

Michigan Department of Labor and Economic
Opportunity (LEO)

Michigan High-Speed Internet Office



**Broadband Equity, Access, and Deployment (BEAD)
Final Proposal
Submission to NTIA**

September 17th, 2025



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Overview

The Michigan High-Speed Internet Office (MIHI) is proud to present Michigan's Broadband Equity, Access, and Deployment (BEAD) Final Proposal. MIHI would like to thank the National Telecommunications and Information Administration (NTIA) staff and Ben Fineman, Michigan's NTIA Federal Program Officer, for their support and guidance through the BEAD program process. MIHI staff, as well as Governor Whitmer, her staff, and Director of the Department of Labor and Economic Opportunity Susan Corbin are all to be commended for their leadership and collaboration that led to the successful implementation of the BEAD program.

Since its inception, MIHI's mission has always been to ensure that every Michigander has the opportunity to leverage technology to improve their quality of life. The BEAD Program provides the once-in-a-generation opportunity to ensure that every resident and business in Michigan can access fast, scalable, reliable, and affordable internet service that will drive economic opportunity, improve health outcomes, and enhance learning opportunities for generations to come.

The NTIA's BEAD Restructuring Policy Notice (BRPN) removed barriers, established a technology neutral approach, and prioritized the lowest-cost solution to ensure the efficient use of public resources. Michigan conducted a technology-neutral, transparent, and competitive Benefit of the Bargain grant application round that minimized cost to the program while prioritizing connectivity solutions that can scale over time to meet the evolving needs of households and businesses, and support successor technology and other advanced services.

From January to April of 2025, MIHI conducted a grant application round prior to the release of the BRPN. The Benefit of the Bargain round saw an increase in participation and the number of applications received compared to that first round. The Benefit of the Bargain round saw participation from 37 entities that submitted more than 800 individual project applications to serve more than 220,000 BEAD eligible locations. MIHI would like to thank Michigan's internet service provider community for their robust and thoughtful participation, and MIHI looks forward to continuing the partnership through implementation of the BEAD Program.

Michigan is a two-peninsula state with varying population densities, vast networks of inland lakes and rivers, and millions of acres of state and national forests. This unique geography poses challenges to broadband infrastructure deployment. Michigan has been administering broadband grant programs since 2018, first with the Connecting Michigan Communities (CMIC) grant (\$34m) and then the Realizing Opportunities with Broadband Infrastructure Networks (ROBIN) program (\$238m). Additionally, federal programs, such as the Rural Digital Opportunity Fund (RDOF) and Enhanced Alternative Connect America Cost Model (EA-CAM) programs from the FCC, and the USDA's ReConnect program have all invested heavily in connecting Michigan communities. As such, the remaining unserved and underserved locations in the state are extremely difficult and costly to serve.

MIHI's BEAD Final Proposal includes 334 project awards to 30 organizations and includes a mix of technologies to address the state's unique communities and needs. The total deployment project cost is \$1.47b, which will be comprised of \$924m in BEAD subsidy and \$547m in subgrantee match commitments. While MIHI did not complete a full BEAD subgrantee selection process prior to the publication of the BRPN, it is estimated that the total BEAD outlay dropped by approximately \$250m. This



is due in part to; 1) a decrease in BEAD outlay per BSL from increased competition; 2) increased match from applicants; and 3) a decrease in the total locations to be served.

Michigan's list of preliminarily selected projects can be found in the csv file named "fp_deployment_projects.csv". Preliminarily selected awards are subject to NTIA approval.

Additionally, MIHI proposes using other deployment dollars to support the "national security imperative for the United States to achieve and maintain unquestioned and unchallenged global technological dominance."¹ Namely, in artificial intelligence and other transformative technologies,² as well as American First Policy Initiatives focused on investing in education, training the workforce, and growing our industries. These projects may include, but are not limited to:

- Middle mile infrastructure deployment
- Expanding 5G mobile broadband service
- Public Wi-Fi deployment
- Last mile and middle mile infrastructure redundancy and hardening
- Neutral internet exchange points
- Pole resiliency and replacement
- Advanced manufacturing and AI upskilling
- Multi-dwelling unit retrofitting and rewiring
- Advanced infrastructure mapping
- Last mile network demand support

MIHI looks forward to working closely with NTIA and our internet service provider community to implement the BEAD program so that every Michigander has the opportunity to leverage technology to improve their quality of life.

¹ See America's AI Action Plan <https://www.whitehouse.gov/wp-content/uploads/2025/07/Americas-AI-Action-Plan.pdf>

² See Executive Order 14179 of January 23, 2025, "Removing Barriers to American Leadership in Artificial Intelligence," Federal Register 90 (20) 8741, www.govinfo.gov/content/pkg/FR-2025-01-31/pdf/2025-02172.pdf



0. Final Proposal Data Submission

0.1 Supporting Documentation for Subgrantees

Attachment (Required): Complete and submit the Subgrantees CSV file (named “fp_subgrantees.csv”) using the NTIA template provided.

Please see the csv file named “fp_subgrantees.csv”.

0.2 Supporting Documentation for Deployment Projects

Attachment (Required): Complete and submit the Deployment Projects CSV file (named “fp_deployment_projects.csv”) using the NTIA template provided.

Please see the csv file named “fp_deployment_projects.csv”.

0.3 Supporting Documentation for Locations

Attachment (Required): Complete and submit the Locations CSV file (named “fp_locations.csv”) using the NTIA template provided. The Location IDs in this list must match the NTIA-approved final list of eligible locations.

Please see the csv file named “fp_locations.csv”.

0.4 Supporting Documentation for No BEAD Locations

Attachment (Required): Complete and submit the No BEAD Locations CSV file (named “fp_no_BEAD_locations.csv”) using the NTIA template provided. The Location IDs in this list must match the NTIA-approved final list of eligible locations

Please see the csv file named “fp_no_BEAD_locations.csv”.

0.5 Certification to Serve CAIs

Question (Y/N): If the Eligible Entity intends to use BEAD funds to serve CAIs, does the Eligible Entity certify that it ensures coverage of broadband service to all unserved and underserved locations, as identified in the NTIA-approved final list of eligible locations and required under 47 U.S.C. § 1702(h)(2)?

Yes.

0.6 Supporting Documentation for CAIs

Attachment (Required – Conditional on a ‘Yes’ Response to Intake Question 0.5): Complete and submit the CAIs CSV file (named “fp_cai.csv”) using the NTIA template provided. Although CAIs are not included under (f)(1) deployment projects, to confirm the Eligible Entity’s compliance with the BEAD prioritization framework and identify BEAD-funded CAIs, the NTIA template is required. The Eligible Entity must only include CAIs funded via BEAD in this list; the Eligible Entity may not propose funding CAIs that were not present on the approved final list from the Eligible Entity’s Challenge Process results.

Please see the csv file named “fp_cai.csv”.



1 Subgrantee Selection Process Outcomes (Requirement 1)

0.1.1. Subgrantee Selection Process Consistency with Initial Proposal Volume II

Describe how the Eligible Entity's deployment Subgrantee Selection Process undertaken is consistent with that approved by NTIA in Volume II of the Initial Proposal as modified by the BEAD Restructuring Policy Notice.

Michigan High-Speed Internet Office's (MIHI) subgrantee selection process followed the process outlined in the state's approved [Initial Proposal](#) and modified as necessary to comply with the BEAD [Restructuring Policy Notice](#). On July 11th, 2025, MIHI published the [BEAD Program Benefit of the Bargain Round \(BOTB\) Project Application Guidance](#), to provide guidance for prospective subgrantees on the revised eligibility requirements, the elimination of certain regulatory and non-statutory requirements, and evaluation criteria for the Benefit of the Bargain Round.

At the time of the BEAD Restructuring Policy Notice issuance, MIHI had already provisionally selected applicants for their BEAD Round 1 application intake. After receiving approval for the Initial Proposal Revision Letter on July 18th, MIHI conducted its Benefit of the Bargain Round subgrantee selection process for all BEAD-eligible locations from July 21st, 2025, through August 4th, 2025. During this time, MIHI held Office Hours three times a week and provided a recurringly updated FAQ document.

As specified in Michigan's Initial Proposal Volume II, as modified, MIHI defined project areas based on the selection of hexbins, which divided the state into hexagonal geographic units that were one and a half miles across opposing vertices. The hexbin concept allows for the streamlining of network design, expediting administrative processes, and flexibility in project design. MIHI allowed applicants to identify "outliers" within the hexagonal project areas that would result in excessive costs to ensure efficient and cost-effective proposals.

Applicants with approved Pre-Registration applications as part of the Michigan BEAD Round 1 were automatically considered as Registered for the BOTB round. New applicants were required to complete their Registration for the Benefit of the Bargain Round for MIHI to assess the organization's financial, technical, managerial, operational, and other capabilities. Each prospective subgrantee was required to have an approved Registration submission for an application to be eligible for a subgrant award. Registration was designed to ensure that prospective subgrantees met the BEAD program's minimum and mandatory requirements. The information collected during Registration was applied to all applications submitted by the prospective subgrantee.

After the application window closed, applications were reviewed in line with the review approach outlined in the [BEAD Program Benefit of the Bargain Round Project Application Guidance](#), the Restructuring Policy Notice and NTIA BEAD Requirements. All applications were then assessed utilizing the updated scoring rubric as defined by the BEAD Restructuring Policy Notice, as described in Section 13.1.

MIHI used its internal cost-based analysis (leveraging historical state and federal grant applications data), alongside CostQuest Associates (CQA) data and information provided by applicants, to assess what constituted an excessive cost.



0.1.2. Fair, Open, and Competitive Process

Describe the steps that the Eligible Entity took to ensure a fair, open, and competitive process, including processes in place to ensure training, qualifications, and objectiveness of reviewers.

The MIHI subgrantee selection process included multiple approaches and methods to ensure a fair, transparent, and competitive process. The MIHI subgrantee selection process allowed a broad range of both in-state and new, qualified providers of various technology types to participate and submit applications. MIHI complied with all applicable Michigan-specific regulations, the process outlined in the approved Initial Proposal Volume II, and modifications as necessary to conform with the requirements of the BEAD Restructuring Policy Notice.

Steps Taken to Ensure a Fair Process

MIHI implemented key measures to ensure a fair subgrantee selection process. These key measures included the following:

- **Transparent Scoring Criteria:** MIHI released the scoring criteria in the Benefit of the Bargain Round Project Application Guidance document to allow prospective subgrantees to have access to the scoring rubric prior to conducting the Benefit of the Bargain Round subgrantee selection process.
- **Reviewer Qualifications and Training:** Comprehensive training was provided to all reviewers to ensure the importance of objectivity, the criteria for evaluation, and the ethical guidelines governing the process. Reviewers were trained on how to document findings using a standardized process and tool. Only those with relevant expertise and no conflicts of interest were chosen to ensure a fair and unbiased review process.
- **Multi-level Review:** All submitted applications underwent a multi-level review process, where each application was evaluated by at least two reviewers.
- **Applicant Revisions:** All prospective subgrantees were provided the same opportunities to cure applications if required within standardized time periods.
- **Subgrantee Review Checklist:** The qualifications of each prospective subgrantee were reviewed anonymously to ensure the subgrantee met the eligibility criteria for BEAD funding as defined by the NTIA.

Steps Taken to Ensure an Open Process

MIHI conducted extensive outreach and training to ensure all prospective subgrantees had equal access to the necessary information for participation in the BEAD program. This included:

- **No Restrictions on Provider Type:** MIHI did not impose any restrictions on the types of applicants that were allowed to apply for funding through the BEAD process.
- **Easily Accessible Information:** The Michigan Department of Labor and Economic Opportunity (LEO) [website](#) served as a central hub of information, providing comprehensive details about the BEAD application process, eligibility criteria, deadlines, and other critical resources. The website provided direct access to Registration and Application guidance documents, a sample application, recorded webinars, location data, project mapping tools, grant application portal instructions, environmental and historic preservation consultant lists, and instructions for the EGrAMs portal, ensuring that all potential grant recipients had equal access to essential information, tools, and resources. Within the grant application portal, MIHI provided a continuously updated FAQ document and templates for the



hexbin ID upload, project financial workbook, letter of credit, commitment letter, and surety letter for the ease of use by prospective subgrantees.

- Office Hours: Scheduled three one-hour Office Hour sessions each week from June 30, 2025, to August 4, 2025, to provide detailed information on the subgrant application process, address real-time participant questions, and elaborate on more complex queries regarding the application process.
- FAQs: MIHI developed a recurringly updated FAQ document to provide answers to common questions, including all the questions and responses from the Office Hour sections.
- Press Releases: MIHI engaged in regular announcements to update the public on the latest BEAD program milestones and critical deadlines.
- Newsletters: Monthly and ad-hoc updates were provided via email newsletter to highlight key information and major program announcements.

Steps Taken to Ensure a Competitive Process

MIHI has established a detailed and transparent subgrantee selection process aimed at identifying the most qualified applicants. The process included:

- Various Technology Type Providers: MIHI received BEAD applications with various technology types such as hybrid fiber coaxial, fiber-optic, low earth orbit satellite, unlicensed and licensed fixed wireless, and licensed by rule wireless.
- Provider Outreach: Provider-specific outreach was engaged after the initial Round 1 and after all applications for the Benefit of the Bargain Round were submitted in the case of no applications received. For more details on this process, see section 1.3 No Applications Received.
- Timely Curing: At the application review stage, MIHI issued curing requests for clarification in a timely manner, where required, which included providing descriptions of the non-compliant responses and the required remediation.
- Programmatic Changes: MIHI adopted the changes required to the BEAD subgrantee selection process as outlined in the BEAD Restructuring Policy Notice. All changes from the initial Round 1 application stage were captured and documented within the *BEAD Program Benefit of the Bargain Round Project Application Guidance*.
- Quantitative Approach: All elements of the Primary and Secondary scoring criteria were based on neutral, quantitative measures as outlined in the BEAD Restructuring Policy Notice.
- Use of Contractors: MIHI contracted with external reviewers to assist with the subgrantee selection process. These included individuals with a diverse range of expertise in financial analysis, technical assessment, environmental and historic preservation, telecommunications, and program and operational management.
- Final Review: After initial reviewers completed their assessments, MIHI staff conducted a final review of applications and made final determinations based on the reviewers' evaluations and recommendations.

MIHI implemented numerous procedures and processes to maintain the integrity of the subgrantee selection process and to ensure all application reviewers were properly trained, qualified, and objective. This approach allowed MIHI to provide a fair, open, and competitive subgrant application process.



0.1.3. No Applications Received

Affirm that, when no application was initially received, the Eligible Entity followed a procedure consistent with the process approved in the Initial Proposal.

MIHI affirms that when no applications were initially received, the process approved in the Initial Proposal, as modified by the BEAD Restructuring Policy Notice was followed. As described in MIHI's approved Initial Proposal Volume II, Section 2.4.7, MIHI underwent a process to "identify hexbins that were not included in a proposed project" and "negotiate with applicants to determine a cost to append them to the applicant's tentative project area." Hence, after finalizing preliminary selections of submitted Benefit of the Bargain Round Applications, MIHI conducted negotiations for "Stranded" locations.

0.1.4. Revisions of Eligible CAI List

If applicable, describe the Eligible Entity's methodology for revising its eligible CAI list to conform with Section 4 of the BEAD Restructuring Policy Notice.

MIHI adopted the statutory definition of CAIs to conform with Section 4 of the BEAD Restructuring Policy Notice. MIHI revised the Eligible CAI list for the Benefit of the Bargain Round by removing CAIs that are not qualified under the statutory definition. The CAI definition that has been adopted is as follows: The term "community anchor institution" means an entity such as a school, library, health clinic, health center, hospital or other medical provider, public safety entity, institution of higher education, public housing organization, or community support organization that facilitates greater use of broadband service by vulnerable populations, including low-income individuals, unemployed individuals, and aged individuals.

0.1.5. Retention of Subgrantee Records

Question (Y/N): *Certify that the Eligible Entity will retain all subgrantee records in accordance with 2 C.F.R. § 200.334 at all times, including retaining subgrantee records for a period of at least 3 years from the date of submission of the subgrant's final expenditure report. This should include all subgrantee network designs, diagrams, project costs, build-out timelines and milestones for project implementation, and capital investment schedules submitted as a part of the application process.*

Yes.



3. Timeline for Implementation (Requirement 3)

3.1. Deployment Projects and Activities

Has the Eligible Entity taken measures to: (a) ensure that each subgrantee will begin providing services to each customer that desires broadband service within the project area not later than four years after the date on which the subgrantee receives the subgrant; (b) ensure that all BEAD subgrant activities are completed at least 120 days prior to the end of the Eligible Entity's period of performance, in accordance with 2 C.F.R. 200.344; and (c) ensure that all programmatic BEAD grant activities undertaken by the Eligible Entity are completed by the end of the period of performance for its award, in accordance with 2 C.F.R. 200.344.

MIHI affirms it has taken measures to ensure each BEAD subgrantee will begin to provide services to customers that desire broadband service within the Project Area not later than four years after the date on which the subgrantee receives the subgrant. All prospective subgrantees were required to certify that their construction timeline, from grant agreement signature to construction completion, will be substantially completed and operational within 4 years.

MIHI also required applications to include a detailed project timeline that included the following categories:

- Pre-engineering
- Final Engineering
- Regulatory Approvals and/or Permits
- Construction
 - 25% completion
 - 50% completion
 - 75% completion
 - 100% completion
- Testing and Project Closeout
- Project Closeout

Additionally, all prospective subgrantees were vetted to determine whether they meet the minimum qualifications for financial and managerial capacity, technical and operational capability, and other requirements outlined in the BEAD NOFO, MIHI's approved Initial Proposal Volume II, and any supplemental NTIA guidance such as the NTIA BEAD Low Earth Orbit Provider Financial Certification memorandum. MIHI is requesting prospective subgrantees to have their detailed network designs, diagrams, project costs, and timelines with milestones for project implementation certified by a Professional Engineer prior to the execution of the subgrant agreement.

MIHI BEAD subgrants will be made on a fixed subaward amount basis, following all requirements of NTIA's modifications to the Uniform Guidance as provided by final rule. Subgrantees will receive a project mobilization milestone disbursement followed by periodic disbursements based on their actual buildout progress as reported every six months. Funds will be distributed based on the subgrantee's completion of work in accordance with the deadlines set forth in the grant agreement. Through subgrantee monitoring and reporting, MIHI will track the progress of projects in relation to the grant agreement milestones.



As noted in the BEAD Program Monitoring Plan and the Subgrant Agreement, monitoring activities include desk reviews, on-site visits, and meetings. Subgrantees are also required to submit semiannual and annual reports that provide an update on the percentage of project completed to date, financial expenditures, locations served, distance of fiber laid (or similar metric), and other applicable performance metrics.

MIHI affirms that all BEAD subgrant activities will be completed at least 120 days before the end of MIHI's period of performance, in accordance with 2 C.F.R. 200.344 and that all programmatic BEAD grant activities undertaken by the MIHI are completed by the end of the period of performance for its award, in accordance with 2 C.F.R. 200.344.



4. Oversight and Accountability Processes (Requirement 4)

4.1 Waste, Fraud, and Abuse Hotline Details

Question (Y/N): Does the Eligible Entity have a public waste, fraud, and abuse hotline, and a plan to publicize the contact information for this hotline?

Yes, MIHI has a public waste, fraud, and abuse hotline through the Michigan Department of Labor & Economic Opportunity (LEO). Suspicions of any fraud, waste, or abuse should be reported to the LEO Fraud Hotline via email at LEO-FraudHotline@michigan.gov.

4.2 BEAD Monitoring Plan and Agency Policy Documentation

Attachments: Upload the following two required documents:

1. BEAD program monitoring plan;
2. Agency policy documentation which includes the following practices:
 - a. Distribution of funding to subgrantees for, at a minimum, all deployment projects on a reimbursable basis (which would allow the Eligible Entity to withhold funds if the subgrantee fails to take the actions the funds are meant to subsidize) or on a basis determined by the terms and conditions of a fixed amount subaward agreement; and
 - b. Timely subgrantee (to Eligible Entity) reporting mandates.

Please see the following link for the: [BEAD Program Monitoring Plan](#).

Please see the following link for the: [Agency Policy Documentation](#). The Subgrant Agreement, which also contains required elements of the Agency Policy Documentation, can be found here: [Subgrant Agreement](#).

4.3 Certifications for Subgrant Agreements

Question (Y/N): Certify that the subgrant agreements will include, at a minimum, the following conditions (Y/N):

- a. Compliance with Section VII.E of the BEAD NOFO, as modified by the BEAD Restructuring Policy Notice, including timely subgrantee reporting mandates, including at least semiannual reporting, for the duration of the subgrant to track the effectiveness of the use of funds provided;
- b. Compliance with obligations set forth in 2 C.F.R. Part 200 and the Department of Commerce Financial Assistance Standard Terms and Conditions;
- c. Compliance with all relevant obligations in the Eligible Entity's approved Initial and Final Proposals, including the BEAD General Terms and Conditions and the Specific Award Conditions incorporated into the Eligible Entity's BEAD award;
- d. Subgrantee accountability practices that include distribution of funding to subgrantees for, at a minimum, all deployment projects on a reimbursable basis;
- e. Subgrantee accountability practices that include the use of clawback provisions between the Eligible Entity and any subgrantee (i.e., provisions allowing recoupment of funds previously disbursed);
- f. Mandate for subgrantees to publicize telephone numbers and email addresses for the Eligible Entity's Office of Inspector General (or comparable entity) and/or subgrantees' internal ethics office (or comparable entity) for the purpose of reporting waste, fraud or abuse in the Program. This includes



an acknowledge of the responsibility to produce copies of materials used for such purposes upon request of the Federal Program Officer;

- g. Mechanisms to provide effective oversight, such as subgrantee accountability procedures and practices in use during subgrantee performance, financial management, compliance, and program performance at regular intervals to ensure that subgrantee performance is consistently assessed and tracked over time.*

Yes.



5. Local Coordination (Requirement 5)

5.1 Public Comment Period on the Final Proposal

Describe the public comment period and provide a high-level summary of the comments received by the Eligible Entity during the public comment period, including how the Eligible Entity addressed the comments.

MIHI held a 7-day public comment period for its Final Proposal from September 10th, 2025 through September 16th, 2025. MIHI published the Final Proposal on its website and announced the public comment period through the “MIHI Latest Happenings” newsletter released on September 10th. All stakeholders, including political subdivisions, were afforded an opportunity to submit comments during the public comment period through a form on MIHI’s website. MIHI reviewed all public comments submitted and incorporated feedback as applicable.

Summary of Comments Received and Incorporation of Feedback into Final Proposal.

As part of the Broadband Equity Access and Deployment (BEAD) program requirements, pursuant to Division F, Title I, Section 60102, Public Law 117-58, 35 Stat. 429 of the Infrastructure Investment and Jobs Act, MIHI published the draft Final Proposal for public comment for a 7-day period. During this period, interested stakeholders of all types, including political subdivisions, organizations, and individuals, were able to submit their comments and pose questions through the public comment form provided on the MIHI website: [BEAD Final Proposal](#). MIHI promoted the public comment period by announcing the publishing of the Final Proposal on its website and through the MIHI Newsletter. MIHI encouraged relevant membership organizations (e.g., the Michigan Association of Regions, Michigan Association of Counties, Michigan Townships Association, Michigan Municipal League, et al) to notify their members of the public comment opportunity.

A total of 81 public comments were received, of which 14 organizations provided feedback on the draft Final Proposal. A majority of the comments were related to concerns about technology preference and cost considerations, specifically regarding efficiency of fiber investment versus other technologies.

Additionally, key themes from the public comment period included organizations expressing interest in the following: subgrant agreement updates, inclusion of funding for Multi-Dwelling Units (MDUs), concerns about overbuilding and duplication of funding in areas already served, and issues regarding the eligibility and ineligibility of broadband serviceable locations, among others. It is MIHI’s goal to ensure that every Michigan resident has access to fast, scalable, reliable, and affordable internet service.

MIHI would like to thank all the individuals and organizations who took time to review the Final Proposal and provide their public comments. We acknowledge the feedback received and have thoroughly considered the comments and experiences before submission of the final document. Every public comment has been considered and has been incorporated into the Final Proposal, where appropriate.

It is MIHI's unwavering commitment to ensure that reliable high-speed internet access is accessible to every household and community in Michigan through the BEAD program. We value your input as we continue the strive towards this objective.



6. Challenge Process Results (Requirement 6)

6.1 Challenge Process Certification

Question (Y/N): *Certify that the Eligible Entity has successfully completed the BEAD Challenge Process and received approval of the results from NTIA.*

Yes.

6.2 Challenge Process Results

Provide a link to the website where the Eligible Entity has publicly posted the final location classifications (unserved/underserved/CAIs) and note the date that it was publicly posted.

MIHI publicly posted the final location classifications following the approval of the Challenge Process results on December 20th, 2024, at the following link: <https://www.michigan.gov/leo/bureaus-agencies/mihi/funding-opportunities/bead/bead-grant-application-website/bead-eligible-locations>. On March 3, 2025, MIHI posted an updated final locations list, removing all BSL locations funded by the United States Department of Agriculture Reconnect Program. On July 3rd, 2025 MIHI posted an updated final location list for the Benefit of the Bargain Round within the same link. On July 30th, 2025, MIHI published an updated list based on pending decisions regarding Reason Code designations.



7. Unserved and Underserved Locations (Requirement 7)

7.1 Certification of Broadband Service Coverage to Unserved Locations

Question (Y/N): *Certify whether the Eligible Entity will ensure coverage of broadband service to all unserved locations within its jurisdiction, as identified upon conclusion of the Challenge Process required under 47 U.S.C. § 1702(h)(2) (Y/N).*

Yes.

7.2 Coverage of Unserved Locations

If the Eligible Entity does not serve an unserved location because it is either financially incapable or has determined that costs to serve the location would be unreasonably excessive, explain and include a strong showing of how the Eligible Entity made that determination.

Not Applicable.

7.3 Coverage for Unserved Locations Documentation

Attachment (Optional): *If applicable to support the Eligible Entity's response to Question 7.2, provide relevant files supporting the Eligible Entity's determination.*

Not Applicable.

7.4 Certification of Broadband Service Coverage to Underserved Locations

Question (Y/N): *Certify whether the Eligible Entity will ensure coverage of broadband service to all underserved locations within its jurisdiction, as identified upon conclusion of the Challenge Process required under 47 U.S.C. § 1702(h)(2).*

Yes.

7.5 Coverage of Underserved Locations

Question (Y/N): *If the Eligible Entity does not serve an underserved location because it is either financially incapable or has determined that costs to serve the location would be unreasonable excessive, explain and include a strong showing of how the Eligible Entity made that determination.*

Not Applicable.

7.6 Coverage of Underserved Locations Documentation

(Optional – Conditional on a 'No' Response to Intake Question 7.5): *If applicable to support the Eligible Entity's response to Question 7.5, provide relevant files supporting the Eligible Entity's determination.*

Not Applicable.



7.7 Certification of Documentation Unserved or Underserved Locations

Question (Y/N): *Certify that the Eligible Entity has utilized the provided reason codes to investigate and account for locations that do not require BEAD funding, that the Eligible Entity will utilize reason codes 1, 2, and 3 for the entire period of performance, and that the Eligible Entity will maintain documentation, following the guidelines provided by NTIA, to justify its determination if there is a reason to not serve any unserved or underserved location on the NTIA-approved Challenge Process list through a BEAD project. The documentation for each location must be relevant for the specific reason indicated by the Eligible Entity in the fp_no_BEAD_locations.csv file. The Eligible Entity shall provide the documentation for any such location for NTIA review, as requested during Final Proposal review or after the Final Proposal has been approved.*

Yes.

7.8 Certifications of Enforceable Commitments

Question (Y/N): *Certify that the Eligible Entity has accounted for all enforceable commitments after the submission of its challenge results, including state enforceable commitments and federal enforceable commitments that the Eligible Entity was notified of and did not object to, and/or federally-funded awards for which the Eligible Entity has discretion over where they are spent (e.g., regional commission funding or Capital Projects Fund/State and Local Fiscal Recovery Funds), in its list of proposed projects.*

Yes.



8. Cost and Barrier Reduction, Compliance with Labor Laws, Low-Cost Plans, and Network Reliability and Resilience (Requirement 11)

8.1 Reducing Costs and Barriers to Deployment

Provide the implementation status (Complete, In Progress, or Not Started) of plans described in the approved Initial Proposal Requirement 14 related to reducing costs and barriers to deployment.

MIHI lists six key activities aimed at reducing costs and barriers to deployment in the approved Initial Proposal Volume II. Since the approval of Initial Proposal Volume II, MIHI launched a permitting initiative to support the reduction of cost and barriers to deployment, which includes several of the activities described in Requirement 14 of Initial Proposal Volume II. The implementation status for each activity is outlined as follows:

Promoting the use of existing infrastructure:

In progress. MIHI conducted listening sessions with state agencies and ISPs to identify leading practices for broadband infrastructure deployment as part of the MIHI's efforts to streamline the permitting process for broadband infrastructure projects. During these listening sessions, state agencies identified the utilization of existing infrastructure and right-of-way (ROW) as a leading practice to mitigate or minimize the use of permits. ISPs also identified that leveraging existing infrastructure could allow for the efficient design and deployment of broadband. The key findings and leading practices from the state agencies and ISPs listening sessions will be summarized in a report that will be available to MIHI's BEAD subgrantees and relevant stakeholders.

Promoting and adopting dig-once policies:

In progress. MIHI will strongly encourage subgrantees to engage with the MiDIG Project Portal, a GIS-based platform designed to streamline communication, enhance transparency, and facilitate seamless collaboration among stakeholders involved in infrastructure projects across Michigan. By actively participating in the platform, subgrantees can coordinate with other infrastructure projects, identify joint trenching or conduit sharing opportunities, and engage with local government agencies and utility companies. MIHI is committed to providing guidance to subgrantees in utilizing this platform.

Streamlining permitting processes:

In progress. The MIHI permitting initiative was developed to support permitting and project coordination as part of the Michigan BEAD program. The initiative intends to support permitting agencies and subgrantees in meeting the four-year BEAD deployment timeline. In line with this effort, MIHI believes in local control and the Michigan model, where cities, villages, and townships serve as the principal governing authority within their jurisdiction. Hence, the permitting initiative does not advocate for waivers, shortcutting, or circumventing permitting processes for broadband deployment projects. Instead, the MIHI permitting initiative is designed to promote and encourage the use of leading practices established and utilized by Michigan permitting agencies and ISPs to support the timely deployment of broadband



infrastructure. Resources and guidebooks are currently in development to help promote the efficient processing of permits.

Streamlining cost-effective access to poles, conduits, and easements:

In progress. The MIHI permitting initiative also underwent activities to improve access to poles and easements. The Michigan Public Services Commission (MPSC) has oversight over pole attachment conflicts with investor-owned utilities. MIHI conducted multiple listening sessions with the MPSC in preparation for the implementation of the BEAD program, as many subgrantees may opt to conduct deployment aerially utilizing pole attachments. An investor-owned utility was also engaged for a listening session to understand the pole attachment permitting process. Moreover, MIHI engaged with the Department of Natural Resources (DNR) to discuss easements that may be required as BEAD projects are being deployed on state lands. DNR, in partnership with MIHI, also hosted a virtual webinar for BEAD projects that may need to obtain an easement agreement.

Streamlining rights of way, including the imposition of reasonable access requirements:

In progress. During engagement with the MPSC, the Michigan State Metropolitan Extension Telecommunications Rights-of-Way Oversight Act, or METRO Act, was discussed. The METRO Act provides a streamlined statewide framework for the deployment of telecommunication services by creating a standardized application, construction standards, fee structure, and permitting process for accessing public ROW. MIHI will collaborate with the MPSC and subgrantees to promote compliance with the METRO Act and support the streamlined ROW permitting for BEAD projects.

Partnership and coordination with the Michigan Infrastructure Office and Michigan Infrastructure Council:

In progress. The MiDIG platform, maintained by the Michigan Infrastructure Council, aims to coordinate and streamline the installation of broadband infrastructure during capital construction projects. The Michigan Infrastructure Office coordinates and streamlines major infrastructure projects across Michigan. By working closely with both entities, MIHI will foster collaboration and leading practices to minimize disruptions and expedite the deployment of broadband infrastructure throughout the state.

8.2 Compliance with Federal Labor and Employment Laws Certification

Question (Y/N): Affirm that the Eligible Entity required subgrantees to certify compliance with existing federal labor and employment laws.

Yes.

8.3 Compliance with Federal Labor and Employment Laws Exception

(Optional – Conditional on a ‘No’ Response to Intake Question 11.2): If the Eligible Entity does not affirm that subgrantees were required to certify compliance with federal labor and employment laws, explain why the Eligible Entity was unable to do so.

Not applicable.

8.4 Certification of Low-Cost Broadband Service Option



(Question Y/N): Certify that all subgrantees selected by the Eligible Entity will be required to offer a low-cost broadband service option for the duration of the 10-year Federal interest period.
Yes.

8.5 Low-Cost Broadband Service Option

(Optional – Conditional on a ‘No’ Response to Intake Question 11.4): If the Eligible Entity does not certify that all subgrantees selected by the Eligible Entity will be required to offer a low-cost broadband service option for the duration of the 10-year Federal interest period, explain why the Eligible Entity was unable to do so.

Not applicable.

8.6 Certification of Reliability and Resilience for BEAD-funded Networks

Question (Y/N): Certify that all subgrantees have planned for the reliability and resilience of BEAD-funded networks.

Yes.

8.7 Reliability and Resilience of BEAD-funded Networks

(Optional – Condition on a ‘No’ Response to Intake Question 11.6): If the Eligible Entity does not certify that subgrantees have ensured planned for the reliability and resilience of BEAD-funded networks in their network designs, explain why the Eligible Entity was unable to do so.

Not applicable.



9. Substantiation of Priority Broadband Projects (Requirement 12)

9.1 Deployment of Priority Broadband Projects

Describe how the Eligible Entity applied the definition of Priority Project as defined in the Infrastructure Act and the BEAD Restructuring Policy Notice.

Overview

MIHI applied the definition of a Priority Broadband Project as defined in the Infrastructure Investment and Jobs Act (IIJA) and the BRPN. The IIJA definition utilized is as follows:

“The term “priority broadband project” means a project designed to provide broadband service that meets speed, latency, reliability, consistency in quality of service, and related criteria as the Assistant Secretary shall determine; and ensure that the network built by the project can easily scale speeds over time to (I) meet the evolving connectivity needs of households and businesses; and (II) support the deployment of 5G, successor wireless technologies, and other advanced services.”

The definition determined by the NTIA Assistant Secretary, as outlined in the BRPN is as follows:

“The term “Priority Broadband Project” means a project that provides broadband service at speeds of no less than 100 megabits per second for downloads and 20 megabits per second for uploads, has a latency less than or equal to 100 milliseconds, and can easily scale speeds over time to meet the evolving connectivity needs of households and businesses and support the deployment of 5G, successor wireless technologies, and other advanced services.”

MIHI adopted this definition without modification and implemented a technology-neutral evaluation framework to identify projects capable of delivering projects that meet this definition across Michigan. The evaluation process was designed to ensure consistency, transparency, and alignment with federal guidance while allowing for the individualized review of the diverse projects proposed by applicants.

Project Applications were designated Priority Broadband Projects if they met the definition. Applicants had to provide evidence showing their projects met criteria such as speed, latency, scalability to evolving connectivity needs, and support for 5G and successor wireless technologies in the specific Project Area. These technical questions included in the application helped MIHI determine if a Project Application met the Priority Broadband Project definition.

Evaluation Framework

MIHI implemented a structured evaluation process through its EGrAMS application portal. Each applicant was required to complete a detailed questionnaire. The questionnaire included questions related to, among others, network scalability and capacity.

Technical Assessment

Applicants asking to be considered for Priority Broadband Project status were required to complete a detailed questionnaire. The technical questionnaire portion of the project application included questions



related to the reliability, performance, and scalability of the network. Applicants were asked to explain the technology, its applicability to the project, and include the existing performance and future expected scalability. Applicants were asked to provide information related to network design, backhaul capacity, subscriber average data traffic growth, split ratios, functional subscriber density, signal degradation, future scalable consumer speeds, capacity per subscriber, spectrum channel width, and other related aspects of their proposed projects.

MIHI first evaluated the information and specifications provided by the applicant within the technical questionnaire section of each application to determine if the proposed project would perform as indicated and meet the minimum BEAD requirements of 100/20 Mbps speed and no more than 100 m/s latency.

Secondly, MIHI evaluated each project's ability to easily scale speeds over time as it relates to each individual project submitted and the area the applicant was proposing to serve. Priority broadband projects were those that presented a clear ability to scale and meet the evolving connectivity needs of households and businesses, including support for advanced services such as 5G and successor technologies. This analysis was based on the details provided by the applicant and validated by MIHI.

Using these methods and analyses, MIHI determined which projects should be considered as priority broadband projects.

Technology Neutrality

MIHI maintained a technology-neutral approach throughout the evaluation process and relied directly on information supplied by Applicants in the technical capability questionnaire in each project application. All technologies—including fiber, fixed wireless, LEO satellite, HFC, and projects that combined those technologies—were eligible for consideration as Priority Broadband Projects. Reviews were based on the performance, scalability, and consistency with criteria outlined in the BEAD Restructuring Policy Notice and subsequent guidance from NTIA.

The determination as to whether each application was classified as a "Priority Broadband Project" was determined solely by what the applicant indicated regarding the proposed project's ability to meet the requirements established in statute and articulated in the BEAD Restructuring Policy Notice.

Applicants that could document a technical approach that meets the technical requirements in the statutory definition – that is, can scale over time-- were found to be Priority Broadband Projects for purposes of evaluation in Michigan's BEAD Program. This approach allowed MIHI to support a diverse range of solutions tailored to the unique needs of Michigan's communities, including rural, remote, and particularly hard-to-reach homes, businesses, and Community Anchor Institutions.



10. Subgrantee Selection Certification (Requirement 13)

10.1 Subgrantee Scoring Criteria

Provide a narrative summary of how the Eligible Entity applied the BEAD Restructuring Policy Notice's scoring criteria to each competitive project application and describe the weight assigned to each Secondary Criteria by the Eligible Entity. Scoring criteria must be applied consistent with the prioritization framework laid out in Section 3.4 of the BEAD Restructuring Policy Notice.

MIHI utilized the following evaluation criteria to analyze competing Priority Broadband Projects (as defined in Section 12.1) and competing Non-Priority Broadband Projects. Subgrantee applications were also evaluated according to the prioritization framework. This following evaluation criteria supersede all prior MIHI BEAD criteria.

Primary Criteria

Minimal BEAD Program Outlay: When selecting among competing applications, MIHI selected the option with the lowest cost based on minimal BEAD Program outlay. This was conducted according to the BEAD Restructuring Policy Notice using the Requested BEAD Subsidy per Location, which was equal to the total project cost minus the applicant's proposed match, resulting in the cost to the Program per location.

Secondary Criteria

Overlapping Project Applications that had a Requested BEAD Subsidy per Location greater than 115% of the Project Application with the lowest Requested BEAD Subsidy per Location were eliminated from further consideration. Project Applications that were not eliminated were moved forward to evaluation based on the following Secondary Scoring Criteria.

Preliminary Selected Subgrantee: For this scoring criteria, MIHI awarded additional weights to applications that were identified as provisional awardees in Round 1 of Michigan's BEAD Program for substantially similar locations.

Scoring value	Points
Application that was preliminarily selected in Michigan's BEAD Round 1	15
Application that was not preliminarily selected in Michigan's BEAD Round 1	0

Speed of Network and Other Technical Capacities: As noted in the BEAD Structuring Policy Notice, MIHI weighted the speeds, latencies, and technical capabilities of the technologies proposed by prospective subgrantees. MIHI adopted the scoring as seen in the table below for evaluating the speed of network and other technical capabilities:



Scoring value	Points
Up to 100 Mbps download and 20 Mbps upload, maximum latency of 100ms	0
Up to 250 Mbps download and 100 Mbps upload, maximum latency of 100ms	1
Up to 500 Mbps download and 250 Mbps upload, maximum latency of 100ms	2
Up to 1 Gbps download and 500 Mbps upload, maximum latency of 100ms	8
Up to 1 Gbps download and upload or greater, maximum latency of 100ms	10

Speed to Deployment: MIHI assessed applications based on their commitment to provide service by a date earlier than four years after receiving the subgrant. Scoring was based on a sliding scale based on the number of months to complete the proposed project in the project schedule as seen in the table below:

Scoring value	Points
< 24 months	5
24 months and 34 months	4
> 34 months and 47 months	3
> 47 months	0



11. Environmental and Historic Preservation (EHP) Documentation (Requirement 14)

11.1. Environment and Historic Preservation (EHP) Documentation

Attachment (Required): Submit a document which includes the following:

1. *Description of how the Eligible Entity will comply with applicable environmental and historic preservation (EHP) requirements, including a brief description of the methodology used to evaluate the Eligible Entity's subgrantee projects and project activities against NTIA's National Environmental Policy Act (NEPA) guidance. The methodology must reference how the Eligible Entity will use NTIA's Environmental Screening and Permitting Tracking Tool (ESAPTT) to create NEPA project records, evaluate the applicability of categorical exclusions, consider and document the presence (or absence) of Extraordinary Circumstances, and transmit information and draft NEPA documents to NTIA for review and approval.*
2. *Description of the Eligible Entity's plan to fulfill its obligations as a joint lead agency for NEPA under 42 U.S.C. 4336a, including its obligation to prepare or to supervise the preparation of all required environmental analyses and review documents.*
3. *Evaluation of the sufficiency of the environmental analysis for your state or territory that is contained in the relevant chapter of the FirstNet Regional Programmatic Environmental Impact Statement (PEIS), available at <https://www.firstnet.gov/network/environmental-compliance/projects/regionalprogrammatic-environmental-impact-statements>.*
4. *Evaluation of whether all deployment related activities anticipated for projects within your state or territory are covered by the actions described in the relevant FirstNet Regional PEIS.*
5. *Description of the Eligible Entity's plan for applying specific award conditions or other strategies to ensure proper procedures and approvals are in place for disbursement of funds while projects await EHP clearances.*

Within a document (file type to be decided by Eligible Entity) the Eligible Entity must provide the following:

- **Environmental and Historic Preservation Requirements:** *A description of how the Eligible Entity will comply with applicable environmental and historic preservation (EHP) requirements, including a brief description of the methodology used to evaluate the Eligible Entity's subgrantee projects and project activities against NTIA's National Environmental Policy Act (NEPA) guidance. The methodology must reference how the Eligible Entity will use NTIA's Environmental Screening and Permitting Tracking Tool (ESAPTT) to create NEPA project records, evaluate the applicability of categorical exclusions, consider and document the presence (or absence) of Extraordinary Circumstances, and transmit information and draft NEPA documents to NTIA for review and approval.*
- **Joint Lead Agency Responsibility Summary:** *A statement of the Eligible Entity's understanding of its obligations as a joint lead agency to implement NEPA requirements under 42 U.S.C. 4336a and a description of the Eligible Entity's plan to prepare and/or supervise the preparation of all required environmental analyses and review documents.*
- **Description of FirstNet Regional PEIS Evaluation:**



- *Identification of the relevant First Responder Network Authority (FirstNet) PEIS chapter pertinent to the Eligible Entity, and a concise evaluation of the sufficiency of the environmental analysis contained in the relevant FirstNet Regional PEIS (see Sample evaluation memo), updating any information necessary for the NEPA analysis contained in the FirstNet Regional PEIS to apply to the Eligible Entity's subgrant broadband deployment projects.*
- **Specific Award Conditions (SACs) Description:** *A description of the Eligible Entity's current or planned use of SACs and/or other strategies to ensure proper procedures and approvals are in place for disbursement of funds while projects are awaiting final NEPA approval. For example, this may include utilizing an EHP focused SAC attached to subgrantee awards that are anticipated to require ground-disturbing activities*

Please see [Appendix A](#) and [Appendix B](#).



12. Consent from Tribal Entities (Requirement 15)

12.1. Documentation of Consent from Tribal Entities

Attachment(s) (Required if any deployment project is on Tribal Lands):

Upload a Resolution of Consent from each Tribal Government (in PDF format) from which consent was obtained to deploy broadband on its Tribal Land. The Resolution(s) of Consent submitted by the Eligible Entity should include appropriate signatories and relevant context on the planned (f)(1) broadband deployment including the timeframe of the agreement. The Eligible Entity must include the name of the Resolution of Consent PDF in the Deployment Projects CSV file.

For the Resolution of Consent for each Tribal Governments, refer to [Appendix C](#):

1. Sault Tribe of Chippewa Indians



13. Prohibition on Excluding Provider Types (Requirement 16)

13.1. Certification on Exclusion of Provider Types

Question (Y/N): Does the Eligible Entity certify that it did not exclude cooperatives, nonprofit organizations, public-private partnerships, private companies, public or private utilities, public utility districts, or local governments from eligibility for a BEAD subgrant, consistent with the requirement at 47 U.S.C. § 1702(h)(1)(A)(iii)?

Yes.



14. Waivers

14.1. Waivers for BEAD Requirements

If any waivers are in process and/or approved as part of the BEAD Initial Proposal or at any point prior to the submission of the Final Proposal, list the applicable requirement(s) addressed by the waiver(s) and date(s) of submission. Changes to conform to the BEAD Restructuring Policy Notice should be excluded. If not applicable to the Eligible Entity, note 'Not applicable.'

14.1.1 Waiver Related to Application of Reason Code 3

MIHI has submitted a waiver requesting the same discretion in use of Reason Code 3: Removal from FCC's Fabric as is already available for the use of Reason Codes 1 and 2.

MIHI recognizes and shares NTIA's goal of ensuring that the lists of BEAD-eligible locations are accurate, which is articulated in the "Optimizing BEAD Locations" section of the BEAD Restructuring Policy Notice (BRPN). For that reason, and even before the BRPN was issued, MIHI had begun a manual review of each of the locations that were deemed to be BEAD-eligible at the conclusion of Michigan's BEAD State Challenge Process (which was conducted using FCC Fabric version 3.2) but had been removed from subsequent versions of the FCC Fabric. MIHI also conducted manual review of locations for application of Reason Codes 1 and 2. MIHI took on this work for the purpose of ensuring that BEAD funds were not awarded to connect locations that did not actually exist.

Regarding Reason Code 3, MIHI's staff has individually reviewed each of the removed locations that were not made non-BEAD fundable by another enforceable commitment. For many of these locations, we concur with the removal. However, we find that the application of Reason Code 3 to 7007 of the removed locations would result in improperly excluding a home or business that was identified unserved or underserved at the conclusion of Michigan's State Challenge Process from the BEAD Program.

Specifically, we have identified instances where one or more BEAD-eligible BSLs that had been on the parcel in BDC version 3 were deleted and a new BSL has been established on that parcel. Two examples are illustrated in [Appendix D](#) (blue 'pin' indicates the FCC Fabric v3.2 BSL, green 'pin' shows the Fabric v6 BSL). Additionally, we have identified instances where a BSL was deleted and has not been replaced despite the presence of an unserved or underserved home or business. Two examples are illustrated in [Appendix D](#).

MIHI is seeking from NITA a waiver of the requirement that Reason Code 3 be applied to the 7007 locations described above and has provided a complete list of the locations covered by the waiver request. Similar to the certifications that MIHI will provide that none of the locations included in Michigan's BEAD-funded projects should have been accounted for by use of Reason Code 1 or Reason Code 2, MIHI proposes to certify that none of the BEAD funded BSLs included in Michigan's BEAD projects should be accounted for by use of Reason Code 3.

In addition, MIHI is seeking to retain this discretion throughout the period of performance. MIHI proposes to review each of the BSLs that are removed in each subsequent version of the FCC Fabric and to apply Reason Code 3 to BSLs in all instances when the result of the Reason Code would not be the improper exclusion of an unserved or underserved home or business from Michigan's BEAD program.



14.1.2 Waiver Related to Deadline for Submission of Final Proposal

MIHI wishes to express appreciation to NTIA for granting three waivers related to deadline extensions. Specifically, MIHI had submitted a request on August 19th, 2025, to hold its Special Award Condition meeting on September 2nd, 2025, and submit its Final Proposal on September 11th, 2025, as well as a subsequent waiver submitted on August 28th, 2025, to extend the Special Award Condition meeting to September 5th, 2025, and submit its Final Proposal on September 15th, 2025. These waivers were requested for the purpose of ensuring that Michigan had the time contemplated in the BPRN for implementation of the changes required by the BRPN and completion of subgrantee selection in the Benefit of the Bargain Round. MIHI had been unable to begin the Benefit of the Bargain project application round during the 11 days between when MIHI submitted its Policy Incorporation Letter accompanied by waiver requests related to the applicability of Michigan state laws (on July 7th, 2025) and the date that MIHI received notice that the Policy Incorporation Letter was approved and the waiver requests denied on grounds that they were not necessary in order to apply the referenced Michigan state laws (on July 18th, 2025). On September 9th, 2025, MIHI submitted a final deadline extension waiver request that requested an extension of the deadline for submission of Michigan's BEAD Final Proposal to September 17th, 2025. This waiver was necessary to allow MIHI to fulfill the requirements of a 7-day public comment period, which took place from September 10th through September 16th, 2025. MIHI had received approval from NITA on September 9th, 2025, at 5:01 PM to post Michigan's draft Final Proposal for public comment.

14.1.3 Waiver Related to Enforceable Commitment Defaults

The Michigan High-Speed Internet Office (MIHI) has submitted a waiver requesting to retain \$23,616,000 in funds, calculated as \$4,500 for each of 5,248 BSLs that are not included in BEAD projects in Michigan solely for the reason that they are part of a Rural Digital Opportunity Fund (RDOF) award held by Mercury Wireless Indiana (Mercury) as a reserve fund available to ensure that these locations will not be left on the wrong side of the digital divide should Mercury default on some or all of these locations during the BEAD program period of performance for infrastructure deployment projects.

Mercury has a history of untimely defaults on RDOF commitments in Michigan that have threatened to leave tens of thousands of Michiganders who live in high-cost areas of the state without an opportunity to become connected. In preparation for Michigan's BEAD State Challenge Process, MIHI had approached all RDOF award winners in Michigan to confirm details of their plans to serve their awarded locations and to ask them to notify MIHI promptly of any planned defaults. Mercury replied that they planned to serve all locations and did not have any plans to default, and Mercury reconfirmed these answers on multiple occasions. Only after Michigan's BEAD State Challenge Process concluded did Mercury notify MIHI that they intended to default on a significant number of RDOF locations, and only after a period of weeks went by and repeated requests were made did Mercury specify which locations would be affected. MIHI deeply appreciates NTIA's willingness to pause approval of Michigan's BEAD State Challenge Process results so that BEAD-eligibility determinations could be updated to reflect Mercury's RDOF defaults.

MIHI has become aware that Mercury is beginning to indicate that defaults in Bridgewater Township in Washtenaw County, as well as Clyde Township, Lee Township, and Valley Township in Allegan County, may soon take place. Given the particular history of Mercury's RDOF defaults in Michigan, MIHI has concern that the full scope of the potential defaults may not yet be known.



MIHI believes that the extraordinary level of uncertainty about whether Mercury will successfully complete its RDOF obligation risk leaving tens of thousands of Michigan homes and businesses without an opportunity to access high-speed internet service, and therefore seeks this waiver to create a reserve fund that will ensure that a BEAD project can be awarded to connect any locations involved in future defaults.



15. Appendix A: Environmental and Historic Preservation (EHP) Documentation (Requirement 14)

15.1 Environmental and Historic Preservation Requirements

The Michigan High-Speed Internet Office (MIHI) will ensure full compliance with all applicable environmental and historic preservation (EHP) requirements by adhering to the requirements of the National Environmental Policy Act (NEPA), Section 106 of the National Historic Preservation Act (NHPA), Section 7 of the Endangered Species Act, and Section 404 of the Clean Water Act, as applicable, and NTIA's programmatic guidance. This compliance is a critical part of the project review process, and all subgrantee projects will undergo a detailed evaluation to ensure minimal environmental and historic impacts.

Environmental documentation: MIHI will work with its BEAD subgrantees to provide the required environmental documentation associated with any grant activities for BEAD projects included in this Final Proposal.

Compliance: MIHI will serve as joint lead agency for the State to ensure compliance with NEPA and the timely completion of environmental review for all BEAD-funded activities subject to NEPA review. MIHI plans to use NTIA NEPA tools including categorical exclusions (CE), the environmental screening and tracking tool (ESAPTT), and available mapping tools. MIHI will also follow NTIA guidance on EHP as such guidance is made available. MIHI reviewed the sufficiency, applicability, and accuracy of the FirstNet Programmatic Environmental Impact Statement (PEIS) for the State. MIHI will confirm the sufficiency of all subgrantee NEPA documentation before the disbursement of funding.

MIHI has evaluated its BEAD applications and assigned its project areas to provisional subgrantees. Provisional subgrantees' proposed projects include actions within NTIA's approved list of categorical exclusions. Upon approval of its Final Proposal and finalization of its subgrant agreements, MIHI will require subgrantees to provide further details that will support MIHI's evaluation, as well as its determination of the level of review required based on NTIA's programmatic and general NEPA guidance.

Description of methodology used to evaluate subgrantee projects and project activities against NTIA's programmatic and NEPA guidance

The NTIA BEAD Restructuring Policy notice outlines that the Eligible Entities and their NEPA Specialists must utilize the ESAPTT tool that is found within the NTIA Grants Portal. MIHI and its NEPA consultants will perform NEPA screening through this tool which then allows NTIA to quickly review and approve NEPA decisions. MIHI will comply with applicable EHP requirements to evaluate subgrantee projects and project activities against NTIA's programmatic and NEPA guidance through a multi-phased process.

Initial Phase: NTIA established MIHI as the joint lead agency for Michigan alongside NTIA to meet NEPA obligations and to minimize potential NEPA delays in the State while implementing the BEAD program in an environmentally sensitive manner.

MIHI has advised applicants to review [NTIA's Permitting and Environmental Information Application Tool](#) and other NTIA NEPA and EHP Guidance to understand environmental, historic preservation, and permitting requirements and then to consider NTIA best practices for mitigation in engineering and route designs if they are awarded.



MIHI has followed NTIA's step-by-step guidance to evaluate the sufficiency of the analysis in the FirstNet Regional PEIS as it applies to anticipated implementation activities in Michigan. Based on its evaluation, MIHI has found that the NEPA analysis contained in the FirstNet Regional PEIS is sufficient, when accompanied by the MIHI PEIS Review Memorandum documenting updates to affected areas.

Project Application Phase: During the project application review, MIHI reviewed each applicant's project narrative, geographic information, and logical network design which included all Broadband Serviceable Locations (BSL) to be served, all proposed broadband infrastructure routes to be constructed, and project area boundary hexbins encompassing all infrastructure routes and BSLs.

After Final Proposal: MIHI will work with provisional subgrantees to help them prepare for NEPA, Endangered Species Act (ESA), Clean Water Act (CWA) and NHPA Section 106.

After subgrants are awarded, MIHI plans to work with subgrantees to conduct an initial NHPA Section 106 review of project areas to flag any potential impact on sensitive historical and cultural structures and artifacts that would need further analysis and subgrantee actions.

If there are waters of the United States (WOTUS) or wetlands in the project area, MIHI plans to assist the subgrantees in the determination of if a CWA Section 404 permit is needed. The objective is to determine if any discharge of dredged or fill material will adversely affect our nation's waters.

MIHI plans to help the subgrantee determine if there are any endangered species (plants or animals) within the project area, and determine what steps are necessary in order to be in compliance with the ESA. Based on its project screening using FirstNet's implementing procedures, MIHI will determine whether specific projects may qualify for a categorical exclusion (CE) or warrant additional evaluation due to extraordinary circumstances.

MIHI will document final project environmental review using the NTIA ESAPTT.

After submission of its Final Proposal, MIHI will screen projects for compliance with NEPA and certify the sufficiency of documentation using the ESAPTT tool.

MIHI will communicate the draft NEPA Decision Memo to NTIA for approval.

Ongoing subgrantee monitoring: As part of its ongoing subgrantee monitoring, MIHI will:

- Ensure that project implementation (site preparation, demolition, construction, ground disturbance, fixed installation, or any other field-based project implementation activities) does not begin prior to the completion of NEPA documentation and approvals per Special Award Conditions.
- Provide training and monitor subgrantees so they understand and comply with EHP requirements, including but not limited to NEPA.

15.2 Joint Lead Agency Responsibility Summary

As the primary administering agency for the BEAD program in Michigan, MIHI serves as joint lead agency alongside NTIA to meet NEPA obligations and to minimize potential NEPA delays in the State while



implementing the BEAD program in an environmentally sensitive manner.³ MIHI conducts these activities in accordance with 42 U.S.C. 4336a(a)(1)(B) and carries out the duties described in 42 U.S.C. 4336a(a)(2).

In its role as joint lead agency, MIHI complies with EHP requirements including but not limited to the National Environmental Policy Act of 1969 (42 U.S.C. 4321, *et seq.*), Section 106 of the National Historic Preservation Act of 1966 (16 U.S.C. 470 *et seq.*) (NHPA), Section 7 of the Endangered Species Act (16 U.S.C. 1521, *et seq.*), Section 404 of the Clean Water Act (33 U.S.C. 1251, *et seq.*), and all other applicable federal, State, and local environmental laws and regulations.⁴

As joint lead agency, MIHI has been given the following responsibilities by NTIA:

- Administer the BEAD program in accordance with 42 U.S.C. 4336a(a)(1)(B) and carry out the duties described in 42 U.S.C. 4336a(a)(2)
- Complete an evaluation of the sufficiency, applicability, and accuracy of the analysis in the relevant First Responder Network Authority (FirstNet) Regional Programmatic Environmental Impact Statement (PEIS) chapter as it applies to anticipated implementation activities for Michigan
- Include in all awards to subgrantees conditions stating that:
 - The subgrantee will not commence construction and funds will not be disbursed until any necessary environmental review is complete and NTIA has approved any necessary decision document, except for the limited permissible activities identified in the BEAD NOFO (see “Permissible Pre-implementation ” below).
 - The subgrantee must timely prepare any required NEPA documents and obtain any required permits, and must adhere to any applicable statutory deadlines as described in 42 U.S.C. 4336a(g).
 - The subgrantee must provide a milestone schedule identifying specific deadlines and describing how the subgrantee proposes to meet these timing requirements including, as required, the completion of consultations, the completion of NEPA and Section 106 reviews, and the submission of Environmental Assessments (EA) or Environmental Impact Statements (EIS).
- For grant-funded activities conducted by subgrantees, certify the sufficiency of subgrantee NEPA documentation by supervising subgrantees’ preparation of draft documents,

³ General Terms and Conditions for the NTIA Broadband Equity, Access, and Deployment Program (BEAD) Program Funds, pg. 7: https://broadbandusa.ntia.doc.gov/sites/default/files/2024-05/BEAD_IPFR_GTC_04_2024.pdf.

⁴ Per NTIA NEPA for the BEAD Program presentation delivered at the SBLN Virtual Monthly Meeting: Permitting Update on June 25, 2024, these include: Resource Conservation and Recovery Act, Superfund Authorization and Recovery Act, Archaeological and Historic Preservation Act, American Indian Religious Freedom Act, Floodplains and Wetlands laws and requirements, Safe Drinking Water Act, Coastal Zone Management, Clean Water Act, Clean Air Act, State and Local land use requirements, Climate Resiliency, Endangered Species Act, Migratory Bird Treaty Act, Bald and Golden Eagle Protection Act, Executive Orders on Environmental Justice, Toxic Substances Control Act, Comprehensive Environmental Response, Compensation, and Liability Act, Farmland Protection Policy Act, and Native American Graves Protection and Repatriation Act.



independently reviewing those drafts, and verifying that draft documents meet the requirements of NEPA prior to transmittal to NTIA. This includes conditioning the subgrant agreement to prohibit project implementation (site preparation, demolition, construction, ground disturbance, fixed installation, or any other project implementation activities) from beginning prior to completion of NEPA review.

- For grant-funded activities carried out by MIHI, complete all analyses required to prepare all NEPA documentation, draft all NEPA documents, and ensure that such documents meet the requirements of NEPA prior to transmittal to NTIA.
- Submit NEPA documentation—including any supporting environmental documentation required or requested by NTIA—to NTIA for review and approval.

15.3 Description of FirstNet Regional PEIS Evaluation

The State has followed NTIA's step-by-step guidance⁵ to complete an evaluation of the sufficiency, applicability, and accuracy of the analysis in the FirstNet Regional PEIS chapter, issued in 2017, as it applies to anticipated BEAD implementation activities for Michigan (Chapter 8).⁶

MIHI anticipates that BEAD deployment-related project activities in Michigan are covered by the actions described in Chapter 8. All project scopes will be reviewed to evaluate whether activities specific to the project are covered by the FirstNet Regional PEIS. If the FirstNet Regional PEIS does not sufficiently cover the proposed project, additional analysis will be conducted to determine whether supplemental environmental assessment is required to address any identified gaps or deficiencies. Although final project details are not yet known, the following activities described in the FirstNet PEIS Volume 6 - Chapter 8 may be implemented in Michigan:

- Wired Projects
 - Use of Existing Conduit – New Buried Fiber Optic Plant – Disturbance associated with the installation of fiber optic cable through existing hand-holes, pulling vaults, junction boxes, huts, and points of presence (POP) structures.
 - Use of Existing Buried or Aerial Fiber Optic Plant or Existing Submarine Cable –
 - Lighting up of dark fiber.
 - New Build – Buried Fiber Optic Plant – Trenching, plowing (including vibratory plowing), or directional boring and the construction of POPs, huts, or other associated facilities or hand-holes to access fiber.
 - New Build – Aerial Fiber Optic Plant – Installation of new utility poles, and replacement/upgrading of existing poles and structures.
 - New Build – Submarine Fiber Optic Plant – Installation of fiber optic plants in limited

⁵ [NEPA for BEAD: Evaluating FirstNet PEIS Statement Sections for States/Territories | BroadbandUSA](#)

⁶ FirstNet PEIS for Michigan: [https://archive.firstnet.gov/2014-2018/sites/default/files/central-region/FINAL_Ch%208%20Michigan_Central%20FPEIS%20\(June%202017\).pdf](https://archive.firstnet.gov/2014-2018/sites/default/files/central-region/FINAL_Ch%208%20Michigan_Central%20FPEIS%20(June%202017).pdf)



nearshore and inland bodies of water.

- Collocation on Existing Aerial Fiber Optic Plant – Similar to new build activities, collocation on existing aerial fiber optic plant could include installation of new or replacement towers requiring ground disturbance.
- Installation of Optical Transmission or Centralized Transmission Equipment – Including associated new utility poles, hand holes, pulling vault, junction box, hut, and POP structure installation, would require ground disturbance.
- Wireless Projects
 - New Wireless Communication Towers – Installation of new wireless towers and associated structures, such as generators, equipment sheds, fencing, security and aviation lighting, electrical feeds, and concrete foundations and pads, or access roads.
 - Collocation on Existing Wireless Towers, Structure, or Building – Mounting or installing equipment (such as antennas or microwave dishes) on an existing tower, which may include adding additional power units, structural hardening, and physical security measures.
 - Deployable Technologies - Implementation of deployable technologies such as Cell on Wheels (COWs), Cell on Light Trucks (COLTs), and System on Wheels (SOWs) are comprised of cellular base stations, sometimes with expandable antenna masts, and generators that may require connection to utility power cables.
- Satellites and Other Technologies
 - Satellite-Enabled Devices and Equipment – Including permeant equipment on existing structures.
 - Deployment of Satellites⁷

15.4 PEIS Review

MIHI reviewed the 2017 PEIS Chapter 8 – Michigan document to identify areas that may need revisions or updates to implement the BEAD Program in Michigan, and which applicants/subgrantees would need to address in their NEPA documents. Specifically, MIHI reviewed:

- Regulatory Changes
- Affected Environment Changes and Data Gaps

After publication of the PEIS, the Michigan Department of Environmental Quality (DEQ) was replaced by the Michigan Department of Environment, Great Lakes, and Energy (EGLE). The DEQ was referred to several times in the PEIS. While the name of the entity has changed, this in and of itself does not

⁷ Final Programmatic Environmental Impact Statement for the Central United States, Chapter 8, [https://archive.firstnet.gov/2014-2018/sites/default/files/central-region/FINAL_Ch%208%20Michigan_Central%20FPEIS%20\(June%202017\).pdf](https://archive.firstnet.gov/2014-2018/sites/default/files/central-region/FINAL_Ch%208%20Michigan_Central%20FPEIS%20(June%202017).pdf)



necessitate a need to change and update the PEIS. All future documents should refer to EGLE instead of DEQ.

The analysis conducted in the PEIS (See [Appendix B](#)) was comprehensive, however many regulatory updates have occurred since the PEIS was written. As a result, applicants will need to ensure that their analyses reference current regulations and requirements. For most resources, there was a reissuance of existing regulations with no substantive changes. Those resources require minimal updates. Some resources, like Environmental Justice and Climate Change, were removed from NEPA review through Executive Orders issued in 2025.

This PEIS review was completed with existing regulations as of May 23, 2025. There is potential for additional regulation changes with the federal government administration change. If additional regulation changes occur, this PEIS review and subsequent NEPA documents may need to be updated.

The Affected Environment discussions are sufficient for most resources, but some, like Environmental Justice and Climate Change, have been deleted entirely in the NTIA's NEPA Guidance issued in April 2025. Changes that have occurred to regulations and/or affected environmental data would necessitate an update of the environmental consequences discussion.

The following actions should be implemented by the applicant/subgrantee:

- Update analysis where material regulatory changes have occurred.
- Update analysis for the Affected Environment where new data has become available or regulatory changes alter the analysis.
- Update Environmental Consequences determination if there have been material regulatory changes or affected environment is updated with new data.

15.5 NTIA Categorical Exclusion Screening Description

MIHI will conduct a NEPA review to assess the environmental impacts of potential projects, categorized by the significance of the impact. It is the subgrantees' role to prepare the NEPA document, including coordination with regulatory agencies, and detail best management practices they intend to use to mitigate any possible adverse environmental effects, and submit it to MIHI. Upon thorough review and satisfaction, MIHI and its NEPA consultant will submit the NEPA document to NTIA via the ESAPTT portal. The screening process will rely on the framework provided by NTIA in April of 2024 titled *Guidance on the NTIA National Environmental Policy Act Compliance*.

Categorical Exclusion (CE) – Category of actions that the agency has determined do not individually or cumulatively have a significant effect on the environment. An analysis of the environmental considerations of the proposed actions, including screening for Extraordinary Circumstances (EC), must be completed to determine whether a CE can apply. Once subgrant agreements are finalized, MIHI will conduct a preliminary CE review and screening of EC and certify that if there is no finding of EC for the project, then a CE is provisionally approved, pending NTIA's review and approval. This screening process will rely on NEPA guidance provided by NTIA, particularly [Appendix B](#), which outlines activities that typically qualify for CE.



- MIHI will conduct a preliminary screening to determine whether any ECs⁸ apply to the project. MIHI will review the project scope and details, including project size, location, construction methods, and proximity to sensitive environmental or historical areas.
- MIHI will cross-reference each project with the list of CEs provided in Appendix B of NTIA's NEPA guidance. Projects that involve activities with minimal or no environmental impact, such as minor upgrades, maintenance, or non-intrusive installations, are more likely to qualify for a CE.
- MIHI will review for the presence of ECs using Appendix C of the NTIA NEPA Guidance Document. If no ECs are present, MIHI will apply a provisional CE⁹ to the project, subject to NTIA's review and approval.
- If ECs are present, MIHI, using information prepared by the subgrantee, will conduct and document the appropriate environmental analysis to determine if the action warrants a CE or if the preparation of an EA or EIS is required.
 - A CE may still apply if MIHI finds that there are circumstances that lessen the impacts of other sufficient conditions to avoid significant effects.
 - If a CE does not apply, the subgrantee prepares an EA or EIS.

Environmental Assessment (EA) – An EA will be prepared by the subgrantee, supervised by MIHI, when the significance of the project's environmental impact is not clearly established. The NTIA Tiered EA template is completed by reviewing and incorporating the relevant PEIS analyses into the template, as well as other site-specific analyses and consultations. If the analysis determines a project to have no significant impacts on the quality of the environment, NTIA will issue a Finding of No Significant Impact (FONSI). An EIS is required if the analysis determines that an action may have a significant environmental impact.

Environmental Impact Statement (EIS) – An EIS will be prepared by the subgrantee, supervised by MIHI, when the action will likely have a significant effect on the environment. This is the most comprehensive form of NEPA analysis. The NTIA Tiered EIS is completed by reviewing and incorporating the relevant PEIS analyses into the template, as well as other site-specific analyses and consultations. A Draft EIS (DEIS) is first developed and presented for public comment. Upon review of public comments, the Final EIS is prepared, and NTIA issues a Record of Decision (ROD), which codifies the final decision made, whether to approve the project or not, and the basis for

⁸ For a list of events that may rise to extraordinary circumstances, see Guidance on NTIA National Environmental Policy Act Compliance, pp. C1-2: https://broadbandusa.ntia.gov/sites/default/files/2024-08/NTIA_NEPA_Categorical_Exclusion_Extraordinary_Circumstances_NTIA-BLM_Permitting_Summit_Slides.pdf

⁹ For a list of NTIA categorical exclusions (CE), CEs adopted from FirstNet, and Department of Commerce CEs, see pp. 11-14: https://broadbandusa.ntia.doc.gov/sites/default/files/2024-08/NTIA_NEPA_Categorical_Exclusion_Extraordinary_Circumstances_NTIA-BLM_Permitting_Summit_Slides.pdf



that decision.

MIHI will identify, confirm, and categorize projects likely qualifying for NTIA categorical exclusions¹⁰ and those requiring further environmental review.

15.6 Specific Award Conditions (SAC) Description

To certify the sufficiency of all subgrantee NEPA documentation, MIHI has published a subgrant agreement which includes the following required conditions in all awards:

1. The subgrantee will not commence implementation, and funds will not be disbursed, until any necessary environmental review is complete, and NTIA has approved any necessary decision document, except for the limited permissible activities listed in the following section. This review includes:
 - a. The completion of any review required under the National Environmental Policy Act of 1969 (42 U.S.C. 4321, et seq.) (NEPA), and issuance by NTIA and MIHI, as required, of a Categorical Exclusion (CE) determination, Record of Environmental Consideration (REC), Finding of No Significant Impact (FONSI), or Record of Decision (ROD) (“decision documents”) that meets the requirements of NEPA;
 - b. The completion of reviews required under Section 106 of the National Historic Preservation Act of 1966 (54 U.S.C. 300101, et seq.) (NHPA), including any consultations required by federal law, to include consultations with the State Historic Preservation Office (SHPO), and federally recognized Native American tribes;
 - c. The completion of consultations with the U.S. Fish and Wildlife Service (USFWS) or the National Marine Fisheries Service (NMFS), as applicable, under Section 7 of the Endangered Species Act (16 U.S.C. 1531, et seq.), and/or consultations with the U.S. Army Corps of Engineers (USACE) under Section 404 of the Clean Water Act (33 U.S.C. 1251, et seq.), as applicable; and
 - d. Demonstration of compliance with all other applicable federal, state, and local environmental laws and regulations.
2. The subgrantee must timely prepare any required NEPA documents, obtain any required permits and must adhere to any applicable statutory deadlines as described in 42 U.S.C. 4336a(g).
3. The subgrantee must provide a milestone schedule identifying specific deadlines and describing how the subgrantee proposes to meet these timing requirements including, as required, the completion of consultations, the completion of NEPA and Section 106 reviews, and the submission of Environmental Assessments or Environmental Impact Statements.
4. The subgrantee must immediately inform MIHI if, during construction, it inadvertently encounters

¹⁰ See Appendix B, NTIA NEPA Guidance: https://broadbandusa.ntia.gov/sites/default/files/2025-06/NTIA_NEPA_Procedures_June_2025.pdf



culturally and historically sensitive sites or artifacts such as burial sites and stop all project construction until the subgrantee and MIHI can determine potential impacts and mitigations.

5. Additional Special Awards Conditions may be added if EA's or EIS's are determined to be required, and specific mitigation activities are deemed to be required.

15.7 Permissible Pre-implementation Activities

Aligned with the BEAD NOFO¹¹ and NTIA guidance, MIHI will allow the following limited permissible pre-implementation activities under NEPA to proceed using award funds prior to the completion of the EHP review process, noting that subgrantees that undertake unauthorized project activities in contravention of these activities proceed at their own risk and may face de-obligation of funding:

- Pre-construction planning, including collecting information necessary to complete environmental reviews.
- Applications for environmental permits
- Studies, including, but not limited to:
 - Environmental Assessments
 - Wetland delineations
 - Biological assessments
 - Archaeological surveys
 - Other environmental reviews and analyses
- Administrative and pre-award application activities
- Activities supporting consultations required under the NHPA, the Endangered Species Act, and the Clean Water Act
- Limited, preliminary procurement, including the purchase or lease of equipment, or entering binding contracts to do so; the purchase of applicable or conditional insurance; and/or funds used to secure land or building leases (including right-of-way easements)

15.8 Other Relevant Information

Archaeological Resources: MIHI's Subgrant Agreement also provides for the protection of archaeological resources. Burial sites, human remains, and funerary objects are subject to the requirements of all applicable Federal, Tribal, state, and local laws and protocols, such as the Native American Graves Protection and Repatriation Act (NAGPRA), in addition to Section 106 of the NHPA. Subgrantees must notify MIHI of inadvertent discoveries and potential impacts to these resources and identify and follow all applicable laws or protocols. Subgrantees should have an archaeologist who meets the Secretary of the

¹¹ BEAD NOFO, Section IV.B.7.a.ii, p. 39



Interior's Professional Qualification Standards monitor ground disturbance for grant funded activities proposed in the vicinity of National Register eligible archaeological sites and suspected or known burials.

The Subgrant Agreement also requires that if any potential archeological resources or buried human remains are discovered during construction, the subgrantee must immediately stop working in that area, secure that area, and keep information about the discovery confidential, except to notify MIHI, NTIA and the interested SHPO, THPO, and potentially affected Tribes. Such construction activities may then only continue with the written approval of MIHI and NTIA.



16. Appendix B: Environmental and Historic Preservation (EHP) Documentation (Requirement 14) Regional Programmatic Environmental Impact Statement (PEIS) Review

Infrastructure

Regulatory Changes	Table 8.1.1-1 Cited regulations need to be checked for updates since publishing. Section 8.1.1.5 Multiple changes to the Michigan Public Safety Communications System (MPSCS) system have been made.
Affected Environment Changes	All sections with numeric or otherwise cited data sources (Michigan Department of Transportation (MDOT), US Census, Federal Communication Commission (FCC), etc.).
Need to Reevaluate/Update and Steps to Update	All sections with numeric or otherwise cited data sources (MDOT, US Census, FCC, etc.). Access updated/relevant data for all cited resources.

Soils

Regulatory Changes	Definitions regarding Soil Erosion and Sedimentation Control (SESC) are locally based but will need to be checked.
Affected Environment Changes	All sections with numeric or otherwise cited data sources (Natural Resources Conservation Service (NCRS), etc.).
Need to Reevaluate/Update	Different professionals sometimes include anthropogenic factors for soil development. Update referenced maps/definitions/cited information if needed.

Geology

Affected Environment Changes	All sections with numeric or otherwise cited data sources (Energy Information Agency (EIA), US Geological Survey (USGS), etc.).
Environmental Consequences Gaps	No significance rank assigned to seismic hazards within the state.



Need to Reevaluate/Update and Steps to Update	Regulations need to be checked for changes. Check projects against updated Building Codes.
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Water Resources

Regulatory Changes	Surface water and wastewater regulations (National Pollutant Discharge Elimination System (NPDES) need to be reviewed to make sure that they have not changed). Review Appendix C- Environmental Laws and Regulations contains federal laws relevant to protecting water quality and use of water resources. This would need to be checked for updates. Table 8.1.4-1 contains Relevant Michigan Water Laws and Regulations. The source updates for the table need to be updated.
Affected Environment Changes	Update Figure 8.1.4-2 303d waters and the 303d list (impaired streams). There is variation between states in how frequently they assess water quality and impairments. The Clean Michigan Initiative seems to have changed over time and was reintroduced in 2024. Without additional research, it's not clear what these changes are or whether this initiative still exists. Source link broken (MDEQ 2015). Updated information regarding Total Maximum Daily Load (TMDLs): Statewide mercury and Polychlorinated Biphenyls (PCB) TMDLs are now in effect. There are at least ten additional TMDLs since 2015. The number of major disaster declarations may need to be updated. The number of communities that participate in the National Pollutant Discharge Elimination System (NFIP) Community Rating System (CRS) (24) may need to be updated. As of 2021, there were 23 communities.
Environmental Consequences Gaps	This section states that activities that use low impact development techniques for stormwater would have minor changes to drainage patterns, but low impact development is not defined.
Need to Reevaluate/Update	Update and re-evaluate tables, regulations, source information, and other data as described above.

Wetlands

Environmental Consequences Gaps	"However, direct impacts would not result in a loss of total wetland acreage." This paragraph goes on to describe wetland conversion,
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	from one type to another, which is possible. It is still possible that the filling of a wetland would be necessary for construction. The quoted statement is still true, as regulations require wetland mitigation at a ratio that allows for no wetland loss, however that statement should be added to this paragraph. This section also states that “In areas of the state with high quality wetlands” while in previous discussions the document states “there are no regulated high-quality wetlands”. The first quoted statement should be clarified to state unregulated high-quality wetlands. New towers or construction access roads could be installed in wetlands therefore causing direct impacts. This needs to be considered for each individual project.
Need to Reevaluate/Update and Steps to Update	As described above.

Biological Resources

Regulatory Changes	EGLE rules and regulations should be reviewed for any changes.
Affected Environment Changes	Communities of Concern – Michigan Natural Features Inventory (MNFI) may need to be updated. Update Communities of concern on p. 89. There is a 2023 Michigan State Listing report update. Need to check to see if there is any update to the 2005 Wildlife Action Plan (WAP). Need to update the number of federally recognized noxious weed species. Table 8.1.6-3 Regulated Invasive Plant Species in Michigan would need to be checked to be updated. Species of Greatest Conservation Need (SGCN) would need to be checked. Need to check Important Bird Areas (IBAs) (e.g. same number, area). Check revision of Wildlife Action Plan on p. 90. Update Nuisance and Invasive Plants on p. 90. Update Invasive Wildlife species on p. 101 Michigan Natural Resources and Environmental Protection Act (NREPA). Update Table 8.1.6-4 Federally Listed Mammal Species of Michigan.



	Terrestrial mammals: Tricolored bat was added as “proposed endangered” and hibernation period begins in October instead of November; Herps: Eastern Massasauga Rattlesnake is no longer “proposed threatened: it is “threatened”; Invertebrates: There are 6 freshwater mussels (1 is “proposed endangered”); Plants: 7 federally listed instead of 8; Critical Habitat: Critical habitat for Piping Plover exists along some stretches of coast off Lakes Michigan and Superior, as well as on some islands in Lake Michigan (South Fox Island, High Island, Beaver Island, and North Manitou Island). There is proposed critical habitat for the Salamander Mussel and Monarch Butterfly that has not yet been identified. The statement that there are no federally listed fish in Michigan needs to be checked. This section lists specific federally listed species. Would need to check if they have been removed or if any have been added. A Verify regulated invasive aquatic species – 13 prohibited plants, 3 crustaceans, 8 mollusks, 16 crustaceans (sic). Five restricted plants, 1 restricted crustacean, 2 restricted mollusks. Table 8.1.6-5. Federally listed Bird Species need to be verified. Reptiles in Table 8.1.6-6. Federally Listed Reptile Species need to be verified. Invertebrates in Table 8.1.6-7 Federally Listed Invertebrate Species need to be verified. Plants in Table 8.1.6-8. Federally Listed Plant Species need to be verified. Update Table 8.1.6-8 Federally Listed Plant Species of Michigan. Land use percentages might have changed to p. 120.
Environmental Consequences Changes	Critical Habitat: Birds: Update “no effect” on critical habitat for birds to include Piping Plover. Invertebrates: Potentially update based on “proposed critical habitat” of Salamander Mussel and Monarch Butterfly Concern about radio frequency (RF) emissions mentioned in this section. Concluded with additional targeted research is necessary. Would need to investigate whether there has been additional research. This section mentions the Catskills, Adirondacks, and Long Island. While there is an area in Michigan called Long Island, this is just an error and should be removed.



	Add common name, Indiana bat, prior to scientific name, <i>Myotis sodalis</i> .
Need to Reevaluate/Update and Steps to Update	Update sections in 8.1.6.6 and 8.2.6.6 based on changes to federally listed species list and critical habitats. Check and update other areas as described above.

Land Use, Recreation, and Airspace

Regulatory Changes	Chapter 259 was updated in 2016 for drone laws.
Affected Environment Changes	All sections with numeric or otherwise cited data sources (USGS, US Census, etc.). Figures included. Michigan's national/state forests have been altered significantly.
Environmental Consequences Changes	This section mentions short term and long-term impacts but does not define them or provide examples in the text.
Environmental Consequences Gaps	Deployed technologies of a permanent or semi-permanent nature may have a land use impact – currently it says no impact.
Need to Reevaluate/Update and Steps to Update	All sections with numeric or otherwise cited data sources (USGS, US Census, etc.). Figures included.

Visual Resources

Regulatory Changes	Check for: • Local zoning law changes • Changes in local approval process • New historic districts • New “Pure Michigan Trails” • Newly dedicated wilderness areas or natural areas (unlikely) • Dark Sky regulations Coordinate this section with the Cultural Resources section.
Affected Environment Changes	Update figures and tables describing national and state historic resources, parks, wilderness areas, etc. with any newly designated resources since 2017.



Environmental Consequences Changes	May change depending on changes to affected environment or regulations.
Environmental Consequences Gaps	Regarding nighttime lighting, page 8-351 says “Best Management Practices (BMPs) and mitigation measures, as defined through consultation with the appropriate resource agency, would be implemented.” Need to determine which agency to coordinate with - it could be different depending on area.
Need to Reevaluate/Update and Steps to Update	Update figures and tables describing national and state historic resources, parks, wilderness areas, etc. with any newly designated resources since 2017.

Socioeconomics

Affected Environment Changes	All tables, figures, and associated descriptions need to be updated using 2020 US Census Data and 2019-2023 American Community Survey (ACS) data. Footnotes with instructions on how to access data need to be checked. <u>Section 8.1.9.1:</u> Verify definition of socioeconomics based on Bureau of Land Management (BLM) source, was 2005. Explanation of use of US Census and ACS data.
Environmental Consequences Changes	<u>For Section 8.2.9.3:</u> Update property value data under “Impacts to Real Estate” subsection. Assess whether studies referenced have been updated and/or if different/more recent studies should be cited. Public utility tax revenue citation needs updated, tax-revenue-classification-manual.pdf was updated 2023. Update unemployment rate under “Impacts to Employment” subsection.
Environmental Consequences Gaps	No change.
Need to Reevaluate/Update and Steps to Update	All tables and figures made with US Census or ACS data, literature review in section 8.2.9.3

**Environmental Justice**

Regulatory Changes	Since publication of the PEIS, several federal Executive Orders (EO) were issued, modified or rescinded regarding Environmental Justice (EJ) and Equity, including: • EO 13990, Protecting Public Health and the Environment and Restoring Science to Tackle the Climate Crisis (Jan. 20, 2021). This EO was rescinded by President Trump on January 20, 2025. • EO 14096 <i>Revitalizing Our Nation's Commitment to Environmental Justice for All</i>. This 2023 EO focused on incorporating EJ into the missions of all executive branch agencies. It also created the White House Environmental Justice Office. This EO was revoked by EO 14148, <i>Initial Rescissions of Harmful Executive Orders and Actions</i> on January 28, 2025. • EO 14173, Ending Illegal Discrimination and Restoring Merit-Based Opportunity revoked EO 12898, Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations on January 31, 2025. State of Michigan Executive Directive 2019-06 established the Office of the Environmental Justice Public Advocate under Michigan EGLE. However, no additional regulations or reviews are imposed.
Affected Environment Changes	Environmental Justice is no longer required to be evaluated under NEPA, according to the rescission of the Executive Orders mentioned above.
Affected Environment Gaps	Not Applicable (N/A)
Environmental Consequences Changes	N/A.
Environmental Consequences Gaps	N/A
Need to Reevaluate/Update	N/A
Steps to Update Analysis	N/A

Cultural Resources



Regulatory Changes	Update of National Register Bulletin 38: Guidelines for Evaluating and Documenting Traditional Cultural Places.
Affected Environment Changes	Update based on the number of archaeological and above-ground historical sites that have reached the required age.
Environmental Consequences Changes	Review and update based on findings in Affected Environment.
Need to Reevaluate/Update	Update Table 8.1.11-2: Update Keweenaw Bay Indian Community to full name – Keweenaw Bay Indian Community of the Lake Superior Band of Chippewa Indians. Update Table 8.1.11-2: Update Huron Potawatomi to Nottawaseppi Huron Band of the Potawatomi. Update number of National Register of Historic Places (NRHP) listed archaeological sites (8.1.11.5) and above-ground historical sites (8.1.11.6). Include Traditional Cultural Places (TCPs) in 8.1.11.1.
Steps to Update Analysis	Access current statistics/lists of NRHP listed sites in Michigan. Add National Register Bulletin 38: Guidelines for Evaluating and Documenting Traditional Cultural Places (TCPs) to 8.1.11.1 as resource for defining “cultural resources.” Include TCPs in 8.1.11.1.

Air Quality

Regulatory Changes	“Rules 201/210/211/213/285/290” should be “Rule 336” as the rules have been consolidated.
Affected Environment Changes	Table 8.1.12-1 would need to be revised as rule citations have changed. Need to update references to Title V State regulations. Need to update references and confirm exempt activities listed are still accurate PERMIT TO INSTALL EXEMPTION Need to update Nonattainment and Maintenance Areas table (Table 8.1.12-4) Criteria Pollutant Nonattainment Summary Report Green Book US EPA Need to update Ozone Monitoring Exceedances table (Table 8.1.12-5) West Michigan 2015 Ozone Nonattainment Area Wildfire Exceptional Event Demonstration June 2020



Affected Environment Gaps	Does not mention any Environmental Justice considerations, if applicable at the STATE level.
Need to Reevaluate/Update	Table 8.1.12-1 needs to be revised. Table 8.1.12-4 needs to be revised. Table 8.1.12-5 needs to be revised. Update EGLE citations. Update State Air Quality Regulations Citations. Update Exempt Activities list.
Steps to Update Analysis	Review State regulations and the EPA green book on attainment status for each county in Michigan.

Noise and Vibration

Regulatory Changes	No changes to the regulation text; however, effective dates of Michigan noise laws have changed.
Affected Environment Changes	Reference for Table 8.1.13-1 has new edition in 2018; however, numerical values are the same.
Environmental Consequences Gaps	Significance Rating Criteria table (Table 8.2.13-1) should show exceedance of county or local noise limits as a significant impact, in addition to state limits.
Need to Reevaluate/Update	While short-term, grading and directional bore can be very loud, and would have the potential to exceed state/county/local or 55 dBA depending on the location of nearby receptors, this is less than significant <u>with mitigation measures incorporated</u> .
Steps to Update Analysis	Update date references. Consider impact level for major construction activities (earthwork, bores). Reference county/local ordinances in impact determination.

Climate Change

Regulatory Changes	Since publication of the PEIS, federal Executive Orders (EO) and interim guidance were issued, modified or rescinded regarding Climate Change,
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	including EO 13990, <i>Protecting Public Health and the Environment and Restoring Science to Tackle the Climate Crisis</i> (Jan. 20, 2021); This EO was rescinded by President Trump on January 20, 2025 through EO 14154, <i>Unleashing American Energy</i> .
Affected Environment Changes	Climate Change is no longer required to be evaluated under NEPA, according to the rescission of the Executive Orders mentioned above.
Affected Environment Gaps	N/A
Environmental Consequences Changes	N/A
Environmental Consequences Gaps	N/A
Need to Reevaluate/Update	N/A
Steps to Update Analysis	N/A

Human Health and Safety

Regulatory Changes	Michigan EGLE's Michigan Geologic Resources Management Division (GRMD) now regulates the locating of underground storage and waste disposal. It also regulates mines for metallic minerals and industrial sand. Additionally, the division maintains a variety of maps and data on Michigan geology, fossil fuels, and minerals for industry and public use. The Materials Management Division (MMD) oversees the solid and hazardous waste programs, radioactive materials activities, radon awareness program, and energy program. The division oversees waste disposal, transportation, and storage as well as implementing strategies to support pollution prevention and beneficial uses of waste materials.
Affected Environment Changes	Page 8-224 references National Response Center (NRC)-reported disasters in ILLINOIS in 2015. This should be for Michigan. Page 8-419 references New York Department of Environmental Protection (NYSDEP) and it should be Michigan.



Need to Reevaluate/Update and Steps to Update	Review State of Michigan responsibilities for regulating and protecting human health and environment (Section 8.1.15.2). Review any updates to Michigan’s OSHA-approved State Plan. Update # of telecommunication workers in Michigan and Figure 8.1.15-1, and occupational injury information. Check for any recorded incidents of injuries from the public to telecommunication sites at the Michigan Department of Health and Human Services (MDHHS). Update info on contaminated and brownfield sites. Update info on Toxics Release Inventor (TRI) database, NPDES. Update Figure 8.1.15-2. Update number of US EPA-regulated telecom sites in Michigan and occupational statistics. Confirm the number of surface and subterranean mines.
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17. Appendix C: Tribal Consent Documentation



April 4, 2025

Min Waban Dan
Administrative Office
523 Ashmun St.
Sault Ste. Marie
Michigan
49783
Phone
906.635.6050
Fax
906.635.4969
Government Services
Membership Services
Economic Development Commission

Eric Frederick, Chief Connectivity Officer
Jessica Randall, Infrastructure and Data Director
Michigan High-Speed Internet Office
100 N Capitol Ave.
Lansing, MI 48913

RE: Letter of Support for Cherry Capital Connection's Michigan BEAD Grant Application

Dear Michigan High-Speed Internet Office (MIHI):

The Sault Ste. Marie Tribe of Chippewa Indians is a vibrant and growing community of over 50,000 members. While our headquarters are located in Sault Ste. Marie, Michigan, our Tribe's economic and cultural impact extends across hundreds of miles. Our landholdings, businesses, housing developments, and service centers are spread throughout Michigan's Upper Peninsula. Our seven-county service area includes the easternmost portion of the Upper Peninsula—stretching roughly from Marquette to Escanaba.

I am writing to express our strong support for Cherry Capital Connection's (CCC) Broadband, Equity, Access, and Deployment (BEAD) grant applications. As Tribal Chairman of the Sault Ste. Marie Tribe of Chippewa Indians, I understand firsthand the critical importance of accessible, reliable, and high-speed broadband service in rural communities like ours. We have approximately 20,000 members living in Northern Michigan, including within the seven-county region of the Eastern Upper Peninsula.

Reliable broadband access is no longer a luxury—it is a necessity. Many rural areas within our service area still lack dependable, high-speed internet, creating a significant barrier to education, small business development, agriculture, telehealth services, tourism, and our efforts to retain young adults in the community. This digital divide places our region at a distinct disadvantage, limiting our ability to sustain and grow both economic opportunity and essential services.

The current internet service available to many of our members is severely inadequate. Internet speeds are often too slow for basic activities such as video conferencing, online education, or telehealth consultations. During peak hours, connections frequently drop entirely, disrupting work-from-home arrangements and making it difficult for children to complete school assignments. If awarded, CCC's BEAD-funded projects would greatly improve our region's connectivity, helping us communicate more effectively with our members, facilitate virtual education, expand access to telehealth, and support local businesses in participating in the modern digital economy.



Cherry Capital Connection has demonstrated its long-standing commitment to expanding broadband access in Northern Michigan. Their proposed “open access” network will empower tribal citizens and non-tribal residents alike to participate more fully in today’s digital society. Their strong operational history, focus on customer care, and dedication to building sustainable infrastructure reflect their capacity to carry out this mission-critical project. As a Michigan-based company, CCC’s commitment to hiring local firms and workers will also provide direct economic benefits to the region.

Due to Cherry Capital Connection’s dedication to delivering open-access networks and their proven track record of successfully completing multiple broadband projects, the Sault Tribe has partnered with Cherry Capital Connection on several initiatives. The first is an operational partnership in which Cherry Capital Connection will manage the Tribe’s USDA-RUS-funded broadband buildout from Sault Ste. Marie to St. Ignace.

Additionally, we are in the process of finalizing an agreement with Merit Network. As part of this initiative, the Tribe will enter into a secondary agreement with Cherry Capital Connection to assist in the statewide deployment of this access. This collaboration will expand access to Merit’s network to a broader range of customers and internet service providers, further strengthening open-access network cooperation across the state

We respectfully encourage the Michigan High-Speed Internet Office to fully support and approve CCC’s BEAD grant applications. This investment will yield lasting, future-proof benefits for our communities across education, healthcare, economic development, and overall quality of life.

Thank you for your consideration.

Sincerely,

A handwritten signature in black ink, reading "Austin Lowes".

Austin Lowes, Chairman
Sault Tribe of Chippewa Indians
alowes@saulttribe.net
906-635-6050



18. Appendix D: Reason Code 3 Examples

Location ID: 1389696417

BSL Address	Location ID v3	Location ID v6	Parcel Number	Note
8800 Morris Rd	1389696417	1389696416	74310034004000	replaced in v6 w/new location_id

Map



Location ID: 1389603635

BSL Address	Location ID v3	Location ID v6	Parcel Number	Note
1537 116Th Ave	1389603635	1315152867	23-026-005-10	replaced in v6 w/new location_id

Map

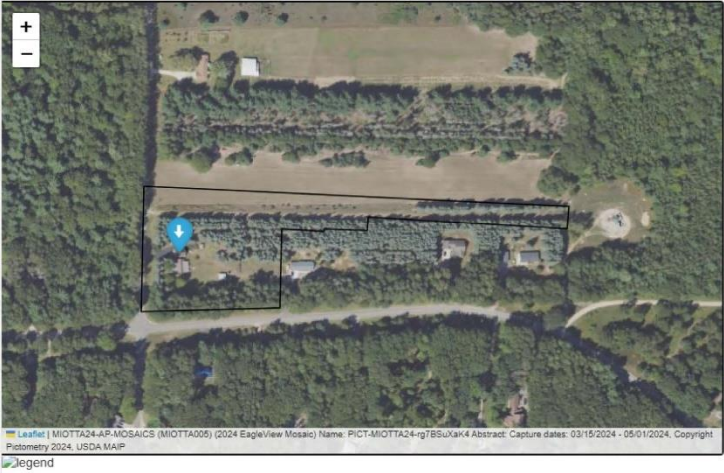




Location ID: 1413743233

BSL Address	Location ID v3	Location ID v6	Parcel Number	Note
7354 Anderson Rd	1413743233	N/A	02-034-350-40	Not replaced in v6

Map



Location ID: 1413744624

BSL Address	Location ID v3	Location ID v6	Parcel Number	Note
800 W Cherry Ln	1413744624	N/A	015-024-007-55	Not replaced in v6

Map

