



# Broward MPO

Metropolitan Planning Organization

Move People & Goods | Create Jobs | Strengthen Communities

**Reasonable Progress Program  
Staff Handbook**  
April 2020



Move People & Goods | Create Jobs | Strengthen Communities

# Reasonable Progress Program Staff Handbook

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[BrowardMPO.org](http://BrowardMPO.org)



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## Introduction to Reasonable Progress

The Broward MPO's mission is to collaboratively plan, prioritize, and fund the delivery of diverse transportation options. The MPO supports projects that will have a measurable positive impact for the residents and visitors that travel on Broward County's transportation network. As a result, the MPO developed a policy for monitoring the advancement of transportation projects from concept to construction.

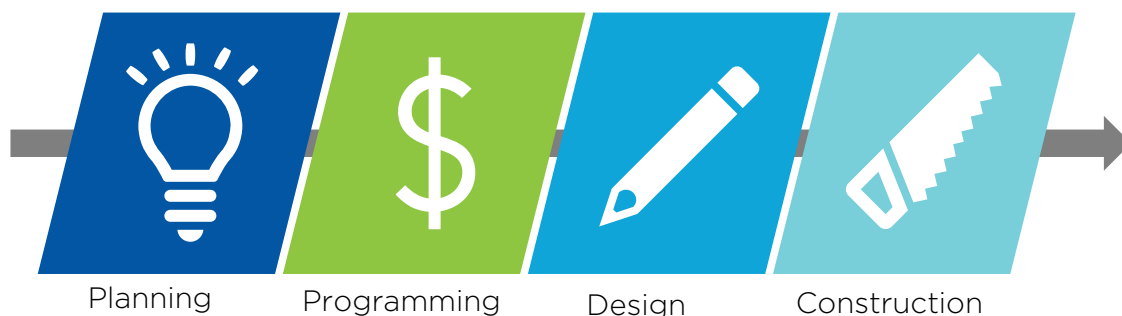
The Broward MPO defines **reasonable progress** as the timely advancement of transportation projects from planning to implementation. This handbook is a resource for launching a Reasonable Progress Program to track projects through planning, programming, design, and construction.

Through a partnership with member governments and implementing agencies, the Broward MPO can utilize the Reasonable Progress Program to:

- Facilitate the development of program ready projects;
- Address risk factors that prevent projects from becoming program eligible; and
- Track project delivery through design and construction.

The Reasonable Progress Program has four milestones to measure progress as projects advance from planning to programming, design, and construction.

### Reasonable Progress Milestones



The final milestone is project completion, with subsequent performance measurement.

The Broward MPO uses the Reasonable Progress Program to ensure the timely delivery of transportation projects. By tracking projects by the general phase, the Broward MPO can work with its partners on how to best address potential risks to project advancement.

## Mission Achievement

The Reasonable Progress Program supports the MPO's goal for mission achievement outlined in the 2020 Strategic Business Plan:

- Assist owners/operators in project development;
- Identify owners/operators who consistently deliver projects on-time and on-budget; and,
- Verify that actual outcomes match those expected for delivered projects.

## Reasonable Progress Policies

Governing bodies, entities, and authorities seeking MPO funds are subject to the following policies for reasonable progress:

- Projects must become program ready to be a candidate for funding, which requires the following:
  - A detailed scope of work that demonstrates a purpose and need, and clearly defines the project with specific elements and impacts;
  - Evidence of partner collaboration from stakeholders, the public, and right-of-way (ROW) owners;
  - Engineering-level cost estimate; and,
  - Resolution(s) of support from the governing body/bodies assuming responsibility for the operations, maintenance, and ownership of the facility/facilities or asset(s).
- Projects will have met reasonable progress if they advance through the stages of planning, programming, design, and construction without significant delay or cost overruns that would impact implementation.
- A report on performance in achieving reasonable progress will go to the Broward MPO Board on an annual basis.
- The MPO may assign the term *project in trouble* to projects that fail to achieve reasonable progress milestones or experience significant risks that threaten project advancement.
- The Broward MPO may investigate a *project in trouble* for opportunities to address issues that impact reasonable progress.
- Pending a potential inquiry into a *project in trouble*, the MPO might assign the term *limited provider* to the responsible governing entities, authorities, or agencies.
- The MPO may recognize the status of *limited provider* in MPO programs, and it may impact scoring on project funding as part of prioritization.
- The *limited provider* status of a governing entity, authority, or agency may be removed by the MPO at any time if there is evidence of addressing

reasonable progress elements, or if there is a determination that the cause for delay or cost overrun is beyond their control.

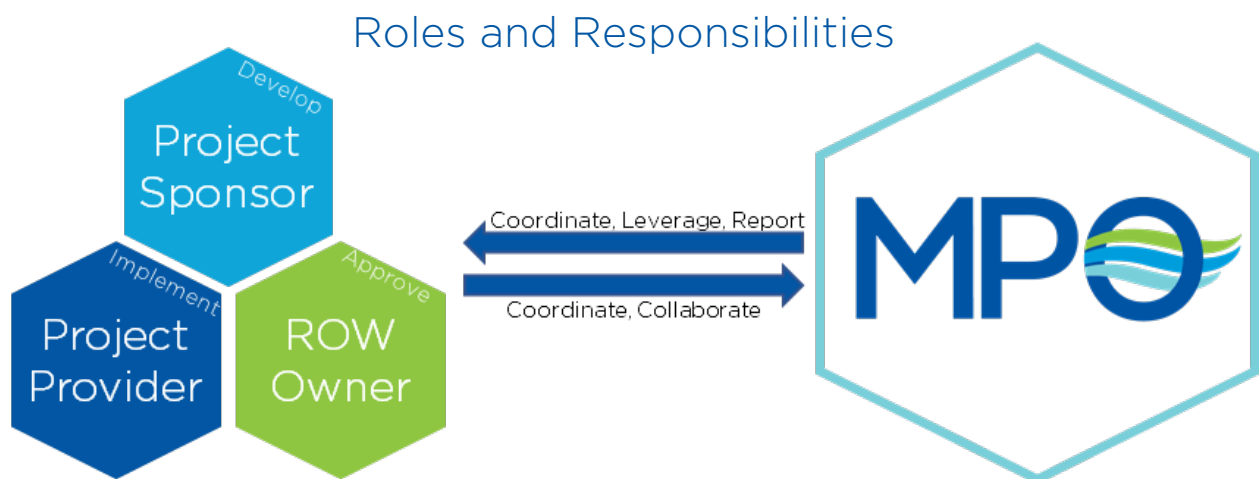
## Roles and Responsibilities

The Broward MPO serves as a leveraging partner between project sponsors and project providers to ensure projects achieve reasonable progress:

- Aid project sponsors on how to develop program ready projects; and,
- Coordinate with project providers to monitor implementation.

Project sponsors are responsible for developing projects and require close coordination with ROW owners and project providers for successful implementation. Depending on the scope of the project, the sponsor may be an owner and the provider.

- A **project sponsor** is a governing entity, authority, or agency that *proposes a project for federal funds*.
- A **project provider** is a governing entity, authority, or agency that *uses federal funds to design and construct a project*.
- A **ROW owner** is a governing entity, authority, agency or private property owner that has *jurisdictional ownership or property rights to the land or facility within the project limits of the scope*.



Additionally, Broward MPO staff are responsible for flagging *projects in trouble* if they are not meeting reasonable progress milestones. Staff should coordinate with project sponsors and providers to identify opportunities to help get a *project in trouble* back on track toward timely implementation.



# Planning for Reasonable Progress

Successful transportation planning results in well-conceived projects that align with available funding sources. These projects have a detailed scope of work that demonstrates a purpose and need to define the project with specific elements and impacts clearly. Projects must show evidence of support from stakeholders and governing bodies and have realistic cost estimates.

## Program Ready

The Broward MPO developed the concept of program readiness to help project sponsors address four primary requirements that, if met, advance a project towards funding and implementation.

### Program Ready Criteria



Scope of work



Partner Collaboration



Cost Estimate



Resolution

The program ready criteria (as outlined in the [Reasonable Progress Policies](#) on page 2) qualify projects as eligible candidates for MPO funding. These projects demonstrate due diligence in transportation planning. They may reduce risks to timely project advancements from an insufficient scope of work, a lack of public support, or unreliable cost estimates.

The [Transportation Planning Guidebook](#) details how to develop a program ready project if project sponsors need technical assistance.

## Common Risks to Reasonable Progress

There are instances where a project may be at risk for not meeting reasonable progress, and circumstances could arise at no fault to the project sponsor/provider. The Broward MPO is committed to working with its partners to mitigate potential risks. [Exhibit 1](#) lists common risks to reasonable progress.

### Exhibit 1. Common Risks to Reasonable Progress

Risk	Remedy
ROW Impacts—Were all stakeholders identified, and ROW owners consulted about the project?	Typically, utilities are within easements, and the utility provider may not own any real property rights.

Risk	Remedy
<p>Project delays may occur or potentially jeopardize the project from unaccounted ROW costs if construction would impact existing utilities.</p>	<p>The project sponsor and/or provider should review existing easements and consult with stakeholders.</p>
<p><b>Insufficient Scope Details</b>—Does the scope of work clearly define the project with specific elements and impacts?</p> <p>This risk arises when the logical nexus between the project as a solution to a transportation problem is weak or the scope is vague and lacks enough details.</p> <p>May occur if there are significant changes to a project following FDOT preliminary engineering review.</p>	<p>The project sponsor and/or provider should adjust the scope to capture all the design elements.</p> <p>If the project changes as a result of an engineering study, then the scope should be adjusted accordingly.</p>
<p><b>Low-Cost Estimate</b>—Cost overruns may incur from not correctly capturing the full cost for design, ROW acquisition, and construction.</p> <p>Cost overruns may not appear materially significant at the onset of the project but may materialize during the design or construction of the project. Not accurately capturing cost information may cause additional delays in implementation due to a lack of available funding.</p>	<p>Ensure the project sponsor is developing an engineering-level cost estimate.</p> <p>Ensure financial information is updated to account for inflation, ROW value, and potential changes in the cost of construction materials if the estimate is from a previously developed project application.</p>
<p><b>Change in Public Support</b>—May arise if there are significant changes to a project following public outreach that the preferred alternative does not meet the expectations of the public or elected officials.</p> <p>Additionally, there may be organized opposition to a project that does not necessarily reflect consensus and public opinion.</p>	<p>Coordinate with project sponsor and project provider and identify an appropriate public outreach strategy.</p> <p>Organize listening sessions between elected officials and implementing agencies to address public concern.</p> <p>Develop a communication strategy and project talking points to remain on-message when addressing</p>

Risk	Remedy
	organized opposition and local media.
<p><b>Lack of Governing Body Support—</b> May arise if the project sponsor does not secure an official resolution of support or if the resolution of support is too vague.</p> <p>Although the governing body may endorse a project, there may be inadequate time to obtain a proper resolution for project support.</p> <p>Governing bodies may overturn a previous resolution of support or move to cancel a project that may have spent funds on preliminary engineering or design.</p>	<p>Project sponsors should seek resolutions of support as early as possible and ensure they directly reference the project.</p> <p>Additionally, seeking resolutions of support from communities where a project is planned (if the sponsor and/or provider is not the ROW owner) will help secure local buy-in.</p> <p>Canceled projects without adequate coordination from funding and implementing partners could result in a <i>limited provider</i> status.</p>

## Delivery

The Broward MPO is committed to working with implementing partners who design and construct MPO funded projects. This partnership requires communication between project sponsors and providers during preliminary engineering, design, and construction. The MPO should track projects receiving MPO funds and coordinate with providers as needed to review progress.

## Risk Prevention

The Broward MPO's *Project Tracker* provides a centralized database to monitor the progress of MPO funded projects. The purpose of project tracking is to develop a project history timeline and document implementation.

The Broward MPO takes the role of an informed partner during design and construction. The MPO may be asked by the provider or requested on behalf of a project sponsor to help reconcile any reasonable progress issues that arise during design. Therefore, projects must be logged into the *Project Tracker* to provide staff with any relevant project history that could assist in addressing program ready elements. Additionally, documenting issues may reveal a *project in trouble*.

## Project in Trouble

Flagging potential risks and identifying a *project in trouble* is integral to the reasonable progress of MPO funded projects. Effective risk prevention by the Broward MPO will help detect issues (e.g., cost overruns, scope changes, lack of political/public support, etc.) that could impact budget and schedule early on.

MPO staff can flag a *project in trouble* if a project is unable to achieve its next reasonable progress milestone, notwithstanding actions outside of the control of the project sponsor/provider. MPO staff should contact the project provider when there is a determination of *project in trouble* status and seek remedial actions to resume reasonable progress. The MPO staff can remove a *project in trouble* status after confirming with the provider that the project is on track toward achieving its next milestone.

## Limited Providers

Project sponsors or providers that demonstrate a history of developing *projects in trouble* may receive the designation as a *limited provider*. This designation may impact scoring on project funding as part of prioritization. The *limited provider* status of a governing entity, authority, or agency may be removed by the MPO at any time if there is evidence of addressing reasonable progress elements, or if there is a determination that the cause for delay or cost overrun is beyond their control.

## Performance

The Reasonable Progress Program incorporates program readiness and risk prevention to ensure that projects are built on-time and on-budget within the MPO's capacity to influence design and construction. However, despite these efforts, projects may go over budget or schedule regardless of proper transportation planning. The MPO should note in the *project tracker* any events that could impact the budget and schedule and potential project delay.

The Broward MPO is responsible for developing two annual performance deliverables that report on the state of funding transportation investments:

- **State of the Providers Assessment** - an annual performance summary in reasonable progress.
- **State of the System Report** - an annual snapshot of the transportation system.

## State of the Providers

The State of the Providers Assessment should examine the efficiency of project sponsors in developing program ready projects and project providers in delivering projects that are on-time and on-budget. It serves as an informational brochure for the Broward MPO Board and the public that provides a snapshot of annual project delivery performance.

The State of the Providers Assessment is a peer comparison of reasonable progress by member government jurisdiction within the Broward County Urbanized Area. It summarizes annual performance in project development and project delivery by federal fiscal year-end.

Key components should be summarized by reasonable progress milestone in a high-level overview and sorted by member government jurisdiction:

- **Planning** - Total number of program ready projects and estimated dollar value by MPO funding program;
- **Programming** - Total number of program ready projects and assigned funding value by MPO funding program;
- **Design** - Total number of projects and dollar value of projects obligated funding for design by MPO funding program; and,
- **Construction** - Total number of projects and dollar value of projects with final construction funds obligated by the end of the fiscal year.
- Highlight projects of regional significance;
- Highlight *projects in trouble* by MPO funding program; and,
- Identify *limited providers*.

Additionally, the State of the Providers Assessment should include a summary of the achievements and lessons learned. The assessment should promote the region's successes by highlighting projects of regional significance or project groundbreaking. Opportunities for improvement should explore how project sponsors/providers should address risks to reasonable progress (e.g., significant cost overruns, noteworthy delays, etc.) experienced during the year.

## State of the System

The purpose of the State of the System Report is to evaluate current conditions of the transportation system in the Broward County Urbanized Area and capture regional impacts of successful project delivery. The Report serves to inform and improve the Board's decision-making and to mark notable achievements.

As an annual practice, MPO staff should pre-select a series of measures that may best reflect the system's conditions and performance (**Exhibit 2**). The MPO staff should base short-term and long-term performance goals on existing resources and expectations of the future. Then, collect, collate, and analyze data related to specific measures and targets.

The MPO staff should summarize and present annual findings to the Board and provide an opportunity for the Board to comment and give input for directing staff in the upcoming year.

The State of the System Report is a summary of data collation and analysis with conclusions on how the comprehensive system is changing and whether past planning efforts move the region towards goal achievement. An understanding of the overall system will help identify potential issues and optimize project delivery strategies.

### **Key components of the transportation system:**

- Roadway System
- Transit System
- Biking and Pedestrian Systems
- Airports
- Seaports and Waterways
- Landside Freight (i.e., rail freight and truck)

### **Key items to address in the Report:**

- Overview of the Region – Present the demographic and socioeconomic background of the region

- What are the key factors that strongly affect people’s use of transportation systems?
- How are those factors performing?
- System Conditions and Facts - By transportation system components, summarize and visualize the data for the selected measures of system condition
- What and how many infrastructures and facilities does each key transportation component include?
- What is the current condition of those infrastructures and facilities?
- What is the utilization of the existing infrastructures and facilities?
- Is the system safe for all users?
- By examining the historical performance trends, has the system improved, and is it moving towards the established goals?
- How is the current system(s) faring relative to the goals of the Metropolitan Transportation Plan (MTP)?

**Exhibit 2. Potential State of the System Measures by Topic/Mode**

Topics/Modes	Measures
Overview of the Region	Population, Land Use, Employment by Industry, Employment Accessibility, Housing Stock, Commuting Flow and Time, Housing and Transportation Affordability
Roadway System	Roadway Mileage, Vehicle Miles Traveled, Annual Average Daily Traffic, Crash Rate, Pavement Condition, Bridge Condition, Level of Travel Time Reliability
Transit System	Service Coverage, Ridership, Revenue, Fleet Age, On-Time Performance, Trip Length
Biking and Pedestrian Systems	Bike Lane and Sidewalk Mileage, Recreational Facilities, Crash Rate
Airports	Aircraft Traffic, Passenger Trips, Airport Revenue, Major Destinations, Airline Market Share
Seaports and Waterways	Port Facility Distribution, Major Cargo Markets, Cruise Passengers, Cargo Movements, Ship Calls, Revenue
Land Freight	Truck Annual Average Daily Traffic, Intermodal Facility Distribution, Truck Travel Time Reliability, Grade-Crossing Crash Rate



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