



EXECUTIVE SUMMARY

WHAT IS THE BOSTON REGION MPO?

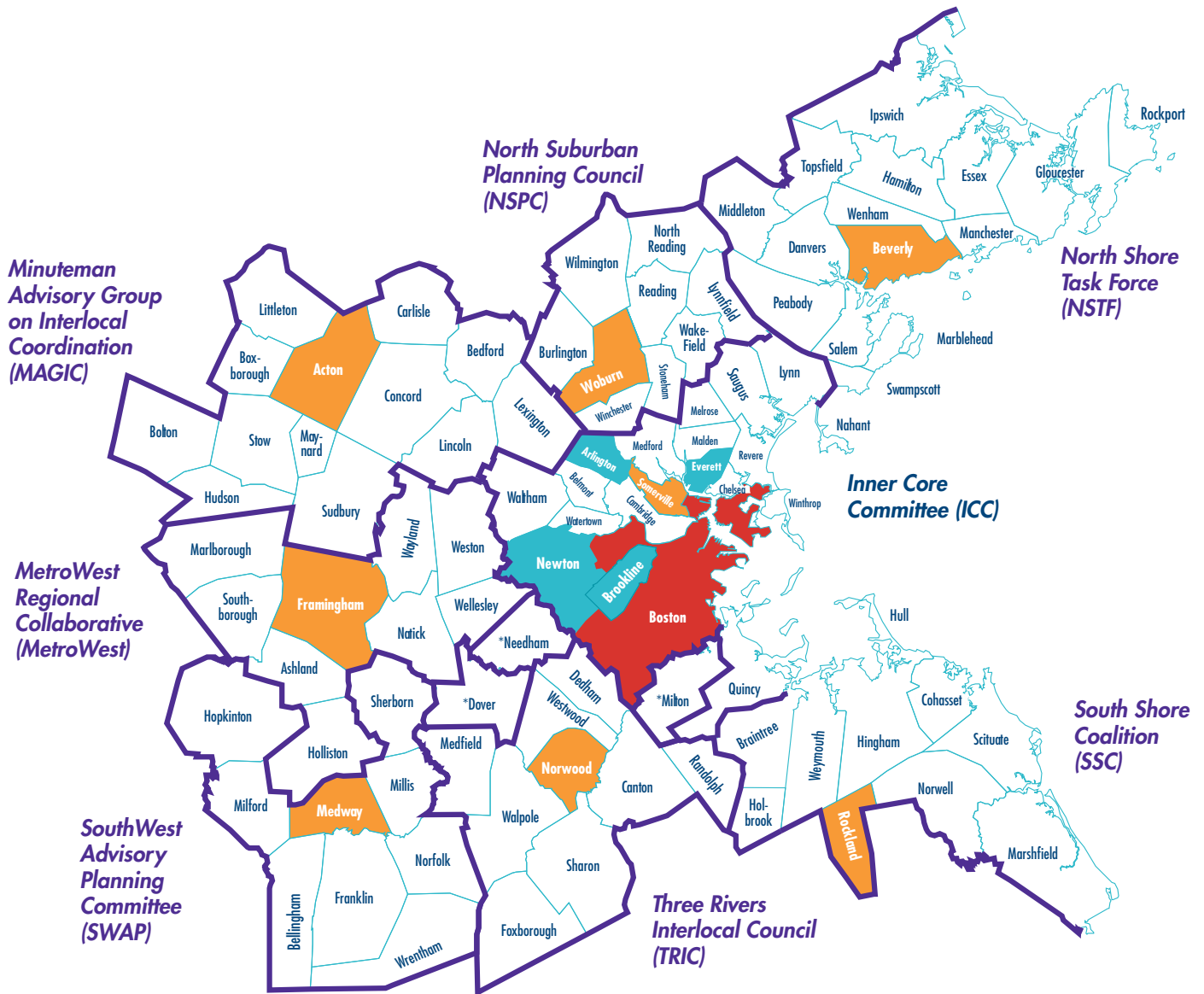
Decisions about how to allocate transportation funds in a metropolitan area are guided by information and ideas garnered from a broad group of people, including elected officials, municipal planners and engineers, transportation advocates, and interested residents. Metropolitan planning organizations (MPO) are the bodies responsible for providing a forum for this decision-making process. Each metropolitan area in the United States with a population of 50,000 or more—also known as an urbanized area—is required by federal legislation to establish an MPO, which decides how to spend federal transportation funds for capital projects and planning studies for the area.

Boston Region MPO Jurisdiction and Membership

The Boston Region MPO's planning area extends across 97 cities and towns from Boston north to Ipswich, south to Marshfield, and west to Interstate 495.

Figure ES-1 shows the map of the Boston Region MPO's member municipalities.

**Figure ES-1
Municipalities in the Boston Region**



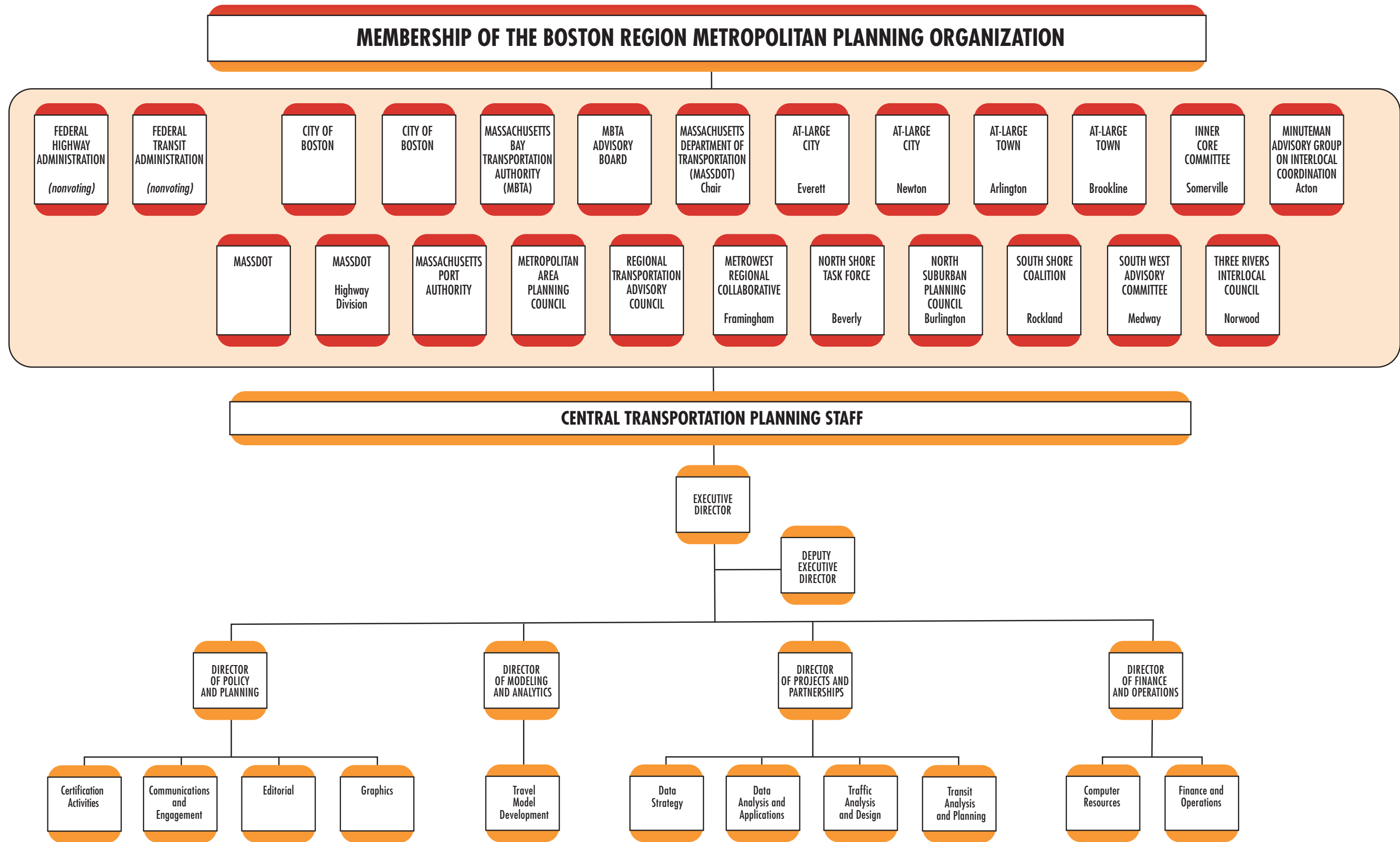
*Community is in more than one subregion: Dover is in TRIC and SWAP; Milton and Needham are in ICC and TRIC.

- 97 Cities and towns
- Subregion boundary
- MPO representative from subregion
- MPO city or town at-large representative
- Boston has two permanent MPO representatives

The MPO's board comprises 22 voting members. Several state agencies, regional organizations, and the City of Boston are permanent voting members, while 12 municipalities are elected as voting members for three-year terms. Eight municipal members represent each of the eight subregions of the Boston region, and there are four at-large municipal seats. The Federal Highway Administration (FHWA) and Federal Transit Administration (FTA) participate on the MPO board as advisory (nonvoting) members. More details about the MPO's permanent members can be found in Appendix F.

Figure ES-2 shows MPO membership and the organization of the Central Transportation Planning Staff (CTPS), which serves as staff to the MPO.

**Figure ES-2
Boston Region MPO Organizational Chart**





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The Transportation Planning Process

The federal government regulates the funding, planning, and operation of the surface transportation system through the federal transportation program, which was enacted into law through Titles 23 and 49 of the United States Code. Section 134 of Title 23 of the Federal-Aid Highway Act and Section 5303 of the Federal Transit Act, as amended, require that urbanized areas conduct a transportation planning process to be eligible for federal funds, resulting in plans and programs consistent with the planning objectives of the metropolitan area.

The most recent reauthorization of the surface transportation law is the new Bipartisan Infrastructure Law (BIL). The BIL sets policies related to metropolitan transportation planning. The law requires all MPOs to carry out a continuing, comprehensive, and cooperative (3C) transportation planning process. As part of its 3C planning process, the Boston Region MPO annually produces the Transportation Improvement Program (TIP) and the Unified Planning Work Program (UPWP). These documents, along with the quadrennial Long-Range Transportation Plan (LRTP), are referred to as certification documents and are required for the MPO to be certified as meeting federal requirements; this certification is a prerequisite for receiving federal transportation funds. In addition to the requirement to produce the certification documents, the MPO must establish and conduct an inclusive public participation process, as well as maintain travel models and data resources to support air quality conformity determinations, transportation equity analyses, and long- and short-range planning work and initiatives.

Appendix E explains the regulatory and legislative context in which the MPO operates in greater detail.

The 3C Planning Process

The 3C planning process is an approach for conducting meaningful transportation planning. The federal government requires that MPOs conduct a process that is continuing, comprehensive, and cooperative:

- **Continuing:** Transportation planning should plan for the short- and long-range horizons, emphasizing the evolving progression from systems planning to project planning, programming, and implementation. It should recognize the necessity for continuously reevaluating data and plans.
- **Comprehensive:** Transportation planning should integrate all of the stages and levels of the process and examine all modes to ensure a balanced planning and programming approach. The planning process should include analysis of related non-transportation elements such as land use, economics, environmental resources, and population.
- **Cooperative:** Transportation planning should be a process designed to encourage involvement by all users of the system including businesses, community groups, environmental organizations, the traveling public, freight operators, and the public.

Chapter 1 explains the 3C process in greater detail.

WHAT IS THE UPWP?

The UPWP, produced by the Boston Region MPO, explains how the Boston region's federal transportation planning funds will be spent in a given federal fiscal year (FFY). Specifically, the UPWP is a financial plan that is produced in compliance with the federally mandated metropolitan transportation planning process described above.

The development of the UPWP involves the prioritization of all potential transportation planning studies and technical analyses that could be undertaken to benefit the region in a given year. The scopes and budgets of the prioritized studies are documented in the UPWP. The aim is to ensure that the outcomes of the studies help achieve the transportation goals that the MPO, through its public processes, has set for the region.

The UPWP serves as a source for the following information:

- Information for government officials, municipal officials, and the public about surface transportation planning projects and programs expected to be conducted in the Boston region
- Budget information for federal and state officials about how the Boston Region MPO plans to spend federal metropolitan planning funds on studies and programs performed on behalf of the MPO

How does the UPWP relate to the goals of the Boston Region MPO?

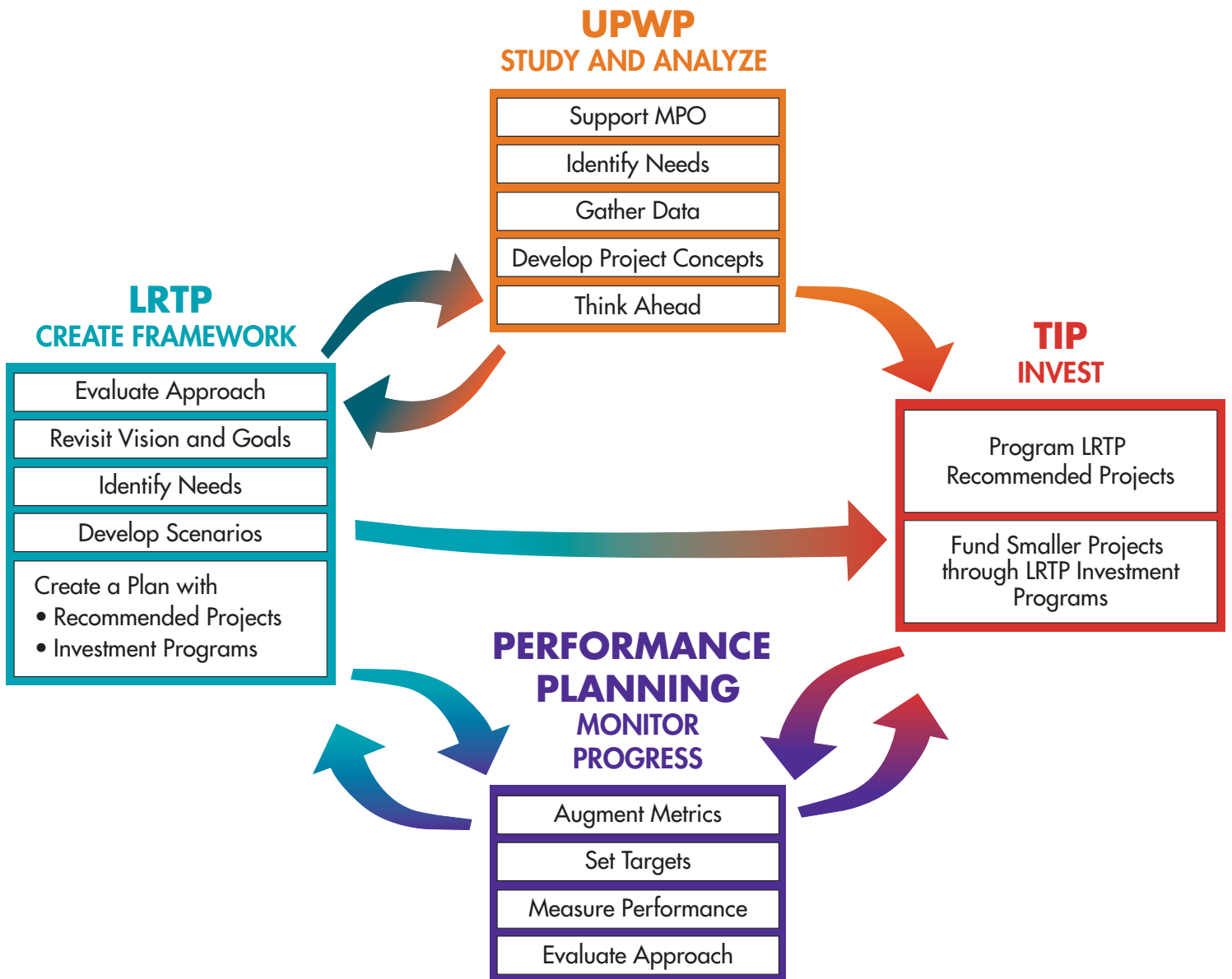
The Boston Region MPO plans for the transportation future of the Boston region. The MPO is guided by a 20-year vision for a modern, safe, equitable, sustainable, and technologically advanced transportation system for the region. This vision is described in the MPO's current LRTP, *Destination 2040*. The transportation planning work funded through the UPWP is an integral part of achieving this regional vision.

The transportation goals of the Boston region, as defined in *Destination 2040*, are as follows:

1. Safety: Transportation by all modes will be safe.
2. System Preservation: Maintain and modernize the transportation system and plan for its resiliency.
3. Clean Air/Clean Communities: Create an environmentally friendly transportation system.
4. Capacity Management/Mobility: Use existing facility capacity more efficiently and increase transportation options.
5. Transportation Equity: Ensure that all people receive comparable benefits from, and are not disproportionately burdened by, MPO investments, regardless of race, color, national origin, age, income, ability, or sex.
6. Economic Vitality: Ensure our transportation network provides a strong foundation for economic vitality.

The MPO is currently in the process of developing its next LRTP. In addition to the LRTP and the UPWP, the MPO also produces the TIP for the Boston region. As the near-term capital investment plan of the MPO, the TIP describes and prioritizes transportation construction projects that are expected to be implemented during the upcoming five-year period. Figure ES-3 illustrates the relationship between the LRTP vision and goals; the planning foundation for the MPO’s work, the UPWP; the TIP; and the process for monitoring and evaluating progress towards achieving the region’s goals.

**Figure ES-3
Links Between LRTP, TIP, and UPWP**



What are federal metropolitan planning funds?

The total federal funding programmed in this UPWP is \$6,955,046. All federal funds programmed in the UPWP are awarded to the Boston Region MPO by the Massachusetts Department of Transportation (MassDOT) as FHWA 3C Planning (PL) funds. However, these federal funds initially come from two sources: the FHWA and the FTA. The federal funds, which are supplemented by a local match provided by MassDOT, include the following initial sources:

- FHWA 3C Planning (PL): FHWA planning funds are distributed to the MassDOT Office of Transportation Planning (OTP), according to an allocation formula established by federal legislation, to carry out the 3C planning process. OTP distributes these funds to Massachusetts MPOs according to a formula that is primarily based on the region's road mileage and population. The formula was developed by the Massachusetts Association of Regional Planning Agencies (MARPA) and is known as the MARPA formula. The FFY 2023 3C PL funding allocation for the Boston region, including state matching funds, is \$4,484,682. The total Boston region 3C PL allocation is split between CTPS, which receives \$3,632,593, and the Metropolitan Area Planning Council (MAPC), which receives \$852,089.
- FTA 3C Planning (Section 5303): FTA provides 3C planning funds for transit projects to MPOs and Departments of Transportation (DOT) under Section 5303 of the Federal Transit Act. These funds require a local match and are distributed according to an allocation formula. In Massachusetts, these funds are administered by MassDOT, which converts them to PL planning funds before distribution. The FFY 2023 FTA allocation for the Boston region, including a total local match, is \$2,470,364. This amount is split into two categories:
 - MPO and MassDOT FTA 3C Planning (Section 5303): The total amount of FTA funds, including a local match, programmed in this UPWP as PL for work conducted by the MPO staff is \$2,037,574.
 - MAPC FTA 3C Planning (Section 5303): A portion of the Boston region's FTA allocation is provided to MAPC. MAPC uses these funds to conduct its transit-planning studies programmed through the UPWP. The total amount of FTA-derived funds, including a local match, allocated to MAPC as PL funds for FFY 2023 is \$432,790.

Are there other funding sources in the UPWP?

Yes, in addition to MPO-funded work, CTPS performs planning analyses and studies funded by state transportation agencies, including MassDOT, the Massachusetts Bay Transportation Authority (MBTA), and the Massachusetts Port Authority (Massport). More detail about these agency-funded studies can be found in Chapter 5. For FFY 2023, the agency funding amounts programmed in this UPWP for projects to be conducted by MPO staff are as follows:

- MassDOT: \$552,000
- MBTA: \$721,755
- Other Sources: \$80,000

WHAT STUDIES AND ACTIVITIES ARE IN THIS FFY 2023 UPWP?

Throughout the following chapters, there is detailed information about work programs, studies, support activities, and technical analyses that are organized in the following categories:

- Certification requirements and administrative activities: The UPWP includes activities that the MPO must conduct to remain certified as an MPO by the federal government, to be eligible to receive and distribute federal transportation dollars, and to maintain its data resources and computer equipment properly. See Chapters 3 and 6 for more detail about these areas of work.
- Ongoing/continuing work programs: These areas of work support technical analyses and planning studies for cities and towns in the region. See Chapter 4 for more detail on these studies and technical analyses.
- New studies: Every year, funding is available for new studies to be conducted by the MPO staff. These efforts are undertaken to enhance the staff's knowledge of the practice, to improve analytical methods, and to evaluate strategies for implementation. See Chapter 4 for more detail on these new studies.
- Agency-funded studies and technical analyses: CTPS conducts planning analyses and studies funded by state transportation agencies, including MassDOT, the MBTA, and Massport. These agency-funded studies are described in Chapter 5.

Table ES-1 contains the budget allocated for the MPO's 3C planning activities in FFY 2023. The table reflects the FHWA metropolitan PL funds and FTA Section 5303 funds, which CTPS and MAPC expect to spend in FFY 2023. The table also reflects the work that CTPS will conduct with funds provided by other transportation agencies.

Chapters 3 through 6 provide detailed information about the transportation-planning activities that will be performed by CTPS during FFY 2023. The new studies chosen for funding in FFY 2023 are summarized below in Table ES-2 and described in more detail in Chapter 4.

**Table ES-1
Unified Planning Work Program Budget for FFY 2023**

3C Studies and Programs by Budget Categories	Proposed FFY 2023 CTPS Budget
Resource Management and Support Activities	\$280,000
MPO Certification Requirements	\$4,026,088
Continuing MPO-Funded Planning Studies and Technical Analyses	\$238,500
New MPO-Funded Discrete Studies	\$653,000
MassDOT-Directed PL Funds*	\$352,579
Direct Support	\$120,000
Total for CTPS 3C Studies and Programs	\$5,670,167

Agency-Funded CTPS Work	Proposed FFY 2023 CTPS Budget
MassDOT SPR Funds	\$500,000
MassDOT Other Funds	\$52,000
MBTA Funds	\$721,755
Other	\$80,000
Total for Agency-Funded CTPS Project Work	\$1,353,755

Total FFY 2023 CTPS Budget (3C + Agency Work)	\$7,023,922
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Note: This budget includes salary, overhead, and direct support costs.

* Projects in this category are conducted on behalf of MassDOT but funded through the MPO 3C contract.

(Table ES-1 cont.)

3C Studies and Programs by MAPC Budget Categories	Proposed FFY 2023 MAPC Budget
MAPC Planning Studies and Technical Analyses	\$679,361
MAPC Administration, Resource Management, and Support Activities	\$506,000
Total MAPC FFY 2023 UPWP Funds	\$1,185,361

Agency Supporting MPO/3C Work	Proposed FFY 2023 Budget
CTPS	\$5,670,167
MAPC	\$1,185,361
3C Budget Subtotal	\$6,855,528

Agency-Funded CTPS Work	\$1,353,755
FFY 2023 UPWP Budget	\$8,209,283

**Table ES-2
New Discrete Funded Studies in FFY 2023**

Universe ID	Project ID	Study or Program	Proposed FFY 2023 CTPS Budget
N/A	2823	Multimodal Mobility Infrastructure Program	\$323,000
A-3	13803	Update Bicycle/Pedestrian Count Database	\$80,000
T-1	13804	Flexible Fixed-Route Bus Service	\$20,000
T-2	13805	Transit Modernization Program	\$37,500
M-1	13806	Lab and Municipal Parking Study	\$80,000
TE-1	13807	Learning from Roadway Pricing Experiences	\$45,000
TE-4	13808	Sustainability and Decarbonization in the Freight and Logistics Sector in the North Suffolk Area	\$67,500
Total for New Discrete and Recurring Studies			\$653,000

WHAT IS THE PROCESS FOR CREATING THE UPWP AND MONITORING PROGRESS ON STUDIES?

Developing the UPWP

The annual process of creating the UPWP includes both generating and evaluating ideas for new studies, as well as updating the scopes and anticipated deliverables for ongoing technical analysis activities, certification requirements, and administrative support activities.

Ideas for new studies come from a combination of the following resources:

- Public input gathered through community meetings and meetings with MAPC's eight subregional municipal planning groups
- Regional Transportation Advisory Council input gathered from meetings in which the MPO staff discussed study ideas and transportation priorities of the Advisory Council's member organizations
- Input gathered from the MPO's UPWP Committee, which oversees the development of the entire UPWP document and meets throughout the year
- Existing planning documents such as the MPO's Congestion Management Process and LRTP Needs Assessment; the MBTA's long-range capital plan; MetroCommon, MAPC's long-range plan for smart growth in the Boston region; and other recent studies
- Guidance issued by FHWA and FTA on studies that address the federal transportation planning emphasis areas (for more information on the federal emphasis areas, see Appendix E and Table E-1)
- Public comment letters and study proposals that the MPO staff receive during outreach events and during the public comment period for the UPWP and other CTPS-produced reports
- Consultations with MassDOT, the MBTA, and MAPC that occur during document development and throughout the year as new ideas for transportation planning needs arise
- MPO staff-identified needs that emerge from continual interactions between the MPO staff, state and local agencies, organizations, and community groups

Ideas for new studies are compiled into the Universe of Proposed Studies. Each proposal is evaluated based on how it would help the region accomplish the LRTP goals. In selecting the final list of studies, the UPWP Committee also considers the utility of the projected study results to MPO stakeholders; whether sufficient staff resources are available to execute the needed work; and whether the work to be carried out is coordinated, rather than redundant, with work being done in other agencies.

The MPO continually seeks to improve its process through inclusive and collaborative decision-making. For this reason, the MPO seeks to involve a broad and diverse range of stakeholders throughout the UPWP development process.

The MPO staff will continue to seek public input for ideas for the Universe of Proposed New Studies and engage participants in discussing, evaluating, and eventually prioritizing studies for inclusion in the UPWP. Staff also continue to monitor and enhance the MPO's communication channels, such as those listed below:

- An engaging website, which serves as a resource for those seeking to influence transportation planning in the Boston region
- Lively Facebook, Twitter, Instagram, and LinkedIn accounts (@BostonRegionMPO) covering transportation planning news and publicizing MPO events, and a YouTube channel featuring recordings of MPO meetings and virtual events
- A blog that publishes MPO research and data in an approachable format
- Targeted external outreach to advocacy and community groups, especially those representing populations that historically have been less involved in the MPO's processes
- Public in-person and virtual outreach events, hosted by MPO staff or the MPO's partners, where staff present, facilitate activities, and listen at information and resource tables
- Open-house style events, where those seeking feedback and advice on TIP projects, UPWP proposals, or technical assistance applications can interact one-on-one with MPO staff

What is the public review process?

Feedback from public outreach forms a significant part of the input into the UPWP every year. Towards the end of every UPWP development process, the MPO votes to release for public review a draft document that describes ongoing work, new studies, and financial information. Then the MPO invites the public to comment on the Draft UPWP. The MPO staff posts the document for downloading via the MPO's website (www.bostonmpo.org) and publicizes its release via an email distribution list that includes municipal contacts, interested members of the public, and other stakeholders in the region and social media. Email messages inform these contacts about upcoming opportunities for public comment and involvement in MPO decision-making, and for announcing other events sponsored or held by the MPO. The MPO staff also solicit public input during CTPS open houses and at public events hosted by the MPO or its transportation partners (including MassDOT and the MBTA). The MPO staff compiles all of the comments made during this public review period and presents them to the MPO board.

Information about the public review process for the Draft FFY 2023 UPWP is provided in Appendix B.

How are progress and outcomes monitored?

The MPO monitors the progress of studies funded through the UPWP by performing the following tasks:

- Approving detailed work programs and scopes
- Reviewing monthly progress reports
- Tracking UPWP study budgets and updates on actual spending via quarterly reports
- Approving the release of deliverables based on whether the objectives stated in the work program or scope were met and whether the stated deliverables were produced

OVERVIEW OF THIS DOCUMENT

This UPWP document is structured as follows:

- Chapter 1 provides background on the metropolitan transportation planning process and the Boston Region MPO member agencies.
- Chapter 2 provides detailed background and information on the purpose of this document, the process of developing it and monitoring UPWP work, and how it helps the MPO achieve its regional transportation goals.
- Chapter 3 includes descriptions of the certification requirement activities to be completed in FFY 2023 (including the support to the MPO, its committees, and related processes and activities), and the current budgets assigned to each program and activity.
- Chapter 4 describes the following ongoing and discrete CTPS studies and technical analysis work:
 - Summary tables of FFYs 2021–22 UPWP studies that have been completed or are projected to be completed by the end of September 2022, in addition to work products, including reports and technical memoranda
 - MPO planning studies and technical analyses that will be carried over from FFY 2022 to FFY 2023, if any
 - Descriptions of the new planning studies chosen for funding in FFY 2023
 - Updated descriptions of the ongoing technical analysis and support work that the MPO staff conducts for municipalities and the region
- Chapter 5 includes descriptions of the agency-funded transportation planning studies and technical analyses that will be undertaken by CTPS in FFY 2023. These include recurring contracts such as the MassDOT Title VI Program and the MBTA's National Transit Database: Data Collection and Analysis, and new contracts.
- Chapter 6 provides detailed information and FFY 2023 budgets for the resource management and support activities conducted by the MPO staff.

- Chapter 7 provides details on MAPC programs funded through the UPWP, including administrative, support, liaison, and technical assistance, and study activities.
- Chapter 8 includes budget summary tables that present how federal metropolitan planning funds will be spent on the support activities, studies, and programs documented in this UPWP. This chapter provides federal and state officials with necessary information for approving the use of funds and for administering contracts.
- Appendix A presents descriptions of non-MPO transportation-planning projects and studies that are being (or will be) conducted in the Boston region during FFY 2023 and that are funded using federal planning dollars and/or are of regional significance. These projects have a separate review and approval process outside of the MPO's purview. They are included in the UPWP to provide a comprehensive picture of plans and studies that are expected to take place in the Boston region and to ensure that MPO planning efforts are coordinated with other ongoing work.
- Appendix B describes the public participation process used for developing and reviewing the Draft UPWP. This appendix also includes written comments on the Draft UPWP that were received during the public review period.
- Appendix C includes the FFY 2023 Universe of Proposed New Studies and describes the evaluation process that was used by the UPWP Committee and the MPO as a guide for selecting new studies.
- Appendix D contains an updated analysis of the geographic distribution of location-specific studies programmed through the UPWP.
- Appendix E gives detailed information on the regulatory framework that guides the development of the UPWP, and the studies and activities programmed for funding, as well as the overall regulations and guidance that the MPO considers in all of its work.
- Appendix F documents the membership of the MPO in detail.