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Pennsylvania's 2027 Transportation Program General and Procedural Guidance

Table of Contents

Introduction.....	1
Background and Requirements	2
Public Participation	4
Project Selection	5
Fiscal Constraint.....	6
Programming	7
Line Items	7
Transit.....	8
Air Quality Conformity	9
Air Quality Conformity Procedures for TIP and LRTP Amendments	11
Statewide Programs	11
Interstate Management Program.....	11
Railway-Highway Crossings Program	12
Transportation Alternatives Set-Aside	12
Spike Funding	13
National Electric Vehicle Infrastructure Program	13
PROTECT Formula Program	14
Performance-Based Planning and Programming	15
Transportation Performance Management.....	15
Safety (PM1).....	15
Pavement and Bridge Asset Management (PM2)	15
System Performance (PM3).....	16
Transit Asset Management Performance	16
Public Comment.....	16
TIP Submission	17
Program Administration	18
Air Quality Conformity for TIP and LRTP Amendments.....	19
Other Planning Information	20
Limited English Proficiency.....	20
Title VI.....	20
Americans with Disabilities Act (ADA)	20
Tribal Coordination	21
Self-Certification	21
PennDOT Connects	21
Long Range Transportation Plans	21
Transportation Systems Management and Operations (TSMO)	21
National Highway Freight Program	21
Carbon Reduction Program	21
Congestion Mitigation and Air Quality Program.....	22
Congestion Management Process	22
Local Bridges	22
Community Demographics Analysis	22
Useful Links	22
Appendix 1 - 2027 Transportation Program Development Schedule	23
Appendix 2 - TIP Checklist.....	25

Introduction

The purpose of this General and Procedural Guidance document is to meet federal and state requirements for the development and documentation of the Pennsylvania 2027-2030 Statewide Transportation Improvement Program (STIP) and the regional Transportation Improvement Programs (TIPs). This includes, but is not limited to, [23 USC Section 134](#), [23 USC Section 135](#), [23 CFR 450.200](#), [23 CFR 450.300](#), and [23 CFR 490](#), as well as [PA Consolidated Statute \(CS\) Title 74](#) and [PA Code Title 67](#). As referenced in the [Pennsylvania FFY 2025-2028 STIP Federal Planning Finding](#), these regulations guide the development process of the 2027 Transportation Program within the context of multiple inter-related, intergovernmental planning functions. The [Moving Ahead for Progress in the 21st Century \(MAP-21\) Act](#) required the use of a performance-based approach to transportation planning which was continued under the [Fixing America's Surface Transportation \(FAST\) Act](#) and the [Infrastructure Investment and Jobs Act \(IIJA\)](#). Performance-Based Planning and Programming (PBPP) refers to the application of performance management within the planning and programming process to achieve the desired performance outcomes for Pennsylvania's transportation system.

The Pennsylvania Department of Transportation (PennDOT) undertakes these activities together with other agencies, stakeholders, and the public to ensure that transportation investment decisions align with established targets and goals. These activities are carried out as part of a cooperative, continuing, and comprehensive (3C) planning process which guides the development of many PBPP documents, including:

- Statewide and Regional Long Range Transportation Plans (LRTPs)
- 12-Year Transportation Program (TYP)
- State Transportation Improvement Program (STIP)
- Regional Transportation Improvement Programs (TIPs)
- Transportation Asset Management Plan (TAMP)
- Transit Asset Management (TAM) Plans
- Pennsylvania Strategic Highway Safety Plan (SHSP)
- Freight Movement Plan (FMP)
- Freight Investment Plan (FIP)
- Congestion Mitigation and Air Quality (CMAQ) Performance Plan(s)
- Congestion Management Process (CMP)

This guidance document is a collaborative product jointly developed by PennDOT [PennDOT Executives, the Center for Program Development and Management (CPDM), Bureau of Operations (BOO), Bureau of Design and Delivery (BDD), Bureau of Public Transportation (BPT), Bureau of Equal Opportunity (BEO), and Engineering Districts], the Metropolitan Planning Organizations (MPOs) and Rural Planning Organizations (RPOs), and Federal Partners, including the Federal Highway Administration (FHWA) and Federal Transit Administration (FTA).

This guidance reflects the performance-based planning approach to transportation planning, underscores the importance of the 3C process and identifies opportunities for collaboration. This guidance also lays out requirements for the documentation of the TIP development process and describes how project selection and prioritization will support Transportation Performance Management (TPM).

This document will oversee the development process of the 2027 Transportation Program (STIP, TIPs, and TYP) and demonstrate the implementation of the TAMP. The transportation planning process is by its very nature fluid and subject to change. By working closely together, PennDOT, the MPOs/RPOs, and FHWA/FTA will strive to continuously improve the program development process. Therefore, this guidance document will be updated every two years to reflect changes in state or federal legislation, regulation, or policy. This document includes numerous hyperlinks that support program development. These links can be found on [Page 23](#). This guidance was developed based upon currently available information as of May 2025. Adjustments or updates may be necessary to certain details if requirements or regulations change.

Background and Requirements

This guidance document provides references and links included in the text as support tools that users may find helpful in developing a broader understanding of the program development process.

The planning context for program development is a complex process that involves multiple elements, including planning and programming rules and regulations, transportation plans, data systems, and other programs that support and inform the program development process. To help understand the complex planning requirements for all stakeholders, PennDOT, in cooperation with the MPOs/RPOs and FHWA/FTA, developed the [Guidebook for Pennsylvania's MPOs and RPOs](#). This guidebook provides a core source of information for planning and programming in Pennsylvania, including an initial documentation of roles, responsibilities, and requirements.

The initial part of the program development process is the update of the Financial Guidance and General and Procedural Guidance documents. Representation from PennDOT Central Office, PennDOT Districts, the MPOs/RPOs, and FHWA/FTA participate in work groups to update these documents. These two documents are the foundation of the program update process. The 2027 Transportation Program development schedule is available in Appendix 1.

PA Act 120 of 1970, enacted from Senate Bill 408, created PennDOT and the State Transportation Commission (STC). The STC is a 15-member body, chaired by the Pennsylvania Secretary of Transportation, which serves as the Board of Directors to PennDOT. The STC provides policy driven direction with respect to the development of Pennsylvania's TYP. PennDOT and STC work together with the MPOs/RPOs to develop several transportation planning documents, including the TYP. To satisfy the requirements of Act 120, PennDOT must prepare, update, and submit Pennsylvania's TYP to the STC for approval every two years.

The TYP is the Commonwealth's official transportation program and is a multimodal, fiscally constrained program of transportation improvements spanning a 12-year period. The TYP is divided into three four-year periods, with the first four years corresponding to the STIP and the regional TIPs. The TYP must be consistent with federal programming documents, such as the statewide and regional LRTPs.

12-Year Program Cycle for Federal Fiscal Year (FFY) 2027-2038

FFY 2027	FFY 2028	FFY 2029	FFY 2030	FFY 2031	FFY 2032	FFY 2033	FFY 2034	FFY 2035	FFY 2036	FFY 2037	FFY 2038
1 st Four Years (STIP/TIPs)				2 nd Four Years				3 rd Four Years			
TYP											

Pennsylvania is required under [49 USC 5304\(g\)](#) and [23 USC 135\(g\)](#) to develop a STIP. Pennsylvania's STIP is a fiscally constrained four-year program of highway, bridge, and transit projects. The STIP is developed in cooperation with the MPOs/RPOs and public transportation agencies in the state and is consistent with the regional TIPs. The transportation projects on the STIP are consistent with the statewide and regional LRTPs. All projects that use Federal-aid funds must be listed in the STIP.

The STIP is the entire transportation program for the Commonwealth, which includes the Interstate and Statewide programs as well as the regional TIPs:



The Pennsylvania STIP is comprised of 26 individual TIPs:

- MPO TIPs (19)
- RPO TIPs (4)
- Independent County TIP (1)
- Statewide Items TIP (1)
- Interstate Management (IM) Program TIP (1)

PennDOT is responsible for statewide planning, while the MPOs/RPOs are responsible for transportation planning in their regions. Federal planning requirements [49 USC 5303\(j\)](#) and [23 USC 134\(j\)](#) require each MPO to develop a TIP at the local level. In Pennsylvania, the TIP is the first four years of the TYP. PennDOT has developed agreements with RPOs that position them as equals to MPOs. Therefore, in Pennsylvania, RPOs are held to the same requirements as MPOs with regards to the planning and programming process, which includes the development of individual TIPs, LRTPs, and UPWPs. PennDOT takes the lead in developing the independent county TIP, the Statewide Items TIP, and the Interstate Management (IM) Program TIP. Each MPO/RPO TIP is a fiscally constrained program of upcoming transportation projects that reflect regional and local priorities over the next four years. Federal law requires TIPs to be updated at least every four years. In Pennsylvania the STIP/TIPs are updated every two years during the TYP process, based on the requirements of Act 120.

Within Pennsylvania, the characteristics of the PennDOT Engineering Districts and MPOs/RPOs vary greatly, between the land area and population of the region, the number of transportation resources present, and the staff available to support operations. PennDOT, the MPOs/RPOs, transit agencies, and FHWA/FTA recognize this and agree to work cooperatively to meet the federal and state program requirements.

The STIP and MPO/RPO TIPs are developed based upon mutual trust, data sharing, open communication, and coordination at each program development step, which results in a consensus between PennDOT, the MPOs/RPOs, FHWA/FTA, and other interested stakeholders regarding the most effective use of limited transportation resources. To kick off this process, PennDOT and FHWA/FTA recommend that MPOs/RPOs and PennDOT Engineering Districts schedule an early coordination meeting at the beginning of the TIP development process to discuss and agree upon roles and responsibilities, overall schedule, and key deadlines. PennDOT CPDM liaisons and FHWA/FTA planning staff are available to participate and assist, as needed. PennDOT and FHWA/FTA have developed a new coordination worksheet to aid this discussion. The worksheet can be found in the [2027 General and Procedural Guidance Support Documents folder in SharePoint](#).

Each MPO/RPO, in coordination with their PennDOT CPDM and District representatives, will document the process used for regional TIP development. This documentation should include the project selection process, a description of the anticipated effect of the TIP toward achieving the performance targets, the individual roles and responsibilities of the MPO/RPO, PennDOT District(s) and Central Office, and a

timeline. Examples can be found in the [2027 General and Procedural Guidance Support Documents folder in SharePoint](#).

The project selection documentation described above is integral to the process and should be submitted in draft form with the draft list of projects in accordance with the 2027 Transportation Program development schedule available in Appendix 1. This will allow for early coordination with PennDOT Districts, CPDM, FHWA, and FTA for review and feedback prior to the draft TIP public comment period.

Public Participation

Public outreach is a crucial component of updating the 12 Year Program. The release of the [2025 Transportation Performance Report \(TPR\)](#) by the STC on February 26, 2025, was the official start of the 2027 Program update process in Pennsylvania.

PennDOT, the STC, and the MPOs/RPOs welcomed the public to review the TPR before providing input and feedback on transportation priorities to help identify projects for the 2027 Program. The 2027 TYP update public comment period took place from March 3 through April 30, 2025. During this comment period, the public was encouraged to take an [online transportation survey](#) to share their transportation priorities and concerns and attend an [Online Public Meeting](#) held April 10, 2025, where the findings of the 2025 TPR were presented and the public was given the opportunity to ask questions.

To increase public participation and gather as much feedback as possible, PennDOT, the STC, and the MPOs/RPOs reinforced this public outreach effort by informing stakeholders and the public about the Transportation Survey and encouraging participation through social and traditional media.

The public feedback collected through the transportation survey will be used to shape the 2027 TYP and shared with the BPT, Districts, and MPOs/RPOs, who will consider these results in their project selection process for the TIP.

The 2027 Program Update marks the beginning of a concentrated focus on tracking and following up on the mapped issues received during the TYP Public Comment Period. This includes an increased emphasis on transparency to convey to the public how their input is being addressed, aiding the two-way communications between the MPOs/RPOs, PennDOT, and Commonwealth citizens.

To support tracking responses, the Program Center has developed an interactive tracking tool to allow MPOs/RPOs/Districts to classify the mapped transportation issues submitted in their region through an internal-facing resource. The specifics within the tracking tool were determined through the assembly of a STC-TYP Mapped Issues Committee, comprised of MPO/RPO/District members with the intent of gathering input, best practices, and other feedback.

STC's [How It Works](#) describes how PennDOT, the STC, and the Transportation Advisory Committee (TAC) use various tools, including programs, plans, and reports to complete the TYP Update Planning Process.

An integral part of the program development process involves meaningful public outreach and involvement. A Public Participation Plan (PPP) is a key element to ensure that all transportation related activities are communicated and involve all members of the public, including traditionally underserved and protected populations. PennDOT Central Office, in coordination with the MPOs/RPOs and FHWA/FTA, develops and utilizes a [Statewide PPP](#) in accordance with [23 CFR 450.210](#).

FHWA provides [guidance](#) to the MPOs/RPOs regarding public involvement requirements. The MPOs/RPOs are responsible for developing their regional PPPs that outline the processes by which they ensure adequate involvement and input from various stakeholders, including elected officials, transportation

agencies and service providers, businesses, special interest groups, disadvantaged populations, and other members of the public.

The MPOs/RPOs must post their regional PPPs on their websites and share the link with CPDM, in accordance with [23 CFR 450.316](#). These MPO/RPO PPPs must specifically identify how the MPOs/RPOs will notify the public of meetings, ensure access to meetings, and demonstrate how they will consider and respond to public input.

Project Selection

To the maximum extent practicable, project identification, evaluation, prioritization, and selection should be a clear and transparent process. To kick off this process, PennDOT and FHWA/FTA recommend that MPOs/RPOs and PennDOT Districts schedule an early coordination meeting at the beginning of the Program development process to discuss and agree upon roles and responsibilities, overall schedule, and key deadlines. PennDOT CPDM liaisons and FHWA/FTA planning staff are available to participate and assist, as needed. A coordination worksheet was developed to aid this discussion. The worksheet can be found in the [2027 General and Procedural Guidance Support Documents folder in SharePoint](#).

PennDOT District and CPDM staff will work with the MPOs/RPOs to document the project identification, prioritization, and selection process used for the highway/bridge portion of the Program. The MPOs/RPOs will work with public transit agencies in their regions to document the project identification, prioritization, and selection process used for the public transit portion of the Program. These project selection processes will vary by District, MPO/RPO, and public transit agency, but should reflect the key elements established in this guidance, be documented in the regional TIP development process mentioned above and be included as part of the MPO/RPO TIP submissions. A draft version of the regional project selection documentation should be submitted to PennDOT CPDM with the draft list of projects in accordance with the 2027 Transportation Program development schedule available in Appendix 1. This will allow for early coordination with PennDOT Districts, CPDM, FHWA, and FTA for review and feedback prior to the draft TIP public comment period.

PennDOT District and MPO/RPO staff will work together to identify candidate projects for the highway/bridge portion of the 2027 Program. Initial focus should be placed on carryover projects which must be carried forward onto the 2027 Program from a previous program. These carryover projects will continue to require funding from the Program to move forward and could encounter delays or billing issues if not fully funded. These include:

- Projects that are still advancing through the project delivery process
- Projects with unforeseen cost increases
- Projects with anticipated Advance Construct (AC) conversions

Highway/bridge carryover project scopes, costs, and schedules will be reviewed and updated based on information obtained through project management and from local input/outreach sources such as the STC Public Survey, MPO/RPO public involvement, and [PennDOT Connects](#) (PennDOT's municipal outreach policy). PennDOT Districts must ensure that timely and accurate project information is input into PennDOT's [Multimodal Project Management System \(MPMS\)](#) and share this information with the MPOs/RPOs and PennDOT CPDM. Project public narratives and MPMS data entry should follow [PUB 227](#) and the strike-off letter available in the [2027 General and Procedural Guidance Support Documents folder in SharePoint](#).

Clear and understandable project descriptions guarantee that details including the location and scope of work are easily understood by the public and will even reduce potential confusion during TIP Negotiations, Air Quality Conformity, federal funds eligibility review, safety assessments, and funds obligation. As the project progresses, it is important to update the project description to reflect changes in scope and/or alternatives analysis.

PennDOT District staff and MPO/RPO staff should then cooperatively meet to evaluate highway/bridge project ideas or additional needs that have been identified through the TPM process and informed by the TAMP, transportation performance measures, the statewide and regional LRTPs, and the local input/outreach sources mentioned above. PennDOT CPDM will ensure that adequate coordination meetings are occurring and appropriately documented for the STIP/TIP submission.

The MPOs/RPOs, in consultation with the Districts, should consider projects that contribute to improving performance in more than one area. Tools like OneMap and other GIS based applications may be utilized to assist with analyzing these various performance areas.

Based upon this continued coordination throughout the Program development process, District staff will create project scopes, costs, and schedules in MPMS for the mutually agreed-upon new projects. To allow for open discussion and collaboration, cooperative discussions about candidate projects under consideration should occur between the MPOs/RPOs and the Districts prior to preparation of a fiscally constrained project list.

The Program must account for inflation using the Year of Expenditure (YOE). The YOE factor should be 3% annually. PennDOT Districts will enter cost estimates in MPMS based on present day costs. The amount programmed will be based on the year where funds will be programmed for initial expenditure. The YOE tool can be found under the "HWY & BR" tab in MPMS.

Fiscal Constraint

An early part of the program development process is for PennDOT, FHWA/FTA and the MPOs/RPOs to jointly develop the 2027 Program Financial Guidance document.

Financial Guidance provides funding levels available for the development of the STIP/TYP for all anticipated federal and state funding sources. Allocations are provided to each MPO/RPO and the Interstate and Statewide Programs for highway and bridge funds based on agreements for jointly developed formulas and set asides. In addition, a portion of highway funding is reserved for distribution at the Secretary of Transportation's discretion. Funds realized through Federal Discretionary Programs and Earmarks are not part of Financial Guidance and are considered additional funds to the STIP/TYP.

The Transit section of Financial Guidance includes both federal and state resources. To program these funds, each transit agency works closely with PennDOT BPT to develop annual consolidated capital applications (CCA) and annual consolidated operating applications (COA). The CCA process includes federal, state, and local funds and prioritizes investments based on asset condition and replacement cycles in the Capital Planning Tool (CPT). This process promotes a true asset management approach where the assets in most need of replacement and/or rehabilitation are prioritized to receive funding, which allows transit agencies to move these assets toward a state-of-good-repair.

Operating allocations are formula-based, as discussed above, and PennDOT BPT works with agencies annually through the COA process to identify anticipated expenses and revenues and program federal, state, and local funds to meet anticipated operating deficits.

An important part of the project prioritization and selection process is to ensure that the Program of projects meets fiscal constraint, which means that the included projects can reasonably be expected to receive funding within the time allotted for Program implementation. The identified revenues are those that are reasonably anticipated to be available to operate and maintain Federal-aid highways and public transportation in accordance with [23 CFR 450.218\(l\)](#) and [23 CFR 450.326\(j\)](#).

The regional TIP narratives should include reference to the Financial Guidance process and the distribution of funds along with a form of visual documentation to demonstrate regional fiscal constraint. An example of such a visual aid is the fiscal constraint tab from the TIP Checklist.

The regional TIPs shall contain system-level estimates of state and local revenue sources beyond Financial Guidance that are reasonably expected to be available (but typically not programmed) to operate and maintain the Federal-aid highways (as defined by [23 USC 101\(a\)\(6\)](#)) and public transportation (as defined by [49 USC 53](#)). PennDOT CPDM will provide regional estimated totals for state programs not included in Financial Guidance. When available, they will be placed in the [2027 General and Procedural Guidance Support Documents folder in SharePoint](#). MPOs/RPOs can work with local stakeholders to identify supplemental information that is readily available. Transit providers will supply estimates of county/city/local revenue sources/contributions. This information should be integrated into the regional TIPs. Statewide information will be included with the STIP.

Programming

Projects and phases of projects in the Program must be financially constrained by Federal Fiscal Year (October 1 – September 30) with respect to the anticipated available funding and within the bounds of Financial Guidance.

The STIP/TIPs 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 start and end dates. This shall also include the estimated total cost of project construction, which may extend beyond the TIP and into the TYP and LRTP, in accordance with [23 CFR 450.326 \(g\) \(2\), \(i\) and \(j\)](#). Cost estimates prepared during programming are critical in terms of setting funding, schedule, and scope for managing project development. Project cost estimates shall follow guidance provided in [PennDOT Estimating Manual \(PUB 352\)](#). All phases of projects that are not fully funded on the TIP will be carried over and shown in the last eight years of the fiscally constrained TYP. For projects to advance beyond the PE phase, the project must be fully funded within the TIP/TYP/LRTP.

Projects/phases of projects should be programmed in the FFY in which the project is anticipated to be obligated/encumbered. Programmed funding should be spread out (cash-flowed) over several fiscal years where applicable, based on the anticipated project schedule and timing of expenditures to maximize available resources. Programmed funding should not be cash flowed more than a year beyond the expected completion date of a project to ensure that funding can be obligated in time to ensure reimbursement of project invoices.

PennDOT Districts, MPOs/RPOs and transit agencies will work to ensure that all cash flow procedures such as highway AC obligation, public transportation letters of no prejudice, and full funding grant approvals are accounted for in the program development process. AC projects must appear on a TIP in the current FFY in order to be converted into a regular obligation. These AC costs need to be accounted for as part of the program development and management process. PennDOT (CPDM and Districts) and the MPOs/RPOs should plan to carry sufficient federal funding for eligible projects/phases beyond the first two FFYs of the current Program, anticipating that AC conversion will be necessary.

The flexing of federal funds between highway and public transportation projects within a TIP will be a collaborative decision involving local officials, the MPOs/RPOs, the public transportation agency or agencies, PennDOT, and FHWA/FTA.

Line Items

As part of the program development process, PennDOT and the MPOs/RPOs can consider the inclusion of reserve line items. Every effort should be made as part of the program development process to identify

projects for all available funding in the first 2 years of the TIP, to ensure project delivery and maximum utilization of funding. Line items should be used primarily for contingency purposes such as unforeseen project costs, including Accrued Unbilled Costs (AUC), unforeseen AC conversions, and other actions which might occur between program drafting and project initiation. Dedicated line items for specific regional issues such as slides, and sinkholes should be included based on historical needs. Selected project categories that are air quality exempt (e.g. betterment and Section 5310) may also be grouped into regional line items for inclusion in the Program, with project specific listings to be developed later by project sponsors. The excessive use of line items for other purposes is strongly discouraged by PennDOT and FHWA/FTA.

Transit

In July 2016, FTA issued a [final rule](#) requiring transit agencies to maintain and document minimum Transit Asset Management (TAM) standards, policies, procedures, and performance targets. The TAM rule applies to all recipients of Chapter 53 funds that either own, operate, or manage federally funded capital assets used in providing public transportation services. The TAM rule divides transit agencies into two categories based on size and mode:

- Tier I
 - Operates Rail Fixed Guideway (Section 5337) **or**
 - Operates over 100 vehicles across all fixed route modes **or**
 - Operates over 100 vehicles in one non-fixed route mode
- Tier II
 - Urban and Rural Public Transportation (Section 5307, 5310, and 5311 eligible) **or**
 - Operates up to and including 100 vehicles across all fixed route modes **or**
 - Operates up to and including 100 vehicles in one non-fixed route mode

A list of Pennsylvania's Tier I and II transit agencies is found in the [2027 General and Procedural Guidance Support Documents folder in SharePoint](#).

The TAM rule requires states to participate and/or lead the development of a group plan for recipients of Section 5311 and Section 5310 funding (Tier II), and additionally allows other Tier II providers to join a group plan at their discretion. All required agencies (Section 5311 and 5310) and remaining Tier II systems in Pennsylvania, except for the Centre Area Transportation Authority (CATA), elected to participate in the PennDOT Group Plan.

All transit agencies are required to utilize Pennsylvania's transit Capital Planning Tool (CPT) as part of their capital planning process and integrate it into their TAM process. The CPT is an asset management and capital planning application that works as the central repository for all Pennsylvania transit asset and performance management activities.

Transit agencies update CPT data annually to provide a picture of asset inventory and performance. Performance is measured by tracking the percentage of assets that have met or exceeded their state established useful life benchmark (ULB). For revenue and service vehicles, this is tracked using the age of the vehicle. For facilities, this is tracked by condition rating using the Federal Transit Administration's transit economic requirements model (TERM) scale. From this data, PennDOT BPT updates performance targets for both the statewide inventory of Tier II agencies and for each individual agency in the plan based on two primary elements: the prior year's performance and anticipated/obligated funding levels. PennDOT BPT then reports this information to FTA and shares it with participating transit agencies who communicate the information with their MPO/RPO, along with investment information on priority capital projects anticipated for the following year. Agencies that are Tier I or non-participating Tier II use similar CPT data to set independent TAM performance targets and report these directly to the MPOs/RPOs.

Transit agencies will be responsible for submitting projects consistent with the CPT for the development of the transit portion of the Program. PennDOT CPDM will update this project information in MPMS and share it with the MPOs/RPOs, BPT, and the transit agencies.

Air Quality Conformity

Transportation conformity is a process required by the [Clean Air Act \(CAA\) Section 176\(c\)](#), which establishes the framework for improving air quality to protect public health and the environment. The transportation conformity rule ([40 CFR Part 93](#)) provides the policy, criteria, and procedures for demonstrating conformity. The goal of transportation conformity is to ensure that FHWA/FTA funding and approvals are given to highway and transit activities that are consistent with air quality goals.

The CAA requires that regional LRTPs, TIPs and Federal projects conform to the purpose of the State Implementation Plan (SIP). Pennsylvania's SIP is a collection of regulations and documents used to reduce air pollution in areas that do not meet the National Ambient Air Quality Standards (NAAQS). Conformity to an SIP means that such activities will not cause or contribute to any new violations of the NAAQS, increase the frequency or severity of NAAQS violations, or delay timely attainment of the NAAQS or any required interim milestone.

Changes to the TIP or LRTP that involve non-exempt and regionally significant projects may or may not require the need for a conformity determination. As such, the interagency consultation process should be used to evaluate events that may trigger a new determination. Other administrative modifications affecting exempt projects, as defined in [23 CFR 450.104](#), do not require public review and comment, a demonstration of fiscal constraint, or a conformity determination.

Areas in maintenance or nonattainment of the current NAAQS for the criteria pollutants are required to demonstrate regional transportation air quality conformity. Per the February 16, 2018, D.C. Circuit decision in [South Coast Air Quality Management District v. EPA \(Case No. 15-1115\)](#), areas that were in maintenance for the revoked 1997 8-hour ozone but were designated in attainment for the 2008 ozone NAAQS must demonstrate transportation conformity without a regional emissions analysis, per [40 CFR 93.109\(c\)](#). A status table of the Pennsylvania areas requiring transportation conformity can be found in the [Transportation Conformity folder in SharePoint](#).

Note that the conformity analyses in the 1997 orphaned ozone areas must be updated every 4 years even though the LRTP is only required to be updated every 5 years. To address this and other timing issues, transportation conformity analyses should typically address both the TIP and LRTP, even if only one program is being updated.

Conformity analyses include all regionally significant transportation projects being advanced, whether the projects are to be funded under [23 USC Chapter 1](#), [23 USC Chapter 2](#), or [49 USC Chapter 53](#), as required in [23 CFR 450.326\(f\)](#). In addition, conformity analyses should also include regionally significant projects that do not use any federal funding. Regionally significant projects (as defined in [23 CFR 450.104](#)) are transportation projects on a facility which serves regional transportation needs and would normally be included in the modeling of the metropolitan area's transportation network. Examples of such projects include an expansion of roadway capacity or a major increase in public transit service.

Exempt projects, as defined by the federal conformity regulations ([40 CFR 93.126](#) and [40 CFR 93.127](#)), are project types that typically do not have a significant impact on air quality and are exempt from the requirement to determine conformity. The decision on project exemption and/or regional significance status must include an interagency consultation process with federal, state, and local transportation and air quality partners. The consultation process is outlined in each region's Conformity SIP. In specific, consultation should include PennDOT CPDM, FHWA PA Division, FTA Region 3, EPA Region III, DEP, PA Turnpike Commission, local air agencies (if applicable), and the regional MPO/RPO. A transportation

conformity determination includes the total emissions projected for the nonattainment or maintenance area, including all regionally significant TIP/LRTP projects. The total emissions must be less than the on-road mobile source emissions limits (“MVEB-Mobile Source Emission Budgets”, or “budgets”) established by the SIP to protect public health for the NAAQS. An emissions analysis is not required within the conformity determination for areas that are only nonattainment or maintenance for the 1997 ozone NAAQS.

The regional conformity requirement is separate and apart from any conformity requirements that apply to specific projects, typically as part of the [National Environmental Policy Act \(NEPA\) Review Process](#). PennDOT CPDM is responsible for partnering in this process by ensuring that the TIPs (and by extension the STIP) are in conformance. Project-level conformity analyses and screening will be conducted by PennDOT using [PennDOT’s Project-Level Air Quality Handbook \(PUB 321\)](#).

The completion of a regional TIP or LRTP conformity analysis during regular program update cycles includes the following key steps:

1. PennDOT CPDM will provide an air quality kick-off meeting / training session before each biennial TIP program cycle. The meeting will provide an overview of the conformity process and identify roles and responsibilities for each agency. Required meeting attendees include PennDOT CPDM, District, and MPO/RPO staff that cover regions in nonattainment or maintenance for the NAAQS. This includes areas that must address the 1997 ozone NAAQS.
2. PennDOT CPDM, PennDOT Districts, the Pennsylvania Turnpike Commission (PTC), and the MPOs/RPOs will coordinate on the identification of air quality significant projects to be included in the regional transportation conformity analyses using the PennDOT Project Review and Classification Guidelines for Regional Air Quality Conformity document as found in the [Transportation Conformity folder in SharePoint](#), including submitting the TIP200 Air Quality reports located in MPMS. PennDOT CPDM and the PennDOT Districts will be responsible for reviewing or developing clear project descriptions and providing regional significance and exempt project coding within [PennDOT’s Multimodal Project Management System \(MPMS\)](#) and ensuring the data is accurate in the TIP200 Air Quality Reports. Blank AQ fields either in the report or in the MPMS AQ screen could cause the project listing to be returned and MPMS relevant AQ data should be corrected. This should be a joint, coordinated effort with the regional MPO and/or RPO. PennDOT CPDM, PennDOT Districts, or MPO/RPO staff will coordinate with PTC to obtain a list of Turnpike projects that may require analysis. The PTC and Interstate (IM) projects should be distributed to the applicable MPOs/RPOs for inclusion in their regional programs.
3. The MPO/RPO assembles the final fiscally constrained TIP or LRTP project list and submits it to PennDOT CPDM.
4. Air quality significance determinations on specific projects must also include an interagency consultation process with federal, state, and local transportation and air quality partners. PennDOT’s Interagency Consultation Group (ICG) reviews the proposed highway and transit project lists from each MPO/RPO before air quality conformity determination work begins by the MPOs/RPOs and/or PennDOT. The consultation process relies on the project descriptions provided in MPMS. The project descriptions must accurately and completely reflect the project scope and schedule, so that a determination can be made whether the project is regionally significant. This includes facility names, project limits, location, if and how capacity (highway and transit) will be expanded as part of the funded improvements. The TIP update consultation process is conducted using [PennDOT’s Air Quality SharePoint Site](#), which is maintained by PennDOT CPDM. Conformity for LRTP updates is currently conducted electronically via email. Typically, a 2-week timeframe should be provided to the ICG for the review of air quality significant projects.
5. When applicable, PennDOT and the MPOs/RPOs conduct the conformity emission analyses using EPA’s approved emission model and available transportation data. If one is available, the MPO/RPO’s travel demand model is often the most effective tool to complete the conformity

analysis. PennDOT CPDM provides support to the MPOs/RPOs in preparing the latest planning assumptions and completing the conformity analyses.

6. PennDOT and the MPOs/RPOs complete a transportation conformity report that includes the results of the emissions modeling (if applicable) and a list of air quality significant projects. Note: emission modeling is not required for areas only in maintenance for the 1997 orphaned ozone NAAQS. The transportation conformity report should be uploaded to PennDOT's Air Quality SharePoint website and shared with the ICG for review and comment before the public comment period.
7. The MPOs/RPOs must provide their regional air quality conformity determination for public review, as specified in their public participation plans and detailed in the Conformity Rule and [FHWA's Conformity Guide](#). MPOs /RPOs that do not perform their own air quality conformity analysis should allow adequate time for completion of air quality conformity analysis by PennDOT's consultants, keeping in mind that the 30-day TIP public comment period, Board approval of the TIP, and final TIP submission to PennDOT CPDM needs to occur in accordance with the 2027 Transportation Program development schedule available in Appendix 1. PennDOT CPDM, FHWA, FTA and EPA verify the completion of air quality testing and analysis as part of the STIP/TIP review process.
8. The MPOs/RPOs must complete all steps of the transportation conformity and program approval process. These steps include (in order):
 - a. Review and brief applicable committees on the conformity report
 - b. Review and brief applicable committees on the TIP and/or LRTP
 - c. Review and brief applicable committees and Board on response to public comments
 - d. Board adoption and approval of the air quality conformity report which includes a summary of the public comment period and any responses to public comments, questions, or concerns.
 - e. Board adoption and approval of a formal air quality resolution. If requested, CPDM can assist in reviewing the air quality resolution.
 - f. Board adoption and approval of the TIP and/or LRTP
 - g. Board adoption and approval of the self-certification resolution
9. FHWA sends the conformity determination request to EPA. After EPA provides concurrence, FHWA/FTA formally issue the joint conformity determination approval. MPOs/RPOs in nonattainment or maintenance areas have their LRTP clocks reset with the FHWA/FTA conformity action. These areas should allow up to 3 months for the conformity approval process to be completed and successfully factor this into their plan adoption timeline in order to avoid the potential of a LRTP expiration.

Air Quality Conformity Procedures for TIP and LRTP Amendments

The detailed process for amending the TIP and LRTPs to meet air quality conformity requirements is outlined in the [Program Administration](#) section of this guidance. This section provides a comprehensive overview of the steps involved, from project identification to public comment, ensuring compliance with federal regulations, and air quality standards. The information is intended to guide project sponsors, MPOs/RPOs and other stakeholders through the TIP/LRTP amendment process, ensuring that all necessary procedures are followed to maintain air quality conformity and secure federal funding for transportation projects.

Statewide Programs

Interstate Management Program

The Interstate Management (IM) Program is a separate program developed and managed based on statewide needs. From a programming standpoint, the IM Program is fiscally constrained to an annual funding level that is provided as part of Financial Guidance. The IM Program planning and programming

responsibilities are handled by PennDOT CPDM, in coordination with other PennDOT Central Office Bureaus, the Districts and the MPOs/RPOs.

The Interstate Steering Committee (ISC) provides oversight and direction to ensure the significant needs of the statewide Interstate System are managed more efficiently. The ISC contains representation from PennDOT's CPDM, BOO, BDD, and Districts and works with FHWA and the MPOs/RPOs on the development and management of the Interstate Program. The ISC assists with project prioritization and re-evaluates projects during Program updates. The ISC meets to assist with the management of the IM Program.

As part of the IM Program update process, Districts present to the ISC to get a statewide perspective of the current state of the Interstate System in Pennsylvania. PennDOT District presentations to the ISC provide updates on conditions, challenges, best practices and needs in their respective areas. The presentations are provided virtually so PennDOT Central Office and Districts, the MPOs/RPOs, and FHWA staff can participate.

Initial programming consideration will be given to currently programmed Interstate projects without regular obligation/encumbrance or with AC obligation that need to be carried over from the current Program. Once the financial magnitude of the carry-over projects has been determined, an estimate can be made on the amount of program funds available for new IM projects, with consideration of current project schedules.

The carry-over projects and any new projects will be evaluated based on current field conditions from the Interstate rides and asset management criteria provided by BOO AM. Project prioritization and selection will be consistent with the Interstate Management Program Guidelines ([Chapter 13 of PUB 242](#)), the TAMP, and system management to the network LLCC. The IM Program project prioritization and selection process will be documented as part of the STIP submission.

Railway-Highway Crossings Program

The Railway-Highway Crossings Program, also referred to as the Section 130 (RRX) Program, is another program developed and managed based on statewide needs. From a programming standpoint, the RRX Program is fiscally constrained to an annual funding level provided by Financial Guidance. The RRX Program planning and programming responsibilities are handled by PennDOT CPDM, based on coordination with PennDOT District and Central Office Grade Crossing Unit engineers, District planning and programming staff, and the MPOs/RPOs.

Initial programming consideration will be given to currently programmed projects without regular obligation/encumbrance or with AC obligation that need to be carried over from the current Program. New projects will be identified by PennDOT Districts in coordination with the MPOs/RPOs. Projects will be prioritized and selected based on locations with the highest hazard rating from the [FRA Web Accident Prediction System](#) and locations with other local or railroad safety concerns, including increased train traffic, near-miss history, or antiquated warning devices. Consideration will also be given to the project development process and current project schedules when developing the RRX Program.

Selected projects will be added to regional MPO/RPO programs utilizing a Statewide Line Item from the Program to maintain fiscal constraint. The RRX Program project prioritization and selection process will be documented as part of the STIP submission.

Transportation Alternatives Set-Aside

The Transportation Alternatives Set-Aside of the Surface Transportation Block Grant Program (TA Set-Aside) provides funding for programs and projects defined as transportation alternatives, including on-

and off-road pedestrian and bicycle facilities, infrastructure projects for improving non-driver access to public transportation and enhanced mobility, community improvement activities, environmental mitigation, trails that serve a transportation purpose, and safe routes to school projects.

The IIJA further sub-allocated TA Set-Aside funding based upon population. Funds available for any area of the state, urban areas with populations of 50,000 to 200,000, 5,000 to 50,000, and areas with a population of 5,000 or less are centrally managed by PennDOT. PennDOT Central Office, with coordination and input from PennDOT Districts and the MPOs/RPOs, selects projects through a statewide competitive application process. Projects are evaluated using PennDOT's Core Principles, which are found in Design Manual 1. These Principles encourage transportation investments that are tailored to important local factors, including land use, financial concerns, and overall community context. Project deliverability, safety, and the ability to support PennDOT principles and enhance local or regional mobility are also considered during project evaluation. The planning and programming responsibilities for these TA Set-Aside funds are handled by PennDOT CPDM, and funding is fiscally constrained to an annual funding level by [Financial Guidance](#).

Selected projects are added to regional MPO/RPO programs utilizing a Statewide Line Item to maintain fiscal constraint. Projects selected under previous application rounds without regular obligation or with AC obligation will be carried over from the current Program. Additional information about the TA Set-Aside can be found on PennDOT's [TA Set-Aside Funding Site](#).

A separate regional allocation of funding is available for urbanized areas with populations over 200,000. These funds are available for MPOs to administer competitive application rounds to select eligible projects for inclusion on their regional TIPs. Funding is fiscally constrained based on annual funding amounts provided in [Financial Guidance](#). The MPOs/RPOs will coordinate with the PennDOT CPDM TA Set-Aside state coordinator prior to initiating a project selection round.

Spike Funding

[Financial Guidance](#) includes a set-aside of several flavors of highway funding reserved for the Pennsylvania Secretary of Transportation's discretion. The Secretary's "Spike" funding is fiscally constrained to an annual funding level provided by Financial Guidance. The Spike funding planning and programming responsibilities are handled by PennDOT CPDM, based on direction provided from the Secretary.

Historically, the Secretary of Transportation has selected projects to receive Spike funding to offset the impact of high-cost projects, implement special initiatives, or advance statewide priority projects. The Spike funding decisions typically continue previous Spike commitments, with any new project selections aligning with the Department's strategic direction and investment goals. Selected Spike projects are added to the regional MPO/RPO, Interstate Management Program, or Statewide Items Program, utilizing statewide line items from the Statewide Items Program to maintain fiscal constraint.

National Electric Vehicle Infrastructure Program

IIJA provided states with funding to help make electric vehicle (EV) charging more accessible to all Americans for local and long-distance trips through the [National Electric Vehicle Infrastructure \(NEVI\) Formula Program](#) and the [Discretionary Grant Program for Charging and Fueling Infrastructure](#). Pennsylvania's dedicated [NEVI Formula Funding Program](#) is managed centrally by PennDOT's Strategic Development and Implementation Office.

PennDOT collaborates with the MPOs/RPOs to assist in public outreach and engagement in supporting NEVI planning efforts. Program updates of NEVI are provided to MPOs/RPOs at PennDOT's Planning Partners calls and meetings, and NEVI-specific webinars.

The [Pennsylvania NEVI State Plan](#) is an evolving document updated annually. PennDOT's NEVI Plan Priorities include:

- Build out the current and future AFC network
- Ensure charging capacity and redundancy on the AFC network
- Expand charging to other non-interstate routes that may or may not be designated as AFCs and that may serve disadvantaged communities or as emergency routes
- Provide mobile charging or towing services to support emergency response to motorists
- Provide charging at key public destinations including those that can be accessed by underserved or disadvantaged populations.
- Provide charging at mobility hubs, which are typically located around transit stations and key neighborhood locations. Mobility hubs offer a density of travel options combined with public, commercial, or residential amenities.
- Provide charging infrastructure to support heavy and medium-duty freight movement including regional travel, rural deliveries, or emergency travel.

PROTECT Formula Program

The Promoting Resilient Operations for Transformative, Efficient and Cost-Saving Transportation (PROTECT) formula program was authorized to provide funds for infrastructure resilience improvement projects. PROTECT funding can be used for highway or transit projects that focus on the improvement and protection of infrastructure against natural hazards. PROTECT funding can be utilized on any public roadway.

Of the funding authorized for PROTECT, 2 percent must be utilized for eligible planning activities each fiscal year. In addition, no more than 40 percent of the funds can be used to construct new capacity and no more than 10 percent can be used for pre-construction activities.

The PROTECT program is highly technical program with limited funding. To ensure a successful implementation, funds will not be distributed through the traditional Financial Guidance process. Although PROTECT will technically be managed on a statewide basis, target investment ranges have been developed for each PennDOT District to ensure funds are distributed statewide to successfully leverage funding for regional priorities and needs. The target ranges were informed by FEMA Flood Zone maps and historic flooding and slide closure data archived in PennDOT's Road Conditions Reporting System (RCRS). The target funding ranges are summarized in the table on the next page:

PROTECT Target Funding Ranges by District (\$ Thousands)*

District	Minimum Funding Target	Maximum Funding Target
1	2,000	7,000
2	2,000	7,000
3	2,000	10,000
4	2,000	7,000
5	2,000	7,000
6	2,000	10,000
8	2,000	10,000
9	2,000	7,000
10	2,000	7,000
11	2,000	10,000
12	2,000	10,000

*Assumes steady funding levels. Reauthorization at higher or lower levels will necessitate adjustments to the investment range targets.

A call for projects, similar to the solicitation made in early 2025, will be made for Fiscal Year 2027 and 2028 funding in Fall 2025 to the Districts and MPOs and RPOs. Selected projects will be recommended and compiled into a spreadsheet with an associated eligibility form containing a project description, an eligibility assessment, deliverability details and the funding requests in time for inclusion in draft 2027 Transportation Improvement Programs. Funding may be conditioned upon the continuation of the PROTECT program or resilience eligibility beyond the IIJA authorization expiration.

A Work Group has been established to select eligible projects prioritized by the Districts in coordination with MPOs and RPOs that integrate both the target funding ranges by District and project ranking criteria. A scoring procedure and checklist drawing from information in the [project eligibility form](#) was developed to assist in the project selection process. The selection process also addresses other criteria related to pre-construction and planning limits. Project solicitation, ranking and selection will take place during the last quarter of odd-numbered years to ensure that projects can be incorporated into draft TIPs prior to public comment and adoption.

Performance-Based Planning and Programming

Transportation Performance Management

Transportation Performance Management (TPM) requirements are a key component of the project decision making process. TPM planning requirements were established by the MAP-21 Act and reaffirmed in the FAST Act and IIJA. Under these rules, PennDOT and its MPOs/RPOs are required to establish targets related to safety, bridge and pavement condition, air quality, freight movement, public transportation asset management and safety, and the performance of the National Highway System, and to use performance measures to track their progress toward meeting these targets. For more information on TPM, please see the [TPM SharePoint Folder](#).

Safety (PM1)

Safety is a primary focus of strategic investments for Pennsylvania's transportation network at the State and Federal level. Safety is one of seven themes from PennDOT's Strategic Plan, one of the four goal areas of PA On Track's strategic framework, and one of three strategies in Pennsylvania's Transportation Asset Management Plan (TAMP). Safety is the USDOT's top priority and identified as FHWA's number one objective in the [National Roadway Safety Strategy](#). Safety Performance Management is also part of FHWA's overall TPM program. The [Safety Performance Management Final Rule](#) establishes safety performance measure requirements for carrying out the Highway Safety Improvement Program (HSIP). For more information on Safety, please see the [Safety SharePoint Folder](#).

Pavement and Bridge Asset Management (PM2)

Preserving Pennsylvania's pavement and bridges is a critical part of the strategic investment strategy for Pennsylvania's transportation network at the State and Federal level. System preservation is another goal area of PA On Track's strategic framework. With limitations on available resources, the preservation of pavement and bridge assets using sound asset management practices is critical. Asset management is a key piece of FHWA's TPM program and is a vital force behind infrastructure performance. TPM is the approach to managing transportation system performance outcomes, while asset management is the application used to manage the infrastructure assets to the lowest life cycle cost. For more on Bridge and Pavement Asset Management please see the [TPM SharePoint Folder](#).

System Performance (PM3)

Pennsylvania's transportation system is critical to the efficient movement of people and goods. State and Federal initiatives are in place to maintain and improve system mobility. Personal and Freight Mobility is another goal area of PA On Track's strategic framework. Improving reliability and traffic flow are also part of FHWA's overall TPM program. [FHWA's System Performance/Freight/CMAQ Final Rule](#) established performance measure requirements for system performance, freight, and congestion, known as the PM3 measures.

The PM3 measures are used by PennDOT and the MPOs/RPOs to evaluate the system reliability of the Interstate and non-Interstate NHS to help carry out the National Highway Performance Program (NHPP), to assess goods movement on the Interstate NHS to help implement the National Highway Freight Program (NHFP), and to measure traffic congestion and on-road mobile source emissions on the NHS to help carry out the Congestion Mitigation and Air Quality (CMAQ) program. For more information on system performance, please see the [TPM SharePoint Folder](#).

Transit Asset Management Performance

The Transit Asset Management (TAM) Final Rule, established by the Federal Transit Administration (FTA), mandates transit agencies to develop a TAM plan and report on the condition of their assets to ensure they remain in a State of Good Repair (SGR). Under these rules, transit agencies must establish targets and use performance measures to track their progress toward meeting these targets. FTA measures performance within each asset category (Rolling Stock, Equipment, Facilities, and Infrastructure) at the asset class level.

PennDOT supports the development of a group plan for many of the smaller transit agencies in Pennsylvania and encourages communication between transit agencies and their respective MPOs/RPOs. Additionally, all transit agencies are required to utilize Pennsylvania's transit CPT and integrate it into their TAM process. The CPT is an asset management and capital planning application that serves as the central repository for all Pennsylvania transit asset and performance management activities.

Section 5307 Transit providers should provide safety target numbers and performance against those targets to their respective MPO as a part of their TIP submission.

Public Comment

As part of their regional TIP development, the MPOs/RPOs will ensure that their regional highway/bridge and transit TIPs provide the following information:

- For each project, sufficient detailed descriptive material to clarify the design concept and scope as well as the location of the improvement. The MPO/RPO and PennDOT District(s) must collaborate on the information for the public narrative.
- Projects or phases of projects assigned by year (e.g., FFY 2027, 2028, 2029, 2030) should be based upon the latest project schedules and consistent with [23 CFR 450.326\(g\)](#).
- Detailed project and project phase costs should be delineated between federal, state, and local shares. Each project and its associated phase costs should depict the amount to be obligated/encumbered for each funding category on a per year basis.
- Phase estimates and total costs should reflect YOE in the TIP period, per Financial Guidance.
- The estimated total project cost should be included, which may extend beyond the 4 years of the TIP into the TYP/LRTP.
- There should be identification of the agency or agencies responsible for implementing the project or phase (i.e., the specific Transit agency, PennDOT District(s), MPO/RPO, local government, or private partner). Each MPO/RPO will work with all project administrators to provide any additional information that needs to be included with each project to be listed in their regional Program.

- FHWA recommends that the MPMS TIP 200 “FHWA Narrative” report be used for ICG review and for the public comment periods, since this report provides the above requested information in an easily accessible format for the public to view.

PennDOT CPDM will provide the information above for Statewide-managed programs for the STIP. The MPO/RPO TIPs, including the MPO/RPO portions of the IM TIP, must be made available for public comment for a minimum of 30 days and in accordance with the procedures outlined in the MPO/RPO PPPs. A formal public comment period for the regional TIPs must be established to gather all comments and concerns on the TIPs and related documents. A separate STIP 15-day public comment period will also be held after the regional TIP public comment periods have been completed. PennDOT (CPDM and Districts) and the MPOs/RPOs shall make STIP/TIP information (such as technical information and meeting notices) available in electronically accessible formats and means, such as websites and mobile devices.

Joint outreach efforts can result in a more effective program overall and more efficient use of labor across all MPOs/RPOs. Straightforward and comprehensive access to all public documentation (including the draft and final STIP, TIP and TYP project listings) should be made available to all members of the public, including those individuals with Limited English Proficiency (LEP). As part of their public outreach, MPOs/RPOs should take advantage of available resources, including translation services, social media tools, other online resources, and local community organizations.

The 2027 Transportation Program guidance documents will be available at talkpatransportation.com for program development use by the MPOs/RPOs and other interested parties. PennDOT and MPO/RPO websites shall be used to keep the public informed, giving them access to the available data used in the Program update, informing them how they can get involved in the TIP update process, giving notice regarding public participation activities, and offering the opportunity for review and comment at key TIP development decision points. To provide a central location for regional public comment opportunities, PennDOT CPDM will post the regional public comment periods and links to the MPO/RPO websites on the talkpatransportation.com website. The MPOs/RPOs must post the applicable TIP documents on their regional websites for public review and comment. The table located in the [TIP Submission](#) section below outlines the required documents that must be included for public comment.

After the public comment periods have ended, the PennDOT Districts will partner with the MPOs/RPOs to develop responses to the public comments. These responses will be documented as part of the regional TIP submissions that are sent to PennDOT CPDM.

TIP Submission

MPOs/RPOs, PennDOT Districts, and CPDM will coordinate in the development of draft lists of projects. PennDOT Districts and CPDM are required to attach draft lists of projects in MPMS as noted on the 2027 Transportation Program development schedule available in Appendix 1. In addition to the project list being attached in MPMS, the MPOs/RPOs should submit a draft version of available TIP development documentation to CPDM which will then share with FHWA, FTA, BPT, and BOMO. This documentation should include the project selection process, a description of the anticipated effect of the TIP toward achieving the performance targets, the individual roles and responsibilities of the MPOs/RPOs, PennDOT Districts and Central Office, and a timeline. This will allow for early coordination with PennDOT Districts, CPDM, FHWA, and FTA for review and feedback prior to the draft TIP public comment period.

Following the draft TIP public comment period and the individual TIPs are approved by the MPOs/RPOs, they must be formally submitted to PennDOT CPDM. The formal submission should include a cover letter and all required documentation, along with the completed TIP Checklist in Appendix 3. The TIP Checklist

will be verified by PennDOT CPDM, FHWA and FTA upon review of the TIP Submission package. The MPO/RPO TIP Submission requirements are summarized below:

TIP Submissions Must Include the Following:		Include for Public Review and Comment
1	Cover Letter	
2	TIP Development/Project Selection Process Documentation	✓
3	TIP Development Timeline	✓
4	TPM (PM1, PM2, and PM3) Narrative Documentation	✓
5	HSIP SharePoint Application Submission Confirmation	
6	Transit Performance Measures Narrative Documentation	✓
7	Highway and Bridge TIP Listing with public narrative	✓
8	Public Transportation TIP Listing with public narrative	✓
9	Interstate TIP Listing with public narrative (regional portion)	✓
10	TIP Financial Constraint Chart	✓
11	Public Transportation Financial Capacity Analysis (MPO Only)	
12	Air Quality Conformity Determination Report (if applicable)	✓
13	Air Quality Resolution (if applicable)	
14	Public Comment Period Advertisement	✓
15	Documented Public Comments received (if applicable)	
16	Title VI Policy Statement	✓
17	Memorandum of Understanding TIP Revision Procedures	✓
18	Self-Certification Resolution	
19	List of major projects from the previous TIP that were implemented	
20	List of major regional projects from the previous TIP that were delayed	
21	TIP Checklist	

An electronic version of the regional TIP Submission must be provided to PennDOT CPDM, according to the 2027 Transportation Program development schedule in Appendix 1. The electronic version of the TIP Submission, including the TIP Checklist, should be submitted through [SharePoint](#). PennDOT CPDM will verify that the items on the TIP Checklist have been completed and that all required documents have been included along with each TIP submission.

PennDOT CPDM will combine the individual TIPs to create the STIP. The STIP, which is included as the first four years of the TYP, will be submitted by PennDOT CPDM to the STC for their approval at their August 2026 meeting. After STC approval, PennDOT will submit the STIP on behalf of the Governor to FHWA/FTA for their 45-day review period. FHWA/FTA will issue their approval of the STIP, which is contained in the Planning Finding document, by the end of the 45-day period, which should occur before the start of the new 2027 FFY on October 1, 2026.

Program Administration

After adoption, the 2027 Transportation Program must continue to be modifiable based on necessary program changes. Adjustments to the 2027 Program are enacted through procedures for STIP/TIP Modification at both the State and MPO/RPO levels. The Statewide Memorandum of Understanding (MOU), which outlines the procedures for 2027 STIP modifications, is jointly developed by PennDOT, FHWA and FTA. The Statewide MOU sets the overarching principles agreed to between PennDOT and FHWA/FTA for STIP/TIP administration. Individual MOUs are then developed and adopted by the MPOs/RPOs, utilizing the Statewide MOU as a reference. The regional MOUs cannot be less restrictive

than the Statewide MOU. The new procedures for TIP revision/modification must be part of the public comment period on the draft 2027 Program.

The modification procedures that were approved for the 2025 Program will be used as a starting point for the development of procedures for the 2027 Program. These procedures are required to permit the movement of projects or phases of projects within the STIP/TIP while maintaining year-by-year fiscal constraint. This process helps to ensure that the MPO/RPO TIPs and the STIP are consistent with the TYP and regional LRTPs, and vice versa.

Changes to the TIPs and the delivery of completed projects are monitored by PennDOT CPDM, PennDOT Districts and the MPOs/RPOs and are the subject of various program status reports. PennDOT CPDM will track the progress of the highway Program and project implementation and share the findings with the MPOs/RPOs. PennDOT CPDM will send the MPOs/RPOs quarterly progress reports that detail current project obligations that have occurred in the current FFY.

In accordance with [23 CFR 450.334](#), all Pennsylvania MPOs/RPOs, transit agencies, and PennDOT will cooperatively develop an Annual Listing of Obligated Projects for which Federal funds have been obligated in the previous FFY. The listing must include all Federally funded projects authorized or revised to increase or decrease obligations in the preceding program year and, at a minimum, include the following for each project:

- The amount of funds requested on the TIP
- Federal funding that was obligated during the preceding year
- Federal funding remaining and available for subsequent years
- Sufficient description to identify the project or phase
- Identification of the agencies responsible for carrying out the project or phase

PennDOT CPDM will continue to work with the MPOs/RPOs and transit agencies to assist in developing the regional obligation reports. The listing of projects must be published on respective MPO/RPO websites annually by December 29 (within 90 calendar days of the end of the previous FFY), in accordance with their public participation criteria for the TIP. CPDM Funds Management will provide an annual listing of Highway/Bridge obligations and PennDOT administered executed transit grants. MPOs/RPOs should work with their respective transit agencies to acquire a list of any additional executed grants in which the agencies were the direct recipient of Federal Transit funding.

Air Quality Conformity for TIP and LRTP Amendments

The process for Air Quality Conformity related to TIP and LRTP amendments is similar to the biennial TIP procedures provided early in this guidance with several modifications to streamline the process. Key steps in this process are summarized below:

1. Project Identification and Regional Significance Determination

TIP Amendments

- The MPO and PennDOT District identify projects for inclusion in a TIP amendment and coordinates with CPDM to determine if the projects are exempt under 40 CFR 93.126, 93.127, or satisfies 93.128. Projects under 93.128 (e.g., traffic signal synchronization) may proceed without a new conformity determination but must be marked as air quality "Significant" in MPMS and included in the next conformity round.
- CPDM coordinates with the Interagency Consultation Group (ICG) on project determinations when projects are not clearly exempt or significant, or if FHWA recommends further coordination.

L RTP Updates or Amendments

- The MPO/RPO assembles a fiscally constrained LRTP project list and, with CPDM support, evaluates which projects are regionally significant.
 - Typically, this will include coordination with CPDM in producing an MPMS report of PennDOT's TYP (12-year program) for the highway/bridge, interstate and transit programs.
 - For projects beyond the TYP, the MPO/RPO will assemble a project list summarizing the LRTP financial-constrained projects through the plan's horizon year. This list can be prepared in any format deemed appropriate by the MPO/RPO. The list should at a minimum include the project name, description, and funding amounts. The description should be sufficient for evaluating whether projects are regionally significant.
2. Conformity Schedule Coordination
 - The MPO/RPO and CPDM coordinate on the conformity schedule. This is aligned with the TIP amendment or LRTP update cycle timeline as appropriate.
 3. Conformity Analysis and Report Preparation
 - CPDM assists the MPO/RPO in completing the conformity determination report and conducting emissions analyses (if needed). Emissions analysis (including travel modeling) typically requires at least 4 weeks. The reports for areas not requiring emissions analysis can usually be completed in 1–2 weeks.
 4. Interagency Consultation
 - Upon completion, CPDM shares the draft conformity report and project list with the ICG for a 2-week review period via email. This review should ideally occur before the public comment period to allow time for addressing any issues.
 5. Public Involvement
 - The MPO/RPO conducts a public comment period for the conformity report following the MPO's public participation plan. Typically TIP and LRTP conformity reports are coordinated with other associated TIP/LRTP public outreach efforts.
 6. Final Approval
 - The approval process follows a similar process to the biennial TIP.

Other Planning Information

Limited English Proficiency

Providing translated Limited English Proficiency (LEP) taglines to the TIP, LRTP and related public participation documents, as well as associated translation services, is an effective way to ensure access for public comment. For translated language taglines, as well as more information on LEP, please visit the [LEP SharePoint Folder](#).

Title VI

As a recipient of federal funding, MPOs and RPOs must follow Title VI. Please see [PennDOT's Title VI Webpage](#) as well as the [Title VI SharePoint Folder](#).

Americans with Disabilities Act (ADA)

The Americans with Disabilities Act (ADA) prohibit discrimination against individuals with disabilities in various areas of public life including transportation. MPOs/RPOs are required to follow ADA regulations. Please visit the [ADA SharePoint Folder](#) for all requirements and more information.

Tribal Coordination

Although there are no areas in Pennsylvania currently under the jurisdiction of Tribal governments, PennDOT recognizes the importance of tribal consultation and considers federally recognized Tribes and Nations to be interested parties. Therefore, PennDOT and MPOs/RPOs shall consult with federally recognized Tribes and Nations that have regions of interests in Pennsylvania to provide opportunities for review and comment on key planning documents, such as the TIP, TYP, LRTP, and PPP. To view the required elements as well as more information visit the [Tribal Coordination SharePoint Folder](#).

Self-Certification

All Pennsylvania's MPOs are required by [23 CFR 450.336\(a\)](#) to complete self-certification resolutions concurrent with their TIP submissions, which state that the metropolitan transportation planning process is being carried out in accordance with all applicable requirements. These self-certification resolutions are part of the TIP submission documentation sent to PennDOT CPDM. The regulatory requirements and citations to include in the Self-Certification resolution can be found at [23 CFR 450.336](#). Please see the [Self-Certification SharePoint Folder](#) for detailed requirements as well as an example of a Self-Certification resolution. At this time RPO self-certification is encouraged but optional.

PennDOT Connects

PennDOT Connects identifies community input and contextual concerns early in project planning through a collaborative process. For detailed guidance please visit the [PennDOT Connects SharePoint Folder](#).

Long Range Transportation Plans

Pennsylvania's Long Range Transportation Plan (LRTP) sets goals for Pennsylvania/PennDOT that include system safety, mobility, equity, resilience, performance, and resources. Pennsylvania MPOs and RPOs are required to have their own regional LRTPs that must be updated every 4 or 5 years according to 23 CFR 450.324(c). Please visit the [LRTP SharePoint Folder](#) for detailed requirements for LRTPs and Freight Movement Plans.

Transportation Systems Management and Operations (TSMO)

The mission of [PennDOT's TSMO Program](#) is to move people and goods from Point A to Point B, as efficiently, safely, and reliably as possible. TSMO is a way to address the reliability, mobility, and congestion of roadways by using emerging and innovative operational strategies instead of building extra capacity. Please visit the [TSMO SharePoint Folder](#) for additional information regarding TSMO planning requirements.

National Highway Freight Program

The National Highway Freight Program (NFP) was authorized under the FAST Act and continued under IIJA to improve the efficient movement of freight on the National Highway Freight Network (NHFN) and support several important goals. Please see the [Freight SharePoint Folder](#) for more details.

Carbon Reduction Program

IIJA established the Carbon Reduction Program (CRP), which provides funds for projects designed to reduce carbon dioxide (CO₂) emissions from transportation sources. Please see the [CRP SharePoint Folder](#) for detailed guidance on CRP.

Congestion Mitigation and Air Quality Program

The purpose of the Congestion Mitigation and Air Quality Program) CMAQ program is to give priority to cost-effective transportation projects or programs that will contribute to attainment or maintenance of the National Ambient Air Quality Standards (NAAQS) for the ozone, carbon monoxide (CO), and particulate matter (PM_{2.5/10}) criteria pollutants. Financial Guidance directs CMAQ funding only to those areas designated as in maintenance or nonattainment of the current NAAQS. Previous “insufficient data” and “orphan maintenance” (as currently defined for the 1997 ozone NAAQS maintenance areas) counties no longer receive CMAQ funding. MPOs/RPOs are required to have a CMAQ project selection process. PennDOT has developed tools and resources to guide project selection, if needed. Please see the [CMAQ SharePoint Folder](#) for detailed information on the CMAQ program.

Congestion Management Process

A region’s Congestion Management Process (CMP) helps to identify corridor-based strategies to mitigate traffic congestion reflected in the Peak Hour Excessive Delay (PHED) and percentage of non-single occupant vehicle (SOV) performance measures. Projects that help to reduce congestion will also help to improve air quality. MPOs that are transportation management areas (TMAs) are required to have a CMP. Please see the [CMP SharePoint Folder](#) and 23 CFR 450.322 for detailed information on CMP requirements.

Local Bridges

While the condition of locally owned bridges over 20 feet has improved in recent years, the majority of the bridges still remain in fair or poor condition. While municipal funds for bridge improvement are limited, various federal and state fund categories are available (i.e. STP, STU, BRIP, BOF, 183) for locally owned bridges, depending on eligibility requirements. Approximately 4% of the funding on the 2025 STIP was programmed on locally owned bridges. Each MPO and RPO are highly encouraged to surpass that amount in programming for locally owned bridges on their 2027 Programs.

Community Demographics Analysis

Each region is encouraged to evaluate the potential impacts of programs on communities. The analysis should consider all projects located in the region, whether funded on the MPO or RPO TIP, or on the Interstate or Statewide Items TIPs. Relevant details regarding this analysis are forthcoming.

Useful Links

- [Financial Guidance](#)
- [Air Quality/ICG Review](#)
- [CRP – CMAQ – Congestion Management Process](#)
- [Multimodal Project Management System \(MPMS\)](#)
- [PennDOT Connects and LRTPs](#)
- [Safety](#)
- [Self-Certification](#)
- [talkpatransportation.com](#)
- [Title VI – ADA – LEP](#)
- [TMSO and Freight](#)
- [TPM Resource Toolbox](#)
- [Transportation Conformity](#)
- [Transportation Performance Management](#)
- [Tribal Coordination](#)

2027 Program Development Schedule

CY 2025 Activity	Jan-25	Feb-25	Mar-25	Apr-25	May-25	Jun-25	Jul-25	Aug-25	Sep-25	Oct-25	Nov-25	Dec-25
STC releases Transportation Performance Report		2/26										
STC-TYP public comment period			3/4	4/30								
STC online public forum				4/10								
General/Procedural Guidance Work Group Meetings												
Financial Guidance Work Group Meetings												
Spring/Summer Planning Partners Call					5/21							
Final Program Update Guidance documents released												
Statewide STIP MOU development/finalization												
Draft Interstate carryover projects released												
Districts, MPOs/RPOs and Central Office hold initial program update coordination meetings												
2027 TYP Public Outreach Feedback Provided to STC, MPOs/RPOs and PennDOT to consider for TIP/TYP												
BOO Asset Management provides PAMS/BAMS outputs by request for the 2027 Program Update												
Districts, MPOs/RPOs and Central Office meet to coordinate on carryover & candidate projects												
Project updates are made in MPMS												
Interstate Steering Committee Presentations												
Community Demographic Analysis conditions data (pavement, bridge, safety and transit, if available) made available to MPOs/RPOs												
Spike decisions released												
Fall Planning Partners Meeting									9/30-10/2	9/30-10/2		
Draft Interstate and Statewide Projects announced												
Community Demographic Analysis is conducted by MPOs/RPOs (optional)												
PennDOT completes attaching draft TIP/TYP in MPMS												12/31
MPOs/RPOs submit available Draft TIP documentation to CPDM and FHWA/FTA for review												12/31
Final Draft Interstate and Statewide Projects Distributed												

2027 Program Development Schedule (Continued)

CY 2026 Activity	Jan-26	Feb-26	Mar-26	Apr-26	May-26	Jun-26	Jul-26	Aug-26	Sep-26	Oct-26	Nov-26	Dec-26
Community Demographic Analysis is conducted by MPOs/RPOs (optional)												
PennDOT CPDM completes initial review of the preliminary draft TIPs												
MPOs, RPOs, and PennDOT reach agreement on their respective portions of the program												
PennDOT CPDM to hold draft program review discussions												
Interagency air quality consultation												
Central Office notifies FHWA Draft TIPs are ready for eligibility review												
MPOs, RPOs and PennDOT conduct air quality conformity analysis												
STIP Executive Summary Development												
TIP Public Comment Periods												
STIP Public Comment Period (15 day)												
CPDM to review STIP public comments												
MPOs/RPOs adopt regional TIPs												
MPOs/RPOs submit regional TIPs to PennDOT CPDM							7/15					
PennDOT CPDM reviews TIP submissions for STIP submittal												
STC approves TYP												
PennDOT submits STIP to FHWA/FTA on behalf of Governor												
FHWA/FTA reviews and approves air quality conformity documents and STIP												
2027 Program Begins										10/1		

Planning Partner: _____

[\[Click Here to View Pop-Up Directions\]](#)

Transportation Management Area:

☐ Yes ☐ No

		MPO/RPO to Provide Response Others Check to Indicate Response Verified			
	Information Items Green highlighted items require documentation to be submitted.	Response	CPDM	FHWA	FTA
1. Cover Letter:	Cover Letter which documents organization and date of TIP adoption	Yes / No	☐	☐	☐
	Date TIP adopted by Planning Partner:	Meeting Date	☐	☐	☐
2. TIP Development:	TIP Development/Project Selection Process Documentation	Yes / No	☐	☐	☐
	MPO/RPO Specific TIP Development Timeline	Yes / No	☐	☐	☐
	Does the documentation explain the project selection process, roles, responsibilities and/or project evaluation criteria procedures?	Yes / No	☐	☐	☐
3. Performance Based Planning and Programming (TPM Narrative Template):	PM1 Narrative Documentation (includes established targets and analysis of progress towards targets)	Yes / No	☐	☐	☐
	HSIP SharePoint Application Submission Confirmation	Yes / No	☐	☐	☐
	PM2 Narrative Documentation (includes established targets and analysis of progress towards targets)	Yes / No	☐	☐	☐
	PM3 Narrative Documentation (includes established targets and analysis of progress towards targets)	Yes / No	☐	☐	☐
	Transit Performance Measures Documentation	Yes/No/NA	☐	☐	☐
	TAMP narrative documentation demonstrates consistency with the TYP/TIP	Yes / No	☐	☐	☐
4. Highway-Bridge Program Projects:	Highway and Bridge Listing with public narrative	Yes / No	☐	☐	☐
5. Public Transportation Program:	Public Transportation Listing with public narrative	Yes / No	☐	☐	☐
6. Interstate & Statewide Program Projects:	Regional Portion of Interstate TIP Listing with public narrative	Yes/No/NA	☐	☐	☐
	Regional Portion of Statewide TIP Listing (Spike, TAP, RRX, HSIP, PROTECT other)	Yes/No/NA	☐	☐	☐
7. Financial Constraint:	Complete the tables in the Financial Constraint tab.	Yes / No	☐	☐	☐
	Is the TIP financially constrained, by year and by allocations?	Yes / No	☐	☐	☐
	Were the TIP projects screened against the federal/state funding program eligibility requirements?	Yes / No	☐	☐	☐
	Are estimated total costs to complete projects that extend beyond the TIP years shown in the TYP and LRTP?	Yes / No	☐	☐	☐

Planning Partner: _____

[\[Click Here to View Pop-Up Directions\]](#)

Transportation Management Area:

☐ Yes ☐ No

		MPO/RPO to Provide Response Others Check to Indicate Response Verified			
Information Items Green highlighted items require documentation to be submitted.		Response	CPDM	FHWA	FTA
8. Public Transportation:	Public Transportation Financial Capacity Analysis (MPO Only)	Yes/No/NA	☐	☐	☐
	Documentation of Transit Asset Management (TAM) Plan	Yes / No	☐	☐	☐
9. Air Quality:	Air Quality Conformity Determination Report	Yes/No/NA	☐	☐	☐
	Air Quality Resolution	Yes/No/NA	☐	☐	☐
	Is the area in an AQ non-attainment or maintenance area?	Yes/No/NA	☐	☐	☐
	Have all projects been screened through an interagency consultation process?	Yes/No/NA	☐	☐	☐
	Most recent air quality conformity determination date:	Date/NA	☐	☐	☐
	Do projects contain sufficient detail for air quality analysis?	Yes/No/NA	☐	☐	☐
10. Public Participation Documentation:	Public Comment Period Advertisement	Yes / No	☐	☐	☐
	Public comment period:	Date Range	☐	☐	☐
	Public meeting(s)-Date/Time/Location:	Date/Time/Location	☐	☐	☐
	Public meeting notices contain contact information about ADA Accommodations?	Yes / No	☐	☐	☐
	Were LEP taglines included with TIP public comment documents?	Yes / No	☐	☐	☐
	Has Tribal Consultation/Outreach occurred?	Yes / No	☐	☐	☐
	STIP/TIP public involvement outreach activities consistent with Public Participation Plan?	Yes / No	☐	☐	☐
	Were any public comments (written or verbal) received?	Yes / No	☐	☐	☐
	Documentation of Public Comments received	Yes/No/NA	☐	☐	☐
Were public comments addressed?	Yes/No/NA	☐	☐	☐	
11. Title VI:	Has the MPO included information regarding Title VI and its applicability to the TIP, including the protections against discrimination and the availability of the TIP document in alternative formats upon request?	Yes / No	☐	☐	☐

Planning Partner: _____

[\[Click Here to View Pop-Up Directions\]](#)

Transportation Management Area: _____

☐ Yes ☐ No

		MPO/RPO to Provide Response Others Check to Indicate Response Verified			
	Information Items Green highlighted items require documentation to be submitted.	Response	CPDM	FHWA	FTA
12. TIP Revision Procedures (MOU):	MPO/RPO TIP Modification Procedures (MOU)	Yes / No	☐	☐	☐
13. MPO Self-Certification Resolution:	Self-Certification Resolution (RPO Optional)	Yes/No/NA	☐	☐	☐
	For the Non-TMAs, does the self certification contain documentation to indicate compliance?	Yes/No/NA	☐	☐	☐
14. Other Requirements:	List of regionally important projects from the previous TIP that were implemented, and projects impacted by significant delays.	Yes / No	☐	☐	☐
	Does the TIP contain amounts of state & local revenue sources beyond financial guidance?	Yes / No	☐	☐	☐
15. PennDOT Connects:	Municipal outreach/PIF forms initiated for all TIP projects?	Yes / No	☐		
16. Long Range Transportation Plan:	Is the TIP consistent with the LRTP?	Yes / No	☐	☐	☐
	LRTP air quality conformity determination date:	Date/NA	☐	☐	☐
	LRTP end year:	Date	☐	☐	☐
	Anticipated MPO/RPO LRTP adoption date:	Date	☐	☐	☐
17. Completed/Reviewed by:	MPO/RPO:	Date:			
	PennDOT CPDM:	Date:			
	FHWA:	Date:			
	FTA:	Date:			
18. Comments:	Note any noteworthy practices, issues or improvements that should be addressed by the next TIP update, or any other comments/questions here:				

Financial Constraint Tables

Compare the amount of funds programmed in each year of the TIP against Financial Guidance (FG) allocation, and explain any differences.

	FFY 2027		FFY 2028		FFY 2029		FFY 2030		Comments
Fund Type	Financial Guidance	Programmed	Financial Guidance	Programmed	Financial Guidance	Programmed	Financial Guidance	Programmed	
NHPP									
STP									
State Highway (581)									
State Bridge (185/183)									
BOF									
HSIP									
CMAQ									
TAU									
STU									
CRP/CRPU									
BRIP									
Total	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	

Identify the **TOTAL** amount and **TYPES** of additional funds programmed above FG allocations (e.g. Spike funds, Earmarks, Local, TASA, PROTECT) by year:

Additional Funding Type	FFY 2027	FFY 2028	FFY 2029	FFY 2030	Comments
Total	\$0	\$0	\$0	\$0	