



U.S. Department  
of Transportation

Federal Highway  
Administration

Federal Transit  
Administration

# **Transportation Management Area Planning Certification Review**

## **Southwestern Pennsylvania Commission**

### **Transportation Management Area**



**Final Report**

**December 15, 2021**



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## 1.0 EXECUTIVE SUMMARY

On July 14-15, 2021, the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) conducted a joint virtual Certification Review of the transportation planning process for the Pittsburgh Urbanized Area (UZA). The Certification Review meeting agenda is included as **Appendix A**. FHWA and FTA are required to jointly review and evaluate the transportation planning process for each urbanized area over 200,000 in population, also known as a Transportation Management Area (TMA), at least every four years to determine if the process meets the Federal planning requirements.

The Metropolitan Planning Organization (MPO) designated for the TMA is the Southwestern Pennsylvania Commission (SPC).

### 1.1 Previous Findings and Disposition

The FHWA and the FTA conducted the last Certification Review of the Pittsburgh UZA transportation planning process in 2017-2018, and the federal certification of this process was issued on January 24, 2018. This was the seventh Certification Review of the region. The previous Certification Review findings and their disposition are addressed in this report.

### 1.2 Summary of Current Findings

The review team has determined that the metropolitan transportation planning process conducted in the Pittsburgh Urbanized Area meets the 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), the SPC MPO, and the ten public transportation operators, including the Port Authority of Allegheny County (PAAC). There are also recommendations in this Report that warrant close attention and follow-up, as well as commendations for activities the TMA is performing well.

## Summary of Findings

Review Area	Recommendations	Commendations
<b>Continuous, Cooperative, and Comprehensive (3C) Process</b>  23 CFR 450.306(b) 23 CFR 450.314(a)	<ul style="list-style-type: none"> <li>The Review Team recommends that SPC develop standard operating procedures for how significant planning documents are developed and document how SPC's transportation planning committees function, operate and interact.</li> </ul>	<ul style="list-style-type: none"> <li>The Federal Review Team commends SPC for the updated 2019 MOU which clearly explain the roles and responsibilities for each agency and satisfies the requirements of 23 CFR 450.314(h).</li> </ul>
<b>Civil Rights/Non-Discrimination</b>  Title VI Civil Rights Act/ 42 U.S.C. 2000d  <b>Limited English Proficiency</b> Executive Order 13166  <b>Environmental Justice</b> Executive Order 12898  <b>Public Participation &amp; Outreach</b>  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)	<ul style="list-style-type: none"> <li>The Review Team recommends that SPC review the <i>FHWA Title VI Complaint Q&amp;A (Questions and Answers for Complaints Alleging Violations of Title VI of the Civil Rights Act of 1964 - Civil Rights   Federal Highway Administration (dot.gov))</i> and in consultation with FHWA, FTA, and PennDOT modify the Title VI Complaint Process to ensure consistency with these and FTA's requirements.</li> <li>The Review Team recommends that SPC explore the latest available <i>U.S. Census Bureau - ACS Table: B16001 5-Year Estimate Language Spoken At Home By Ability To Speak English For The Population 5 Years And Over</i> to aid in identifying less commonly encountered languages and to assist in development of the appropriate mix of language assistive services for its LEP Plan update. Additionally, the MPO may find it beneficial to consult with the public, non-profit organizations and other community stakeholders in assisting with the identification of less commonly-encountered languages in the region.</li> </ul>	<ul style="list-style-type: none"> <li>The Review Team commends SPC for their use of Public Participation Panels, as this is a unique and beneficial way of gathering input from the public. SPC considers diversity when appointing members to these panels, so that they may accurately reflect the population and diversity within each county.</li> </ul>



Review Area	Recommendations	Commendations
<b>Unified Planning Work Program</b>  23 CFR Part 420, Subpart A 23 CFR 450.308		<ul style="list-style-type: none"><li>The Review Team commends the MPO for including a summary of the previous Work Program's activities and accomplishments in the UPWP document, which provides a good way to track the planning activities and the work that's being done in the region in a manner that is also accessible to the public.</li></ul>
<b>Transportation Improvement Program</b>  23 U.S.C. 134(c), (h), & (j) 23 CFR 450.316 23 CFR 450.326 Title 49 U.S.C. Chapter 53	<ul style="list-style-type: none"><li>The Federal Team recognizes SPC and the PennDOT Districts are still evaluating how to best incorporate BAMS/PAMS into their planning process. The Review Team recommends PennDOT collaborate with Districts and MPOs to develop training and additional guidance on how to use BAMS/PAMS in the planning process.</li></ul>	<ul style="list-style-type: none"><li>The Review Team commends SPC for its collaborative TIP process and for developing excellent visualization tools including the TIP Process Flow Diagram, TIP Timeline, and the standalone TPM webpage.</li><li>The Federal Review Team commends SPC for the early initiation of the 2023 TIP development process for Transit Projects, which is emblematic of SPC's approach to coordination of the TIP with Transit Operators. SPC takes an active role and responsibility for the transit portion of the Pittsburgh TIP.</li></ul>
<b>Metropolitan Transportation Plan / Long Range Transportation Plan</b>  23 CFR 450.316 23 CFR 450.324 23 U.S.C. 134 (c), (h) & (i)		<ul style="list-style-type: none"><li>The Review Team commends SPC on developing a unique planning approach to document fiscal constraint and identify needs for bridges and pavements, determine illustrative tradeoffs, and examine the funding gap throughout the life of the LRTP.</li><li>The Review Team commends SPC for their development of a landslide susceptibility model and believes that this is a useful practice related to resilience as extreme weather events continue to increase in severity and frequency.</li></ul>

Review Area	Recommendations	Commendations
<b>Multimodal Planning</b>  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)		<ul style="list-style-type: none"> <li>The Federal Review Team commends the data collection and analysis included in the design of the SmartMoves ArcGIS map with respect to the transit planning layer. It serves to paint a picture of transit in the region, and makes clear that the intentional use of data will guide the future direction of transit development.</li> <li>SPC is commended for their development and implementation of the Regional Active Transportation Plan for Southwestern Pennsylvania, which includes not only a plan for the region, but also performance measures and technical guidance for municipal stakeholders.</li> </ul>
<b>Transportation Safety</b>  23 CFR 450.306 (b) 23 CFR 450.324 (h) 23 U.S.C. 134 (h) 23 U.S.C. 148	<ul style="list-style-type: none"> <li>The Review Team recommends that SPC work with PennDOT Districts to establish a formal process/timeframe to identify, study, and prioritize HSIP projects.</li> <li>The Review Team recommends that SPC incorporate Benefit-Cost analysis discussion in the Safety Action Plan for completed projects, using before and after crash data to identify which strategies may be providing the greatest benefit in the region.</li> <li>The Review Team recommends that SPC and PennDOT develop and incorporate ‘Safe System’ strategies as part of future project assessments and selection.</li> </ul>	<ul style="list-style-type: none"> <li>The Review Team commends SPC for its well-established safety program which includes the Safety Action Plan, crash trend monitoring, and active involvement in PA’s Strategic Highway Safety Plan update and various steering committees.</li> </ul>
<b>Integrating Freight into the Planning Process</b>  23 CFR 450.306 (b) (4) 23 CFR 450.306 (b) (6)	<ul style="list-style-type: none"> <li>The Review Team recommends SPC update their 2016 Regional Freight Plan due to the implementation of the FAST Act Freight Provisions and PennDOT’s development of the State Freight Plan – Comprehensive Freight Mobility Plan.</li> </ul>	<ul style="list-style-type: none"> <li>The Review Team commends SPC for their continued support of national, state, and local freight planning initiatives and activities including the semi-annual Freight Forum, truck parking roundtable, Freight Plan Advisory Group member, and Freight Work Group member.</li> <li>The Review Team commends SPC for developing a stand-alone freight plan that integrates all transportation modes (truck, rail, air, water) in the region, it identifies freight facilities and networks, it includes a</li> </ul>



Review Area	Recommendations	Commendations
		Regional Freight Action Plan, and it includes 10 County Freight Profiles for the region.
<b>Congestion Management Process/Management and Operations</b>  23 CFR 450.322 23 U.S.C. 134(k)(3)	<ul style="list-style-type: none"> <li>The Review Team recommends SPC consider expanding CMP documentation and formalizing the process by which the CMP, as well as its component corridors and strategies change over time.</li> <li>The Review Team recommends SPC consider introducing additional performance measure to its CMP which capture the impact of active mobility and transit usage.</li> </ul>	<ul style="list-style-type: none"> <li>The Review Team commends SPC's unique approach to the CMP which provides a comprehensive data platform to identify corridors of interest, track operational data and performance measures, and facilitate project selection and evaluation.</li> <li>The Review Team commend SPC's ROP which balances the diverse input and needs of stakeholders in the region, across seven thematic priorities, delivering a synergistic and strategic project portfolio.</li> <li>The Review Team commends SPC's commitment to its Regional Traffic Signal Program, which communicates a strategic, regional, and long-term approach to operational planning that deserves recognition.</li> </ul>

*Details of the 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 this special designation.

In general, the Certification Reviews consist of three primary activities: a site visit, a review of planning products (in advance of and during the site visit), and the 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 Metropolitan Planning Organization(s) (MPO), the State Department(s) of Transportation, and public transportation operator(s) in the implementation of the metropolitan transportation planning process. 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 the Certification Review reports can 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 planning activities provide FHWA/FTA with additional opportunities for this type of review and comment, including Unified Planning Work Program (UPWP) approvals, Metropolitan Transportation Plan (MTP)/Long Range Transportation Plan (LRTP) 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 interactions, provide both FHWA/FTA with an opportunity to comment on the planning process.

The cumulative results of these review efforts help to inform the Certification Review process. While the Certification Review report itself may not fully document these many intermediate and ongoing checkpoints, the “findings” of the 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 (MPA). 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 processes being reviewed, whether or not they relate explicitly to the formal “findings” of the review. To encourage public understanding and input, FHWA and FTA will continually strive 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 in population to determine if that process meets the Federal

planning requirements in 23 U.S.C. 134, 40 U.S.C. 5303, and 23 CFR 450. In 2015, the Fixing America's Surface Transportation (FAST) Act extended the minimum allowable frequency of Certification Reviews to at least every four years.

The Southwestern Pennsylvania Commission (SPC) is the designated MPO for the Pittsburgh urbanized area (UZA) as well as for the Monessen-California, PA and Uniontown-Connellsville, PA UZAs. PennDOT is the responsible State agency and there are a total of eleven public transportation operators, including the Port Authority of Allegheny County (PAAC) and SPC. Current membership of the SPC MPO consists of elected officials and citizens from the political jurisdictions in the ten southwestern Pennsylvania counties. The study area includes all of Allegheny, Armstrong, Beaver, Butler, Fayette, Greene, Indiana, Lawrence, Washington, and Westmoreland counties with the City of Pittsburgh 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 Review is also an opportunity to assist with new programs and 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**

A desk review of current documents and correspondence was completed prior to the scheduled Certification Review meeting in July 2021. In addition to the formal review, routine oversight mechanisms provide a major source of information upon which to base the certification findings. The site visit was conducted virtually from July 14-15, 2021. Participants included representatives of the FHWA Pennsylvania Division, FTA Region III, Environmental Protection Agency (EPA) Region III, SPC, PennDOT and the public transportation operators. A full list of meeting participants is included in **Appendix B**.

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:

- Continuous, Cooperative, and Comprehensive (3C) Process
- Public Participation and Outreach
- Unified Planning Work Program (UPWP)
- Transportation Improvement Program (TIP)
- Metropolitan Transportation Plan (MTP) / Long Range Transportation Plan (LRTP)
- Transportation Safety
- Integrating Freight into the Transportation Planning Process
- Congestion Management Process (CMP)/Management and Operations

### **3.2 Documents Reviewed**

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

- MPO Bylaws and Planning Agreements
- MPO staff organization chart and committee structure
- MPO website
- Unified Planning Work Program (UPWP)
- FY 2020 Annual Report of Obligated Projects
- Public Participation Plan (PPP)
- Limited English Proficiency (LEP) Plan
- Title VI Documentation
- 2021 Transportation Improvement Program (TIP)
- 2019 Long Range Transportation Plan (LRTP)
- 2016 Congestion Management Process (CMP)
- Congestion Mitigation and Air Quality Improvement (CMAQ) Performance Plan
- Air Quality Conformity documentation for the 2021 TIP
- Active Transportation Plan
- Other pertinent MPO materials to showcase how the region conducts its 3-C planning process, including safety planning, public outreach materials, visualization tools and other resources.

## **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**

SPC continues to advance the integration of performance-based planning and programming (PBPP) into its planning process and demonstrates strong collaboration with PennDOT and the regional transit operators. This collaboration is formalized in the 2019 Memorandum of Understanding (MOU) with comprehensive written provisions that clearly explain the roles and responsibilities for each agency that satisfy the requirements under 23 CFR 450.314(h). This document establishes very clear expectations and roles for each of the parties and how transit planning is conducted in the Pittsburgh urbanized area. It also documents how the region will handle the Federal Formula Sub-Allocation Process for FTA funds which SPC has taken a significant role in and that transit providers in the region clearly appreciate and wish to continue. This effort resolves the recommendation from 2017 to update the previous 2008 MOU to include PBPP.

The 2017 Review recommended that SPC consider and develop succession plans for all levels of governments involved in the SPC transportation planning process and consider what training and background materials are needed for new members of their various transportation committees. SPC has developed a New Member Information packet that outlines key information about the transportation planning process. This also includes basic information about SPC’s organizational

structure and committees. SPC maintains Bylaws which provide guidance and oversight to the operations of the SPC Commission. The Bylaws were last updated in 2012. However, SPC does not currently have a succession plan or standard operation procedures to document how the various transportation committees, such as the Transportation Technical Committee or Transit Operators Committee, function, operate and interact. At the virtual site visit, SPC staff shared that a new initiative is underway to review and document internal operating procedures. The Review Team applauds this effort which will ensure that SPC's excellent practices and institutional knowledge are documented for the future.

### **4.1.3 Findings**

#### **Commendations:**

- The Federal Review Team commends SPC for the updated 2019 MOU which clearly explains the roles and responsibilities for each agency and satisfies the requirements of 23 CFR 450.314(h).

#### **Recommendations:**

- The Review Team recommends that SPC develop standard operating procedures for how significant planning documents are developed and document how SPC's transportation planning committees function, operate and interact.

## **4.2 Civil Rights and Public Participation**

### **4.2.1 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.

Sections 134(i)(6) and 134(j)(1)(B) of Title 23 and Section 5303(i)(6) 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 contains 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, 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.

#### **4.2.2 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 delegation<sup>1</sup>; 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 specific responsibilities of subrecipients (MPOs).

The Review Team evaluated the Title VI documentation provided by SPC. The MPO has a formal Title VI Program document per the FTA Circular 4702.1B requirements. At the time of the review, SPC had not received any complaints. However, the Review Team observed that the MPO Title VI Complaint process is inconsistent with current FHWA guidance relative to the authority of subrecipients to investigate and resolve such complaints. Correspondence issued by the PA FHWA Division Office dated May 3, 2019, informed PennDOT that previous guidance related to Title VI was rescinded, and to advise subrecipients not to rely upon or reference rescinded documents. On April 11, 2019, a revised Q & A guidance was issued related to Title VI complaints. Through the Q&A, recipients and subrecipients are informed that they do not investigate complaints filed against themselves. Additionally, the guidance provides that FHWA is responsible for all decisions regarding whether a complaint should be accepted, dismissed, or referred to another agency. As this guidance was issued prior to the release of the notice relating to the rescission and subsequent formal notification was not provided, the Review Team acknowledges that the MPO may have been unaware of the revision. Accordingly, the Review Team recommends the SPC review the *FHWA Title VI Complaint Q&A* ([Questions and Answers for Complaints Alleging Violations of Title VI of the Civil Rights Act of 1964 - Civil Rights | Federal Highway Administration \(dot.gov\)](#)) and in consultation with FHWA, FTA and PennDOT modify the Title VI Complaint Process to ensure consistency with these and FTA's requirements.

The Review Team evaluated inclusion of Title VI and other nondiscrimination activities in the MPO's FY 2020-2022 UPWP. The Review Team observed that the SPC included a task in the Administration section in its UPWP. The task provides that the MPO will "Continue Environmental

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<sup>1</sup> Title 49 CFR 1.81(a)(3).



Justice and public participation activities; Implement Title VI Nondiscrimination/EJ Compliance Plan.” The Director for the MPOs Office of Communications & Public Engagement (Director) provided clarification concerning the task following the onsite visit via email. According to the Director, the task is a specific reference to the MPO’s administrative and outreach activities related to Title VI and Environmental Justice, while the plan is a broad reference to the Title VI Program. The inclusion of a Title VI related task in the UPWP is noteworthy.

The MPO informs the public of its obligation not to discriminate and the protections afforded pursuant to nondiscrimination authorities through its website and notices provided. In addition, SPC provides the notices in languages other than English, which it makes available via a variety of methods, including but not limited to: its frontline staff (bilingual), posters in public areas, and “I speak” language cards. The Review Team observed, however, that the MPO limits the number of languages it provides written translations services for based primarily on Census data. SPC noted that they were not aware of alternative data sources from which to supplement the data. Moreover, the MPO indicated that it had not received requests for translation services beyond the core languages it currently provides.

The Review Team notes that the MPO serves a community in a diverse region, where LEP persons may speak numerous languages. We also note that providing language assistance services, both oral and written, in all those languages may not be possible using in-house resources. Therefore, it is important to distinguish between establishing a system for communicating with LEP individuals who speak frequently-encountered languages (e.g. hiring bilingual staff members) versus enabling access to a telephonic interpretation service for LEP individuals who speak less commonly-encountered languages. Doing otherwise, may result in LEP individuals who speak less commonly-encountered languages being less effectively informed of or not participating in the programs offered by the MPO. Accordingly, the Review Team recommends that SPC explore the latest available [U.S. Census Bureau - ACS Table: B16001 5-Year Estimate Language Spoken At Home By Ability To Speak English For The Population 5 Years And Over](#) to aid in identifying less commonly encountered languages and to assist in development of the appropriate mix of language assistive services for its LEP Plan update. Additionally, the MPO may find it beneficial to consult with the public, non-profit organizations and other community stakeholders in assisting with the identification of less commonly encountered languages in the region.

## **Public Participation**

In SPC's 2017 Certification Review, the Review Team provided a recommendation regarding updating the mobile website, as many underserved, low income and LEP populations are more likely to rely on cell phones for internet access. SPC has completed this work on their website, and it appears very well organized and user-friendly.

The 2021 Review Team found that SPC has a meaningful approach to public participation and seeks to increase input throughout the planning process. SPC consults with tribes who have ancestral homelands in the region regarding decisions that have the possibility to affect tribal rights and interests. SPC also provides updated contact information for Tribal Liaisons within their Public Participation Plan.

Additionally, SPC maintains updated contact information for individuals, stakeholders, and interested organizations and groups by using mail and email list registrations at public meetings, as well on their website.

The MPO's Public Involvement Specialist seeks out community groups with members of traditionally underserved communities, participates in group meetings and disseminates useful information and resources through participation in these meetings.

The Review Team commends SPC's use of Public Participation Panels which is a unique and creative way to provide the public a chance to voice comments and concerns within their counties. It is noteworthy that diversity is considered when appointing members to these panels so that the panel reflects the population and interest groups within each county (including senior citizens, low-income and disabled populations, as well as racial/ethnic minorities).

### **4.2.3 Findings**

#### **Commendations:**

- The Review Team commends SPC for their use of Public Participation Panels, as this is a unique and beneficial way of gathering input from the public. SPC considers diversity when appointing members to these panels, so that they may accurately reflect the population and diversity within each county.

### **Recommendations:**

- The Review Team recommends that SPC review the *FHWA Title VI Complaint Q&A* ([Questions and Answers for Complaints Alleging Violations of Title VI of the Civil Rights Act of 1964 - Civil Rights | Federal Highway Administration \(dot.gov\)](#)) and in consultation with FHWA, FTA, and PennDOT modify the Title VI Complaint Process to ensure consistency with these and FTA's requirements.
- The Review Team recommends that SPC explore the latest available [U.S. Census Bureau - ACS Table: B16001 5-Year Estimate Language Spoken At Home By Ability To Speak English For The Population 5 Years And Over](#) to aid in identifying less commonly encountered languages and to assist in development of the appropriate mix of language assistive services for its LEP Plan update. Additionally, the MPO may find it beneficial to consult with the public, non-profit organizations and other community stakeholders in assisting with the identification of less commonly encountered languages in the region.

## **4.3 Unified Planning Work Program**

### **4.3.1 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.

### **4.3.2 Current Status**

As part of the TMA Certification Review, the Review Team examined the currently approved SPC FY 2020-2022 UPWP and determined that it substantially meets the requirements of 23 CFR 450.308, which includes the identification of planning priorities facing the TMA. The SPC UPWP is a comprehensive and well-organized document that is sufficient in tracking the major activities, tasks, budgets, and deliverables during the document's planning horizon. Especially notable is the inclusion of summaries of what has been accomplished by the MPO under the previous Work Program.

New guidance for the FY 2020-2022 Pennsylvania UPWPs was jointly developed in July 2019 by PennDOT and Pennsylvania's MPOs and Rural Planning Organizations (RPOs) with technical assistance from FHWA as part of the Planning Priorities workgroup. The goal of this collaborative effort was to create a more robust planning product. As part of this cooperative process and updated development timeline, SPC staff provided a draft of the FY 2020-2022 UPWP document to FHWA for review on November 5, 2019. After receipt and consideration of comments and feedback, the SPC Commission voted to approve the final document on January 27, 2020, and FHWA issued approval of the SPC FY 2020-2022 UPWP on May 4, 2020. At the virtual review, the MPO noted that the improvements that have been made to the UPWP Guidance and workgroup process have been very helpful.

The SPC FY 2020-2022 UPWP addresses the MPO's major planning document requirements such as the TIP, LRTP, UPWP, and Regional Safety Action Plan updates. The plan is broken down into five functional program areas: Transportation Program Development, Multimodal Transportation Planning, Transportation Operations & Safety, Data Systems & Modeling, and Outreach & Coordination. Many of the work activities and tasks in the MPO's UPWP come right out of the strategies, goals, and visions of the current LRTP (*SmartMoves for a Changing Region*). The SPC Work Program was developed collaboratively between SPC staff, PennDOT staff, county planning department staff, and transit providers across the region. The MPO relied heavily on its Transportation Technical Committee and Transit Operators Committee as the UPWP was being developed.

One of the recommendations from the 2017 Certification Review with regards to the UPWP was that the MPO consider developing roles and responsibilities for the county planning commission staff who are involved with the MPO's planning processes. At the virtual review, MPO staff indicated that this effort is currently in process as part of an organizational assessment that the MPO is undergoing. A few months ago, the MPO contracted with a consultant to do a top-to-bottom review of SPC, specifically looking at areas such as the business of the MPO, its relationships with stakeholders, and its roles and functional responsibilities. SPC expects a report from the consultant by the end of the summer, which will provide a baseline comparison against other MPOs nationally. The report will also assess how SPC is operating from an organizational standpoint, while also providing recommendations on how the MPO can improve its processes as well as the documentation supporting those processes. The Review Team was glad to hear that SPC is undertaking an effort to document successful procedures that are already in place while also looking at other ways to improve transparency, succession planning and its overall operations.

A notable task from the current FY 2020-2022 UPWP is the development of the Active Transportation Resource Center, which is an online collection of tools and resources that support local planning efforts in the region. The Resource Center was developed in conjunction with SPC's 2019 Regional Active Transportation Plan. Active transportation projects are often conceived of and delivered by community and other non-governmental groups, and the MPO wanted to create a best practices resource center that would serve as a central location for the latest information on active transportation. Stakeholders can come to this website portal, which the MPO updates frequently, for local transportation guidance and assistance.

When asked about how tasks are prioritized for the UPWP, MPO staff indicated that they take an inventory of ideas and proposals based on discussions with staff, stakeholders, and the public when they start the development process for a new UPWP. Additional input and ideas typically arise from the TIP and LRTP development processes, where stakeholder and public input can put forward corridor studies and other types of planning efforts for consideration. Proposals where input from all these sources tends to align are highly prioritized as candidate activities for the Work Program.

SPC typically has spent at least 95% of its FHWA and FTA planning funds over a five-year period. In the past, this has resulted in a 5% historical expenditure adjustment increase from PennDOT due to the MPO meeting the State's performance threshold for consistent planning fund usage. SPC also seeks supplemental planning funds to implement some of the larger planning studies that it wishes to pursue. These are often collaborative efforts that extend across planning modes and boundaries. Some recent examples include the *SmartMoves Connections: A Regional Vision for Public Transportation* project, which studied transit connections across the region, and the Route 28 corridor study, which was a multi-regional effort with the North Central and Northwest RPOs that identified forty potential multimodal improvements between Kittanning, PA and Interstate 80 (I-80) near Brookville, PA.

During the site visit, it was determined that the current UPWP document was not available on the MPO's website. However, before the site visit was even completed, SPC took action to upload the document to the Publications & Document Archive section of its website. This rapid response to the discussion during the site visit is commendable and very much appreciated by the Review Team.

### 4.3.3. Findings

#### Commendation:

- The Review Team commends the MPO for including a summary of the previous Work Program's activities and accomplishments in the UPWP document, which provides a good way to track the planning activities and the work that's being done in the region in a manner that is also accessible to the public.

## 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:

- Cover at least a four-year horizon and be updated at least every four years;
- Include surface transportation projects funded under Title 23 U.S.C. or Title 49 U.S.C. Chapter 53, except as noted in the regulations;
- List project description, cost, funding source, and identification of the agency responsible for carrying out each project;
- Maintain project consistency with the adopted MTP; and
- Be fiscally constrained.

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.

23 U.S.C. 134(h)(2)(A) states that the metropolitan transportation planning process shall provide for the establishment and use of a performance-based approach to transportation decision making to support the national goals described in section 150(b) of this title and in section 5301(c) of 49 U.S.C. 23 CFR 450.306(a) requires that MPOs, in cooperation with the State and

public transportation operators, shall develop long-range transportation plans and TIPs through a performance driven, outcome-based approach to planning for metropolitan areas of the State.

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).

#### **4.4.2 Current Status**

The SPC TIP development process provides a noteworthy example of early and continuous collaboration. This collaborative process is well documented in SPC’s TIP Process Flow Diagram and the TIP Timeline. These visualization tools provide transparency to stakeholders and the public on how the TIP is developed and opportunities for participation. Both visuals have been identified as noteworthy examples and shared in PennDOT’s General Procedural Guidance.

Throughout the TIP development process, SPC staff works closely with PennDOT Districts 10-0, 11-0, and 12-0, and County planning staff to identify carryover projects, and screen and prioritize new candidate projects. For the 2023 TIP update, SPC staff is working closely with District staff to discuss opportunities for incorporating PBPP resources and tools. PennDOT Districts have recently received outputs from the new Bridge and Pavement Asset Management Systems (BAMS/PAMS) to assist with TIP project development and screening. At the virtual site visit, challenges were identified with utilizing the BAMS/PAMS output for the 2023 TIP program update. These include technical questions on the outputs, need for additional training on how to utilize the tools in program development, balancing the outputs with engineering judgement and other regional priorities, and limited financial capacity to add any new candidate projects to the

TIP. The Federal Review Team acknowledges the challenges but is encouraged by SPC's efforts to identify specific opportunities to consider and integrate BAMS and PAMS. For example, SPC discussed its process for prioritizing investments, of which PBPP is a key factor. SPC staff stated that if projects do not have a connection to performance measures, then they are not considered for programming on the TIP. The TIP includes a checklist to demonstrate which candidate projects will likely impact the performance targets and align with LRTP goals. This consistent language between the two documents shows an effort to link regional and national goals with near-term investments.

In addition to considering PBPP as part of program development, SPC has taken extra steps to document and share the region's Performance Measure progress. In 2020, SPC published a standalone TPM webpage on its website that is regularly updated and serves as the go-to resource to find the region's performance measures and condition data. The website serves as a comprehensive PBPP resource and complements the documentation included in the TIP and LRTP. The webpage shares timely data updates, explains TPM and its connection to the Federal legislation and the PBPP requirements, and includes key definitions and useful context that clearly explains how the MPO and its planning partners collaborate on establishing and updating performance targets. Beyond this, the webpage includes "useful links" to related key planning documents, data sources, and legislation that helps make this a great one-stop resource for the public to understand TPM in the SPC region.

### **Transit**

SPC has a MOU with each transit provider in the region that identifies the roles they will each take in programming projects onto the TIP. Any public comments SPC receives from the public or other partners during project solicitation they share with the transit operators and multimodal staff at SPC. Transit operators provide a list for the TIP to SPC and together they also consult with PennDOT to finalize the list of transit projects for the list. PennDOT provides information from the capital planning tool and SPC does evaluate the past annual list of obligated projects against the TIP when evaluating what should go on the new TIP. It is clear there is a solid process and clear lines of communication back and forth between the MPO, PennDOT and the Transit operators which has led to strong relationships between the parties. The Review Team brought up that between the FY 2019-2022 and FY 2021-2024 TIPs there appeared to be many Transit projects that had not been identified for carryover to the new TIP, and SPC agreed they had noticed this as well. SPC identified different strategies they would be trying to avoid this from happening in future years and agreed with FTA's suggestion this was likely in part a consequence



of the timing of TIP project identification, grant development process, and the effects of the COVID-19 Pandemic and CARES Act funding. SPC has already kicked off the TIP development process with the transit operators for the 2023 TIP update in hopes of improving the carryover process. SPC is also evaluating the potential of running transit projects through some of the environmental screening tools and project scoping tools used for the Highway Bridge TIP projects.

**Commendations:**

- The Review Team commends SPC for its collaborative TIP process and for developing excellent visualization tools including the TIP Process Flow Diagram, TIP Timeline, and the standalone TPM webpage.
- The Federal Review Team commends SPC for the early initiation of the 2023 TIP development process for Transit Projects, which is emblematic of SPC's approach to coordination of the TIP with Transit Operators. SPC takes an active role and responsibility for the transit portion of the Pittsburgh TIP.

**Recommendation:**

- The Federal Team recognizes SPC and the PennDOT Districts are still evaluating how to best incorporate BAMS/PAMS into their planning process. The Review Team recommends PennDOT CO work with Districts and MPOs to develop training and additional guidance on how to use BAMS/PAMS in the planning process.

## **4.5 Metropolitan Transportation Plan / Long Range Transportation Plan**

### **4.5.1 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 in the plan and that it includes both long and short term strategies that lead to the development of an integrated and multimodal system to facilitate the safe and efficient movement of people and goods in addressing current and future transportation demands.

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 system's 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 all of the following:

- Current and projected transportation demand
- Existing and proposed transportation facilities
- A description of the performance measures and performance targets used in assessing the performance of the transportation system
- A system performance report that evaluates the condition and performance of the transportation system with respect to the performance targets
- Operational and management strategies
- Consideration of the results of the congestion management process
- Assessment of capital investment and other strategies to preserve transportation infrastructure and provide for multimodal capacity
- Transportation and transit enhancement activities
- Design concept and design scope descriptions of all existing and proposed transportation facilities
- Discussion of potential environmental mitigation activities and potential areas to carry out these activities
- A financial plan that demonstrates how the adopted transportation plan can be implemented
- Pedestrian walkway and bicycle transportation facilities

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 MTP. The MPO is also required to respond to public input received during the development of the MTP. If for some reason the final MTP 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.

23 U.S.C. 134(i)(2)(D) and 23 CFR 450.324(f)(10) detail the environmental mitigation that should be set forth in connection with the MTP. The MTP's discussion of environmental mitigation activities should include those activities that may have the greatest potential to restore and maintain the environmental functions affected by the Plan. The MPO should develop this discussion in consultation with applicable Federal, State, and Tribal land management, wildlife, and regulatory agencies.

#### **4.5.2 Current Status**

SPC adopted their current LRTP, *SmartMoves for a Changing Region (SmartMoves)*, on June 24, 2019. The document adequately meets the regulatory LRTP requirements per 23 CFR 450.324. The development for *SmartMoves* began in July 2017 with the SPC Executive Committee which worked together to initiate the creation of the Long Range Plan Task Force. This task force comprised of diverse expertise some of which included the Green Building Alliance, the business community, local planning directors, and Carnegie Mellon University. Their collaboration ensured a regional approach to LRTP development.

In addition to a regional approach, SPC's intent for *SmartMoves* was to be more vision focused which resulted in a more concise, legible document and expressed the more routine and/or technical updates and details in the appendices (such as existing conditions and fiscal constraint). The document expanded the *SmartMoves* vision into three main goals and 24 strategy areas which were from outcomes of the widespread, comprehensive public engagement process that SPC conducted from March 2018 to June 2019. This public engagement process ensured various opportunities were available for interested parties to participate. Such opportunities included the Public Participation Panels and public meetings, workshops, expert resource panels, scenario planning exercises, surveys, and the 30-day public comment period.

SPC developed the expert resource panels (based on direction from the Long Range Plan Task Force) to analyze and inspect trends and impacts to the region. Because this role of the expert resource panels is significant, the Review Team encourages SPC to continue consultation with the panel for future updates and as the region examines trends from the 2020 Census. Also noteworthy are the Public Participation Panels which held meetings in each of the 10 counties in the region. The Public Participation Panels included more than 300 individuals who reflected the

diversity, needs, and concerns of the region. This is a great example of regional collaboration and coordination with the public and topic experts and further demonstrates the 3C transportation planning process.

To add to the visionary focus of the LRTP, the document displayed illustrations of potential projects in the region. Some illustrations included renderings of green infrastructure, solar energy enhancements, mixed used transit-oriented development, broadband infrastructure, transit connectivity, active transportation, and corridor enhancements that demonstrate equity between all user types and modes. These illustrations connected the LRTP with the priorities that were established from the public engagement process. Another visualization tool that SPC used was mapping through the ArcGIS online platform in the form of Story Maps. The Story Maps supplemented the *SmartMoves* LRTP and included links to interactive Story Maps which provided more details about various projects and analyses such as their environmental justice analysis and PEL elements within the LRTP.

When it comes to project implementation, SPC used a unique and commendable approach to demonstrate fiscal constraint. By using planning level estimates, the MPO examined their annual regional asset management goals for achieving a state of good repair for bridges and pavements. The outcomes of this method still reflected the same goals as BAMS and PAMS and it allowed SPC to anticipate impacts of the funding gap and determine illustrative tradeoffs throughout different stages of the LRTP. This unique planning approach aided the MPO in creating a sustainable funding strategy as well as in communicating the needs and funding gap impacts to the public and local officials.

Looking ahead to SPC's next LRTP update in 2023, the MPO will continue to use the strategies and tools for public involvement as described in their Public Participation Plan. SPC mentioned that the next LRTP update will have the same visionary spirit behind the development and there will be a continued focus on regional priorities, namely equity, climate, public transportation, and broadband infrastructure.

### **Resiliency Planning**

Overall, SPC has shown that they consider resiliency throughout the planning process. The LRTP includes integrated mapping showing planned projects compared to indicators of future vulnerabilities, such as floodplain and flooded road closure data. Within Allegheny County, SPC

has used data and work completed by PennDOT in the Extreme Weather Vulnerability Study to conduct advanced analysis showing road segments with future high risk for flooding.

SPC staff has also developed a landslide susceptibility model and is already utilizing data from the model in certain parts of the region. This model is based on a variety of information such as soil type, slope stability, vegetation, and rainfall. This is a creative and noteworthy practice pertaining to resilience, as this region is prone to landslides which can cause tremendous damage as well as road closures and delays.

Across the region, SPC is also encouraging the use of green infrastructure to adapt to the increased frequency of severe weather events and their impacts. Specifically, SPC develops a quarterly brochure that highlights funding streams and programs throughout the state to help local governments procure funding for future green infrastructure projects.

#### **4.5.3 Findings**

##### **Commendation:**

- The Review Team commends SPC on developing a unique planning approach to document fiscal constraint and identify needs for bridges and pavements, determine illustrative tradeoffs, and examine the funding gap throughout the life of the LRTP.
- The Review Team commends SPC for their development of a landslide susceptibility model and believes that this is a useful practice related to resilience as extreme weather events continue to increase in severity and frequency.

## **4.6 Multimodal Planning**

### **4.6.1 Regulatory Basis**

Section 5303 of Title 49 and Section 134 of Title 23 requires that the transportation planning process in metropolitan areas consider all modes of travel in the development of their plans and programs. Federal regulations cited in 23 CFR 450.306 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 CFR 450.310(d)(3) requires that representation by operators of public transportation be added to this list of officials. The final rule establishes that every MPO that serves an area designated

as a TMA must include an official (or officials) who is formally designated to represent the collective interests of the operators of public transportation in the MPA and will have equal decision-making rights and authorities as other officials on its policy board. However, 23 CFR 450.310(d)(4) notes that “nothing in this section shall be construed to interfere with the authority, under any State law in effect on December 18, 1991, of a public agency with multimodal transportation responsibilities...”.

49 CFR Part 625 of the FTA Final Rule defines the term state of good repair and establishes minimum Federal requirements for transit asset management (TAM) that will apply to all recipients and subrecipients of Chapter 53 funds that own, operate, or manage public transportation capital assets. The Final Rule also requires public transportation providers to develop and implement TAM plans, which must include an asset inventory, a conditions assessment of inventoried assets, and a prioritized list of investments to improve the state of good repair of the capital assets.

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 450.200, 23 CFR 450.300, 23 U.S.C. 134(h), and 135(d) 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 into their transportation plans to ensure the operability of an intermodal transportation system.

23 CFR 450.306(a) requires that the metropolitan planning process "address the following factors... (2) Increase the safety for motorized and non-motorized users; (3) Increase the security of the transportation system for motorized and non-motorized users; and (6) Enhance the integration and connectivity of the transportation system, across and between modes..."

23 CFR 450.322(f) requires that metropolitan transportation plans "...shall, at a minimum, include...existing and proposed transportation facilities (including major roadways, transit, multimodal and intermodal facilities, pedestrian walkways and bicycle facilities, and intermodal connectors that should function as an integrated metropolitan transportation system)."

23 CFR 450.316(a) requires that "the MPOs shall develop and use a documented participation plan that defines a process for providing...representatives of users of pedestrian walkways and

bicycle transportation facilities, and representatives of the disabled, and other interested parties with reasonable opportunities to be involved in the metropolitan planning process."

#### **4.6.2 Current Status**

##### **Transit:**

The Port Authority of Allegheny County is the designated recipient for transit funding apportioned through FTA Programs, but the funding is split up among other transit providers through the designated standing committee, the Transit Operators Committee, to the apparent satisfaction of all the transit operators and planning partners. This collaboration appears to make the allocation of this money a smooth process that makes all of the transit operators feel they have a seat at the table.

SPC has developed action plans with each of the ten transit providers in the region which shows the level of support and technical assistance they have been able to offer transit providers in the Pittsburgh area. It is clear SPC does try to integrate Transit Projects and planning into all aspects of planning in the Pittsburgh region. One example of this could be seen in the SPC *SmartMoves Connections* ArcGIS map where they incorporated a transit connections layer that showed transit, and indicated potential hub points and areas ripe for transit expansion or development. This represented excellent data collection and visual integration, but also showed the intention to use this data moving forward. It appears the data was collected with its potential use in mind as it was collected and mapped out which helps inform planning across the region.

##### **Active Transportation**

The 2019 Regional Active Transportation Plan for Southwestern Pennsylvania (ATP) is a comprehensive planning document that combines both planning-related and technical guidance for non-motorized travel. The development of the ATP was in response to an identified need to

address multimodal transportation planning in the region and is consistent with the policy goals of SPC's Long Range Transportation Plan.

SPC conducted extensive outreach to a variety of stakeholders to gather feedback on existing and desired active transportation opportunities, as well as collected and reviewed data relating to safety, demographics, and facility inventories.

The ATP includes a series of performance measures through which SPC can utilize data to track measurable outcomes – the results of which can then be used to determine necessary updates to the ATP. Further, SPC holds quarterly Active Transportation Forums which provide a venue for discussing efforts and opportunities.

As part of this discussion, SPC described their use of demographic data/mapping to better inform their planning activities, including when analyzing potential equity issues. Currently, SPC has mapped Allegheny County as part of this effort, but the expectation is for data from all counties within the region to be mapped.

#### **4.7.3 Findings**

##### **Commendations:**

- The Federal Review Team commends the design, data collection, and analysis included in the *SmartMoves Connections* ArcGIS map with respect to the transit planning layer. It serves to paint a picture of transit in the region, and makes clear that the intentional use of data will guide the future direction of transit development.
- SPC is commended for their development and implementation of the Regional Active Transportation Plan for Southwestern Pennsylvania, which includes not only a plan for the region, but also performance measures and technical guidance for municipal stakeholders.



## **4.7 Transportation Safety**

### **4.7.1 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, the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (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.

### **4.7.2 Current Status**

The Review Team evaluated safety planning efforts underway in the SPC region through the LRTP, TIP, and traffic and safety studies.

During the review process, it was recognized that SPC has made a significant effort to prepare and maintain a Safety Action Plan that includes information on historical crash data and high crash areas, the Road Safety Audit process and discussion on transportation Performance Measures targets.

To enhance the effectiveness of safety project development and strategies, an analysis of previously completed safety projects can be completed that evaluates both before and after crash data along with actual project costs to better understand what types of projects and countermeasures are having the greatest effect on safety. In addition, a regional documented HSIP project development process between SPC and the PennDOT Districts would benefit future planning and programming efforts. This process may vary by District. A documented process(es) between SPC and the PennDOT Districts would create more transparency and also help ensure that SPC remains an active participant in safety project planning and development. (The Review

Team recognizes PennDOT's Publication 638 contains a general timeline for HSIP project development and submission.)

The Road Safety Audit (RSA) process developed by SPC is a great framework for improving safety project review and analysis. A formal RSA, with a variety of participants with specific local knowledge, can provide background information that is not typically identified through engineering analysis. Informal RSA's can also be a benefit prior to detailed studies as they can help to determine project sites that are good candidates or those that may have barriers that could negatively impact any future project development. The FHWA PA Division recognizes the benefits that can be realized and offers its assistance with either formal or informal RSA's when requested.

#### **4.7.3 Findings**

##### **Commendations:**

- The Review Team commends SPC for its well-established safety program which includes the Safety Action Plan, crash trend monitoring, and active involvement in PA's Strategic Highway Safety Plan update and various steering committees.

##### **Recommendations:**

- The Review Team recommends that SPC work with PennDOT Districts to establish a formal process/timeframe to identify, study, and prioritize HSIP projects.
- The Review Team recommends that SPC incorporate Benefit-Cost analysis discussion in the Safety Action Plan for completed projects, using before and after crash data, to identify which strategies may be providing the greatest benefit in the region.
- The Review Team recommends that SPC and PennDOT develop and incorporate 'Safe System' strategies as part of future project assessments and selection.

## **4.8 Integrating Freight into the Transportation Planning Process**

### **4.8.1 Regulatory Basis**

The FAST Act specifically calls for the need to address freight movement as part of the transportation planning process (Reference: 23 U.S.C. Section 134 and 23 CFR 450.306).

The FAST Act left the basic framework of the planning process largely untouched. However, the statute 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 would establish to address performance measures in key areas such as safety, infrastructure condition, congestion, system reliability, emissions, and freight movement.

#### **23 U.S.C. 134(a) Metropolitan transportation planning section indicates that:**

It is in the national interest to encourage and promote the safe and efficient management, operation, and development of surface transportation systems that will serve the mobility needs of people and freight and foster economic growth and development within and between States and urbanized areas, while minimizing transportation related fuel consumption and air pollution through metropolitan and Statewide transportation planning processes identified in this chapter; and encourage the continued improvement and evolution of the metropolitan and Statewide transportation planning processes by MPOs, State departments of transportation, and public transit operators as guided by the planning factors identified in subsection (h)(as shown below) and section 135(d).

Three of the ten planning factors identified within Title 23 U.S.C. include freight-related provisions that should be addressed as part of the metropolitan and Statewide transportation planning process as follows (Reference: 23 U.S.C. 134(h) and 23 CFR 450.306).

23 CFR 450.306 (b) (4) and (6) state that the metropolitan transportation planning process should provide for the consideration and implementation of projects, strategies and services that address increasing accessibility and mobility of people and freight while enhancing the integration and connectivity of the transportation system, across and between transportation modes, for people and freight.

As part of the MPO participation planning requirements under 23 U.S.C. Section 134, the SAFETEA-LU consultation requirements were expanded in order to include freight shippers, who

are providers of freight transportation services, as interested parties that should be provided a reasonable opportunity to comment on MTPs and TIPs (Reference: 23 U.S.C. Section 134 and 23 CFR 450.316).

23 CFR 450.316(b) In developing MTPs and TIPs, the MPO should consult with agencies and officials responsible for other planning activities within the MPA that are affected by transportation (including State and local planned growth, economic development, environmental protection, airport operations, or freight movements) or coordinate its planning process (to the maximum extent practicable) with such planning activities. In addition, MTPs and TIPs shall be developed with due consideration of other related planning activities within the metropolitan area.

23 CFR 450.316(d)(4)(vi) 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 including: appropriate (metropolitan) portions of the State Freight Plan (MAP-21 § 1118);

23 CFR 490.607- The performance measure to assess freight movement on the Interstate System is the: Truck Travel Time Reliability (TTTR) Index (referred to as the Freight Reliability measure).

23 CFR 490.611(a)- The State DOT shall calculate the TTTR Index metric (referred to as the TTTR metric) for each Interstate System reporting segment in accordance with the following...

23 CFR 490.611(b)- Starting in 2018 and annually thereafter, State DOTs shall report the TTTR metrics, as defined in this section, in accordance with the HPMS Field Manual by June 15th of each year for the previous year's Freight Reliability measures.

23 CFR 490.613- The purpose of this subpart is to implement the requirements of 23 U.S.C. 150(c)(6) to establish performance measures for State Departments of Transportation (State

DOTs) and the Metropolitan Planning Organizations (MPOs) to use to assess the national freight movement on the Interstate System.

**23 CFR part 450 and 490 include freight-related terms and definitions:**

23 CFR 450.104- The term “freight shippers” means any entity that routinely transport cargo from one location to another by providers of freight transportation services or by their own operations, involving one or more travel modes.

23 CFR 450.104- The term “provider of freight transportation services” means any entity that transports or otherwise facilitates the movement of goods from one location to another for others or for itself.

23 CFR 490.101- “National Performance Management Research Data Set (NPMRDS)” means a data set derived from vehicle/passenger probe data (sourced from Global Positioning Station (GPS), navigation units, cell phones) that includes average travel times representative of all traffic on each mainline highway segment of the National Highway System (NHS), and additional travel times representative of freight trucks for those segments that are on the Interstate System. The data set includes records that contain average travel times for every 15 minutes of every day (24 hours) of the year recorded and calculated for every travel time segment where probe data are available. The NPMRDS does not include any imputed travel time data.

**4.8.2 Current Status**

SPC continues to be a strong champion of integrating freight in the transportation planning process. SPC supports national, state, and local freight planning processes that includes a semi-annual Freight Forum, conducting a FHWA truck parking roundtable, providing technical assistance to PennDOT in the development of the MPO/RPO Regional Freight Plan Guidance, participating on PennDOT’s Freight Plan Advisory Group, and participating on PennDOT’s Freight Work Group.

In December 2016, SPC’s proactiveness lead to the development of a stand-alone Regional Freight Plan. The freight plan was prepared in advance of upcoming FAST Act legislation, which would contain specific freight provisions for states and metropolitan areas to incorporate in their transportation planning processes. The plan does a very good job of integrating the region’s transportation modes (truck, rail, air, water). It identifies freight facilities and freight networks,

includes a Regional Freight Action Plan, and includes 10 County Freight Profiles for each county member.

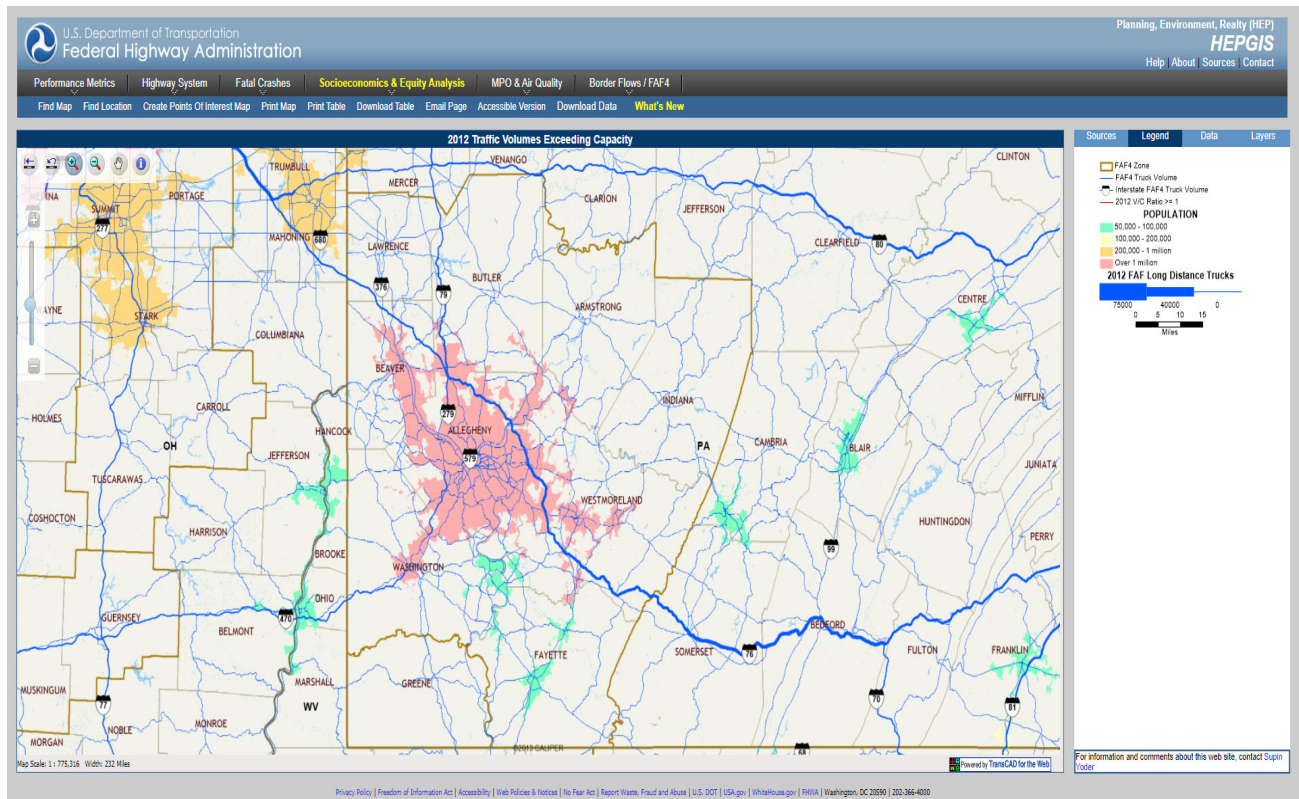
The Review Team recommends SPC update their Regional Freight Plan from December 2016. This is recommended primarily due to the enactment of the FAST Act Freight Provisions and PennDOT's State Freight Plan – Comprehensive Freight Mobility Plan update. The Review Team suggests SPC utilize the framework contained in 49 U.S.C. 70202 which lists ten (10) required elements that all State Freight Plans must address for each of the transportation modes, which are listed below. Not all elements will apply to SPC as their plan is updated, such as a freight investment plan, but may provide insight into areas that were not considered in the 2016 plan.

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.

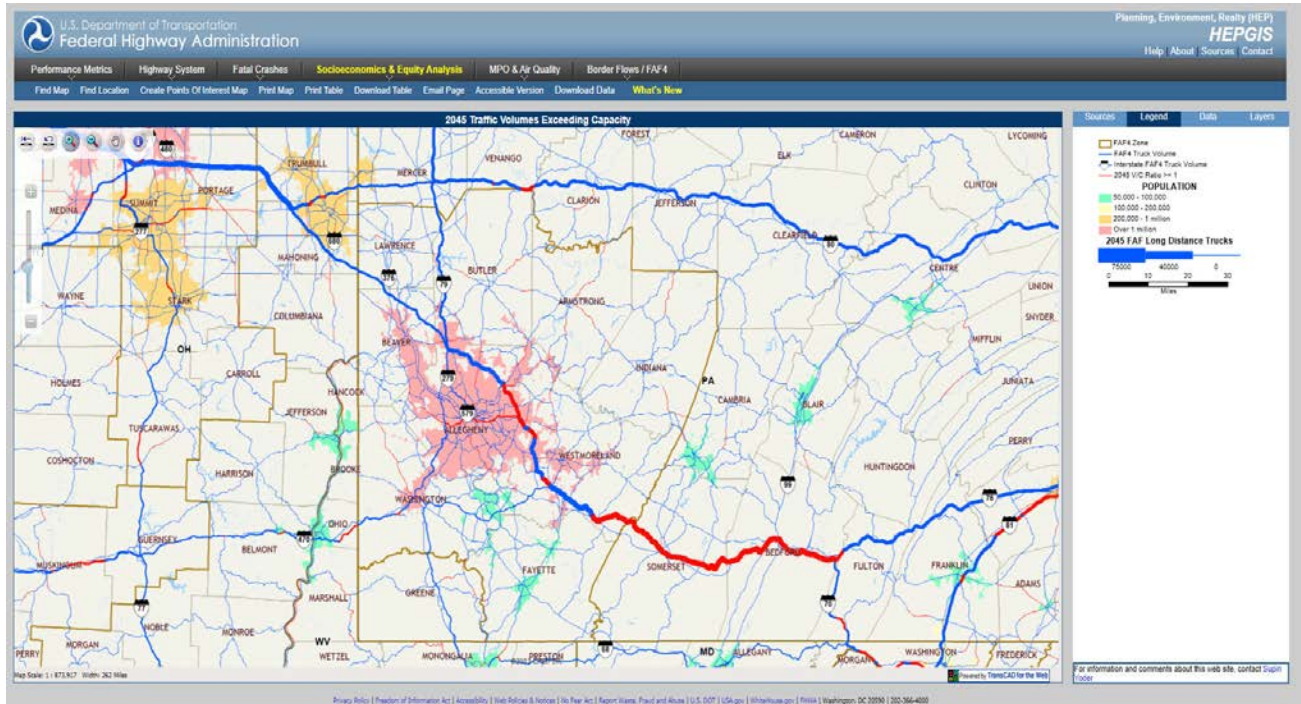
Four maps from FHWA's Planning, Environment, Realty (HEP) GIS web-based application are included in this report to compare the SPC region's 2012 Traffic Volumes Exceeding Capacity, 2045 Traffic Volumes Exceeding Capacity, 2012 Long Distance Truck Network Flow, and 2045 Long Distance Truck Network Flow. These are generated by FHWA's Freight Analysis Framework (FAF) Version 4 and the data identifies traffic volumes, bottleneck locations, and truck network flows for years 2012 and 2045. The data is downloadable and may be useful for SPC is updating their regional freight plan network and data analysis.

## 2012 Traffic Volumes Exceeding Capacity

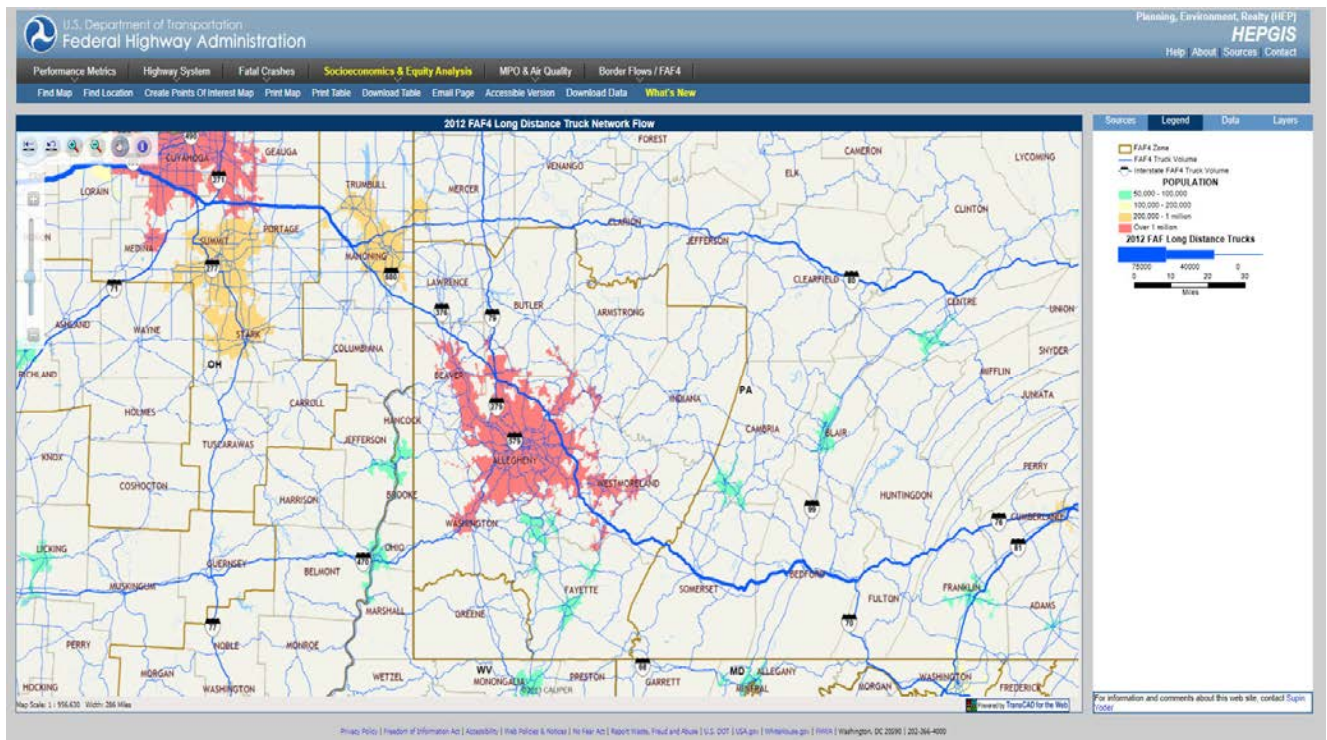




## 2045 Traffic Volumes Exceeding Capacity

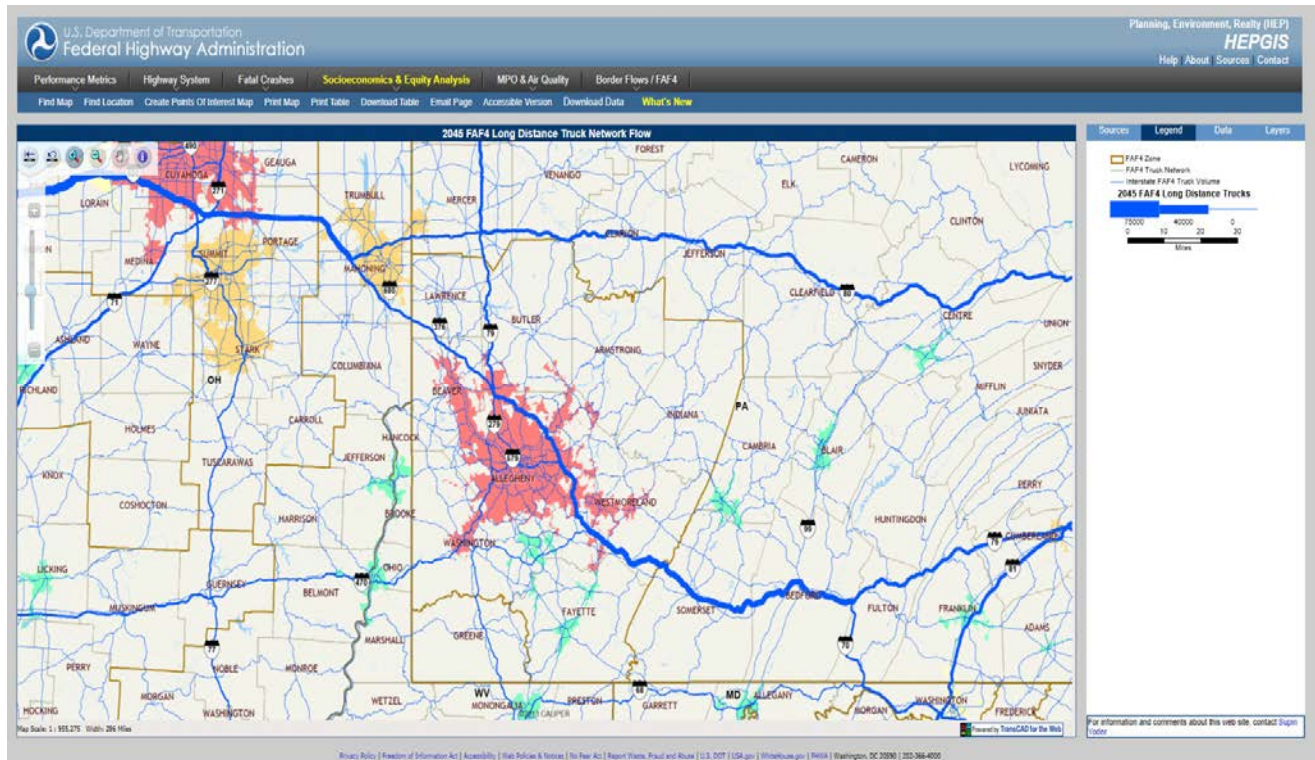


## 2012 FAF4 Long Distance Truck Network Flow





## 2045 FAF4 Long Distance Truck Network Flow



Additionally, truck value data is included in this report to assist SPC's freight planning efforts for their regional freight corridors. Major truck corridors in the SPC region include Interstates 70, 79, 80, 279, and 376. NHS routes include State Routes (SR) 22, 43, and 422. The table below reflects the current truck percentages within those corridors.

### Current SPC Truck Values for the I-70, I-79, I-80, I-279, and I-376 segments.

Type	I-70	I-79	I-80	I-279	I-376
Average from Truck Data ( <i>ADTT value</i> )	28.7%	17.4%	41.5%	6.2%	8.0%
Average from DVMT ( <i>calculating the DVMT for the ADTT - Section length * ADTT</i> )	29.2%	17.4%	41.5%	6.2%	8.0%
Median from Truck Data ( <i>ADTT values from lowest to smallest and finding the exact middle</i> )	32.4%	18.0%	41.5%	6.1%	7.8%

**Current SPC Truck Values for the SR 22, SR 43, and SR 422 segments.**

Type	SR 22	SR 43	SR 422
Average from Truck Data ( <i>ADTT value</i> )	14.5%	11.2%	12.9%
Average from DVMT ( <i>calculating the DVMT for the ADTT - Section length * ADTT</i> )	14.5%	9.1%	12.8%
Median from Truck Data ( <i>ADTT values from lowest to smallest and finding the exact middle</i> )	15.0%	8.9%	13.7%

### 4.8.3 Findings

**Commendations:**

- The Review Team commends SPC for their continued support of national, state, and local freight planning initiatives and activities including the semi-annual Freight Forum, truck parking roundtable, Freight Plan Advisory Group member, and Freight Work Group member.
- The Review Team commends SPC for developing a stand-alone freight plan that integrates all transportation modes (truck, rail, air, water) in the region, it identifies freight facilities and networks, it includes a Regional Freight Action Plan, and it includes 10 County Freight Profiles for the region.

**Recommendations:**

- The Review Team recommends SPC update their 2016 Regional Freight Plan due to the implementation of the FAST Act Freight Provisions and PennDOT's development of the State Freight Plan – Comprehensive Freight Mobility Plan.

## 4.9 Congestion Management Process/Management and Operations

### 4.9.1 Regulatory Basis

A CMP applies to transportation management areas (TMAs) and 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.” [23 CFR 450.322 (a)]

Federal legislation and regulations require a CMP in TMAs (23 U.S.C. 134(k)(3); also see 23 CFR 450.322 (a)).

Federal legislation allows State laws, rules, or regulations to constitute the CMP if approved by the Secretary (23 U.S.C. 135(j); also see 23 CFR 450.322 (g)).

23 CFR 450.322(d) mandates that the CMP shall include:

- Methods to monitor and evaluate the performance of the multimodal transportation system, identify the causes of recurring and non-recurring congestion, identify and evaluate alternative strategies, provide information supporting the implementation of actions, and evaluate the effectiveness of implemented actions;
- Definition of congestion management objectives and appropriate performance measures to assess the extent of congestion and support the evaluation of the effectiveness of congestion reduction and mobility enhancement strategies for the movement of people and goods. Since levels of acceptable system performance may vary among local communities, performance measures should be tailored to the specific needs of the area and established cooperatively by the State(s), affected MPO(s), and local officials in consultation with the operators of major modes of transportation in the coverage area, including providers of public transportation;
- Establishment of a coordinated program for data collection and system performance monitoring to define the extent and duration of congestion, to contribute in determining the causes of congestion, and evaluate the efficiency and effectiveness of implemented actions. To the extent possible, this data collection program should be coordinated with existing data

sources (including archived operational/ITS data) and coordinated with operations managers in the metropolitan area;

- Identification and evaluation of the anticipated performance and expected benefits of appropriate congestion management strategies that will contribute to the more effective use and improved safety of existing and future transportation systems based on the established performance measures. The following categories of strategies, or combinations of strategies, are some examples of what should be appropriately considered for each area:

- Demand management measures, including growth management and congestion pricing
- Traffic operational improvements
- Public transportation improvements
- ITS technologies as related to the regional ITS architecture
- Where necessary, additional system capacity

- Identification of an implementation schedule, implementation responsibilities, and possible funding sources for each strategy (or combination of strategies) proposed for implementation; and

- Implementation of a process for periodic assessment of the effectiveness of implemented strategies, in terms of the area's established performance measures. The results of this evaluation shall be provided to decision-makers and the public to provide guidance on selection of effective strategies for future implementation.

Federal statute 23 U.S.C. 134 (h)(1)(G), requires the metropolitan planning process to include the consideration of projects and strategies that will: promote efficient system management and operation;

Federal statute 23 U.S.C. 134(i)(2)(F), which provides the basis for 23 CFR 450.324(f)(5), specifies that: Operational and management strategies to improve the performance of existing transportation facilities to relieve vehicular congestion and maximize the safety and mobility of people and goods.

#### **4.9.2 Current Status**

The CMP currently defines 113 corridors totaling 650 miles in length and facilitates implementation of 25 congestion management strategies, evaluated with six major performance

measures. However, the Review Team noted the number of corridors and total length are not consistent in every document, such as the UPWP and CMP website. The CMP is presented to stakeholders as a comprehensive online map tool, which allows for convenient and up-to-date identification of corridors, their recommended strategies, and includes relevant performance data. SPC first identified corridors suitable for congestion management in 1995, in cooperation with a task force of transportation professionals from the region. Since its creation, the CMP has been updated and adjusted to better address changing network needs over time. A comprehensive review of the corridor set was completed in the 2018-2020 UPWP, and further review of mitigation strategies will be performed in the 2020-2022 UPWP. Corridors are further subdivided into nodes and segments to facilitate data collection and operational analysis. To meet the unique characteristics of each corridor, the CMP includes 25 strategies for managing congestion, across the four categories of Demand Management, Modal Options, Operational Improvements, and Capacity improvements. To identify congested corridors, and measure the operational impact of implemented strategies, travel data is collected through Bluetooth and probe (NPMRDS/PennDOT). This data is associated with six major performance measures, including the two System Performance measures of PM3. The addition of performance measures which better capture the network benefits of transit usage and active mobility travel, would complement the thoughtful focus on these priorities in the Regional Operations Plan (ROP).

The ROP identifies SPC's regional approach to traffic operations, facilitates the implementation of TSMO strategies, and prioritizes future operational studies and initiatives. The ROP is updated every four years, as part of the UPWP and shaped by stakeholder input, discussion, and voting on project selection. The current ROP identifies seven priorities for the region: Traffic Signals, Traffic Incident Management, Traveler Information, Institutional Coordination, Multimodal Connectivity, Freeway & Arterial Operations and Freight Management. In its project selection, the ROP balances all these priorities, as well as expanding ITS infrastructure in the region. Neither the ROP or the CMP documentation identify performance targets for individual corridors, or present evaluation of any strategy's effectiveness. Developing a stronger linkage between the CMP, ROP, and the operational objectives for the region could be of benefit.

Based on the information in the ROP and the development of several ITS regional projects, the Review Team requested SPC update their ITS regional architecture. SPC stated that an update is due for the ITS architecture and they will use FHWA's latest guidance and software applications.

The new architecture will be integrated with SPC's GIS Screening tool. To assist SPC in this effort, FHWA has included resource information below for ITS architecture:

- USDOT - The Architecture Reference for Cooperative and Intelligent Transportation (ARC-IT version 9.0) provides a common framework for planning, defining, and integrating intelligent transportation systems. It is a mature product that reflects the contributions of a broad cross-section of the ITS community (transportation practitioners, systems engineers, system developers, technology specialists, consultants, etc.). <https://local.iteris.com/arc-it/>.
- Regional Architecture Development for Intelligent Transportation (RAD-IT) focuses in on regional planning and the development of Operations Concepts, the high-level enterprise and physical views. It requires an understanding of the stakeholder community and the ITS services that are provided and planned for in the region. RAD-IT is a direct replacement for Turbo Architecture, and provides all of the functionality included in that tool with a more modern user interface, ARC-IT content and the linkages necessary to support future evolution of the toolset.
- The Systems Engineering Tool for Intelligent Transportation (SET-IT) picks up where RAD-IT leaves off. SET-IT is project-focused, and ideally applied to individual project deployments with scope constrained by project definitions specified in the regional architecture. SET-IT is a graphical tool, providing the user with visual feedback and tools necessary to manipulate service package physical and enterprise diagrams, develop communications stack templates, specify standards at all protocol layers, and export that information in a variety of forms and formats.

The Review Team offers any technical assistance with the update to the Regional ITS Architecture.

#### **4.9.3 Findings**

##### **Commendations:**

- The Review Team commends SPC's unique approach to the CMP which provides a comprehensive data platform to identify corridors of interest, track operational data and performance measures, and facilitate project selection and evaluation.
- The Review Team commend SPC's ROP which balances the diverse input and needs of stakeholders in the region, across seven thematic priorities, delivering a synergistic and strategic project portfolio.

- The Review Team commends SPC's commitment to its Regional Traffic Signal Program communicates a strategic, regional, and long-term approach to operational planning that deserves recognition.

**Recommendations:**

- The Review Team recommends SPC consider expanding CMP documentation and formalizing the process by which the CMP, as well as its component corridors and strategies change over time.
- The Review Team recommends SPC consider introducing additional performance measure to its CMP which capture the impact of active mobility and transit usage.

## **5.0 CONCLUSION**

The Review Team finds that the metropolitan transportation planning process conducted in the Pittsburgh urbanized area meets the Federal planning requirements.

As a result of this review, FHWA and FTA are jointly certifying the transportation planning process in the region, which is conducted by PennDOT, SPC MPO, and the eleven public transportation operators, including SPC and PAAC.

There are recommendations in this Report that warrant close attention and follow-up, as well as commendations for activities the TMA is performing well.



## APPENDIX A – CERTIFICATION REVIEW MEETING AGENDA



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

### *Agenda*

**Southwestern Pennsylvania Commission (SPC)  
Transportation Management Area (TMA) Certification Review  
July 14-15, 2021  
Virtual Meeting**

#### **Day 1 –Wednesday, July 14**

8:30 AM	Welcome and Introductions	FHWA/FTA
	<ul style="list-style-type: none"> <li>○ Overview of the TMA Certification Review Process</li> </ul>	
9:00 AM	SPC TMA Planning Process Overview	SPC Staff
	<ul style="list-style-type: none"> <li>○ Highlights on Progress Since Last Review</li> </ul>	
9:30 AM	Transportation Improvement Program (TIP)	FHWA/FTA
	<ul style="list-style-type: none"> <li>○ TIP Development Process</li> <li>○ Transportation Performance Management (TPM) and Performance Based Planning and Programming (PBPP) Integration and Project Selection</li> <li>○ Environmental Justice (EJ)</li> </ul>	
10:30 AM	<i>Break</i>	
10:35 AM	Long Range Transportation Plan (LRTP)	FHWA/FTA
	<ul style="list-style-type: none"> <li>○ LRTP Development Process</li> <li>○ TPM and PBPP Integration and System Performance Report</li> <li>○ INVEST and Resiliency</li> </ul>	
12:45 PM	<i>Lunch Break</i>	
1:15 PM	PBPP and TPM Overview Discussion	FHWA/FTA
	<ul style="list-style-type: none"> <li>○ Target Setting and Coordination</li> </ul>	
1:45 PM	Transportation Operations and Safety (TOS)	FHWA
	<ul style="list-style-type: none"> <li>○ Regional Safety Action Plan and Safety Planning</li> <li>○ Congestion Management Process (CMP) and Regional Operations Plan (ROP)</li> </ul>	
2:50 PM	<i>Break</i>	
4:00 PM	<i>Adjourn Day 1</i>	

*\*Please note – Due to time constraints, the Air Quality session from Day 1 was moved to Day 2. The discussion on CMAQ and the Transportation Management Associations was incorporated into the Transportation Operations and Safety Session. No findings from these topics were included in the Report.*





## **Day 2 – Thursday, July 15**

8:30 AM	Follow Up Topics from Day 1	ALL
8:45 AM	Public Participation and Outreach <ul style="list-style-type: none"><li>○ Title VI and Limited English Proficiency (LEP)</li><li>○ Public Participation Plan (PPP)</li><li>○ Access to Information, Website, Visualization Tools</li><li>○ Air Quality Conformity</li></ul>	FHWA
9:45 AM	<i>Break</i>	
10:00 AM	Public Meeting at SPC Joint Transportation Technical Committee/ Transit Operators Meeting	ALL
11:00 AM	Federal Review Team Caucus Meeting to Discuss Initial Findings	REVIEW TEAM
12:00 PM	<i>Lunch Break</i>	
1:00 PM	Multimodal Transportation <ul style="list-style-type: none"><li>○ Freight Planning</li><li>○ Transit Planning and Coordination</li><li>○ Active Transportation Plan</li></ul>	FTA/FHWA
2:25 PM	<i>Break</i>	
2:30 PM	Comprehensive, Cooperative, and Continuing (3C) Process <ul style="list-style-type: none"><li>○ MPO Bylaws and MPO Committee Structure</li><li>○ Planning Agreements and Joint Memorandum of Understandings (MOUs)</li><li>○ Unified Planning Work Program (UPWP)</li></ul>	FHWA/FTA
3:30 PM	Close-Out Discussion of Initial Findings	ALL
4:00 PM	<i>Adjourn Day 2</i>	

## APPENDIX B – PARTICIPANTS

The following participants attended Day 1 of the virtual review on July 14, 2021:

Jennifer Crobak, FHWA PA	Dan Walston, FHWA PA
Andrea Ebur, FHWA PA	Bill Houpt, FHWA PA
Ronique Bishop, FHWA PA	Jon Crum, FHWA PA
Gene Porochniak, FHWA PA	Laura Keeley, FTA Region III
Edward Plumb, FHWA PA	Chris Timmel, FHWA MA
Butler County Commissioner Kevin Boozel	Ken Flack, SPC
Vince Valdes, SPC	Greg Shermeto, SPC
Andy Waple, SPC	Josh Spano, SPC
Ryan Gordon, SPC	Tom Klevan, SPC
Lillian Gabreski, SPC	Shannon O'Connell, SPC
Dominic D'Andrea, SPC	Chuck Imbrogno, SPC
Sara Walfoort, SPC	Jared Bedekovich, SPC
Stephanie Spang, PennDOT	Bill Kovach, PennDOT
Kevin McCullough, PennDOT	Angela Saunders, PennDOT
Brandon Leach, PennDOT	Alice Hammond, PennDOT
Matthew Crea, PennDOT	John Quatman, PennDOT
Robert Miskanic, PennDOT	Kathy Stefani, SPC
Harold Swan, PennDOT	Evan Schoss, SPC
Kristin Baum, SPC	Evan Tobin, PennDOT
Kirk Brethauer, SPC	David Totten, SPC
Todd Kravits, PennDOT	Jason Theakston, Washington County
Sheila Gombita, Freedom Transit	Lynn Manion, ACTA
Ronda Craig, SPC	

The following participants attended Day 2 of the virtual review on July 15, 2021:

Jennifer Crobak, FHWA PA	Dan Walston, FHWA PA
Andrea Ebur, FHWA PA	Bill Houpt, FHWA PA
Ronique Bishop, FHWA PA	Jon Crum, FHWA PA
Gene Porochniak, FHWA PA	Laura Keeley, FTA Region III
Edward Plumb, FHWA PA	Chris Timmel, FHWA MA
Khan Mitchell, FHWA PA	Greg Becoat, EPA
Vince Valdes, SPC	Ken Flack, SPC
Andy Waple, SPC	Josh Spano, SPC
Ryan Gordon, SPC	Tom Klevan, SPC
Lillian Gabreski, SPC	Shannon O'Connell, SPC
Dominic D'Andrea, SPC	Chuck Imbrogno, SPC
Sara Walfoort, SPC	Jared Bedekovich, SPC
Kevin McCullough, PennDOT	Joshua Bartash, PennDOT
Harold Swan, PennDOT	John Quatman, PennDOT
Kristin Baum, SPC	Kathy Stefani, SPC
Kirk Brethauer, SPC	Evan Schoss, SPC
Todd Kravits, PennDOT	Evan Tobin, PennDOT
Ronda Craig, SPC	David Totten, SPC
Leann Chaney, SPC	Jason Theakston, Washington County
Nathan Mixa	

The following participants attended the July 15 Public Meeting / Joint TOC/TTC meeting:

Ann Ogoreuc, Allegheny County Department of Economic Development	Austin McDaniel, Greene County Planning and Community Development
Darin Alviano, Armstrong County Planning Commission	Molly Sarver, Indiana County Office of Planning and Development
Joe West, Beaver County Planning Commission	Brandon Leach, PennDOT Central Office
Joel MacKay, Butler County Planning Commission	Matthew Crea, PennDOT Central Office
Jeremy L. Kelly, Greene County Planning and Community Development	Sam Plocinski, PennDOT Bureau of Public Transportation
Josh Krug, Indiana County Office of Planning and Development	Tiffany Chaffee, Town and Country Transit
Jason Theakston, Washington County Planning Commission	Rich Keyes, Heritage Community Transportation
Daniel Carpenter, Westmoreland County Planning Commission	Matt Pavlovsky, Port of Pittsburgh Commission
Kevin McCullough, PennDOT Central Office	Harold Swan, PennDOT District 10-0
Jeff Skalican, City of Pittsburgh	John Quatman, PennDOT District 11-0
Mary Jo Morandini, Beaver County Transit	Angela Saunders, PennDOT District 12-0
John Paul, Butler Transit Authority	Rachel Duda, PennDOT District 12-0
Sheila Gombita, Washington County Transit Authority	Bill Kovach, PennDOT District 12-0
Ashley Seman, Mid Mon Valley Transit Authority	Josh Theakston, PennDOT District 12-0
Alan Blahovec, Westmoreland County Transit	Darryl Phillips, HDR
Lynn Manion, Airport Corridor Transportation Association	Lisa Kay Schweyer, Traffic 21
Kathryn Schlesinger, Pittsburgh Downtown Partnership	Linda Conway, Delta Development
Mavis Rainey, Oakland Transportation Management Association	Stephen Wiedemer, Michael Baker
Jennifer Crobak, FHWA	Sara Woida, Skelly and Loy
Ronique Bishop, FHWA	Joe Rusiewicz, TransSystems
Khan Mitchell, FHWA	Vincent Valdes, SPC Executive Director
Gene Porochniak, FHWA	Andy Waple, SPC Transportation Director
Chris Timmel, FHWA	Domenic D'Andrea, SPC Staff
Laura Keeley, FTA	Ryan Gordon, SPC Staff
Rich Fitzgerald, Allegheny County Executive	Chuck Imbrogno, SPC Staff
Stephen Shanley, Allegheny County Department of Public Works	Tom Klevan, SPC Staff
David Wohlwill, Port Authority of Allegheny County	Vince Massaro, SPC Staff



Ed Typanski, Port Authority of Allegheny County	Erin Kepple Adams, SPC Staff
Brendan Coticchia, City of Pittsburgh	Kristin Baum, SPC Staff
Kim Beaver, SPC Staff	Lillian Gabreski, SPC Staff
Jared Bedekovich, SPC Staff	Shannon O'Connell, SPC Staff
Stephanie Cambic, SPC Staff	Evan Schoss, SPC Staff
Erika Eagan, SPC Staff	Greg Shermeto, SPC Staff
Ken Flack, SPC Staff	Kathy Stefani, SPC Staff
	Sara Walfoort, SPC Staff

## APPENDIX C – PUBLIC COMMENTS

The Review Team hosted a virtual public meeting so that members of the public, local officials, and stakeholders would have the opportunity to provide their input on the transportation planning process in the Pittsburgh TMA region. The public meeting was held in conjunction with the regularly scheduled Joint Transportation Technical Committee/Transit Operators Meeting on July 15, 2021. Jennifer Crobak, FHWA Planning Program Manager, and Laura Keeley, FTA Region III Community Planner, provided a presentation on the TMA Certification Review process and invited public comments and feedback.

The following comments were received via email or the meeting chat box:

- “In addition to the opportunities presented at TOC, TTC, and Commission meetings, there is also a concerted effort by SPC to present information locally in each County through Public outreach meetings. that are advertised and available to the public. The format of these meetings allows for one-on-one interaction to discuss the projects and ask questions.” – Shelia Gombita, Washington County Transit Authority
- “SPC has been a great partner to work with through the ongoing transportation planning and programming process in the 5 years that I have been involved as a County Planner here in Indiana County. Great staff and well run meetings with additional information sharing and presentations. We are also highly engaged in the Active Transportation Forum and appreciation the Active Transportation Resource Center and the Water Resource Center and the CommuteInfo folks.” - Josh Krug, Indiana County Office of Planning and Development
- “SPC has excellent communication and also helps us out with complex projects.” - Jeff Skalican, City of Pittsburgh
- “I wanted to take a moment to give information about SPC and their processes for their certification. I have worked for Washington County Planning for 14 years, and have worked with SPC staff for all of those years on various projects. They are always helpful and proactive in their thinking and planning. Recently, one of our longtime staff had retired, and I have taken over his position, which deals mostly with transportation, and other SPC-related programs. The SPC staff has gone above and beyond in helping me to transition into the new role, taking time for one-on-one discussions regarding the complexities of the transportation programs. Andy Waple, Ryan Gordon, and Linda Duffy, along with other transportation and economic development staff, have been very receptive and open to answer any questions and provide assistance, and for that I am grateful. Their knowledge in their respective divisions is unmatched and I greatly

appreciate their expertise.” - Jason E. Theakston, Washington County Planning Commission

The following comments were shared verbally and have been copied from the Joint Transportation Technical Committee/Transit Operators Meeting Minutes for accuracy and consistency:

- Mary Jo Morandini, Beaver County Transit, commented that the agendas for the transit operators committee meetings and the joint TOC/TTC meetings provide more than adequate opportunities for participation in the transportation planning and programming processes. She mentioned that a wide array of topics is covered based on the projects that are worked on by the SPC, the transit agencies, and regional entities such as the Pittsburgh Downtown Partnership, and that she is quite satisfied with the planning process.
- Ann Ogoreuc, Allegheny County Department of Economic Development, commented that she agrees with Mary Jo, especially with the variety of topics covered in the meetings, and that she feels there is more than adequate opportunities to participate in the planning process. Ann mentioned the frequency of cross-sharing of information across the committees, mentioning information shared at a meeting such as CommuteInfo would be discussed during TTC and TOC meetings as well. Ann also mentioned the opportunities to hear about projects throughout the entire planning process, from original design up through construction.
- Joe West, Beaver County Planning Commission, mentioned that SPC does an excellent job of communication and providing everyone with information for their region’s transportation projects and giving people the available information for every project.
- Steven Shanley, Allegheny County, reiterated what Ann stated previously, and mentioned that SPC has been a great partner for Allegheny County Public Works, and has been really helpful in providing the public works with information on a number of challenging projects.
- Jeremy Kelly, Greene County Planning and Community Development, mentioned that SPC does a great job of keeping a smaller county, such as Greene County, in the loop with the planning process, and have been very helpful in keeping the county up to date on what’s going on in the area.
- Kevin McCullough, PennDOT, also commented that there has been challenges and complexity with a number of projects in the area, and Kevin would like to compliment SPC on their abilities through those challenges. Kevin mentioned their outreach efforts and the number of committees that SPC creates involving CMAQ and safety projects.

Kevin thanked SPC for their flexibility in scheduling meetings, and making project moves, such as amendments and schedule changes, happen as smoothly as possible.

## APPENDIX D – LIST OF ACRONYMS

**ADA:** Americans with Disabilities Act  
**AQ:** Air Quality  
**BAMS:** Bridge Asset Management System  
**BEO:** Bureau of Equal Opportunity  
**CAA:** Clean Air Act  
**CFR:** Code of Federal Regulations  
**CMP:** Congestion Management Process  
**CPDM:** Center for Program Development and Management  
**CPT:** Capital Planning Tool  
**DOT:** Department of Transportation  
**EJ:** Environmental Justice  
**EPA:** Environmental Protection Agency  
**FAST Act:** Fixing America’s Surface Transportation Act  
**FCC:** Fiscal constraint chart  
**FHWA:** Federal Highway Administration  
**FTA:** Federal Transit Administration  
**FY:** Fiscal Year  
**GIS:** Geographic Information Systems  
**HSIP:** Highway Safety Improvement Program  
**ISTEA:** Intermodal Surface Transportation Efficiency Act  
**ITS:** Intelligent Transportation Systems  
**LEP:** Limited-English-Proficiency  
**LFAR:** Local Federal Aid Route  
**LRTP:** Long Range Transportation Plan  
**M&O:** Management and Operations  
**MAP-21:** Moving Ahead for Progress in the 21<sup>st</sup> Century  
**MOA:** Memorandum of Agreement  
**MOU:** Memorandum of Understanding  
**MPA:** Metropolitan Planning Area  
**MPO:** Metropolitan Planning Organization  
**MTP:** Metropolitan Transportation Plan  
**NAAQS:** National Ambient Air Quality Standard  
**NHFN:** National Highway Freight Network  
**NHS:** National Highway System



**NO<sub>2</sub>:** Nitrogen Dioxide  
**O<sub>3</sub>:** Ozone  
**PAMS:** Pavement Asset Management System  
**PBPP:** Performance-Based Planning and Programming  
**PennDOT:** Pennsylvania Department of Transportation  
**PM<sub>10</sub> and PM<sub>2.5</sub>:** Particulate Matter  
**PPP:** Public Participation Plan  
**ROP:** Regional Operations Plan  
**RSA:** Road Safety Audit  
**RTMC:** Regional Traffic Management Center  
**SAFETEA-LU:** Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users  
**SCTA:** South Central Transit Authority  
**SHSP:** Strategic Highway Safety Plan  
**STC:** State Transportation Commission  
**STIP:** Statewide Transportation Improvement Program  
**STU:** Surface Transportation Program - Urban  
**RATS:** Reading Area Transportation Study  
**TAM:** Transit Asset Management  
**TAMP:** Transportation Asset Management Plan  
**TIP:** Transportation Improvement Program  
**TMA:** Transportation Management Area  
**TPM:** Transportation Performance Management  
**TSMO:** Transportation Systems Management and Operations  
**TYP:** Twelve Year Program  
**USC:** United States Code  
**UPWP:** Unified Planning Work Program  
**USDOT:** United States Department of Transportation



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