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## **Applicant for this TIGER Discretionary Grant**

Montana Department of Transportation

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### **1. PROJECT NAME**

MONTANA – MT 85 – FOUR CORNERS-NORTH

### **2. GRANT REQUEST AMOUNT - \$18,200,000**

### **3. PROJECT DATA**

State: Montana

County: Gallatin

City: South of Belgrade Montana

Congressional District: MT-001

Urban/Rural: Rural

Type: Highway Reconstruction

DUNS Number: 878557917

Web Link: [http://www.mdt.mt.gov/recovery/grant\\_fourcorners.shtml](http://www.mdt.mt.gov/recovery/grant_fourcorners.shtml)

### **4. PROJECT DESCRIPTION**

The proposed project is for the reconstruction and widening of a segment of Montana Highway 85 (MT 85), locally known as Jackrabbit Lane, from a two-lane facility to a four-lane facility with dedicated turn lanes and signalization at major intersections. The project begins in a developed, but unincorporated area of Gallatin County known as Four Corners and extends northward towards the city of Belgrade. A portion of US 191 is also included to properly configure the Jackrabbit Lane/Huffine Lane intersection. The project begins approximately 0.4 miles south of the Jackrabbit and Huffine Lane intersection and continues north approximately 3.8 miles ending 0.4 miles north of the Jackrabbit/Hulbert Lanes intersection. The proposed project begins on US 191 at reference post (RP) 81.65 and continues to RP 81.90 and continues onto MT 85 from RP 0.0 to RP 3.4. MDT refers to this project as MT-85-Four Corners-North. See Figure 1 for a map of the project location.

The majority of Jackrabbit Lane between Huffine Lane/US 191/Norris Road and Frank Road has a two-lane configuration with a typical paved surface width of 32 feet. However, the existing highway has been widened to provide left turn lanes immediately north of the route's intersection with Huffine Lane/US 191/Norris Road and at the route's intersection with both Baxter Lane and Cameron Bridge Road.

The proposed project would reconstruct the existing two-lane highway to a four-lane facility with turn lanes and a center median. The proposed reconstruction of Jackrabbit Lane would increase the roadway's typical cross-section width to 88 feet accommodating four 12-foot driving lanes, a 24-foot median with left turn provisions, two 8-foot shoulders, and a separated bike path. Curbs and gutters may be incorporated on portions of this project. The intersection of US 191 and MT 85 will be rebuilt to accommodate two left turn lanes, a southbound through lane, a right turn lane, and two northbound through lanes.

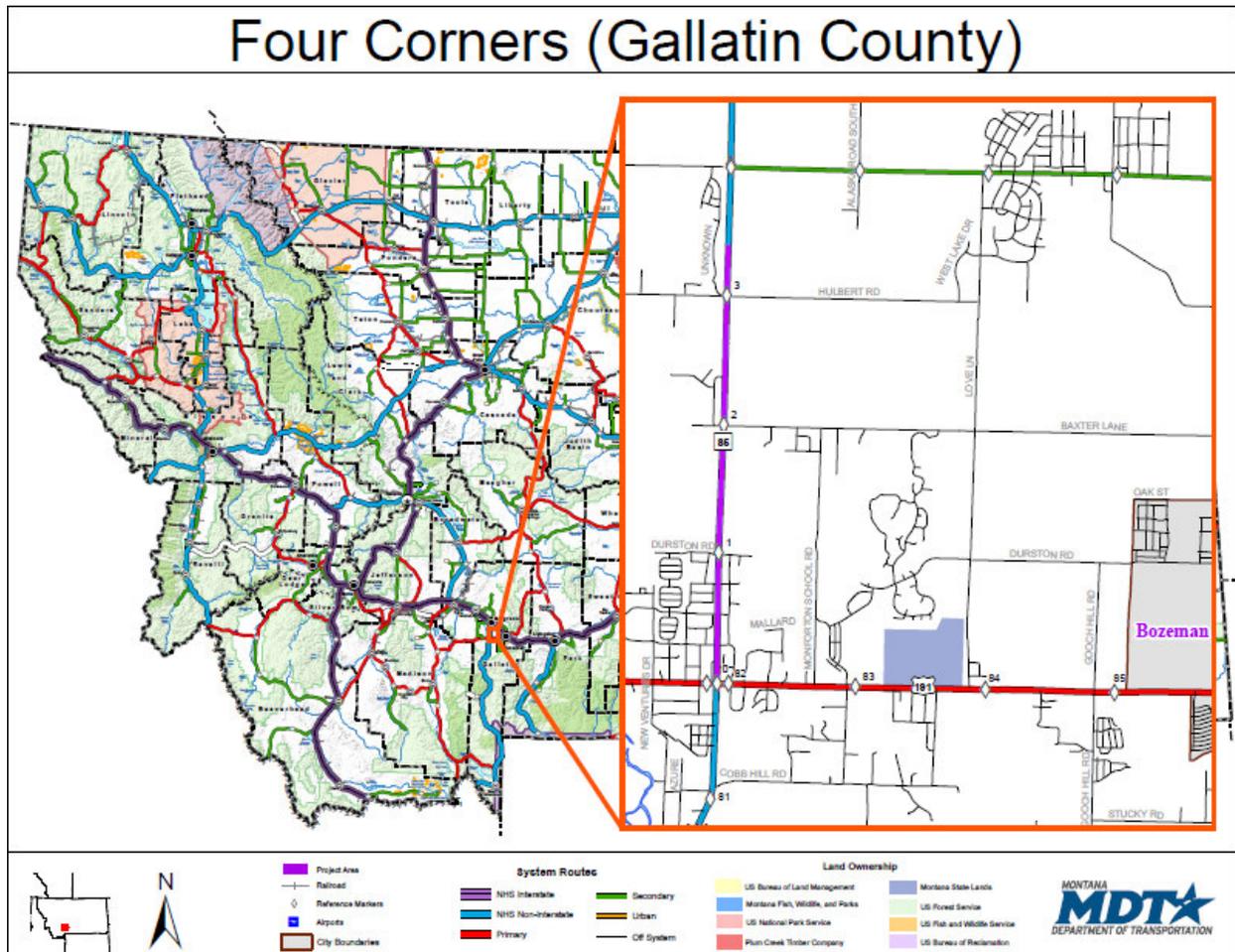


Figure 1: Map Showing Four Corners-North Project Location

## 5. PROJECT PARTIES

Montana Department of Transportation - This project is on the National Highway System (NHS) Route and considered “on-system” and MDT’s responsibility.

Montana Division of the Federal Highway Administration (FHWA)

Gallatin County

## 6. GRANT FUNDS AND SOURCES AND USES OF PROJECT FUNDS

The request for funding from the TIGER grant is \$18,200,000. The funds will be used to reconstruct MT 85 from two to four lanes with added turn lanes and signalization at major intersections and properly configure the intersection of US 191 (Jackrabbit Lane) and Huffine Lane. MDT has obligated and expended Federal National Highway (NH) funds and state match for preliminary engineering (PE), incidental construction (IC) and right-of-way (ROW) for this project.

The following Table 1 details the project cost and funding sources:

**Table 1: Project Costs and Funding Breakdown**

Project Phase	NHS Funding	TIGER GRANT <sup>1</sup>	Total
Preliminary Engineering	\$1,200,000		\$1,200,000
Incidental Construction	\$500,000		\$500,000
Right-of-Way	\$700,000		\$4,200,000
Construction		\$16,500,000	\$16,500,000
Construction Engineering		\$1,700,000	\$1,700,000
<b>TOTAL</b>	<b>\$2,400,000</b>	<b>\$18,200,000</b>	<b>\$20,600,000</b>

<sup>1</sup> No indirect costs applied to TIGER funds

**Note: The information was gathered from project estimates not actual costs.**

## **7. SELECTION CRITERIA - Primary Selection Criteria**

### **7.1 Long-Term Outcomes**

#### **7.1.1 State of Good Repair**

The project will improve the current condition of MT 85 and its intersection with US 191 by bringing the roadway up to current geometric design standards for rural principal arterials. This surface expansion and reconstruction will extend the life of the highway, improve safety through turn lanes and a bike path, and increase the level of service (LOS).

Traffic has steadily increased on MT 85 and US 191 in recent decades and traffic volume is expected to double between 2010 and 2030. These conditions indicate the need for operational improvements including increased number of lanes and turn lanes.

The current LOS for MT 85 is a LOS D indicating traffic is approaching unstable flows, travel speeds are tolerable but considerably reduced and drivers have little freedom to maneuver within the traffic stream. The current LOS for the four-lane US 191 is a LOS A which indicates free flow operation and drivers maintain desired speed with little or no delay, and minor disruptions are absorbed. The improvements as described in this application will allow the LOS to rise for MT 85 and be maintained for US 191. Without improvements, this section of highway will continue to operate below MDT's targeted LOS of B (Stable traffic flows. Drivers have reasonable freedom to select speeds; some restrictions start to be introduced).

MDT utilizes an asset management strategy termed the Performance Programming Process (P3) to establish highway construction priorities within Montana. The P3 utilizes management system outputs to determine the optimal project mix in order to maximize performance relating to pavements, bridges, and congestion conditions. The construction projects advanced for consideration for TIGER grants represent preferred treatment strategies for roadways and bridges with regard to increased performance in the areas of pavement life, bridge condition, and congestion relief.

### **7.1.2 Economic Competitiveness**

MT 85 connects Belgrade and Interstate 90 (I-90) with Four Corners and US 191 and Montana Highway 84 to the south. These routes form part of the National Highway System (NHS) and are important economic linkages for the United States (US), the region, and Montana. The future condition and function of MT 85 and US 191 play an active role in meeting a number of long-term social and economic needs for the region. MT 85 provides an important north-south transportation route for freight, business, and tourism traffic through southern Montana. The highway connects US 191 with I-90 and acts as a rural “bypass” of the city of Bozeman. The highway is also an important route to the resort towns of Big Sky and West Yellowstone, as well as Yellowstone National Park. The route continues into Idaho (US 20) and connects with Interstate 15 (I-15) south. This road functions as a major arterial highway in the regional transportation network.

The completed project will add to the long-term economic viability of this region by increasing efficiency and effectiveness of the transportation system as traffic volume doubles in the next 20 years. This section of highway is part of an important link between I-90 and US 191. The safer and more efficient movement of goods and people between I-90 and US 191 will provide better results and incentives for businesses that use or are located near the highway and will improve freight and tourist travel on a busy corridor. The US 191 intersection work portion of this project will improve the operation of the highway between Bozeman and Big Sky. This route is served by the Skyline bus system that provides a public transit option between the two communities, especially in winter when the two ski areas in Big Sky are operating. Improving US 191 will positively impact this bus service and its users which will improve the business climate in and around Big Sky and Bozeman by enticing visitors to visit the region. The separated bicycle path on MT 85 will increase safety and travel options for visitors and residents to Four Corners and Belgrade. This additional travel mode option and recreational amenity will boost the area’s appeal for visitors and investment.

### **7.1.3. Livability**

The project will follow the existing alignment, reducing the impact to adjacent land owners and having the least impact on the natural environment. The Jackrabbit Lane projects add additional turn lanes, a wider shoulder, and a separated pedestrian and bicycle path along the east side of the highway corridor.

The separated bicycle and pedestrian path will encourage alternative transportation by providing safer and more convenient pedestrian and bicycle access to the developing areas of Belgrade, Four Corners, and Bozeman. Congestion will be further reduced by allowing non-motorized traffic to use a separate facility away from the highway users preventing conflicts with various modes of travel.

### **7.1.4. Sustainability**

The project is located in Gallatin County, which is an area in Montana that has seen substantial growth. The county’s estimated 2008 population of 89,824 has increased 32.4% since the 2000 Census, compared to Montana’s overall increase of 7.2% growth within the same eight years. The project will reduce congestion in the corridor by providing additional travel and turn lanes and greater separation between users of different modes and speeds. These improvements will improve the flow and constant speed of traffic thereby reducing air pollution, decreasing oil consumption, and benefiting the environment. With a projected growth rate of double the traffic volume in 20 years, improvements now will benefit users and the environment for years to come. The wider and safer shoulders and separate path

will be an enticement for their use and more trips on these facilities may be made by non-motorized vehicles.

The MT 85 corridor and intersection with US 191 is used by many people traveling to and from the ski resort town of Big Sky and West Yellowstone/Yellowstone National Park. It is also in a rapidly growing area and safety would be improved for these facility users.

**7.1.5. Safety**

This roadway is predicted to more than double its Annual Average Daily Traffic (AADT) between 2010 and 2030 given the strong growth in the Belgrade, Bozeman, and Four Corners areas. In 2010 AADT is projected to be 12,630 and projected 2030 AADT is 29,310. Increased traffic volumes could lead to increased congestion and safety concerns stemming from a greater chance of vehicle conflicts with greater traffic volumes. Dedicated turn lanes should reduce congestion, accidents, and road rage for drivers entering or exiting the highway.

The increased shoulder width will also provide more flat surface for vehicles that leave the roadway with a greater chance of recovery and avoidance of crashes.

The Four Corners-North project has a crash rate and crash severity rate above the state average for rural non-interstate NHS routes. The project seeks to reduce both these crash statistics. Figure 2 illustrates the project crash rate as compared to the Montana rural average crash rate and Figure 3 illustrates the project crash severity rate in comparison to the Montana rural average crash severity rates.

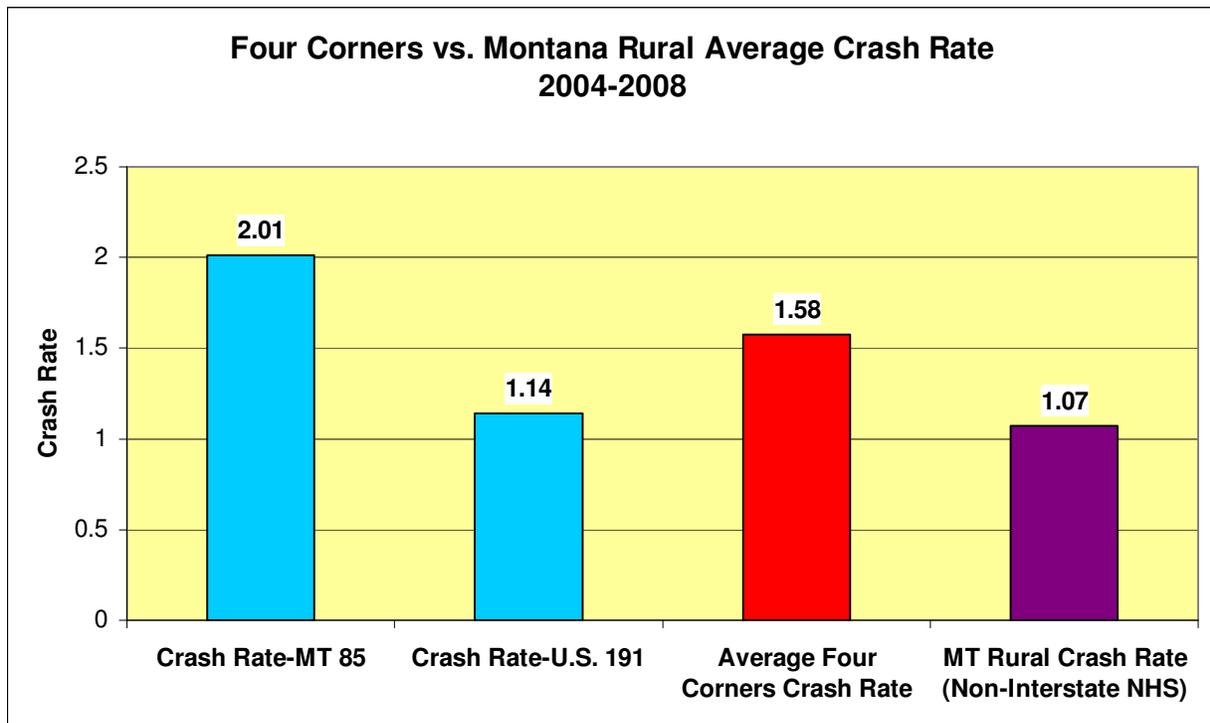


Figure 2: Four Corners Area vs. Montana Average Crash Rates

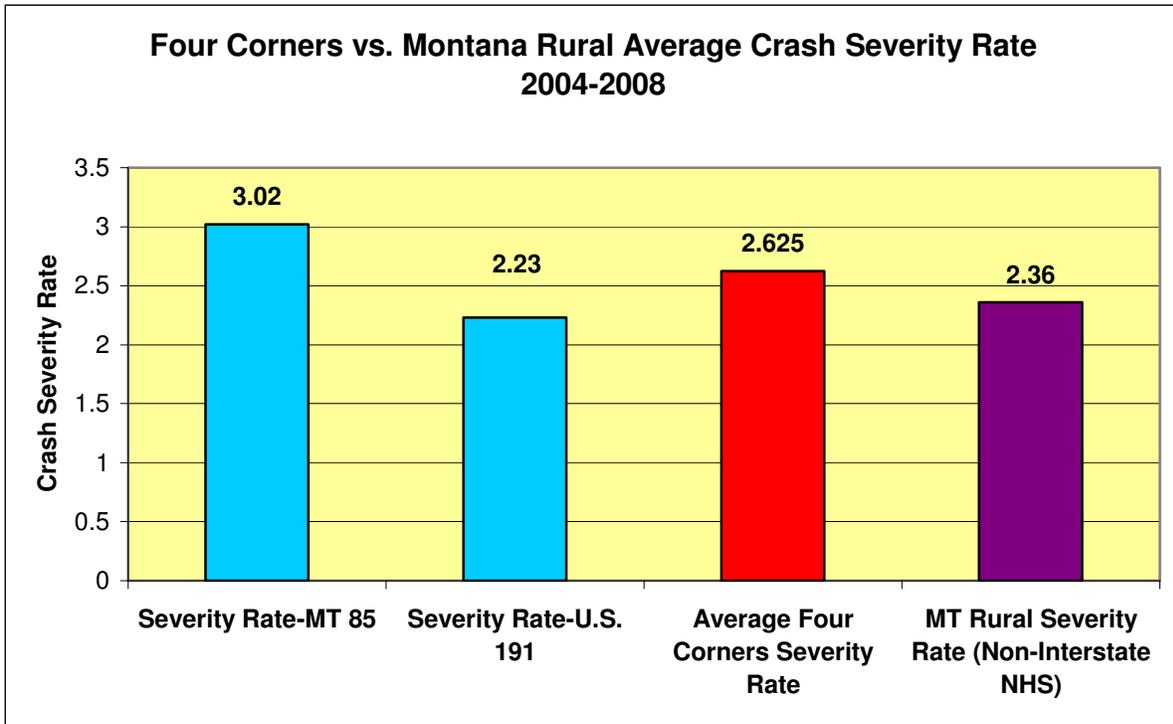


Figure 3: Townsend Project Area vs. Montana Average Crash Severity Rates

### 7.2 Evaluation of Expected Project Costs and Benefits

The information listed below outlines the systematic analysis of the expected benefits and costs resulting from the completion of the MT 85 – Four Corners-North project.

Table 2: Expected Project Benefits

Long-Term Outcomes	Benefits
State of Good Repair	The reconstruction of the road is estimated to save \$16.9 million in lifecycle costs for the 9 miles of roadway
Economic Competitiveness	Maintaining a vital link to freight, tourism and local traffic. The project also reduces congestion.
Livability	The reconstructed roadway improves the livability for the area residents due to less congestion. It includes a separated bike path
Sustainability	The project provides for a more sustainable transportation system by improving the roadway and increasing capacity.
Safety	The safety benefit from the correctable crashes is approximately \$5.5 million annually in 2009 dollars.

The MT 85 – Four Corners-North project will improve a major arterial highway in the transportation system, where the current physical limitations (two-lane highway) and the high degree of traffic congestion on the existing facility are seriously inhibiting its ability to function effectively in the transportation system. The funds requested for the TIGER Discretionary Grant are \$18,200,000.

Benefits for this project include, but are not limited to, accident reduction, extension of the surface life of the highway reducing maintenance costs, improved safety from added turn lanes and a separate bicycle path, and increased LOS. Other benefits of the project include

the expanded ability of the highway to handle increased traffic loads which are projected to double in twenty years.

The monetary benefit from crash reduction alone for this project is \$6,429,300 per year or \$68,112,004 over 20 years. This number was generated using data from 2004 to 2008 and a seven percent discount rate for 20 years. This stretch saw two fatalities and four critical injuries over five years.

This project directly contributes to the economic competitiveness of the region and the state, as MT 85 provides an important north-south transportation route for freight transport, business, and tourism traffic through central Montana. The highway connects US 191 with I-90 and acts as a rural “bypass” of the city of Bozeman. The highway is also an important route to the resort towns of Big Sky and West Yellowstone, as well as Yellowstone National Park. The route continues into Idaho (US 20) and connects with Interstate 15 (I-15) south. This road functions as a major arterial highway in the regional transportation network. The completed project will add to the long-term economic viability of this region by increasing the efficiency and effectiveness of the transportation system which is currently experiencing congestion and unsatisfactory LOS. The medium and long-term benefits are directly related to the improved roadway capacity. The improved roadway will result in less traffic delays allowing for more efficient travel for commuters, tourist and truck traffic.

The improvements will increase the quality of living for users by reducing transit time, thereby increasing fuel economy and lowering emissions. The improvements will also provide access to recreational opportunities along the corridor. The separated bicycle and pedestrian path will encourage alternative transportation by providing safer and more convenient pedestrian and bicycle access to the developing areas of Belgrade, Four Corners, and Bozeman.

The improvements will promote a more environmentally sustainable transportation system. The main areas of benefit will result from reducing transit time, and future congestion in the corridor which will reduce vehicle emissions and benefit the environment. The project is being designed to minimize environmental impacts by remaining on the existing alignment where possible.

### ***Safety: Benefit Analysis for Project Construction***

The economic value of the project implementations were developed following guidance taken from the memorandum to secretarial officers and modal administrators “Treatment of the Economic Value of a Statistical Life in Departmental Analyses – 2009 Revision.” From this document, the value of an averted fatality was taken to be 5.8 million dollars. The fractional value of a statistical life (VSL) from an averted injury was displayed in the **Relative Disutility Factors by Injury Severity Level (MAIS)** table. This table was modified to accommodate the injury classification used by law enforcement officials in the State of Montana, as Montana uses 3 levels of injury quantification:

- Possible Injury
- Non-Incapacitating Injury
- Incapacitating Injuries

The MAIS table was spliced into the Montana Injury Classification in the following way:

- MAIS Level 3 Serious = Possible Injury

- MAIS Level 4 Severe = Non-Incapacitating Injury
- MAIS Level 5 Critical = Incapacitating Injury

The fractions of VSL that were assigned to respective injury severity levels (MAIS) were reassigned to the Montana Law Enforcement injury quantification.

In addition to the guidelines set forth in the subject memorandum, additional analysis was performed to attempt to capture the dynamic effects of transportation investments on land use and household budgets.<sup>1</sup> The additional analysis attempted to quantify the property damage costs from a crash in which no injuries occurred. The fractions of VSL shown in the Injury Severity Level table served as the guidelines for the quantification of property damage only (PDO) value. Therefore, it was calculated that a PDO crash = MAIS Level 1 Minor severity. This calculation was warranted based on professional judgment from the following economic consequences:

- Law enforcement response time to PDO crash
- Intrinsic economic value of vehicle(s) involved
- Possible roadway damage incurred (guardrail, signing, electrical, etc.)
- Time lost by involved parties
- Increased insurance costs of involved parties

From the aforementioned steps, it is believed that the following cost benefits will be seen from the averted property damage, injuries, and fatalities from the installation of the nominated projects.

**Four Corners North – (N-50 & N-85)**

There were 227 crashes on this section of roadway between Aug 31, 2003, and Sep 01, 2008. There were 78 crashes that the proposed improvements would address.

Correctable Crash Severity Level	#of crashes/persons	Fraction of VSL	Total Savings (over 5 yrs)
Correctable PDO's	42 crashes	0.002	\$487,200
Correctable Possible Injury	29 injuries	0.0575	\$6,670,000
Correctable Non Incap Injury	9 injuries	0.1875	\$9,787,500
Correctable Incap Injury	1 injury	0.7625	\$4,422,500
Correctable Fatality	1 fatality	1.000	\$5,800,000
<b>Total</b>			<b>\$27,167,200</b>

From the guidelines provided in the "Treatment of the Economic Value of a Statistical Life in Departmental Analyses – 2009 Revision" there would be a total cost savings of \$27,167,200 for the 5-year data period. This results in a cost savings of \$5,433,440/year in 2009 dollars.

**7.3. Evaluation of Project Performance**

MDT has developed a data gathering and reporting process for all American Recovery and Reinvestment Act of 2009 funded projects. The process complies with the Office of Management and Budget (OMB), Transportation and Infrastructure Committee, Federal

<sup>1</sup> 2 Federal Register/Vol. 74, No. 115/Wednesday, June 17, 2009/Notices

Highway Administration (FHWA), and the Montana State Governor's Office reporting requirements. If the TIGER Discretionary Grant funds are received for this project, full data collection and reporting will be implanted on this project. The reporting will evaluate the success of the project and measure the short and long-term performance, specifically with respect to the economic recovery measures and long-term outcomes specified in this notice.

#### **7.4. Job Creation & Economic Stimulus**

*Promote the Creation of 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 (MOU's) 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 emphasize Montana's commitment to Native American 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 percent Native American 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.

*Maximum Practicable Opportunities for Small Business and Disadvantaged Business Enterprises (DBE's):* The MDT DBE 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) DBE entities certified throughout 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 DBE contractors. Given available opportunities, additional DBE firms may develop. Small business entities are common in rural Montana areas and any construction activity will have a beneficial financial impact.

*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 corporations throughout Montana. 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:

*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 MDT Director 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.

*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.

Job creation from this project is expected to be 221 jobs. This uses the federal factor of 10.8535 jobs per one million dollars expended.

**7.5. Project Schedule**

This project currently has a September 2010 planned finish and ready date, thus an early 2011 letting is anticipated pending right-of-way acquisition. Construction should be substantially complete during the first year (by November, 2011), but items such as seal and cover and seeding may not be completed until the 2012 construction season (MDT Butte District).

**Four Corners North Brief Project Schedule**

Phase	Date
Planned finish and ready date	September 2010
Letting	Early 2011
Substantially complete	November, 2011

**7.6. Environmental Approvals**

This project has a categorical exclusion letter signed by MDT and FHWA on January 17, 2008.

**7.7. Legislative Approvals**

Reconstruction of these segments of MT 85 and US 191 do not require legislative approval and the project was available for public comment. All comments were reviewed and MDT responded to them.

**7.8. State and Local Planning**

The project has been included in the approved 2009-2013 Tentative Construction Plan (TCP), the 2009-2013 Statewide Transportation Improvement Program (STIP) for construction and construction engineering, and was approved by the Montana Transportation Commission in 1999. Projects in the TCP Plan are consistent with the performance goals of MDT’s management system, have been commission approved, and have been through a public involvement period and significant progress has been made on environmental review, right-of-way acquisition, and project design (MDT Planning).

The project design is consistent with the Great Bozeman Area Transportation Plan 2007 update completed by Gallatin County

**7.9. Technical Feasibility**

The Four Corners-North project has a September 2010 planned finish and ready date which will meet the substantial pre-construction work finished requirement. Letting could occur in late FFY 2010, thus meeting the timing guidelines of the Recovery Act.

### **7.10. Financial Feasibility**

This project will not complete a funding package that includes non-federal sources. As the state transportation department, MDT has stable and reliable financial commitments and contingency reserves and has proven experience in managing federal grants. This project will not be built in the near future without federal funding.

When the project is let for construction, MDT commits to funding any excess above the grant request by other funding allocations.

## **8. SELECTION CRITERIA - Secondary Selection Criteria**

### **8.1. Partnership**

The right-of-way will be mostly within MDT's right-of-way and affected landowners have been involved when acquisition of additional land is needed. Gallatin County was involved in the project.

## **9. PROGRAM – SPECIFIC CRITERIA**

This project meets the design standards outlined in 23 CFR 625 – Design Standards of Highways. This is a highway reconstruction project to bring the present facility to current standards.

## **10. FEDERAL WAGE RATE REQUIREMENT**

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.

MDT certifies that it complies with the requirements of Subchapter IV of Chapter 31 of Title 40 US 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 wage rates and fringe benefits.

## **11. NATIONAL ENVIRONMENTAL POLICY ACT REQUIREMENT**

The finding of a categorical exclusion was signed by MDT and FHWA on January 17, 2008. The project is slightly located in a wetland area and is expected to impact 0.29 acres of wetland. The project would impact 0.21 acres of Category III and 0.08 acres of Category IV wetland. Compensatory wetland mitigation will occur in compliance with the Corp of Engineers' regulations and guidelines.

The categorical exclusion is located at the following link:

[http://www.mdt.mt.gov/pubinvolve/docs/eis\\_ea/ce\\_fourcorners.pdf](http://www.mdt.mt.gov/pubinvolve/docs/eis_ea/ce_fourcorners.pdf)

**12. ENVIRONMENTALLY RELATED FEDERAL, STATE, AND LOCAL ACTIONS**

Permit/Agreement Needed	Status	Anticipated Date
SPA 124	Pending	May, 2010
COE 404	Pending	May, 2010
Floodplain	Pending	May, 2010
City/county agreement	Not required	
RR agreement	Not required	
Utility relocations	Pending	By September 2010 or when needed
Right-of-way	Pending	Appraised fall 2009, purchased by September 2010

**13. PROTECTION OF CONFIDENTIAL BUSINESS INFORMATION**

All information submitted is publically available data and the methodologies presented herein are accepted by industry practice and standards. No data in this application contains confidential business information.

**14. SUMMARY**

MDT is committed if the requested TIGER Discretionary Grant funds on the MT 85 – Four Corners – North project are received to obligate and expend the funds according to grant requirements. If when the project is let additional funds are necessary, MDT commits to funding the remainder due to actual costs coming in above estimated costs.

The MT 85 – Four Corners - North project will:

- meet the requirements of the grant by delivering programmatic results.
- achieve economic stimulus by optimizing economic activity and the number of jobs created or saved in relation the Federal dollars obligated,
- achieve long-term public benefits by improving the quality of life, investing in transportation, improving the environment, protection of the environment, that provides for long-term economic benefits, and
- satisfy the Recovery Act’s transparency and accountability objectives.

**Citations:**

Butte District Montana Department of Transportation.

Disadvantaged Business Enterprise Program Montana Department of Transportation.

Categorical Exclusion, Jackrabbit Lane (N-85) Reconstruction (Exclusion), MDT, 17 Jan. 2008.

Special Studies Section, Planning Division, Montana Department of Transportation.