10% or more
4. Change in project design concept or scope (e.g. changing project termini, number of through lanes)
5. Changing non-Federally funded project to Federally funded project

Existing MPO, State and Federal processes will be followed for proposed LRTP amendments in the areas of air quality conformity, financial constraint, public participation and environmental justice.

Amendments will require action by both the Technical and Policy Committees. In the event that an amendment must be taken directly to the Policy Committee, the Technical Committee will be notified via email.

**An administrative modification to the LRTP will occur when:**

1. Minor changes in scope
2. Changes in funding source within the same funding source type (e.g. federal to federal, state to state, local to local)
3. Corrections to listing errors
4. A cost change of less than 10% with no impact to any other agency

Administrative modifications will be completed by MPO staff. Revisions that change cost greater than 10% must be approved by the Technical Committee. Such approval may be obtained utilizing email.

## APPENDIX F

### *Performance-Based Planning*

A key feature of MAP-21 is the establishment of a performance-and-outcome-based program. The objective of this performance-and-outcome-based program is for States and Metropolitan Planning Organizations to invest resources in projects that collectively will make progress toward the achievement of the national goals as identified below:

Goal area	National goal
Safety	To achieve a significant reduction in traffic fatalities and serious injuries on all public roads
Infrastructure condition	To maintain the highway infrastructure asset system in a state of good repair
Congestion reduction	To achieve a significant reduction in congestion on the National Highway System
System reliability	To improve the efficiency of the surface transportation system
Freight movement and economic vitality	To improve the national freight network, strengthen the ability of rural communities to access national and international trade markets, and support regional economic development
Environmental sustainability	To enhance the performance of the transportation system while protecting and enhancing the natural environment
Reduced project delivery delays	To reduce project costs, promote jobs and the economy, and expedite the movement of people and goods by accelerating project completion through eliminating delays in the project development and delivery process, including reducing regulatory burdens and improving agencies' work practices

MAP-21 requires State DOT's establish performance measures for the areas listed above within 18 months of enactment of MAP-21, and prohibits DOT from establishing additional performance measures. Within one year of the DOT final rule on performance measures, States are required to set performance targets in support of those measures. States may set different performance targets for urbanized and rural areas. To ensure consistency each State must, to the maximum extent practicable:

- coordinate with an MPO when setting performance targets for the area represented by that MPO; and
- coordinate with public transportation providers when setting performance

targets in an urbanized area not represented by an MPO.

Within 180 days of states or providers of public transportation setting performance targets, MPO's are required to set performance targets in relation to the performance measures (where applicable). To ensure consistency, each MPO must, to the maximum extent practicable, coordinate with the relevant State and public transportation providers when setting performance targets.

*Source: <http://www.fbwa.dot.gov/map21/pm.cfm>*

These targets are required to be included in MPO and State Transportation Improvement Programs (TIP). At the time the WestPlan FY 2014-2017 TIP was developed and approved no official federal guidance on the performance measures requirements of MAP-21 had been released and the State of Michigan did not have performance targets in place. The WestPlan MPO recognizes these MAP-21 requirements and without official Federal Guidance in place and without targets set at the State level the MPO, through the Long Range Transportation Plan (LRTP) and the Transportation Improvement Program, has established funding goals that generally target the areas specified. These goals were established in the LRTP and implemented through the 2014-2017 TIP as close as possible given the limitations on the availability and restrictions of local, state, and federal funding sources. Staff will also continue to gather data for the development of performance measures such as pavement and bridge condition, traffic volumes, traffic flow, level of congestion, and safety. Performance measures will be further evaluated during the development of the 2040 LRTP.

## APPENDIX F

### Completed projects from the FY2011-2014 TIP

Muskegon /Northern Ottawa MPO - 2011 Year End Report of Obligated Projects																						
12/31/11																						
Fiscal Year	County	Responsible Agency	Project Name	Units	Primary Work Type	Project Description	Phase	Federal Cost (\$1000s)	Federal Fund Source	State Cost (\$1000s)	State Fund Source	Local Cost (\$1000s)	Local Fund Source	Total Phase Cost (\$1000s)	MPO/ Rural Action Plan No.	MPO/ Rural Action Date	Date Obligated	Amount Obligated (\$1000s)	Actual Federal	Actual State	Actual Local	Actual Total
2011	MUSKEGON	MDOT	US-31BR	over Abandoned Railroad, Whitehall	Bridge replacement	Superstructure replacement	CON	\$542,092	ST	\$120,307	M	\$14,836	CITY	\$671,235	87158	10/20/10	01/03/11	\$833,608	\$711,442	\$157,760	\$14,404	\$883,606
2011	OTTAWA	MDOT	M-231	M-46 to Little Robinson Creek	New route/structure (capacity increase)	Construct two lane roadway	JUL	\$368,325	NH	\$81,675	M	\$0		\$450,000	88888	06/15/11	09/02/11	\$450,000	\$368,325	\$81,675	\$0	\$450,000
2011	OTTAWA	MDOT	M-231	5 of Cypress Strouth to M-104	New route/structure (capacity increase)	Construct new two lane roadway	JUL	\$2,169,025	NH	\$480,975	M	\$0		\$2,650,000	88888	06/15/11	09/02/11	\$2,650,000	\$2,169,025	\$480,975	\$0	\$2,650,000
2011	MUSKEGON	MDOT	Maple Island Rd	Sweetser Road to Riverston Road	Reconstruct	Reconstruct	CON	\$474,376	EOOF	\$112,824	M	\$146,800	ONTY	\$724,000	90140	09/17/08	03/30/11	\$649,124	\$415,428	\$103,880	\$103,825	\$623,133
2011	OTTAWA	OCRC	14th Avenue S Boarding	14 Crookery Creek, Muskegon County	Reconstruct	Preventative Maintenance, MCS	CON	\$125,000	EOOF	\$25,000	M	\$325,000	ONTY	\$525,000	90155	09/28/10	09/17/11	\$348,318	\$83,538	\$48,764	\$215,957	\$328,318
2011	MUSKEGON	MDOT	1-96	over Abandoned GTW Railroad	Bridge - other	Replace structures with fill	JUL	\$460,000	IM	\$50,000	M	\$0		\$510,000	102972	06/15/11	09/02/11	\$500,000	\$0	\$169,281	\$9,546	\$192,927
2011	OTTAWA	MDOT	1-96	Under 112th Ave	Bridge replacement	Replace and widen structure	JUL	\$163,700	NH	\$36,300	M	\$0		\$200,000	103244	06/15/11	09/08/11	\$200,000	\$163,700	\$36,300	\$0	\$200,000
2011	MUSKEGON	MDOT	1-96 to US-31	Bladder Street to Park	Resurface	Resurface	CON	\$350,000	STUL	\$0		\$140,000	ONTY	\$490,000	104269	01/29/09	06/02/11	\$573,459	\$560,000	\$0	\$237,459	\$57,459
2011	MUSKEGON	MDOT	1-96	Keating Avenue to Whitehall Street	Reconstruct	Reconstruct	CON	\$350,000	STUL	\$0		\$140,000	ONTY	\$490,000	104274	01/20/11	04/15/11	\$794,230	\$560,000	\$0	\$234,230	\$794,230
2011	MUSKEGON	MDOT	1-96	Keating Avenue to Whitehall Street to Mills	Reconstruct	Reconstruct	CON	\$300,000	STUL	\$0		\$91,000	CITY	\$391,000	104275	06/20/07	03/15/11	\$586,046	\$300,000	\$0	\$238,046	\$586,046
2011	MUSKEGON	MDOT	1-96	White Lake Drive, Tyler	Widen - major (capacity increase)	Widen - major	CON	\$600,000	STUL	\$0		\$643,000	CITY	\$1,243,000	104278	06/20/07	03/08/11	\$924,307	\$600,000	\$0	\$324,307	\$924,307
2011	MUSKEGON	MDOT	1-96	White Lake Drive, Tyler	Roadside facility	Nonmotorized Path	CON	\$541,619	SITE	\$0		\$541,619	ONTY	\$1,083,238	105366	01/15/11	01/15/11	\$700,388	\$541,619	\$0	\$158,779	\$700,388
2011	OTTAWA	MDOT	M-104	Spring Lake Channel to Lake Ave	Resurface	Mill, HMA Resurface, ADA ramps	CON	\$469,250	ST	\$90,750	M	\$0		\$560,000	105512	08/04/11	08/04/11	\$497,548	\$469,250	\$0	\$28,298	\$497,548
2011	State Wide	MDOT	Various	Hills Rd north to M-46	Restore & rehabilitate	Core Jct Rpt & Dmnd	CON	\$1,910,379	NH	\$423,621	M	\$0		\$2,334,000	105716	10/20/10	03/22/11	\$2,477,614	\$2,027,927	\$449,687	\$0	\$2,477,614
2011	MUSKEGON	MDOT	US-31 BR	US-31 north to Shoreline Drive	Resurface	Mill, Joints, HMA Resurface, ADA ramps	CON	\$305,301	NH	\$65,795	M	\$1,904	CITY	\$313,000	105719	06/20/11	08/24/11	\$373,000	\$305,301	\$67,700	\$0	\$373,000
2011	MUSKEGON	MDOT	US-31 BR	Laketon Ave, to M-46	Widen - major (capacity increase)	Add SB weave/merge lane with minor adjacent ramp phase CHAQ grant number is 10161. The M phase CHAQ grant number is 11041	CON	\$738,400	CH	\$194,600	M	\$0		\$933,000	106698	10/20/10	08/25/11	\$1,010,390	\$868,918	\$202,078	\$0	\$1,010,390
2011	OTTAWA	MDOT	1-96	1-96 under Apple Drive	Restore & rehabilitate	Deep overlay, full pvt, side	SLB	\$122,400	IM	\$13,600	M	\$0		\$136,000	106651	03/17/11	03/17/11	\$136,000	\$122,400	\$13,600	\$0	\$136,000
2011	OTTAWA	MDOT	1-96	1-96 EB under M-104	Restore & rehabilitate	Deep overlay, PPH, full part, curb	PE	\$10,814	IM	\$1,201	M	\$0		\$12,015	106671	09/08/11	09/08/11	\$12,015	\$10,814	\$1,202	\$0	\$12,015
2011	OTTAWA	MDOT	1-96	1-96 EB under M-104	Restore & rehabilitate	Deep overlay, PPH, full part, curb	SLB	\$73,787	IM	\$8,198	M	\$0		\$81,985	106671	05/04/11	05/04/11	\$81,985	\$73,787	\$8,199	\$0	\$81,985
2011	OTTAWA	MDOT	US-31	at Warner Street	Traffic ops/safety	Removal of existing cross over and addition of reduced right turn lanes, CHAQ grant number #11005	PE	\$75,200	CH	\$18,800	M	\$0		\$94,000	110086	10/27/10	06/01/11	\$94,000	\$75,200	\$18,800	\$0	\$94,000
2011	OTTAWA	MDOT	US-31 BR	Holmes Elementary School, Village of Spring Lake	Roadside facility	Blue/Red safety improvements	CON	\$215,194	SRSI	\$0		\$367,771	CITY	\$582,965	110133	03/09/10	03/14/11	\$737,845	\$215,194	\$0	\$158,651	\$737,845
2011	MUSKEGON	MDOT	US-31 BR	Black Creek	Restore & rehabilitate	Deep overlay, spot part, curb	PE	\$17,098	ERSL	\$3,791	M	\$0		\$20,889	110194	10/27/10	10/27/10	\$20,889	\$17,098	\$3,791	\$0	\$20,889
2011	MUSKEGON	MDOT	US-31 BR	Black Creek	Restore & rehabilitate	Deep overlay, spot part, curb	SLB	\$15,642	ERSL	\$3,469	M	\$0		\$19,111	110194	10/27/10	10/27/10	\$19,111	\$15,642	\$3,469	\$0	\$19,111
2011	MUSKEGON	MDOT	US-31 BR	Black Creek	Restore & rehabilitate	Deep overlay, spot part, curb	PE	\$17,098	ERSL	\$3,791	M	\$0		\$20,889	110196	10/27/10	10/27/10	\$20,889	\$17,098	\$3,791	\$0	\$20,889



Muskegon /Northern Ottawa MPO - 2011 Year End Report of Obligated Projects

Fiscal Year	County	Responsible Agency	Project Name	Limits	Primary Work Type	Project Description	Phase	Federal Cost (\$1000s)	Federal Fund Source (\$1000s)	State Cost (\$1000s)	State Fund Source (\$1000s)	Local Cost (\$1000s)	Local Fund Source (\$1000s)	Total Phase Cost (\$1000s)	MDOT Job No.	MPD/Rural Action Date	Date Obligated	Amount Obligated (\$1000s)	Actual Federal	Actual State	Actual Local	Actual Total
2011	MUSKEGON	MDOT	M-120	Whitetail Road to US-31	Miscellaneous	Road Scoping	EPE	\$12,278	ST	\$2,722	M	\$0	CITY	\$15,000	113949	06/29/11	06/29/11	\$12,278	\$2,722	\$0	\$15,000	
2011	MUSKEGON	MDOT	Larabee Street	Western to Apple	Reconstruct	Reconstruction	CON	\$160,000	HSEL	\$0	M	\$0	CITY	\$230,000	114154	06/19/11	08/12/11	\$224,652	\$160,000	\$0	\$64,652	\$224,652
2011	MUSKEGON	MDOT	US-31	C80 Railroad north to Fritvale Road	Miscellaneous	Road Scoping	EPE	\$24,555	ST	\$5,445	M	\$0	CITY	\$30,000	114157	08/12/11	08/12/11	\$30,000	\$24,555	\$5,445	\$0	\$30,000
2011	MUSKEGON	MATS	Heavy duty bus replacement (3)	Areawide	Transit vehicles additions/replacements	Heavy duty bus replacement (3)	T-Cap	\$427,500	5309	\$106,875	CTF	\$0		\$534,375		40653	9/23/11	\$427,500	\$106,875	\$0	\$534,375	
2011	MUSKEGON	MATS	Project facility administration (Transit capital)	Areawide	Transit facility	Project facility engineering and design	T-Cap	\$300,000	5309	\$90,000	CTF	\$0		\$390,000		40653	9/23/11	\$300,000	\$90,000	\$0	\$390,000	
2011	MUSKEGON	MATS	Project facility engineering and design	Areawide	Transit facility	Project facility engineering and design	T-Cap	\$80,000	5309	\$30,000	CTF	\$0		\$110,000		40653	9/23/11	\$80,000	\$30,000	\$0	\$110,000	
2011	MUSKEGON	MATS	Transit facility furnishings	Areawide	Transit facility	Facility furnishings	T-Cap	\$80,000	5309	\$30,000	CTF	\$0		\$110,000		40653	9/23/11	\$80,000	\$30,000	\$0	\$110,000	
2011	MUSKEGON	MATS	Bus station equipment	Areawide	Transit facility	Bus station equipment	T-Cap	\$91,440	5309	\$22,860	CTF	\$0		\$114,300		40653	9/23/11	\$91,440	\$22,860	\$0	\$114,300	
2011	MUSKEGON	MATS	Capital	Areawide	Transit maintenance equipment and parts	Preventive Maintenance Capital Transit Paratransit Service	T-Cap	\$440,000	5307	\$110,000	CTF	\$0		\$550,000		40686	8/2/11	\$440,000	\$110,000	\$0	\$550,000	
2011	MUSKEGON	MATS	Operating	Areawide	Transit operations	Transit operations	T-Ops	\$1,095,590	5307	\$657,600	CTF	\$408,400	TRVL	\$2,192,000		39253	8/2/11	\$1,095,590	\$657,600	\$408,400	\$2,192,000	
2011	MUSKEGON	MATS	Purchase up to three small buses	Areawide	Transit vehicle additions/replacements	Transit vehicle additions/replacements	T-Cap	\$160,000	OK	\$0		\$0	CITY	\$230,000	112404	40690	8/1/11	\$160,000	\$0	\$0	\$230,000	
2011	MUSKEGON	Prepar Resources	Multiple vehicle purchases	Areawide	Transit operations	Multiple vehicle purchases	T-Cap	\$388,416	5310	\$97,104	CTF	\$0		\$485,520		40005	9/23/11	\$388,416	\$97,104	\$0	\$485,520	
2011	Ottawa	Harbor Transit	Operating	Areawide	Transit operations	Operating Federal	CON	\$320,000	5307	\$0		\$0		\$320,000			03/17/10	\$320,000	\$0	\$0	\$320,000	
2011	Ottawa	Harbor Transit	Orchard and Market	Areawide	Transit operations	Orchard and Market	T-Ops	\$12,000	OK	\$0		\$3,000	CITY	\$15,000	112403	10/29/10		\$12,000	\$0	\$3,000	\$12,000	





