

STATEWIDE TRANSPORTATION PLANNING PROCESS

3.1 The Planning Process Under 23 U.S.C.

The statewide planning process under 23 U.S.C. Section 135 (HIRE at the time this document was written), requires “*each State to carry out a continuing, cooperative, and comprehensive statewide multimodal transportation planning process, including the development of a long-range statewide transportation plan and statewide transportation improvement program (STIP), that facilitates the safe and efficient management, operation, and development of surface transportation systems that will serve the mobility needs of people and freight (including accessible pedestrian walkways and bicycle transportation facilities) and that fosters economic growth and development within and between States and urbanized areas, while minimizing transportation-related fuel consumption and air pollution in all areas of the State, including those areas subject to the metropolitan transportation planning requirements of 23 U.S.C. 134 and 49 U.S.C. 5303.*” (From 23 CFR 450.200.)

23 U.S.C. 134 and 135 requires MDOT and Michigan’s twelve MPOs to each develop a long-range plan covering a minimum 20 year horizon that provides direction for the development and implementation of multimodal transportation programs. In June 2007, MDOT published the *MI Transportation Plan - Moving Michigan Forward - 2005-2030 State Long-Range Transportation Plan* (SLRP). The SLRP is the product of nearly three years of effort to identify trends that impact transportation, define a vision, establish goals and develop strategies to achieve the goals while involving the public and all transportation customers in the process. The MPOs are currently developing or just recently completed the development of long-range plans for each urbanized area. Local long-range plans, whether in draft or final form, are available for review and comment at the respective MPOs around the state.

In addition to the SLRP, Section 307 of Michigan’s annual transportation funding appropriation act requires that MDOT provide, “Before February 1 of each year...its rolling 5-year plan listing by county... all highway construction projects for the fiscal year and for all expected projects for the ensuing fiscal years.” MDOT has expanded this requirement from a “highway construction” document into a comprehensive multimodal plan. The introduction to the *2010-2014 Five-Year Transportation Program* states:

“The Michigan Department of Transportation (MDOT) FY 2010-2014 Transportation Program is an integrated multi-modal program that continues to implement the goals and policies outlined by the State Transportation Commission (STC), emphasizing preservation of the transportation system and providing safe mobility to Michigan’s citizens. The program focuses on making government effective, efficient, and inclusive; providing a safe and secure transportation system; protecting natural resources and air quality; improving land use practices; and providing economic development opportunities as set forth in the Governor’s vision for improving our quality of life and growing Michigan’s economy.”

The STIP, with its associated TIPs, is a culmination of multiple transportation planning processes.

The STIP is the final planning document preceding the actual construction or implementation of projects. Thus, the implementation of the state's Long-Range Plan and Five-Year Transportation Plan is accomplished through a four-year STIP, which lists the projects to be implemented and how they are to be financed. The STIP is a compilation of 13 separate programs, including 12 MPO TIPs and one non-MPO (rural) program developed by MDOT. The projects that are selected for the STIP and TIPs are the logical result of the needs and policies identified in the State Long Range Transportation Plan (SLRP), each MPO's long-range plan and the Five-Year Transportation Plan. This STIP covers fiscal years 2011-2014 and will include by reference the FY 2011-2014 TIPs prepared by each MPO.

3.2 State Long-Range Transportation Plan 2005-2030

Michigan's *MI Transportation Plan - Moving Michigan Forward - 2005-2030 State Long-Range Transportation Plan* (SLRP) was published in 2007. The SLRP, is a "comprehensive, forward-looking approach to identifying and addressing the state of Michigan's transportation needs to the year 2030." All future transportation improvements must be consistent with this Plan.

The SLRP was coordinated with local long-range transportation plans and developed with extensive input from the general public; businesses; local, state, federal and tribal government officials; our transportation partners and all other stakeholders. In 2003 and again in 2004, MDOT held a large-scale summit meeting to initiate a dialogue with Michigan residents regarding future transportation needs. The following long-range conceptual vision resulted:

"Michigan will lead the 21st century transportation revolution as it led innovation in the 20th century. We will move people and goods with a safe, integrated, and efficient transportation system that embraces all modes, is equitably and adequately funded, and socially and environmentally responsible. Michigan's transportation community will work together to ensure that resources are in place to deliver the system."

From this long-range vision, nine specific long-range vision statements were identified:

- **Purposeful:** Michigan's 2030 integrated transportation system will be the foundation of the state's economic vitality and will sustain quality of life for its residents.
- **Prioritized:** Capacity improvements will be needed, but the first priority will be physical or technological improvements to enhance efficiency, mobility and access.
- **Coordinated:** All transportation providers will work together to address the system's needs holistically. All modes will be maintained, preserved, operated, and protected as one system, one of the state's most important physical assets.
- **Safe:** Safety will be a primary goal. It will be addressed as each improvement is planned and implemented. Personal and system wide security will be enhanced, including border security.
- **Advanced:** MDOT will embrace technology and technological development. The department will use innovation in every aspect of what it builds, how it builds, and in every service that is provided.
- **Integrated Choices:** System integration will be achieved for both passenger and freight transportation through improvements in modal services and effective intermodal connections. The system will be responsive to the public's demand for more transit, bicycle and pedestrian choices. The need for freight

and passenger movement will be balanced, and the system will accommodate both without compromising goals for safety or economic competitiveness.

- **Appropriate to the Setting:** Transportation will be integrated between modes, and also with land use, economic, and environmental systems. Transportation solutions will be regionally sensitive, sustainable, and energy efficient. Infrastructure improvements will be tailored to the community and natural setting and will be planned cooperatively so customers and partners are satisfied with the result.
- **Flexibly-Funded:** Transportation financing will be diversified to include new methods and techniques, but public funds will remain dedicated to transportation purposes. Funding will be flexible so that money can be allocated to meet the highest priority user needs.
- **Responsive:** MDOT will be an open and flexible organization, responsive to customer needs and with a transparent, accountable decision-making process. MDOT will be proactive, adaptable, and able to identify and respond to change as needed.

After many action team meetings, public forums and input from a variety of sources, four long-range goals were developed:

- **Stewardship:** Preserve transportation system investments, protect the environment, and utilize public resources in a responsible manner.
- **System Improvement:** Modernize and enhance the transportation system to improve mobility and accessibility.
- **Efficient and Effective Operations:** Improve the efficiency and effectiveness of the transportation system and transportation services and expand MDOT's coordination and collaboration with partners.
- **Safety and Security:** Continue to improve transportation safety and ensure the security of the transportation system. to change as needed.

And ultimately six key strategies to help Michigan achieve these goals were agreed to:

- **Focus improvements on Corridors of Highest Significance:** There will never be sufficient funding to make every transportation improvement that is identified, however worthy. In order to be an appropriate steward of the public trust, and make the most effective use of limited transportation revenue, MDOT will focus on improvement to the condition and efficient operation of multi-modal corridors of highest significance to the Michigan economy.
- **Measure performance for all modes:** MDOT's experience establishing and achieving its goals for highway pavement and bridge condition was very successful. A similar focus must be brought to bear on highway operations, safety, and the condition and performance of other modes, by establishing targets, measuring performance, and investing appropriately to achieve improvement.
- **Integrate the transportation system:** The public has expressed its wish for more modal choices. In the years to come, as Michigan's population ages, single-occupancy vehicles may no longer be the most practical or preferable transportation option for many residents. Commercial traffic also increasingly uses more than one mode, and seamless connections are vital to keep the economy moving. Michigan must plan and invest now to ensure a greater array of well-connected transportation options.
- **Encourage Context Sensitive Solutions:** MDOT will conduct dialogues with local governments, road commissions, industry groups, land use advocates, and state agencies early in a project's planning phase. These dialogues help ensure that bridges, interchanges, bike paths and other transportation projects "fit" into their communities. To make effective decisions, transportation agencies need to consider community

values while making sound design choices that follow federal standards and meet or exceed regulatory agency requirements. Stakeholder input is a key component for good transportation decision-making.

- **Avoid, Minimize or Mitigate for Adverse Impacts:** MDOT works closely with federal, state and local agencies and the twelve federally-recognized Tribes throughout the corridor and project planning processes to ensure appropriate stewardship and preservation of Michigan's cultural and natural resources. In the initial stages of corridor planning, MDOT will confer with these partner agencies and the federally-recognized Tribes to evaluate prospective projects for potential negative impacts to property owners, archaeological and historic resources, endangered species, farmlands, public recreational properties, air quality, floodplains, wetlands, land uses, contaminated sites, and noise levels, as required by the various federal, state and local laws, rules and regulations. The *MI Transportation Plan, Environmental Technical Report* includes a list of partners who assist our efforts to protect Michigan's natural and cultural resources.
- **Identify appropriate funding:** Current transportation revenue streams are not even sufficient over the next 30 years to sustain the good condition of highway pavement and bridges, let alone improve operations, integration among modes, or the performance of non-highway modes. Providing flexibility to invest in a range of mutually supporting and integrated modal programs will be the first step toward meeting the vision. The public supports new and innovative transportation funding solutions as necessary, but a new focus on operations and integrated transportation will help move Michigan closer to its goals regardless of the level of funding.

For further information, go to Michigan's [Long-Range Transportation Plan](http://www.michigan.gov/slrp) Web-site (<http://www.michigan.gov/slrp>), or contact any MDOT facility (Region office, Transportation Service Center or the central office). Appendix A provides a map and contact information for each MDOT Region office and TSC.

3.3 Five-Year Transportation Program 2010-2014

The Department, at the direction of the Governor and the State Transportation Commission, has annually published a Five-Year Transportation Program since 1999. The 2010-2014 Transportation Program, published in January 2010, contains current multimodal investment strategies as well as a list of specific road and bridge projects to be undertaken during that period.

Development of the Five-Year Transportation Program is based on sound asset management principles, realistic revenue forecasts, reasonable investment strategies, extensive customer feedback and collaboration with our partners. It is a multi-stage, year-long effort and a crucial component of the cooperative planning process as well as the basis for implementing the policies, strategies and projects identified in the State Long-Range Transportation Plan. Key steps in the development of the Five-Year Program are:

1. Public/Stakeholder involvement and consultation throughout the process
2. Estimate federal and state revenue available
3. Develop investment strategies
4. Issue annual Call for Projects to MDOT Region Offices
5. Submit candidate projects
6. Conduct MDOT internal committee review

7. Select projects

8. Draft Transportation Program

Revenue estimates are reviewed and updated twice a year in conjunction with the Department of Treasury. MDOT's current investment strategy focuses on the preservation of the existing system and on the delivery of a limited number of capacity improvement projects.

Project selection decisions are guided by input received throughout the planning process and made in consultation with the Rural Task Forces and Metropolitan Planning Organizations (MPOs). Factors in the project selection and review process for the Highway Capital Program include ensuring consistency with Michigan State Transportation Commission policy, compliance with standards, region and statewide goal achievement, meeting eligibility requirements, degree of project readiness, and available funding. For multi-modal programs such as aviation, bus, marine and rail, project selection differs from mode to mode, and even within modes, but essentially factors comparable to the Highway Capital Program are used.

Other factors considered in maintaining and developing the transportation system that are evaluated in the project selection process include, but are not exclusive to, the following: road and bridge condition, public participation/outreach, environmental stewardship, intelligent transportation systems (ITS), multimodal integration and fiscal responsibility.

MDOT may need to make program adjustments in order to constrain the program to revenue estimates. Because of sustained higher gasoline prices, people are traveling less. More fuel efficient vehicles and fewer miles traveled results in declining state revenue dedicated to transportation. If needed, MDOT will make necessary adjustments with extensive customer feedback as well as collaboration with its partners while remaining committed to responsible investment strategies that combine sound asset management principles.

Federal transportation policy and programs play a significant role in shaping investment decisions made by MDOT and MPOs. The existing framework of policies and programs were framed by SAFETEA-LU, which was enacted in 2005 and extended via the HIRE Act through December 31, 2010. SAFETEA-LU and its successor, HIRE, included a number of provisions of particular importance to Michigan. These provisions included:

- An increase in the minimum guaranteed return on transportation taxes Michigan sends to the federal government. This provided additional federal funding that allowed for greater investment in our transportation system.
- A heightened focus on safety. Funding for safety was nearly doubled in SAFETEA-LU and a separate program was created to help states better target their safety investments.
- A new program directing funds to infrastructure that facilitates movement of goods and people across international borders. Michigan is home to two of the nation's busiest land border crossings and ensuring a smooth flow of traffic in border regions is important consideration in planning.
- A new program directing funds to infrastructure and behavioral programs to make walking

and bicycling to and from schools safer.

More information is available on MDOT's [Five-Year Transportation Program](#) Web-site.

3.4 Metropolitan Planning

In metropolitan areas exceeding 50,000 residents, 23 U.S.C. 134 requires that Metropolitan Planning Organizations (MPOs) be designated by agreement between the Governor and all affected local governments in order “to carry out a continuing, cooperative, and comprehensive multimodal transportation planning process, including the development of a metropolitan transportation plan and a transportation improvement program (TIP), that encourages and promotes the safe and efficient development, management, and operation of surface transportation systems to serve the mobility needs of people and freight (including accessible pedestrian walkways and bicycle transportation facilities) and foster economic growth and development, while minimizing transportation-related fuel consumption and air pollution; and (b) Encourages continued development and improvement of metropolitan transportation planning processes guided by the planning factors set forth in 23 U.S.C. 134(h) and 49 U.S.C. 5303(h).” (From 23 CFR 450.300.) As you can see, the metropolitan planning process parallels and complements, and is required to be coordinated with, the statewide transportation planning process.

The metropolitan planning process requires the development of local long-range transportation plans for each of Michigan's MPOs. MPO plans require greater detail than the state plan. All regionally significant projects to be implemented within the 20-year period of the MPO plans must be identified, demonstrate financial constraint, and meet air quality conformity requirements. The MPO's plan must be updated every five years (four years in air quality nonattainment areas) and be consistent with the statewide goals and objectives established in the SLRP and by MDOT.

Each MPO is also responsible for developing a four-year Transportation Improvement Program (TIP) by working with city and county transportation agencies, local transit operators and state transportation officials. The MPO planning process is used to identify needs and prioritize projects within the Metropolitan Area Boundary (MAB). MPOs are required to develop and implement a public participation plan that provides a "reasonable opportunity" for comment on the TIP “at key decision points.” Each TIP lists all federal-aid and regionally significant road, street, highway and transit projects within its boundaries whether under state or local jurisdiction. The MPO TIPs are incorporated by reference into the STIP.

Michigan's MPOs and primary urbanized areas within those MPOs are identified below. Many smaller cities, towns and townships are also represented by the MPOs.

Metropolitan Planning Organization (MPO)	Acronym	Urbanized Area(s) Served
Battle Creek Area Transportation Study	BCATS	Battle Creek
Bay City Area Transportation Study	BCATS	Bay City
Genesee County Metropolitan Alliance	GCMA	Flint
Grand Valley Metro Council	GVMC	Grand Rapids
Kalamazoo Area Transportation Study	KATS	Kalamazoo

Metropolitan Planning Organization (MPO)	Acronym	Urbanized Area(s) Served
Macatawa Area Coordinating Council	MACC	Holland/Zeeland
Region 2 Planning Commission	R2PC	Jackson
Saginaw Metropolitan Area Transportation Study	SMATS	Saginaw
Southeast MI Council of Governments	SEMCOG	Ann Arbor; Detroit; Port Huron; Monroe County; Toledo, OH; Brighton/Howell/South Lyon
Southwest MI Planning Commission	SWMC	Benton Harbor, St. Joe & Niles
Tri-County Regional Planning Commission	TCRPC	Lansing
West Michigan Metropolitan Transportation Planning Program	WestPlan	Muskegon, Grand Haven, North Ottawa County

For further information on the metropolitan transportation planning process, or to review and comment on a local plan, please contact the MPO closest to your area of interest. A map of MPOs and a list of MPO contacts is provided in Appendix B.

3.5 MDOT-MPO Cooperative Planning Process

MDOT and the state's MPOs are committed to the continuing, cooperative, and comprehensive transportation planning process in Michigan. The goal of the process is to foster closer coordination in all aspects of the transportation plan development process.

The process encourages teamwork and consensus building to identify state and local transportation needs, evaluate proposed projects to address those needs, and utilize agreed-to planning tools to reach agreement for metropolitan transportation systems. The following are the basic steps in the process:

1. Public participation and consultation throughout the process
2. Establish goals and objectives consistent with those of the State Transportation Commission
3. Develop a statewide revenue assessment
4. Identify tools for analysis and evaluation
5. Identify and assess needs
6. Forecast MPO revenue
7. Define program structure
8. Develop criteria for project prioritization within program structure categories
9. Develop the 20 year state long-range plan/program
10. Identify five-year transportation program
11. Develop four year STIP/TIP

The process unifies the overall transportation planning process into one coordinated effort for long range plans; the five-year transportation program; and the STIP and associated TIPs. Periodic evaluation of the effectiveness of the process ensures that Michigan will be able to effectively and efficiently respond to current and future transportation needs.

3.6 Rural Task Force Program

Local federally funded transportation projects to be implemented in rural areas outside of MPO boundaries are selected by the applicable Rural Task Force. These task forces represent the jurisdictions providing transportation services and include cities, unincorporated villages with fewer than 5,000 residents, transit operators, county road commissions, MDOT, and, where appropriate, tribal governments.

Each Rural Task Force select projects in accordance with funding targets established by MDOT, based on projected amounts of federal and state funds to be received. Projects within the task force boundaries are also reviewed for eligibility and consistency with the criteria established for the state's Transportation Economic Development Fund and the federal Surface Transportation Program.

The Rural Task Force projects covered in this STIP include all local surface transportation improvements to be implemented over the next four years outside the metropolitan area boundaries. These projects are typically grouped together in a single line item in the statewide section of the STIP rather than being listed individually. Projects within the MPO areas are listed individually in the appropriate TIP.

Michigan has 23 Rural Task Forces. Appendix C shows a map of the task force boundaries and provides a list of RTF contacts. For further information go to MDOT's [Rural Task Force Program](#) Web-site, contact the appropriate RTF Chair or the acting statewide Rural Task Force Coordinator:

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3.7 Small Urban Program

In direct response to requests by local officials, MDOT makes funds available for eligible road and transit capital projects to cities, villages, transit agencies, and road commissions located within or serving urban areas that have a population between 5,000 and 50,000. The funds are distributed to individual small urban areas through a competitive funding program administered by the state. MDOT strives for an equitable distribution of funds statewide to ensure that eligible communities can implement meaningful projects.

Consistency with 23 U.S.C. requirements is a key component in the determination of project eligibility. All road and transit projects must be federal-aid eligible, within the federal urban area boundary and consistent with regional land use and development plans. The cities must demonstrate that city, village and tribal government agencies; transit providers and county road commissions have been included as full partners in the project selection process and that the necessary public participation has been conducted prior to project submittal. The urban area project selection committee must hold a minimum of one public meeting to allow citizens within their community to participate in the project selection and prioritization process. Small urban areas within a metropolitan area boundary (MAB) must participate in the MPO planning process as well, and gain the MPO's approval of the project before submitting it to MDOT for funding.

As of the 2000 Census, there are 55 small urban areas in Michigan (see Appendix D). For Small Urban areas that are within MABs, the MPO is indicated; all others are in rural/non-MPO areas.

Projects selected for funding through the Small Urban Program are typically grouped together in a single line item in the rural/non-MPO section of the STIP; however, each project is listed individually by fiscal year on the [Small Urban Program](#) Web-site. For further information go to the MDOT Web-site or contact the Small Urban Program Coordinator:

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