

Introduction

Federal regulation 23 CFR 450.324 (f) states projects that are not considered to be of appropriate scale for individual identification in a given program year may be grouped by function, work type, and/or geographic area using the applicable classifications under 23 CFR 771.117(c) and (d) and/or 40 CFR part 93. In nonattainment and maintenance areas, project classifications must be consistent with the “exempt project” classifications contained in the EPA transportation conformity regulation (40 CFR part 93). In addition, projects proposed for funding under title 23 U.S.C. Chapter 2 that are not regionally significant may be grouped in one line item or identified individually in the Transportation Improvement Program (TIP).

In Michigan, these groupings of projects are called General Program Accounts (GPAs). A project consists of all the job numbers and phases for proposed work that are included in the associated environmental documents. Projects that have similar work type activities can be grouped together in a GPA based on that work type activity and included in the state’s metropolitan area TIPs and/or the State Transportation Improvement Program (STIP) for non-metropolitan areas. Trunkline Project lists for each individual GPA are maintained by MDOT.

In an effort to streamline TIP and STIP development processes and minimize the need to amend the TIP and STIP, a statewide committee was developed to review current definitions for General Program Accounts. The goal of the committee is to clearly define the General Program Account categories and to find ways to make more efficient use of them for eligible state, local and transit projects. Furthermore, this committee will review the GPA process and reconvene as deemed necessary to make updates to this process and this document. The Michigan Department of Transportation (MDOT) Statewide Transportation Planning Division worked with the Metropolitan Planning Organizations (MPOs), the Federal Highway Administration (FHWA), the Federal Transit Administration (FTA) and others within MDOT to review the current use of GPAs and their definitions.

Over several months of discussion, this guidance document was developed. It was presented to the Metropolitan Transportation Planning Association on January 16, 2018 and adopted on January 16, 2018.

Advantages of Using Groupings

GPAs may be used as a tool to streamline the TIP and STIP development processes and minimize the need to amend the TIP and STIP. Grouping projects in GPAs is a tool to reduce the record keeping requirements of individually listing minor projects. They reduce the volume of projects listed individually on the TIP and STIP E-files. The line item GPA, while it encompasses several small-scale projects, is treated as one project for the purposes of amendment/administrative modifications to the TIP and STIP. This allows for more flexible programming of the TIP and STIP and a reduction in the number of amendments.

Terminology

General Program Account (GPA) – Project groupings, into which the individual GPA Projects will be sorted, based on the work type code.

GPA Project – this is the individual phase that will be assigned to the appropriate GPA.

Stand-Alone Project – this is a phase that is not part of any GPA. Any changes, additions, or deletions of stand-alone projects are subject to standard TIP amendment policies.

Phase – A general classification of the work activities associated with a Job Number, Trunkline, Local, or Transit. Jobs may have more than one phase. Valid phases are:

- Early Preliminary Engineering (EPE) - studies and preliminary corridor work, environment impacts
- Preliminary Engineering (PE) -Design
- Preliminary Engineering – Structures (PE-S)
- Right of Way (ROW)
- Utility – (UTL)
- Construction (CON)
- Scope – (SCOP)
- Non-infrastructure – (NI)*
- Operations – (OPS)

*Non-Infrastructure includes Transit Capital

GPA Budgeted Amounts– these are GPA Budgets in the STIP and TIP documents that list the budgeted costs for the out years for which there are no projects (or few) identified for that particular GPA. These budgets are determined based on historical averages of prior year work within that GPA category. Budgeted GPAs are not authorized for use in the current year and must be backed by a full list of projects. Budgeted GPAs are also not authorized for the second year with the exception of Trunkline Road and Local Safety GPAs.

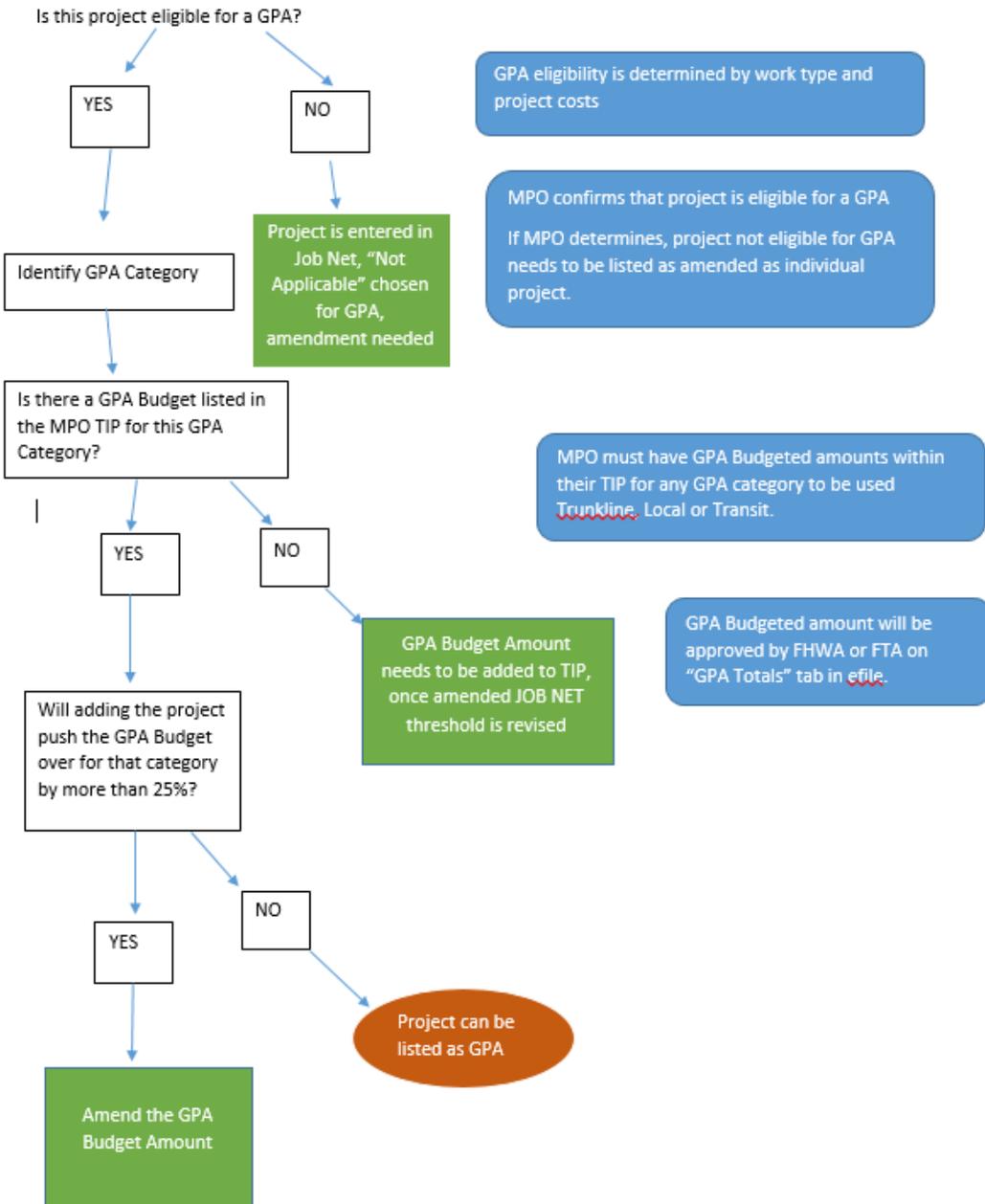
The agreed upon **GPAs** for the Highway Program are:

- Trunkline Bridge
- Trunkline Road
- Trunkline Livability and Sustainability
- Trunkline Traffic Operations and Safety
- Trunkline Scoping, Studies, and Training
- Local Bridge
- Local Road
- Local Livability and Sustainability
- Local Traffic Operations and Safety

The agreed upon **GPAs** for Transit Program are:

- Transit Capital
- Transit Operating

GPA Budget and Eligibility Process



Rules for GPAs

A GPA project listing is subject to the MPO's amendment and administrative modification procedures. GPA projects can be added, deleted, and have scope, design, or cost changes without requiring a TIP or STIP amendment, as long as the cost changes are less than the percentage thresholds for amendments set by the MPOs for their individual TIPs or by MDOT for the STIP.

By not requiring a formal amendment, changes to small-scale projects within the GPA are treated as administrative modifications carried out by MDOT for STIP administrative modifications or MPO staff for TIP administrative modifications. Administrative modifications do not require MPO committee action or federal approval, which saves time and speeds project delivery.

The following rules will apply to all GPA categories:

1. The total project cost:
 - Cannot exceed \$10 million in SEMCOG which represents all projects in the following counties: Livingston, Macomb, Monroe, Oakland, St. Clair, Washtenaw and Wayne.
 - Remains at \$5 million for all other MPOs and the Rural, Small Urban and Local Rail Crossing programs.
2. The project cannot be a new road, capacity expansion, or capacity reduction (road-diet) project.
3. The project cannot be funded with a congressional or state earmark.
4. The project cannot be experimental.
5. Each project must be a categorical exclusion and air quality neutral.
6. The Right-of-Way (ROW) phases for a project cannot have ROW activities that include residential and business relocation.
7. For non-transit GPAs, the project cannot be a diesel retrofit or alternative fuel vehicles.
8. Reconstruction projects are not GPA eligible. (Reconstruction projects are identified by work type codes).
9. AC and ACC projects are not GPA eligible.
 - a. If a project is listed in a GPA and it is decided to AC that project, moving that project from GPA list to a stand-alone project – this is an administrative change.
 - b. If moving the AC project out of the GPA list should cause the GPA amount to decrease by more than 25%, this will require an amendment; however, it will not stop the AC project. The GPA change can be reflected in the next STIP/TIP amendment.

Local Road

Project Identification

Candidate project identification is made by the MPO in coordination with the local government officials and input from the general public. Projects that are selected by the MPO and included in the MPO TIP are reviewed and approved by MDOT and FHWA through the 3C planning process – continuous, comprehensive, and cooperative planning process.

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

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

Work Type Activities

Generally, projects are low cost capital preventive maintenance activities that are completed in one construction season to extend pavement life and prevent more costly repairs at a later date. Work activities protect the pavement structure, slow the rate of pavement deterioration and/or correct pavement surface deficiencies and include the following:

Road Capital Preventive Maintenance

- Multiple Course Chip Seal - 400
- Cape Seal - 401
- Fog Seal – 402
- Diamond Grinding - 403
- Partial Depth Concrete Pavement Repair – 404
- Overband Crack Fill – 405
- Concrete Crack Sealing – 406
- Ultra-Thin Bituminous Overlay (< 20mm) - 407
- Cold Milling & Bituminous Overlay (< 50mm) - 408
- Hot In-Place Bituminous Recycling - 409
- Single Course Micro-Surfacing - 410
- Multiple Course Micro-Surfacing – 411
- Concrete Joint & Surface Spall Repair - 412
- Dowel Bar Retrofit - 413
- Paver Placed Surface Seal – 414
- New Treatment Technology - Concrete Pavements - 416

- Single Course Chip Seal - 440
- Slurry Seal - 441
- Skip Patching - 442
- Bituminous Overlay (< 40mm) - 443
- Profile Milling – 444
- Full Depth Concrete Pavement Repair - 450
- Underdrain Outlet Repair & Cleaning - 453
- Shoulder Slurry Seal - 454
- Shoulder Chip Seal - 455
- Bituminous Crack Treatment – 456
- Concrete Joints Reseal - 457

Road Rehabilitation

- Bituminous Resurfacing – 140
- Thin Concrete Overlay < 4” – 144
- Concrete Overlay >4” – 145
- Shoulder Work – 151
- Culvert Rehabilitation – 152
- Unbonded Concrete Overlay – 156
- Asphalt Pavement Repair – 157
- Concrete Pavement Repair – 166
- Crush and Shape and Asphalt Resurfacing – 167
- Cold in-place Recycle and Asphalt Resurfacing – 168
- Concrete Pavement Rubblize and Asphalt Resurfacing – 169
- Milling and Two Course Asphalt Resurfacing – 684
- Three Course Asphalt Resurfacing – 685
- Cold Milling - 686
- Drainage Improvement – 695
- Curb and Gutter – 696
- Shoulder Widening – 715
- Ditching – 716
- Drainage Updates – 717
- Aggregate Grade Lift and Asphalt Overlay - 718

Local Livability and Sustainability

Project Identification

Projects are selected by local governments, regional transportation authorities, transit agencies, natural resource agencies, public land agencies, school districts, local education agencies, schools, tribal governments, or other local or regional governmental entities that are funded through the Transportation Alternative Program or provide for alternative means of transportation through other funding sources.

Local CMAQ

Eligible agencies coordinate with the appropriate MPO, RPA, or RTF to select CMAQ projects for submission to MDOT. The MDOT CMAQ Subcommittee reviews these projects for eligibility. Projects that are deemed eligible must go through either MDOT Local Agency Programs, MDOT Office of Passenger Transportation or MDOT Statewide Planning Section staff to request obligation of funds.

Work Type Activities

The Transportation Livability and Sustainability GPA includes transportation enhancement projects, recreational trails projects, safe routes to school projects, non-motorized projects, and rideshare projects. Many of the projects in this GPA are tied to the Transportation Alternative Program (TAP); however, projects in this GPA are not limited to this specific program. This GPA will fund many TAP projects along with other projects that provide for alternative means of transportation but not limited to being funded through TAP.

Any FHWA flex projects to FTA will initially be listed with the FHWA GPA, and the FTA program that it is being flexed to is listed in the Transit Flex Category column in the E-file.

Work Type Activities

Projects will be for improvements to a community for non-motorized paths, community education, and/or environmental improvements.

- Ride Share - 196
- Miscellaneous Bridge - 470
- Miscellaneous Roadside - 185
- Streetscaping - 189
- Non-Motorized Path Rehabilitation - 190
- Landscaping – Improve - 240
- Bike/Pedestrian Facility - 704
- Landscaping – 317
- Alternative Fuel Vehicles – 706
- Environmental Mitigation - 709

Local Traffic Operations and Safety

Project Identification

A committee ranks candidate safety projects based on proposed scope of work in relation to crash data; time of return (TOR) or cost/benefit; coordination with other projects, average daily traffic (ADT); location of project in relation to high impact locations (i.e. schools, parks, entertainment/recreational facilities, etc.), local agency's recent history of receiving safety funds, and local agency's history of delivering projects on time.

For Local Rail projects, local crossing inventory serves as a project list, and projects are selected based on type of equipment, condition rating, road and rail traffic volumes and crash data, fixing the worst crossings first.

Work Type Activities

Generally, projects are low cost local traffic and safety projects completed within a single construction season to reduce the rate or severity of crashes, improve traffic operations, and/or reduce emissions from transportation-related sources.

Traffic Operations or Safety Work

- Raised Pavement Marking - 100
- Relocate Roadside Obstacles - 101
- Rumble Strips – Shoulder - 102
- Add Turn Lanes for Traffic Signal Operations - 103
- Add Turn Lanes for Traffic Volumes - 104
- Vertical/Horizontal Alignment for Crash Reduction - 105
- Non-Freeway Sign Replacement - 110
- Pavement Marking - 111
- Traffic Signals - 112
- Overhead Sign Structures - 113
- Freeway Sign Replacement - 114
- Intersection Revisions - 120
- Construct Roadway Lighting - 121
- Construct Median Barrier - 122
- Guardrails & Attenuator - 123
- Pedestrian Screen on Structure - 125
- Remove Roadside Obstacles - 126
- Culvert Extensions - 127
- Slope Flattening - 128
- Add Turn Lanes for Crash Reduction – 129
- Pump Station Rehabilitation - 153
- Rest Area or Welcome Center - 183
- Weigh Station Mod - 187
- Carpool Lots-Upgrade – 191
- Sound Barrier Rehabilitation – 244
- Fence Upgrading - 245
- Delineation – 687
- Pedestrian Improvements – 688
- High Friction Surface - 689
- Rumble Strips-Centerline – 690
- Segment Geometric Improvements for Safety – 691
- ADA Ramps – 692
- Maintaining Traffic – 693
- Carpool Lots – Preservation - 694

- Traffic Flow Improvement – 702

Minor Widening

- Minor Widening – Left turn lane - 171
- Minor Widening – Right turn flare - 172
- Minor Widening – Additional lane(s) up to .5 miles - 173

Intelligent Transportation System (ITS) Applications

- ITS Infrastructure and Device Installation - 500
- Transportation Center Operations - 501
- ITS Device Maintenance - 502
- Freeway Courtesy Patrol Operations - 503
- ITS Studies - 504
- Traveler Information Systems - 505
- ITS Operations - 507

Railroad Safety

- Grade Crossing – 630

Federal Transit Administration (FTA) GPA

Transit projects are funded through various FTA grant programs administered by the MDOT Office of Passenger Transportation (OPT). OPT works with transit agencies to ensure that all state and federal requirements are met for transit projects. Transit capital and transit operating projects will be grouped and supported by a candidate list of projects shown in the STIP and MPO TIPs.

Work Type Activities

Transit Capital

The Transit Capital GPA should represent FTA funded work activities including buses and bus facility expenses.

- Public Vehicles - 195
- Transit Communication Equipment - 260
- Computer/Computer Equipment - 600
- Office Equipment - 601
- Support Administrative Vehicle - 602
- Van Purchase - 603
- Van Lease - 604
- Van Rehabilitation - 605
- Bus Purchase - 606
- Bus Lease - 607
- Bus Rehabilitation - 608
- Security/Surveillance System Bus - 609
- Vehicle Equipment - 610
- Maintenance Equipment - 611
- Facility Construction - 612
- Facility Purchase - 613
- Facility Improvement - 614
- Security/Surveillance System Facility – 615
- Preventive Maintenance – 711

Transit Operations

The Transit Operating GPA represents FTA funded work activities including work associated with the operation of the transit vehicles or transit programs.

- Transit Operations – 264