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## MEETING NOTICE

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There will be a Transportation Technical Committee meeting held on:

**DATE:** Thursday, September 5, 2019

**TIME:** 1:30 p.m.

**PLACE:** *WMSRDC Offices- 3<sup>rd</sup> Floor of Terrace Plaza*  
*316 Morris Avenue, Suite 340*  
Muskegon, Michigan 49443  
<http://www.wmsrdc.org>

If you are unable to attend, please contact Brian Mulnix at 231.722.7878 x20

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## TRANSPORTATION TECHNICAL COMMITTEE

### AGENDA

September 5, 2019

- I. CALL TO ORDER
- II. APPROVAL OF THE PREVIOUS MINUTES (AUGUST 1, 2019) - **(ATTACHMENT I) (ACTION)**
- III. PUBLIC COMMENT (AGENDA ITEMS)
- IV. TRANSPORTATION IMPROVEMENT PROGRAM
  - A. FY2017-2020 TIP **(INFORMATION)**
  - B. FY2020-2023 TIP **(INFORMATION)**
- V. 2045 LONG RANGE PLAN
  - A. DRAFT IMPROVE/EXPAND PROJECT LIST **(ATTACHMENT II) (ACTION)**
  - B. CHAPTER 1 –INTRODUCTION- **(ATTACHMENT III) (ACTION)**
  - C. CHAPTER II- REGIONAL OVERVIEW- **(ATTACHMENT IV) (ACTION)**
  - D. MDOT STATEWIDE LONG RANGE PLAN & TRAVEL DEMAND MODEL UPDATE- **(INFORMATION)**
- VI. MPO ROUNDTABLE
- VII. PUBLIC COMMENT
- VIII. ADJOURNMENT

# **ATTACHMENT I**

## **WEST MICHIGAN METROPOLITAN TRANSPORTATION PLANNING PROGRAM (WESTPLAN) TECHNICAL COMMITTEE MEETING**

### **MEETING MINUTES**

August 1, 2019

- Members Present:** Matt Farrar, Muskegon County (Chairperson)  
Paul Bouman, MCRC  
Craig Bessinger, City of Ferrysburg  
Derek Gajdos, City of Grand Haven  
Tom Doyle, MDOT Lansing  
Tyler Kent, MDOT Grand Region  
Leo Evans, City of Muskegon  
Doug Kadzban, City of Muskegon Heights  
James Koens, MATS  
Brian Armstrong, City of Whitehall  
Scott Beishuizen, City of Montague  
John Nash, Spring Lake Township
- Members Absent:** Ben VanHoeven, Village of Spring Lake  
Tony Barnes, Muskegon Urban Township Rep  
Andrea Dewey, FHWA (Non-Voting)  
Steven Patrick, Harbor Transit  
Valerie Shultz, MDOT- OPT  
Mark Disselkoen, City of North Muskegon  
Wally Delamater, Village of Spring Lake  
Brett Laughlin, OCRC  
Marcia Jeske, Rural Township Rep  
James Murphy, City of Norton Shores  
Vacant, City of Roosevelt Park
- Others Present:** Laird Schaefer, Citizen Grand Haven Township  
Suzanne Mulder, MDOT - Muskegon TSC  
Ryan Gladding, MDOT- Lansing  
Joel Brown, Consumers Energy  
Rich Houteman, Consumers Energy  
Eleanor Cantor, Citizen  
Darma Cantor, Citizen  
Brian Dian, Citizen  
Faye Redmond, Citizen
- Staff Present:** Brian Mulnix, WMSRDC  
Amy Haack, WMSRDC  
Joel Fitzpatrick, WMSRDC

## **I. CALL TO ORDER**

Chairperson Farrar called the meeting to order at 1:33 p.m. Mr. Farrar asked all attending to introduce themselves.

## **II. APPROVAL OF PREVIOUS MINUTES**

Minutes from the previous meeting were reviewed. After discussion a motion was made and supported to approve minutes of the June 6, 2019 Technical Committee meeting. Motion approved. *M/S Bessinger/Kadzban*

## **III. PUBLIC COMMENT**

The WestPlan Public Participation Plan procedure was followed to achieve public participation for this meeting. There were no comments from the public.

## **IV. TRANSPORTATION IMPROVEMENT PROGRAM**

- **FY2017-2020 TIP Amendment R** - Mr. Mulnix discussed FY2017-2020 TIP Amendment R, which was emailed with the agenda packet. Mr. Tyler Kent gave a further explanation on the project. After discussion, a motion was made to approve Amendment R. Motion carried. *M/S Bessinger/Nash*
- **2019 CMAQ Funding** – Mr. Leo Evans stated that the City of Muskegon was unable to utilize their 2019 CMAQ funding. Discussion ensued. A motion was made to amend the TIP to abandon the City of Muskegon's 2019 CMAQ project in the amount of \$80,000 and to approve any transit projects which may be able to use that funding. After discussion, a motion was made to approve. Motion carried. *M/S Bessinger/Nash*
- **HIP Funding** – Brian explained the available HIP funding in the amount of \$180,000 which needs to be obligated before the end of FY 2021. Discussion ensued. It was agreed that a subcommittee would be put together to review options.

## **V. MDOT STATEWIDE LONG RANGE PLAN & TRAVEL DEMAND MODEL UPDATE**

Mr. Ryan Gladding presented the future SE Data. He did note that he added an estimated 1200 jobs in case the casino in Fruitport Township opens. After discussion, a motion was made to approve the SE data. Motion carried. *M/S Bessinger/Nash*

## **VI. MPO ROUNDTABLE**

- John Nash mentioned that the Fred Meijer Berry Junction Trail was phenomenal.
- Leo Evans noted that Peck and Sanford are being converted to two-way.
- Rich Houteman from Consumers Energy introduced Joel Brown, ROW Specialist from the same agency.

## **VII. NEW BUSINESS** – There was no new business to discuss.

## **VIII. OLD BUSINESS** – There was no old business to discuss.

## IX. PUBLIC PARTICIPATION

The WestPlan Public Participation Plan procedure was followed to achieve public participation for this meeting. Two members of the public spoke. The following was verbally spoken at the meeting and submitted via email:

*Eleanor Canter: My name is Eleanor Canter and I am with Disability Justice League West Michigan.*

*We submitted a list of improvements we would like to see made to the MATS system and were told by County staff that no changes could be made without more funding. Even simple, cost-free solutions like a public input committee were rejected outright. We were told that we couldn't "rush into" basic, common sense solutions to improve transportation in Muskegon County.*

*In the MATS Title VI Plan, we found a reference to WMSRDC as the entity responsible for long-term planning. If proposed solutions cannot be implemented in the short-term, then we will have to ask that they be included in long-term planning.*

*So my question is, "Does the proposal to eliminate two routes that disproportionately serve low-income, disabled, and senior citizens match with WMSRDC's long-term plan for transportation in our community?" If it does not, I ask that you speak up regarding Title VI responsibilities for transit providers.*

*MATS has no Title VI Policy, no policy for responding to complaints, and no public complaint form. The MATS Title VI Plan is extremely dismissive of its responsibilities under Title VI. It is not a plan at all.*

*Additionally, I have very serious concerns that the route study being conducted by FourSquare has been heavily influenced by MATS management and will not result in an independent study.*

*As a planning organization, we need you to start paying attention to this stuff. We've been to the County Commission, to MATS, to FourSquare, and now to WMSRDC. That's four entities responsible for transportation planning and everyone is pointing us toward someone else. No one can tell us how we can meaningfully participate in the design and delivery of public transportation in our community.*

*We have collected the following suggestions from riders so far:*

- *Investing in public transportation*
- *Properly cleaned busses*
- *Operate smaller busses where feasible*
- *Polite, respectful drivers who are willing to provide information about the system*
- *Ability to contact MATS after 4:30 p.m. for scheduling and route information*
- *Bus stops that are cleared of snow in the winter*
- *A consistent and accessible complaint system and complaint resolution process to address issues as they arise. The current system is, in practice, not satisfactory and complaints often go unresponded to.*

*Darma Canter: I attended the WMSRDC Transportation meeting on Aug 1, 2019. My purpose was to express a concern for the proposed reduction in public transportation services performed by Muskegon Area Transit System, and to register my shock that the MPO, specifically designed to plan, prepare and budget for our transportation future, seemed silent on the issue vital to so many people in the Metropolitan area.*

*In preparation I reviewed the LRP 2040 and the Title VI policy addressing disparate impact and public participation. While I haven't worked with programs funded by DOT, I know all federal / state funding*

*is linked to principles of equity and inclusion for all the people. What I discovered in the agency's planning documents is a statement that nothing being planned would impact low-income or minority neighborhoods. With all the public dollars being passed around now, and in the future, how is it possible that none of the future projects would address problems in the large minority community?*

*The MATS bus routes are primarily serving an area with the highest population density along with a high concentration of seniors living in subsidized housing or assisted living facilities, it has a poverty rate above 30% and serves inner-city schools serving minority youth. The manager called them transportation dependent; meaning young people, seniors and low-income families don't own or drive automobiles. I think that is an attitude that implies they have less value when planning for Muskegon's growth and economic expansion. Appearance isn't necessarily reality, but it deserves a closer inspection for patterns of discrimination.*

*Likewise, documents from MATS and WMSRDC respond to LEP requirements simply from the number of languages spoken in the region. So, a plan to provide language assistance is basically "we don't have many non-English speakers." The approach only considers spoken language and ignores all the conditions that influence proficient communication. It ignores the members of the community who have conditions affecting hearing, listening, speaking, or communication; whether it is an intellectual, physical or emotion impairment the barrier to understanding isn't related to ethnicity or native language, but they are entitled to information that everyone else is getting. A much more comprehensive population study needs to be completed before the DOT recipients can say they don't need an LEP plan.*

*At the heart of Title VI is a public participation plan. WMSRDC has a great plan on paper, and they report that they follow the plan, but it hasn't produced public involvement. When an agency creates a plan to comply with any policy or regulations, it is necessary to measure the plan's outcomes for the intended impact. No matter how polished it looks, if it doesn't deliver results, it must be updated and refined to reach your target. Based on a limited search it appears WMSRDC isn't getting either quality or quantity public participation; people representing the municipal units receiving DOT dollars have a point of view, but it can be improved with a more diverse and democratic process for resident involvement.*

**X. ADJOURN-** Meeting adjourned at 2:15 p.m.

## ATTACHMENT II

### WestPlan 2045 Long Range Plan- Improve and Expand Project List

Project Name	To/From	Description	Jurisdiction	Cost	Est. Year of Const.	Project Length
168 <sup>th</sup> Avenue	Hayes Street to North of Comstock	Reconstruct- Expand from 2 to 3 lanes	Ottawa County Road Commission	\$1,400,000	2040	.8 Miles
Henry Street	Seminole to Hile	Reconstruct from 2 to 3 lanes	Norton Shores	\$1,600,000	2040	1.25 miles
Sternberg Road	Quarterline Road to Airline Road	Add center left turn lane – 1 mile	MCRC	\$800,000	2030	1 mile
Witham Road	Bear Creek Bridge to Moulton Road	Reconstruct and add left turn lane and storm sewer – 2000 feet	North Muskegon	\$670,000	2040	2,000 feet
Sternberg Road	Martin Road to Lake Harbor Road	New two lane road – 2 miles	Norton Shores	\$2,200,000	2030	2 miles
Pontaluna Road	Grand Haven Road to Harvey	Reconstruct from 2 to 3 lanes - .75 miles, with bike lanes	Norton Shores	\$1,600,000	2030	.75 miles
Grand Haven Road	Hile to 100 ft south of Seaway	Reconstruct from 2 to 3 Lanes.	Norton Shores	\$1,100,000	2030	.75 miles
Hile Road	Harvey Street to Grand Haven Road (excludes US-31 bridge)	Reconstruct from 2 to 3 lanes with bike lanes	Norton Shores	\$1,600,000	2030	.75 miles
174 <sup>th</sup> Avenue	Van Wagoner Road to Wilson Street	Reconstruct from 2 to 3 lanes	Ottawa County Road Commission	\$1,800,000	2040	1.5 miles
West Spring Lake Road Bridge	Lake Road to 168 <sup>th</sup> Avenue	Reconstruct bridge structure	City of Ferrysburg	\$13,000,000	2025	447 ft.

Public transit is an important transportation mode in our community. The public transit agencies in the MPO operate services within the financial constraints presented and, like the road agencies are continually seeking opportunities to improve and to secure additional resources where available. Current and future transit studies will help to identify specific projects.

## ATTACHMENT III

### WestPlan 2045 Long Range Plan

## CHAPTER 1: INTRODUCTION

### *Overview of Plan*

On December 4, 2015, President Obama signed into law Public Law 114-94, the Fixing America's Surface Transportation Act (FAST Act). The FAST Act funds surface transportation programs—including, but not limited to, Federal-aid highways—at over \$305 billion for fiscal years (FY) 2016 through 2020. It is the first long-term surface transportation authorization enacted in a decade that provides long-term funding certainty for surface transportation. This summary reviews the policies and programs of the FAST Act administered by the Federal Highway Administration (FHWA).

The Moving Ahead for Progress in the 21st Century Act (MAP-21), enacted in 2012, included provisions to make the Federal surface transportation more streamlined, performance-based, and multimodal, and to address challenges facing the U.S. transportation system, including improving safety, maintaining infrastructure condition, reducing traffic congestion, improving efficiency of the system and freight movement, protecting the environment, and reducing delays in project delivery. The FAST Act builds on the changes made by MAP-21.

MAP-21, the Moving Ahead for Progress in the 21st Century Act (P.L. 112-141), was signed into law on July 6, 2012. Funding surface transportation programs at over \$105 billion for fiscal years (FY) 2013 and 2014, MAP-21 was the first long-term highway authorization enacted since 2005. By transforming the policy and programmatic framework for investments to guide the system's growth and development, MAP-21 created a streamlined and performance-based surface transportation program and builds on many of the highway, transit, bike, and pedestrian programs and policies established in 1991.

The Clean Air Act of 1970 (CAA) and its Amendments require that the federal government review all transportation plans to assure improved air quality. These conformity requirements, first introduced in the 1977 CAA Amendments, prohibited federal approvals of actions that did not concur with state government's State Implementation Plan (SIP) for air quality improvements. These requirements were further expanded in the 1990 Amendments to require that transportation plans conform to the SIP's expressed purpose of eliminating or reducing the severity and number of violations of the National Ambient Air Quality Standards, and achieving expeditious attainment of such standards.

A portion of Muskegon County and the State of Michigan are operating under the State Implementation Plan (SIP). This plan identifies how air quality will be protected and improved in the State. The processes for reviewing and approving Long Range



Transportation Plans and projects are outlined in the SIP and are being followed in the development of transportation plans statewide.

Under the CAA, the U.S. Environmental Protection Agency has classified a portion of Muskegon County as nonattainment and Ottawa County as an attainment maintenance area for the ground-level ozone pollutant. Muskegon is classified as its own area while Ottawa and Kent Counties are classified as a two-county combined area.

The WestPlan 2045 Long-Range Transportation Plan provides for a multi-jurisdictional, multi-year look at the Muskegon/Northern Ottawa area's future transportation system. Transportation needs and resources were evaluated for the period 2020 to 2045, and appropriate plans were made for meeting long-term needs, in the best manner possible with constrained finances. The plan also includes the use of local, state, and federal transportation goals and objectives to guide transportation plans and projects. This plan covers transportation for all of the WestPlan area and, as such, is heavily flavored with input from local elected officials, municipal and road agency staff, and the citizens of the Muskegon/Northern Ottawa area.

### ***Description of the MPO***

WestPlan consists of a Policy Committee and a Technical Committee. The Technical Committee reports directly to the Policy Committee. The Policy Committee is responsible for all final decisions regarding transportation. All meetings, with the exception of special meetings, are held during normal business hours. The following local communities and/or transportation agencies and providers are members of WestPlan:

- |   |                                   |
|---|-----------------------------------|
| - Federal Highway Administration        | - City of Ferrysburg              |
| - City of Grand Haven                   | - Harbor Transit                  |
| - Michigan Department of Transportation | - City of Muskegon                |
| - Muskegon Area Transit System          | - Muskegon County Road Commission |
| - City of Muskegon Heights              | - City of North Muskegon          |
| - City of Norton Shores                 | - Ottawa County Road Commission   |
| - City of Roosevelt Park                | - City of Whitehall               |
| - Village of Spring Lake                | - City of Montague                |
| - Village of Fruitport                  | - Muskegon County urban twp. rep. |
| - Ottawa County urban twp. rep.         | - Muskegon County rural twp. rep. |
| - Ottawa County rural twp. rep.         | - Muskegon County                 |
| - Ottawa County                         |                                   |

The Technical Committee usually meets every other month, and is made up mostly of staff members of various member agencies. Members are typically engineers, city managers, or DPW staff. The Technical Committee acts as an advisory committee to work on issues which are primarily technical. The Technical Committee then makes recommendations to the Policy Committee.

The Policy Committee also usually meets every other month. It is comprised almost entirely of local elected officials who have been appointed to the committee by their jurisdictions.

The Policy Committee is responsible for all final decisions regarding transportation within the MPO.

### ***Summary of the Planning Process***

The development and management of a community's transportation system requires various levels and degrees of planning. At one level, individual communities may develop implementation plans for a single construction season or capital improvement plans to meet needs for the next five to six years. At another level, Metropolitan Planning Organizations (MPO's) develop both Short and Long-Range Transportation Plans that cross municipal boundaries and provide a transportation vision for an entire metropolitan area.

#### **Eight Federal Planning Factors**

The continual development of this document is a cooperative effort of the local communities, transportation stakeholders, the public, and the metropolitan planning organization (MPOs). The process, explained below, includes the development of numerous elements. The development of the Long Range Transportation Plan is driven, in part, by eight Federal planning factors which have been identified by FHWA. These factors are outlined below.

1. Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity and efficiency.
2. Increase the safety of the transportation system for motorized and non-motorized users.
3. Increase the security of the transportation system for motorized and non-motorized users.
4. Increase the accessibility and mobility of people and for freight.
5. Protect and enhance the environment, promote energy conservation, improve the quality of life, and promote consistency between transportation improvements and state and local planned growth and economic development patterns.
6. Enhance the integration and connectivity of the transportation system, across and between modes, for people and freight.
7. Promote efficient system management and operation.
8. Emphasize the preservation of the existing transportation system.

One of the first steps in the process involves scoping. During this scoping process, MPO committees reviewed the existing vision, goals, and objectives. A number of changes were made in anticipation of performance based planning measures. These decisions were informed by the eight federal planning factors as well as other considerations.

The collection and analysis of data is one of the first steps of the planning process. For this effort, demographic information on the Muskegon and northern Ottawa County area was collected at a detailed "traffic analysis zone" ("TAZ") level. This included socio-economic data items such as population, housing units, vehicles available, retail and non-retail employment, and other data. Information that was also gathered includes traffic count

levels, land use patterns, zoning ordinances, comprehensive development plans, environmental factors, and recent local developments.

In addition to the collection of current data, projections must be made for future years of the plan. Using population and employment projections, environmental and other development constraints, land use patterns, local knowledge, and many other factors, socio-economic estimates were made for the year 2045. These projections provide an estimate of how the Muskegon/Northern Ottawa MPO area may develop in the coming years.

As the socio-economic data was being compiled and projections were being made, a computer model of the WestPlan transportation network was also being further refined. The computer model, used for long-range planning and for air quality modeling, includes a complex network of simulated roadways in the WestPlan area. Each roadway in the model carries a simulated level of traffic based on the surrounding land uses, population, traffic counts, roadway types, and other socio-economic factors.

The current socio-economic data and traffic information was used as input to the model, and the model was calibrated so that the simulated traffic closely matched actual traffic patterns and data. Once the calibration process was complete, the socio-economic data estimates for the year 2045 were included in the model in order to determine if the current transportation system would be able to accommodate the growing or shifting demographics of the area. The purpose of the model is to identify roadways that are currently deficient or will be in the future.

In addition to modeled capacity deficiencies, other transportation concerns are addressed in the plan. This is accomplished through the identification of a “local concerns” list and through the development of goals and objectives. The local communities compiled the local concerns in order to address transportation needs such as safety, operational, or economic concerns that may not be shown by the capacity deficiency model. The concerns and desires of the WestPlan area are also included in the goals and objectives for this plan. These goals and objectives will guide transportation efforts into the future.

As the goals and objectives were being developed, financial resources were also being analyzed. As the plan must be financially constrained, an estimate of transportation revenues to the area must be calculated before plans for the transportation system and implementing projects can be selected. Recent funding sources and levels were used by MDOT to project future revenues, and the total amount of transportation funds that could be expected through the year 2045. This list of projects includes only those projects that significantly change the transportation network, and does not need to include resurfacing projects and other routine preservation projects. Although residential roads are important in the WestPlan area, the list of projects focuses on the broader transportation network and the more significant streets, roads, and highways.

#### Brief Description of Public and Stakeholder Involvement

Public and stakeholder involvement throughout the LRTP planning process was ensured through a number of mechanisms:

- Press and information releases

- Facebook notifications
- Direct mailings of the “Commission Communications” newsletter
- Internet web page
- Annual report
- Meetings of the WestPlan Technical and Policy Committees
- Special meetings
- Workshops
- Public meetings

MAP-21 also requires that WestPlan consult with federal, state and local entities that are responsible for:

- Economic growth and development
- Environmental protection
- Airport operations
- Freight movement
- Land use management
- Natural resources
- Conservation
- Historic preservation

A list of these transportation stakeholder agencies is located in the appendices. The goal of this process is to eliminate or minimize conflicts with other agencies' plans that impact transportation. WestPlan staff began the consultation process by reviewing its current stakeholder list to expand and ensure that the correct types of organizations noted above were receiving information regarding the LRP. With the assistance of Federal Highway Administration, Michigan Department of Transportation, and other MPOs, additional entities are constantly being identified therefore expanding the transportation stakeholder list.

Agencies on the Consultation list were contacted when a draft list of projects was adopted by the Technical and Policy Committees.

## ATTACHMENT III

### WestPlan 2045 Long Range Plan

## CHAPTER 2: REGIONAL OVERVIEW

### *Brief History of the Region*

#### Muskegon County

The earliest recorded history of the Muskegon area reflects that it was inhabited by the Ottawa and Pottawatomi tribes. The name “Muskegon” is derived from the Ottawa Indian term “Masquigon” meaning “marshy river” or “swamp.” The “Masquigon” river is identified on French maps as early as the 17<sup>th</sup> century, suggesting that French explorers had reached Western Michigan by that time (Yakes).

The first known Frenchmen in the area were Father Jacques Marquette, who traveled through the area in 1675 on his way to St. Ignace and a party of French soldiers under LaSalle’s lieutenant, Henry de Tonty, who passed through in 1679 (Yakes).

The earliest known resident of the county was a fur trader and trapper named Edward Fitzgerald, who settled in the area in 1748. Settlement of the area began in 1837 with the organization of Muskegon County from portions of Ottawa and Oceana Counties. At the time of its incorporation in 1859, Muskegon County had six townships (Muskegon, Norton, Ravenna, White River, Dalton, and Oceana) (Yakes).

The lumbering era put Muskegon County on the map, in economic terms. Ravenna was settled in 1844 when E.B. Bostwick built a sawmill. The city and township were named after Ravenna, Ohio, the hometown of the surveyor who platted the land. Norton Shores was settled by Colonel S. Norton in 1846. Casnovia was founded in 1850 by a tavern keeper named Lot Fulkerson. Montague was first settled in 1855 by Nat Sargent. Whitehall was platted in 1859 by Charles Mears and Giles B. Slocum. The town was originally named after Mears. In 1864 the Muskegon Log Booming Company was formed to sort logs and raft them to the mills. In 1868, Fruitport, originally Crawville, was founded by Edward Craw. It was renamed a year later when the Pere Marquette Railroad built a station in the town that was a fertile fruit growing area and a port. In 1872 North Muskegon was recorded as Reedsville, named for the first settler, Archibald Reed. It was renamed in 1881 when it was incorporated as a village. North Muskegon was later incorporated as a city in 1891 (Multi-Mag Michigan).

1890 marked the end of the lumber boom in Muskegon County. Successful area industrialists formed the Muskegon Improvement Company to stimulate the economy as it lagged at the end of the lumber boom. The Muskegon Improvement Company purchased 1,000 acres and sold the lots in a lottery, using the proceeds to underwrite new businesses. The project was successful enough that a train station was located in the area (Muskegon Heights) in 1902 to serve the Chicago & West Michigan Railroad (Yakes).

Union Depot was opened in 1885 to serve the Chicago & West Michigan; Muskegon, Grand Rapids, & Indiana; and the Toledo, Saginaw & Muskegon railroads. It was designed by A.W.

Rush & Son of Grand Rapids in the Richardsonian Romanesque style. The station was closed in 1971 until it was donated to the county in 1992, restored, and reopened as the visitor's center and museum (Historical Markers). Lakewood Club was formed as a resort association in 1912 by the Mayo brothers. It was popular enough by 1914 that a seasonal post office was set up, which became permanent in the 1940s (Multi-Mag Michigan).

The oil boom in Muskegon County was a distinct period during the city's industrial era. The oil was found by accident in 1869 when Gideon Truesdell was looking for salt. They had been drilling in various Muskegon County locations for salt between 1869 and 1886 but the salt they found was contaminated with petroleum. In 1922, Stanley Danilooff found oil seepage in the swampland near his home, within five years he had amassed enough funds to have the site drilled and a "gusher" was located in Muskegon Township in 1927. The price of crude oil fell with the depression in 1929 and the oil boom ended (Parrish).

During the world war period, Muskegon became an "Arsenal of Democracy." In the post war housing boom, Roosevelt Park was formed as a residential suburb in 1949 and named after Franklin Delano Roosevelt. The 1950s and 60s brought rough economic times to Muskegon County. Many workers were laid off and several local companies closed. In the 1960s and 70s, consolidation and mergers with national corporations left few locally-owned businesses in the county. The local economy has been struggling to diversify since that time (Yakes).

#### Northern Ottawa County

As in Muskegon County, the Pottawattamie and Ottawa Indians lived in the Grand Haven area prior to the first white settlers. The Grand River served as a trade route for the Native American tribes. The first permanent white settler to the area was Rev. William Montague Ferry, a Presbyterian minister who moved to the area in 1834. Ferry founded the first area church as well as the town of Ferrysburg.

A plat for the City of Grand Haven was recorded in 1835. The settlement of the surrounding areas of Spring Lake and Ferrysburg followed soon after. Over the following six decades Grand Haven saw success as part of the lumbering industry due to its location as a port.

The railroad arrived in 1858 which assisted in the development of the area's manufacturing and resort industries which took advantage of the port. In the past few decades northern Ottawa County has become a vibrant port, boating, fishing, and resort community.

#### ***Transportation History of the Region***

The WestPlan MPO is located along the routes of U.S. 31 and Interstate 96, which are two major state transportation arteries linking the area to all major regional population and economic centers such as Chicago, Detroit, Grand Rapids, Lansing, Indianapolis, and Milwaukee. U.S. 31 runs north and south along the Lake Michigan shoreline from South Bend, Indiana to Mackinaw City, Michigan. However, the classification of U.S. 31 as an expressway terminates at Ludington, Michigan, where it becomes a state highway generally

served by only two lanes. The course of Interstate 96 is an east-west direction from Muskegon to Detroit by way of Grand Rapids and Lansing. The Muskegon metropolitan area is provided with public transit opportunities through the Muskegon Area Transit System (MATS).

Northern Ottawa County's transit needs are covered by Harbor Transit Multimodal Transportation System (Harbor Transit), which provides public transportation to the area through a demand-response system, as well as limited fixed routes which operate during the summer months.

Commercial air service is available at the Muskegon County Airport with daily service to Chicago's O'Hare Airport. The Major airline that operates out of Muskegon is United Airlines. Muskegon and Grand Haven presently serves as the major deep water ports in the area. In June 2004, Muskegon began receiving car ferry service to Milwaukee, Wisconsin by way of the Lake Express. This diesel-powered catamaran-style ferry travels at speeds of up to 40 miles per hour. Service is provided numerous times a day from late April through October.

The primary inter-city bicycle route in the region is the Hart-Montague Trail State Park. The trail spans 22.5 miles from Hart in Oceana County to Whitehall in Muskegon County. Efforts are being made to construct the Fred Meijer Berry Junction Trail, which is a 10-mile stretch of trail between Whitehall and North Muskegon. This will connect the Hart-Montague Trail to the City of Muskegon's Lakeshore Trail. This trail covers about 12 miles throughout Muskegon. Another path, the Musketawa Trail, extends 26 miles eastward from Muskegon to Marne in Ottawa County. From Marne, the trail becomes the Fred Meijer Pioneer Trail which extends to in Kent County. Additionally, efforts are underway in northern Ottawa County to complete a trail system which would connect local trails with regional trails.

The history of metropolitan transportation planning in this area dates back to 1973, when the West Michigan Shoreline Regional Development Commission organized the Muskegon Area Transportation Planning Program as the MPO Policy Committee. In 2003, when the U.S. Census Bureau expanded the Muskegon Urbanized Area to include northern Ottawa County, the WMSRDC realigned the Metropolitan Planning Area (MPA) of the MPO and organized the West Michigan Metropolitan Transportation Planning Program (WestPlan). The WMDRDC has administered and staffed the MPO since 1973. WestPlan undertakes a comprehensive transportation planning program 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.

Metropolitan transportation planning in the Muskegon area is a long-standing process dating back to the 1970s. In 1974, a Long-Range Transportation Plan was developed for the Muskegon Urban area. This plan was updated in 1986 and then re-certified as a Policy Document by the Muskegon Area Transportation Planning Program (MATPP) in 1990. In 1991, the plan was reviewed in light of the Clean Air Act Amendments (CAAA) of 1990 and was approved by the Environmental Protection Agency (EPA) as a conforming plan for air quality. In recent years, the effects of the Clean Air Act Amendments (CAAA) of 1990 and the Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991 have caused changes in the scope and scale of transportation plans. In 2002, the US Census Bureau expanded the

urbanized boundary for the Muskegon MPO. This action expanded the urbanized area to include Northern Ottawa County. Four townships, two cities, and one village were added to the MPO. The change was based on population density, and it was determined that the area between the Muskegon urbanized area and the Grand Haven urbanized area, also known as the “tri-cities area”, was now one contiguous urban area. This expanded MPO is now known as the West Michigan Metropolitan Transportation Planning program or WESTPLAN.

After the 2010 Census the boundaries of the ACUB were changed yet again. With this expansion the urbanized boundary was extended south into Port Sheldon Township in Ottawa County.

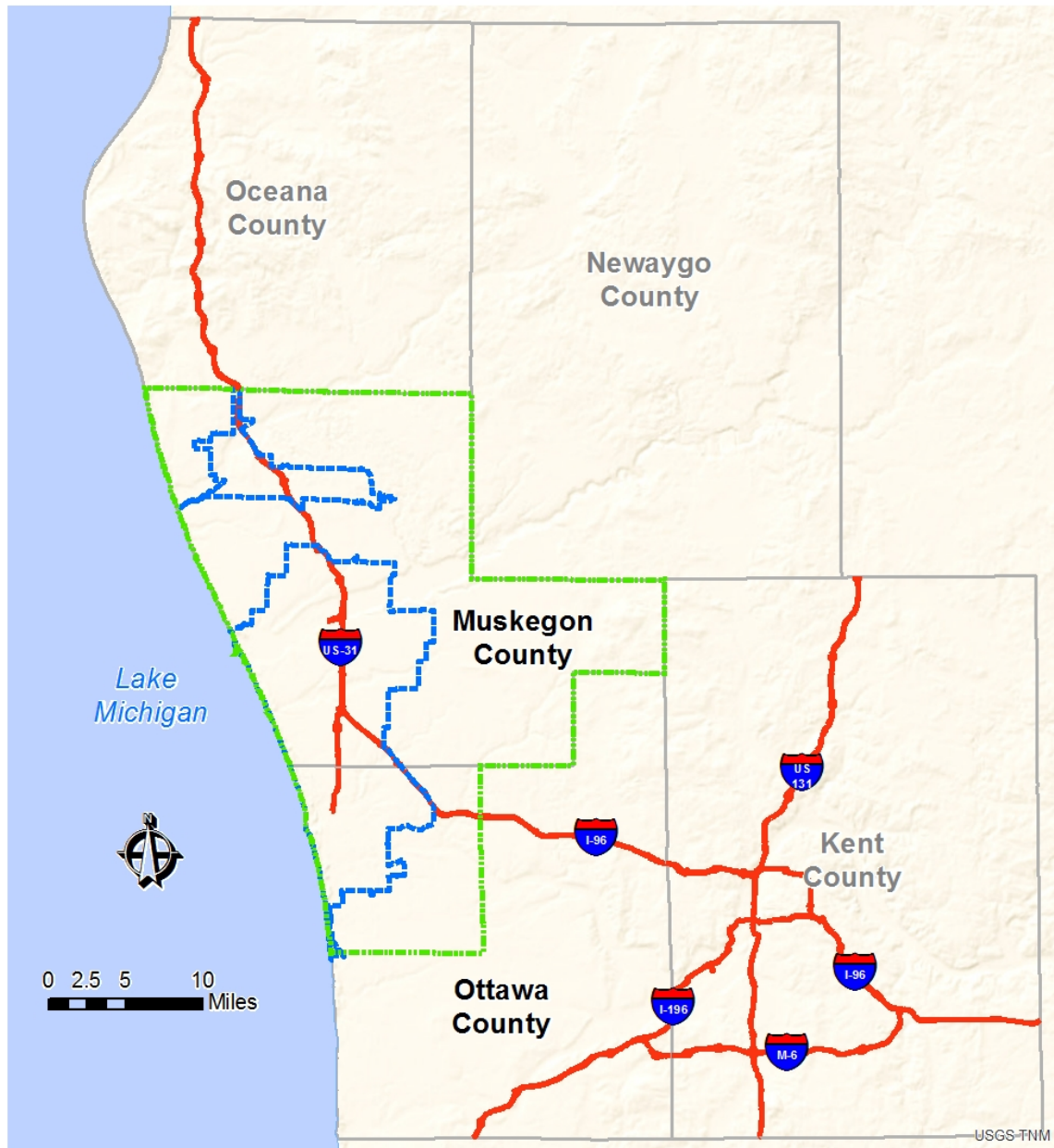
### ***Geography of the Region***

The WestPlan MPO area is located on the western side of Michigan, midway up the state's Lower Peninsula, along the shoreline of Lake Michigan the geography of the area is characterized by coastal plains and immense lakeshore sand dunes, inland rolling hills, and high ridges. The area, heavily dependent on tourism revenues, is home to several popular state and county parks and other tourist activities. The area is known for its abundant natural features including productive fruit orchards, expansive forests, and many miles of Lake Michigan waterfront, inland lakes, and many rivers including the Grand River and the Muskegon River.



## Map of MPO Planning Area

### Muskegon/ Northern Ottawa MPO Planning Area



#### Legend

- |              |                    |
|--------------|--------------------|
| Freeway      | Urbanized Boundary |
| MPO Boundary | Political Boundary |

**WASDC**  
WEST MICHIGAN SHORELINE  
REGIONAL DEVELOPMENT COMMISSION  
Map Created March 24, 2014  
Source: Michigan Geospatial Data Library V12

## Map of Political Jurisdictions

### Muskegon/ Northern Ottawa MPO Political Jurisdictions



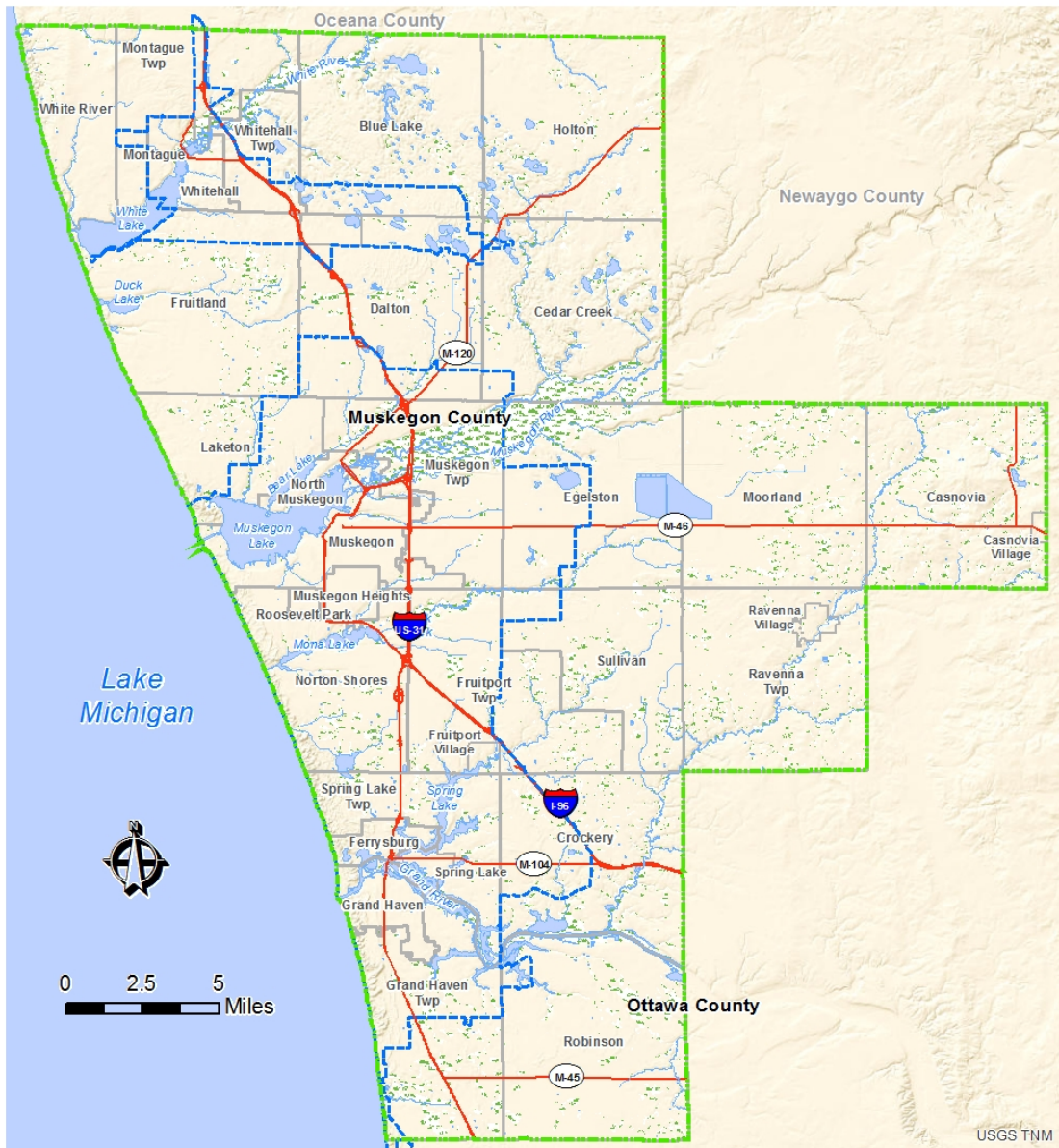
#### Legend

- Interstate/ Trunkline
- Political Boundary
- MPO Boundary
- Urbanized Boundary

**WMSPDC**  
WEST MICHIGAN SHORELINE  
REGIONAL DEVELOPMENT COMMISSION  
Map Created March 24, 2014  
Source: Michigan Geospatial Data Library V12

## Map of Physical Features of the Region

### Muskegon/ Northern Ottawa MPO Physical Features



#### Legend

- Interstate/ Trunkline
- Political Boundary
- MPO Boundary
- Urbanized Boundary
- Wetland
- Water Feature

**WASDRC**  
WEST MICHIGAN SHORELINE  
HARBORAL PLANNING COMMISSION  
Map Created March 24, 2014  
Source: Michigan Geospatial Data Library V12