



U.S. Department
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Transportation Management Area Planning Certification Review

Harrisburg Transportation Management Area



September 8, 2021
Final Report





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1.0 EXECUTIVE SUMMARY

On May 24-25, 2021, the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) conducted the certification review of the transportation planning process for the Harrisburg urbanized area. FHWA and FTA are required to jointly review and evaluate the transportation planning process for each urbanized area over 200,000 in population at least every four years to determine if the process meets the Federal planning requirements.

1.1 Previous Findings and Disposition

The first certification review for the Harrisburg urbanized area was conducted in 2001. The second, third, fourth, and fifth certification reviews were conducted in 2005, 2009, 2013, and 2017 respectively. The previous Certification Review findings and their disposition are provided in Appendix B.

1.2 Summary of Current Findings

The current review found that the metropolitan transportation planning process conducted in the Harrisburg urbanized area meets Federal planning requirements.

As a result of this review, FHWA and FTA are certifying the transportation planning process conducted by the Pennsylvania Department of Transportation (PennDOT), Harrisburg Area Transportation Study (HATS) Metropolitan Planning Organization (MPO) and Capital Area Transit (CAT), subject to addressing the Corrective Action. There are also recommendations in this report that warrant close attention and follow-up, as well as areas where the MPO is performing very well and that warrant commendation.



Review Area	Recommendations	Commendations
<p>Continuous, Cooperative, and Comprehensive (3C) Process</p> <p>23 CFR 450.306(b) 23 CFR 450.314(a)</p>	<ul style="list-style-type: none"> The Review Team recommends HATS update the 2012 MOU between HATS, PennDOT and CAT to document the process for adopting targets and developing projects associated with Transit Asset Management (TAM) and the Safety Plan, as well as outlining each other's role in transit planning. This process can also be documented in another written agreement format, if necessary. This documentation will help streamline coordination and make clear the roles and procedures for the parties involved and members of the public. 	<ul style="list-style-type: none"> The Review Team commends the HATS MPO for the coordination, cooperation and communication that is occurring with District 8-0, the other MPOs in the region, municipalities, and other local stakeholders such as the Mechanicsburg Navy Depot. The Review Team encourages the MPO to continue pursuing and developing this regional approach to better understanding and addressing transportation system needs. The Review Team commends HATS for their collaborative relationship and support of CAT in their shared goals of transportation planning in the Harrisburg TMA. CAT spoke with great appreciation of HATS willingness to dedicate HATS staff to assist CAT in meeting their planning needs.
<p>Civil Rights/Non-Discrimination</p> <p>Title VI Civil Rights Act/ 42 U.S.C. 2000d</p> <p>Limited English Proficiency</p> <p>Executive Order 13166</p> <p>Environmental Justice</p> <p>Executive Order 12898</p> <p>Public Participation & Outreach</p> <p>23 CFR 450.316 23 CFR 450.326(b) 23 U.S.C. 134(i)(6) 23 U.S.C. 134(j)(1)(B) 49 U.S.C. 5303(i)(6) 49 U.S.C. 5303(j)(1)(B)</p>	<ul style="list-style-type: none"> Corrective Action: The Review Team evaluated the Title VI documentation provided by HATS and determined that HATS meets FHWA's requirements for Title VI; however, HATS does not have a formal Title VI Program document per the FTA Circular 4702.1B requirements. HATS must submit a remedial action plan, including a list of planned actions for creating a cohesive Title VI Program document that meets the requirements of FTA Circular 4702.1B, Chapters III and VI. HATS must submit the remedial action plan to FTA for review within 90 days from the issuance of this report. <p>Recommendations:</p> <ul style="list-style-type: none"> The Review Team recommends that whenever HATS is conducting public outreach, the MPO should also be engaging in consultation with the Tribes. The Review Team recommends that HATS develop an internal process to track progress by the Regional Transportation Plan (RTP) Implementation Work Group on improving public participation and involvement through targeted outreach strategies and goals as described in the Public Participation Plan (PPP). 	<ul style="list-style-type: none"> The Review Team commends HATS for the consistent implementation of virtual public involvement (VPI) strategies such as online mapping tools and virtual open houses. The Review Team commends HATS for extending their collaboration efforts to non-profit organizations within the community that have an existing interest in transportation-related issues. The Review Team commends the HATS MPO staff for their efforts to improve the benefits and burdens analysis and integrate EJ into the transportation planning process and share their expertise with other MPOs statewide to continue to advance the practice.



Review Area	Recommendations	Commendations
<p>Unified Planning Work Program</p> <p>23 CFR Part 420, Subpart A 23 CFR 450.308</p>	<ul style="list-style-type: none"> • 	<ul style="list-style-type: none"> • The Review Team commends HATS for adjusting to and meeting the evolving needs of their planning partners in a maximum telework environment.
<p>Transportation Improvement Program</p> <p>23 U.S.C. 134(c), (h), & (j) 23 CFR 450.316 23 CFR 450.326 Title 49 U.S.C. Chapter 53</p>	<ul style="list-style-type: none"> • The Review Team recommends HATS and CAT work together to identify the roles each will fulfill in TIP development and collaborate more clearly so transit can be better represented in HATS project selection or innovative products like the TIP story map. 	<ul style="list-style-type: none"> • The Review Team commends the HATS MPO for the establishment of the RTP Implementation Program, which gives smaller-sized projects that may not otherwise be programmed on the TIP another opportunity to receive funding and move forward. • The Review Team commends the MPO for its TIP After Action Review initiative. This is a good opportunity to examine everyone’s roles and responsibilities with regards to TIP development, increase involvement and engagement with MPO committee members, and create a more effective and cooperative planning process. • The Review Team commends HATS for the development and use of the Transportation Need Form to assess needs, identify possible solutions to transportation shortcomings, and inform the TIP.
<p>Metropolitan Transportation Plan</p> <p>23 CFR 450.316 23 CFR 450.324 23 U.S.C. 134 (c), (h) & (i)</p>		<ul style="list-style-type: none"> • The Review Team commends HATS for the development and use of the online data portal and the establishment of the RTP work group, which have aided the MPO in their efforts to gather public input, increase engagement, and identify regional priorities.
<p>Performance Based Planning and Programming</p> <p>23 CFR 450.306 (a) 23 CFR 450.326(d) 23 CFR 450.306(d)(4)</p>	<ul style="list-style-type: none"> • The Review Team recommends that HATS MPO and PennDOT District 8-0 build on this collaborative process and work together to better integrate the PBPP and the TAMP into the LRTP and TIP program development process. To support these efforts, the Review Team recommends PennDOT Central Office provide resources and training to the MPO and District in these areas. 	<ul style="list-style-type: none"> • The Review Team commends the excellent collaboration between the HATS staff and PennDOT District 8-0 to openly share transportation data and discuss program development methodology.



Review Area	Recommendations	Commendations
<p>Multimodal Planning</p> <p>23 CFR 450.200 23 CFR 450.300 23 CFR 450.306 23 CFR 450.310(d) 23 CFR 450.316(a) 49 CFR Part 625 23 U.S.C. 134 23 U.S.C. 135(d) 23 U.S.C. 217(g)</p>		<ul style="list-style-type: none"> • The Review Team commends HATS’s data-driven approach to multimodal transportation planning and programming, particularly the Regional Bicycle and Pedestrian Backbone. • The Review Team commends HATS for providing support to CAT for transit planning and both CAT and HATS for working together closely to move transit planning forward in the region through the development of the Transit Development Plan.
<p>Transportation Safety</p> <p>23 CFR 450.306 (b) 23 CFR 450.324 (h) 23 U.S.C. 134 (h) 23 U.S.C. 148</p>	<ul style="list-style-type: none"> • The Review Team recommends HATS continue to focus on safety in its project development process by doing the following to strengthen safety planning: utilize Road Safety Audits (RSAs) – both motorized and non-motorized – to identify safety issues and potential improvements; provide a summary of past safety projects along with before and after crash data to help illustrate what countermeasures are working and ones that are not (which may also help in developing strategies to achieve Performance Measure 1 (PM1) goals); and consider adding discussion to the RTP on any specific strategies as to how PM1 goals are to be achieved. 	<ul style="list-style-type: none"> • The Review Team commends HATS for online Safety Mapping, which provides user-friendly, publicly-accessible ArcGIS crash data throughout the region. • The Review Team commends HATS for the development of a crash mapping tool that helps illustrate where crashes are occurring in the region. • The Review Team commends HATS for working with District 8-0 to develop a flow chart on how candidate safety locations are evaluated and reviewed to determine HSIP eligibility.
<p>Integrating Freight into the Planning Process</p> <p>23 CFR 450.306 (b) (4) 23 CFR 450.306 (b) (6)</p>	<ul style="list-style-type: none"> • The Review Team recommends the MPO collaborate with the central PA MPOs to complete the third session of the truck parking roundtable to develop a truck parking action plan for Central PA. 	<ul style="list-style-type: none"> • The Review Team commends the MPO for developing the Moving Goods Interactive Map application. • The Review team commends the MPO for volunteering to administer and coordinate FHWA’s National Truck Parking Roundtable event with all six (6) MPOs in the Central PA region.
<p>Environmental Mitigation/Planning Environmental Linkage</p> <p>23 U.S.C. 134(i)(2)(D) 23 CFR 450.324(f)(10)</p>	<ul style="list-style-type: none"> • The Review Team recommends that HATS consider expanding the mitigation sites mapping tool to also include, endangered species, and/or historic structure sites, in addition to wetland/stream areas, to provide a more comprehensive analysis for the region. 	<ul style="list-style-type: none"> • The Review Team commends HATS for engaging with the Mechanicsburg Navy Base on transportation issues, especially those regarding freight movement, as the MPO continues to communicate with planning partners on environmental mitigation efforts in the region.



Review Area	Recommendations	Commendations
Congestion Management Process/Management and Operations 23 CFR 450.322 23 U.S.C. 134(k)(3)	<ul style="list-style-type: none">The Review Team recommends the MPO pursue a regional Congestion Management Plan (CMP) with support from PennDOT Central Office, PennDOT District 8-0, and regional TMAs. FHWA grant funding should be considered to improve regional congested corridors via operational and ITS improvements.	<ul style="list-style-type: none">The Review team commends the MPO for supporting FHWA's Strategic Highway Research Program 2 (SHRP2) Traffic Incident Management (TIM) initiative and promoting the program with Harrisburg Region first responders. The MPO efforts helped achieve the national goal of 45% of first responders trained in TIMs. Pennsylvania currently has 51.4% of first responders trained.

Details of the certification findings for each of the above items are contained in this report.



2.0 INTRODUCTION

2.1 Background

Pursuant to 23 U.S.C. 134(k) and 49 U.S.C. 5303(k), the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) must jointly certify the metropolitan transportation planning process in Transportation Management Areas (TMAs) at least every four years. A TMA is an urbanized area, as defined by the U.S. Census Bureau, with a population of over 200,000. After the 2010 Census, the Secretary of Transportation designated 183 TMAs – 179 urbanized areas over 200,000 in population plus four urbanized areas that received special designation. In general, the reviews consist of three primary activities: a site visit, a review of planning products (in advance of and during the site visit), and preparation of a Certification Review Report that summarizes the review and offers findings. The reviews focus on compliance with Federal regulations, challenges, successes, and experiences of the cooperative relationship between the MPO(s), the State DOT(s), and public transportation operator(s) in the conduct of the metropolitan transportation planning process. Joint FTA/FHWA Certification Review guidelines provide agency field reviewers with latitude and flexibility to tailor the review to reflect regional issues and needs. As a consequence, the scope and depth of the Certification Review reports will vary significantly.

The Certification Review process is only one of several methods used to assess the quality of a regional metropolitan transportation planning process, compliance with applicable statutes and regulations, and the level and type of technical assistance needed to enhance the effectiveness of the planning process. Other activities provide opportunities for this type of review and comment, including Unified Planning Work Program (UPWP) approval, metropolitan transportation plan (MTP) reviews, metropolitan and statewide Transportation Improvement Program (TIP) findings, and air-quality (AQ) conformity determinations (in nonattainment and maintenance areas). These activities, as well as a range of other formal and less formal contact, provide both FHWA/FTA with an opportunity to comment on the planning process. The results of these other processes are considered in the Certification Review process.

While the Certification Review report itself may not fully document those many intermediate and ongoing checkpoints, the “findings” of Certification Review are, in fact, based upon the cumulative findings of the entire review effort.

The review process is individually tailored to focus on topics of significance in each metropolitan planning area. Federal reviewers prepare Certification Reports to document the results of the review process. The reports and final actions are the joint responsibility of the appropriate FHWA



and FTA field offices, and their content will vary to reflect the planning process reviewed, whether or not they relate explicitly to formal “findings” of the review.

To encourage public understanding and input, FHWA/FTA will continue to improve the clarity of the Certification Review reports.

2.2 Purpose and Objective

Since the enactment of the Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991, the FHWA and FTA are required to jointly review and evaluate the transportation planning process in all urbanized areas over 200,000 population to determine if the process meets the Federal planning requirements in 23 U.S.C. 134, 40 U.S.C. 5303, and 23 CFR 450. The Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU) extended the minimum allowable frequency of certification reviews to at least every four years.

The Harrisburg Area Transportation Study (HATS) is the designated MPO for the Harrisburg, Pennsylvania urbanized area. The Pennsylvania Department of Transportation (PennDOT) is the responsible State agency and Capital Area Transit (CAT) is the responsible public transportation operator. Current membership of HATS consists of elected officials and citizens from the political jurisdictions in Dauphin, Perry and Cumberland Counties and the City of Harrisburg. The study area includes all of Harrisburg, Pennsylvania, with the City of Harrisburg as the largest population center.

Certification of the planning process is a prerequisite to the approval of Federal funding for transportation projects in such areas. The certification review is also an opportunity to provide assistance on new programs and to enhance the ability of the metropolitan transportation planning process to provide decision makers with the knowledge they need to make well-informed capital and operating investment decisions.

3.0 SCOPE AND METHODOLOGY

3.1 Review Process

The initial Certification Review was conducted in 2001. Subsequent Certification Reviews were conducted in 2005, 2009, 2013, and 2017. A summary of the status of findings from the last review is provided in **Appendix B**. This report details the sixth review, which consisted of a formal virtual site visit and a public involvement opportunity, conducted May 24-25, 2021.

Participants in the review included representatives of FHWA, FTA, Pennsylvania Department of Transportation, Capital Area Transit, Lancaster County Planning Commission, Lebanon County



Planning Commission, Tri-County Regional Planning Commission, Commuter Services of Pennsylvania, and HATS staff. A full list of participants is included in **Appendix A**.

A desk audit of current documents and correspondence was completed prior to the site visit. In addition to the formal review, routine oversight mechanisms provide a major source of information upon which to base the certification findings.

The certification review covers the transportation planning process conducted cooperatively by the MPO, State, and public transportation operators. Background information, current status, key findings, and recommendations are summarized in the body of the report for the following subject areas selected by FHWA and FTA staff for on-site review:

- Continuous, Cooperative, and Comprehensive (3C) Process
- Unified Planning Work Program
- Long Range Transportation Plan (LRTP)
- Transportation Improvement Program (TIP)
- Performance Based Planning and Programming
- Public Participation
- Civil Rights (Title VI, EJ, LEP, ADA)
- Freight Planning
- Environmental Mitigation/Planning Environmental Linkage
- Transportation Safety
- Multimodal Transportation
- Congestion Management Process / Management and Operations

3.2 Documents Reviewed

The following MPO documents were evaluated as part of this planning process review:

- HATS bylaws
- HATS agreement amendment summary
- HATS committee membership
- HATS staff organization chart
- HATS MOU/MOAs
- HATS MPO meeting schedule, agenda, and minutes
- FY2020 Annual Listing of Obligated Projects
- Unified Planning Work Program (UPWP) 2020-2022
- UPWP 2020-2022 staff task assignments
- UPWP Invoices
- HATS 2040 Regional Transportation Plan



- HATS 2045 Regional Transportation Plan (draft)
- HATS Transportation Improvement Program website
- FFY 2021-2024 HATS TIP Listing
- FFY 2021-2024 HATS TIP & RTP Air Quality Conformity Analysis Report
- TIP Development Process summary
- TIP Development Timeline
- FFY 2021-2024 HATS TIP Interactive Story Map
- FFY 2021-2024 HATS TIP Environmental Justice Analysis
- 2040 RTP Performance Measures
- 2045 RTP Performance Measures (draft)
- 2045 RTP Tracking Our Progress (draft)
- FFY 2021-2024 TIP (Highway & Bridge) Performance Measure narrative
- FFY 2021-2024 TIP (Public Transit) Performance Measure narrative
- Congestion Management Plan (2017)
- Cumberland & Perry Counties Safety & Congestion Study
- MPO Guide for Implementing DSRC Technology in PennDOT District 8-0
- 2016 Tri-County Traffic Safety Report
- Camp Hill to Capital Safety Study (+ Appendices)
- Cross-River Connections Study Final Report
- Riverlands Safety Study (2016)
- Lemoyne "Bottleneck" Bike-Ped Study, Oct. 2019
- HATS Traffic Incident Management (TIM) webpage
- Capital Area Transit (CAT) Automatic Passenger Counter Ridership Study
- Commuter Services of PA 2020 Year End Report
- Commuter Services of PA Tri-County Year in Review 2020
- HATS Bicycle and Pedestrian Planning webpage (with information on Regional Bicycle and Pedestrian Count Program)
- HATS Bicycle-Pedestrian Study 2014
- Regional Bicycle Connections Study
- HATS Regional Freight Plan
- Regional Freight Technical Memos: Halifax, New Bloomfield, and Newville
- Equal Opportunity questionnaire
- HATS Public Participation Plan 2017 Update
- HATS Public Participation Plan 2020 Update (draft)
- Meeting notification procedures
- Public meeting notice example, Local government notice example, Zoom meeting instructions example



4.0 PROGRAM REVIEW

4.1 Continuous, Cooperative, and Comprehensive (3C) Process

4.1.1 Regulatory Basis

23 CFR 450.306 (b) instructs MPOs to conduct the metropolitan planning process in a manner that is continuous, cooperative, and comprehensive, and provides for consideration and implementation of projects, strategies, and services. This is often referred to as the “3C” planning process.

23 U.S.C. 134(d) and 23 CFR 450.314(a) state that the MPO, the State, and the public transportation operator shall cooperatively determine their mutual responsibilities in carrying out the metropolitan transportation planning process. These responsibilities shall be clearly identified in written agreements among the MPO, the State, and the public transportation operator serving the planning area.

4.1.2 Current Status

In the May 2002 Federal Register, the US Bureau of Census issued the designations of urbanized areas based on the 2000 Census. In July 2002, the Harrisburg Metropolitan Area was formally designated as including portions of Northern York County and Western Lebanon County. Reflecting the strong relationships and 3-C practices with neighboring MPOs, MOUs were developed to allocate Surface Transportation – Urban (STU) funds in the Harrisburg UZA portion of the Lebanon MPO and York MPO, a noteworthy practice at the time and which was replicated in other planning areas of the state experiencing UZA boundaries crossing planning boundaries. The MOUs are revisited with each Census update. Additional activities reflecting HATS strong relationships and 3-C practices with neighboring MPOs include partnering in the recent Regional Freight Planning Summit, collaborating in a York MPO-led EJ Benefits and Burdens Analysis development, collaboration in regional CMP data analysis, and ongoing efforts to develop a region-wide travel demand model (TDM). HATS has also led a dedicated short-range communication study that is being used by all the MPOs in the region to identify future autonomous and connected vehicle needs.

From the Cert Review discussion, it was clear the MPO also has a strong working relationship with both PennDOT Central Office and PennDOT District 8-0. Studies and efforts such as the I-83 Strategy Plan and the I-81 Improvement Strategy Initiative have involved close coordination with PennDOT, FHWA, and neighboring MPOs. The District leads quarterly Planning Partner Calls with all six MPOs in the region to discuss best practices, methods to make the planning process more effective, and ways to deliver projects more efficiently. As the 2023 TIP development cycle begins, the District plans to increase the frequency of these calls. The District spoke highly of the HATS MPO staff and their high level of involvement and proactive planning efforts.



The MPO has an overall good relationship with the municipalities in Cumberland, Dauphin, and Perry Counties that has seen recent improvements in coordination efforts. Data and information sharing at the local level has led to improved project solicitation for the Regional Transportation Plan (RTP) and an improved project pipeline. The MPO's coordination with the Mechanicsburg Navy Depot as part of the Hampden-NSA Mechanicsburg Joint Land Use Study has resulted in a programmed traffic study to address some of those needs.

The MPO's structure includes a Technical Committee (11 members) and Coordinating Committee (11 members), meeting quarterly during the calendar year. The Technical Committee includes planning, engineering, and transit professionals from member agencies that provide recommendations to the Coordinating Committee for approval. The Coordinating Committee includes elected officials from Cumberland County, Dauphin County, Perry County, and the City of Harrisburg. Other voting representatives include PennDOT and Capital Area Transit. FHWA and FTA serve as ex-officio (non-voting advisory) members on both the Technical Committee and Coordinating Committee.

In November 2012, HATS, CAT, and PennDOT executed an MOU governing the coordination of the planning process within the Harrisburg area. The MOU lays out each of the parties' responsibilities and roles in fulfilling the federal planning requirements, but has not been updated to reflect Transportation Performance Management (TPM), Performance Based Planning and Programming (PBPP), and the coordination required by the Transit Asset Management (TAM) Final Rule that went into effect October 1, 2018. PennDOT and the HATS MPO have met the requirements of 23 CFR 450.314 (h)(1) to develop written provisions for cooperatively developing and sharing information related to transportation performance data, the selection of performance targets, the reporting of performance targets, and collection of data as laid out in the agreement from the PennDOT group TAM Plan. Furthermore, PennDOT and all PA MPO and Rural Planning Organizations (RPO) cooperatively developed agreed upon written provisions. This is documented in the Pennsylvania Transportation Performance Management Performance-based Planning and Programming Procedures, which were developed in May 2019.

HATS and CAT each spoke of the collaborative relationship they have surrounding Transit Planning in the Harrisburg TMA, and CAT specifically commented that HATS staff are always ready to be drafted into assistance when CAT needs assistance. The working relationship is clearly strong and one of mutual respect. That said, the Review Team noted that the roles defined in the MOU do not reflect the current practice or arrangement between CAT and HATS, and feels that the MOU should be updated to reflect the division of responsibilities and duties so no misunderstandings have the chance to develop regarding who will serve in the roles required to fulfill federal requirements. The Review Team recommends HATS update the 2012 MOU between HATS, PennDOT and CAT to account for the recent collaborative Federal planning requirements by documenting the processes for adopting targets and developing projects associated with TAM



and the Safety Plan. This process can also be documented in another written agreement format, if necessary. This documentation will help streamline coordination and make clear the roles and procedures for both the parties involved and members of the public.

Since the site visit, HATS took action to adopt the required Transit Safety and TAM performance targets through resolution, establishing current compliance and future coordination. This swift response to discussion that emerged during the site visit was commendable and reflects the continued commitment to a solid transit planning relationship between HATS and CAT.

4.1.3 Findings

Commendations:

The Review Team commends the HATS MPO for the coordination, cooperation and communication that is occurring with District 8-0, the other MPOs in the region, municipalities, and other local stakeholders such as the Mechanicsburg Navy Depot. The Review Team encourages the MPO to continue pursuing and developing this regional approach to better understanding and addressing transportation system needs.

The Review Team commends HATS for their collaborative relationship and support of CAT in their shared goals of transportation planning in the Harrisburg TMA. CAT spoke with great appreciation of HATS' willingness to dedicate HATS staff to assist CAT in meeting their planning needs.

Recommendation:

The Review Team recommends HATS update the 2012 MOU between HATS, PennDOT and CAT to document the process for adopting targets and developing projects associated with TAM and the Safety Plan, as well as outlining each other's role in transit planning. This process can also be documented in another written agreement format, if necessary. This documentation will help streamline coordination and make clear the roles and procedures for the parties involved and members of the public.

4.2 Unified Planning Work Program

4.2.1 Regulatory Basis

23 CFR 450.308 sets the requirement that planning activities performed under Titles 23 and 49 U.S.C. be documented in a Unified Planning Work Program (UPWP). The MPO, in cooperation with the State and public transportation operator, shall develop a UPWP that includes a discussion of the planning priorities facing the MPA and the work proposed for the next one- or two-year period by major activity and task in sufficient detail to indicate the agency that will perform the work, the schedule for completing the work, the resulting products, the proposed funding, and sources of funds.



4.2.2 Current Status

The HATS Fiscal Year 2020-2022 UPWP, which was adopted by the MPO on January 24, 2020, incorporates all required federal elements in addition to the planning emphasis areas FHWA and FTA identified in 2014. The UPWP also mentions the Planning Findings from the 2017 HATS certification review and the 2019-2022 STIP and proposes activities to meet those recommendations.

The MPO documented unique needs for specific planning tasks and work products for the HATS region, including the development of task forces and maintenance of data management systems. Activities and primary focus areas detailed in the work program are consistent with the priorities of the regional transportation plan. The MPO has an internal process for monitoring workload as it relates to the tasks in the UPWP. Throughout the pandemic, assigned roles did not drastically change, staff was adequately prepared to work remotely and scheduled virtual meetings with planning partners were successful. In fact, HATS received positive feedback from municipalities within the region regarding the online format for planning documents, interactive mapping tools, and virtual meetings.

Annually, the total program budget for the FY 2020-2022 UPWP is \$1,105,000. The MPO receives \$778,000 in annual FHWA Federal Planning (PL) funds and \$106,000 in annual FTA Metropolitan Planning Program (MPP) funds. Over the two-year program, the budget is \$2,210,000, which represents a 2% increase in funding levels from the previous UPWP. In Year 1, the MPO budgeted for a total of \$90,000 in FHWA PL funds for supplemental planning efforts. The UPWP budget is adequately flexible to meet the needs of the MPO as well as any consultant support. Overall, the MPO conducts responsible financial stewardship and oversight of the UPWP, submits monthly invoices, and obligates all PL and MPP funds to tasks as described in the work program.

4.2.3 Findings

Commendation:

The Review Team commends HATS for adjusting to and meeting the evolving needs of their planning partners in a maximum telework environment.

4.3 Metropolitan Transportation Plan/ Long Range Transportation Plan

4.3.1 Regulatory Basis

23 U.S.C. 134(c), (h) & (i) and 23 CFR 450.324 set forth requirements for the development and content of the Metropolitan Transportation Plan (MTP). Among the requirements are that the MTP address at least a 20 year planning horizon and that it includes both long and short range strategies that lead to the development of an integrated and multi-modal system to facilitate the



safe and efficient movement of people and goods in addressing current and future transportation demand.

The MTP is required to provide a continuing, cooperative, and comprehensive multimodal transportation planning process. The plan needs to consider all applicable issues related to the transportation systems development, land use, employment, economic development, natural environment, and housing and community development.

23 CFR 450.324(c) requires the MPO to review and update the MTP at least every four years in air quality nonattainment and maintenance areas and at least every 5 years in attainment areas to reflect current and forecasted transportation, population, land use, employment, congestion, and economic conditions and trends.

Under 23 CFR 450.324(f), the MTP is required, at a minimum, to consider the following:

- Projected transportation demand
- Existing and proposed transportation facilities
- Operational and management strategies
- Congestion management process
- Capital investment and strategies to preserve transportation infrastructure and provide for multimodal capacity
- Design concept and design scope descriptions of proposed transportation facilities
- Potential environmental mitigation activities
- Pedestrian walkway and bicycle transportation facilities
- Transportation and transit enhancements
- A financial plan

4.3.2 Current Status

The Regional Transportation Plan (RTP) is the HATS MPO's long-range plan document. The MPO is currently in the process of updating the current 2017-2040 RTP with a new 2021-2045 RTP that will be adopted in September 2021. Beginning with the current RTP, the MPO transitioned to an online version of the plan. While physical copies of the plan are still available, the MPO is taking advantage of the digital medium. On the MPO website, the plan can be updated more quickly and easily, new data can be integrated, and changes can be communicated. The MPO has seen greater involvement in the process from both the public and stakeholders as a result of the flexibility that the online platform provides. In 2018, the MPO had 6000 users who accessed the online RTP through 8500 different internet sessions. By 2020, this number had grown to 16,000 plan visits to the website.

The MPO feels that some of the increased involvement and participation recently by municipalities has grown out of the online plan access and the ability to see an identifiable and direct link between participating in the RTP process and "this is how we get to project X." The MPO believes that the ability to update data online outside of the regular plan update cycle can



also bolster confidence that the highest priority levels in the project pipeline are reflective of the regional priorities and therefore should be the top candidates for the available funds. If the data is starting to trend in a different direction, the MPO can use this more current information to adjust project prioritization.

Another effort that has improved local involvement and participation is the establishment of the RTP work group, which has been beneficial in enhancing the relationship with local government partners in the planning process over the last two years. This group continues to discuss and focus on more effective ways to conduct public outreach early and often in the planning process.

The Regional Growth Management Plan (RGMP) was developed by Tri-County Regional Planning Commission (TCRPC) staff and local officials. The MPO, which is part of the TCRPC, uses the RGMP as another input into its prioritization process when evaluating projects for the pipeline. The RGMP promotes community growth and renewal through programs that prioritize intelligent land use, transportation, economic development, and environmental factors. The growth areas in the RGMP are based around existing infrastructure (water & sewer, transportation & transit access), which feeds into the project evaluation process and how the MPO looks at proposed transportation needs. Some of the project solicitation that demonstrates good project prioritization for the regional RTP and project pipeline stems from the land-use involvement by TCRPC staff, which enhances the overall MPO process as well.

The draft 2045 RTP mainly talks about environmental resiliency in terms of PennDOT's 2017 Extreme Weather Vulnerability Study. During the Cert Review virtual conversation, MPO staff indicated that they actually incorporate the PennDOT road vulnerability data into their project pipeline scoring criteria. Roads that are at a higher risk of being damaged from floodwaters are perceived to have a higher need and therefore receive additional points as part of the ranking system. In general, the MPO has set up its scoring criteria to assign higher values based on regional priorities. Therefore, projects that rank the highest based on the scoring criteria are also projects in the major priority areas of safety, congestion reduction, and asset condition. This aligns well with the performance measure target goals the MPO has agreed to support. Additional discussion on the RTP system performance report, which should evaluate the condition and performance of the regional transportation system with respect to the performance targets, can be found in the Performance Based Planning & Programming section of this report.

4.3.3 Findings

Commendation:

The Review Team commends HATS for the development and use of the online data portal and the establishment of the RTP work group, which have aided the MPO in their efforts to gather public input, increase engagement, and identify regional priorities.



4.4 Transportation Improvement Program

4.4.1 Regulatory Basis

23 U.S.C. 134(c),(h) & (j) set forth requirements for the MPO to cooperatively develop a Transportation Improvement Program (TIP). Under 23 CFR 450.326, the TIP must meet the following requirements:

- Must cover at least a four-year horizon and be updated at least every four years.
- Surface transportation projects funded under Title 23 U.S.C. or Title 49 U.S.C., except as noted in the regulations, are required to be included in the TIP.
- List project description, cost, funding source, and identification of the agency responsible for carrying out each project.
- Projects need to be consistent with the adopted MTP.
- Must be fiscally constrained.
- The MPO must provide all interested parties with a reasonable opportunity to comment on the proposed TIP.

As part of the MPO's public participation requirements laid out in 23 CFR 450.316, the MPO must provide all interested parties with a reasonable opportunity to comment on the proposed TIP. The MPO is also required to respond to public input received during the development of the TIP. If for some reason the final TIP differs significantly from the version that was made available for public comment by the MPO, the MPO must then provide an additional opportunity for public comment.

4.4.2 Current Status

The MPO makes a Transportation Need Form available to transportation providers, County and municipal staff, other stakeholders, and the public to use for the submission of transportation needs and issues. This form provides an opportunity for the individual or group to identify primary and secondary issues, and the online version of the form on the MPO website includes an interactive Project Locations Public Map feature. Using this feature, the user can either place a point (to identify a specific intersection or location) or a line (to identify a corridor issue) on the map to help pinpoint a transportation need. Once the Need Form has been completed, the potential project enters the MPO's "project pipeline" process, which is a pathway for project development.

Potential projects from the Need Forms are evaluated and ranked by one of HATS' subcommittees or workgroups, based on the MPO's established scoring criteria. Individual rankings include such factors as safety, congestion reduction, and bicycle/pedestrian considerations. The projects are also classified according to their regional priority and their



timeframe with regards to the RTP. The projects are then presented to the HATS Technical and Coordinating Committees for their information and consideration. They are also placed on a Project Candidate Tracking Table on the MPO website, which tracks project status and whether the project has advanced to the TIP. The MPO feels that the region's major priorities of safety, congestion, and asset condition are reflected by the highest-ranking projects that have emerged from the pipeline process.

One of the MPO's goals for the project pipeline process is for submitted projects to be eventually funded, whether through the TIP or via other funding opportunities. In 2020, the HATS Coordinating Committee created the RTP Implementation Program, where the MPO is setting aside \$1 million per year per County to fund transportation studies and improvements that meet the goals of the HATS RTP and the Planning Commission RGMP. This provides another funding opportunity for projects that did not make it on to the TIP.

PennDOT District 8-0 has several processes in place through which it provides the MPO with highway and bridge project candidates. The District uses its REPS tool to help identify projects and rank resurfacing candidates for the Twelve-Year Program (TYP), Pennsylvania's mid-range planning tool that is required by state law. The first four years of the TYP are comprised of Pennsylvania's Statewide Transportation Program (STIP) and the regional TIPs. Senior-level District personnel along with construction and maintenance staff conduct rides of the region's roadways to assess condition as part of the District's A-Team process. Similarly, the District's bridge engineer prioritizes candidates based on bridge data and in-person inspections as part of the District's P-Team process. District 8-0 also has a defined Highway Safety Improvement Program (HSIP) funding candidate selection and application process that it shares with the MPOs in the region. The District is in the process of learning how to utilize PennDOT Central Office's Bridge Asset Management System (BAMS) and Pavement Asset Management System (PAMS) as emerging tools for both TIP development and the selection of maintenance projects.

The HATS region has over 185 miles of locally owned federal aid eligible roads and 300 locally owned bridges. Through relationships with the municipalities, the MPO is working to understand their priorities and needs to make sure they are considered through the RTP and TIP development processes. One of the challenges of trying to evaluate locally owned federal aid eligible assets is the collection and analysis of local condition data. While bridges over 20 feet are inspected in the same way whether they are state or locally owned, pavement data on the local system is not comparable to what Pennsylvania maintains in its pavement management system for state-owned assets. The MPO is working with the District to find ways to evaluate these local assets in a comparable way so they can be ranked and prioritized in the same way as the rest of the state-owned system. Based on MPO outreach, data analysis, and the project pipeline process, if there is a local segment that is becoming a higher priority, HATS will ask the District to take a look at that as part of its candidate evaluation process. District staff has said they are willing to consider



incorporating these locations into their overall analysis as part of their A-Team and P-Team processes.

While there was a lot of coordination between the HATS committees up until the draft 2021-2024 TIP was submitted in December 2019, a number of issues were subsequently raised by HATS members with regards to the process of developing, reviewing, and adopting the 2021 TIP. Some areas of concern included project selection, the TIP development timeline/schedule and public outreach. At the June 2020 HATS Coordinating Committee meeting, a TIP After Action Review was established to examine the TIP development process and identify areas of strength and weakness. As part of this review process, HATS did a fresh round of stakeholder outreach to solicit input. An RTP Implementation Workgroup meeting was held to discuss the issues, the feedback that was received from the outreach, and how lessons learned might be applied to the RTP update that is being completed in 2021. In response to feedback that there should be better communication of TIP and project information to both the committees and the public, HATS has begun including additional information on select agenda items in the Technical and Coordinating Committee meeting packets. This information includes a link to an ArcGIS website application, which maps the locations of the proposed TIP modifications that will be considered at the meeting.

Transit projects were well represented on the Harrisburg TIP, but during the discussion it became clear that the process described in the MOU for listing transit projects on the TIP does not necessarily line up with the process in practice. No transit projects were included on the HATS TIP ArcGIS map, and it is clear HATS considers that to be the primary responsibility of CAT. This process should be documented clearly in the MOU and represented so TIP project prioritization and project selection can be more clearly conveyed to the public. CAT shared that HATS has assisted with the Transit development plan which helps feed the TIP, so HATS involvement is clearly key to the development, but better modal coordination will be beneficial to the overall transportation system.

4.4.3 Findings

Commendations:

The Review Team commends the HATS MPO for the establishment of the RTP Implementation Program, which gives smaller-sized projects that may not otherwise be programmed on the TIP another opportunity to receive funding and move forward.

The Review Team commends the MPO for its TIP After Action Review initiative. This is a good opportunity to examine everyone's roles and responsibilities with regards to TIP development, increase involvement and engagement with MPO committee members, and create a more effective and cooperative planning process.



The Review Team commends HATS for the development and use of the Transportation Need Form to assess needs, identify possible solutions to transportation shortcomings, and inform the TIP.

Recommendation:

The Review Team recommends HATS and CAT work together to identify the roles each will fulfill in TIP development and collaborate more clearly so transit can be better represented in HATS project selection or innovative products like the TIP story map.

4.5 Performance Based Planning and Programming

4.5.1 Regulatory Basis

23 CFR 450.306 (a) requires metropolitan planning organizations, in cooperation with the State and public transportation operators, to develop LRTPs and TIPs through a performance-driven, outcome-based approach to planning for metropolitan areas of the State.

23 CFR 450.326(d) requires that the TIP shall include, to the maximum extent practicable, a description of the anticipated effect of the TIP toward achieving the performance targets identified in the MTP, linking investment priorities to those performance targets.

23 CFR 450.306(d)(4) states that “an MPO shall integrate in the metropolitan transportation planning process, directly or by reference, the goals, objectives, performance measures, and targets described in other State transportation plans and transportation processes, as well as any plans developed under 49 U.S.C chapter 53 by providers of public transportation, required as part of a performance-based program...” The regulation lists a series of plans that are among those the MPO must integrate into its planning process (23 CFR 450.306(d)(4)(i)-(viii).

4.5.2 Current Status

The HATS MPO has met the requirements of 23 CFR 450.314 (h)(1) to develop written provisions for cooperatively developing and sharing information related to transportation performance data, the selection of performance targets, the reporting of performance targets, and collection of data. This requirement was met through the following actions. PennDOT and all PA MPOs and Rural Planning Organizations (RPOs) cooperatively developed agreed upon written provisions. This is documented in the Pennsylvania Transportation Performance Management Performance-based Planning and Programming Procedures developed in May 2019.

The HATS MPO has adopted Performance Measures and is collaborating with PennDOT and CAT to identify and program projects in the TIP and RTP to support progress towards achieving the Performance Measures and to integrate the Transportation Asset Management Plan (TAMP).

At the virtual site visit, the Review Team discussed with HATS staff and PennDOT District 8-0 the opportunities and challenges of incorporating the Bridge and Pavement Asset Management



Systems (BAMS/PAMS) into the TIP and RTP development process. One of the challenges was the need for additional training on how to use the systems and data outputs. The Review Team discussed the MPO's RTP project selection process, which currently prioritizes bridges and pavements based on condition. While this is an important factor, this approach does not align with PennDOT's Asset Management philosophy to support Lowest Lifecycle Costs to preserve the system in a state of good repair.

The Review Team recognizes the excellent collaboration between the HATS staff and PennDOT District to openly share transportation data and discuss program development methodology. The Review Team recommends that the HATS MPO and PennDOT District 8-0 build on this collaborative process and work together to better integrate the PBPP and TPM into the LRTP and TIP program development process. As part of this, the Review Team recommends that PennDOT Central Office provide resources and training to the MPO and District.

The HATS MPO draft RTP includes a System Performance Report as required by 23 CFR 450.324(3). The System Performance Report includes excellent visuals to track progress for the Safety Performance Measures, including a trend line chart. This same approach for the other Performance Measures would be beneficial to visualize how the MPO and PennDOT anticipate conditions to improve or deteriorate. A key part of the System Performance Report is describing how the progress compares with the adopted Performance Measure targets. Adding the targets to the trend line charts would help to communicate and visualize this point.

At the time of the site visit HATS had not moved to include Transit performance measures into the System Performance Report, and had not yet set targets for Safety performance measures. HATS has since set the safety targets and passed resolutions to adopt and support future transit performance measures set by CAT.

4.5.3 Findings

Commendation:

The Review Team commends the excellent collaboration between the HATS staff and PennDOT District 8-0 to openly share transportation data and discuss program development methodology.

Recommendation:

The Review Team recommends that HATS MPO and PennDOT District 8-0 build on this collaborative process and work together to better integrate the PBPP and the TAMP into the LRTP and TIP program development process. To support these efforts, the Review Team recommends PennDOT Central Office provide resources and training to the MPO and District in these areas.



4.6 Public Participation & Outreach

4.6.1 Regulatory Basis

Sections 134(i)(5), 134(j)(1)(B) of Title 23 and Section 5303(i)(5) and 5303(j)(1)(B) of Title 49, require a Metropolitan Planning Organization (MPO) to provide adequate opportunity for the public to participate in and comment on the products and planning processes of the MPO. The requirements for public involvement are detailed in 23 CFR 450.316(a) and (b), which require the MPO to develop and use a documented participation plan that includes explicit procedures and strategies to include the public and other interested parties in the transportation planning process.

Specific requirements include giving adequate and timely notice of opportunities to participate in or comment on transportation issues and processes, employing visualization techniques to describe metropolitan transportation plans and TIPs, making public information readily available in electronically accessible formats and means such as the world wide web, holding public meetings at convenient and accessible locations and times, demonstrating explicit consideration and response to public input, and periodically reviewing the effectiveness of the participation plan.

4.6.2 Current Status

The MPO developed the 2017 update and 2020 draft of the Public Participation Plan (PPP). HATS consistently uses a web-based project map tool that reflects the current listing of projects on the RTP and project specific information. The PPP incorporates information from PennDOT Connects and the Regional Growth Management Plan. The MPO expanded its online presence using virtual public involvement (VPI) and online mapping tools, which have been beneficial to the public and regional partners. As a result, the TCRPC website received approximately 16,000 views, which indicated that outreach has been more consistent and universal than in previous years. Additionally, the MPO carried out extensive social media outreach and provided Spanish translation. Public forums previously conducted in person have been adapted to a virtual online platform for project open houses and public comment periods in response to pandemic challenges.

Public participation efforts for planning processes, such as the TIP and LRTP, are done in coordination with advisory groups, state, local and regional government agencies, underserved populations, non-profit organizations, and consultant support. The MPO's RTP and TIP working groups have enhanced the relationship between local government partners throughout the planning process over the last two years. These working groups continue to discuss and focus on more effective ways to conduct public outreach early and often in the planning process.

The MPO acknowledges the importance of tribal consultation and consults with designated Tribes who have interests in the region during the TIP development process. During the site visit,



MPO staff indicated that they had not been doing tribal consultation as part of their public outreach for other major planning documents such as the RTP and PPP. However, since the site visit, HATS has taken action to create and distribute letters to the Tribes with interests in the region, notifying them that the MPO's RTP and PPP are out for public comment and inviting their feedback. This quick response to the discussion that emerged during the site visit is commendable and appreciated by the Review Team. PennDOT maintains a Tribal Contact List for Planning, which the MPO can use as a reference as it establishes a more routine process for tribal coordination. This list is updated as contact information changes and lists Tribal preferences for paper or electronic submissions of documents.

HATS has also made efforts to improve their outreach to other population groups. The MPO's annual in-person approach to engage with Amish and Plain Sect communities has been successful and improved over the last year. Additionally, HATS and TCRPC staff have committed to targeted outreach strategies to ensure that LEP, EJ, and traditionally underserved populations are involved in the public participation process.

The PPP proposes goals and strategies to strengthen public participation efforts, especially during and post maximum telework status. The challenge for the near future will be adjusting to a more hybrid approach as staff, planning partners, and public stakeholders once again conduct in-person meetings and events. In addition to existing virtual communication and outreach techniques, the MPO should implement the recommendations detailed in the PPP (such as developing educational materials about the planning process) to enhance public involvement efforts moving forward. The Review Team encourages HATS to continue to explore tools for expanding both virtual and in-person public participation and involvement in its transportation planning activities.

4.6.3 Findings

Commendations:

The Review Team commends HATS for the consistent implementation of virtual public involvement (VPI) strategies such as online mapping tools and virtual open houses.

The Review Team commends HATS for extending their collaboration efforts to non-profit organizations within the community that have an existing interest in transportation-related issues.

Recommendations:

The Review Team recommends that whenever HATS is conducting public outreach, the MPO should also be engaging in consultation with the Tribes. The Review Team recommends that HATS develop an internal process to track progress by the RTP Implementation Work Group on improving public participation and involvement through targeted outreach strategies and goals as described in the PPP.



4.7 Civil Rights (Title VI, EJ, LEP, ADA)

4.7.1 Regulatory Basis

Title VI of the Civil Rights Act of 1964, prohibits discrimination based upon race, color, and national origin. Specifically, 42 U.S.C. 2000d states that “No person in the United States shall, on the ground of race, color, or national origin, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving Federal financial assistance.” In addition to Title VI, there are other Nondiscrimination statutes that afford legal protection. These statutes include the following: Section 162 (a) of the Federal-Aid Highway Act of 1973 (23 U.S.C. 324), Age Discrimination Act of 1975, and Section 504 of the Rehabilitation Act of 1973/Americans with Disabilities Act (ADA) of 1990. ADA specifies that programs and activities funded with Federal dollars are prohibited from discrimination based on disability.

Executive Order #12898 (Environmental Justice) directs federal agencies to develop strategies to address disproportionately high and adverse human health or environmental effects of their programs on minority and low-income populations. In compliance with this Executive Order, USDOT and FHWA issued orders to establish policies and procedures for addressing environmental justice in minority and low-income populations. The planning regulations, at 23 CFR 450.316(a)(1)(vii), require that the needs of those “traditionally underserved” by existing transportation systems, such as low-income and/or minority households, be sought out and considered.

Executive Order # 13166 (Limited-English-Proficiency) requires agencies to ensure that limited English proficiency persons are able to meaningfully access the services provided consistent with and without unduly burdening the fundamental mission of each federal agency.

4.7.2 Current Status

Pursuant to Planning regulations at 23 CFR 450.336, MPOs are required to self-certify that the planning process is being carried out in accordance with Title VI and 49 CFR 21. Title 49 CFR Section 21.9(b) requires the submission of reports to operating administrations that enable them to ascertain whether the recipient is in compliance with the DOT Title VI regulations. Where a recipient passes funds to another recipient, the primary recipient is required to collect reports that enable the primary recipient to carry out its Title VI obligations. Title 49 CFR 21.9 further provides that the requirements of such reports shall be set by the Secretary or by delegation¹;

¹ Title 49 CFR 1.81(a)(3).



and, in general must include racial and ethnic data showing the extent to which members of minority groups are beneficiaries of programs receiving Federal financial assistance.

FHWA regulations 23 CFR 200.9 concerning Title VI are specifically directed to expectations of the State DOT (PennDOT) in administering and monitoring a Title VI Program. The requirements do not provide specifics concerning oversight of subrecipients (MPOs/RPOs).

The Review Team evaluated the Title VI documentation provided by HATS and determined that HATS does not have a formal Title VI Program document per the FTA Circular 4702.1B requirements. However, the MPO has created various documents with overall Title VI compliance contemplated; and, other documents were created to fulfill other non-Civil Rights related regulatory obligations. These documents include: the Title VI Notice to the Public; the Title VI Complaint Process; the list of Title VI investigations, complaints, or lawsuits filed; the Limited English Proficiency (LEP) Plan; the 2021 TIP Environmental Justice Analysis; and the Public Participation Plan (PPP). The Review Team is aware that some of the documents noted have obtained board approval to satisfy other requirements.

The Review Team finds that the HATS MPO does not have a Title VI Program document that complies with the threshold requirements of FTA Circular 4702.1B. Specifically, the Team finds that the MPO has not created a cohesive document that includes the required elements for presentment to its policy board for approval. As a result of HATS not satisfying the threshold requirement for creating a Title VI Program document, the Review Team also finds that the MPO is not meeting the second threshold requirement to submit the document to the primary recipient, PennDOT. The Review Team acknowledges HATS has previously submitted all documentation requested by PennDOT and it was the MPO's understanding that its program was in compliance. While the Review Team notes that PennDOT's failure to collect and maintain the Title VI Program documents submitted by MPOs is also an issue of non-compliance, the issue is beyond the scope of this Review. FTA and PennDOT have taken steps to rectify this oversight issue and FTA has directed PennDOT to submit a revised Title VI Program update by January 31, 2021. PennDOT submitted the revised Title VI Program update as requested and it is in review with FTA. FTA and PennDOT will work with the MPO to provide technical assistance to help address this issue of non-compliance.

The Review Team evaluated inclusion of Title VI and other nondiscrimination activities in the MPO's UPWP. It was recommended pursuant to the previous review that the MPO include these types of activities among its document that identify the planning priorities and activities to be carried out within the metropolitan area. The Review finds that the MPO has addressed the recommendation. The Review Team and the MPO discussed ensuring that forthcoming UPWPs, as they relate to Title VI activities, stay narrowly focused while keeping the number of Title VI tasks to a manageable amount.



The MPO informs the public of its obligation not to discriminate and the protections afforded pursuant to nondiscrimination authorities on its website and in narratives available in public documents. The MPO employs machine translation software throughout its website. As necessary, the MPO provides a web-based form to allow users to request information and services. The machine translation service translates the form, thus allowing LEP individuals to request information in their native language. The Review Team and the MPO briefly discussed shortcomings of using machine translation software; however, the Review Team acknowledges this approach as a promising practice for ensuring meaningful access and opportunities to access information by LEP individuals.

HATS has a documented discrimination complaint process and form. The MPO combines the ADA complaint process and form into one with Title VI and other protected classes. The documents clearly indicate whom within the MPO the complaint may be filed with, as well as identifying external options. The complaint process and form are available online. The Review Team reminded HATS to remove language included in the complaint process relative to Title VI complaint appeals.

The Review Team discussed with the MPO the involvement of the disabled community in the planning process. Prior recommendations advised that the MPO should attempt to increase involvement of the community. Information obtained during the discussion revealed that the MPO continues its efforts to engage organizations with the relevant constituency on the Mobility sub-committee to the bike/ped committee. However, the MPO noted the main stakeholder – the Center for Independent Living (CIL) - has participated sporadically. Nonetheless, the MPO opined that the sub-committee is effective. Although the Review Team recognizes the MPO's position on the success of the sub-committee, we also believe that it may be appropriate to supplement CIL's participation. Accordingly, the MPO may consider contacting the following: the Disability Rights Network of PA and the Pennsylvania Developmental Disabilities Council.

Environmental Justice

The HATS MPO staff has played a lead role in improving Environmental Justice analysis in the region and statewide. HATS was one of the key partners to develop the South Central PA MPO Environmental Justice Unified Process and Methodology Guide. The Guide presents a methodology to improve the process to evaluate the benefits, burdens and potential impacts of transportation plans and programs on low-income and minority populations. HATS staff have actively participated in a regional EJ Workgroup to share best practices and technical assistance with other MPOs. HATS incorporated the new EJ analysis approach into the 2021 TIP update, which serves as a noteworthy example.



4.7.3 Findings

Commendation:

The Review Team commends the HATS MPO staff for their efforts to improve the benefits and burdens analysis and integrate EJ into the transportation planning process and share their expertise with other MPOs statewide to continue to advance the practice.

Corrective Action:

HATS must submit a remedial action plan, including a list of planned actions for creating a cohesive Title VI Program document that meets the requirements of FTA Circular 4702.1B, Chapters III and VI. The action plan shall:

- (1) Describe how the corrective actions will be implemented, and provide a timeline for achieving compliance.
- (2) Include a written assurance that the HATS will implement the accepted corrective action(s) and has the capability to implement the accepted corrective action(s) in the manner discussed in the plan.
- (3) A copy of the board resolution, meeting minutes, or similar documentation with evidence that the board of directors or appropriate governing entity or official(s) has approved the remedial action plan.

The Review Team recommends that PennDOT Bureau of Equal Opportunity give the necessary aid to the HATS staff to address the corrective action and the requirements of FTA Circular 4702.1B.

Schedule for Process Improvement:

HATS must submit its remedial action plan to FTA for review within 90 days from the issuance of this report.

FTA/FHWA Technical Assistance:

FTA will provide technical assistance to the HATS and PennDOT necessary to address the corrective action and the requirements of FTA Circular 4702.1B.

4.8 Freight Planning

4.8.1 Regulatory Basis

The MAP-21 legislation established in 23 U.S.C. 167 a policy to improve the condition and performance of the national freight network and achieve goals related to economic competitiveness and efficiency; congestion; productivity; safety, security, and resilience of freight movement; infrastructure condition; use of advanced technology; performance, innovation, competition, and accountability, while reducing environmental impacts.



In addition, 23 U.S.C. 134 and 23 CFR 450.306 specifically identify the need to address freight movement as part of the metropolitan transportation planning process.

4.8.2 Current Status

The HATS MPO has been a strong advocate of incorporating freight planning in the transportation planning process. In September 2017, the MPO developed a stand-alone Regional Freight Plan assisted by a freight advisory sub-committee. Of special interest is the 25-year HATS Freight Retrospective (selected milestones and highlights) from 1991 to 2017. This histogram identifies State, National, and Global freight transportation activities and the MPO's corresponding action to those events. The updated freight plan should continue to utilize and update the Retrospective, especially since the FAST Act provided additional freight provisions for the states and MPOs to incorporate in their respective transportation planning processes. In addition, 49 U.S.C. 70202 lists ten required elements that all State Freight Plans must address for each of the transportation modes, which are listed below:

1. An identification of significant freight system trends, needs, and issues with respect to the State;
2. A description of the freight policies, strategies, and performance measures that will guide the freight related transportation investment decisions of the State;
3. When applicable, a listing of— a. multimodal critical rural freight facilities and corridors designated within the State under section 70103 of title 49 (National Multimodal Freight Network); b. critical rural and urban freight corridors designated within the State under section 167 of title 23 (National Highway Freight Program);
4. A description of how the plan will improve the ability of the State to meet the national multimodal freight policy goals described in section 70101(b) of title 49, United States Code and the national highway freight program goals described in section 167 of title 23;
5. A description of how innovative technologies and operational strategies, including freight intelligent transportation systems, that improve the safety and efficiency of the freight movement, were considered;
6. In the case of roadways on which travel by heavy vehicles (including mining, agricultural, energy cargo or equipment, and timber vehicles) is projected to substantially deteriorate the condition of the roadways, a description of improvements that may be required to reduce or impede the deterioration;
7. An inventory of facilities with freight mobility issues, such as bottlenecks, within the State, and for those facilities that are State owned or operated, a description of the strategies the State is employing to address those freight mobility issues;
8. Consideration of any significant congestion or delay caused by freight movements and any strategies to mitigate that congestion or delay;



9. A freight investment plan that, subject to 49 U.S.C. 70202(c), includes a list of priority projects and describes how funds made available to carry out 23 U.S.C. 167 would be invested and matched; and

10. Consultation with the State Freight Advisory Committee, if applicable.

The MPO is not mandated to address each of the ten elements for State Freight Plans but should consider utilizing the ten elements as a structure for the plan.

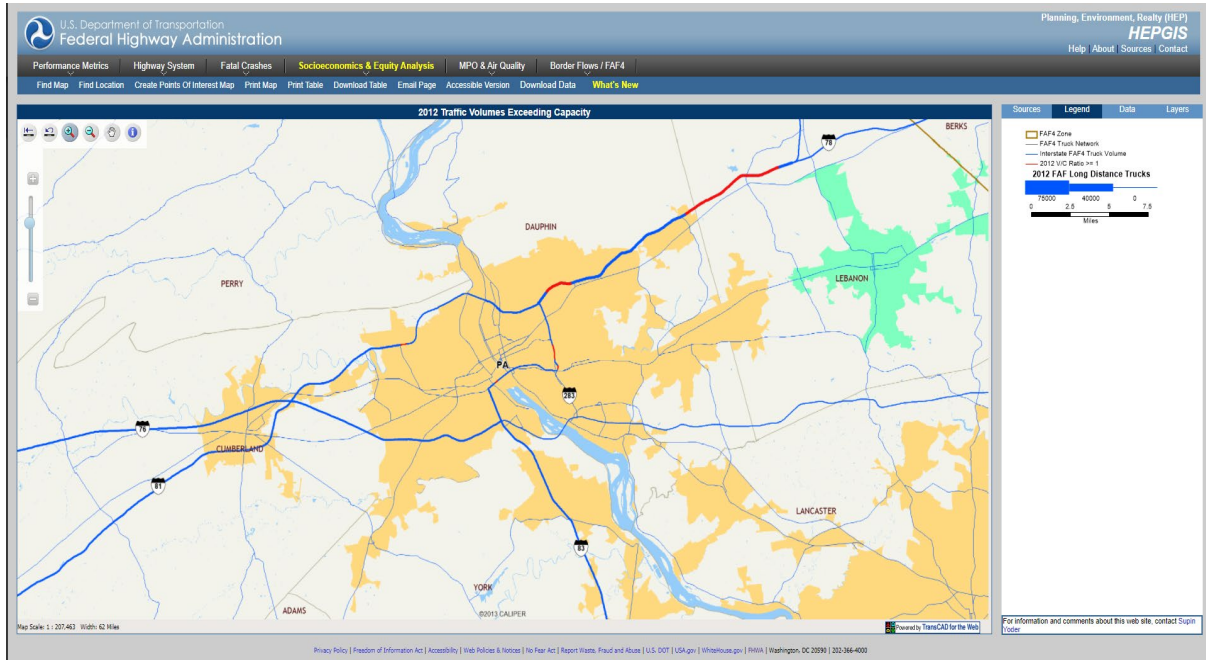
The HATS RTP contains several sections pertaining to integrated transportation systems, emerging technologies, and moving goods via roadways. Key Recommendations are included for each of the sections; however, there are no outcomes identified or additional documentation that identifies the outcomes of Key Recommendations. The Review Team commends the MPO for developing the Moving Goods Interactive Map application and believes this application could be expanded to include CMP corridors with supporting performance measure data.

The MPO is commended for volunteering to administer and coordinate FHWA's National Truck Parking Roundtable event with all six (6) MPOs in the Central PA region in 2021. Two sessions have been held with PennDOT, neighboring MPOs, and the private sector to review truck parking basics and discuss truck parking trends and future needs. The Review Team recommends the MPO collaborate with the central PA MPOs to complete the third session of the truck parking roundtable to develop a truck parking action plan for Central PA.

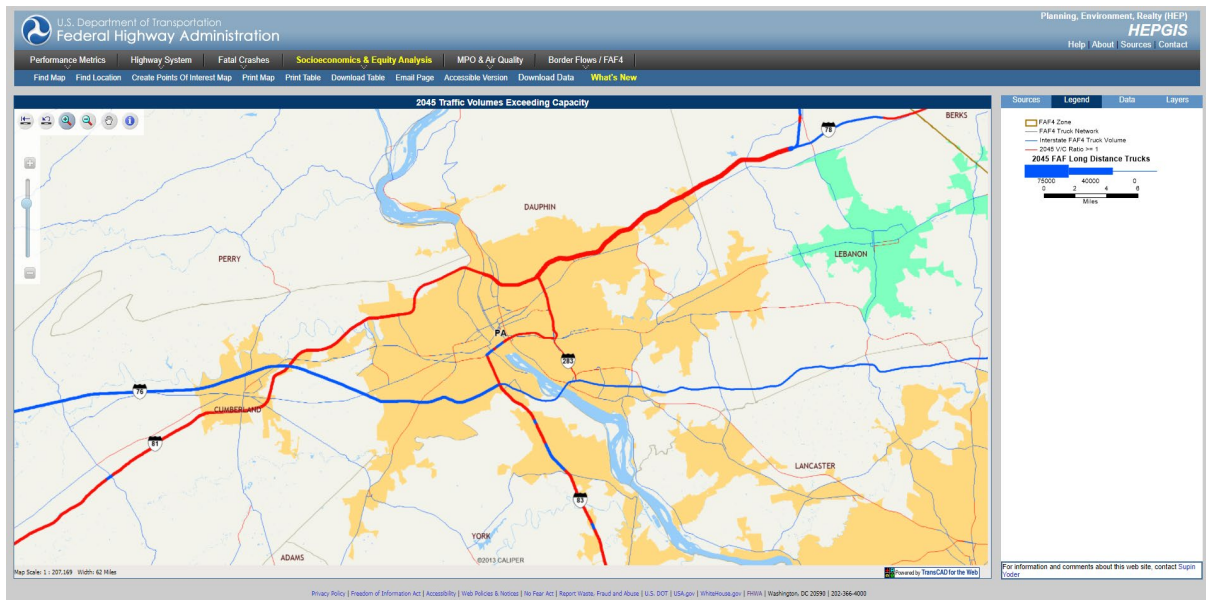
Two maps from FHWA's Planning, Environment, Realty (HEP) GIS application are included in this Report to compare the HATS region 2012 Traffic Volumes Exceeding Capacity, 2045 Traffic Volumes Exceeding Capacity, 2012 Long Distance Truck Network Flow, and 2045 Long Distance Truck Network Flow. The maps were generated by FHWA's Freight Analysis Framework (FAF) Version 4 and the data illustrates traffic volumes, bottleneck locations, and truck network flows for years 2012 and 2045. The data is downloadable and may be beneficial for the development of the Regional Transportation Plan and Regional Freight Plan when appropriate.



2012 Traffic Volumes Exceeding Capacity

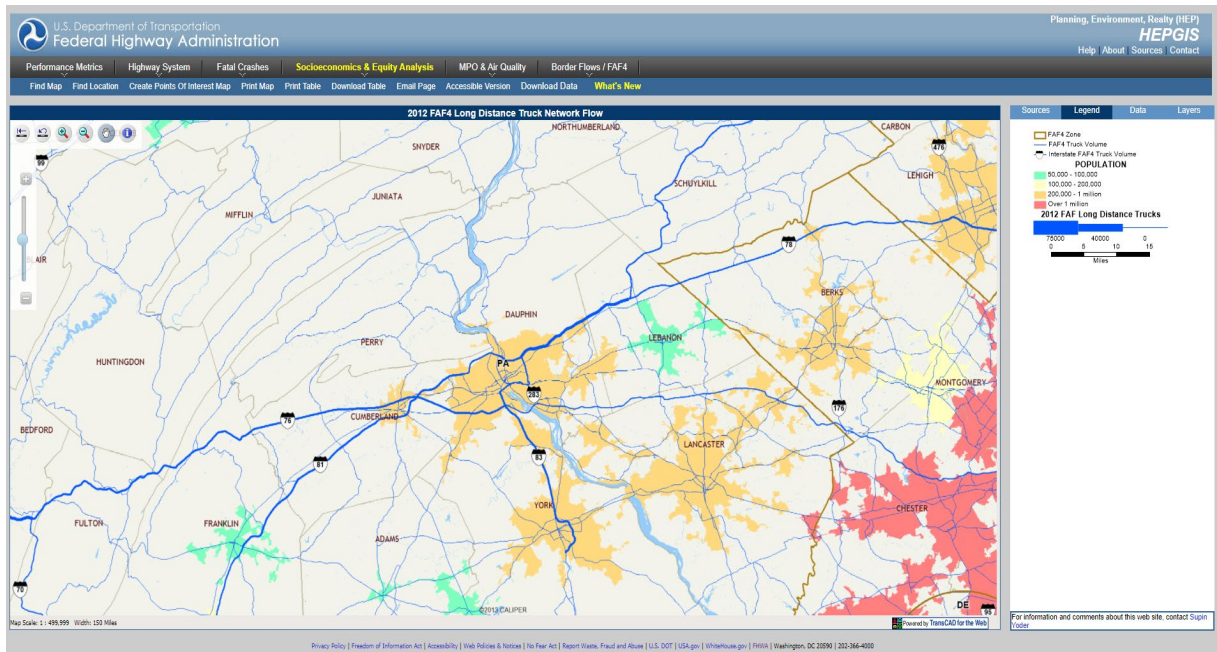


2045 Traffic Volumes Exceeding Capacity

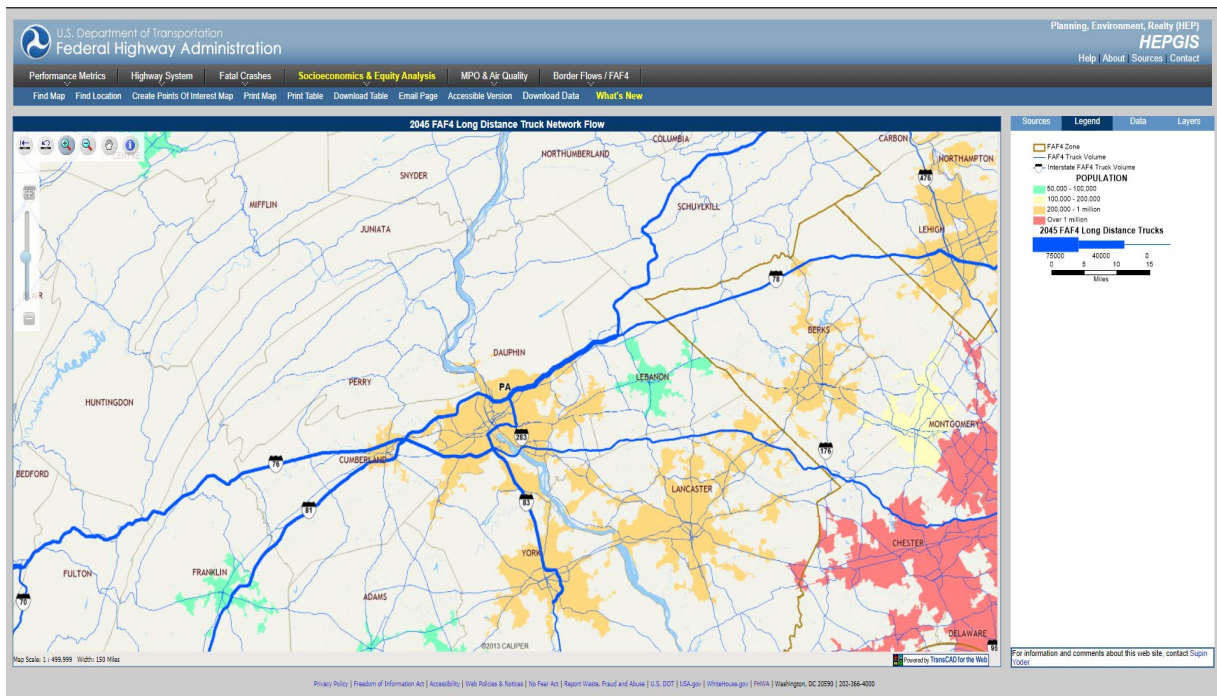




2012 FAF4 Long Distance Truck Network Flow



2045 FAF4 Long Distance Truck Network Flow





The truck analysis data below is included to assist the MPO with freight planning efforts in these major corridors. Major truck corridors in the HATS region include Interstates 81, 83, and 283. NHS routes include State Routes (SR) 22, 322, and 581. The table below reflects the current truck percentages within those corridors and includes Cumberland, Dauphin, and Perry County totals.

Type	I-81	I-83	I-283	PA 581	US 22	US 322
Average from Truck Data (<i>ADTT value</i>)	29.5%	12.6%	14.7%	10.7%	16.4%	5.9%
Average from DVMT (<i>calculating the DVMT for the ADTT - Section length * ADTT</i>)	29.3%	12.9%	16.0%	10.5%	16.8%	5.0%
Median from Truck Data (<i>ADTT values from lowest to smallest and finding the exact middle</i>)	29.8%	12.6%	15.4%	11.5%	15.7%	3.9%

4.8.3 Findings

Commendations:

The Review Team commends the MPO for developing the Moving Goods Interactive Map application.

The Review team commends the MPO for volunteering to administer and coordinate FHWA’s National Truck Parking Roundtable event with all six (6) MPOs in the Central PA region.

Recommendation:

The Review Team recommends the MPO collaborate with the central PA MPOs to complete the third session of the truck parking roundtable to develop a truck parking action plan for Central PA.

Proposed FHWA/FTA Technical Assistance:

Resource Center and Division assistance with facilitating the Truck Parking Roundtable.



4.9 Environmental Mitigation/Planning Environmental Linkage

4.9.1 Regulatory Basis

23 U.S.C. 134(i)(2)(D) 23 CFR 450.324(f)(10) requires environmental mitigation be set forth in connection with the MTP. The MTP is required to include a discussion of types of potential environmental mitigation activities for the transportation improvements and potential areas to carry out these activities, including activities that may have the greatest potential to restore and maintain the environmental functions affected by the plan.

23 U.S.C. 168 and Appendix A to 23 CFR Part 450 provide for linking the transportation planning and the National Environmental Policy Act (NEPA) processes. A Planning and Environmental Linkages (PEL) study can incorporate the initial phases of NEPA through the consideration of natural, physical, and social effects, coordination with environmental resource agencies, and public involvement. This will allow the analysis in the PEL study to be referenced in the subsequent NEPA document once the project is initiated, saving time and money with project implementation.

4.9.2 Current Status

Overall, the MPO makes good use of mapping tools to demonstrate a comprehensive view of natural resources, cultural resources, mitigation sites, terrestrial resources, etc. and communicates regularly with resource agencies to collaborate on mitigation strategies. The Environmental Advisory Committee, which serves as a permanent advisory group for the MPO, utilizes these mapping tools and a potential impact summary for projects included in the TIP and RTP. The MPO also provides the Committee with a listing of potential impact mitigation opportunities to address impacted resources and local/regional priorities. Some of the mitigation opportunities provided to the Environmental Advisory Committee include aquatic resources and agricultural impacts. The MPO also has a relationship with staff at the Mechanicsburg Navy Base and frequently discusses freight movement.

The 2045 draft RTP includes a section on resiliency and incorporating PennDOT's 2017 Extreme Weather Vulnerability Study risk scores to identify vulnerable roadways and bridges through the project pipeline mapping tool developed by the MPO. As far as mitigation banking, the MPO is continuing the dialogue with resource agencies, including the State Department of Environmental Protection, to prepare for regional implementation efforts in the future.

Environmental efforts in the region include a regional stormwater management program and online mapping tools. The Mitigation Sites mapping tool, as described in their RTP, combines both proposed and current projects with a focus on wetland and stream mitigation, which also includes flooding. The map is flexible and able to be edited as time proceeds. The purpose of this tool is to enhance all aspects of water resource issues and support a regional multi-municipal program. Also, the MPO considers how its climate action plans relate to mitigation impacts.



Although conversations and outreach about environmental strategies and impacts are active, they could be coordinated better, and HATS has recommendations to work towards achieving that. One recommendation is to add an environmental section to the TCRPC website to better communicate efforts to partners and enhance public outreach.

4.9.3 Findings

Commendation:

The Review Team commends HATS for engaging with the Mechanicsburg Navy Base on transportation issues, especially those regarding freight movement, as the MPO continues to communicate with planning partners on environmental mitigation efforts in the region.

Recommendation:

The Review Team recommends that HATS consider expanding the mitigation sites mapping tool to also include endangered species and/or historic structure sites, in addition to wetland/stream areas, to provide a more comprehensive analysis for the region.

4.10 Transportation Safety

4.10.1 Regulatory Basis

23 U.S.C. 134(h)(1)(B) requires MPOs to consider safety as one of ten planning factors. As stated in 23 CFR 450.306(a)(2), the planning process needs to consider and implement projects, strategies, and services that will increase the safety of the transportation system for motorized and non-motorized users.

In addition, SAFETEA-LU established a core safety program called the Highway Safety Improvement Program (HSIP) (23 U.S.C. 148), which introduced a mandate for states to have Strategic Highway Safety Plans (SHSPs). 23 CFR 450.306 (d) requires that the metropolitan transportation planning process should be consistent with the SHSP, and other transit safety and security planning.

4.10.2 Current Status

HATS indicated that there is a “fair amount of outreach” to and coordination with municipalities within the region to collect crash data, identify potential safety issues, and determine opportunities for improvements. The online Safety Mapping tool is a good resource for municipalities, the public, and other stakeholders. However, the size of the municipalities and the availability of staff and resources largely dictates the level of coordination and use of the Safety Mapping tool.

HATS, in coordination with PennDOT, respective municipal partner(s), and other stakeholders, has conducted Road Safety Audits (RSAs) when supported by crash data and/or evidence of safety issues within a certain location. Examples include the *Riverlands Safety Study* (August



2016), the *Camp Hill to Capital Corridor Safety Study* (June 2019), and the *Market Street Bicycle/Pedestrian Accommodation Study* (September 2019). The results of these studies have led to the identification and programming of safety improvement projects.

Additionally, FHWA encourages the use of the [Safe Transportation for Every Pedestrian \(STEP\)](#) initiative when evaluating potential pedestrian safety improvements. STEP provides a list of countermeasures to “improve pedestrian crossing locations and reduce crashes.”

- The RTP document has a good discussion on safety process and PM1, but the MPO may wish to consider these enhancements for a future plan update:
 - o The vision statement includes safety as a priority; however, objectives discuss safety in a general sense. The document discusses eliminating all crashes with a focus on fatal and suspected serious injury crashes. Eliminating all crashes is not necessarily realistic and the focus should be on specifically targeting the reduction/elimination of fatal and suspected injury crashes. The Review Team encourages HATS to prioritize strategies that help to achieve this objective.
 - o Public participation section: The Review Team recommends mentioning any past or planned RSAs here. RSAs can include a diverse group of public and official stakeholders.
 - o The plan includes a good discussion on Connected and Automated Vehicles (CAV) technology. It is definitely a good idea to educate partners and the public on this emerging technology.
 - o Safety: HATS worked with District 8-0 to develop a process for identifying and initiating safety projects. The MPO should consider adding a discussion or summary of the process to go along with the flow chart provided.
 - The plan includes a map that shows the top 10 “worst” crash clusters. HATS should consider removing the word worst from this statement as it is very subjective. At this point, it’s just a list of crash cluster locations with the highest number of crashes. No analysis has been done to indicate severity and cluster locations may not be highest priority locations. As stated, this could be confusing to the public.
- Performance measure 1 (Safety)
 - o The PM1 summary is a good, general discussion. Something to consider is what strategies are being developed to meet the PM1 targets that the MPO has established. Effective strategies for reducing fatal and serious injury crashes and the projects that result from these strategies will be a key element of achieving these target goals.



- The discussion here also mentions HATS adopting a safety planning initiative that includes eliminating all crashes with an emphasis on fatal and suspected serious injury crashes. Eliminating all crashes is not realistic and the focus should be on specifically targeting the reduction/elimination of fatal and suspected injury crashes. Some types of countermeasures may help eliminate or significantly reduce the probability of a fatal or serious injury crash but could increase other crash severity types. A good example is a roundabout. A roundabout significantly reduces the potential of an angle or head-on crash, but may create a situation where low speed sideswipes or rear-end crashes cause the number of crashes at the location to increase.
- This would be a good opportunity to include historical cost/benefit analysis of selected safety projects. The MPO could show how previous project selection and countermeasures are addressing fatal/serious injury crashes and determine a benefit cost ratio (BCR) for completed projects. This would help in future discussions and aid in project selection to get the most efficient and beneficial use of safety funds.

4.10.3 Findings

Commendations:

The Review Team commends HATS for online Safety Mapping, which provides user-friendly, publicly-accessible ArcGIS crash data throughout the region.

The Review Team commends HATS for the development of a crash mapping tool that helps illustrate where crashes are occurring in the region.

The Review Team commends HATS for working with District 8-0 to develop a flow chart on how candidate safety locations are evaluated and reviewed to determine HSIP eligibility.

Recommendation:

The Review Team recommends HATS continue to focus on safety in its project development process by doing the following to strengthen safety planning: utilize Road Safety Audits (RSAs) – both motorized and non-motorized – to identify safety issues and potential improvements; provide a summary of past safety projects along with before and after crash data to help illustrate what countermeasures are working and ones that are not (which may also help in developing strategies to achieve PM1 goals); and consider adding discussion to the RTP on any specific strategies as to how PM1 goals are to be achieved.



4.11 Multimodal Transportation Planning

4.11.1 Regulatory Basis

23 U.S.C. 217(g) states that bicyclists and pedestrians shall be given due consideration in the comprehensive transportation plans developed by each MPO under 23 U.S.C. 134. Bicycle transportation facilities and pedestrian walkways shall be considered, where appropriate, in conjunction with all new construction and reconstruction of transportation facilities.

23 CFR 450.306 sets forth the requirement that the scope of the metropolitan planning process "will increase the safety for motorized and non-motorized users; increase the security of the transportation system for motorized and non-motorized users; protect and enhance the environment, promote energy conservation, and improve the quality of life.

4.11.2 Current Status

The Final Report for the HATS Bicycle-Pedestrian Study was issued September 26, 2014, with an update noted in the current UPWP for the latter part of 2021. Although HATS staff acknowledged the Study has some shortcomings and requires mapping updates, they indicated that this timeframe will likely be extended beyond 2021 as they work on other efforts, including some that improve bicycle and pedestrian transportation planning. Further, the timing is dependent upon the update to the Regional Transportation Plan (RTP).

As part of the RTP, HATS developed the Regional Bicycle and Pedestrian Backbone in order to "better coordinate the existing facilities with the planning efforts already completed, and to identify and begin filling in gaps." The existing facilities and transportation needs associated with the Regional Backbone are available through online mapping. This data-driven approach to transportation planning is a noteworthy and commendable practice.

As part of the RTP, HATS undertook a sidewalk inventory, which includes determination of presence/absence, condition of existing facilities, and the type(s) of materials used. Students from Harrisburg University are assisting HATS with this effort. The inventory results can then be used to update the Regional Backbone data to identify needs and inform future transportation planning.

The Complete Streets Policy currently available is considered "draft". HATS clarified that the Policy was never formally adopted; however, the policies and initiatives developed as part of the Complete Streets Policy have been incorporated into the RTP (Regional Backbone) and transportation planning and programming. As part of this discussion, the federal review team discussed how Complete Streets is a focus area of the new administration and additional information is forthcoming.



Transit

Currently CAT is in the middle of a merger with Rabbitransit which is the transit provider of the York area. This will represent a new chapter in the relationship between HATS and CAT, as the transit agency will be covering a substantially larger region than they currently serve. It is clear HATS, CAT, and Rabbitransit staff feel they have a collaborative relationship that already focuses on regional transit planning. The CMAQ-supported Route 81 commuter project is an example of the type of Harrisburg to York regional transit planning approach these agencies already identify and move forward with.

CAT identified a clear approach for the future that they have worked with HATS on. This included the Transit Development Plan (TDP) with CAT identifying public involvement as being crucial to the development and success of the document. CAT staff emphasized the help offered by HATS in the development of the TDP and expressed their belief this plan has identified where the capital project investments will serve the Harrisburg area best. The TDP will also feed the TIP development process, along with prioritization in line with the performance measures.

CAT and HATS committed to updating the Planning MOU between the agencies once the merger is complete and discussed the need to identify the roles each of them will serve. CAT expects to have dedicated staff to work with the HATS MPO on Transit Planning, which should help integrate the transit planning with all Transportation planning in the Harrisburg area.

4.11.3 Findings

Commendations:

The Review Team commends HATS's data-driven approach to multimodal transportation planning and programming, particularly the *Regional Bicycle and Pedestrian Backbone*.

The Review Team commends HATS for providing support to CAT for transit planning and both CAT and HATS for working together closely to move transit planning forward in the region through the development of the Transit Development Plan.

4.12 Congestion Management Process / Management and Operations

4.12.1 Regulatory Basis

23 U.S.C. 134(k)(3) and 23 CFR 450.322 set forth requirements for the congestion management process (CMP) in TMAs. The CMP is a systematic approach for managing congestion through a process that provides for a safe and effective integrated management and operation of the multimodal transportation system. TMAs designated as non-attainment for ozone must also provide an analysis of the need for additional capacity for a proposed improvement over travel demand reduction, and operational management strategies.



23 CFR 450.324(f)(5) requires the MTP include Management and Operations (M&O) of the transportation network as an integrated, multimodal approach to optimize the performance of the existing transportation infrastructure. Effective M&O strategies include measurable regional operations goals and objectives and specific performance measures to optimize system performance.

4.12.2 Current Status

The MPO undertakes an ongoing Congestion Management Process (CMP) with a report generated about every five years. The CMPs were adopted in 2003, 2008, 2013, and 2017. CMP strategies include: transit improvements, ridesharing and carpooling programs, park-and-ride/carpool parking facilities, variable work hour programs and telecommuting, operational/ITS improvements, incident management, parking management, land use growth management, access management and autonomous/connected vehicles. MPO staff stated they continue to systematically monitor congestion on the CMP network and refine the process as needed as more current data becomes available. Important data such as GPS travel speed data, traffic volumes (passenger and truck) and crash rates will be updated on a 2-year cycle, with an overall CMP update to coincide with RTP updates. This information will be collected and analyzed in conjunction with freight plan considerations in that truck delays and volumes are major components of congestion. MPO staff are also considering implementing a regional CMP for the central PA region with the support of PennDOT and neighboring TMAs in the Engineering District 8-0 region. Division staff are available to technically support this effort, as this would be the first regional CMP in PA.

The MPO conducts corridor-specific or regional congestion analyses for key areas on an as-needed basis. The Review Team was especially interested in the Technical Memos (intersection reports) for 3 locations of the MPO – Newville, New Bloomfield, and Halifax. The Technical Memos summarize truck, operational issues, and safety issues at these intersections. The MPO has also prepared transportation studies for the greater Hershey region for origin and destination analysis.

As mentioned under freight planning, the MPO is commended for developing a Moving Goods Interactive Map that contains several GIS coverages to include: moving goods, moving people, regional non-motorized needs, plain sect, and regional sidewalk network. The MPO should consider utilizing this GIS platform to include CMP corridors with performance measure data, and update the application as new or updated data reporting cycles occur. This platform could be expanded for a future regional CMP application.

The MPO is commended for supporting FHWA's SHRP2 Traffic Incident Management (TIM) initiative and promoting and coordinating the program with all stakeholders in the Harrisburg region, which is a part of the statewide PennTIME efforts. Because of these efforts, PA has



reached and exceeded the National Goal of 45% of first responders trained. Pennsylvania is currently at 51.4% of first responders trained.

The MPO directly supports two TIM teams:

- A Beltway Cumberland/Dauphin (ABCD) team primarily focuses on the Capital Beltway and major corridors surrounding the City of Harrisburg.
- The Greater Lebanon / Hershey team primarily focuses on the southeastern edge of Dauphin County, near Derry Township and the greater City of Lebanon area. This team is run by the Lebanon County Metropolitan Planning Organization (LEBCO MPO).

The HATS MPO works with its partners to promote and coordinate TIM teams in South-Central PA. The goal of these teams is to allow for a consistent opportunity for first responders, transportation officials and other key stakeholders to engage with each other to foster cooperation, build relationships, share knowledge and sharpen responder skills and knowledge. A noteworthy practice is the HATS MPO creating a South-Central PA TIM Team Meeting Playlist on YouTube that contains all Zoom meeting recordings and most recent meetings.

4.12.3 Findings

Commendation:

The Review team commends the MPO for supporting FHWA's SHRP2 TIM initiative and promoting the program with Harrisburg Region first responders. The MPO efforts helped achieve the national goal of 45% of first responders trained in TIMs. Pennsylvania currently has 51.4% of first responders trained.

Recommendation:

The Review Team recommends the MPO pursue a regional CMP with support from PennDOT Central Office, PennDOT District 8-0, and regional TMAs. FHWA grant funding should be considered to improve regional congested corridors via operational and ITS improvements.

Proposed FHWA/FTA Technical Assistance:

FHWA is available to provide technical assistance in the development of a regional CMP application.



5.0 CONCLUSION AND RECOMMENDATIONS

The Review Team finds that the metropolitan transportation planning process conducted in the Harrisburg urbanized area meets the Federal planning requirements, with the identified Corrective Action (CA).

As a result of this review, FHWA and FTA are jointly certifying the transportation planning process in the region, which is conducted by PennDOT, the HATS MPO, and CAT, subject to addressing the Corrective Action. There are recommendations in this Report that warrant close attention and follow-up, as well as areas where the TMA is performing very well that are to be commended.



APPENDIX A - PARTICIPANTS

The following individuals were involved in the Harrisburg urbanized area on-site review:

- Ronnique Bishop, FHWA Pennsylvania Division Office
- Jennifer Crobak, FHWA Pennsylvania Division Office
- Jonathan Crum, FHWA Pennsylvania Division Office
- William Houpt, FHWA Pennsylvania Division Office
- Khan Mitchell, FHWA Pennsylvania Division Office
- Gene Porochniak, FHWA Pennsylvania Division Office
- Matt Smoker, FHWA Pennsylvania Division Office
- Dan Walston, FHWA Pennsylvania Division Office
- Laura Keeley, FTA Region III Office
- Andrew Bomberger, HATS/TCRPC
- Steve Deck, HATS/TCRPC
- Diane Myers Krug, HATS/TCRPC
- Larry Portzline, HATS/TCRPC
- Kyle Snyder, HATS/TCRPC
- Ben Warner, HATS/TCRPC
- Lauren Weaver, HATS/TCRPC
- Rich Farr, CAT
- DeRon Jordan, CAT
- David Juba, CPTA
- Beth Nidam, CPTA
- Larry Shifflet, PennDOT Deputy Secretary for Planning
- Ray Green, PennDOT CPDM
- Brian Hare, PennDOT CPDM
- Kristin Mulkerin, PennDOT CPDM
- Terrence Pinder, PennDOT CPDM
- Meribeth Raves, PennDOT CPDM
- Debra Allen, PennDOT BEO
- Joshua Bartash, PennDOT BEO
- Sarah Ann Bullock, PennDOT BEO
- Crystal Spriggs, PennDOT BEO
- Jonathan Owens, PennDOT District 8-0
- Michelle Tarquino, PennDOT District 8-0
- Nathan Walker, PennDOT District 8-0



APPENDIX B - STATUS OF FINDINGS FROM LAST REVIEW

One of the priorities of each certification review is assessing how well the planning partners in the area have addressed corrective actions and recommendations from the previous certification review. This section identifies the corrective actions and recommendations from the previous certification and summarizes discussions of how they have been addressed.

Unified Planning Work Program 23 CFR 450.308

Recommendation 1: HATS should consider tailoring or customizing the UPWP to document not only statewide needs per the bi-annual Planning Priorities Letter, but also their own unique needs for specific planning tasks and work products for the HATS region.

Recommendation 2: Future revisions to the UPWP should include increased levels of specificity to describe activities and task identified to address Title VI and related nondiscrimination requirements

Disposition: The HATS FY 2018-2020 UPWP reflected regional priorities and the Certification Review findings. FHWA provided comments to HATS on the draft FY 2020-2022 UPWP. The MPO has documented unique needs for specific planning tasks and work products for the HATS region, including the development of task forces and maintenance of data management systems. Activities and primary focus areas detailed in the FY 2020-2022 Work Program are consistent with the priorities of the regional transportation plan. The current UPWP discusses activities to address Title VI and related nondiscrimination requirements under Task II, A: Public Participation & Outreach. Specifically, the UPWP describes the activities being undertaken to further engage with traditionally under-represented communities such as the Amish and Plain Sect groups. TCRPC staff expressed a desire to emphasize the importance of ethnic and gender diversity in future appointments to the MPO's Technical Committee, Coordinating Committee, and other sub-committees. HATS and TCRPC staff plan to continue evaluating information in the public participation plan to ensure it's up to date, performing an EJ benefits and burdens analysis as a part of the RTP and TIP program update cycles, and supporting activities related to compliance with ADA requirements.

Metropolitan Transportation Plan 23 U.S.C. 134(c),(h)&(i) 23 CFR 450.324

Recommendation 1: HATS should Incorporate additional narrative and location with the photos identifying geological formations, steep slopes, wetland locations, and historic resource locations.

Recommendation 2: HATS should Include mapping and mileage charts of the local Federal-aid system in the MPO region.



Recommendation 3: HATS should utilize web-based applications, such as YouTube, to help educate the local public and local public officials on the MPO's role and function in transportation for the region.

Disposition: HATS has prioritized tasks in multiple sections as they relate to the RTP. They have formed subcommittees and launched the web-based RTP platform.

Nonmotorized Planning/Livability 23 U.S.C. 134(h) 23 U.S.C. 217(g) 23 CFR 450.306 23 CFR 450.3224f)(2)

Recommendation 1: HATS should consider implementing more pedestrian safety campaigns and collaborate with pedestrian advocacy groups in order to decrease pedestrian injuries and fatalities.

Recommendation 2: HATS should conduct outreach to seek out participation from the ADA community to have full representation on its bicycle and pedestrian committees.

Recommendation 3: HATS should consider the pedestrian mode when performing future bicycle and pedestrian studies.

Disposition: Efforts by the MPO to enhance bike and pedestrian safety and outreach are underway as part of the RTP update and public outreach. HATS has convened new mobility and transit subcommittees. HATS has also developed a sidewalk inventory tool and is currently testing its deployment.

Environmental Mitigation/Planning Environmental Linkage 23 U.S.C. 134(i)(2)(D) 23 CFR 450.324(f)(10) 23 U.S.C. 168 Appx. A 23 CFR Part 450

Recommendation 1: The Review Team suggests adding additional detail to the "Community Facilities and Cultural Resources" section in Chapter 3 in order to highlight interesting or unique features of the region that "define the local character." The natural resource features are described well, but community and cultural resource features are discussed only briefly.

Recommendation 2: HATS is encouraged to continue efforts regarding conservation banking, resource enhancement and preservation, and targeted mitigation strategies.

Disposition: HATS established an Environmental Advisory Committee to serve as a permanent advisory group for the MPO and to take a proactive approach in addressing environmental impacts. The advisory group is provided with an interactive mapping application and a potential impact summary for projects included in the TIP/TYP and RTP to help in the identification of mitigation opportunities in areas such as aquatic and agricultural resources.

With regards to mitigation banking, the MPO is continuing dialogue with resource agencies, including the State Department of Environmental Protection, to prepare for regional implementation efforts in the future.



Public Participation 23 U.S.C. 134(i)(6) 23 CFR 450.316 & 450.326(b)

Recommendation 1: The MPO should continue to reach out to community organizations, underrepresented groups, and minority populations so that the planning process reflects the MPO's diverse demographic base and incorporates their needs.

Recommendation 2: The Review Team strongly recommends that HATS provide for more involvement by representatives of the disabled community in the transportation planning process.

Recommendation 3: The Review Team encourages the continued use of innovative methods in the public participation process, particularly the use of social media.

Recommendation 4: Public outreach for bicycle/pedestrian planning is heavily focused on bicycles and recreation. Outreach should also include pedestrian modes, with outreach to community groups and schools.

Recommendation 5: The Review Team recommends providing more detail and explanation in order to take credit for existing efforts that may not be reflected in the PPP.

Recommendation 6: The Review Team encourages maintaining existing committees and task forces in order to continue relationship-building efforts.

Disposition: HATS has convened mobility and transit subcommittees as part of the RTP development process and plans to continue to engage these groups after the RTP update is completed. Recognizing that there is a growing Amish and Mennonite community in the region, the MPO has initiated an effort to reach out to these communities and actively engage them in discussions on transportation planning topics that affect them. HATS has also extended its collaboration efforts to non-profit organizations within the community that have an existing interest in transportation-related issues. Additionally, the MPO has developed targeted strategies and identified organizations to reach out to that work with traditionally underserved communities to ensure those populations are involved in the planning process. One of the identified organizations specific to the disabled community is the United Cerebral Palsy of Central Pennsylvania.

In addition to using social media platforms, HATS is innovative and consistent with implementing virtual public involvement (VPI) strategies throughout the public participation process. Some regular strategies include online mapping tools and virtual open houses.

The MPO aims to improve public outreach for bicycle/pedestrian planning by creating and consulting task forces within the region to guide planning decisions and collect formal comment. Some current task forces include the Bicycle-Pedestrian-Passenger Task Force and the Cumberland Perry Joint Task Force.

TCRPC staff posts annual reports on the website for the public to view and understand existing transportation efforts taking place in the region. Additionally, online mapping tools such as the



Project Pipeline interactive map allow the public to submit needs and identify priorities on projects in the region.

The MPO continues to consult existing task forces for formal comments and continues to reach out to various organizations that work with LEP, EJ, and traditionally underserved populations to ensure their involvement in the planning process. TCRPC staff and the MPO have also committed to communicating the importance of ethnic and gender diversity representation in committee appointments.

Freight 23 U.S.C. 134(h) 23 CFR 450.306

Recommendation 1: The Review Team recommends that the MPO pursue the creation of a regional freight advisory committee, or conduct annual regional freight summits to address freight transportation, supply chain logistics, and land use development. Continue to invite public and private sector stakeholders, and engage surrounding MPOs in south central PA to participate in the summit who are facing similar freight transportation and development challenges.

Disposition: HATS completed a Freight Plan and conducted a Regional Freight Summit. The MPO will continue to attend FHWA freight planning webinars and is participating on a State/Local subcommittee on truck parking issues.

Civil Rights Title VI Civil Rights Act, 23 U.S.C. 324, Age Discrimination Act, Sec. 504 Rehabilitation Act, Americans with Disabilities Act

Recommendation 1: The Review Team recommends that HATS continue its efforts to inform and influence decision makers regarding the benefits of ethnic and gender diversity on their policy-making committees. Furthermore, we recommend that the MPO continue efforts to expand and educate its network of groups and individuals, with particular emphasis on groups in communities traditionally underrepresented on transportation committees and task forces in the region.

Recommendation 2: The Review Team recommends that HATS summarize its efforts for obtaining public input, particularly in regard to EJ and other sensitive populations, and its determination relative to impacts and burdens. Additionally, the Team recommends that the MPO include and evaluate other data that typically is not included in EJ analysis, e.g., using congestion management data as an overlay in the analysis.

Recommendation 3: The Review Team strongly recommends that HATS address the lack of tools or notifications in its documents and websites to ensure meaningful access to information by its LEP population. Moreover, the Team cautions the MPO to not be too confined to only providing services to its largest language groups as its obligation extends to all potential beneficiaries and users of its programs and activities.

Disposition: HATS now provides a translator tool at the top left of each page on the MPO website to allow for translation into multiple languages. HATS discussed and will continue to inform MPO



Leadership of the need to increase diversity on policy-making committees. HATS has made efforts to increase diversity on subcommittees. FHWA has provided LEP guidance to the MPO.

3 C's of the Transportation Planning Process 23 U.S.C. xxx(x); Metropolitan Planning Area Boundaries 23 U.S.C. 134(e) 23 CFR 450.312(a)

Recommendation 1: The Review Team recommends that the MPO continually seek opportunities and strategies for full and fair participation by all potentially affected communities in every phase of the transportation decision-making process. This population group includes individuals in the following categories: low income, minority, elderly, Limited English Proficiency (LEP) persons, or persons with disabilities.

Disposition: With the help of a Mobility and Accessibility Committee, HATS was able to identify priority corridors and transportation needs of the disabled and elderly populations in the region. To begin identifying gaps in facility networks and addressing these issues, the MPO developed a Regional Sidewalk Inventory that can be viewed in an interactive web mapping application on the website.

Performance Based Planning & Programming 23 U.S.C. 134(h)(2)(A)

Recommendation 1: HATS, CAT, and PennDOT should cooperatively review and update their respective planning agreement Memorandums of Understanding (MOUs) to account for the provisions related to the development and sharing of performance data, selection and reporting of targets, and data collection for the state asset management system for the National Highway System (NHS).

Disposition: HATS is working cooperatively with PennDOT to further integrate Performance Based Planning and Programming into their TIP and RTP.

Transportation Safety 23 U.S.C. 134(h)(1)(B) 23 CFR 450.306(a)(2) 23 CFR 450.306(d) 23 CFR 450.324(h)

Recommendation 1: The Review Team recommends that HATS consider performing Road Safety Audits with multi-disciplinary and multi-stakeholder teams on a regular basis (1-2 years) that focus on top corridors and/or spot locations of concern. It is understood that audits have been performed in advance of major projects in order to be able to incorporate findings in the project design. However, a more routine practice of performing the audits at keys locations across the jurisdiction will identify new opportunities to improve safety for all travelers.

Recommendation 2: Based on bicycle and pedestrian data from 2008-2012, and the number of injuries and fatalities derived from the 2014 Regional Bicycle and Pedestrian Study, there is a significantly higher rate of pedestrian injuries and fatalities. Therefore, the Review Team recommends that HATS consider implementing more pedestrian safety campaigns and collaborate with pedestrian advocacy groups in order to decrease pedestrian injuries and fatalities.



Disposition: HATS initiated a Route 15 corridor study, participated in the Riverlands Safety Study implementation in partnership with PennDOT, and took part in a District 8 CMP/HSIP initiative.

Congestion Management Process / Management and Operations 23 U.S.C. 134(k)(3) 23 CFR 450.322

Recommendation 1: The Review Team recommends that HATS consider implementing strategies that integrate Transportation Demand Management (TDM) within TSMO initiatives (i.e. alternatives to single occupancy vehicles). This could involve coordination of activities between the PennDOT District 8 Regional Transportation Management Center (RTMC) with the Commuter Services program.

Recommendation 2: The Review Team recommends that the Transit Development Plan should consider the promotion of more “rapid” transit prioritization initiatives; first mile/last mile linkages (e.g. bike-sharing); and facilitating transit-oriented developments.

Recommendation 3: The Review Team recommends that HATS support Traffic Incident Management (TIM) programs by hosting/facilitating TIM training classes for local emergency responder community. HAT should also support regional TIM task forces comprised of emergency responders in order to better coordinate efforts during highway emergencies.

Recommendation 4: The Review Team recommends that HATS enhance traffic signal system operations through close coordination with PennDOT and local agencies through the Green Light Go program. Efforts include supporting resources for advanced signal systems (e.g. adaptive) that are actively monitored and managed. Promote use of traffic signal performance measures to improve efficiency.

Recommendation 5: In addition to freight planning, the Review Team recommends that HATS should investigate opportunities for addressing freight operations such as meeting truck parking demands and improving truck size and weight enforcement.

Recommendation 6: The Review Team recommends that HATS identify the need to update regional ITS architecture and a process to update on regular basis through coordination with PennDOT. The Team also recommends that regional ITS architectures are updated simultaneously with CMP and regional plan updates.

Disposition: HATS prioritized tasks related to the RTP and plans to integrate the CMP into the RTP update. HATS conducted an analysis on adaptive signal performance on Carlisle Pike and Jonestown Rd and shared data with PennDOT. HATS reached out to Rabbit Transit to discuss CAT operations and transit planning. HATS has participated in a regional TIM training facility study and the PennDOT CV/AV Task Force, and has proposed a CV/AV regional study for PL funds.



APPENDIX C – MEETING AGENDA

Agenda – Harrisburg TMA Certification Review

May 24-25, 2021

Virtual Meeting

Day 1 – Monday, May 24 [Click here to join the meeting](#)

- 9:00 Introductions and Overview of the TMA Certification Review Process
FHWA/FTA
- 9:30 Overview of the Harrisburg TMA Planning Process/Progress Since Last Review HATS
- 10:00 Comprehensive, Cooperative, and Continuing (3C) Process:
MPO/PennDOT/Transit
- Cooperative Transportation Planning Process
 - MPO Bylaws and Voting Members
 - MPO committee structure, Bylaws, meeting documentation and materials, and website
 - Joint Memorandum of Understanding (MOU) with adjacent MPOs and Transit Operators
 - Annual List of Projects
 - Unified Planning Work Program (UPWP)
- 10:30 *5 minute break*
- 10:35 3C Process (continued)
- 11:15 Transportation Operations and Safety (TOS) FHWA/FTA
- Safety Planning and HSIP Selection Process
 - Road Safety Audit Process and Traffic Studies
 - Safety studies
 - Traffic Incident Management webpage
 - Freight Planning
 - Congestion Management Process (CMP)
- 12:15 Lunch Break (12:15 – 1:15)
- 1:30 Public Participation and Outreach FHWA/FTA
- Title VI and Limited English Proficiency (LEP)
 - Public Participation Plan (PPP)
 - Environmental Justice (EJ)
- 2:15 Transportation Improvement Program (TIP) FHWA/FTA
- TIP Development Process (Highway/Bridge, Transit)
 - Coordinated Decision-Making Process (District, MPO and Transit Roles)
 - CMAQ Project Selection Process
 - Air Quality Conformity



- 3:00 *5 minute break*
- 3:05 TIP continued
- 3:45 *Adjourn Day 1*

Agenda – Harrisburg TMA Certification Review

Day 2 – Tuesday, May 25 [Click here to join the meeting](#)

- 9:00 Follow Up Topics from Day 1 All
- 9:30 Public Meeting [Click here to join the meeting](#) FHWA/FTA
- 10:20 *10 minute break*
- 10:30 Multimodal [Click here to join the meeting](#) FHWA/FTA
 - Transit
 - Transit Merger
 - Bike and Pedestrian Planning
 - Complete Streets
- 11:15 Long-Range Transportation Plan (LRTP) FHWA/FTA
 - General Overview and 2021 Update
 - Safety
 - Freight and Operations
 - Transportation Asset Management Plan (TAMP) Integration
 - Transit Asset Management (TAM) Target Integration PTASP
 - Linking Planning and NEPA and Environmental Mitigation Processes/Efforts
- 12:00 Lunch Break (12:00 – 1:15)
- 1:30 Transportation Performance Measures (TPM) and Performance Based Planning and Programming (PBPP) FHWA/FTA
 - TIP
 - Safety
 - Transit
 - LRTP
 - Transportation Asset Management Plan (TAMP) Integration
 - Transit Asset Management (TAM) Target Integration PTASP
- 2:30 Federal Review Team Caucus Meeting to Discuss Initial Findings REVIEW TEAM
- 3:30 Close-Out Discussion of Certification Review Findings ALL
- 4:00 *Adjourn Day 2*



APPENDIX D – PUBLIC COMMENTS

Kirk Stoner, Director of Planning, Cumberland County:

He feels they have a good opportunity to participate in the program. They have seen significant improvement over the last two years, including the development of the RTP Implementation workgroup. This workgroup has put a proactive focus on planning activities for the committees and partners in the region. This has helped lead to more active involvement in the planning process. They (Cumberland County) are happy to see that and would like to see this continue in the future. They also support the movement of planning documents such as the long-range plan to online versions that are updated on a regular basis, as compared to physical versions that are tough to look at, hard to handle and expensive to print. Mr. Stoner feels that the new online format is very effective with regards to data usage and is helpful for the public as well. The last TIP update had some communication glitches here and there, but deadlines were a factor also. The timeline for the review and development of the TIP needs to be thought about at the highest levels so public involvement is not compromised. When by necessity that involvement is done at the last minute, it is more of a token effort. The TIP after action workgroup was formed in part to address these issues and hopefully some of the improvements discussed will be implemented moving forward.

Larry Shifflet, PennDOT Deputy Secretary for Planning:

He would like to extend his gratitude and thanks to the HATS staff for the excellent work that they do. As the Department's Central Office rep, he has appreciated that the Coordinating Committee meetings have started to show actions to adjust the regional TIP/STIP on a map along with a link to more information, which provides good visualization. HATS continues to make improvements with the tools that are available to them, which is important as technology is evolving and changing.

Emily Kelkis, York County Planning Commission

How do you incorporate Title VI?

HATS staff agreed that Title VI is very important and said they address it in a variety of ways through their planning products. The MPO would welcome any suggestions for improvement.

Julie Seeds, Middle Paxton Township Manager

I have attended several HATS meetings over the years and appreciate the excellent work they do. The information provided online is instrumental as our Township reviews its Comprehensive Plan.



Michelle Tarquino, PennDOT District 8-0

I commend Tri-County and the HATS region for actively working to incorporate all elements of planning in the transportation process. HATS continues to utilize all tools available, in our dynamic world of change, and staff coordinates with all stakeholders in the process.

Nathan Walker, PennDOT District 8-0

Thanks to everyone, HATS continues to do a great job and is a great partner to work with!

Attendance List

Name	Agency
Steve Deck	HATS MPO/Tri-County Planning Commission
Andrew Bomberger	HATS MPO/Tri-County Planning Commission
Lauren Weaver	HATS MPO/Tri-County Planning Commission
Larry Portzline	HATS MPO/Tri-County Planning Commission
Rich Farr	Rabbittransit
DeRon Jordan	Capital Area Transit (CAT)
Kirk Stoner	Cumberland County Director of Planning
Julie Seeds	Middle Paxton Township Manager
Benjamin Dinkel	York County Planning Commission
Emily Kelkis	York County Planning Commission
Yvonne Lemelle	Pennsylvania Department of Community & Economic Development (DCED)
Brad McCullough	Lower Allen Township (Cumberland County)
Larry Shifflet	PennDOT Deputy Secretary for Planning
Kristin Mulkerin	PennDOT Center for Program Development & Management (CPDM)
Ray Green	PennDOT CPDM
Terry Pinder	PennDOT CPDM
Sarah Ann Bullock	PennDOT Bureau of Equal Opportunity (BEO)
Nathan Walker	PennDOT District 8-0
Michelle Tarquino	PennDOT District 8-0
Jonathan Owens	PennDOT District 8-0
Dustin Bailey	FHWA-PA Division
Jennifer Crobak	FHWA-PA Division
Matt Smoker	FHWA-PA Division
Gene Porochniak	FHWA-PA Division
Ronique Bishop	FHWA-PA Division
Bill Houpt	FHWA-PA Division
Jon Crum	FHWA-PA Division
Khan Mitchell	FHWA-PA Division
Laura Keeley	FTA-Region III



APPENDIX E - LIST OF ACRONYMS

- ADA:** Americans with Disabilities Act
- AMPO:** Association of Metropolitan Planning Organizations
- CAA:** Clean Air Act
- CFR:** Code of Federal Regulations
- CMP:** Congestion Management Process
- CO:** Carbon Monoxide
- DOT:** Department of Transportation
- EJ:** Environmental Justice
- FAST:** Fixing America's Surface Transportation Act
- FHWA:** Federal Highway Administration
- FTA:** Federal Transit Administration
- FY:** Fiscal Year
- HSIP:** Highway Safety Improvement Program
- ITS:** Intelligent Transportation Systems
- LEP:** Limited-English-Proficiency
- M&O:** Management and Operations
- MAP-21:** Moving Ahead for Progress in the 21st Century
- MPA:** Metropolitan Planning Area
- MPO:** Metropolitan Planning Organization
- MTP:** Metropolitan Transportation Plan
- NAAQS:** National Ambient Air Quality Standards
- NO₂:** Nitrogen Dioxide
- O₃:** Ozone
- PM₁₀ and PM_{2.5}:** Particulate Matter
- SHSP:** Strategic Highway Safety Plan
- STIP:** State Transportation Improvement Program
- TDM:** Travel Demand Management
- TIP:** Transportation Improvement Program
- TMA:** Transportation Management Area
- U.S.C.:** United States Code
- UPWP:** Unified Planning Work Program
- USDOT:** United States Department of Transportation





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