

**TWIN CITIES AREA TRANSPORTATION STUDY**  
**TECHNICAL ADVISORY and POLICY COMMITTEES MEETING**  
**Monday, September 18, 2023**  
**9:30 am**

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**In Person:** Kinexus (Michigan Works!) **Anchor Room A**  
499 W Main St, Benton Harbor, MI 49022

**Web:** <https://us06web.zoom.us/j/9489277047?pwd=RzkydlFacGFHNkVWeURpak1kSEcxUT09>

**Audio:** Call in Number: 1 (312) 626-6799  
Meeting ID: 948 927 7047  
Passcode: 000619

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**AGENDA**

1. Call to Order and Roll Call
2. Changes to the Agenda
3. Public Comment
4. Approval of July 17, 2023 Meeting Minutes *(Action)* Page 2
5. SWMPC Staff Report Page 6
6. Local Road Agency Updates
7. Local Project Amendment *(Action)* Page 8
8. Transit Updates
9. MDOT Project Updates Page 9
10. MDOT Project Amendments *(Action)* Page 10
11. Privilege of the Floor or Public Comment
12. Adjournment

Comments can be sent prior to the meeting to Brandon Kovnat at [kovnatb@swmpc.org](mailto:kovnatb@swmpc.org) or calling (269) 925-1137 x 1524. For questions about accessibility or to request accommodations, please contact Kim Gallagher at (269) 925-1137 x 1518 or by email at [gallagherk@swmpc.org](mailto:gallagherk@swmpc.org)

**TWIN CITIES AREA TRANSPORTATION STUDY**  
**TECHNICAL ADVISORY COMMITTEE AND POLICY COMMITTEE**  
 July 17, 2023 Meeting Attendance

TWINCATS MEMBER ORG./POSITION	MEMBERS	TAC	POL	J	F	M	A	M	J	J	A	S	O	N	D
Benton Charter Township	Richard Royal	x	x	V		V		A		V					
Berrien Co. Board of Commissioners	Ray Bell		x	V		A		A		V					
Berrien Co. Community Dev. Dept.	(Vacant / Dan Fette)	x		A		A									
Berrien Co. Planning Commission	Eric Lester, M.D.		x	A		A		A		A					
Berrien Co. Road Dept.	(Vacant)		x	A											
Berrien Co. Road Dept.	Kevin Stack	x		IP		IP		A		IP					
City of Benton Harbor	Ellis Mitchel		x	A		A		A		A					
City of Benton Harbor	Tim Drews	x	Alt	A		IP		IP		IP					
City of Bridgman	Juan Ganum	Alt	x	IP		A		IP		IP					
City of Bridgman	(Vacant)	x	Alt												
City of St. Joseph	John Hodgson		x	A		A		A		V					
City of St. Joseph	Tim Zebell (TAC V. Ch.)	x		A		V		V		V					
Cornerstone Alliance	Sue Wyman	x	x	A		A		A		A					
Disability Network of SW Mich.	Cindy gray	x		A		IP		A		A					
Hagar Township	(Vacant)	x	x												
Kinexus	(Vacant)	x													
Lake Charter Township	(Vacant)	x	x	A		A				A					
Lincoln Charter Township	Dick Stauffer (Pol. Ch.)		x	IP		A		IP		IP					
Lincoln Charter Township	Terrie Smith	x		IP		A		IP		A					
MDOT – Bureau of Trans. Planning	Jim Sturdevant	x	x	IP		IP		IP		A					
MDOT – Bureau of Trans. Planning	Richard Bayus	Alt	Alt	A		A		A		A					
MDOT – Southwest Region	Josh Grab	x	x	V		V		IP		A					
MDOT – Southwest Region	Madee Thorburn	Alt	Alt							IP					
MDOT – Trans. Service Center	Jonathon Smith	x	x	V		V		V		A					
Royalton Township	Steve Tilly	x	x			A		A		A					
Sodus Township	David Chandler	x	x			A		A		A					
Southwest Mich. Regional Airport	Vince Desjardins	x	x			A		A		A					
St. Joseph Charter Township	Denise Cook		x	IP		IP		IP		IP					
St. Joseph Charter Township	Roger Seeley	x		IP		IP		IP		IP					
	Jonathan Fisk	Alt		IP		IP		IP		IP					
Twin Cities Area Trans. Authority	Oliver Lindsey	x	x	A		IP		A		A					
Village of Grand Beach	(Vacant)	x	x												
Village of Shoreham	Mike Schnable	x	x	IP				A		A					
Village of Shoreham	Mike Allard	x	x			V		A		A					
Village of Stevensville	Kacey Dominguez		x	IP		V		V		IP					
Village of Stevensville	Tim Drews	x	Alt	A		IP		A		IP					
Federal Highway Administration	Andy Pickard	x	x	A		A		A		A					
Federal Transit Administration	Susan Webber	x	x	A		A		A		A					
MDOT - Modeling	Katie Beck	x		A		A		A		A					
MDOT - Passenger Division	Fred Featherly	x		A		V		V		A					
Northwestern Ind. Reg. Plan. Comm.	Scott Weber	x	x	A		A		A		IP					
Southwest Michigan Planning Comm.	Kim Gallagher	x	x	IP		IP		IP		IP					
Southwest Michigan Planning Comm.	Brandon Kovnat			IP		IP		IP		IP					

Pol. Ch. - Policy Chair; TAC Ch. - TAC Chair; Alt – Alternate; IP – Present in person; V – Participating remotely; A – Absent; A blank spot means the position is vacant.

Others: Zane Aldrich

**Minutes**  
TWIN CITIES AREA TRANSPORTATION STUDY  
JOINT TECHNICAL ADVISORY COMMITTEE AND POLICY COMMITTEE MEETING  
Monday, July 17, 2023

1. **Call to Order and Roll Call**

Policy Committee Chair, Dick Stauffer, called the meeting to order at 9:30 am. Kim Gallagher conducted the roll call and introduced Zane Aldrich, a new SWMPC planner. He will be working on a variety of projects that involve economic development, master plans, and occasionally transportation.

2. **Changes to the Agenda**

None.

3. **Public Comment**

None.

4. **Approval of May 15, 2023 Meeting Minutes**

*Refer to page 2 of the meeting Packet*

**Motion** to approve the minutes from the May 15, 2023 TwinCATS combined Policy and Technical Advisory Committee meeting. Made by Juan Ganum and seconded by Roger Seely. **Motion approved.**

5. **SWMPC Staff Report**

Gallagher announced the completion of PASER data collection for 2023 which includes the federal aid eligible roads in the southern half of Berrien County. The data will be submitted to the Transportation Asset Management Council (TAMC) database in the fall. Staff will create a report on pavement condition for the TwinCATS Area in December or January. For immediate access to the PASER ratings committee members were asked to contact Brandon Kovnat.

Gallagher presented the 2020 Census Urban Boundary and compared it to the 2010 boundary. The largest difference is that the Benton Harbor-St. Joseph Urban Area now continues all the way down the shoreline to connect to the Michigan City Urban Area, which will add Chickening Township, New Buffalo Township, and the city of New Buffalo to TwinCATS. Staff met with NIRPC (Michigan City MPO) to discuss adjustment to the Michigan City UA. The next step is to hold local meetings with all the cities, villages, and road department in the urban area, before meeting with MDOT to coordinate adjustments. The new ACUB must be approved by TwinCATS by October, and will go into effect in 2025.

6. **Local Road Agency Updates**

Tim Drews, gave an update on the Lake Boulevard project in the City of St. Joseph. The project is funded in FY 2023 with construction is scheduled for 2024. The final plans were submitted to MDOT, but they are still awaiting SHPPO approval, which is expected to occur shortly. As a part of project review agencies must conduct Tribal Consultation where a notice is sent to every tribe in the U.S. The Miami Tribe of Oklahoma said there was a burial ground in the area. This is the first project in Michigan in thirteen years that will require Tribal oversight. In addition there had to be changes to a curb ramp, due to the historic nature of the neighborhood, which will result it in being non ADA compliant.

7. **Local Amendment Requests**

*Refer to Page 7 of the meeting Packet.*

2023 Rail Crossing Project: Gallagher presented the amendment request as contained in the meeting packet.

2024 Stevensville John Beers Road Project: Gallagher reminded committees that the Project was conditionally promised funding in 2024, to use the funds freed up by moving the Lake Blvd and Pipe stone projects from 2024 to 2023. The proposal is to move the project from FY 2026 to FY 2024 and to fund the project with \$675,263 of TwinCATS STBG funds which is 81.85% of the estimated constitution cost of \$825,000.

**Motion** for the Technical Advisory Committee to recommend that the Policy Committee approve the amendments to the TwinCATS 2023-2206 TIP as contained in the meeting packet. Made by Tim Drews and Seconded by Roger Seeley. **Motion Approved.**

**Motion** for the Policy Committee to approve the recommendation from the Technical Advisory committee. Made by Katie Dominguez and seconded by Denise Cook. **Motion Approved.**

8. **Transit Updates**

Gallagher announced that TCATA has still not hired a permanent director.

9. **MDOT Project Updates**

Smith gave updates on MDOT project.

M-139: The project is transitioning from the EPE phase to the PE phase. The City of Benton Harbor and Benton Township have signed resolutions supporting the proposed work

10. **System Reliability Performance Targets**

Gallagher gave a brief presentation on System Reliability and presented the Statewide 2022-2025 statewide targets. There were no questions or concerns raised about the statewide targets.

**Motion** for the Technical Advisory Committee to recommend that the Policy Committee adopt the 2022-2025 two- year and four-year Performance targets for System Reliability as developed by MDOT. Made by Roger Seely and seconded by Juan Ganum. **Motion Approved.**

**Motion** for the Policy Committee to approve the recommendation from the Technical Advisory committee. Made by Denise Cook and seconded by Katie Dominguez. **Motion Approved..**

11. **Privilege of the Floor or Public Comment**

There was a question about the status of Lakeview Terrace housing repairs. Gallagher said that they had failed the first inspection.

Kovnat said that the PASER ratings he just completed shows an movement in pavement condition, and he complimented the Berrien County Road Department on their excellent work.

Stauffer asked about getting traffic counts. Gallagher said that SWMPC used to take counts but does not have the staff to do so anymore. She said SWMPC has equipment so could partner with

another agency. SWMPC is also exploring alternative traffic data sources such as using cell data from Streetlight.

12. **Adjournment**

The meeting was adjourned at 10:40 AM. The next meeting is scheduled for Monday August 21, 2023 at 9:30 AM.

*Minutes compiled by Brandon Kovnat, SWMPC Transportation Planner*

# Fiscal Year 2024 Through FY 2026 Funding Allocation Update

## Surface Transportation Block Grant (STBG) Estimates

	Original Estimate <i>November 2022</i>	Current Estimate- <i>June 6 2023</i>	Change
2024	\$1,169,000	\$1,143,000	-\$26,000
2025	\$1,193,000	\$1,166,000	-\$27,000
2026	\$1,216,000	\$1,228,000	\$12,000

## Carbon Reduction Program (CRP) Estimates

	Original Estimate <i>November 2022</i>	Current Estimate <i>June 6 2023</i>	Change
2024	\$139,000	\$138,000	-\$1,000
2025	\$142,000	\$141,000	-\$1,000
2026	\$145,000	\$144,000	-\$1,000

## Factors Impacting Funding Allocations

### Non-Compliance with Federal Sentencing Requirements for Repeat Drunk Driving Offenders

Due to Michigan not meeting minimum sentencing requirements up to 2.5% of the state’s total STBG funds in 2024 & 2025 will be transferred to Highway Safety Improvement Program (HSIP)

### 2020 Census Urban Area Population and Boundary Changes

Funding is allocated based on the census-designated urban area population as a percentage of the statewide total urban population for urban areas of 50,000-199,999. TwinCATS receives funding for the

- Benton Harbor-St. Joseph Urbanized Area,
- Michigan portions of the Michigan City Urban Area
- Michigan Portions of the Elkhart Urban Area\*

Urban Area	2010 Pop.	2020 Pop.	Change in Pop.	Percent Change	Percent of statewide total 2010	Percent of statewide total 2020
Benton Harbor-St. Joseph, MI	61,022	61,888	866	4.20%	6.07%	5.73%
Michigan City-Michigan Portion	595	4,085	3,490	586.50%	0.06%	0.38%
Elkhart – Michigan Portion*	900	731	-169	-18.70%	0.09%	0.07%
<b>Combined Urban Population</b>	62,517	66,704	4,187	6.70%	6.21%	6.18%
<b>Statewide Total for Urban Areas 50,000-199,999</b>	1,005,907	1,079,181	73,174	7.28%		

### Notes:

- The statewide total for 2020 includes the Traverse City Urban Area, which surpassed a population of 50,000, creating a new MPO. Due to this, funding now must be split among an additional planning agency.
- Funds for an urban area of less than 200,000 such as Elkhart cannot be added to the funding for an urban Area over 200,000 such as South Bend. This means the Elkhart funds cannot be used with the Niles-Buchanan-Cass Area Transportation Study (NATS) funds. To avoid losing these funds, MDOT transfers Elkhart’s funding to TwinCATS.

<b>FY 2025 STBG</b>	<b>Original Estimate</b> November 2022	<b>Current Estimate-</b> June 6 2023	<b>Gain or Loss</b>
Benton Harbor-St. Joseph	\$1,164,000	\$1,082,000	-\$82,000
Michigan City	\$11,000	\$71,000	\$60,000
Elkhart*	\$18,000	\$13,000	-\$5,000
<b>Total</b>	<b>\$1,193,000</b>	<b>\$1,166,000</b>	<b>-\$27,000</b>

<b>FY 2025 STBG</b>	<b>Original Estimate</b> November 2022	<b>Current Estimate-</b> June 6 2023	<b>Gain or Loss</b>
Benton Harbor-St. Joseph	\$1,164,000	\$1,082,000	-\$82,000
Michigan City	\$11,000	\$71,000	\$60,000
Elkhart*	\$18,000	\$13,000	-\$5,000
<b>Total</b>	<b>\$1,193,000</b>	<b>\$1,166,000</b>	<b>-\$27,000</b>

<b>FY 2026 STBG</b>	<b>Original Estimate</b> November 2022	<b>Current Estimate-</b> June 6 2023	<b>Gain or Loss</b>
Benton Harbor-St. Joseph	\$1,187,000	\$1,139,000	-\$48,000
Michigan City	\$11,000	\$75,000	\$64,000
Elkhart*	\$18,000	\$14,000	-\$4,000
<b>Total</b>	<b>\$1,216,000</b>	<b>\$1,228,000</b>	<b>\$12,000</b>

### TwinCATS STBG Programed Projects & Funding Balance

<b>Agency</b>	<b>Project</b>	<b>Federal</b>	<b>Match</b>	<b>Total</b>
<b>FY 2024 Target Allocation (Jun 2023 Update)</b>		\$1,143,000		
Berrien CRD	Lincoln Ave from M-63 to Maiden Lane - Reconstruction	\$241,500	\$58,500	\$300,000
Stevensville	John Beers Road from Red Arrow Highway to west village limits - Reconstruction	\$675,262	\$149,738	\$825,000
<b>FY 2024 Total Programed</b>		<b>\$916,762</b>		
<b>FY 2024 Balance</b>		<b>\$901,500</b>		

<b>Agency</b>	<b>Project</b>	<b>Federal</b>	<b>Match</b>	<b>Total</b>
<b>FY 2025 Target Allocation (Jun 2023 Update)</b>		\$1,166,000		
Benton Harbor	Colfax Ave from Market Street to Main Street (I-94 BL) - Reconstruction	\$673,000	\$356,100	\$1,029,100
St. Joseph	Botham Ave from South State Street to Niles Avenue (M-63) - Mill & resurface	\$395,000	\$211,500	\$606,500
<b>FY 2025 Total Programed</b>		<b>\$1,068,000</b>		
<b>FY 2025 Balance</b>		<b>\$98,000</b>		

<b>Agency</b>	<b>Project</b>	<b>Federal</b>	<b>Match</b>	<b>Total</b>
<b>FY 2026 Target Allocation (Jun 2023 Update)</b>		\$1,228,000		
Berrien CRD	Red Arrow Hwy from Bridgman city limits to the DC Cook entrance. -	\$640,000	\$1,919,566	\$2,559,566
<b>FY 2026 Total Programed</b>		<b>\$640,000</b>		
<b>FY 2026 Balance</b>		<b>\$588,000</b>		

## SWMPC FY 2024 Transportation Improvement Program (TIP) Amendments Schedule

Submit Program App. & Nepa Form	Submit Grade Inspection Package	Approx. Grade Inspection Meeting Date	After GI meeting please send the latest Engineers Estimate to SWMPC to check if an amendment is required	AMENDMENT REQUEST DEADLINE	TwinCATS Meeting 3rd Monday	NATS Meeting 4th Tuesday	Anticipated FHWA Amendment Approval	Submit Final ROW Certification	Submit Complete Biddable Package To LAP	LAP Forwards Biddable package to Specs & Estimates	LETTING DATE	
	06/12/23	07/12/23							08/11/23	08/25/23	09/15/23	<b>11/03/23</b>
03/13/23	07/10/23	08/09/23			9/1/2023	9/18/2023	9/26/2023	Oct. 2023	09/01/23	09/15/23	10/13/23	<b>12/01/23</b>
04/10/23	08/07/23	09/06/23							09/29/23	10/13/23	11/10/23	<b>01/05/24</b>
05/01/23	08/28/23	09/27/23			11/6/2023	11/20/2023	11/28/2023	Dec. 2023	10/27/23	11/10/23	12/08/23	<b>02/02/24</b>
06/05/23	10/02/23	11/01/23							12/01/23	12/15/23	01/12/24	<b>03/01/24</b>
07/10/23	11/06/23	12/06/23			1/2/2024	1/16/2024*	1/23/2024	Feb. 2024	01/05/24	01/19/24	02/16/24	<b>04/05/24</b>
08/07/23	12/04/23	01/03/24							02/02/24	02/16/24	03/15/24	<b>05/03/24</b>
09/11/23	01/08/24	02/07/24			3/4/2024	3/18/2024	3/26/2024	Apr. 2024	03/08/24	03/22/24	04/19/24	<b>06/07/24</b>
10/16/23	02/12/24	03/13/24							04/12/24	04/26/24	05/24/24	<b>07/12/24</b>
11/06/23	03/04/24	04/03/24			5/6/2024	5/20/2024	5/28/2024	Jun. 2024	05/03/24	05/17/24	06/14/24	<b>08/02/24</b>
12/11/23	04/08/24	05/08/24							06/07/24	06/21/24	07/19/24	<b>09/06/24</b>
01/08/24	05/06/24	06/05/24			8/5/2024	8/19/2024	8/27/2028	Sep. 2024	07/05/24	07/19/24	08/16/24	<b>10/04/24</b>

\*The January TwinCATS meeting is moved to the 3<sup>rd</sup> Tuesday of the month due to MLK Day falling on the 3rd Monday.

# Amendment Request

## Remove the 2024 Stevensville John Beers Rd. Project – JN 215943

The reconstruction of John Beers Road from I-94 to Red Arrow Highway is currently programed in the TwinCATS 2023-2026 Transportation Improvement Program (TIP) for FY 2024.

Federal TwinCATS STBG	\$675,262
Local Match	\$149,738
<b>Total Estimate</b>	<b>\$825,000</b>

This coincides with the I-94 reconstruction at exit 22 in 2024, and MDOT has agreed to resurface John Beers as part of the I-94 project. This will free up the \$675,262 in TwinCATS STBG funding in 2024. Details on the TwinCATS 2024 STBG budget are shown below:

Agency	Project	Federal	Match	Total
<b>FY 2024 Target Allocation (Jun 2023 Update)</b>		\$1,143,000		
Berrien CRD	Lincoln Ave from M-63 to Maiden Lane - Reconstruction	\$241,500	\$58,500	\$300,000
Stevensville	John Beers Road from Red Arrow Highway to west village limits - Reconstruction	\$675,262	\$149,738	\$825,000
<b>FY 2024 Total Programed</b>		<b>\$916,762</b>		
<b>FY 2024 Balance</b>		<b>\$901,500</b>		

# MDOT PROEJCT STATUS

## FY 2023 FUNDED PROJECTS

**Reconstruction of I-94 from exit 23 to Brittan Ave:** The project was let in June 2023 and came in 10.18% over the engineers estimate. Prep work is in progress until mid-November to install temp crossovers and culverts, temporary paving, and deliver traffic control items. The mainline I-94 work will start in spring of 2024. The Washington Avenue over I-94 bridge is being worked on in August 2023 and will be closed for approx. 3 weeks.

**Replacement of 17 dynamic messaging signs and adding CCTV cameras I-94 and I-196:** Project Complete

**Culvert Replacement on M-139 over Big Meadow Drian (north of Tanglewood Trl.:** The Project was let in January 2023. Construction will begin in January 2024 with tree removals. Culvert work requiring the detour begins in May 2024 through August 2024.

**Reconstruction of M-139 from approx. .44 miles south of I-94 to Main Street/I-94 BL:** Currently finalizing the engineering report for the EPE phase. The PE phase will begin in September/October. MDOT has resolutions of support from Benton Township and City of Benton Harbor for the MDOT preferred alternative and will be moving forward with that in design. Plan completion is expected in May 2025 for an October 2025 letting. Construction is scheduled for 2026.

**Bridge repairs for overpasses on I-94 at M-139, Nickerson, & Rosyln and US-31 at Napier:** Design (PE) is in progress. Plan completion is expected in August 2024 for a January 2025 letting. Construction is scheduled for 2025.

## FY 2024 FUNDED PROJECTS

**Wrong Way Movement Prevention on I-94 at exits 16,23 27,& 28:** Design (PE) in progress. Plan completion expected in August 2023 for a December 2023 letting. Construction is scheduled for 2024.

**Bridge Rehabilitation for the Red Arrow Bridge over I-196:** Design (PE) will begin soon in FY 2024. Plan completion May 2026 for October 2026 letting. Construction is currently scheduled for 2027

**Reconstruction of M-63/Main St. from Central Ave. to the Blossomland and Bicentennial Bridges:** Early Design (EPE) phase is currently underway with field work and stakeholder engagement happing this fall/winter. PE phase will start next year. Plan completion is April 2026 for September 2026 letting. Construction is currently scheduled for 2027.

**Maintenance on I-196 from Coloma Rd. to Central Ave.:** Design (PE) is in progress. Plan completion is September 2023 for a December 2023 letting. Construction is currently scheduled for 2024.

# MDOT 2024 PROJECT AMENDMENTS

1. **Add a PE and PES phase for a bridge rehabilitation on Red Arrow Highway over I-196. – JN 211558**

	PE	PES
Federal – HSIP	\$45,000	\$145,800
State	\$5,000	\$16,200
<b>Total</b>	<b>\$50,000</b>	<b>\$162,000</b>

**Change in location work type, and budget for a road maintenance project – JN 216908**

This project includes chip sealing and fog seals on several MDOT roads throughout Southwest Michigan.

	Current	Requested
Locations	<ul style="list-style-type: none"> <li>I-196 SB from the Berrien/Van Buren County Line to Coloma Road</li> <li>I-94 BL /Lakeshore at Exit 23</li> </ul>	Remove I-94 location. This location is included in the I-94 reconstruction project
Federal – STBG	\$446,654	\$342,133
State	\$99,044	\$75,867
<b>Total</b>	<b>\$545,698</b>	<b>\$418,000</b>

2. **Cost Increase for the CON phase of Retroreflective Pavement Markings – JN 207403**

	Current	Requested
Federal – HSIP	\$1,099	\$1,998
State	\$122	\$222
<b>Total</b>	<b>\$1,221</b>	<b>\$2,220</b>

Revise budget based on bid prices from recent years.

3. **Change the Work and Budget for the PE and CON phase of a pavement marking project – JN 207391**

	Current	Requested
Work Description	Permanent Pavement Markings	Permanent Pavement Markings And Special Pavement Markings
<b>PE Cost Change</b>		
Federal – HSIP	\$999	\$1,998
State	\$111	\$222
<b>Total</b>	<b>\$1,110</b>	<b>\$2,220</b>
<b>CON Cost Change</b>		
Federal – HSIP	\$225,275	\$342,657
State	\$25,031	\$38,073
<b>Total</b>	<b>\$250,305</b>	<b>\$380,730</b>

Revised budget based on 2023 bids and combining two jobs into a single contract.

4. **Remove the PE and CON phase for Special pavement Markings – JN 207392**

	PE	CON
Federal – HSIP	\$999	\$38,462
State	\$111	\$4,274
<b>Total</b>	<b>\$1,110</b>	<b>\$42,736</b>

The work is being added into JN 207392

5. **Remove the PE and CON phase for Special pavement Markings – JN 217472**

	PE	CON
Federal – HSIP	\$500	\$40,959
State	\$56	\$4,551
<b>Total</b>	<b>\$555</b>	<b>\$45,510</b>

Being removed to budget constraints