

# OVERALL WORK PROGRAM Processes and Procedures

Approved by the OahuMPO Policy Board on XXXX



Prepared by

OAHU METROPOLITAN PLANNING ORGANIZATION

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To be added back in to final draft.

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## Overview

The purpose of this document is to describe the processes and procedures for the development of the biennial Oahu Metropolitan Planning Organization (OahuMPO) Overall Work Program (OWP).

## Federal Requirements

Federal regulations require the development of a Unified Planning Work Program, which is called the Overall Work Program (“OWP”) on Oahu to document planning activities performed with funds provided under Title 23 United States Code (“U.S.C.”) and Title 49 U.S.C.<sup>1</sup> Federal regulations require<sup>2</sup> that the OWP include:

- Discussion of the planning priorities facing the metropolitan planning area;
- Identification of the work proposed for the next one- or two-year period by major activity and task in sufficient detail to indicate:
  - Who will perform the work (e.g., MPO, State, public transit operator, local government, consultant);
  - The schedule for completing the work;
  - The resulting products;
  - The proposed funding by activity/task;
  - A summary of the total amounts and sources of Federal and matching funds

The OWP and work elements must also comply with the requirements of 2 Code of Federal Regulations (“CFR”) §200 which establish the rules and regulations for the expenditure of Federal grant monies.

## The Basic Process

The primary purpose of the OWP is to provide information to government officials, local communities, and the public about federal and local funds budgeted by the OahuMPO for the completion of metropolitan transportation planning activities described in 23 CFR 450 Subpart C.

The OWP is approved biennially by the OahuMPO Policy Board and amended as needed. The studies and activities (“work elements”) programmed in the OWP are consistent with OahuMPO’s regional planning priorities and goals. The work elements that fulfill federal requirements are the OahuMPO’s highest priority.

The work elements identified in the OWP receive funding from the USDOT through the FHWA and/or the FTA and local funding from partner agencies. The OahuMPO partner agencies include the State of Hawaii (State), the Honolulu Authority for Rapid Transportation (HART), and the City and County of Honolulu (City). OahuMPO partner agencies and eligible government agencies that receive OWP funds for transportation planning activities are referred to as “subrecipients”.

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<sup>1</sup> 23 CFR 450.308(b)

<sup>2</sup> 23 CFR 450.308(c)

The process for developing the OWP consists of seven phases, which are described in detail in Appendix B:

1. **Identification of regional planning priorities.**
2. **Identification of high priority work elements.**
3. **Call for candidate work elements.**
4. **Drafting the OWP.**
5. **Public and Intergovernmental Review.**
6. **Approving the OWP.**
7. **Progress and expenditure reporting.**

## Eligible Uses of Metropolitan Transportation Planning Funds

Federal PL Funds are only allowed for transportation planning purposes and activities. Typical project categories include the following:

- Staff time, consultant support, overhead, travel, professional development necessary for OahuMPO to fulfill the requirements in 23 CFR 450 Subpart C (development of long-range transportation, overall work program, transportation improvement program, etc.)
- Transportation master plans, corridor studies, access/mobility studies, inventories of existing routes, and right of way investigations;
- Future population, employment, and economic growth studies;
- Transportation studies such as circulation plans, multimodal traffic count programs, intersection analyses, and small area studies;
- Bicycle and pedestrian planning such as bicycle parking, sidewalk/bicycle master plans, and trail and greenway plans;
- Economic impact studies of transportation investments;
- GIS data development/mapping applications;
- Transportation related health impact assessments;
- Environmental justice analyses; and
- Conceptual/scoping studies and limited engineering design

## Eligible Subrecipients

Organizations eligible to seek funding through the OWP include OahuMPO partner agencies, departments or offices directly or administratively attached to State of Hawaii, and departments of the City and County of Honolulu.

## Funding Overview

Funding for OWP work elements is provided by planning grants from the United States Department of Transportation (“USDOT”) and local matching funds from OahuMPO’s partner agencies and subrecipients. Most of the planning activities in the OWP are funded by 80% federal funds and 20% local funds unless federal regulations allow a 100% federal share.

The funding provided annually to OahuMPO by the three partner agencies is called member dues. Member dues provide the 20% local match for OahuMPO's operations budget. The amount of member dues is established in the Finance Supplemental Agreement, with each partner agency providing an equal share of funds.

**Subrecipient Study Local Match:** Subrecipients must provide local matching funds equal to at least 20% of the total cost of their planning study unless federal regulations allow a 100% federal share. See Appendix A for more information on OWP funding sources.

## Two-Year Schedule

Per 23 CFR 450.308, the Overall Work Program must identify the work proposed for the next one- or two-year period by major activity and task. Beginning with the SFY2024-2025 OWP cycle, OahuMPO will begin using a two-year OWP that programs and funds all work elements two years at a time. For example, the OWP 2024-2025 budget period<sup>3</sup> will be July 1, 2023-June 30, 2025.

If OahuMPO and/or a subrecipient wishes to fund a planning study through the OWP that requires more than 2 years of funding, that planning effort must be broken into tasks or phases that are programmed and funded in separate cycles of the OWP. All planning study proposals for OWP funding should include a realistic and practical schedule based on the study scope. OahuMPO strongly encourages subrecipients to seek commitment of local matching funds prior to the approval of the OWP final draft so that work may begin as soon as possible after the budget period begins.

## Regional Planning Priorities

The OahuMPO Policy Board will identify regional planning priorities for the upcoming two-year OWP cycle. This process will be facilitated through an Executive Director-guided discussion in a regular Policy Board meeting. The below framework will assist the Policy Board in this process and ensure that the OWP prioritizes planning activities necessary and reasonable to support the OahuMPO's role and responsibility for regional planning.

The Policy Board-developed Regional Planning Priorities will be included in the final OWP as required by 23 CFR 450.308(c).

## OWP Priority Framework

### 1. **Work Elements that fulfill federal requirements**

Work Elements that fulfill federal requirements under metropolitan transportation regulations are described in 23 CFR Part 450 Subpart C<sup>4</sup>. Meeting federal requirements is the responsibility of OahuMPO and partner agencies and all will work collaboratively to prioritize their completion. Fulfilling these requirements ensures the Oahu region will continue to receive its full allotment of federal planning and construction funds.

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<sup>3</sup> Per 2 CFR 200.1, "budget period" means the time interval from the start date of a funded portion of an award to the end date of that funded portion during which recipients are authorized to expend the funds awarded, including any funds carried forward or other revisions pursuant to § 200.308

<sup>4</sup> These requirements may be updated when a new transporting funding authorization is approved.

**Examples of OahuMPO Core Work Products and Federal Requirements:**

- Overall Work Program
- Long Range Transportation Plan
- Transportation Improvement Program
- Congestion Management Process
- Performance-Based Planning and Programming
- Travel Demand Modeling (including data collection and analysis)

**2. Work elements that contribute to required products, required processes, or support implementation of OahuMPO's Strategic Plan**

Work elements that support efforts by OahuMPO and partner agencies to improve required work products or the transportation planning process, or implement an action item in OahuMPO's Strategic Plan.

**Examples:**

- Peer reviews or exchanges to enhance organizational capacity or improve work products
- Public outreach tools
- Training and Workforce Development
- Study of CMP strategies

**3. Work elements that support planning needs identified in OahuMPO planning processes and work products**

Planning studies or activities identified in OahuMPO core products or in the 3-c planning process as needing further study.

## Regional Planning Coordination

To better understand recent and current planning efforts occurring outside of OahuMPO's planning process and to better leverage limited resources, OahuMPO staff annually solicits a list of recently completed or currently active planning studies from its partner agencies and other stakeholders. The complete list of studies is published in the final OWP, and is considered when OahuMPO staff evaluates candidate work elements. A candidate work element that duplicates effort or closely matches an existing or recent study from another department may not be recommended for programming by OahuMPO staff.

## OWP Schedule

The schedule and list of activities for development of the OWP is shown in Table 1.

Phase	Month(s)	OahuMPO Staff Activities
Regional Planning Priorities	August	<ul style="list-style-type: none"> <li>OahuMPO Policy Board identifies regional planning priorities through a guided discussion.</li> </ul>
Call for Candidate Work Elements	September – October	<ul style="list-style-type: none"> <li>Solicits lists of planning studies from government agencies for regional planning coordination.</li> <li>Develops list of high priority work elements to include in OahuMPO's operations budget</li> <li>Issues a call for candidate work elements to the Policy Board members, partner agencies and other eligible organizations.</li> </ul>
Drafting the OWP	November	<ul style="list-style-type: none"> <li>Prioritizes all candidate work elements;</li> <li>Develops a first-draft list of work elements proposed for programming in the OWP; and</li> <li>Presents the first-draft list to the CAC, TAC, and the Policy Board for comments and feedback;</li> </ul>
	December	<ul style="list-style-type: none"> <li>Considers the feedback and comments received on the first-draft list of work elements;</li> <li>Develops the Public Review Draft of the OWP; and</li> <li>Presents Public Review Draft to the TAC and CAC for review and comment prior to releasing it for general public and intergovernmental review.</li> </ul>
Public & Intergovernmental Review	January – February	<ul style="list-style-type: none"> <li>Releases the Public-Review Draft OWP for 30 days of general public and intergovernmental review and comment;</li> <li>Notifies CAC, TAC, Policy Board, intergovernmental review list, and interested parties of the release of draft OWP; and</li> <li>Posts Public Review Draft to the OahuMPO website and provides instructions for submitting comments.</li> </ul>
	March	<ul style="list-style-type: none"> <li>Considers comments received on the Public Review Draft;</li> <li>Documents all comments received and their final disposition in the OWP;</li> <li>Develops Final Draft OWP.</li> </ul>
Approving the OWP	April	<ul style="list-style-type: none"> <li>Presents Final Draft OWP to the TAC and CAC for recommendation to the Policy Board; and</li> <li>Presents the Final Draft OWP to the Policy Board along with recommendations of the advisory committees.</li> </ul>
	May	<ul style="list-style-type: none"> <li>Submits Policy Board endorsed OWP to FHWA/FTA for approval</li> <li>Sends invoices to partner agencies for annual dues (i.e., local match).</li> </ul>

Table 1. Schedule and activities for development of the OWP

## Appendix A: OWP Funding

### Federal

The below federal funds can be used for transportation planning, and the first two are dedicated funding for metropolitan transportation planning requirements. Most of these funding types require a 20% local share.

- **Title 23 U.S.C. §134 FHWA Metropolitan Transportation Planning (PL).**  
MPOs use PL funds to carry out the metropolitan transportation planning process required by 23 U.S.C. 134, including development of metropolitan area transportation plans and transportation improvement programs. PL funds cannot be used for NEPA activities or activities that will result in a project's final design. The HDOT receives these monies and passes them through to the OahuMPO as the expending agency.<sup>10</sup>
- **Title 49 U.S.C. §5303/5305(d) FTA Metropolitan Transportation Planning**  
These programs provide funding to support cooperative, continuous, and comprehensive planning for making transportation investment decisions in metropolitan areas and statewide.
- **Title 23 U.S.C. §133 FHWA Surface Transportation Block Grant Program (STBG)**  
STBG funds are the most flexible of the Federal Aid Highway program funds and they can be used for surface transportation planning<sup>11</sup>. In coordination with agency partners, the OahuMPO Policy Board programs the STBG funds suballocated for an urbanized area with a population over 200,000 (STBG-urbanized). STBG projects for eligible planning purposes must be reflected in the OWP. The Federal share for workforce development, training, and education activities carried out with STBG funds under 23 U.S.C. 504(e)(1)(A)-(F) is 100%.
- **Title 23 U.S.C §149 Congestion Mitigation Air Quality (CMAQ)**  
Planning study activities using CMAQ funds must appear in the OWP
- **Title 49 U.S.C. §5307.** These FTA funds are typically used for capital, operating, and maintenance costs of mass transit projects, but can also be used for planning.

### Local – Member Dues

The Financial Supplemental Agreement<sup>12</sup> sets the annual base dues amount from each of the partner agencies. By terms of the Comprehensive Agreement, any unencumbered local funds from previous years are used to offset the amount owed in the current fiscal year. In addition, any interest earned on deposited local funds is similarly deducted from the amount owed in the current fiscal year. The total deductions are applied equally to the partner agencies.

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<sup>10</sup> Title 23 U.S.C. 104(d)(1)(A) requires that federal-aid monies apportioned to a state for MPO functions “shall be made available by the state to the metropolitan planning organization responsible for carrying out section 134 [of Title 23] in the state.”

<sup>11</sup> Refer to 23 USC 133(b) for the full list of eligible projects.

<sup>12</sup> The Finance Supplemental Agreement is available here: [https://www.oahumpo.org/?wpfb\\_dl=1939](https://www.oahumpo.org/?wpfb_dl=1939)



### *Local – Subrecipient Match*

Subrecipients are required to provide the local match for their planning studies unless federal regulations allow a 100% federal share.

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## Appendix B: Detailed OWP Development Process

### 1. Identification of Regional Planning Priorities

This Policy Board-led process is described on pages 5-6.

### 2. Identification of High Priority Work Elements

Following the identification of regional planning priorities, the OahuMPO identifies work elements, like staff time and consultant support, needed to support the work products and processes that fulfill metropolitan planning requirements in 23 CFR 450 Subpart C, and work elements that support Strategic Plan action items. These work elements will be part of OahuMPO's operations budget with the 20% local match provided by member dues.

### 3. Call for Candidate Work Elements

OahuMPO issues its call for projects to the Policy Board, partner agencies, state and local agencies and other eligible organizations. The call for candidate work elements is also posted on OahuMPO's website. The submittal for each candidate work element shall include the following information<sup>13</sup> using the proposal form provided in Appendix D:

1. **Identification:** Identify agency and division or office, and staff person responsible for the candidate work element along with the work element title.
2. **Objectives:** Provide a brief synopsis of the study objective.
3. **Work element information:**
  - a. **Work Products.** Provide a complete listing of the work products and deliverables that will be produced by this planning study.
  - b. **Project Description.** Explain the work to be undertaken. Describe the specific tasks, their time frame, products and deliverables, and the agency and division or office responsible for each task associated with the proposed work item. Tasks must be linked to the tasks and schedule table in Part 4. If the study requires a period of performance longer than 2 years, indicate which out-year activities will be proposed for funding in a future OWP cycle.
  - c. **Project justification.** Identify the reason(s) and need for the proposed planning study or project. Identify the regional planning priority level the study supports. Include information on how the work item builds on or supplements other regional planning work being undertaken by OahuMPO or its partner agencies.
  - d. **Previous or ongoing work related to work item.** Provide a list of existing planning activities associated with the proposed planning study or project. Include prior year-funded OWP activities and directly relevant activities not funded by the OahuMPO.
4. **Work Element Tasks and Schedule** List all the expected tasks and their start and completion dates. The task list must correspond with the written description provided in

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<sup>13</sup> As per 23 CFR §450.308(c)

III.B above. The start and completion dates must fit into the project schedule listed in section I, which aligns with the two-year OWP time frame.

- a. **Staff labor tasks.** If the proposing department or agency desires to be reimbursed for 80% of the staff costs directly attributable to support of the work element, they should identify estimated staffing hours and labor expenses by task for the project.
- b. **Consultant services tasks.** Identify consultant services by task. Agencies are required to identify, at minimum, the products expected, estimated contract amount, and anticipated project schedule.
- c. **Other costs.** Identify, for pre-approval, any travel<sup>15</sup> to be done by department or agency staff as part of the project along with any supplies or other resources needed for the project.

As part of the call for projects, OahuMPO also solicits lists of planning studies from government agencies for regional planning coordination.

## 4. Drafting the OWP

### Prioritization of New Candidate Work Elements

OahuMPO staff reviews all proposed candidate work elements, verifying the eligibility of each for Federal funding. OahuMPO then prioritizes the list using the Policy Board approved regional planning priorities. The results of this prioritization process are included in the final OWP.

While the regional planning priorities enable OahuMPO staff to make recommendations, the final decision regarding which work elements to program and fund is made by the Policy Board.

### First Draft List of Work Elements

The list of new candidate work elements proposed for programming and are presented to the CAC, TAC and PB for review and comment. Comments and edits received at this stage are incorporated into the Public Review Draft.

### Public Review Draft of the OWP

This second-draft of the OWP is a more complete draft, consisting not only of the prioritized list of all proposed candidate work elements and the list of work elements proposed for programming, but also a draft executive summary, a process overview, identification of regional planning priorities identified in Step 1, sources of funding, and most of the other chapters and sections of the final OWP. New candidate work elements proposed for programming are fully described, including objectives, expected outcomes, project schedules, and summarized budgets. This Public Review Draft is presented to the TAC and CAC for comments and feedback before it is released to the general public for review.

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<sup>15</sup> 2 CFR 200.474

## 5. Public and Intergovernmental Review

The Public Review Draft of the OWP is released for public and intergovernmental review for a period of 30 days. OahuMPO staff will notify the Policy Board, TAC, and CAC of the release and provide the final Public Review Draft to the members. Additionally, persons on the intergovernmental review list and interested parties list will also be notified of the release and the deadline for submitting comments. OahuMPO will post the final Public Review Draft to its website for download and viewing by the general public.

All comments received will be documented in the final OWP, along with the disposition of the comments. All comments will be considered in the development of the Final Draft OWP.

## 6. Approving the OWP

After reading and considering all comments made on the Public Review Draft, OahuMPO staff will update the document to a Final Draft OWP, which will be presented to the CAC and TAC for their recommendation to the Policy Board. The Final Draft OWP will be presented to the Policy Board for endorsement along with the recommendations from the CAC and the TAC.

Once endorsed by the Policy Board, the endorsed OWP will be forwarded to FHWA and FTA for their joint approval. Following FHWA/FTA approval, the following steps take place:

**Obligation of Funds:** OahuMPO works with HDOT STP and HWY-SM to ensure that work elements are

1. Authorized and obligated appropriately with FHWA/FTA before work can begin; and
2. The period of performance is populated correctly to include all required financial closure elements.

**Invoicing Partner Agencies:** OahuMPO staff invoices the partner agencies for their annual dues based upon the approved Finance Supplemental Agreement.

**Final OWP Distributed and Posted:** OahuMPO staff sends copies of the final approved OWP to partner agencies and members of the Policy Board and posts the final OWP to the OahuMPO Website.

**Subaward Agreements Developed and Executed:** OahuMPO develops and executes agreements with subrecipients that comply with 2 CFR 200.332 "Requirements for Pass-Thru Entities".

## 7. Monitoring and Reporting

### **Quarterly Reporting**

OahuMPO monitors expenditures for all work elements in the OWP and provides a Quarterly Report to the TAC and the Policy Board. The OWP Quarterly Report provides updates on expenditures for OahuMPO staff time work elements, OahuMPO non-staff time work elements (e.g., consultants services, Overhead, etc.), and subrecipient studies.

### **Annual Reporting**

As required by the Administrative Supplemental Agreement, OahuMPO prepares and submits an Annual Report to the Hawaii State Legislature twenty days prior to the start of the legislative session. The Annual Report will describe the work completed in the most recent state fiscal year and demonstrate appropriate management and fiscal oversight. The Annual Report will also be submitted to FHWA and FTA, the Policy Board and member agencies.

For subrecipient studies, OahuMPO provides program oversight and monitors the performance and budgetary expenditures as required by 23 CFR 420.117. Subrecipients are required to provide annual progress reports, which are included in OahuMPO's Annual Report described above. Additional requirements may be included as part of the Sub-Award Agreement, based on the risk assessment of the subrecipient. For more information on sub-recipient responsibilities, see OahuMPO's ***Sub-recipient Award and Monitoring*** document.

### **Annual Report Development Schedule**

OahuMPO staff develops the Annual Report in October and November with the final draft due in mid-December. The request for annual progress reports will be sent to subrecipients no later than mid-October.

## Appendix C: Revisions to the OWP

Revisions may be made to the OWP in one of two ways:

### *Administrative Modifications*

The OWP may be modified by means of an administrative modification<sup>25</sup> and the budgeted dollar amounts may be transferred administratively among the work elements if:

- The amount of money to be transferred does not exceed \$100,000 per transfer and – cumulatively – changes do not exceed 10% of the total approved budget for that OWP year; and
- The tasks and/or objective of the work element are unchanged.

Additionally, for previously obligated projects, adjusting the tables in the OWP indicating the amount of funds to carry-over or roll-over from one-year to the next is an Administrative Modification.

An Administrative Modification does not require Federal or Policy Board approval. Notification will be given to awarding agency or agencies (FTA, FHWA), the Policy Board, and the advisory committees; and the changes to the work element will appear in the next fiscal year's OWP.

No public, CAC, intergovernmental, TAC, or Policy Board reviews are required.

### *Amendments*

The OWP should be amended if:

- The amount of money being transferred between work elements is in excess of \$100,000 or the cumulative budget revisions exceed 10% of the total approved OWP budget amount for the fiscal year;
- The objective and/or tasks of the work element have changed; and/or,
- A new work element is added; and/or
- A work element is deleted.<sup>26</sup>

An amendment to the OWP must go out for review by the CAC, general public, interested parties, intergovernmental review, and TAC. It must be approved by the Policy Board. The approved amendment must be sent to the awarding agency or agencies for its acceptance prior to incorporation into the work program.

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<sup>25</sup> 23 CFR 420.115 and 49 CFR 18.30.

<sup>26</sup> The agency responsible for the work element being deleted must submit a letter to the OahuMPO, requesting that it be deleted from the OWP. This deletion needs to be noted in the next fiscal year's OWP. After the work element is deleted, OahuMPO can reprogram the monies in the next OWP.

## Appendix D: Candidate Work Element Proposal Form

Subrecipient planning studies in the two-year OWP SFY2024-2025 will have a budget period<sup>27</sup> of **July 1, 2023 – June 30, 2025**.

### Identification

Planning Study name:

Agency:

Project Manager:

Phone:

Email:

### Objectives

Describe the objectives of the proposed planning study.

### Description

Explain the work to be undertaken to accomplish the objectives above. Describe the tasks, their approximate time frame, and the party or unit responsible for each task. If the study requires a period of performance longer than 2 years, indicate which out-year activities will be proposed for funding in the next two year OWP cycle.

### Work Products

Provide a complete listing of the work products and deliverables including their format that will be produced by this planning study.

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<sup>27</sup> Per 2 CFR 200.1 “Budget period” means the time interval from the start date of a funded portion of an award to the end date of that funded portion during which recipients are authorized to expend the funds awarded, including any funds carried forward or other revisions pursuant to § 200.308

### Project Justification

Identify the reason(s) and need for the proposed planning study. Identify the following:

- The regional planning priority that the study supports
- Information on how the study builds on or supplements other regional planning work being undertaken by OahuMPO or its partner agencies.
- Existing planning activities associated with the proposed planning study. Include prior year-funded OWP activities and directly relevant activities not funded by the OahuMPO.

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### Work Element Tasks and Schedule

List all the expected tasks and their start and completion dates. The task list must correspond with the written description provided in Section III above. The start and completion dates must fit into the project schedule listed in section I.

Task #	Task Description	Start Date (Mo/Yr)	Expected Completion Date (Mo/Yr)
1			
2			
3			
4			
5			

### Work Element Budget

- o Staff Labor Expenditures

Task #	Position/Agency	LABOR			Total	FUNDING SOURCE		
		Hrs	\$/Hr	Additive		Federal		Non-Federal
				%		FHWA	FTA	
1								
2								
3								
4								
TOTAL LABOR EXPENDITURES								

- o Non Labor Expenditures (excluding contract services)

Task #	Description	Total	FUNDING SOURCE		
			Federal		Non-Federal
			FHWA	FTA	
1					
2					
3					
4					
TOTAL NON-LABOR EXPENDITURES					

- o Consultant Services and Scope of Work

Task #	Description	Total	FUNDING SOURCE		
			Federal		Non-Federal
			FHWA	FTA	
1					
2					
3					
4					
TOTAL CONTRACT SERVICE EXPENDITURES					

Proposals utilizing consulting services must include a high-level scope of work that includes the work products expected, contract amount, and tentative project schedule.

**Overall Budget**

Provide the total budget by State fiscal year.

State FY	Total	FUNDING SOURCE		
		Federal		Non-Federal
		FHWA	FTA	
Staff Labor				
Non-Labor				
Consultant Services				
<b>2024 TOTAL</b>				
Staff Labor				
Non-Labor				
Consultant Services				
<b>2025 TOTAL</b>				
<b>TOTAL WORK ELEMENT COST</b>				

**Disadvantaged Business Enterprise Goal**

Provide the total estimated DBE Goal for this project (applies only if consulting services are part of this request):

Race conscious: \_\_\_\_\_  
 Race neutral: \_\_\_\_\_

**Prepared by:** \_\_\_\_\_ **Date:** \_\_\_\_\_

**Approved by:** \_\_\_\_\_ **Date:** \_\_\_\_\_