



Project Management Guidebook
Metropolitan Planning Organization (MPO)
Dedicated Funding Programs

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Committee (TPC) on September 24, 2020**

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KIPDA’s Project Management Guidebook
Metropolitan Planning Organization (MPO) Dedicated Funding Programs

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Introduction

Background

In August 2016, KIPDA's Transportation Policy Committee (TPC) approved a Project Management Process (now titled Project Management Guidebook) for the Surface Transportation Block Grant (STBG-MPO) Program to clarify requirements and procedures and to increase transparency and accountability. It was a new process for planning, programming and prioritizing STBG-MPO funds for which the TPC has sole authority to award.

In February 2020, a Transportation Technical Coordinating Committee (TTCC) working group was formed to examine the PMG rules and procedures in order to identify improvements that would further the original goals while reducing the administrative burden faced by project sponsors. This new Project Management Guidebook (2020) is the product of the TTCC Working Group's efforts and replaces the original Project Management Process (2016). This guidance will be used to develop recommendations to TPC but shall not limit TPC's ability to make decisions in the best interest of the Metropolitan Planning Organization (MPO).

Goals

The goals of the PMG are as follows:

- Support the goals of the [Connecting Kentuckiana 2040](#) Metropolitan Transportation Plan (MTP)
- Support the performance targets as defined by the [KIPDA Performance Management Plan](#)
- Ensure that projects advance in a timely and efficient manner so the community may benefit
- Establish a process that provides clear and understandable rules for project sponsors to follow
- Reduce the administrative burden to ensure it is not an impediment to project delivery

What's changed?

While there are many things that have changed from the original Project Management Process (2016), there are a few prominent changes, outlined here:

- The processes and procedures included in this guidebook apply to all of KIPDA's MPO Dedicated Funding Programs; variations by program are outlined. This includes:
 - Indiana programs: Congestion Mitigation and Air Quality (CMAQ-MPO), Highway Safety Improvement Program (HSIP-MPO), Surface Transportation Block Grant (STBG-MPO) and Transportation Alternatives (TA-MPO)
 - Kentucky programs: Surface Transportation Block Grant (STBG-MPO) and Transportation Alternatives (TA-MPO)
- The administrative burden on project sponsors has been reduced and KIPDA is transitioning to online submittal of forms, applications, etc.

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- Funds available for planning studies were increased from 2% to 5% of the annual KY STBG-MPO program. Cost increases are now only available for projects that have previously been awarded funds through an MPO dedicated funding program.
- The 20% cost increase threshold, requiring sponsors to submit additional paperwork for those cost increase requests, has been eliminated.
- The rules for managing project schedules (i.e. delays and phase shifts) have been restructured to maintain accountability, while acknowledging the external factors for which sponsors have little to no control over.
- The reporting and meeting requirements for Kentucky project sponsors were streamlined.

Overview

Programs

KIPDA manages annual sub-allocations for four federal funding programs in Indiana and two in Kentucky. These are known as the MPO Dedicated Funding Programs. The table below indicates which programs KIPDA receives an annual sub-allocation of funding for.

Program	Indiana	Kentucky
Congestion Mitigation and Air Quality (CMAQ-MPO)	Y	N
Highway Safety Improvement Program (HSIP-MPO)	Y	N
Surface Transportation Block Grant (STBG-MPO)	Y	Y
Transportation Alternatives (TA-MPO)	Y	Y

The purpose of each of these Federal Funding Programs is outlined here:

- Congestion Mitigation and Air Quality (CMAQ-MPO): This is a funding source-focused on reducing vehicle emissions in designated areas of the United States. Federal funding is available to government agencies for projects that will contribute greatly to air quality improvements and decreases in traffic congestion without adding vehicle capacity on roadways. Federal CMAQ funds must be spent in non-attainment or maintenance areas as determined by the Environmental Protection Agency (EPA).
- Highway Safety Improvement Program (HSIP-MPO): This is a Federal-aid program with the purpose to achieve a significant reduction in traffic fatalities and serious injuries on all public roads, including non-State-owned roads and roads on tribal land. The HSIP requires a data-driven, strategic approach to improving highway safety on all public roads with a focus on performance.

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- Surface Transportation Block Grant (STBG-MPO): This is a Federal-aid program that provides flexible funding that may be used by States and localities for projects to preserve and improve the conditions and performance on any Federal-aid highway, bridge and tunnel projects on any public road, pedestrian and bicycle infrastructure, and transit capital projects, including intercity bus terminals.
- Transportation Alternatives (TA-MPO): This program provides funding for a variety of smaller-scale transportation projects such as pedestrian and bicycle facilities, recreational trails, safe routes to school projects, community improvements such as historic preservation and vegetation management, and environmental mitigation related to storm water and habitat connectivity.

Process Overview

The following is an overview of the project management process. The details of each activity will be covered in subsequent sections of this guidebook.

KIPDA announces a Call for Projects, specific to each state and the applicable funding programs, every two to three years. Local public agencies (i.e. project sponsors) must submit an MPO Dedicated Funding Program Application. If the project the sponsor is applying for is new to KIPDA, then the sponsor must also submit a Project Application. If sponsors request more funds than are available, a TTCC Working Group will be formed to review and evaluate the project applications. The TTCC Working Group will ultimately make a funding recommendation to be considered by the TTCC and then the TPC. After TPC awards the MPO dedicated funds to a specific project, KIPDA staff will work with the sponsor to add the project to the Transportation Improvement Program (TIP) and if not already included in the MTP. Once that is accomplished then the sponsor can work with their respective state department of transportation to proceed with federal authorization and ultimately obligate the funds for a particular phase of the project. More details about the specifics can be found in the section about [Calls for Projects](#).

A sponsor may realize that additional funds (i.e. cost increase) are needed for a particular phase of the project. Periodically there are opportunities for sponsors to apply for a cost increase. If funds are available, then project sponsors must submit a Cost Increase Application. If sponsors request more funds than are available, a TTCC Working Group will be formed to make funding recommendations to TTCC and ultimately TPC. There are many nuances as to whether funds will be available and when sponsors can apply. More details about the specifics can be found in the section about [Managing Costs](#).

There are also occasions when a particular phase of a project is delayed, and the sponsor may wish to shift the phase to a different fiscal year. Only Kentucky project sponsors can shift a phase of a project due to INDOT rules. KIPDA staff will alert Kentucky sponsors when phase shift requests can be submitted. In some cases, sponsors must submit a Phase Shift Application so that a TTCC Working Group may consider recommending that TPC grant an exception to the phase shift rules. More details about the specifics can be found in the section about [Managing Schedules](#).

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Decision-making

As previously mentioned, there are occasions when a TTCC Working Group must be formed. It could be related to a new Call for Projects, phase shift exception request or an instance where there are not enough funds available to cover every cost increase request. In each of these instances KIPDA staff will convene a TTCC Working Group comprised of representatives from the following agencies:

- Indiana Department of Transportation (INDOT)
- Kentucky Transportation Cabinet (KYTC)
- Kentuckiana Regional Planning and Development Agency (KIPDA)
- Louisville Metro Government
- Transit Authority of River City (TARC)
- Two rotating TTCC member agencies with voting status from Indiana
- Two rotating TTCC member agencies with voting status from Kentucky

If a rotating TTCC member agency prefers not to participate, then the next member agency on the rotating list of agencies will be asked to participate. It is not required that all nine TTCC Working Group members participate, but it is recommended.

The TTCC Working Group members must reach a consensus on any recommendations. Members have discretion as to how they reach their decision, but the following factors should be considered when applicable:

- Project's MTP ranking
- Project's potential contribution to achieving KIPDA's performance targets
- Ability of project sponsor to provide necessary non-federal match
- Project sponsor's history of advancing projects in a timely and efficient manner
- Information provided via any applications
- Relationship of the project to the Environmental Justice areas
- Justification for cost increase or phase shift
- Amount of a cost increase relative to the original cost estimate
- Amount of a cost increase relative to the available balance

Once the TTCC Working Group has reached consensus, a KIPDA staff member will draft a recommendation report. The TTCC Working Group recommendation will then be presented to the TTCC for their consideration and recommendation to TPC. The TTCC has discretion to modify the TTCC Working Group's recommendation. The TPC also has discretion to modify the recommendation from TTCC. Ultimately it is up to TPC to make any final decisions. Once TPC approval has occurred, KIPDA staff will follow up with project sponsors on the next steps needed to incorporate any project changes in the TIP and MTP.

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Calls for Projects

Announcement

Calls for Projects (i.e. Call) do not occur annually. Instead KIPDA prefers to wait until at least two fiscal years' worth of funding is available prior to announcing a Call. When a Call is announced, KIPDA staff will provide a schedule of activities including the submittal deadline(s) for potential project sponsors. Ample time will be provided so that sponsors can adequately prepare documentation and complete the appropriate application(s).

Eligibility

All state and local public agencies in the Louisville/Jefferson County KY-IN Metropolitan Planning Area (MPA) are eligible to compete for available funds. However, all Calls are state specific and only sponsors who are located or operate in Indiana can compete for Indiana funding programs and those who are located in Kentucky can compete for Kentucky funding programs.

Project eligibility depends on the specific MPO dedicated funding program. Each of the four programs listed in the [Overview](#) section of this guidebook have their own federally defined project eligibility. The STBG-MPO program is the most flexible in terms of project eligibility, while the CMAQ-MPO, HSIP-MPO and TA-MPO programs are all very specific in the types of projects that are eligible.

One type of eligible project that is a bit different from the rest is planning studies. Planning studies are only eligible through the STBG-MPO program. Up to 5% of the annual sub-allocation of STBG-MPO funds may be awarded to planning studies. Planning studies must be obligated in the year they are programmed, and they are not eligible for cost increases.

Finally, there is a cap on how much federal funding Kentucky project sponsors are eligible to receive for a single phase of a project through the STBG-MPO program. KIPDA annually receives approximately \$20M through the program. The most a single phase can receive is 50% of the adjusted annual allocation of STBG-MPO funds. More information about the adjusted annual allocation of STBG-MPO can be found in the [Managing Costs](#) section. The reason the 50% rule does not apply to the programs in Indiana and the TA-MPO program in Kentucky is that the amount KIPDA receives annually is significantly lower which already makes it difficult to fully fund a single phase of a project.

Applying for Funds

Projects that are new to KIPDA's planning documents (i.e. MTP and TIP) must first submit a Project Application which is found on [KIPDA's Transportation Planning Portal](#). Every transportation project in the current MTP and TIP must have submitted a Project Application at some point in time. The Project Application provides KIPDA staff with all of the relevant details about a project including the scope, total cost and anticipated open to public (OTP) date. Additional questions asked in the Project Application help KIPDA staff determine a project's potential contribution to the regional performance targets as well

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as its ranking in the MTP. Be sure not to include any project phases in the TIP funding section of the application unless the funds have been secured/committed (e.g., sponsor is certain funds are committed by funding agency). Existing MTP and/or TIP projects do not need to submit a Project Application unless there has been a change to the scope, OTP date or some other important change such as a new State ID.

Once a sponsor has submitted a Project Application, made changes to a Project Application, or verified that existing Project Application data is accurate, an MPO Dedicated Funding Application can be submitted. This application is also found in the [Transportation Planning Portal](#). Sponsors must also upload documentation reflecting the agency's ability to provide the required local match and the project's cost estimate.

Staff will review the Project Application and MPO Dedicated Funding Application for completeness and will follow-up with sponsors if any additional information or clarifications are required.

Funding Awards

If there are more federal funds available than requested all eligible applications will be sent to TPC for final approval. While it is possible, it is highly unlikely as Calls are typically very competitive in terms of the number of applications submitted and funds requested. If the total request for funding is greater than what is available. If that is the case, then the process will follow what was explained in the section about [Decision-making](#) found in the [Overview](#) section. In short, a TTCC Working Group will make a funding recommendation that is then sent to TTCC for consideration. TTCC will then either accept the recommendation or modify the recommendation for TPC to consider. Once TPC takes action, then the next step is to incorporate the newly awarded projects into the MTP, and TIP as needed. Depending on the scope and total project cost some projects can be processed through an administrative modification to the TIP. All other projects must be added to the MTP and TIP through an amendment which typically takes 3-4 months. Once the projects have been added to the planning documents, project sponsors can work with their respective state department of transportation to seek federal authorization and ultimately obligate federal funds for a particular phase.

Managing Costs

There are opportunities for sponsors, with projects funded through one of the MPO dedicated programs, to request a cost increase for a particular phase. Whether funds are available depends on the particular funding program and the state in which the project is located. Cost increases are only available to projects that were awarded MPO Dedicated Program funds previously.

Indiana

Although KIPDA receives annual sub-allocations for four funding programs, the total amount of funding received through the programs is approximately \$4-5M. Due to the limited availability of funds coupled

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with the typical cost of a transportation project no funds are set aside for cost increases through any of the four programs. The result is that cost increase opportunities are random and may not occur every year. Federal Highway Administration (FHWA) and INDOT rules provide some flexibility to shift funds among four MPO dedicated funding programs which increases the probability that there may be funds available for cost increases. Typically, the availability of funds for cost increases depends on four questions:

- During the last Call for Projects, were sponsors awarded 100% of the estimated funds available?
- Was the actual amount of funds sub-allocated by INDOT greater than the estimated amount?
- Was the actual cost for a particular project phase less than the amount awarded to a sponsor?
- Were any projects and/or a phase of a project cancelled or delayed?

The answers to these four questions will determine whether there are opportunities for Indiana sponsors to request cost increases in a particular fiscal year. If there are funds available only existing MPO dedicated projects can request cost increases. All available funds are comingled, so it does not matter which of the four dedicated programs a particular project was originally awarded funds from.

Kentucky

KIPDA manages annual sub-allocations for two funding programs, each with their own unique circumstances.

In the STBG-MPO program there is a cost increase reserve that is set aside annually for anticipated cost increases. The amount set aside each year is equal to 20% of the annual sub-allocated amount. Therefore, the adjusted annual allocation of STBG-MPO funds is 80% of the annual sub-allocated amount. Kentucky sponsors with existing STBG-MPO projects can expect up to four opportunities annually to apply for cost increases. Only current STBG-MPO projects are eligible to request funds from the STBG-MPO cost increase reserve. Any funds remaining at the end of the fiscal year will be added to the cost increase reserve set aside for the next fiscal year.

In the TA-MPO program there is no cost increase reserve for the same reasons that no funds are set aside in Indiana. The sub-allocated amount that is made available to KIPDA annually is approximately \$1M. Cost increase opportunities are unpredictable. Whether an opportunity will arise is based on the same four questions outlined above for Indiana cost increases. If there are funds available only existing TA-MPO projects can request cost increases.

Bi-State Process

KIPDA will follow the same process in both states when cost increase opportunities arise. An announcement will be made regarding how much funding is available for cost increases and an application deadline will be specified. Planning studies and programs are not eligible for cost increases.

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Other than the total amount available, there is no limit on how much funding a sponsor may request. All requests must be submitted through the Cost Increase Application found in the [Transportation Planning Portal](#).

If there are more federal funds available than requested all eligible applications will be sent to TPC for final approval. The only exception is if KIPDA staff determines that the request is extremely unusual or excessive. If there are not enough funds available to cover every request, then the process will require the formation of a TTCC Working Group. More information about this process is explained in the section about [Decision-making](#) found in the [Overview](#) section of this guidebook.

Shifting Funds Between Project Phases

During the life of a project, sponsors may realize that one phase requires more funding than originally anticipated, while another phase of the same project requires less funding. If this is the case project sponsors may shift funds between phases of the same project by simply emailing KIPDA staff and attaching an updated engineer's cost estimate. Upon review and approval KIPDA staff will instruct the sponsor to submit the change via the Project Application found in the [Transportation Planning Portal](#).

Managing Schedules

TPC strongly encourages project sponsors to set reasonable schedules that can be maintained to minimize delays and expedite project delivery. For example, if the Construction phase of Project X is scheduled for FY 2021 then the sponsor will be expected to seek federal authorization to obligate the funds in FY 2021. However, there will inevitably be issues that arise which force a sponsor to delay a phase of a project. Due to state specific rules from INDOT and KYTC there are differences as to whether KIPDA staff can accommodate a project delay.

Indiana

INDOT does not allow KIPDA to carryover MPO dedicated program funds from one fiscal year to the next. Therefore, Indiana project sponsors cannot request that funds associated with a particular phase of a project be shifted back to another fiscal year. If for some reason a project sponsor does not obligate MPO dedicated funds in the fiscal year they are programmed then the sponsor will have to pay for the phase with 100% local funds, consider cancelling the project or swap MPO dedicated funds with another project sponsor. Sponsors should alert KIPDA staff as early as possible if there is any chance that the MPO dedicated funds will not be obligated within the fiscal year in which they are programmed. KIPDA staff will attempt to reprogram those funds to another project(s) that needs a cost increase.

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Kentucky

KYTC does allow KIPDA to carryover MPO dedicated program funds from one fiscal year to the next. If a sponsor would like to advance a phase of a project to an earlier fiscal year, please contact KIPDA staff. If for some reason a sponsor needs to shift a project phase back due to a delay the following rules apply:

A phase shift is defined as any number of years as long as the phase is being shifted to a fiscal year within the current TIP. The initial design phase of a project must be obligated in the year in which it was programmed in the TIP.

- While a project is under design the sponsor can shift the right of way, utilities, and construction phase twice. If the sponsor needs to shift a third time it must request an exception.
- If a phase of a project (R, U, C) requires a fourth shift (after initial design obligation and before obligation of the next phase) all future programmed MPO dedicated funds will be removed from the TIP and the project will have to re-compete through the next Call for Projects. Sponsors should be aware that if they do not move into the next phase after design within ten years, they may be asked to pay the Federal funds back.
- There is no limitation on the programming of additional design funds (design funds needed after the initial design obligation) as long as the above rules are met.
- Sponsors only need to submit a Phase Shift Application when an exception is being requested. Otherwise the sponsor simply needs to notify KIPDA staff about the particular phase shift and then submit a change to the Project Application found in [Transportation Planning Portal](#).
- Once the sponsor obligates the next phase (i.e. right of way or utilities) of the project after design, then the remaining phase(s) can be shifted an unlimited number of times as long as the fiscal year that the phase is being shifted to is still within the current TIP years.
- If a sponsor shifts a phase out of the current TIP it will have to re-compete for MPO dedicated funds through the next Call for Projects.

Allowable Number of Shifts (of any remaining phases)		
SHIFT =	After Initial Design Obligation and Before Next Phase is Obligated	After Obligation of Any Phase Beyond Design (R, U, or C)
any number of years	2 shifts + 1 exception	unlimited

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Project Progress

Tracking

KIPDA staff maintains a project tracking sheet for all projects awarded MPO dedicated program funds. The tracking sheet reflects how much federal funding each phase of a project has programmed in the current TIP. It also indicates how much federal funding has been obligated towards a particular phase of a project. In addition to tracking the progress of projects, the sheet also indicates how much funding KIPDA anticipates receiving in future fiscal years. Sponsors can also find information about whether there will be funding available for cost increases. This is a living, working document that is constantly updated. It can be found on [KIPDA's TIP webpage](#) under the MPO Dedicated Funding Programs section.

Reporting

Each project sponsor with an MPO dedicated project must submit progress reports. These reports request the month and year in which the sponsor anticipates obligating funds for a particular phase of a project. When funds have been obligated the sponsor should indicate as much in the progress report.

In Indiana project sponsors are required to submit progress reports quarterly, whereas Kentucky sponsors will only submit reports semi-annually. KIPDA staff will prompt sponsors in advance of the deadline for progress reports.

Project Review Meetings

KIPDA staff will host project review meetings to discuss in greater detail the progress that sponsors have made on each active MPO dedicated project. During the meeting sponsors will make note of any significant project delays, upcoming funding obligations and projects that are now open to the public.

In Indiana project sponsors are required to meet quarterly, whereas Kentucky sponsors will meet semi-annually. KIPDA staff will coordinate these meetings.

Program Review

Sponsors that have recurring/ongoing programs funded with MPO dedicated funds will be asked by KIPDA staff to provide a written progress summary and/or formal presentation to the TTCC and/or TPC on an annual basis. The funding for programs is typically obligated at the beginning of the fiscal year so no progress reports are required.