



massDOT
Massachusetts Department of Transportation
Leading the Nation in Transportation Excellence

**Massachusetts Department of Transportation
Final FY 2025 – 2029 Capital Investment Plan
July 2024**



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Letter from Secretary Tibbits–Nutt



MassDOT envisions a transportation system that provides everyone with safe, resilient, and quality transportation options that help them to build connections and community wherever they live. Key to planning for and implementing this work is outlining the capital improvements needed to get there. We are pleased to be releasing Massachusetts Department of

Transportation (MassDOT) Capital Investment Plan (CIP) for Fiscal Years 2025–2029 that outlines the project work MassDOT will be undertaking to get us there.

This document is built on three major priority areas: reliability, modernization, and expansion. The expansion of our multimodal portion of our transportation network is a key focus as we want to build projects which help everyone get around safely, whether they walk, bicycle, drive, or take public transportation.

This five-year plan includes approximately \$16.7 billion in planned transportation investments. Of special note, we have proposed climate stewardship spending in our proposed CIP and the focus is on alternatives to car/truck travel, electrification, and resiliency.

We want to hear from you about our capital spending priorities to ensure that it is responsive to the public's priorities and includes projects that meet the goals of programs. You will help us know if we are missing any projects important to your city or town.

Key highlights of this CIP are: \$83 million for the Highway Resiliency Program, \$89 million for the National Electric Vehicle Infrastructure (NEVI) Program to provide charging stations along state highways, \$68 million for Regional Transit Authority (RTA) investments for electric vehicles and supporting infrastructure, \$555 million for programs focused on bicycle and pedestrian improvements, investments in Compass Rail and South Coast Rail, support for the Cape Cod Bridges, and to advance the I-90 Allston Multimodal Project.

We would be grateful for your thoughts on this five-year capital plan as we want to ensure our investments will help improve reliability, accessibility, sustainability, resiliency, and the equity of our transportation network. Thank you for your partnership.

Best regards,

Monica Tibbits-Nutt, AICP, LEED AP BD+C

Secretary of Transportation and Chief Executive Officer

Massachusetts Department of Transportation

Non-Discrimination Rights and Protections

Federal Nondiscrimination Protections

The Massachusetts Department of Transportation (MassDOT) complies with Title VI of the Civil Rights Act of 1964 (Title VI), which prohibits discrimination on the basis of race, color, or national origin (including limited English proficiency). Related federal nondiscrimination laws administered by the United States Department of Transportation (USDOT) prohibit discrimination on the basis of age, sex, and disability. These protected categories are contemplated within MassDOT's Title VI Programs consistent with federal interpretation and administration.

Additionally, MassDOT provides meaningful access to its programs, services, and activities to individuals with limited English proficiency, in compliance with US Department of Transportation policy and guidance on federal Executive Order 13166.

State Nondiscrimination Protections

MassDOT complies with the Massachusetts Public Accommodation Law, M.G.L. c 272 §§ 92a, 98, 98a, prohibiting making any distinction, discrimination, or restriction in admission to or treatment in a place of public accommodation based on race, color, religious creed, national origin, sex, sexual orientation, disability, or ancestry.

Likewise, MassDOT complies with the Governor's Executive Order 592, section 4 requiring all programs, activities, and services provided, performed, licensed, chartered, funded, regulated, or contracted for by the state shall be conducted without unlawful discrimination based on race, color, age, gender, ethnicity, sexual origination, gender identity or expression, genetics, pregnancy or pregnancy-related condition, religion, creed, ancestry, national origin, disability, veteran's status, or background.

ADA/504 Notice of Nondiscrimination

MassDOT does not discriminate on the basis of disability in admission to its programs, services, or activities; in access to them; in treatment of individuals with disabilities; or in any aspect of its operations. MassDOT also does not discriminate on the basis of disability in its hiring or employment practices.

Complaint Filing and Additional Information

Questions, complaints, or requests for additional information regarding ADA and Section 504, Title VI, or related federal discrimination laws may be forwarded to the MassDOT Office of Diversity and Civil Rights. Additional information including multilingual complaint procedures and forms are available online at www.mass.gov/how-to/how-to-file-a-transportation-related-discrimination-complaint

To file a complaint alleging a violation of Title VI or related federal nondiscrimination law, contact the Title VI Specialist within 180 days of the alleged discriminatory conduct at:

MassDOT/MBTA Title VI Specialists
Office of Diversity and Civil Rights – Title VI/ADA Unit

10 Park Plaza, Suite 3800
Boston, MA 02116
Phone: 857-368-8580 or 7-1-1 for Relay Service
Email: MASSDOT.CivilRights@state.ma.us or MBTACivilRights@mbta.com

To file a complaint alleging a violation of the state's Public Accommodation Law, contact the Massachusetts Commission Against Discrimination within 300 days of the alleged discriminatory conduct at:

Massachusetts Commission Against Discrimination (MCAD)

One Ashburton Place, 6th Floor
Boston, MA 02108
Phone: 617-994-6000 / TTY: 617-994-6196
Email: mcad@mass.gov

Discrimination is prohibited at MassDOT/MBTA. If you believe discrimination has occurred you have the right to file a complaint. For translations of this notice visit mass.gov/service-details/title-vi-rights-and-protections or mbta.com/titlevi. If this information is needed in another language, please contact the MassDOT Title VI Specialist at 857-368-8580.

A discriminação é proibida no MassDOT/MBTA. Se você acredita que ocorreu discriminação, você tem o direito de apresentar uma queixa. Para traduções desta notificação, visite mass.gov/service-details/title-vi-rights-and-protections or mbta.com/titlevi. Caso esta informação seja necessária em outro idioma, favor contar o Especialista em Título VI do MassDOT pelo telefone 857-368-8580.

La discriminación se prohíbe en MassDOT/MBTA. Si cree que se ha producido una discriminación, tiene derecho a presentar una queja. Para ver las traducciones de este aviso, visite mass.gov/service-details/title-vi-rights-and-protections or mbta.com/titlevi. Si necesita esta información en otro idioma, por favor contacte al especialista de MassDOT del Título VI al 857-368-8580.

MassDOT/MBTA 禁止歧视。如果您认为遭遇了歧视，您有权提出投诉。有关本告知书的翻译，请访问 mass.gov/service-details/title-vi-rights-and-protections 或 mbta.com/titlevi。如果需要使用其它语言了解信息，请联系马萨诸塞州交通部（MassDOT）《民权法案》第六章专员，电话857-368-8580。

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Yo defann fè diskriminasyon nan MassDOT/MBTA. Si ou kwè gen diskriminasyon ki fèt, ou gen dwa pote plent. Pou wè tradiksyon anons sa a, ale nan adrès mass.gov/service-details/title-vi-rights-and-protections oswa mbta.com/titlevi. Si yon moun vle genyen enfòmasyon sa yo nan yon lòt lang, tanpri kontakte Espesyalis MassDOT Title VI la nan nimewo 857-368-8580.

Phân biệt đối xử bị nghiêm cấm ở MassDOT/MBTA. Nếu quý vị tin rằng bản thân đã bị phân biệt đối xử, quý vị có quyền nộp đơn khiếu nại. Để xem các bản dịch của thông báo này, vui lòng truy cập mass.gov/service-details/title-vi-rights-and-protections hoặc mbta.com/titlevi. Nếu quý vị cần thông tin này bằng

tiếng khác, vui lòng liên hệ Chuyên viên Luật VI của MassDOT theo số điện thoại 857-368-8580.

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La discriminazione è vietata nel MassDOT/MBTA. Se ritiene che si sia verificata una discriminazione, ha il diritto di presentare un reclamo. Per la traduzione di questo avviso visitare il sito mass.gov/service-details/title-vi-rights-and-protections o mbta.com/titlevi. Se ha bisogno di ricevere queste informazioni in un'altra lingua si prega di contattare lo Specialista MassDOT del Titolo VI al numero 857-368-8580.

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إن كنت بحاجة إلى هذه المعلومات بلغة أخرى، يُرجى الاتصال بأخصائي الفقرة السادسة على الهاتف 8580-368-857

اللغة العربية: يحظر كل من قسم النقل في ولاية ماساتشوستس / سلطة النقل بخليج ماساتشوستس التمييز. وإذا كنت تعتقد أنك تعرضت للتمييز، فيحق لك تقديم شكوى. وللحصول على ترجمة لهذا الإشعار يُرجى زيارة الموقع الإلكتروني: [mass.gov/service-
details/title-vi-rights-and-protections](https://mass.gov/service-details/title-vi-rights-and-protections)، أو mbta.com/titlevi الموقع:

Glossary of Terms

Americans with Disabilities Act of 1990 (ADA)

The ADA is a federal civil rights law mandating equity of opportunity for individuals with disabilities. The ADA prohibits discrimination in access to jobs, public accommodations, government services, public transportation, and telecommunications.

Bipartisan Infrastructure Law (BIL)

BIL (Public Law No. 117–58) was signed into federal law on November 15, 2021. BIL authorized \$350 billion for highway and \$108 billion for public transportation over fiscal years 2022 through 2026 for highway improvements to roads and bridges and other transportation infrastructure, motor vehicle safety, public transportation, motor carrier safety, hazardous materials safety, and rail improvements. BIL also includes new federal formula programs that address climate change (Carbon Reduction and National Electric Vehicle Infrastructure) and resiliency (PROTECT–Promoting Resilient Operations for Transformative, Efficient, and Cost–Saving Transportation).

Chapter 90

Chapter 90 is the Commonwealth's municipal grant program that provides funding to municipalities for roadway projects and other eligible work.

Environmental Justice (EJ)

Established under Federal Executive Order 12898 and reflected in state policy, EJ policies require federal funding recipients to identify and address disproportionately high and adverse human health or environmental effects of programs, policies, and activities on minority populations and low-income populations. Executive Order 14096 supplements Executive Order 12898, in part by expanding the demographic groups covered by federal environmental justice provisions to include people with tribal affiliations and people with disability.

Executive Office for Administration and Finance (A&F)

A&F is the budget and planning office for the Commonwealth that administers state transportation capital funding in the form of bonds.

Federal Transportation Partners

MassDOT's federal transportation partners on the CIP include the Federal Highway Administration (FHWA), Federal Transit Administration (FTA), Federal Railroad

Administration (FRA), and Federal Aviation Administration (FAA).

Fiscal Year (FY)

FY refers to a specific budgetary year. The United States federal fiscal year (FFY) begins on October 1 of the previous calendar year and ends on September 30. For example, the 2025 FFY is October 1, 2024, to September 30, 2025. The Massachusetts state fiscal year (SFY) begins on July 1 of the previous calendar year and ends on June 30. The 2025 SFY is July 1, 2024, to June 30, 2025.

Fixing America's Surface Transportation Act (FAST Act)

The FAST Act (Public Law No. 114–94) was signed into federal law on December 4, 2015. The FAST Act authorized \$305 billion over fiscal years 2016 through 2020 for highway improvements, motor vehicle safety, public transportation, motor carrier safety, hazardous materials safety, rail improvements, and research, technology, and statistics programs. Authorization expired September 30, 2020 and was extended for one year until September 30, 2021. New surface transportation authorization was signed into law in November 2021.

Massachusetts Bay Transportation Authority (MBTA or Authority)

The MBTA provides rapid transit, bus transit, and commuter rail service to the Greater Boston region. The agency is overseen by a nine-member MBTA Board of Directors.

Massachusetts Department of Transportation (MassDOT)

MassDOT is made up of four Divisions: Highway, Rail and Transit, Registry of Motor Vehicles (RMV), and Aeronautics, as well as the Office of the Secretary and the Office of Transportation Planning and Enterprise Services, which support the Divisions. The agency has a Board of Directors, comprised of eleven members who are all appointed by the Governor.

Metropolitan Planning Organization (MPO)

An MPO is a regional transportation policy-making organization consisting of representatives from local government, regional planning agencies, regional transit operators, and state transportation agencies. Federal legislation passed in the early 1970s requires the formation of an MPO for any urbanized area with a population greater than 50,000. The Commonwealth of Massachusetts has 10 urbanized regions designated as

MPOs and 3 rural regions known as Transportation Planning Organizations (TPOs) that function like MPOs.

Regional Planning Agency (RPA)

An RPA serves as a forum for state and local officials to address issues of regional importance, including the development of comprehensive plans and recommendations in areas of population and employment, transportation, economic development, land use, regional growth, and the environment.

Regional Transit Authority (RTA)

RTAs provide fixed route and paratransit service in communities across Massachusetts. There are 15 RTAs in Massachusetts in addition to the MBTA.

Regional Transportation Plan (RTP)

The RTP is the policy and vision document of a regional MPO. This document results from regional and statewide collaboration to plan a region's transportation system. The document contains a financial plan or budget which guides and shapes the actions an MPO undertakes as they fulfill the region's vision and objectives. This document includes a 20-year vision for transportation in the region and is updated every four years by each MPO. It serves as an important source of data for the statewide STIP and CIP.

State of Good Repair (SGR)

A state of good repair condition is achieved when an entity is managing an existing asset functionally, reliably, and safely within its expected life cycle to a predefined level of performance.

State Transportation Improvement Program (STIP)

The STIP is a compilation of the thirteen regional Transportation Improvement Programs (TIP) prepared annually by the state's ten MPOs and three TPOs. It is a list of priority (federally funded) transportation projects (roadway and transit) organized by region and fiscal year.

Title VI

Title VI of the Civil Rights Act of 1964 is a federal civil rights law which prohibits discrimination against members of the public on the basis of race, color, and national origin in programs and activities receiving financial assistance. Additional federal nondiscrimination categories are contemplated under MassDOT's Title VI Program, including age, sex, disability, and Limited English Proficiency (LEP).

Transportation Improvement Program (TIP)

A TIP is a phased five-year program of federally funded capital investments that reflects the needs of the regional transportation system, prepared by each MPO in the Commonwealth on an annual basis. Under federal regulations, a TIP must be constrained to available funding be consistent with the relevant long-range regional transportation plan and include an annual element or list of projects to be advertised in the first year of the TIP. Like the STIP, the regional TIP has a roadway component and a transit component.

Table of Acronyms

Acronym	Defined Term
AAA	American Automobile Association
ABP	Accelerated Bridge Program
ADA	American with Disabilities Act of 1990
ALARS	Automatic License and Renewal System
A&F	Executive Office for Administration and Finance
APMS	Airport Pavement Management System
ATC	Automatic Train Control
BAT	Brockton Area Transit Authority
BIL	Bipartisan Infrastructure Law
BRTA	Berkshire Regional Transit Authority
BUILD grant	Better Utilizing Investment to Leverage Development grant
CARM	Central Artery Project Repair and Maintenance Trust Fund
CATA	Cape Ann Transportation Authority
CCRTA	Cape Cod Regional Transit Authority
CIP (or Plan)	Capital Investment Plan
CMAQ	Congestion Mitigation Air Quality
EJ	Environmental Justice
EOEEA	Executive Office of Energy and Environmental Affairs
EOTSS	Executive Office of Technology Services and Security
e-STIP	electronic STIP
FAA	Federal Aviation Administration
FAST Act	Fixing America’s Surface Transportation Act
FFGA	Full Funding Grant Agreement
FFIO	Federal Funds and Infrastructure Office
FFY	Federal Fiscal Year
FHWA	Federal Highway Administration
FRA	Federal Rail Administration
FRTA	Franklin Regional Transit Authority
FTA	Federal Transit Administration
FY	Fiscal Year
GANs	Grant Anticipation Notes
GATRA	Greater Attleboro and Taunton Regional Transit Authority
GLT	Green Line Transformation
GLX	Green Line Extension

GO	General Obligation	NEVI	National Electric Vehicle Infrastructure Program
IJA	Infrastructure Investment and Jobs Act	NHS	National Highway System
IRAP	Industrial Rail Access Program	NMCOG	Northern Middlesex Council of Governments
LEP	Limited English Proficiency	NRTA	Nantucket Regional Transit Authority
LOS	Level of Service	NTP	Notice to Proceed
LRTA	Lowell Regional Transit Authority	ODCR	Office of Diversity and Civil Rights
MAP	Mobility Assistance Program	OTP	Office of Transportation Planning
MAP-21	Moving Ahead for Progress in the 21 st Century	PATI	Plan for Accessible Transit Infrastructure
MaPIT	Massachusetts Project Intake Tool	PCI	Pavement Condition Index
MART	Montachusett Regional Transit Authority	PROTECT	Promoting Resilient Operations for Transformative, Efficient, and Cost-Saving Transportation
MassDOT	Massachusetts Department of Transportation	PSAC	Project Selection Advisory Council
MBTA	Massachusetts Bay Transportation Authority	PTC	Positive Train Control
MEPA	Massachusetts Environmental Policy Act	PVTA	Pioneer Valley Transit Authority
MHS	Metropolitan Highway System	REJ+	Regional Environmental Justice Plus data
MPO	Metropolitan Planning Organization	REP	Rail Enhancement Program
MVRTA	Merrimack Valley Regional Transit Authority	RL/OL	Red Line/Orange Line
MWRTA	MetroWest Regional Transit Authority	RMAT	Resilient MA Action Team
		ROW	Right of Way
		RPA	Regional Planning Agency

RRIF	Railroad Rehabilitation and Improvement Financing
RTA	Regional Transit Authority
RTP	Regional Transportation Plan
RTTM	Real Time Traffic Management
SCR	South Coast Rail
SFY	State Fiscal Year
SGR	State of Good Repair
SRPEDD	Southeastern Regional Planning & Economic Development District
SRTA	Southeastern Regional Transit Authority
STIP	State Transportation Improvement Program
SUP	Shared-Use Path
TAM	Transit Asset Management Plan
TAMP	Transportation Asset Management Plan (Highway)
TBB	Transportation Bond Bill
TERM	Transit Economic Requirements Model
TIFIA	Transportation Infrastructure Financing and Innovation Act
TIP	Transportation Improvement Program
TMA	Transportation Management Association

Tobin	Tobin Bridge
ULB	Useful Life Benchmark
VMT	Vehicle Miles Travelled
VTA	Martha’s Vineyard Transit Authority
WRTA	Worcester Regional Transit Authority
WT	Western Turnpike

CIP Document Structure

This document comprises the State Fiscal Year 2025–2029 (FY25–FY29) Capital Investment Plan (CIP) for the Massachusetts Department of Transportation (MassDOT). It includes three components:

1 FY25–29 CIP Narrative

- Executive Summary
- MassDOT CIP Overview
- CIP Funding Sources
- FY25–29 Capital Investments Summary
- FY25–29 CIP Highlights
- Equity Analysis
- Public Engagement

2 Appendix A: FY25–FY29 Proposed Investments

- Detailed listing of all capital projects by Division included in the FY25–29 CIP. Project entries include project ID, project name, description and location, CIP investment program, total project cost, pre-FY 25 spending, FY25 spending, FY26–29 spending, and post FY29 spending (where appropriate).

3 Appendix B: FY25–FY29 CIP Investment Programs

- Descriptions of each CIP investment program by priority area and MassDOT Division. These project entries summarize the program’s goals, metrics, and programmed spending levels for FY25–29.

Executive Summary

MassDOT FY25–29 Capital Investment Plan Overview

Each year, MassDOT updates its Capital Investment Plan (CIP), which describes planned capital spending for Massachusetts' transportation system over the next five years. This CIP funds the planning, construction, and capital improvements to the transportation system over fiscal years (FY) 2025–29.

The CIP includes investments advanced by MassDOT's Highway, Rail and Transit, and Aeronautics Divisions, the Registry of Motor Vehicles, Information Technology, and other Planning and Enterprise Services. It also includes Commonwealth-funded investments for the Massachusetts Bay Transportation Authority (MBTA). This plan reflects MassDOT's coordination with the federal government, the state legislature, municipalities, regional planning agencies (RPA), the MBTA, regional transit authorities (RTA), other state agencies, and the public.

MASSDOT FY25–29 CIP HIGHLIGHTS

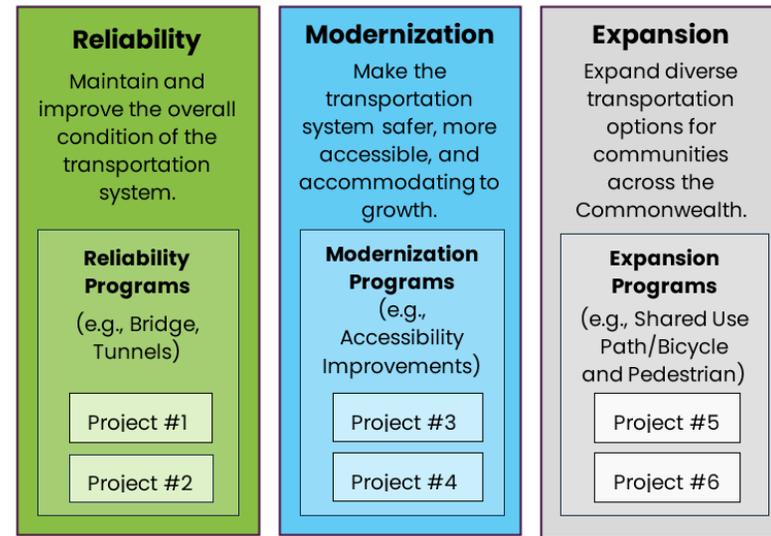
- MassDOT's FY25–29 CIP includes approximately **\$16.7 billion** in planned capital spending for transportation.
- It covers spending for roadways, bridges, bicycle and pedestrian facilities, rail, transit, airports, Registry of Motor Vehicle capital needs, and more.
- It includes more than 1,700 individual projects and over 50 investment programs.
- It provides nearly \$1.4 billion for programs for municipalities, including Chapter 90.
- The plan was available for public review and comment from June 20, 2024, through July 10, 2024. The CIP and public engagement details are available at www.mass.gov/cip.

MassDOT organizes its capital investment plan using a framework comprised of investment priorities, programs, and projects. Figure ES-1 illustrates how these components fit together to form the CIP. These foundational priority areas include the following:

- **Reliability** investments focus on preserving the transportation system and achieving a state of good repair. Approximately 60 percent of planned FY25–29 transportation spending focuses on reliability.
- **Modernization** investments upgrade the system to improve safety and accessibility and accommodate growth. About 24 percent of planned CIP investments are focused on modernizing Massachusetts’ transportation system.
- **Expansion** investments increase transportation options or grow transportation networks, such as Massachusetts’ rail or bicycle and pedestrian networks. About 5 percent of CIP spending focuses on this area.

The balance of CIP investments supports the Chapter 90 program and shared services such as planning activities that support transportation system improvements.

Figure ES-1: CIP Framework



This CIP document includes three major sections:

- The **CIP Narrative**, which describes MassDOT’s investment approach, summarizes CIP spending, and highlights specific investments
- **Appendix A**, which lists individual projects with planned spending in FY25–29
- **Appendix B**, which describes investment programs included in the FY25–29 CIP

FY25-29 CIP Context and Strategy

MassDOT developed its CIP by considering a range of influences and factors:

- Federal Policy and Funding:** Massachusetts receives federal funding for transportation as directed by the Bipartisan Infrastructure Law (BIL), which establishes federal transportation funding programs (both formula and competitive) and funding levels. The BIL provides increased federal funding for road and transit projects compared to previous legislation, and it puts increased emphasis on areas such as carbon reduction and resiliency.
- State Policy and Funding:** The CIP is also guided by priorities established by the Healey-Driscoll Administration, the Massachusetts Legislature and through MassDOT’s coordination with other Commonwealth agencies. MassDOT considered these influences when identifying focus areas for spending, including safety, asset management, climate stewardship, partnerships with municipalities, and advancing social and geographic equity.
- MassDOT Plans and Policies:** MassDOT also considered its forthcoming long-range transportation plan, *Beyond Mobility*, and its

series of modal and asset management plans, when creating the CIP. MassDOT also develops the CIP in alignment with the Massachusetts [State Transportation Improvement Program \(STIP\)](#), which reflects the roadway and transit projects that MassDOT, Massachusetts metropolitan planning and transportation planning organizations, the Massachusetts Bay Transportation Authority (MBTA), and the regional transit authorities have programmed to receive federal funding. Figure ES-2 shows how the STIP fits within the CIP.

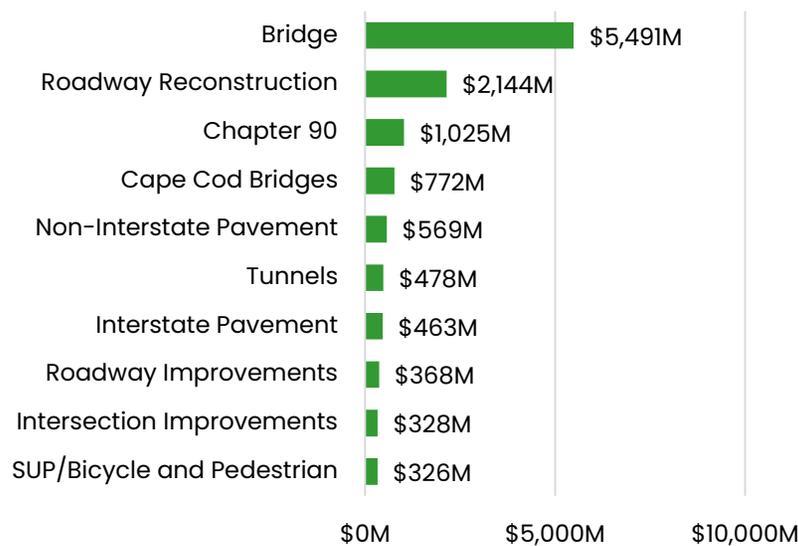
Figure ES-2: MassDOT CIP Contents, including STIP Components

Federally-aided Highway Projects (STIP) (includes MPO and MassDOT-selected projects)					Chapter 90 funding
					Other Highway (including local aid programs)
State Match for Federally-aided Transit Projects (STIP)					State-funded MBTA projects
RMV	Other Transit	IT	Rail	Aeronautics	Planning and Shared Services

FY25-29 CIP Spending Highlights

MassDOT’s FY25-29 CIP includes approximately \$16.7 billion in transportation capital spending. Figure ES-4 on the following page shows this spending by CIP priority area (reliability, modernization, and expansion) and by MassDOT Division. Figure ES-3 shows the top MassDOT CIP investment programs by FY25-29 spending.

Figure ES-3: Top MassDOT Programs by FY25-29 CIP Spending (\$ millions)



Note: This ranking does not include state-supported spending for the MBTA. SUP = Shared Use Path.

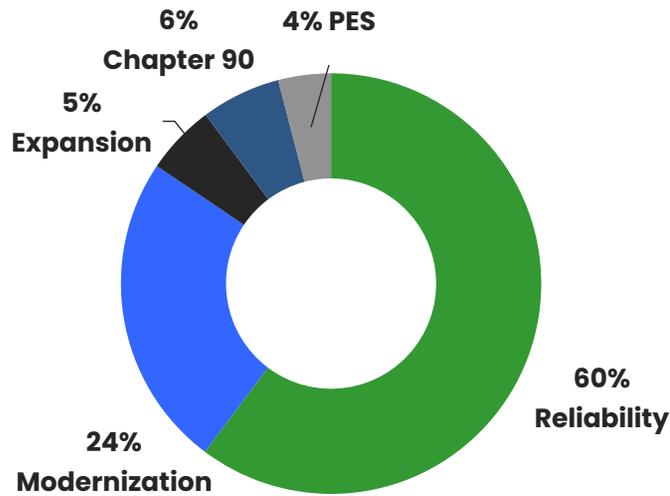
The FY25-29 CIP includes, among other items:

- Over \$1 billion in spending for Chapter 90 (including supplement funding), and \$333 million for other programs for municipalities;
- New programs focused on freight, water transportation, and grants to transportation management associations;
- \$153 million for the Safety Improvements program;
- \$555 million in targeted spending for active transportation projects;
- \$83 million for roadway resiliency investments, such as flood control projects;
- \$89 million to provide charging stations near major corridors; and
- \$847 million in state-supported spending for the MBTA. The MBTA’s FY25-29 CIP is available at www.mbta.com/cip.

MassDOT’s CIP includes spending for major multi-year investments across the Commonwealth, such as the Compass Rail passenger rail Initiative. Descriptions of these projects are included in the FY25-29 CIP Highlights section.

Figure ES-4: FY25-29 Spending by MassDOT Division/Business Unit and Priority

<i>millions</i>	Aeronautics	Highway	IT	MBTA	Rail	RMV	Transit	FY25-29 Total
Reliability	\$561.7	\$8,852.0	\$46.0	\$67.8	\$288.8	-	\$252.0	\$10,068.3
Modernization	\$15.6	\$3,186.0	\$65.9	\$604.6	\$33.7	\$17.3	\$118.9	\$4,041.9
Expansion	-	\$605.1	-	\$175.0	\$118.3	-	-	\$898.3
TOTAL	\$577.3	\$12,643.2	\$111.9	\$847.2	\$440.7	\$17.3	\$370.9	\$15,008.6



Note: Totals may not sum due to rounding.

<i>millions</i>	FY24-28	FY25-29	Difference
Reliability	\$9,419.9	\$10,068.3	+\$648.4
Modernization	\$3,531.1	\$4,041.9	+\$510.8
Expansion	\$1,048.7	\$898.3	-\$150.4
Chapter 90	\$1,000.0	\$1,025.0	+\$25.0
Planning & Enterprise Services (PES)	\$699.8	\$677.2	-\$22.6
TOTAL	\$15,699.5	\$16,710.8	\$1,011.3

CIP Funding Sources

MassDOT’s FY25-29 CIP is funded by a variety of sources, as shown in Figure ES-5. These include the following:

- **Federal Funds.** MassDOT receives federal funding from the US Department of Transportation (US DOT) and its modal administrations. This includes funding that comes regularly to Massachusetts through federal formula programs and awards from competitive programs.
- **State bond cap:** This refers to general obligation bond proceeds, which are used to match federal dollars and fund a variety of other transportation activities.
- **Operating Funds:** Toll funds generated by the Metropolitan Highway System, Tobin Bridge, and Western Turnpike are used to improve those facilities.
- **Special Obligation Bonds:** These include bond proceeds for specific initiatives, such as rail or bridge improvements.
- **Other funds:** These include municipal, third-party, and other funding sources that support transportation capital expenditures.

Figure ES-5: FY25-29 CIP Funding by Source



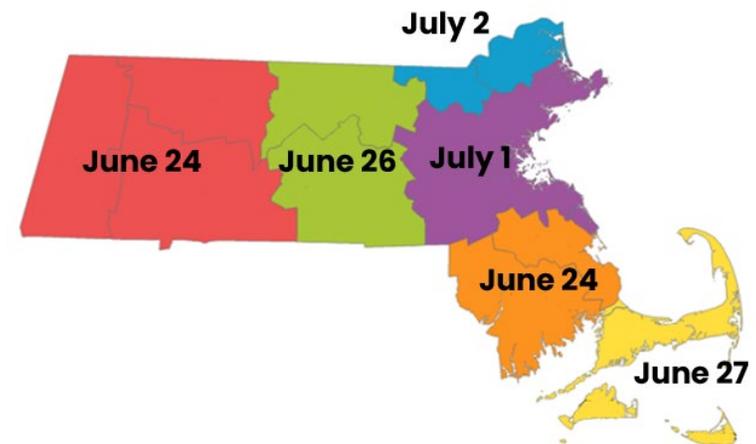
Public Engagement

MassDOT's draft FY25-29 CIP was available for public review and comment from June 20 through July 10, 2024. The draft CIP was available for viewing in PDF or as an interactive ESRI Storymap at www.mass.gov/CIP. MassDOT welcomed comment on this draft CIP through any of the following methods:

- Via email, at massCIP@state.ma.us.
- Via MassDOT's interactive comment tool, which could be used to explore and provide feedback on individual investments (available at mass.gov/CIP)
- Via letters mailed to:
MassDOT
Office of Transportation Planning
Attn: Manager of Capital Planning
10 Park Plaza Rm. 4150
Boston, MA 02116

MassDOT also invited feedback at six public meetings about the CIP, which were held in partnership with Massachusetts metropolitan planning organizations (MPO). These meetings provided an overview of the draft FY25-29 CIP and its contents, as well as some region-specific project highlights, though comments about any region or part of the draft CIP were welcomed at all meetings. Figure ES-6 shows the meeting dates.

**Figure ES-6:
MassDOT FY25-29 CIP Public Engagement
Meetings,
by Massachusetts Region**



All meetings had a virtual attendance option, and two meetings had an in-person attendance option as well.

Following the public comment period, MassDOT staff summarized public feedback and shared it with MassDOT Division staff and the MassDOT Board of Directors. MassDOT also incorporated updates into a proposed final version of the CIP. The MassDOT Board of Directors approved the final FY25-29 CIP on July 17, 2024.

MassDOT CIP Overview

MassDOT’s mission is to deliver excellent customer service to people traveling in the Commonwealth by providing transportation infrastructure, which is safe, reliable, robust, and resilient. We work to provide a transportation system which can strengthen the state’s economy and improve the quality of life for all.

One of MassDOT’s key roles is to develop and implement the Commonwealth’s transportation investment strategy—the Capital Investment Plan (CIP). The CIP is a financially constrained investment plan that outlines how federal, state, and other sources of funding will support planned spending for transportation capital expenditures, which include planning, construction, and capital maintenance.

The CIP includes investments advanced by MassDOT’s Highway, Rail and Transit, and Aeronautics Divisions, the Registry of Motor Vehicles, Information Technology, and other Planning and Enterprise Services. It also includes Commonwealth-funded investments for the Massachusetts Bay Transportation Authority (MBTA). As a result, the CIP includes a wide variety of investment types, ranging from bridge improvements to intersection upgrades, vehicle purchases to airport taxiway construction, IT system enhancements to shared use path extensions.

MassDOT develops its CIP for a five-year period—in this case, covering fiscal years (FY) 2025–29. The CIP is updated annually, which allows MassDOT to refresh spending plans each year in coordination with the federal government, the state legislature, municipalities, regional planning agencies (RPA), the MBTA, regional transit authorities (RTA), other state agencies, and the public.

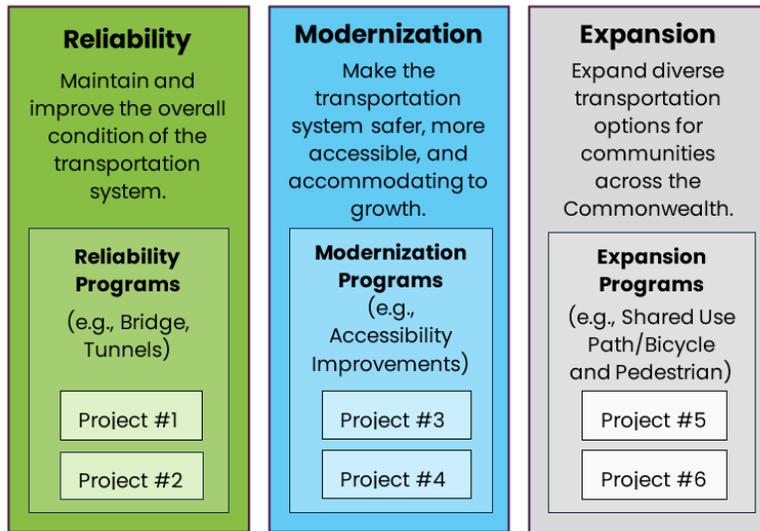
CIP Framework

In recent years, when developing the CIP, MassDOT has identified and organized its investments using a framework made up of three components: investment priorities, programs, and projects. Figure 1 on the following page summarizes the components of the CIP framework.

Investment Priorities

Investment priorities reflect the broadest goals for transportation investment in the Commonwealth. For the FY25–29 CIP, these include, in order of importance: Reliability, Modernization, and Expansion.

Figure 1: CIP Framework



Reliability

This priority area focuses on maintaining and improving the overall condition of the transportation system to support safe and reliable travel. Reliability investments include

- necessary routine and capital maintenance to ensure the safety of the system;
- state of good repair projects designed primarily to bring asset condition up to an acceptable level; and
- asset management and system preservation projects.

Reliability investments make up approximately 60 percent of spending in the FY25–29 CIP.

Modernization

Investments in this priority area modernize the transportation system to improve safety and accessibility and to accommodate growth.

Modernization investments include

- projects that support compliance with federal mandates or other statutory requirements for safety and/or accessibility improvements;
- projects that go beyond state of good repair to substantially modernize existing assets; and
- projects that provide expanded capacity to accommodate current or anticipated future demand on existing transportation systems.

Modernization investments make up approximately 24 percent of spending in the FY25–29 CIP.

Expansion

This priority area is oriented around expanding diverse transportation options for communities throughout the Commonwealth. Investments in this category can include

- Projects that expand highway, transit, and rail networks and/or services; and
- Projects that expand bicycle and pedestrian networks to provide more transportation

options and to address public health and sustainability.

Expansion investments make up approximately five percent of spending in the FY 25–29 CIP.

Other Investments

The CIP includes some investments that fall outside these three priority areas, such as planning activities that support transportation system improvements and the Chapter 90 program, which provides municipalities with an annual funding source for improvements to and investments in local transportation networks. Spending in these remaining areas makes up approximately 10 percent of spending in the FY25–29 CIP.

Investment Programs

MassDOT has created investment programs to advance its three major investment priorities. Each program reflects a spending commitment to particular types of projects, which may be oriented around a mode, type of infrastructure, or theme. Examples of investment programs include the following:

- **Bridge Program:** This program, which is implemented by MassDOT’s Highway Division, maintains, reconstructs, and replaces state and municipally owned bridges across the Commonwealth.

- **RTA Fleet Upgrades Program:** This program improves, modernizes, and/or expands RTA revenue vehicle fleets and associated infrastructure. This program includes investments in fleet electrification through the acquisition of battery electric vehicles, as well as charging, energy storage and other associated infrastructure.
- **Shared Use Path/Bicycle and Pedestrian Program:** This program constructs new shared-use paths (also known as multi-use trails) to expand and connect the Commonwealth’s network of paths. It also supports trail maintenance.

When developing the CIP, MassDOT establishes the set of investment programs that will be included. Many investment programs are carried forward from prior CIPs, while new programs may be added to address emerging needs, address priorities identified by the Administration or the Massachusetts Legislature (such as items included in state transportation bond bills), or to leverage new funding sources made available by federal agencies. The amount of funding MassDOT makes available for each investment program is based on a variety of factors. These include, but are not limited to:

- Needs, as identified by asset management systems; MassDOT plans, such as the

Transportation Asset Management Plan or Freight Plan; or partner or public feedback;

- Priorities identified by the Administration or Legislature; and
- Funding resources that may support that specific program.

Details regarding programs included in the FY25–29 CIP are included in Appendix B.

Projects

CIP investment programs fund individual investments, or projects. Projects may be initiated within MassDOT Divisions or business units or by municipalities, RTAs, or other entities working in coordination with MassDOT. Projects are included in the CIP based on a range of considerations, including the following:

- **Project selection approaches:** Reliability projects are included in the CIP based on data from MassDOT’s asset management systems, which track changes in the condition of different parts of the transportation network. MassDOT plans these investments strategically to improve performance on the network, based on federal or state metrics and targets. Meanwhile, projects in the modernization and expansion categories may be selected on scoring criteria that Divisions use to choose projects. These criteria rubrics typically

evaluate projects based on how they advance federal or state transportation goals related to safety, travel reliability, the environment, or other areas.

- **Project readiness:** Projects are advanced for inclusion in a particular CIP if they will spend funds during that five-year timeframe. If a project has not progressed far enough in its design development process such that construction or implementation work is not expected begin during the relevant planning period, MassDOT is unable to include it in the CIP. Project initiation and development processes vary by MassDOT division or business unit.
- **Financial constraints:** The CIP is fiscally constrained based on the funding resources available. These are discussed further in the “Funding Sources” section. Given these limits, MassDOT prioritizes projects based on asset management results, scores, and readiness and determines what can be funded within resource limits.
- **Coordination with partners:** The selection of some projects may be determined by MassDOT’s partners. For example, MPOs select projects that are funded with federal highway dollars and state match funds provided by MassDOT—more information about this

process is included in the section titled “The CIP and the STIP.” Similarly, MassDOT provides matching funds to RTAs for projects they select. These decisions are ultimately reflected in the CIP.

Appendix A includes details about projects included in the FY 25–29 CIP.

MassDOT Organizations

MassDOT is made up of a series of Divisions and business units that are involved in planning and implementing the investments outlined in the CIP.

Aeronautics Division

The mission of the Aeronautics Division is to promote aviation throughout the Commonwealth while establishing an efficient, integrated airport system that enhances airport safety, customer service, economic development, and environmental stewardship. The Aeronautics Division has jurisdiction over the Commonwealth’s 35 public use airports and multiple heliports, private restricted landing areas, and seaplane bases. This includes all Massachusetts airports except for Logan International Airport, Worcester Regional Airport, and Hanscom Field in Bedford, which are owned and operated by the Massachusetts Port Authority (Massport). The Aeronautics Division certifies airports and heliports, licenses airport managers, conducts annual airport

inspections, and enforces safety and security regulations. The Aeronautics Division also operates a drone program that promotes innovative aviation technologies and provides advanced aerial capabilities.

Highway Division

The Highway Division team plans, designs and constructs infrastructure projects and operates and maintains the existing network of state highways, bridges, and tunnels. The Highway Division also assists cities and towns with their road and bridge needs to help ensure that all people can travel safely and efficiently throughout the state. To enable the millions of daily trips within Massachusetts, the Highway Division seeks to support a sustainable roadway network that is safe for walking, biking, micromobility, transit, and driving. In addition to stewardship of state infrastructure, MassDOT oversees the design and construction of federally funded municipal projects.

Rail and Transit Division

The MassDOT Rail and Transit Division maintains state-owned track, oversees MassDOT’s freight and passenger rail programs, and seeks to increase transportation options and improve mobility across the Commonwealth by assisting, funding and/or overseeing service provided by the Commonwealth’s

15 Regional Transit Authorities, local governments, non-profits, and private carriers.

Registry of Motor Vehicles

The Massachusetts Registry of Motor Vehicles (RMV) is responsible for administering the motor vehicle laws of the Commonwealth related to the issuance of identification and driver's license credentials, including REAL IDs and motor vehicle registrations and titles, as well as the safety and emissions inspection of motor vehicles and school buses. The RMV plays a safety-critical role through the administration of driver's education curriculum, the road test program, and the vehicle safety and compliance program. The RMV also administers policy related to drunk driving and habitual traffic offenses and supports communication with the courts regarding criminal complaints and convictions.

Information Technology

The MassDOT Information Technology (IT) Services Department is responsible for the proper deployment of modern, efficient, and effective technology throughout MassDOT. The department supports all MassDOT-owned hardware, software, and network systems for employees of MassDOT. The mission of IT is to provide MassDOT with the highest quality service and sound technical direction to create efficiencies, provide security, and promote transparency.

MassDOT Planning and Enterprise Services

MassDOT includes units that provide a variety of Department-wide services. These include, but are not limited to, the Office of Transportation Planning, Facilities, and Security and Emergency Management. Capital investments for these units are included in the CIP.

Massachusetts Bay Transportation Authority

The MBTA, more commonly known as the T, owns and operates one of the oldest and largest public transportation agencies in the US, serving more than 1.2 million passenger trips each weekday before the COVID-19 pandemic. As a division of the Massachusetts Department of Transportation (MassDOT), the MBTA operates three heavy rail lines, two light rail lines, more than 170 bus routes, 14 commuter rail lines, five ferry routes, and paratransit service in eastern Massachusetts and parts of Rhode Island.

The MBTA develops its own CIP, which is submitted for review and approval by the independent MBTA Board of Directors. More information about the MBTA CIP is available at mbta.com/cip. The MassDOT CIP incorporates only the funding provided by the Commonwealth to the MBTA.

CIP Development Process

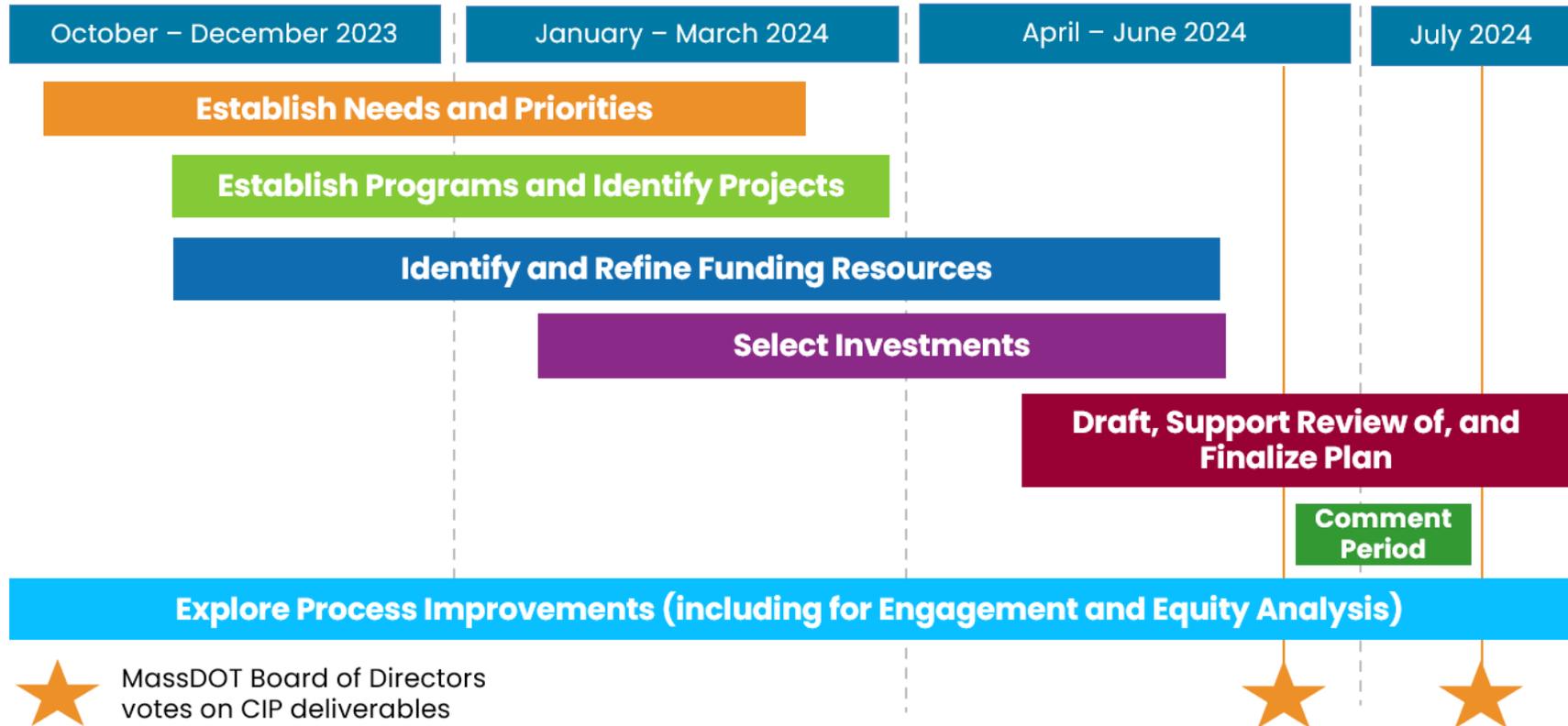
MassDOT generally begins work to update its CIP beginning in the fall prior to when the updated CIP will be finalized. Figure 2 on the following page shows the timeline for FY25–29 CIP development. MassDOT begins by identifying needs and setting strategic priorities for the CIP and by revisiting existing CIP investment programs, including their purpose, need, and size, and determining whether new programs may be needed. MassDOT also starts its review of available funding resources for the CIP, including funds from federal transportation agencies, the Commonwealth, MassDOT tolled facilities, and other local and third-party sources—these are discussed in the Funding Sources section. As shown in Figure 2, the timeline for each of these steps lasts several months. This is because MassDOT continues to refine details about priorities, investment programs, and available funding resources as new information becomes available from federal agencies, other Commonwealth agencies, or other entities.

Over the course of the winter and into the spring, MassDOT reviews and adjusts its program sizes and determines the set of projects that will be included in the CIP. As noted in the CIP Framework part of this

document, these reviews are based on relevant project selection approaches (such as those involving scoring rubrics or asset management systems) and project readiness, among other factors.

During this period, MassDOT coordinates extensively with the Commonwealth’s Executive Office for Administration and Finance (A&F) on the content of the proposed CIP. As discussed in the Funding Sources section, A&F provides Commonwealth agencies with state bond cap, one of the major funding sources that supports the CIP. A&F also develops the Commonwealth’s five-year Capital Investment Plan, which reflects capital investments made for MassDOT as well as other Commonwealth agencies. MassDOT also coordinates with Massachusetts MPOs and transportation planning organizations (TPOs) on the selection of federally funded roadway and transit projects, which are included in regional Transportation Improvement Programs (TIP), the State Transportation Improvement Program (STIP), and the CIP (see the section titled “The CIP and the STIP” in the Funding Sources section for details).

Figure 2: FY25-29 CIP Development Timeline



As decisions about the content of the five-year CIP are finalized, MassDOT's Office of Transportation Planning (OTP) incorporates funding source details and proposed spending plans into a draft CIP that the MassDOT Board of Directors reviews and votes to release for public review, typically in May. More information about this decision-making body is available at www.mass.gov/orgs/massdot-board-of-directors. The draft CIP is made available for a 21-day public review period, during which MassDOT engages the public about the content of the CIP through informational meetings, online resources, and more (see the Public Engagement section). The MassDOT Board of Directors voted to release the draft FY25–29 CIP for public review at their June 18, 2024, meeting, and the draft CIP was made available for review and comment from June 20, 2024, through July 10, 2024.

During the public review period, OTP works with the MBTA and MassDOT's Office of Diversity and Civil Rights (ODCR) to conduct an equity analysis of MassDOT and MBTA investments during the CIP timeframe. Also, some changes may be made to source or spending information between the draft and proposed final CIP, such as to bring it into alignment with the planned federal spending in final MPO and TPO TIPs, which are incorporated into the final STIP. Following the public review period, MassDOT provides a proposed final CIP, along with a summary of public comment and the results of the equity analysis, to the MassDOT Board of Directors for approval. The MassDOT Board of Directors approved the final FY25–29 CIP on July 17, 2024.

CIP Funding Sources

The CIP is funded from a mix of federal, state, MassDOT, and other funding sources, which vary in terms of their flexibility for spending on transportation investments. Some funding sources must be spent on

specific policy goals or modes while others may be applied across the transportation system. Figure 3 shows the funding sources in each category.

Figure 3: Capital Investment Plan Funding Sources



Federal Funding

Formula Funds

- Federal Highway Reimbursements
- Federal Transit funds
- Federal Aviation funds
- Federal Railroad funds

Discretionary Funds

- Competitive processes run by federal agencies. Funds included in the CIP after award.



State Funding

Bonds / GANs

- State Bond Cap
- Accelerated Bridge Program Bonds
- Grant Anticipation Notes (GANs)
- Rail Enhancement Program (REP) Bonds



MassDOT Sources

Tolls (pay-go capital)

- Metropolitan Highway System (MHS) pay-go
- Western Turnpike (WT) pay-go
- Tobin Bridge (Tobin) pay-go



Others

- Municipal and local funds
- Reimbursable and Third Party funds
- Volkswagen (VW) Diesel Settlement Funds
- Other Commonwealth funds
- Central Artery Tunnel Project Repair and Maintenance Trust Fund (CARM)

Funding Sources by Category

State Sources

The primary source of state transportation capital funding comes through bonds issued by the Commonwealth. Debt is issued to investors and paid back with interest over the course of a bond's life, like a mortgage for the purchase of a house.

The Massachusetts Legislature passes transportation bond bills to provide state resources for investments in transportation or other areas. For example, transportation bond bills authorize MassDOT and the MBTA to issue bonds to support transportation capital expenditures, such as matching funds for federal dollars or Chapter 90 reimbursement funds for local transportation projects. A&F issues bonds at its discretion subject to this to legislative authorization and to overall “bond cap” limits on the Commonwealth’s debt obligations.

The two main types of bonds issued for transportation infrastructure spending are General Obligation bonds (GO) bonds (backed by the full taxing authority of the Commonwealth) and Special Obligation bonds (backed primarily by gas taxes and Registry fees), both of which are administered by A&F. Grant anticipation notes (GANs) also provide funding support of the CIP.

State Bond Cap

GO bond proceeds support capital investments for various Commonwealth agencies, including MassDOT. The annual total of Commonwealth GO bonds sold makes up what is called “bond cap.” Massachusetts sets an administrative limit on the amount of GO bond-funded capital expenditures each year to keep the Commonwealth’s debt within manageable limits.

MassDOT uses state bond cap to fulfill match requirements for federal aid dollars and to support project planning, design and development, project management, capital maintenance, local aid, and other construction spending. Bond cap is used for transportation investments across MassDOT Divisions and business units and may also be allocated to the MBTA.

Grant Anticipation Notes (GANs)

GANs are bonds issued by the Commonwealth that are secured by anticipated future federal highway funds. GANs have been and will continue to be used to fund improvements to the Commonwealth’s bridges, such as through the Next Generation Bridge Program (NGB).

Accelerated Bridge Program (ABP) and Next Generation Bridge Program Bonds

Commonwealth Special Obligation bond proceeds for these two programs are allocated to specific bridge

projects, primarily for project capital maintenance and construction.

Rail Enhancement Program Bonds

The Commonwealth Rail Enhancement Program (REP) is a dedicated initiative for reliability, modernization, and expansion initiatives at the MBTA, which is supported by special obligation bonds. Rail Enhancement Program funding has been used to fund the Commonwealth's share of the Green Line Extension (GLX) program and continues to fund a portion of the South Coast Rail program, Red Line and Orange Line vehicles, and other infrastructure investments.

MassDOT Sources

MassDOT utilizes pay-as-you-go (pay-go) capital funds available from toll revenues, after operating expenses and debt service are funded, to support capital investments on the respective toll facility.

Metropolitan Highway System (MHS) Pay-go Funds

These are projected annual revenues available for capital expenditures for the toll facilities and tunnels east of I-95, including any existing projected reserve balances.

Western Turnpike (WT) Pay-go Funds

These are projected annual revenues available for capital expenditures for the toll facilities west of I-95, including any existing projected reserve balances.

Tobin Bridge (Tobin) Pay-go Funds

These are projected annual revenues available for capital expenditures for this toll facility, including any existing projected reserve balances.

Federal Funding

Massachusetts regularly receives federal funding to improve our transportation system from several U.S. Department of Transportation (USDOT) agencies, including the Federal Aviation Administration (FAA), the Federal Railroad Administration (FRA), the Federal Highway Administration (FHWA), and the Federal Transit Administration (FTA). Federal transportation funds for states are typically authorized by Congress through a multiyear act. The most recent authorization act, the Bipartisan Infrastructure Law (BIL), was signed into law in 2021, and established the current set of federal transportation funding programs.

Massachusetts can access a portion of federal transportation funds on a regular basis because the federal government allocates these funds to the States based on formulas. In other cases, MassDOT may access funding through grant processes, including competitive discretionary grant programs. MassDOT includes these grant funds once awards have been made. While USDOT and its modal agencies administer many of the competitive grant programs to which MassDOT regularly applies, MassDOT may also apply to programs with transportation elements that managed by other federal agencies, such as the Department of Energy or the Federal Emergency Management Agency. Grant awards from these agencies are included in the CIP as well.

Federal Highway Administration (FHWA) funds

FHWA allocates spending authority to Massachusetts through a wide variety of programs. MassDOT and the MPOs select projects to use this spending authority and document these decisions in TIPs and the STIP. The selection and documentation of projects to receive funding in TIPs, the STIP, or the CIP is referred to as “programming” projects. MassDOT later requests that FHWA reimburse the Commonwealth for actual federally eligible expenditures on programmed Highway Division, and in some cases, Rail and Transit Division, projects. The Massachusetts STIP, available at www.mass.gov/info-details/state-transportation-improvement-program-stip, includes detailed descriptions of FHWA and FTA funding programs that support transportation investments.

Federal Transit Administration (FTA) funds

This funding category involves MassDOT drawing down obligated, or federally committed, amounts of FTA funds to reimburse the Commonwealth for Rail and Transit Division project spending. FTA allocates spending authority to Massachusetts to support transit services for older adults and people with disabilities through its Section 5310 program, and MassDOT may also compete for funds through FTA discretionary grant programs. FTA provides other federal funds directly to the RTAs and the MBTA—these funds are not reported in the CIP.

Federal Aviation Administration (FAA) funds

MassDOT applies for FAA grant funds every federal fiscal year. This funding category involves MassDOT drawing down those approved grant amounts to pay for the Aeronautics Division's capital investments.

Federal Railroad Administration (FRA) funds

This funding category has MassDOT draw down approved grant amounts from the FRA to pay for rail capital investments.

Spotlight on Federal Discretionary Grants

The Healey-Driscoll Administration is committed to maximizing federal resources at every level and recognizes the historic opportunity Massachusetts has to compete for unprecedented levels of federal funding made available under the BIL and other recent federal legislation. In October 2023, Governor Maura Healey issued Executive Order 624, which

- directs the Commonwealth's executive offices and agencies to compete aggressively for and maximize all appropriate federal funding opportunities; and
- established the Federal Funds and Infrastructure Office (FFIO) within the Executive Office of Administration and Finance.

The FFIO leads and facilitates partnerships and planning efforts related to competing for federal funding. It also guides the Massachusetts executive branch, local governments, and other agencies on

pursuing federal funding opportunities, and advocates on behalf of Massachusetts projects that advance key priorities. More information about the FFIO is available at <https://www.mass.gov/orgs/federal-funds-infrastructure-office>.

MassDOT supports this whole-of-government goal to maximize federal funding by pursuing transportation-related federal discretionary grants, and it works closely with the FFIO as part of this process. Examples of recent federal competitive grants awarded to MassDOT include the following:

- \$993 million in Bridge Investment Program (Large Bridge) funds for design and construction work to replace the Sagamore Bridge and improve local roadway connections
- \$372 million in National Infrastructure Project Assistance (MEGA) funds for design and construction work to replace the Sagamore Bridge and improve local roadway connections
- \$108 million from the Consolidated Rail Infrastructure and Safety Improvements (CRISI) program for project development, final design, and construction activities for various track, signal, grade crossing and bridge improvements on the Inland Route corridor

- \$335 million in funding from the Neighborhood Access and Equity Program for the Allston Multimodal Project
- \$3.7 million in funding from the Promoting Resilient Operations for Transformative, Efficient, and Cost-Saving Transportation (PROTECT) discretionary grant program for a flood relief project at the Route 20/Grafton Street (Route 122) Interchange in Worcester

MassDOT also supports municipalities, RPAs, and other Commonwealth entities pursuing grants by providing letters of support for applications that align with Healey-Driscoll Administration priorities. When feasible, MassDOT also works with these entities to identify funding sources—including state sources—for non-federal matches for federal discretionary grant awards.

Other Sources

Below are examples of other sources that may support investments in the CIP.

Central Artery Tunnel Project Repair and Maintenance Trust Fund (CARM)

Funds from the CARM are used for certain eligible MHS projects and are subject to FHWA approval.

Municipal and Local Funds

Funds are provided by municipalities to match federal-aid sources and/or to pay for construction items.

Reimbursable and Third-Party funds

This funding source comprises funding from private or other sources that MassDOT may receive to mitigate the transportation impacts of development projects or as part of a joint development or other agreement.

Other Commonwealth funds

Other Commonwealth sources of funding for the CIP may include transfers of Volkswagen (VW) settlement funds used to invest in clean transit vehicles, or funds provided through legislative earmarks or other mechanisms to fund specific transportation projects.

The CIP and the STIP

MassDOT’s CIP development process is closely connected to the development of the STIP, another multi-year capital planning document produced by MassDOT. The STIP reflects the roadway and transit projects that MassDOT, Massachusetts MPOs and TPOs, the MBTA, and the RTAs have programmed to receive federal funding, based on Massachusetts’ existing and anticipated spending authority as granted by FHWA and FTA.

The STIP is made up of the individual TIPs adopted by the Commonwealth’s 10 MPOs and three TPOs. These bodies are responsible for transportation planning and for programming investments using federal surface transportation funds in their respective regions. Figure 4 shows the areas of Massachusetts served by the respective MPOs and TPOs. Each TIP adopted by these agencies includes the relevant MPO-programmed, MassDOT-programmed, and MBTA and RTA-programmed projects for that area. The MPOs and TPOs make their investment decisions by following the federally mandated continuing, comprehensive, and cooperative, or “3C,” transportation planning process. This process is designed to bring stakeholders and the public together to establish shared goals and plans for investing in transportation in the region.

Figure 4: Massachusetts MPOs and TPOs



Metropolitan Planning Organizations
Transportation Planning Organizations

MassDOT’s CIP ultimately includes many of the investments reflected in the STIP. Figure 5 shows the elements of the STIP that are included in the CIP (shown in the upper left in green), along with other categories of investments included in the CIP. The STIP components make up a significant portion of the overall CIP. As previously mentioned, the CIP does not reflect federal funds that are received directly by the RTAs or the MBTA (which do not pass through MassDOT).

Figure 5: MassDOT CIP Contents, including STIP Components

Federally-aided Highway Projects (STIP) (includes MPO and MassDOT-selected projects)					Chapter 90 funding
					Other Highway (including local aid programs)
State Match for Federally-aided Transit Projects (STIP)					State-funded MBTA projects
RMV	Other Transit	IT	Rail	Aeronautics	Planning and Shared Services

The CIP and the STIP have several elements in common. Both documents cover a five-year period, though the CIP is organized on a state fiscal year basis (July 1 to June 30), while the STIP is organized on a federal fiscal year basis (October 1 to September 30). Both documents are fiscally constrained to available funding resources. In addition, the Highway portion of the STIP is organized according to the same Reliability, Modernization, and Expansion priority and CIP investment program structure that is used in the CIP.

Because of their shared features and interrelated contents, the development cycles of the CIP and STIP

intersect at various points. The work MassDOT staff do to identify and track available federal transportation dollars and state matching funds over the course of the year affects how both the CIP and STIP are developed. Decisions about the amount of funds that are included in each investment program affect both plans. As MassDOT, the MPOs and TPOs, the MBTA, and the RTAs identify specific projects for inclusion in regional TIPs, that information is integrated into both the STIP and the CIP (as applicable).

The CIP and the STIP also differ in several ways. A key difference is that the STIP reflects federal obligations, or federal commitments based on advertisements or awards. In most circumstances, projects are listed in the STIP in the year that funds will be obligated. In contrast, the CIP shows the spending of funds for project implementation or construction over time. As a result, CIP investments typically show spending over multiple years. The CIP and the STIP also differ in terms of how they are ultimately approved. The CIP is approved by the MassDOT Board of Directors. Meanwhile, the STIP is subject to approval by the U.S. Department of Transportation and the U.S. Environmental Protection Agency, as well as by the Massachusetts Department of Environmental Protection.

Education and Transportation (Fair Share) Funds

In November 2022, Massachusetts voters approved a 4 percent surtax on income above \$1 million annually, known as the Fair Share amendment. Per the amendment, this new source is constitutionally dedicated to “quality public education and affordable public colleges and universities, and for the repair and maintenance of roads, bridges, and public transportation.” Fair Share spending was first included in the FY24 Massachusetts budget. The Governor, the Massachusetts House of Representatives, and the Massachusetts Senate develop their proposals for the use of this funding as part of the annual budget process, with final appropriations for specific Fair Share items included in the final budget for the year.

Because MassDOT’s CIP is typically approved prior to when the Massachusetts budget is finalized, the CIP does not reflect anticipated Fair Share spending. Fair Share spending is generally intended to supplement transportation investments already planned for in the CIP. The Governor’s House 2 budget, issued in January 2024, includes the following items for Fair Share transportation spending:

- \$100 million in supplemental Chapter 90 for cities and towns
- \$56 million for safety, service, and sustainability investments at MassDOT

- \$56 million to enhance regional transit operating and capital investments
- \$45 million to support the MBTA’s implementation of Low-Income Fare Relief
- \$24 million for local road funds for rural and regional projects
- \$15 million for fare equity programs at RTAs
- \$4 million for transit providers to support expanded mobility options for older adults, people with disabilities and low-income individuals
- \$250 million dedicated to the Commonwealth Transportation Fund (CTF), which will increase borrowing capacity of the CTF by \$1.1 billion over the next 5 years. This will support the Commonwealth’s ability to issue bonds for transportation capital expenses.

The Massachusetts House of Representatives and the Massachusetts Senate have released their proposals for FY25 Fair Share spending (in the House Ways and Means Budget and the Senate Ways and Means Budget, respectively). These proposals will be resolved in the remaining stages of the budget process, shaping final Fair Share appropriations for FY25. More information about the budget process is available at www.mass.gov/operating-budgets-fy25-and-previous.

FY25–29 Capital Investments Summary

This section details the investment approach used to develop MassDOT’s FY25–29 CIP, along with summaries of the investments that it includes.

FY25–29 CIP Context and Strategy

As discussed in the MassDOT CIP Overview section, the Priorities, Programs, and Projects framework provides the structure that MassDOT has used to create the CIP in recent years. When developing a CIP during a particular development cycle (such as FY25–29), MassDOT considers financial, policy, and other factors that should shape its investment strategy. These factors are in turn shaped by activities and decisions made at the federal and state levels, as well as within MassDOT.

Federal-level Factors

MassDOT’s CIP development process continues to be shaped by the implementation of the Bipartisan Infrastructure Law (BIL), which was enacted in 2021. (The BIL is also known as the Infrastructure Investment and Jobs Act [IIJA].) The BIL authorized \$350 billion for highway investments and \$108 billion for transit investments for federal fiscal years 2022 through 2026. Massachusetts’ five-year

apportionments under the BIL include approximately \$5.4 billion in highway formula funds and \$2.8 billion in transit formula funds. This highway formula funding reflects both increases in existing programs and the creation of new programs, including, but not limited to, the following:

- \$1.125 billion for a new bridge program
- \$106.5 million for a new resiliency program
- \$93.7 million for a new carbon reduction program
- \$63.5 million for a new electric vehicle infrastructure program

The formula funding programs and funding levels established by the federal government reflect its transportation priorities, which it seeks to advance at the state level. Both the CIP and the STIP incorporate the federal formula funds (along with the corresponding state match funds) that were provided to Massachusetts under the BIL. Detailed information about federal funding for roadways and transit is available in the STIP.

The BIL also included authorizations for more than 35 discretionary grant programs administered by the USDOT Office of the Secretary and the Modal Administrations (such as FHWA and FTA), with total

funding exceeding \$110 billion. MassDOT continues to compete aggressively for funding from programs in coordination with the Commonwealth's Office of Federal Funds and Infrastructure.

State-level Factors

The CIP is also guided by priorities established by the Healey-Driscoll Administration, the Massachusetts Legislature and through MassDOT's coordination with other Commonwealth agencies. The Healey-Driscoll Administration emphasizes safe and reliable transportation, including the Commonwealth's public transportation systems as well as its bridges and roadways. Improving the connectivity of the Commonwealth's public transportation systems is also a key priority, such as through investments like West-East Rail. The Healey-Driscoll Administration also seeks to make Massachusetts a world leader in combating the climate crisis. To support this aim, the Healey-Driscoll Administration has appointed a Climate Chief and established an Office of Climate Innovation and Resiliency, which guides climate-related activities for the Commonwealth's secretariats and agencies, including MassDOT. The Healey-Driscoll Administration's priorities are captured in key plans that help guide investment the Commonwealth's capital investment activities. Examples of these plans include *ResilientMass*, Massachusetts' 2023 State Hazard Mitigation and Climate Adaptation Plan, and Massachusetts' *Clean Energy and Climate Plan for 2050*.

Key legislation shaped by both Massachusetts executive and legislative branches also influences MassDOT's CIP. This includes the Commonwealth's annual budget and annual bills that authorize spending for ongoing programs such as Chapter 90, but also periodic transportation bond bills. These bills authorize the Commonwealth to issue and sell bonds to fund capital projects and programs. Recent transportation bond bills include the following:

- Chapter 383 of the Acts of 2020, "An Act Authorizing and Accelerating Transportation Investment," authorized approximately \$16.2 billion in transportation capital spending. It included several new programs to address asset conditions and congestion at the local level, improve transit access, and provide new funding for the Commonwealth's National Highway System (NHS) bridges.
- Chapter 176 of the Acts of 2022, "An Act Relative to Massachusetts Transportation Resources and Climate" (also known as MassTRAC), was filed to ensure the Commonwealth could fully utilize the federal funding authorization provided by the BIL. MassTRAC authorized approximately \$11.4 billion in spending for Massachusetts' roads, bridges, railways, transit agencies, and environmental infrastructure.

MassDOT Factors

MassDOT’s strategic plans and initiatives also inform the CIP. While the FY25–29 CIP was being developed, MassDOT continued to advance work on *Beyond Mobility*, the Commonwealth’s forthcoming statewide long-range transportation plan (see details at www.mass.gov/beyond-mobility). This plan identifies the most pressing transportation issues for the Commonwealth of Massachusetts to address both now and in the future, and crafts a vision and a set of actions for MassDOT and the MBTA to take to achieve a safer and more equitable, reliable, and resilient network. The vision and action items outlined in the plan documented in this plan respond directly to problems identified through extensive public engagement and data analysis. The plan is organized around six major priority areas:

- Safety
- Reliability
- Supporting Clean Transportation
- Destination Connectivity
- Resiliency
- Travel Experience

As of July 2024, MassDOT has posted a final version of the *Beyond Mobility* plan to the *Beyond Mobility* Web site. MassDOT has reflected on *Beyond Mobility*’s priority areas when developing the FY25–29 CIP. In

future planning cycles, MassDOT will make more comprehensive updates to align the CIP’s structure, programs, and investments with *Beyond Mobility*’s priority areas and action steps.

Other MassDOT plans guide transportation investment decisions at the mode and program level, including the following:

- MassDOT’s *2023 Transportation Asset Management Plan* (for pavement and bridge assets on the National Highway System)
- The *2023 Massachusetts Freight Plan*
- The *2023 Massachusetts Strategic Highway Safety Plan*
- The *Massachusetts State Rail Plan* (2018)
- The *2019 Massachusetts Bicycle Transportation Plan*
- The *2019 Massachusetts Pedestrian Transportation Plan*

Appendix B describes, for each CIP investment program, the plans and policies that guide spending under that program.

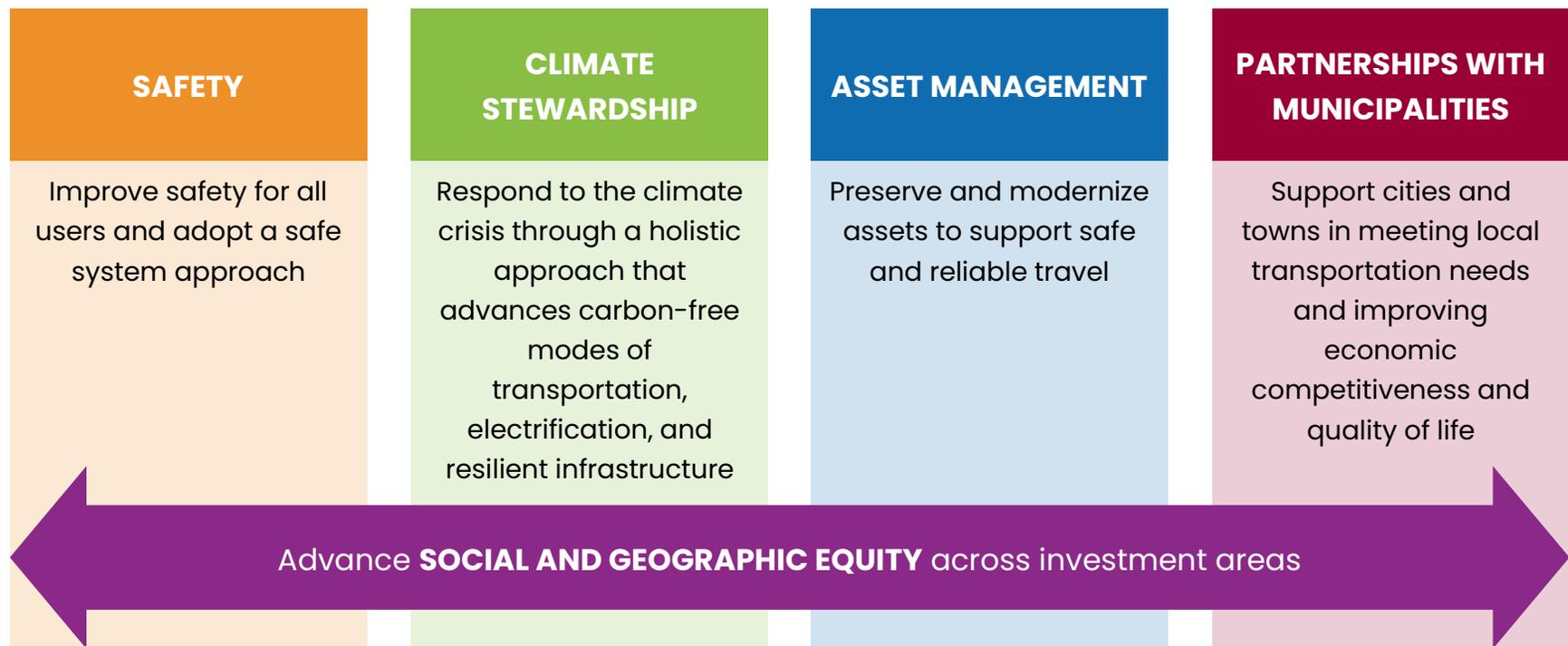
CIP Investment Focus Areas

When developing the FY25–29 CIP, MassDOT determined that within the reliability, modernization, and expansion framework discussed earlier, MassDOT will direct investment to several focus areas. These

are informed by the federal, state, and MassDOT level factors discussed earlier in this section, and are shown in Figure 6 below. They include safety, climate stewardship, asset management, and partnerships

with municipalities, as well as advancing social and geographic equity when making investments in all areas.

**Figure 6:
FY25-29 CIP Investment Focus Areas**



FY25-29 CIP Planned Spending

Figure 7 shows the top ten MassDOT CIP programs by planned FY 25-29 spending, while Figure 8 on the following page summarizes CIP spending by MassDOT priority area and by MassDOT Division or business unit. The appendices of this FY25-29 CIP document describe these investments in more detail. Appendix A list individual capital projects by Division or business unit, while Appendix B describes CIP investment programs by Priority Area (Reliability, Modernization, and Expansion) and Division or business unit.

Figure 8 shows that MassDOT’s FY25-29 CIP includes approximately \$16.7 billion in investments. About 60 percent of these investments address reliability needs while another 24 percent support transportation system modernization. An additional five percent expands the Commonwealth’s transportation networks.

**Figure 7:
Top MassDOT Programs by FY25-29 CIP
Spending (\$ millions)**

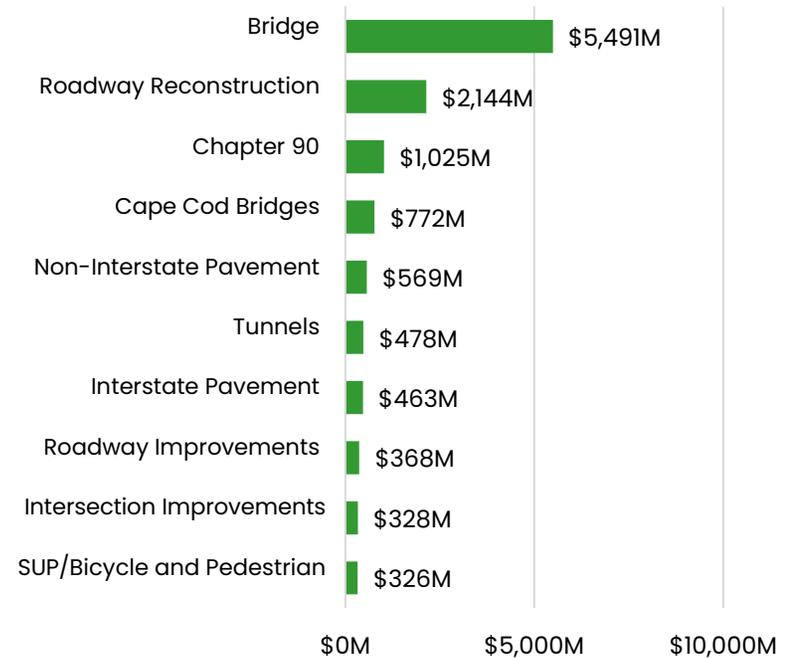
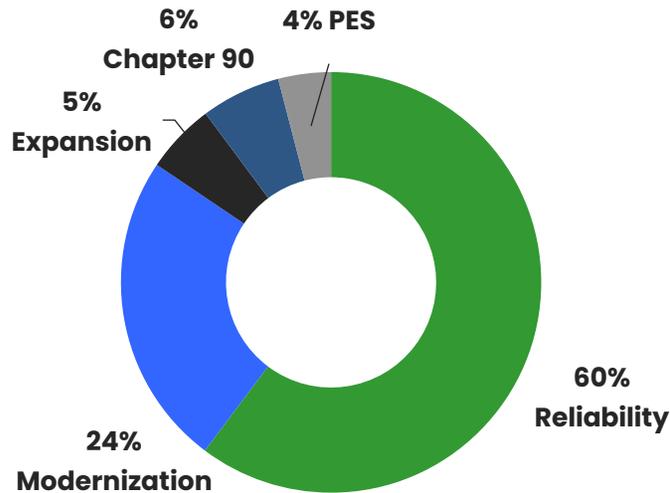


Figure 8: FY25-29 Spending by Division/Business Unit and Priority

<i>millions</i>	Aeronautics	Highway	IT	MBTA	Rail	RMV	Transit	SFY 25-29 Total
Reliability	\$561.7	\$8,852.0	\$46.0	\$67.8	\$288.8	-	\$252.0	\$10,068.3
Modernization	\$15.6	\$3,186.0	\$65.9	\$604.6	\$33.7	\$17.3	\$118.9	\$4,041.9
Expansion	-	\$605.1	-	\$175.0	\$118.3	-	-	\$898.3
TOTAL	\$577.3	\$12,643.2	\$111.9	\$847.2	\$440.7	\$17.3	\$370.9	\$15,008.6



Note: Totals may not sum due to rounding.

<i>millions</i>	FY24-28	FY25-29	Difference
Reliability	\$9,419.9	\$10,068.3	+\$648.4
Modernization	\$3,531.1	\$4,041.9	+\$510.8
Expansion	\$1,048.7	\$898.3	-\$150.4
Chapter 90	\$1,000.0	\$1,025.0	+\$25.0
Planning & Enterprise Services (PES)	\$699.8	\$677.2	-\$22.6
Total	\$15,699.5	\$16,710.8	\$1,011.3

CIP Spending by Source

Figure 9 summarizes CIP spending by funding source categories discussed in the Funding Sources section.

Of the approximately \$16.7 billion in proposed spending included in the plan, approximately 42 percent is supported by federal formula and discretionary grant funds, while approximately 34 percent is supported by state bond cap allocated to MassDOT.

Table 1 provides additional details about FY25-29 CIP spending by source.

**Figure 9:
FY25-29 CIP Spending by Source Category**

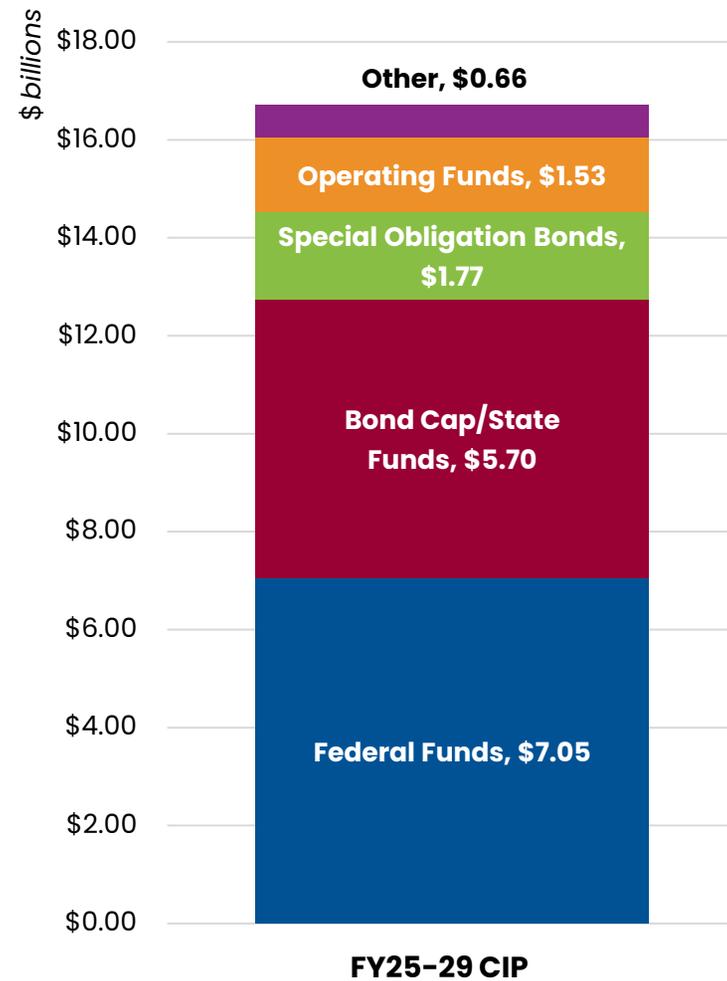


Table 1: FY25-29 CIP Spending by Source

Projected Spending by Source (in millions)*	FY24-28	FY25-29
Federal Sources of Funds		
Federal Highway (FHWA) reimbursements	\$6,137.1	\$6,406.2
Federal Transit (FTA) reimbursements	\$63.7	\$109.8
Federal Aviation (FAA) reimbursements and grant draws	\$364.8	\$441.6
Federal Rail (FRA) reimbursements and grant draws	\$4.8	\$94.0
Other Federal funds (Note 1)	\$-	\$2.0
Subtotal of federal spending	\$6,570.3	\$7,053.6
Bond cap	\$5,655.0	\$5,700.8
Grant Anticipation Notes (GANs)	\$827.9	\$1,035.4
Accelerated Bridge bonds	\$4.5	\$0.5
Rail Enhancement bonds	\$811.3	\$730.7
Metropolitan Highway system (MHS) pay-go	\$818.9	\$944.9
Tobin Bridge (Tobin) pay-go	\$183.9	\$116.2
Western Turnpike (WT) pay-go	\$511.1	\$467.5
Central Artery Tunnel Project Repair and Maintenance Trust Funds (CARM)	\$174.1	\$160.7
Municipal, reimbursable, third-party, and local funds (Note 2)	\$53.6	\$393.6
Other State Funds	\$88.9	\$107.0
Subtotal of non-federal spending	\$9,129.2	\$9,657.1
Total Spending	\$15,699.5	\$16,710.8

Totals may not sum due to rounding.

Note 1: This category includes funds from the federal Environmental Protection Agency.

Note 2: This category includes \$300 million in funds from the US Army Corps of Engineers.

FY25–29 CIP Highlights

This section spotlights programs and projects within the FY25–29 CIP. It describes new investment programs, planned spending in priority areas, and key projects in the CIP.

New Investment Programs

Appendix B describes MassDOT’s new and continuing investment programs. Three are new for the FY25–29 cycle.

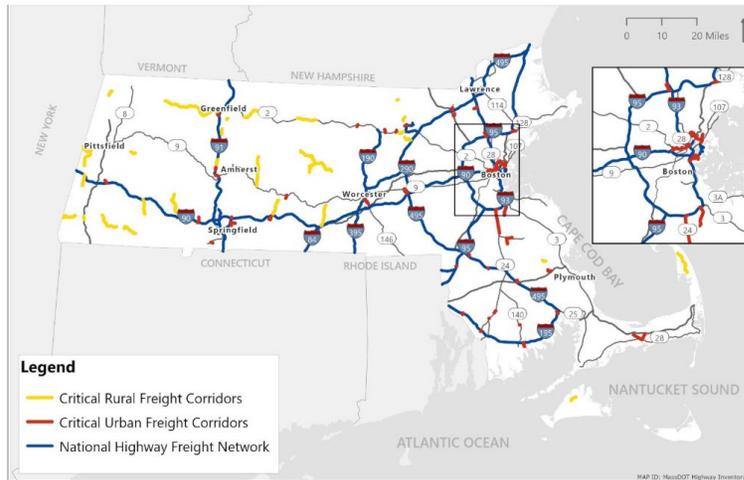
Transportation Management Association (TMA) Grant Program



Transportation Management Association Vehicle
Photo Source: Neponset Valley TMA

This program is carried out by MassDOT’s Rail and Transit Division and supports MassDOT’s modernization priority area. Transportation management associations (TMAs) are non-profit membership organizations made up of employers, developers, and property managers working together to address transportation, air quality, and commuter issues in a defined geographic area. TMAs may apply for funding to reduce single-occupancy vehicle trips and reduce greenhouse gas emissions, facilitate mode shift, and expand mobility. Examples of eligible project types include new or expanded shuttle, bus, or transit service, vehicle purchases, and service planning. The FY25–29 CIP includes \$16 million in spending for this program.

Freight Program



Roadway Infrastructure Freight Designations in Massachusetts, 2023 (Data source: FHWA)

This program is carried out by MassDOT’s Highway Division and supports MassDOT’s modernization priority area. It aims to improve the efficient movement of freight on the National Highway Freight Network (NHFN). Potential projects may include truck parking, roadway or bridge projects that improve freight traffic flows, and more. The FY25-29 CIP includes \$13 million in spending for this program.

Water Transportation Pilot Program



MBTA ferry vessel (Photo source: MBTA)

This program will provide funding to the MBTA to implement a pilot program that would expand the current MBTA ferry system and ensure equitable and broad access to and from Boston and other coastal cities and townships. This spending was authorized by the 2022 transportation bond bill (Chapter 176 of the Acts of 2022) and will be shaped by the recommendations of a water transportation study. The FY25-29 CIP includes \$28 million in spending for this program, with spending expected to begin in FY27.

Safety and Asset Management Highlights

MassDOT supports safety and reliability through investments that keep the transportation system in a state of good repair. Safety considerations are integrated throughout many programs in MassDOT's FY25-29 CIP, particularly those that address reliability and modernization. Approximately 84 percent of spending in MassDOT's FY25-29 CIP supports reliability and modernization improvements.



Paving equipment on local roadway

Pavement Condition

MassDOT's Highway Division continues to fund pavement investments at a level that maintains interstate highways within the range of current

condition targets for federally required performance measures and seeks to make progress toward condition targets for non-interstate pavements. MassDOT is responsible for nearly 75 percent of the National Highway System (NHS) in the Commonwealth, and highway pavement investments support the condition of this multimodal and economically significant transportation network. The increase in federal formula funds for Massachusetts from the BIL supports the additional capital investments MassDOT has programmed to improve our roadways and pavement condition over the next five years. MassDOT plans to spend \$1,032 million over FY25-29 on pavement improvements for Interstate and MassDOT-owned non-Interstate roadways.

Roadway Improvements

MassDOT will support roadway repairs and enhancements, including for safety, through its Roadway Improvement program (\$368 million over FY25-29) and Roadway Reconstruction program (\$2,144 million over FY25-29), among others. MassDOT's CIP also includes a Safety Improvements program (\$153 million in FY25-29) dedicated to making systematic safety improvements on state-owned roadways. Safety investments made throughout the Commonwealth, and via multiple CIP programs, are guided by the Massachusetts Strategic Highway Safety Plan.

Rail, Transit, and Aeronautics Assets

In addition to the bridge and roadway improvements mentioned above, MassDOT's FY25-29 CIP includes \$322 million in reliability and modernization spending for the state-owned rail system, \$577 million for paving, facility, and other capital needs at public use airports, and \$345 million for transit vehicle and facility investments. These investments will support safe and reliable travel across multiple modes.

Bridge Improvements

During FY25-29, MassDOT plans to spend approximately \$5.5 billion on bridge improvements through its Bridge program. The level of investment is supported by the Highway Infrastructure Program funding available under BIL (\$1.125 billion in federal formula bridge funds), and approximately \$1.25 billion in Next Generation Bridge grant anticipation notes (GANs) funding authorized by Chapter 383 of the Acts of 2020, among other sources.

Spotlight on Massachusetts Roadway Bridges



Rourke Bridge in Lowell

Current Bridge Condition

MassDOT holds management of Massachusetts bridges amongst its highest priorities. MassDOT is responsible for inspection of 3,493 state-owned and 1,689 municipally owned bridges, and each structure receives a hands-on assessment every two years, or more frequently as condition warrants. Inspections are performed every day across the Commonwealth to ensure Massachusetts bridges remain safe for roadway users. When an unsafe condition is identified, usage is restricted.

At an average year of construction of 1960, the Massachusetts bridge inventory is 15 years older than the national mean. This age disparity is a major contributing factor to Massachusetts' rank as fourth

worst with respect to National Highway System (NHS) bridge condition. With 12 percent of bridges in poor condition (by deck area) as of 2022, Massachusetts currently exceeds the Federal minimum condition threshold for NHS bridge condition (no more than 10 percent poor) and as a result is required to annually commit a minimum amount of federal aid to the NHS.

Current NHS bridge condition has improved since Massachusetts reached an all-time high of 17.5 percent poor in 2009. This improvement is due in large part to the nationally recognized Accelerated Bridge Program (ABP). The ABP paired \$3 billion of dedicated bridge funding with alternative project delivery and accelerated bridge construction practices. The innovations of the ABP have become standard practice at MassDOT, and MassDOT continues to build better bridges, faster, through nationally recognized projects.

Bridge Investment Strategy

Through a combination of new federal funds from the Bipartisan Infrastructure Law (BIL) and the Massachusetts Next Generation Bridge Financing Program (NGB), MassDOT is once again making a significant investment in bridges. As a direct result of these funding programs, the MassDOT forecasts spending \$5.5 billion through the Highway Division's Bridge program to improve bridge condition across the Commonwealth. (Note: this value does not include spending on bridges through other Highway

Division programs or spending for the Cape Cod Bridges—these programs also support bridge improvements in the Commonwealth.).

The strategy for these funds will balance the clear need to address the backlog of structures in poor condition while simultaneously supporting a comprehensive preservation program to prevent further decline of Massachusetts' bridge inventory.

Bridge Replacements

MassDOT bridge replacement projects are identified through a risk-based analysis of the entire inventory. This analysis considers current and projected condition, network importance (based on factors such as load restrictions, traffic volumes, and detour routes), and resilience (including susceptibility to scour from channel flow and extreme weather events). This composite score is recalculated annually for every bridge in the MassDOT inventory and is used to establish a relative priority ranking. The ranking is performed statewide and at the regional level to ensure regional equity in identification of new projects.

Bridge Preservation

Though it is always a component of bridge investment strategy, MassDOT has significantly expanded its bridge preservation program. Standardization of projects, development of a preservation manual and additional hires has positioned MassDOT to efficiently deliver low

cost\high value projects in a streamlined fashion across the state. With support from BIL funding, MassDOT is approving new processes to preserve more bridges per year, with new projects advanced every year.

Outcomes

Based on current planned investments, MassDOT bridge conditions are forecasted to improve incrementally through the decade. Sustained investment beyond the FY25-29 CIP is necessary to fully resolve the current backlog and meet the Federal minimum condition target for NHS bridge condition.

Climate Stewardship Highlights

Climate investments included in MassDOT's proposed FY25-29 CIP focus on providing alternatives to car and truck travel, transportation system electrification, and investments to make the transportation system more resilient.



Pioneer Valley Transit Authority (PVTA) – Electric Bus
(Photo Source: PVTA)

Alternatives to Car and Truck Travel

To help achieve the Commonwealth's greenhouse gas reduction goals, MassDOT's FY25-29 CIP supports improvements to rail, transit, bicycling, and walking options. MassDOT enhances bicycle and pedestrian accommodations through many of its Highway Division programs. Focused programs provide \$555 million in planned spending in FY25-29 to improve on-road bicycle and pedestrian facilities, shared use paths, and related improvements to enhance connectivity, safety, and traveler comfort using these modes.

MassDOT will also support travel provided by RTAs and other local transit providers through \$371 million in investments that increase access, safety, and reliability. MassDOT's CIP also includes rail investments for both passenger and freight movement. MassDOT plans to invest \$441 million during FY 25-29 in the Commonwealth's state-owned rail infrastructure, including investments in the Inland Route corridor, part of the Commonwealth's Compass Rail passenger rail initiative. Finally, MassDOT's CIP includes \$847 million in investments for the MBTA over FY 25-29, including \$335 million for Red and Orange Line vehicle replacements, \$143 million for South Coast Rail and \$28 million for the proposed water transportation pilot program (for more information, see the section titled "Investment in the MBTA").

Electrification

MassDOT continues to advance its program to increase availability of charging stations near major Commonwealth roadways using National Electric Vehicle Infrastructure (NEVI) funds. The FY25-29 CIP includes \$89 million in spending for this work, and MassDOT is in the process of selecting contractors to implement charging stations along the Interstate system. MassDOT's Rail and Transit Division continues to work closely with the RTAs on upgrading their fleets and facilities to incorporate electric vehicles and other efficiency improvements, including the funding of studies and consulting services to support this transition. MassDOT currently estimates \$68 million in bond cap spending over FY25-29 on RTA electric vehicle purchases and electrification projects, which will be used in combination with federal and other funds available to the RTAs.

Resiliency

MassDOT continues to advance resiliency projects through the Highway Resiliency Improvement Program (\$83 million in FY25-29) established in the FY24-28 MassDOT CIP, which funds projects in part using federal Promoting Resilient Operations for Transformative, Efficient, and Cost-Saving Transportation, or PROTECT, formula funds. Examples of projects include stormwater and flood mitigation projects in Sterling and Worcester. Resiliency needs are addressed through a variety of other MassDOT

programs including those that address highway and rail bridges and culverts. MassDOT also continues to advance planning and research initiatives to support resiliency activities.



Project: Dam Replacement on Route 28 in Wareham

Programs for Municipalities

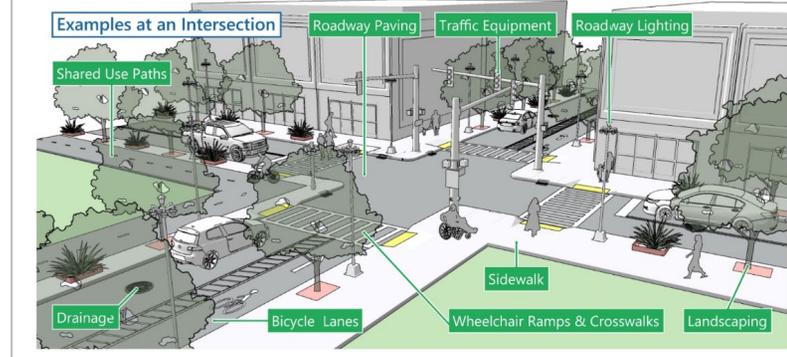
MassDOT has built extensive partnerships with the 351 cities and towns in the Commonwealth, and it provides technical assistance and funding for local investments each year through grant or reimbursement programs.



Detailed information about the programs listed below is available at MassDOT Grant Central, a revolutionary online portal that provides a single, convenient location for all MassDOT Highway Division grant program activities to take place. Visit Grant Central at <https://madothway.my.site.com/GrantCentral/s/>. Grant Central transforms and simplifies the municipal user's experience in obtaining and managing award funds for the entire life cycle of a grant by centralizing all activities and information. The new portal also improves end-to-end grant management for MassDOT staff, creating new operational efficiencies and improved customer service capabilities. Finally, Grant Central provides better grant reporting and tracking capabilities that any site visitor can utilize.

Chapter 90

Cost Examples



Examples of eligible costs for Chapter 90 reimbursement

MassDOT administers an annual legislative authorization of state aid to the 351 cities and towns in the Commonwealth through the Chapter 90 Program. Chapter 90 funds may be used for projects and expenditures that create or extend the life of local capital facilities, such as the following:

- Highway construction, preservation, and improvement projects
- Pedestrian and bicycle facilities
- Road-building machinery and equipment
- Consulting services for transportation planning

The portion of overall program funding that a municipality receives from the Chapter 90 program is

based on local road mileage, population, and employment. Municipalities apply for reimbursement on a project-by-project basis, and eligible work activities are reimbursable on any town-accepted roadways, including those on the National Highway System (NHS).

Rural Roadway Funding Program

Chapter 27 of the Acts of 2023, which authorizes Chapter 90 spending for FY24, authorized an additional \$25 million in funding to support the construction and reconstruction of municipal ways. Per the legislation, these funds are to be distributed to all 351 Massachusetts municipalities in the Commonwealth using a formula based on local road mileage, municipal population, and rurality. A municipality is considered rural for the purposes of this funding if it has a population of less than 10,000 and a population density under 500 people per square mile. These funds are subject to the rules and procedures of the Chapter 90 program. Chapter 89 of the Acts of 2024 provided additional authorization for this purpose. The FY25-29 CIP includes spending authorized by these supplementary Chapter 90 items under the Rural Roadway Funding Program component within the larger Chapter 90 program.

Complete Streets



Complete Streets project in Montague

Complete Streets are ones that provide safe and accessible options for all travel modes--walking, biking, transit and vehicles--for people of all ages and abilities. The Complete Streets program encourages municipalities to integrate Complete Streets principles into regular planning and design practices. It is a three-tiered funding program that incentivizes municipalities to

- adopt a local Complete Streets policy (Tier 1);
- develop a prioritization plan (Tier 2); and
- implement construction projects (Tier 3).

The program provides technical assistance to eligible municipalities for the development of a prioritization plan, as well as construction grants for

facilities that enhance pedestrian, bicycle, and transit travel for roadway users of all ages and abilities.

Local Bottleneck Reduction



Kelley Square in Worcester

This grant program provides funding for municipalities to address congestion bottlenecks at local signalized intersections. It aims to improve traffic flows while addressing safety, bicycle, transit, and pedestrian needs, and gives preference to projects near transit-oriented development and multifamily housing. The program funds the design and construction of signal modifications such as retiming, new vehicle detection, and wireless coordination. Other eligible improvements include lane restriping, adding, or removing turn lanes, and intersection reconstruction. Communities selected for funding through this program are connected to a MassDOT-led consultant team to streamline the experiences for municipalities.

Municipal Pavement



Paving equipment on local roadways

The Municipal Pavement Program seeks to improve the condition of municipally owned state numbered routes, with an emphasis on NHS roadways, and to find opportunities to improve safety and accessibility for all modes. It supports the long-term condition of this important network, contributes to improved NHS pavement performance, and assists municipalities in the management of local infrastructure. The Massachusetts state numbered route system supports mobility in 310 cities and towns. Fifty percent of state numbered routes are on the NHS, which underscores the importance of these roadways.

Through this program, MassDOT provides selected municipalities with design support as needed at no cost to the municipality. Projects are also constructed

by MassDOT contractors, making the implementation process as simple as possible for municipal staff.

Municipal Small Bridge



Municipal bridge improvement project

This program provides financial support to cities and towns for the replacement, preservation, or rehabilitation of small bridges. Eligible bridges are those on public ways with spans between 10 and 20 feet that are structurally deficient or load posted. These structures are not eligible for federal funding under existing bridge programs, making this program a critical funding source for municipalities seeking to advance these expensive projects.

Municipalities may receive either a design (Phase 1) or construction award (Phase 2) each fiscal year. MassDOT provides Phase 1 awardees with direct

MassDOT-led consultant support for the design of bridge improvements.

Shared Streets and Spaces



Outdoor dining improvement project in Norwood

This program provides funding to municipalities and public transit authorities to quickly implement improvements to plazas, sidewalks, curbs, streets, bus stops, parking areas, and other public spaces in support of public health, safe mobility, and strengthened commerce. Launched during the COVID-19 pandemic to help communities rapidly respond to changing needs, the program's immediate success led to its continuance. Shared Streets and Spaces has helped municipalities to reconceive their streets not only as thoroughfares for

vehicles, but as civic spaces with a range of uses for everyone, regardless of age, ability, or preferred ways of getting around. Projects may focus on pedestrian and bicycle improvements, outdoor dining or programming, and transit related improvements.

Investment in the MBTA



MBTA bi-level commuter rail coaches

As previously noted, the MBTA develops a separate CIP—more information is available at www.mbta.com/cip. The MBTA CIP includes the full set of planned MBTA investments, from all funding sources, for a given period (most recently, FY25-29). MassDOT's CIP includes only those MBTA projects funded by the Commonwealth—for example, with state bond cap or Rail Enhancement Program special obligation bonds. MassDOT's FY25-29 CIP includes approximately \$847.2 million of these investments. This spending is supported by

- \$712.2 million in Rail Enhancement Program bond funds
- \$28.0 million in state bond cap allocated to MassDOT
- \$99.2 million in Commonwealth earmark funds; and
- \$7.8 million in bond cap from the Executive Office of Economic Development

Highlights include the following:

- \$67.8 million in reliability-oriented investments, which includes \$62.1 million for procurement of bi-level commuter rail coaches.
- \$604.5 million in modernization-oriented investments, which includes \$335.3 million for Red and Orange Line vehicle procurement, \$74.9 million in Red and Orange Line infrastructure improvements, and \$107.0 million in passenger facility improvements.
- \$175.0 million in expansion-oriented investments, including \$143.3 million in spending for the South Coast Rail project and \$28.0 million in the previously mentioned Water Transportation Pilot Program.

Selected Major Investments and Programs

This section highlights projects of interest within the FY25-29 CIP. Individual projects and their associated spending are listed in Appendix A.

Boston – Bridge Replacement – Storrow Drive over Bowker Ramps



Rendering of proposed improvements for the Bridge Replacement–Storrow Drive over Bowker Ramps project in Boston

The project proposes to reconfigure the ramp system to better manage traffic patterns, maximize parkland, and daylight the Muddy River, eliminating a long-term environmental issue.

The project scope will also strive to reconnect the Emerald Necklace and increase the number of connections from Beacon Street to the Esplanade. The project will create separated bike and pedestrian

lanes on the Esplanade and eliminate the blind corner/pinch point in the Esplanade and Dr. Paul Dudley White Bike Path. It will also restoring usable open space along the Charles River.

Haverhill – Bridge Replacement, Route 125 (Bridge Street) over the Merrimack River and Bradford Rail Trail Project (Basiliere Bridge)



Basiliere Bridge

This project consists of replacing two bridges carrying Bridge Street (Route 125) over the Merrimack River and Bradford Rail/Trail. The Basiliere Bridge spans the Merrimack River while the short span bridge over the Bradford Rail Trail (former B&M Railroad) is a separate structure. These two structures, which share a common abutment, will be fully replaced, due to their age, structurally deficient condition, scour potential, and limited load carrying capacity.

The proposed horizontal alignment along Route 125 will match the existing alignment; the vertical alignment will be raised slightly to provide increased freeboard clearance beneath the structure and to provide a more uniform, aesthetic bridge profile. The proposed Basiliere Bridge will be approximately 600 feet long with five main spans and an approach span over Wall Street at the north end. The bridge will be widened by approximately 10 feet to facilitate staged construction of the new bridge as well as to provide improved pedestrian and bicycle accommodations on the new structure. The project will be delivered using a design-build procurement process.

More information is available at

<https://www.mass.gov/basiliere-bridge-project-haverhill>

Andover-Lawrence – Bridge Rehabilitation – I-495 over Route 28 (Northbound and Southbound) and I-495 Over B&M Railroad and the MBTA



Map of I-495 Andover-Lawrence Bridge Replacements

The project will replace six structurally deficient bridges with new bridges that will meet current design loading requirements. The proposed replacements will be designed to meet current seismic requirements and approach roadways will comply with the latest American Association of State Highway and Transportation Officials (AASHTO) standards for acceleration and deceleration lanes and shoulder width. New bike lanes and sidewalks will

be constructed on Route 28 northbound and southbound.

More information is available at www.mass.gov/i-495-andover-lawrence-bridge-replacements.

Hopkinton-Westborough – I-495/I-90 Interchange Improvements



Rendering of I-495/I-90 Interchange Improvements in Hopkinton and Westborough

The purpose of the I-495/I-90 Interchange Improvements project is to improve safety and operational efficiency at the interchange of these two regionally significant Interstate highways. Important project elements include improved ramp spacing, acceleration and deceleration lanes, and elimination of weaving movements; a new I-495 bridge over I-90; new I-495 and I-90 bridges over the

MBTA/CSX/Amtrak lines; an auxiliary lane from I-495 Northbound to Route 9; a new Fruit Street Bridge; and a new I-495 bridge over Flanders Road.

This project will increase safety within the project area and improve traffic conditions for the movement of people and goods. Additionally, this project will support planned growth in the region and accommodate future traffic demand at acceptable levels of service (LOS) and travel time through the interchange.

More information is available at www.mass.gov/i-495i-90-interchange-improvements.

Lowell – Rourke Bridge Replacement – Wood Street Extension over the B&M Railroad and the Merrimack River



Rourke Bridge in Lowell

MassDOT proposes to replace the Rourke Bridge which carries the Wood Street Extension over the Boston and Maine Railroad (B&M) and the Merrimack

River in Lowell. The southern approach of the proposed bridge will be in a similar alignment as the current bridge. The northern approach of the proposed bridge will be located west of the current bridge near the intersection with Old Ferry Road and Pawtucket Boulevard. The new bridge will connect Middlesex Street to Pawtucket Boulevard, improve mobility for all users, and meet current standards, including ADA accessibility.

The current bridge, which was constructed in 1983, consists of a nine-span modular structure with eight spans of galvanized steel panelized modular trusses which will be removed as part of the project. The signals at the intersection with Pawtucket Boulevard and Old Ferry Road will be reconstructed to accommodate the proposed alignment. The existing signalized intersection, roadway, and roadside for the existing northern bridge approach will be demolished and Pawtucket Boulevard will require reconstruction to remove the turn lanes to the existing bridge.

For more information, visit www.mass.gov/rourke-bridge-replacement-project/.

Newton & Weston – I-90 / I-95 Interchange



Bridges at the I-90/I-95 Interchange in Newton and Weston

The I-90/I-95 interchange provides access between Boston, MetroWest, and points north and south around the Boston region. I-90 over the Charles River moves passengers and freight to downtown Boston, Logan Airport, and Boston's Seaport.

This project will improve eight bridges at the I-90/I-95 interchange on the Newton/Weston border. The bridges are currently safe but are aging and deteriorating. Of these, five will be replaced, one will be rehabilitated, and two will have their superstructures replaced. Bridge and roadway safety improvements will be made to I-90, ramps within the

interchange, and the bridge span carrying I-90 over the Worcester Mainline Commuter Rail.

For more information, visit www.mass.gov/info-details/about-the-newton-weston-bridge-replacement-and-rehabilitation-at-i-90i-95

Boston – Sumner Tunnel Centennial Project



Sumner Tunnel in Boston

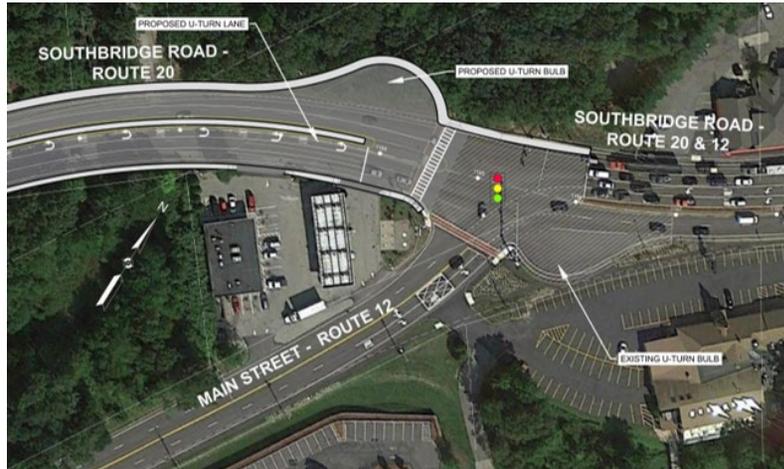
Built in the 1930s, the Sumner Tunnel (Route 1A South) is the first traffic tunnel in Massachusetts and takes vehicles from Logan Airport to Boston/Interstate 93. The Sumner tunnel is undergoing a restoration that began in the spring of 2022. Once completed, the Sumner Tunnel will be in compliance with the majority of current design and safety standards. The project

will provide a new roadway surface for vehicles traveling through the tunnel and extend the lifetime of the tunnel overall.

The Sumner Tunnel project is incorporating accelerated construction techniques to complete the work as quickly and as safely as possible. Improvements are being made in several phases. A series of weekend closures and an approximately two-month closure occurred in 2023. In 2024, there will be periodic weekend closures in May and June, while the project team has reduced the planned full summer closure to an approximately one-month closure from July 5 to August 5. There will be another series of periodic weekend closures in August through November. During closures work is expected to occur twenty-four hours per day.

More details about the project, the 2024 closure schedule, and travel options are available at www.mass.gov/sumner-tunnel.

Charlton & Oxford – Route 20 Reconstruction



Map of Route 20 Reconstruction Project in Charlton & Oxford

This is a significant project to reconstruct and improve the safety of Route 20 from Charlton to Oxford. The project begins on Route 20 at Richardson's Corner in Charlton and continues 3.2 miles east to the Route 12 intersection in Oxford at the Auburn line. The project includes highway reconstruction, widening, traffic signals, and installation of a median barrier. The bridges carrying US 20 over the Little River in Charlton and US 20 over the French River in Oxford will also be rehabilitated. The project will also include improved bicycle and pedestrian accommodation.

For more information about the project, visit www.mass.gov/route-20-reconstruction-project-in-charlton-oxford/.

Fall River – Route 79 / Davol Street



Route 79/Davol Street Corridor in Fall River

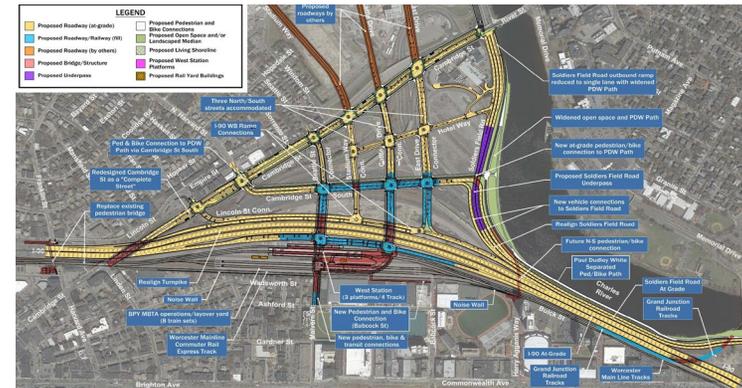
Davol Street and Route 79 run along the Taunton Riverfront in Fall River. Currently, access between the neighborhoods and the waterfront is limited and the corridor lacks bicycle accommodations. The City of Fall River is partnering with MassDOT to redesign the mile-long corridor to improve mobility, connectivity, and safety along and across Route 79 and Davol Street.

The project will replace Route 79 and Davol Street with an urban boulevard, and will

- create 19 acres of new developable parcels and 9 acres of open space;
- reduce the number of travel lanes from four to two lanes in each direction;
- establish four cross street connections between neighborhoods and the waterfront;
- provide two miles of sidewalks and over two miles of shared use paths;
- add coordinated traffic signals along Route 79;
- introduce landscaping elements throughout the corridor;
- replace the bridge carrying northbound Route 79 at the southern project end; and
- improve stormwater and sewage systems.

For more information, visit www.mass.gov/route-79-davol-street-corridor-improvements.

Boston – I-90 Allston Multi-Modal Program



Map of Allston Multimodal project elements

The Allston Viaduct, which carries the Massachusetts Turnpike (I-90) from the Allston Interchange to the Commonwealth Avenue Bridge, is nearing the end of its useful lifespan, and must be replaced. However, this critical component of the Commonwealth’s roadway infrastructure must be kept open for the movement of goods and freight, particularly to Logan Airport.

Similarly, the adjoining Allston Interchange is functionally obsolete. Its general configuration is no longer needed and the way it connects to local streets causes recurring congestion that, under some circumstances, impedes traffic on the I-90 mainline.

The deficiencies of the viaduct and interchange are the reason behind the I-90 Allston Intermodal

Program, which will replace the viaduct and reconfigure the interchange. Changes to the interchange will include flattening the curve of I-90 as it passes through Allston and connecting I-90 to Cambridge Street and Soldiers' Field Road via a new urban street grid. These changes provide MassDOT with the opportunity to enhance parkland along the Charles River; introduce bicycle and pedestrian connections around and through the former Beacon Park Yard (BPY) site; and invest in improved commuter rail service through the construction of West Station.

The current interchange, with sweeping ramps that terminate at congested intersections, will be replaced with an urban-style, split diamond interchange. This interchange configuration will include both eastbound and westbound collector-distributor roadways/ramps that support connections to a series of north-south oriented urban streets with signalized intersections. These new streets will be designed to deliver safe operations for both motorized and non-motorized users while providing sufficient intersection capacity to ensure local neighborhoods will not be negatively affected by "cut-through" traffic. The resulting ramp and street grid network will also serve as the framework to support large scale planned economic development within the BPY site as well as the ongoing development just to the north of Cambridge Street.

The FY25-29 CIP includes the interim repair and preservation project for the viaduct. This work is necessary for both the near-term safety of the viaduct and to support longer term goals as the Commonwealth continues to work with stakeholders on the design, mitigation, financing and permitting for the preferred alternative. The CIP also includes spending for preliminary design and initial spending for the design/build phase of for the Allston Multimodal Project. The project is currently engaged in the federal environmental permitting process.

For more information about the Allston Multimodal Project, visit www.mass.gov/allston-multimodal-project.

Bourne and Sagamore – The Cape Cod Bridges



Cape Cod Bridges

When the Sagamore and Bourne bridges were built in 1933, they changed the relationship between Cape Cod and the rest of Massachusetts. The bridges allowed for cars to make their way across, which opened up an entire tourism industry, and also made it more possible for Cape residents to have jobs on the mainland. In many ways, the bridges are responsible for shaping the Cape that we know today.

Moving forward, the bridges must be able to meet today's needs and expectations, which include being

brought up to modern standards; helping to improve travel operations; and being more flexible for all modes of travel, including biking and walking.

In April 2020, the United States Army Corps of Engineers (USACE), owner of the two bridges, and the Assistant Secretary of the Army for Civil Works announced their recommendation to replace the current Sagamore and Bourne bridges as the most feasible alternative. In 2023, Massachusetts was awarded \$372 million in National Infrastructure Project Assistance (MEGA) funds for design and construction work to replace the Sagamore Bridge and improve local roadway connections. In March 2024, the USACE and MassDOT signed an updated Memorandum of Understanding regarding their roles and commitments to advance this project. Upon completion of the replacement project, ownership of the two bridges will transfer from the USACE to MassDOT. In July 2024, Massachusetts was awarded \$993 million in Bridge Investment Program (BIP, Large Bridge) funds for design and construction work to replace the Sagamore Bridge and improve local roadway connections.

The FY25-29 CIP includes spending for the Cape Cod Bridges program. Anticipated activities for FY25-29 include design, permitting, right-of-way acquisition, utilities, and initial spending under a design-build contract to replace the Sagamore Bridge.

For more information about the Cape Cod Bridges Program, visit <https://www.mass.gov/cape-cod-bridges-program>.

New Bedford – Route I-195 to Route 18 Interchange Rehabilitation Project



Map of the I-195 to Route 18 Interchange Rehabilitation project In New Bedford

This project consists of replacing the existing 15-span viaduct carrying Route I-195 over County Street, State Street, Purchase Street, the Mass Coastal Railroad, and Route 18 northbound and southbound. Additionally, the multi-span structures carrying Ramps C and F will be replaced with longer-span structures to create more open space under the viaduct and improve views from the north looking south. Also, the bridge parapets on the structures

carrying I-195 over North Front Street, Belleville Avenue, and the Acushnet River will be replaced with new parapets meeting current design criteria. The existing retaining wall along Cedar Grove Street that supports the I-195 embankment between Ramp A and County Street will be replaced with a new, taller retaining wall to support the widened and re-aligned I-195. A noise barrier wall will be constructed along the north side of I-195 between Mount Pleasant Street and Purchase Street. A new retaining wall will also be constructed between Ramp C and Coggeshall Street to provide room for a new multi-use path.

The proposed project will provide bridge and roadway safety improvements and MassDOT will use staged construction to maintain two lanes of I-195 in each direction during construction. The project will also include complete removal of the existing bridge structures, roadway reconstruction, highway drainage/storm water management facility improvements, traffic management, highway lighting, pavement markings and signage, utility relocation/protection, landscaping, and all other related bridge and highway work.

For more information about the New Bedford – Route I-195 to Route 18 Interchange Rehabilitation Project, visit <https://www.mass.gov/route-i-195-to-route-18-interchange-rehabilitation-in-new-bedford>.

Compass Rail



Map of the envisioned Compass Rail network

Compass Rail—Passenger Rail for the Commonwealth—represents a vision for intercity passenger rail across Massachusetts and beyond. The goal of Compass Rail is to enhance mobility, offer more transportation choices, and support economic development goals through transportation investments.

Existing Amtrak services operating under the Compass Rail banner include the north-south Vermonter, Valley Flyer, and Hartford Line services. The Berkshire Flyer is an ongoing pilot offering seasonal, weekend service between New York City and Pittsfield via Albany, NY. Proposed Compass Rail services include new West-East Amtrak services including the Inland Route, operating between Boston

and New Haven, CT via Springfield, and the Boston & Albany Corridor.

Through the FY25–29 CIP, MassDOT continues to advance a program of projects to improve existing operations and implement proposed services. While several projects within the overall Rail and Transit program have shared benefits to Compass Rail and the more general asset reliability program, there are several key projects that are advancing Compass Rail objectives.

Inland Route: MassDOT has been awarded a \$108 million federal grant for track improvements between Springfield and Worcester to enable two daily round trips between Boston and New Haven, CT via Springfield.

Boston & Albany Corridor: The rail corridor between Boston and Albany, NY has been accepted into the Federal Railroad Administration’s Corridor ID Program. Massachusetts has received a Step 1 award of \$500,000 to scope a Service Development Plan.

Pittsfield Track Capacity: MassDOT has allocated state funding to design and construct track capacity improvements in the Pittsfield area to minimize conflicts between passenger and freight trains.

Palmer Station Planning and Design: MassDOT has allocated state funding to plan and design a new intercity passenger rail station in Palmer.

Springfield Area Track Reconfiguration Project:

MassDOT is using a \$1.75 million federal grant for preliminary engineering and environmental work for a project that will add capacity and operational flexibility for current and future passenger rail services.

For more information about Compass Rail, visit <https://www.mass.gov/east-west-passenger-rail-study>.

South Coast Rail

Commuter Rail coach at Freetown Station

The South Coast Rail project will offer a reliable transit connection between southeastern Massachusetts and Boston. Riders will be able to take a one-seat trip—no transfers needed—for the first time since the late 1950s. Investments for South Coast Rail include

planning, design, and construction of new tracks, stations, and signal systems, as well as the procurement of locomotives and coaches to provide service.

The project extends the existing Middleborough/Lakeville Line to Taunton, New Bedford, and Fall River. Construction on the Fall River line including for the Fall River station, Freetown Station, and Weaver’s Cove train layover facility was substantially completed in 2023. Construction on the New Bedford line—including the new Middleborough, East Taunton, Church Street, and New Bedford stations, along with the Wamsutta layover facility—is expected to be substantially complete in 2024. The new line will open for service following completion of testing and safety certification processes.

For more information about South Coast Rail, visit www.mbta.com/projects/south-coast-rail.

Equity Analysis

Overview

This section discusses the results of the equity analysis conducted on the draft FY25-29 CIP, which will help guide MassDOT as it investigates and works to improve equity in transportation capital spending throughout the Commonwealth. Because transportation enables people to access destinations and opportunities, MassDOT centers the quality of travel that everyone experiences in its work and recognizes that certain communities, including low-income, non-white, foreign-born, and others, have historically been overburdened and underserved by transportation networks. In response to this, MassDOT prioritizes equity in planning, designing, constructing, and implementing improvements to the Commonwealth's transportation system.

The equity analysis described in this section includes

- a **social equity component**, which examines planned spending in areas with concentrations of transportation-vulnerable or historically disadvantaged populations; and
- a **geographic distribution component**, which examines planned spending by municipality.

This CIP equity analysis is a resource for MassDOT to understand where investments are being made or

are planned to be made, and whether potential inequities may exist. This information can be used to explore and address imbalances over time. Conducting the equity analysis is one of many ways that MassDOT and its planning partners incorporate equity considerations in policy, capital investment, and project development processes. Other examples include the following:

- MassDOT considers equity when developing plans, including its long-range transportation plan and modal plans (such as its Statewide Bicycle and Pedestrian plans). For example, *Beyond Mobility*, MassDOT's recently finalized statewide long-range transportation plan, emphasized outreach to historically underserved communities as part of its extensive public engagement activities, and it examined impacts on environmental justice communities when developing problem statements. These activities guided *Beyond Mobility's* recommendations and action steps, which will shape transportation policies, investment strategies, and project development. MassDOT's planning activities also generate data resources and tools for

incorporating equity considerations into decision making, such as the Regional Environmental Justice Plus (REJ+) data layer described in this chapter.

- Project prioritization rubrics used by MassDOT, the MBTA, and MPOs frequently incorporate criteria related to equity populations. These rubrics are used to score certain projects, which influence whether they are included in the CIP.
- MassDOT, the MBTA, and MPOs work to engage a wide variety of participants—including municipalities, advocacy organizations, business leaders and historically disadvantaged populations—when selecting transportation system investments and developing projects. Individual projects have their own engagement processes, which can include design public hearings, meetings with community groups and other activities to collect input on proposed designs and better understand potential impacts on users and people in the vicinity of the project.

Analysis Approach

As previously noted, this CIP equity analysis includes geographic distribution and social equity components. Both components analyze the full set of investments in the draft FY25–29 MassDOT CIP as well

as the full set of investments in the separate FY25–29 MBTA CIP (available at www.mbta.com/cip). This approach is designed to support a comprehensive equity examination of transportation investments in the Commonwealth. To identify geographic areas that may be affected by transportation investments, MassDOT created spatial buffers of project or investment locations using Geographic Information Systems (GIS). Buffer distances vary by mode or project type for RTA or MBTA, Rail, and Aeronautics projects, and by location (rural, suburban, and urban) for Highway Division projects. MassDOT overlays the project spatial buffer layers on other relevant geographic data layers—US Census block groups for the social equity analysis and municipal boundaries for the geographic distribution analysis.

Social Equity Analysis

The social equity analysis was conducted to establish compliance with federal and state non-discrimination laws and regulations, including Title VI of the Civil Rights Act of 1964 (Title VI) and the 1994 Presidential Executive Order 12898 on Environmental Justice.

Title VI and Environmental Justice (EJ) Policies

Title VI of the Civil Rights Act of 1964

Title VI of the Civil Rights Act of 1964 prohibits discrimination by recipients of Federal financial assistance on the basis of race, color, and national origin, including matters related to language access for Limited English Proficient (LEP) persons.

Executive Order 12898

On February 11, 1994, Executive Order 12898, Federal Actions to Address Environmental Justice (EJ) in Minority Populations and Low-Income Populations, was established. Its purpose is to focus federal attention on the environmental and human health effects of federal actions on minority and low-income populations with the goal of achieving environmental protection for all communities. Per the Order, EJ as it relates to transportation includes:

- Avoiding, minimizing, or mitigating disproportionately high and adverse human health and environmental effects, including social and economic effects, on minority and low-income communities;

- Ensuring the full and fair participation by all potentially affected communities in the transportation decision-making process; and
- Preventing the denial of, reduction in, or significant delay in the receipt of benefits by minority and low-income populations.

On April 21, 2023, Executive Order 14096, Revitalizing Our Nation's Commitment to Environmental Justice for All, was established. It supplements Executive Order 12898, in part by expanding the demographic groups covered by federal environmental justice provisions to include people with tribal affiliations and people with disability.

Analysis Methods

The social equity analysis considers the distribution of investments across different community types in the state. MassDOT examines planned FY25–29 spending per capita in areas identified as meeting thresholds for particular equity populations, compared to planned spending per capita in areas that do not meet those thresholds. Using a per capita metric normalizes spending with respect to population. MassDOT uses a 20 percent differential to identify potential disparities.¹

¹ Disparate impact analyses were first used to identify employment discrimination where the courts established a 20% threshold as a reasonable indicator of possible

disparities. For CIP equity analyses, MassDOT has relied on this industry standard. The 20 percent threshold is

In past years, the CIP social equity analysis has focused exclusively on traditional Title VI/EJ populations alone, namely those with low incomes; are non-white with respect to race and ethnicity; or have limited English proficiency. MassDOT identified and designated geographic areas designated as having a high population of a particular group using statewide thresholds. For the FY25-29 CIP, consistent with the equity analysis performed as part of *Beyond Mobility*, MassDOT analyzed investments using the newly developed Regional Environmental Justice Plus (REJ+) data layer. REJ+ data includes populations traditionally included in Title VI and EJ analyses along with others that are particularly vulnerable to transportation investment decision-making, including zero-vehicle households; people with disabilities; and people over the age of 65. The REJ+ data layer also uses regionally established thresholds based on quartiles that are calculated using MPO boundaries.² Figure 4 in the funding sources section shows MPO area boundaries. This approach localizes our understanding of who may be overburdened and/or underserved by transportation investments, and controls for the regional differences in socioeconomic

consistent with how the MBTA identifies potential disparities in major service changes and service and amenity monitoring activities.

² MassDOT recognizes that the Executive Office of Energy and Environmental Affairs (EEA) has developed a [dataset](#) identifying Environmental Justice (EJ) populations across

and demographic characteristics across the Commonwealth. For more information on REJ+, please see MassDOT's Transportation Is Supportive (TIS)/REJ+ dashboard at <https://experience.arcgis.com/experience/3743a2c5a8e54c39bda8105257f7418a/?draft=true>

REJ+ data uses the latest American Community Survey (ACS) five-year data published by the U.S. Census Bureau. This year's analysis relies on 2018-2022 data. MPO-specific thresholds for identifying REJ+ communities are shown in Table 2. Figure 10 shows the location of REJ+ block groups throughout Massachusetts and uses shades of blue or green to show the number of REJ+ indicator thresholds that the block group meets.

the Commonwealth that rely on statewide thresholds to identify EJ communities. In order to ensure that any community that is designated EJ via the EEA approach is also recognized as such under the REJ+ approach, the REJ+ data layer includes any block group that meets EEA EJ thresholds, but not REJ+ thresholds, as REJ+ by special definition.

Table 2: REJ+ Thresholds by MPO Area

MPO Area	Low-Income (Note 1)	Percent Non- white (Note 2)	Percent Limited English Proficiency (LEP) (Note 3)	Percent People with Disabilities (Note 4)	Percent Zero Vehicle Households (Note 5)	Percent Seniors/Older Adults (Note 6)
Berkshire	\$55,794.50	16.5%	0.0%	34.5%	11.7%	30.9%
Boston Region	\$85,815.00	49.6%	9.8%	27.5%	22.1%	21.6%
Cape Cod	\$74,667.75	16.2%	1.6%	32.4%	6.7%	43.8%
Central Massachusetts	\$64,677.00	45.4%	7.7%	33.8%	14.1%	21.2%
Franklin	\$58,925.00	13.5%	1.3%	36.8%	10.2%	28.5%
Martha's Vineyard	\$68,855.00	30.4%	3.9%	25.3%	3.0%	33.2%
Merrimack Valley	\$70,208.00	65.9%	9.9%	33.8%	12.4%	20.4%
Montachusett	\$63,489.75	31.3%	3.1%	33.7%	10.7%	20.5%
Nantucket	\$97,671.75	34.9%	1.1%	24.5%	5.7%	29.6%
Northern Middlesex	\$81,358.00	48.7%	7.3%	33.2%	11.7%	18.7%
Old Colony	\$81,667.00	51.2%	5.9%	30.1%	9.5%	22.7%

MPO Area	Low-Income (Note 1)	Percent Non-white (Note 2)	Percent Limited English Proficiency (LEP) (Note 3)	Percent People with Disabilities (Note 4)	Percent Zero Vehicle Households (Note 5)	Percent Seniors/Older Adults (Note 6)
Pioneer Valley	\$51,260.00	58.6%	8.7%	39.1%	16.6%	24.5%
Southeastern Massachusetts	\$58,999.50	32.5%	8.6%	36.7%	14.1%	23.3%

General note: Quartile values for each MPO are based on 2018–2022 American Community Survey data.

Note 1: A Census block group meets REJ+ thresholds for low income if the annual median household income is less than or equal to the MPO’s 25th percentile value for this measure.

Note 2: A Census block group meets REJ+ thresholds for non-white population if the percent of individuals that identify as Hispanic or Latino; Black or African American; American Indian or Alaska Native; Asian; Native Hawaiian or Other Pacific Islander; Some other race; or Two or more races and do not identify as White alone is greater than or equal to the MPO’s 75th percentile value for this measure.

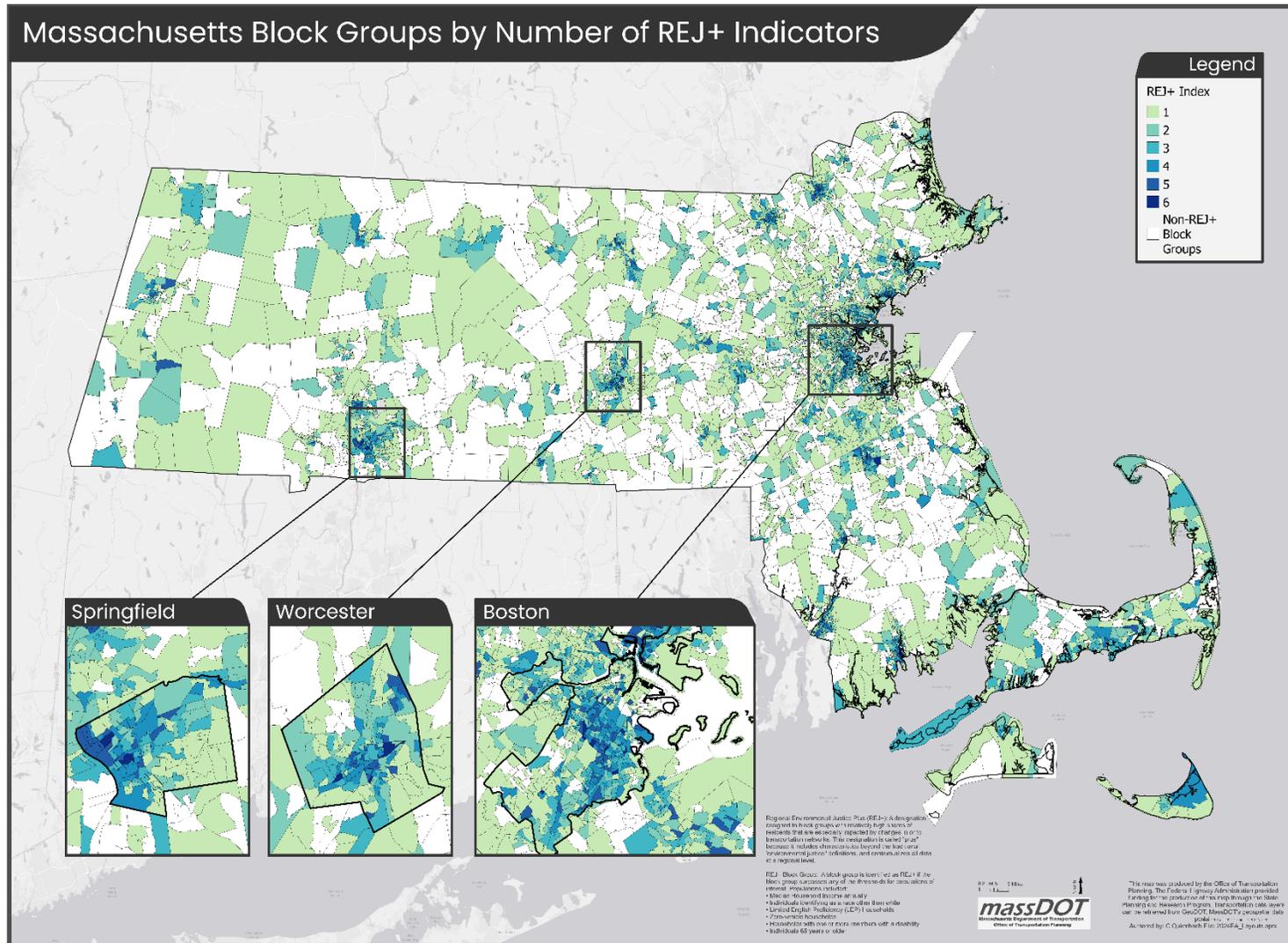
Note 3: A Census block group meets REJ+ thresholds for limited English proficiency (LEP) if the percent of households with limited English-speaking members is greater than or equal to the MPO’s 75th percentile value for this measure.

Note 4: A Census block group meets REJ+ thresholds for zero-vehicle households if the percent of households without an available vehicle is greater than or equal to the MPO’s 75th percentile value for this measure.

Note 5: A Census block group meets REJ+ thresholds for people with disabilities if the percent of households with one or more persons with a disability is greater than or equal to the MPO’s 75th percentile value for this measure.

Note 6: A Census block group meets REJ+ thresholds for seniors/older adults if the population age 65 and older is greater than or equal to the MPO’s 75th percentile value for this measure.

Figure 10: Massachusetts Block Groups by Number of REJ+ Indicators



Analysis Results

When conducting the social equity analysis, MassDOT examined patterns of planned FY25-29 spending per capita for block groups that met thresholds for equity populations compared to block groups that did not. MassDOT then reviewed whether the relevant difference in spending was greater than 20 percent.

MassDOT conducted an aggregate analysis that examined planned FY25-29 spending per capita in block groups identified as REJ+, which includes the six population groups shown in Figure 11. MassDOT found that there is **7 percent less** planned spending in REJ+ block groups compared to non-REJ+ block groups—this result falls within the 20 percent disparity threshold. Figure 11 also shows analysis results for each REJ+ population. MassDOT found that for four of these populations—non-white, low-income, limited English Proficiency and people with disabilities—the level of planned per-capita spending fell outside the 20 percent disparity threshold. Planned spending per capita in block groups traditionally identified as Title VI and/or EJ (based on non-white, low-income, or LEP thresholds) is **22 percent less** than in non-Title VI and/or EJ block groups (based on traditional definitions).

Figure 11: Social Equity Analysis Results for REJ+ Populations

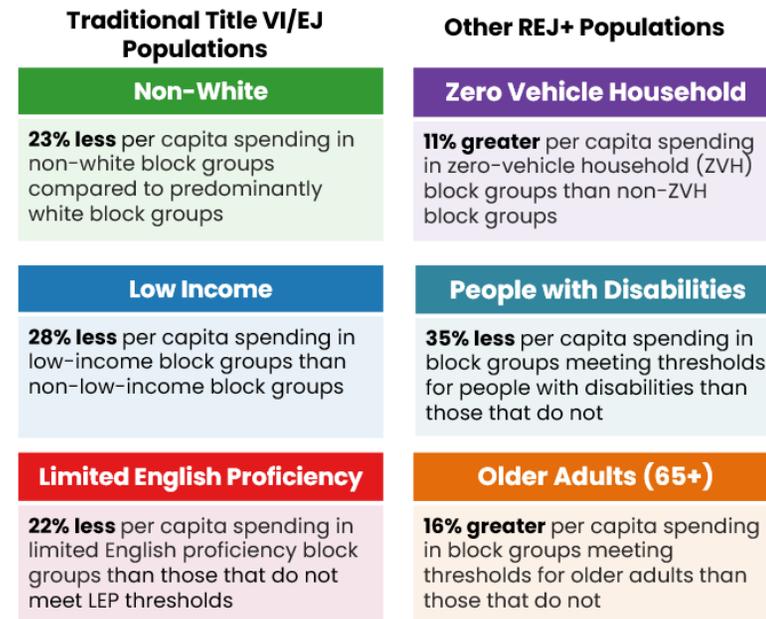
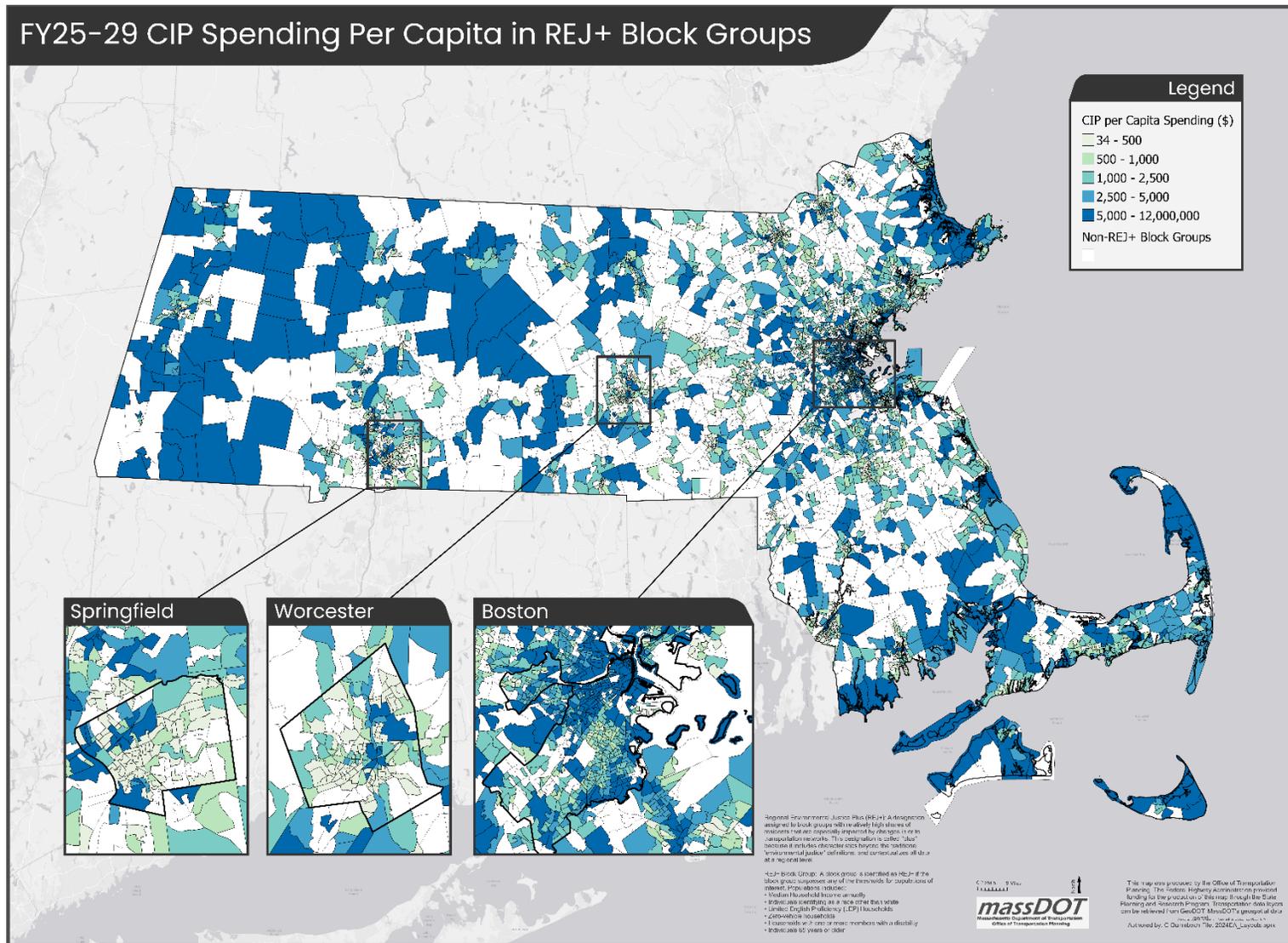


Figure 12 on the following page shows planned FY25-29 per capita spending in REJ+ block groups throughout Massachusetts. Darker shading indicates higher levels of CIP spending per capita.

Figure 12: FY25-29 CIP Spending Per Capita in REJ+ Block Groups



These social equity analysis results are a departure from results from prior years and provide direction for where MassDOT needs to strengthen its investments and project site selection to ensure that all residents are benefitting from MassDOT’s capital program. While these overall results are unexpected and MassDOT acknowledges that there is work to do to ensure a more equitable distribution of resources, the significant methodological changes made to the way that the CIP equity analysis is conducted and the way communities are identified as ‘vulnerable’ likely contributes to the inconsistencies between previous CIP equity analyses, and the one conducted this year. These changes include, but are not limited to, the following:

- Moving from Census tracts to block groups as the unit of analysis
- Shifting from reliance on ACS files that include 2010 Census control totals, to more regularly updated ACS releases that include the most recent year of data (2018–22 ACS data)
- Adjusting the thresholds that define which communities are included in the CIP equity analysis, which are now based on regional parameters
- Expanding the pool of community types considered vulnerable

These results are also shaped by the distribution of CIP investments throughout Massachusetts and the timing of those investments. The MassDOT CIP Overview section describes the processes and factors that guide MassDOT as it includes investments in the CIP, such as asset management systems and project readiness. Large amounts of spending for certain projects, such as the replacement of a large bridge, can concentrate investment in one location for a period, but over time investment patterns may shift. This emphasizes the importance of examining CIP investments through an equity lens on an ongoing basis. The conclusion of this section provides more information about how MassDOT will monitor and respond to equity analysis results over time, and how *Beyond Mobility* will support that process.

Geographic Distribution Analysis

When conducting the geographic distribution component of the CIP equity analysis, MassDOT examines the level of planned CIP spending (for both MassDOT and the MBTA) in municipalities across the Commonwealth. Each municipality’s share of CIP investments is compared to the annual planned Chapter 90 spending in that community. The Chapter 90 Program allocates funding by formula to municipalities for roadway improvements. The formula used to allocate these funds is based on population (20.83 percent), employment (20.83

percent), and lane miles (58.33 percent), with the last factor considered to be a proxy for the extent of the local transportation network.

The current Chapter 90 formula has been in use since 1972 and has a history of use as a proxy for equitable geographic distribution of transportation investment throughout the Commonwealth, and so MassDOT uses it as a benchmark for equitable spending when conducting the CIP geographic distribution analysis. In doing so, MassDOT can examine the extent to which a municipality’s share of CIP spending deviates from this benchmark, then explore the underlying factors that may contribute to that result and whether and how the distribution of investments should change in the future.

Analysis Methods

For each municipality, MassDOT calculates the ratio of that municipality’s share of statewide planned CIP spending to its share of Chapter 90 spending, based on the FY 25 allocation, as shown in this formula:³

$$\frac{\text{Municipal Share of Planned FY25 – 29 CIP Spending}}{\text{Municipal Share of Planned FY25 Chapter 90 Spending}}$$

³ For this analysis, a municipality’s share of Chapter 90 spending is based only on its baseline Chapter 90 allocation. This share does not include a municipality’s

allocation from the Rural Roadway Funding Program, which is calculated using a separate formula.

If the share of statewide CIP spending in a municipality is the same as the share of statewide Chapter 90 funding it receives—meaning a ratio value of one—this would suggest that the CIP distribution is equitable. A ratio value of greater than one would indicate that more CIP investment is planned for a municipality than would be expected if funding were distributed according to the Chapter 90 formula. Meanwhile, a value of less than one would mean that the share of planned CIP investments in that municipality is less than what it would be if the Chapter 90 formula were used to allocate the spending.

Analysis Results

Figure 13 on the following page shows the results of the geographic distribution analysis for each municipality. Municipalities with ratio values close to one appear in white on the map. Green shades indicate ratio values greater than one while purple shades indicate values of less than one. The darker the shade of either color, the further the value is from one.

The results of the geographic distribution analysis (and the results of the social equity analysis) are influenced by several factors, including, but not limited to, the following:

- the extent of transportation infrastructure in an area and the eligibility of those facilities for federal and other types of funding
- the investment selection processes and factors outlined in the MassDOT CIP Overview section, such as the condition of assets as captured by asset management systems
- the fact that projects are generally more expensive in urban areas
- concentrated spending in specific areas for large and complex projects

While the results shown in Figure 13 do not suggest clear bias in spending across municipalities, they provide a helpful basis for further exploration, particularly over time. The CIP/Chapter 90 spending ratio value can be one indicator among others to better understand what a community's transportation needs are and what solutions—such as support for project initiation—could help to meet them.

Future Work

MassDOT and the MBTA will continue to develop, refine, and innovate upon the analysis approaches used to identify and quantify the equity of planned capital investments throughout Massachusetts. MassDOT's incorporation of the REJ+ data layer into the social equity analysis is a first step in a planned comprehensive review and update of MassDOT's overall equity analysis methodology. As part of this update, MassDOT will examine and incorporate new strategies and best practices for understanding who benefits or is affected by transportation capital spending and for addressing identified inequities. Through collaboration with the MBTA, Commonwealth agencies, and peer organizations, MassDOT will identify metrics, methods, and resources for social equity and geographic distribution analyses to better inform spending decisions. More information about the current state of this practice and future goals related to transportation equity is available by contacting the MassDOT Civil Rights team at MassDOT.civilrights@state.ma.us. *Beyond Mobility* will be an important guide in MassDOT's efforts to improve how it measures equity and responds to potential inequities. It established social and geographic equity as a systemic element and cross-cutting theme for the plan's priority areas and for MassDOT's work overall. It has also generated resources to help MassDOT understand and address inequities.

- As previously mentioned, *Beyond Mobility's* robust public engagement included extensive activities to engage those historically underserved by existing transportation systems, such as people of color and low-income households. Feedback was analyzed and categorized to understand the priorities, needs, and concerns of people of color, low-income households, people ages 65 and older, and rural residents.
- MassDOT used the REJ+ data layer to analyze transportation issue areas such as safety and connectivity through an equity lens. This information has been incorporated into the plans problem statements and a site-specific needs assessment, which includes barriers mentioned by engagement activity respondents from equity populations.

MassDOT will look to *Beyond Mobility's* recommendations and action steps, which are informed by its public engagement and needs analysis when developing capital investment strategies to meet the needs of historically underserved or transportation-vulnerable populations. It will also continue to monitor equity policies and guidance developed at the federal level with respect to ways to improve the CIP equity analysis. For example, Executive Order 14096 identifies people with tribal affiliations among those covered by federal environmental justice policies. As part of

enhancing the equity analysis methodology, MassDOT will explore ways to incorporate tribal affiliation into the social equity analysis. MassDOT will also review developments related to the federal Justice40 Initiative, which established a federal government-wide goal that 40 percent of the overall benefits of certain federal investments flow to disadvantaged communities that are marginalized, underserved, and overburdened by pollution. Metrics and approaches used to measure Justice40 progress may be relevant to future enhancements to this equity analysis.

Public Engagement

Public feedback is an important component of MassDOT’s transportation capital investment decisions. Input is collected at various points as part of Division, MassDOT-wide, or partner agency activities to plan, initiate, and develop projects, or to prioritize investments, which in turn inform the CIP development process. Examples include the following:

- Public input informs the development of MassDOT’s long-range transportation plans, such as *Beyond Mobility*, and its modal plans, such as the Rail Plan and Statewide Bicycle and Pedestrian Plans. The policies and recommended actions in these plans shape future decisions about transportation investments that are made in the CIP.
- MassDOT’s Highway project development process includes opportunities for public input, such as design public hearings. Also, for some projects, working groups or task forces made up of residents, business leaders, elected officials, and others may be formed to help guide the design projects. These activities influence the design of projects that may be included in the CIP.
- As discussed in “Funding Sources” section, the MPOs and TPOs in Massachusetts are responsible for transportation planning and determining how federal funds will be spent on roadway and transit projects in their respective regions. When developing their TIPs, MPOs and TPOs collect public input on roadway and transit projects proposed for inclusion. The selected projects are ultimately included in the CIP.

MassDOT also invites public comment on the CIP itself. During each CIP development cycle, the MassDOT Board of Directors votes to release a draft CIP for public review and comment prior to formally approving the plan. The feedback that Massachusetts residents and interested parties provide about the CIP informs both current and future CIP development.

- Feedback about projects **that are included in the CIP** is shared with MassDOT Divisions to support project development and implementation.
- Comments on projects **not yet included in the CIP** are also shared across Divisions to indicate the level of public interest in these projects.

- Comments about MassDOT’s **investment priorities and CIP programs** inform how MassDOT spends on transportation capital items.
- Feedback about the **CIP development process** overall helps shape how MassDOT approaches investment decisions and how we engage Massachusetts residents and organizations about this plan.

The Capital Planning team at MassDOT reviews all comments and will provide a response in the form of a single document that addresses all comment topics. Once prepared, this document is made available at www.mass.gov/CIP.

Public Engagement for the FY25–29 CIP

MassDOT held a 21-day public review and comment period for the draft FY2025–29 CIP, which ran from June 20 through July 10. The draft CIP was made available at www.mass.gov/cip on the “Developing the Capital Investment Plan” page in PDF and as an interactive ESRI StoryMap. MassDOT welcomed comments on any aspect of the plan and collected them in several ways:

- MassDOT provided an interactive comment tool, available at www.mass.gov/cip, which

could be used to explore and comment on individual investments within the CIP.

- Interested parties were able to provide comments via email to massCIP@state.ma.us.
- Interested parties were also able to send letters to:

MassDOT
Office of Transportation Planning
Attn: Manager of Capital Planning
10 Park Plaza Rm. 4150
Boston, MA 02116

MassDOT also welcomed comments at a legislative briefing and CIP public information meetings. MassDOT hosted six public information meetings in partnership with staff from Massachusetts metropolitan planning organizations. During these meetings, MassDOT staff provided an overview of the FY25–29 CIP and its contents, as well as some region-specific project highlights. Figure 14 shows the regions covered by each of the public meetings, along with their corresponding dates.

**Figure 14:
MassDOT FY25-29 CIP Public Engagement
Meetings,
by Massachusetts Region**

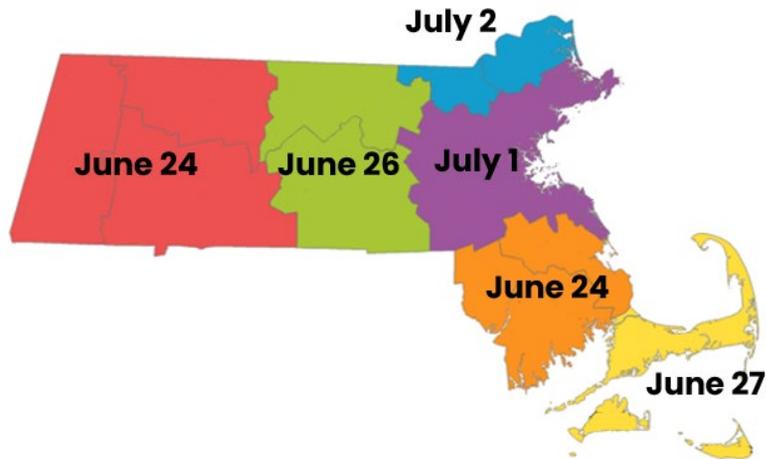


Table 3 on the following page provides details about the individual public information meetings. All of them had a virtual component, and two (Boston Region and Central Massachusetts) offered an in-person attendance option as well. Accommodations and language services were made available for these meetings upon request. Recordings of the public meetings will be made available at www.mass.gov/CIP.

**Table 3:
MassDOT FY25-29 CIP Public Engagement Meetings**

Region	MPO Partners	Date	Time	Platform
Western Massachusetts	Berkshire MPO	June 24	4:00 pm	Zoom (Virtual)
	Franklin County TPO			
	Pioneer Valley MPO			
Southeastern Massachusetts	Old Colony MPO	June 24	6:00 pm	Zoom (Virtual)
	Southeastern Massachusetts MPO			
Central Massachusetts	Central Massachusetts MPO Montachusett MPO	June 26	6:00 pm	Zoom (Virtual) and in-person at: MassDOT Highway Building, 499 Plantation Parkway, Worcester, MA, 06105

Region	MPO Partners	Date	Time	Platform
Cape Cod and Islands	Cape Cod MPO	June 27	4:00 pm	Zoom (Virtual)
	Martha's Vineyard MPO			
Boston	Nantucket TPO	July 1	6:00 pm	Zoom (Virtual) and in-person at: State Transportation Building, 10 Park Plaza, Transportation Board Room (2nd floor) Boston, MA, 02116
	Boston Region MPO (Central Transportation Planning Staff)			
Northern Middlesex / Merrimack Valley	Northern Middlesex MPO	July 2	4:00 pm	Zoom (Virtual)
	Merrimack Valley MPO			