



U.S. Department
of Transportation
**Federal Highway
Administration**

Indiana Division

May 12, 2011

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In Reply Refer To:
HDA-IN

Mr. Kent McDaniel
MPO Policy Committee Chairman
Bloomington/Monroe County Metropolitan Planning Organization
Post Office Box 100 Showers Center City Hall
401 North Morton Street, Suite 160
Bloomington, IN 47402

Dear Mr. McDaniel:

The Federal Highway Administration, Indiana Division (FHWA) hereby certifies the metropolitan transportation planning process for the Bloomington/Monroe County metropolitan planning area for a four-year period beginning with the date of this letter. Please find enclosed a copy of the *Review of the Bloomington/Monroe County Metropolitan Planning Process – May 2011*. This report is being transmitted concurrently to both the metropolitan planning organization (MPO), and Indiana Department of Transportation (INDOT).

The Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU) continues the requirement for certification of the transportation planning process in urbanized areas over 200,000 populations, at least once every four years. The FHWA Indiana Division also conducts planning reviews for smaller population MPOs with the objective of evaluating their transportation planning process.

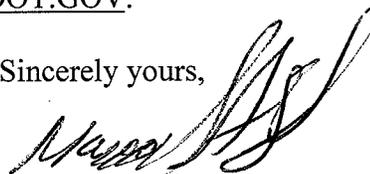
This planning review determined the continued existence of a metropolitan transportation planning process that satisfies the provisions of 23 USC 134, 49 USC 1607, and associated Federal requirements. There are no corrective actions. However the report includes six recommendations to consider of how to improve the coordination with the INDOT. The team also commended Bloomington Public Transit for its being recognized nationally by the American Public Transit Associations Outstanding Public Transit System in North America, for 2010.

The Federal review team also thanks the MPO staff for their assistance not only providing review materials in advance but also for suggesting the team approach the Citizens' Advisory Committee to fulfill the team's interest in evaluating public involvement in transportation planning for the area. This was of great benefit and may be considered in other future planning reviews.



If you have any questions regarding the review report, please contact Ms. Michelle Allen of my staff at (317) 226-7344 or Michelle.Allen@DOT.GOV.

Sincerely yours,



FOR
Robert F. Tally, Jr., P.E.
Division Administrator

Enclosure

cc: electronically transmitted
Josh Desmond, BMCMPPO
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Jay DuMontelle, FHWA



U.S. Department
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**Federal Highway
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**FHWA,
Indiana Division**

**FTA,
Region V**

INDOT

Program Review



Review of the Bloomington/ Monroe County Metropolitan Planning Process

May 2011

FINAL REPORT

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Executive Summary

The Federal Highway Administration (FHWA) and Federal Transit Administration (FTA) conducted a review of the Bloomington/ Monroe County Metropolitan Planning Organization (BMCMPPO) metropolitan planning process on January 25-26, 2011. This is the metropolitan planning organization or MPO for the Bloomington area in Indiana. It includes portions of Monroe County as well as the Town of Ellettsville.

The purpose of the planning review is to verify the MPO, the State DOT and Bloomington Public Transportation Corporation (BPTC) are in compliance with the federal planning requirements. Based upon the review, FHWA and FTA find the MPO's transportation planning process to be in compliance with federal requirements.¹

The review team also recommends the MPO consider the following actions:

Recommendation 1 –The federal review team strongly recommends the MPO play an active role in updating the MPO planning agreements with the Indiana DOT. This is to ensure an appropriate level of detail for all parties is included in the agreements.

Recommendation 2 –: The federal review team reminds the MPO that as it updates the Metropolitan Transportation Plan (MTP) it must include transit revenue and cost estimates to reflect year-of-expenditure dollars. In addition, the plan must be updated with a discussion of the potential environmental impacts/mitigation activities and areas to carry out these activities. The discussion must be developed in consultation with federal, state, tribal land management, wildlife, and regulatory agencies.

Recommendation 3 – The federal review team recommends the MPO improve its consideration, analysis and documentation of alternative land use/growth management scenarios in the 2035 Transportation Plan. This could be comparable to the way road and transit network alternatives are often evaluated before selecting a final transportation scenario.

Recommendation 4 – The federal review team recommends the MPO and the Indiana DOT review bicycle and pedestrian needs for the community. A map showing the prioritized routes for bicycle and pedestrian uses could then be included in the MTP.

Recommendation 5 – The federal review team recommends the MPO develop and implement performance measures in the next Metropolitan Transportation Plan (MTP) to expand upon those that address traffic movement. The measures could gauge widespread performance of the multi-modal (roadway, transit, truck/rail freight, non-motorized) transportation system and overall livability of the community. The measures could take into account the relationship between modal balance and the planning factors, particularly: improving quality of life, economic well-being, equity, energy conservation, connectivity, and overall system efficiency.

¹ Federal requirements include Section 134 of Title 23 of the United States Code, Section 5303 of Title 49 of the United States Code, Sections 174 and 176 (c) and (d) of the Clean Air Act.

Recommendation 6 – The federal review team recommends the MPO and the Indiana DOT discuss the State’s own safety projects. Each district office has an engineer who is part of the State’s Safety Asset Management Team. Together, the agencies should discuss crash locations on state highways and where they are on the State’s list of prioritized safety projects. This would help answer or address concerns of the community regarding safety on state highways. Reviewing these on an annual basis would also help set reasonable expectations for the community if and when key intersections are expected to be corrected.

The federal review team also issues the following commendation to the MPO and its members:

Commendation– The federal review team congratulates the Bloomington Public Transit (BPTC) for receiving the American Public Transportation Association’s 2010 Outstanding Public Transportation System Achievement Award². The award is a testament to BPTC’s exemplary performance in the APTA evaluated criteria which included operations, safety, customer service, financial management, workforce development/performance, marketing, community relations, policy and administration. The honor is also evidence of the agency’s commitment to environmental sustainability as exhibited by the exemplary ridership and other performance statistics.

² See Appendix Four of this document or <http://www.apta.com/members/memberprogramsandservices/awards/Documents/APTA-Awards-Program-2010.pdf>.

Purpose and Objective

The purpose of this planning review is to examine the continuing, comprehensive, and cooperative (3-C) transportation planning process between the metropolitan planning organization (MPO), which is the Bloomington/Monroe County Metropolitan Planning Organization (BMCMPPO), the Indiana Department of Transportation (INDOT) and the transit operator, Bloomington Public Transportation Corporation (BPTC).

23 CFR 450.328(a) states:

“The FHWA and the FTA shall jointly find that each metropolitan TIP is consistent with the metropolitan transportation plan produced by the continuing and comprehensive transportation process carried on cooperatively by the MPO(s), the State(s), and the public transportation operator(s) in accordance with 23 U.S.C. 134 and 49 U.S.C. 5303. This finding shall be based on the self-certification statement submitted by the State and MPO under Sec. 450.334, a review of the metropolitan transportation plan by the FHWA and the FTA, and upon other reviews as deemed necessary by the FHWA and the FTA.”

The FHWA Indiana Division deems the planning review of MPOs between 50,000 and 200,000 populations necessary to assure there is a sound basis for the INDOT-BMCPO self-certification statement. The review also helps to identify best practices and to share these practices with other MPOs to encourage continuous process improvement.

INDOT and BMCMPPO are able to utilize the documentation from this planning review to support the self-certification statement that is needed by INDOT together with issuance of the Governor’s approval letter for the next BMCMPPO Transportation Improvement Program (TIP).

Scope and Methodology

This planning review focuses on compliance with federal regulations, challenges, successes, and experiences of the cooperative relationship between the BMCMPPO, INDOT and BPTC in the conduct of the metropolitan planning process. This review is only one of several methods used to assess the quality and compliance of the MPO’s planning process. Other activities provide both FHWA and FTA an opportunity to comment on the planning process, including routine attendance at Policy, Technical and Citizens Advisory committee meetings, and USDOT approval of the BMCMPPO Unified Planning Work Program (UPWP), acceptance of the metropolitan transportation plan (MTP) and transportation improvement program (TIP).

In preparation for the site visit, the MPO was sent questions in advance and requests for information for the planning review. The MPO provided responses which can be found in Appendix Five. This report provides the regulatory framework, the current status, key findings, and recommendations for the following subject areas:

- Metropolitan Planning Organization Structure
- Metropolitan Planning Area Boundaries
- Metropolitan Planning Agreements
- Unified Planning Work Program
- Metropolitan Transportation Plan
- Transportation Improvement Program
- Annual Listing of Obligated Projects
- Public Involvement and Participation Plan
- Americans with Disabilities Act
- Intelligent Transportation System Architecture and Standards
- Transit and Multimodal Planning
- Travel Demand Modeling
- Metropolitan Planning Factors
- Safety

Team Members

The review team included the following:

Jay DuMontelle, FHWA Indiana Division
Michelle Allen, FHWA Indiana Division
Reggie Arkell, FTA Region Five Office
Tony Perkinson, FHWA Indiana Division

The review team would like to thank Josh Desmond and Raymond Hess for their cooperation and assistance during the review.

Observations and Findings

Each section follows the following format:

1. The statutory requirement is given for the basis of each element,
2. A summary of the current status based on ongoing contacts, review of planning products throughout the year, input provided in the discussions with the staff, and
3. Findings of the review team on the adequacy of the process, and corrective actions, recommendations, and commendations as appropriate.

METROPOLITAN PLANNING ORGANIZATION STRUCTURE

Requirement: The metropolitan planning organization shall be designated per 23 CFR 450.310(b):

“ by agreement between the Governor and units of general purpose local government that together represent at least 75 percent of the affected population (including the largest incorporated city, based on population, as named by the Bureau of the Census) or in accordance with procedures established by applicable State or local law.”

Status: The Bloomington/Monroe County Metropolitan Planning Organization (BMCMPPO) is the official metropolitan planning organization for the Bloomington urbanized area. The MPO was recognized as such in a letter from former Governor Robert D. Orr, dated March 4, 1982³. The creation of the MPO was then acknowledged by both the Federal Highway Administration and the Urban Mass Transit Administration (the predecessor administration prior to creation of the Federal Transit Administration), on April 5, 1982.⁴

The MPO has adopted Operational Bylaws describing its structure and three primary committees. These are:

1. Policy Committee
2. Technical Advisory Committee
3. Citizens Advisory Committee

The Bylaws were initially prepared in 2005 and have been updated several times.

For the Policy Board, the bylaws identify the following board members:⁵

- Mayor, City of Bloomington
- President, Monroe County Commissioners
- President, Monroe County Council
- President, City of Bloomington Common Council
- President, Monroe County Plan Commission
- President, City of Bloomington Plan Commission
- President, Ellettsville Town Council
- Chair, Board of Directors, Bloomington Public Transportation Corporation
- Vice President & Chief Administrative Officer, Indiana University
- Director, City of Bloomington Public Works Department
- Director, Monroe County Highway Department
- Chair, MPO Citizens Advisory Committee

³ See page 69 of supporting documentation provided by the MPO.

⁴ See page 70 of supporting documentation provided by the MPO.

⁵ See pages 5-6, Bloomington/Monroe County Metropolitan Planning Organization Bylaws found at: <http://bloomington.in.gov/media/media/application/pdf/270.pdf>

- Director, Indiana Department of Transportation Seymour District

All of the above members of the board have voting membership. In addition to the membership of the board above, two non-voting representatives are included:

- Federal Highway Administration (FHWA), Indiana Division
- Federal Transit Administration (FTA), Region V

The Technical Advisory Committee (TAC) includes the following members⁶:

- City Engineer, City of Bloomington
- Deputy Director for Public Works, City of Bloomington
- Controller, City of Bloomington
- Planning Director, City of Bloomington
- Director of Operations & Development, City of Bloomington Parks & Recreation
- Assistant Utilities Director, City of Bloomington
- GIS Coordinator, City of Bloomington
- Streets Superintendent, City of Bloomington
- Assistant Director, Monroe County Highway Department
- Director, Monroe County Planning Department
- Auditor, Monroe County
- Parks & Recreation Administrator, Monroe County
- GIS Coordinator, Monroe County
- Director of Planning Services, Town of Ellettsville
- Town Engineer, Town of Ellettsville
- Executive Director of Transportation, Indiana University
- General Manager, Bloomington Transit
- Manager, Rural Transit
- Director, Monroe County Airport
- Transportation Director, Monroe County Community School Corporation
- Transportation Director, Richland-Bean Blossom Community School Corporation
- Vice-Chair, Citizens Advisory Committee
- INDOT Planning/Programming Representative
- INDOT Public Transportation Representative
- INDOT Seymour District Office, Planning & Programming Director
- FHWA, Indiana Division (Non-Voting)
- FTA, Region V (Non-Voting)

The MPO also has a Citizen's Advisory Committee. Membership for this committee is defined as⁷:

⁶ See pages 8-9, Bloomington, Monroe County Metropolitan Planning Organization Bylaws found at: <http://bloomington.in.gov/media/media/application/pdf/270.pdf>

⁷ See page 12-13, Chapter item 4.3(A) of the Bloomington, Monroe County Metropolitan Planning Organization Bylaws, located at: <http://bloomington.in.gov/media/media/application/pdf/270.pdf>

“The membership of the Citizens Advisory Committee shall be comprised of citizens of the City of Bloomington, Monroe County and the Town of Ellettsville. Key stakeholder groups, agencies and organizations from each community should also be represented, with the following members:

- Bloomington Traffic Commission
- Monroe County Traffic Commission
- Indiana University Student Association
- Bloomington Commission on Sustainability
- Bloomington Bicycle and Pedestrian Safety Commission
- Greater Bloomington Chamber of Commerce
- Ellettsville Chamber of Commerce
- Bloomington Environmental Commission
- League of Women Voters
- Bloomington Historic Preservation Commission
- Bloomington Council of Neighborhood Associations
- Bloomington Bicycle Club
- Bloomington Board of Realtors
- Bloomington Council for Community Accessibility
- Downtown Bloomington, Inc.
- Area 10 Agency on Aging
- Bloomington Urban Enterprise Association
- Monroe County Soil & Water Conservation District
- INDOT Seymour District (Non-Voting)
- FHWA, Indiana (Non-Voting)”

To encourage participation, the Bylaws also offer full voting privileges to citizens and organization representatives that attend three consecutive meetings of the Citizens Advisory Committee⁸.

Meeting schedules for the aforementioned committees are approved annually by the MPO Policy Committee and may be modified as necessary.

Finding: The review team finds the BMCMPO is in compliance with the requirements of 23 CFR 450.310.

METROPOLITAN PLANNING AREA

Requirement: 23 CFR 450.312(a) states:

“The boundaries of a metropolitan planning area (MPA) shall be determined by agreement between the MPO and the Governor. At a minimum, the MPA

⁸ See page 13, item D. of the Bloomington/Monroe County Metropolitan Planning Organization Bylaws, located at: <http://bloomington.in.gov/media/media/application/pdf/270.pdf>

boundaries shall encompass the entire existing urbanized area (as defined by the Bureau of the Census) plus the contiguous area expected to become urbanized within a 20-year forecast period for the metropolitan transportation plan.”

Status: The adjusted Urbanized Area Boundary (UAB) and Metropolitan Planning Area (MPA) reflect the 2000 Census and are consistent with the maps reviewed by the federal review team in 2006. In addition, these maps were included as Appendix VI, in the current 2010-2013 Transportation Improvement Program document. This document was amended into the current Statewide Transportation Improvement Program at INDOT’s request on March 15, 2010⁹.

Finding: The MPO’s UAB and the MPA comply with federal planning regulations.

METROPOLITAN PLANNING AGREEMENTS

Requirement: 23 CFR 450.314 states:

“(a) The MPO, the State(s), and the public transportation operator(s) shall cooperatively determine their mutual responsibilities in carrying out the metropolitan transportation planning process. These responsibilities shall be clearly identified in written agreements among the MPO, the State(s), and the public transportation operator(s) serving the MPA. To the extent possible, a single agreement between all responsible parties should be developed. The written agreement(s) shall include specific provisions for cooperatively developing and sharing information related to the development of financial plans that support the metropolitan transportation plan (see Sec. 450.322) and the metropolitan TIP (see Sec. 450.324) and development of the annual listing of obligated projects (see Sec. 450.332).

(b) If the MPA does not include the entire nonattainment or maintenance area, there shall be a written agreement among the State department of transportation, State air quality agency, affected local agencies, and the MPO describing the process for cooperative planning and analysis of all projects outside the MPA within the nonattainment or maintenance area. The agreement must also indicate how the total transportation-related emissions for the nonattainment or maintenance area, including areas outside the MPA, will be treated for the purposes of determining conformity in accordance with the EPA's transportation conformity rule (40 CFR part 93). The agreement shall address policy mechanisms for resolving conflicts concerning transportation-related emissions that may arise between the MPA and the portion of the nonattainment or maintenance area outside the MPA.

⁹ See FHWA STIP amendment approval letter, 10-10 , in the appendix to this document or at: <http://www.in.gov/indot/files/Amend10-10.pdf>.

(c) In (air quality) nonattainment or maintenance areas, if the MPO is not the designated agency for air quality planning under section 174 of the Clean Air Act (42 U.S.C. 7504), there shall be a written agreement between the MPO and the designated air quality planning agency describing their respective roles and responsibilities for air quality related transportation planning.

(d) If more than one MPO has been designated to serve an urbanized area, there shall be a written agreement among the MPOs, the State(s), and the public transportation operator(s) describing how the metropolitan transportation planning processes will be coordinated to assure the development of consistent metropolitan transportation plans and TIPs across the MPA boundaries, particularly in cases in which a proposed transportation investment extends across the boundaries of more than one MPA. If any part of the urbanized area is a nonattainment or maintenance area, the agreement also shall include State and local air quality agencies. The metropolitan transportation planning processes for affected MPOs should, to the maximum extent possible, reflect coordinated data collection, analysis, and planning assumptions across the MPAs. Alternatively, a single metropolitan transportation plan and/or TIP for the entire urbanized area may be developed jointly by the MPOs in cooperation with their respective planning partners. Coordination efforts and outcomes shall be documented in subsequent transmittals of the SOW and other planning products, including the metropolitan transportation plan and TIP, to the State(s), the FHWA, and the FTA.

[(e) is not included in this reference because it refers to situations where two or more States share a common MPO, such as in the case of Cincinnati, Ohio or Louisville, Kentucky.]

(f) If part of an urbanized area that has been designated as a TMA overlaps into an adjacent MPA serving an urbanized area that is not designated as a TMA, the adjacent urbanized area shall not be treated as a TMA. However, a written agreement shall be established between the MPOs with MPA boundaries including a portion of the TMA, which clearly identifies the roles and responsibilities of each MPO in meeting specific TMA requirements (e.g., congestion management process, Surface Transportation Program funds suballocated to the urbanized area over 200,000 population, and project selection)."

Status: When requested, the federal review team was provided by the State with a planning agreement between the MPO and INDOT, from 1978.

A planning agreement is an important element of any effective metropolitan planning process. The agreement is intended to describe how the State and MPO will cooperatively plan state and local projects in the metropolitan area, as well as agree upon how to share information necessary to complete the federally required planning tools of a metropolitan transportation plan (MTP), transportation improvement program

(TIP) and Unified Planning Work Program (UPWP). As such, a current planning agreement is necessary.

In addition, an area of considerable discussion was how approvals of documents were processed between the Indiana Department of Transportation (INDOT) and the MPO. INDOT has reorganized and altered its internal roles and responsibilities several times over the past few years and this has led to confusion over who to send documents to at INDOT. It is therefore imperative that a new agreement be approved that clearly updates how the MPO and INDOT will work together.

On January 13, 2010, FHWA and FTA conditionally approved the FY 2010-2013 Statewide Transportation Improvement Program (STIP) document¹⁰. At that time, INDOT was informed it must update its planning agreements with each of the MPOs in Indiana to reflect its current organization and assignment of responsibilities. INDOT also must clarify how it coordinates planning processes with the MPOs. INDOT has been working with the Indiana MPO Council (of which the Bloomington MPO director is a member) to develop a consistent planning agreement for use in all of the Indiana metropolitan areas.

Upon completion of these activities this summer, new planning agreements are expected.

Finding: The federal review team finds INDOT and the MPO minimally meets the requirement to be in compliance with 23 CFR 450.314.

Recommendation: The federal review team strongly recommends the MPO play an active role in updating the MPO planning agreements with INDOT. This is to ensure an appropriate level of detail for all parties is included in the agreements.

UNIFIED PLANNING WORK PROGRAM

Requirement: 23 CFR 450.308(b) states:

“Metropolitan transportation planning activities performed with funds provided under title 23 U.S.C. and title 49 U.S.C. Chapter 53 shall be documented in a Unified Planning Work Program (UPWP) or simplified statement of work in accordance with the provisions of this section and 23 CFR part 420.”

Status: The Bloomington/Monroe County Metropolitan Planning Organization’s Unified Planning Work Program (UPWP) describes the planning priorities facing the metropolitan planning area. It was submitted to FHWA for approval by the Indiana DOT in a letter dated June 1, 2010. FHWA then approved the document on June 3, 2010.

¹⁰ See Appendix or <http://www.in.gov/indot/files/2010-2013STIPApprovalLetterAndCertification.pdf> for FHWA & FTA’s letter conditionally approving the 2010-2013 STIP document.

The MPO has done well in addressing the Planning Emphasis Areas issued from the FHWA, especially those related to ADA compliance. The BMCMPPO web-site includes recent presentations and materials related to training it hosted to help address this on-going concern. In addition, they continue to provide resources to help their local member communities to review and update their ADA transition plans.

The MPO's unified planning work program can be found on its MPO Clearinghouse webpage at: www.bloomington.in.gov/bmcmpo_documents_clearinghouse.

Finding: The review team finds the BMCMPPO's Urban Planning Work Program meets the federal requirements found in 23 CFR 450.308.

METROPOLITAN TRANSPORTATION PLAN

Requirement: Based upon 23 CFR 450.322, MPOs are required to develop a MTP addressing a minimum twenty-year planning horizon. The plan is required to be consistent with current and forecasted transportation/land use conditions and trends to appropriately project transportation demand of persons and goods.

The MTP shall include existing and proposed road and transit facilities and projects during the planning horizon. The plan must be fiscally constrained to demonstrate that implementation is feasible based upon reliable funding sources. After December 11, 2007, all amendments and updates to financial information in the MTP are required to be shown in year-of-expenditure amounts, not in current dollars.

The MTP shall include operational and management strategies to improve performance of existing transportation facilities and relieve congestion. A discussion of the type of potential environmental mitigation activities and potential areas to carry out such activities must be included in the plan. The discussion shall be developed in consultation with other federal, state and local environmental and regulatory agencies.

The MTP is to be updated every four years in air quality nonattainment and maintenance areas and every five years in air quality attainment areas to ensure its consistency with changes in land-use, demographic, and transportation characteristics.

Status: The current BMCMPPO 2030 Long Range Transportation Plan was adopted on March 31, 2006. The plan was amended on June 8, 2007, to add the updated INDOT project priority list and to address SAFETEA-LU planning requirements. The plan was readopted on May 14, 2010¹¹, with the understanding that a new plan, incorporating statistics from the 2010 Decennial Census and requirements of the forthcoming transportation reauthorization bill, would be completed by the end of CY2013.

¹¹ The 2030 Long Range Transportation Plan for the MPO can be found at: <http://bloomington.in.gov/media/media/application/pdf/63.pdf>

The MTP considers three projections for population, household, and employment growth through the year 2030 and forecasts annual increases in these between about 0.6 to 1.5 percent. Data contemplated is as follows: 1) extrapolation of the socioeconomic results from the 2025 plan; 2) socioeconomic data from the Indiana Statewide Travel Demand Model (ISTDM), and; 3) Woods & Poole statistics. The chosen projections are based upon analysis of the first two data sources assuming both construction and non-construction of the I-69 project. Further, the plan considers six alternatives of various combinations of proposed transportation improvement projects.

The MTP has an array of laudable traditional transportation goals and objectives which include reductions in the demand and length of automobile trips and an increase in the use of alternate modes. Contrarily, the plan predicts that the number of vehicles per household will continue to increase. Of note is that the proportion of Monroe County population residing in the City of Bloomington has been increasing since 1970. However, Bloomington's population density has declined by about one-third during the same timeframe.¹²

Monroe County per capita vehicle miles traveled (VMT) has either declined or remained fairly constant in recent years but is still up by about 15 percent from 1993 to 2006 (~7,048 to 8,119).¹³ The MTP expects overall VMT and congestion in the UZA to rise substantially with increasing population.

The MTP considers a scenario of substantial increases in transit usage and concludes that this would not be of significance to address increasing travel demand. Accordingly, the vast majority of programmed projects are for expansion of roadway capacity.

The following real or implied assumptions are evident in the MTP:

- Past trends of population and employment disbursement may continue;
- VMT per household/capita will likely increase;
- Accommodating these trends is beneficial to the community, and;
- Use of alternate modes will increase but will have negligible impact on overall travel demand.

These assumptions are also intergovernmental policies and decisions that have major financial connotations, particularly for transportation. It is unclear why these assumptions and overall scenario was chosen or how much consideration was given to land use alternatives and TDM techniques.

Operational and management techniques promoted by the MPO include regular updates of the Transit Development Program and completion of the Intelligent Transportation System (ITS) architecture. Transportation Demand Management (TDM) is supported by the plan in the form of compact development and mixed land uses. The MPO has set LOS D as an acceptable level of congestion and seeks to reduce volume

¹² Pursuant to U.S. Census data of population and land area.

¹³ Based upon VMT data from the Indiana Department of Transportation and Bureau of Economic Analysis statistics.

to capacity ratio. Traffic crash data is analyzed to determine priority areas for safety improvements.

The Travel Demand Forecast Model is a three-step version and uses population and employment data organized by traffic analysis zones (TAZs). The aforementioned demographics were spatially allocated to the TAZs based upon past trends, known development projects, and various land use plans.

The financial plan lists ten-year revenue and cost bands of expected federal and local funding for road and bicycle/pedestrian projects. The Future Transportation Needs Plan consists of cost-constrained and illustrative projects for these modes, both of which contain a substantial proportion of expansion activities. Projected capital and operating costs for transit projects are shown by five-year cost bands in 2006 dollars. MTP projects are selected based upon project proposals from LPAs and input from the PC, TAC and CAC.

The MPO has initiated the effort to update the MTP through creation of a steering committee comprised of members from all three committees. Currently, other MPO plans are being researched to identify best practices. Completion of the updated plan is expected by the end of CY2013.

Finding: The federal review team finds that, excepting the recommendation below, the BMCMPPO 2030 Transportation Plan is in substantial compliance with the federal requirements of 23 CFR 450.322 for the development and content of the metropolitan transportation plan.

Recommendation: The federal review team reminds the MPO that as it updates the MTP it must include transit revenue and cost estimates to reflect year-of-expenditure dollars. In addition, the plan must be updated with a discussion of the potential environmental impacts/mitigation activities and areas to carry out these activities. The discussion must be developed in consultation with federal, state, tribal land management, wildlife, and regulatory agencies.

It is understood that the MPO does not control land use. However, the MPO is made up of representatives from municipalities and counties responsible for land use planning throughout the region. It could facilitate improved transportation system efficiency through land use coordination with its planning partners.

Recommendation: The federal review team recommends the MPO improve its consideration, analysis and documentation of alternative land use/growth management scenarios in the 2035 Transportation Plan. This could be comparable to the way road and transit network alternatives are often evaluated before selecting a final transportation scenario.

As supplemental information, the federal review team offers the following resources.

- ***Designing Walkable Urban Thoroughfares: A Context Sensitive Approach***, An Institute for Traffic Engineers and Congress for the New Urbanism Guidebook
<http://www.ite.org/emodules/scriptcontent/Orders/ProductDetail.cfm?pc=RP-036A-E>
- ***Land Use-Transportation Scenarios and Future Vehicle Travel and Land Consumption***, Journal of the American Planning Association study
http://faculty.arch.utah.edu/bartholomew/JAPA_SP_Article.pdf
- ***Chapter 15, Land Use and Site Design, Transit Cooperative Research Program, Report 95***, sponsored by FTA
http://onlinepubs.trb.org/onlinepubs/tcrp/tcrp_rpt_95c15.pdf.
- ***Travel and the Built Environment***, Journal of the American Planning Association study:
<http://www.informaworld.com/smpp/ftinterface~db=all~content=a922131982~fulltext=713240928>
- ***Summary of Analysis Strategies for Measuring Regional Transportation Related Impacts of Growth Management and Land Use Strategies***
<http://www.fhwa.dot.gov/tcsp/asistudy.html>

TRANSPORTATION IMPROVEMENT PROGRAM

Requirement: 23 CFR 450.324 requires the MPO to develop a Transportation Improvement Program (TIP) in cooperation with State and public transit operators. Federal legislation also requires an MPO to cooperatively develop a financially constrained TIP consistent with the MTP.

The TIP must cover at least a four-year program of projects and must be updated at least every four years. The TIP must list all projects in sufficient detail as outlined in the regulations. The TIP must reflect public participation and identify the criteria for prioritizing projects.

FHWA and FTA must jointly find the TIP to be based on a continuing, comprehensive, and cooperative transportation planning process. Only after an MPO TIP is amended into the Statewide Transportation Improvement Program (STIP), can federal funds for projects be authorized.

Status: The Bloomington/Monroe County Metropolitan Planning Organization (BMCMPPO) approved its FY 2010-2013 TIP on June 26, 2010¹⁴. It was amended into

¹⁴ The adopting resolution can be found on page 64, of the BMCMPPO's TIP document located at: The TIP is available on the MPO's web-site at: <http://bloomington.in.gov/media/media/application/pdf/5254.pdf>

the INDOT FY 2010-2013 STIP on March 15, 2010¹⁵. The TIP can be found on the MPO's website at: <http://bloomington.in.gov/media/media/application/pdf/5254.pdf>

The TIP is modified by resolution of the Policy Board at the Policy Board meetings.

The TIP includes the MPO's Complete Streets policy for local federal-aid projects. Appendix III of the TIP also lists projects and their consistency with this policy.

The TIP also includes the Annual Listing of Obligated projects, which helps link it in detail and format to the projects as shown in the TIP for development.

Financial information is found on page three of the TIP and is considered acceptable to INDOT since the TIP was amended into the STIP document. It includes an inflation rate of four-percent.

The TIP does an excellent job of providing maps for project locations. It also includes a timeline for development, on page five.

Finding: The federal review team finds the BMCMPPO to be in compliance with the federal requirements found in 23 CFR 450.324.

ANNUAL LISTING OF OBLIGATED PROJECTS

Requirement: 23 CFR 450.332 requires:

- a) *In metropolitan planning areas, on an annual basis, no later than 90 calendar days following the end of the program year, the State, public transportation operator(s), and the MPO shall cooperatively develop a listing of projects (including investments in pedestrian walkways and bicycle transportation facilities) for which funds under 23 U.S.C. or 49 U.S.C. Chapter 53 were obligated in the preceding program year.*
- b) *The listing shall be prepared in accordance with §450.314(a) and shall include all federally funded projects authorized or revised to increase obligations in the preceding program year, and shall at a minimum include the TIP information under §450.324(e)(1) and (4) and identify, for each project, the amount of Federal funds requested in the TIP, the Federal funding that was obligated during the preceding year, and the Federal funding remaining and available for subsequent years.*
- c) *The listing shall be published or otherwise made available in accordance with the MPO's public participation criteria for the TIP.*

¹⁵ STIP Amendment 10-10 can be found on the INDOT website at: <http://www.in.gov/indot/files/Amend10-10.pdf>

Status: The Bloomington/Monroe County Metropolitan Planning Organization (BMCMPPO) incorporates the annual listing of obligated projects into its TIP document on pages seven and eight.¹⁶

Information for State initiated projects was not included in the annual listing. To address this issue, FHWA and FTA issued a corrective action to INDOT when the latest STIP was approved. Since then INDOT has been working with the Indiana MPO Council of directors to improve this process and provide more data. Therefore, no additional action is required by the MPO.

Finding: The federal review team finds the MPO meets the federal requirements of 23 CFR 450.332.

PUBLIC INVOLVEMENT AND PARTICIPATION PLAN

Requirement: The requirements for public involvement in the transportation planning process are set forth in 23 CFR 450.316 in relation to a documented participation plan, comment procedures, and consultation. Other public comment and consultation obligations for the MTP are enumerated at 450.322(f)(7), (g), (i), (j) and for the TIP in 450.324(b). Public participation areas to be addressed include: adequate opportunity to comment at key points in the planning process; the use of visualization techniques; making information available via accessible and electronic means; seeking out involvement by disadvantaged populations; holding public meetings at accessible locations and times; and consultation with other planning agencies within the MPA.

Status: The BMCMPPO Policy Committee adopted an amended Public Participation Plan (PPP) on June 8, 2007, to comply with SAFETEA-LU. The original version was adopted on December 13, 2002. A 45-day public comment period was implemented through the Citizens Advisory Committee (CAC) before the document was finalized.

Pursuant to the PPP, the public has the opportunity to comment at all PC, TAC and CAC meetings. The public has opportunities for input during 30-day comment periods prior to adoption of resolutions and amendments for the TIP and MTP. The MPO holds public workshops during development of these documents, including interagency consultation during TIP development. Interagency involvement is inherent through membership of local agencies on the PC and TAC.

Public involvement opportunities are also available in relation to special transportation studies, UPWP development, operational bylaws, grant applications, and other program processes. The MPO solicits public input through local newspapers and radio, postings at City Hall and local libraries, and by sending annual invitations to area community organizations. All public comments in addition to TAC and CAC recommendations are acknowledged and provided to the PC prior to action.

¹⁶ The MPO's Transportation Improvement Program document is located at: <http://bloomington.in.gov/media/media/application/pdf/5254.pdf>

All MPO policies, documents, studies are regularly available on the web site. MPO meetings and schedules, including complete committee meeting packets, are also posted to the MPO's web site. Visualization techniques used by the MPO include: geographic information systems (GIS); three-dimensional renderings; two-dimensional overlays; aerial and thematic maps; engineering drawings; charts, and; graphs.

The BMCMPPO measures the quality and effectiveness of its public participation process using a set of performance objectives: accessibility; diversity; outreach, and; impact.

Findings: The federal review team find the MPO's Public Participation Plan meets the requirements of 23 CFR 450.316, 23 CFR 450.322(i) and (j), and 23 CFR 450.324(b).

AMERICANS WITH DISABILITIES ACT

Requirement: Public rights-of-way and facilities are required to be accessible to persons with disabilities through the following statutes:

- Section 504 of the Rehabilitation Act of 1973 (29 USC §794) 49 CFR Part 27 and
- Title II of the Americans with Disabilities Act of 1990 (ADA) (42 USC §§ 12131-12164) - 28 CFR Part 35.

These statutes prohibit public agencies from discriminating against persons with disabilities by excluding them from services, programs, or activities.

Pedestrian access for persons with disabilities to the agency's streets and sidewalks must be provided, whenever a pedestrian facility exists. FHWA has the responsibility to ensure ADA compliance in the public right-of-way and on projects using surface transportation funds.

The ADA requires public agencies with more than 50 employees to conduct a self-evaluation of their current services, policies, and practices that do not meet ADA requirements. The public agency must then have a "transition plan," which must include a schedule for providing required accessibility upgrades, including curb ramps for walkways (28 CFR §35.150(d)). ADA Transition Plans should have been completed by January 26, 1992, and the deadline for completing the required accessibility upgrades listed in the transition plan was January 26, 1995.

The ADA transition plan and its identified needs should be fully integrated into the MPO's TIP and State DOT's STIP. For more information, see the USDOT Accessibility webpage at the following website:

http://www.dot.gov/citizen_services/disability/disability.html .

Status: The MPO has taken steps to advise its members of the federal requirements established in the Americans with Disabilities Act of 1990. FHWA staff has conducted training sessions at BMCMPPO on how to design projects to be ADA compliant. The MPO has provided funding thru its annual work program to update transition plans. However, it is unclear that MPO member agencies are implementing their transition plans, particularly for sidewalk and pedestrian accommodations.

FHWA has identified ADA transition plans as a planning emphasis area again in 2011. In the past year, the MPO surveyed its member jurisdictions to determine how well communities were meeting this federal requirement.

There is a persistent question in communities across Indiana about how to address ADA compliance on state roads, when they travel within local communities. INDOT is responsible for this compliance. As a result, FHWA has advised INDOT that it too, must ensure it has an ADA transition plan and that it is implementing their plan to become fully ADA compliant. FHWA is working with the INDOT to update its ADA transition plan and to identify areas barriers that need to be removed.

Finding: The review team finds the MPO to be in substantial compliance with federal ADA requirements. However, FHWA will be providing additional technical assistance to communities across Indiana, to ensure the requirements are known and there is compliance. Given the community's strong interest in pedestrians and its Complete Streets policy, the MPO is likely to be asked to be a "host" for additional training sessions on how to improve ADA transition plans in 2011 or 2012.

INTELLIGENT TRANSPORTATION SYSTEM ARCHITECTURE AND STANDARDS

Requirement: Federal requirements for Intelligent Transportation System (ITS) architecture are codified under 23 CFR 940 Intelligent Transportation System Architecture and Standards. ITS projects are required to be consistent with the National ITS Architecture and applicable ITS standards. This is to be accomplished through the development and maintenance of regional ITS architectures and using a systems engineering process during ITS project development.

For more information on ITS architecture, see [23CFR940.9](#).

Status: The Bloomington MPO has an ITS architecture, which was approved by FHWA on November 5, 2008¹⁷. The document is available on the MPO's website at: <http://bloomington.in.gov/media/media/application/pdf/3749.pdf>

Maintenance of the architecture is discussed on page 35 of the ITS architecture document. It is stated that the document is anticipated to be updated every five years.

¹⁷ See Appendix for FHWA's approval letter for the Bloomington / Monroe County MPO's ITS Architecture.

It is therefore expected that the document will be revisited and updated before the next planning review, tentatively scheduled for 2015.

Finding: The federal review team finds the MPO meets the federal ITS architecture requirements to advance ITS projects.

TRANSIT PLANNING

Requirement: 23 CFR 450.306(g) states: Preparation of the coordinated public transit-human services transportation plan (HSTP), as required by 49 USC 5310, 5316, and 5317 should be synchronized and consistent with the metropolitan transportation planning process.

Status: The primary transit operator in the Bloomington UZA is the Bloomington Public Transportation Corporation (BPTC). BPTC provides fixed route and demand response bus service to a population of almost 70,000 covering 21 square miles, predominantly within the city. BPTC operates about 38 vehicles (49 revenue vehicles owned) seven days per week and employs about 107 full and part-time workers. Nine fixed routes focus on travel to and from downtown Bloomington and the IU campus. Regular fares are \$1.00 and bus service for IU students is free.

BPTC receives Section 5307 Urbanized Area formula funds and, on occasion, Section 5309 Bus and Bus Facilities funds. Demand response service in the city was contracted out to the Area 10 Agency on Aging. This arrangement was cost-effective for BPTC, however, BPTC assumed paratransit operations in late 2009 due to poor quality service. In 2010, BPTC received the American Public Transportation Association's (APTA) 2010 Outstanding Public Transportation System Achievement Award for systems with less than 4 million annual riders.

Indiana University Campus Bus (IUCB) service is free for students and is supported primarily by school fees. There are six fixed routes that run during the week while school is in session with reduced service on weekends and University break periods. IUCB serves the entire campus, downtown Bloomington, and Campus Mall. On occasion, but not in recent years, IUCB has received Section 5309 Bus and Bus Facilities funding for buses and related equipment. In 2008, IUCB was awarded a grant of \$594,000 for improvements to a park-n-ride facility.

The Area 10 Agency on Aging operates Rural Transit in Monroe, Lawrence and Owen Counties. Fixed-route and demand-response service is available with free transfers to BPTC and IUCB. Regular fares range from \$0.75 to \$1.00. Rural Transit receives Section 5311 Non-urbanized Area and Section 5310 Elderly and Persons with Disabilities funds via INDOT. Miller Transportation operates express "Hoosier Ride" service between Indianapolis and Evansville via Bloomington through a public-private partnership with INDOT and Greyhound Lines, Inc. The Central Indiana Regional Transit Authority (CIRTA) operates a vanpool between Indianapolis and Bloomington.

Transit is facilitated through the 2030 MTP, Coordinated Human Services Transportation Plan (HSTP), and the Transit Development Program Update, dated September 2009, amongst other efforts. BMCMPPO is the lead agency for the HSTP, which was adopted June 8, 2007. The designated recipient for Section 5316 Job Access and Reverse Commute (JARC) and Section 5317 New Freedom funding is BPTC. The coordinated planning process was initiated through the creation of a steering committee after soliciting participation from 40 health and human services organizations.

The HSTP consists of: short/long-range goals and objectives; an assessment of existing public and private transportation services and needs for individuals with disabilities, older adults and persons with low incomes, and; strategies for meeting service needs. Project proposals are submitted annually by BPTC to INDOT. JARC and New Freedom projects selected for funding consist of operating assistance for late-night service and expanded ADA paratransit service, respectively.

Surveys conducted as part of the 2009 BPTC Transit Development Program Update (TDPU)¹⁸ found that the vast majority of BPTC fixed-route patrons are regular riders, low-income IU students (or IU-related), white, traveling between home and IU, and to a lesser extent to other employment and shopping. Users mainly ride the bus due either to limited vehicle/parking access or because it is more convenient than driving. Riders are generally satisfied with bus operations but would like to see more overall service, including weekends. BPTC Access paratransit service patrons are predominantly older, retired, white adults.

The TDPU found that, in addition to service gaps within the city, emerging travel patterns from rapidly-growing outlying communities are not well served by transit. Examples of these needs include: unavailable direct service from the south city areas to shopping and commercial development in the east; limited or no service to Ivy Tech and Batchelor Middle School; rapidly growing employment areas west of SR 37; and a major hospital proposed outside the city limits/service area. The TDPU recommends a 5-10 year plan with increased service frequency and hours accompanied by a fleet increase of nine vehicles to help address these service gaps.

BPTC and IUUCB share a maintenance facility and are considering expansion or building a new garage elsewhere to accommodate rapidly growing ridership. BPTC received more than \$4 million in Section 5309 funds in 2008 and 2009 for a new transfer facility in downtown Bloomington. Construction has been delayed, in part, due to a change in scope to add a second story for a police station. Groundbreaking is anticipated by the end of CY2011.

BPTC receives a relatively high amount of financial support from the Indiana Public Mass Transportation Fund compared to other systems within the state due to high

¹⁸ The BPTC Transit Development Program Update Executive Summary is available via <http://bloomington.in.gov/media/media/application/pdf/5840.pdf>.

ridership. However, BPTC will consider service cuts and fare increases in the future if overall funding levels are not increased to counter rising fuel and labor costs. A higher percentage of hybrid buses may be considered for the fleet as they become more prudent with increasing fuel prices.

Various BPTC transit statistics from the National Transit Database (NTD) and Indiana Public Transit 2009 Annual Report were analyzed by the review team. The data reviewed consisted of the following performance measures for the period 1999-2009: ridership; farebox recovery rates; trips per vehicle revenue mile; operating subsidies per trip; and operating expenditures per vehicle revenue mile. A synopsis of the analysis is provided in Table 1 and the narrative below.

TABLE 1 - BLOOMINGTON UZA TRANSIT STATISTICS (1999-2009 RANGES)										
	Ridership (Millions of Riders)	Trend	Farebox Recovery Rate	Trend	Trips Per Revenue Mile	Trend	Operating Subsidies Per Trip	Trend	Operating Exp. Per Vehicle Rev. Mile	Trend
Bloomington Transit	1.04-3.06	Rising	21-29%	Stable	1.55-2.70	Rising	\$1.35-\$1.88	Decline	\$3.82-\$5.05	Stable
Fixed Bus	1.02-3.02	Rising	25-30%	Rising	1.75-3.14	Rising	\$1.17-\$2.09	Decline	\$3.66-\$5.29	Stable
Paratransit	0.02-0.04	Varies	9-11%	Stable	0.17-0.29	Varies	\$12.79-\$18.99	Stable	\$2.53-\$4.37	Stable
<i>National Avg.</i>			31-37%		2.3-2.6		\$1.48-\$2.44		\$6.49-\$8.34	
<i>Fixed Bus</i>			27-30%		2.7-2.8		\$1.68-2.34		\$6.80-\$9.20	
<i>Paratransit</i>			8-11%		0.1-0.2		\$18.37-\$25.56		\$3.10-\$3.90	
<i>UZAs<200,000 Pop., all modes</i>			18-23%				\$2.21-\$2.97			
Notes: 1999-2009 statistics are from the National Transit Database (NTD). Trends are a subjective determination based upon the year-to-year data. Stable/Varies indicates no discernable trend. Rising and declining trends are indicative of fairly consistent annual changes. Green coloring shows performance generally better than the national average or an improvement trend while red depicts performance below the national average or a deteriorating trend.										

BPTC statistics for the years 1999-2009 show rapid increases in overall and fixed route ridership. Farebox recovery rates overall have been above national averages for comparable systems. Trips per vehicle revenue mile overall and for fixed route services have been rising and within the range of national averages for all systems. Operating subsidies per trip overall has been declining and performance is consistently better than national averages for all systems. Operating expenditures per vehicle revenue mile overall and for fixed route services has been stable and consistently below national averages for all systems. BPTC paratransit services performance has been comparable or better than the national averages for all systems in the aforementioned categories.

Barriers to improved transit ridership, particularly choice riders, include lack of funding to increase service frequency/hours. In addition, there is an increasing demand for longer trip lengths that extend beyond the service area. BPTC has been unsuccessful in applying for discretionary grants related to the Federal Partnership for Livable and Sustainable Communities.

Finding: The federal review team finds the MPO is in compliance with 23 CFR 450.306(g), and 49 USC 5310, 5316, and 5317.

The final HSTP document was developed through planning activities that included involvement by the appropriate transportation providers, stakeholders, and the public. The plan identifies the transportation providers and outlines details of existing services. The HSTP also evaluates the adequacy of those services for disadvantaged populations and those with special needs. The plan provides strategies or activities to address transport deficiencies such as gaps and duplication of services. The HSTP provides implementation strategies/priorities and outlines the competitive selection process. The HSTP requirements have been satisfied.

BPTC, IUCB, Rural Transit, and other regional transit-related stakeholders participate in the MPO's planning processes. BPTC's bus routes are appropriately located in those areas with the highest residential and employment densities. Non-fixed route ADA paratransit services are provided within one-quarter mile of BPTC fixed routes. IUCB serves the entire IU campus. Rural Transit provides fixed route, express and demand response in unincorporated Monroe County in addition to surrounding counties with connections to BPTC and IUCB. Operating efficiencies are realized through shared facilities and convenient transfer opportunities for passengers.

Commendation: BPTC is to be congratulated for receiving APTA's 2010 Outstanding Public Transportation System Achievement Award. The award is a testament to BPTC's exemplary performance in the APTA evaluated criteria which included operations, safety, customer service, financial management, workforce development/performance, marketing, community relations, policy and administration. The honor is also evidence of the agency's commitment to environmental sustainability as exhibited by the exemplary ridership and other performance statistics.

The aforementioned analysis of BPTC's performance is based upon comparisons with other U.S. transit systems. It should be noted that the Bloomington UZA is the 222nd largest in the U.S. in terms of population, yet BPTC ridership ranked 137th in 2008 in terms of unlinked passenger trips by bus.¹⁹ While this is very impressive, it should be noted that a substantial amount of patronage is by IU students. Further analysis finds that work-related trips by transit in the Bloomington area are quite small as in all areas of the country. In the city of Bloomington, the proportion of work trips by transit was about 3.8 and 2.8 percent during the respective years of 2005-2007 (combined) and 2000. Nationally, transit captured about 4.8 and 4.6 percent of work trips in the respective years of 2005-2007 (combined) and 2000.²⁰

For the vast majority of trips within the Bloomington UZA, it does not appear that transit is a very viable transportation choice in the region outside of transit-dependent and student populations. A primary causal factor is the lack of dominant commercial/retail and other job centers, such as central business districts (CBDs) with sufficient square footage or employment densities to support transit. Another substantial reason is the relatively low per vehicle mile cost of driving. Other contributing elements include

¹⁹ 2008 Public Transportation Fact Book, Part 3: Transit Agency and Urbanized Area Operating Statistics, June 2008, Table 12 (p. 181): http://www.apta.com/resources/statistics/Documents/FactBook/2008_Fact_Book_Appendix_B.pdf.

²⁰ Census Transportation Planning Package, <http://www.fhwa.dot.gov/ctpp/index.htm>.

shifting population to exurban areas, isolated developments with inadequate roadway/sidewalk connectivity, low level of mixed land uses, accommodating travel demand through limited access highway expansions, and increasing levels of associated highway-oriented/low density land development. As a result, residents are overly dependent upon personal vehicles and experience excessive or less than optimal household transportation expenditures.

Requirement: 23 CFR 450.312 requires the MPO, the state and transit operators to cooperatively determine their mutual responsibilities in the conduct of the planning process. It requires the MPO, the state and transit operators to jointly develop the metropolitan area boundaries to cultivate an effective planning process that ensures adequate modal connectivity and accessibility while encouraging efficiency of the overall transportation system.

Status: Although planning agreements need to be updated, the federal review team found cooperation with transit operators to be very good. When funding issues were discussed, opportunities on how transit and highway funding could be co-mingled, particularly in outer years of the metropolitan transportation plan were discussed. However, this is not required.

Finding: The review team finds the MPO is in compliance with 23 CFR 450.312.

BICYCLE AND PEDESTRIAN PLANNING

Requirement: 23 CFR 450.322(f)(8) states:

- f) *The metropolitan transportation plan shall, at a minimum, include:*
 - (8) *Pedestrian walkway and bicycle transportation facilities in accordance with 23 U.S.C. 217(g).*

This is further emphasized by 23 CFR 652.5:

“The safe accommodation of pedestrians and bicyclists should be given full consideration during the development of Federal-aid highway projects, and during the construction of such projects. The special needs for the elderly and the handicapped shall be considered in all Federal-aid projects that include pedestrian facilities. Where current or anticipated pedestrian and/or bicycle traffic presents a potential conflict with motor vehicle traffic, every effort shall be made to minimize the detrimental effects on all highway users who share the facility. On highways without full control of access where a bridge deck is being replaced or rehabilitated, and where bicycles are permitted to operate at each end, the bridge shall be reconstructed so that bicycles can be safely accommodated when it can be done at a reasonable cost. Consultation with local groups of organized bicyclists is to be encouraged in the development of bicycle projects.”

Status: The Bloomington/Monroe County MPO's MTP includes a section on Alternative Transportation, on pages 64 thru 75. Several locations are noted as areas that need bicycle and pedestrian accommodations. However, a map of bicycle & pedestrian routes is not in the current MTP.

Several additional local efforts have been made to identify "networks" for bicyclists and pedestrians and to identify locations needing work to improve alternative transportation. The City of Bloomington adopted a bicycle & pedestrian plan in 2008²¹, and the Monroe County Plan Commission adopted an Alternative Transportation & Greenways System Plan in 2006 and appears to have been updated in 2009²². The MPO has also adopted a Complete Streets policy for projects along local roads, in 2009²³.

Although alternative transportation is described, the priorities for the community's bicycle and pedestrian needs are not shown on a map in the MPO's transportation plan.

Finding: The review team finds the MPO is in compliance with 23 USC 217(g).

Recommendation: The federal review team therefore recommends the MPO and the Indiana DOT review bicycle and pedestrian needs for the community. A map showing the prioritized routes for bicycle and pedestrian used could then be included in the MTP.

The MPO and State DOT should review together how bicycles and pedestrians may be accommodated along state highways in the area. They should clarify where these can be as well as where they cannot be accommodated. This could address the questions raised at the Citizens' Advisory Committee meeting, that how sidewalks and bicycle lanes can be considered on all roads including State highways was unclear.

One step that may be useful would be to identify and prioritize the needs consistent with other local plans. The MPO's plan should clarify when these roads need to be equipped with additional bicycle and pedestrian features to be compatible with local roads serving the community.

METROPOLITAN PLANNING FACTORS

Requirement: Federal regulations 23 CFR 450.306 and 450.318 define the scope of the metropolitan transportation planning process and the relationship of corridor and other subarea planning studies to the metropolitan planning process and the National Environmental Policy Act (NEPA) requirements.

²¹ The City of Bloomington's bicycle and pedestrian plan is on-line at: <http://bloomington.in.gov/media/media/application/pdf/57.pdf>

²² The Monroe County Comprehensive Plan indicates on page 166, that the Monroe County Plan Commission's Alternative Transportation and Greenways System was updated in 2009, and that it is available on the Internet at: http://www.co.monroe.in.us/planning/alternative_transportation.html however, only a copy of the 2006 plan, was found at: http://www.storrowkinsella.com/projectwebs/0543_MonroeCo_AltTransPlan/z_pdf/FINAL%20060630/Section%203%20Plan.pdf

²³ The Complete Streets policy passed by the MPO Policy Board can be found on-line at: <http://bloomington.in.gov/media/media/application/pdf/4425.pdf>

Current federal law in SAFETEA-LU contains eight planning factors that must be explicitly considered, analyzed as appropriate, and reflected in the planning process products. The eight planning process factors include:

- Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency.
- Increase the safety of the transportation system.
- Increase the security of the transportation system.
- Increase the accessibility and mobility for people and freight.
- Protect and enhance the environment, promote energy conservation, improve quality of life, and promote consistency between transportation improvements and State and local planned growth and economic development patterns.
- Enhance the integration and connectivity of the transportation system, across and between modes, for people and freight.
- Promote efficient system management and operation.
- Emphasize the preservation of the existing transportation system.

Status: The planning factors identified in federal legislation are included in the planning products of the MPO. MPO's planning process provides consideration of projects and strategies that address each of the factors. The factors are considered in the MTP.

Finding: The review team finds the MPO in compliance with 23 CFR 450.306 and 450.318 and adequately addresses the eight planning factors of SAFETEA-LU.

Recommendation: The federal review team recommends the MPO develop and implement performance measures in the next Metropolitan Transportation Plan (MTP) to expand upon those that address traffic movement. The measures could gauge widespread performance of the multi-modal (roadway, transit, truck/rail freight, non-motorized) transportation system and overall livability of the community. The measures could take into account the relationship between modal balance and the planning factors, particularly: improving quality of life, economic well-being, equity, energy conservation, connectivity, and overall system efficiency.

Examples of performance measures and techniques to consider include:

- Traditional National Transit Database Statistics [(transit ridership, farebox recovery ratios, etc.)(www.ntdprogram.gov)]
- Transit Accessibility (% households and employment within ¼ - ½ mile of transit)
- Mode Share including non-motorized trips (pedestrian and bicycling) (<http://www.fhwa.dot.gov/ctpp/dataproduct.htm>)]
- Per Capita Vehicle Miles Travelled (usually available for counties from state DOTs)
- Population and Employment Densities (incorporated areas)
- Household Transportation Expenditures (<http://www.bls.gov/cex/>)

- Affordability Index [(Housing + Transportation Costs / Income) (<http://www.cnt.org/tcd/ht>)]
- Emissions of air pollutants

SAFETY

Requirement: Federal statute 23 USC 134 (h)(1)(B) requires the MPO to consider safety of the transportation system and its users, within the metropolitan planning process. This process should be collaborative, data-driven and comprehensive.

The federal-aid highway program includes a core safety program called the Highway Safety Improvement Program (HSIP) (23 U.S.C. 148), which introduced a mandate for Strategic Highway Safety Plans (SHSPs).

The metropolitan transportation planning process should be consistent with the Strategic Highway Safety Program (SHSP), and other transit safety and security planning and review processes, plans and programs as appropriate (23 CFR 450.306 (h)).

Status: The MPO has done an excellent job of identifying crash locations in the region. It recently prepared a report of all crashes that occurred in the area from 2007 thru 2009²⁴. This report was reviewed and discussed by the MPO Policy Board, in December of 2010.

The Indiana DOT's allocation of a portion of Federal Highway Safety Improvement Program funds to each MPO in Indiana is considered a "best practice" by FHWA.

As the MPO has presented its crash location report to its committees, the federal review team heard several questions about the responsibility the MPO has when high frequency crash locations are located on a state highway. These locations are typically addressed by the DOT but how these projects are identified and delivered is unclear to the MPO.

The MPO should continue to identify all crash locations in the local community, but further discussions with INDOT are encouraged to better understand their procedures for delivering its safety projects.

Finding: The federal review team finds the MPO to be in compliance with 23 USC 134 and 23 CFR 450.306. However, the team also has the following recommendation.

Recommendation: The federal review team recommends the MPO and the Indiana DOT discuss the State's own safety projects. Each district office has an engineer who is part of the State's Safety Asset Management Team. Together, the agencies should

²⁴ The MPO's recently completed Crash report is available online at: <http://bloomington.in.gov/media/media/application/pdf/7814.pdf>.

discuss crash locations on state highways and where they are on the State's list of prioritized safety projects. This would help answer or address concerns of the community safety on state highways. Reviewing these on an annual basis would also help set reasonable expectations for the community of when key intersections were expected to be corrected, and should be consistent with the MPO's TIP document.

FINANCIAL ELEMENT REVIEW

Requirement: Federal code 23 U.S.C. 104(f)(4)(b) states:

“Not later than 30 days after the date of receipt by a State of a request for reimbursement of expenditures made by a metropolitan planning organization for carrying out section 134, the State shall reimburse, from funds distributed under this paragraph to the metropolitan planning organization by the State, the metropolitan planning organization for those expenditures.”

Status: The federal review team sampled a recent billing from the MPO to the State DOT to evaluate both eligibility and timeliness of the submission. The billing was eligible for federal participation and was incurred after FHWA authorization. The cost was charged to the correct federal project and approved by appropriate State and local officials. However, the reimbursement was processed at a different rate than the currently approved rate, resulting in an underpayment of approximately \$200. MPO staff indicated reimbursement was processed in a timely fashion, but this was unclear from payment documents.

Finding: The federal review team finds the MPO's documentation reasonable and acceptable. However, this element will be discussed with the DOT and additional samples from other MPOs made to ensure compliance from the State DOT.

DISPOSITION OF LAST PLANNING REVIEW FINDINGS

The 2006 planning review for the MPO did not contain any corrective actions that required disposition during this planning review.

APPENDIX ONE – Planning Review Agenda and Sign in Sheets for Review

**BLOOMINGTON MPO
REVISED
PLANNING REVIEW AGENDA
*January 25-26, 2011***

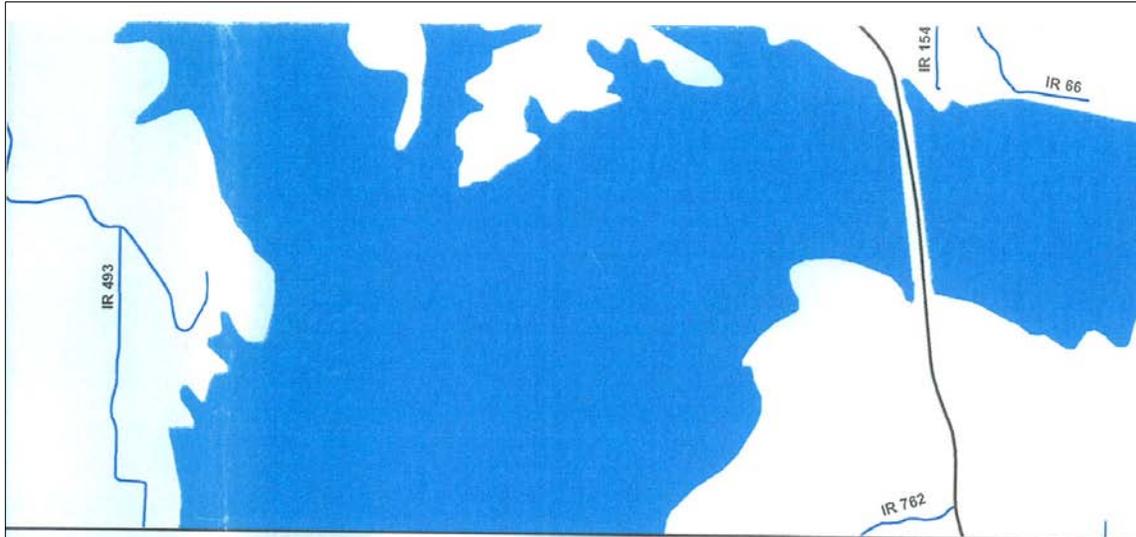
Day One

Time	Topic	Lead for Discussion
9:00 am	Purpose and Introductions	Jay
9:15 am	Overview of MPO <ul style="list-style-type: none"> • Committee Structure • Planning Agreements & Memorandums of Understanding (MOU) • Census Boundary Changes & New Urbanized Areas 	MPO staff
<i>Development of Key Planning Products</i>		
10:45 am	Unified Planning Work Program <ul style="list-style-type: none"> • Key Tasks & Planning Emphasis Areas • Quarterly Tracking of Projects • ADA Transition Plans for the area • Billing Review of Planning Activities of the MPO 	Jay
<i>Break for Lunch</i>		
1:00 pm – 4:00 pm	Metropolitan Transportation Plan (MTP) <ul style="list-style-type: none"> • Development of the MTP • Demographic projections • Travel Demand & Transit Modeling • Deficiency identification • Updates & Amendments • Regional Development Issues & Challenges Transportation Improvement Program (TIP) <ul style="list-style-type: none"> • Project Selection and Development • Deficiency identification • Amendments and Administrative Modifications 	Reggie
4:00 pm	Financial Elements of the MTP & TIP <ul style="list-style-type: none"> • Revenue estimates • Project cost estimates in “Year-of-Expenditure” Amounts • Annual Listing of Obligated Projects 	Jay

Day Two –		
Consideration of Planning Factors and Livability		
9:00 am	Safety Planning	Jay
9:30 am	Title VI and ADA Requirements	Michelle
10:00 am	Break for Bloomington MPO Technical Committee Meeting	
11:00 am	Bicycle & Pedestrian Planning	Reggie
Break for Lunch		
1:00 pm	Transit Planning <ul style="list-style-type: none"> • Transit modeling • Transit deficiency identification • Prioritization and program development 	Reggie
1:45 pm	Coordination with Land-Use Plans	Michelle
2:30 am	Freight Planning <ul style="list-style-type: none"> • Identification of deficiencies • Prioritization and program development 	Jay
Public Involvement		
3:00 pm	Public Involvement	Reggie
3:45 pm	Planning & NEPA Linkages	Michelle
4:30 pm	Opportunity for one-on-one meetings with FHWA/FTA	Reggie, Jay & Michelle
Break for Dinner		
6:30 pm – 7:30 pm	Public Involvement Meeting with the Citizens' Advisory Committee	

Prepared by:
Jay DuMontelle
FHWA, Indiana
(317) 226-7491

APPENDIX TWO – FHWA Approval of Urban Area Boundary Map



INDOT Disclaimer: The Adjusted 2000 Urban Area Boundary is displayed as an exaggerated offset from the roadways to show with clarity the Rural/Urban status of the roads. The geographic information of the map is for reference purposes only. The information is not warranted. In no event shall INDOT have any liability with the use or interpretation of this product

Published September 2006, Indiana Department of Transportation, Planning Division



Urban Area Boundary Approvals

Adopted by Resolution by the Policy Committee of the
Bloomington/Monroe County Metropolitan Planning Organization on
September 8, 2006

(name) <i>THOMAS SHARP</i>	<i>[Signature]</i>	(date) <i>9/20/06</i>
Commissioner, Indiana Department of Transportation		
(name) <i>Robert F. Tally, Jr.</i>	<i>[Signature]</i>	(date) <i>9/26/06</i>
Division Administrator, Federal Highway Administration, Indiana Division		

Bloomington - Ellettsville/Monroe County

ADOPTION RESOLUTION 2007-01

RESOLUTION ENDORSING THE 2000 URBAN AREA BOUNDARY ADJUSTMENTS, as presented to the Policy Committee and Technical Advisory Committee of the Bloomington/Monroe County Metropolitan Planning Organization on September 8, 2006

WHEREAS, the Bloomington/Monroe County Metropolitan Planning Organization is the duly designated MPO for the Bloomington, Indiana urbanized area; and

WHEREAS, the MPO is responsible for ensuring that the Bloomington, Indiana urbanized area's transportation planning program is continuing, comprehensive, and coordinated between the MPO and other public and citizen organizations throughout the planning process, as outlined in the metropolitan planning rule jointly issued in the Federal Register by the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) on October 28, 1993; and

WHEREAS, the work conducted to develop the 2000 Urban Area Boundary Adjustments was performed under the Fiscal Year 2007 Unified Planning Work Program (UPWP) for the MPO.

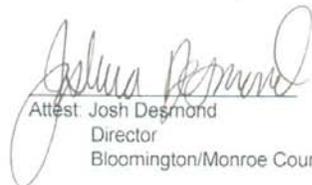
NOW, THEREFORE, BE IT RESOLVED:

- (1) That the 2000 Urban Area Boundary Adjustments are hereby endorsed; and,
- (2) That the adopted document shall be forwarded to all relevant public officials and government agencies, and shall be available for public inspection during regular business hours at the City of Bloomington Planning Department, located in the Showers Center City Hall at 401 North Morton Street, Bloomington, Indiana.

PASSED AND ADOPTED by the Policy Committee by a vote of 11 - 0 upon this 8th day of September 2006.

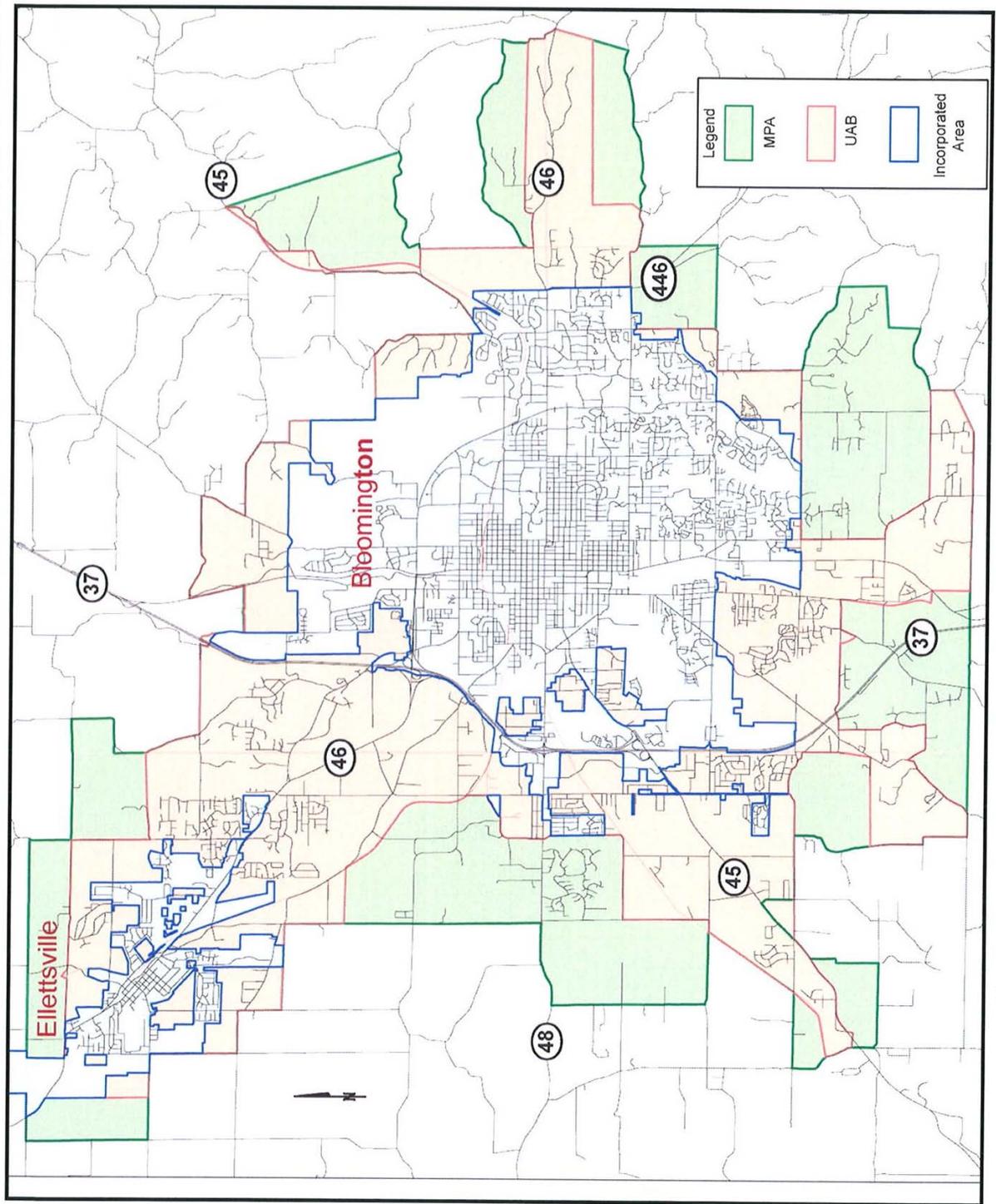


Kent McDaniel
Chair, Policy Committee
Bloomington/Monroe County MPO



Attest: Josh Desmond
Director
Bloomington/Monroe County MPO

Bloomington/Monroe County MPO Metropolitan Planning Area and Urban Area Boundary



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APPENDIX THREE –MPO Citizens’ Advisory Committee Meeting Minutes

Discussion with the Citizens’ Advisory Committee, the federal review team and the public begins on pages two thru four of the minutes for Citizens’ Advisory Committee meeting of January 27, 2011. These can be found at:

<http://bloomington.in.gov/media/media/application/pdf/8298.pdf>

APPENDIX FOUR – 2010 American Public Transportation Agencies Award

2010 APTA Awards 

Outstanding Public Transportation Business Member

An APTA public transportation business member who has made outstanding contributions to the public transportation industry.



Jim Srygley is the CEO of S & A Systems, Inc., a company celebrating its

40th anniversary of providing public transit with fluid management and engine data collection systems.

In 1964, after graduating near the top of his engineering class at the University of Texas, Jim received his master's degree from Stanford University, where he was a Ford Foundation fellow. Jim started his transportation career developing models of Automated People Mover systems and train control systems. He then served as a consultant to several transit agencies in the implementation of first-generation computer programs for transit maintenance, scheduling, and run-cutting.

In 1970 Jim founded S & A Systems, Inc., and developed the concept and design for the FLEETWATCH system and line of products. Jim was a pioneer in the design

JAMES G. SRYGLEY
Chief Executive Officer, S & A Systems, Inc.
Rockwall, TX

and development of automatic data collection equipment and holds several patents for such equipment. Current generation FLEETWATCH systems, based on Jim's original design work, are installed at over 40 transit agencies.

Jim began attending ATA and IRT meetings before those organizations merged to form APTA, and has been a member and supporter of APTA since its beginning. His firm has been an exhibitor at every EXPO.

For more than 20 years, Jim was on the APTA Member Services Committee—serving as co-chair of the Member Services "Redemption" Subcommittee in 1999 and as chair of the Business Member Mentoring Team. Additionally, he provided guidance to the committee in developing the Ambassador Mentoring program.

Jim also served on the APTA Awards Committee from 1997 through 2009. He provided leadership in the development of statistical evaluation procedures; guided

the restructuring of the nomination form to better capture quantitative data; and developed spreadsheets and macros for calculations and comparisons. Jim then assisted APTA staff in incorporating these procedures into a program to provide a tool for future Awards Committees.

Jim has been an elected member of the Business Member Board of Governors for a number of years. For the past five years he has chaired the BMBG Budget Committee, overseeing the allocation of over \$1 million contributed by business members above and beyond their annual dues payments. Under Jim's leadership, the BMBG has adopted budget policy guidelines and a process for "scoring" funding requests and made timely investments that have brought added value to many of APTA's activities.

Jim Srygley exemplifies the intellectual creativity, professional commitment, and quiet behind-the-scenes industriousness that the APTA Business Member of the Year award honors.

"It is an honor to be recognized by friends and colleagues. Thanks to all of the friends from APTA committees, work groups, study missions, the Business Member Board of Governors, and APTA staff—and a special 'Thank You' to all of our customers who have made this 40-year journey possible."

— Jim Srygley



"Jim has been a key player on many APTA committees, either serving as the chair or supporting the leadership and committee from behind the scenes. At the beginning of Jim's career, he recognized the importance of technology in the industry's future and developed maintenance and management system programs to support transit systems regardless of their size. He is highly deserving of this prestigious award."

— Fred Gilliam
Former CEO
Capital Metro
Austin, TX

Outstanding Public Transportation System

For public transportation systems that have demonstrated achievement in efficiency and effectiveness.

CATEGORY: Providing 4 million or fewer annual passenger trips.

BLOOMINGTON PUBLIC TRANSPORTATION CORP.

Bloomington, IN

Bloomington Transit (BT) has enjoyed 37 years of service to its community. Community partnerships and prudent management have resulted in impressive ridership gains, improved mobility, and a more sustainable local economy and environment.

Bloomington is home to Indiana University (IU) and is a thriving, robust city known for having the comfort and charm of a small town with the amenities found in big cities.

Bloomington Transit serves the 20-square-mile community of 70,000 with nine fixed routes, 110 employees, and a 46-vehicle fleet. In just 10 years, ridership has increased threefold, from 1 million trips in 1999 to over 3 million in 2009. The trend continues with a ridership increase of more than 10 percent through the first six months of 2010.

Partnerships within the community are the cornerstone for Bloomington Transit's success. A successful partnership with IU has resulted in greater mobility for the 47,000 students, faculty, and staff. Key elements include universal access to students, faculty, and staff on BT fixed route service. In serving this important institution, BT is helping make Bloomington a more livable community by reducing traffic and parking demand, improving air quality, decreasing noise, and providing enhanced mobility.

An important ingredient in the partnership is a maintenance and operations facility shared by BT and Campus

Bus, IU's own campus transit system. Opened in 1997, this joint operating facility was a unique arrangement through which BT provided the funds to design and build the facility, while IU provided the land. This has led to substantial savings for both systems through the shared use of bus servicing facilities, bus fueling infrastructure, bus storage areas, operator ready and training rooms, and employee parking lots. By being under the same roof, the two systems have been better able to cut costs through joint procurement of fuel, lubricants, utilities, supplies, services, and equipment.

BT recently introduced six new hybrid-electric buses, resulting in 25 percent gains in fuel efficiency and reduced emissions and noise. To support its rapid growth in ridership, BT is planning a new downtown passenger transit facility, to be LEED Silver certified. Funding is obligated and design is underway, with construction to be completed in 2011. Plans include a city/county 911 emergency dispatch center, which will increase the presence of security personnel and promote safety.

Bloomington Transit's commitment to excellence; forging of successful partnerships; and bold investment in hybrid technology and sustainable design demonstrate its commitment to making Bloomington a better place to live, work, and go to school.

"This recognition is a wonderful tribute to the tireless efforts of so many people in the Bloomington community over the years who have shared and participated in the vision to make Bloomington Transit all that it can be. Making a difference in the lives of people at home here in Bloomington is the greatest honor of all. Thank you."

— Lewis May
BT General Manager



"Bloomington Transit is a part of the community's identity. It is literally a lifeline to the heart of our economy and culture. Ever-increasing ridership is indicative of Bloomington citizens' faith in and approval of the professionalism and reliability of Bloomington Transit's service. I'm proud to have BT as a full partner in making our city work for everyone."

— Mark Kruzan
Mayor of Bloomington, IN

APPENDIX FIVE – MPO Responses to Initial Federal Review Questions

APPENDIX SIX – Hyperlinks to MPO Controlling Documents

2030 Metropolitan Transportation Plan

<http://bloomington.in.gov/media/media/application/pdf/63.pdf>

2010-2013 Transportation Improvement Program

<http://bloomington.in.gov/media/media/application/pdf/5254.pdf>

2007 Coordinated Human Services-Public Transportation Plan

<http://bloomington.in.gov/media/media/application/pdf/66.pdf>

2005 MPO Operational Bylaws (Amended as of January 9, 2009)

<http://bloomington.in.gov/media/media/application/pdf/270.pdf>

2002 Public Participation Plan (Amended as of March 11, 2011)

<http://bloomington.in.gov/media/media/application/pdf/67.pdf>

2008 Regional Intelligent Transportation System Architecture

<http://bloomington.in.gov/media/media/application/pdf/3749.pdf>

2009 MPO Complete Streets Policy

<http://bloomington.in.gov/media/media/application/pdf/4425.pdf>

2022-2012 Unified Planning Work Program

<http://bloomington.in.gov/media/media/application/pdf/7154.pdf>