Unified Planning Work Program (UPWP) Guidance for Metropolitan Planning Organizations and Regional Transportation Planning Organizations

State of Washington

State Fiscal Year (SFY) 2020
July 1, 2019 – June 30, 2020

December 2018

Prepared jointly by the WSDOT Multimodal Planning Division, WSDOT Public Transportation Division, the Federal Highway Administration and the Federal Transit Administration
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1. Purpose of the Guidance

This Unified Planning Work Program (UPWP) Guidance is intended to assist the Metropolitan Planning Organizations (MPOs) in developing work programs that meet federal statutes and regulations, and to assist Regional Transportation Planning Organizations (RTPOs) in developing work programs that meet state statutes and regulations. This guidance is not intended to be a comprehensive summary of all federal and state requirements.

The guidance shares federal and state emphasis areas. The emphasis areas may include long-standing tasks in regulation that need attention, MAP-21/FAST Act tasks still in process, as well as federal and state initiatives.

The guidance serves as a resource to assist MPOs and RTPOs, to:

- Meet federal UPWP requirements in 23 CFR 450.308 and 23 CFR 420.111; 49 USC § 5303, 49 USC § 5305 and FTA Circular 8100.1C
- Meet state UPWP requirements in RCW 47.80 and WAC 468.86.
- Provide WSDOT sufficient detail to determine eligibility of work tasks, programs and activities, and allow the state to recommend approval to Federal Highway Administration (FHWA) and Federal Transit Administration (FTA).

We encourage MPO and RTPO leadership and staff to read the state and federal statutes and regulations listed above regarding the MPO and RTPO planning process. Formal adoption of the SFY 2020 UPWP by your respective board should not occur until federal and state partners have completed the UPWP coordination visit with your MPO/RTPO.

2. Federal Requirements

Each organization may continue to develop the UPWP in a way that best suits its needs while addressing required components. For MPOs, the CFRs provide specific direction on the level of detail required for each work task.

2.1 Required Details of the UPWP

Each MPO, in cooperation with WSDOT and the public transportation operator(s), is required to develop a UPWP that includes a discussion of the planning priorities within the Metropolitan Planning Area. The UPWP shall identify:

- Work proposed for the next one or two-year period by major activity and task, including activities that address the planning factors in 23 CFR 450.306.
- Descriptions of work in sufficient detail to indicate per 23 CFR 450.308 and 23 CFR 420.111:
  - Who will perform the work (e.g., MPO, State, public transportation operator, local government, or consultant)
• The schedule for completing the work
• The resulting products
• The proposed funding
• A summary of the total amounts and sources of federal and matching funds (this includes federal funds from sources other than Title 23 U.S.C. and/or Title 49 U.S.C.
• Unfunded tasks

2.2 Annual Performance and Expenditure Report (Annual Report)
The annual report should summarize progress made on approved UPWP tasks, programs, and planning activities. The monthly invoice detail provides useful information when developing the annual report.

WSDOT is required by 23 CFR 420.117 to submit MPO annual performance and expenditure reports to FHWA and FTA, including a report from each MPO, which contain at a minimum:

• Comparison of actual performance with established goals
• Progress in meeting schedules
• Status of Expenditures in a format compatible with the work program, including a comparison of budgeted amounts and actual expenditures
• Cost overruns or underruns
• Approved work program revisions
• Other pertinent supporting data

Annual performance and expenditure reports are due to WSDOT by September 30, 2019 for all Washington MPOs. This is 90 days after the end of the SFY 2019 reporting period. The Lewis-Clark Valley MPO’s annual performance and expenditure report is due by December 30, 2019.

3. Federal Requirements – Metropolitan Planning Organizations (MPOs)

3.1 Essential Programs and Activities
FHWA and FTA expect the UPWP to identify essential programs and planning activities that are cross-referenced to the list of work tasks/activities in the UPWP. Please use the details listed in section 2.1 when describing each task/activity in your UPWP.

Examples of essential tasks/activities include, but are not limited to work associated with the following:

• Program Administration
• Unified Planning Work Program
• Annual Performance and Expenditure Report
• MPO Self-Certification
• Public and Stakeholder Participation and Education
• Tribal Consultation
• Data Acquisition, Analysis, and Reporting
• Transportation Performance Management
• Metropolitan Transportation Plan
• Transportation Improvement Program
• Air Quality Conformity (PSRC, SRTC, TRPC, YVCOG)
• Congestion Management Process (BFCG, PSRC, RTC, SRTC)
• Intelligent Transportation Systems
• Planning Consultation and Services
• Special Studies and Plans
• Transportation Planning related to adjacent states and the international border
• Title VI Plan and Annual Report

3.2 Governance
MPOs should include any work related to reviewing and updating interlocal agreements and bylaws.

3.3 Joint WSDOT/MPO Self-Certification Process
All MPOs will use the short-form certification for calendar year (CY) 2019, which will be distributed to MPOs in September 2019. Please continue to ensure compliance with all federal and state regulations. If you have any questions pertaining to federal or state laws and regulations, please contact your WSDOT Regional Coordinator or FHWA/FTA, as appropriate.

3.4 Metropolitan Transportation Improvement Program (TIP)
If you have not already done so, MPOs should review and document their TIP project identification, prioritization, and selection procedures to ensure that project planning and programming for all four years of the TIP are consistent with federal regulations (23CFR450.326). TIP project identification, prioritization, and selection procedures are discussed at the UPWP review meeting (see agenda on p. 10).

3.5 Financial Planning and Fiscal Constraint
Federal regulations require Metropolitan Transportation Plans (MTPs), Transportation Improvement Programs (TIPs), and the Statewide Transportation Improvement Program (STIP) to be “fiscally constrained”. MTPs, TIPs, and the STIP demonstrate fiscal constraint by including sufficient financial information to confirm that projects in those documents can be implemented using committed or available revenue sources, with reasonable assurance that the federally supported transportation system is adequately operated and maintained. For the TIPs and the STIP, fiscal constraint applies to each program year. Fiscal constraint has been a key component of transportation planning and program development since the passage of the Intermodal Surface Transportation Efficiency Act (ISTEA) in 1991, enhancing the credibility and usefulness of planning products.
The requirement for fiscal constraint is met through the preparation of financial plans, the requirements for which are contained in the joint FTA/FHWA regulations for Statewide and Metropolitan Transportation Planning (23 CFR 450).

### 3.6 Metropolitan Transportation Planning Agreements

As required in 23 CFR 450.314, agreements between MPOs, public transportation operators, and the state must be reviewed and updated. If your MPO has not completed this task or will be updating this agreement, please include this activity and the associated work, in your SFY 2020 UPWP.

### 4. State Requirements – Regional Transportation Planning Organizations

#### 4.1 General

There are no changes to state law or regulations regarding RTPO duties.

#### 4.2 Regional Transportation Planning Organization (RTPO) Duties

RTPO duties are defined in RCW 47.80.023 and WAC 468-86 in state law and regulation. WSDOT encourages RTPOs to include the core requirements in the UPWP.

#### 4.3 RTPOs and Local Comprehensive Plans

“Efficient multimodal transportation systems based on regional priorities and coordinated with county and city comprehensive plans” is one of 13 statewide planning goals established in the Growth Management Act (GMA). The GMA establishes RTPOs as the venues for identifying regional priorities and coordinating planning at all jurisdictional levels with local comprehensive plans.

The regional transportation plans prepared by RTPOs play an important role in achieving consistency among state, county, city, and town plans and policies. State law requires regional transportation plans to be consistent with:

- Countywide planning policies adopted under GMA
- County, city, and town comprehensive plans
- State transportation plans

To achieve consistency, state law also requires RTPOs to certify that the transportation elements of local comprehensive plans:

- Reflect the guidelines and principles establish by the respective RTPO
- Are consistent with the adopted the respective regional transportation plan
- Conform to the requirements of RCW 36.70A.070
WSDOT prepared a list of **GMA requirements and resources** for statewide transportation planning that may help the local governments in your region understand and meet the requirements of **RCW 36.70A.070**. Additional guidance from preparing the transportation elements of local comprehensive plans are in **WAC 365-196-430**.

WSDOT encourages RTPOs to work as partners with local governments through all phases of comprehensive plan and countywide planning policy updates. The Washington State Department of Commerce also produces a useful **GMA Update Schedule Map**.

### 4.4 Coordinated Public Transportation – Human Services Transportation Plan (CPT-HSTP)

All human services programs funded through WSDOT’s Consolidated Grant Program that support transportation services for people with disabilities, older adults, and people with low incomes as well as transportation needs in rural communities have coordinated planning requirements. This coordinated planning, otherwise known as a Coordinated Public-Transit Human-Services Transportation Plan, i.e., coordinated plan, also satisfies funding requirements for the FTA Section 5310 program (49 U.S.C. Section 5310 and FTA Circular C. 9070.1G), whose funds are awarded as part of the Consolidated Grant Program. RTPOs may develop the coordinated plan when there is no MPO.

A coordinated plan identifies the transportation needs of individuals with disabilities, seniors, people with low incomes, and other special transportation needs populations; provides strategies for meeting those local needs; and prioritizes transportation services and projects for funding and implementation.

Essential components of the plan include:

- An assessment of available services that identifies current transportation providers (private, public, and nonprofit)
- An assessment of transportation needs of individuals with disabilities and seniors
- Strategies, activities, and/or projects to address the identified gaps between current services and needs, as well as opportunities to improve efficiencies in service delivery
- Priorities for implementation based on resources, time, and feasibility for implementing specific strategies and/or activities identified

WSDOT prepared a [coordinated plan template and a](#) deliverables checklist that may help the MPOs and RTPOs understand and meet the requirements for coordinated planning.

Coordinated plans must be updated every four years, while project lists should be updated every two years. The next update to the coordinated plan is due in 2022, while project lists must be updated in 2020. Efforts to sustain ongoing coordination between planning updates are highly recommended.

### 4.5 Transportation Demand Management and Commute Trip Reduction

Under Washington State’s Commute Trip Reduction (CTR) law (RCW 70.94.521), major employers within designated urban growth boundaries are required to implement a program
designed to reduce the number of drive alone vehicles commuting to worksite(s). These major employers work with one locally based agency (counties, cities, towns, or regional transportation planning organizations) to lead implementation of CTR programs, including development of a regional four-year CTR Plans to measure the decrease in Single Occupancy Vehicle (SOV) miles traveled. Affected RTPOs may be involved in these activities in several different roles:

- Develop regional CTR plan
- Provide technical support to local jurisdictions
- Certify Growth and Transportation Efficiency Centers (GTEC) for funding
- Monitor regional progress

4.6 Additional UPWP Work Tasks

WSDOT and its federal partners recognize that budget decisions make it increasingly challenging to address the mandatory work elements described in state and federal statutes. As part of WSDOT’s planning responsibilities, we engage in planning activities that invite MPOs and RTPOs as active partners. We encourage each organization to allocate a portion of its budget to continue working with WSDOT on the following activities to ensure plans and priorities are reflected in these statewide and corridor efforts.

- Involvement in WSDOT planning activities, including, but not limited to:
  - Corridor Studies
  - FAST Act / MAP-21 Target Setting / Reporting
  - Performance Framework
  - Practical Solutions
  - Plan Alignment Work Group
  - Statewide Modal Plans
  - Washington Transportation Plan

- Developing “action plans” with WSDOT for incorporation of into your M/RTP, if being updated in this timeframe.
- Analysis of FAST Act and MAP-21 final rules to understand potential impacts to planning practices.
- Ongoing coordinated human service transportation discussions.

4.7 Title VI and Reporting

MPOs submit annual Title VI reports by following their Title VI plan. MPOs and RTPOs that receive FTA funding must report their Title VI compliance following the guidance and requirements in FTA Circular 4702.1B.
5. Federal Emphasis Areas

5.1 MAP-21 and FAST Act Implementation

Transportation Performance Management (MAP-21 and the FAST Act)

Pertaining to all performance measures, state targets and MPO targets have now been adopted. Through the robust MAP-21 collaboration process established between WSDOT and the MPOs, all Washington MPOs chose to support the initial state targets, adopted in 2017-2018, for each performance measure.

WSDOT will continue to work with the MPOs in providing the necessary data and information regarding the FAST Act or final rules associated with MAP-21 target setting. Through the established MAP-21 collaboration process, WSDOT will continue to work with MPOs via the MAP-21 Framework Group, Technical Teams, and Working Group, as appropriate, to ensure that ongoing discussion occurs through the reporting process and tracking of targets in the upcoming years.

5.2 Models of Regional Planning Cooperation

Promote cooperation and coordination across MPO boundaries and across state boundaries where appropriate to ensure a regional approach to transportation planning.

This is particularly important where more than one MPO or state serves an urbanized area or adjacent urbanized area(s). This cooperation and coordination could occur through the development of joint planning products, and/or by other locally determined means.

Coordination across MPO and across state boundaries includes the coordination of transportation plans and programs, corridor studies, and projects across adjacent MPO and state boundaries. It also includes collaboration among state DOTs, MPOs, and operators of public transportation activities such as: data collections, data storage and analysis, analytical tools, and performance based planning.

5.3 Ladders of Opportunity

Access to essential services – as part of the transportation planning process, identify transportation connectivity gaps in access to essential services.

Essential services include housing, employment, health care, schools/education, and recreation. This emphasis area could include MPO and state identification of performance measures and analytical methods to measure the transportation system’s connectivity to essential services and the use of this information to identify gaps in transportation system connectivity that preclude access of the public, including traditionally underserved populations, to essential services. It could also involve the identification of solutions to address those gaps.
6. State and Federal Emphasis Areas

6.1 Tribal Consultation

MPOs and RTPOs are encouraged to coordinate and invite tribal governments to participate in the development of their regional transportation plans and programs. WSDOT encourages MPOs and RTPOs to use technology, such as webinars, conference calls, and video conferencing, to include tribal governments in policy board and technical advisory committee (TAC) meetings.

WSDOT maintains and values government-to-government relations with 35 Federally Recognized Tribes located in the State of Washington and bordering states of Idaho and Oregon. The 1989 Centennial Accord and the 1999 Millennium Agreement between nearly all of the State of Washington and the Federally Recognized Tribes establishes the framework and context for the government-to-government relationship. WSDOT is committed to consulting with Tribes on decisions that may affect tribal rights and interests and promotes and shares the process with MPOs and RTPOs in the state.

The WSDOT Centennial Accord Plan outlines how the agency establishes and maintains government-to-government relationships with tribal governments. The WSDOT Secretary’s Executive Order E 1025.01 on Tribal Consultation and the WSDOT Tribal Communication and Consultation Protocols for Statewide Policy Issues provide WSDOT employees with specific roles, responsibilities, and procedures for working with Tribes on projects. In addition, the USDOT Tribal Transportation Program Delivery Guide and the WSDOT Tribal Consultation Best Practices Guide for Metropolitan and Regional Planning Organizations in Washington State and the WSDOT Cultural Resources policies and procedures webpage are technical resources with guidelines for tribal governments, federal agencies, and state and local governments.

6.2 Interlocal Agreements

Interlocal agreements are the legal instrument used to establish MPOs and RTPOs. Interlocal agreements should be created or updated when:

- No interlocal agreement exists
- The interlocal agreement existed but cannot be located
- The interlocal agreement is scheduled to expire
- There is an organizational change within the MPO or its member organizations
- MPA boundary changes modify membership

Interlocal agreements are governed by the Washington State Interlocal Cooperation Act (RCW 39.34).

6.3 Statewide Planning Efforts / Action Plans for State Facilities

MPOs/RTPOs are encouraged to participate in statewide planning efforts, particularly the development of the statewide long-range transportation plan (WTP) and modal plans. WSDOT is also preparing to provide input pertaining to state transportation facilities for each M/RTP as
they are developed. This is expected to mirror PSRC’s “State Facilities Action Plan”, tailored for each unique planning area in the state.

Additionally, the Plan Alignment Work Group (PAWG) provides a forum for MPOs/RTPOs and WSDOT to collaborate and share information on each planning effort.

7. UPWP Development
7.1 UPWP Development Schedule

<table>
<thead>
<tr>
<th>Key Due Dates</th>
<th>Key Action Due</th>
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<tbody>
<tr>
<td>On or before December 31, 2018</td>
<td>WSDOT Tribal and Regional Coordination Office (TRCO) provides estimated planning funding allocations to MPOs and RTPOs for SFY 2020.</td>
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<tr>
<td>February 2019</td>
<td>WSDOT TRCO schedules UPWP coordination meetings among WSDOT, FHWA, FTA, and the MPOs/RTPOs (as applicable).</td>
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<tr>
<td>March 15, 2019</td>
<td>MPOs send draft UPWPs electronically to the WSDOT TRCO, FHWA and FTA. RTPOs send draft UPWPs electronically to the WSDOT TRCO. <strong>Exceptions:</strong> RTC: UPWP Due Date - January 5, 2019 (draft only) LCVMPO: UPWP Due Date - August 15, 2019</td>
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<tr>
<td>April – June 2019</td>
<td>WSDOT TRCO, Public Transportation Division, WSDOT Region Planners, FHWA, and FTA representatives meet with MPOs to discuss the draft UPWPs. <strong>Note:</strong> WSDOT will meet separately with RTPOs not affiliated with MPOs during this same time period.</td>
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<tr>
<td>May - June 2019</td>
<td>MPOs and RTPOs take final UPWPs to Policy Boards for adoption.</td>
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<td>June 17, 2019</td>
<td>MPOs and RTPOs submit the adopted UPWPs electronically to the WSDOT TRCO.</td>
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<tr>
<td>June 21, 2019</td>
<td>WSDOT TRCO submits MPO adopted UPWPs electronically to FHWA/FTA</td>
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<tr>
<td>June 28, 2019</td>
<td>FHWA/FTA UPWP issue formal approval</td>
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<tr>
<td>July 1, 2019</td>
<td>Approved SFY 2020 UPWP work begins</td>
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### 7.2 On-Site Coordination Meeting and Draft Agenda

For your convenience, an agenda for the spring 2019 MPO/RTPO on-site UPWP coordination meetings is included below (Figure 1).

**FIGURE 1**
Sample Agenda

**MPO/RTPO SFY 2020 Unified Planning Work Program**
**On-Site Coordination Meeting**

<table>
<thead>
<tr>
<th></th>
<th>Introductions and Meeting Objectives</th>
<th>WSDOT</th>
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<tr>
<td>2</td>
<td>MPO/RTPO Presentation</td>
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<td></td>
<td>a. Successes and Key Accomplishments – SFY 2019</td>
<td>MPO/RTPO</td>
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<td>b. Major work in progress</td>
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<td>c. Issues and challenges facing the MPO/RTPO</td>
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<td>d. Overview of membership, organizational structure, and decision-making processes</td>
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<td>e. Tribal consultation process</td>
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<td>f. MAP-21 Target Setting/FAST Act</td>
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<td>g. Overview of the proposed SFY 2019 Unified Planning Work Program</td>
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<td>3</td>
<td>How can the federal and state team assist more?</td>
<td>All</td>
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<td>4</td>
<td>Federal Agency Feedback</td>
<td>FHWA/FTA</td>
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<td></td>
<td>• Identify high points</td>
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<td></td>
<td>• Provide comments and feedback</td>
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<td>5</td>
<td>State Feedback</td>
<td>State DOTs</td>
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<td></td>
<td>• Identify high points</td>
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<td>• Provide comments and feedback</td>
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<tr>
<td>6</td>
<td>Next Steps</td>
<td>All</td>
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<td>• Any follow up action</td>
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<td>• Policy Board adoption date</td>
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<td>7</td>
<td>Closing Comments</td>
<td>All</td>
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*Note: This sample agenda can be modified as appropriate. The meetings will last approximately 2 hours based on the need for discussion, and will be scheduled with the MPOs/RTPOs during January and February for April – June meetings.*
7.3 **Budget/Financial Table**
WSDOT has developed a budget/financial table template (Appendix A) as an example for MPOs/RTPOs to use when developing their UPWP. The budget/financial table has been developed using previous UPWP funding tables from MPOs in Washington State; however, please understand this budget/financial table is only for your information. If you choose not to use the budget/financial table template, please use the methods and procedures you already have in place to track revenues, expenditures, and to develop your organization’s annual report.

7.4 **Special Studies**
MPOs and RTPOs may contract with another agency or a private firm for services to implement tasks identified in the UPWP. Before pursuing contracted services, please discuss your needs with your WSDOT Region Planning Manager, as WSDOT may already have some of the technical resources you need.

Please refer to the sections in the *Metropolitan/Regional Transportation Planning Organization Two-Year Financial Agreement* related to subcontracting and purchases.

The WSDOT Tribal and Regional Coordination Office is a resource for each MPO/RTPO considering contracting out for UPWP activities. WSDOT must recommend approval of the UPWP expenditure of Metropolitan Planning (PL) funds, Federal Transit Administration section 5303 funds, and approve state RTPO funds before any consultant selection process begins. Subcontracting agreements are subject to specific requirements as outlined in the money agreements.

7.5 **Unfunded Work**
Unfunded planning activities should be listed within your UPWP, along with the approximate budget, schedule, and deliverable(s) associated with the unfunded activity. Having these unfunded lists across the state is helpful in understanding the transportation planning work that could be completed if resources become available.

7.6 **Sources of Other Federal Planning Funds**
[23 CFR 450.308](#) requires that UPWPs list other federal funding being received for transportation planning.

7.7 **Implementing the UPWP**
The UPWP document is your work plan and should be used to guide planning tasks/activities for your MPO/RTPO in SFY 2020. The UPWP will assist the MPO/RTPO in actively participating and adhering to federal and state planning requirements.
7.8 Amendments
The WSDOT TRCO approves UPWP amendments for RTPOs, while FHWA and FTA jointly approve UPWP amendments for all MPOs. The WSDOT TRCO is available to assist MPOs/RTPOs with any questions in submitting amendments.

Appendices
Appendix A: Budget/Financial Table Template
Appendix B: Scope of the Metropolitan Transportation Planning Process
Appendix C: National Goals and Performance Management Measures