



U.S. Department
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CERTIFICATION REVIEW **of the Harrisburg Area Transportation** **Study** **Transportation Management Area**

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Final Report dated September 8, 2025



Table of Contents

Table of Contents	1
1.0 EXECUTIVE SUMMARY.....	2
Certification Action	3
Recommendations.....	3
Commendations	4
2.0 INTRODUCTION	6
Background	6
Purpose and Objective	6
Scope and Methodology	7
Team Members	7
Report Format.....	8
3.0 OBSERVATIONS AND FINDINGS.....	10
Continuous, Cooperative, and Comprehensive Planning Process	10
Unified Planning Work Program	12
Metropolitan Transportation Plan.....	13
Transportation Improvement Program	14
Performance-Based Planning and Programming.....	16
Transit and Multimodal Planning	18
Public Participation and Outreach.....	21
Title VI	22
Annual List of Obligated Projects	23
Air Quality	24
Transportation Safety.....	26
Integrating Freight into the Transportation Planning Process.....	27
Congestion Management Process	28
4.0 CONCLUSION AND RECOMMENDATIONS	30
Certification Action	30
Appendix A – Site Visit Meeting Agenda.....	31
Appendix B – Participants.....	33
Appendix C – Public Meeting Comments	36
Appendix D – List of Acronyms	37



1.0 EXECUTIVE SUMMARY

The Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) conducted a joint Certification Review of the transportation planning process for the Harrisburg Area Transportation Study (HATS), which is the designated metropolitan planning organization (MPO) for the Harrisburg, PA Transportation Management Area (TMA). The HATS MPO work products are conducted and produced by the Tri-County Regional Planning Commission (TCRPC) staff and Susquehanna Regional Transportation Authority (SRTA) staff, with cooperation and assistance from the Pennsylvania Department of Transportation (PennDOT) staff.

The 2025 Certification Review was conducted in several phases. The process was initiated with a January 13, 2025 letter sent to the HATS Vice Chairperson requesting documentation of the MPO's planning products and processes. The desk review involved an analysis of all major planning documentation submitted by HATS, which provided background information for the Review. The findings of the desk review, which identified the major elements of the planning process to be discussed at the site visit, were communicated electronically to the MPO on March 10, 2025.

The on-site review was conducted on April 9 and 10, 2025 at the Dauphin County Administration Building in Harrisburg, PA. The site visit discussions included in-person and virtual participation from the Federal Review Team (FHWA, FTA, and EPA), HATS MPO staff, representatives from PennDOT Central Office and District 8-0, and SRTA. A public meeting was held on the morning of April 10, 2025 to meet the public involvement requirement for the Certification Review. At this meeting, public officials, MPO Board members, and the general public were given an opportunity to provide feedback on the metropolitan planning process in the region. The agenda for the site visit, including the list of topics discussed, can be found in **Appendix A**. The full list of participants at the site visit and attendees at the public meeting can be found in **Appendix B**. A summary of comments received during the public meeting can be found in **Appendix C**. A list of commonly used acronyms can be found in **Appendix D**.

The close out portion of the site visit included a briefing meeting with the MPO, which took place on April 16, 2025. During this meeting, the Federal team provided a verbal summary of the preliminary findings from the review, which included several commendations and recommendations. There were no corrective actions. This Final Report concludes the certification process by providing a summary of the issues discussed, recommendations for the MPO to consider, and commendations on the MPO's planning process. This Report serves as the official USDOT planning certification finding.



Certification Action

As determined from the current review, the Federal Transit Administration (FTA) and the Federal Highway Administration (FHWA) jointly certify the Harrisburg Area Transportation Study (HATS) transportation planning process through September 8, 2029.

There are recommendations in this report for HATS to consider and take appropriate action, as well as areas where the Transportation Management Area (TMA) is performing well and is to be commended.

Recommendations

FTA and FHWA have identified the following Recommendations where the MPO is compliant with the statute and regulations, but information may be out-of-date or there are opportunities for improvement for the MPO to fully implement the metropolitan transportation planning process.

1. Continuous, Cooperative, and Comprehensive Planning Process

- The Review Team recommends that HATS update the Intergovernmental Agreement between HATS, SRTA, and PennDOT. The agreement should formalize the roles and responsibilities for developing goals with performance and safety measures and targets, coordinating the collection of performance/safety data, and establishing a reporting schedule of performance/safety targets.

2. Metropolitan Transportation Plan

- The Federal Review Team recommends that HATS expand the transit section of the plan by clearly outlining transit asset management (TAM) and transit safety performance measures and targets used for project selection in the RTP.

3. Performance-Based Planning and Programming

- The Review Team recommends that the MPO work with PennDOT to collect actual data over the same periods of performance as the previously set performance targets for PM1, PM2, and PM3. Presenting this data in the RTP along with a discussion of whether the targets are being met will help the MPO to document the progress achieved in meeting the performance targets in comparison with system performance recorded in previous reports.



4. Transit and Multimodal Planning

- The Coordinated Public Transit-Human Services Transportation Plan (coordinated plan) has not been updated in more than 5 years. In accordance with 23 CFR 450.306(h) and FTA Circular 9070.1G, Cycle and Duration of the Coordinated Plan, the Federal Review Team recommends that the MPO update the coordinated plan by re-evaluating transit gaps, needs, priorities, and the project selection process. Projects chosen for applicable funding should be added to the coordinated plan and TIP consistent with the timing of their selection.

5. Annual Listing of Obligated Projects

- The Review Team recommends that the MPO update the Annual Listing of Obligated Projects report to include all the information outlined in 23 CFR 450.334. This can be accomplished by first maintaining the required information from the PennDOT report and then further adding to that content to provide more clarity and improved presentation for the public. The MPO should also keep the transit project listing in the report consistent with the transit projects listed on the TIP.

6. Congestion Management Process

- The Review Team recommends that the MPO coordinate the development of its CMP update with other transportation system management and operations activities. The CMP should include all the plan elements that are defined in 23 CFR 450.322(d).

Commendations

FTA and FHWA have identified the following Commendations where the MPO is performing admirably in implementing the planning requirements:

1. Public Participation and Outreach

- The Review Team commends the MPO for its incorporation of robust public involvement into the TIP and MTP development processes, including participation at local public events and outreach efforts to plain sect communities.
- The Review Team commends the MPO on its responsiveness to member concerns & questions. The development of a virtual story map for the TIP amendment process that arose from a MPO meeting discussion is noteworthy.



2. Transit and Multimodal Planning

- The Review Team commends the MPO's efforts to support bicycle and pedestrian infrastructure in the region, which is informed by a data-driven approach to analyzing and identifying needs.

3. Air Quality

- The Review Team commends the MPO on being an active participant in the continued maintenance of the region's NAAQS and efforts to improve air quality in the HATS region.

4. Integrating Freight into the Transportation Planning Process

- The Review Team commends the MPO on its role in the development of a regional data CMP hub that will provide real-time data that will aid in the assessment of freight impacts.



2.0 INTRODUCTION

Background

Pursuant to 23 U.S.C. 134(k)(1)(A) and 49 U.S.C. 5303(k)(1)(A), the Federal Transit Administration (FTA) and the Federal Highway Administration (FHWA) 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 2020 Census, the Secretary of Transportation designated 192 TMAs, including eight TMAs located in the Commonwealth of Pennsylvania.

Certification reviews consist of three primary activities: a site visit, a review of planning products and processes (in advance of and during the site visit), and preparation of a Certification Review Final Report summarizing findings. The review focuses on compliance with Federal regulations, as well as the TMA's challenges and successes and the cooperative relationship between the metropolitan planning organization (MPO), the State Department of Transportation (DOT), and public transportation operator(s) as they conduct the metropolitan transportation planning process in the region. Joint FHWA/FTA Certification Review guidelines provide agency field reviewers with latitude and flexibility to tailor the review to reflect regional issues and needs. Therefore, the scope and depth of Certification Review reports can vary significantly.

On April 9-10, 2025, FTA and FHWA conducted the Certification Review site visit for the Harrisburg Area Transportation Study (HATS), which is the designated MPO for the Harrisburg, Pennsylvania urbanized area. This represents the seventh Certification Review conducted for the TMA. The previously completed reviews were conducted in 2001, 2005, 2009, 2013, 2017 and 2021.

Purpose and Objective

The purpose and objective of the Certification Review process is to assess the quality of the local 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. Routine engagement with FHWA/FTA is considered during the review, including, but not limited to, the Unified Planning Work Program (UPWP), Metropolitan Transportation Plan (MTP), metropolitan Transportation Improvement Program (TIP), and regional air-quality conformity determination. While the Certification Review Final Report itself may not fully document those many intermediate and ongoing checkpoints, the "findings" of



the Certification Review are, in fact, based upon the cumulative findings of the entire review effort.

Scope and Methodology

A Certification Review site visit of the transportation planning process for HATS was performed by FTA and FHWA on April 9-10, 2025. The review was conducted at the Dauphin County Administration Building in Harrisburg, Pennsylvania.

The Federal Review Team used a risk-based approach to review the key planning products of the HATS TMA ahead of the site visit. Additionally, the MPO responded to an Equal Opportunity Questionnaire that FHWA developed to get specific details on how the MPO is meeting civil rights and Title VI requirements. Once the risk-based review was completed, the Federal Review Team prepared the site visit agenda, which covered topics warranting further discussion.

As part of the review, a hybrid public meeting was held on April 10, 2025 at the Dauphin County Administration Building. The Federal Review Team discussed the purpose and requirements of the Certification Review and opened the floor for any questions or comments of the attendees at the meeting. The public meeting was advertised in accordance with HATS' Public Participation Plan (PPP) public meeting notification requirements. A summary of comments received during the public meeting is provided in **Appendix C**.

One of the priorities of each Certification Review is assessing how well the TMA has addressed recommendations from the previous review. The 2021 Certification Review Report included 1 corrective action and 9 recommendations. Since the last review in 2021, HATS staff has been able to successfully close out the corrective action and has also made progress on several of the recommendations presented in the previous report, as discussed during the 2025 site visit. FTA and FHWA will continue their stewardship and oversight roles and provide technical assistance to the MPO as needed before the next Certification Review, which is expected to take place in early 2029.

Team Members

Federal agency staff prepared this Certification Review Report to document the results of the review process. The report and final actions are the responsibility of the FTA Region 3 Office and the FHWA Pennsylvania (PA) Division Office. The Federal Review Team included:

- Mark Wolanski, FTA Region 3 Office
- Laura Keeley, FTA Region 3 Office



- Gene Porochniak, FHWA PA Division
- Ronnique Bishop, FHWA PA Division
- Bill Houpt, FHWA PA Division
- Greg Becoat, EPA Region 3 Office

Those participating in the Certification Review also included staff from HATS, Susquehanna Regional Transportation Authority (SRTA), Pennsylvania Department of Transportation (PennDOT) Center for Program Development and Management (CPDM), and PennDOT District 8-0.

Report Format

Each planning topic under the Observations and Findings section is outlined in the following format:

- **Regulatory Basis** – The Regulatory Basis section defines where information regarding each planning topic can be found in the Code of Federal Regulations (CFR) and/or the United States Code (U.S.C.) – these are the “Planning Regulations”.
- **Observations** – Observations describe background information and provide the current status for each planning topic.
- **Finding** – The Finding section summarizes the compliance determination for each planning topic and provides the primary basis for determining the recommendations, commendations, and/or corrective actions.
 - **Corrective Actions (if applicable)** – Corrective Actions are compliance issues and indicate a serious situation where the MPO is failing to meet one or more requirements of the transportation planning statute and regulations, thus impacting the outcome of the overall planning process. A corrective action will result in the development of a remedial action plan for the MPO by FTA/FHWA, which will require the MPO to address and correct the identified issue(s) of noncompliance within a specified time frame. The resolution of the corrective action will once again bring the metropolitan planning process into compliance with the specified planning statute(s) or regulation(s); failure of the MPO to respond will likely result in a subsequently more restrictive certification.
 - **Recommendations (if applicable)** – Recommendations are issued when planning activities meet the statutory and regulatory requirements but are either out-of-date or need improvement to fully implement the metropolitan transportation



planning process in the region. These may address technical improvements to processes and procedures and offer suggestions on how to improve beyond the federal requirements. While somewhat less substantial and not regulatory, recommendations are still significant enough that State and MPO officials should strongly consider addressing them as they strive to continually improve their processes.

- **Commendations (if applicable)** – Commendations are recognition of processes or practices by the MPO that demonstrate innovative, highly effective, or well-thought-out procedures for implementing the planning requirements. Elements addressing frequently posed challenges could be cited as commendations and promoted by FTA/FHWA as national best practice examples.



3.0 OBSERVATIONS AND FINDINGS

Continuous, Cooperative, and Comprehensive Planning Process

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.

23 CFR 450.306 (a) requires metropolitan planning organizations, in cooperation with the State and public transportation operators, to develop MTPs and TIPs through a performance-driven, outcome-based approach. As part of moving toward Performance Based Planning and Programming (PBPP), MPOs, State DOTs, and public transportation operators are required to cooperatively establish written agreements documenting roles and responsibilities in the metropolitan planning process, including specific written provisions for cooperatively developing and sharing information related to transportation performance data and the selection and reporting of performance targets.

Observations: Based on the desk review and site visit, HATS has established continuous, cooperative, and comprehensive relationships through agreements with PennDOT, neighboring MPOs (LEBCO, YAMPO), and the regional transit agency, Capital Area Transit/Susquehanna Regional Transit Authority (CAT/SRTA). There are 2 agreements signed which govern how HATS and SRTA conduct planning in the region. The first is an Intergovernmental Agreement with CAT and PennDOT. The agreement was adopted in 2012 and is permitted to remain in effect if all parties do not mutually terminate it. The agreement outlines the responsibilities for all parties concerning the transportation planning process, data collection, and meeting eligibility requirements for state and federal grants. With the creation of SRTA in January 2022, which involved the merger of CAT with SRTA, this may be an appropriate time for the MPO to consider updating the Intergovernmental Agreement.

The second agreement, an MOU that was created in 2018, established the written provisions between HATS and CAT for developing and sharing information related to transportation



performance data, including the selection of performance targets and reporting on progress related to the performance targets. The selected targets are required to be identified in a Transit Asset Management (TAM) Plan. Like the Intergovernmental Agreement, this may be an appropriate time to update the HATS/CAT MOU or incorporate the provisions into an updated Intergovernmental Agreement.

While the current main MPO bylaws were enacted in 1965, there have been a number of supplements added to the bylaws since then. Most of these involved changes to the composition of the Technical and Coordinating Committees along with further defining the planning area of the Harrisburg Transportation Study and developing a coordinated air quality conformity analysis process. The MPO indicated that a majority vote constitutes the conducting of official business (as opposed to a minimum attendance number) and that a policy for holding special meetings is contained in the bylaws.

The two main MPO committees, the Technical Committee and the Coordinating Committee (or Policy Board), meet 5 times per year, with the Technical Committee meeting two weeks prior to the Coordinating Committee. The Technical Committee prepares plans and studies, reviews transportation items, and makes recommendations to the Coordinating Committee. The Coordinating Committee is the MPO's policy body, which formally takes action based on Technical Committee input and adopts the MPO's transportation plans, including the Transportation Improvement Program (TIP), Long Range Transportation Plan/Metropolitan Transportation Plan (LRTP/MTP), Unified Planning Work Program (UPWP), and Public Participation Plan (PPP). Member representation on both Committees includes Cumberland County, Dauphin County, Perry County, the City of Harrisburg, CAT, and PennDOT.

The MPO convenes subcommittees for the development of specific plans. These subcommittees are composed of a mix of advocates, stakeholders, and subject matter experts. The Bicycle/Pedestrian Committee is a permanent informal committee that meets as needed. Policy Board members are appointed by their respective entities with no set term limits, with Board officers being elected every year. Alternates are identified for each voting position. While HATS does not have ready-made educational materials to provide to new MPO Committee or Board members, staff does meet one-on-one with new members to talk about their role and walk them through the MPO's transportation process.

During the site visit conversation, MPO staff indicated they receive good attendance and a good level of engagement from Board members as well as a small group of dedicated transportation advocates that regularly attend the meetings. When a question or comment is received from the public, either PennDOT or MPO staff will follow up with that person (depending on whether



the question is construction-related or planning-related). Any questions or issues fielded by MPO staff that warrant further Board attention are elevated as needed.

Finding: HATS' transportation planning process meets the 3C requirements of 23 CFR 450.306 and the consultation requirements in 23 CFR 450.316.

The Review Team provides the following:

- **Recommendation:** The Review Team recommends that HATS update the Intergovernmental Agreement between HATS, SRTA, and PennDOT. The agreement should formalize the roles and responsibilities for developing goals with performance and safety measures and targets, coordinating the collection of performance/safety data, and establishing a reporting schedule of performance/safety targets.

Unified Planning Work Program

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 planning area and the work proposed for the next one- or two-year period. The plan should outline major activities and tasks in sufficient detail to describe the work, schedule, deliverables, budget, and sources of funds.

Observations: During the desk review of the approved Federal Fiscal Year (FFY) 2024-2025 Harrisburg UPWP document, it was observed that the UPWP substantially met the requirements of 23 CFR 450.308, which includes the identification of planning priorities facing the TMA. The UPWP is sufficient in tracking the major activities, schedule, deliverables, budget, and sources of funds during the document's planning horizon. In the development of the next UPWP, the Review Team encourages the MPO to consider expanding the discussion on HATS' top planning priorities and the most critical transportation issues/challenges facing the Harrisburg area.

Finding: HATS' UPWP meets the requirements of 23 CFR 450.308.



Metropolitan Transportation Plan

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), also known as the Long-Range Transportation Plan (LRTP). Among the requirements, MTPs must have a minimum 20-year planning horizon and include both short- and long-term strategies to develop a safe and integrated multimodal transportation system. Key requirements of MTPs include, but are not limited to, an existing conditions analysis, system performance report, revenue projections, establishment of investment priorities, demonstration of fiscal constraint, air quality conformity for non-attainment and maintenance areas, environmental mitigation/resource agency coordination, and public involvement.

Observations: HATS' 2045 Regional Transportation Plan (RTP) is the MPO's current MTP [also referred to as a Long Range Transportation Plan (LRTP)] and HATS anticipates adopting a new Regional Transportation Plan (RTP 2050) by September 2025. The MPO's project pipeline scoring and ranking system, the PA State Transportation Commission (STC) survey results, and the Tri-County Regional Planning Commission (TCRPC) Regional Growth Management Plan are all utilized for project selection and prioritization in the RTP.

An online transportation needs tool, the HATS Transportation Needs Form, is another method the MPO continues to use in MTP development and in between update cycles. Completion of this form, which is available on the MPO's website, allows the public to communicate a transportation concern directly to the MPO in real time. HATS reviews all form submissions for inclusion in the RTP or a future RTP. If it's determined that the transportation concern represents a transportation need in the region that the MPO can potentially address, a project proposal will be considered for inclusion in the project pipeline.

The MPO's RTP Implementation Grant Program, developed in 2020, is funded with its regional STBG urban (STU) allocation and a portion of its Metropolitan Planning (PL) funding from the Increasing Safe and Accessible Transportation Options (ISATO) set-aside, as defined in its current UPWP. The Implementation Grant Program evaluates and funds planning studies and construction projects that are consistent with the HATS RTP and the TCRPC Regional Growth Management Plan goals, while providing for safer, more walkable, bikeable, and transit-friendly transportation options. The intent of the program is to give smaller-sized projects that may not otherwise be programmed another opportunity to receive funding and move forward. Since 2020, the Implementation Grant Program has provided funds to successfully complete several projects, including a bike/ped safety improvement project in downtown Harrisburg.

While the RTP grant program is continuing, solicitation for new projects is currently paused while some issues with the delivery & completion of already-selected projects is resolved.



MPO staff indicated they make an effort to provide resources to project sponsors to assist them with project planning and implementation. Moving forward, the MPO will adjust the program to better align with the MTP project pipeline and project development planning processes.

Based on the desk review and site visit, the RTP 2045 included a Transportation Performance Management: Performance Measures section but did not provide specific Transit Safety or Transit Performance measures/targets. The section references CAT's Public Transportation Agency Safety Plan (PTASP) but does not include the safety performance targets and goals. The Travel Modes Chapter of the RTP references the system performance report but transit performance and safety measures were not included in the report.

The RTP briefly mentions that HATS has adopted PennDOT transit performance measures and targets. This narrative should be expanded to provide additional detail regarding the SRTA TAM Plan and performance measures and targets. The system performance report should also be expanded to include transit performance measures and detail how HATS incorporates Safety Management Systems (SMS) and transit safety performance targets. SRTA and HATS are in compliance with the TAM requirements, including data sharing agreements, adoption of a TAM plan, and target setting, but this information is missing from the RTP document.

Finding: HATS' MTP meets the requirements of 23 CFR 450.324.

The Review Team provides the following:

- **Recommendation:** The Federal Review Team recommends that HATS expand the transit section of the plan by clearly outlining transit asset management (TAM) and transit safety performance measures and targets used for project selection in the RTP.

Transportation Improvement Program

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:

- The TIP 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;



- For each project, the TIP must list the project description, cost, funding source(s), and the sponsoring agency responsible for carrying out the project;
- Projects need to be consistent with the adopted MTP;
- The TIP must be fiscally constrained; and
- The MPO must provide all interested parties with a reasonable opportunity to comment on the proposed TIP.

Observations: Regarding Transit TIP development, the desk review and site visit demonstrated a coordinated effort between HATS, SRTA, and PennDOT in the identification and prioritization of transit projects. The initial Transit TIP is drafted by SRTA, which is then sent to PennDOT for review and concurrence. Next, the draft Transit TIP is submitted to the HATS Technical Committee for review and recommendation. The Transit TIP is then incorporated with the other portions of the TIP for public outreach and is reviewed by the HATS Policy Board.

The transit TIP narratives have been expanded to include Transit Asset Management (TAM) requirements and performance-based planning language. The TIP clearly outlines TAM targets, methods for developing targets, progress towards target achievement and reporting, and evaluation of the TIP for target achievement. Public Transit Safety Performance Measures are also outlined in the TIP. As a consideration for improvement, the Review Team encourages HATS to include transit projects in the TIP Project Selection and Prioritization Process narrative.

The MPO's TIP development process begins during the summer of odd years. PennDOT District 8-0 provides the MPO with a list of carryover projects and new candidate projects. Asset management needs are assessed by the District via "A Team" rides, which provide pavement candidate projects. The District makes use of PennDOT's Pavement Asset Management System (PAMS) where it makes sense to incorporate the system recommendations via confirmation of need and condition from observations in the field. The sister Bridge Asset Management System (BAMS) is more broadly used by the District to assess bridge condition and plan for structure maintenance, rehabilitation, and replacement. After receiving the project lists from PennDOT, the MPO then applies its RTP scoring criteria to the candidate projects. Any leftover funding is applied towards projects the MPO has put forward as part of the pipeline process.

The region's TIP assists in implementing the HATS MTP through the aforementioned project pipeline process that the MPO has established. MPO staff feels this process provides a tangible way for municipalities to be engaged in the transportation planning process while increasing awareness of the connection between needs and actual projects. Specific project needs are identified using the Transportation Needs Form and then evaluated and ranked as part of a 100-point scoring system to determine high, medium, or low regional priority. The category areas that make up the point structure are safety, congestion, asset management, accessibility for the disabled & elderly, freight movement, transit access & facilities, bicycle and/or pedestrian movement, land use growth & management, high risk corridors in PennDOT's



Extreme Weather Vulnerability Study, and demographic concentration. Safety is the region's highest priority, which is reflected in the point structure. The highest-ranking projects are then recommended by the MPO for inclusion in the RTP and progress through TIP implementation. Several factors determine which projects are put forward for inclusion on the TIP, including funding availability, size, and timing.

Congestion reduction is a priority factor in the MPO's TIP project selection process, but the highest priority project scoring in this area is focused on corridors and intersections that are identified in the HATS Congestion Management Process (CMP). This is an important factor in emissions reduction but may not provide enough information by itself to help identify the "best value" CMAQ projects based on the money being invested (reducing congestion may be a co-benefit of reducing emissions of criteria pollutants). PennDOT Central Office has developed a CMAQ evaluation table template to assist in the prioritization of CMAQ projects based on their highest estimated emissions reduction, but MPO staff said they currently do not use this resource. The Review Team encourages the MPO to consider further enhancing its CMAQ project ranking process to consider level of emissions reduction and cost effectiveness. FHWA's [Cost Effectiveness Tables](#) are also a good resource for making the most efficient use of CMAQ funding to reduce vehicle emissions.

Finding: HATS' FFY 2023-2026 TIP meets the requirements of 23 CFR 450.326.

Performance-Based Planning and Programming

Regulatory Basis: 23 CFR 450.306(d)(2) states that each MPO shall establish performance targets that address the performance measures (PMs) established under 23 CFR 450, where applicable, to use in tracking progress towards attainment of critical outcomes for the region of the MPO.

23 CFR 450.324(f)(3) requires that the MTP shall contain at a minimum a description of the performance measures and performance targets used in assessing the performance of the transportation system in accordance with subsection 450.306(d).

23 CFR 450.324(f)(4) requires that the MTP shall contain at a minimum a system performance report and subsequent updates evaluating the condition and performance of the transportation



system with respect to the performance targets described in subsection 450.306(d), including progress achieved in meeting the performance targets.

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.”

Observations: Regarding Transit Performance-Based Planning and Programming (PBPP), the desk review and site visit indicated that SRTA developed the 2023-2026 SRTA Transit Asset Management (TAM) Plan, which was reauthorized on 10/1/2022. The TAM Plan was developed to aide SRTA in: (1) Assessment of the current inventory and condition of capital assets; (2) determining what condition and performance of its assets should be (if they are not currently in a State of Good Repair); (3) identifying the unacceptable risks, including safety risks, in continuing to use an asset that is not in a State of Good Repair; and (4) deciding how to best balance and prioritize reasonably anticipated funds (revenues from all sources) towards improving asset condition and achieving a sufficient level of performance within those means.

Per the RTP (HATS RTP 2045), CAT/SRTA adopts a TAM Plan every 4 years. HATS adopted the Pennsylvania Transit Asset Management Group Plan performance targets in 2021. Per the RTP, HATS passed a resolution adopting the performance targets of the PennDOT TAM Group Plan and agreed to plan and program projects that contribute to meeting the TAM targets. Unless approved differently in the future, the HATS MPO TAM targets will coincide with whatever is included in the most recent Pennsylvania TAM Group Plan. Since the PennDOT target adoption, SRTA was created and now HATS will need to adopt and incorporate SRTA TAM performance targets. With the establishment of SRTA, it may be appropriate to update the TAM PM Targets resolution and Transit Safety PM Targets resolution.

SRTA’s 2023-2026 TAM Plan fulfills the transit PBPP requirement. SRTA is required to share performance data, new targets, and TAM Plan updates with HATS on an annual basis. HATS then incorporates the Transit Performance Measures into the MPO’s transportation planning documents.

SRTA completed an update and certified a Public Transportation Agency Safety Plan (PTASP) compliant with 49 C.F.R. Part 673 in August 2024. The PTASP is updated annually based on agency specific execution dates and shared with PennDOT and HATS. SRTA transmits performance data against the safety performance targets to PennDOT and HATS on an annual basis to aid in the transportation planning process. Per the earlier Review Team recommendation in this report to update the Intergovernmental Agreement between HATS, SRTA, and PennDOT, the agreement should formalize the roles and responsibilities for developing goals with performance and safety measures and targets, coordinating the



collection of performance/safety data, and establishing a reporting schedule of performance/safety targets.

As a consideration for improvement, the Review Team encourages HATS and SRTA to continue and expand coordination regarding TAM Plan updates and the incorporation of transit performance measures into the transportation planning process.

The MPO has agreed to support PennDOT's targets for PM1, PM2 and PM3 for the latest performance periods. Specifically, the MPO confirmed its support for PennDOT's 2025 PM1 safety targets on February 21, 2025 and its support for PennDOT's PM2 and PM3 performance measure targets for the 2022-2025 performance period on May 9, 2023.

The system performance report in the 2045 RTP identifies baseline and target numbers for the safety performance measures, but it does not provide actual performance data or the target values for the baseline period (only the current target is provided). For PM2 and PM3, the performance and target numbers are not provided in a consistent manner (often either the baseline or target number is missing). For the 2050 RTP, past performance period data will be available for all performance measures. In addition to providing the currently adopted targets, the system performance report in the MTP should include past targets and performance data over the same time period as a way to communicate and compare the past conditions for the PM1, PM2, and PM3 measures with their present conditions, as reflected in the most recently available performance data.

Finding: HATS' PBPP process meets the requirements of 23 CFR 450.306 and 450.326.

The Review Team provides the following:

- **Recommendation:** The Review Team recommends that the MPO work with PennDOT to collect actual data over the same periods of performance as the previously set performance targets for PM1, PM2, and PM3. Presenting this data in the RTP along with a discussion of whether the targets are being met will help to document the progress achieved by the MPO in meeting the performance targets in comparison with system performance recorded in previous reports.

Transit and Multimodal Planning

Regulatory Basis: 49 U.S.C. 5303 and 23 U.S.C. 134 require the transportation planning process in metropolitan areas to consider all modes of travel in the development of their plans and programs. Federal regulations cited in 23 CFR 450.314 state that the MPO in cooperation with



the State and operators of publicly owned transit services shall be responsible for carrying out the transportation planning process.

23 U.S.C. 134(h), and 135(d), 23 U.S.C. 217(g), 23 CFR 450.200, and 23 CFR 450.300 require that non-motorists must be allowed to participate in the planning process and transportation agencies are required to integrate walking and bicycling facilities and programs in their transportation plans to ensure the operability of an intermodal transportation system.

Observations: In January 2022, the Susquehanna Regional Transportation Authority (SRTA) was formed merging together Rabbittransit and Capital Area Transit (CAT). SRTA is the main transit provider for the Harrisburg Area TMA, offering fixed route and shared ride service in Adams, Cumberland, Dauphin, Harrisburg City, and York counties, and shared ride service in Columbia, Franklin, Montour, Northumberland, Perry, Snyder, and Union counties. SRTA is represented on the HATS Policy Board and Technical Committee.

Based on the desk review and site visit, HATS and SRTA are in the process of updating the 2015 Coordinated Public Transit – Human Services Transportation Plan (coordinated plan). The plan identifies the needs of the transportation disadvantaged populations in the region and prioritizes strategies to meet them. The plan outlines goals which include improvement of accessibility and mobility; improvement of system reliability; and improvement of system safety. Since HATS is not an operating agency, the MPO's primary role is the development and maintenance of data sets pertaining to coordinated planning and updating the coordinated plan. This coordination with SRTA involves identifying projects from the plan that can be implemented, based on need and available funding. Development of the required public transit-human services transportation plan should be coordinated and consistent with the metropolitan transportation planning process. The plan should follow the MTP update cycle which occurs every four years. The coordinated plan was adopted in 2015. The desk review findings show that the 2025-2028 TIP did not reference the coordinated plan. Projects identified in the coordinated plan and selected for FTA funding must be incorporated into the TIP.

Overall, the site visit showed that HATS and SRTA have a strong working relationship. The coordination between the two agencies ensures that transit matters are addressed at all levels of the transportation planning process. HATS has identified the region's transportation challenges, which include the connection of land use with transit infrastructure. Some of the goals and objectives in the MTP (RTP 2045) include encouraging innovative transit solutions including bus rapid transit (BRT) and promoting land use patterns that encourage or support access to transit.



Bicycle/Pedestrian & Active Transportation Plan

The MPO Coordinating Committee approved an update of the MPO's regional Active Transportation Plan (ATP) in April 2025, which includes short and long-term priorities and recommendations on how to implement those priorities within a 10-year timeframe. The new ATP seeks to be project-based, putting forth a cohesive direction and goal on how to prioritize investments, synthesize local plans, examine any overlaps, and provide data sharing resources to other municipalities. To ensure continuity and data-supported action items, the MPO used ongoing analyses such as the Regional Backbone, Bicycle Level of Stress, and the regional sidewalk inventory in the ATP update.

HATS' regional bikeshare program, SusqueCycle, was launched in 2022 and has grown to have 12 bike rack locations across Harrisburg and Hummelstown. Since 2022, SusqueCycle has seen an approximately 50% increase in ridership. Also, half of the fleet was recently made available for use in the winter season – allowing the MPO to address mobility needs year-round.

HATS's competitive project selection process for its regional Transportation Alternatives Set-Aside (TASA) allocation is tailored to the RTP's priorities; therefore, the TASA project eligibility criteria are limited to projects that address bicycle and pedestrian facilities, the conversion of abandoned railway corridors to trails, historic preservation and the rehabilitation of historic transportation facilities. The MPO plans to make modifications to the TASA criteria to better align with the ATP implementation goals. Since the ATP mentions facilitating bicycle and pedestrian access to parks and schools, the Federal Review Team encourages the MPO to spread awareness about the Safe Routes to School program.

Finding: HATS' multimodal and transit planning process meets the requirements of 23 CFR 450.314, 23 CFR 450.200, and 23 CFR 450.300.

The Review Team provides the following:

- **Recommendation:** The Coordinated Public Transit-Human Services Transportation Plan (coordinated plan) has not been updated in more than 5 years. In accordance with 23 CFR 450.306(h) and FTA Circular 9070.1G, Cycle and Duration of the Coordinated Plan, the Federal Review Team recommends that the MPO update the coordinated plan by re-evaluating transit gaps, needs, priorities, and the project selection process. Projects chosen for applicable funding should be added to the coordinated plan and TIP consistent with the timing of their selection.
- **Commendation:** The Review Team commends the MPO's efforts to support bicycle and pedestrian infrastructure in the region, which is informed by a data-driven approach to analyzing and identifying needs.



Public Participation and Outreach

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 MPOs to provide adequate opportunity for the public to participate in and comment on planning processes and products. 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. Public involvement in connection with the MTP is specifically addressed in 23 CFR 450.322 (g) (1) (2), (i), and (j), and specifically for the TIP in 23 CFR 450.324 (b).

Observations: The MPO adopted its current Public Participation Plan (PPP) in September 2021. The MPO is currently in the process of updating the plan. The MPO anticipates taking the plan out for public comment between July-August 2025, with an anticipated adoption date in September. The MPO noted that the PPP update cycle is typically consistent with the MTP update.

Outreach for the 2050 MTP being adopted later this year included an online survey, in-person events and stakeholder engagement through a mix of virtual and 1-on-1 meetings. The MPO also conducted outreach to plain-sect Amish & Mennonite populations in North Dauphin, West Cumberland, and Perry Counties. The outreach concerned overall transportation plans as well as specific projects (such as Exit 37 off I-81). The MPO focused on major routes used by these populations. There was a lot of crossover with the MPO's Active Transportation Plan since accommodations for these users are similar to what would be done for bicycle/pedestrian populations (a well-maintained wide shoulder, rumble strips, etc.)

The MPO noted different approaches that are taken for the TIP and MTP updates. Although the process is very similar, MTP updates are more about budgeting and prioritization, while TIP updates are more implementation-focused. As part of plan development outreach, MPO staff tries to ask directed questions to gain insight into the needs and priorities of stakeholder groups. Mass email contacts for plan and project outreach include non-profits such as churches and civic groups, Tri County Community Action, and the Perry County Economic Development Authority. Even during non-update periods, MPO staff review website traffic numbers monthly and generally look to add new techniques to further improve outreach efforts while still maintaining legacy strategies. MPO staff have traditionally been responsive to comments received from Committee members and adjusted their processes accordingly.

Looking at the content of the PPP, the Review Team noted that the major TIP amendment section of the PPP doesn't fully detail the process for the addition of an air quality (AQ) significant project to the TIP/MTP. It may be helpful for the plan to provide further details on the federal conformity determination review and approval process as well as the procedures for



providing an additional opportunity for public comment if the final MTP or TIP differs significantly from the version that was made available for public comment by the MPO.

While located in the sample public meeting notice included with the Appendix in the PPP, public participation guidelines for regular MPO meetings (virtual/in-person, requesting materials or accommodations, etc.) do not appear elsewhere in the plan. It may be helpful to include such information in the body of the plan for ease of reference by MPO staff, especially if meeting rules and procedures are not defined in other documents such as the MPO bylaws.

As part of the PPP update, the Review Team encouraged the MPO to document that affordable housing organizations and the housing community are included in outreach for the MTP update and given a reasonable opportunity to comment on the draft plan. This is a new metropolitan planning requirement introduced by the Infrastructure Investment and Jobs Act (IIJA). At the site visit, the MPO stated there is a renewed focus on affordable housing in the region from the County planning commissions, so MPO involvement is likely to increase going forward.

Finding: HATS' public involvement efforts and PPP are compliant with the federal planning regulations.

The Review Team provides the following:

- **Commendation:** The Review Team commends the MPO for its incorporation of robust public involvement into the TIP and MTP development process, including participation at local public events and outreach efforts to plain sect communities.
- **Commendation:** The Review Team commends the MPO on its responsiveness to member concerns & questions. The development of a virtual story map for the TIP amendment process that arose from a MPO meeting discussion is noteworthy.

Title VI

Regulatory Basis: Title VI of the Civil Rights Act of 1964, prohibits discrimination based upon race, color, and national origin. This is specifically stated in 42 U.S.C. 2000d. 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.



The Disadvantaged Business Enterprise Program (DBE) is a legislatively mandated U.S. Department of Transportation (USDOT) program that applies to Federal-aid highway and Federal transit dollars expended on federally assisted contracts issued by USDOT recipients. The DBE program ensures that federally assisted contracts for highway, transit and aviation projects are made available for small business concerns owned and controlled by socially and economically disadvantaged individuals. Implementation of the DBE program is guided by USDOT regulations found at 49 CFR Part 26.

FTA Circular 4702.1B provides the Title VI requirements and guidelines for Federal Transit Administration recipients.

Observations: During the desk review and site visit, the Review Team found that HATS has an approved Title VI Program document that complies with the threshold requirements of FTA Circular 4702.1B. The approved Title VI Program addresses the Corrective Action from the 2021 Certification Report.

Finding: HATS meets the requirements of Title VI of the Civil Rights Act of 1964 and FTA Circular 4702.1B.

Annual Listing of Obligated Projects

Regulatory Basis: 23 CFR 450.334 requires that the State, the MPO, and public transportation operators cooperatively develop a listing of projects for which Federal funds under 23 U.S.C. or 49 U.S.C. Chapter 53 have been obligated in the previous year. The listing must include all Federally funded projects authorized or revised to increase or decrease obligations in the preceding program year and, at a minimum, the following information for each project:

- The amount of funds requested in the TIP;
- The amount of federal funding obligated during the preceding year;
- The amount of federal funding remaining and available for subsequent years;
- Sufficient description to identify the project or phase; and
- Identification of the agencies responsible for carrying out the project or phase.

The listing of projects, including investments in pedestrian walkways and bicycle transportation facilities, must be published or otherwise be made available in accordance with the MPO's public participation criteria for the TIP within 90 calendar days of the end of the program year. According to 23 CFR 450.314, cooperative procedures among the State, the MPO, and transit



operators to submit the fund-obligation information necessary for this report should be set forth in a MPO agreement with the State and the transportation provider.

Observations: Based on the desk review and site visit, HATS uses quarterly/annual report information from PennDOT to develop the annual list of obligated projects. HATS clearly has an established process for conveying yearly information for public review. The MPO shared its most recent Annual Listing of Federally Obligated Projects report for FFY 2024 as part of the desk review. The Review Team discovered that the report is missing some of the required information in 23 CFR 450.334: the amount of Federal funds requested in the TIP, sufficient descriptive material (i.e., type of work, termini, and length) to identify the project or phase, identification of the agencies responsible for carrying out the project or phase, and the Federal funding remaining and available for subsequent years. PennDOT Central Office does provide a report from their Multimodal Project Management System (MPMS) to the MPO, but the HATS report was subsequently modified. MPO staff indicated this was done with the intent of making the report more accessible and public-friendly.

Finding: HATS broadly meets the Annual List of Obligated Projects requirements of 23 CFR 450.334.

The Review Team provides the following:

- **Recommendation:** The Review Team recommends that the MPO update the Annual Listing of Obligated Projects report to include all the information outlined in 23 CFR 450.334. This can be accomplished by first maintaining the required information from the PennDOT report and then further adding to that content to provide more clarity and improved presentation for the public. The MPO should also keep the transit project listing in the report consistent with the transit projects listed on the TIP.

Air Quality

Regulatory Basis: The air quality provisions of the Clean Air Act (42 U.S.C. 7401) and the MPO provisions of Titles 23 and 49 require a planning process that integrates air quality and metropolitan transportation planning, such that transportation investments support clean air goals. Under 23 CFR 450.324(m), a conformity determination must be made on any updated or amended transportation plan, in accordance with the Clean Air Act (CAA) and the Environmental Protection Agency (EPA) transportation conformity regulations of 40 CFR Part 93. A conformity determination must also be made on any updated or amended TIP, per 23 CFR 450.326(a).



Observations:

Conformity determinations for amendments to the Transportation Improvement Program (TIP) and the Metropolitan Transportation Plan (MTP) were prepared in order to demonstrate that mobile source emissions for each analysis year of the long-range plan adhere to all nitrogen oxide (NO_x) and particulate matter (PM_{2.5}) emissions budgets. These determinations were reviewed in accordance with the procedures and criteria of the Transportation Conformity Rule contained in 40 CFR part 93, sections 93.106, 93.108, 93.110, 93.111, 93.112, 93.113(b), and (c), and 93.118.

The MPO attends regularly scheduled interagency consultation meetings and has consistently completed past conformity determinations in a timely matter. EPA's most recent review of the HATS Federal Fiscal Year (FFY) 2025-2028 TIP and 2045 RTP concluded that the plans met all the CAA requirements to allow approval of the conformity determinations according to relevant regulations. HATS staff has a general idea of the National Ambient Air Quality Standards (NAAQS) and how the standards impact transportation conformity.

The Review Team encourages the MPO to continue coordinating with regional partners to determine emission reduction activities and making significant contributions to the future development of any new 8-hour ozone and perhaps future PM_{2.5} SIP development, including development of relevant projects that will contribute to overall improved air quality. The Review Team also encourages HATS to continue exploring innovative ways of improving the public participation process as it relates to air quality and conformity.

Finding: HATS meets the transportation conformity requirements of the CAA and the EPA transportation conformity regulations of 40 CFR Part 93.

The Review Team provides the following:

- **Commendation:** The Review Team commends the MPO on being an active participant in the continued maintenance of the region's NAAQS and efforts to improve air quality in the HATS region.



Transportation Safety

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 the metropolitan transportation planning process to be consistent with the SHSP and other transit safety and security planning.

Observations: Based on information provided during the desk review and the site visit, HATS staff indicated that they review the entire TIP for qualitative aspects (such as safety) and the results of these reviews have led to the identification and programming of safety improvement projects. HATS has taken advantage of the Safe Streets For All (SS4A) grant program to complete a Safety Action Plan, formally commit to a zero fatalities goal, and initiate a Demonstration Project based on the results of the MPO's Action Plan activities. The UPWP discusses safety initiatives like completing Road Safety Audits (RSAs) and before/after studies, but no specific documentation was provided to the Review Team.

In accordance with the new IIJA/BIL requirement established in Section 11206, HATS indicated in its FFY 2025-2027 UPWP that \$44,000 in PL dollars will be used to integrate safety planning activities into the MPO's RTP, implement recommended planning activities from the MPO Safety Action Plan, and begin work towards establishing a Complete Streets policy.

HATS indicated that safety issues are considered in every project. As indicated earlier, every project is evaluated using the MPO's Transportation Needs Form. This form scores aspects of likely needs with various safety criteria included for evaluation and scoring.

The Review Team encourages the use of a Before/After analysis of safety projects to determine what countermeasures are having the most significant impact on reducing fatalities and serious injuries in the region. The HATS RTP document has a good discussion on the MPO's safety process and PM1. At the site visit, HATS indicated that PM1 targets were considered when developing the SS4A Action Plan, as well as the high injury network and vulnerable road user plans. HATS acknowledged having a good working relationship with PennDOT District 8-0 with respect to HSIP planning; however, the Review Team encourages HATS to consider having a formal, written process similar to the one created by the York MPO.



Finding: HATS considers safety as part of its transportation planning process as required by 23 U.S.C. 134(h)(1)(B) and 23 CFR 450.306(a)(2).

Integrating Freight into the Transportation Planning Process

Regulatory Basis: 23 U.S.C. Section 134 and 23 CFR 450.306 specifically call for the need to address freight movement as part of the transportation planning process. More specifically, 23 CFR 450.316 mentions how freight transportation services, freight stakeholders, and the State Freight Plan should be included in the metropolitan transportation planning process. 23 CFR 490.607, 490.611, and 490.613 mention how freight movement on the Interstate System is assessed by the Freight Reliability measure known as the Truck Travel Time Reliability Index.

Legislation has introduced critical changes to the planning process by requiring States, MPOs, and public transportation operators to link investment priorities to the achievement of performance targets that they must establish to address performance measures in key areas such as safety, infrastructure condition, congestion, system reliability, emissions, and freight movement.

Observations: The current MPO regional freight plan was adopted in September 2017. The plan defines strategies, actions, and potential projects under five goal areas (improve freight system mobility, improve freight system operations, improve safety on the regional freight system, reduce the environmental impacts of freight movement, and support economic growth and vitality). Critical urban freight corridors (CUFC) and critical rural freight corridors (CRFC) are identified in the plan.

After the MTP, the freight plan is the next major plan scheduled to be updated by the MPO. HATS expects to complete the freight plan update by July 2026. As part of the MTP update, the MPO will convene a Freight Focus Group, which is typically composed of a mix of freight stakeholders, including PennDOT, the Pennsylvania Turnpike, Norfolk Southern, and the Harrisburg International Airport. While assisting with the MTP development, the Freight Focus Group will also serve as the starting point for the Steering Committee for the freight plan update to follow.

The MPO includes freight movement as a project pipeline category. Designated critical freight corridors that are a part of the National Highway Freight Network (NHFN) get maximum points in the scoring system. Locations within a half mile of an intermodal facility or a major freight generator are also awarded additional points. HATS is also working to integrate freight performance measures into the pipeline process. PM3 measures from the upcoming regional



CMP data hub that the region is helping to create will aid in the freight plan update. The goal of the CMP Hub is to provide a consistent data approach for all the MPOs in the PennDOT District 8-0 region and to also provide that data to the public. The hub, which is expected to be completed in the summer of 2025, will provide real-time data and congestion information. This data will help HATS to assess the relationship between freight and congestion in the region. At the site visit, the Review Team suggested that HATS consider whether a memorandum of understanding for the regional data hub might be helpful in defining roles and responsibilities among the different regional partners that will be sharing and using this data.

Finding: HATS addresses freight movement as part of the transportation planning process as federally required by 23 U.S.C. Section 134 and 23 CFR 450.306.

The Review Team provides the following:

- **Commendation:** The Review Team commends the MPO on its role in the development of a regional data CMP hub that will provide real-time data that will aid in the assessment of freight impacts.

Congestion Management Process

Regulatory Basis: 23 U.S.C. 135(j) and 23 CFR 450.322 require a Congestion Management Process (CMP) in TMAs. The CMP must be developed and implemented as a metropolitan-wide strategy for all areas of the TMA. Federal legislation allows State laws, rules, or regulations to constitute the CMP if approved by the Secretary.

23 CFR 450.322(a) states that a CMP is a systematic approach for managing congestion through a process that “provides for safe and effective integrated management and operation of the multimodal transportation system, based on a cooperatively developed and implemented metropolitan-wide strategy, of new and existing transportation facilities eligible for funding under Title 23 U.S.C., and Title 49 U.S.C. Chapter 53 through the use of travel demand reduction (including intercity bus operators, employer-based commuting programs such as a carpool program, vanpool program, transit benefit program, parking cash-out program, shuttle program, or telework program), job access projects, and operational management strategies.”

Observations: The MPO’s existing Congestion Management Process (CMP) was adopted on June 23, 2017. In the plan, 100 focus corridors and 90 intersections were ranked from highest to lowest in delay, which resulted in the identification of 17 priority congested corridors and 16 priority intersections.



Based on changes in the region that have occurred since that time, the current plan cannot effectively analyze and address congestion problems and needs since the information it contains has become outdated. For example, the data for Vehicle Miles Traveled (VMT) in the plan goes back to 2015. Warehousing developments, truck bottleneck locations, and CAT's real-time passenger data have all significantly changed over the past decade. For the current RTP, the MPO used travel time data in place of data from the CMP. Pipeline scoring was relied upon and points were also assigned based on just traffic volumes. The MPO has typically avoided capacity-adding projects as part of project selection and this type of project is not included in the pipeline scoring criteria.

The MPO plans to develop the HATS CMP update using data from the regional CMP data hub. MPO staff feels that an updated CMP, as a toolkit for a range of improvements and strategies to address congestion, can benefit the region by offering a systematic and programmatic approach to this issue. While the current CMP does look at differences in congestion between 2011-2016 on completed projects in several priority corridors, the plan does not identify an implementation schedule, implementation responsibilities, or possible funding sources for each strategy that is proposed for implementation.

Finding: HATS' CMP broadly meets the requirements of 23 CFR 450.322.

The Review Team provides the following:

- **Recommendation:** The Review Team recommends that the MPO coordinate the development of its CMP update with other transportation system management and operations activities. The CMP should include all the plan elements that are defined in 23 CFR 450.322(d).



4.0 Conclusion and Recommendations

Certification Action

As determined from the 2025 Certification Review process, the Review Team finds that the metropolitan transportation planning process conducted by the HATS MPO, SRTA, and PennDOT in the Harrisburg, PA urbanized area substantially meets the Federal planning requirements. Therefore, FTA and FHWA jointly certify the transportation planning process in the HATS MPO TMA region through August xx, 2029.

The Recommendations in this report are areas where the MPO is compliant with the statute and regulations, but where information is out-of-date or there are opportunities for improvement to fully implement the metropolitan transportation planning process. HATS should consider these Recommendations and take appropriate action. Implementing the Recommendations would improve the overall transportation planning process in a way that is consistent with the spirit and intent of the federal requirements.

Additionally, the Commendations in this report are areas where the MPO is performing well and demonstrating innovative, highly effective, and well-thought-out procedures for implementing the planning requirements.

The Recommendations and Commendations from the Certification Review are summarized in Section 1.0 Executive Summary and contained throughout Section 3.0 Observations and Findings.



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Appendix A – Site Visit Meeting Agenda



U.S. Department of Transportation
Federal Highway Administration & Federal Transit Administration

MEETING AGENDA

Harrisburg Area Transportation Study (HATS)
Transportation Management Area (TMA) Certification Review
April 9-10, 2025
Dauphin County Administration Building, 2nd floor Conference Room 214
2 S. 2nd Street, Harrisburg, PA 17101

Day 1 - Wednesday, April 9th

8:30 AM	<i>Federal Review Team Arrival</i>	FHWA/FTA
9:00 AM	Introductions and Overview of the TMA Certification Review Process	FHWA/FTA
9:30 AM	Overview of the Planning Process in the HATS TMA	HATS
10:00 AM	3-C Planning Process ▪ MOUs ▪ MPO Bylaws ▪ MPO Board Member Education Materials ▪ Documenting Roles and Processes	FHWA/FTA
10:45 AM	<i>15-minute break</i>	
11:00 AM	Long Range Transportation Plan (LRTP) ▪ LRTP Development Process & Project Selection/Prioritization ▪ Performance Measures ▪ Air Quality Consultation Process ▪ Bike and Pedestrian Planning	FHWA/FTA/EPA
12:00 PM	<i>Lunch break</i>	
1:30 PM	Transportation Improvement Program (TIP) ▪ TIP Development & Project Selection (Highway/Bridge & Transit) ○ District/MPO/Transit Roles ▪ PBPP & Transportation Performance Measures (TPM) ▪ Annual List of Obligated Projects ▪ Air Quality / Transportation Conformity	FHWA/FTA/EPA
2:45 PM	<i>15-minute break</i>	



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3:00 PM	Transit and Multimodal Planning • Transit Planning Agreements and MOUs • Transit Performance Measures & Transit Asset Management (TAM) Plan • Public Transportation Agency Safety Plan • Coordinated Public Transit – Human Services Transportation Plan	FHWA/FTA
4:00 PM	<i>Adjourn Day 1</i>	

MEETING AGENDA *(continued)*

Day 2 - Thursday, April 10th

8:30 AM	<i>Federal Review Team Arrival</i>	FHWA/FTA
9:00 AM	Public Meeting with Public Officials/MPO Board Members & General Public	ALL
10:00 AM	<i>15-minute break</i>	
10:15 AM	Follow-up Topics from Day 1	ALL
11:00 AM	Public Participation and Outreach • Public Participation Plan • Meeting Notice, Access to Information, Website • Americans with Disabilities Act (ADA) Compliance	FHWA/FTA
12:00 PM	<i>Lunch Break</i>	
1:00 PM	Safety Planning and Transportation Operations • Safety Planning & Projects, HSIP • Freight Planning • Congestion Management Process (CMP)	FHWA
2:15 PM	Flex Time for Wrapping Up Topic Discussions	FHWA/FTA
2:45 PM	Closing Remarks & Adjourn Day 2	FHWA/FTA



Appendix B – Participants

HATS TMA Certification Review Site Visit Day #1 – April 9, 2025

Harrisburg TMA Certification Review

Sign-in Sheet

Wednesday – April 9, 2025

Name	Agency	Telephone	Email address
1. <i>Vannique Bishop</i>	<i>FHWA</i>	<i>717-221-2276</i>	<i>vannique.bishop@dot.gov</i>
2. <i>JEFF PULER</i>	<i>Penn DOT 8-0</i>	<i>717-787-9272</i>	<i>JPULER@PA.GOV</i>
3. <i>CAREY MULLINS</i>	<i>Penn DOT 8-0</i>	<i>717 783 2265</i>	<i>cmullins@pa.gov</i>
4. <i>TED SHEEHE</i>	<i>PENN DOT CO</i>	<i>717-934-4191</i>	<i>edsheehe@pa.gov</i>
5. <i>Lindsey Grier</i>	<i>TCRPC</i>	<i>717-332-4375</i>	<i>lgrier@tcrpc.org</i>
6. <i>Rebecca Wenschhof</i>	<i>TCRPC</i>	<i>717-491-4758</i>	<i>rwenschhof@tcrpc-pa.org</i>
7. <i>Tanner Stroup</i>	<i>TCRPC</i>	<i>717-571-4693</i>	<i>tstroup@tcrpc-pa.org</i>
8. <i>ANDREW BOMBERGER</i>	<i>TCRPC</i>	<i>717 234 2639</i>	<i>ABOMBERGER@TCRPC-PA.ORG</i>
9. <i>DIANE MYERS-KRUG</i>	<i>TCRPC</i>	<i>717 234 2639</i>	<i>DKRUG@TCRPC-PA.ORG</i>
10. <i>Gene Porochniak</i>	<i>FHWA</i>	<i>717-221-4438</i>	<i>eugene.porochniak@dot.gov</i>
11. <i>Mark Wolanski</i>	<i>FTA</i>	<i>—</i>	<i>Mark.Wolanski@dot.gov</i>
12. <i>Gregory Beckett</i>	<i>EPA</i>	<i>413-808-5660</i>	<i>beckett.gregory@epa.gov</i>

Virtual Attendance

- David Juba, SRTA
- Rich Farr, SRTA
- Beth Nidam, SRTA



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HATS TMA Certification Review Site Visit Day #2 – April 10, 2025

Harrisburg TMA Certification Review

Sign-in Sheet
Thursday – April 10, 2025

	Name	Agency	Telephone	Email address
1.	Mark Volinski	FTA	-	Mark.Volinski@DOT.gov
2.	Vannique Bishop	FHWA		vannique.bishop@dot.gov
3.	Gene Prochniak	FHWA	(717) 221-4438	eugene.prochniak@dot.gov
4.	CAREY R. MULLINS	PennDOT District 6	717 762-2265	cmullins@pa.gov
5.	Gregory Becatt	EPH	443-801-8696	bicatt.gregory@epa.gov
6.	Ray Green	PennDOT	717 787-2358	raygreen@pa.gov
7.	William Houpt	FHWA	717-221-3411	William.Houpt@dot.gov
8.	Rebecca Wenschhof	TCRPC	717-491-4758	rwenschhof@tcrpc-pa.org
9.	Lindsay Grier	TCRPC		lgrier@tcrpc-pa.org
10.	Karen Dixon	TCRPC	717-234-2639	Kdixon@TCRPC-pa.org
11.	Tanner Stroup	TCRPC	717-571-4613	tstroup@tcrpc-pa.org
12.	Andrew Bomberger	TCRPC	717 234 2639	ABOMBERGER@TCRPC-PA.ORG

Virtual Attendance

- Ted Sheehe, PennDOT
- Jeff Puher, PennDOT



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HATS TMA Certification Review Public Meeting – April 10, 2025

Harrisburg TMA Certification Review

Public Meeting Sign-in Sheet
Thursday – April 10, 2025

	Name	Agency	Telephone	Email address
1.	Mark Wolanski	FTA	—	Mark.Wolanski@DOT.gov
2.	Ronniqne Bishop	FHWA		ronniqne.bishop@dot.gov
3.	Eugene Porochniak	FHWA	717-221-4438	eugene.porochniak@dot.gov
4.	CAREY R. MULLINS	PennDOT DISTRICT 80	717 783 2265	cmullins@pa.gov
5.	RAY GREEN	PennDOT Central	717 787 2258	raygreen@pa.gov
6.	Gregory Becoat	EPH	483-801-8696	gbecoat@gmail.com
7.	BILL HOUST	FHWA	717-221-3411	William.Houst@DOT.GOV
8.	Rebecca Wenschhof	TCRPC	717-491-4758	rwenschhof@tcrpc-pa.org
9.	Tanner Stroup	TCRPC	717-571-4693	tstroup@tcrpc-pa.org
10.	ANDREW BOMBERGER	TCRPC	717 234 2639	ABOMBERGER@TCRPC-PA.ORG
11.	Diane Ingers Krug	TCRPC	717 234 2639	dkrug@tcrpc-pa.org
12.				

Virtual Attendance

- Dorothy Reyes, General Public
- Larry Portzline, TCRPC
- Ted Sheehe, PennDOT
- Jeff Puher, PennDOT



Appendix C – Public Meeting Comments

- Ray Green, PennDOT, stated that HATS does a great job coordinating with PennDOT and other state planning partners. HATS clearly has an established process for implementing transportation planning within the Harrisburg TMA region.
- Carey Mullins, PennDOT, stated that there will always be issues with coordination between MPOs and PennDOT, but HATS goes above and beyond to make sure any issues are addressed. HATS does a great job explaining the transportation planning process to the general public.



Appendix D – List of Acronyms

3C:	Continuous, Cooperative, and Comprehensive
ADA:	Americans with Disabilities Act
ALOP:	Annual List of (Federally) Obligated Projects
AMS:	Asset Management Systems
BCA:	Benefit-Cost Analysis
BIL/IIJA:	Bipartisan Infrastructure Law / Infrastructure Investment and Jobs Act
CAT:	Capital Area Transit
CIP:	Capital Improvement Plan
CFR:	Code of Federal Regulations
CMAQ:	Congestion Mitigation and Air Quality Improvement Program
CMP:	Congestion Management Process
CRP:	Carbon Reduction Program
DBE:	Disadvantaged Business Enterprise Program
DOT:	Department of Transportation
EPA:	Environmental Protection Agency
FAST:	Fixing America's Surface Transportation Act
FHWA:	Federal Highway Administration
FTA:	Federal Transit Administration
FY:	Fiscal Year
FFY:	Federal Fiscal Year
HSIP:	Highway Safety Improvement Program
IM:	Interstate Management
ISATO:	Increasing Safe and Accessible Transportation Options
LLCC:	Lowest Life-Cycle Cost
LRTP:	Long Range Transportation Plan
MOU:	Memorandum of Understanding
MPA:	Metropolitan Planning Area
MPO:	Metropolitan Planning Organization
MTP:	Metropolitan Transportation Plan
NAAQS:	National Ambient Air Quality Standards
PBPP:	Performance-Based Planning and Programming
PennDOT:	Pennsylvania Department of Transportation
PM:	Performance Measures
PM₁₀ / PM_{2.5}:	Particulate Matter
PPP:	Public Participation Plan
PTASP:	Public Transportation Agency Safety Plan
ROP:	Regional Operations Plan



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SAFETEA-LU:	Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users
SHSP:	Strategic Highway Safety Plan
SMS:	Safety Management Systems
SRTA:	Susquehanna Regional Transit Authority
SRTP:	Susquehanna Regional Transportation Partnership
STIP:	Statewide Transportation Improvement Program
TAM:	Transit Asset Management
TASA:	Transportation Alternatives Set-Aside
TIP:	Transportation Improvement Program
TMA:	Transportation Management Area
TPM:	Transportation Performance Management
TSMO:	Transportation Systems Management and Operations
TYP:	Twelve Year Plan
UPWP:	Unified Planning Work Program
U.S.C.:	United States Code
USDOT:	United States Department of Transportation



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