



# MPO 101 Workshop



## Continuing

## Cooperative



## Comprehensive

# What is the 3C Planning Process?



- **Continuing** – The process is ongoing and cyclical.
- **Cooperative** – Transportation stakeholders work together to develop the best strategies for a metropolitan area.
- **Comprehensive** – Programs and strategies address **all modes of transportation**, **all options**, and **the benefits and drawbacks of all alternatives**.



# Evolution of Transportation Planning



1962	Federal Aid Highway Act – <b>Continuing, Cooperative, Comprehensive.</b>
1964	Urban Mass Transportation Act - Funding channeled through local agencies.
1965	Housing and Urban Development Act – Authorized grant funding.
1969	National Environmental Policy Act (NEPA) – Definition of Environmental Studies for Projects.
1970	Amendments to the Clear Air Act – EPA and air quality standards, State Implementation Plans, non-attainment area deadlines.
1975	UMTA Joint Regulations for Urban Planning – <b>MPO designation.</b>
1977	Clear Air Act Amendments – Transportation Plan conformity with approved SIPs.
1978	Surface Transportation Assistance Act – Energy conservation and TSM Alternatives.
1983	Final Planning Rules – Simplified Process for small areas, TSM requirements reduced.
1984	UMTA Major Capital Investment – Alternatives Analyses.
1990	Clear Air Act Amendments – Expanded Conformity Requirements.



1991	<b>Intermodal Surface Transportation Efficiency Act (ISTEA)</b> <ul style="list-style-type: none"><li>• Fiscal Constraints</li><li>• Increased Public Involvement</li><li>• Congestion Management Systems and CMAQ</li><li>• Intelligent Transportation Systems (ITS)</li></ul>
1994	<b>Executive Order 12898 – Environmental Justice</b>
1998	<b>Transportation Efficiency Act for the 21<sup>st</sup> Century (TEA-21)</b> <ul style="list-style-type: none"><li>• Consolidated to Seven Planning Factors</li><li>• Streamlined Project Planning</li><li>• Regional Intelligent Transportation Systems (ITS) Architecture</li><li>• Increase role of management and operations</li></ul>
2005	<b>Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU)</b> <ul style="list-style-type: none"><li>• Added Management and Operations to planning factor</li></ul>
2012	<b>Moving Ahead for Progress in the 21<sup>st</sup> Century (MAP-21)</b> <ul style="list-style-type: none"><li>• Performance-Based Planning Recommended</li></ul>
2015	<b>Fixing America's Surface Transportation (FAST Act)</b> <ul style="list-style-type: none"><li>• Performance measures and targets Required</li><li>• System report with respect to these performance targets.</li></ul>



## Infrastructure Investment and Jobs Act (IIJA)/Bipartisan Infrastructure Law (BIL)

- MPO representation – equitable and proportional.
- Consistency of planning data – if more than one MPO is designated in an urban area.
- Public participation – encouragement for using social media and web-based tools.
- Travel demand data and modeling – USDOT to support State/MPO efforts (§11205).
- Safe and accessible transportation options – use  $\geq 2.5\%$  of PL funds to increase options (§11206).

### *New Planning Emphasis Areas:*

2021

1. Tackling the Climate Crisis – Transition to a Clean Energy, Resilient Future.
  2. Equity and Justice40 in Transportation Planning.
  3. Complete Streets.
  4. Virtual Public Involvement.
  5. Strategic Highway Network (STRAHNET)/U.S. Department of Defense (DOD) Coordination.
  6. Federal Land Management Agency (FLMA) Coordination.
  7. Planning and Environment Linkages (PEL).
  8. Data in Transportation Planning.
- Prioritization Process Pilot Program (discretionary, §11204)
  - Transportation Access Pilot Program (§13010)
  - Accelerating Project Delivery

# Infrastructure Investment and Jobs Act (IIJA) Programs

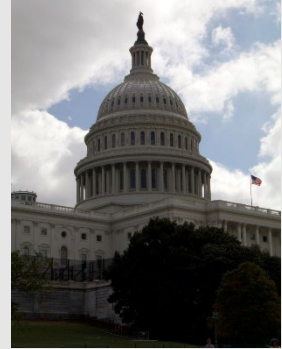


- Repair and rebuild roads and bridges.
- Climate change mitigation – Carbon Reduction Program.
- Resilience (PROTECT Program).
- NEVI (Electric Vehicle Infrastructure).
- Safe Streets for all users (SS4A):

Funding	\$1 billion annually, FY 22-26.	Additional funding subject to appropriations (up to \$200 million /year).
Eligible Recipients	<ul style="list-style-type: none"><li>• Metropolitan Planning Organizations.</li><li>• Political subdivisions of a State.</li><li>• Federally recognized Tribal government.</li><li>• Multijurisdictional group of entities.</li></ul>	<ul style="list-style-type: none"><li>• Not more than 15% of funds can be awarded to projects in a single state in a given fiscal year.</li><li>• 80%/20% Federal/match cost share.</li></ul>
Eligible Activities	<ul style="list-style-type: none"><li>A. Develop a Comprehensive Safety Action Plan.</li><li>B. Conduct planning, design, and development activities for projects and strategies identified in an Action Plan.</li><li>C. Carry out projects and strategies identified in an Action Plan.</li></ul>	At least 40% in a given fiscal year must go towards planning grants.



United States Code	Code of Federal Regulations (CFR)	Texas Administrative Code
<b>Title 23 - Highways</b> <ul style="list-style-type: none"><li>Section 134, Metropolitan Planning</li><li>Section 135, Statewide and Non-Metropolitan Planning</li></ul> <b>Title 49 - Transit</b> <ul style="list-style-type: none"><li>Section 5303, Metropolitan Planning</li><li>Section 5304, Statewide and Non-Metropolitan Planning</li></ul>	<b>23 CFR, Section 450 - Highways</b> <ul style="list-style-type: none"><li>Subpart A, Definitions (§§ 450.100 - 450.104)</li><li>Subpart B, Statewide and non-metropolitan transportation planning (§§ 450.200 - 450.226)</li><li>Subpart C, Metropolitan transportation planning (§§ 450.300 - 450.340)</li></ul> <b>49 CFR, Section 613 - Transit</b> <ul style="list-style-type: none"><li>Subpart A, Metropolitan transportation planning and programming (§ 613.100)</li><li>Subpart B, Statewide and non-metropolitan transportation planning and programming (§ 613.200)</li></ul>	<b>Title 1 – Administration</b> <ul style="list-style-type: none"><li>Part 1, Office of the Governor</li><li>Chapter 5, Subchapter A, Division 2, Metropolitan Planning Organizations</li></ul> <b>Title 30 – Environmental Quality</b> <ul style="list-style-type: none"><li>Part 1, Texas Commission on Environmental Quality</li></ul> <b>Title 43 - Transportation</b> <ul style="list-style-type: none"><li>Part 1, Texas Department of Transportation</li><li>Chapter 16, Planning and Development of Transportation Projects</li><li>Chapter 26, Regional Mobility Authorities</li></ul>

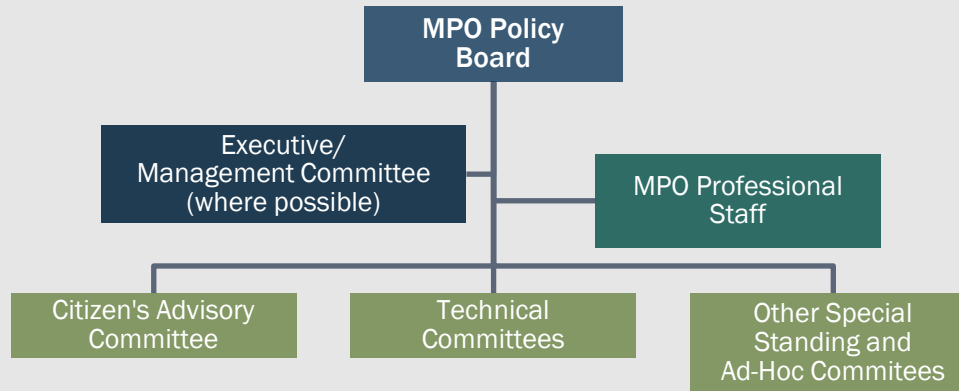




# What is a Metropolitan Planning Organization (MPO)?



- The **policy board** of an agency created and designated to carry out the **metropolitan transportation planning process** for urbanized areas with populations greater than 50,000 and designated by local officials and the Governor of the State.
- Membership defines an MPO.



Organization chart provided for illustration purposes, only. This varies among MPOs.

# What is the MPO Policy Board?



- The decision-making body for the MPO.
- Primary forum for stakeholder input.
- Debates issues, proposals, and projects regarding key actions in the federal transportation planning process.



Picture Source: Lubbock MPO via Facebook, 2016.

# Who is a member of the MPO Policy Board?



- Board composition is cooperatively determined by states and their local governments.
- Wide variation across all MPOs nationwide:
  - Size (i.e., number of members).
  - Representation (e.g., entities, elected or appointed officials, etc.).
  - Socioeconomic mix.
- Board must represent 75% of the affected population within the urbanized area (including the largest incorporated city, based on population, as named by the Census Bureau).



# What are the Policy Board's responsibilities?



- The MPO policy board formulates and evaluates transportation improvement alternatives, sensitive to the context of regional interest and scaled to the size and complexity of the region.
- All MPOs have the same basic planning requirements.
- The policy board develops the core MPO documents.



Picture Source: Houston Public Media, 2017.

# Engaging an MPO Policy Board



## Multi-tier approach:

- Providing an “**Introduction to an MPO**” upon board membership to discuss how our agency approaches planning.
- Continuing **one-on-one discussions** to:
  - Identify common topics.
  - Discuss needs and priorities.
- **Attending their public events to understand priorities.**
- Working **with their professional staff**:
  - City and County Executives.
  - Intergovernmental Relations.
- “**What have you done for me, lately?**”



# What are an MPO's Advisory Committees?



- MPO Policy Board discretion regarding their implementation and conduct.
- May be mode-oriented, issue-oriented, or focused on a special need.
- Could include executive leadership from member agencies.



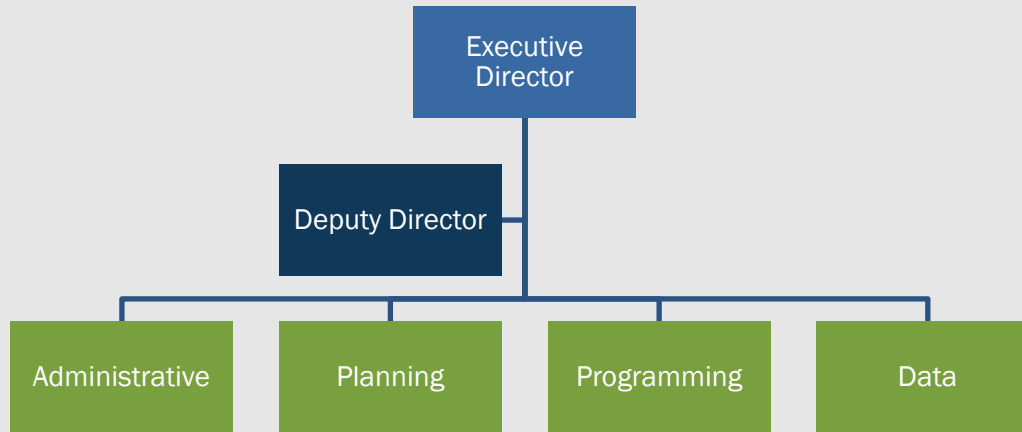
Committee chart provided for illustration purposes, only. This varies among MPOs.



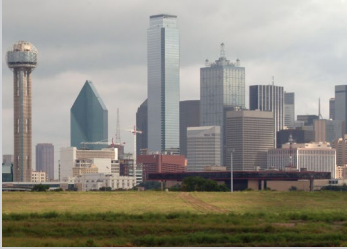
# Who is the MPO Staff?



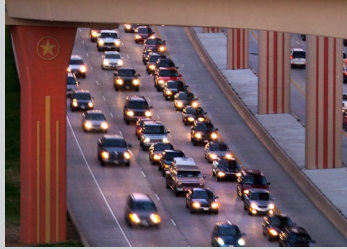
- Generally, manage day-to-day functions.
- Consists of an MPO director and staff.
- Prepare technical assessments and evaluations provided to the board and committees as appropriate.



Organization chart provided for illustration purposes, only. This varies among MPOs.



U.S. Census  
Bureau  
designated urban  
area population  
must exceed  
50,000.



There are more  
than 400 MPOs  
designated  
nationwide.



There are 23  
MPOs in Texas.



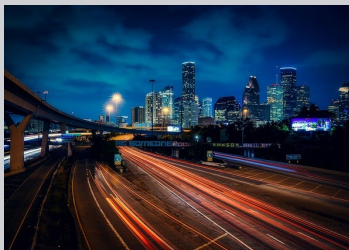
Population within  
Texas urban  
areas  
represented by  
an MPO exceeds  
25.6 million.  
(2020 Census)

# What is a Transportation Management Area (TMA)?



- For large urban areas (over 200,000 in population), Congress provided a greater role by having the Secretary of Transportation certify these areas as Transportation Management Areas (TMAs).
- One or more Metropolitan Planning Organizations (MPOs) represent a TMA.
- These MPOs in turn have greater requirements for congestion management, project selection and certification.





U.S. Census  
Bureau-  
designated urban  
area population  
must **exceed**  
**200,000.**



There are now **13**  
**TMA**s in Texas  
(one by request-  
Permian Basin).



Beaumont-Port  
Arthur has a  
metro population  
over 300,000,  
but the two urban  
areas are each  
below 200,000  
→ **NOT** a TMA.

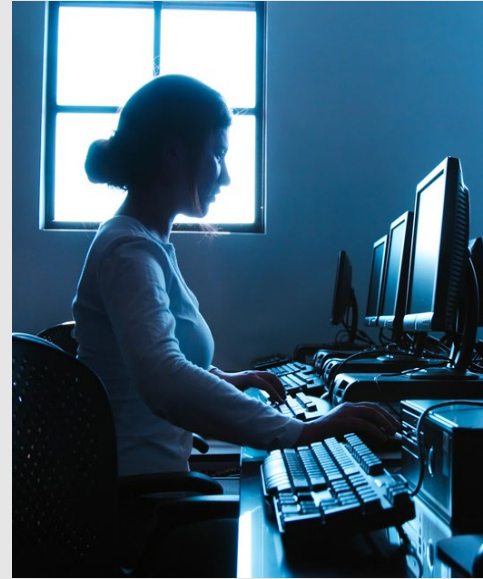


Two new Texas  
TMA's: Amarillo  
and Bryan-  
College Station.



**AMPO**

# Transportation: To what end?







## Mission Statement

What and why does an MPO exist?

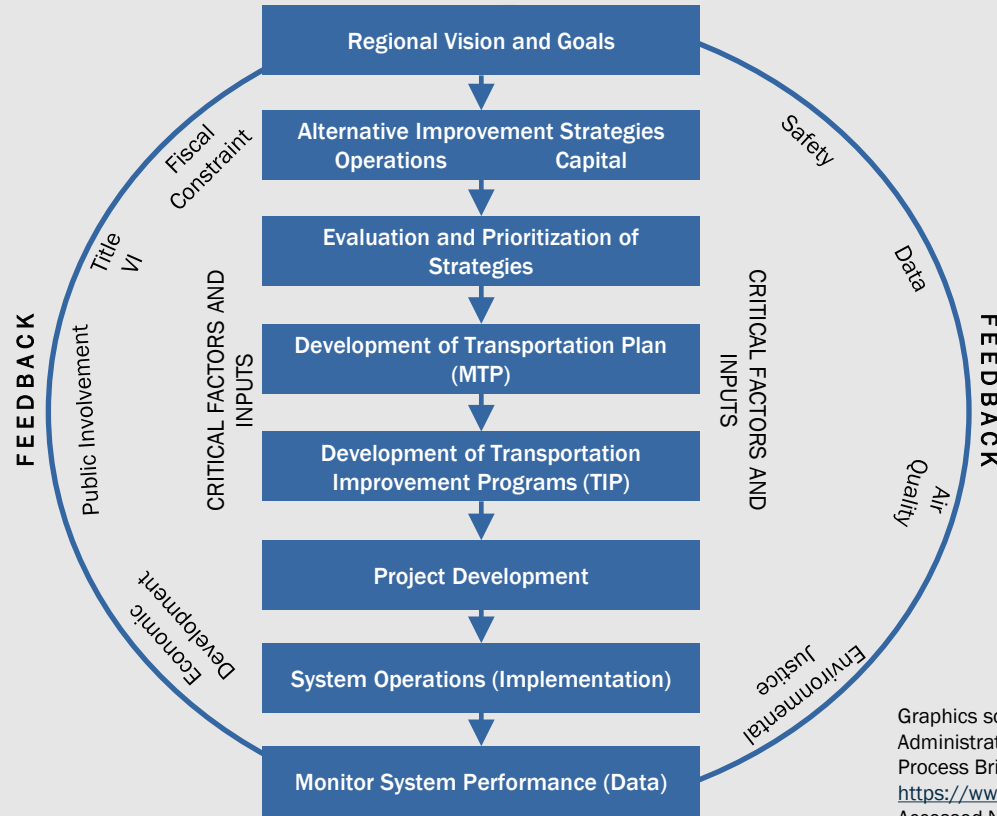
## Motto

Can the MPO be summed up in a few words?

## Vision Statement

What do stakeholders want their transportation system to look like in the future?

# How is Transportation Planning done?



**Process Informs Decision-making!**

Graphics source: United States Department of Transportation, Federal Highway Administration and Federal Transit Administration, The Transportation Planning Process Briefing Book, 2018 Edition. Available at [https://www.fhwa.dot.gov/planning/publications/briefing\\_book/index.cfm](https://www.fhwa.dot.gov/planning/publications/briefing_book/index.cfm), Accessed November 2022.

# Typical Transportation Planning Process



# Planning Issues MPOs Consider



Safety

Asset  
Management

Regional  
Economic  
Development

Sustainability and  
Livability

Security

Environmental  
Mitigation

Freight and Goods  
Movement

Mobility

Public  
Participation

Transportation  
Systems  
Management and  
Operations

Environmental  
Justice

Regional  
Coordination

# Planning Issues MPOs Consider



Safety

Asset Management

Regional Economic  
Development

Sustainability and  
Livability

Security

Environmental  
Mitigation

Freight and Goods  
Movement

Mobility

Public Participation

Transportation Systems  
Management and  
Operations

Environmental Justice

Regional Coordination

Tackling the Climate  
Crisis – Transition to a  
Clean Energy, Resilient  
Future.

Equity and Justice<sup>40</sup> in  
Transportation  
Planning.

Complete Streets.

Virtual Public  
Involvement.

Strategic Highway  
Network  
(STRAHNET)/U.S.  
Department of Defense  
(DOD) Coordination.

Federal Land  
Management Agency  
(FLMA) Coordination.

Planning and  
Environment Linkages  
(PEL).

Data in Transportation  
Planning.



Strategic Direction:  
Where do we want to go?



# Establishing Performance Targets



Targets should be:

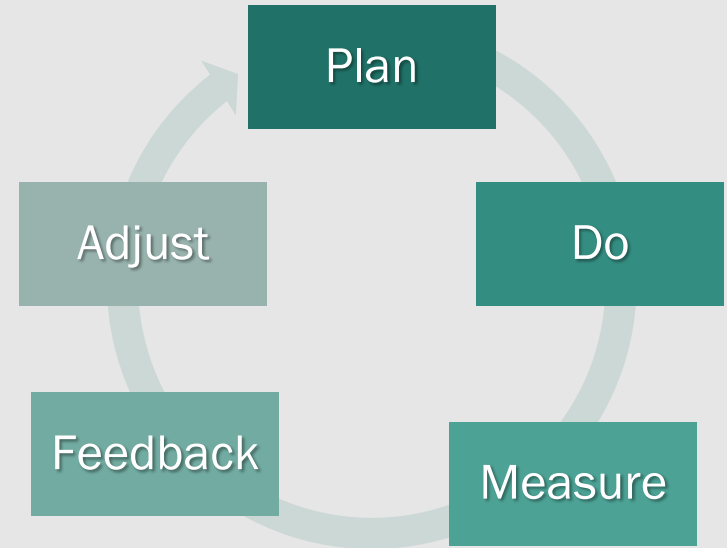
- Reasonable.
- Appropriate for the region.
- Measurable.
- Aligned with national, state, and regional vision, goals, and objectives.



# Why Do Performance-Based Planning?



- **Federal requirement.**
- Provides a feedback loop . . .
  - Were expected results attained?
  - Should something different be done in the future?
  - Builds a system performance report.
- Ties projects to vision, goals, and objectives.
- Benefits decision-makers and the public.
- **Provides accountability and transparency.**



# What are the key products of the transportation planning process?

## Relationship between State, MPO, and Municipal Levels of Government



Planning Work  
Programs

# What is the hierarchy?

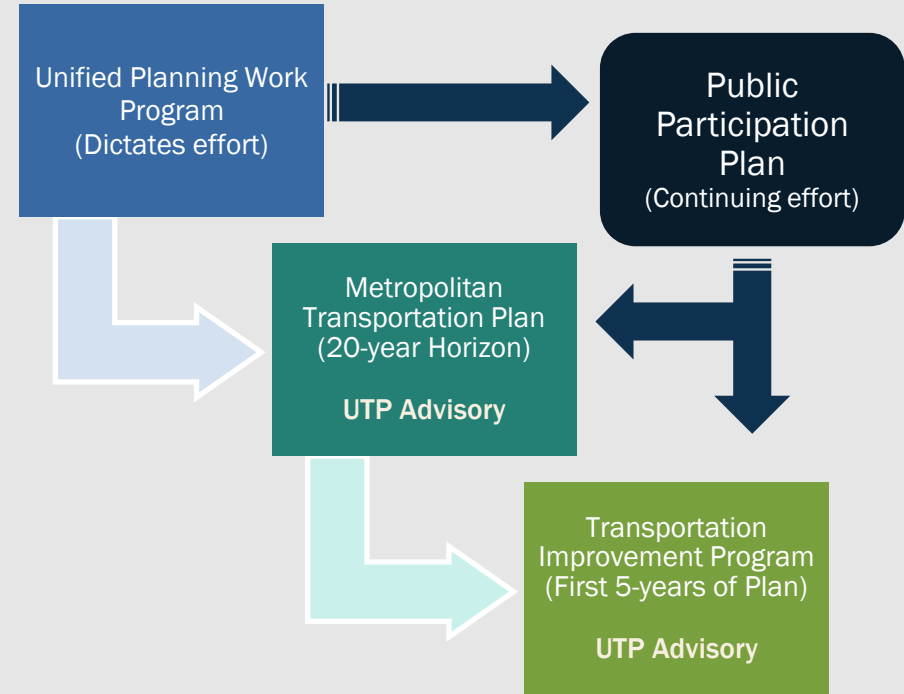


Unified Planning  
Work Program  
(dictates effort)

# What are the Policy Board's responsibilities with these documents?



- The MPO policy board formulates and evaluates transportation improvement alternatives, sensitive to the context of regional interest and scaled to the size and complexity of the region.
- The policy board develops the core MPO documents.



# What is the difference between planning and programming?

A diagram featuring two large, dark blue arrows pointing in opposite directions. The left arrow points left and the right arrow points right. A dark blue ribbon with a white border connects the two arrows, looping from the bottom of the left arrow, around its right side, and then looping back to the top of the right arrow.

**Planning** – identifying solutions to situations, challenges, and problems

**Programming** – Assigning specific projects, with specific funding, to specific fiscal years for construction or implementation



# What is the Unified Planning Work Program?



A Unified Planning Work Program (UPWP) is an annual or biennial statement of work identifying the planning priorities and activities to be carried out within a metropolitan planning area. The document includes:

- Planning data and analysis tasks.
- Public outreach activities.
- MTP and TIP preparation, including supporting new federal emphasis areas, regional studies and products.
- Federally-funded studies.

Code	Description
23 C.F.R. § 420	Planning and Research Program Administration
23 C.F.R. § 450.308	Unified Planning Work Programs
23 U.S.C. § 134	Metropolitan Transportation Planning
23 U.S.C. § 135	Statewide Planning
23 U.S.C. § 139	Efficient Environmental Reviews for Policy Decision Making
31 U.S.C. § 3101-3907	Financial Management
2 C.F.R. 200	Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards
49 C.F.R. Part 18	Uniform Administrative Requirements for Grants and Cooperative Agreements to States and Local Governments
49 C.F.R. Part 29	Government-wide Debarment and Suspension (Non-procurement) and Government-wide Requirements for Drug-free Workplace (Grants)
FTA Circular 8100.1C	Program Guidance for Metropolitan Planning and State Planning and Research Program Grants

# What is the Metropolitan Transportation Plan (MTP)?



- Describes vision for the region, and policies, operational strategies, and projects for achieving the goals.
- Covers at least the next 20 years.
- Leads to an intermodal system.
- Reflects public involvement.
- Contains a financial plan and is fiscally constrained.
- Is updated every four-years (five-years in non-attainment areas).

Code	Description
23 U.S.C. § 134(h) (i)	These laws describe the structure and requirements of MPOs as well as the scope of the metropolitan planning process.
49 U.S.C. § 5303	
23 C.F.R. § 450.316	These laws discuss planning assistance standards for metropolitan planning agreements, congestion management, and the development and content of the metropolitan transportation plan.
23 C.F.R. § 450.320	
23 C.F.R. § 450.322	
23 C.F.R. § 500.109	Defines the requirements, strategies, and performance measures that must be integrated into a Congestion Management System (CMS), Public Transportation Management System (PTMS), and Intermodal Management System (IMS.)
23 C.F.R. § 500.110	
23 C.F.R. § 500.111	

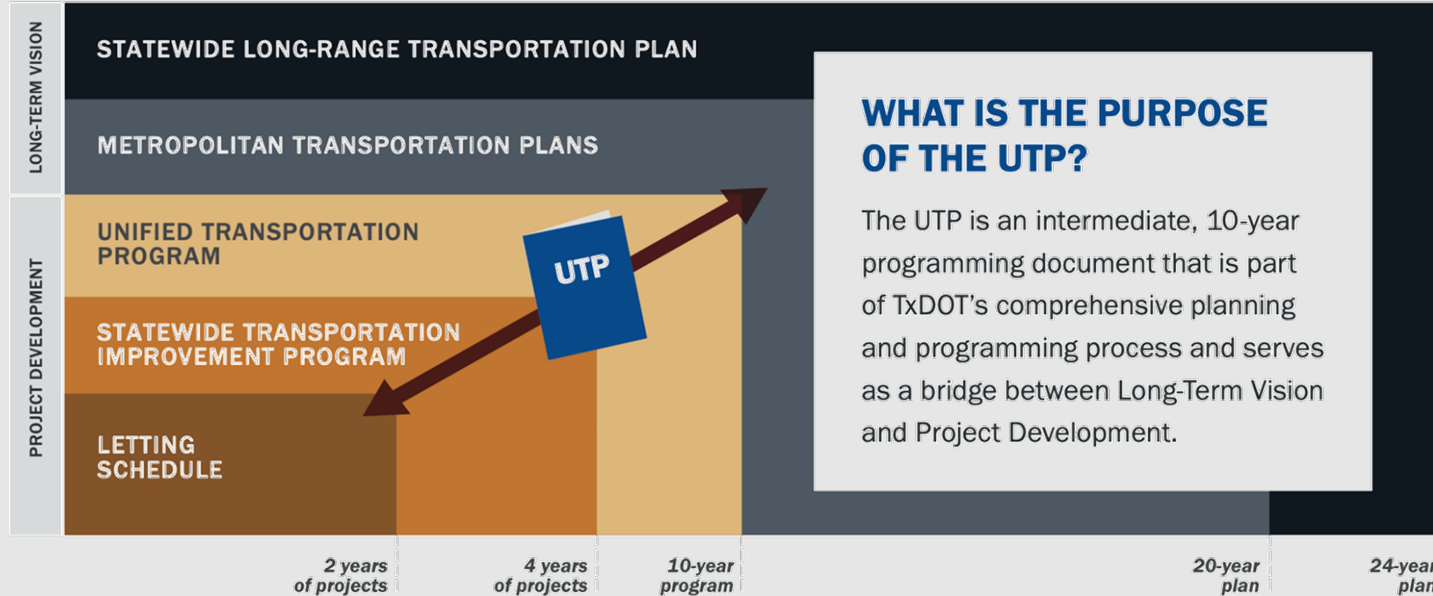
# What is fiscally constrained planning?



- Federal regulations require Metropolitan Transportation Plans (MTPs) and Transportation Improvement Programs (TIPs) to be “fiscally constrained.”
- Fiscal constraint is demonstrated by including sufficient financial information to confirm that projects in those documents can be implemented using committed or available revenue sources.
- Reasonable assurance is needed that the federally supported transportation system is being adequately operated and maintained.

Fiscal constraint is defined as a demonstration of sufficient funds, from Federal, State, local, and private sources, which will be used to implement proposed transportation system improvements, as well as to operate and maintain the entire system. This demonstration is carried out by comparing revenues and costs.

Source: United States Department of Transportation, Federal Highway Administration and Federal Transit Administration, The Transportation Planning Process Briefing Book, 2018 Edition, p. 27.



Within the UTP framework, TxDOT works with elected officials, local planning organizations, and the public to select and fund the state's highest priority transportation projects.

Source: <https://www.txdot.gov/projects/planning/utp.html>, Accessed July 2023.

# Funding Categories



1. Preventative  
Maintenance and  
Rehabilitation

2. Metro and Urban  
Area Corridor Projects

3. Non-Traditionally  
Funded Transportation  
Projects (includes local  
and private funds)

4. Statewide  
Connectivity Corridor  
Projects

5. Congestion  
Mitigation and Air  
Quality Improvement  
(air quality non-  
attainment and  
maintenance areas)

6. Structures  
Replacement and  
Rehabilitation  
(bridges – prioritized  
statewide)

7. Metropolitan Mobility  
and Rehabilitation  
(TMAs only)

8. Safety Projects

9. Transportation  
Alternatives  
(TMAs get designated  
amounts; others  
compete  
statewide)

10. Supplemental  
Transportation Projects

11. District  
Discretionary

12. Strategic Priority

# What is the Transportation Improvement Program?



- A staged, multi-year, intermodal program of prioritized transportation initiatives consistent with Plan.
- Shows annual activity for the initial years of the Metropolitan Plan . . . a minimum four-year horizon.
- Contains a financial plan and is fiscally constrained.
- An initiative not listed in the TIP cannot receive FHWA or FTA funds.
- Reflects public involvement.
- Must be updated at least every two-years.

Code	Description
23 U.S.C. § 134 (h) (j) and (k) (3) and (4)	Metropolitan Transportation Planning
23 U.S.C. § 135	Statewide Transportation Planning
23 U.S.C. § 139	Efficient Environmental Reviews for Project Decision making
23 U.S.C. § 204	Federal Lands Highways Program
49 U.S.C. § 5304	Statewide Transportation Planning
23 C.F.R. Part 450 §§ 320, 324, 326, 328, 330, and 332	Congestion Management Process in Transportation Management Areas, Development and Content of the TIP, TIP Revisions and Relationship to the STIP, TIP Action by the FHWA and the FTA, Project Selection From the TIP, and Annual Listing of Obligated Projects, respectively
23 C.F.R. Part 500 §§ 109, 110, and 111	Congestion Management System, Public Transportation Management System, and Intermodal Management System, respectively

- The TIP shall link investment priorities to achievement of performance targets in the plans.
- Identify how projects will help reach targets.
- Describe and ensure the feedback loop process.



# What is the Public Participation Plan (PPP)?



The PPP is an integral part of the transportation process which helps ensure that decisions are made in consideration of and to benefit public needs and preferences. The federal authority behind the PPP is noted in the table.

Code	Description
23 U.S.C. § 134(i)(5)(B)	These laws state that MPOs are required to develop a public participation plan, in consultation with interested parties, that provides reasonable opportunities for all parties to participate in and comment on transportation plans.
23 C.F.R. § 450.316 (a)	
Title VI of the 1964 Civil Rights Act	This act prohibits discrimination on the basis of race, color, or national origin in programs and activities receiving federal financial assistance.
Title VI and implementing regulations	This ensures meaningful access to the benefits, services, and information of their program and activities for LEP individuals.

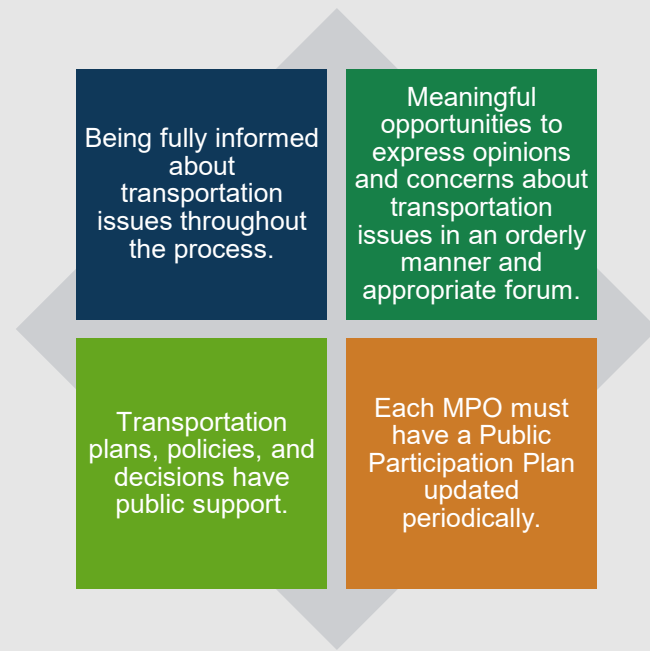


# Thoughts about engaging the public . . .



- Go beyond simply “checking the box” . . . address the spirit of the requirements.
- Best practices include:
  - Give the public purpose in planning by taking the participation to them.
  - Find locations with good bicycle, pedestrian, and transit connections.
  - Set milestones and celebrate accomplishments.
  - Develop and explain benefits with participation from policy board.
  - Find methods to acknowledge entities and individuals for participating.

More information available from [Public Involvement Best Practices– Susan Howard \(TxDOT TPP\)](#), December 8, 2022 TEMPO meeting presentation.



Source: FHWA, Texas Division.

# Tools available for Equity Analysis



Transportation  
Community (ETC)  
Explorer

FHWA's Planning and  
Equity Tool

FHWA's Screening Tool  
for Equity Analysis of  
Projects (STEAP)

FHWA's final summary  
report for  
"Environmental Justice  
and Equity Screening  
Tools Peer Network,  
2021"

FHWA's final summary  
report for 2022  
workshop on "Elevating  
Equity through Spatial  
Analysis and  
Visualization"

Transportation equity  
topic page on FHWA/FTA  
TPCB site

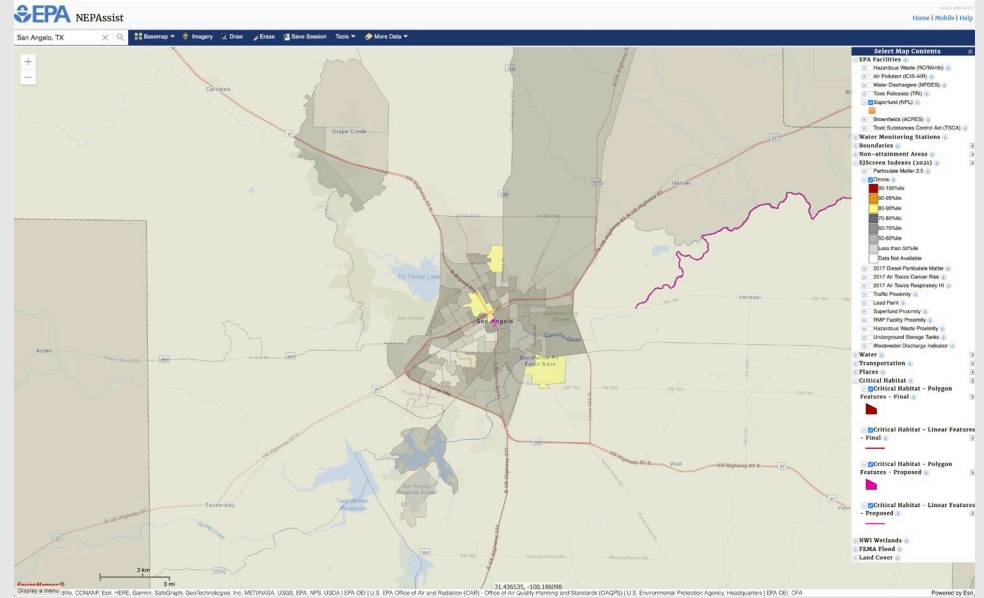
EPA's Environmental  
Justice Screening and  
Mapping Tool, EJScreen

White House Council of  
Environmental Quality's  
Climate and Economic  
Justice Screening Tool  
(CEJST)

CDC's Social  
Vulnerability Index

Source: FHWA, Texas Division.

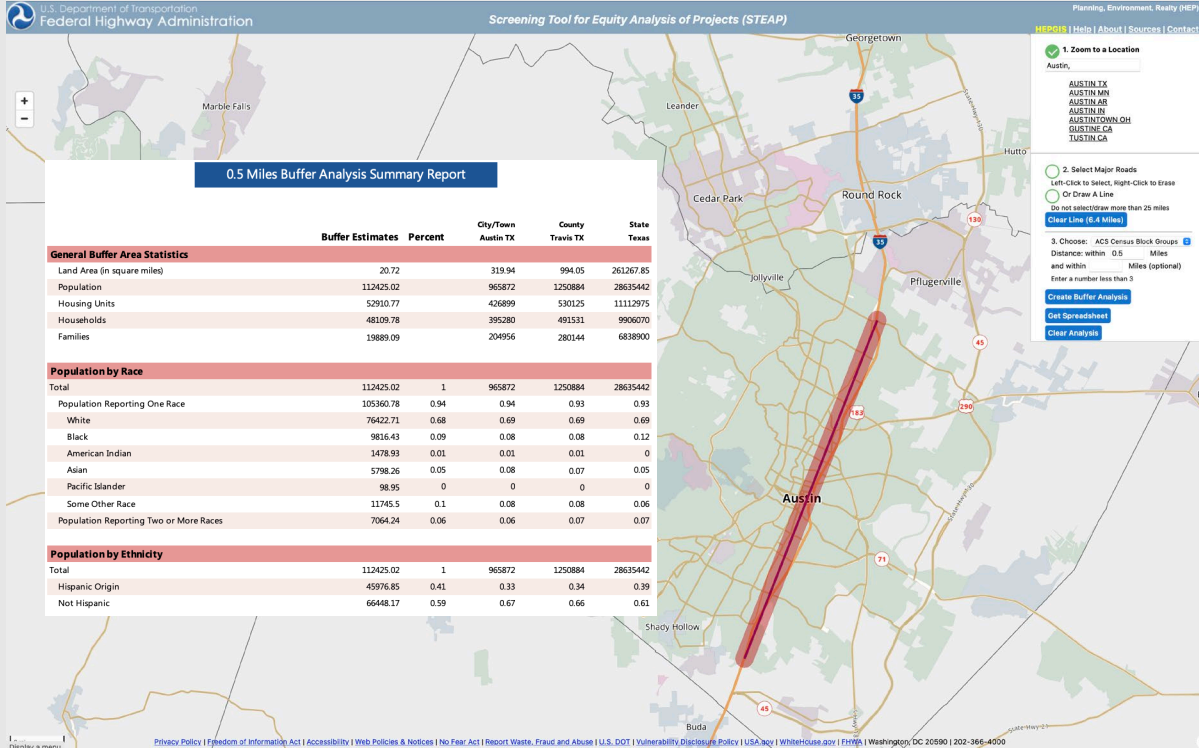
- Environmental.
- Population cohorts.
- Minority composition.
- Languages spoken.
- Income level ranges.



Source: U.S. Environmental Protection Agency.

[/nepassist/nepamap.aspx](#). Accessed July 2023.

# Screening Tool for Equity Analysis of Projects (STEAP)



Source: Federal Highway Administration. Tool available at <https://hepgis.fhwa.dot.gov/fhwagis/buffertool/>. Accessed July 2023.

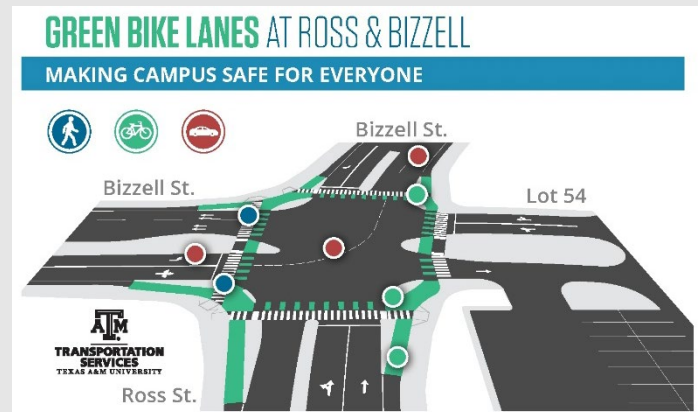
- Enhanced the Buffer Analysis Reports.
- Includes new Decennial 2020 Census Report.
- Updated American Community Survey (ACS) data from 2015-2019 to 2016-2020.
- Improved User Interfaces:
  - Allows users to zoom to project locations by City/Town names.
  - Allows downloading buffer analysis reports in spreadsheets, facilitating project alignment alternative analyses.
  - Displays all streets with referenced City/Town boundaries when zooming in to specific project locations.



- **Rail**
  - Planning for Local origin/destination and pass-through Rail traffic.
  - Studying and recommending improvements for at-grade crossings.
  - Accommodating access to and from Intermodal transfer facilities.
- **Trucks**
  - Planning for local origin/destination deliveries.
  - Facilitating pass-through truck travel and accommodating safety rest stops.
  - Accommodating truck stop access.



- Planning for motorized and non-motorized street facilities.
  - Should address accommodations for utilities.
- Goals for Complete Streets:
  - Provides safety for all users.
  - Serves all users.
  - Keeps built- and natural-environments in mind.
- MPO may play role in developing model complete streets ordinances for member agencies.



- FAST Act (2015) requires MTP to include an assessment of capital investment and other strategies to reduce vulnerability of infrastructure to natural disasters.
- **Resilience Improvement Plan (RIP):**
  - Optional.
  - Provides for reduced match requirements on certain projects; but must meet federal requirements.





# Active Transportation Planning



- Improve access, mobility, and safety for transportation, health, and recreational uses.
- Enhance the region for tourism, economic development, and as a “healthy” place to live.
- Ensure American with Disabilities Act (ADA) compliance.





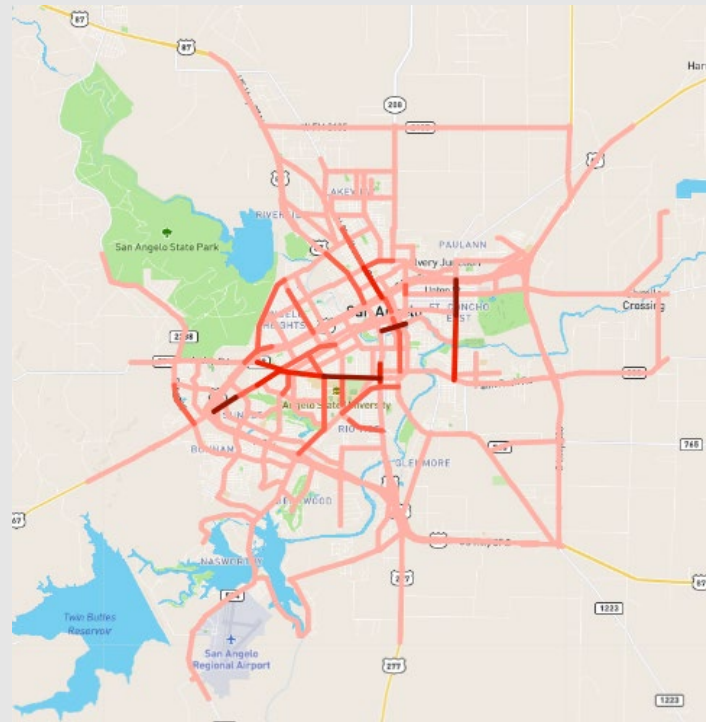
# Congestion Analysis Planning



Congestion Management Process Assessment Tool (COMPAT) is available for MPO use in transportation planning applications. The tool provides:

- Identify the range of congestion in your metro area.
- Travel Time Index.

Available at <https://compat.tti.tamu.edu>, Texas A&M Transportation Institute, accessed July 2023.



COMPAT mapping sample for San Angelo, Texas.

- **Nothing is guaranteed!**
- Federal funds seem consistent as these are based on multi-year federal transportation bills (legislation). Key is consistent appropriations.
- State funding is more variable:
  - Proposition 1 – Severance (oil and gas production) taxes (dependent on prices and production levels).
  - Proposition 7 – State motor fuel tax, vehicle registration fees, and sales taxes (dependent on the overall economy).
- **Wherever possible, leverage funds from all possible sources.**

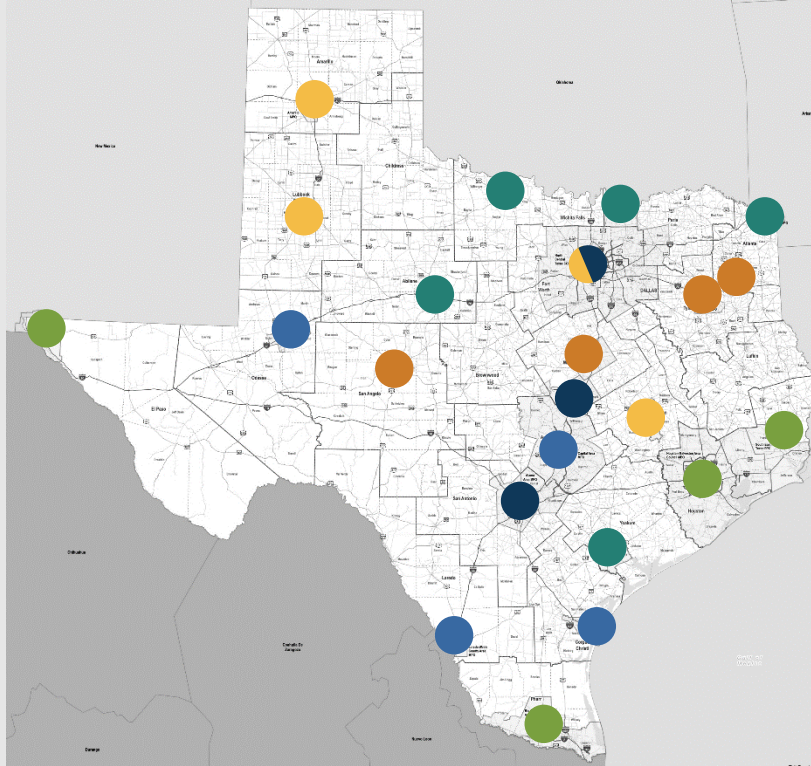


# MPO continuing challenges . . .



# Transportation Planning and Programing (TPP)

## Division Field Representatives



Map source: Texas Department of Transportation, <https://ftp.dot.state.tx.us/pub/txdot-info/tpo/maps/mpo-cog.pdf>, accessed July 2023.

### Casey Wells

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# MPO 101 Workshop

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