

**APPLICATION FOR TIGER GRANT
MONTANA DEPARTMENT OF TRANSPORTATION**

6TH AVE NORTH TO BENCH BLVD-BILLINGS (PHASE II)

A. PROJECT DATA

Project Type: Highway Road and Bridge Construction
Location: Billings, Montana, Yellowstone County, Montana
Congressional District
Setting: Urban
Amount Requested: \$25,000,000
DUNS Number: 878557917

B. CONTACTS

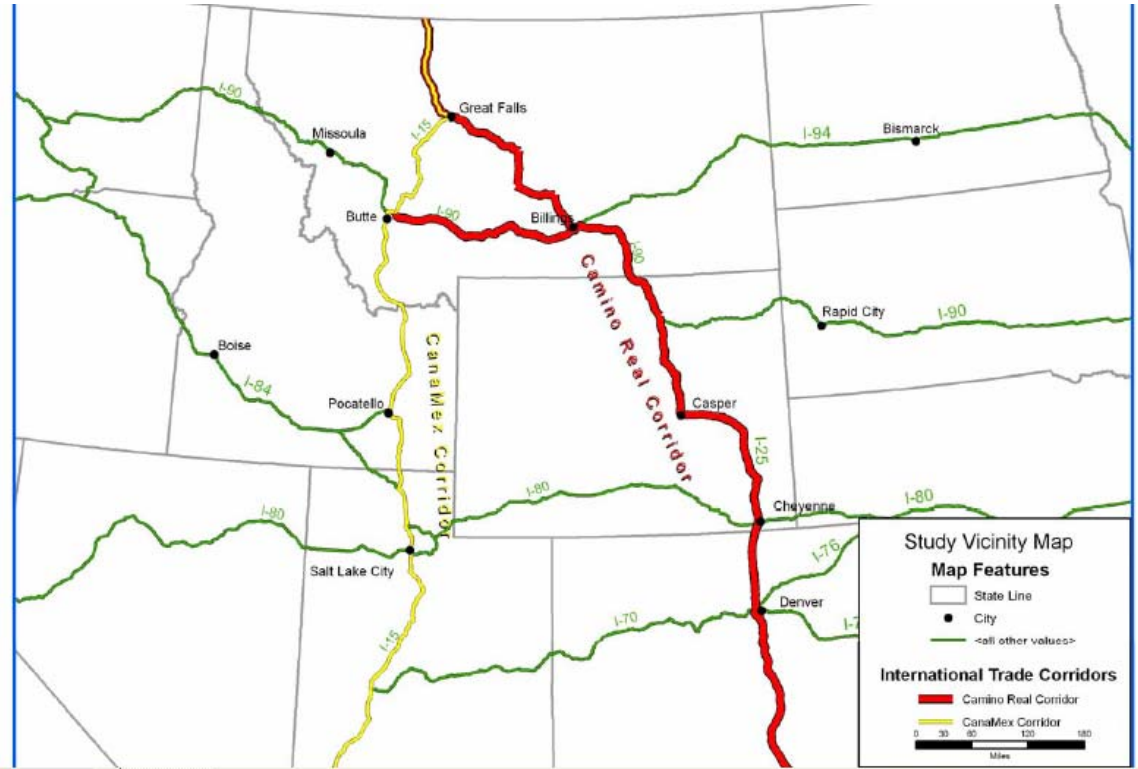
Jim Skinner – Rail, Transit & Planning Division
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(406) 444-9233

C. PROJECT DESCRIPTION

This project is located in South central Montana in Yellowstone County on National Highway Route 16. It is located in the City of Billings on Main Street and Bench Boulevard about 10 miles from the Crow Indian Reservation.



Main Street in Billings, MT is on the High Priority National Highway System known as the Camino Real Corridor.



It has the highest daily traffic of any street or highway in Montana. It currently has stop and go traffic congestion during rush hours on every work day of the week. Due to this congestion, it is failing to provide a safe and efficient route for the traveling public.

Bench Boulevard runs parallel to Main Street as depicted in the map below.



Bench Boulevard currently connects to Main Street at Lake Elmo Drive and therefore only contributes to the traffic congestion on Main Street instead of relieving it. Phase I of this project will construct the necessary bridge across Alkali Creek on Bench Boulevard and will be the first step to providing the desperately needed, parallel route to Main Street. Phase II will finish this parallel route by constructing a bridge on Main Street that will enable Bench Boulevard to connect to 6th Ave North under Main Street. This project will greatly improve the condition of the existing transportation facility by relieving the traffic congestion on Main Street. It will provide an alternate route to and from a portion of Billings that is currently connected only by Main Street. It will also provide a free flowing exit for Yellowstone MetraPark facility. MetraPark is a modern 10,000 seat concert, trade show and rodeo arena, surrounded by the fairgrounds, parmutuel horse-race track and super-barn complex. MetraPark is a multi facility events campus, the largest of its kind in a 5 state region with professional management solely dedicated to the events business. The Expo Center at 77,000 square feet and the Pavilion building at 28,000 square feet overlook a relaxing lake and park. MetraPark is a stellar entertainment complex, home of the state's largest event — Montana Fair drawing over 273,000 people in 2008. Currently, there are only two exits from the MetraPark and both of them exit onto Main Street. The result is waiting hours to exit the MetraPark parking lot after an event while traffic is backing up on Main Street. This project will provide a free flowing exit under Main Street onto 6th Ave North and onto Bench Boulevard across Alkali Creek. This is a long term solution that will result in a greatly improved transportation system.

The following narrative was extracted from the City of Billings 2000 Transportation Planning document concerning Main Street and the 6th Ave North to Bench Connection project. The complete document can be viewed using the following link:

“Main Street provides a clear indication of the growth forecast for the Heights travel to the other Billings neighborhoods. The growth in traffic on Main Street is forecast to be a total of 10-15 percent through the 2025 time frame. This growth causes the existing roadway to become more congested than it operates at present. In 2025, we anticipate traffic volumes of 52,450 along the corridor cannot be accommodated at an acceptable level of service by the current facility components.

The increased traffic will create a situation where congestion may become too great of a risk for the traveling public. Given the fact there is a limited number of routes leading into and out of the Heights, a ‘bottleneck’ condition would most likely develop as all intersections along Main Street become congested with motorists.

*The Heights area is somewhat isolated from the remainder of the city by physical barriers. The rims form a formidable barrier between the Heights and downtown, as well as the west area. The Yellowstone River forms a significant barrier between the Heights and Interstate 90 and the Lockwood community. The rims and the river come in close proximity to each other northeast of downtown, and create a physical “bottleneck,” narrowing corridors for travel between the Heights and downtown. Main Street provides the only facility through this bottleneck, and consequently carries heavy traffic volume. The alternative that has emerged as feasible solutions within the Main Street corridor is the extension of Bench Blvd. through Metra Park. This alternative provided significant relief for Main Street traffic, but also has inherent difficulties. This alternative has been previously examined, even engineered, in some detail. This alternative solution is also part of the 1990 and 2000 Transportation Plan. **The modeling indicates that the Bench Blvd. extension to 4th and 6th Avenues provides the most relief to Main Street traffic, when implemented, could hold Main Street traffic volume to 2005 levels or lower through critical sections of Main Street, even to the year 2025.”***

D. PROJECT PARTIES

There are four major parties involved in the 6th Ave N to Bench project. Phase I of this project involves the City of Billings, Yellowstone County, Montana Department of Transportation and the Federal Highway Administration. The City of Billings is the lead on project development and design with input from Yellowstone County and oversight from the Montana Department of Transportation and Federal Highway Administration. Phase II of this project will once again involve all five parties with a switch in the roles for the City of Billings and the Montana Department of Transportation. The Montana Department of Transportation is now the lead agency for the Phase II portion of this project and the City of Billings is providing input and is a cooperative agency.

E. GRANT FUNDS, SOURCES AND USES OF PROJECT FUNDS

Phase I of this project utilizes funds from the City of Billings, Yellowstone County and a Federal earmark. Phase II is proposed to utilize Montana

Department of Transportation and TIGER Grant Discretionary funds. This will result in funds being contributed from all four public agencies for Phase I & II. The proposed uses of the TIGER Grant funds are shown below.

| | |
|-------------------------|----------------------|
| New Structure | \$ 2,800,000 |
| Road Work | \$12,181,388 |
| Traffic Control | \$ 1,107,399 |
| Subtotal | \$16,088,787 |
| Mobilization (10%) | \$ 1,608,879 |
| Subtotal | \$17,697,666 |
| Contingencies (20%) | \$ 3,539,533 |
| Subtotal | \$21,237,199 |
| Inflation (1 yr @ 3.5%) | \$ 743,301 |
| Total CN | \$21,980,500 |
| CE (12%) | \$ 2,637,660 |
| Total | \$ 24,618,161 |

F. PRIMARY SELECTION CRITERIA

a. LONG TERM OUTCOMES

i. State of Good Repair

Aims to upgrade a surface transportation network that threatens future economic growth and stability due to their poor working condition.

This project will upgrade a surface transportation network that is currently restricting economic growth and stability. The current transportation network is inadequate to provide an acceptable level of service for Billings Heights residents and businesses. This project phase, in conjunction with the other phases of the project, will allow for an alternate route that has the appropriate capacity and facilities for the current and future business activities of the area. The 2005 Billings Transportation Plan clearly illustrates that this particular improvement is absolutely necessary for the protection of the health, safety, and welfare of all Heights residents.

Is appropriately capitalized up front and uses asset management approaches that optimize its long-term cost structure.

This project is appropriately capitalized up front and uses asset management approaches that optimize its long-term cost structure. The City of Billings and Yellowstone County have provided funds to complete Phase I of this project. Phase II can begin construction quickly upon receipt of the TIGER Grant and the funds will be spent steadily, responsibly and expeditiously once construction starts.

Will have a sustainable source of revenue available for long term operations and maintenance of the project, current condition and performance and projected condition and performance with explanation of how the project will improve the facility or system’s condition and performance and long term cost structure.

This project has a sustainable source of revenue available for long term operations and maintenance. Main Street is on the National Highway System and receives both Federal and State funds for its continued operations and maintenance. Bench Boulevard and 6th Ave North are eligible for three different funding sources because they are owned and maintained by the City of Billings and are approved urban routes eligible for Federal and State funds. Phase I of this project is using City and County funds to construct while another project on Bench Boulevard is using State and Federal funds. It is obvious this project, in conjunction with several other projects, will greatly improve the transportation facility and system's condition and performance. The long term cost structure of these transportation facilities will also be improved by providing a continuous route on Bench Boulevard to 6th Ave North underneath Main Street.

ii. Economic Competitiveness:

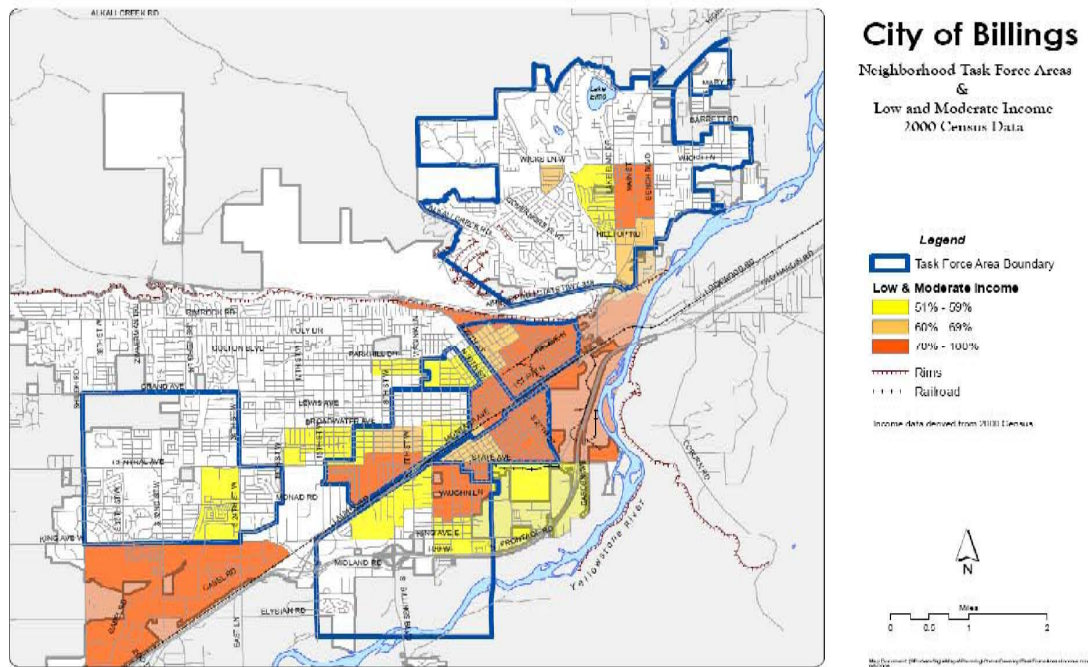
Will improve long term efficiency, reliability and cost competitiveness in the movement of workers and goods.

This project will improve the efficiency, reliability, and competitiveness of the movement of workers and goods by allowing for a greater level of service on Main Street and providing an alternate route into and out of the Heights. This project will allow users to bypass Main Street at peak times that currently are inefficient and at an unacceptable level of service. In addition, the project will allow for the further improvement of the area on the east side of Main Street with further commercial and residential development that otherwise would not happen due to the inadequate transportation network currently in place. There are currently underutilized and undeveloped parcels of land in the area that are not attractive for development due to the geographic location. This project can improve these parcels facilitating infill development as opposed to contributing to the further sprawl of Greenfield development on the periphery of the city.

Will make improvements that allow for net new investments in expansion, hiring and other growth of private sector production at specific locations, particularly economically distressed areas.

A large portion of the area East of Main Street is considered Low to Moderate Income (LMI). For example, the area bound by Bench Blvd to the east, Wicks Lane to the North, Lake Elmo Dr to the West, and approximately Hilltop to the South is considered 70% - 100% LMI according to the City of Billings 2000 Census Income Data Map. The project being discussed here would significantly improve the likelihood of new investment by the private sector by allowing for the growth of private sector production at these specific locations that are located in an economically distressed area. Additionally, the western border of the project area is adjacent to the East Billings Urban Renewal District (EBURD). The EBURD is currently an area of disrepair that is in the beginning stages of redevelopment. The area has similar issues to the area east of Main Street. For example, the area has a high LMI percentage and is stifled by the same inadequate transportation facilities as the subject area. The recently completed EBURD Master Plan identifies the project area as the "Exposition Gateway" and

recommends that this section be redeveloped as part of a larger reinvestment in the area.



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iii. Livability:

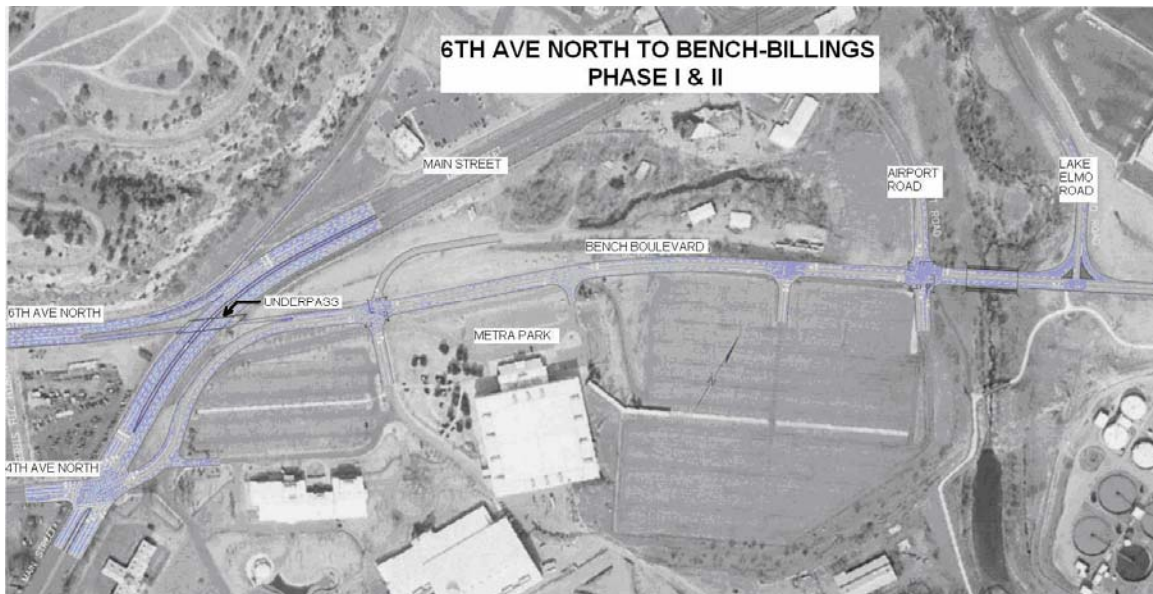
Will significantly enhance user mobility through the creation of more convenient transportation options for travelers.

This project will significantly enhance user mobility through the creation of more convenient transportation options for travelers. It will provide a much needed free flowing vehicular exit for MetraPark and Fairgrounds in addition to providing a grade separated crossing of Main Street for pedestrians. No longer will pedestrians have to utilize a crosswalk across Main Street. Instead, they will be able to use a safer and more convenient option by going under Main Street at the connection of Bench Boulevard and 6th Ave North. Also, the bridge over Alkali Creek constructed in Phase I will incorporate a sidewalk allowing pedestrians and persons with disabilities to safely cross over Alkali Creek.

Will improve existing transportation choices by enhancing points of modal connectivity or by reducing congestion on existing modal assets.

This project will improve the existing transportation choices by enhancing points of multi-modal connectivity and reducing congestion on existing modal assets. Bench Boulevard will now be connected to 6th Ave North with a grade separated structure on Main Street. No longer will all traffic from Bench Boulevard have to intersect with all traffic on Main Street. It will now be possible for all traffic on these streets to remain separate and greatly relieve the congestion on Main Street

that cripples its flow to stop and go conditions. It will also be possible to exit events at MetraPark Fairgrounds and not have to wait for long periods of time due to the at-grade intersections with Main Street.



Will improve accessibility and transport services for economically disadvantaged populations, drivers, senior citizens, and persons with disabilities, or to make goods, commodities, and services more readily available to these groups.

This project will improve accessibility and transport services for economically disadvantaged populations, drivers, senior citizens, and persons with disabilities in the area between Main Street (approximate western limit) and the Yellowstone River (approximate eastern limit) from the MetraPark Complex (approximate southern limit) to the town of Roundup turn off (approximate northern limit). The project will also make goods, commodities, and services more readily available to these groups.

This area has many portions that are in the County limits, yet outside the City of Billings incorporated limits. The area is part of what is known as the Heights, or Billings Heights. The entire Heights area was originally all developed in Yellowstone County. The area had many individual potable water wells and individual septic tanks (systems). Due to a number of reasons, some including more dense population development, and the high failure rate of the individual septic systems, a major sewer project was federally funded (with a local match requirement) in the mid to late 1980's to extend sewer collection mains and laterals to portions of the Heights.

A condition was placed that the areas receiving sewer collection lines must annex into the City of Billings city limits. As stated above, much of the area that this project will benefit has many portions that are still in the County. Since the sewer collection main line extension project, additional medium to larger land parcels have developed into higher density commercial and residential properties and have sought community water supply and community sewer collection (and treatment).

The area has a County cemetery that continues to be used for the final resting place for indigent persons. This area also has a County run nursing home. Additionally the area is served by the Heights Task Force, a community neighborhood group that meets to discuss issues and concerns that then are passed on to local and state governments (City of Billings, Yellowstone County, Montana Department of Transportation (MDT), etc.). There are large pockets of LMI neighborhoods in this area.

The area has numerous apartments, house rentals (both individual and multi-family complexes). The area is served by Met Transit, a City of Billings bus provider. It is also served by taxi and other para-transit providers. Meals on Wheels and other services for home bound persons provide service to this area.

This project would provide greater ease of service for the above stated services to the above stated groups. Additionally, this project would provide shorter call times for police, fire, ambulance, and other emergency providers due to more direct travel routes. Further, the project will provide a secondary route (and secondary escape route) for residents, travelers, businesses, and shoppers to the Heights community, and for the communities to the north and east of the Heights.

Is the result of a planning process which coordinated transportation and land use planning decisions and encouraged community participation in the process.

This project has been in planning for over 20 years and has been a part of the City County Transportation Plan for over 10 years. At the time the project was included in the Transportation Plan, the Transportation Plan was required to be fiscally constrained to prioritize and fund included projects.

The City County Planning Department is funded from both the City of Billings and Yellowstone County. As part of the joint department, neighborhood planning is encouraged and neighborhood plans have been created and updated. The area is served by the Heights Task Force, a community neighborhood group that meets to discuss issues and concerns that then are passed on to local and state governments (City of Billings, Yellowstone County, Montana Department of Transportation (MDT), etc.). Projects are requested, then developed, voted on, prioritized, and then (if applicable) included in the City County Transportation Plan and subsequent Transportation Plan Updates. Numerous public meetings (July 14, 2009 for example) were held for this project, and input was gathered and encouraged from community participation.

iv. Sustainability:

Will improve energy efficiency, reduce dependence on oil and reduce greenhouse gas emissions.

This project will improve energy efficiency, reduce congestion, reduce dependence on foreign oil, and reduce greenhouse gas emissions by providing an alternate route. As you can see in the City of Billings 2005 Transportation Congested Segments Map, Main St is currently over capacity and Bench Blvd.

and Wicks Lane are approaching capacity. Additionally, in Table 9 “Billings Urban Area Daily Total Vehicle Trip Origins/Destinations by Neighborhood” the area of this project is noted as “Heights East.” The projected increase in traffic is a startling 55.7% by the year 2020. This projected increase in traffic has nowhere to go presently as the current infrastructure is not adequate to support the traffic. Additionally, this project will address Alternative Modes Transportation by providing multi-use trail improvements as part of the project. The MDT Montana Air & Congestion Initiative (MACI) Bench Connection Project Proposal form details how the current greenhouse emissions would be reduced by improving the current Level of Service and improving the average travel speed by 5 mph.

ADT Main Street = 45,000 Speed 30 MPH (Before Project)

ADT Main Street = 45,000 Speed 35 MPH (After Project)

5 MPH Difference

Existing Conditions:

(45,000)(1 Mile)(2.99)= 134,550

-

(45,000)(1 Mile)(2.62)= 117,900

=

16,650

x

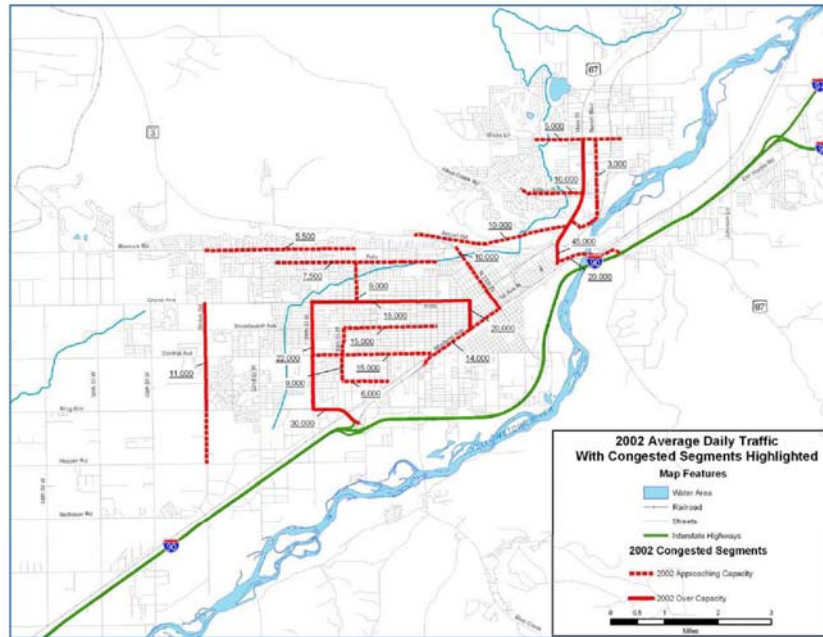
365

=

6,077,250 Grams CO per day per mile

Source: MDT MACI Project Proposal Form for the Bench Boulevard Connection

Figure 15 – 2002 Average Daily Traffic (ADT) with Congested Segments Highlighted.



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Table 9:
Billings Urban Area Daily Total Vehicle Trip Origins/Destinations by Neighborhood

| Neighborhood | 2005 | 2015 | 2025 | % Increase 2005-2015 | % Increase 2015-2025 | % Increase 2000-2020 |
|---------------------------------|---------|---------|---------|----------------------|----------------------|----------------------|
| Central Billings | 89,900 | 95,090 | 103,180 | 5.8% | 8.5% | 14.8% |
| Northwest Billings | 87,420 | 92,940 | 101,310 | 6.3% | 9.0% | 15.9% |
| West End | 78,190 | 84,680 | 94,390 | 8.3% | 11.5% | 20.7% |
| West Central | 71,140 | 74,150 | 78,740 | 4.2% | 6.2% | 10.7% |
| Heights West | 46,390 | 52,680 | 62,410 | 13.6% | 18.5% | 34.5% |
| South Central | 32,040 | 34,510 | 38,260 | 7.7% | 10.9% | 19.4% |
| Heights East | 22,420 | 27,330 | 34,900 | 21.9% | 27.7% | 55.7% |
| Lockwood | 18,470 | 23,920 | 33,050 | 29.5% | 38.2% | 79.0% |
| Shiloh West | 15,840 | 20,540 | 27,620 | 29.6% | 34.5% | 74.4% |
| Outlying NE | 9,970 | 13,250 | 18,740 | 33.0% | 41.4% | 88.0% |
| Shiloh NW | 10,000 | 12,550 | 16,390 | 25.5% | 30.6% | 63.9% |
| External West | 8,610 | 9,590 | 11,100 | 11.4% | 15.8% | 29.0% |
| External East | 5,430 | 6,570 | 8,370 | 21.1% | 27.4% | 54.2% |
| Outlying North | 1,410 | 2,460 | 4,290 | 74.7% | 74.8% | 205.3% |
| External NW | 60 | 80 | 100 | 24.8% | 31.1% | 63.6% |
| Total Trip Origins/Destinations | 499,280 | 552,360 | 634,880 | 10.6% | 14.9% | 27.2% |

Source: Montana Department of Transportation, Billings Travel Demand Model

Maintain, protect and enhance the environment as evidenced by its avoidance of adverse environmental impacts and by its environmental benefits.

This project has already been approved by MDT and the FHWA as meeting the requirements for classification as Categorical Exclusion. This is indicative of the nature of the project as having no adverse environmental impact. The Environmental document goes on to say that the improvements as proposed by this project will improve air quality by improving the Level of Service for the facilities, thus reducing congestion and increasing average speed. This will reduce overall emissions for the project area.

v. Safety:

Improves safety reducing the number, rate and consequences of surface transportation related crashes and injuries and fatalities among driver and non drivers.

This project will improve safety and reduce the number, rate and consequences of surface transportation related crashes, injuries and fatalities amongst drivers and pedestrians. There were a total of 259 accidents during the two year study period. 69% of these were rear end collisions. Given the current traffic on Main Street is stop and go during rush hours, numerous rear end collisions occur when the vehicle in front suddenly hits the brakes. Reducing the congestion will reduce the stop and go traffic, which in turn will reduce the accidents. Additionally, because the current at grade intersections with Main Street have such a high volume of traffic, the number of intersection related crashes is very high at 92% related to the intersection. Reducing the volume of vehicles in the intersections should reduce the number of intersection related crashes. Currently, pedestrians are able to only use the at grade intersections at Main Street. This project will provide a grade separated crossing under Main Street that will increase safety for the pedestrians and bicyclists and provide less interruption to the flow of vehicles on Main Street.

Will provide protection of pipelines or prevent the unintended release of hazardous materials.

This project will provide protection of a high pressure petroleum pipeline owned by ConocoPhillips that carries crude oil to their refinery in Billings. As part of this project, the pipeline will be relocated deeper underground to prevent any unintended rupture or release of a hazardous material.

Benefit Cost Analysis:

Will identify, quantity and compare expected benefits and costs to a common unit of measurement in present day dollars.

The benefit to cost ratio for this project clearly demonstrates the need and economic benefits for this project. This analysis identifies, quantifies and

compares the expected benefits and costs to a common unit of measurement in present day dollars. A 7% discount rate to present day dollars was utilized in the analysis in compliance with OMB in Circulars A-4 and A-94. The Departments guidance on economic values for benefits computation, values of time, statistical lives, social benefits of reducing crash costs, pollutant emissions and other externalities in the Final Regulatory Impact Analysis of the NHTSA rulemaking on Corporate Average Fuel Economy for MY 2011 Cars and Trucks were all used in this analysis. A value of \$33 per metric ton of carbon was used in this B/C analysis as a placeholder to measure the global benefits of reducing CO2 emissions. This value is reflected in the Environmental benefits shown below. Also shown below is the travel time savings being the predominate benefit in the analysis; and rightfully so. As mentioned previously, Main Street has the highest volume of traffic of any highway in Montana along with stop and go traffic congestion. With the completion of this project, the stop and go congestion is eliminated by provided another parallel route to Main Street. This equates to a large travel time savings.

The screenshot shows the BCA.Net Highway Project Benefit-Cost Analysis System interface. The top navigation bar includes 'U.S. Department of Transportation Federal Highway Administration' and 'BCA.Net Highway Project Benefit-Cost Analysis System'. Below the navigation bar, there are tabs for 'Manage', 'Strategies', 'Project', 'Parameters', 'Scenario', 'Simulation', 'Results', 'Help', and 'Logout'. The 'Results' tab is active, showing 'Current Settings ==>' with 'User: u6449', 'Dataset: Bench', 'Project: 6th Ave N to Bench Phase 2', 'Scenario: Bench Connection', and 'Results: Bench Connection'. The main content area is titled 'Results: Bench Connection' and displays a table of results for the 'Benefit-Cost Summary' data group.

| | Variable | Mean Value | Standard Deviation |
|----------------------|---|------------|--------------------|
| View | Travel time savings, thous. PV\$ | 478361.5 | 0 |
| View | Vehicle operating cost savings, thous. PV\$ | 4763.3 | 0 |
| View | Safety benefits, thous. PV\$ | 8230.2 | 0 |
| View | Environmental benefits, thous. PV\$ | 2429.2 | 0 |
| View | Project residual value, thous. PV\$ | 404.3 | 0 |
| View | Disbenefit of traffic disruption from construction, thous. PV\$ | 1.9 | 0 |
| View | Total benefits, thous. PV\$ | 494190.4 | 0 |
| View | Of this, benefits to new users, thous. PV\$ | 18674.1 | 0 |
| View | Total costs, thous. PV\$ | 26382.7 | 0 |
| View | Net benefits, thous. PV\$ | 467807.7 | 0 |
| View | Benefit-cost ratio | 18.73 | 0 |
| View | Rate of return, percent | NaN | NaN |

Evaluation of Project Performance:

Will plan for evaluating the success of the project and measuring short and long term performance, specifically with respect to the economic recovery measures and long term outcomes specified in the notice.

MDT is committed to the success of this project in achieving economic recovery. In addition to the required reporting, MDT proposes to create a project team to track, measure, and report on the short and long-term performance of this project with respect to the economic recovery measure and long-term outcomes. Some existing sources of data reporting are already in place under the ARRA projects and more features will be added as necessary.

b. JOB CREATION AND ECONOMIC STIMULUS:

Will promote the short and long term creation or preservation of jobs and rapidly promote new and expanded business opportunities during construction of the project or thereafter.

The project will provide of continued employment in the construction sector as well as material and equipment suppliers. The shovel ready nature of this project is indicative of how quickly these funds can be put to use with this worthwhile project.

Will promote the creation of job opportunities for low income workers through the use of best practice hiring programs and utilization of apprenticeship programs.

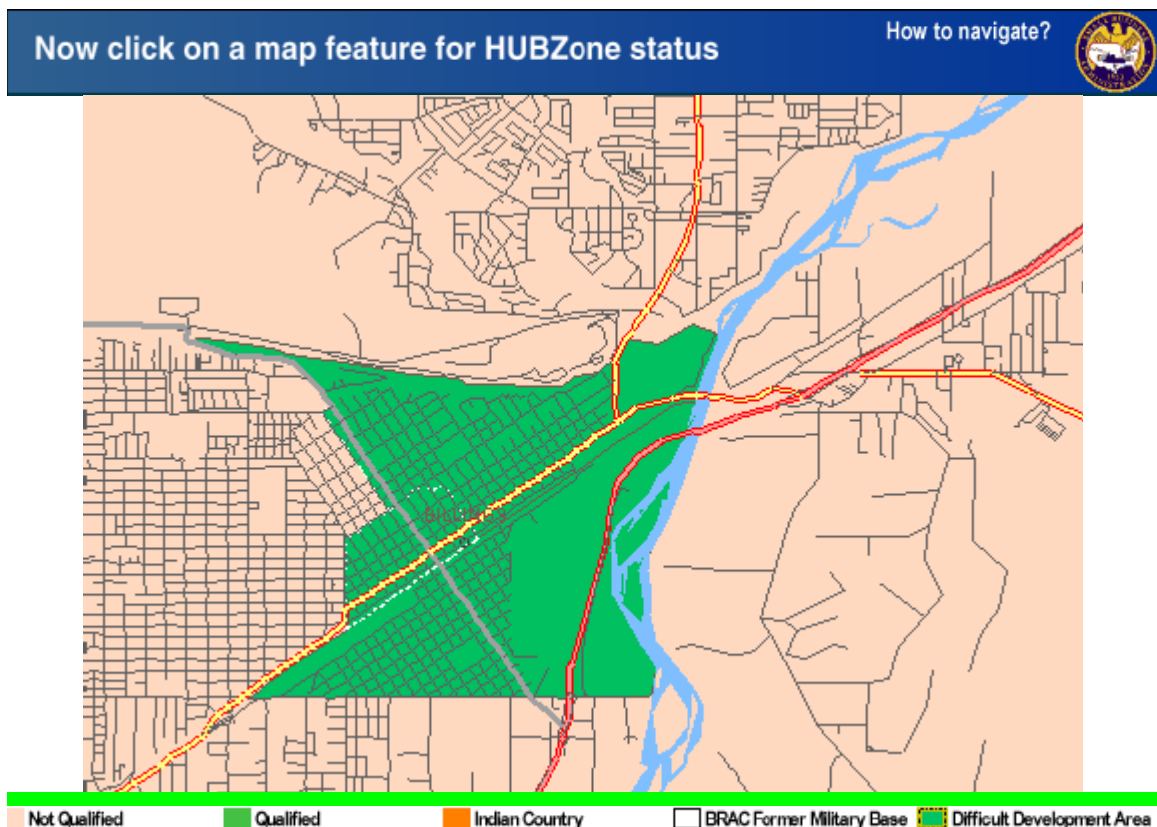
The project will promote the creation of job opportunities for low-income workers by utilizing best practice hiring and apprenticeship (including pre-apprenticeship) programs. The State of Montana, Department of Transportation has MEMORANDUMS OF UNDERSTANDING with all seven Tribal Governments throughout the state. In accordance with these MOU's, a negotiated number of trainees will be hired for the project, as will any qualified tribal members. These MOU's emphasizes Montana's commitment to Indian employment as a means of strengthening tribal communities and increasing employment opportunities for Native Americans residing on or near the reservation. Each Tribal Employment Rights Office works with contractors and sub-contractors to ensure technically qualified and reasonably priced employees are available. Goals are set in each contract for Indian employment in those trades where there are qualified Indian workers available. Firms that are 100% Indian owned, operated and managed also receive the highest employment preference from the Tribe. These rules ensure the local economy will benefit, provide for increased benefits from employment, and promote a stable labor force to insure the steady growth of commerce on the reservation.

Will provide minimum practicable opportunities for small businesses and disadvantaged business enterprises including veteran owned small businesses and service disabled veteran owned small businesses.

This project is located in an area that is currently designated as a Historically Underutilized Business zone by the Small Business Administration. Small and Disadvantaged business enterprises located in this area can pursue federal contracting opportunities based on this designation. Further, the area can become a magnet for other businesses wanting to locate in the area to take advantage of a HUB designation. The development potential of the area after this project has been completed and operational is high as the HUB Zone designation is an attractive attribute for many businesses.

The MDT Disadvantaged Business Enterprise program encourages and supports the participation of companies owned and controlled by socially and economically disadvantaged individuals in transportation contracts. MDT's Supportive Services

Program also provides business assistance to contribute to the self-sufficiency of DBE companies through skill development, training, and assistance with bonding and financing. There are currently seventy-seven (77) Disadvantage Business Entities certified throughout the state of Montana. While it is not likely to serve as the prime on large contracts, it is likely to be hired as a sub-contractor. MDT, prime contractors and the Tribal Employment Rights Office (TERO) have pledged to work together to promote Disadvantaged Business Enterprise contractors. Given available opportunities, additional firms may develop. Small business entities are common in rural Montana areas and any construction activity will have a beneficial financial impact.



Will make effective use of community based organizations in connecting disadvantaged workers with economic opportunities.

The project will make effective use of community-based organizations in connecting disadvantaged workers with economic opportunities. There are a variety of community and economic development organizations throughout the state. These organizations partner with MDT to promote development in the area by assisting in training and job skills and connecting workers with employment. Resources in this area include Big Sky Economic Development Authority, Job Service Workforce Center, Human Resources Development Council, Veterans Upward Bound, and the Veterans Transitional Home located in the Billings Heights.

Will support entities that have a sound track record on labor practices and compliance with Federal laws ensuring that American workers are safe and treated fairly

The project will support entities that have a sound track record on labor practices and compliance with federal laws ensuring that American workers are safe and treated fairly. The Director of the Montana Department of Transportation signed the STATE ASSURANCE WITH REGARD TO EQUAL EMPLOYMENT OPPORTUNITY AS REQUIRED BY THE FEDERAL-AID HIGHWAY ACT OF 1968 on April 15, 2009. This agreement assures that employment in connection with all proposed projects will be provided without regard to race, color, creed, or national origin. It also includes the requirements for a system to ascertain whether contractors and sub-contractors are complying with their equal employment opportunity contract obligations and the degree to which such compliance is producing substantial progress on the various project sites in terms of minority group employment.

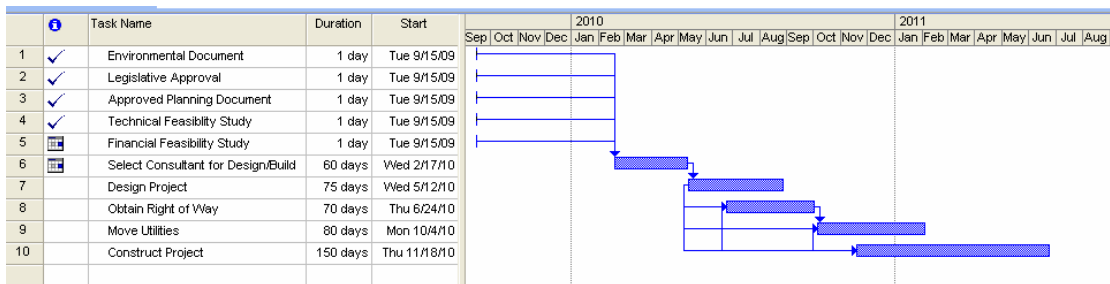
Will implement best practices, consistent with our nation’s civil rights and equal opportunity laws for ensuring that all individuals regardless of race, gender, age, disability, and national origin benefit from the Recovery Act.

The project implements best practices, consistent with our nation’s civil rights and equal opportunity laws, for ensuring that all individuals— regardless of race, gender, age, disability, and national origin—benefit from the Recovery Act. There are firms throughout Montana capable of taking on this level of work and many low-income individuals actively seeking work.

i. Project Schedule:

Will have a feasible and sufficiently detailed project schedule demonstrating that the project can begin construction quickly upon receipt of the TIGER Grant and funds will be spent steadily and expeditiously once construction starts.

The following project schedule report demonstrates this project can begin design and construction quickly upon receipt of the TIGER Grant and funds will be spent steadily and expeditiously once construction starts.



| Dates | | | |
|-----------------|-------------|------------------|------------|
| Start: | Tue 9/15/09 | Finish: | Thu 4/7/11 |
| Baseline Start: | NA | Baseline Finish: | NA |
| Actual Start: | Tue 9/15/09 | Actual Finish: | NA |
| Start Variance: | 0 days | Finish Variance: | 0 days |

| Duration | | | |
|------------|----------|-------------------|-------------|
| Scheduled: | 390 days | Remaining: | 385.68 days |
| Baseline: | 0 days? | Actual: | 4.32 days |
| Variance: | 390 days | Percent Complete: | 1% |

| Work | | | |
|------------|------------|-------------------|------------|
| Scheduled: | 77,008 hrs | Remaining: | 77,008 hrs |
| Baseline: | 0 hrs | Actual: | 0 hrs |
| Variance: | 77,008 hrs | Percent Complete: | 0% |

| Costs | | | |
|------------|----------------|------------|----------------|
| Scheduled: | \$4,480,240.00 | Remaining: | \$4,480,240.00 |
| Baseline: | \$0.00 | Actual: | \$0.00 |
| Variance: | \$4,480,240.00 | | |

| Task Status | | Resource Status | |
|------------------------|----|-------------------------------|----|
| Tasks not yet started: | 6 | Work Resources: | 7 |
| Tasks in progress: | 0 | Overallocated Work Resources: | 34 |
| Tasks completed: | 4 | Material Resources: | 0 |
| Total Tasks: | 10 | Total Resources: | 41 |

The Montana Department of Transportation has clearly demonstrated its ability to perform Design/Build projects quickly and effectively as done with the Beartooth Highway project. The following text was taken from a press release from the American Public Works Association from 2006.

Beartooth Highway Project honored as Public Works Project of the Year Kansas City, Mo.—The Beartooth Highway Emergency Repairs project was recently named a Public Works Project of the Year by the American Public Works Association (APWA). The Montana Department of Transportation, managing agency, along with primary contractor Kiewit Western Construction and primary consultant HKM Engineering will be presented with the award during APWA’s International Public Works Congress and Exposition held in September in Kansas City, Mo. APWA Projects of the Year awards are presented annually to promote management and administration excellence of public works projects by recognizing alliances between managing agencies, contractors, consultants and their cooperative achievements. This year APWA selected 19 projects in five categories: Disaster or Emergency Construction/Repair, Environment, Historical Restoration/Preservation, Structures and Transportation. Awarded in the Disaster or Emergency Construction/Repair category, \$10-100 million range, Beartooth Highway required extensive repairs following a May 2005 storm in which rain fell on snow, triggering massive debris flows that swept away 13 sections of road and left guardrail and culvert pipes shredded and dangling in mid-air. With switchbacks leading to an 11,000-foot pass showcasing three National Forests, the highway is used by thousands of travelers to access the northeast entrance of Yellowstone National Park. Following a United States Congressional resolution stressing the need for “unfettered access to Yellowstone National Park and preserving the economy in Red Lodge,” the Montana Department of Transportation pledged to reopen the roadway in four months and selected the project team and its design-build approach to carry out this

ambitious task. The extensive repairs in the sensitive National Forest environment required the team to focus on ways to preserve and enhance the natural beauty of the mountain. Reconstruction was substantially complete on October 1, 2005, two weeks ahead of the scheduled completion date and \$6 million under budget. Even with the aggressive schedule, terrain constraints and challenges of mountain construction, the design-build team achieved a safety record with no OSHA lost-time or recordable accidents.

ii. Environmental Approvals

National Environmental Policy Act Requirement

All environmental approvals necessary for the project to proceed to construction have been obtained. A copy of the signature page of the Categorical Exclusion signed on January 14, 2008 by FHWA is shown below.

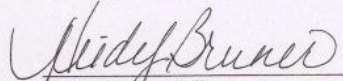
January 14, 2008
Kevin L. McLaury
P. 40

6th Avenue North to Bench Boulevard
MT-CM 1099(32)
CN 4553

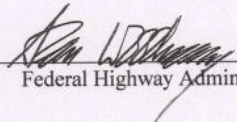
CONCLUSIONS AND RECOMMENDATIONS

The proposed project would not induce significant land use changes or promote unplanned growth. There would be no significant effects on access to adjacent properties or present traffic patterns. The project would not create disproportionately high and adverse human health or environmental effects on minority and low income populations (E.O. 12898), and it complies with Title VI of the Civil Rights Act of 1964 (42 U.S.C. 2000D). In accordance with 23 CFR 771.117(a), this project would, neither individually nor cumulatively, have any significant environmental impacts.

Therefore, we are requesting FHWA's concurrence that this proposed action is properly classified as a Categorical Exclusion.


Heidi Bruner, P.E.
Engineering Section Supervisor

Date: 1/14/08

Concur: 
Federal Highway Administration

Date: 14 JAN 2008

JR:AJ:4553 CE.1099(32)08 _____

Attachments:

- 1) Montana Department of Transportation Determination of No Effect / No Adverse Effect; Montana Historical Society, Historic Preservation Office (SHPO) Concurrence.
- 2) Montana Department of Transportation Letter to Yellowstone County Board of Commissioners, Design and Mitigation Measures and Section 4(f) *de minimis* Impact Finding – MetraPark (Yellowstone County Fairgrounds).
- 3) Montana Department of Transportation Letter to Yellowstone County Board of Commissioners, Design and Mitigation Measures and Section 4(f) *de minimis* Impact Finding – Earl Guss Park.
- 4) Federal Highway Administration, Section 4(f) *de minimis* Impact Finding.

cc: Stefan Streeter, P.E., Administrator – MDT Billings District No. 5
Paul Ferry, P.E. – Highways Engineer
Kent Barnes, P.E. – Bridge Engineer
John Horton – Right-of-Way Bureau Chief
David W. Jensen, Supervisor – Fiscal Programming Section

iii. Legislative Approvals:

Will have all necessary legislative approval and evidence of support from State and local officials, including relevant governor and mayors.

The 6th Avenue-Bench Connector project will have all necessary legislative approval and is supported by Federal, State, and Local officials. The Yellowstone County Planning Board is the designated Metropolitan Planning Organization

(MPO) and oversees transportation planning for the Billings Urban Area. The area encompasses the City of Billings as well as a planning area extending approximately 4.5 miles outside the City limits. The MPO prepares a Unified Planning Work Program (UPWP) each year that contains:

- A. Discussion of projects to undertake during the upcoming program year
- B. Funding information
- C. Staffing information
- D. Schedule for each project

The UPWP is supplemented by a five-year Transportation Improvements Plan (TIP). The TIP is a fiscal planning program for federally assisted highway and transit improvements for the Billings Urban Area. Every five to 10 years, the MPO prepares an Urban Area Transportation Plan that assesses the transportation needs and recommends actions to address those needs. The Planning Division is currently beginning the process to update the 2005 Transportation Plan.

The Planning Division provides staff support to the MPO as well as two advisory committees that support MPO activities, the Policy Coordinating Committee and the Technical Advisory Committee.

Currently there are two (2) Transportation Planners for the City and County. Transportation planning within the Billings Urban Area has been an ongoing process since the first official transportation plan was prepared in 1961. The plan has been updated in 1969, 1977, 1983, 1990, 2000 and most recently, 2005. In addition, the Transportation Planners work to organize alternative modes of transportation through the development of bike and pedestrian trails throughout the City and County.

This project has been in planning for over 20 years and has been a part of the City County Transportation Plan for over 10 years. At the time the project was included in the Transportation Plan, the Transportation Plan was required to be fiscally constrained to prioritize and fund included projects.

Evidence of support for this project includes letters from the following persons and agencies:

- i. Jim Lynch – Director, Montana Dept. of Transportation
- ii. Max Baucus – U.S. Senator, State of Montana
- iii. Jon Tester – U.S. Senator, State of Montana
- iv. Denny Rehberg – U.S. Representative, State of Montana
- v. Bill Kennedy – Yellowstone County Board of Commissioners
- vi. Ron Tussing – Mayor, City of Billings

These letters of support are attached in Appendix A

iv. State and Local Planning:

Will be included in the relevant State, metropolitan and local planning documents or a certification from the appropriate agency that the project will be prior to award of the TIGER Grant.

This project is consistent with all relevant federal, state, local and regional efforts to maintain a transportation facility in a state of good repair. The Federal Highway Association, the Montana Department of Transportation, the City of Billings and Yellowstone County all recognize the need for the project. It is listed in the State TIP and Local TIP. This project is already included in the State and local planning documents as attested by using the following links. The first link displays the State's planning document while the second link displays the City's planning document.

http://www.mdt.mt.gov/publications/docs/stip/2008stip_final.pdf

http://www.mdt.mt.gov/publications/docs/brochures/Billings_Transportation_Plan.pdf

v. Technical Feasibility:

Will include completion of substantial preliminary engineering work.

This project has substantial preliminary engineering work completed in the development of both Phase I and II. The scope of work, preliminary traffic report, final biological report, final traffic noise study, determination of no effect by the State Historic Preservation office, preliminary right of way ownership report, existing road sign inventory, preliminary hydraulics report, preliminary geotechnical report are all complete. Phase I design is underway will be completed in the fall of 2009 with scheduled construction the summer 2010. Phase II will be completed under a design/build contract that will enable the immediate infusion of funds into the economy and funds will be spent steadily and expeditiously once construction starts.

vi. Financial Feasibility:

Will have viability and completeness of the project's financing package including evidence of stable and reliable finance commitments and contingency reserves as appropriate and evidence of the grant recipient's ability to manage grants.

The State Of Montana Department of Transportation has a history of successfully managing Federal Transportation projects. With its partners in the Bench Boulevard connector project, MDT will have a proven team to complete this project. The finance package is viable and complete as noted in Section E above.

2. SECONDARY SELECTION CRITERIA

a. Innovation

Innovation is an essential element in this project's conception, design and construction. The very existence of this project is a prime example of innovation. This project began with creating a concept spearheaded by Federal, State and Local representatives to provide another route into and out of the Billings

Heights. It has taken numerous public meetings, studies, financing alternatives, design concepts, project phasing and original thinking by all involved to bring this project to where it is today. As this project moves forward, the proposed design/build technique used for this project will allow and foster innovation as well. Engineers and contractors from both the private and public sector will be partners as they implement their innovate design and construct the best facility possible. High performance materials such as poly modified oils and low permeability/high strength concrete will be incorporated into the design and construction of the project to extend its life and reduce long term costs.

b. Partnership

i. Jurisdictional & Stakeholder Collaboration

This project will involve non Federal entities and the use of non Federal funds, including the scope of involvement and share of total funding.

The original 6th Ave N to Bench Blvd-Billings project was split into two phases due to funding limitations. Phase I is being funded with Yellowstone County, the City of Billings, the State of Montana and the FHWA earmark funds. The City of Billings is the lead agency for the design and project development while Yellowstone County, the State of Montana and FHWA are partners with the City of Billings by providing coordination and approvals as the project has developed. Phase II is proposed to be funded by TIGER Discretionary Grant funds and once again, the City of Billings, Yellowstone County, the State of Montana and FHWA are all partners in the project development and delivery.

ii. Disciplinary Integration:

Supported financially or otherwise by non transportation public agencies that are pursuing similar objectives.

Big Sky Economic Development Authority (Big Sky EDA) is a Tradeport authority, created by the Yellowstone County Commissioners in 1989. Its purpose is to advance the trade and commerce of the area. Big Sky EDA supports projects that promote business growth and success, create jobs, and increase quality of life in the community. Big Sky EDA recognizes the importance of transportation infrastructure in laying the groundwork for business opportunities and for safe connections between commercial and residential areas of the community.

Staff at Big Sky EDA participates in the writing and procurement of grants and funding for various community desired enhancement projects. Their staff supports this project and participated in the writing of this TIGER Grant application. They donated time and resources towards this process.

C. Program Specific Criteria

a. Protection of Confidential Business Information:

All information submitted is publicly available data and the methodologies presented herein are accepted by industry practice and standards. No data in this application contains confidential business information nor does it

contain personal information that allows for the identification any one particular individual.

b.Summary:

The expenditure of TIGER Discretionary Grant funds on the 6th Ave N to Bench Blvd-Billings project will stimulate the economy by creating hundreds of new short and long term jobs. It will deliver programmatic results by enhancing traveler mobility and safety and achieve long-term public benefits by increasing economic efficiency while improving the quality of life in and around Yellowstone County. This project will satisfy the Recovery Act's transparency and accountability objectives with both long and short-term performance reporting plans.

Appendix A

Letters of support have been scanned and are included from the following organizations:

- Jim Lynch – Director, Montana Dept. of Transportation
- Max Baucus – U.S. Senator, State of Montana
- Jon Tester – U.S. Senator, State of Montana
- Denny Rehberg – U.S. Representative, State of Montana
- Bill Kennedy – Yellowstone County Board of Commissioners
- Ron Tussing – Mayor, City of Billings

MAX BAUCUS
MONTANA

WASHINGTON, DC
(202) 224-2651

MONTANA TOLL FREE NUMBER
1-800-332-6106

United States Senate

WASHINGTON, DC 20510-2602
August 12, 2009

INTERNET:
max@baucus.senate.gov
<http://www.senate.gov/~baucus>

Mr. Ray LaHood - Secretary of Transportation
U.S. Department of Transportation
1200 New Jersey Ave, SE
Washington, DC 20590

Dear Mr. Lahood:

I am honored to have the opportunity to express my strong support to Yellowstone County as they apply for funding under the TIGER grant program.

Main Street in the Billings Heights is often blocked by emergencies, thus causing safety and health concerns for the Billings Heights and other Yellowstone County residents. If funded, Yellowstone County would complete the Bench Blvd. Main Street Underpass project.

The Main Street Underpass would enhance safety and health concerns, the underpass would also reduce traffic congestion and the carbon footprint, benefiting the traveling public as well as other transportation users. In addition, the underpass would create jobs, promote business growth, and sustain jobs. The Main Street Underpass project is shovel-ready and can be constructed by February 2012. The underpass would use a design laid-out by the Montana Department of Transportation.

Again, this project carries with it my full support, and I hope you will consider their application favorably. Please feel free to contact my office if I can provide any additional information. I also would greatly appreciate it if you kept my office informed about the status of this request.

With best personal regards, I am

Sincerely,



JON TESTER
MONTANA

COMMITTEES:

APPROPRIATIONS
BANKING
INDIAN AFFAIRS
VETERANS' AFFAIRS
HOMELAND SECURITY AND
GOVERNMENTAL AFFAIRS

United States Senate

SENATE HART BUILDING
SUITE 724
WASHINGTON, DC 20510
202-224-2644

MONTANA TOLL FREE NUMBER
1-866-554-4403

INTERNET:
<http://tester.senate.gov/contact>

August 19, 2009

Yellowstone Public Works Department
c/o Mike Black, Civil Engineer
PO Box 35024
Billings, MT 59107-5024

Dear Mike:

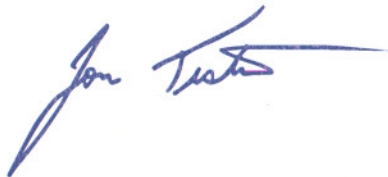
It is with great pleasure that I write in support of the Yellowstone County Commission's request for a TIGER Grant for the Bench Boulevard/Main Street Underpass project.

The project is shovel-ready. It will enhance safety and address serious health concerns for the Billings Heights and other Yellowstone County residents when Main Street is blocked by emergencies.

The project can be built by the February 2012 deadline. It will benefit residents, the public, and MetraPark (a multi-use complex that hosts concerts, fairs, meetings). Most importantly, this project will create jobs and boost the economy of Yellowstone County and all of Montana.

I encourage you to fund this worthy project. And please don't hesitate to contact my office with further questions.

Respectfully,



Jon Tester
United States Senator

cc: Jim Lynch, MDT Director, PO Box 201001, Helena, MT 59620-1001

BOZEMAN
(406) 586-4450

BUTTE
(406) 723-3277

GLENDIVE
(406) 365-2391

GREAT FALLS
(406) 452-9585

HELENA
(406) 449-5401

KALISPELL
(406) 257-3360

BILLINGS
(406) 252-0550

MISSOULA
(406) 728-3003

Denny Rehberg
State of Montana

Appropriations Committee
Labor, Health and Human
Services, and Education
Energy and Water Development
Foreign Operations

Congress of the United States
House of Representatives
Washington, DC 20515

August 18, 2009

U.S. Department of Transportation
1200 New Jersey Avenue, S.E.
Washington, D.C. 20590

To Whom It May Concern:

It's a privilege to express my support for the Bench Boulevard project, a multijurisdictional initiative of the Montana Department of Transportation, Yellowstone County and the City of Billings. In order to complete Bench Boulevard, the involved parties have submitted a Transportation Investment Generating Economic Recovery (TIGER) grant application before the Department of Transportation.

I understand that the project's first phase includes construction of a new road and bridge over Alkali Creek; however, funding constraints have limited efforts to construct the underpass at Main Street. The requested funds will facilitate completion of both the underpass and the larger project, easing traffic congestion along Main Street and providing better access to the City of Billings.

Transportation plays an important role in Montana's economy and infrastructure, and this project helps ensure Yellowstone County's transportation corridors are adequately funded. Thank you for considering their funding request, and please don't hesitate to contact my office with any further questions.

Sincerely,



Denny Rehberg
Member of Congress

2448 Rayburn House Office Building
Washington, DC 20515
(202) 225-3211

1201 Grand Avenue, Suite 1
Billings, MT 59102
(406) 256-1019
Toll Free: 1-888-232-2626

950 North Montana Avenue
Helena, MT 59601
(406) 443-7878

301 East Broadway
Suite 2
Missoula, MT 59802
(406) 543-9550

105 Smelter Avenue, NE
Suite 16
Great Falls, MT 59404
(406) 454-1066

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THIS MAILING WAS PREPARED, PUBLISHED AND MAILED AT TAXPAYER EXPENSE

Yellowstone County



COMMISSIONERS
(406) 256-2701
(406) 256-2777 (FAX)

P.O. Box 35000
Billings, MT 59107-5000
commission@co.yellowstone.mt.gov

August 7, 2009

Mr. Ray LaHood – Secretary of Transportation
U.S. Department of Transportation
1200 New Jersey Ave, SE
Washington, DC 20590

**Re: Letter of Support – TIGER Grant Application for the Bench Blvd. Main Street Underpass
Yellowstone County – Billings, Montana**

Dear Mr. LaHood,

The Board of Yellowstone County Commissioners requests that the Bench Blvd. Main Street Underpass project be awarded funding under the TIGER Grant program for the following reasons:

- Project is shovel ready – environmental documents completed (Category Exclusion)
- Project will enhance safety and address the serious health concerns for the Billings Heights and other Yellowstone County residents (Shepherd, Huntley, Worden, Custer, etc.) when Main Street is blocked by emergencies
- Project can be constructed by the February 2012 deadline (design / build approach)
- Project will benefit multi-jurisdictions (Yellowstone County, City of Billings, neighboring communities etc.), residents, traveling public, as well as other transportation users
- Montana Department of Transportation (MDT) has used the design / build approach on various previous projects (like the National Award Winning Beartooth Highway Pass Emergency Repair Project completed in 2005)
- Project will reduce traffic congestion and thus reduce the carbon footprint
- Project will create jobs, promote business growth, and sustain jobs
- Project will benefit MetraPark (a large regional entertainment complex – providing concerts, State Fair, etc.) by solving the crippling ingress / egress issues associated with MetraPark events

Thank you for the TIGER Grant Program. We look forward to receiving funding from this source to enable projects like the Bench Blvd. Main Street Underpass to proceed at a time that will greatly benefit Montana and its local economies.

Sincerely,

BOARD OF COUNTY COMMISSIONERS
YELLOWSTONE COUNTY, MONTANA

Handwritten signature of Bill Kennedy in blue ink.

Bill Kennedy, Chair

Handwritten signature of John Ostlund in blue ink.

John Ostlund, Member

Handwritten signature of James E. Reno in blue ink, with the word "Absent" written above it.

James E. Reno, Member

BOCC/mb

cc: Jim Lynch, MDT Director, PO Box 201001, Helena, MT 59620-1001

TIGER Grant Application - Yellowstone County Support Letter



CITY OF BILLINGS

RON TUSSING, MAYOR

P.O. BOX 1178
BILLINGS, MONTANA 59103
(406) 657-8296
FAX (406) 657-8390



August 18, 2009

Director Jim Lynch
Montana Department of Transportation
P.O. Box 201001
Helena, MT 59620-1001

RE: City of Billings Letter of Support for the TIGER Grant for Bench Blvd., Billings, Montana

Dear Director Lynch:

Please consider this a formal letter of support for the grant application referenced above. This grant will provide necessary funding for the second phase of the Bench Boulevard project. Today, all traffic must travel on Main Street that carries over 46,000 vehicles per day. This project is a critical leg of the transportation system connecting the Billings Heights area and Yellowstone County areas with the downtown, central and western areas of Billings providing relief to the traffic congestion on Main Street. This project is the result of a multi-jurisdictional cooperative effort between Montana Department of Transportation, Yellowstone County and the City Of Billings.

Phase one of the Bench Blvd. project will construct a new road and a bridge over Alkali Creek, but funding constraints did not allow design and construction of the very important underpass at Main Street. This TIGER grant will provide funding to complete this underpass and complete the project. Thank you in advance for your consideration of this grant application for this very important project for the Billings, Montana area.

Sincerely,

Mayor Ron Tussing

cc: Stefan Streeter, MDT Billings District Administrator
Rod Nelson, MDT Billings District
Yellowstone County Commissioners
Mike Black, Yellowstone County

*Billings Pride:
City-wide*