



Transportation Planning Certification Review
COMPASS Planning Area
(Ada and Canyon Counties, Idaho)
May 23-24, 2018

Final Report
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Prepared by
Federal Highway Administration
Federal Transit Administration

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EXECUTIVE SUMMARY

This final report documents the Federal certification review of the Community Planning Association of Southwest Idaho's (COMPASS') transportation planning program.

The purposes for this review were; first, to fulfill the Federal requirement to review and evaluate the planning programs of each transportation management area (TMA) no less than once every four years and, second, to serve as an opportunity for Federal, State, and local partners to discuss ways in which to improve the effectiveness of each metropolitan planning organization's (MPO's) planning process.

The review, which was conducted by a team of representatives from Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA), consisted of an examination of the MPO's documented practices, procedures, guidelines and activities; a field review which included meetings with the MPO management, staff, and members as well as the general public; a follow up assessment and report on the findings, commendations, corrective actions (as needed), and recommendations of the Review Team; and, finally, a joint statement of certification by FHWA and FTA on COMPASS' transportation planning program. At the time of the review, the 2018 update of the COMPASS Metropolitan Transportation Plan (MTP), Communities In Motion 2040 was underway but not complete. Therefore, it is expected that many recommendations and corrective actions included in this report will be addressed and resolved once the 2018 MTP is complete.

In February, 2018 the Federal review team began its planning and preparations for the COMPASS certification review. Integral to these preparations was a discussion with the COMPASS MPO Director and his staff on the roles, responsibilities, and scheduling of the review; the areas of focus for the review; and any information requests and presentations necessary to support the review process.

On May 23rd and 24th, 2018 the Review Team conducted the on-site visit portion of the review. Participating in the various field activities were the MPO staff and management, the local transit provider, and State and local government staff. Included in this site visit were several scheduled meetings with the MPO management and staff as well as a formal presentation to the MPO's Technical Advisory Committee; and a closeout session in which the review team presented to the MPO its general impressions of the MPO's program along with the citing of any elements deserving of recognition or follow up.

This final report documents the findings, commendations, recommendations, and corrective actions, made by the review team concerning COMPASS' transportation planning program. In the context of this review, "**Findings**" are statements of the conditions found on a given subject area during the course of the review; "**Commendations**" highlight elements of the MPO's program that demonstrate innovative, highly effective, well-thought-out practices and procedures for implementing the planning requirement; "**Recommendations**" are suggestions based on agency initiatives or best practices that the MPO should consider to enhance their planning processes; and "**Corrective Actions**" address specific areas or elements of the program in which the MPO currently fails to fully meet the intent of the Federal requirements and, if left

unaddressed, could result in restrictions being imposed on the MPO’s program. Table 1, below, provides a summary of commendations, recommendations, and corrective actions.

<p>Table 1: Commendations, Recommendations, and Corrective Actions 2018 COMPASS Certification Review</p>
<p>METROPOLITAN TRANSPORTATION PLAN (MTP)</p> <p>Corrective Actions: The following improvements are necessary to address MTP compliance with the Federal regulations:</p> <ul style="list-style-type: none"> • Demonstrate clear integration among the modes to address regional transportation (Per 23 CFR 450.324(b)). • Include an explanation in of how the CMP is used for the development of the plan (23 CFR 450.322(b) (See “Congestion Management Process”). • Identify and address bike and pedestrian transportation as unique and separate transportation modes. [Carryover From 2014 Certification Review] • Include an analysis of the consequences of significant unfunded long-term needs including assessing the impacts on a variety of travel modes (e.g., bike, pedestrian, transit) and potential impacts on employers, low-income, people with disabilities, and other vulnerable populations (Per 23 CFR 450.324(f)(11)(iii), 23 CFR 450.324 (f)(4)(ii)). [Carryover From 2014 Certification Review]
<p>TRANSPORTATION IMPROVEMENT PROGRAM (TIP)</p> <p>Commendation: The Review Team finds the TIP Achievement Section of the TIP to be an excellent tool for addressing the Federal requirement for reporting how the TIP is serving to achieve the MPO’s performance targets.</p> <p>Corrective Actions:</p> <ul style="list-style-type: none"> • Financial analysis of future needs and the costs of those needs must be balanced against available and anticipated revenues. (Per 23 CFR 450.326(a)). [Carryover From 2014 Certification Review] • The financial element of the TIP needs further refinement. Specifically, the TIP must identify the system level operations and maintenance costs, for all modes, and the funding available to meet these costs (Per 23 CFR 450.326(j)). • The TIP must include an explanation of what the CMP is and how it is used in the development of the TIP (Per 23 CFR 450.322(b)).
<p>PERFORMANCE MANAGEMENT</p> <p>Commendation: COMPASS is commended for its leadership in utilizing performance management in its transportation planning program and, specifically, for its TIP Achievement section in the TIP and</p>

**Table 1:
Commendations, Recommendations, and Corrective Actions
2018 COMPASS Certification Review**

its incorporation of the Federal performance data and measures into its CMP.

CONGESTION MANAGEMENT PROCESS (CMP)

Recommendation:

COMPASS should continue with its initial efforts at incorporating the System Performance element of the new (Federal) Performance Management requirements into the existing CMP.

Corrective Actions:

The COMPASS CMP needs to be revised and updated to include:

- Identification and evaluation of the anticipated performance and expected benefits of appropriate congestion management strategies including multi-modal strategies (Per 23 CFR 450.322 (d)(1)).
- Identification of an implementation schedule, implementation responsibilities, and possible funding sources for each strategy proposed for implementation (Per 23 CFR 450.322(d)(5)).
- Implementation of a process for periodic assessment of the effectiveness of implemented strategies, in terms of the area’s established performance measures (Per 23 CFR 450.322 (d)(6)).
- Provide an explanation and documented process for how the CMP is used to support the TIP and MTP development processes in the identification and selection of projects (Per 23 CFR 450.322 (b)).

PUBLIC TRANSPORTATION

Recommendations:

- The MTP and TIP should more fully assess long-term public transportation funding needs that would support a more significant shift (than currently planned) to transit and non-motorized travel to better align with COMPASS’s long-range transportation planning goals. The analysis should include a discussion of long-term unfunded needs and identify potential strategies and proposed schedule for building broad public support for future implementation.
- The MTP should take a more detailed look at transit-supportive infrastructure and the transportation-land use nexus in the Boise and Nampa urbanized areas. Serving multimodal travel needs will depend heavily on establishing a better operating environment – both land use and infrastructure -- for public transit, walking, and biking.
- The TIP project selection criteria should consider giving extra weight to expanding the underdeveloped multimodal network of alternative travel modes to better serve the travel needs of youth, elderly, low-income, disabled, and other transportation disadvantaged

<p>Table 1: Commendations, Recommendations, and Corrective Actions 2018 COMPASS Certification Review</p>
<p>populations.</p>
<p>BICYCLE AND PEDESTRIAN TRANSPORTATION</p>
<p>Commendation: COMPASS is commended for its significant strides in considering bicycle and pedestrian transportation in all facets of the MPO’s planning process. In particular, COMPASS’ identification of bicycle and pedestrian transportation as one of four major transportation systems (along with roadways, freight, and public transit) is reflective of the MPO’s increased attention to these alternative modes of transportation.</p>
<p>FREIGHT TRANSPORTATION</p>
<p>Commendation: COMPASS is commended for its increased emphasis on freight planning through recent planning studies conducted on the subject and its recognition of freight as one of the four transportation system components in the ongoing MTP update.</p>

Based on the findings of this review and, in consideration for the above noted corrective actions, the Federal Highway Administration and the Federal Transit Administration have determined that:

The Community Planning Association of Southwest Idaho’s transportation planning program substantially meets the Federal planning requirements of 23 CFR Part 450 and, therefore, is Certified With Conditions for a period of four years per Section 450.334(b)(1)(ii).

INTRODUCTION

A Transportation Management Area (TMA) is a designation assigned by the Secretary of Transportation for metropolitan areas having an urbanized population of over 200,000 persons. In Idaho, the urbanized portions of the Treasure Valley along with the surrounding lands included in their established metropolitan planning area constitute a TMA, and the organization designated by the State's Governor to carry out the Federally funded transportation planning activities for this TMA is the Community Planning Association of Southwest Idaho (COMPASS).

The Federal Highway Administration (FHWA) and Federal Transit Administration (FTA) are required to jointly review and evaluate the transportation planning processes for each TMA no less than every four years to determine if those processes meet the requirements of *23 CFR Part 450, Subpart C - Metropolitan Transportation Planning and Programming*. In addition, for TMAs which are non-attainment or maintenance areas for transportation related pollutants, the review must also evaluate the metropolitan planning organization's (MPO) processes to ensure that they are adequate to ensure conformity of plans and programs in accordance with procedures contained in *40 CFR Part 51- Air Quality: Transportation Plans, Programs, and Projects*.

Upon completion of the review and evaluation, FHWA and FTA must take one of the following actions:

1. Jointly certify that the transportation planning process meets or substantially meets the requirements of *23 CFR 450 Subpart C*;
2. Jointly certify the transportation planning process subject to certain specified corrective actions being taken;
3. Jointly certify the transportation planning process as the basis for approval of only certain categories of programs and projects or;
4. Withhold certification and the approval of certain apportionments and projects.

All Federal Highway Administration (FHWA) and Federal Transit Administration (FTA) projects funded under *Title 23, U.S.C. (Highways) or Chapter 53 of Title 49 U.S.C. (Transportation)* must be selected from the Statewide Transportation Improvement Program (STIP) produced by the State Department of Transportation. In order for projects located within MPO boundaries to be included in the STIP, they must be consistent with the MPO's Metropolitan Transportation Plan (MTP) and be included in the MPO's Transportation Improvement Program (TIP).

In all cases, FHWA and FTA must jointly certify that the transportation planning process in a TMA meets or substantially meets Federal planning regulations before recognizing

the RTP and TIP. Thus, failure to certify is significant as it can result in the withholding of USDOT funding.

FOLLOW UP TO 2014 CERTIFICATION REVIEW

In the 2014 Certification Review, the COMPASS program was determined to be substantially meeting the Federal requirements and was certified at that time subject to several corrective actions. A summary of follow up activities and current status for each of the 2014 corrective actions is provided in Table 2, below.

Table 2: Corrective Actions Update From 2014 Certification Review	
CORRECTIVE ACTION:	FOLLOW UP STATUS:
<p>Public Participation: The MPO needs to develop an overarching Public Participation Plan covering its entire planning program.</p>	<p>COMPASS adopted an Integrated Communication Plan, which includes the COMPASS Public Participation Plan, in June 2015. During the public comment for this plan, COMPASS solicited and received comments from FHWA and FTA. A further update to the Plan is currently under way with an anticipated adoption date of August 2018.</p>
<p>Transportation Improvement Program: The final TIP document must include any significant public comments along with the MPO's response and follow up action, where appropriate.</p>	<p>Beginning with the FY2016-2020 TIP, all public comments, with responses, are included in the TIP document and are also posted separately on the COMPASS web site.</p>
<p>Metropolitan Transportation Plan Development: The plan should identify and address bike and pedestrian transportation as unique and separate transportation modes.</p>	<p>COMPASS indicated that the MTP 2018 update (for which finalization and adoption is projected to take place in December 2018) bicycle and pedestrian (active) transportation will be addressed as one of four transportation components that integrate to comprise a complete transportation system (with the other three components being roadways, freight, and public transportation); it will also include a proposed regional bikeway/pathway system and rail/trail pathway; and the MTP will identify sidewalk, bike lane, and pathway projects. In support of the above new features, the MPO has established an Active Transportation Workgroup to</p>

Table 2: Corrective Actions Update From 2014 Certification Review

CORRECTIVE ACTION:	FOLLOW UP STATUS:
	provide feedback on infrastructure and level of service maps, bicycle/pedestrian demand, connectivity to public transportation, and freight conflicts. Also, the MPO has purchased 12 permanent and 41 portable bicycle and pedestrian counters to collect data and bicycle and pedestrian use and has produced an interactive map displaying existing and planned bicycle and pedestrian infrastructure.

Finding:

Based upon COMPASS’ input and the review team’s verification the review team has determined that the Corrective Actions specified in the 2014 TMA Certification Review of the COMPASS MPO are largely satisfactorily addressed subject to the recommendations and corrective actions identified in this report.

METROPOLITAN TRANSPORTATION PLAN (MTP)

Regulatory Basis:

Federal regulations require the development of a MTP as a key product of the metropolitan planning process:

The metropolitan transportation planning process shall include the development of a transportation plan addressing no less than a 20-year planning horizon. ... the transportation plan shall include both long-range and short-range strategies/actions that lead to the development of an integrated multimodal transportation system to facilitate the safe and efficient movement of people and goods in addressing current and future transportation demand.
[23 CFR 450.324]

The MTP is to be updated every four years in nonattainment and maintenance areas and every five years in attainment areas to ensure its consistency with changes in land-use, demographic, and transportation characteristics (See Appendix D for further details on the MTP scope and content requirements).

Findings:

Since the 2014 TMA Certification Review, the following actions have occurred or are under way and, consequently, warrant further assessment of COMPASS' MTP:

1. The 2014 finalization and adoption of Communities In Motion 2040.
2. The 2016 Final Rule updating the FHWA/FTA planning regulations reflecting the planning program changes enacted by MAP-21.
3. The 2016 and 2017 Final Rules establishing new regulations reflecting the performance management changes enacted by MAP-21.
4. The updating of CIM 2040 is currently under way with a projected adoption in December 2018.

COMPASS staff indicated the 2018 update to the MTP will address the following:

- The new plan will identify and address bike and pedestrian transportation as unique and separate transportation modes as called for in the 2014 Certification Review. Specifically, COMPASS has stated that bicycle and pedestrian transportation will constitute one of four major transportation systems in COMPASS' MTP and their overall planning process.
- The transit section of the MTP separates out transit as its own mode, separate from the transportation system as a whole. Little information is provided about the future needs to address transportation in the region and there is no analysis of

potential revenue to address the needs and the impact to the transportation system as a whole if transit funding is not met.

- The Financial Plan element of the MTP will include:
 1. Documentation of the estimated costs and revenues specific to the operation and maintenance of the existing transportation systems.
 2. Analysis and discussion on the future needs and potential resources for the region's transportation system and the impacts to the consequences to the region in the event that funding for one or more elements of the system (e.g. public transit) is not met.

Commendations:

N/A [MTP update is not yet available for review]

Recommendations:

N/A

Corrective Actions:

The following improvements are necessary to address MTP compliance with the Federal regulations:

- Demonstrate clear integration among the modes to address regional transportation (Per 23 CFR 450.324(b)).
- Include an explanation in of how the CMP is used for the development of the plan (23 CFR 450.322(b) (See "Congestion Management Process").
- Identify and address bike and pedestrian transportation as unique and separate transportation modes. [Carryover From 2014 Certification Review]
- Include an analysis of the consequences of significant unfunded long-term needs. This, in turn, could serve as a basis for exploring potential new revenues. This additional information should include assessing the impacts on a variety of travel modes (e.g., bike, pedestrian, transit). It should also report on potential impacts on employers, as well as low-income, people with disabilities, and other vulnerable populations (Per 23 CFR 450.324(f)(11)(iii) and 23 CFR 450.324 (f)(4)(ii)). [Carryover From 2014 Certification Review]
- Financial analysis of future needs and the costs of those needs must be balanced against available and anticipated revenues. In addition, the impacts of shortfalls to the transportation system must be analyzed and addressed. A more formal approach for prioritizing investment needs to make the process more transparent to the public and other participants. Also, once a process is developed the region can more easily assess and reassess priorities as situations change in the future, including potential additional funding or a reduction in funding anticipated (Per 23 CFR 450.326(a)). [Carryover From 2014 Certification Review]

TRANSPORTATION IMPROVEMENT PROGRAM (TIP)

Regulatory Basis:

Federal regulations call for the MPO to develop a TIP in cooperation with the State and public transit operators. Specific scope, content, and process requirements include:

- The TIP should cover a period of at least four years;
- The TIP should identify all eligible TCM's included in the STIP and give priority to eligible TCM's and projects included for the first two years which have funds available and committed;
- The TIP should include capital and non-capital surface transportation projects, bicycle and pedestrian facilities and other transportation enhancements; Federal Lands Highway projects and safety projects included in the State's Strategic Highway Safety Plan.
- The TIP and STIP must include all regionally significant projects for which an FHWA or the FTA approval is required, regardless of whether the projects are to be funded with Title 23 or Title 49 funds.
- In addition, all federal and non-federally funded, regionally significant projects must be included in the TIP and STIP and consistent with the Metropolitan Transportation Plan (MTP) for information purposes and air quality analysis in nonattainment and maintenance areas;
- The TIP shall include a financial plan that demonstrates how the approved TIP can be implemented, indicates resources from public and private sources that are reasonably expected to be made available to carry out the TIP, and recommends any additional financing strategies for needed projects and programs.
- For purposes of transportation operations and maintenance, the financial plan shall contain 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.

Findings:

- The COMPASS TIP is updated annually. The procedures, criteria, and other requirements associated with these updates and amendments thereto are detailed in COMPASS' TIP guidance document entitled, "Policy and Procedures Guide for the TIP".
- Collaboration between the State, the MPO, and the transit authority occurs at several points during the TIP update process. The State provides a schedule for the STIP, after which COMPASS prepares a coordinated TIP schedule to ensure State deadlines are met. The State provides COMPASS an initial list of projects to insure coordination with development of the preliminary TIP project list and the air quality conformity analysis. The transit operator, Valley Regional Transit, also provides their project list to COMPASS to ensure its inclusion in the preliminary TIP. Both the State and Valley Regional Transit participate in the

public review of the proposed TIP. The Idaho Transportation Department (ITD) Office of Transportation Investment provides COMPASS with program funding estimates to ensure that TIP development is fiscally constrained.

- ITD incorporates, without modification, directly or by reference, the “final” approved TIP into the STIP.
- The TIP includes a chapter entitled “Financial Constraint” which provides descriptions of existing funding sources, as well as summary tables containing system-level estimates of costs and revenues. This chapter includes a demonstration of fiscal constraint by year; it shows all project and program costs and revenues in a Year of Expenditure (future worth) convention; and it shows both phase and total costs for all projects. However, the chapter does not adequately address the operations and maintenance cost aspects of the program due to the content and/or presentation of this information.
- The TIP includes a “TIP Achievement” section which explains and quantifies the effectiveness of the TIP in meeting the MPO’s performance targets. It is noted, however, that neither this section nor the balance of the TIP addresses how the CMP is used in conjunction with the development of the TIP.

Commendation:

The Review Team finds the TIP Achievement Section of the TIP to be an excellent tool for addressing the Federal requirement for reporting how the TIP is serving to achieve the MPO’s performance targets.

Recommendation:

None

Corrective Actions:

- The financial element of the TIP needs further refinement. Specifically, the TIP must identify the system level operations and maintenance costs, for all modes, and the funding available to meet these costs (Per 23 CFR 450.326(j)).
- The TIP must include an explanation of what the CMP is and how it is used in the development of the TIP (Per 23 CFR 450.322(b)).

PERFORMANCE MANAGEMENT

Performance management is a strategic approach that uses system information to make investment and policy decisions to achieve performance goals. Performance management typically includes both the management of the transportation system and management of the organizations with responsibility for the transportation system. Performance-based planning and programming is a system-level, data-driven process to identify the strategies and investments.

Regulatory Basis:

With respect to the MPO's planning process, 23 CFR 450.306 directs that it provides for the establishment and use of a performance-based approach to transportation decision-making to support the national (performance) goals.

In addition, FHWA's planning regulations call for the MPOs' Plan and TIP to address and reflect performance management as follows:

- The metropolitan transportation plan shall, at a minimum, include:
 - A description of the performance measures and performance targets used in assessing the performance of the transportation system.
 - A system performance report and subsequent updates evaluating the condition and performance of the transportation system with respect to the performance targets.
- The TIP shall be designed such that once implemented, it makes progress toward achieving the performance targets established under §450.306(d).
- 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 metropolitan transportation plan, linking investment priorities to those performance targets.

(See Appendix F for further details on performance management planning requirements)

Findings:

COMPASS has been using performance management principles in its planning program since well before the enactment of MAP-21. Included in COMPASS program are identified performance measures, the annual tracking and reporting of its program status for these measures, and a TIP Achievements write up, demonstrating the extent to which the TIP is serving to achieve the MPO's performance targets.

With respect to the Federal Transportation Performance Program, COMPASS has incorporated the Federal measures into their existing program and is currently in the process of determining targets for these measures (or, alternatively, electing to support the State's targets) as directed in the Federal regulations.

In addition, COMPASS has a documented process in place, defining the respective roles and responsibilities of ITD and the MPO with respect to collection and sharing of data and the determination and reporting of performance targets and conditions.

COMPASS has also incorporated NHS performance data their Congestion Management Process (CMP).

Commendations:

COMPASS is commended for its leadership in utilizing performance management in its transportation planning program and, specifically, for its TIP Achievement section in the TIP and its incorporation of the Federal performance data and measures into its CMP.

Recommendations:

None

Corrective Actions:

None

CONGESTION MANAGEMENT PROCESS

Regulatory Basis:

23 CFR 450.322 calls for TMAs to address congestion management through a multimodal process and based on performance measures and strategies. The congestion management process (CMP) is to be developed, established, and implemented as part of the metropolitan transportation planning process that includes coordination with transportation system management and operations activities.

The CMP is to include:

(1) Methods to monitor and evaluate the performance of the multimodal transportation system, identify the underlying 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;

(2) 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;

(3) 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;

(4) 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:

- (i) Demand management measures;
- (ii) Traffic operational improvements;
- (iii) Public transportation improvements;
- (iv) ITS technologies as related to the regional ITS architecture; and

(v) Where necessary, additional system capacity.

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

(6) 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.

(See Appendix G for further details on CMP requirements)

Findings:

- COMPASS' current Congestion Management Process (CMP) is substantially the same process as that first developed in 2005.
- Because of COMPASS's air quality attainment area with an approved limited maintenance plan for the CO NAAQS. status, the CMP is currently not required to address the analysis provisions of 23 CFR 450.322(e) and (f) in conjunction with the addition of general purpose lanes.
- COMPASS' CMP does generally fulfill the first three content requirements of 23 CFR 450.322(d), however, it does not clearly and/or completely address the remaining three elements described as follows:
 - Identification and evaluation of the anticipated performance and expected benefits of appropriate congestion management strategies.
 - Identification of an implementation schedule, implementation responsibilities, and possible funding sources for each strategy proposed for implementation.
 - Implementation of a process for periodic assessment of the effectiveness of implemented strategies, in terms of the area's established performance measures.
- COMPASS provided information about planned activities to update and implement their CMP including:
 - Purchase of new NPMRDS data sets
 - Updating their TMSO
 - Document achievements
 - Expand transit data collection and integration into the CMP analysis
 - Use the data and reporting to better inform the MTP and TIP process.

Commendations:

None

Recommendations:

COMPASS should continue with its initial efforts at incorporating the System Performance element of the new (Federal) Performance Management requirements into the existing CMP requirements.

Corrective Actions:

The COMPASS CMP needs to be revised and updated to include:

- Identification and evaluation of the anticipated performance and expected benefits of appropriate congestion management strategies including multi-modal strategies (Per 23 CFR 450.322 (d)(1)).
- Identification of an implementation schedule, implementation responsibilities, and possible funding sources for each strategy proposed for implementation (Per 23 CFR 450.322(d)(5)).
- Implementation of a process for periodic assessment of the effectiveness of implemented strategies, in terms of the area's established performance measures (Per 23 CFR 450.322 (d)(6)).
- Provide an explanation and documented process for how the CMP is used to support the TIP and MTP development processes in the identification and selection of projects (Per 23 CFR 450.322 (b)).

PUBLIC TRANSPORTATION

Regulatory Basis:

49 U.S.C. 5303 and 23 U.S.C. 134 require the transportation planning process in metropolitan areas to consider all modes of travel in the development of their plans and programs. Federal regulations cited in 23 CFR 450.314 state that the MPO in cooperation with the State and operators of publicly owned transit services shall be responsible for carrying out the transportation planning process.

Findings:

COMPASS serves in a partnership support role with the regional transit authority, Valley Regional Transit (VRT). In this capacity, the MPO supports a number of activities such as the development of the “Mobility Management Development Guide”, the related “Mobility Management Strategies: Accessibility Options Report”, and periodic program reporting activities such as for the Transit Service Plan. In addition, COMPASS provides planning administration support, technical assistance and coordination with VRT on numerous other transit planning activities.

COMPASS continues to demonstrate a close level of coordination with VRT through its planning program. It is apparent, however that there are now critical financial challenges facing public transit in the COMPASS area and it is expected that COMPASS will be able to play a greater outreach and advocacy role by further emphasizing the importance of public transit to the overall transportation system in the Treasure Valley and identifying and assessing possible strategies for addressing the current situation.

Commendations:

None

Recommendations:

- The MTP and TIP should more fully assess long-term public transportation funding needs that would support a more significant shift (than currently planned) to transit and non-motorized travel to better align with COMPASS’s long-range transportation planning goals. The analysis should include a discussion of long-term unfunded needs and identify potential strategies and proposed schedule for building broad public support for future implementation.
- The MTP should take a more detailed look at transit-supportive infrastructure and the transportation-land use nexus in the Boise and Nampa urbanized areas. Serving multimodal travel needs will depend heavily on establishing a better operating environment – both land use and infrastructure -- for public transit, walking, and biking.

- The TIP project selection criteria should consider giving extra weight to expanding the underdeveloped multimodal network of alternative travel modes to better serve the travel needs of youth, elderly, low-income, disabled, and other transportation disadvantaged populations.

Corrective Actions:

None

BICYCLE AND PEDESTRIAN

It is the national policy per 23 USC 134 that the MPO designated for each urbanized area is to carry out a continuing, cooperative, and comprehensive multimodal transportation planning process, including the development of a metropolitan transportation plan and a transportation improvement program (TIP), that encourages and promotes the safe and efficient development, management, and operation of surface transportation systems to serve the mobility needs of people and freight (including accessible pedestrian walkways and bicycle transportation facilities) and foster economic growth and development, while minimizing transportation-related fuel consumption and air pollution.

Regulatory Basis:

23 CFR 450.324 provides the following with respect to consideration and reflection of bicycle and pedestrian transportation in MPO's transportation plan:

(f) The metropolitan transportation plan shall, at a minimum, include:

....

(2) 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, giving emphasis to those facilities that serve important national and regional transportation functions over the period of the transportation plan.

Findings:

COMPASS has heightened its consideration for and emphasis on bicycle and pedestrian transportation since the 2014 TMA Certification Review. Examples of recent progress in this area include:

1. Establishment of the MPO's "Active Transportation Work Group".
2. Establishment of and continuing support for a bike and pedestrian counter program for the area.
3. Annual collection and reporting of bicycle and pedestrian use data.
4. Development of a regional bike plan and interactive bike map.
5. Rails-to-Trails study of the Boise Spur rail line.
6. Integration of bike/ped consideration into the project programming process.
7. The inclusion of bicycle and pedestrian transportation as one of the four "transportation system components" to be reflected in the MTP update (CIM 2040 v2).

Commendations:

COMPASS is commended for its significant strides in considering bicycle and pedestrian transportation in all facets of the MPO's planning process. In particular, COMPASS' identification of bicycle and pedestrian transportation as one of four major transportation systems (along with roadways, freight, and public transit) is reflective of the MPO's increased attention to these alternative modes of transportation.

Recommendations:

None

Corrective Actions:

None

FREIGHT

Regulatory Basis:

23 CFR 450.306 specifies that the metropolitan transportation planning process shall be continuous, cooperative, and comprehensive, and provide for consideration and implementation of projects, strategies, and services that will address prescribed list of factors including:

- Increasing accessibility and mobility of people and freight, and
- Enhancing the integration and connectivity of the transportation system, across and between modes, for people and freight;

In addition, this section specifies that an MPO integrate in the metropolitan transportation planning process, the goals, objectives, performance measures, and targets described in other State transportation plans and transportation processes, as well as any plans required as part of a performance-based program including appropriate (metropolitan) portions of the State Freight Plan.

Finally, with respect to the Metropolitan Transportation Plan, 23 CFR 450.324 adds that, “In formulating the transportation plan, the MPO(s) shall consider factors described in §450.306 as the factors relate to a minimum 20-year forecast period.”

Findings:

COMPASS is making a concerted effort to expand its level of understanding for freight transportation in its transportation planning program as evidenced by the following:

1. Establishment of a Freight Advisory Group,
2. Completion of a “Truck Freight Data Collection Project”, and
3. Completion of the 2018 “COMPASS Freight Study”
4. Identification of freight as one of the four transportation system components in the current MTP update.

Commendations:

COMPASS is commended for its increased emphasis on freight planning through recent planning studies conducted on the subject and its recognition of freight as one of the four transportation system components in the ongoing MTP update.

Recommendations:

None

Corrective Actions: None

APPENDIX A

ACRONYMS AND ABBREVIATIONS

ADA	Americans with Disabilities Act
AQ	Air Quality
CAAA	Clean Air Act Amendments of 1990
CFR	Code of Federal Regulations
CMAQ	Congestion Mitigation and Air Quality
CMP	Congestion Management Process
DBE	Disadvantaged Business Enterprises
DOT	Department of Transportation
EPA	Environmental Protection Agency
FHWA	Federal Highway Administration
FTA	Federal Transit Administration
GIS	Geographic Information system
ITS	Intelligent Transportation Systems
LEP	Limited English Proficiency
L RTP	Long-Range Transportation Plan
MOU	Memorandum of Understanding
MPA	Metropolitan Planning Area Boundary
MPO	Metropolitan Planning Organization
NEPA	National Environmental Policy Act
NHS	National Highway System

PEA	Planning Emphasis Area
PL	Metropolitan Planning Funds
PPP	Public Participation Plan
RTP	Regional Transportation Plan
SHA	State Highway Administration
SHSP	Strategic Highway Safety Plan
SIP	State Implementation Plan
STIP	State Transportation Improvement Program
STP	Surface Transportation Program
TAZ	Transportation Analysis Zone
TCM	Transportation Control Measure
TIP	Transportation Improvement Program
Title VI	Title VI of the 1964 Civil Rights Act
TMA	Transportation Management Area
TMIP	Travel Model Improvement Program
U.S.C.	United States Code
UAB	Urban Area Boundary
UPWP	Unified Planning Work Program
UZA	Urbanized Area
VMT	Vehicle Miles of Travel

APPENDIX B

FIELD REVIEW AGENDA

Wednesday, 5/23/18	TOPIC:	LEAD:
8:30 a.m.	R-TAC Meeting <ul style="list-style-type: none"> • Presentation on Federal Cert. Review • Q's/A's on Metro Planning Process 	Scott Frey, FHWA Ned Conroy, FTA
10:30	Review Team Pre-Meeting (DOT Team members only)	DOT Team
12:00	Lunch	

1:00	Field Review Meeting “Kick-Off” Purpose of Review, Format & Schedule	Scott Frey, FHWA
1:15	COMPASS Overview <ul style="list-style-type: none"> • Mission, Vision, and Goals • COMPASS' Roles and Priorities • Emerging Transportation Issues 	Matt Stoll, COMPASS
1:30	Follow Up to 2014 TMA Review	Matt Stoll, COMPASS Scott Frey, FHWA
2:00	Transportation Plan Update: <ul style="list-style-type: none"> • Update Process: CIM 2040 2.0 • Amendments to CIM 2040 	Liisa Itkonen, COMPASS
2:30	Transportation Improvement Program (TIP): <ul style="list-style-type: none"> • Development Process • Performance Reporting • Fiscal Constraint 	Toni Tisdale, COMPASS
3:00	Break	
3:15	Transportation Performance Management (TPM): <ul style="list-style-type: none"> • COMPASS Progress – Measures and Targets • PM Framework Tool (SHRP2 Grant) • Application to Plan and TIP 	Carl Miller, COMPASS
4:00	Congestion Management Process (CMP) Past, Present, and Future of CMP for COMPASS	Mary Ann Waldinger,

4:30	Adjourn	COMPASS
Thursday, 5/24	TOPIC:	LEAD:
9:00 a.m.	Public Transportation: <ul style="list-style-type: none"> • Transit • Vanpool/Carpool 	Liisa Itkonen, COMPASS Toni Tisdale, COMPASS Ned Conroy, FTA
9:45	Bike/Ped Transportation	Liisa Itkonen, COMPASS Lori Porreca, FHWA
10:15	Freight	Liisa Itkonen, COMPASS Lori Porreca, FHWA
10:45	Break	
11:00	Challenges and Opportunities: <ul style="list-style-type: none"> • Funding • ITD-COMPASS Cooperation • Planning Area Boundary • Member Support Strategies 	Matt Stoll, COMPASS
12:00	Lunch	
1:00	USDOT Team Work Session Prepare Draft Findings	DOT Team
3:00	Closeout Session: Comments and Initial Findings	DOT Team
3:30	Adjourn	

APPENDIX C

FEDERAL REVIEW TEAM

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APPENDIX D

METROPOLITAN TRANSPORTATION PLAN

23 CFR 450.324 Development and content of the metropolitan transportation plan.

(a) The metropolitan transportation planning process shall include the development of a transportation plan addressing no less than a 20-year planning horizon as of the effective date. In formulating the transportation plan, the MPO(s) shall consider factors described in §450.306 as the factors relate to a minimum 20-year forecast period. In nonattainment and maintenance areas, the effective date of the transportation plan shall be the date of a conformity determination issued by the FHWA and the FTA. In attainment areas, the effective date of the transportation plan shall be its date of adoption by the MPO(s).

(b) The transportation plan shall include both long-range and short-range strategies/actions that provide for the development of an integrated multimodal transportation system (including accessible pedestrian walkways and bicycle transportation facilities) to facilitate the safe and efficient movement of people and goods in addressing current and future transportation demand.

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(f) The metropolitan transportation plan shall, at a minimum, include:

(1) The current and projected transportation demand of persons and goods in the metropolitan planning area over the period of the transportation plan;

(2) Existing and proposed transportation facilities (including major roadways, public transportation facilities, intercity bus facilities, multimodal and intermodal facilities, nonmotorized transportation facilities (e.g., pedestrian walkways and bicycle facilities), and intermodal connectors) that should function as an integrated metropolitan transportation system, giving emphasis to those facilities that serve important national and regional transportation functions over the period of the transportation plan.

(3) A description of the performance measures and performance targets used in assessing the performance of the transportation system in accordance with §450.306(d).

(4) A system performance report and subsequent updates evaluating the condition and performance of the transportation system with respect to the performance targets described in §450.306(d), including—

(i) Progress achieved by the metropolitan planning organization in meeting the performance targets in comparison with system performance recorded in previous reports, including baseline data; and

(ii) For metropolitan planning organizations that voluntarily elect to develop multiple scenarios, an analysis of how the preferred scenario has improved the conditions and performance of the

transportation system and how changes in local policies and investments have impacted the costs necessary to achieve the identified performance targets.

(5) 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;

(6) Consideration of the results of the congestion management process in TMAs that meet the requirements of this subpart, including the identification of SOV projects that result from a congestion management process in TMAs that are nonattainment for ozone or carbon monoxide.

(7) Assessment of capital investment and other strategies to preserve the existing and projected future metropolitan transportation infrastructure, provide for multimodal capacity increases based on regional priorities and needs, and reduce the vulnerability of the existing transportation infrastructure to natural disasters. The metropolitan transportation plan may consider projects and strategies that address areas or corridors where current or projected congestion threatens the efficient functioning of key elements of the metropolitan area's transportation system.

(8) Transportation and transit enhancement activities, including consideration of the role that intercity buses may play in reducing congestion, pollution, and energy consumption in a cost-effective manner and strategies and investments that preserve and enhance intercity bus systems, including systems that are privately owned and operated, and including transportation alternatives, as defined in 23 U.S.C. 101(a), and associated transit improvements, as described in 49 U.S.C. 5302(a), as appropriate;

(9) Design concept and design scope descriptions of all existing and proposed transportation facilities in sufficient detail, regardless of funding source, in nonattainment and maintenance areas for conformity determinations under the EPA's transportation conformity regulations (40 CFR part 93, subpart A). In all areas (regardless of air quality designation), all proposed improvements shall be described in sufficient detail to develop cost estimates;

(10) 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. The discussion may focus on policies, programs, or strategies, rather than at the project level. The MPO(s) shall develop the discussion in consultation with applicable Federal, State, and Tribal land management, wildlife, and regulatory agencies. The MPO(s) may establish reasonable timeframes for performing this consultation;

(11) A financial plan that demonstrates how the adopted transportation plan can be implemented.

(i) For purposes of transportation system operations and maintenance, the financial plan shall contain system-level estimates of costs and revenue sources that are reasonably expected to be available to adequately operate and maintain the Federal-aid highways (as defined by 23 U.S.C. 101(a)(5)) and public transportation (as defined by title 49 U.S.C. Chapter 53).

(ii) For the purpose of developing the metropolitan transportation plan, the MPO(s), public transportation operator(s), and State shall cooperatively develop estimates of funds that will be available to support metropolitan transportation plan implementation, as required under §450.314(a). All necessary financial resources from public and private sources that are reasonably expected to be made available to carry out the transportation plan shall be identified.

(iii) The financial plan shall include recommendations on any additional financing strategies to fund projects and programs included in the metropolitan transportation plan. In the case of new

funding sources, strategies for ensuring their availability shall be identified. The financial plan may include an assessment of the appropriateness of innovative finance techniques (for example, tolling, pricing, bonding, public private partnerships, or other strategies) as revenue sources for projects in the plan.

(iv) In developing the financial plan, the MPO(s) shall take into account all projects and strategies proposed for funding under title 23 U.S.C., title 49 U.S.C. Chapter 53 or with other Federal funds; State assistance; local sources; and private participation. Revenue and cost estimates that support the metropolitan transportation plan must use an inflation rate(s) to reflect “year of expenditure dollars,” based on reasonable financial principles and information, developed cooperatively by the MPO(s), State(s), and public transportation operator(s).

(v) For the outer years of the metropolitan transportation plan (*i.e.*, beyond the first 10 years), the financial plan may reflect aggregate cost ranges/cost bands, as long as the future funding source(s) is reasonably expected to be available to support the projected cost ranges/cost bands.

(vi) For nonattainment and maintenance areas, the financial plan shall address the specific financial strategies required to ensure the implementation of TCMs in the applicable SIP.

(vii) For illustrative purposes, the financial plan may include additional projects that would be included in the adopted transportation plan if additional resources beyond those identified in the financial plan were to become available.

(viii) In cases that the FHWA and the FTA find a metropolitan transportation plan to be fiscally constrained and a revenue source is subsequently removed or substantially reduced (*i.e.*, by legislative or administrative actions), the FHWA and the FTA will not withdraw the original determination of fiscal constraint; however, in such cases, the FHWA and the FTA will not act on an updated or amended metropolitan transportation plan that does not reflect the changed revenue situation.

(12) Pedestrian walkway and bicycle transportation facilities in accordance with 23 U.S.C. 217(g).

APPENDIX E
FEDERAL REGULATORY COMPLIANCE ASSESSMENT:
COMMUNITIES IN MOTION 2040 PLAN

ASSESSMENT OF COMMUNITIES IN MOTION (CIM) 2040:

REQUIRED FEDERAL ELEMENTS PER 23 CFR 450.324)

Element: [CFR Ref.]	Requirement: <i>The metropolitan transportation plan shall, at a minimum, include:</i>	CIM 2040 Coverage: <i>How does CIM address this element?</i>
Demand Analysis [450.324(f)(1)]	The projected transportation demand of persons and goods in the metropolitan planning area over the period of the transportation plan	<p>The transportation plan both identifies and reflects the projected transportation demand of persons and goods throughout the plan. With respect to person and vehicle trips, COMPASS’ travel demand model develops projections of travel demand. The model has also been used to present summary information such current and future transportation network characteristics (Tables 5.1 and 6.1). Additionally, Chapter 5 identifies current demand for and/or characteristics for other modes and system uses such as transit, bike/ped, and freight (truck, rail, and air) usage, principally in Chapters 5.</p> <p>In summary, CIM 2040 does an appropriate job of developing, using, and presenting transportation demand of persons and goods in the metropolitan area.</p>
Congestion Management Strategies [450.324(f)(5), (6), and (7)]	<p>(5) 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;</p> <p>(6) Consideration of the results of the congestion management process in TMAs that meet the requirements of this subpart, including the identification of SOV projects that result from a congestion management process in</p>	The development of CIM 2040 and the resultant TIPs to implement it are based on COMPASS’ Congestion Management Process developed in 2005 and used since then to guide the decision making process for identifying and programming projects. Included as part of the Treasure Valley Congestion Management System Plan (Report No. 6-2005) is both a monitoring and tracking system for evaluating the congestion levels for the planning areas and methodology, criteria, and decision making process for identifying and rating prospective projects including in terms of their capacity to reduce the amount of single occupant vehicles on the roadway system. With respect to the particular requirements of paragraph (4) which

ASSESSMENT OF COMMUNITIES IN MOTION (CIM) 2040:

REQUIRED FEDERAL ELEMENTS PER 23 CFR 450.324)

Element: [CFR Ref.]	Requirement: <i>The metropolitan transportation plan shall, at a minimum, include:</i>	CIM 2040 Coverage: <i>How does CIM address this element?</i>
	<p>TMA's that are nonattainment for ozone or carbon monoxide;</p> <p>(7) Assessment of capital investment and other strategies to preserve the existing and projected future metropolitan transportation infrastructure and provide for multimodal capacity increases based on regional priorities and needs. The metropolitan transportation plan may consider projects and strategies that address areas or corridors where current or projected congestion threatens the efficient functioning of key elements of the metropolitan area's transportation system;</p>	<p>are applicable to TMA's in nonattainment for ozone or carbon monoxide, it is noteworthy that Idaho has no MPO's falling into this category and, therefore, is not subject to the requirements of this particular section (ref. 23 CFR 450.322(e) and (d)).</p> <p>In summary, CIM 2040 does an appropriate job of addressing and reflecting congestion management strategies. The coverage of the CMP might be further enhanced by adding some explanation in CIM 2040 on how the CMP is used to develop the plan and TIP.</p>
<p>Pedestrian Walkway and Bicycle Facilities [450.324(f)(12)]</p>	<p>(12) Pedestrian walkway and bicycle transportation facilities in accordance with 23 U.S.C. 217(g);</p> <p>(g) Planning and Design.—(of 23 USC 217) (1) In general.--Bicyclists and pedestrians shall be given due consideration in the comprehensive transportation plans developed by each metropolitan planning organization and State in accordance with sections 134 and 135, respectively. Bicycle transportation</p>	<p>CIM 2040 includes a summary discussion of existing pathway (bike and ped) systems within the planning area. It also cites the total number and cost of pathway projects in the current TIP.</p> <p>The Plan also includes links to various existing bike and ped plans and programs of its member agencies, however, not all members have such plans and they are not in any way combined or coordinated into a comprehensive network or system for the metropolitan area. Moreover, there is no MPO-wide process or program for discussing, coordinating, and planning bike and ped projects. Rather it a piecemeal assemblage of information from various jurisdictions and which has not, to this point, been organized or coordinated to any real extent.</p>

ASSESSMENT OF COMMUNITIES IN MOTION (CIM) 2040:

REQUIRED FEDERAL ELEMENTS PER 23 CFR 450.324)

Element: [CFR Ref.]	Requirement: <i>The metropolitan transportation plan shall, at a minimum, include:</i>	CIM 2040 Coverage: <i>How does CIM address this element?</i>
	<p>facilities and pedestrian walkways shall be considered, where appropriate, in conjunction with all new construction and reconstruction of transportation facilities, except where bicycle and pedestrian use are not permitted.</p> <p>(2) Safety considerations.--Transportation plans and projects shall provide due consideration for safety and contiguous routes for bicyclists and pedestrians. Safety considerations shall include the installation, where appropriate, and maintenance of audible traffic signals and audible signs at street crossings.</p>	<p>In summary, it appears that bike and pedestrian considerations are not treated as separate transportation modes at the long range plan level and, instead, are only given passing mention and reference. While it has been explained that bike and ped are given more focused attention at the corridor and project levels, it is not clear from CIM that such might be the case, and, in any case, there does not appear to be any concerted effort or intent to coordinate and facilitate the discussion on bike and ped transportation issues at the regional (planning area) level. Given this limited role by the MPO, it is difficult to imagine how the plan can give serious consideration to bicyclists and pedestrians and, in particular, the important issues of safety and contiguous routes.</p>
<p>System Preservation [450.324(f)(7)]</p>	<p>(7) Assessment of capital investment and other strategies to preserve the existing and projected future metropolitan transportation infrastructure and provide for multimodal capacity increases based on regional priorities and needs. The metropolitan transportation plan may consider projects and strategies that address areas or corridors where current or projected congestion threatens the efficient functioning of key elements of the metropolitan area's transportation system;</p>	<p>The focus of CIM 2040 is, in fact, fundamentally that of system preservation. In consideration of the limited resources projected to be available to COMPASS members through the Federal-aid program for the foreseeable future, it was concluded that all Federal funds would be directed to system preservation needs.</p> <p>While CIM does still identify and assess system needs beyond preservation of the existing network, it does so with the clear caveat that projects of this nature are currently without funding and therefore are for illustrative purposes only. In summary, the approach taken in CIM 2040 of dedicating all Federal-aid funds to system preservation with most other capital improvement projects being for illustration purposes only is a rational and</p>

ASSESSMENT OF COMMUNITIES IN MOTION (CIM) 2040:

REQUIRED FEDERAL ELEMENTS PER 23 CFR 450.324)

Element: [CFR Ref.]	Requirement: <i>The metropolitan transportation plan shall, at a minimum, include:</i>	CIM 2040 Coverage: <i>How does CIM address this element?</i>
		appropriate approach given the current funding constraints placed upon transportation programs by the State and Federal governments controlling the transportation funds.
Design Concept and Scope [450.324(f)(9)]	(9) Design concept and design scope descriptions of all existing and proposed transportation facilities in sufficient detail, regardless of funding source, in nonattainment and maintenance areas for conformity determinations under the EPA's transportation conformity rule (40 CFR part 93). In all areas (regardless of air quality designation), all proposed improvements shall be described in sufficient detail to develop cost estimates;	<p>The project descriptions (concept and scope) provided in CIM 2040 consist of the route name and termini, an outline of the improvement (e.g., widen from two lanes to five), the estimated cost, expenditure years, and identifier numbers, all presented in tabular form. Once projects graduate from the Plan to the TIP and a formal concept report (charter) has been developed, additional details on the project are provided. The level of detail of the project descriptions is regularly scrutinized to ensure adequacy both for assessing fiscal constraint and for conducting conformity determinations.</p> <p>In summary, the design concept and scope descriptions of projects programmed in CIM 2040 are of appropriate detail to satisfy Federal requirements and expectations.</p>
Environmental Mitigation [450.324(f)(10)]	(10) 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. The discussion may focus on policies, programs, or strategies, rather than at the project level. The discussion	<p>An entire chapter is dedicated to the subject of environmental considerations in CIM 2040. The plan explains the process embarked on by COMPASS to identify the pertinent environmental resources to transportation planning in this area as well as the mitigation strategies identified for addressing these resources. Further details on the MPO's process and program are detailed in a supplement to the plan entitled, "COMPASS Environmental Review Process, 2008-2013).</p> <p>In addition, CIM 2040 includes performance measures and associated</p>

ASSESSMENT OF COMMUNITIES IN MOTION (CIM) 2040:

REQUIRED FEDERAL ELEMENTS PER 23 CFR 450.324)

Element: [CFR Ref.]	Requirement: <i>The metropolitan transportation plan shall, at a minimum, include:</i>	CIM 2040 Coverage: <i>How does CIM address this element?</i>
	shall be developed in consultation with Federal, State, and Tribal land management, wildlife, and regulatory agencies. The MPO may establish reasonable timeframes for performing this consultation;	targets specific to environmental resources protection and preservation. In summary, CIM 2040 does an exemplary job of addressing environmental mitigation.
Consultation with State and Local Agencies [450.324(g)(1) and (2)]	(g) The MPO shall consult, as appropriate, with State and local agencies responsible for land use management, natural resources, environmental protection, conservation, and historic preservation concerning the development of the transportation plan. The consultation shall involve, as appropriate: (1) Comparison of transportation plans with State conservation plans or maps, if available; or (2) Comparison of transportation plans to inventories of natural or historic resources, if available.	Through the course of developing CIM 2040, COMPASS has actively sought out the involvement by and input of state and local agencies including not only its member agencies (of the MPO) but also the larger universe of agencies, organizations, and groups. To this end COMPASS has developed a Communities in Motion 2040 Planning Team and Communities in Motion 2040 Leadership Team to include a broad representation of interests, including cities, counties, highway districts, economic development, environmental protection, housing, agriculture, developers, transit dependent populations, utilities, alternative transportation advocates, and more. In addition, COMPASS invited an extensive list of stakeholder, including those listed above, as well as representatives from the Boise Airport, Gowen Field, local law enforcement, school districts, and more, to participate in scenario planning workshops to develop a preferred growth scenario for Communities in Motion 2040. For further details, see: <ul style="list-style-type: none">• Planning Team membership list at: www.compassidaho.org/documents/people/planningteam/members.pdf

ASSESSMENT OF COMMUNITIES IN MOTION (CIM) 2040:

REQUIRED FEDERAL ELEMENTS PER 23 CFR 450.324)

Element: [CFR Ref.]	Requirement: <i>The metropolitan transportation plan shall, at a minimum, include:</i>	CIM 2040 Coverage: <i>How does CIM address this element?</i>
		<ul style="list-style-type: none"> • Leadership Team membership list at: www.compassidaho.org/documents/people/leadershipteam/CIM%202040%20Leadership%20Team.pdf In summary, COMPASS appears to be doing a good job of coordinating and consulting with State and local agencies.
Transportation and Transit Enhancements [450.324(f)(8)]	(8) Transportation and transit enhancement activities, as appropriate;	CIM 2040 does not explicitly identify or discuss any program, process, projects, or activities to enhance transportation and transit systems. At the same time it should be recognized that COMPASS has developed and implemented its own program for identifying, programming, and implementing enhancement projects using FHWA’s Transportation Alternatives Program (TAP). In addition, it has created a CIM 2040 Grants Implementation Program designed to provide funding opportunities to member agencies for the purpose helping implement the following plan priorities: <ol style="list-style-type: none"> 1. Provide better access to transit, bike, and pedestrian facilities to offset congestion. 2. Invest in town centers, main streets, and existing infrastructure as identified in CIM 2040. 3. Develop specific area plans for activity centers consistent with CIM 2040 and the planned integration of alternative transportation systems. (See link for further details: http://www.compassidaho.org/documents/prodserv/CIM2040/CIM2040-GrantProgram-GuidanceFY2014.pdf) In summary, while COMPASS has not explicitly listed or described its enhancement programs, processes, etc. in CIM 2040, it is apparent that the

ASSESSMENT OF COMMUNITIES IN MOTION (CIM) 2040:

REQUIRED FEDERAL ELEMENTS PER 23 CFR 450.324)

Element: [CFR Ref.]	Requirement: <i>The metropolitan transportation plan shall, at a minimum, include:</i>	CIM 2040 Coverage: <i>How does CIM address this element?</i>
		<p>MPO is placing a priority on this subject with the implementation of their Transportation Alternatives Program (TAP) process being the centerpiece of that effort.</p>
<p>Financial Plan [450.324(f)(11)]</p>	<p>(11) A financial plan that demonstrates how the adopted transportation plan can be implemented.</p> <p>(i) For purposes of transportation system operations and maintenance, the financial plan shall contain system-level estimates of costs and revenue sources that are reasonably expected to be available to adequately operate and maintain Federal-aid highways (as defined by 23 U.S.C. 101(a)(5)) and public transportation (as defined by title 49 U.S.C. Chapter 53).</p> <p>(ii) For the purpose of developing the metropolitan transportation plan, the MPO, public transportation operator(s), and State shall cooperatively develop estimates of funds that will be available to support metropolitan transportation plan implementation, as required under §450.314(a). All necessary financial resources from public and private sources that are reasonably expected to be made available to</p>	<p>CIM 2040 includes both an entire chapter on transportation revenues (chapter 4) and an extensive coverage of project costs (Chapter 6). The foundation of the revenues discussion is a 2012 study, entitled “Financial Forecast for the Funding of Transportation Facilities and Services 2012-2040” which provides an in-depth analysis of the funds available from all sources for the operation, preservation, and expansion needs of all public, surface transportation modes within the COMPASS planning area. The funding conclusions from Chapter 4 were then superimposed on the list of project needs in Chapter 6 to determine which of the projects would be classified and funded and unfunded (illustrative) in CIM 2040 with the estimated funding shortfall over the duration of the 2040 plan projected to be \$3.5B. In consideration for this significant gap between projected resources and needs, Chapter 4 includes a section discussing potential sources of new or additional transportation revenue.</p> <p>In summary, CIM 2040 provides a good coverage of transportation revenues and costs, including the identification of the gap between the two and possible sources and strategies for finding additional revenues.</p>

ASSESSMENT OF COMMUNITIES IN MOTION (CIM) 2040:

REQUIRED FEDERAL ELEMENTS PER 23 CFR 450.324)

Element: [CFR Ref.]	Requirement: <i>The metropolitan transportation plan shall, at a minimum, include:</i>	CIM 2040 Coverage: <i>How does CIM address this element?</i>
	<p>carry out the transportation plan shall be identified.</p> <p>(iii) The financial plan shall include recommendations on any additional financing strategies to fund projects and programs included in the metropolitan transportation plan. In the case of new funding sources, strategies for ensuring their availability shall be identified.</p> <p>(iv) In developing the financial plan, the MPO shall take into account all projects and strategies proposed for funding under title 23 U.S.C., title 49 U.S.C. Chapter 53 or with other Federal funds; State assistance; local sources; and private participation. Starting December 11, 2007, revenue and cost estimates that support the metropolitan transportation plan must use an inflation rate(s) to reflect “year of expenditure dollars,” based on reasonable financial principles and information, developed cooperatively by the MPO, State(s), and public transportation operator(s).</p> <p>(v) For the outer years of the metropolitan transportation plan (<i>i.e.</i>, beyond the first 10 years), the financial plan may reflect aggregate cost ranges/cost bands, as long as the future funding source(s) is reasonably expected to be available to support the projected cost ranges/cost bands.</p>	

ASSESSMENT OF COMMUNITIES IN MOTION (CIM) 2040:

REQUIRED FEDERAL ELEMENTS PER 23 CFR 450.324)

Element: [CFR Ref.]	Requirement: <i>The metropolitan transportation plan shall, at a minimum, include:</i>	CIM 2040 Coverage: <i>How does CIM address this element?</i>
	<p>(vi) For nonattainment and maintenance areas, the financial plan shall address the specific financial strategies required to ensure the implementation of TCMs in the applicable SIP.</p> <p>(vii) For illustrative purposes, the financial plan may (but is not required to) include additional projects that would be included in the adopted transportation plan if additional resources beyond those identified in the financial plan were to become available.</p> <p>(viii) In cases that the FHWA and the FTA find a metropolitan transportation plan to be fiscally constrained and a revenue source is subsequently removed or substantially reduced (<i>i.e.</i>, by legislative or administrative actions), the FHWA and the FTA will not withdraw the original determination of fiscal constraint; however, in such cases, the FHWA and the FTA will not act on an updated or amended metropolitan transportation plan that does not reflect the changed revenue situation.</p>	
Public Input Process [450.324(j)]	<p>(j) The MPO shall provide individuals, affected public agencies, representatives of public transportation employees, freight shippers, providers of freight transportation services,</p>	<p>At the outset of developing CIM 2040, a public involvement plan was drafted. Including in this was the COMPASS public involvement policy, the public involvement goals for CIM 2040, and the outreach objectives and specific strategies proposed to accomplish these objectives. A</p>

ASSESSMENT OF COMMUNITIES IN MOTION (CIM) 2040:

REQUIRED FEDERAL ELEMENTS PER 23 CFR 450.324)

Element: [CFR Ref.]	Requirement: <i>The metropolitan transportation plan shall, at a minimum, include:</i>	CIM 2040 Coverage: <i>How does CIM address this element?</i>
	<p>private providers of transportation, representatives of users of public transportation, representatives of users of pedestrian walkways and bicycle transportation facilities, representatives of the disabled, and other interested parties with a reasonable opportunity to comment on the transportation plan using the participation plan developed under §450.316(a).</p>	<p>particularly noteworthy tool developed for furthering the public involvement and participation process was Stakeholder Outreach Matrix, identifying types of stakeholders and the corresponding media and methods suitable for reaching these various stakeholder groups. Through the course of the development process for CIM 2040, multiple opportunities for providing public involvement and the following links were created at the COMPASS website for listing and commenting on these comments:</p> <ul style="list-style-type: none"> • Public comment on the full draft CIM 2040 plan (March/April 2014) <ul style="list-style-type: none"> ○ Link to PDF of comment form ○ Link to full draft plan ○ Link to comments received ○ Link to discussion group notes ○ Link to virtual open house summary report <p>In summary, the CIM 2040 process clearly provided citizens, affected public agencies, representatives of public transportation employees, users and providers of public transportation, and other interested parties with a reasonable opportunity to comment on the transportation plan as is was being developed.</p>

ASSESSMENT OF COMMUNITIES IN MOTION (CIM) 2040:

REQUIRED FEDERAL ELEMENTS PER 23 CFR 450.324)

Element: [CFR Ref.]	Requirement: <i>The metropolitan transportation plan shall, at a minimum, include:</i>	CIM 2040 Coverage: <i>How does CIM address this element?</i>
Air Quality Conformity [450.324(m)]	<p>(m) In nonattainment and maintenance areas for transportation-related pollutants, the MPO, as well as the FHWA and the FTA, must make a conformity determination on any updated or amended transportation plan in accordance with the Clean Air Act and the EPA transportation conformity regulations (40 CFR part 93). During a conformity lapse, MPOs can prepare an interim metropolitan transportation plan as a basis for advancing projects that are eligible to proceed under a conformity lapse. An interim metropolitan transportation plan consisting of eligible projects from, or consistent with, the most recent conforming transportation plan and TIP may proceed immediately without revisiting the requirements of this section, subject to interagency consultation defined in 40 CFR part 93. An interim metropolitan transportation plan containing eligible projects that are not from, or consistent with, the most recent conforming transportation plan and TIP must meet all the requirements of this section.</p>	<p>The complete conformity demonstration for CIM 2040 is included as an appendix to the plan and its contents and development have been coordinated with COMPASS' Interagency Consultation Committee (ICC) and its member agencies including FHWA and FTA. The procedures and assumptions on which the conformity demonstration is based have been reviewed and agreed to by the ICC and the results of the demonstration show the program to be conforming to the State Implementation Plan SIP for this area.</p> <p>In summary, the conformity demonstration requirements applicable to CIM 2040 have been properly addressed and it is evident that outcome of this analysis will be a Federal determination that the proposed program is conforming to the SIP.</p>

APPENDIX F

PERFORMANCE MANAGEMENT PLANNING REQUIREMENTS

§450.306 Scope of the metropolitan transportation planning process.

(a) To accomplish the objectives in §450.300 and §450.306(b), metropolitan planning organizations designated under §450.310, 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.

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(d) *Performance-based approach.* (1) The metropolitan transportation planning process shall provide for the establishment and use of a performance-based approach to transportation decisionmaking to support the national goals described in 23 U.S.C. 150(b) and the general purposes described in 49 U.S.C. 5301(c).

(2) *Establishment of performance targets by metropolitan planning organizations.* (i) Each metropolitan planning organization shall establish performance targets that address the performance measures or standards established under 23 CFR part 490 (where applicable), 49 U.S.C. 5326(c), and 49 U.S.C. 5329(d) to use in tracking progress toward attainment of critical outcomes for the region of the metropolitan planning organization.

(ii) The selection of targets that address performance measures described in 23 U.S.C. 150(c) shall be in accordance with the appropriate target setting framework established at 23 CFR part 490, and shall be coordinated with the relevant State(s) to ensure consistency, to the maximum extent practicable.

(iii) The selection of performance targets that address performance measures described in 49 U.S.C. 5326(c) and 49 U.S.C. 5329(d) shall be coordinated, to the maximum extent practicable, with public transportation providers to ensure consistency with the performance targets that public transportation providers establish under 49 U.S.C. 5326(c) and 49 U.S.C. 5329(d).

(3) Each MPO shall establish the performance targets under paragraph (d)(2) of this section not later than 180 days after the date on which the relevant State or provider of public transportation establishes the performance targets.

(4) 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:

(i) The State asset management plan for the NHS, as defined in 23 U.S.C. 119(e) and the Transit Asset Management Plan, as discussed in 49 U.S.C. 5326;

- (ii) Applicable portions of the HSIP, including the SHSP, as specified in 23 U.S.C. 148;
- (iii) The Public Transportation Agency Safety Plan in 49 U.S.C. 5329(d);
- (iv) Other safety and security planning and review processes, plans, and programs, as appropriate;
- (v) The Congestion Mitigation and Air Quality Improvement Program performance plan in 23 U.S.C. 149(l), as applicable;
- (vi) Appropriate (metropolitan) portions of the State Freight Plan (MAP-21 section 1118);
- (vii) The congestion management process, as defined in 23 CFR 450.322, if applicable; and
- (viii) Other State transportation plans and transportation processes required as part of a performance-based program.

§450.324 Development and content of the metropolitan transportation plan.

(f) The metropolitan transportation plan shall, at a minimum, include:

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(3) A description of the performance measures and performance targets used in assessing the performance of the transportation system in accordance with §450.306(d).

(4) A system performance report and subsequent updates evaluating the condition and performance of the transportation system with respect to the performance targets described in §450.306(d), including—

(i) Progress achieved by the metropolitan planning organization in meeting the performance targets in comparison with system performance recorded in previous reports, including baseline data; and

(ii) For metropolitan planning organizations that voluntarily elect to develop multiple scenarios, an analysis of how the preferred scenario has improved the conditions and performance of the transportation system and how changes in local policies and investments have impacted the costs necessary to achieve the identified performance targets

§450.326 Development and content of the transportation improvement program (TIP).

(c) The TIP shall be designed such that once implemented, it makes progress toward achieving the performance targets established under §450.306(d).

(d) 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 metropolitan transportation plan, linking investment priorities to those performance targets.

APPENDIX G

CONGESTION MANAGEMENT PROCESS

§450.322 Congestion management process in transportation management areas.

(a) The transportation planning process in a TMA shall address congestion management 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.

(b) The development of a congestion management process should result in multimodal system performance measures and strategies that can be reflected in the metropolitan transportation plan and the TIP.

(c) The level of system performance deemed acceptable by State and local transportation officials may vary by type of transportation facility, geographic location (metropolitan area or subarea), and/or time of day. In addition, consideration should be given to strategies that manage demand, reduce single occupant vehicle (SOV) travel, improve transportation system management and operations, and improve efficient service integration within and across modes, including highway, transit, passenger and freight rail operations, and non-motorized transport. Where the addition of general purpose lanes is determined to be an appropriate congestion management strategy, explicit consideration is to be given to the incorporation of appropriate features into the SOV project to facilitate future demand management strategies and operational improvements that will maintain the functional integrity and safety of those lanes.

(d) The congestion management process shall be developed, established, and implemented as part of the metropolitan transportation planning process that includes coordination with transportation system management and operations activities. The congestion management process shall include:

(1) Methods to monitor and evaluate the performance of the multimodal transportation system, identify the underlying 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;

(2) 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;

(3) 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;

(4) 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:

(i) Demand management measures, including growth management, and congestion pricing;

(ii) Traffic operational improvements;

(iii) Public transportation improvements;

(iv) ITS technologies as related to the regional ITS architecture; and

(v) Where necessary, additional system capacity.

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

(6) 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.

(e) [NOT APPLICABLE TO COMPASS] In a TMA designated as nonattainment area for ozone or carbon monoxide pursuant to the Clean Air Act, Federal funds may not be programmed for any project that will result in a significant increase in the carrying capacity for SOVs (*i.e.*, a new general purpose highway on a new location or adding general purpose lanes, with the exception of safety improvements or the elimination of bottlenecks), unless the project is addressed through a congestion management process meeting the requirements of this section.

(f) [NOT APPLICABLE TO COMPASS] In TMAs designated as nonattainment for ozone or carbon monoxide, the congestion management process shall provide an appropriate analysis of reasonable (including multimodal) travel demand reduction and operational management strategies for the corridor in which a project that will result in a significant increase in capacity for SOVs (as described in paragraph (d) of this section) is proposed to be advanced with Federal funds. If the analysis demonstrates that travel demand reduction and operational management strategies cannot fully satisfy the need for additional capacity in the corridor and additional SOV capacity is warranted, then the congestion management process shall identify all reasonable strategies to manage the SOV facility safely and effectively (or to facilitate its management in the future). Other travel demand reduction and operational management strategies appropriate for the corridor, but not appropriate for incorporation into the SOV facility itself, shall also be identified through the congestion management process. All identified reasonable travel demand reduction and operational management strategies shall be incorporated into the SOV project or committed to by the State and MPO for implementation.

(g) [NOT APPLICABLE TO COMPASS] State laws, rules, or regulations pertaining to congestion management systems or programs may constitute the congestion management process, if the FHWA and the FTA find that the State laws, rules, or regulations are consistent with, and fulfill the intent of, the purposes of 23 U.S.C. 134 and 49 U.S.C. 5303.

(h) *Congestion management plan.* A MPO serving a TMA may develop a plan that includes projects and strategies that will be considered in the TIP of such MPO.

(1) Such plan shall:

(i) Develop regional goals to reduce vehicle miles traveled during peak commuting hours and improve transportation connections between areas with high job concentration and areas with high concentrations of low-income households;

(ii) Identify existing public transportation services, employer based commuter programs, and other existing transportation services that support access to jobs in the region; and

(iii) Identify proposed projects and programs to reduce congestion and increase job access opportunities.

(2) In developing the congestion management plan, an MPO shall consult with employers, private and nonprofit providers of public transportation, transportation management organizations, and organizations that provide job access reverse commute projects or job-related services to low-income individuals.