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U.S. Department
of Transportation
**Federal Highway
Administration**

Kentucky Division
330 West Broadway, Rm 264
Frankfort, Kentucky 40601

February 22, 2023

Mr. Jim Gray, Secretary
Kentucky Transportation Cabinet
200 Mero Street
Frankfort, Kentucky 40622

Mr. Michael Smith, Commissioner
Indiana Department of Transportation
100 North Senate, Room 758
Indianapolis, Indiana 46204

Dear Mr. Gray and Mr. Smith:

This letter is in response to your request for approval of the I-69 Ohio River Crossing's Finance Plan Annual Update (FPAU), which was received on January 3, 2023.

We have reviewed the FPAU and determined it meets 23 USC 106(h) and applicable Federal Highway Administration (FHWA) requirements. Therefore, we are hereby approving the plan.

Please remember an annual update of the update must be provided to the FHWA by October 31, each year, until the I-69 ORX project is complete.

Sincerely yours,

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Date: 2023.02.22 13:41:05
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Todd A. Jeter
Kentucky Division Administrator

JERMAINE R HANNON Digitally signed by
JERMAINE R
HANNON
Date: 2023.02.22
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Jermaine R. Hannon
Indiana Division Administrator

cc: Gary Valentine, KYTC Project Manager
Daniel Corbin, INDOT Project Manager
Ian Cavanaugh, FHWA Major Projects Team



**Indiana Department of Transportation
Kentucky Transportation Cabinet**

**I-69 Ohio River Crossing Project
2022 Financial Plan Annual Update
Letter of Certification**

The Indiana Department of Transportation (INDOT) and the Kentucky Transportation Cabinet (KYTC) present this Financial Plan Annual Update (FPAU) for the I-69 Ohio River Crossing Project (the Project) in accordance with the requirements of Section 106(h) of Title 23, as amended, and the requirements set out in Federal Highway Administration (FHWA) Financial Plans Guidance.

The Project is being delivered using a phased project plan approach, as provided for by FHWA guidance. This FPAU provides detailed cost, schedule, and funding information for Sections 1 and 3 of the Project and provides cost and schedule information, as currently available, for the entire project. The decision to adopt a phased plan was initiated jointly by INDOT and KYTC and in coordination with FHWA. As part of the phased approach, Section 3 has been added to the funded phase, as documented in this FPAU.

This FPAU provides the updated schedule for delivering the Project, cost and expenditure data through State Fiscal Year (SFY) 2022 (June 30, 2022), and financial information for the Project as of that date. The cost data in this IFP provides an accurate accounting of costs incurred through the reporting period and includes an estimate of future project expenditures. The estimates of financial resources to fund the Project represent an accurate accounting of funds expended through the reporting period and anticipated future spending. While the estimates of financial resources rely upon assumptions regarding future economic conditions and demographic variables, they represent realistic estimates of resources available to fund the project as described.

To the best of our knowledge and belief, the FPAU, as submitted herewith, is based on sound underlying assumptions that fairly and accurately present the financial position of the Project, cash flows, and expected conditions for the Project's life cycle. This FPAU is our reasonable best effort at providing an accurate basis upon which to schedule and fund the remainder of the Project. We have made available all significant information that is relevant to the FPAU for the Project and, to the best of our knowledge and belief, the inputs and assumptions derived from these documents and record are appropriate.



I-69 Ohio River Crossing Project

Financial Plan Annual Update

October 2022*

Submitted to:
Federal Highway
Administration

Submitted jointly by:
Indiana Department of
Transportation and Kentucky
Transportation Cabinet



*Project cost estimates, expenditure data, and completion schedules reflect information available as of July 31, 2022.

TABLE OF CONTENTS

Table of Contents.....	ii
Chapter 1. Project Description	1
1.1 Introduction.....	1
1.2 Project Overview	1
1.3 Project Sponsors.....	2
1.4 Project Detail.....	2
1.6 Project History.....	3
1.7 Project Implementation – Management and Oversight.....	3
Chapter 2. Project Schedule.....	6
2.1 Introduction.....	6
2.2 Project Schedule.....	6
Chapter 3. Project Costs	9
3.1 Introduction.....	9
3.2 Cost Estimates.....	9
3.3 Cost Estimating Methodology.....	13
3.4 Project Expenditures.....	15
Chapter 4. Project Funds.....	17
4.1 Introduction.....	17
4.2 Financial Plan Overview	17
4.3 Procurement Approach and Financing.....	18
4.4 State Transportation and Federal-Aid Formula Funding	18
4.5 Federal Discretionary Funding	20
Chapter 5. Financing Issues	21
5.1 Introduction.....	21
5.2 Financing Strategy.....	21
Chapter 6. Cash Flow	22
6.1 Introduction.....	22
6.2 Estimated Sources and Uses of Funding.....	22
6.3 Cash Management Techniques.....	23
6.4 Financing Costs.....	23
6.5 Projected Cash Flows	24
Chapter 7. Public-Private Partnership (P3) Assessment	28
7.1 Introduction.....	28
7.2 P3 Assessment.....	28
7.3 Legislative Authority	28
7.4 Benefits / Disadvantages.....	28
7.5 Risk Allocation Analysis.....	30
7.6 Market Conditions and Cost of Capital.....	30
7.7 Permit Requirements.....	30
Chapter 8. Risk and Response Strategies.....	32
8.1 Introduction.....	32

8.2	Project Cost Risks and Response Strategies.....	32
8.3	Project Schedule Risks and Response Strategies.....	33
8.4	Financing Risks and Response Strategies.....	34
8.5	Procurement Risks and Response Strategies.....	35
Chapter 9.	Annual Update Cycle.....	36
9.1	Introduction.....	36
9.2	Future Updates.....	36
Chapter 10.	Summary of Cost Changes Since Last Year’s Financial Plan.....	37
10.1	Introduction.....	37
10.2	2022 Financial Plan Update.....	37
Chapter 11.	Cost and Funding Trends Since.....	38
the Initial Financial Plan.....	38	
11.1	Introduction.....	38
11.2	2022 Financial Plan Update.....	38
12	SUMMARY OF SCHEDULE CHANGES SINCE LAST YEAR’S.....	39
FINANCIAL PLAN.....	39	
12.1	Introduction.....	39
12.2	2022 Financial Plan Update.....	39
13	SCHEDULE TRENDS SINCE INITIAL FINANCIAL PLAN.....	40
13.1	Introduction.....	40
13.2	2022 Financial Plan Update.....	40

List of Figures

Figure 1-1. I-69 ORX Project Map

Figure 2-1. Project Schedule Overview

Figure 3-1. Project Cost Estimate by Activity (YOE \$ millions)

Figure 3-2. Project Cost Estimate by Phase and Section (YOE \$ millions)

Figure 6-3. Cumulative Cashflow Comparison

List of Tables

Table 2-1a. Procurement Schedule Overview – Section 1

Table 2-1b. Anticipated Procurement Schedule Overview – Section 3

Table 3-1. Project Cost Estimate by Activity and Phase (YOE \$ millions)

Table 3-1b. Annual Update Project Cost Estimate by Phase/Section and Activity in YOE (\$ millions)

Table 3-2. Cost Estimating Methodology

Table 3-3. Project Expenditures by State Fiscal Year (YOE \$ millions)

Table 3-4. Project Expenditures and Cost Estimate Summary Comparison by State Fiscal Year (YOE \$ millions)

Table 4-1. Federal and State Funding – Phase 1 (Funded) (\$ millions)

Table 6-1. Estimated Sources and Uses of Funds – Phase 1 (Funded) (\$ millions)
Table 6-2a. Advance Construction Funding Status – KYTC (\$ millions)
Table 6-2b. Advanced Construction Funding Status – INDOT (\$ millions)
Table 6-3. Project Cash Flows by State Fiscal Year – Phase 1 (Funded) (\$ millions)
Table 6-3b. Project Cash Flow by State Fiscal Year by State – Phase 1 (Funded) (\$millions)
Table 6-3c. 2022 FPAU Cash Flow Comparison
Table 7-1. Public-Private Partnership Screening Summary (FHWA P3 Assessment)
Table 7-2. Required Permits or Approvals/Concurrences
Table 8-1. Project Cost – Risks and Response Strategies
Table 8-2. Project Schedule – Risks and Response Strategies
Table 8-3. Financing and Revenue – Risks and Response Strategies
Table 8-4. Procurement – Risks and Response Strategies
Table 10-1. Summary of Cost Changes Since the IFP (\$ millions)
Table 11-1. Summary of Cost and Funding Changes Since the IFP (\$ millions)

CHAPTER 1. PROJECT DESCRIPTION

1.1 INTRODUCTION

This document presents the Financial Plan Annual Update (FPAU) for the I-69 Ohio River Crossing (ORX) Project (the Project) as of July 31, 2022, including current cost estimates, expenditures, the current schedule for delivering the Project, and the financial analyses developed for the Project. This FPAU has been prepared in accordance with 23 U.S.C. 106(h) and Federal Highway Administration (FHWA) Financial Plans Guidance.

The I-69 Ohio River Crossing Project will be delivered using a financially-phased delivery approach, meaning that it currently has a funded phase (Phase 1) and an unfunded phase (Phase 2) that make up the entirety of the Project in the Evansville, Indiana and Henderson, Kentucky area. This phased approach allows the Project to be managed more effectively as funding and project delivery methods are identified. The decision to adopt a phased plan was initiated jointly by the Indiana Department of Transportation (INDOT) and the Kentucky Transportation Cabinet (KYTC) in coordination with FHWA.

The Initial Financial Plan (IFP) for the Project referred to Project sections as subprojects. The terminology has been adjusted for clarity in this FPAU and the term “subproject” is no longer utilized. The two Project phases (Phase 1 and Phase 2) are described as currently being comprised of three Project sections.

1.2 PROJECT OVERVIEW

The I-69 ORX Project will complete the connection between the northern terminus of I-69 in Kentucky near KY 425 (Henderson Bypass) and the southern terminus of I-69 in Indiana near US 41. FHWA, INDOT, and KYTC issued a revised Notice of Intent (NOI) in the Federal Register on February 13, 2017, for the preparation of an Environmental Impact Statement (EIS) for the Project in the Evansville, Indiana and Henderson, Kentucky area, which is part of the National I-69 Corridor that extends between Mexico and Canada.

A NOI was initially issued for the Project on May 10, 2001. Under that NOI, a Draft EIS (DEIS) was completed in 2004. The Project, however, was subsequently suspended in 2005. The Notice of Availability (NOA) of the second DEIS was published in the Federal Register on December 14, 2018. FHWA issued a combined Final Environmental Impact Statement/Record of Decision (FEIS/ROD) on September 16, 2021, culminating the National Environmental Policy Act (NEPA) process and documenting FHWA’s decision for the Project. A NEPA Reevaluation is being conducted at this time to document the necessary assessments and decisions regarding Section 1’s ongoing design and in preparation for Section 3’s procurement.

The Project consists of three sections (see Figure 1-1). Section 1 focuses on improvements in Henderson and extends from KY 425 to US 60. Together with completed and additional anticipated Project Development activities, delivery of Section 1 is the funded portion of the Project as of the IFP approved in September 2021 and is being overseen by KYTC. A design-build procurement was completed, and contract awarded in December 2021. Construction commenced in 2022 and is expected to be complete by October 2025.

Section 3 is a section of the Project being overseen and delivered by INDOT and is added to the funded Phase 1 phase as of this FPAU. Section 3 is comprised of the approach work in Indiana. A design-build procurement is expected to be let in 2023 for this section with construction anticipated to begin in 2024 and be completed in 2027.

Section 2, currently in the unfunded phase of the Project (Phase 2), is a bi-state section between Kentucky and Indiana, and will be added to the financial plan prior to its delivery. The resulting new four-lane bridge will connect Sections 1 and 3, completing the I-69 crossing in the Evansville metropolitan area. Construction is anticipated to begin in 2027 and be complete by 2031. The states are working together to identify opportunities to accelerate the timeline for this section of the Project.

1.3 PROJECT SPONSORS

INDOT and KYTC are joint project sponsors for the Project. The primary focus of this FPAU is on the delivery and funding of Sections 1 and 3 under a phased project delivery method. As noted above, KYTC has lead responsibility for the delivery and funding of Section 1 and INDOT has lead responsibility for delivery and funding of Section 3. The states continue to work together to complete ongoing Project Development activities and to move forward with Section 2 of the Project.

1.4 PROJECT DETAIL

The Project includes the development of an interstate highway across the Ohio River to connect the southern terminus of I-69 in Indiana with the northern terminus of I-69 in Kentucky. The project area extends from I-69 (formerly I-164) in Indiana on the south side of Evansville (i.e., northern terminus) southerly across the Ohio River to I-69 (formerly Edward T. Breathitt Penny Rile Parkway) at the KY 425 interchange southeast of Henderson, KY (i.e., southern terminus) (see Figure 1-1).

Based on the Project's identified needs (as described in the [FEIS Summary](#)), the Project's identified purposes are to:

- Provide cross-river system linkage and connectivity between I-69 in Indiana and I-69 in Kentucky that is compatible with the National I-69 Corridor,
- Develop a solution to address long-term cross-river mobility,

- Provide a cross-river connection that reduces traffic congestion and delay, and
- Improve safety for cross-river traffic.

In 2020, the Kentucky legislature adopted [Kentucky's FY 2020 – FY 2026 Highway Plan](#) that includes funding for the first section of the Project. Section 1, which is being constructed first, includes all project work from KY 425 to US 60, including upgrades to the existing US 41 and the first 2.9 miles of new terrain highway. In 2022, INDOT designated funding for Section 3 of the Project, comprising the Indiana bridge approach segments and including a new interchange at I-69 and Veterans Memorial Parkway. Section 2 of the Project will include the remainder of the Project from US 60 in Kentucky, across the Ohio River, and connecting to I-69 in Indiana. Upon completion of Sections 1 and 3, drivers will be able to utilize the future I-69 as far north as US 60 in Kentucky and Section 3 will provide all-weather access for construction of Section 2 from the Indiana approach. Cross-river traffic will continue to utilize the US 41 Ohio River Crossing until Section 2 is constructed.

1.6 PROJECT HISTORY

The Project has been under consideration since at least 2000, with an initial NOI issued in May 2001 and a subsequent NOI in 2017. A full discussion of the project history can be found in the FEIS/ROD at [Chapter 1. Project Description and History](#).

1.7 PROJECT IMPLEMENTATION – MANAGEMENT AND OVERSIGHT

Management and oversight roles are being developed as the sections advance from unfunded to funded phases and related procurement and project delivery strategies are determined. Below is a summary of the roles for Project Development and for each of the sections of the Project.

The IFP for the Project utilized the term “subproject” to refer to individual Project sections. For clarity, the term “subproject” is no longer used in this FPAU. The term “section” generally is utilized to refer to distinct geographic portions of the Project and for which delivery and funding responsibility coincides.

1.7.1 Project Development Activities

KYTC and INDOT continue to jointly conduct Project Development activities, including the necessary NEPA reevaluations and related environmental activities, preliminary design, mitigation, and procurement functions as well as completion of the Project’s Financial Plan Annual Updates (FPAUs) and Project Management Plan (PMP) updates. The states are being supported by a consultant technical advisory team led by Parsons Transportation Group, Inc. to complete these ongoing Project Development activities.

1.7.2 Phase 1 - Section 1

KYTC is managing delivery of Section 1 of the Project. At this time, the following roles and responsibilities are in place:

- KYTC, supported by the Project’s technical advisory team and in coordination with INDOT, is responsible for oversight of the final design and construction of Section 1. Specific roles include:
 - KYTC Project Manager serves as KYTC’s primary contact and provides direction for the daily oversight and management of the Project’s consultant staff
 - Design-Build Oversight Manager oversees and manages all design services and construction
 - Environmental Manager assures all NEPA requirements are met and oversees environmental activities during final design and ensures all permitting and environmental commitments are met
- A Design-Build Team (DBT) led by Ragle, Inc. and Stantec Consulting Services, Inc. was selected in December 2021 using KYTC’s construction procurement procedures. The DB has responsibility for project delivery activities related to Section 1, including both final design and construction.

1.7.3 Phase 1 - Section 3

INDOT will manage delivery of Section 3 of the Project. The following project management roles are in place or anticipated:

- INDOT, supported by the Project’s technical advisory team and in coordination with KYTC, is responsible for delivery of Section 3. Specific roles include:
 - INDOT Project Manager serves as INDOT’s primary contact and provides direction for the daily oversight and management of the Project’s consultant staff
 - Design-Build Oversight Manager oversees and manage all design services and construction
 - Working under INDOT direction, the technical advisory team assures all NEPA requirements are met, oversees environmental activities during final design, and ensures all permitting and environmental commitments are met
- A DBT is expected to be selected in 2023, with responsibility for final design and construction which is anticipated to commence in 2024.

1.7.4 Phase 2 – Section 2

INDOT and KYTC will jointly manage and deliver Section 2. . Procurement and construction methods have not yet been determined and specific roles and responsibilities will be identified as this portion of the Project is further developed.

CHAPTER 2. PROJECT SCHEDULE

2.1 INTRODUCTION

This chapter provides information on the planned implementation schedule for the Project, focusing primarily on the funded phase (Phase 1), consisting of Project Development to date, Section 1, and Section 3 (added as of this FPAU). It also provides information regarding the procurement schedules for Sections 1 and 3.

2.2 PROJECT SCHEDULE

2.2.1 Project Schedule Overview

The delivery schedule for Phase 1 of the Project is based on delivery of Section 1 under a design-build procurement and now includes Section 3 under a separate design-build procurement as of this FPAU. Substantial completion of Section 1 is expected by October 2025 and Section 3 by 2027. These sections comprise the funded portion of the Project. Section 2 comprises the unfunded portion (Phase 2). All sections of the Project are scheduled to be substantially complete and open to traffic by December 2030, as shown in Figure 2-1.

The Preliminary Engineering and Environmental category includes both project-wide environmental document preparation, coordination, and mitigation activities and preliminary engineering for each section.

2.2.2 Project Schedule as of 2022 Financial Plan Update

This FPAU brings fairly minor changes to the Project schedule for Section 1 and more significant changes to the overall Project schedule, in particular advancing Section 3, as shown in Figure 2-1 and described further in Chapter 12. This FPAU also reflects the overall advancement of the Project from anticipated completion in State Fiscal Year (SFY)¹ 2033 to completion in SFY 2031.

2.3 Procurement Schedule

The procurement schedules for Sections 1 and 3 of the Project are shown in Table 2-1a and Table 2-1b, respectively. Contract award for the design-build contract for Section 1 occurred in December 2021.

¹ The State of Indiana and Commonwealth of Kentucky both have state fiscal years of July 1 – June 30.

Figure 2-1. Project Schedule Overview

Table 2-1. Project Schedule Overview

State Fiscal Year	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033		
Preliminary Engineering & Environmental	IFP FPAU - 2022																		
Phase 1 - Sections 1 & 3																			
Right of Way						IFP FPAU - 2022													
Utilities						IFP FPAU - 2022													
Final Design & Construction						IFP FPAU - 2022													
CEI, Admin, & Program Costs						IFP FPAU - 2022													
Phase 2 - Section 2																			
Right of Way											IFP FPAU - 2022								
Utilities											IFP FPAU - 2022								
Final Design & Construction												IFP FPAU - 2022							
CEI, Admin, & Program Costs												IFP FPAU - 2022							

Note: Preliminary Engineering & Environmental category includes all sections. SFY 2023 and 2024 only include NEPA coordination and evaluation activities. SFY 2025 – 2026 includes preliminary design for Sections 2 and 3.



Table 2-1a. Procurement Schedule Overview – Section 1

Procurement Action	Anticipated Completion Date
Notice to Industry and Request for Qualifications (RFQ)	April 2021
Short List	June 2021
Final RFP	September 2021
Technical and Price Proposals Due	November 2021
Contract Award	December 2021
Section Completion	October 2025

See <https://transportation.ky.gov/Construction-Procurement/Pages/Design-Build-Projects.aspx> for more information on procurement schedule and actions.

Table 2-1b. Anticipated Procurement Schedule Overview – Section 3

Procurement Action	Anticipated Completion Date
Project Advertisement	February 2023
Design Contractor’s Submittal of Proposed Design Firms & Potential Conflicts Of Interests	May 2023
Submittal of Technical/Cost Proposal/Bid Letting	July 2023
Contract Award	July 2023
Section Completion	November 2026

See <https://i69ohiorivercrossing.com/section-3-indiana/> for more information on procurement schedule and actions.

CHAPTER 3. PROJECT COSTS

3.1 INTRODUCTION

This chapter provides a detailed description of cost elements and current cost estimates in year-of-expenditure (YOE) dollars for each project element. Unless otherwise noted, all estimates and figures are in YOE. This chapter also summarizes the expenditures by SFY and provides detail on key cost-related assumptions, and highlights cost changes between the IFP and this FPAU.

3.2 COST ESTIMATES

3.2.1 Current Cost Estimates

The current total estimated cost for the entire I-69 ORX Project is \$1.22 billion. This cost estimate is based on the most current phasing plans and anticipated schedule and is consistent with the 70% probability of the Cost Estimate Review (CER) completed in March 2021. The CER will be updated prior to the procurement of Section 2.

Table 3-1 provides an overview of project costs, broken down by activity and phase/section and as allocated to each state based on cost-sharing agreement². These costs include expenditures to date, remaining obligations and/or encumbrances, and future estimated costs. The Project Development category includes NEPA-related costs as well as preliminary design, procurement activities, and mitigation costs for all three project sections. This category also includes costs associated with meeting Major Project requirements, such as annual FPAUs and PMP revisions and technical advisory consultant support to assist the states with their oversight and management roles.

Figure 3-1 illustrates the total project costs by activity. Final Design and Construction together account for \$969.1 million (79%) of the total project costs. Right of way (ROW) costs account for only \$35.1 million (3%), and utility relocation another \$37.2 million (3%).

Figure 3-2 illustrates the total project costs broken down by section. Phase 2, comprising Section 2 and related Project Development, is by far the largest element at an estimated 725.6 million (59%). Phase 1 Project Development accounts for approximately \$59.9 million (5%), the funded Section 1 \$195.0 million (16%), and the funded Section 3 \$242.1 million (20%).

² States' [Memorandum of Agreement Amendment #1](#) executed December 2020 specifies each State's cost share of 50% for environmental and preliminary development phase work not to exceed \$20 million; \$10 million for each state. Further, MOA defines each State may procure and pay for other items/services not covered by this MOA and shall not be chargeable towards either State's \$10 million contribution.

Table 3-1. Project Cost Estimate by Activity and Phase (YOE \$ millions)

Detailed Budget	Total Project Costs by Phase							
	Phase 1 (Funded)				Phase 2 (Unfunded)			Total
	Project Development	Section 1	Section 3	Subtotal Phase 1	Project Development	Section 2	Subtotal Phase 2	
Preliminary Engineering & Environmental*	\$59.9	\$0.0	\$0.0	\$59.9	\$18.7	\$0.0	\$18.7	\$78.6
Right of Way	\$0.0	\$12.9	\$11.0	\$23.9	\$0.0	\$11.2	\$11.2	\$35.1
Utilities	\$0.0	\$14.0	\$0.1	\$14.1	\$0.0	\$23.1	\$23.1	\$37.2
Final Design & Construction	\$0.0	\$143.5	\$208.0	\$351.5	\$0.0	\$617.6	\$617.6	\$969.1
CEI, Admin, & Prog Costs**	\$0.0	\$24.6	\$23.0	\$47.6	\$0.0	\$55.1	\$55.1	\$102.7
Total Cost	\$59.9	\$195.0	\$242.1	\$497.1	\$18.7	\$706.9	\$725.6	\$1,222.7
Kentucky Cost	\$29.6	\$195.0	\$0.0	\$224.6				
Indiana Cost	\$30.3	\$0.0	\$242.1	\$272.5				

*Preliminary Engineering & Environmental category includes NEPA document preparation, coordination, and reevaluation as well as preliminary design, procurement activities, and mitigation costs.³

**CEI, Admin, & Prog Costs category includes Construction Management/design review costs, CEI costs, and additional development costs.

³ Project Development category for the funded Phase 1 includes costs for NEPA document preparation, NEPA reevaluations, and Mitigation costs during SFY2016 – 2026 as well as Section 1 Preliminary Design, SW Contracts - Geo, ROW, Archeo, and Procurement Costs and fulfillment of Major Project requirements for Financial and Project Management Plans; Phase 2 Project Development category includes NEPA document preparation, NEPA reevaluations, and Mitigation during SFY2026 – 2031 as well as Section 2 Preliminary Design and Procurement costs and fulfillment of Major Project requirements for Financial and Project Management Plans.

Figure 3-1. Project Cost Estimate by Activity - Entire Project (YOE \$ millions)

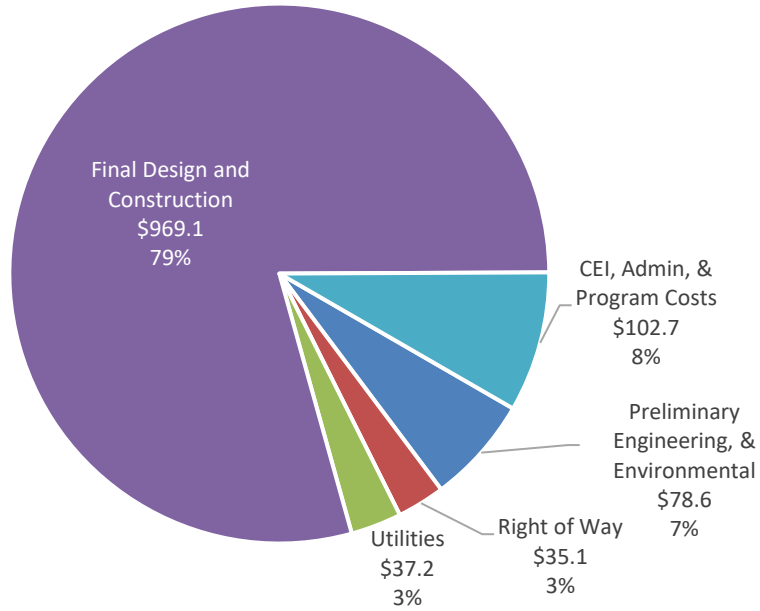
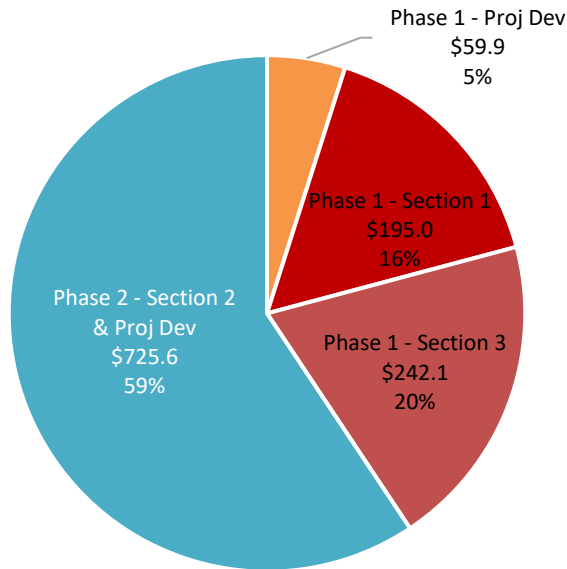


Figure 3-2. Project Cost Estimate by Phase and Section (YOE \$ millions)



3.2.2 2022 Financial Plan Update Cost Estimate Changes

Table 3-1b provides a comparison of Project costs by phase, section, and activity between the IFP and this 2022 FPAU. As shown, the overall project costs are reduced by just under four percent from a total of \$1.27 billion to \$1.22 billion.

Table 3-1b. Annual Update Project Cost Estimate by Phase/Section and Activity in YOE (\$ millions)

Activity	Phase/Section	IFP	2022 FPAU	Change from IFP (\$)	Change from IFP (%)
Preliminary Engineering & Environmental	Phase 1 / Project Development	\$28.3	\$59.9	\$31.6	111.8%
	Phase 2 / Project Development	\$28.1	\$18.7	(\$9.4)	-33.6%
Subtotal		\$56.4	\$78.6	\$22.2	39.4%
Right of Way	Phase 1 / Section 1	\$11.2	\$12.9	\$1.7	14.8%
	Phase 1 / Section 3		\$11.0	\$11.0	-
	Phase 2 / Section 2	\$22.9	\$11.2	(\$11.7)	-51.2%
Subtotal		\$34.1	\$35.1	\$1.0	2.9%
Utilities	Phase 1 / Section 1	\$10.4	\$14.0	\$3.6	34.9%
	Phase 1 / Section 3		\$0.1	\$0.1	-
	Phase 2 / Section 2	\$24.5	\$23.1	(\$1.4)	-5.8%
Subtotal		\$34.9	\$37.2	\$2.3	6.6%
Final Design & Construction	Phase 1 / Section 1	\$190.1	\$143.5	(\$46.6)	-24.5%
	Phase 1 / Section 3		\$208.0	\$208.0	-
	Phase 2 / Section 2	\$862.2	\$617.6	(\$244.6)	-28.4%
Subtotal		\$1,052.3	\$969.1	(\$83.2)	-7.9%
CEI, Admin, & Program Costs	Phase 1 / Section 1	\$17.3	\$24.6	\$7.3	42.5%
	Phase 1 / Section 3		\$23.0	\$23.0	-
	Phase 2 / Section 2	\$77.3	\$55.1	(\$22.2)	-28.7%
Subtotal		\$94.6	\$102.7	\$8.1	8.6%
Total		\$1,272.3	\$1,222.7	(\$49.6)	-3.9%

The predominant change to cost estimates relates to the addition of Section 3 to the funded portion of the Project. In addition, the overall project cost estimate is reduced by \$49.6 million as of this FPAU. Significant cost estimate changes include the following:

- Reduction in the cost estimate for Section 1 Final Design and Construction from \$190.1 million to \$143.5 million due to the actual procurement of the design-build contract for Section 1 by KYTC, including the application of alternative technical concepts (ATCs)⁴
- Increase in Utility Relocation costs of \$3.6 million for Section 1, reflecting updated costs from preliminary estimates

⁴ The design-build contract value executed by KYTC for Section 1 is \$158 million. For the purpose of this Financial Plan, utility costs are removed from the total design-build contract value and shown separately.

- Increase in CEI, Admin, and Program Costs of \$7.3 million for Section 1, reflecting actual contractual costs replacing prior estimates

3.3 COST ESTIMATING METHODOLOGY

3.3.1 Cost Estimate Assumptions and Methods

Initial cost estimates for the Project were developed by a consultant team in conjunction with INDOT, KYTC, and FHWA. The estimate is based on conceptual horizontal alignment overlaid on aerial maps, major road profiles, and bridge matrices that include the bridges along the alignment, as well as the bridge structural spans and features. Supplemental quantities such as embankment volumes and retaining wall areas were provided by the design team. Where quantities and/or scope of work could not be defined at this time, allowances have been included for these items.

The methodology for each element is summarized in Table 3-2 and discussed further below.

Table 3-2. Cost Estimating Methodology

Cost Element	Estimating Methodology
Project Development Activities	
NEPA Document Preparation <i>Includes cost of Technical Consultants and other contracted services</i>	Contractual cost
Coordination and NEPA re-evaluations <i>Includes cost of Technical Consultants and miscellaneous contracted services</i>	Estimated at \$0.150 million per year
Mitigation <i>Includes implementation of mitigation of sensitive impacts such as wetlands, streams, and forest creation and preservation</i>	Estimated at 0.25% of construction costs until actual costs available
Preliminary Design and Oversight Activities	
Preliminary Design <i>Includes consultant costs for preliminary design and design oversight, including roadway, bridge and drainage design, design survey, permit applications and utilities</i>	Sections 1 & 3: contractual cost Section 2: estimated at 2% of construction costs for this section
Statewide Contracts – geological, ROW, archeological <i>Includes statewide task order contracts used for various studies</i>	Contractual cost per task order
Procurement Activities <i>Includes activities to procure design-build contractor for Section 1 and subsequent contractors for later project phases/sections</i>	Section 1: Contractual cost Sections 2 & 3: estimated at 1.5% of construction costs for each section

Cost Element	Estimating Methodology
Final Design and Construction Activities	
Final Design <i>Procured as part of design-build contract for Section 1; anticipated to be procured as part of design-build contract for Section 3; TBD for Section 2</i>	Section 1: Contractual cost Sections 2 & 3: Updated estimate, consistent with CER (2021)
Construction <i>Procured as part of design-build contract for Section 1; anticipated to be procured as part of design-build contract for Section 3; TBD for Section 2</i>	Section 1: Contractual cost Sections 2 & 3: Updated estimate, consistent with CER (2021)
Construction/Program Administration and Inspection Activities	
Construction Contract Management/Design Review <i>Includes design review, change order management and contract assistance during construction phase</i>	Section 1: Contractual cost Sections 2 & 3: Estimated at 2% of construction cost for each section
Construction Engineering and Inspection <i>Includes construction inspection activities during the construction phase</i>	Section 1: Contractual cost Sections 2 & 3: Estimated at 5% of construction cost for each section
Additional Development Costs <i>Includes required change orders, municipal agreements, other state administrative costs</i>	Section 1: Contractual cost Sections 2 & 3: Estimated at 2.5% of construction cost for each section
Right of Way and Utilities Related Activities	
Right of Way Acquisition <i>Includes appraisals, administration, management, and ROW acquisition</i>	Actual costs where known and most up-to-date market information available
Utility Relocation <i>Includes utility and railroad relocation and new construction</i>	Contractual costs where known and most up-to-date cost information available

The Project’s estimate, as reflected in the IFP, was developed using parametric models from similar projects and market-based assumptions to provide a basis of pricing. The parametric models and estimate details are resource loaded to include material, equipment labor costs, exclusive of indirect costs which are developed separately, based on the proposed schedule for each Section.

The Project’s estimate was developed in US dollars for the last quarter of 2020. Construction equipment and material prices have been adjusted to reflect procurement and delivery cost to the Evansville, Indiana regional market area, which is a reasonable proxy for the entire Project area. This estimate has been prepared using best practices, skill, and care typical of similar projects and estimating standards.

Additionally, a review team consisting of FHWA, INDOT, KYTC, and the NEPA consultant conducted a CER workshop to review the cost and schedule estimates for the Project. The workshop was held March 23 – 26, 2021. The objective of the review was to verify the accuracy and reasonableness of the Project’s cost and schedule estimates and to develop a probability range for the cost estimate that represented the stage of development of the Project at the time of the CER.

Based on the revised base estimate and on the risk assessment conducted at the CER workshop, the resulting cost estimate for the Project at the 70% confidence level was estimated at \$1.25 billion. The pre-CER estimate was \$1.17 billion. Much of the increase was due to additional costs identified in the CER process for ROW and construction access.

3.3.2 Inflation Assumptions

For costs that are not yet set contractually, the inflation assumption applied to adjust preliminary (2020) cost estimates forward to the year of outlay is 2.5 percent. As procurement occurs and costs are locked in contractually, these inflation estimates are replaced with projected contractual year-of-expenditure figures.

The states recognize current inflationary pressures and associated uncertainty. This risk is reflected as a risk factor for the overall Project and adjustments to the scope of work and/or estimated costs will be made to Section 3 to the extent necessary. The states further anticipate adjusting cost estimates for Section 2 (to be included in subsequent Financial Plan Annual Updates) when more information is available about longer-term construction cost trends. To date, it has been the experience of the states that Major Projects (i.e., those with an estimated total cost of \$500 million or more) have been better able to withstand the immediate inflationary pressures in the project advertisement process.

3.4 PROJECT EXPENDITURES

3.4.1 Historical and Anticipated Project Expenditures

Table 3-3 shows the breakdown of costs for the Project annually by activity and by state fiscal year. As shown, approximately \$24.0 million was expended on the Project through the end of SFY 2021 and an additional \$36.6 million through the end of SFY 2022, including \$9.7 million on Final Design and Construction for Section 1 in this time period.

Phase 1 of the Project (the funded phase)– consisting of Project Development activities to date and additional costs to deliver Sections 1 and 3 – totals an estimated \$497.1 million, to be expended through SFY 2027. An estimated \$725.6 million is anticipated to be expended during Phase 2 (unfunded)– consisting of the completion of Section 2 of the Project and additional Project Development activities associated with the delivery of Section 2.

Table 3-3. Project Expenditures by State Fiscal Year (YOE \$ millions)

State Fiscal Year	2021 & Prior	2022	2023	2024	2025	2026	2027	Kentucky	Indiana	Funded Total	Future Cost to Complete*	Total Project Cost
Preliminary Engineering & Environmental**	\$24.0	\$12.5	\$15.3	\$2.7	\$1.9	\$3.5	\$0.0	\$29.6	\$30.3	\$59.9	\$18.7	\$78.6
Right of Way	\$0.0	\$12.9	\$11.0	\$0.0	\$0.0	\$0.0	\$0.0	\$12.9	\$11.0	\$23.9	\$11.2	\$35.1
Utilities	\$0.0	\$0.4	\$6.1	\$6.0	\$1.6	\$0.0	\$0.0	\$14.0	\$0.1	\$14.1	\$23.1	\$37.2
Final Design and Construction	\$0.0	\$9.7	\$48.0	\$100.6	\$105.0	\$67.5	\$20.8	\$143.5	\$208.0	\$351.5	\$617.6	\$969.1
CEI, CM/Design Review, Admin	\$0.0	\$1.1	\$9.3	\$13.8	\$13.9	\$7.3	\$2.3	\$24.6	\$23.0	\$47.6	\$55.1	\$102.7
Total	\$24.0	\$36.6	\$89.7	\$123.0	\$122.3	\$78.3	\$23.1	\$224.6	\$272.5	\$497.1	\$725.6	\$1,222.7

* Project costs from SFY 2028 through SFY 2031, including Section 2 costs in this time period

**Includes Project Development costs associated with all three project sections (see Table 3-1 for detail)

3.4.2 2022 Financial Plan Update Projected Expenditure Changes

Table 3-4 provides an overview of annual historical and projected Project expenditures and a comparison of annual expenditures as shown in the IFP and updated in this 2022 FPAU. As shown, the primary change relates to out-year expenditures associated with Section 3 of the Project, now included in the funded phase.

Table 3-4. Project Expenditures and Cost Estimate Summary Comparison by State Fiscal Year (YOE \$ millions)

State Fiscal Year	IFP	2022 FPAU	Difference (\$)	Difference (%)
2021 & Prior	\$24.0	\$ 24.0	\$ 0.0	0.2%
2022	\$62.4	\$ 36.6	-\$25.8	-41.3%
2023	\$75.8	\$ 89.7	\$13.9	18.3%
2024	\$63.8	\$123.0	\$59.3	93.0%
2025	\$31.4	\$122.3	\$90.9	289.8%
2026		\$ 78.3	\$78.3	
2027		\$ 23.1	\$23.1	
Total	\$257.3	\$497.1	\$239.8	93.2%

Changes in cost estimates and project budgets since the IFP are discussed further in Chapter 10 and Chapter 11.

CHAPTER 4. PROJECT FUNDS

4.1 INTRODUCTION

This chapter discusses the funding sources that are dedicated or planned to fund the Project. Specifically, it presents the available and committed funding required to complete the Project, including state transportation and federal-aid formula funds, and any federal discretionary funding. Given the phased project delivery approach, this chapter focuses on funding for the funded portions of the Project. Subsequent updates will address additional project phases as funding plans are further developed.

4.2 FINANCIAL PLAN OVERVIEW

The IFP reflected the planned funding approach for Phase 1 of the Project, which comprised Project Development activities completed to date as well as Section 1 costs and additional Project Development costs to be completed concurrently with Section 1. This FPAU includes funding for those elements described above and for Section 3, which has been advanced into the funded Phase 1.

Designated funding includes a combination of conventional state and federal transportation program funds. For completion of Sections 1 and 3, KYTC and INDOT have developed a financial plan that relies upon conventional funding sources, recognizes the limitations on conventional state and federal transportation funding, and works to address the following financial goals:

- Bringing the Project benefits to the public in the most expedient manner possible,
- Ensuring that the Project delivers value to taxpayers, Project partners, and end-users through the lowest feasible Project cost,
- Ensuring each state's financial obligations to the Project are manageable, and
- Securing private sector innovation and efficiencies in project delivery to optimize the Project's financials.

The phased delivery approach helps to meet the goal of advancing the project benefits most expediently. Meanwhile, the design-build delivery method selected by KYTC to deliver Section 1 of the Project and subsequently by INDOT for Section 3 has the potential of providing private sector innovation, efficiencies, and best value to taxpayers and end-users and to meeting the schedule goals for the overall project as well.

4.3 PROCUREMENT APPROACH AND FINANCING

Section 1 of the Project has been procured using a design-build procurement approach through KYTC procurement processes. Section 3 also will be procured using a design-build approach, through INDOT procurement processes. No financing is anticipated to be utilized for Phase 1 of the Project. .

4.4 STATE TRANSPORTATION AND FEDERAL-AID FORMULA FUNDING

4.4.1 Currently Anticipated State and Federal Funding

Kentucky intends to utilize a combination of state and federal funding for Section 1 of the Project. Similarly, INDOT will utilize a combination of state and federal funding for Section 3. Both Kentucky and Indiana have utilized conventional state and federal funding for the Project Development activities completed to date and planned during Section 1 and Section 3 delivery.

Table 4-1 provides a summary of previously expended, committed (in budget), and planned (in relevant plans) funding for Phase 1 of the Project, now comprising Sections 1 and 3 as well as Project Development activities during this time period. The table includes an update from project funding reflected in the IFP, primarily to account for Section 3’s inclusion in the funded Phase 1 of the Project.

Based on prior expenditures, current commitments, and reasonably anticipated future funding, \$520.1 million is available for Phase 1, which includes all Section 1 and Section 3 costs as well as NEPA coordination/evaluation and mitigation activities associated with all sections through the end of SFY 2027. Both Kentucky and Indiana have track records of meeting their state match obligations with a variety of state funding sources, including state-imposed fuel taxes and transportation-related fees.

Table 4-1. Federal and State Funding – Phase 1 (Funded)(\$ millions)

FUND TYPE / FISCAL YEAR	Financial Plan	FY 2021 and Prior	2022	2023	2024	2025	Total
Federal							
Kentucky National Highway Performance Program (NHPP)	2022 FPAU	\$13.8	\$49.4	\$60.6	\$51.0	\$25.1	\$200.0
	IFP	\$13.7	\$49.6	\$60.6	\$51.0	\$25.1	\$200.0
<i>Difference</i>		\$0.1	(\$0.1)	\$0.0	\$0.0	\$0.0	\$0.0
Indiana National Highway Performance Program (NHPP)	2022 FPAU	\$6.2	\$0.0	\$8.9	\$79.9	\$107.2	\$202.2
	IFP	\$4.1					\$4.1
<i>Difference</i>		\$2.2	\$0.0	\$8.9	\$79.9	\$107.2	\$198.2

FUND TYPE / FISCAL YEAR	Financial Plan	FY 2021 and Prior	2022	2023	2024	2025	Total
Indiana Surface Transp Block Grant Program - Urban (STBG)	2022 FPAU	\$0.4	\$0.0	\$0.0	\$0.0	\$0.0	\$0.4
	IFP	\$0.4					\$0.4
<i>Difference</i>		\$0.0	\$0.0	\$0.0	\$0.0	\$0.0	\$0.0
Indiana American Rescue Plan Act (ARPA)	2022 FPAU	\$0.0	\$3.0	\$14.5	\$0.0	\$0.0	\$17.5
	IFP	\$0.0					\$0.0
<i>Difference</i>		\$0.0	\$3.0	\$14.5	\$0.0	\$0.0	\$17.5
Subtotal, Federal Funds	2022 FPAU	\$20.5	\$52.4	\$84.0	\$130.9	\$132.3	\$420.1
	IFP	\$18.1	\$49.9	\$60.6	\$51.0	\$25.1	\$204.8
<i>Difference</i>		\$2.3	\$2.5	\$23.4	\$79.9	\$107.2	\$215.3
State							
Kentucky State Highway Fund	2022 FPAU	\$1.2	\$12.3	\$15.2	\$12.8	\$6.3	\$47.7
	IFP	\$1.1	\$12.4	\$15.2	\$12.8	\$6.3	\$47.7
<i>Difference</i>		\$0.0	(\$0.0)	\$0.0	\$0.0	\$0.0	\$0.0
Indiana State Highway Fund	2022 FPAU	\$3.3	\$0.0	\$2.2	\$20.0	\$26.8	\$52.3
	IFP	\$5.2					\$4.8
<i>Difference</i>		(\$1.8)	\$0.0	\$2.2	\$20.0	\$26.8	\$47.1
Subtotal, State Funds	2022 FPAU	\$4.5	\$12.3	\$17.4	\$32.7	\$33.1	\$100.0
	IFP	\$5.8	\$12.5	\$15.2	\$12.8	\$6.3	\$52.5
<i>Difference</i>		(\$1.3)	(\$0.2)	\$2.2	\$20.0	\$26.8	\$47.5
Total by State - Federal & State							
Kentucky	2022 FPAU	\$15.0	\$61.8	\$75.8	\$63.8	\$31.4	\$247.7
	IFP	\$14.8	\$62.0	\$75.8	\$63.8	\$31.4	\$247.7
<i>Difference</i>		\$0.2	(\$0.2)	\$0.0	\$0.0	\$0.0	\$0.0
Indiana	2022 FPAU	\$10.0	\$3.0	\$25.6	\$99.9	\$134.0	\$272.5
	IFP	\$9.2	\$0.5	\$0.0	\$0.0	\$0.0	\$9.7
<i>Difference</i>		\$0.8	\$2.5	\$25.6	\$99.9	\$134.0	\$262.8
Total	2022 FPAU	\$25.0	\$64.8	\$101.4	\$163.7	\$165.4	\$520.1
	IFP	\$24.0	\$62.4	\$75.8	\$63.8	\$31.4	\$257.3
<i>Difference</i>		\$1.0	\$2.3	\$25.6	\$99.9	\$134.0	\$262.8

Note: Toll credits utilized for KYTC state match prior to FY 2021. For KYTC, totals do not include limited expenditures prior to 2007 for initial NEPA efforts.

4.4.2 2022 Financial Plan Update to State and Federal Funds

Table 4-1 above demonstrates the share of federal and state funds committed and anticipated to fund the Project. Based on expectations regarding the availability of federal funding as well as the availability of corresponding state transportation funds, an estimated \$520.1 million of federal-aid highway formula and state transportation funds is reasonably expected to be available to the Project, as Table 4-1 illustrates. This includes \$25.0 million of federal and state funds available through June 30, 2021 and an additional \$64.8 million through SFY 2022.⁵ For Section 1 costs, this also includes KYTC additional planned funding (SFY 2023 – 2025) reflected in the state’s Six-Year Highway Program.⁶ For INDOT’s delivery of Section 3, as well as the State’s share of future Project Development costs, includes funds that are available to the Project in the State’s normal annual budgeting.

Any funds in Advance Construction (AC) that have not been converted to federal funds are included in the State Highway Fund line. AC plans are further discussed in Chapter 6.

It is anticipated that future funds for both Kentucky and Indiana will come from the NHPP funding category, although the commitment of specific funding categories of federal funding is subject to adjustment. As noted above, the Project is included in [KYTC’s Six-Year Highway Program](#) as well as the approved [Evansville-Henderson Area Metropolitan Planning Organization \(MPO\) 2022 – 2026 Transportation Improvement Program \(TIP\)](#) (page 39) and [Kentucky’s 2021 State Transportation Improvement Program \(STIP\) for Fiscal Years 2021 - 2024](#). Indiana’s share of project costs are included in the INDOT 2022-2026 STIP.

4.5 FEDERAL DISCRETIONARY FUNDING

KYTC and INDOT will utilize all federal funds that are apportioned and/or allocated through authorization bills and will compete for any available competitive or discretionary grants as available and appropriate. The states’ funding plan will be adjusted should any such discretionary funding become available to the Project.

For Section 3 of the Project, INDOT will utilize funding outside of federal-aid highway formula and state transportation funds. \$17.5 million of ARPA funds will be used on the Project. The use of discretionary funding in future periods remains a possibility.

⁵ The amount reported for SFY 2021 and Prior is \$1.0 million higher than reported in the IFP. This reflects minor amendments based in part on the sharing of expenditures between the states and the reimbursement process and timing.

⁶ <https://transportation.ky.gov/Program-Management/Pages/2020-Highway-Plan.aspx>

CHAPTER 5. FINANCING ISSUES

5.1 INTRODUCTION

This chapter discusses the specific costs associated with financing the Project, including any debt issuance costs, interest costs, and other aspects of borrowing funds for the Project.

5.2 FINANCING STRATEGY

It is not anticipated that the states will incur any financing costs for delivery of Sections 1 and 3 of the Project. Section 5.2 of this finance plan will be updated as funding and financing strategies are developed for Section 2 of the Project and the corresponding Phase 2.

CHAPTER 6. CASH FLOW

6.1 INTRODUCTION

This chapter provides an estimated annual cash flow schedule for the Project and an overview of the planned sources of funds. Consistent with the funding approach to project delivery, this chapter only addresses the cash flow for Phase 1, the funded project phase.

6.2 ESTIMATED SOURCES AND USES OF FUNDING

6.2.1 Currently Planned Sources and Uses of Funds

An indicative summary of the sources and uses of funds for Phase 1 project elements is shown in Table 6-1. Phase 1 is anticipated to be fully funded through federal and state funds provided by KYTC and INDOT. As of this FPAU, Phase 1 includes Section 1 and Section 3 costs as well as Project Development costs in support of the overall project. .

Table 6-1. Estimated Sources and Uses of Funds – Phase 1(Funded) (\$ millions)

Sources and Uses of Funds	IFP	2022 FPAU	Change (\$)	% Change
Kentucky National Highway Performance Program (NHPP)	\$200.0	\$200.0	\$0.0	0%
Indiana National Highway Performance Program (NHPP)	\$4.1	\$202.2	\$198.1	4860%
Indiana Surface Transp Block Grant Program - Urban (STBG)	\$0.4	\$0.4	\$0.0	0%
Indiana American Rescue Plan Act (ARPA)	\$0.0	\$17.5	\$17.5	N/A
Kentucky State Highway Fund	\$47.7	\$47.7	\$0.0	0%
Indiana State Highway Fund	\$5.2	\$52.3	\$47.1	908%
Total Sources of Funds	\$257.3	\$520.1	\$262.8	102%
Preliminary Engineering & Environmental	\$28.3	\$59.9	\$31.6	112%
Right of Way	\$11.2	\$23.9	\$12.7	113%
Utilities	\$10.4	\$14.1	\$3.8	36%
Final Design and Construction	\$190.1	\$351.5	\$161.4	85%
CEI, CM/Design Review, Admin	\$17.3	\$47.6	\$30.3	175%
Total Uses of Funds	\$257.3	\$497.1	\$239.8	93%

6.2.2 2022 FPAU Sources and Uses of Funds Changes

The primary change in the Sources and Uses of Funds is the advancement of Section 3 to Phase 1 and corresponding funding from INDOT for this section. With respect to Section 1 funding, KYTC maintains its Six-Year Highway Plan level funding for the purpose of this update, resulting in a slight surplus between Sources and Uses that will carry forward to future project elements and timeframes.

6.3 CASH MANAGEMENT TECHNIQUES

For project funding expected to be contributed from state and federal sources, KYTC and INDOT intend to utilize available cash management techniques, including AC, to manage the timing of cash needs against the availability of federal and state funds. These techniques provide authority to advance projects utilizing the federally accepted practice of AC codified in [Title 23 §115](#). AC is a fund management tool that allows states to incur costs on a project and submit the full or partial amount later for federal reimbursement without having to currently obligate federal funds. This eliminates the need to set aside full obligational authority before starting a project. The states then convert the AC to an obligation to fund and reimburse, while future year expenditure estimates will remain under AC. At no time will AC amounts exceed future federal estimates.

Tables 6-2a and 6-2b provide the AC conversion status for Kentucky and Indiana, respectively, as of July 31, 2022. As shown, the Project had \$125.8 million funded in AC for Kentucky and \$16.3 million converted to federal obligation limitation funds to date. The remaining AC amount is thus \$109.5 million. For Indiana, the Project had \$3.6 million funded in AC and \$3.6 million converted to date, with \$0 remaining AC as of July 31, 2022.

Table 6-2a. Advance Construction Funding Status – KYTC (\$ millions)

State Fiscal Year	Amount AC'd to Date	Amount Converted to Date	Amount Remaining in AC
2021	\$4.5	\$0.0	\$4.5
2022	\$125.8	\$16.3	\$109.5

Table 6-2b. Advance Construction Funding Status – INDOT (\$ millions)

State Fiscal Year	Amount AC'd to Date	Amount Converted to Date	Amount Remaining in AC
2021	\$3.6	\$3.6	\$0.0
2022	\$3.6	\$3.6	\$0.0

6.4 FINANCING COSTS

Phase 1 of the Project will utilize funding from the American Rescue Plan Act for Section 3 from INDOT. Therefore, there are no currently anticipated financing costs for Phase 1.

6.5 PROJECTED CASH FLOWS

6.5.1 Currently Projected Cash Flows

Table 6-3, below, summarizes prior, current, and anticipated total annual cash outlays for Phase 1 of the Project. Future plans will include a table summarizing the prior, current, and anticipated total annual cash outlays for the entire project. More specific cash flow schedules will continue to be developed as the Project progresses.

As shown in Table 6-3, \$24 million was expended on the Project through June 30, 2021, and an additional \$36.6 million through June 30, 2022. The remaining Project costs of \$436.5 million for Phase 1 (for Project Development costs and Section 1 and Section 3 costs) is anticipated to be fully obligated by SFY 2027. As shown, the net available funding of \$23.1 million at the end of this period will be available and applied to Phase 2 of the Project as appropriate.

Table 6-3b provides a summary of cash flow by state, demonstrating that each state has sufficient resources on a year-over-year basis to fund their Project commitments.

Table 6-3. Project Cash Flows by Fiscal Year – Phase 1 (Funded)(\$millions)

Revenue	2021 & Prior	2022	2023	2024	2025	2026	2027	Total
<i>Carry Forward</i>	\$0.0	\$1.0	\$29.1	\$40.8	\$81.4	\$124.5	\$46.2	
Kentucky National Highway Performance Program (NHPP)	\$13.8	\$49.4	\$60.6	\$51.0	\$25.1			\$200.0
Indiana National Highway Performance Program (NHPP)	\$6.2	\$0.0	\$8.9	\$79.9	\$107.2			\$202.2
Indiana Surface Transportation Block Grant Program - Urban (STBG)	\$0.4	\$0.0	\$0.0	\$0.0	\$0.0			\$0.4
Indiana American Rescue Plan Act (ARPA)	\$0.0	\$3.0	\$14.5	\$0.0	\$0.0			\$17.5
Kentucky State Highway Fund	\$1.2	\$12.3	\$15.2	\$12.8	\$6.3			\$47.7
Indiana State Highway Fund	\$3.3	\$0.0	\$2.2	\$20.0	\$26.8			\$52.3
Revenue Subtotal	\$25.0	\$64.8	\$101.4	\$163.7	\$165.4	\$0.0	\$0.0	\$520.1
Expenditures								
Preliminary Engineering & Environmental	\$24.0	\$12.5	\$15.3	\$2.7	\$1.9	\$3.5	\$0.0	\$59.9
Right of Way	\$0.0	\$12.9	\$11.0	\$0.0	\$0.0	\$0.0	\$0.0	\$23.9
Utilities	\$0.0	\$0.4	\$6.1	\$6.0	\$1.6	\$0.0	\$0.0	\$14.1
Final Design and Construction	\$0.0	\$9.7	\$48.0	\$100.6	\$105.0	\$67.5	\$20.8	\$351.5
CEI, CM/Design Review, Admin	\$0.0	\$1.1	\$9.3	\$13.8	\$13.9	\$7.3	\$2.3	\$47.6
Expenditures Subtotal	\$24.0	\$36.6	\$89.7	\$123.0	\$122.3	\$78.3	\$23.1	\$497.1
<i>Net Cash Flow</i>	\$1.0	\$29.1	\$40.8	\$81.4	\$124.5	\$46.2	\$23.1	\$23.1

Table 6-3b. Project Cash Flow by State Fiscal Year by State – Phase 1 (\$millions)

State Fiscal Year	2021 & Prior	2022	2023	2024	2025	2026	2027	Total
Kentucky								
<i>Carry forward</i>		\$0.0	\$26.1	\$38.2	\$50.5	\$30.3	\$23.0	
Sources of Funds	\$15.0	\$61.8	\$75.8	\$63.8	\$31.4	\$0.0	\$0.0	\$247.7
Uses of Funds	\$15.0	\$35.7	\$63.7	\$51.4	\$51.6	\$7.2	\$0.0	\$224.6
<i>Net Cash Flow</i>	\$0.0	\$26.1	\$38.2	\$50.5	\$30.3	\$23.0	\$23.0	

State Fiscal Year	2021 & Prior	2022	2023	2024	2025	2026	2027	Total
Indiana								
<i>Carry forward</i>		\$1.0	\$3.0	\$2.6	\$30.9	\$94.2	\$23.1	
Sources of Funds	\$10.0	\$3.0	\$25.6	\$99.9	\$134.0	\$0.0	\$0.0	\$272.5
Uses of Funds	\$9.0	\$1.0	\$26.0	\$71.6	\$70.7	\$71.1	\$23.1	\$272.5
<i>Net Cash Flow</i>	\$1.0	\$3.0	\$2.6	\$30.9	\$94.2	\$23.1	\$0.0	

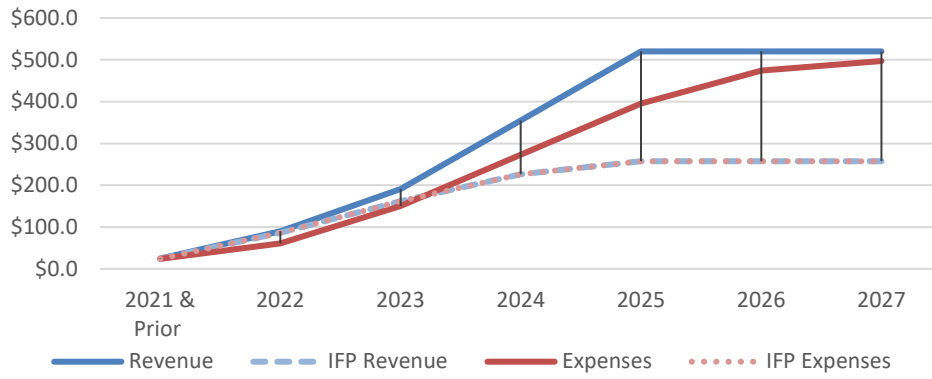
6.5.2 2022 FPAU Changes to Cash Flow

Table 6-3c and Figure 6-3 provide a comparison of the Cash Flow between the IFP and this FPAU. As shown, revenue is increased from \$257.5 million to \$520.1 million over the period through SFY 2027 (extended from SFY 2025 in the IFP) and expenses are increased from \$257.3 million to \$497.1 million, primarily to reflect the inclusion of Section 3 in Phase 1 of the Project..

Table 6-3c. 2022 FPAU Cash Flow Comparison

	2021 & Prior	2022	2023	2024	2025	2026	2027	Total
Revenue	\$25.0	\$89.8	\$191.1	\$354.8	\$520.1	\$520.1	\$520.1	\$520.1
IFP Revenue	\$24.0	\$86.4	\$162.2	\$225.9	\$257.3	\$257.3	\$257.3	\$257.3
Expenses	\$24.0	\$60.7	\$150.3	\$273.4	\$395.7	\$474.0	\$497.1	\$497.1
IFP Expenses	\$24.0	\$86.4	\$162.2	\$225.9	\$257.3	\$257.3	\$257.3	\$257.3

Figure 6-3 Cumulative Cash Flow Comparison



CHAPTER 7. PUBLIC-PRIVATE PARTNERSHIP (P3) ASSESSMENT

7.1 INTRODUCTION

This chapter provides information on the process used to assess the appropriateness of a public-private partnership (P3) to deliver the funded portion of the Project.

7.2 P3 ASSESSMENT

Kentucky, the sponsor of Section 1, has evaluated alternative contracting methods currently permitted under Kentucky law. Based on Kentucky's delivery options and screening analysis using the FHWA P3 Screening tool, Section 1 will be procured under a conventional design-build contract.

Indiana, the sponsor of Section 3, has evaluated alternative contracting methods currently permitted under Indiana law. Based on the initial screening assessment results described below, Section 3 will be procured under a conventional design-build contract.

P3 alternatives will continue to be considered for delivery of Section 2 .

7.3 LEGISLATIVE AUTHORITY

Kentucky, the sponsor of Section 1, does have the authority to enter P3 agreements. Transportation-related P3 projects are governed by [KRS 175B.015](#) and [KRS 175B.037](#).

Indiana, the sponsor of Section 3, also has the authority to enter P3 agreements. Transportation-related P3 projects are governed by [IC 8-15.5](#) and [IC 8-15.7](#).

7.4 BENEFITS / DISADVANTAGES

Kentucky, the sponsor of Section 1, used the FHWA P3 Screening tool as the basis for an initial assessment of whether a P3 delivery model should be considered for Section 1 of the Project. Indiana completed the same assessment for Section 3 of the Project. Screening criteria and results from both assessments are summarized in Table 7.1.

Table 7-1. Public-Private Partnership Screening Summary

			IFP Section 1 Kentucky	2022 FPAU Section 3 Indiana
Legal				
	Sponsor Authority	Does the project sponsor have legal authority to pursue delivery of the project as a P3?	Yes	Yes
Planning and Environmental				
	Long Range Planning	Is the project consistent with the project sponsor's and regional long-term transportation goals?	Yes	Yes
	Environmental Review	Will the required NEPA decision document be completed within 2 - 3 years?	Yes	Yes
Public Support				
	Local Support	Is there consensus among local and regional stakeholders to pursue the project?	Yes	Yes
	Political Support	Is there political support for delivering the project?	Yes	Yes
Organizational Capacity				
	Technical Capacity	Does the sponsor have access to sufficient internal and external technical resources to successfully manage all phases of the P3 delivery option (development, procurement, negotiation and long-term contract oversight) in the public interest?	Other ⁷	Yes
	Policy Guidelines	Has the project sponsor established guidelines and regulations for procuring and managing P3 projects?	No	Yes
Project Scope & Complexity				
	Size	Is the project size and scope suitable for delivery via P3 (generally costing more than \$100 million)?	Yes	Yes
	Risk	Have project risks been identified?	Yes	Yes
	Risk Allocation	Is there potential to allocate risks to the party more capable of managing those risks by delivering the project as a P3?	No	No
	Innovation	Is there potential to derive benefits from technological or other types of innovation through private sector delivery of the project?	Yes	Yes
	Efficiency	Is there potential to achieve cost/schedule savings by delivering the project as a P3?	No	No

⁷ KYTC has financial advisors with P3 experience, but KYTC has not previously delivered a P3 project.

			IFP	2022 FPAU
	Quality	Is there potential for higher quality product/service delivery with a P3?	No	No
	Life-Cycle Costs	Have the life-cycle costs of the proposed project been determined?	Yes	Yes
Affordability				
	Near and Long Term Financial Capacity	Does the project sponsor have the financial capacity to meet the project's lifecycle costs using conventional public funding and financing sources?	Yes	Yes
	Revenue Potential	Does the project have the revenue generation potential to repay any or all of the project costs?	No	No
Industry Interest				
	Industry Capacity	Do three or more private sector firms have the capability to deliver the project as a P3?	Yes	Yes
	Industry Interest	Have three or more private entities demonstrated interest in the project to suggest the opportunity exists for a competitive process?	No	No

Based on the results of the initial screening, potential P3 procurement of Section 1 and Section 3 does not offer sufficient benefits as compared to a traditional design-build procurement and will not be used for this phase of the project.

7.5 RISK ALLOCATION ANALYSIS

As the initial screening assessment determined that the use of a P3 procurement for Section 1 and Section 3 of the Project did not warrant further consideration no further risk allocation analysis was performed.

7.6 MARKET CONDITIONS AND COST OF CAPITAL

The funded portion of the Project will not utilize funding outside of federal-aid and state transportation funds appropriated to the states, as discussed in Chapter 4.

7.7 PERMIT REQUIREMENTS

Consistent with the FEIS/ROD for the Project, Table 7-2 provides a summary of the required permits for the overall project and the status of each permitting requirement. The states will continue to pursue permitting activity in a timeframe to meet project development needs and will work with contractors to do the same for activities for which

they are directly responsible. No issues are anticipated as to the ability to meet these permitting requirements.

Table 7-2 has been updated as of the 2022 FPAU to reflect current permitting and approvals status. No issues have been identified to restrict the ability to meet these requirements.

Table 7-2. Required Permits or Approvals/Concurrences

Required Permit or Concurrence	Issuing Agency	Activity	Status
CWA Section 404 Permit	USACE	Dredge/fill in WOTUS (streams, wetlands, open water jurisdictional ponds)	Section 1 -- completed Section 2 & 3 – will be revised to include Section 2 and Section 3 subsequently.
CWA Section 401 WQC	IDEM/KDOW	Water quality protection	Same as above
Rule 5 Permit/ Kentucky Pollutant Discharge Elimination System (KPDES) Permit	IDEM /KDOW	Project construction	Contractor’s responsibility
CWA Section 408 / Levee Permit	USACE	Modification to flood control levee	Section 2 & 3 – not started
Rivers and Harbors Act Section 9 Permit	USCG	Construction of Ohio River bridge	Section 2 only – not started
Rivers and Harbors Act Section 10 Permit	USACE	Construction in Ohio River	Section 2 only – not started
Construction in a Floodway (CIF) Permit	IDNR	Construction in a navigable waterway and/or floodway	Section 2 & 3 – not started
Permit to Construct Across or Along a Stream/No-Rise Certification	KDOW/Henderson County	Construction in a floodplain	Section 1 – completed Section 2 – not started
Notice of Proposed Construction or Alteration	Federal Aviation Administration (FAA)	Construction of Ohio River bridge	Section 1 –not applicable Section 2 & 3 – not started
Conditional Letter of Map Revision (CLOMR)/Letter of Map Revision (LOMR)	FEMA	Modification to regulated floodway	Section 1 – CLOMR completed; LOMR in development Section 2 & 3 – not started

CHAPTER 8. RISK AND RESPONSE STRATEGIES

8.1 INTRODUCTION

This chapter addresses risk factors that could affect the Project and, in particular, the financial plan for the Project. The focus of this review is on risks that could affect delivery of the funded portion of the Project, specifically Section 1 and Section 3, and has been updated as of the 2022 FPAU. These risks have been identified throughout project development and specifically addressed as part of the Cost Estimate Review conducted for the Project. Identified risks fall under one or more of the following categories: Project Cost, Project Schedule, Financing, and Procurement. Significant consideration has been given to identifying risks and potential mitigation measures, and this chapter outlines these factors. Where a risk applies to multiple risk categories, it is included in the primary risk category.

This chapter will be updated to include Section 2 of the Project when project delivery plans are further developed. It also will be updated in future Annual Updates to reflect progress toward risk mitigation or retirement.

8.2 PROJECT COST RISKS AND RESPONSE STRATEGIES

The factors shown in Table 8-1 have been identified as possible reasons for cost overruns. The table includes the potential risk and anticipated response, or mitigation, strategies.

Table 8-1. Project Cost – Risks and Response Strategies

Description of Project Risk	Mitigation Strategy	Risk Level/Status
Utility Related Cost Risk		
Big Rivers transmission Line was not 100% designed prior to bid, with possibility of higher cost as well as impact on project schedule.	Project sponsors completed the 100% design post bid, and incorporated design-build team design requirements. The design-build contract includes an allowance amount and measures to share cost risk to complete the work.	High/Active
Geotechnical Uncertainty Related Cost Risk		

Description of Project Risk	Mitigation Strategy	Risk Level/Status
A variety of geotechnical uncertainties, including quality of foundation bedrock, impact on bridge design, and liquefaction and lateral spreading hazards have potential to impact project cost as well as schedule.	Section 1 – design-build procurement is complete. Sections 2 & 3 – Project sponsors will consider potential for additional geotech investigations and explore possibility of offering proposers opportunity to request specific investigation locations.	Section 1 – Low/Active Sections 2 & 3 - High/Active
Cost Risk Associated with Scope Changes		
Cost (and schedule) risk associated with the impact of Alternative Technical Concepts (ATCs) and Design-Build innovations	Section 1 – procurement is complete. Sections 2 & 3 – Project sponsors will monitor ATC development and adjust budgets and funding commitments as appropriate.	Section 1 – Retired Section 2 & 3 High/Active
Contractor Design Evolution - Cost risk associated with additional design development that identifies cost elements not included in the preliminary cost estimates	Section 1 – procurement is complete. Sections 2 & 3 – Project sponsors will monitor design development and adjust budgets and funding commitments as appropriate.	Section 1 – Low/Active Sections 2 & 3 - High/Active
Cost risk associated with Owner Directed Change in Scope	Project sponsors will monitor scope changes and adjust budgets and funding commitments as appropriate.	High/Active

8.3 PROJECT SCHEDULE RISKS AND RESPONSE STRATEGIES

The risks shown in Table 8-2 have been identified as those that may affect Project schedule primarily and, therefore, the ability of the Project Sponsor to deliver the Project on a timely basis. This, in turn, has impact on project costs as a secondary impact.

Table 8-2. Project Schedule – Risks and Response Strategies

Description of Project Risk	Mitigation Strategy	Risk Level
Schedule Delay Risk Due to Right of Way Acquisition		
Potential delays in obtaining ROW	Section 1 – ROW acquisition is complete Section 2 & 3 – The Project Sponsors will conduct regular check-ins with ROW manager, re-evaluation of priority parcels, and consideration of when staging is developed.	Section 1 – Retired Sections 2 & 3 - Medium/Active
Schedule Delay Risk Due to Construction-Related Activities		
Potential delays due to flooding and earthwork impacts	The Project Sponsors will make as much related information available to proposers as possible and will call attention to critical details in the technical specifications.	Medium/Active
Potential risk that the duration of acceptable embankment settlement on bridge approaches delays roadway paving.	Section 1 – settlement provisions included in the design build contract Sections 2 & 3 - Consideration will be given during phasing/ specification development, with possibility of having more open specifications, to allow proposers to develop the best plan based on their equipment/ /operational capabilities.	Section 1 – Low/Active Sections 2 & 3 - Medium/Active
Schedule Delay Risk Due to Permitting Activities		
Potential for delays in obtaining permits	Section 1 – all permits have been obtained. Sections 2 & 3 – The Project Sponsors will ensure early coordination efforts and regular updating by permit coordinator with project team.	Section 1 – Low/Active Sections 2 & 3 - Medium/Active

8.4 FINANCING RISKS AND RESPONSE STRATEGIES

Table 8-3 discusses risks that may negatively affect the Project sponsor’s ability to fund the Project cost effectively. For each risk, this table provides a summary of potential mitigation strategies.

There are very limited financing related risks for Section 1 and Section 3 of the Project. All funds are either expended, committed in budget, or established in plans. Should additional

funds be required, adjustments in budget and funding commitments can reasonably be expected to be made. This section will be revised for Section 2 once the funding strategy is more fully established.

Table 8-3 Financing and Revenue – Risks and Response Strategies

Description of Project Risk	Mitigation Strategy	Risk Level
Risk that federal transportation funds are not available for the Project despite current allocations and planned funding	The Project Sponsors will ensure good communication and as soon as any funding delay seems more possible, the team will consider alternative ways to deliver the Project, changes to schedule, or contract packaging to find a workable solution.	Low

8.5 PROCUREMENT RISKS AND RESPONSE STRATEGIES

The risks shown in Table 8-4 may affect the Project Sponsor’s ability to implement the Project due to risks associated with the procurement of the Project through the currently anticipated design-build structure.

Table 8-4. Procurement – Risks and Response Strategies

Description of Project Risk	Mitigation Strategy	Risk Level
Labor and Contractor Supply Risks		
Availability of qualified disadvantaged business enterprises (DBEs) and workforce	Project Sponsors are including DBE information in industry days, including likely percentage ranges, schedule, how to get prequalified, etc. to enhance DBE involvement.	Medium
Lack of labor due to smaller urban area	Section 1 – procurement is complete. DB Contractor holds labor risks	Section 1 – Low
	Sections 2 & 3 - Project Sponsors will consider possible industry days, to include construction associations, potential bidders, so that they can be prepared for construction.	Section 2 & 3 – Medium
Letting-Related Risks		
Letting timing / competition	Section 1 – procurement is complete.	Section 1 – Low
	Sections 2 & 3 -- Project Sponsors will consider possible industry days throughout planning to increase participation, evaluate number of potential bidders.	Sections 2 & 3 – Medium

CHAPTER 9. ANNUAL UPDATE CYCLE

9.1 INTRODUCTION

This chapter addresses the annual reporting period for subsequent Annual Updates to the Financial Plan for the Project.

9.2 FUTURE UPDATES

The effective date for the IFP was June 30, 2021. The effective date for the 2022 FPAU is July 31, 2022, as noted in this section of the IFP. Future annual updates will have an effective date of July 31 each year. These annual updates will be submitted to FHWA by October 31 each year with an as-of date of July 31.

The IFP has an as-of date of June 30, 2021 making the document due to FHWA by September 30, 2021. It was originally planned and intended for the as-of date to be July 31st of each year to accommodate the number of major project's financial plans that INDOT has to manage in the quarter that involves both Federal and State fiscal year changeovers. However, it became apparent that the IFP needed to be completed, certified, and delivered to FHWA prior to advertising for the letting of Phase 1 – Section 1 construction contract. It was therefore decided that the IFP would be an offset in terms of the as-of date with recognition that future updates would have an as-of date a month later.

CHAPTER 10. SUMMARY OF COST CHANGES SINCE LAST YEAR'S FINANCIAL PLAN

10.1 INTRODUCTION

This chapter addresses the changes that have reduced or increased the cost of the Project since last year's financial plan, the primary reason(s) for the changes, and actions taken to monitor and control cost growth.

10.2 2022 FINANCIAL PLAN UPDATE

As shown in Table 10-1, the funded phase of the Project has realized an increase over the IFP of \$239.8 million. The majority of this, however, is due to Section 3 being brought into the funded portion of the Project. In addition, the overall project cost estimate is reduced by \$49.6 million as of this FPAU. Significant cost estimate changes include the following:

- Reduction in the cost estimate for Section 1 Final Design and Construction from \$190.1 million to \$143.5 million as a result of actual procurement of the design-build contract for this project section; Alternative Technical Concepts and a competitive procurement process led to a reduction in costs from preliminary estimates.
- Increase in Utility Relocation costs of \$3.6 million for Section 1 based on actual costs versus preliminary estimates
- Increase in CEI, Admin, and Program Costs of \$7.3 million for Section 1, reflecting actual contractual costs updating prior estimates.

Table 10-1. Summary of Cost Changes Since the IFP – Phase 1 (\$ millions)

	IFP	Change	2022 FPAU		
			Section 1	Section 3	Total
Preliminary Engineering & Environmental	\$28.3	\$31.6			\$59.9
Right of Way	\$11.2	\$12.7	\$12.9	\$11.0	\$23.9
Utilities	\$10.4	\$3.8	\$14.0	\$0.1	\$14.1
Final Design and Construction	\$190.1	\$161.4	\$143.5	\$208.0	\$351.5
CEI, CM/Design Review, Admin	\$17.3	\$30.3	\$24.6	\$23.0	\$47.6
Total	\$257.3	\$239.8	\$195.0	\$242.1	\$497.1

CHAPTER 11. COST AND FUNDING TRENDS SINCE THE INITIAL FINANCIAL PLAN

11.1 INTRODUCTION

This chapter addresses the trends that have affected project costs and funding since the IFP, the probable reasons for these trends, and the implications for the remainder of the Project.

11.2 2022 FINANCIAL PLAN UPDATE

Since the IFP, the Project has realized a \$239.8 million increase in costs and a corresponding increase in funding as shown in Table 10-1. These increased costs represent an advancement of project costs that have been funded from INDOT's capital program related to Section 3 of the Project being brought into the funded phase of the Project (Phase 1) and do not reflect cost trends with which to be concerned.

There are no major implications for the remainder of the Project resulting from these cost changes. The states do recognize current inflationary pressures and associated uncertainty. Scope adjustments will be made to the extent necessary and the states further anticipate adjusting cost estimates for Section 2 (to be included in subsequent Financial Plan Updates) when more is known about longer-term construction cost trends. To date, it has been the experience of the states that Major Projects have been better able to withstand the immediate inflationary pressures in the letting process.

Table 11-1. Summary of Cost and Funding Changes Since the IFP

This is a placeholder for future Annual Updates to list change orders, cost changes, and/or overruns, of which there are none as of this 2022 FPAU.

12 SUMMARY OF SCHEDULE CHANGES SINCE LAST YEAR'S FINANCIAL PLAN

12.1 INTRODUCTION

This chapter addresses the changes that have caused the completion date for the Project to change since the last financial plan, the primary reason(s) for the change, actions taken to monitor and control schedule growth, and any scope changes that have contributed to this change.

12.2 2022 FINANCIAL PLAN UPDATE

This FPAU brings fairly minor changes to the Project schedule for Section 1 and more significant changes to the overall Project schedule, in particular advancing Section 3, as shown in Figure 2-1, based upon funding availability and overall project development progress. This FPAU also reflects the overall advancement of the Project from anticipated completion in SFY 2033 to completion in SFY 2031.

Actions taken to monitor and control schedule growth continue as the Project progresses. The INDOT and KYTC Project Team employs the critical path method (CPM), including regular coordination Project meetings with all involved team members to discuss Project progress. Critical path issues are discussed and, at this point in the Project's lifecycle, typically includes a focus on overall schedule.

13 SCHEDULE TRENDS SINCE INITIAL FINANCIAL PLAN

13.1 INTRODUCTION

This chapter address the trends that have affected project schedule since the IFP, the probable reasons for these trends, and the implications for the remainder of the Project.

13.2 2022 FINANCIAL PLAN UPDATE

The Project's schedule trends since the IFP have been minor adjustments to individual elements as well as the advancement of Section 3 of the Project into the funded phase (Phase 1) as well as the overall Project advancement from estimated completion in SFY 2033 to SFY 2031. No additional significant schedule changes or trends have materialized.