



APPENDIX E

STATE DOT GENERAL AND
PROCEDURAL GUIDANCE

January 5, 2016

**PENNSYLVANIA'S 2017
TRANSPORTATION PROGRAM
GENERAL & PROCEDURAL GUIDANCE**

This is a collaborative product jointly developed by the Pennsylvania Planning Partners – MPOs, RPOs, FHWA, FTA, the State Transportation Commission, and PennDOT.

**GENERAL AND PROCEDURAL GUIDANCE
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Introduction

Purpose

The purpose of this document is to provide guidance for the 2017 Transportation Program development process within the context of multiple inter-related, intergovernmental planning functions. Separate processes for the development, adoption, and administration of the Statewide Transportation Improvement Program (STIP) and the Twelve Year Transportation Program (TYP) have been coordinated and streamlined over the years. This guidance informs and directs a unified planning process covering both Programs.

Here you will find information related to the general planning process, along with policies, requirements and guidance directly related to Program development and administration. One of the milestones in the Transportation Program development process is adoption of the Program by October 1, 2016. This guidance describes the schedule, procedures and documentation necessary to complete this task. The resulting Transportation Program meets the varied requirements of state and federal law, and ensures that public investment in the Commonwealth of Pennsylvania's transportation system is effectively managed to produce a practical set of transportation projects and services.

The Transportation Program development process is by its very nature fluid and subject to change. This guidance can change due to state or federal legislation, regulatory change or policy action. The PennDOT Investment Plan currently under development will guide changes to our planning process and to this document.

Once finalized, all 2017 Transportation Program guidance and the 2017 Transportation Program development schedule will be placed on the Pennsylvania Department of Transportation (PennDOT) website, www.penndot.gov available for Program development use by the Planning Partners and other interested parties. The draft and final Programs will also be placed on PennDOT and Planning Partner websites as they are completed.

Definitions

- *2017 Transportation Program* or *2017 Program* – terms referring to both the 2017-2020 STIP and the 2017-2028 TYP.
- *Transportation Improvement Program (TIP)* - Four-year listing of transportation projects within the geographic boundary of each planning region in Pennsylvania. Interstate Highway System projects are managed in a separate Interstate Management TIP, but are included in regional TIPs for public review and comment. Fund reserves for statewide programs as well as line items for ongoing planning and administration projects are managed in a separate Statewide Items TIP.
- *Statewide Transportation Improvement Program (STIP)* - Pennsylvania's official four-year listing of transportation projects mandated under federal law. The STIP is comprised of all of the TIPs.
- *Twelve Year Transportation Program (TYP)* - Pennsylvania's official 12-year listing of transportation projects mandated under state law, the first four years of which is the STIP.
- *Moving Ahead for Progress in the 21st Century Act of 2012 (MAP-21)* - federal authorization legislation that is currently under extension. This extension provides funding from the Highway Trust Fund for Federal-aid highway, highway safety, motor carrier safety, transit, and other programs.
- *Fixing America's Surface Transportation Act (FAST Act)* – federal transportation legislation signed by President Obama on December 4, 2015. No new policies or guidance have been issued as a result of passage of the FAST Act.
- *PA Act 120 of 1970 (Act 120)* – state legislation which established the State Transportation Commission (STC) and its related duties and responsibilities, and created the Pennsylvania Department of Transportation (PennDOT). Act 120 requires PennDOT to prepare and update Pennsylvania's TYP every two years, and submit it to the STC.
- *Metropolitan Planning Organization (MPO)* – regional planning body established under federal law and responsible for developing and approving a TIP. An MPO covers an urbanized area over 50,000 in population with the exception of small pieces of urbanized area that extend into Pennsylvania (eg. Hagerstown, MD). The Commonwealth has nineteen MPOs.
- *Rural Planning Organization (RPO)* – regional planning body under contract to PennDOT to provide transportation planning services for rural areas and urban areas less than 50,000 in population. RPOs function similarly to MPOs in the Transportation Program development process. The Commonwealth has four RPOs.
- *Independent County* – A regional planning body that is not an MPO or an RPO. Pennsylvania has one Independent County, Wayne County.
- *Planning Partners (Partners)* – generally referring to PennDOT on behalf of the Governor, the MPOs, RPOs, Wayne County, and the U.S. Department of Transportation (USDOT), which includes the Federal Highway Administration (FHWA) and Federal Transit Administration (FTA). However, the term also includes the STC, the Pennsylvania Turnpike Commission (PTC), other public transportation agencies throughout the Commonwealth, the Pennsylvania Department of

Environmental Protection (PADEP), the U.S. Environmental Protection Agency (USEPA).

- *Interested parties* – citizens; affected public agencies; representatives of public transportation employees; freight shippers; providers of freight transportation services; private providers of transportation; advocacy groups representing users of public transportation, pedestrian walkways and bicycle transportation facilities, or representing the physically challenged; agencies or entities responsible for safety/security operations, providers of non-emergency transportation services receiving financial assistance from a source other than Title 49 of the United States Code (49 USC) Chapter 53, tribal governments, and other interested parties with reasonable opportunities to be involved in the planning process.

Roles and Responsibilities

- MPOs are responsible for developing and approving metropolitan TIPs.
- PennDOT and the RPOs are jointly responsible for developing and approving rural TIPs.
- PennDOT is responsible for the development of the Wayne County TIP.
- PennDOT, through its District and Central Offices, functions as the lead planning agency for the Interstate Management TIP, identifying projects in cooperation with the Planning Partners.
- The Governor or his designee (currently Pennsylvania's Secretary of Transportation) approves MPO, RPO and Independent County TIPs, the Interstate Management TIP, and the Statewide Items TIP, and submits the entire STIP to the US DOT for approval.
- MPO, RPO and Independent County TIPs, the STIP and the TYP are updated every two years. The federal programming documents (TIPs and STIP) cover a four year time frame to remain consistent with the first four years of the TYP and the first four years of an MPO/RPO Long Range Transportation Plan (LRTP).

General Guidance

This guidance document is intentionally brief. References or examples are included in the text as support tools that users may find useful for developing a broader (or deeper) understanding of the program development process. The referenced materials are not intended to be comprehensive. It should be understood that the planning context for program development involves multiple elements including, but not limited to:

State and Federal Planning and Programming Rules and Regulations: Title 23 - Code of Federal Regulations (23 CFR) 450, 49 USC 5303-5304, Pennsylvania Act 120, Pennsylvania Consolidated Statutes Title 74 (74 Pa. C.S.), Pennsylvania Code Title 67 (67 Pa. Code), and PennDOT Design Manual Part 1A (DM1A): Pre-TIP and TIP Program Development Procedures

State and Regional Transportation Plans: PA on Track, PA and Regional Intelligent Transportation Systems (ITS) Architectures, PennDOT District Business Plans, MPO/RPO LRTPs, Regional Operations Plans (ROPs), Freight Plans, Bicycle and Pedestrian Plans, Congestion Management Processes (CMPs)

PennDOT Data Systems for Asset Management, Environmental Assessment, Contracting, and Performance Review: Multimodal Project Management System (MPMS), Multimodal Project Management System Interactive Query (MPMS IQ), Engineering and Contract Management System (ECMS), Categorical Exclusion (CE) Expert System, Linking Planning and NEPA (LPN) System, TIP Visualization.

Other Programs: Economic Development District Plans; County, Regional and Municipal Comprehensive Plans; corridor studies; project development screening forms developed from PennDOT's LPN System; needs and feasibility studies; and environmental clearance documents are also useful as decision-support tools in the development of TIPs and LRTPs.

General Planning Requirements

- Satisfy state and federal transportation planning and programming rules and regulations.
 - Federal requirements are documented in 23 CFR 450.
 - Title VI, Environmental Justice, and other required planning certifications are identified in Appendix 3 - Sample Transportation Planning Certification Resolution, and Appendix 5 - References.
 - Projects and project phases on a TIP; including candidate major capital projects and air quality exempt projects, shall be consistent with a region's approved LRTP.
 - State requirements are documented in 74 Pa. C.S. and 67 Pa. Code.
 - Other state tenets, principles, and goals that help guide Transportation Program development are identified in PA Act 120, and PA On Track.
 - All PennDOT, regional or local plans, programs, studies, management systems, etc., as identified above are part of the planning context and factor into Program development.
- Develop the STIP and MPO/RPO TIPs with all Partners and interested parties through a continuing, cooperative and comprehensive process, based upon mutual trust, data sharing (including project technical evaluation input needs), open communication and cooperation at each program development step, leading toward consensus between all Planning Partners regarding the

most effective use of limited transportation financial resources. Ensure coordination with providers of all modes of transportation.

- As necessary, Partners will respond to new state and federal initiatives and other changing circumstances as quickly as possible to make necessary adjustments to the joint PennDOT/MPO/RPO Program development process. Consideration will be given to the observations and suggested improvements to the planning process noted in the STIP Planning Finding issued by FHWA/FTA with approval of the 2015-18 STIP. A link is provided in Appendix 5 – References.
- Partners will program strategically; establish priorities; select transportation improvements with the greatest benefit to the Commonwealth and individual counties/regions; and maintain the flexibility to more effectively select and approve the best mix of projects that meet their own regional needs.
- The management and monitoring systems, corridor studies, project development screening forms from PennDOT’s LPN System, needs and feasibility studies, and environmental clearance documentation will be used as decision-support tools in the development of LRTPs and TIPs.
- Transportation system preservation and asset management continues to be the highest priority in Pennsylvania. MPO/RPO TIPs should emphasize system preservation and asset management.
 - System preservation involves extending the life of existing facilities and their associated equipment and hardware, or the repair of damage that impedes mobility or compromises safety.
 - System asset management involves improving reliability, safety, traffic flow, and security of existing facilities and their associated equipment and hardware.
- Strengthen the linkage between land use, transportation, and economic development decision-making during the development of the 2017 Transportation Program, and continue to work to improve this integration process in future years.
- MPOs and RPOs are encouraged to track major changes to county and municipal comprehensive plans and zoning ordinances to determine their effects on transportation planning and programming decision-making.
- Include approved TIPs in the STIP after verification for consistency with financial guidance fiscal constraint, project funding eligibility and completion of air quality testing and analysis that demonstrates that air quality conformity has been met in maintenance and non-attainment areas. All appropriate parties will be notified of individual projects or programs included in the STIP. Close coordination must occur with PennDOT and the STC to ensure that approved TIPs are consistent with the approved first four years of the TYP.
- MPOs and RPOs should schedule their TIP approval meeting dates so that air quality conformity analyses by PennDOT’s consultants can be scheduled appropriately and the TIPs can be sent to PennDOT according to Appendix 4 – 2017 Transportation Program Development Schedule.

Public Involvement

- Conduct meaningful public outreach/involvement documented in a Planning Partner's public participation plan and found on the STC website www.talkpatransportation.com.
 - Public involvement activities should be consistent with the 2017 TYP Public Participation Plan, and should direct the public to utilize the 2017 TYP Survey. The survey results are also available at the above web site. MPO/RPOs should consider the results of the survey.
 - TIP documentation must be made available for public comment for a minimum of 30 days. A formal public comment time period must be established, and public meetings or hearings must be held by each MPO/RPO/Independent County to gather all comments and concerns on the TIP and related documents. Documents required for public review are found in Appendix 2 - TIP Submission Requirements.
 - When scheduling TIP, STIP and STC public comment periods, be clear what document the public is commenting on in order to avoid confusion, and maximize return from joint outreach resulting in a more effective program with the most efficient use of labor across all Planning Partners. Seek early and coordinated input into the programming process by reviewing current programmed and candidate projects.
- Provide easy and complete access to all public documentation, including the draft and final TIPs, STIP and TYP project listings, taking advantage of the Internet.

Financial Planning

- An early part of the Program development process is for the Planning Partners to jointly develop and approve a Transportation Program Financial Guidance document. This guidance should provide sufficient information for Partners and other interested parties to begin identifying projects, perform a project technical evaluation, negotiate, and reach consensus on their portion of the Program within fiscal constraint. The guidance:
 - Establishes funding targets for each MPO, RPO, Independent County, public transportation operator, and PennDOT. The identified revenues are those that are reasonably anticipated to be available to adequately operate and maintain Federal-aid highways and public transportation in accordance with 23 C.F.R. 450.324(h).
 - Provides estimated revenue growth rates and a methodology for determining an inflation rate for use in Year of Expenditure (YOE) calculations.
- The TIP financial plans are consolidated statewide within the STIP. Documentation shall contain system-level estimates of cost and revenue sources.
 - Project cost estimates must use YOE dollars.
 - Constrain projects and phases of projects in the STIP by year, by available funding and within the bounds of the financial guidance.
 - Identify at a systems-level any funding gaps that may exist.
- Recognize that TIPs are developed around available transportation funding authorization levels and that annual obligation authority levels may restrict Program and project implementation.
- Projects or phases of projects should be programmed in the federal fiscal year in which the project is anticipated to be obligated.
- Flexing of funds between highway and public transportation will be a collaborative decision

involving local officials, the MPO/RPO, the public transportation agency or agencies, PennDOT, STC and USDOT (FHWA and FTA).

Management Systems, Program Performance and Information Sharing

- In order to adequately maintain, operate and preserve existing transportation facilities, PennDOT and the Planning Partners shall undertake the following activities as part of an asset management-based Program development process: inventory the system; determine existing conditions; develop strategies/priorities to continue to improve the system; include projects on transportation plans and programs; and implement projects as part of annual budgets. Implementation of improved asset management practices will begin with the Interstate Highway System, then progress to the National Highway System (NHS), and other state-owned and local networks.
- Continue to improve the management systems including environmental planning and analysis, maintenance planning and support, the PennDOT's LPN data tools, programming processes and systems, local network management support, and performance measurement and reporting.
 - Continue to standardize programming products (highway and public transportation project listings); develop uniform submissions to simplify reviews; and automate/computerize the programming process over time.
 - Share project and Program data bases among all parties including project technical evaluation input needs. Continue to share project-specific data, especially as it relates to candidate projects that surface through individual Partner activities including their public participation plans/outreach that are not included on current LRTPs or TIPs.
 - Utilize MPMS IQ, PennShare, and TIP Visualization mapping capabilities to better describe project/Program details. Upon request, PennDOT will provide the Geographic Information System (GIS) location data for projects to the MPO/RPO for their use.
- Work toward more effective Program and project monitoring in "real time" through project database information sharing as a part of PennDOT's MPMS.
- The FAST Act will continue MAP-21's emphasis on performance-based transportation system management requiring new or revised national performance measures in multiple program areas. Partners will have to update existing measures, as needed, to standards that meet or exceed the new federal requirements. PennDOT, MPOs and RPOs are encouraged to evaluate their planning efforts and introduce new or improved performance measures, where appropriate.

Program Development and Administration

Development Procedures

In all cases, projects to be included in the 2017 Transportation Program, including the Interstate Management Program, will be selected cooperatively and collaboratively by the MPOs, RPOs, PennDOT and the STC with input from other involved interested parties (transit operators, etc.), primarily with regard to projects in the first four years of the TYP.

- The Districts will develop a list of priority needs for the operation and preservation of the interstates and expressways, betterments, bridge replacements, rehabilitation and preservation projects, locally owned federal-aid roads, locally owned bridges greater than 20 feet, and safety and congestion reduction projects, and will share that information with the appropriate MPOs and RPOs according to the attached schedule, including sufficient detail for each project needed for technical project evaluation for both air quality conformity analysis and for public review and comment. At a minimum this includes detailed project scope and limits. Together with local and regional priorities, this information will serve as the basis to begin the 2017 Program development.
- Seek early and coordinated input into the programming process by reviewing currently programmed and candidate projects for the remaining eight years of the TYP. Planning Partners may identify and propose projects or phases of projects from their fiscally constrained LRTPs to PennDOT or STC for possible inclusion in the remaining eight years of the TYP. On a case by case basis, the Secretary of Transportation will recommend to the STC additional projects or phases of projects to be listed in the remaining eight years of the TYP. These additional projects should be on or consistent with the MPO/RPO adopted LRTP.
- As Planning Partners and PennDOT staff continue to refine and finalize the 2017 Program, special attention must be placed on projects, or phases of projects, that may be or will be carried over from the 2015 Program; this matter needs to be carefully considered during the October through December 2015 time frame. Set aside funding (line item reserves) in the 2017 Program should also be considered to cover unforeseen project costs which may occur due to accrued unbilled costs (AUC), unforeseen advance construction (AC) obligations, updated cost estimates, and other actions which might occur between Program drafting and project initiation.
- Address cash flow procedures such as highway AC obligation, and public transportation letters of no prejudice or full funding grant approvals in the Program development process. Address projects with AUC. AUC occurs when work has been started on a project and paid for with state or local funds, but may be eligible for federal funds. AUC will be submitted to FTA or FHWA during Program development for funding before or after the Program is approved, as appropriate. When an AUC project is being converted, the projects must appear on a TIP.
- The TIPs and STIP shall include a project, or a phase of a project, only if full funding can reasonably be anticipated to be available within the time period contemplated for completion of the project based on the project phase begin and end dates. This shall also include the estimated total cost of project construction which may extend beyond the TIP and into the TYP or LRTP, in accordance with 23 C.F.R. 450.324 (e) (2) & (i).

- Working with our Planning Partners, PennDOT is placing a renewed focus on the collaborative approach to the LPN process. The process encourages collaboration among stakeholders to clarify specific details unique to candidate project locations. The focus of this collaboration involves leveraging the expertise of various disciplines with varying roles and responsibilities within local government, the Planning Regions, and Districts.

Specific areas for collaboration should include; but are not necessarily limited to:

- Safety issues/concerns
- Bicycle/pedestrian accommodations
- Transit/multi-modal considerations
- Presence of/impacts from (current/future) freight-generating land uses
- Planned development
- Consistency with current and/or proposed zoning
- Existence of regional planning studies
- Other proposed transportation improvements
- Impacts on the natural, cultural, or social environment
- Right-of-way considerations
- Anticipated public opinion
- Community or cultural events in the candidate project area

The LPN System is intended to document collaboration including the transportation problem, environmental resources, land use and other contextual issues early in the planning process to support future project phases. The intended outcomes include clearer scopes of work and more accurate schedules and budgets when projects are programmed. The information documented in the LPN System is carried forward into the scoping and environmental review processes.

As in the past, any new projects proposed to be added to the 2017 STIP/TIPs must follow the LPN collaborative approach, and must be documented through the LPN System screening forms process. Based on the 2017 TIP development schedule, we suggest that LPN collaboration, including completion of screening forms, be completed by December 31, 2015.

- MPOs and RPOs will assist PennDOT and the STC in the following ways regarding the last eight years in the TYP. Phases of projects that are not fully funded in the TIP will be carried over and shown in the last eight years of the TYP. To illustrate the linkage between planning partner LRTPs and the 2017 Program, each Planning Partner will assist PennDOT staff and the STC in preparing a narrative to be included in the TYP that illustrates a few of the major projects being advanced in that region over the last eight years and beyond. All air quality significant projects to be advanced in the last eight years of the TYP must be listed and fiscally constrained.

Project Requirements

Share project information and Program data bases with all Partners including project technical evaluation input needs.

- Include all types and categories of projects on the TIP and TYP (federal, state, local, public and private partners, special federal, turnpike, airport, rail, and infrastructure bank, etc., but excluding county maintenance and PTC maintenance funds).

- Include all regionally significant transportation projects being advanced (project that is on a facility which serves regional transportation needs and would normally be included in the air quality modeling of the metropolitan/rural area's transportation network) as defined in 23 CFR 450.104.
- Public transportation operators will coordinate and cooperate with the MPO/RPO and PennDOT in the development of the public transportation portion of the 2017 Transportation Program. Public transportation operators will be responsible for submitting public transportation projects for the draft Transportation Program consistent with available resources as identified in Appendix 4 Transportation Program Development Schedule.
- Provide the following information for programmed projects, including the Highway-Bridge Program, the Transit Program, and the Interstate Management Program:
 - Sufficient descriptive (detailed) material to clarify the design concept and scope as well as location of the improvement. The MPO/RPO and PennDOT District Office must collaborate on the detailed descriptive information and the District must ensure the information is input in the public narrative field in MPMS.
 - Assign projects or phases of projects in the STIP and in the MPO/RPO TIPs by year (e.g., 2017, 2018, 2019, and 2020) based upon the latest project schedules and consistent with 23 C.F.R. 450.324(i).
 - Detailed project and project phase costs should delineate between federal, state, and local shares. Each project and project phase costs should depict the amount to be obligated/encumbered for each funding category.
 - Estimated phase and total costs within the TIP period reflect YOY as noted in the financial guidance.
 - Identification of the agency or agencies responsible for implementing the project or phase (i.e. specific Transit Agencies, PennDOT District; MPOs/RPOs; Local Government and private partners).
- Work with all project sponsors to provide any additional information that needs to be included with each project as it is listed in the Program.

Line Items

- The use of Reserve Line items programmed on the draft 2017-2020 TIP should be kept to a minimum. Every effort should be made to identify Transportation Alternatives Program (TAP), Congestion Mitigation and Air Quality Improvement (CMAQ), Highway Safety Improvement Program (HSIP), Bridge and Local projects in the first 2 years of the TIP.
- Selected project categories that are air quality exempt - betterment, and Section 5310 - may be grouped into line items for inclusion in the program, with project specific listings to be developed at a later time by project sponsors and provided to all partners.
- Contingency line items may be used in the first year of the TIP to address uncertainties in cost estimates for carryover projects or cash flow issues such as AC, AUC, etc.

Program-Specific and Other Requirements

- The Interstate Management TIP for the 2017 Transportation Program will be updated by PennDOT and its planning partners.
 - Partners and the District Offices will help to identify and comment on the Interstate projects.
 - Adding capacity to an Interstate can be considered by coordinating a cost-sharing arrangement between the MPO/RPO TIP and the Interstate TIP on a case-by-case basis.
 - PennDOT will manage the Interstate Management TIP on a statewide basis, but will notify MPO/RPOs of Interstate Management TIP amendments and modifications even when formal MPO/RPO approval is not required.
- Proposed HSIP projects will be coordinated with the individual MPO/RPO, PennDOT District, Center for Program Development and Management (Program Center), and Highway Safety and Traffic Operations Division (HSTOD) and be consistent with Strike Off Letter 470-11-02 dated January 21, 2011, and also be consistent with PennDOT's Strategic Highway Safety Plan, District Safety Plans, and the Highway Safety Guidance Report issued for District and MPO/RPO use. However, other federal funding categories can be used to program, implement and construct projects that address a documented safety need.
- ITS and traffic operations projects should be consistent with national and state Planning for Operations guidance, as well as ROPs and ITS Architectures.
- The limited number of capacity adding projects to be considered for advancement in nonattainment transportation management areas (TMAs) must be consistent with the region's CMP.
- PennDOT will request a list of turnpike projects from the PTC and distribute the list to all Planning Partners, in advance of air quality conformity time line requirements, so the projects can be included in appropriate TIPs. PTC projects requesting federal funding and that are selected for inclusion on a TIP will be assigned an MPMS number; PTC projects having no federal funding will need to be identified another way on the TIP.

TIP Submission Requirements

TIP submission Documentation, Descriptions, and 2017 Check List are found in Appendix 2. All required Documentation indicated must be submitted to PennDOT after individual TIPs are approved by the MPO/RPO. To ensure completion, the 2017 Check List is included as part of Appendix 2.

- If possible utilize the Program Center's SharePoint website for the submission of regional TIPS. Five copies of the completed TIP must be provided to the PennDOT Program Center according to the schedule in Appendix 4. Program Center staff will complete the remaining portions of the 2017 Check List and forward it to FHWA/FTA with the STIP.
- The Program Center will complete a statewide Check List similar to the 2017 Check List and forward it to FHWA/FTA with the STIP. Specific requirements or additional explanations are provided in Appendix 2.

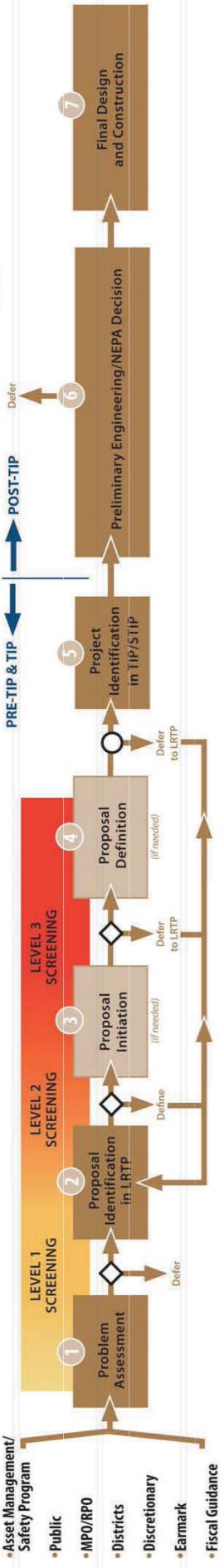
Program Administration

The 2017 Transportation Program must continue to be responsive to necessary programming changes after adoption. Changes to the TIP and STIP are enacted through procedures for STIP and TIP revisions adopted at both the MPO/RPO and state levels. Changes to the TIPs and delivery of completed projects are monitored by the Planning Partners and the subject of various Program status reports.

- Projects in the first year of the Program shall constitute an "agreed to" list of projects for subsequent scheduling and implementation. If a project in the second or third period of the Program is to be advanced, expedited selection procedures may be used if agreed to under each MPO/RPO's procedures for TIP revision. The procedures that were approved by each MPO/RPO for the 2015 Program should be used as a starting point for the development of the procedures for the 2017 Program. The new procedures for TIP revision must be part of the public comment period on the recommended 2017 Program.
- It is recommended that project selection requirements and procedures for TIP revision permit the movement of projects or phases of projects within the first four years of the STIP/TIP while maintaining year-by-year financial constraints.
- Coordinate Program revisions, including those for the Interstate Management Program, with all Partners to ensure that the MPO/RPO TIPs and the STIP are consistent with the TYP and county/regional LRTPs, and vice versa, and work toward the development and implementation of a streamlined revision processes.
- Track progress of Program and project implementation and share the findings with the Planning Partners and the public. The MPO/RPO progress reports detail obligations and are sent by PennDOT to the MPOs/RPOs quarterly as shown in Appendix 2, items 13 and 14. This is a MAP-21 requirement for state DOTs, MPOs and public transportation properties.

Appendix 1 - Transportation Program Development Process Diagram

Transportation Program Development and Project Delivery Process



Step	Activity	Key Considerations / Notes
1	Problem Assessment	<ul style="list-style-type: none"> PennDOT proactively or reactive to public concerns prepares Asset Management Measures PennDOT assesses Asset Management Needs and begins discussion with MPO/RPO on investment strategies
2	Proposal Identification in L RTP	<ul style="list-style-type: none"> PennDOT provides line items for asset management and other projects; specific details provided as soon as possible for inclusion in L RTP Collaboration with all partners to identify potential issues
3	Proposal Initiation	<ul style="list-style-type: none"> PennDOT continues its asset management investigation in preparation for delivery of an Asset Management Form and Level 2 Form
4	Proposal Definition	<ul style="list-style-type: none"> PennDOT provides Asset Management Form with project information and priorities MPO/RPO provides project contextual info to include environmental, land use, connectivity to regional goals on Level 2 Form
5	Project Identification in TIP/STIP	<ul style="list-style-type: none"> PennDOT and MPO/RPO collaboratively list projects on L RTP and TIP Consideration given for proposals in the +2 years in TIP-2 (years 5-6)
6	Preliminary Engineering/NEPA Decision	<ul style="list-style-type: none"> Technical documentation by subject area Environmental Tracking Permits (if applicable) Environmental Mitigation Review Commitment Tracking Value Engineering Re-evaluation (if necessary) P5 & E
7	Final Design and Construction	<ul style="list-style-type: none"> Project Initiation Letter Notice of Intent (EIS) Coordination Plan and Schedule Identify/invite Cooperating & Participating Agencies Verify Engineering and Environmental Scoping Mode choice(s) Alternatives Analysis Conceptual mitigation opportunities Public/Agency input Staging plan (if required) Land use evaluation with planning partners Scoping Field View TS&L approval Line & grade approval

Decision Point

- Go/No Go Decision Point at the completion of the Definition Phase for the MPO/RPO
- Based upon results of further definition, either program project on the TIP or defer it based on currently available information.

Appendix 2 - TIP Submission Requirements - Documentation

Documentation required to be submitted with an approved MPO/RPO TIP to PennDOT.

- (1) Cover Letter which documents the organization and date of MPO/RPO TIP adoption;
- (2) * Highway-Bridge Program Project Listing (public version with long narrative);
- (3) * Public Transportation Program Project Listing (public version with long narrative);
- (4) * Public Transportation Financial Capacity Analysis (for appropriate operators as determined by the provisions of FTA Circular 7008.1A.);
- (5) * Air Quality Conformity Determination Report (in non-attainment and maintenance areas only);
- (6) Air Quality Resolution (in nonattainment and maintenance areas only);
- (7) MPO Self-Certification Resolution;
- (8) * Procedures for TIP Revision;
- (9) * MPO/RPO Public Participation Plans;
- (10) Documented TIP Public Comment;
- (11) * Environmental Justice Summary;
- (12) Document the project prioritization and selection process;
- (13) List major regional projects from the previous TIP(s) (implemented);
- (14) List major regional projects from the previous TIP (with significant delays); and,
- (15) 2017 Check List

* Must be available for review during the required public comment period.

A detailed description of the above items is provided on the following pages.

Appendix 2 - TIP Submission Requirements - Descriptions

Descriptions of each required TIP Submission document are provided below.

Project Lists (items 2 and 3)

Projects included on the Highway – Bridge Project List and the Public Transportation Project List must meet requirements identified in ‘Projects’ in the Project Development section. Projects identified in the adopted TIPs and on the PennDOT Interstate Program are also included in the STIP by signature of the Governor or his representative and in the TYP upon adoption by the STC.

Financial Plan (item 4)

TIP Financial Plans are produced at the statewide level by the Financial Guidance Work Group and documented by the Program Center and the STIP executive summary. No additional MPO/RPO documentation is needed. Financial planning requirements are noted in the General Guidance section and under Project Requirements in the Program Development and Administration section.

A Public Transportation Financial Capacity Analysis will be included by appropriate operators as determined by the provisions of FTA Circular 7008.1A.

Air Quality Conformity (item 5 and 6)

Perform air quality conformity analyses consistent with the USEPA’s Transportation Conformity Rule, recent federal court rulings and the Pennsylvania Transportation Conformity State Implementation Plan (SIP) in non-attainment and maintenance areas.

Include an Air Quality Report and an Air Quality Resolution in nonattainment areas.

MPO Self-Certification Resolution (item 7)

Prepared only by MPOs to certify that the transportation planning process is being carried out in accordance with all applicable federal requirements. A sample resolution that identifies the various requirements is attached as Appendix 3. Non-TMA MPOs must include documentation to ensure compliance.

Procedures for TIP Revision (item 8)

Procedures for TIP Revision are identified in the Program Administration section under Program Development and Administration.

Public Involvement (items 9 and 10)

Public involvement in the development of the Transportation Program is carried out in accordance with the procedures identified in existing Planning Partner public participation plans and the general guidance provisions of this document. A copy of the MPO/RPO Public Participation Plan, the advertisement of the required 30-day public comment period, and documentation of the agency’s response to public comment are required in the MPO/RPO TIP submission.

Environmental Justice (EJ) Summary (item 11)

Summarizes the regional Transportation Program’s impacts on minority and low-income populations as required by Executive Order 12898. MPOs/RPOs develop the EJ summaries, which must include the community profiles and methodology used in the assessment.

Project Prioritization Process (item 12)

Provide written documentation of the Partner’s project prioritizing process utilized for TIP development and PennDOT’s prioritizing process utilized for the Interstate Management TIP. The MPO/RPO submission should include a summary of how it relates to the LRTP vision, goals and objectives.

List of Major Projects from the previous TIP (items 13 and 14)

Two lists will be provided: one list identifies major projects that were completed during the previous TIP. The second list identifies major projects that experienced significant delay during the previous TIP period. The lists will be developed by the MPO/RPO with information provided by the PennDOT Districts.

2017 Check List (item 15)

This is the official documentation to ensure that the key components of the final TIP submission are complete. The 2017 Check List is included in this document.

A Title VI review of the Transportation Program Development Division completed July 21, 2015 recommended that a ‘Title VI’ program block be included in the 2017 TIP Check List. This is included in the Check List, and Yes/No responses can be selected for whether your agency has: 1.) Title VI Coordinator; 2.) Title VI Policy; 3.) Title VI Complaint Process & Form; and 4.) Title VI Complaint Log.

Appendix 2 - TIP Submission Requirements – 2017 Check List

Planning Partner:			Directions:			
Non-attainment Area:	Yes ____ No ____		<ul style="list-style-type: none"> • Please use the provided responses in the drop down box given for the majority of the cells. To get to the drop down box, click a cell in your respective column. Then click the down arrow on the right hand side of the cell you just clicked. • Note: To select a date, there are three drop down boxes that represent Month, Day, and Year, respectively. • Cells that ask for a monetary figure or an explanation do not have a drop box, and therefore are not restricted to specific answers. 			
Maintenance Area:	Yes ____ No ____					
Identify the AQ Pollutant(s) (Ozone, PM2.5, CO, etc.):						
Transportation Management Area:	Yes ____ No ____					
			Shaded Stakeholder to Provide the Response Others Check to Indicate Response Verified			
	Information Items	Response Type	MPO/RPO	Program Center	FHWA	FTA
1. Public Participation Documentation:	Public comment period:	Date Range				
	Public meeting(s)-Date/Time/Location:	Date/Time/Location				
	Public meeting notice contains info about special needs/ADA Compliance?	Yes / No				
	Does the TIP Documentation contain a summary that provides a general overview of the transportation planning and TIP development process?	Yes / No				
	Does the summary explain the project selection process and/or project evaluation criteria procedures?	Yes / No				
	Environmental Justice documentation?	Yes / No				
	Public involvement outreach activities consistent with Public Participation Plan?	Yes / No				
	Were any public comments (written or verbal) received and addressed?	Yes / No				
	If Yes, were they provided in the TIP Documentation submitted to PennDOT?	Yes / No/NA				
2. TIP Adoption:	Date TIP adopted by Planning Partner:	Meeting Date				
	Was TIP included in STIP without modification?	Yes / No				
3. TIP Consistency with Long Range Transportation Plan (if applicable):	Is the Long Range Transportation Plan (LRTP) MAP-21 compliant?	Yes / No				
	Is the TIP consistent with LRTP?	Yes / No				
	Years covered by the LRTP:	Date Range				
	Date LRTP Adopted by Planning Partner:	Meeting Date				
	Anticipated date for new LRTP:	Date				
4. Air Quality Non-attainment and Maintenance Areas:	Is the area in an AQ non-attainment or maintenance area? If yes, then answer the following questions:	Yes / No				
	Have all projects been screened through an interagency consultation process?	Yes / No / NA				
	Conformity date for the LRTP:	Yes / No / NA				
	In non-attainment and maintenance areas, do projects contain sufficient detail for air quality analysis?	Yes / No / NA				
5. Financial Constraint:	Is the TIP financially constrained, by year by allocations?	Yes / No				
	Compare the amount of Federal Funds programmed in each year of the TIP against Financial Guidance Work Group (FGWG) allocation:	Adopted TIP (\$)	Financial Guidance (\$)			
	FFY 2017					
	FFY 2018					
	FFY 2019					
	FFY 2020					
	Explain any differences:					
	Were the TIP projects screened against the federal/state funding programs eligibility requirements?	Yes / No				
	Does the STIP/TIP Financial information contain system level estimates of cost and revenue sources?	Yes / No				
	Are the estimated total cost(s) to complete a project, that extends beyond the TIP years, shown in the TIP?	Yes / No				
	Any additional funds programmed above FGWG allocations (i.e. Spike funds, Earmarks, etc.)? If YES, identify the TOTAL amount and TYPES of additional funds by Year:	Yes / No / NA				
FFY 2017	Total \$ Amt by Fund Type					
FFY 2018	Total \$ Amt by Fund Type					
FFY 2019	Total \$ Amt by Fund Type					
FFY 2020	Total \$ Amt by Fund Type					
Comments:						

		Shaded Stakeholder to Provide Response Others Check to Indicate Response Verified				
	Information Items	Response Type	MPO/RPO	Program Center	FHWA	FTA
6. MPO Self Certification:	Does the TIP submittal contain the MPO Self Certification resolution?	Yes / No				
	For the Non-TMA MPO's does the self certification contain documentation to indicate compliance?	Yes / No				
7. Title VI:	Does your agency have a Title VI Coordinator?	Yes / No				
	Does your agency include a Title VI Policy?	Yes / No				
	Does your agency possess a Title VI Complaint Process and Complaint Form?	Yes / No				
	Does your agency have a Title VI Complaint Log?	Yes / No				
8. Transit Fiscal Disclosure:	Financial Capacity Document (MPO only)	Yes / No				
9. Required Submission materials as documented in General and Procedural Guidance: See Appendix 2 Items identified with an asterisk (*) must be available for review during the public comment period.	Cover Letter	Yes / No				
	* Highway and Bridge Listing with public narrative	Yes / No				
	* Public Transportation Listing with public narrative	Yes / No				
	* Public Transportation Financial Capacity Analysis	Yes / No				
	* Air Quality Conformity Determination Report	Yes / No				
	Air Quality Resolution	Yes / No				
	Self-certification resolution	Yes / No				
	* TIP Revision Procedures	Yes / No				
	Public Comment Period Advertisement	Yes / No				
	* Public Participation Plan	Yes / No				
	* Environmental Justice Summary	Yes / No				
	* Documented Public Comments received	Yes / No				
	Project Selection Process Documentation					
	List major projects from the previous TIP that were implemented and any significant delays in the planned implementation of major projects?	Yes / No				
	Are there any noteworthy practices that deserve statewide recognition or replicated in the next TIP update?					
	Are there any issues or improvements that should be addressed by the next TIP update?	Yes / No				
	If Yes, explain:					
Were the required information, as documented in the General & Procedural Guidance, submitted?	Yes / No					
Any issues to be incorporated into the Planning Finding?	Yes / No					
10. Completed or Reviewed by:	Planning Partner:					Date:
	PennDOT Program Center:					Date:
	FHWA:					Date:
	FTA:					Date:

Appendix 3 - Sample MPO Self-Certification Resolution

The resolution is prepared only by MPOs to certify that the transportation planning process is being carried out in accordance with all applicable federal requirements.

CERTIFYING ORGANIZATION

RESOLUTION NUMBER

RESOLUTION OF THE [ORGANIZATION] to certify that the metropolitan transportation planning process is being carried out in accordance with all applicable federal requirements and that the local process to enhance the participation of the general public, including the transportation disadvantaged, has been followed in developing the Transportation Improvement Program (TIP) and the Long Range Transportation Plan (LRTP).

WHEREAS, 23 CFR Part 450.334 specifies that, concurrent with submittal of the proposed TIP to the Federal Highway Administration and the Federal Transit Administration as part of the Statewide TIP (STIP) approval, Metropolitan Planning Organizations (MPOs) shall certify that the metropolitan transportation planning process is being carried out in accordance with all applicable requirements; and

WHEREAS, Sections 134 and 135 of Title 23 USC, 49 USC 5303-5304, and 23 CFR Part 450 set forth the national policy that the MPO designated for each urbanized area is to carry out a continuing, cooperative, and comprehensive multimodal transportation planning process, including the development of a TIP and LRTP, and establish policies and procedures for MPOs to conduct the metropolitan planning process; and

WHEREAS, the TIP continues to be financially constrained as required by 23 CFR Part 450.324 and the FTA policy on the documentation of financial capacity, published in FTA Circular 7008.1A; and

WHEREAS, the requirements of Sections 174 and 176(c) and (d) of the Clean Air Act, as amended (42 USC 7504, 7506(c) and (d)) and 40 CFR Part 93 have been met for non-attainment and maintenance areas; and

WHEREAS, the requirements of Title VI of the Civil Rights Act of 1964 as amended (42 USC 2000d-1) and 49 CFR Part 21; 49 USC 5332, prohibiting discrimination on the basis of race, color, creed, national origin, sex or age in employment or business opportunity ; The Older Americans Act, as amended (42 USC 6101), prohibiting discrimination on the basis of age in programs or activities receiving federal financial assistance; 23 USC Section 324, prohibiting discrimination based on gender; Section 504 of the Rehabilitation Act of 1973 (29 USC 794), the American Disabilities Act of 1990 (42 USC 12101 et seq.), and 49 CFR Parts 27, 37, and 38, regarding discrimination against individuals with disabilities have been met; and

WHEREAS, the requirements of Section 1101(b) of FAST Act (Public Law 114-94) and 49 CFR Part 26 regarding the involvement of disadvantaged or minority business enterprises in FHWA funded planning projects and FTA funded projects have been met; and

WHEREAS, the provisions of 23 CFR part 230, regarding the implementation of an equal employment opportunity program on federal and federal-aid highway construction contracts have been addressed; and

WHEREAS, the requirements of Executive Order 12898 (Federal Order to Address Environmental Justice in Minority Populations and Low Income Populations) have been met; and

WHEREAS, the provision of 49 CFR part 20 prohibiting recipients of federal funds from using those funds for lobbying purposes has been met; and

NOW, THEREFORE, BE IT RESOLVED that the [Organization], the MPO for the [Name] Transportation Management Area (TMA) certifies that its metropolitan transportation planning process is being carried out in accordance with all applicable provisions of federal law and certifies that the local process to enhance the participation of the general public, including the transportation disadvantaged, has been followed in developing the region's plans and programs, including the FFY 2017-2020 TIP.

I, [Name of Certifying Officer], HEREBY CERTIFY that I am [Name of Office] of the [ORGANIZATION]: that the foregoing resolution was adopted, in accordance with the By-Laws, by the Members of said Commission at a meeting duly called and held on the xxth day of month 20yy, and that said resolution is now in full force and effect.

IN TESTIMONY WHEREOF I hereto subscribe my name as [Name of Office].

[Name of Office]

Appendix 4 - 2017 Transportation Program Development Schedule

4/16/15 to 7/31/15	State Transportation Commission, PennDOT and Planning Partners conduct a public outreach/public input to update the Twelve Year Program, as well as, analyze and prepare results to be shared with public.
6/15/15 to 6/16/15	Spring Planning Partners' meeting in Harrisburg Area
By 10/15/15	Draft Financial Guidance is issued.
By 10/15/15	Draft General and Procedural Guidance and 2017 Transportation Program Development Schedule issued.
10/15/15	Webex/conference call to discuss Financial Guidance/General & Procedural Guidance and the Investment Plan for the 2017 Program Update.
By 11/06/15	PennDOT issues final guidance documents to Planning Partners for the development of the 2017 Program.
By 11/25/15	Program Center provides the final "spike" decisions to Planning Partners and District Office(s).
By 11/30/15	PennDOT Districts will provide updates of scopes, costs, and schedules for all carryover projects and candidate projects to Planning Partners.
By 11/30/15	PennDOT District project priorities are shared with Planning Partners. PennDOT will provide the MPO/RPOs with a listing of the draft Interstate Management Program projects.
By 12/23/15	MPOs/RPOs/PennDOT review highway, bridge and transit projects for possible inclusion in the 2017 Program. TIP negotiations begin.
On 12/17/15	State Transportation Commission meets and is updated on development of the 2017 Program.
By 12/30/15	MPO and RPO "Boards" meet to discuss the 2017 schedule and guidance; set their TIP approval meeting dates for the spring of 2016.
By 1/22/16	MPOs and RPOs develop draft TIPs (highways/bridges and transit) and submit that information to the Program Center, appropriate District Office(s) and FHWA/FTA. TIP negotiations continue. (MPMS attaching closed.)
By 2/5/16	Program Center completes initial review of preliminary draft TIPs to ensure that PennDOT priorities are reflected, fiscal constraint and year of expenditure are met, and all project phases are accounted for and programmed in the proper year.

- By 2/19/16 Interagency (FHWA, FTA, USEPA, PADEP & PennDOT) air quality consultation initiated. All air quality significant projects are shared with the Interagency Consultation Group (ICG) before conformity determination work begins by Planning Partners or PennDOT. TIP negotiations continue.
- By 2/19/16 Program Center conducts individual meetings with MPOs, RPOs, and District Offices to review all candidate projects, to agree on projects for inclusion in the Program, and to negotiate/resolve any remaining issues. PennDOT, via the Program Center, submits comments and proposed Program revisions back to the MPOs and RPOs, and shares this information with the Districts and FHWA/FTA. PennDOT identifies any changes to air quality significant project lists that were developed earlier and shares this information through interagency consultation with the ICG.
- By 3/4/16 All negotiations are concluded. MPOs, RPOs, and PennDOT reach agreement on the respective portions of the Program.
- By 3/4/16 Interagency air quality consultations are concluded and conformity analyses are underway. Environmental justice (EJ) activities are also initiated.
- By 5/14/16 MPO, RPO and PennDOT complete air quality conformity analyses.
- By 7/16/16 MPOs, RPOs, and PennDOT complete joint public comment periods on their STIP/TIPs, including conformity determinations and environmental justice requirements. All relevant documents are placed on websites for public access.
- By 7/26/16 MPOs and RPOs formally approve their individual TIPs and submit their portions of the Program to the Program Center.
- By 8/6/16 State Transportation Commission approves the Twelve Year Program.
- By 8/12/16 Gov. /Secretary on behalf of the Commonwealth submits the STIP to FHWA/FTA for review and approval. FHWA coordinates with USEPA on the air quality conformity documents.
- By 9/30/16 PennDOT obtains joint approval from FHWA and FTA of the 2017 Program.

Appendix 5 – References

Federal References

Name of Legislation	Citation / Regulations	Comment
FAST Act		Legislation passed Dec. 4, 2015 Policies and guidance pending
MAP-21 of 2012	23 USC Sections 134-135 49 USC 5303-5304 23 CFR Part 450 23 CFR Part 230 49 CFR Parts 20 49 CFR Parts 26 49 CFR Parts 27, 37, 38	Statewide Transportation Planning Metropolitan Transp. Planning equal employment prohibits lobbying Disadvantaged Business Enterprises individuals with disabilities
Highway and Transportation Funding Act (extended)		
Clean Air Act, as amended		
Title VI of Civil Rights Act of 1964, as amended	42 USC 200d-1 49 USC 5332	discrimination
Older Americans Act as amended	42 USC 6101	age discrimination
[----]	23 USC Section 324	gender discrimination
Rehabilitation Act of 1973, as amended	29 USC 701 29 USC 794	individuals with disabilities
American Disabilities Act of 1990	42 USC 1210	individuals with disabilities
[----]	Executive Order 12898	Environmental Justice

Appendix 5 – References (cont.)

State References

[2015-18 STIP Executive Summary](#)

[2015-2018 STIP Joint Approval Letter and Planning Finding](#)

[Appendix 2 – TIP Submission Requirements – Check List](#)

[Linking Planning and NEPA](#)

[MPMS IQ](#)

[PA Act 120 of 1970](#)

[PA’s Long Range Transportation & Comprehensive Freight Movement Plan](#)

[PA ITS Architecture](#)

[PennDOT DM1A: Pre-TIP and TIP Program Development Procedures \(Sep 2010\)](#)

[PennShare](#)

[Planning Deputate SharePoint site](#)

[Public Participation Plan for Statewide Planning](#)

State Environmental Justice Work

- [Center for Program Development EJ Website](#)
- [Title VI Review Transportation Program Development Division – July 21, 2015](#)
- [PUB 737 EVC EJ Moving Forward](#)
- [PUB 746 Project Level EJ Guidance](#)

[State Transportation Commission](#)

[Statewide Procedures for 2015-18 STIP and TIP Revisions](#)

[TIP Visualization](#)

[Transportation Funding and Advisory Committee](#)

Appendix 5 – References (cont.)

It is suggested that MPOs/RPOs edit this section for use as public information, keeping what is applicable and providing a hyperlink where sources are available on the internet.

Regional References

Long Range Transportation Plan

Transportation Improvement Program

Public Participation Plan

ITS Architecture

Operations Plan

Congestion Management Process

Freight Plan

Bicycle and Pedestrian Plan

Economic Development District Plans (as applicable, determined by MPO/RPO)

County and Municipal Comprehensive Plans (as applicable, determined by MPO/RPO)

Appendix 6 – Acronyms

Act 120	PA Act 120 of 1970
AC	Advance Construction
AUC	Accrued Unbilled Costs
CE	Categorical Exclusion
CFR	Code of Federal Regulations
CMAQ	Congestion Mitigation and Air Quality Improvement Program
CMP	Congestion Management Process
DM1A	PennDOT Design Manual Part 1A
ECMS	Engineering and Contract Management System
EJ	Environmental Justice
FAST Act	Fixing America’s Surface Transportation Act
FHWA	Federal Highway Administration
FTA	Federal Transit Administration
GIS	Geographic Information System
HSIP	Highway Safety Improvement Program
HSTOD	Highway Safety and Traffic Operations Division
ICG	Interagency Consultation Group
ITS	Intelligent Transportation Systems
LPN	Linking Planning and NEPA
LRTP	Long Range Transportation Plan
MAP-21	Moving Ahead for Progress in the 21st Century Act of 2012
MPMS	Multimodal Project Management System
MPMS IQ	Multimodal Project Management System Interactive Query
MPO	Metropolitan Planning Organization
NEPA	National Environmental Policy Act
NHS	National Highway System
Pa Code	Pennsylvania Code
Pa CS	Pennsylvania Consolidated Statutes
PADEP	Pennsylvania Department of Environmental Protection
PTC	Pennsylvania Turnpike Commission
PennDOT	Pennsylvania Department of Transportation
ROP	Regional Operations Plans
RPO	Rural Planning Organization
SIP	State Implementation Plan
STC	State Transportation Commission
STIP	Statewide Transportation Improvement Program
TAP	Transportation Alternatives Program
TIP	Transportation Improvement Program
TMA	Transportation Management Area
TYP	Twelve Year Transportation Program
USC	United States Code
USDOT	U.S. Department of Transportation
USEPA	U.S. Environmental Protection Agency
YOE	Year of Expenditure