By-Laws for the

Joint Transportation Planning Group

Serving the
Southeastern Massachusetts Metropolitan Planning Organization

Approved November 10, 1976
Amended March 11, 1981
Amended April 8, 1992
Amended February 12, 2003
Amended November 8, 2014
Introduction

A Memorandum of Understanding (MOU) covering the Role and Function of the Southeastern Massachusetts Metropolitan Planning Organization (SMMPO) was signed April 1, 1976, by the Office of Secretary of Transportation and Construction (EOTC) [now the Office of Transportation Planning (OTP)] of the Massachusetts Department of Public Works (MDPW) [now Massachusetts Department of Transportation (MassDOT)], the Southeastern Regional Planning & Economic Development District (SRPEDD), the Southeastern Regional Transit Authority (SRTA), functioning as the Committee of Signatories (COS) of the Southeastern Massachusetts Metropolitan Planning Organization (SMMPO). The Greater Attleboro-Taunton Regional Transit Authority (GATRA) joined the COS in 1977.

On March 31, 1997 the SMMPO was restructured and a new MOU was signed by the five members of the SMMPO. A new SM MPO was created with thirteen (13) members:

- the Secretary of the Executive Office of Transportation and Construction (EOTC) [now Secretary and Chief Executive Officer of MassDOT];
- the Commissioner of the Massachusetts Highway Department (MassHighway) [now the Administrator of MassDOT Highway Division];
- the Chairperson of the Southeastern Regional Planning and Economic Development District Commission (SRPEDD);
- the Administrator of the Southeastern Regional Transit Authority (SRTA);
- the Administrator of the Greater Attleboro-Taunton Regional Transit Authority (GATRA);
- the Mayor of the City of New Bedford;
- the Mayor of the City of Fall River;
- the Mayor of the City of Taunton;
- the Mayor of the City of Attleboro; and,
- A Selectman from 4 towns in the SRPEDD region.

The 1976 MOU established the Joint Transportation Planning Group (JTPG) as the

“transportation policy advisory body made up of local chief elected officials or their designees that will carry out the citizen participation process. The group will be the forum for the citizen input to the transportation planning process, with direct involvement by all local elected officials.”

The Joint Transportation Planning Group (JTPG) is the Transportation Policy Advisory Group for the region and advises the SMMPO members on policy matters concerning transportation plans and programs, provides proactive public participation in the transportation planning and program process. The principal mission of the JTPG is to foster broad participation in the transportation planning process by maintaining a forum that brings together representatives of cities and towns, other public agencies, transportation providers, and citizens concerned with the transportation planning process. The JTPG
thereby facilitates, wherever possible, the consistency of transportation plans and programs for the Region with the policies, priorities, and plans of affected state and regional agencies, local communities, private groups and individuals with the Region.

The SMMPO transportation planning staff employed through SRPEDD provides technical assistance and guidance on transportation issues in support of the JTPG. The staff prepares, under contract with MassDOT, OTP, SRTA, and GATRA, technical reports for the JTPG review, promotes discussion on transportation related directives and policies and provides all staff duties needed to meet the responsibilities and purpose of the JTPG.

The JTPG chairperson is a non-voting member and participates in all of the Southeastern Massachusetts MPO meetings and has the opportunity to comment and advise on matters being discussed. The JTPG Chairperson or one of the three Vice Chairpersons shall be on any advisory committees created by the SMMPO with the same standing as other members of the advisory committee.

It is the objective of the JTPG to be part of a transportation planning process that:

1. Is ultimately responsible to those at the State and local level who have authority to implement transportation plans;
2. Is oriented towards resolving issues and controversies, and provides a forum for consensus-building and disputing-airing. Includes a technical arm through the SMMPO transportation planning staff to support decision-making, while emphasizing the key role elected officials have in decision making;
3. Integrates all transportation modes for a balanced planning effort;
4. Recognizes both the short and long term impacts of proposals on the overall transportation plan for the region;
5. Has wide and effective participation at the local level, both public and private, both municipal and regional, without diluting the ultimate capacity to take decisive action;
6. Works cooperatively with the Advisory Boards of the regional transit authorities and other transportation entities; and
7. Through the efforts of the SMMPO transportation planning staff, provides for the formulation of the Unified Planning Work Program (UPWP) for the development of transportation plans, prepares a Transportation Improvement Program (TIP) for the distribution of transportation funding, prepare a Regional Transportation Plan (RTP) to determine transportation needs, and other continuing transportation planning activities within the context of comprehensive development planning established at the local, regional and state levels of government.

All plans, programs and studies are developed in compliance with federal nondiscrimination laws including Title VI of the Civil Rights Act of 1964, the Civil Rights Restoration Act of 1987 and all related statutes and regulations. Title VI prohibits discrimination on the grounds of race, color, national origin (including limited English proficiency), as well as on the grounds of age, gender or disability. Additionally, related federal and / or state laws provide similar protections on the basis of a person’s religion, sexual orientation, veteran’s status and other protected characteristics and
requires that no one be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any program or activity or service receiving federal assistance. The SMMPO also ensures that every effort will be made to prevent the discrimination of low-income and minority populations in any of its programs or activities in accordance with Executive Order 12898, 3 C.F.R. 859 (1995) entitled “Federal Actions to Address Environmental Justice in Minority Populations and in Low-Income Populations.”

ORGANIZATION

Article I-Identity

The name of the organization shall be the Joint Transportation Planning Group (JTPG) for Southeastern Massachusetts and the geographic scope of its planning responsibilities shall coincide with the boundaries of SRPEDD.

Article II-Purpose

The purpose of the organization shall be as set forth in the MOU relating to the Comprehensive, Continuing, and Cooperative (3C) transportation planning process agreed to by all of the members of the Southeastern Massachusetts Metropolitan Planning Organization (SMMPO):

1. To advise the SMMPO on matters of policy affecting the conduct of the 3C transportation planning and programming process for the Region that result in the most desirable and timely transportation plan and programs;
2. To advise the SMMPO on such regional transportation documents as may, from time to time, be required by state or federal laws and regulations; and,
3. To encourage varied participation in the transportation planning and programming process by providing a forum that brings together public agencies, elected and appointed officials of cities and towns, transportation providers and citizens concerned with the transportation plans and programs for the Region.

Article III-Membership

The membership of the Joint Transportation Planning Group shall consist of local chief elected officials or their designees, SRPEDD At-Large Commissioners, members of the SMMPO, private transportation providers, and interested citizens. This group will also be the forum for citizen input to the transportation planning process. The JTPG will conduct its activities in accordance with the guidelines for citizen participation as defined by SRPEDD’s approved Public Participation Program, and the requirements of any State and Federal citizen participation guidelines.
The composition of the JTPG shall be made up of the following:

1. **Voting Members** (Voting to be used only when consensus cannot be reached.)
   a. The chief elected officials (the Mayor or Chairperson of the Board of Selectmen) in each community in the region, or their designee. Designees are authorized by the chief elected official to cast votes on any matter that comes before the JTPG. The chief elected officials may also appoint Alternate designees to represent them in the event the appointed designee cannot attend a meeting. If the JTPG representative or alternative designee are not available to attend a meeting, a chief elected official may also temporarily appoint a voting representative, by providing the temporary representative with a letter effective for one meeting.
   b. The duly elected SRPEDD At-Large Commissioners that represent the low income and minority groups. The SRPEDD Commission By-Laws define the At-Large Commissioner and the election process for this position on the SRPEDD Commission.

2. **Non-Voting Members:**
   a. Members of the SMMPO or their designee.
   b. Representatives of other (non-SMMPO) State, Federal and County agencies as designated by those agencies.
   c. Representatives of public and private institutions and associations, e.g. consumer groups, private transportation providers, environmental groups, historic and preservation groups, etc. as appointed or assigned by the Chairperson or leader of each of these groups.

**Additional Participants** – other local elected officials or any individual or citizen concerned with the transportation planning process who wishes to present a point of view on any transportation issue that is before the JTPG for discussion. The members or their designees, both voting and non-voting, shall be appointed, reappointed or reaffirmed in May of each year, to serve for the period June 1st to May 31st, but may be removed or replaced at any time by the appropriate appointing authority.

**Article IV- Officers**

The officers of the JTPG shall consist of a “Chairperson” and three “Vice-Chairpersons”, who shall be elected from and by the Municipal Representatives.

1. The Chairperson shall be elected for a term of one year beginning each June by the municipal representatives of the JTPG.

The power of the Chairperson shall be as follows:
   a) To preside at all meetings of the JTPG;
   b) To call special meetings of the JTPG as appropriate;
c) To appoint Chairpersons of Task Forces;
d) To facilitate the consensus-building process by eliciting comments and directing full discussion of all matters brought before the JTPG, in the manner set forth in “Business Procedures”; (Article V.2)
e) To have such other discretionary powers as the JTPG shall deem necessary;
f) To designate the order in which the Vice Chairperson would preside in the absence of the Chairperson; and
g) To represent the JTPG at meetings of the SMMPO.

2. Three Vice Chairpersons, one from each of the three functional JTPG areas, shall be elected for a term of one year beginning each June 1st by the municipal representatives of the respective areas of the JTPG. The three functional JTPG areas shall consist of the following:

**Bristol County/SRTA Area** - Acushnet, Dartmouth, Fairhaven, Fall River, Freetown, New Bedford, Somerset, Swansea, and Westport.


**Plymouth County** Area - Carver, Lakeville, Marion, Mattapoisett, Middleborough, Rochester and Wareham.

The duties of the Vice Chairpersons shall be as follows:

a) To preside at JTPG meetings and otherwise assume the duties of the Chairperson in his absence in the order in which Chairperson has designated
b) To organize needed Task Forces, invite public participation, and recommend to the Chairpersons those persons who would qualify as Task Force members; and,
c) To assist in the administration and preparation of all matter to be placed before the JTPG relative to the functional area which each represents.

**Article V - General Procedures**

1. Meetings - Meetings of the JTPG are of two types:

   a. **Regular Meetings** are those meetings held at regular intervals to consider the general business of transportation matters brought to the attention of the JTPG, and to consider new business.

      i. Regular meetings of the JTPG shall be held on the second Wednesday of each month at 2:00 p.m. unless otherwise agreed to by the membership. The location
of the meeting will be part of the Notice of the Meeting.

ii. Regular meetings of the JTPG may be publicized at a minimum of five (5) days in advance through the distribution of a press release containing a statement of the intended subject for the meeting to be sent to all area news media.

iii. All members of the JTPG shall be sent notices of regular meetings of the JTPG to be sent electronically at least seven (7) days before the meeting. Such notice shall include the agenda approved by the Chairperson, minutes of the previous meeting and any special reports the Chairperson deems appropriate. Any other individuals may request to be placed on the mailing list in writing annually and shall also be sent notices of the meetings. Requests for postal mail notifications will also be honored.

iv. In cases where the Chairperson deems it necessary to publicize a meeting he/she may request that the SMMPO transportation planning staff place newspaper advertisements stating date, time, place, and nature of the meeting and invite public participation.

b. Special Meetings are those meetings called by the Chairperson of the JTPG to consider immediate issues and problems demanding the attention of the JTPG

i. The Chairperson shall cause a Special Meeting to be held by mailing information on the date, time, place and nature of the meeting at least seven (7) days in advance to all members of the JTPG and others included in the mailing list.

ii. The Chairperson may send a press release at least five (5) days before a Special Meeting stating the date, time, place, nature of the meeting, and invite public participation.

c. All meetings of the JTPG are open to the general public.

d. A quorum is not necessary for any meeting of the JTPG. However, if any JTPG voting member feels that there is not adequate or appropriate representation of the group present to decide an issue, that member may advise the group and the Chairperson (in his/her judgment) may postpone the issue until the next meeting.

2. Business Procedures

a. Any person attending a meeting of the JTPG has the right to speak. The Chairperson shall appropriately recognize all attendees and grant the floor.
b. Every attempt will be made to solicit opinions and comments by all persons present at the meetings who wish to participate in discussions.

i. On agenda items concerning regional or local transportation issues, the Chairperson may conduct discussions at his/her discretion.

ii. On agenda items initiated by municipalities, the Chairperson will require local representation, task force approval if appropriate, or locally prepared written statements which satisfactorily answer all questions as background to be submitted prior to allowing any action to be taken by the JTPG.

c. Primary responsibility for facilitating the consensus-building process lies with the Chairperson of the JTPG. The Chairperson will accomplish this by:

i. Keeping discussion focused on the issues;

ii. Actively encouraging full debate and discussion of issues until the positions of the various proponents and opponents are clarified;

iii. Continually re-stating the major differing opinions offered on the floor including the possible impact of the various alternatives so that all participants are knowledgeable of all positions and opinions on a particular matter; and,

iv. Directing the discussion by focusing on opposing viewpoints and attempting to build a compromise or consensus position for the whole group. This process includes:

1. **Consensus position likely**- The Chairperson, having made every attempt to solicit opinions on the matter at hand and sensing that all discussion has been placed before the JTPG, shall indicate his/her opinion that a consensus exists. It is then up to the body to dispute the consensus opinion and request a polling of the voting members. Hearing no objection, the consensus stands. To clarify, a consensus vote is the voting method where, following discussion of a topic or motion, there is a request for affirmation and agreement, and consent is indicated by the group even if it is not the preferred outcome of each voting member. A voice vote is the voting method in which a vote is taken on a topic or a motion by each voting member responding verbally. A poll vote is the voting method where voting members submit written votes on a topic or a motion that are counted and recorded.
2. **Consensus position unlikely**- The Chairperson, sensing that a consensus position cannot be reached, will request that a polling of each voting member’s position, “affirmative”, “negative” or “abstain”. Based on the results of this polling, the Chairperson will direct one of the following courses of action:

   a. Restate the issue and the differing opinions and direct that the matter be referred back to the JTPG members for further consideration and to obtain additional information and clarification so that the matter can be again discussed at the next regular JTPG meeting.

   b. Establish a Task Force to examine the issue for re-submittal at a future JTPG meeting.

   c. If the polling results in a majority opinion, the Chairperson may direct that the JTPG has reached a position and that the position be forwarded to the SMMPO indicating the polling results and position of each community.

   d. Based on the polling, determine that the JTPG will be unable to reach consensus, therefore, draft all positions and submit this matter to the SMMPO for resolution. Upon the resolution of an issue, the Chairperson will cause a position to be drafted for the entire JTPG. Such statement will put forth the consensus mutually arrived at the accepted by all present, or failing a consensus, will clearly set forth the major positions taken by various participants.

   e. The consensus statements of the JTPG will be forwarded by the Chairperson to the SMMPO for their review and action and also to the general membership via the mailing list.

   f. As a general rule, matters will be decided by consensus. Exceptions to this rule are matters of JTPG internal business such as the election of Officers, and amendments to the By-Laws. In such cases, the Chairperson shall direct a voice-vote on the matter and finding significant opposition, a polling of municipal representatives will be taken.
g. Only one vote is allowed per municipality. If a member municipality is represented at a meeting by more than one person who could be considered an official voting member, only one vote shall be counted by the Chairperson on issues brought to a vote. The hierarchy to decide which vote counts shall be: chief elected official, designee, alternate and temporary voting representative.

SRPEDD At-Large Commissioners represent Environmental Justice populations, and are not considered municipal representatives. Therefore, At-Large Commissioners are exempt from the one vote per municipality rule.

3. **Task Forces** - Task forces may be established for the in-depth discussion and analysis of any project or issue by the JTPG Chairperson. These task forces may consist of any voting, non-voting or participant member as selected by the Chairperson; however, the Chairperson of the Task Force will be appointed by the JTPG Chairperson and must be a voting member of the JTPG. The Task Force Chairperson will report back to the JTPG with the recommendation of its member at a time specified by the JTPG Chairperson.

4. **By-Laws** - A copy of the JTPG BY-Laws and the SMMPO Memorandum of Understanding (MOU) shall be provided to all new members of the JTPG. When amendments are proposed to the JTPG By-Laws, the By-Laws along with the SMMPO MOU, will be distributed to JTPG members and to all Mayors and Boards of Selectmen within the Southeastern Regional Planning & Economic Development District for their review and comment.

   a. Amendments
      
      i. By-Law amendment proposals may be generated by a consensus at a JTPG meeting, the Chairperson of the JTPG on his/her own initiative or a significant JTPG membership of participant demand.
      
      ii. Amendments to the By-laws shall be circulated at least 14 days before a Regular Meeting. Every attempt shall be made to ensure that all members are aware of proposed amendments. Proposed amendments shall be voted upon by voice vote. Failing significant approval such that the Chairperson finds a consensus is not
present, a polling of municipal representatives will be taken.

Article VI- Overview of the Planning and Decision-Making Process

The planning and decision-making process will be concerned with both short and long-term planning and with necessary decisions requiring action.

1. Policy will be agreed upon and issues resolved wherever possible by consensus or voting of the JTPG. Only through an open and broadly based participatory process can broad public consent or consensus for major decisions be obtained. Where basic disagreement occurs which cannot be reconciled by the JTPG, those matters will immediately be referred to the SMMPO for resolution and then be referred back to the JTPG, if appropriate.

2. Transportation activities are multi-modal. All facilities and services for travel will be treated as part of a single system, each component to be planned in a manner most effectively utilizing its special characteristics in combination with other elements. Local transit services, bus and rail transit, operational and regulatory measures, harbor development and maintenance, airport facility development and other possible modes of transportation will be included as well as the more conventional focus of transportation planning, major line haul highway and transit investments.

3. The process will be concerned with both short and long-term plans. The integration of short and long-term planning can infuse immediate decisions with concern for the full range of their unintended by-products and long-term implications. It can also keep long-range planning more attuned to considerations of political feasibility and responsive to changing community values.

4. Staged decision-making – A major consequence of the integration of short and long-term planning is the need to reach decisions on the implementation of some projects during the course of long-range planning rather than to leave all decisions to the end.

5. Resolution - Final decisions on all key elements in the planning process, including selection among various program alternatives, must necessarily be reserved to appropriate elected and appointed officials. This recognizes the unique and comprehensive responsibilities of such officials beyond the particular jurisdiction of any one participant. In order to put meaning into the consensus process, all official participants anticipate following, insofar as they are able, the consensus recommendations of the JTPG, as outlined in the SMMPO MOU. This commitment creates an incentive for those in the consensus process to reach agreement in order to substantially influence decisions. It also places a responsibility on the state, regional and municipal representatives, as well as those representing private groups, to represent accurately the interests and positions of the people for whom they are speaking; while participating creatively in a dynamic process of design, evaluation and negotiation.
Article VII - Federal Certification Requirements

Conducting and maintaining the transportation planning process in accordance with federal regulations requires the development and approval of plans, programs and studies on a regular basis. These documents are prepared by the SPREDD staff in conjunction with state and federal funding agencies, reviewed by the JTPG, revised as necessary, and submitted for formal adoption to the SMMPO. They are prepared in conformance with the objectives for the transportation planning process described in the Introduction, including compliance with Title VI and all related statutes and regulations, as well as the Executive Order concerning Environmental Justice in Minority and Low-Income populations.

1. Unified Planning Work Program (UPWP) - The UPWP described the scope and cost of the work tasks of the SPREDD transportation and transit staff in five broad areas or elements. The UPWP is also a budgeting tool, and each task includes the approximate cost of each service or study and an appropriate schedule for performing them. For detailed information regarding administrative procedures and budgets please refer to the current UPWP. The UPWP is used by SPREDD, the MassDOT (OTP), FHWA, FTA, SPREDD and SRTA and GATRA as the scope of services for the contract for planning services, and can be adjusted or amended during the program year as determined by the SMMPO and funding agencies. The five elements of the UPWP include:

   a. Management and Support – The effort needed for coordinating transportation planning activities between SPREDD member communities, the SPREDD Commission and local, regional, state and federal agencies; also routine operating or administrative assistance to other public agencies. This section also includes the work tasks related to the development and maintenance of the Transportation Improvement Program (TIP).

   b. Regional Data and Modeling – The collection, maintenance, management and use of all transportation related data needed to effectively model and study the regional transportation system.

   c. Transportation Plan Update and Studies – Tasks related to preparing and updating the Regional Transportation Plan (RTP) and conducting studies recommended in the RTP and associated analysis. Preparing studies that attempt to solve transportation problems identified in the RTP, or requested by, MassDOT OTP, the Regional Transit Authorities, or member municipalities or other participants in the transportation planning process.

   d. Special Projects – FHWA and FTA subtasks for areas of national concern, and tasks or contracts for otherwise unaccounted for transportation planning activities.

   e. Additional Planning Effort – Potential planning funds for projects of statewide concern.
2. **Transportation Improvement Program (TIP)** - The TIP is a programming document that lists all the transportation projects in the SRPEDD region by federal funding category. Regional priorities for projects are recommended by the JTPG for approval by the SMMPO. The SMMPO approved TIP is forwarded to MassDOT OTP where it is combined with the TIPs produced by all of the MPOs throughout the state. The resulting document, referred to as the State Transportation Improvement Program (STIP), is forwarded to FHWA, FTA and the Environmental Protection Agency (EPA) for approval. Only after this approval can federal transportation funds be obligated for projects in the TIP.

TIP projects are evaluated as to their potential for improving safety issues, traffic congestion, multi-modal connections, livability and sustainable development, as well as community impact using the Transportation Evaluation Criteria. SRPEDD places a higher importance on projects that address safety issues. Transit projects in the TIP are evaluated on their importance to the continued and efficient operation of public transportation (transit) service that meets the needs of areas and residents served.

Any transportation investment that addresses traffic congestion by reducing traffic delay or providing an alternative to the single-occupant vehicle may have several benefits. It lessens travel time, reduces vehicle miles traveled and improved air quality. A project that reduces emission from vehicles would receive a high regional priority. In evaluating the degree of traffic congestion, the importance of the road or bridge to regional travel is part of the project prioritization process.

The severity of the physical condition of the road that is scheduled for repair or replacement is also taken into consideration. While it is usually obvious when a road needs to be reconstructed, an early, less expensive and less obvious investment, through appropriate pavement management techniques can extend the life of a road. Pavement maintenance that postpones eventual reconstruction is encouraged. Any road that is so distressed that it presents a safety problem and/or impedes the flow of traffic, and any bridge that has a weight limit or is closed to traffic is considered a high priority for funding improvements.

Federal legislation establishes performance-based planning requirements that provide more efficient investment of transportation funds. These requirements focus on national transportation goals, increase the accountability and transparency of the Federal highway programs, and improve investment decisions through performance-based planning and programming.

All of these factors are considered in programming the use of transportation funds. For detailed information regarding administrative procedures, such as changes to project schedules and costs, and financial constraints, please refer to the current TIP. Projects are grouped by expected year of implementation; that is, they are grouped according to a balance of the likely completion date of the engineering design, and the factors that determine the project's
importance. The difficulty of the engineering design, i.e. complexity, wetlands issues and land taking issues must also be considered; because design completion dictates when construction funds are needed. When there are more projects than funding allows, the transportation evaluation criteria scoring becomes the deciding factor.

3. **Regional Transportation Plan (RTP)** - The RTP provides a comprehensive look at the needs of the region for highway and transit improvements. It highlights the major transportation issues and provides both short-range and long-range guidance to local elected officials, the JTPG, and eventually to the state and federal implementing agencies. There must be reasonable opportunity for public comment on the RTP before it is approved. The development of the RTP and TIP by the SMMPO provides our local communities direct access to the transportation decision-making process.

The RTP identifies all transportation facilities, includes a financial plan that demonstrates how the plan can be implemented, and assesses capital investments necessary for the existing transportation system, and makes efficient use of the existing system to relieve congestion. The RTP also demonstrates conformity with the State Implementation Plan (SIP) for air quality improvements. The projects in the TIP must be consistent with the Regional Transportation Plan.

4. **Air Quality Conformity** - The SMMPO must determine that the Regional Transportation Plan is in conformance with the Massachusetts State Implementation Plan (SIP). This assures that no goals, directives, recommendations or projects that are identified in the Plan have an adverse impact on the SIP. The SIP is the official document which lists committed strategies to meet the requirements of the Clean Air Act Amendments through investments in transportation.

5. **Public Participation Program (PPP)** - The PPP defines all public notification and involvement techniques that are utilized in creation of the TIP, RTP, transportation studies and FTA Section 5307 grants to SRTA and GATRA. Federal regulations state that “the metropolitan transportation planning process shall include a proactive public involvement process that provides complete information, timely public notice, full public access to key decisions and supports early and continuing involvement of the public in developing plans and TIPs.”

All public participation includes compliance with Title VI and all related statutes and regulations, as well as the executive order concerning Environmental Justice in minority and low-income populations.