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# TRANSPORTATION CABINET

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**CONSTRUCTION MEMORANDUM**                      **NO. 05-24**

**HIGHWAY DESIGN MEMORANDUM**                      **NO. 09-24**

**TO:** Chief District Engineers  
Design Engineers  
Traffic Engineers  
Planners  
Active Consultants

**FROM:** Matt Simpson, P.E., Director *MPS*  
Division of Construction

Tim Layson, P.E., Director *WTZ*  
Division of Highway Design

**DATE:** December 23, 2024

**SUBJECT:** Updates to the Policy and Procedures for Safety and Mobility of Traffic Through Work Zones

The Kentucky Transportation Cabinet (KYTC) has revised its **Policy and Procedures for the Safety and Mobility of Traffic Through Work Zones**, effective immediately. These updates will enhance clarity, accountability, and effectiveness in managing work zone safety and mobility. Table 1 summarizes key policy changes by section.

**Table 1** Work Zone Safety and Mobility Policy Updates

| Section | Title  | Key Changes  |
|---------|--|--|
| 3.1.1   | Project Classification: Significant Projects | <ul style="list-style-type: none"> <li>• <b>Multilane Roadways:</b> For projects anticipated to occupy a location for more than 3 days, thresholds are now based on Directional Design Hour Volume (DDHV).</li> <li>• <b>Two-Lane Roadways:</b> For projects anticipated to occupy a location for more than 3 days, thresholds are now based on Design Hour Volume (DHV).</li> </ul> |
| 3.1.2   | Traffic Management Plan (TMP)                | <ul style="list-style-type: none"> <li>• <b>Documentation:</b> TMPs must be retained in the project files by the project manager. Additionally, a copy must be</li> </ul>  |

| Section | Title                                 | Key Changes  |
|---------|---------------------------------------|--|
|         |                                       | uploaded to ProjectWise to ensure centralized recordkeeping and accessibility.   |
| 3.1.3   | Temporary Traffic Control Plan (TTCP) | <ul style="list-style-type: none"> <li>• <b>Standardized References:</b> TTCP development must adhere to the following references in order of precedence: <ol style="list-style-type: none"> <li>1. KYTC Standard Drawings</li> <li>2. MUTCD</li> <li>3. KYTC Standard Specifications</li> </ol> Project developers should rely foremost on KYTC Standard Drawings and refer to MUTCD standards only when no KYTC-specific standard exists. </li> </ul>  |
| 3.1.5   | Training                              | <ul style="list-style-type: none"> <li>• <b>New Training Program:</b> The Work Zone Traffic Maintenance Plan (WZTMP) training is now mandatory for all designers, including state employees and consultants involved in TTCP development and review. The qualification is valid for up to five (5) years from the course completion date.</li> <li>• <b>Prerequisite:</b> Work Zone Traffic Control Technician (WZTCT) qualification is a prerequisite for Work Zone Traffic Control Supervisor (WZTCS).</li> </ul>  |
| 3.2.1   | Construction                          | <ul style="list-style-type: none"> <li>• <b>Preconstruction:</b> The TMP and TTCP shall be reviewed and discussed during the preconstruction conference to ensure effective planning.</li> <li>• <b>Project Traffic Coordinator:</b> Both KYTC and the Contractor must designate a Project Traffic Coordinator with primary responsibility and sufficient authority to implement the TMP and other safety and mobility aspects of the project.</li> <li>• <b>Construction:</b> Daily inspections must be conducted and documented.</li> <li>• <b>Revisions:</b> Contractors may develop their own TTCPs. However, these must be approved by KYTC and, if applicable, FHWA. The level of review will align with that applied to the initial plan.</li> <li>• <b>District Work Zone Safety Coordinator (DWZSC):</b> Each administrative District must designate a DWZSC responsible for coordinating monitoring and reporting on work zone safety and mobility.</li> </ul> |
| 3.2.2   | Crash/Safety Monitoring               | <ul style="list-style-type: none"> <li>• <b>Broader Monitoring Scope:</b> Responsibilities now include crash monitoring for permitted and maintenance projects in addition to construction projects.</li> <li>• <b>Standardized Reporting:</b> Districts must maintain detailed crash records and submit an annual collision summary to Central Office Division of Construction by March 31.</li> </ul>  |
| 4       | Performance Assessment                | <ul style="list-style-type: none"> <li>• <b>Statewide Work Zone Traffic Review Committee:</b> The State Highway Engineer will appoint a Statewide Work Zone Traffic Review Committee, including representatives from the</li> </ul>  |

| Section | Title | Key Changes  |
|---------|-------|--|
|         |       | Divisions of Construction, Traffic Operations, Maintenance, Highway Design, and Employee Safety. <ul style="list-style-type: none"> <li>• <b>Annual Reviews:</b> The committee will evaluate work zone traffic control effectiveness annually and provide recommendations for improvements.</li> </ul> |

These updates reflect KYTC’s commitment to enhancing work zone safety and mobility for workers and the traveling public.

If you have questions about the updated policy or need additional clarification, please contact Matt Simpson, Director, Division of Construction at [Matt.Simpson@ky.gov](mailto:Matt.Simpson@ky.gov) or Tim Layson, Director, Division of Highway Design at [Tim.Layson@ky.gov](mailto:Tim.Layson@ky.gov).

Attachment

# **Kentucky Transportation Cabinet**



## **POLICY AND PROCEDURES FOR THE SAFETY AND MOBILITY OF TRAFFIC THROUGH WORK ZONES**

**December 2024**

# SECTIONS

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# **1. DEFINITIONS**

Whenever the following terms or abbreviations (or pronouns in place of them) are used in the document, the intent and meaning shall be interpreted as follows:

**TRANSPORTATION ENGINEERING BRANCH MANAGER (TEBM)** — The engineer who is directly responsible through the Chief District Engineer or Division Director of the Department of Highways on all matters relating to activities of the division that is being supervised by the individual. TEBMs from the branches of Project Development, Project Delivery & Preservation, and Engineering Support will be involved in the development and approval of a Traffic Management Plan for a KYTC project.

**CONTRACTOR** — The individual, partnership, firms, corporation, or any acceptable combination thereof or joint venture contracting with the Cabinet for performance of prescribed work.

**CABINET** — The Kentucky Transportation Cabinet

**DISTRICT** — An organization of the Cabinet in a geographical area of the state charged with all functions of the Cabinet as related to its respective area.

**DISTRICT WORK ZONE SAFETY COORDINATOR** — The individual in the district responsible for coordinating activities related to work zone safety and mobility on all construction and maintenance projects.

**CHIEF DISTRICT ENGINEER (EXECUTIVE DIRECTOR)** — The engineer in charge of a designated district of the Cabinet.

**FHWA** — Federal Highway Administration

**MUTCD** — Manual on Uniform Traffic Control Devices for Streets and Highways. (603 KAR 5:050)

**PUBLIC INFORMATION OFFICER (PIO)** – The designee for a specific district that has been tasked with handling transportation-related media, public communications, and relaying any notices/updates of KYTC projects that would be pertinent to the public.

**PS&E** — The Plans, Specifications and Estimates assembly necessary for a contract letting.

**PROJECT** — The specific section of the highway, including approaches, together with all appurtenances and construction to be performed by CABINET employees, under contract, or by permit.

**SECTION ENGINEER** — The engineer in charge of designated construction projects and maintenance activities in the district.

**PROJECT TRAFFIC COORDINATOR (PTC)** — The person designated to be responsible for reviewing traffic control on a particular project.

**SECRETARY** — The Secretary of the Kentucky Transportation Cabinet

**STATE** — The Commonwealth of Kentucky

**STATE HIGHWAY ENGINEER** — The State Highway Engineer of the Cabinet acting directly or through an authorized representative.

**STATEWIDE WORK ZONE REVIEW COMMITTEE** — A committee established by the State Highway Engineer to be responsible for reviewing, revising, and overseeing the Cabinet's Traffic Control Policies and Procedures.

**TEMPORARY TRAFFIC CONTROL PLAN (TTCP)** — A plan for handling traffic through a specific highway or street work zone.

**TRANSPORTATION MANAGEMENT PLAN (TMP)** — A set of coordinated strategies and an implementation plan for managing the work zone impacts of a significant project.

**PUBLIC INFORMATION PLAN (PIP)** — A plan that describes the method(s) and time(s) to communicate to the traveling public locations and durations of detours, traffic pattern changes, and other planned or unplanned travel impacts in or around the project.

## **2. POLICY FOR TRAFFIC MANAGEMENT PLAN**

KYTC's mission is to provide a safe, efficient, environmentally sound, and fiscally responsible transportation system that delivers economic opportunity and enhances the quality of life in Kentucky. FHWA shares these goals and with them this policy is designed to provide a safe and efficient environment for both workers and the traveling public through the construction, maintenance, or any roadway work zone within the Commonwealth of Kentucky. Work zone safety and mobility performance will be evaluated throughout both project development and delivery. An annual performance assessment will be conducted by the KYTC to identify process improvements that can be implemented in work zones.

In defining procedures for determining the extent of planning, design, and operational activities required for an individual project to meet the CABINET's policy, a determination will be made, in the planning stages, whether a project is designated as either significant or other.



### **3. PROCEDURES**

#### **3.1. PRECONSTRUCTION**

##### **3.1.1. PROJECT CLASSIFICATION**

Significant Projects shall be defined as:

1. Any project on the Interstate or Parkway System which is anticipated to occupy a location for more than 3 days.
2. Any project on a multilane roadway which is anticipated to occupy a location for more than 3 days where the existing DDHV is over 1,000 vehicles per hour and would close a lane during the peak hours.
3. Any project on a 2-lane roadway which is anticipated to occupy a location for more than 3 days where the existing DHV is over 1,000 vehicles per hour and would close a lane during the peak hours.
4. Any project on the Interstate or National Highway System that would involve a detour.

All projects not meeting the Significant Projects classification shall be referred to as other projects.

##### **3.1.2. TRAFFIC MANAGEMENT PLAN (TMP)**

For significant projects, a Transportation Management Plan (TMP) shall be developed that details a strategy to manage the work zone impacts. The TMP will include a Temporary Traffic Control Plan (TTCP) and a Public Information Plan (PIP). Transportation Management Plans for significant projects shall also be developed consistent with the Traffic Impact Guidelines listed below. For all other projects, the TMP will only consist of a TTCP unless the Project Team determines that a Public Information Plan is necessary.

The approval of the TMP will be the responsibility of the Project Development Team (PDT). The Project Manager and the District Branch Managers for Project Development, PD&P, and Engineering Support shall approve and sign the TMP. The FHWA shall approve and sign the TMPs for federally-funded interstate or other full oversight projects. The TMP must be approved by the time final plans are sent to the Plan Processing Section or other branch responsible for finalizing a project for letting. A copy of the approved TMP will be retained in the project files by the District, with a copy uploaded to the corresponding project specific folder in ProjectWise: *Item No. or CID/Milestones & Submittals/Planning/Traffic Management Plans*

For projects, not identified as significant, such as routine surfacing, bridge deck overlays, pavement marker installations, etc., a TTCP shall be developed and approved by the Division in charge of managing the project.

##### **3.1.3. TEMPORARY TRAFFIC CONTROL PLAN (TTCP)**

The Temporary Traffic Control Plan may range in scope from being very detailed, designed solely for a specific project, to referencing any number of specified documents. The degree of detail in a TTCP will depend on the project complexity and the relationship of traffic with the construction activities. When

necessary, the TTCP shall include the specific phasing required for the project. Drawings and notes shall be developed and placed on traffic control sheets within the plans.

To assure consideration is given to traffic control from the inception of design activities, the proposed concept for traffic control shall be discussed at the preliminary line and grade inspection with appropriate notation included in the inspection report. The designer responsible for plan preparation shall expand on the concept recommended at the preliminary line and grade inspection, with the compilation of a detailed suggested sequence of construction. This is to be reviewed at the time of the final joint inspection.

The scope of the TTCP shall be determined at the time of the final joint inspection once the sequence of construction is finalized. The TTCP will be developed utilizing the KYTC Standard Drawings, the MUTCD, and the KY Standard Specifications (current edition) as a basis, with the governing ranking for adherence given in the aforementioned order. Project developers should adhere to the requirements of the KYTC Standard Drawings first and foremost and only fall back on the MUTCD standards when no Kentucky Standard exists. Only those requirements not provided in the Standard Specifications required for maintaining and controlling traffic are to be written into the TTCP. The TTCP will clearly indicate all required phasing, methods of traffic control, and any time or construction limitations that will be placed on the contractor. Attention shall be given to developing strategies that will limit impact to the traveling public. As much as possible, the existing number of lanes shall be maintained throughout a construction project, particularly on interstates. Where it is determined that lane restrictions are necessary, assuring limited closures must be a primary consideration. Considerations for these decisions will include restricting work during peak periods of traffic flow on the route and requiring the use of nighttime construction. The TTCP shall also take into account other adjacent roadway sections that may be under construction and avoid conflict between competing phases of adjacent projects.

In developing a TTCP, the following traffic impact guidelines shall be utilized:

**Interstate Projects:**

- a. Expected queue length due to lane closures shall be analyzed and should not exceed 3 miles beyond the typical queues expected without the construction project.
- b. Total closures of an interstate segment should not be considered unless there is an interstate detour available that can safely accommodate the expected increased traffic.
- c. User costs shall be analyzed and the use of incentives/disincentives to encourage timely completion of the total project or critical phases should be considered.

**Non-Interstate Projects:**

- d. Expected queue length due to lane closures shall be analyzed and should not exceed 3 miles beyond the typical queues expected without the construction project.
- e. Total closures of a segment should not be considered unless there is a detour available that can handle the expected increased traffic. Alternate travel routing should not exceed 10 miles.

In developing and implementing the TTCP, it is required that pre-existing roadside safety hardware be maintained at an equivalent or better level than existed prior to project implementation.

### **3.1.4. PUBLIC INFORMATION PLAN**

On significant projects, the project team shall formulate a Public Information Plan that shall identify communication strategies that will be used to inform the affected road users, the general public, area residences, businesses, and appropriate public entities about the work zone traffic control measures of the project. The District's Public Information Officer (PIO) shall be included on the project teams for significant projects. Public Information should be provided through methods best suited for the project, and may include information on the project characteristics, expected impacts, closure details, and commuter alternatives. Some of the methods to be considered include public meetings, media stories or ads, web sites, highway advisory radio, changeable message signs, 511 messages, printed material at selected sites, rest area kiosks, social media, etc. The Public Information Plan shall be implemented by Cabinet personnel, by hiring a public relations consultant, or by making it a part of the construction contract.

### **3.1.5. TRAINING**

The Cabinet's training program will require appropriate training for personnel involved in the development, design, implementation, operation, inspection, and enforcement of work zone related transportation management and traffic control. This includes, but will not be limited to, transportation planners, design engineers, traffic and safety engineers, construction project staff, maintenance staff, and staff involved in the issuance and monitoring of permits. In addition, because the Cabinet contracts a significant portion of work to consultants and contractors, the Cabinet may require that appropriate consultant and contractor staff undergo approved work zone traffic management training to obtain pre-qualification status.

The Cabinet will require the following training for design team members involved in developing work zone traffic control plans:

- Work Zone Traffic Maintenance Plan (WZTMP) training will be required of all designers, whether state employees or consultants, who are involved in the development of a project Temporary Traffic Control Plans (TTCP).

The Cabinet will require the following three levels of training for field employees involved in work zone traffic control management:

- Work Zone Traffic Control Technician (WZTCT) - Training and qualification will be required of any individual acting as the PTC for any non-Interstate projects or for projects that are not deemed significant by the Cabinet. This position must be supervised by a WZTCS.
- Work Zone Traffic Control Supervisor (WZTCS) - Training and qualification will be required of any individual acting as the Project Traffic Coordinator (PTC) for interstate or other projects which are deemed "significant" by the Cabinet. Proof of qualification from the WZTCT course is a prerequisite for the supervisor training.
- Work Zone Flagger Training and qualification will be required of any individual performing or supervising flagging operations on any roadway regardless of designation.

The WZTMP, WZTCS, and WZTCT qualifications shall be valid for a maximum of five (5) years from the date of the completion of the respective course. The Work Zone Flagger training qualification will be valid

for no more than two (2) years from the date of the completion of the course. Training providers and the curriculum of the WZTMP, WZTCS, and WZTCT courses shall be pre-approved by the Cabinet. Courses for Work Zone Flagger Training will not be pre-approved by the Cabinet but shall be taught by a certified instructor training in current MUTCD procedures.

For approval of the WZTMP, WZTCS, and WZTCT training courses, please contact the Chairman of the KYTC Work Zone Traffic Control Committee, Kentucky Transportation Cabinet, Division of Construction, 200 Mero Street, Frankfort, KY 40602. The Work Zone Traffic Control Committee will review the training curriculums and materials offered by the aforementioned pre-approved courses every 5 years to promote accountability and evaluate the need(s) for any areas of improvement.

Approved courses can be found on the KYTC Division of Construction website.

For engineering consultant contracts, the Cabinet will identify needs and requirements through the proposal or consultant procurement process. For construction contracts, the Cabinet shall impose requirements through contract provisions.

## **3.2. PROJECT IMPLEMENTATION**

### **3.2.1. CONSTRUCTION**

Each administrative District shall identify an individual as the District Work Zone Safety Coordinator (DWZSC). This individual will be responsible for coordinating the monitoring and reporting of all activities related to the safety and mobility of traffic through work zones in the district.

As outlined in the Construction Guidance Manual, at the pre-construction conference, the Section Engineer, and other interested parties, shall review, discuss, and plan implementation of the TTCP. Inspections required by the guidance manual shall be documented daily on the daily work report.

After a project is placed under contract, the contractor may be permitted to develop their own TTCP to be used in lieu of the TTCP provided in the construction plans. The contractor's plans will be approved for use only if the Cabinet and FHWA, if applicable, find that their plan is as good as, or better, than the plan provided in the construction plans. The contractor may also be permitted to offer a revision, for approval, to any portion of the existing TTCP. To receive approval for major changes to the TTCP, the contractor must submit their detailed alternate plan or revision to the Section Engineer. Depending on the complexity of the requested revision, the major change may be processed as a construction revision, change order, or other document satisfying the condition of written approval. Any major change or alternate TTCP must submit to the same level of traffic impact analysis as was required for the initial TMP. The contractor will not be permitted to implement any part of their alternate plan or revision until they have received written approval from the Cabinet. All major revisions to a project's TTCP shall be reviewed by the initial signers to the subject Plan before any revision is implemented. Minor changes may be approved and appropriately documented by the Section Engineer for immediate implementation as he or she deems necessary.

The initiation of any change order that affects the flow of traffic through the project shall require a review and possible modification of the current TTCP.

For each project, the Cabinet and the contractor must each designate a Project Traffic Coordinator who has the primary responsibility and sufficient authority for implementing the TMP and other safety and mobility aspects of the project. Both positions shall be established at the Preconstruction Meeting. Both the Cabinet's and the contractor's designated Project Traffic Coordinator shall be certified as a Work Zone Supervisor. Work Zone Supervisor Certification and Flagger Certification programs will be made a part of the standard specifications.

### **3.2.2. CRASH/SAFETY MONITORING**

#### **CONSTRUCTION PROJECTS**

The Section Engineer shall be responsible for monitoring the crash history for work zones on PD&P projects. The Section Engineer may delegate this authority as necessary. The Section Engineer shall review the existing traffic control if they become aware of a crash within a work zone on any project. This includes any collisions which may occur upstream of the work zone that are likely caused by features of the downstream work zone. A written report of this analysis and any recommendations shall be sent to the District's Branch Manager for PD&P and the (DWZSC).

On all construction projects, the DWZSC shall maintain a list of all reported crashes. The DWZSC shall locate and retain copies of crash reports for all work zone collisions and shall provide copies of the reports to the Section Engineer when necessary.

#### **PERMITTED PROJECTS**

The TEBM of Engineering Support (TEBM-ES) shall be responsible for monitoring the crash history for work zones on permitted projects conducted by state forces. The TEBM-ES may delegate this authority as necessary. The TEBM-ES shall review the existing traffic control if they become aware of a crash within a permitted work zone on any project. This includes any collisions which may occur upstream of the work zone that are likely caused by features (such as vehicle queuing) of the downstream work zone. A written report of this analysis and any recommendations shall be sent to the DWZSC.

#### **MAINTENANCE PROJECTS**

On all maintenance projects, the DWZSC shall maintain a list of all reported crashes. The Work Zone Safety Coordinator shall locate/retain copies of crash reports for all work zone collisions and shall provide copies of the reports to the Section Engineer when necessary.

## **4. PERFORMANCE ASSESSMENT**

### **4.1. STATEWIDE WORK ZONE TRAFFIC REVIEW COMMITTEE**

The Cabinet shall perform an annual process review to assess the effectiveness of the work zone safety and mobility procedures. The State Highway Engineer shall appoint a Statewide Work Zone Traffic Review Committee consisting of representatives of the Divisions of Construction, Traffic Operations, Maintenance, Highway Design and Employee Safety. The representative of the Division of Construction shall serve as the chairman of the review team and be responsible for organizing the team, scheduling the reviews, and reporting the results. This committee shall annually review randomly selected projects throughout the State for the purpose of assessing the effectiveness of the procedures included in this document. The committee will review projects across the state annually. Reviews shall include projects that represent a range of characteristics, such as day and night work; type of work being done; duration of the project; local traffic characteristics; and/or transportation management strategies used.

On all scheduled reviews, the following persons should accompany the review team and provide appropriate input:

- FHWA representative
- District Branch Manager for Project Delivery and Preservation
- Design Project Manager
- District Branch Manager Engineering Support
- District Work Zone Safety Coordinator

On each project the committee shall also review the design process. This review may include, but not be limited to, such items as:

- Was the project properly classified as a significant or other project?
- Was the TMP plan approved by the required parties? Was it approved at the proper time?
- On significant projects, were queue length analysis and user costs considered in preparing the TMP?
- On significant projects, what public information items were included in the TMP and how were they implemented?
- If detours were involved, how were they analyzed to assure that the traffic could be accommodated?

The Cabinet will complete an annual work zone performance assessment that will review incidents in work zones.

By March 31<sup>st</sup> of each year, the district designee (i.e. District Work Zone Safety Coordinator or TEBM) shall submit a written report to the Central Office Division of Construction regarding the safety performance of work zones in the district. At a minimum, the report should include a collision summary. The collision summary shall include (as a minimum): master file (crash report) number, county, roadway number, mile point, collision date, collision time, # units involved, number of fatalities, number of injuries, road condition, and type of collision (such as sideswipe, run-off-road, fixed object, etc.).

The Statewide Work Zone Review Committee will use these annual reports to evaluate the effectiveness of work zone traffic control. Based on this review, the division shall prepare a report recommending modifications to statewide traffic control and traffic management strategies. This report will be forwarded to the State Highway Engineer and Federal Highway Administration by May 31<sup>st</sup> of each year.