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David J. Mohler  
Executive Director  
Office of Transportation Planning  
Massachusetts Department of Transportation  
10 Park Plaza  
Boston, MA 02116

January 16, 2024

***Subject: Federal Fiscal Year (FFY) 2025-2029 Statewide and Metropolitan Transportation Improvement Program and FFY 2025 Unified Planning Work Program Guidance***

Dear Mr. Mohler:

As you begin developing the Statewide and Metropolitan Transportation Improvement Programs (S/TIPs) for FFY 2025-2029 and the Unified Planning Work Programs (UPWPs) for FFY 2025, the Federal Highway Administration's Massachusetts Division Office (FHWA) and the Federal Transit Administration's Region 1 Office (FTA) want to remind you and the Metropolitan Planning Organizations (MPOs) of the federal planning requirements. Attachment A to this letter highlights specific requirements that should be followed, Attachment B includes additional applicable guidance that we have noted in prior years but have determined are processes that are now well established, Attachment C includes the MPO certification review schedule, and Attachment D provides the Reference Letter the MA Division Office provided in regards to innovative public participation processes/activities eligibility. We encourage you to use this guidance as you develop your statewide and metropolitan planning documents.

In addition to the attachments, we offer the following recommendations and information:

- **TMA Certification Review Findings** – We encourage MassDOT and the MPOs to review findings from past TMA Certification Reviews during the development of the S/TIPs and UPWPs. The findings included in TMA Certification Reviews provide opportunities to improve the transportation planning process. Included in Attachment C to this letter is the schedule of certification reviews for the next several years; MPOs are encouraged to plan for their certification review by allocating time in their UPWPs during their certification year(s). To clarify certification review action plan reporting requirements for MPOs, after the certification review is complete, the MPOs will submit quarterly action plan updates for a year, after which time FHWA, FTA, and the MPO will meet to discuss progress and decide upon an update cycle for the following year.
- **Statewide Federal Planning Finding** – The FFY 2024 Federal Planning Finding (FPF) determined the transportation planning process through which statewide and metropolitan transportation plans and programs are developed is consistent with federal requirements,

subject to the resolution of three corrective actions related to fiscal constraint, TIP/STIP consistency, and public involvement for STIP actions. The FPF also included four recommendations related to STIP availability and project details, State and MPO coordination on SPR/UPWP work, fund expenditures. We encourage MassDOT and the MPOs to review the FPF and to keep in mind the recommendations during the development of the S/TIPs and UPWPs for this upcoming cycle, as they provide opportunities to improve the transportation planning process.

- **De-obligated Metropolitan Planning (PL) Funds** – The FHWA MA Division Office recognizes the large balance of de-obligated Metropolitan Planning (PL) funds from previous FYs and is working with MassDOT to develop a process to distribute and spend down these funds to MPOs for eligible activities. Please note that each year of PL apportionment lapses after three years if the funds are not spent down. More information will continue to be provided by MassDOT; we encourage MPOs to consider ways they can make good use of additional PL funds for metropolitan planning purposes.
- **Public Participation** - The USDOT's [\*Promising Practices for Meaningful Public Involvement in Transportation Decision-Making\*](#) was updated in November 2023 and added a new Appendix on Using Federal Funds for Meaningful Public Involvement Activities. FHWA and FTA encourage MPOs to develop public involvement processes that proactively seek full representation from the community, consider public comments and feedback, and incorporate that feedback into a project, program, or plan. In addition, the FHWA Massachusetts Division Office issued a Reference Letter in December 2023 to assist MPOs in evaluating the eligibility and allowability of Metropolitan Planning (PL) funds for innovative and unique public-involvement activities and expenses, a copy of which is provided in Attachment D.
- **Coordinated Public Transit-Human Services Transportation Plans (Coordinated Plans)** – At a minimum, coordinated plans are required to be updated on a cycle consistent with the MTPs (i.e., four years in air quality nonattainment and maintenance areas and five years in air quality attainment areas). MPOs should ensure adequate resources are allocated in the UPWP to the update process to ensure the update is completed prior to the lapse of the existing plan.
- **Housing Coordination** – The BIL/IIJA makes several changes to include housing considerations in the metropolitan transportation planning process and the use of PL funds for such purpose. This includes development of surface transportation systems to better connect housing and employment. MPOs are encouraged to consult and add to their stakeholder lists officials responsible for housing as well as representatives of affordable housing organizations. Additionally, the planning process should provide for consideration of projects and strategies that will promote consistency between transportation improvements and State and local housing patterns (in addition to planned growth and economic development patterns). We encourage MPOs to look towards developing a housing coordination plan or identify other ways to use the transportation planning process to address the integration of housing, transportation, and economic strategies.
- **Flexing Funds/Transfers to FTA** – FHWA and FTA continue to strongly encourage the transfer of funds to FTA to occur as early as possible in the FFY, as this will ensure the funds

will be transferred and obligated prior to FTA's financial systems closing in September. Please note that if transfers are not initiated and received by the FHWA Division Office by May 1, there is no guarantee the transfers will be transferred to FTA and obligated by the end of the FFY.

- **Programming of Earmarks in the S/TIPs** – In accordance with 23 CFR 450.218(g) and (h), S/TIPs shall contain all projects within the boundaries of the State proposed for funding under title 23 U.S.C. and 49 U.S.C. Congress can and has historically earmarked and provided congressionally designated funding for projects through Authorization and Appropriations Acts. These congressionally designated earmarks are to be administered as if apportioned under Chapter 1 of Title 23, U.S.C., meaning the traditional federal-aid environment, planning, and programming requirements apply. MassDOT and the MPOs should be aware of these earmarks and ensure they are programmed in the S/TIPs in the planned year of obligation. Additionally, MassDOT, as the direct recipient of Title 23 funds, must assume responsibility for delegation of authority for all federal requirements of earmarked funds.
- **Programming of Projects Receiving Discretionary Grant Funding in the S/TIPs** – In accordance with 23 CFR 450.218(g) and (h), S/TIPs shall contain all projects within the boundaries of the State proposed for funding under title 23 U.S.C. and 49 U.S.C. As BIL has substantially increased the opportunities to apply for discretionary grant funding, FHWA and FTA want to remind MassDOT and the MPOs that once awarded, projects that receive discretionary grant funding must be programmed in the S/TIPs within the year the project is anticipated to advertise. There is no requirement to include projects that have applied for discretionary grant funds in the S/TIPs prior to award, unless federal funding has been identified already for all or a portion of the project. However, also note that many grant applications require applicants to certify that a project can be part of the S/TIPs if awarded. As such, MPOs are encouraged to identify and include a list of unfunded projects/needs in their TIPs; this will help with grant applications as well as help to ensure a pipeline of TIP project. In addition, MPOs and MassDOT should ensure that planning grants should be included in the UPWP or SPR Work Program.
- **Programming of Transportation Projects Receiving Non-FHWA and FTA Funds in the S/TIPs** – In accordance with 450.218(h), S/TIPs shall include all regionally significant projects proposed to be funded with Federal funds other than those administered by the FHWA or the FTA, as well as all regionally significant projects to be funded with non-Federal funds. Regionally Significant is defined under 23 CFR 450 as a transportation project that is on a facility that serves regional transportation needs (such as access to and from the area outside the region; major activity centers in the region; major planned developments such as new retail malls, sports complexes, or employment centers; or transportation terminals) and would normally be included in the modeling of the metropolitan area's transportation network. At a minimum, this includes all principal arterial highways and all fixed guideway transit facilities that offer an alternative to regional highway travel.
- **Coordination of Planning Process Activities** – Recent updates either have recently occurred or are ongoing with regards to the Massachusetts Transportation Asset Management Plan (TAMP), the Massachusetts Strategic Highway Safety Plan (SHSP), the Massachusetts

Freight Plan, the Bicycle and Pedestrian Plan, as well as the 2050 Statewide Long-Range Transportation Plan - Beyond Mobility (anticipated Spring 2024). FHWA and FTA encourage the MPOs to become familiar with these statewide documents and consider them in the metropolitan planning process. Similarly, in accordance with 23 CFR 450.208, as MassDOT continues to develop and update statewide planning documents, we encourage MassDOT to rely on information, studies, and analyses provided by MPOs. At a minimum, MPOs and MassDOT shall integrate in their transportation planning processes, directly or by reference, the goals, objectives, performance measures, and targets described in other State transportation plans and transportation processes, as well as any plans developed under Chapter 53 of Title 49 by public transportation providers (for MassDOT, this applies to public transportation providers not represented by an MPO). We also encourage MassDOT to establish a more coordinated process for the programming of State Planning and Research (SPR) funding with the MPOs. More integrated planning will ensure resource expenditures at the state and regional level are not duplicated. This could include MassDOT providing an opportunity for MPOs to comment on the proposed SPR work program prior to programming.

- **Greenhouse Gas Emission Rule** – FHWA finalized a rule on January 8<sup>th</sup> that amended regulations governing national performance management measures and establishes a method for the measurement and reporting of greenhouse gas (GHG) emissions associated with transportation. It requires State departments of transportation (State DOT) and metropolitan planning organizations (MPO) to establish declining carbon dioxide (CO<sub>2</sub>) targets for the GHG measure and report on progress toward the achievement of those targets. States must establish and report a 4-year statewide target by February 1, 2024, with subsequent targets reported no later than October 1, 2026, with biennial reports thereafter. MPOs serving a UZA over 50,000 people will be required to establish joint 4-year targets for that UZA, in addition to individual targets for the MPO. MPO and UZA joint targets are to be established no later than 180 days after the State DOT establishes their target.

We look forward to working with you throughout the development of the FY 2025-2029 STIP, TIPs, and 2025 UPWPs. Please contact Cassie Ostrander ([cassandra.ostrander@dot.gov](mailto:cassandra.ostrander@dot.gov)) or Eric Papetti ([Eric.Papetti@dot.gov](mailto:Eric.Papetti@dot.gov)) if you have any questions.

Sincerely,

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Cassandra Ostrander  
Program Development Team Leader  
Federal Highway Administration Massachusetts

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Eric Papetti  
Director of Planning & Program Development  
Federal Transit Administration Region 1

cc: Steve Woelfel, MassDOT  
Derek Krevat, MassDOT  
Derek Shooster, MassDOT  
Christopher Klem, MassDOT  
Raissah Kouame, MassDOT  
Massachusetts Regional Planning Agencies

***Attachment A: Statewide and Metropolitan Transportation Improvement Program  
and Unified Planning Work Program Regulations***

The requirements for developing the STIP, TIPs, Public Participations processes, and UPWPs reside in 23 CFR 450, 23 CFR 420 and 23 CFR 490. Some key regulations are highlighted below. However, please keep in mind this list is not inclusive of all the federal planning requirements.

**Public Participation**

- Develop and use a documented participation plan: 23 CFR 450.316(a)
- Time for Public Review at Key Decision Points: 23 CFR 450.210(a)(1) and 23 CFR 450.316(a)
- Convenient and Accessible Locations and Times: 23 CFR 450.210(a)(1) and 23 CFR 450.316(a)
- Seeking Input of Traditionally Underserved: 23 CFR 450.210(a)(1) and 23 CFR 450.316(a)
- Periodically Review Effectiveness of Procedures and Strategies: 23 CFR 450.210(a)(1) and 23 CFR 450.316(a)

**STIP**

- Amendments and Administrative Modifications: 23 CFR 450.104 and 23 CFR 450.218(n)
- Funding and Fiscal Constraint: 23 CFR 450.104 and 23 CFR 450.218(m), (n) and (o)
- Performance-based Planning and Programming: 23 CFR 450.218(q)
- Regionally Significant Projects: 23 CFR 450.218(h)
- Self-Certifications: 23 CFR 450.220
- Project Descriptions and Phases of Work: 23 CFR 450.218(i)
- TIP inclusion in STIP: 23 CFR 450.328(b)

**TIP**

- Amendments and Administrative Modifications: 23 CFR 450.104 and 23 CFR 450.328(a)
- Funding and Fiscal Constraint: 23 CFR 450.104 and 23 CFR 450.326(j) and (k)
- Performance-based Planning and Programming: 23 CFR 450.326(d)
- Regionally Significant Projects: 23 CFR 450.326(f)
- Self-Certifications: 23 CFR 450.336
- Project Descriptions and Phases of Work: 23 CFR 450.326(g)
- TIP inclusion in STIP: 23 CFR 450.328(b)
- Annual Listing of Obligated Projects: 23 CFR 450.334

**UPWP**

- Amendments and Administrative Modifications: 23 CFR 450.104
- Annual Reports and Quarterly Reports: 23 CFR 420.117(b) and (c)
- Development and Content: 23 CFR 450.104, 23 CFR 450.308(c) and CFR 420.111(b)(1)
- Eligibility: 23 CFR 420.113

***Attachment B: Additional Applicable Guidance***

The following information has been provided to MassDOT and the MPOs in prior years. As most of this information has been carried over year-to-year, we believe these processes are now well established. However, we are including this attachment for reference purposes.

- **Planning Emphasis Areas** – On December 30, 2021, FHWA and FTA jointly issued updated Planning Emphasis Areas (PEAs) for use in the development of the metropolitan and statewide planning and research work programs. The 2021 PEAs encourage States and MPOs to focus on climate and clean energy, equity, complete streets, public involvement, Department of Defense coordination, Federal Land Management Agency coordination, planning and environmental linkages, and data sharing in the transportation planning process. We continue to encourage MassDOT and the MPOs to incorporate and keep these PEAs in mind during the development of the S/TIPs and UPWPs.
  
- **UPWP Reporting** – UPWP annual performance reports and financial summaries are required to be submitted to FHWA and FTA within 90 days after the end of the reporting period (end of FFY). In Massachusetts, this is December 30 of every year. Please ensure that each annual performance report includes the following:
  - Accomplishments and progress made by task and sub-task (e.g., Task 1.1, 1.2, 1.3, etc.); and
  - Table of expenditures by task and sub-task that includes the original budget, amended budget, expenditures, and remaining balance.

We will review and provide any necessary feedback on the UPWP annual performance reports to MassDOT and the respective MPOs. Reminder that in lieu of UPWP quarterly progress and expenditure reports, MassDOT should share copies of monthly UPWP invoice progress reports with FHWA.
  
- **UPWP Amendments and Administrative Modifications** – Amendments are defined as significant changes to the overall UPWP that require federal approval. Administrative modifications are minor adjustments to the overall UPWP that do not require federal approval. More specifically, **Amendments** to the UPWP include the following:
  - Addition or deletion of a UPWP task or sub-task;
  - Major changes to UPWP task descriptions, activities, and other information;
  - Funding increase above the originally approved UPWP overall budget;
  - Funding transfers between tasks equal to or greater than 25% of the UPWP task budget; and
  - Funding increase or decrease equal to or greater than 25% of the UPWP task budget.

**Administrative modifications** to the UPWP include the following:

  - Minor changes to UPWP task descriptions, activities, and other information;
  - Funding transfers between UPWP tasks less than 25% of the UPWP task budget; and
  - Funding increase or decrease less than 25% of the UPWP task budget.
  
- **Inflation Rates in the S/TIPs** – The cost estimates for the S/TIPs must use an inflation rate

to reflect the “year of expenditure dollars.” As stated in previous years, MassDOT and MPOs are encouraged to use state and/or local cost data to develop cost inflation indices. As an alternative, FHWA would accept MassDOT and MPOs using an inflation rate of four percent (4%) per annum. The inflation must be added to the cost estimates for all projects from the second to the fourth year in the S/TIPs. The inflation rate applies only to “planning/programming” level cost estimates. As projects advance through project development to construction, project level estimates should be updated. The S/TIPs should include a brief description stating that the inflation rate was accounted for in the cost estimates.

- **Advance Construction (AC)** – AC should only be used if: 1) Project construction, due to engineering decisions, would be scheduled to span the years for which the funding is programmed; and 2) there is a program necessity that would make the impacts of not programming using AC significant, as compared to the financial impacts to the program considering the AC amount. AC should not be used solely as a means to fund a project.

With respect to MPO target programming, AC should generally be used for projects that exceed an MPO’s annual target. For the Boston Region MPO and MassDOT, AC may be used for projects that are \$25 million or more.

Clear information should be provided for projects that are advance constructed in order to determine the timeframe of the AC. For example, if a project is advance constructed over two years, a note should be included in the project description within the S/TIPs to indicate the AC year, such as “AC year 1/2” or “AC year 2/2.” The STIP should include a schedule of all AC funded projects and be updated based on any project changes. Any exceptions to AC guidance should be approved by the appropriate federal agency before programming occurs. Updated AC tables reflecting project changes should be submitted with each STIP amendment

*Attachment C: TMA Certification Review Schedule*

<b>Region 1 TMA Certification Reviews</b>				
<b>UZA</b>	<b>Division</b>	<b>MPO</b>	<b>Last Certification Date</b>	<b>Next Cert due</b>
<b>Boston</b>	MA	Northern Middlesex MPO	6/9/2020	June 9, 2024
<b>Worcester</b>	MA	Central Massachusetts MPO	12/17/2020	December 17, 2024
<b>Boston</b>	MA	Southeastern Massachusetts MPO	4/9/2021	April 9, 2025
<b>Boston</b>	MA	Merrimack Valley MPO	8/2/2021	August 2, 2025
<b>Barnstable</b>	MA	Cape Cod MPO	2/1/2022	February 1, 2026
<b>Boston</b>	MA	Boston Region MPO	12/20/2022	December 20, 2026
<b>Springfield</b>	MA	Pioneer Valley MPO	4/25/2023	April 25, 2027
<b>Boston</b>	MA	Old Colony MPO	10/11/2023	October 11, 2027



*Attachment D: Reference Letter*



U.S. Department  
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**Federal Highway  
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**Massachusetts Division**

December 14, 2023

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In Reply Refer To:  
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***Subject: FHWA Metropolitan Planning (PL) Funds for Non-Traditional Public Outreach Methods and Expenses***

Dear Mr. Mohler:

The purpose of this letter is to provide MPOs in Massachusetts with clarification and additional information on the use of FHWA Metropolitan Planning (PL) funds for unique, innovative, and non-traditional public outreach methods and expenses. This is in response to inquiries from MPO staff about the use of PL funds for items such as gift cards, stipends, food and beverages, childcare, safety equipment, and promotional items for the purposes of advancing public involvement throughout the State and within the MPO regions. Please note that except for any statutes and regulations cited, the contents of this letter do not have the force and effect of law and are not meant to bind MPOs in any way. This letter is intended only to provide information and clarity on existing requirements under the law or agency policies.

There are two aspects to consider for PL costs to be charged to any Federal funds. First, is the proposed activity, project, etc. eligible for the category of Federal funds? In terms of PL funding eligibility, the proposed expenditure must be demonstrated to support the metropolitan transportation planning processes under [23 U.S.C. 134](#) and [23 CFR Part 450, Subpart C](#). As MPOs consider innovative uses of PL funding, it is essential to consider these governing statutes and regulations.

Second, is the cost allowable to be billed under the cost principles? If a proposed activity, project, etc. is eligible and is being funded with PL funds, then the next question to ask is related to allowability and whether or not the cost is necessary and reasonable to perform the PL funded work; this is outlined in [2 CFR 200.403](#) (Factors Affecting Allowability of Costs), [2 CFR 200.404](#) (Reasonable Costs), and [2 CFR 200.405](#) (Allocable Costs). Of particular note is [2 CFR 200.421\(e\)\(3\)](#) which states that the “costs of promotional items and memorabilia, including models, gifts, and souvenirs” are unallowable with regards to Federal funds; this includes pens, mugs, and other items. MPOs are encouraged to review these regulations when determining the potential eligibility and allowability of expenses to be funded with PL funds. Context is extremely important.

In addition to what is provided in the regulations, some questions we encourage MPO staff to consider to help determine if the PL expense is eligible and allowable (that is, reasonable and necessary) include the following:

- *What specific components of the metropolitan transportation planning process does this expense support?*
- *Is this expense intended to solely benefit the metropolitan transportation planning process (ie: does the expense primarily support outreach of the MPO or a COG, RPA, or PC)?*
- *Is this expense intended for general outreach or to support a specific Plan?*
- *How will this specific expense enhance the planning process? Has the MPO documented challenges or needs in the engagement or planning process that demands this specific expense? Has there been a history of needing incentives to involve or engage the public? Has the MPO considered other methods to address those challenges or meet those needs?*
- *Have other MPOs in similar areas used the proposed approach? Do their experiences demonstrate this approach improves outcomes?*
- *Does the MPO have a process in place for measuring the outcomes of this expense if it is allowed? How detailed is this process - does it include a baseline, measurement frequency, etc?*
- *Does this outreach method support the participation of traditionally underrepresented or historically excluded individuals and communities?*
- *Has the MPO determined a reasonable budget for the proposed expense? What percentage of the overall outreach or outreach materials budget is the proposed expense?*

Again, context is extremely important and the above questions should be considered and the eligibility and allowability responses should support the innovative and non-traditional use of PL expenses related to public involvement. At a minimum, the expense must support the metropolitan transportation planning process outlined in statues and regulations and must primarily benefit the activities of the MPO. The MPO should plan to specifically address why other traditional engagement methods are unsuccessful or inadequate and identify how the expense will enhance the planning process within the framework of reasonable and necessary.

When establishing a stipend/gift-card type of incentive program, the MPO should use a systematic and programmatic internal controls-type approach for managing this activity (e.g., number and type of cards purchased and distributed), in the event a program review and/or audit are conducted. Gift cards are preferable over cash in terms of incentives for participating in travel-related surveys because they can be inventoried and tracked. Vendor-related (e.g., Starbucks, Target, and WalMart) gift cards are discouraged to avoid the appearance of the U.S. Government, State Government, or MPO endorsing a specific vendor; instead, something like a VISA/MasterCard/cash card that individuals can redeem themselves is the preferred method for providing these types of incentives.

More information can be found in this [FHWA Q&A](#); furthermore, USDOT released [Promising Practices for Meaningful Public Involvement in Transportation Decision-Making](#) in November 2023 which provides examples of unique, innovative, and non-traditional public outreach methods. We encourage you to review this information, as we think it will be useful in your decision-making.

The FHWA Massachusetts Division Office will continue to support MPOs interested in using innovative and non-traditional public outreach methods but asks MPOs who are unsure of the eligibility or allowability of an expense to contact the Division Office for assistance. We are happy to provide our support and expertise to advance your planning processes and goals.

If you have any questions, please contact me at [cassandra.ostrander@dot.gov](mailto:cassandra.ostrander@dot.gov) or Joshua Barber at [Joshua.barber@dot.gov](mailto:Joshua.barber@dot.gov).

Sincerely,

Cassandra Ostrander  
Program Development Team Leader

cc:  
Massachusetts RPAs



## **FFY 2025–2029 Transportation Improvement (TIP) Guidance**

Metropolitan Planning Organizations’ (MPOs’) Transportation Improvement Programs (TIPs) are critical to the Commonwealth’s project delivery cycle. The Massachusetts Department of Transportation (MassDOT) is providing the following guidance to ensure that TIPs are fiscally constrained, informed by project readiness, and are transparent to the public. As part of this cycle, please continue to make use of eSTIP for both project selection and for TIP amendments and adjustments.

Narrative	
Organizational Details	<ul style="list-style-type: none"> <li>• Please ensure list of MPO members is current.</li> <li>• Please outline MPO organization, including the relationship of related entities (other boards, technical committees, municipalities, etc.).</li> <li>• Please ensure acronyms and partner agency lists are accurate, up to date, and featured near beginning of document</li> <li>• Please ensure all references to federal transportation funding reauthorization legislation are up to date (i.e. all references should be to the BIL/IIJA).</li> <li>• Please ensure that TIP document is as concise as possible to allow for greater readability and comprehension among members of the public. Staff may leverage an appendix for supplemental data or reference materials.</li> </ul>
Project Programming Rationale	<ul style="list-style-type: none"> <li>• MassDOT will be developing the FY 2025 – 2029 Capital Investment Plan (CIP) and STIP focused on implementing our various modal plans and tying our investments to performance-based planning identified in <a href="#">MassDOT’s Performance Tracker</a>. As the MPOs are a crucial partner to the CIP development, please describe connections between regional target projects, the Long Range Transportation Plan (LRTP), Unified Planning Work Program (UPWP), Regional Modal Plans, performance measures, and <a href="#">Statewide Modal Plans</a>. Specifically, note if regional target projects are related to and/or referenced in these plans or if they were developed directly as a result of a UPWP-funded corridor study or technical assistance. (See attached template for assistance with this recommendation.)</li> <li>• With specific regard to the 2024 regional LRTP, please include a section describing the MPO’s investment framework that ties regional target projects to the goals and programs included within the LRTP.</li> </ul>



Reliability of TIP Project Delivery	<ul style="list-style-type: none"> <li>MassDOT’s Highway Division and Office of Transportation Planning are continuing efforts to improve project delivery within the State Transportation Improvement Program (STIP). As the MPOs are a crucial partner to the development and implementation of the STIP, please ensure there is a process in place for MPO staff to play an active role in coordinating with project proponents, designers, MassDOT District staff, and other relevant stakeholders to ensure project delivery milestones are met for TIP target projects.</li> </ul>
Procedural TIP Elements	<ul style="list-style-type: none"> <li>Please include all currently utilized Transportation Funding programs. Please see <a href="#">USDOT Fact Sheets on BIL</a> and <a href="#">Special Funding</a> for up-to-date detail of federal programs. MPO may also reference <a href="#">STIP Appendix on Funding Categories and Assumptions</a>, or add as an appendix.</li> <li>Please detail the TIP Amendment and Adjustment procedures for your MPO and discuss any variances from the MassDOT procedures. Include any changes made since MPO endorsement of the 2024–2028 TIP and ensure any relevant Memoranda of Understanding (MOUs) are accurate.</li> </ul>
Project Scoring	<ul style="list-style-type: none"> <li>Please include a table detailing all MPO scored projects, listed in order by project score, along with notations if the project will be programmed in the 2025–2029 TIP.</li> <li>Please include a narrative outlining the processes by which projects are scored and programmed, and detail any changes made to the project scoring criteria or process since the 2024–2028 TIP.</li> <li>Please consider actively engaging municipalities in your region to participate in project scoring process.</li> <li>Please be sure to not only reference maximum possible TEC score in TIP document, but also in eSTIP application (for example, a TEC score of 22 in one region likely does not mean the same in another if the maximum project scores are different).</li> <li>Please describe whether and to what extent the RITIS platform has been incorporated into the MPO’s project scoring system and/or used to evaluate travel time reliability changes and changes in travel patterns.</li> </ul>
General Recommendations	<ul style="list-style-type: none"> <li>Please check document for broken links, and remove all placeholder text and proofing text.</li> <li>Please ensure all charts, tables, and maps are legible and properly annotated.</li> <li>Please update TIP Signatory Sheet. FHWA &amp; FTA only require a formal approval signature from MPO Chair.</li> </ul>

### Public Engagement

Community Outreach	<ul style="list-style-type: none"> <li>Ensure that virtual public involvement techniques are used as part of the TIP public participation strategy and described within the TIP narrative.</li> </ul>
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Best Practices	<ul style="list-style-type: none"> <li>• To assist with engaging non-traditional stakeholders, please ensure public involvement activities are in line with your MPO Public Participation Plan standards.</li> <li>• Consider how residents, particularly limited English proficiency (LEP) residents, might find and understand the TIP Document and/or know that translations are available.</li> <li>• Ensure that all TIP-related materials are posted to the MPO website in a timely manner and that all information is up to date.</li> </ul>
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Performance Measurement	
Target-Setting & Planning	<ul style="list-style-type: none"> <li>• Please include a discussion of the planning process leading up to performance measure target-setting.</li> <li>• Please directly reference &amp; identify investments relevant to the Transit Asset Management (TAM) Plan &amp; Public Transportation Agency Safety Plan (PTASP). Please coordinate with RTAs in your region as necessary.</li> <li>• Please directly reference &amp; identify investments from the MassDOT Transportation Asset Management Plan (TAMP).</li> <li>• Please discuss how adopted performance targets inform project selection.</li> <li>• Please directly reference MassDOT’s Annual Performance Management Report, Tracker.</li> <li>• Please directly reference federal and regionally adopted performance measures (if applicable).</li> </ul>
Current Targets	<ul style="list-style-type: none"> <li>• Please include currently adopted targets (including PM1 safety targets, PM2 pavement and bridge condition targets, and PM3 system performance and congestion targets) and make clear the timing of the most recent update(s) to targets.</li> <li>• Please ensure adopted targets are clearly stated and that associated charts are legible.</li> <li>• Please compare regional data to statewide targets where regional data is available. Discuss MPO decision to adopt separate targets or to support statewide targets.</li> </ul>



### Project Lists

Financials	<ul style="list-style-type: none"> <li>• Please ensure financial projections flow from most recent FHWA, FTA, and MassDOT guidance.</li> <li>• Financial plans should include a description of how the amount of funding reasonably expected to be made available was cooperatively developed for both highway and transit revenues.</li> <li>• Please confirm that project costs and Year of Expenditure (YOE) estimates are accurate.</li> <li>• Please include operations and maintenance (O&amp;M) tables for both highway and transit investments. MassDOT will provide highway figures.</li> </ul>
Additional Info	<ul style="list-style-type: none"> <li>• Please include Advanced Construction (AC) nomenclature where appropriate.</li> <li>• Please ensure that there is a narrative describing transit projects funded within the TIP and any applicable project scoring consideration made for project selection.</li> <li>• Please ensure all relevant fields are completed in eSTIP, as applicable, including project proponent, the MassDOT PRC score, GHG entries, and CMAQ* data (*see further guidance below). Please reference Mobile Source Emissions Factors in Regional TIP (either a hyperlink or appendix item is sufficient)</li> <li>• Please browse projects currently programmed within eSTIP for project limit accuracy, as these are the shapes that MassDOT uses for analysis as part of the CIP process. Please reach out to District staff and MPO Liaison if any discrepancies are identified.</li> </ul>
Creative Use of Regional Target Funds	<ul style="list-style-type: none"> <li>• Please consider the development of a TIP program that would assist with the implementation of the goals identified in the LRTP. The Boston MPO's Community Connections Program is a best practice in this area. For TIP programs and for non-traditional TIP projects, coordinate with your MPO Liaison to ensure feasibility of timeline and of any specific programmed projects.</li> </ul>
Completeness	<ul style="list-style-type: none"> <li>• Include all funded transportation projects, including Federal Lands Access Program (FLAP), Federal Lands Transportation Program (FLTP), U.S. Army Corps of Engineers (USACE), Coronavirus Response and Relief Supplemental Appropriations (CRRSAA), and Tribal Transportation Program (TTP) projects. If a project that is part of one of these programs is programmed in your respective region, please ensure it is included within an appendix. If adding self-certification to TIP document, please ensure all CFR's are consistent with federal requirements, and include signature for Secretary Monica Tibbits-Nutt.</li> </ul>
Statewide & Interregional Projects*	<ul style="list-style-type: none"> <li>• As discovered in a FFY 2024 Federal Planning Finding, MPO Boards are required to release for public comment and endorse all highway and transit investments as part of their regional TIPs, including interregional projects. As such, please include an appendix to regional TIPs that documents a listing of all</li> </ul>





Statewide Highway investments, and—if your region is serviced by the MBTA—please include an MBTA Project List. Please verify with STIP Coordinator if there are any questions.

### Impact Analysis

<p>Equity Analysis</p>	<ul style="list-style-type: none"> <li>Analyze geographic equity of past and current TIP projects, along with a relevant table of programming information by municipality. Discuss how equity informs investment decisions for both roadway and transit projects.</li> <li>Analyze social equity of the TIP in light of Title VI considerations and your MPO's Title VI Plan.</li> <li>Analyze environmental justice impacts of the TIP and/or of major programmed projects as needed.</li> <li>Include an equity narrative to accompany geographic and social equity charts, tables, and maps.</li> <li>Discuss how equity considerations inform investment decisions.</li> <li>When developing your regional equity analysis, consult the TCRP report, "<a href="#">Equity Analysis in Regional Transportation Planning Processes, Volume 1.</a>"</li> <li>In the geographic equity narrative, consider the inclusion of other transportation-related grant program participation by municipality, and whether there are any different or reinforced trends in participation in regional target funding and participation in other transportation grant opportunities (e.g. Mass Trails, Shared Streets and Spaces, MassWorks, etc.)</li> </ul>
<p>Greenhouse Gas (GHG) Emissions Analysis</p>	<ul style="list-style-type: none"> <li>Ensure that all projects for which there is a CMAQ analysis spreadsheet are quantified using the <a href="#">MPO GHG Assessment and Reporting Guidance</a>. <b>Please note that all GHG reduction numbers should be positive and GHG increase numbers should be negative.</b> It is intentional that a positive number is associated with a reduction in emissions.</li> <li>Include highway and transit projects in GHG analysis in a template provided by MassDOT.</li> </ul>



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Kimberley Driscoll, Lieutenant Governor  
Monica Tibbitts-Nutt, Secretary & CEO



## Schedule

To facilitate a timely sharing of the Final STIP with the Federal Highway Administration (FHWA), the Federal Transit Administration (FTA), the United States Environmental Protection Agency (EPA), and the Massachusetts Department of Environmental Protection (DEP), MassDOT will follow the schedule below (Please also see attached STIP Development Milestone calendar):

**March** – We expect that each MPO will decide on a preferred set of projects to include in their draft 2025–2029 TIPs. Both draft Highway and Transit project listings shall be presented at March MPO meetings. Please work with your RTAs and MassDOT on ensuring that these lists are prepared one week (seven days) in advance. Upon MPO concurrence of a preferred slate of projects, staff shall select a preferred projects list within two business days in the eSTIP application.

MassDOT will use the preferred set of projects preliminarily chosen by your members to help prepare the draft 2025–2029 CIP so as to reflect your MPO's priorities, understanding that regional priorities may shift between March and the final adoption of the CIP. Having your region's preferred slate of projects is a critical step in developing the CIP.

**April** – Each MPO will release their draft TIPs at their April meeting. MassDOT will use these draft TIPs to prepare the draft STIP and in the draft CIP update released for public comment.

We will have overlapping comment periods between regional TIPs, the STIP, and CIP. This will allow us to share comments and coordinate the consideration and response to public comments received at the regional or statewide level.

MassDOT expects that a full draft of the TIP document, not just project lists, will be shared with your members at least seven days in advance of the April MPO meetings when the draft TIPs will be considered for release for public comment by your membership. All appendices should be shared with MPO members as well. Within two business

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days of the MPO meeting, staff shall update the preferred projects list in the eSTIP to align with the released project list.

\*All projects programming CMAQ funding must add the 'CMAQ Data' from consultation onto the eSTIP application— please contact MassDOT's CMAQ Coordinator for further guidance/questions.

**May** – Each MPO will endorse their TIPs at their May meeting. MassDOT will use these endorsed TIPs to prepare the final STIP and also use the final program of projects for the CIP update that will be considered for adoption by the Joint Boards of Directors in early June.



## **FFY 2025 Unified Planning Work Program (UPWP) Guidance**

General Guidelines	
Narrative Structure	<ul style="list-style-type: none"><li>• Please make sure the document has ease of flow to the narrative and all tables and figures are legible and properly annotated. Prioritize concise task descriptions and other narrative elements for greater readability and comprehension to the public. If additional information is available online, please include hyperlinks and only brief summaries in the document as necessary.</li></ul>
Amendment/ Adjustment Procedures	<ul style="list-style-type: none"><li>• Please provide a section clearly outlining amendment/adjustment procedures for the UPWP as consistent with federal guidance on this topic.</li></ul>
3C Connections	<ul style="list-style-type: none"><li>• Please demonstrate the ways in which relevant UPWP tasks connect to the goals, objectives, and strategies identified in the 2024 RTP. Analyze previous UPWP tasks for past utilization to inform task budgets and planning efforts. If the development of a discretionary TIP program has been or is imagined to be implemented, please include a summary of that program and make sure to budget for administrative work and staff time accordingly.</li></ul>
Municipal, Regional, and Statewide Connections	<ul style="list-style-type: none"><li>• Please coordinate and connect planning efforts and capital investments to municipal plans and priorities (i.e. Master Plans), regional plans (i.e. Comprehensive Economic Development Strategy; Coordinated Human Services Transportation Plan, etc.), and statewide modal plans where appropriate (<a href="#">Statewide Plans   Mass.gov</a>).</li></ul>



### Administrative Items

Task Structure	<ul style="list-style-type: none"><li>• Please ensure individual tasks include detailed scopes, budgets, and schedules (including begin/completion dates and whether they are multi-year tasks), and the anticipated community beneficiaries.</li></ul>
Financial narrative	<ul style="list-style-type: none"><li>• Include a description of how the amount of funding reasonably expected to be made available was developed for both highway and transit revenues.</li></ul>
Direct Cost Budget	<ul style="list-style-type: none"><li>• As part of the UPWP's financial tables, please break out a direct cost budget and organized by expected category of expenditure.</li></ul>
Staff Specification	<ul style="list-style-type: none"><li>• Please ensure individual tasks anticipate staff hours or consulting resources required. A summary of available staff hours should be included for comparison. Additionally, please ensure all staff members and their position titles intended to work on tasks funded under the UPWP contract are listed within the UPWP document.</li></ul>

### Task-Specific Guidelines

Safety	<ul style="list-style-type: none"><li>• Consider incorporating strategies and initiatives identified in the <a href="#">2023 Strategic Highway Safety Plan (SHSP)</a> and <a href="#">2023 Massachusetts Vulnerable Road User Safety Assessment</a> in your safety planning practices.</li><li>• Prioritize efforts to analyze disparities in safety among vulnerable <a href="#">REJ+ populations</a> in your region.</li><li>• Collaborate with municipalities and MassDOT to pilot systemic safety improvements using emerging technologies and practices.</li><li>• Evaluate TIP projects for quick-build improvements to advance safety, focusing on projects completed in the last 10 years with defensible ROW plans.</li></ul>
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	<ul style="list-style-type: none"><li>Proactively identify high-risk areas for VRUs and help educate the public on concerns and opportunities for intervention. Support local outreach and data collection on state and municipal roadways to assist MassDOT's VRU Bus Stop Improvement Project.</li></ul>
Multimodal	<ul style="list-style-type: none"><li>Begin updating regional bicycle and pedestrian plans if either is more than five years old. Consider opportunities to utilize MassDOT's <i>Next Gen Bike/Ped Vision Map</i> (coming Spring 2024) to identify gaps in bike/ped infrastructure and prioritize projects in line with findings from 2024 RTPs.</li><li>You may coordinate with MassDOT's GIS Services Team for updates to the sidewalk and road inventory expected in 2024.</li><li>Prioritize opportunities to implement strategies identified in CHST Plans to bridge gaps in transportation services, primarily for <a href="#">REJ+ populations</a> and to essential services like health facilities. Review FHWA's <a href="#">Pedestrian and Bicycle Funding Opportunities</a> resource to analyze new opportunities to use highway, transit, and safety funds. Prioritize analyses in REJ+ communities and share updates with your respective MassDOT Highway District and MPO Liaison.</li></ul>
Freight	<ul style="list-style-type: none"><li>Review the <a href="#">2023 Massachusetts Freight Plan</a> and consider the integration of freight, distribution, and loading into planning and decision-making processes.</li><li>Evaluate opportunities to educate the public about freight and goods movement at a local level, including its economic impact and safety considerations.</li><li>Identify potential multimodal freight corridors that may benefit from Critical Urban Freight Corridor or Critical Rural Freight Corridor designation.</li><li>Collect and map data on freight and goods movement within your regions and share any spatial data with MassDOT.</li><li>Analyze the impacts of freight on safety and GHG emission among vulnerable <a href="#">REJ+ populations</a> in your region.</li></ul>



Housing, Economic Development, and Land Use	<ul style="list-style-type: none"><li>• In line with language in the <a href="#">Bipartisan Infrastructure Law</a> (BIL) (Sec. 30002) please consider the integration of land use, economic development, and housing affordability goals as part of spatial transportation analyses.</li><li>• Consider performing analyses that could help communities advance housing production goals, as well as transit-oriented development, as described in <a href="#">Section 3A of the Zoning Act</a>.</li><li>• You may collaborate with and/or encourage municipalities to collaborate with the Massachusetts Housing Partnership to determine if you or your member communities are eligible for technical assistance and pre-development activities in programs such as the <a href="#">Complete Neighborhoods Initiative</a>.</li><li>• RPA staff may be asked to assist with planning activities when developments of regional impact are planned and serve as ombudsman when multiple municipalities have difficulty reaching a consensus.</li></ul>
Other Data Resources & Activities	<ul style="list-style-type: none"><li>• Please take advantage of additional data resources and tools provided by MassDOT in your planning activities. <a href="#">RITIS</a>, <a href="#">Replica</a>, <a href="#">Conveyal</a>, and <a href="#">MS2</a> may be utilized when analyzing or examining traffic/travel patterns, multimodal mobility and accessibility, economic development and land use, and when preparing materials to aid in public outreach and education efforts.</li><li>• Continue to collaborate with MassDOT’s GIS Services Team and leverage data available through the <a href="#">Open Data Portal</a> and <a href="#">Accessibility Observatory</a>.</li><li>• Please contact your MPO liaison if you are interested in an automated TIP project scoring application with region-specific evaluation criteria.</li></ul>
Equity Analyses and	<ul style="list-style-type: none"><li>• If your respective Public Participation Plan (PPP) is due for an update, please include a task to perform this update in line with MassDOT’s PPP update.</li></ul>





Public Engagement	<ul style="list-style-type: none"> <li>• Provide a geographic equity distribution table of past (2020–2024) and current UPWP-funded studies by municipality and number of tasks.</li> <li>• Provide a social equity distribution table of past (2020–2024) and current UPWP-funded studies considering environmental justice populations and language access. Measurement should be based on your regionally developed policies.</li> </ul>
Performance-Based Planning	<ul style="list-style-type: none"> <li>• Include a task on Performance-Based Planning to allow sufficient staff time to coordinate with MassDOT, RTAs, and neighboring RPAs on relevant performance targets.</li> </ul>

## Title VI Compliance

Final documents should be available in all relevant languages per your Title VI Language Assistance Plan. Digital files should be legible to a screen reader, designed to accessible standards, and should have linked tables of contents for ease of use. The World Wide Web Consortium (W3C) has a series of web content accessibility guidelines should you need assistance: [w3.org/TR/WCAG21/](http://w3.org/TR/WCAG21/). Public involvement and comment should be documented to ensure involvement activities are in line with your MPO Public Participation Plans' standards.

## Timeframe for UPWP Endorsement

All FFY 2025 UPWPs should be endorsed by each MPO (and signed by Chair) no later than June 30, 2024. If there are concerns with meeting this target date, please coordinate with your MPO Liaison.