September 19, 2017

AGENDA ITEM 6 A

2017 TRANSPORTATION MANAGEMENT AREA CERTIFICATION REPORT

TYPE OF ITEM: No Action Required

STATEMENT OF ISSUE

Federal Highway Administration (FHWA) staff is scheduled to discuss the recent Transportation Management Area (TMA) Certification Report of the CRTPA.

As a TMA (defined in federal legislation as an urbanized area with 200,000 or more in population), the Capital Region Transportation Planning Agency is subject to review of operations and organization by the FHWA and Federal Transit Administration (FTA). Specifically, federal law requires both agencies to jointly review and certify the metropolitan transportation planning process for each TMA every four years.

The recent review of the CRTPA's planning process included a site visit conducted by representatives from the FHWA and the FTA on February 28 - March 1, 2017. During the visit, the federal agencies met with the CRTPA staff, the Florida Department of Transportation (FDOT) and StarMetro to discuss the current status of the CRTPA's "3-C" planning process. Furthermore, in addition to assessing the CRTPA's progress in addressing the findings from the previous certification review, the recent site visit and review focused on the CRTPA's current and/or future implementation of the metropolitan transportation planning requirements.

Subsequent to the visit, the FHWA produced a TMA Certification Report (included as ***Attachment 1***) in June 2017.

ATTACHMENTS

Attachment 1: TMA Certification Report
Attachment 2: FHWA Presentation

ATTACHMENT 1

2017
Certification Report

Tallahassee Transportation Management Area

Capital Region TPA

Prepared by:

Federal Highway Administration

Florida Division

Federal Transit Administration
Region 4

June 2017

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Executive Summary

Federal Law requires the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) to jointly certify the transportation planning processes of Transportation Management Areas (TMAs) at least every four years (a TMA is an urbanized area, as defined by the US Census, with a population over 200,000). A certification review generally consists of four primary activities: a site visit, a review of planning documents (in advance of the site visit), a FHWA/FTA certification report and a certification review closeout presentation.

A joint FHWA/FTA Federal Review Team conducted a review of the Tallahassee Transportation Management Area (TMA) February 28 – March 1, 2017. The Tallahassee TMA consists of the Capital Region Transportation Planning Agency (CRTPA). Since the last certification review in 2013, this TPA has made several improvements to its transportation planning processes. In addition to the two (2) noteworthy practices highlighted in the report, this review identifies eleven (11) recommendations that the TPA should consider for improving their planning process. There are also six (6) corrective actions.

Based on the overall findings, the FHWA and FTA jointly certify that the transportation planning process of the Tallahassee Transportation Management Area, which is comprised entirely by the CRTPA, substantially meets the federal planning requirements in 23 CFR 450 Subpart C subject to the TPA satisfactorily addressing the Corrective Actions stated in this report. The TPA is encouraged to provide the FHWA and FTA with evidence of satisfactory completion of the Corrective Actions in accordance with the noted deadlines. This certification will remain in effect until **June 2021**.

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Capital Region Transportation Planning Agency (CRTPA)

Section I. Overview of the Certification Process

Under provisions of 23 CFR 450.334 (a) and 49 CFR 613.334 (a), the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) must jointly certify the planning process of Transportation Management Areas (TMAs) "not less often than once every four years". This four-year cycle runs from the date of the previous jointly issued Certification report. The primary purpose of a Certification Review is to formalize the continuing oversight and evaluation of the planning process.

A certification review generally consists of four primary activities. These activities include: a "desk audit" which is a review of the TMA's main planning process documents (e.g. Long Range Transportation Plan (LRTP), Transportation Improvement Program (TIP), Unified Planning Work Program (UPWP); a "site visit" with staffs from the TMA's various transportation planning partners (e.g. the Metropolitan Planning Organization (MPO), Florida Department of Transportation (FDOT), local/regional transit service provider, and other participating State/local agencies), including opportunities for local elected officials and the general public to provide comments on the TMA planning process; the preparation of a "FHWA/FTA TMA Certification Review Report" that documents the certification review's findings; and a formal FHWA Florida Division presentation of the review's findings at a future MPO Board Policy meeting.

The review for the CRTPA was held February 26 – March 1, 2017, in Tallahassee, Florida. During this site visit the Federal Review Team met with the staff of the CRTPA, the FDOT, StarMetro Transit staff, committee representatives, other partnering agencies, and the public. See **Appendix A** for a list of review team members and site visit participants and **Appendix B** for the Site Visit Agenda.

The public meeting for this certification review was held on Tuesday, February 28, 2017. The purpose of the public meeting is to inform the public about Federal transportation planning requirements and allow the public the opportunity to provide input about the transportation planning process, more specifically how the process is meeting the needs of the area. For those that could not attend the public meeting or who did not want to speak at the public meeting, contact information for the Federal Review Team was provided. Members of the public are given at least 30 days from the date of the public meeting to mail, fax or email their comments; they may also request a copy of the certification review report via these methods. A copy of the public meeting announcement is provided in **Appendix C**, and a summary of comments received at the public meeting, including how all comments were considered, is provided in **Appendix D**. No comments were received via mail, fax, or email.

Section II. CRTPA Previous Certification Findings Status/Update

The following is a summary of the previous corrective action and recommendations made by the Federal Review Team to the CRTPA. The report for the TPA's last certification review was published in **June 2013**.

A. Corrective Actions

1. **Long Range Transportation Plan - Financial Plan:** In accordance with 23 CFR 450.322((f)(10)(i) the LRTP must include in the financial plan "system level estimates of costs and revenue sources that are reasonably expected to be available to adequately operate and maintain federal-aid highways and public transportation." In order to meet this requirement, the Florida partners agreed that the MPOs would include in their Long Range Transportation Plans the *2035 Revenue Forecast Handbook* as an appendix. While the 2035 Regional Mobility Plan (2035 RMP) references portions of this Handbook in the Financial Plan Appendix, it was not clear to the Review Team where the remaining information was used or referenced. To meet this requirement, the modification process can be used to include the *2035 Revenue Forecast Handbook* as an appendix to the 2035 RMP. Please include this information either with the next RMP modification but no later than by January 2014.

   Update: The CRTPA modified the 2035 RMP to include the *2035 Revenue Forecast Handbook* in Appendix M on November 20, 2013. FHWA/FTA sent formal correspondence confirming that the corrective action had been satisfied on December 16, 2013.

B. Recommendations

1. **Security:** The Federal Review Team strongly encourages the CRTPA to conduct a Continuity of Operations Plan (COOP) exercise for its staff. This exercise will help to identify any areas of the City's COOP and the Facility Equal Employment Opportunity Plan (EEOP) that will work well for the CRTPA and those that may need strengthening.

   Update: In March 2016, the CRTPA moved its offices into Tallahassee's City Hall and is receiving staff services from the City of Tallahassee. The CRTPA follows the direction provided by the City's COOP. Prior to the move back into City Hall; the CRTPA had conducted annual tests of the COOP. However, since the move back, no tests other than those by City Hall have been conducted.

2. **Safety:** The Federal Review Team recommends that the TPA coordinate with FDOT to ensure that the goals and objectives of all CRTPA Planning Process Plans are consistent with the Strategic Highway Safety Plan (SHSP). The next LRTP update should provide a clear summary of how the TMA's safety goals and objectives align with the SHSP.

Update: Safety was incorporated in the Connections 2040 Regional Mobility Plan (2040 RMP) Bike and Pedestrian Evaluation Criteria, Roadway Evaluation Criteria, and the General Evaluation Criteria. Safety was also heavily integrated into the CMP. However, the 2040 RMP does not include a specific summary of how the TMA's safety goals and objectives align with the SHSP.

3. **Outreach and Public Participation – Public Participation Plan Update:** The Federal Review Team recommends during the next update of the PPP that the staff include samples of previous surveys, newsletters and other outreach tools it may use. Utilizing visualization in planning documents often times assists in the overall readability of the plan. It is also an opportunity to communicate to the public the type of outreach activities that the planning staff is involved in throughout the year. The PPP should also be updated to include the time frames for public notice and comment periods for the TPA's products and major changes to those documents.

   Update: CRTPA staff is currently preparing to update the PPP to reflect changes to the organization (both in location and staffing) and to be reflective of methodologies that CRTPA staff has found to be most effective in public involvement in the region. CRTPA staff will consider these recommendations when updating the plan.

4. **Outreach and Public Participation – Amendments to the RMP and TIP:** The Federal Review Team recommends that in the next update to the PPP that detailed information be included related to how the public participation plan is developed, how public input is considered in the planning process and how changes to major planning documents are made available for review once changes have been made.

   Update: The PPP is currently being prepared for an update. CRTPA staff will consider these recommendations when updating the plan.

5. **Outreach and Public Participation – Evaluation of Activities:** During the site visit and review it was not clear how staff fully measures the effectiveness of its public participation activities. While the staff does develop and distribute surveys and has discussions to analyze the outcome of each event, there was little information provided as to what happens to the information and if the information is ever used by the staff to improve the planning process. The Federal Review Team recommends that staff take the next step to more fully document these outcomes and how their PPP strategies have changed in response to the evaluations.

   Update: The PPP is currently being prepared for an update. CRTPA staff will consider these recommendations when updating the plan.

6. **Outreach and Public Participation – Disability Community:** While StarMetro appears to make continuous outreach to and includes representation of the community that is disabled; the perception of two disability services groups polled by FHWA is that CRTPA could do more to ensure inclusion of the disabled. In fact, the director of one area group advised that she has little contact with CRTPA until after transportation decisions are made. To combat this perception and forge stronger ties with these groups, The Federal Review Team recommends that the CRTPA develop and utilize a listing of all area disability service providers and ensure they are included early in public involvement and other events. These groups may also offer effective representation on the TPA's committees, advisory groups, and working groups.

   Update: Since the last certification, CRTPA staff has conducted outreach through the Transportation Disadvantaged Program and has tried to be more inclusive and conscious of the needs of the collective disabled community. One of the Citizens Multimodal Advisory Committee (CMAC) members is bound to a wheelchair and is a very active community advocate for the disabled community. He has worked with CRTPA staff to arrange various meetings with the Agency for Persons with Disabilities during the development of the Connections 2040 RMP, as well as with the Capital City to the Sea Trail development. CRTPA staff continues to work with the Tallahassee Senior Center as well.

7. **Outreach and Public Participation:** The Federal Review Team recommends that the CRTPA consider more partnerships with the two large universities and one community college in the area. Although it is true that students are transient, they are heavy users of transportation systems whose needs and input are critical to effective planning. Moreover, school venues and networks can assist with TPA's public involvement, and student and faculty groups may prove useful in providing committee representation, student interns and volunteers.

   Update: CRTPA staff continues to coordinate with the local universities in terms of teaching opportunities, extending internship opportunities, and invitations to participate in the planning process through committees and CRTPA Board interactions. There is currently a Florida Agricultural and Mechanical University (FAMU) Journalism student who attends CRTPA RMP meetings and reports on regional planning for the University. Another local student applied to be on the CMAC; however, she graduated before she could receive Board approval.

8. **Title VI and Other related Requirement:** CRTPA has developed the required Title VI program and related documents and is consistent in asking FHWA and FDOT to provide comments and suggestions for improvement. To ensure that documents remain reflective of the TPA's commitment to nondiscrimination, it should annually review documents and program areas, identifying and addressing inconsistencies, emerging issues or required changes.

Update: The CRTPA last updated their Title VI program in August 2014. As FHWA now requires a triennial update to the Title VI program and related documents, the next update will be conducted by August 29, 2017.

9. **Title VI and Related Requirements:** CRTPA's Title VI Coordinator has independent access to the Executive Director and both are frequent attendees at public meetings and special outreach events. However, program documents are inconsistent about listing the Title VI Coordinator by name in compliance with 23 CFR 200.9(b)(1) and the Organizational Chart does not demonstrate the required access. The Federal Review Team recommends that the nondiscrimination documents clearly list the name and contact of the Title VI Coordinator and the TPA should consider the strong practice of providing this information on any document, flier or advertisement meant for the public.

   Update: CRTPA Staff has included the name and contact information of the Title VI Officer on advertisements for the public and plans to provide the name on documents as they are updated.

10. **Title VI and Related Requirements:** The Federal Review Team encourages sub-recipients to seek out and use Disadvantaged Business Enterprises (DBEs) and other small businesses. The CRTPA currently relies on the City of Tallahassee to assist with identifying appropriate businesses and reviewing applicable contracts. The Federal Review team recommends that the CRTPA review all of its federally-assisted contracts to ensure the inclusion of the following, whether or not a DBE is used:
    - DBE Assurance Language provided at 49 CFR Part 26.13(b)
    - Appendix A to the Nondiscrimination Agreement signed by CRTPA on 05/12/2012.

    Update: The CRTPA submitted the Semi-Annual Uniform Report of DBE Commitments/Awards/Payments as a requirement of the FTA 5305D planning grant. However, the TPO did not take any actions to address this recommendation.

11. **Congestion Management Plan:** During the site visit and review it was not clear how the TPA staff utilized the Congestion Management Plan (CMP) process in the development of their Long Range Transportation Plan. The CMP is required to be developed and implemented as an integral part of the metropolitan planning process in Transportation Management Areas (TMAs). The TPA is encouraged for the next LRTP update to identify and document how they adopted congestion management strategies and how they are reflected in the LRTP; it would also be helpful to show this linkage in the staff's update of their CMP. FHWA recently released a guidebook on developing the Congestion Management Plan and the incorporation of Management and Operations in the Planning Process.

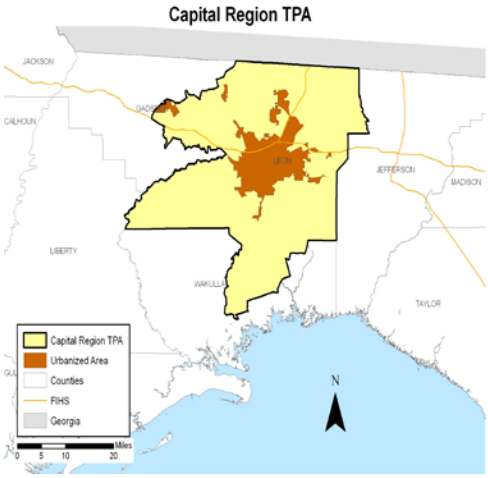
Update: The CMP was integrated into the Evaluation Criteria for the Connections 2040 Regional Mobility Plan. The CMP was used to evaluate the projects from several different perspectives (safety, security, natural resource protection/conservation, public health, connectivity, and economic development), utilizing both general criteria and mode specific criteria.

12. **Transportation Improvement Program – Transit:** The Federal Review Team recommends that the CRTPA work with StarMetro to include federal transit funds in the annual listing of federally obligated projects for the next cycle.

    Update: This recommendation has not been completed. The CRTPA has been in contact with StarMetro and FTA to obtain a listing of federally obligated projects for federal transit funds and will include this information in the development of the FY 2018-2022 TIP.

Section III. Boundaries and Organization (23CFR 450.310, 312, 314)

A. Description of Planning Area



The Capital Region Transportation Planning Agency (CRTPA) is responsible for providing transportation planning services to four North Florida Counties: Gadsden, Jefferson, Leon and Wakulla. Prior to 2007, the CRTPA planning boundaries included only the urbanized portions of Gadsden and Wakulla counties. In 2007, the CRTPA boundaries were expanded to match the Tallahassee Metropolitan Statistical Area to include the four counties in their entirety; this expanded Apportionment Plan was approved by the Governor in March 2011.

This TMA serves as the hub of regional employment and services and workers from surrounding counties. The three counties adjacent to Leon County have more employees working in Leon County than in their 'home' county. The Capital Region of Florida is home to Florida's State Capitol, three institutions of higher education (Florida State University (FSU), Florida Agricultural & Mechanical University (FAMU) and Tallahassee Community College (TCC)), and numerous natural and cultural resources. The four county area covers over 2,000 square miles and the population within the CRTPA's Planning Boundaries is approximately 380,000. There are no adjacent Metropolitan Planning Organizations.

The Region is served by three (3) public transportation providers: StarMetro, Big Bend Transit and Wakulla County Transit. Star Metro is the region's primary fixed-route provider and is an agency of the City of Tallahassee. Big Bend Transit provides services to Gadsden and Jefferson counties and the rural areas of Leon County.

B. Transportation Planning Agency Structure

Since the last certification review, there have been two changes to the CRTPA Board membership. In 2016, the Leon County Board of County Commissioners voted to reduce their membership from seven (7) members to three (3) members. This change reduced the overall membership on the Board from 15 members to 11 members, to include the following: Leon County (3 members); City of Tallahassee (3 members); Leon County School Board (1 member); Gadsden Municipalities (1 member); and one member each from Gadsden, Jefferson, and Wakulla Counties. A representative from StarMetro, FDOT District 3, and FHWA are non-voting advisory members of the CRTPA Policy Board. Since StarMetro is a department of the City of Tallahassee, transit voting membership is represented by the City of Tallahassee membership on the CRTPA Board. In 2016, the Board also approved the addition of the Apalachee Regional Planning Council as an advisory member.

The CRTPA has several standing advisory committees: the Technical Advisory Committee (TAC), the Citizen's Multi-Modal Advisory Committee (CMAC) and the Leon County Transportation Disadvantaged Coordinating Board (TDCB). StarMetro serves on the CRTPA's TAC.

Recommendation: The Federal Review Team offers one recommendation related to the Transportation Planning Agency Structure. For more details about this item please see Section XII.

C. Agreements

The CRTPA's agreements satisfy the federal requirements as outlined in 23 CFR 450.314. It was evident, however, that several of the agreements provided were out of date. It is not currently the CRTPA's practice to publish agreements on the website. Instead, documentation of the agreements is made available upon request. During the site visit, the Federal Review Team noted that it is good practice to publish the agreements on the website to help increase transparency to the public.

Recommendation: The Federal Review Team offers one recommendation related to agreements. For more details about this item please see Section XII.

Section IV. Scope of the Planning Process (23 CFR 450.306)

A. Transportation Planning Factors

23 CFR 450.306 requires that the metropolitan transportation planning process explicitly consider and analyze a number of specific planning factors that reflect sound planning principles. The CRTPA addresses the required planning factors throughout the planning process and in the development of transportation planning products such as the LRTP, Transportation Improvement Program (TIP) and United Planning Work Program (UPWP). The planning factors are incorporated into the Goals, Objectives and Policies of the LRTP and tasks in the UPWP.

B. Air Quality

The CRTPA is currently in an attainment area for Air Quality. However, as part of the 2040 RMP, the TPA did conduct an Air Quality Assessment using the Environmental Protection Agency's (EPA) modeling software, MOVES2014a. Monitoring data for each of the three air quality monitors in the CRTPA region was assessed both for its overall air quality index, as well as the individual monitoring values. The results of this assessment, including best practices and strategies, are included as a Technical Appendix to the 2040 RMP.

C. Bike and Pedestrian Planning Activities

Bicycle and pedestrian planning is a high priority throughout the CRTPA region. This is evident through the numerous bicycle and pedestrian projects identified in the 2040 RMP and TIP, as well as the strong integration of bicycle and pedestrian safety and connectivity in 2040 RMP and the CMP. Furthermore, the CRTPA's CMAC and TAC are involved in, and provide comments on, the CRTPA's major projects (all of which address bicycle and pedestrian components). The planning process also includes CRTPA evaluation of opportunities for bicycle and pedestrian improvements through routine resurfacing projects. The current 2004 CRTPA Bicycle/Pedestrian Master Plan is being updated and is scheduled for completion in June 2018.

In order to select and prioritize bicycle and pedestrian projects, candidate projects are identified throughout the entire TPA region, and then screened and ranked through the Bicycle and Pedestrian Evaluation Criteria. Selected projects are adopted in the RMP Bicycle and Pedestrian Project Priority List (PPL). Additionally, the CRTPA annually adopts the Transportation (TA) Alternatives PPL, which provides federal TA funding for bicycle and pedestrian projects. The CRTPA also places a minimum of $1 million Surface Transportation Block Grant (SU) funds annually on bicycle and pedestrian projects through the adoption of a policy statement during PPL adoption.

The CRTPA is very engaged in bicycle and pedestrian education, coordination, outreach activities. CRTPA staff works with the Leon County Bicycle Work Group to assist with and identify community issues and desires with regard to bicycle projects in the area. Likewise, CRTPA staff works closely with the Leon County Community Traffic Safety team to identify bicycle and pedestrian issues and needs within the area, especially as they relate to students and other vulnerable users of the infrastructure. During safety meetings, occurring every two months, FDOT and the CRTPA identify and discuss bicycle and pedestrian safety issues that have been raised from the committees, community, or local government staff. These meetings also discuss how to best address the identified problems within the confines of the transportation planning system and available funding sources. CRTPA staff has also served on the Florida Bicycle and Pedestrian Partnership Council to help identify pedestrian and bicycle design issues, in addition to the condition of statewide bicycle and pedestrian facilities. Other activities supported by the TPA include attending safety fairs, assisting with helmet fittings, and promoting decreased distracted driving and safe routes to school.

During the site visit, the TPA staff took members of FDOT and the Federal Review Team on a tour of Tallahassee sidewalks and crosswalks, including the newly renovated Cascades Park, to showcase bicycle and pedestrian facility enhancements.

D. Transit

StarMetro is the region's primary fixed-route provider for the City of Tallahassee. StarMetro is a department of the City of Tallahassee, Florida. Transit service for senior and disabled customers is provided by StarMetro's Paratransit service, Dial-A-Ride. According to 2014 National Transit Database reporting, StarMetro operates 58 buses and 15 demand response vehicles and handles approximately 4.3 million trips annually in a service area with a population of 162,310. Florida State University and Florida Agricultural & Mechanical University students ride free by showing a valid student ID. Each StarMetro bus can accommodate two bikes.

The CRTPA is the designated Official Planning Agency for Leon County by Florida Statute 427. It coordinates planning activities in Leon County and works with the Community Transportation Coordinators to deliver service and meet reporting requirements to the state. In January 2017, the CRTPA Board voted to return management of the Transportation Disadvantaged Program to the Apalachee Regional Planning Council (ARPC) as the designated Official Planning Agency for the rural counties of Gadsden, Jefferson, and Wakulla. Effective July 1, 2017, the ARPC will be responsible for the annual update of each of the three rural county's Transportation Disadvantaged Service Plan/Human Services Transportation Plan. The CRTPA will remain responsible for Leon County's update. The CRTPA coordinates planning activities with the ARPC and regularly attends ARPC meetings. Big Bend Transit coordinates on demand transit in Jefferson and Gadsden Counties. Wakulla Senior Services delivers on demand transportation in Wakulla County and StarMetro in Leon County.

Both CRTPA and StarMetro have experienced staff changes since the last Certification Review. During the site visit, StarMetro indicated that the relationship with the TPA could be improved and they are looking forward to increased participation in the planning process. It appears that FDOT, CRTPA and StarMetro are involved in transit planning process.

Corrective Action: The Federal Review Team identified one Corrective Action related to the Annual Listing of Obligated Projects. For more details about this item, please see Section XII.

E. Intelligent Transportation Systems (ITS)

The City of Tallahassee continues to maintain the Tallahassee Advanced Transportation Management System (TATMS)/Intelligent Transportation Systems (ITS) program for the City, Leon County and portions of Gadsden County. Changes to the Regional ITS

Architecture (RITSA) are processed and documented by the FDOT District 3 Traffic Operations Office. The most recent update to the RITSA was in January 2016. For the CRTPA, ITS activities and projects are primarily coordinated and achieved through the annual development of its Transportation Systems Management (TSM) Project Priority Lists (PPL). The PPL is developed and coordinated with the TATMS, BluePrint 2000 Intergovernmental Agency, and TPA Technical Committee. Since the last review, the CRTPA staff has not been as engaged as it was in prior review years with the City program and the development of ITS projects. The Staff anticipates more emphasis on ITS and the development and implementation of more ITS strategies in the update of the Congestion Management Process (CMP) anticipated in 2017. The CRTPA recently initiated efforts to improve communication and coordination between themselves and their transportation partners as they approach the 2017 kickoff for the development of the CRTPA's ITS Master Plan.

Recommendation: The Federal Review Team offers one recommendation related to Intelligent Transportation Systems in the Planning Process. For more details about this item, please see Section XI.

F. Freight Planning

The 2040 RMP, adopted in November 2015, includes a freight related goal and several specific freight recommendations, and also used freight in one if its roadway evaluation criteria. But unlike the 2035 RMP, freight movement was not a major consideration during the development of the Connections 2040 Plan. After the 2035 RMP was adopted, the CRTPA partnered with the Chamber of Commerce to address freight movement in the region, but that initiative was dissolved in 2014. Tallahassee and Leon County leaders subsequently created the Office of Economic Vitality (OEV), and freight as it relates to economic development and strength is addressed though this entity. The current Executive Director of the CRTPA meets at least once a month with the leaders of OEV, Growth Management, Planning, and BluePrint 2000. Part of these discussions includes freight movement and economic development.

The CRTPA currently relies on the CMAC and the TAC as two main avenues for input from freight stakeholders during their planning process. One of the members of the CRTPA's CMAC is retired from the trucking industry and frequently provides input during the planning process. The TAC membership includes a representative from the Tallahassee International Airport who provides input as well. During the site visit, the CRTPA staff presented the view that the region was not a large freight driven economy and contains few freight providers outside those of shipping entities (e.g. United Parcel Services, Federal Express, and CSX Railroad). The Federal Review Team and TPA staff discussed the importance of conducting outreach to local companies and large retailers within the TPA's boundaries since they are considered freight providers and should be considered in the TPA's planning processes.

Recommendations: The Federal Review Team offers two recommendations related to Freight Planning. For more details about this item, please see Section XI.

G. Security Considerations in the Planning Process

Overall system integrity and safety for all users is a chief concern when the CRTPA is considering improvements and enhancements to the roadway system. The CRTPA included security as one of the nine (9) core goals of the 2040 RMP. Additionally, due to the CRTPA's geographic location and vulnerability to seasonal hurricanes, evacuation planning and emergency response is considered a vital element in their system planning. As such, use as an evacuation route is one of the criteria utilized to evaluate projects for inclusion in the RMP and to be prioritized in the Project Priority List (PPL). The CRTPA uses the City of Tallahassee's Continuity of Operations Plan (COOP). In September 2016, much of Tallahassee was impacted by Hurricane Hermine, and City Hall where the TPA is housed, was without power for only a day. The staff took home hard drives with their data and was able to handle TPA core functions through phone calls as necessary.

Recommendation: The Federal Review Team offers one recommendation related to Security in the Planning Process. For more details about this item, please see Section XI.

H. Safety Considerations in the Planning Process

Safety is one of the core goals of the 2040 RMP update and is present throughout the CRTPA's planning processes. Safety was one of the components in both the roadway and bicycle/pedestrian evaluation criteria used in assessing projects selected for the RMP and for ranking the TSM and the Bicycle/Pedestrian PPLs. While the 2013 Congestion Management Process (CMP) Plan includes a discussion of the federal requirements for States to have a Strategic Highway Safety Plan (SHSP), no references or discussions were discovered in the 2040 RMP linking its safety goals and projects to the State's SHSP. The need for the linkage of safety strategies to the goals and countermeasures contained in the Florida SHSP were discussed with CRTPA staff during the site visit.

The CRTPA does not collect its own crash data, but obtains crash data from several sources, such as the University of Florida's Signal 4 and the FDOT's Florida's Integrated Report Exchange System (FIRES). This crash data was used in the CMP to highlight high crash and problem areas for motorized and non-motorized travel modes, and subsequently was used by the CRTPA, and its partners to help identify and prioritize potential safety solutions.

The CRTPA continues its bi-monthly meetings with the FDOT District 3 Safety Office to discuss bicycle and pedestrian safety issues and has remained very active on the Community Traffic Safety Teams (CTST). The CTST and its members have provided partnering opportunities for the CRTPA to implement many of its safety initiatives. The CRTPA has been able to dovetail their safety programs with those of the CTST, which has provided access to more of the schools and other organizations than they would have on their own. An excellent example of how the TPA leveraged their partnering

ability was with the teen driver education grant. The CRTPA received the grant funding for this program but was unable to directly go into the schools to deliver the education sessions. But, the Students Against Destructive Decisions (SADD) group was able to obtain a grant to deliver this program and used the CRTPA's educational and promotional materials in all five Leon County High Schools and the Schools for Applied Individualized Learning (SAIL). The CRTPA is also partnering with the Senior Center to educate the Center's clients on safe mobility for seniors. The CRTPA has continued to regularly participate with its partners in safety and health fairs and to provide helmet fitting sessions and bicycle safety training.

Recommendation: The Federal Review Team offers one recommendation related to Safety in the Planning Process. For more details about this item, please see Section XI.

Section V. Unified Planning Work Program (23 CFR 450.308)

The CRTPA adopted their most recent Unified Planning Work Program (UPWP) in May 2016. The CRTPA FY 2016/17–2017/18 UPWP covers transportation planning activities/products for two fiscal years and contains sufficient description of the costs and activities the TPA plans to complete.

The UPWP also includes FTA funds and transit-related work activities. CRTPA is the sub-recipient of FTA Section 5305(d) Statewide and Metropolitan Planning program funding awarded and passed through from FDOT. The City of Tallahassee/StarMetro is the designated recipient of FTA 5307, 5339 and 5310 formula funds. StarMetro reportedly does not receive flex funds from the CRTPA. StarMetro is a partner in the development of the UPWP and is solicited for input.

The expenditure of all funds, including federal funds, is monitored on a monthly basis. Completion of tasks and invoices for expenditures are compiled into quarterly progress reports, which are submitted to FDOT and FHWA. Closeout of the FY 2014/15–2015/16 UPWP Planning (PL) funds was delayed several times due to a billing discrepancy resulting in outstanding fiscal charges. CRTPA staff partly attributed this issue to the City of Tallahassee's recent transition to new timekeeping software and the complexity of task organization in the UPWP. Through partnership with FDOT, the issue has since been resolved.

During the on-site visit, the CRTPA director acknowledged that the current UPWP contains repetitive information and is difficult to read. The Federal Review Team encouraged staff to include stronger visualization techniques in the UPWP, similar to the Connections 2040 RMP. The CRTPA staff plans to update and streamline the entire document and submit to the CRTPA Board for approval in May or June 2017.

As part of this certification, FHWA conducted a financial review of the CRTPA. The primary objective of this financial review was to establish the level of reliability,

effectiveness, and compliance with Federal requirements that can be placed on CRTPA's internal controls in order to review, analyze, and submit reimbursement for federal funds. Primary emphasis was placed on determining the adequacy and completeness of management internal controls, documentation, and standard operating procedures.

As a result of the review and discussions with CRTPA staff following the site visit, it appears that guidelines and procedures are in place to ensure general financial integrity. The CRTPA has satisfactory records retention standards, and they maintain supporting documentation within the federal guidelines of a minimum of three (3) years following the close of the award.

The CRTPA does have a detailed Administrative Procedures Manual that acts as a guide to timekeepers in maintaining adequate audit records to support compensation, approvals to timesheets, and quality control. While the procedures do provide for general policy, the procedure was last reviewed and approved in 2003.

The CRTPA's Internal Control Guidelines provides an overview of internal control procedures that ensure a control environment, risk assessment, control activities, communication, and monitoring. The general guidelines are consistent with the Government Accounting Office (GAO) Green Book; however, the Internal Controls Guidelines were last approved in 1994.

The results of the financial review disclose no instances of noncompliance or other findings that are required to be reported under FHWA standards or policies. Furthermore, the Federal Review Team has reasonable assurance that CRTPA's financial processes and internal controls are compliant with applicable laws, regulations, policies and agreements.

Recommendation: The Federal Review Team offers one recommendation related to the Unified Planning Work Program. For more details about this item, please see Section XII.

Section VI. Interested Parties (23 CFR 450.316)

A. Outreach and Public Participation

With the exception of recent turnover in the Executive Director position at CRTPA, TPA staff has remained the same since the last certification, including the Public Involvement Coordinator. The Coordinator reported a few notable activities in the program, such as increasing regular contact with the area universities; better branding of the TPA name and products; and enhanced public participation through an expanded (and growing) list of partners. For example, while the CRTPA outreach to school students is limited due to school safety and security concerns, the TPA can still conduct effective outreach by working with the Students Against Destructive Decision-making (SADD) organization or

by piggybacking on the Safety Fair at Governor's Square Mall. Another important partner is the Tallahassee Senior Center, through which the TPA offers information on mobility for the elderly and solicits feedback on planning products. The TPA also nurtured a relationship with the FAMU School of Journalism, resulting in a student reporter attending LRTP meetings and reporting on regional planning for the university. The Coordinator admitted that developing the diverse group of partners sometimes means intercepting questions or issues that have nothing to do with the TPA, but even these only help to increase TPA recognition.

The CRTPA website has a specific tab for encouraging public participation that allows visitors to leave comments, view the entire Public Participation Plan (PPP) or learn more about the CRTPA's nondiscrimination responsibilities. The tab purports to include helpful links and public involvement photos. However, neither of these is particularly useful. The links are to FHWA, FDOT, Blueprint 2000 and StarMetro, though the page lacks any information on why these links are important or their connection to the TPA's public involvement program. The photos page appears limited to a single event in 2014 at Cascades Park.

CRTPA is still relatively new to social media, with limited use of Facebook that does not yet include advertising meetings or soliciting feedback on plans or projects. In addition, the TPA developed a YouTube feed for videos, and worked with an online survey provider to gather more robust data for its LRTP. Nevertheless, while the CRTPA intends to increase use of these electronic tools, it wants to do so conservatively, measuring effectiveness before expanding how and what social media method is used. The TPA finds this outreach challenging, as traditional advertisement does not always garner adequate attendance at events. In fact, the only critical comment at the certification meeting was about public notification of events. The speaker identified himself as an interested citizen and stated that outreach could be better since meetings are generally sparsely attended. The speaker suggested doing more direct notification of the public or using social media, rather than relying on print media.

The CRTPA PPP was last updated in 2014 and the TPA plans on a major update in 2017. The PPP is currently written in plain language and has a straightforward format that includes question headers like 'What is it' for each planning product along with a general description of how the public can get involved.

Corrective Action and Recommendations: The Federal Review Team identified one corrective action and offers two recommendations related to Outreach and Public Participation. For more details about this item please see Section XII.

B. Tribal Coordination

There are no federally recognized tribes located in this area that require formal coordination with the CRTPA.

C. Title VI and Related Requirements

CRTPA continues to advance nondiscrimination efforts in its planning products and other services. For example, the TPA recognizes that CAC nominations by elected officials have resulted in a preponderance of white male representation. As such, the TPA is altering the process so that appointments will come through the TPA, who can undertake targeted recruitment of underrepresented groups. Similarly, CRTPA's planning products reflect a solid understanding of both the characteristics of its communities as well as their particular needs. The LRTP includes Title VI and underserved communities as scoring criteria in project selection, while universal accessibility is a primary consideration of prioritizing pedestrian and bicycle projects. Moreover, these standalone factors overlap other considerations, such as areas of high crashes, economic development and transit /community services. Analyzing the benefits and burdens of projects once they are selected would enhance the process. Currently, the TPA relies on Efficient Transportation Decision Making (ETDM) system to screen projects for impacts, including sociocultural effects. However, only capacity improvement projects are subject to the ETDM process, creating the possibility of overlooking smaller projects that may nonetheless have adverse impacts on protected groups. Fortunately, both FHWA and US DOT are now providing tools and resources for conducting these analyses, even for long range planning.

The past four years have seen a strong TPA focus on both connecting and improving conditions of pedestrian and bicycle rights of way, elevating the importance of non-motorized system users to at least that of the driving public. Coupled with an emphasis on accessibility and TPA reviews of local agency Americans with Disabilities Act (ADA) Plans, CRTPA is attempting to meet both the letter and spirit of the law. This is particularly important, in that under 28 CFR 35.105, all public entities, including MPOs are required to conduct a self-evaluation of programs and services for accessibility and where deficiencies are discovered, make necessary modifications for compliance. Though transition planning requirements under 28 CFR 35.150(d)(3) apply to those entities with control over pedestrian rights of way, MPOs share a common minimum obligation; to ensure that all planning products include accessibility considerations and to involve the community with disabilities and their service representatives in the planning process. CRTPA can continue to improve ADA compliance for itself and its local governments by coordinating survey/study activities; sharing pedestrian rights of way (PROW) and condition data; identifying partners in need of training or technical assistance; and keeping FHWA and FDOT aware of innovative programs or cost effective tools that might assist public agencies with meeting ADA requirements.

CRTPA has a broad nondiscrimination policy and complaint filing procedure, as well as a Limited English Proficiency (LEP) plan in compliance with 23 CFR 200.9 and related authorities. While FHWA required annual review and update of recipient and sub-recipient nondiscrimination documents in previous years, it is now aligned with FTA in allowing TMAs to complete these updates every three years. This revision means that the TPA will need to conduct its nondiscrimination program review and update by August 27, 2017. This update will include 1) executing a new Title VI/Nondiscrimination Sub-recipient Assurance (http://www.fdot.gov/planning/policy/metrosupport/titlevi.pdf);

2) reviewing and updating demographic data for its Community Characteristics Inventory and LEP Plan, if necessary; and 3) ensuring that nondiscrimination and Title VI contact information is broadly disseminated and in languages other than English, if appropriate.

Corrective Action and Recommendation: The Federal Review Team identified one corrective action and offers one recommendation related to Title VI and Related Requirements. For more details about this item please see Section XII.

Section VII. Linking Planning and Environment (23CFR 450.318)

The CRTPA uses two main mechanisms to conduct the consultation process with resource agencies: the State's ETDM system and through membership on its Board and advisory committees. The capacity improvement projects that are included in the CRTPA's 2040 RMP have been submitted through the ETDM for review of potential environmental and land-use issues by its transportation partners, the State, and local resource and permitting agencies. The 2040 RMP contains an appendix that provides the purpose and need statements for each of these projects.

The CRTPA also utilizes resource agency membership on its advisory committees as another way to conduct consultation. The TAC and CMAC are involved in the consideration, prioritization, and review of specific projects and the planning documents and process of the CRTPA throughout the year. It is through this representation and participation that resource and permitting agencies are able to provide input to the CRTPA the planning process. During the development of the 2040 RMP, this coordination also included the review and integration of the many different local agency plans, as well as different conservation plans. The documentation of these considerations is identified in the 2040 RMP Goals and Objectives as well as the *Current Conditions Technical Report*. A list of consulted agencies is also included in the RMP.

The 2040 RMP *Current Conditions Technical Report* contains detailed maps of the numerous social and environmental resources in the CRTPA region. This includes not only wetlands and conservation areas, but also historic structures and cemeteries; parks and recreational areas; and social resources, such as schools, universities, and childcare facilities. The RMP does not include a discussion of potential environmental mitigation activities, other than a general policy of avoidance.

Noteworthy Practice and Corrective Action: The Federal Review Team recognizes one noteworthy practice and identified one corrective action related to Linking Planning and Environment. For more details about these items, please see Section XII.

Section VIII. Long Range Transportation Plan (23 CFR 450.322)

The CRTPA adopted the Connections 2040 RMP on November 16, 2015. The RMP was developed by the CRTPA in collaboration with the TPA's multiple municipalities and counties, the CMAC and TAC, StarMetro, FDOT, FHWA, and FTA. Similar to the 2035 RMP, the 2040 RMP used a comprehensive and coordinated approach to develop a more sustainable, multi-modal transportation system for the region. Projects include roadway, freight, bicycle, pedestrian, and transit facilities and services throughout the life of the plan. However, the 2040 RMP also sought to strengthen the relationship between the RMP and the TIP, resulting in a shorter list of projects with a stronger foundation and a higher potential for acceleration in the project development process. During the on-site visit, the Federal Review Team reminded the TPA that each document has a different, particularly as it relates to long-term visioning versus short-term projects.

The Connections 2040 RMP Team conducted extensive outreach during development of the plan. Three rounds of public workshops took place in each of the counties, and staff attended CRTPA Board meetings and committee meetings to provide updates and answer questions. A range of visualization techniques, including mapping, keypad polling, and tablet-based surveys were used at the public workshops. The TPA also used an online MetroQuest Survey as a complement to in-person outreach activities. A summary of all activities and the results are included in the RMP *Public Outreach Compendium.* The 2040 RMP is available on the CRTPA website, and hard copies are available to the public upon request.

The 2040 RMP is both comprehensive and visually appealing. The CRTPA provided sufficient documentation to demonstrate how each planning factor is being considered in the RMP, and the goals and objectives of the RMP are consistent with local comprehensive plans and the Federal planning requirements.

Noteworthy Practice: The Federal Review Team recognizes one noteworthy practice related to the Long Range Transportation Plan. For more details about this item, please see Section XII.

A. Travel Demand Modeling/Data

The CRTPA travel demand forecasting model used procedures consistent with the current four-step modeling process of the Florida Standard Urban Transportation Model Structure (FSUTMS)/Cube Voyager (CV). The four-step modeling process includes trip generation, trip distribution, mode choice, and trip assignment. The model was validated for the 2040 RMP using the 2010 base year. The base year model has 2,240 Traffic Analysis Zones (TAZs) and the network has 14,393 links. In addition to the base year model, the CRTPA also used a Cost Feasible Plan (CFP) model with 2,240 TAZs and 14,450 links.

The consultant that was contracted to develop the 2040 RMP was responsible operating the model. If the model is needed beyond development of the RMP, a General Planning

Consultant will operate the model. The CRTPA Transportation Planning Manager is responsible for coordinating modeling activities with consultants and discussing the results.

B. Financial Plan/Fiscal Constraint

The Financial Analysis chapter of the 2040 RMP summarizes the revenue and cost analysis that contributed to the development of the fiscally-constrained Cost Feasible Plan (CFP). The CFP used federal and state revenues provided by the FDOT Revenue Forecast and revenues from the local governments for locally funded initiatives. In the CRTPA region, the Strategic Intermodal System (SIS) and the Other Arterials (OA) funding programs are responsible for a majority of the capacity roadway projects. In addition to these federal and state funds, the City of Tallahassee and Leon County administer funds identified through the Blueprint 2000 program. Cost estimates were developed based on 2014 FDOT District 3 Transportation Costs data. The revenue estimates and costs for the CFP were stratified into five year cost bands and identified in Year-of-Expenditure (YOE) dollars. The inflation factors for each of these cost bands were provided by FDOT.

Section IX. Congestion Management Process (CMP) (23 CFR 450.320)

The CRTPA currently uses the Congestion Management Process Report (CMP) that was adopted in January 2013. The CMP addresses congestion and connectivity, with a heavy emphasis on safety, for motorized vehicles, non-motorized vehicles, and pedestrians within the four-county region. The CMP was integrated into the 2040 RMP goals and objectives, in addition to being included as a prioritization criterion in the Roadway Evaluation Criteria. Through its committees and its transportation partners in the region, CRTPA staff review the region's transportation systems throughout the year and make recommendations to the CRTPA Board and affected local governments on instituting congestion management strategies for the identified facilities.

The CRTPA does not appear to have analyzed data collected to assist in determining the effectiveness of strategies and performance measures identified in the CMP. According to the CMP, an assessment of the efficiency and effectiveness of implemented strategies will take place on an ongoing basis through concurrency, traffic engineering, corridor studies, and updates to the Long Range Transportation Plan, Transit Development Plan, and Bicycle and Pedestrian Master Plans. Furthermore, a Congestion Management Review Team was tasked with conducting a second tier of evaluation to determine which congestion management strategy (or strategies) would be the most appropriate to address the 113 regional roadway segments in the CRTPA region identified as operating at level of service (LOS) F. However, there is no documented evidence or results of these processes.

During the on-site visit, CRTPA staff indicated that the CMP has traditionally been more of a policy document for the TPA's partners and less of a guiding document for the TPA.

Scope development is currently underway to initiate a more project-driven update of the CMP. It is anticipated that the update will be completed by June 2018 for use in the development of the 2045 RMP.

Corrective Action: The Federal Review Team identified one corrective action related to the Congestion Management Process. For more details about this item, please see Section XII.

Section X. Transportation Improvement Program (TIP) (23 CFR 450.324, 326, 328, 330, 332)

The Transportation Improvement Program (TIP) is a financially constrained program for each fiscal year (FY). The CRTPA 2016/17-2020/21 TIP, adopted June 20, 2016, serves as a five-year (5th year illustrative) financially feasible program of improvements for all modes of travel within 4-county area that are anticipated to be funded by Title 23 USC and the Federal Transit Act. It includes transportation projects considered regionally significant, regardless of the funding type, and is consistent with the 2040 RMP, local government comprehensive plans, Blueprint 2000, the Aviation Master Plan of the Tallahassee Regional Airport, and the StarMetro TDP. Also within the TIP are projects from the Bicycle/Pedestrian Master Plans for the CRTPA's member counties, the State's Strategic Intermodal System (SIS) and Eastern Federal Lands. In addition, the TIP includes the Annual List of Federally Obligated Projects. The TIP is available as both a PDF document and an Interactive TIP on the CRTPA's website.

The TIP is developed in partnership with the FDOT, StarMetro, Blueprint 2000, the CRTPA member county and city governments, as well as its Board and advisory committees. The CRTPA develops annual Project Priority Lists (PPLs) early in the TIP development process to allow transportation partners, the public, the advisory committees, and the CRTPA Board to provide input. Drafts of the TIP are brought to the advisory committees and Board for review and are made available to FDOT, the public, and other interested agencies. The final TIP is submitted to the Board for approval and adoption. Prior to the certification review, FHWA reviewed the TIP and provided the CRTPA with several comments. During the on-site visit, the TPA indicated that they had not received the comments, but would incorporate them in the development of the FY 2017/18-2021/22 TIP.

FDOT and StarMetro provide the CRTPA with anticipated revenues from federal and state funding programs for use in the development of the financial plan. The costs and revenue estimates in the TIP reflect reasonable assumptions for the area. Cost estimates for projects included in the TIP are provided by the FDOT Work Program, and local project costs are developed independently by the CRTPA's member governments.

Corrective Action: The Federal Review Team identified one corrective action related to the Transportation Improvement Program. For more details about this item please see Section XII.

Section XI. Regional Coordination

The CRTPA is an independent regional TPA with representation from Leon, Gadsden, Wakulla, and Jefferson counties. There are no other MPOs adjacent to the CRTPA. The TPA works closely with its member agencies, StarMetro, and FDOT District 3 to deliver projects, programs and studies. During the development of regional transportation planning documents, the CRTPA coordinates with and requests input from an extensive list of federal, state, and local partners and stakeholders responsible for land use management, natural resources, environmental protection, conservation, historic preservation, transportation, and economic development. The CRTPA meets with other FDOT District 3 MPOs though biannual meetings and is also involved with the Metropolitan Planning Organization Advisory Council (MPOAC) to coordinate statewide MPO activities and legislation.

Section XII. Findings/Conclusions

The following items represent a compilation of the findings that are included in this 2017 certification review report. These findings, which are identified as noteworthy practices, corrective actions and recommendations, are intended to not only ensure continuing regulatory compliance of the CRTPA's transportation planning process with federal planning requirements, but to also foster high-quality planning practices and improve the transportation planning program in this TMA. Corrective Actions reflect required actions for compliance with the Federal Planning Regulations and must be completed within the timeframes noted. Recommendations reflect national trends and best practices, and are intended to provide assistance to the CRTPA to improve the planning process. Noteworthy Practices highlight efforts that demonstrate innovative ideas for implementing the planning requirements.

At the conclusion of the Certification Review site visit, the Federal Review Team asked the CRTPA staff if they had any training or technical assistance needs. The CRTPA requested Environmental Justice training that would provide examples and best practices. FHWA and FTA will work with the CRTPA to coordinate training and resources.

A. Noteworthy Practices

1. **Linking Planning and Environment:** The Federal Review Team commends the CRTPA for excellent visualization and robust mapping techniques identifying environmentally and socially sensitive areas in the CRTPA region. Although highly detailed, the maps are easy to read and provide a holistic picture of the diversity of resources throughout the four CRTPA counties.

2. **Long Range Transportation Plan (LRTP):** The Federal Review Team commends the CRTPA for using the online MetroQuest Survey during the development of the 2040 RMP. This tool allowed for engaging, real time feedback

during public involvement meetings, while also preserving anonymity. The TPA noted that this visualization technique was very effective at creating trust and transparency and accurately indicating the desires and perceptions of the attending public. The CRTPA is encouraged to continue to find innovative uses of visualization and technology to aid in public engagement and the development of other core planning documents.

B. **Corrective Actions**

1. **Transit (Annual Listing of Obligated Projects):** In accordance with 23 CFR 450.332, the State, public transportation operator(s), and the MPO shall cooperatively develop a listing of projects for which federal funds were obligated in the preceding program year. Currently, no transit projects are included in the listing. Based on this requirement, CRTPA staff needs to coordinate with FDOT and the public transportation operator(s) to ensure that transit projects are included in the Annual Listing of Obligated Projects. **An Annual Listing of Obligated Projects for transit projects must be completed by July 31, 2017, making it available in a manner consistent with the CRTPA's Public Participation Process for the TIP.**

2. **Public Participation:** In reviewing the current PPP, the Federal Review Team found that the requirements to describe explicit procedures and strategies, as described in 23 CFR 450.316(a)(1), were not met. The plan needs to describe how the TPA coordinates with statewide transportation planning public involvement and consultation processes; timeframes for public notice and comment periods for the TPA's products; how planning products are amended, including how public comments are received and evaluated, both before and after amendment execution; and exactly how the TPA considers and responds to comments on planning products. **The TPA must update the PPP with the specific strategies that they use in the public engagement process by February 28, 2018.**

3. **Title VI and Related Requirements:** The Federal Review Team reviewed a sample of federally-assisted contracts to determine whether DBE Assurance Language from 49 CFR 26.13 and Nondiscrimination Clauses from the Sub-recipient Assurance were included. We find that neither the Request for Qualifications (RFQ) nor General Planning Consultant (GPC) Agreements provided by CRTPA contain the required information. General nondiscrimination commitments as in Section 11 of the RFQ or Section 2 of the Agreement are insufficient to meet FHWA, FTA or FDOT requirements. The TPA could refer to the City of Tallahassee's procurement documents and procedures to the extent they comply with federal and related laws. **The CRTPA must conduct a review of its procurement processes and documents, correcting those that fail to contain required legal language by September 30, 2017.**

4. **Linking Planning and Environment:** In accordance with CFR 450.322(f)(7), the metropolitan transportation plan shall, at minimum, include a discussion of types

of potential environmental mitigation activities and potential areas to carry out these activities, including activities that may have the greatest potential to restore and maintain the environmental functions affected by the metropolitan transportation plan. This discussion must expand beyond a general policy of avoidance, and consider other strategies and activities that may be used, in the case that environmentally or socially sensitive areas cannot be avoided. **The CRTPA needs to include a discussion of potential environmental mitigation activities in the 2040 RMP by December 31, 2017.**

5. **Congestion Management Process (CMP):** As identified by 23 CFR 450.320(c), the CMP is required to be developed and implemented as an integral part of the metropolitan planning process during the LRTP development. Although the TPA developed a CMP, it has not been clearly utilized during the last two LRTP updates nor has an evaluation of the effectiveness of the CMP strategies been conducted. The evaluation measures must be used to provide feedback to determine the effectiveness of CMP strategies. This analysis must clearly reflect the results of the evaluation and how it will guide the selection and use of strategies for future implementation. **The CRTPA must develop a CMP by June 30, 2018, that specifically demonstrates how the process will be used in the 2045 LRTP update, identify evaluation measures, and using the CMP strategies, collect data to complete an evaluation by December 31, 2018.**

6. **Transportation Improvement Program (TIP):** During the development of the FY 2016/17-2020/21 TIP, FHWA provided several critical comments related to fiscal constraint demonstration, public engagement process, and project details per 23 CFR 450.324(e, g, h, & i) and 23 CFR 450.316(a)(1)(vi). However, these comments were not subsequently addressed. Following the site visit, the CRTPA released the Draft FY 2017/18-2021/22 TIP for public comment, which FHWA reviewed and found that the critical comments have now been addressed. **The CRTPA must provide documentation to FHWA/FTA that the Board adopted the TIP with the critical comments incorporated by August 1, 2017.**

C. **Recommendations**

1. **MPO Planning Structure**: FHWA is not typically included in the composition of an MPO Board. The Federal Review Team recommends that the FHWA be removed as a non-voting advisory member of the CRTPA Policy Board.

2. **Agreements:** The Federal Review Team encourages the CRTPA to periodically review, and update as necessary, all agreements to address any changes in coordination efforts. We also recommend that the CRTPA publish all current agreements on the website to increase transparency to the public.

3. **Intelligent Transportation System:** The Federal Review Team encourages the CRTPA to resume an active role as a partner with the City TATMS, FDOT and other partners, not only during RITSA updates and the development of the project priority lists, but also during its development of the Long Range

Transportation Plan and Transportation Improvement Programs. This involvement will not only ensure that the projects the CRTPA adopts remain consistent with the RITSA, but will lead to a more fully developed and robust ITS program within the region.

4. **Freight:** With the increased emphasis on freight in the FAST Act, and the resulting planning regulation's focus on the importance of incorporating providers of freight and freight stakeholders in the planning process, the Federal Review Team recommends that the CRTPA put forth a stronger effort to build relationships with the retailers and freight and manufacturing industries within the region. The CRTPA is encouraged to seek opportunities to attend freight industry meetings and events to educate them on the MPO process and to help the industry understand that they too have a seat at the table and a stake in the transportation planning process.

5. **Freight**: The Federal Team recommends that during the development of the 2045 Long Range Transportation Plan, the CRTPA provide a more thorough analysis of multimodal freight within the region. This analysis should include the impacts of freight movement to the transportation system as well as the multimodal freight needs for the continued economic development and growth within the region. The CRTPA is reminded that local freight movement should be considered and is integral in goods movement within the CRTPA and needs to be included in this analysis and recommendations in the LRTP.

6. **Security:** Since the CRTPA moved its offices back into Tallahassee's City Hall, no tests of the COOP, other than those by City Hall, have been conducted. The Federal Review Team recommends that the CRTPA begin conducting its own tests of the COOP and its various elements specifically related to the TPA to ensure that the TPA is able to conduct normal business functions during long term or catastrophic events. This testing includes exploring the ability of staff to telework, ensure staff has access to its various systems while teleworking, and be able to process payroll and perform successful invoicing functions.

7. **Safety**: The 2040 RMP does not include a specific summary of how the CRTPA's safety goals and objectives align with the SHSP. During the site visit discussions, it became evident that the TPA was supporting some of the SHSP emphasis areas, but the TPA's documents do not demonstrate this link nor did the staff appear familiar with the SHSP. Since the CRTPA includes counties that are in the Top 20 Counties for fatalities in Florida, the Federal Review Team again strongly recommends that the CRTPA ensures that future Long Range Transportation Plans include a safety element that incorporates or summarizes the priorities, goals, countermeasures or projects for the TPA contained in the SHSP.

8. **Unified Planning Work Program (UPWP):** The Federal Review Team recommends that the CRTPA review, update and approve new versions of the Internal Controls Guidelines and the Administrative Procedures Manual.

Furthermore, we recommend that the CRTPA conduct a documented review and analysis of the control environment, and complete a documented, regularly scheduled, annual or biennial risk assessment.

9. **Public Participation:** The Federal Review Team recommends that the CRTPA review the website to ensure that it is current and useful. Any outdated information should be removed or appropriately archived.

10. **Public Participation**: During the site visit and review, documentation demonstrating the evaluation of the measures of the effectiveness of its public participation activities was not available. While the staff does discuss the outcome of each event, there was little information provided as to what happens to the information and if the information is ever used by the staff to improve the planning process. The Federal Review Team recommends that staff take the next step to more fully document these outcomes and how their PPP strategies have changed in response to the evaluations as part of the PPP update.

11. **Title VI and Related Requirements:** CRTPA continues efforts to obtain better representation among underserved groups, including racial/ethnic minorities, those with disabilities, and college students, on its committees and in its outreach. This effort includes coordination with service groups that have more regular contact with these communities. The Federal Review Team encourages the TPA to partner with schools, social service groups, and community organizations when seeking committee members. Doing so provides broader, lasting representation that is not always possible when relying on individual community members.

Based on the overall findings, the FHWA and FTA jointly certify that the transportation planning process of the Tallahassee Transportation Management Area, substantially meets the federal planning requirements in 23 CFR 450 Subpart C subject to the TPA satisfactorily addressing the Corrective Actions stated in this report. The TPA is encouraged to provide the FHWA and FTA with evidence of satisfactory completion of the Corrective Actions in accordance with the noted deadlines. This FHWA/FTA certification will remain in effect until **June 2021**.

APPENDIX A – CRTPA Site Visit Participants

Federal Highway Administration (FHWA)
Danielle Blackshear
Stacie Blizzard
Carey Shepherd
Doug Roberts

Federal Transit Administration (FTA)
Elizabeth Parris Orr
Richelle Gosman

Florida Department of Transportation (FDOT)
Suzanne Lex
Starsky Harrell
Jacqueline Paramore
Alex Gramovot

Metropolitan Planning Organization Advisory Council (MPOAC)
Carl Mikyska

Capital Region Transportation Planning Agency (CRTPA)
Greg Slay
Jack Kostrzewa
Greg Burke
Lynn Barr
Collen Roland
Yulonda Mitchell
Justin Haynes

City of Tallahassee (StarMetro)
Terry Lowe
Brian Waterman
Angela Baldwin

APPENDIX B – Tallahassee TMA Certification Meeting Agenda

Capital Region Transportation Planning Agency
Certification Meeting
February 28 – March 1, 2017
CRTPA Offices
300 S. Adams Street
Tallahassee, FL

AGENDA – February 28
City Hall Conference Room 4F (4th Floor)
Dial-in: (571) 317-3112
Access Code: 313-094-245

	Day One	
Federal Certification Team Members	➢ Danielle Blackshear (FHWA) ➢ Stacie Blizzard (FHWA) ➢ Carey Shepherd (FHWA) ➢ Doug Roberts (FHWA) – calling in ➢ Richelle Grossman (FTA) – calling in ➢ Parris Orr (FTA) – calling in	
Time	**Item**	**Lead**
8:30	Welcome / Introductions ➢ Purpose of the Certification Process ➢ Review schedule and close-out process	Federal Review Team
8:45	Discussion of Previous Review Findings ➢ Federal TMA Certification ➢ State/MPO Annual Joint Certification	Federal Review Team, CRTPA, FDOT
9:15	CRTPA Overview Presentation ➢ Demographics ➢ Board Changes ➢ Current Projects	Federal Review Team, CRTPA, FDOT
9:45	CRTPA Plans: ➢ 2040 Regional Mobility Plan ➢ Unified Planning Work Program (UPWP) ➢ Congestion Management Process/Intelligent Transportation Systems (CMS/ITS)	Federal Review Team, CRTPA, FDOT
10:30	**Break**	
10:40	Review Areas (Part I) ➢ Finance ➢ Federal Regulation Updates	Federal Review Team, CRTPA, FDOT
11:45	**Lunch**	

1:00	Field Trip ➢ Lake Ella ➢ E. 6th Avenue ➢ Apalachee Parkway/E. Lafayette Street ➢ Cascades Park ➢ Lake Bradford/Orange Avenue	Federal Review Team, CRTPA, FDOT
TIME	**ITEM**	**LEAD**
3:15	Review of the day/Q & A	Federal Review Team, CRTPA, FDOT
4:00	Public Meeting Preparation	Federal Review Team, CRTPA, FDOT
4:30	Public Meeting (Tallahassee Room – City Hall)	Federal Review Team, CRTPA, FDOT

AGENDA – MARCH 1
Tallahassee Room (2nd Floor)
Dial-in (872) 240-3311
Access Code: 961-623-341

	Day Two	
Time	**ITEM**	**LEAD**
9:00	Review Areas (Part II) ➢ Title VI/Public Involvement ➢ Coordination Efforts ➢ Environmental Review Project Priorities/Transportation Improvement Program (TIP)	Federal Review Team, CRTPA, FDOT
10:30	**Break**	
10:45	Review Areas (Part III) ➢ Transit ➢ Bicycle/Pedestrian ➢ Safety & Security	Federal Review Team, CRTPA, FDOT, StarMetro
12:00	**Lunch**	
1:30	Review Team Debrief	Federal Review Team
2:30	Closeout Discussion	Federal Review Team, CRTPA, FDOT
3:00	Conclude Site Visit	

APPENDIX C – CRTPA Notice of Public Meeting

Email sent to CRTPA mailing list:

Mon 2/27/2017 3:41 PM

Barr, Lynn

To Bill Tellefsen (jeffcoplanner@gmail.com); Brockmeier, Scott; Bryant, Cherie (Planning); Burnsed, Keith; Calder, Autumn (autumn.calder@blueprint2000.org); 'Curry, Chris'; Doherty, Megan; Guffey, Ryan; Harrell, Starsky (Starsky.Harrell@dot.state.fl.us); Jamie Meeks (meeksj@leonschools.net); Jill Jeglie (jjeglie@gadsdencountyfl.gov); Lex, Suzanne; Melissa Corbett (mcorbett@mywakulla.com); Mills, Robert; Morris, Ken; Muehlemann, Chris; Park, Tony (ParkT@leoncountyfl.gov); Pollard, David; Secreast, Allen; Waterman, Brian; White, Artie; Whitmore, Heather; Wilcox, Barry; Wu, Charles

Bcc Bill Hasseback; Clay Ketchum; Jamie Christoff; Jamie Cunningham; Jean Bates; Johan vanTol; John Cross; John Harvard; John Kenny; Julian Mathis; Karen Loewen (rememberwhen@supernet.net); Katie Gorans; Paula Lucas; Pete Cunningham; Ryan Chavers; Scott Thornton; The Leon Pub; Trish; Annet Forlink; Bill Anderson; Bryan Roddenberry; Cal Jamison; Chuck Hess; David Edwards; Doug Alderson; Franckie Van Aerman; H. W. Weijers; James Burnett; Jennifer Jenson; Jerry & Virginia Moore; Jessica Welch; Joey Tillman; Keith Parmer; Leah Bowman; Leslie Cob; Lisa Cole; Luis Serna; Luis Serna (E-mail) (sernainthewater@yahoo.com); Luis Serna (lserna@mywakulla.com); Lynn Artz; Nelson Martin; Pam Portwood; Paul Johnson; Rachel Bielling; Robert Seidler; Shelly Swenson; Toni Courtier; Walt Dickson; aboulin@fsu.edu; Bear Schenk; Birdsong, Robin (Robin.Birdsong@dep.state.fl.us); Bryant Paulk (E-mail) (bryant.paulk@dot.state.fl.us); ccrisharp@embarqmail.com; Chad Hanson (E-mail) (chanson@gewtrusts.org); Chris Robinson; Dave Bright (David.Bright@blueprint2000.org); Greg Keelin; Jennifer Carver (jcarver@citiesthatwork.com); Jeremy Floyd (floydlanddesign@gmail.com); Jon Sewell (Jon.Sewell@kimley-horn.com); Keith McCarron (KMcCarron@thearpc.com); Kent Wimmer; Neil Fleckenstein (E-mail) (Neil@ttrs.org); Pam Hall (E-mail) (PHall@curg.org); Richard.Barr@kimley-horn.com; Riley, Zena (Zena.Riley@dot.myflorida.com); Sue Noyes; Willie Brown;

Good Afternoon!

You are receiving this e-mail because you are a former participant of a public meeting held by the Capital Region Transportation Planning Agency (CRTPA), or you have requested to be notified of any upcoming meetings that pertain to transportation planning in our region (including Gadsden, Jefferson, Leon, and Wakulla counties).

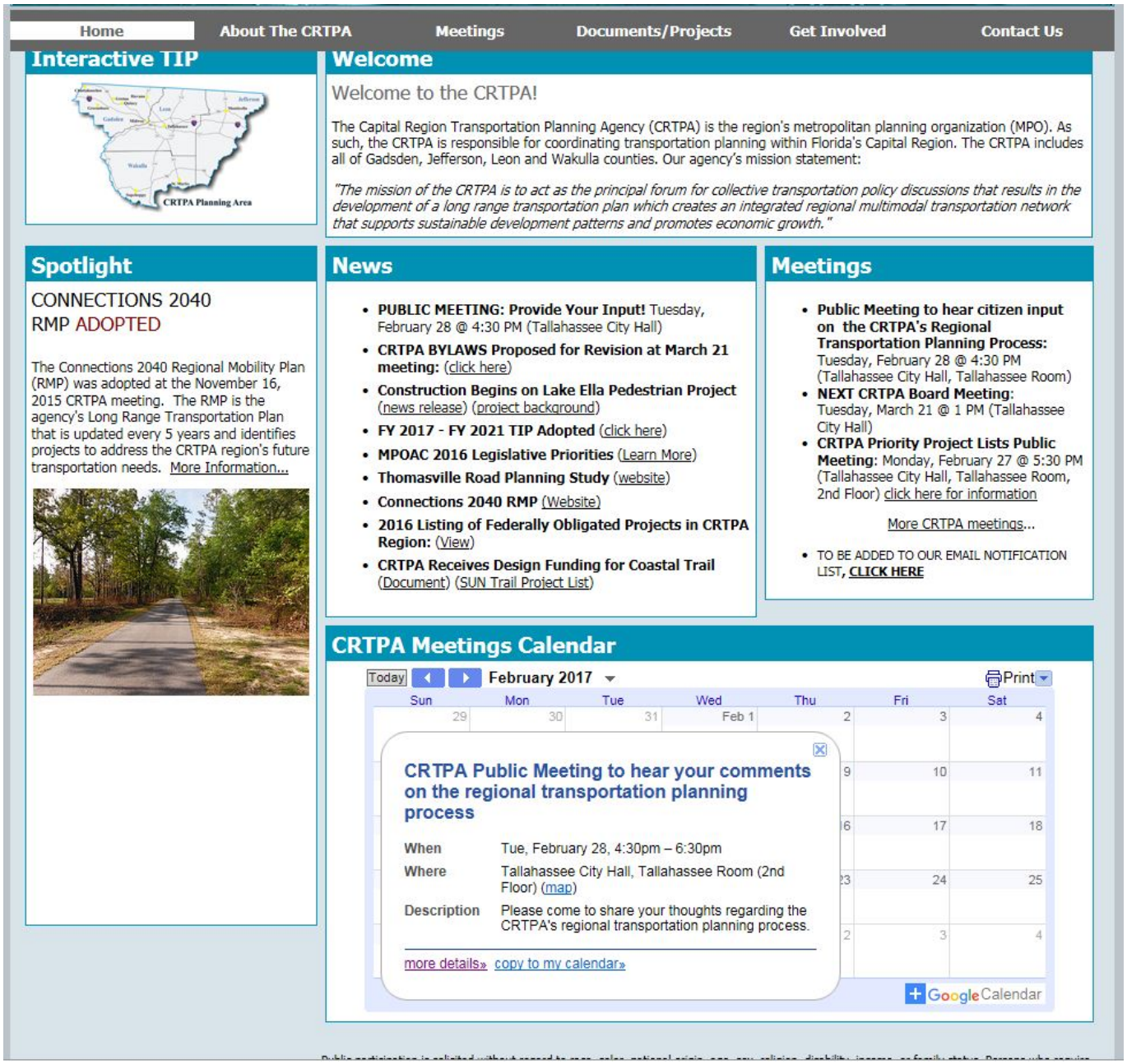
Please be notified that representatives from the Federal Highway Administration (FHWA) and Federal Transit Administration (FTA) will be available tomorrow evening to hear comments from people who have participated in any aspect of the CRTPA's work over the past four years. If you have comments on (or experiences with) the CRTPA transportation planning process, public meetings, or education and outreach events, we welcome you to attend the meeting to share them with FHWA and FTA. Details on the location and time of the meeting are listed below, and they can also be found on our website at www.crtpa.org.

Public Meeting to hear citizen input on the CRTPA's Regional Transportation Planning Process:

Tuesday, February 28 @ 4:30 PM
Tallahassee City Hall
2nd Floor, Tallahassee Room
300 S. Adams Street
Tallahassee, FL 32301

Public participation is solicited without regard to race, color, national origin, age, sex, religion, disability, income, or family status. Persons who require special accommodations under the Americans with Disabilities Act or persons who require translation services (free of charge) should contact Lynn Barr at 891-8627 or lynn.barr@talgov.com prior to the meeting.

Notice placed on CRTPA website:



APPENDIX D – Summary of Public Comments Received

FHWA/FTA would like to thank everyone who contributed comments for the Tallahassee TMA Certification Review. The public comments are a vital element of the certification review because the citizens are providing input about the transportation planning process and how the process is meeting the needs of the area. The comments received during the public meeting included remarks about positive changes coming to the region and ways to increase public attendance at CRTPA meetings. There were no comments received during the 30-day public comment period following the site visit. We have reviewed all comments and have taken them into consideration throughout the writing of this report. Thank you for your interest in the transportation planning process.

The next page begins the public meeting minutes and the public comments received.

• CITY HALL •
300 S. ADAMS STREET, BOX A-19
TALLAHASSEE, FL 32301
850.891.8630
www.crtpa.org

CRTPA CERTIFICATION PUBLIC MEETING
MEETING MINUTES
February 28, 2017

Citizens Present:
Terry Basham; Mike Roberts; Tina Crowder; Hans Van Tol

Staff Present:
Stacie Blizzard, FHWA; Carey Shepherd, FHWA; Suzanne Lex, FDOT; Jacqueline Paramore, FDOT; Greg Slay, CRTPA; Jack Kostrzewa, CRTPA; Greg Burke, CRTPA; Justin Haynes, CRTPA; Yulonda Mitchell, CRTPA

Danielle Blackshear, Federal Highway Administration, called the meeting to order at 4:30 pm. Mrs. Blackshear outlined the certification process. She explained the purpose of the review and introduced the FHWA Review Team. She stated there would also be a 30-day public comment period.

Mrs. Blackshear stated the Federal Certification Review Process is a 4-year review required joint review of the Metropolitan Planning Organization's process. She stated the reason was to review how the Capital Region Transportation Planning Agency's public input process works. She asked the public to provide their view of the process and weigh in on whether there was enough opportunity to provide public comment.

Public Comment:
Terry Basham, Citizens Advisory Committee member, stated that he also works with the Big Bend Contractors Associations. He stated there was a time when bicycles and sidewalks were all that were reviewed and considered. He noted there have been some positive changes within the last year and that he felt there were good things coming to the area.

Hans Van Tol, Citizens Advisory Committee chair and avid cyclist, stated there could be more outreach in order to increase public attendance of CRTPA meetings and subsequent public input. Mr. Van Tol suggested utilizing Facebook, mass e-mail and other social media outlets.

Meeting Adjournment: The meeting was adjourned at 5:30 PM.

Attested:

_____

Yulonda Mitchell, Recording Secretary

ATTACHMENT 2

2017 CRTPA Certification Review

Summary of Findings

Overview

- Site Visit & Public Meeting: February 26 – March 1, 2017
- Review Team
  - Danielle Blackshear – Lead
  - Stacie Blizzard
  - Carey Shepherd
  - Doug Roberts
  - Parris Orr (FTA)
- 2 NPs, 6 CAs, 11 Recs
- Report Signed: June 15, 2017

Noteworthy Practices

- Linking Planning and Environment – visualization and mapping techniques
- Long Range Transportation Plan (LRTP) – MetroQuest Survey

Corrective Actions

- Transit –
  - No transit projects are included in the Annual Listing of Obligated Projects
  - Include transit projects in the listing by **July 31, 2017**
- Title VI –
  - Federally-assisted contracts do not include DBE Assurance Language and Nondiscrimination Clauses
  - Must conduct a review of procurement processes and documents and add required legal language by **September 30, 2017**.

Corrective Actions

- Public Participation –
  - PPP lacks explicit procedures and strategies
  - Must be added by **February, 2018**
- Linking Planning and Environment –
  - Avoidance is the only environmental mitigation activity identified and is unrealistic
  - The 2040 RMP must expand beyond avoidance and include a discussion of potential environmental mitigation activities by **December 31, 2017**

Corrective Actions

- Congestion Management Process –
  - The MPO has not determined the effectiveness of the strategies in the CMP
  - Must identify evaluation measures and conduct an evaluation by **December 31, 2018.**
- Transportation Improvement Program (TIP) –
  - FHWA's critical comments were not addressed in the FY 16/17–20/21 TIP
  - Must provide documentation that the new TIP adopted by the Board addresses the comments no later than **August 1, 2017**

Recommendations

- MPO Planning Structure – remove FHWA from the Policy Board
- Agreements –
  - Periodically review and update
  - Publish on the CRTPA website
- Intelligent Transportation System (ITS) – strengthen partnerships to ensure project consistency with RITSA

Recommendations

- Freight – build stronger relationships with the freight and manufacturing community
- Freight – more thorough analysis of freight needs, movements, and impacts to the network in the RMP

Recommendations (cont'd)

- Security – conduct COOP tests specific to the CRTPA
- Safety – summarize how safety goals and objectives align with the SHSP
- UPWP –
  - Update the Internal Controls Guidelines and the Administrative Procedures Manual
  - Conduct an annual or biennial review and risk assessment of the control environment

Recommendations (cont'd)

- Public Participation - update website
- Public Participation – conduct and document effectiveness evaluation
- Title VI – broader representation on committees through partnerships with schools, social service groups, and community organizations