

Program Review

Federal Highway
Administration

Federal Transit
Administration



Certification Review of the Louisville (KY-IN) Metropolitan Planning Organization

September 3-4, 2014

FINAL REPORT

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December 15, 2014

Mr. Jack Couch
Kentuckiana Regional Planning
& Development Agency
11520 Commonwealth Drive
Louisville, Kentucky 40299

Dear Mr. Couch:

The Federal Transit Administration (FTA) and the Federal Highway Administration (FHWA) have completed a certification review of the transportation planning process for the Louisville Southern Indiana urbanized area. We appreciate the cooperation given to us by your staff in conducting this review.

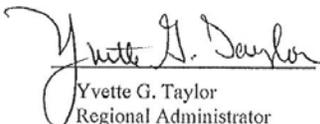
These reviews are made in accordance with 23 USC 134, which requires a review of the transportation process for all metropolitan areas of 200,000 or more population. The objective of such a certification review is to determine whether the transportation planning process meets or substantially meets the Federal transportation planning requirements.

The FTA and FHWA review found that the metropolitan transportation planning process in the Louisville Southern Indiana urbanized area, as conducted by the Kentuckiana Regional Planning and Development Agency (KIPDA), substantially meets the requirements of 23 CFR 450 Subpart C. Therefore, subject to resolution of corrective actions the planning process is certified for a four year period beginning on the date of the certification letter transmitting this report.

The enclosed report documents the results of this review and offers recommendations for continuing quality improvements and enhancement to the KIPDA planning process.

If you have any questions regarding the certification action, please call either Mr. Greg Rawlings of FHWA at (502) 223-6728 or Ms. Abigail Rivera of FTA at (404) 865-5624.


For José M. Sepúlveda
Division Administrator
Federal Highway Administration


Yvette G. Taylor
Regional Administrator
Federal Transit Administration



Executive Summary

On September 3-4, 2014, the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) conducted a certification review of the transportation planning process of the Louisville/Jefferson County, KY-IN- Metropolitan Planning Organization. The Kentuckiana Regional Planning and Development Agency (KIPDA) is the designated “Metropolitan Planning Organization” (MPO) for the Louisville urbanized area. This includes Jefferson, Bullitt, and Oldham counties, and a portion of Shelby County in Kentucky, and Clark and Floyd counties, and a portion of Harrison County in Indiana.

The FHWA and the FTA are required to jointly evaluate the planning process for each urbanized area over 200,000 in population at least every four years and determine if the process for each urbanized area meets the Federal planning requirements.

In the 2014 Review, the certification review team identified one corrective action.

Corrective Action 1: 23 CFR 450.314(a) defines planning agreements between the MPO and State, and 23 CFR 450.322(10)(ii) addresses MPO and State cooperative development of funding estimates for each metropolitan planning area.

States are required to develop planning agreements with MPOs to clarify roles and responsibilities and to explain how they will work cooperatively in the development of planning tools such as metropolitan transportation plans and transportation improvement programs.

In 2010 the Federal Review Team found a lack of clarity and certainty regarding identification of projects and revenues in the metropolitan region. The 2010 Review Team issued a corrective action and although the process and communication have improved there is still no updated written agreement.

The review team therefore issues a 2014 corrective action to the MPO and two States, that planning agreements must be updated to more clearly describe the process used by the MPO and the two States to develop revenue estimates and projects’ cost. Cooperation between the stakeholders is required to be more thoroughly documented as part of the planning agreement. At the time of the issuance of the 2014 Federal Certification Report, a draft MOA was being circulated between the two states and TARC for review. This task must be completed by May 30, 2015.

It is also recommended that the following action items are implemented:

Recommendation 1: It is recommended for ADA and Title VI that:

- The ADA Transition Plan (1993) should be updated.
- The “Employment Grievance Procedure” be re-titled as “ADA Grievance Procedure”
- Outdated documents should be removed from the KIPDA website.
- Complaint forms should be reviewed and updated as required.

Recommendation 2: It is recommended that the ITS Architecture:

- Be tied to the MPO’s MTP, TIP, and CMP.
- Support the objectives/strategies listed in the MPO MTP.
- Utilize Turbo Architecture Version 7.0 capabilities to link planning objectives and strategies with service packages in the ITS architecture. This will facilitate consistency between the MTP and the ITS architecture, and should also be part of the ITS architecture maintenance plan. Turbo training is available on-site and on-line.
- Be made available to stakeholders via the MPO website with options to download documents or databases and a link to provide feedback.

Recommendation 3: It is recommended for the CMP that:

- The scheduled CMP Update must include all 8-steps in the CMP including defining performance measures. Performance measures are at the core of the *CMP* and are parameters to measure the level of congestion, identify locations, and indicate the extent of congestion in the region. Periodic assessment of the effectiveness of *CMP* strategies is critical and it is suggested that “periodic” be given target timeframes.
- Recommendation of a project by the CMP should become an important component when scoring projects during the project prioritization process.
- Use CMP data (i.e. delay times and system performance) to conduct small-area studies and corridor analysis and to develop freight-related performance measures.

Recommendation 4: Over the last few years the carryover balance of available STP Urban funds has increased substantially. The FHWA-KYDO conducted a Program Review of Inactive Projects in 2013 and the Louisville MPO area has a large number of inactive projects in the FHWA FMIS report. Several projects have not moved to construction in an expected and timely fashion, and projects authorized for design and construction are not making reasonable progress. The review team recommends that the MPO and LPA project sponsors work together to reduce the amount of unobligated STP Urban funds available by moving projects to implementation. We also recommend that authorized project activities commence and move to completion without becoming inactive. All projects should have an accurate scope, budget and implementation schedule.

Recommendation 5: MAP 21 eliminated the Transportation Enhancement Program and created the Transportation Alternatives Program (TAP). The Louisville MPO will receive funding to program on eligible projects by eligible sponsors. MAP 21 Guidance defines the selection process for TAP projects and projects must be chosen through a competitive process. The review team recommends that the MPO work with KYTC, INDOT and other planning partners to adopt a competitive selection process and move forward on TAP project implementation.

Commendation 1: The MPO staff has developed excellent outreach program tools, which include the innovative use of geo-coding of public comments during the MTP update development process as well as maintaining, updating, and utilizing an extensive contacts database. Comments are collected on specific projects and on general transportation issues.

Commendation 2: The MPO is very proactive in regards to alternative transportation. The Ticket to Ride Vanpool program is one of the largest of its kind in the country, and the MPO has been involved with programs such as integrated bus passes, student transportation (particularly across the region) and recognizing the needs of the homeless and zero-vehicle households.

Commendation 3: The Review Team was impressed with the active TARC sidewalk improvement program. The system-wide TARC program is unique because of the working relationship with Louisville Public Works. When Public Works has a project, TARC works with them to implement a transit project that improves transit facilities and passenger amenities (i.e. sidewalk improvements, ADA ramps, shelters, benches, etc.). Various funding sources are being utilized for this program, including STP Urban funding. This program is currently only on the Kentucky side, but staff is working out agreements for the Indiana side.

Commendation 4: The MPO has seamless coordination between emissions modeling and travel demand modeling. This is exemplified in the conformity documents that are detailed and well written.

Commendation 5: The MPO has started developing performance measures toward compliance with MAP 21 (see Appendix 6). Performance measures have been developed to address transit, pedestrians, bicycles, crashes, roadways, environmental/air quality and economic impacts in the development of Connecting Kentuckiana 2040.

Purpose and Objective

Pursuant to 23 United States Code 134(k) (5) and 49 U.S.C. 5303(k) (5), the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) must jointly certify the metropolitan transportation planning process in Transportation Management Areas (TMA) at least every four years. In general, the planning certification reviews consist of three primary activities: review of planning products (in advance of and during the site visit), a site visit, and preparation of a report that summarizes the review and presents findings. The reviews focus on compliance with Federal regulations, challenges, successes, and experiences of the cooperative relationship between the MPO, State DOTs and transit operators in the conduct of the metropolitan planning process.

23 CFR 450.328(a) states;

“The FHWA and the FTA shall jointly find that each metropolitan TIP is consistent with the metropolitan transportation plan produced by the continuing and comprehensive transportation process carried on cooperatively by the MPO(s), the State(s), and the public transportation operator(s) in accordance with 23 U.S.C. 134 and 49 U.S.C. 5303. This finding shall be based on the self-certification statement submitted by the State and MPO under Sec. 450.334, a review of the metropolitan transportation plan by the FHWA and the FTA, and upon other reviews as deemed necessary by the FHWA and the FTA.”

KYTC, INDOT, TARC and the MPO are able to utilize the documentation from this review to affirm the required USDOT planning certification is current, and to support the self-certification statement that must be included with the next 4-year Transportation Improvement Program (TIP).

Scope and Methodology

This certification review focuses on compliance with Federal regulations, challenges, successes, and experiences of the cooperative relationship between the KYTC, the MPO, INDOT, and TARC in the conduct of the metropolitan planning process. This certification review is only one of several methods used to assess the quality and compliance of the KIPDA's metropolitan planning process. Other activities provide both FHWA and FTA an opportunity to comment on the planning process, including attendance at Policy/Technical committee meetings, and USDOT approval of the KIPDA unified planning work program (UPWP), and USDOT issuance of the air quality conformity finding for the metropolitan transportation plan (MTP) and transportation improvement program (TIP). While the certification review report itself may not fully document those many intermediate and ongoing checkpoints, the "Findings" of the certification review, in fact, are based upon the cumulative findings of the entire review effort. A notice and description of the review process was sent to KIPDA and other transportation planning partners on April 28, 2014 (Appendix 1).

In preparation for the site visit, a request was sent to the MPO seeking information on recent and ongoing current planning processes and projects. The MPO provided responses and a list of relevant documents which can be found in Appendix 2.

This report provides the regulatory framework, current status, key findings, and recommendations for the following subject areas:

- Disposition of 2010 Planning Review Findings
- Overview of Metropolitan Planning Organization
- Public Involvement / ADA / Title VI / Environmental Justice
- Transit
- Metropolitan Transportation Plan (MTP)
- Intelligent Transportation Systems (ITS)
- Congestion Management Process (CMP)
- Freight Planning
- Transportation Improvement Program (TIP)
- Air Quality
- MAP-21 and Performance Measures

The Federal Review Team included the following persons:

Gregory Rawlings, FHWA Kentucky Division
Michelle Allen, FHWA Indiana Division
Bernadette DuPont, FHWA Kentucky Division
Abigail Rivera, FTA Region 4
Tameka Macon, FHWA Headquarters
Diana Myers, EPA Region 4

The majority of the site visit consisted of discussions with staff from the MPO, KYTC, TARC and INDOT. An agenda and attendance sheets containing the names of participating staff are included as Appendix 3 of this report. The Federal Review Team also toured various transportation sites in the Louisville metropolitan area with MPO staff. FHWA and FTA would like to express our appreciation to the KIPDA staff for their preparation of MPO review materials and for their contributions to the review.

An opportunity for public comment was held on September 3, 2014, in the Shively City Hall. A public meeting notice was published in advance of the meeting in several newspapers throughout the region. The MPO sent out press releases to their media contacts, posted the notice on the KIPDA Facebook page, posted the notice on both the KIPDA and TARC websites and send individual announcements via e-mail and letter to individuals listed in their Contacts Database and through the KIPDA website.

The location of the public meeting was accessible by automobile, public transit, and non- motorized transportation. Two people signed in as attendees of the meeting. Issues heard at the Pubic Meeting focused on support and opposition to individual projects. Appendix 4 includes a petition for a project in Bullitt County and the Public Meeting Handout for the Beulah Church Road project. Attendees in support for the Bullitt County project and in opposition to the Beulah Church Road project were referred to the KYTC project sponsors. One written comment stated that roadway improvements on I-64 would make Jefferson County a more attractive community in which to live and work. No additional comments were received.

Observations and Findings

Each section is outlined in the following format:

- The statutory requirement is given for the basis of each element,
- A summary of the current status based on ongoing contacts, review of planning products throughout the year, input provided in the discussions with the staff, and
- Findings of the review team on the adequacy of the process, and corrective actions, recommendations, and commendations as appropriate.

DISPOSITION OF 2010 CERTIFICATION REVIEW FINDINGS

The report documenting the previous transportation planning certification review findings was issued on October 25, 2010. FTA and FHWA certified the planning process and issued two corrective actions and delivered six recommendations for improvements to the planning process. The Review Team notes the status of the corrective actions and the recommendations as follows:

Corrective Action 1: 23 CFR 450.314(a) defines planning agreements between the MPO and State, and 23 CFR 450.322(10)(ii) addresses MPO and State cooperative development of funding estimates for each metropolitan planning area.

States are required to develop planning agreements with MPOs to clarify roles and responsibilities and to explain how they will work cooperatively in the development of planning tools such as metropolitan transportation plans and transportation improvement programs.

The Federal Review Team found a lack of clarity and certainty regarding identification of projects and revenues in the metropolitan region. The review team therefore issues a corrective action to the MPO and two States, that planning agreements must be updated to more clearly describe the process used by the MPO and the two States to develop revenue estimates and projects' cost. Cooperation between the stakeholders is required to be more thoroughly documented as part of the planning agreement. This task shall be completed by June 30, 2011.

Finding: This corrective action has not been met. Although progress has been made to the process and in communication there is no updated written agreement. At the time of issuance of the Federal Certification Report, a draft MOA was being circulated between the two states and TARC for review. This corrective action is repeated in the 2014 review and the task must be completed by May 30, 2015.

Corrective Action 2: 23 CFR 450.322 Development and content of the metropolitan transportation plan. (c) The MPO shall review and update the transportation plan at least every four years in air quality nonattainment and maintenance areas and at least every five years in attainment areas to confirm the transportation plan's validity and consistency with current and forecasted transportation and land use conditions and trends and to extend the forecast period to at least a 20-year planning horizon. (f) The metropolitan transportation plan shall, at a minimum, include: (10) A financial plan that demonstrates how the adopted plan can be implemented.

The *Horizon 2030* Metropolitan Transportation Plan expired on December 8, 2009, and the MPO is in a one-year conformity grace period. The MPO must approve a new MTP or complete an update to the current document prior to December 8, 2010, to avoid conformity and planning lapse. The Federal Review Team requires the metropolitan plan be revised to more clearly demonstrate fiscal constraint. The MPO shall address the following issues identified by the review team:

- The demonstration of fiscal constraint for the metropolitan transportation plan must be revised to more clearly show what revenues are used to fully fund the project in the plan.
- Revenues and costs for the Louisville Bridges project must clearly be shown in the fiscal constraint demonstration and relate clearly to the information found in Appendix D.
- The rates used to estimate both future revenues and inflation must be clarified and the methodology explained in the final plan.
- The Federal Review Team cites 23CFR450.322 (f) as the basis for also requesting additional documentation to show both states concur in the revenue estimates, project costs and methodologies used in demonstrating fiscal constraint, within the plan.

Finding: The corrective action has been met. With the adoption of *Horizon 2030* The Metropolitan Transportation Plan for the Louisville (KY-IN) Metropolitan Planning Area in October, 2010, KIPDA's MTP was no longer in a grace period and did not enter into a conformity and planning lapse. Using 23CFR 450.322(f) (10) as a guide, *Horizon 2030* met or exceeded many of the intended outcomes of 450.322(f) (10). *Horizon 2030* also met the additional bullet points included in the Corrective Action by the Federal Review Team.

Recommendation 1: It is recommended that the MPO staff participate in the upcoming workshops (October 19-21, 2010 in Louisville) that the HUD/DOT/EPA Smart Growth Implementation Assistance program are hosting. These workshops seek input from the public and decision-makers to help develop Smart Growth Policies for the rural/suburban areas in the region.

Finding: This recommendation has been met. MPO staff attended the

workshop.

Recommendation 2: Increase the visibility of transit in the MTP and TIP. The TARC role in effectiveness of alternative modes of transportation and service to the traditionally underserved are important contributions.

Finding: This recommendation has been met.

Recommendation 3: It is recommended that the CMP be updated as soon as possible as the current version is almost six years old. The update should also include non-motorized means such as bicycling and walking in developing congestion management strategies. Intelligent Transportation System (ITS) strategies should also be addressed as a proposed strategy and should correlate to the Regional ITS Architecture. Make a presentation to the TPC demonstrating the use of improved congestion performance measures.

Finding: Although there has been some improvement in the CMP process, this recommendation has not been met. Further discussion regarding the CMP update and recommendations are contained in the 2014 report.

Recommendation 4: The Federal Review Team recommends the MPO work with the two State Departments of Transportation to clarify the requirements for ADA Transition Plans and develop an enforcement plan within 18 months for all applicable recipients of federal-aid transportation funds.

Finding: This recommendation is in progress.

Recommendation 5: It is recommended that the MPO assist the applicants in developing the quantified emission reductions so that all CMAQ applications can be ranked on an even basis.

Finding: This recommendation has been met.

Recommendation 6: With the update of the Public Participation Plan market the many opportunities/locations available for input and consider the FHWA/FTA public listening session input on locations, transparency, use of the web and other relevant issues.

Finding: This recommendation has been met.

OVERVIEW OF METROPOLITAN PLANNING ORGANIZATION

Requirement: 23 CFR 450.310 Metropolitan planning organization designation and redesignation. (d) Each MPO that serves a TMA, when designated or redesignated under this section, shall consist of local elected officials, officials of public agencies that administer or operate major modes of transportation in the metropolitan planning area, and appropriate State transportation officials.

Status: KIPDA is somewhat unique in that it services both urban and rural areas in Kentucky. This offers an opportunity to do area wide planning activities that reflect the concerns of a large geographic area. For instance there is effective urban and rural input to the Coordinated Human Services Transportation Plan. The MPO staff works closely with KYTC, INDOT and TARC to coordinate planning activities.

The Transportation Policy Committee (TPC) is the chief advisory body and is responsible for policy formulation, project guidance, and administrative coordination. This includes delegation and review of work activities for the MPO staff. The Transportation Technical Committee (TTCC) provides staff level input to the TPC.

There is no formal Citizens Advisory Committee but the public plays a critical role in many facets of transportation planning. Extensive public outreach is ongoing. Special public interests (elderly, disabled, etc.) are represented through the Alternative Mode and Access Subcommittee as well as the Southern Indiana Transportation Advisory Group and the Regional Mobility Council (both TTCC members).

Responsibilities are based on the work elements of the MPO's Unified Planning Work Program (UPWP). The MPO process is supported by member agencies who serve on the policy and technical boards, as well as subcommittees formed for specific projects.

Finding: The FHWA/FTA federal review team finds that the MPO meets the federal planning requirements found in 23 CFR 450.310.

Requirements: 23 CFR 450.312 Metropolitan planning area boundaries. (a) The boundaries of a metropolitan planning area (MPA) shall be determined by agreement between the MPO and the Governor. At a minimum, the MPA boundaries shall encompass the entire existing urbanized area (as defined by the Bureau of the Census) plus the contiguous area expected to become urbanized within a 20-year forecast period for the metropolitan transportation plan.

Status: Recent action by the MPO to expand the Metropolitan Planning Area is summarized in an August 20, 2014, memo to the TPC (Appendix 5 and

summarized below).

23 CFR 450.104 defines the Metropolitan Planning Area, or MPA as “the geographic area determined by agreement between the Metropolitan Planning Organization (MPO) for the area and the Governor, in which the metropolitan transportation planning process is carried out.” The current MPA includes the entirety of Bullitt, Jefferson, and Oldham counties in Kentucky, Clark and Floyd counties in Indiana, and approximately .10 square miles of Harrison County, Indiana.

23 CFR 450.312 (a) states that “At a minimum, the MPA boundaries shall encompass the entire existing urbanized area (as defined by the Bureau of Census) plus the contiguous area expected to become urbanized within a 20-year forecast period.....” The 2010 Census Urbanized Area boundary extends into Shelby County so that area must be added to the Louisville/Jefferson County, KY-IN MPA.

The TPC took action to define the 2010 MPA for Louisville/Jefferson County, KY-IN to include the entirety of Bullitt, Jefferson and Oldham Counties in Kentucky, Clark and Floyd Counties in Indiana, approximately .10 square miles of Harrison County, Indiana and approximately 4 square miles of Shelby County, Kentucky.

Finding: The FHWA/FTA federal review team finds that the MPO meets the federal planning requirements found in 23 CFR.312.

Requirement: 23 CFR 450.314 Metropolitan planning agreements. (a) The MPO, the State(s), and the public transportation operator(s) shall cooperatively determine their mutual responsibilities in carrying out the metropolitan transportation planning process. These responsibilities shall be clearly identified in written agreements among the MPO, the State(s), and the public transportation operator(s) serving the MPA.

Status: A Corrective Action in 2010 on planning agreements was not met.

Finding: The Review Team issues the following corrective action.

Corrective Action 1: 23 CFR 450.314(a) defines planning agreements between the MPO and State, and 23 CFR 450.322(10)(ii) addresses MPO and State cooperative development of funding estimates for each metropolitan planning area.

States are required to develop planning agreements with MPOs to clarify roles and responsibilities and to explain how they will work cooperatively in the development of planning tools such as metropolitan transportation plans and transportation improvement programs.

In 2010 the Federal Review Team found a lack of clarity and certainty regarding identification of projects and revenues in the metropolitan region. The 2010 Review Team issued a corrective action and although the process and communication have improved there is still no updated written agreement.

The review team therefore issues a 2014 corrective action to the MPO and two States, that planning agreements must be updated to more clearly describe the process used by the MPO and the two States to develop revenue estimates and projects' cost. Cooperation between the stakeholders is required to be more thoroughly documented as part of the planning agreement. At the time of the issuance of the 2014 Federal Certification Report, a draft MOA was being circulated between the two states and TARC for review. This task must be completed by May 30, 2015.

PUBLIC INVOLVEMENT / ADA / TITLE VI / ENVIRONMENTAL JUSTICE

Requirements: 23 CFR 450.316 (a) (1) (2) (3) and (b) requires that the needs of those traditionally underserved, such as low-income and minority households, be sought out and considered in the metropolitan planning process. 23 CFR 450.322 (f) (7) and (g) (1) (2), (l), and (j) address participation and consultation requirements which pertain to the MTP and TIP 23 CFR 450.324 (b) addresses public involvement with the TIP 23 CFR 450.445 (a) (3) require that the MPO certify that the “planning process is conducted in accordance with all applicable requirements of Title VI of the Civil Rights Act of 1964

Status: The MPO’s public involvement plan is updated every four years, and the latest update was approved at the end of September 2014. Frequency of update is documented in the draft MOA currently in circulation for review. The MPO has a process in place to engage the Title VI populations and ADA populations in the planning process. The MPO staff are “location active” meaning that they travel to the focus population rather than ask the populations to come to them. KIPDA makes excellent use of population maps, social media, and representation from various groups and organizations to reach populations of concern.

The MPOs Project Information Form (PIF) now has a box to mark if the project will improve compliance with ADA requirements.

A new website has been created to attract attention for the new MTP, Connecting Kentuckiana. Recognizing the need to attract more attention, it is suggested that the MPO develop an independent website. It is further suggested that the website be more user friendly and easier to read. The MPO should take advantage of TARC’s offer to post items onto their website, and place signs on their buses. Please consider TARC’s suggestion of conducting a “mobile” survey on the bus with phones.

Findings: The FHWA/FTA federal review team finds that the MPO meets the federal planning requirements found in 23 CFR 450.

Recommendation 1: It is recommended for ADA and Title VI that:

- The ADA Transition Plan (1993) be updated
- The “Employment Grievance Procedure” be re-titled as “ADA Grievance Procedure”
- Outdated documents be removed from the KIPDA website
- Complaint forms be reviewed and updated as required

Commendation 1: The MPO staff has developed excellent outreach program tools, which include the innovative use of geo-coding of public comments during the MTP update development process as well as maintaining, updating, and utilizing an extensive contacts database. Comments are collected on specific projects and on general transportation issues.

TRANSIT

Requirements: 23 CFR 450.300(a) states: ...the MPO designated for each urbanized area is to carry out a continuing, cooperative, and comprehensive multimodal transportation planning process... 23 CFR 450.306(a)(6) states: The metropolitan transportation planning process shall...enhance the integration and connectivity of the transportation system, across and between modes... 23 CFR 450.306(g) states: Preparation of the coordinated public transit-human services transportation plan (HSTP), as required by 49 USC 5310, 5316, and 5317 should be synchronized and consistent with the metropolitan transportation planning process.

Status: The MPO and the Transit Authority of the River City (TARC) have a close working relationship in planning for transit in the region. For the update to the MTP the MPO has been looking for ways to improve connections for all modes including motor vehicles, bicycles, pedestrians and transit. This is accomplished by looking at where people live and where they want to go. Existing transit service is also being evaluated for effectiveness in addressing existing and forecasted densities.

KIPDA recently completed a unique Coordinated Human Services Transportation Plan that combined the previously independent plans for the Kentucky portion of the MPA, the Indiana portion of the MPA, and the rural area of the KIPDA Area Development District. This effort was undertaken in order to more accurately represent the interdependency of regional needs and service providers. It is intended that the CHSTP be reviewed and updated as necessary along with the development of each MTP, and the frequency of update will be reflected in the update to the Planning MOA.

TARC received CMAQ funding for improved bus service (2 extra buses with service every 15 minutes) and was then successful at absorbing improvements into their budget and continuing the service. Their fare collection system has been modernized. Students and the homeless benefit from passes and reduced fares. There are no current plans to pursue light rail but bus rapid transit may be a viable option in several high use corridors. Paratransit is provided by contract.

Finding: Transit planning is integrated into the metropolitan transportation planning process and there is coordination between staffs of the MPO and transit providers.

Commendation 2: The MPO is very proactive in regards to alternative transportation. The Ticket to Ride Vanpool program is one of the largest of its kind in the country, and the MPO has been involved with programs such as integrated bus passes, student transportation (particularly across the region) and recognizing the needs of the homeless and zero-vehicle households.

Commendation 3: The Review Team was impressed with the active TARC sidewalk improvement program. The system-wide TARC program is unique because of the working relationship with Louisville Public Works. When Public Works has a project, TARC works with them to implement a transit project that improves transit facilities and passenger amenities (i.e. sidewalk improvements, ADA ramps, shelters, benches, etc.). Various funding sources are being utilized for this program, including STP Urban funding. This program is currently only on the Kentucky side, but staff is working out agreements for the Indiana side.

METROPOLITAN TRANSPORTATION PLAN

Requirements: Based upon 23 CFR 450.300 and 23 CFR 450.322, MPOs are required to develop a metropolitan transportation plan (MTP) addressing a minimum twenty-year planning horizon. The MTP is required to be consistent with current and forecasted transportation/land use conditions and trends to appropriately project transportation demand of persons and goods. The Plan shall include strategies and actions that lead to the preservation and development of an integrated multimodal transportation system with improved performance.

The MTP shall include existing and proposed transportation facilities (including major roadways, transit, multimodal and intermodal facilities, pedestrian walkways and bicycle facilities, and intermodal connectors) that should function as an integrated transportation system. Operational and management strategies shall be included to improve the performance of existing transportation facilities to relieve vehicular congestion and maximize the safety and mobility of people and goods. Strategies shall be outlined to preserve the existing and projected transportation system.

The MTP is to be fiscally constrained to demonstrate that implementation is feasible based upon reliable funding sources. The financial plan shall contain system-level estimates of cost and revenue sources reasonably expected to be available. All amendments and updates to financial information in the MTP are required to be shown in “year-of-expenditure” amounts.

The MTP is to be updated every four years in air quality nonattainment and maintenance areas and every five years in attainment areas to ensure its consistency with changes in land-use, demographic, and transportation characteristics.

Status: On August 28, 2014, the MPO completed its updated 2035 Transportation Plan (MTP). A conformity determination and planning finding was issued by the FHWA and FTA on October 22, 2014. A new 2040 MTP called Connecting Kentuckiana is underway. Release of the 2040 plan has been delayed by availability of data from the 2010 Census and completion of area planning activities by Louisville Metro. Completion of “Move Louisville” by Louisville Metro may foster an increased integration of local transportation planning and land use activities in the 2040 MTP.

The current MTP update utilized MAP 21 planning factors on the following elements: traffic/freight movement; transit/alternative modes; economic vitality; land use/environment; finance; and public participation. The 2035 Update offered an opportunity to review projects from the 2030 Plan and to add or remove projects. The Update also involved a review and input from a wide range of sources including: socio-economic data, financial data, system impacts,

safety data, security, regional air quality impacts, Title VI, environmental justice, movement of people and goods, land use and efficient investment of limited dollars.

The MTP provides a twenty-year planning horizon and identifies major existing and proposed transportation facilities, including roads and transit. The financial component of the MTP contains system-level estimates of costs/revenues, and their sources, that are expected to be available for roads and transit.

Specifically, these are estimated as an average in recent years. The costs and revenues are then projected for 2035 assuming year-of-expenditure amounts for each of the LPAs and transit operators.

The MTP includes discussions on strategies for transit facilities, Intelligent Transportation Systems (ITS), bicycle/pedestrian planning, Title VI, public participation, air quality conformity, bicycle/pedestrian, and freight.

Finding: The MTP meets the requirements of 23 CFR 450.300, CFR 450.322 and CFR 450.24.

Requirements: 23 CFR 450.300(a) states that the metropolitan planning process, particularly MTPs [23 CFR 450.322(f) (8)] and TIPs [23 CFR 450.324(c)], shall include accessible pedestrian walkways and bicycle transportation facilities as part of the intermodal transportation system for the metropolitan planning area.

Status: The Horizon 2035 MTP includes a variety of bicycle and pedestrian projects that may increase the use of these modes of transportation. Planning efforts have focused on implementation of a regional non-motorized network. The KIPDA Bicycle and Pedestrian Priority Corridor System identifies bicycle and pedestrian needs and gaps in the system. Corridor designation will ensure project sponsors consider bicycle and pedestrian facilities as part of system wide improvements.

Finding: KIPDA's planning process complies with 23 CFR 450.300(a), 23 CFR 450.322(f) (8), and 23 CFR 450.324(c).

Requirement: Federal statute 23 USC 134 (h)(1)(B) requires the MPO to consider safety of the transportation system and its users within the metropolitan planning process, the long range transportation plan and the TIP. This process should be collaborative, data-driven and comprehensive. All planning partners should incorporate safety into all aspects of the transportation planning process.

Status: Safety is a Regional Priority and available data was used to identify high crash locations. Project sponsors used this data to identify priority projects

and to conduct Road Safety Audits.

Finding: The FHWA/FTA federal review team finds KIPDA is compliant with the safety requirements of the federal planning regulations.

Requirement: 23CFR 450.306 defines security planning to include activities and products developed in response to identified criminal threats to high value, vulnerable elements of the transportation system. Preparedness planning includes activities and products developed in response to the threat of environmental hazards and natural occurrences. Federal requirements state that the planning process should provide for consideration and implementation of projects, strategies, and services that will “increase the security of the transportation system for motorized and nonmotorized users”.

Status: The MPO completed a security analysis in 2007 and released a document entitled “Incorporating Security into the Louisville (KY-IN) Metropolitan Transportation Planning Process”. The report focuses on security of the surface transportation system and what can be done to effectively incorporate security into the transportation planning process.

The report examines the potential role of the MPO by stages of incidents. As a follow-up to the report security has been incorporated into the project selection process. An effort is being made to coordinate statewide efforts with local efforts. The report concludes that the most appropriate role for the MPO is to provide support and facilitate communication among transportation partners in the region.

Finding: The FHWA/FTA federal review team finds the MPO is meeting the federal requirements relating to security, and is incorporating security into the transportation planning process and coordinating with the appropriate security agencies.

INTELLIGENT TRANSPORTATION SYSTEMS (ITS)

Requirements: 23 CFR 940.9 requires that a regional ITS architecture is developed to guide the development of ITS projects and programs and be consistent with ITS strategies and projects contained in applicable transportation plans (i.e. MTP). 23 CFR 940 requires the Regional ITS Architecture to be up-to-date (reflect last 5 years of project implementation) 23 CFR 940.9 (f) requires architecture maintenance 23 CFR 940.11 (d) requires update for consistency with ITS projects

Status: The Louisville Area MPO's ITS architecture was last updated in 2004 and reflects 10 years of project implementation. The ITS architecture has not been maintained or updated. However, the MPO has developed a Request for Proposals (RFP) to conduct a comprehensive update.

Finding: The ITS architecture meets the minimum federal requirements.

Recommendation 2: It is recommended that the ITS Architecture:

- Be tied to the MPO's MTP, TIP, and CMP.
- Support the objectives/strategies listed in the MPO MTP.
- Utilize Turbo Architecture Version 7.0 capabilities to link planning objectives and strategies with service packages in the ITS architecture. This will facilitate consistency between the MTP and the ITS architecture, and should also be part of the ITS architecture maintenance plan. Turbo training is available on-site and on-line.
- Be made available to stakeholders via the MPO website with options to download documents or databases and a link to provide feedback.

CONGESTION MANAGEMENT PROCESS (CMP)

Requirements: 23 CFR 450.320 (a) Federal transportation regulations require that congestion management be a part of the Metropolitan planning process for all Transportation Management Areas (TMAs). Federal transportation planning regulations contain additional stipulations for TMAs designated as nonattainment for pollutants under the Clean Air Act. In non-attainment areas federal funds may not be programmed for any project that will result in a significant increase in the carrying capacity of single occupancy vehicles unless the project is modeled and demonstrates air quality conformity and is addressed in a compliant congestion management process. 23 CFR 450.320 (c) (4) requires that the CMP identify and evaluate the anticipated performance and expected benefits.

Status: The Louisville Area MPO's Congestion Management Process (CMP) was developed in in 2006, and was amended in 2011. The 2011 amendment identified the applicable road and transit modes while solutions could be all modes. The network was revised with minor updates (additions and deletions). The CMP does not currently have an 8-step approach as described in the CMP Guidebook. The "state of the system" component of the CMP produces a report that analyses only the freeway system.

The next update of the CMP will occur prior to the full MTP update. The next CMP update will focus on meeting the requirements and expanded data visualization techniques. FHWA provides free HERE data (data on NHS routes) and the MPO intends to use that data with the next CMP update. The MPO also intends to purchase some new origin-destination data to provide some background information for the CMP.

Finding: The CMP meets the federal requirements.

Recommendation 3: It is recommended that:

- The scheduled CMP Update must include all 8-steps in the CMP including defining performance measures. Performance measures are at the core of the CMP and are parameters to measure the level of congestion, identify locations, and indicate the extent of congestion in the region. Periodic assessment of the effectiveness of CMP strategies is critical and it is suggested that "periodic" be given target timeframes.
- Recommendation of a project by the CMP should become an important component when scoring projects during the project prioritization process.
- Use CMP data (i.e. delay times and system performance) to conduct small-area studies and corridor analyses and to develop freight-related performance measures.

FREIGHT PLANNING

Requirements: 23 U.S.C. §134 (a) and 23 CFR 450.306. MAP-21 legislation specifically calls for the need to address freight movement as part of the transportation planning process. The planning process shall provide for consideration of projects and strategies that enable global competitiveness, productivity, and efficiency; increase the accessibility and mobility of people and freight; and enhance the integration and connectivity of the transportation system, across and between systems.

Status: The metropolitan transportation planning process provides opportunities for freight providers and shippers to give their input into the development of the MTP and TIP, including those defined in the Participation Plan. Freight is a regional priority in the MTP, and is included in the criteria for priority in the TIP prioritization process. The MPO has designated a freight corridor network based on the FHWA FAF system. Additionally, they have added in the NHS freight intermodal connectors and any other connectors necessary to connect the facilities. There are some freight specific projects in the TIP (fueling station, heavy haul road (roadway/railway) project). The MPO has utilized their connection with Delta Nu Alpha (Derbytown 112 Chapter) to educate local freight providers about the planning process and transportation benefits of the potential freight improvement projects, and has been a representative to the Technical Committee of the Mid-American Freight Coalition (MAFC).

It is suggested that the Louisville MPO create a freight advisory committee. It is also suggested that the term “freight corridor” be defined for planning purposes. It was noted during the review that freight-related training will be available to attendees to the upcoming 2015 Ohio Conference on Freight (held in conjunction with the annual meeting of the MAFC) to be held in September of 2015 in Cincinnati, OH.

Finding: The MPOs efforts towards the integration of freight into the planning process meet the federal requirements.

TRANSPORTATION IMPROVEMENT PROGRAM

Requirement: 23 CFR 450.324 requires the MPO to develop a TIP in cooperation with State DOTs and public transit operators. Federal legislation also requires that an MPO cooperatively develop a TIP consistent with the MTP and that it be financially constrained. Effective December, 2007, cost and revenue estimates must be produced in “year of expenditure dollars” to reflect the time-based value of money.

The TIP must cover at least a four-year program of projects and must be updated at least every four years. The TIP must list all projects in sufficient detail as outlined in the regulations. The TIP must reflect public participation and identify the criteria for prioritizing projects. The MPO must have an approved process for making changes to the TIP.

FHWA and FTA must jointly find the TIP to be based on a continuing, comprehensive, and cooperative transportation process. Only after an MPO TIP is amended into the Statewide Transportation Improvement Program (STIP), can federal funds for projects be authorized.

Status: The current KIPDA FY 2015-2018 TIP was approved by the Policy Committee on August 28, 2014. On October 22, 2014, the FHWA and FTA found that the TIP and MTP met the Transportation Conformity Rule and conforms to the PM 2.5 standards. Also on October 22, 2014, the FHWA and FTA issued a joint planning finding that the MPO, the two states and the transit operator produced an acceptable document utilizing a continuing and comprehensive transportation planning process. The planning finding also reviewed the public involvement process, financial plan and relationship of projects in the TIP to MTP. The KIPDA 2015-2018 TIP was incorporated into the KYTC’s FY 2015-2018 Statewide Transportation Improvement Program (STIP) on November 18, 2014.

Finding: The FHWA/FTA federal review team finds that the MPO meets the federal requirements of 23 CFR 450.324 for the development and content of the TIP.

Requirement: 23 CFR 450.330(c) states in areas designated as TMAs, all 23 USC and 49 USC Chapter 53 funded projects (excluding projects on the National Highway System (NHS) or projects funded under the Bridge, Interstate Maintenance, and Federal Lands Highway programs) shall be selected by the MPO in consultation with the State and public transportation operators(s) from the approved TIP and in accordance with the priorities in the approved TIP. Projects on the NHS and projects funded under the Bridge and Interstate Maintenance programs shall be selected by the State in cooperation with the MPO, from the approved TIP. Federal Lands Highway program projects shall be selected in accordance with procedures developed per 23 USC 204.

Status: During the review session the Review Team discussed project selection by the MPO and by the state DOTs. The process utilized by the MPO is clearly presented in the TIP under Project Priority as follows:

Projects that have been awarded Regional Priority status in the Metropolitan Transportation Plan (MTP) are given preference when advancing from the Horizon 2035 Metropolitan Transportation Plan to the TIP. Both Indiana and Kentucky have in place additional processes used to identify schedules for advancing projects from the MTP to the TIP. Indiana uses the Program Development Process (PDP) while Kentucky utilizes its Unscheduled Projects List (UPL).

In Indiana, KIPDA participates in the INDOT PDP by communicating with INDOT staff about proposed projects. KIPDA staff and local officials participate in identifying local and regional priorities for the Kentucky Highway Plan and UPL.

KIPDA is responsible for setting priorities for several funding categories in the TIP. STP Urban funds (SLO) for both Kentucky and Indiana, Indiana Transportation Alternatives Program funds, Indiana Highway Safety Improvement Program funds and Indiana CMAQ funds are federal funds that are allocated to the MPO.

Quarterly project review meetings are held to assess the status of the project priorities and as a means of tracking the project progress. These quarterly review meetings are scheduled at the discretion of KIPDA staff and in coordination with the project sponsors, INDOT, and KYTC. New projects proposed for inclusion in the TIP will be reviewed and considered twice a year and will coincide with the TIP amendments.

For the development of the FY 2015 – FY 2018 Transportation Improvement Program, the TTCC working group met on February 5, 2014 to review projects requesting Indiana STP-Urban, Transportation Alternatives Program, Highway Safety Improvement Program, and CMAQ funds and on March 13, 2014 to review the projects requesting Kentucky STP - Urban funds.

For non-MPO project selection the MPO adopts projects from the approved transportation plans from INDOT and KYTC.

As discussed above the MPO members select projects for the STP-Urban portion of the TIP. The carryover balance of STP Urban funds has increased over the last few years as a result of projects not moving as expected. This creates several problems including inactive projects and the review team has issued a recommendation.

There were no TAP procedures in Kentucky for competitive selection of projects. Therefore no projects had been selected or implemented. The review team has issued a recommendation to address this deficiency.

Finding: The FHWA/FTA federal review team finds that the planning partners have satisfied the requirements of 23 CFR 450.330.

Recommendation 4: Over the last few years the carryover balance of available STP Urban funds has increased substantially. The FHWA-KYDO conducted a Program Review of Inactive Projects in 2013 and the Louisville MPO area has a large number of inactive projects in the FHWA FMIS report. Several projects have not moved to construction in an expected and timely fashion, and projects authorized for design and construction are not making reasonable progress. The review team recommends that the MPO and LPA project sponsors work together to reduce the amount of unobligated STP Urban funds available by moving projects to implementation. We also recommend that authorized project activities commence and move to completion without becoming inactive. All projects should have an accurate scope, budget and implementation schedule.

Recommendation 5: MAP 21 eliminated the Transportation Enhancement Program and created the Transportation Alternatives Program (TAP). The Louisville MPO will receive funding to program on eligible projects by eligible sponsors. MAP 21 Guidance defines the selection process for TAP projects and projects must be chosen through a competitive process. The review team recommends that the MPO work with KYTC, INDOT and other planning partners to adopt a competitive selection process and move forward on TAP project implementation.

Requirement: Self Certification of the metropolitan planning process, at least once every four years, is required under 23 CFR 450.334. The States and MPO must certify to FHWA and FTA that the metropolitan planning process is addressing the major issues facing the area and is being conducted in accordance with all applicable requirements.

Status: The MPO completed their last self-certification with the TIP update.

Finding: The FHWA/FTA federal review team finds the MPO's self certification is in compliance with 23 CFR 450.334.

AIR QUALITY

Requirement: The Clean Air Act of 1990 set specific requirements for non-attainment and maintenance areas. An agreement is required between the MPO and the designated agency responsible for air quality planning describing their respective roles and responsibilities. In TMAs designated as nonattainment areas the following are required:

Federal funds may not be programmed for a project that results in a significant increase in carrying capacity for SOVs, unless the project results from a Congestion Management Process (CMP) meeting requirements of 23 CFR 450.320 (d) and (e).

A new air quality conformity determination is required for any new or amended TIP or Long Range Transportation Plan [(23 CFR 450.326 (a) and 23 CFR 450.322(l)].

Per 40 CFR 93, FHWA and FTA jointly make conformity determinations within air quality nonattainment and maintenance areas to ensure that Federal actions conform to the "purpose" of State Implementation Plans (SIPs). The transportation conformity process is intended to ensure that transportation plans, programs, and projects will not create new violations of the National Ambient Air Quality Standards (NAAQS); increase the frequency or severity of existing NAAQS violations; or delay the attainment of the NAAQS in designated nonattainment (or maintenance) areas.

FHWA has also issued interim program guidance for CMAQ on November 12, 2013.

Status: The MPO has a current agreement with state, federal and local air quality agencies that covers roles and responsibilities. Projects that increase SOVs capacity come from a valid Congestion Management Process (CMP).

The latest conformity determination on the TIP and MTP was completed on October 22, 2014. The conformity determination addresses and meets the purpose of the SIP.

Findings: The FHWA/FTA federal review team finds the process used by the Louisville MPO to be in substantial compliance with conformity requirements. All CMAQ projects selected for funding meet the guidance criteria and are eligible for funding.

Commendation 4: The MPO has seamless coordination between emissions modeling and travel demand modeling. This is exemplified in the conformity documents that are detailed and well written.

MAP-21 AND PERFORMANCE MEASURES

Requirements: MAP-21, the Moving Ahead for Progress in the 21st Century Act (P.L. 112-141), was signed into law by President Obama on July 6, 2012. Funding surface transportation programs at over \$105 billion for fiscal years (FY) 2013 and 2014. MAP-21 built on previous legislative efforts and provided new emphasis on certain initiatives. MAP-21 creates a streamlined, performance-based, and multimodal program to address the many challenges facing the U.S. transportation system. These challenges include improving safety, maintaining infrastructure condition, reducing traffic congestion, improving efficiency of the system and freight movement, protecting the environment, and reducing delays in project delivery. In MAP-21, the metropolitan and statewide transportation planning processes are continued and enhanced to incorporate performance goals, measures, and targets into the process of identifying needed transportation improvements and project selection. MAP-21 establishes national performance goals for Federal highway programs:

- **Safety**—to achieve a significant reduction in traffic fatalities and serious injuries on all public roads.
- **Infrastructure condition**—to maintain the highway infrastructure asset system in a state of good repair.
- **Congestion reduction**—to achieve a significant reduction in congestion on the NHS.
- **System reliability**—to improve the efficiency of the surface transportation system.
- **Freight movement and economic vitality**—to improve the national freight network, strengthen the ability of rural communities to access national and international trade markets, and support regional economic development.
- **Environmental sustainability**—to enhance the performance of the transportation system while protecting and enhancing the natural environment.
- **Reduced project delivery delays**—to reduce project costs, promote jobs and the economy, and expedite the movement of people and goods by accelerating project completion through eliminating delays in the project development and delivery process, including reducing regulatory burdens and improving agencies' work practices.

Status: The Secretary, in consultation with States, MPOs, and other stakeholders, will establish performance measures for pavement conditions and performance for the Interstate and NHS, bridge conditions, injuries and fatalities, traffic congestion, on-road mobile source emissions, and freight movement on the Interstate System. States (and MPOs, where applicable) will set performance targets in support of those measures, and State and metropolitan plans will describe how program and project selection will help achieve the targets.

Findings: The FHWA/FTA federal review team finds the Louisville MPO to be in compliance with MAP 21 requirements.

Commendation 5: The MPO has started developing performance measures toward compliance with MAP 21 (see Appendix 6). Performance measures have been developed to address transit, pedestrians, bicycles, crashes, roadways, environmental/air quality and economic impacts in the development of Connecting Kentuckiana 2040.

Conclusion

Subject to reporting progress in implementing the recommendations cited in this report, the Federal Highway Administration and Federal Transit Administration find the KYPDA, KYTC, INDOT, and TARC are following a transportation planning process which complies with the federal planning requirements in 23 U.S.C. 134(k)(5) and 49 U.S.C. 5303(k)(5).