

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

**6<sup>TH</sup> 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: \$26,000,000  
DUNS Number:

**B. CONTACTS**

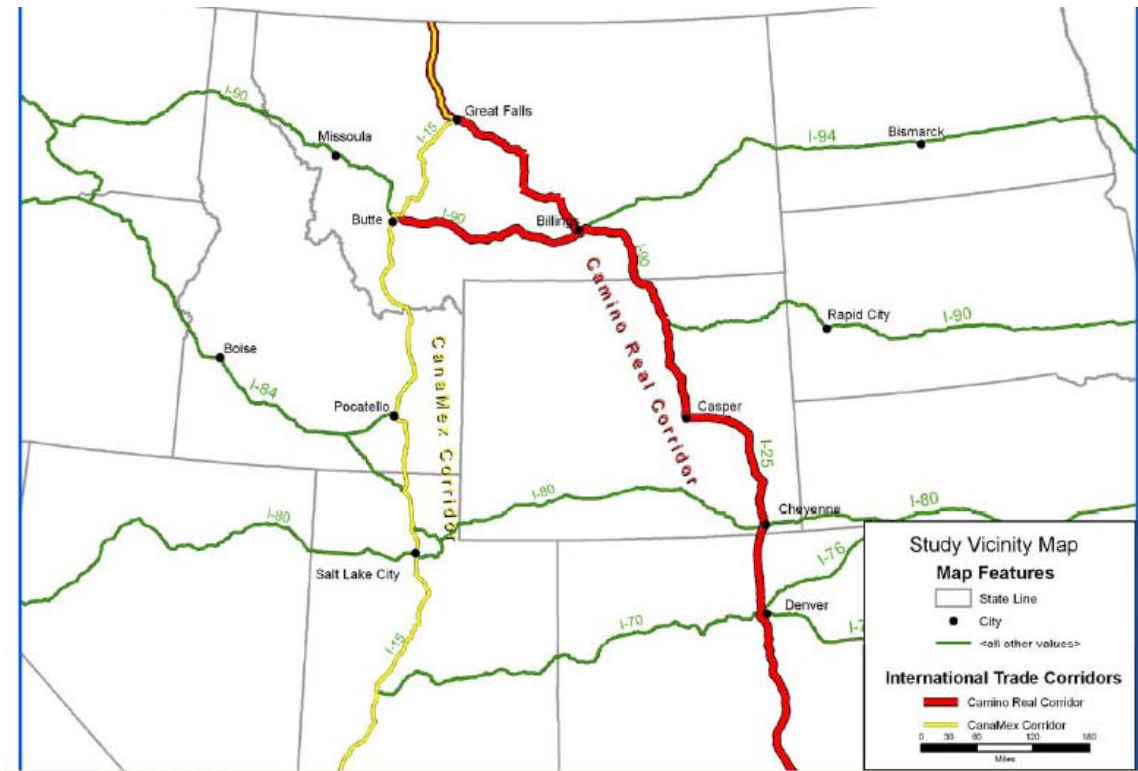
Jim Lynch, Director  
Montana Department of Transportation  
2701 Prospect Ave  
PO Box 201001  
Helena, MT 59620-1001  
(406) 444-6201  
jilync@mt.gov

**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 below map.



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 constructed a bridge on Main Street that will enable Bench Boulevard to connect to 6<sup>th</sup> 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. The MetraPark is a modern concert, trade show and rodeo arena, surrounded by the fairgrounds, pari-mutuel horse-race track and super-barn complex. New Expo Center and Pavilion buildings overlook a relaxing lake park. MetraPark is a stellar entertainment complex, home of the state's largest event — Montana Fair. 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 backed up exiting onto Main Street. This project will provide a free flowing exit under Main Street onto 6<sup>th</sup> 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 6<sup>th</sup> Ave North to Bench Connection project. The complete document can be viewed using the following link:

[http://www.mdt.mt.gov/publications/docs/brochures/Billings\\_Transportation\\_Plan.pdf](http://www.mdt.mt.gov/publications/docs/brochures/Billings_Transportation_Plan.pdf)

*“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**

Insert standard language

**E. GRANT FUNDS, SOURCES AND USES OF PROJECT FUNDS**

New Structure	\$2,800,000
Road Work	\$12,181,388
Traffic Control	\$1,107,399
<b>Subtotal</b>	<b>\$16,088,787</b>
Mobilization (18%)	\$2,192,650
<b>Subtotal</b>	<b>\$18,281,437</b>
Contingencies (20%)	\$2,874,808
<b>Subtotal</b>	<b>\$21,156,245</b>
Inflation (3.5%)	\$4,200,457
<b>Total CN</b>	<b>\$25,356,702</b>
<b>CE (12%)</b>	<b>\$ 3,042,804</b>

**F. Primary Selection Criteria**

**i. Long Term Outcomes**

**➤ State of Good Repair**

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

**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 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 6<sup>th</sup> 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 1 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 facility and system’s condition and performance. The long term cost structure of this facility will

also be improved by providing a continuous route on Bench Boulevard to 6<sup>th</sup> Ave North underneath Main Street.

**ii. Economic Competitiveness:**

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

**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.**

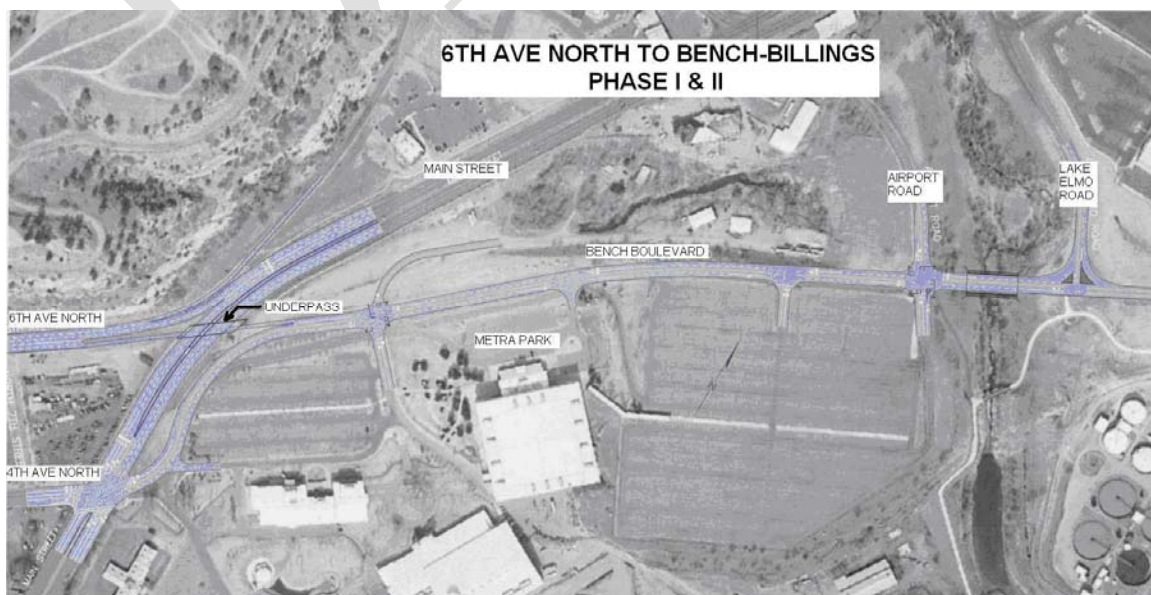
**iii. Livability:**

**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 Metra Park 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 6<sup>th</sup> Ave North. Also, the bridge over Alkali Creek constructed with Phase 1 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 modal connectivity and reducing congestion on existing modal assets. Bench Boulevard will now be connected to 6<sup>th</sup> 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 it's flow to stop and go conditions. It will also be possible to exit an event at Metra Park 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.

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

**iv. Sustainability:**

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

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

**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%. 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 bicyclist and provide less interruption of 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 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.

**vi. 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 demonstrate 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.

Insert B/C Analysis.

**vii. 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.**

Insert standard language

**b. Job Creation & 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.**

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

- i.
- ii. JOB OPPORTUNITIES FOR LOW-INCOME WORKERS. 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.
- iii. MAXIMUM PRACTICABLE OPPORTUNITIES FOR SMALL BUSINESSES AND DBE'S: 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 TERO officer 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..
- iv. COMMUNITY –BASED ORGANIZATIONS: 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 corporation throughout the state. These 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**

- v. **LABOR PRACTICES AND COMPLIANCE:** 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.
- vi. **BEST PRACTICES:** 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. Montana has a high minority population. There are firms throughout Montana capable of taking on this level of work and many low-income individuals actively seeking work.

(a) **FEDERAL WAGE RATE REQUIREMENT:** MDT certifies it complies with the requirements of subchapter IV of chapter 31 of title 40 U.S. code regarding federal wage rate requirements in relation to the Recovery act. MDT requires contractor training certification, payroll monitoring, and a formal complaint process to assure contractor compliance with Davis-Bacon ways rates and fringe benefits.

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

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

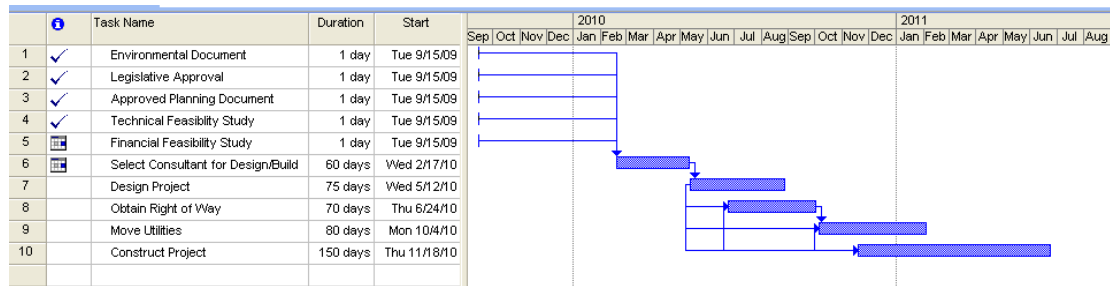
**Will support entities that have a sound track record on labor practices and compliance with Federal laws ensuring that American workers are safe and treated fairly**

**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.**

**i. Project Schedule: This project**

**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.

***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.*

**G. Federal Wage Rate Requirement**

**Insert Signed certification**

**H. 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.

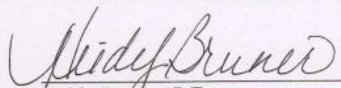
January 14, 2008  
Kevin L. McLaury  
P. 40

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

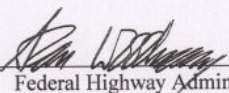
#### CONCLUSIONS AND RECOMMENDATIONS

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

## **I. Environmentally Related Federal, State and Local Actions**

[Insert link to Cat Ex document](#)

### **ii. Legislative Approvals:**

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

**iii. 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 Transportation Improvement Plan (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/stip/2008stip_final.pdf)

[http://www.mdt.mt.gov/publications/docs/brochures/Billings\\_Transportation\\_Plan.pdf](http://www.mdt.mt.gov/publications/docs/brochures/Billings_Transportation_Plan.pdf)

**iv. 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..

(Insert link to scope of work report here)

**v. 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.**

**2. Secondary Selection Criteria**

**a. Innovation**

**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.**

**ii. Disciplinary Integration:**

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

c. Program Specific Criteria



DRAFT