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May 3, 2023



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ELECTRONIC CORRESPONDENCE ONLY

Mr. Patrick Kennedy
Sacramento Area Council of Governments
1415 L St, Suite 300
Sacramento, CA 95814

SUBJECT: Sacramento Area Council of Governments Federal Certification Review

Dear Chairman Kennedy:

This letter notifies you that the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) jointly certify the planning process for the Sacramento Area Council of Governments (SACOG) Transportation Management Area (TMA). This certification is based on the findings from the Federal Certification Review conducted on March 21-22, 2023.

The overall conclusion of the Certification Review is that the planning process for SACOG complies with the spirit and intent of Federal metropolitan transportation planning laws and regulations under 23 USC 134 and 49 USC 5303. The planning process at SACOG is a continuing, cooperative, and comprehensive process and reflects a significant professional commitment to deliver quality in transportation planning.

We would like to thank Mr. James Corless and his staff for their time and assistance in planning and conducting the review. Enclosed is a report that documents the results of this review and offers three recommendations and two commendations for continuing quality improvements and enhancements to the planning process. This report has been transmitted concurrently to SACOG, Caltrans, and regional public transportation operators.

If you have any questions regarding the Certification Review process, the Certification action, and/or the enclosed report, please direct them to either Ms. Jasmine Amanin, Community Planner of the FHWA California Division, at (916) 498-5044 or Jasmine.Amanin@dot.gov or Ms. Jean Mazur of the FTA Region IX Office at (415) 734-9456 or Jean.Mazur@dot.gov.

Sincerely,

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Vincent P. Mammano
Division Administrator
Federal Highway Administration

Sincerely,

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Ray Tellis
Regional Administrator
Federal Transit Administration

Enclosure:

Sacramento Area Council of Governments 2023 TMA Certification Review Report

TO:

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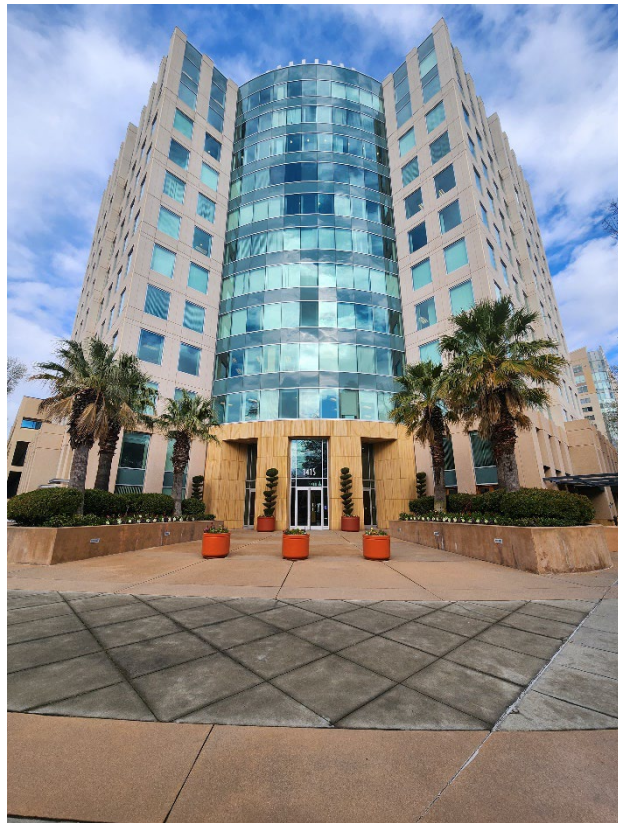
U.S. Department
of Transportation

Federal Highway
Administration

Federal Transit
Administration

Transportation Management Area Planning Certification Review

Sacramento Area Council of Governments



May 3, 2023

Summary Report





Table of Contents

1.0	EXECUTIVE SUMMARY	3
1.1	Previous Findings and Disposition	3
1.2	Summary of Current Findings	4
2.0	INTRODUCTION	6
2.1	Background.....	6
2.2	Purpose and Objective.....	7
3.0	SCOPE AND METHODOLOGY	8
3.1	Review Process	8
3.2	Documents Reviewed	8
4.0	PROGRAM REVIEW.....	10
4.1	Overview	10
4.2	Metropolitan Transportation Plan	10
4.3	Transit Planning	12
4.4	Public Participation.....	13
4.5	Consultation and Coordination.....	14
4.6	Performance Based Planning and Programming	16
4.7	Air Quality.....	19
5.0	CONCLUSION AND RECOMMENDATIONS.....	21
5.1	Commendations	21
5.3	Recommendations.....	21
	APPENDIX A - PARTICIPANTS.....	22



APPENDIX B - STATUS OF FINDINGS FROM LAST REVIEW	24
APPENDIX C – PUBLIC COMMENTS	26
APPENDIX D - LIST OF ACRONYMS	27



1.0 EXECUTIVE SUMMARY

On March 21 and 22, 2023 the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) conducted the certification review of the transportation planning process for the Sacramento - Davis urbanized area. FHWA and FTA are required to jointly review and evaluate the transportation planning process for each urbanized area over 200,000 in a population at least every four years to determine if the process meets the Federal planning requirements.

1.1 Previous Findings and Disposition

The last certification review for the Sacramento-Davis metropolitan area was conducted in 2019. The previous Certification Review findings and their disposition are provided in Appendix B and summarized as follows.

Finding	Action	Corrective Actions/ Recommendations	Disposition
Transit Planning 49 USC 5303 23 USC 134 23 CFR 450.314	Corrective Action	Add priorities for implementation (per FTA C-9070.1G) to Coordinated Plan	SACOG updated the Public Transit and Human Services Transportation Coordinated Plan to include priorities for implementation. The updated plan was adopted by the SACOG Board on August 15, 2019
	Recommendation	Consider prioritizing needs of elderly and disabled per 49 USC 5310	SACOG did not implement this recommendation because the 5310 process is administered by Caltrans
MPO Structure and Agreements 23 U.S.C. 134(d) 23 CFR 450.314	Recommendation	Define public transit operators' roles	SACOG updated the SACOG Handbook in January of 2023
		Identify transit representatives on website, in documents	The SACOG Board of Directors website identifies which board members represent transit entities from their jurisdictions
Transportation Improvement Program 23 U.S.C. 134(c),(h)&(j) 23 CFR 450.326	Recommendation	Reconsider adding transit representative to board	SACOG did not implement this recommendation
		Correct funding classification	The current FTIP is consistent with the federal requirements



Congestion Management Process / Management and Operations 23 U.S.C. 134(k)(3) 23 CFR 450.322 23 CFR 450.324(f)(5)	Recommendation	Include CMP on website	SACOG has posted CMP information on their website
Public Participation 23 U.S.C. 134(i)(6) 23 CFR 450.316	Recommendation	Assess public involvement process	SACOG's Public Participation Plan was updated in 2021
Performance Based Planning and Programming 23 U.S.C 134(h)(2) 23 CFR 450.306(d), 450.314(h), 450.324(f), 450.326(d) & 450.340.	Recommendation	Include TMP targets on website	The federal team continues to recommend that in addition to including performance guidance measures within grant applications, that SACOG adds currently approved TPM targets to the website

1.2 Summary of Current Findings

The current review found that the metropolitan transportation planning process conducted in the Sacramento-Davis area meets Federal planning requirements.

As a result of this review, FHWA and FTA are certifying the transportation planning process conducted by California Department of Transportation (Caltrans), Sacramento Area Council of Governments (SACOG) and the area transit operators. There are recommendations in this report that warrant close attention and follow-up, as well as areas that MPO is performing very well in that are to be commended.

Review Area	Finding	Action
Metropolitan Planning Area Boundaries 23 U.S.C. 134(e) 23 CFR 450.312(a)	Meets Requirement	
MPO Structure and Agreements 23 U.S.C. 134(d) 23 CFR 450.314(a)	Meets Requirement	
Metropolitan Transportation Plan 23 U.S.C. 134(c),(h)&(i) 23 CFR 450.324	Meets requirements	Recommendation: It is the recommendation of the federal review team that SACOG ensure that future revenue sources are reasonably expected to be available, in accordance with 23 CFR 450.324(f). Additionally, in updating the regional transportation plan, SACOG should base the update on the latest available estimates and assumptions for population, land use, travel, employment, congestion, and economic activity, in accordance with 23 CFR 450.324(e).



Transit Planning 49 U.S.C. 5303 23 U.S.C. 134 23 CFR 450.314	Meets requirements	<u>Commendation:</u> SACOG is commended for the leadership they provided in the development of the transit assessment management plans. <u>Recommendation:</u> SACOG and the transit operators should review, and update as appropriate, the existing MOU to ensure that it is current and clearly defines planning process roles and responsibilities. Furthermore, SACOG should consider adding all area transit providers to the MOU.
Public Participation 23 U.S.C. 134(i)(6) 23 CFR 450.316 & 450.326(b)	Meets requirements	<u>Commendation:</u> The federal review team commends SACOG for their progressive public involvement strategies. SACOG continues to increase their equitable engagement efforts through reaching their many constituents while encouraging civic engagement.
Consultation and Coordination 23 U.S.C. 134(g) & (i) 23 CFR 450.316, 23 CFR 450.324(g)	Meets requirements	
Performance-Based Planning and Programming 23 United States Code (USC) 134 23 CFR 450.206 23 CFR 450.216 23 CFR 450.218 23 CFR 450.306 23 CFR 450.314 23 CFR 450.324 23 CFR 450.326 23 CFR 490 (Subpart A-H)	Meets requirements	
Air Quality Clean Air Act 42 U.S.C. 7401 40 CFR Part 93 23 CFR 450.324(m)	Meets requirements	<u>Recommendation:</u> The federal review team recommends that SACOG modify their IAC process to ensure that there are appropriate opportunities to address the breadth of related topics – including the more technical elements of the process. The quarterly IAC meeting schedule could be supplemented with additional meetings focused on the items required for interagency consultation under 93.105 and described in SACOG's Transportation and Air Quality Conformity Criteria and Procedures.

Details of the certification findings for each of the above items are contained in this report.



2.0 INTRODUCTION

2.1 Background

Pursuant to 23 U.S.C. 134(k) and 49 U.S.C. 5303(k), the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) must jointly certify the metropolitan transportation planning process in Transportation Management Areas (TMAs) at least every four years. A TMA is an urbanized area, as defined by the U.S. Census Bureau, with a population of over 200,000. After the 2010 Census, the Secretary of Transportation designated 183 TMAs – 179 urbanized areas over 200,000 in population plus four urbanized areas that received special designation. In general, the reviews consist of three primary activities: a site visit, a review of planning products (in advance of and during the site visit), and preparation of a Certification Review Report that summarizes the review and offers findings. The reviews focus on compliance with Federal regulations, challenges, successes, and experiences of the cooperative relationship between the MPO(s), the State DOT(s), and public transportation operator(s) in the conduct of the metropolitan transportation planning process. Joint FTA/FHWA Certification Review guidelines provide agency field reviewers with latitude and flexibility to tailor the review to reflect regional issues and needs. As a consequence, the scope and depth of the Certification Review reports will vary significantly.

The Certification Review process is only one of several methods used to assess the quality of a regional metropolitan transportation planning process, compliance with applicable statutes and regulations, and the level and type of technical assistance needed to enhance the effectiveness of the planning process. Other activities provide opportunities for this type of review and comment, including Unified Planning Work Program (UPWP) approval, the MTP, metropolitan and statewide Transportation Improvement Program (TIP) findings, air-quality (AQ) conformity determinations (in nonattainment and maintenance areas), as well as a range of other formal and less formal contact provide both FHWA/FTA an opportunity to comment on the planning process. The results of these other processes are considered in the Certification Review process.

While the Certification Review report itself may not fully document those many intermediate and ongoing checkpoints, the “findings” of Certification Review are, in fact, based upon the cumulative findings of the entire review effort.

The review process is individually tailored to focus on topics of significance in each metropolitan planning area. Federal reviewers prepare Certification Reports to document the results of the review process. The reports and final actions are the joint responsibility of the appropriate FHWA and FTA field offices, and their content will vary to reflect the planning process reviewed, whether or not they relate explicitly to formal “findings” of the review.

To encourage public understanding and input, FHWA/FTA will continue to improve the clarity of the Certification Review reports.



2.2 Purpose and Objective

Since the enactment of the Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991, the FHWA and FTA, are required to jointly review and evaluate the transportation planning process in all urbanized areas over 200,000 population to determine if the process meets the Federal planning requirements in 23 U.S.C. 134, 40 U.S.C. 5303, and 23 CFR 450. The Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU), extended the minimum allowable frequency of certification reviews to at least every four years.

The Sacramento Area Council of Governments (SACOG) is the designated MPO for the Sacramento - Davis urbanized area. Caltrans is the responsible State agency and listed below are the responsible public transportation operators in the region:

- El Dorado County Transit Authority
- Davis Community Transit
- Placer County Transit (County of Placer)
- Roseville Transit (City of Roseville)
- Sacramento Regional Transit District
- Yolo Transportation District
- Yuba-Sutter Transit
- Sacramento County Transit (County of Sacramento & City of Galt)
- Unitrans (the transit operator for the City of Davis and UC Davis)
- Auburn Transit (City of Auburn)

Current membership of the SACOG MPO consists of elected officials and citizens from the political jurisdictions in Counties of El Dorado, Placer, Sacramento, Sutter, Yolo, and Yuba, and the Cities of Auburn, Citrus Heights, Colfax, Davis, Elk Grove, Folsom, Galt, Isleton, Lincoln, Live Oak, Marysville, Rocklin, Roseville, Sacramento, West Sacramento, Wheatland, Winters, Woodland and Yuba City.

Certification of the planning process is a prerequisite to the approval of Federal funding for transportation projects in such areas. The certification review is also an opportunity to provide assistance on new programs and to enhance the ability of the metropolitan transportation planning process to provide decision makers with the knowledge they need to make well-informed capital and operating investment decisions.



3.0 SCOPE AND METHODOLOGY

3.1 Review Process

The initial certification review was conducted in 2007. Subsequent certification reviews were conducted in 2011, 2015, and 2019. A summary of the status of findings from the last review is provided in Appendix B. This report details the fifth review, which consisted of a formal site visit and a public involvement opportunity, conducted in March 2023.

Participants in the review included representatives of FHWA, FTA, Caltrans, SacRT, Unitrans, YoloBus, and SACOG MPO staff. A full list of participants is included in Appendix A.

A desk audit of current documents and correspondence was completed prior to the site visit. In addition to the formal review, routine oversight mechanisms provide a major source of information upon which to base the certification findings.

The certification review covers the transportation planning process conducted cooperatively by the MPO, State, and public transportation operators. Background information, current status, key findings, and recommendations are summarized in the body of the report for the following subject areas selected by FHWA and FTA staff for on-site review:

- Regional Transportation Plan Development
- Fiscal Constraint
- Performance Based Planning and Programming
- Public Participation
- Consultation & Coordination – Public Outreach & Federal Land Management Agency and Tribal Coordination
- Air Quality Conformity Process

3.2 Documents Reviewed

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

- Sacramento Area Council of Governments Regional Planning Partnership (RPP) Charge
- RPP – Conformity Rule Administrative Requirements (2001)
- RPP - Proposal from Ad-hoc Subcommittee to Improve Process for Determining Projects of Air Quality Concern, 2011
- Amended and Restated Memorandum of Understanding Between the Metropolitan Transportation Commission and The Sacramento Area Council of Governments, 2018
- SACOG Public Participation Plan, 2021
- Working Group Tribal Chair letter template



- Staff Report Engage, Empower, Implement Program Outline
- SACOG Emergency Preparedness Strategy – Tribal Engagement
- Engage, Empower, Implement Overview
- Sacramento Area Council of Governments Consultation with Indian Tribal Governments
- Active Interregional Loan Summary
- Caltrans Division of Local Assistance Loan Log
- Madera CTC – SACOG MOU CMAQ
- MCAG-SACOG HIP Exchange MOU
- SACOG Calaveras Joint Letter CMAQ Loan
- SACOG-FCOG Joint Letter CMAQ Loan
- SACOG KCAG Joint Letter CMAQ Loan
- SACOG NCTC Joint Letter CMAQ Loan
- SACOG StanCOG Joint Letter CMAQ Loan
- SACOG -SLOCOG Joint Letter CMAQ Loan (2022)
- SLOGOG-SACOG CMAQ Loan (2021)
- SLOCOG CMAQ Loan (2019)
- TCTC – SACOG Joint letter CMAQ Loan
- VCTC-SACOG RSTP and HIP Loan Letter Asking Caltrans to get FHWA approval signed COG
- VCTC – SACOG RSTP and HIP Loan
- 2025 Blueprint Draft AB 52 Letter
- Draft 2025 Blueprint Tribal Consultation Plan
- Draft Letter to Caltrans MTP/RTP Extension
- Draft Tribal Chair Consultation Letter
- PCTPA 2050 RTP High-Level Development Schedule
- Timeline 2025 Blueprint
- MOU Between SACOG and The City of Citrus Heights, The El Dorado County Transit Authority, The City of Elk Grove, The City of Folsom, The City of Lincoln, The Town of Loomis, The City of Rocklin, The City of Roseville, The County of Placer, Sacramento Regional Transit District, The Yolo County Transportation District, and The Yuba-Sutter Transit Authority (2015)
- 2020 Congestion Management Process Update
- Next Generation Transit Study
- SACOG Handbook
- SACOG February 16, 2023 Board meeting Agenda



4.0 PROGRAM REVIEW

4.1 Overview

As a part of the risk-based approach, the federal review team identified topic areas that were compliant with federal regulations and had no new findings between the 2019 review and the current 2023 certification review. The review areas are listed in the table below.

Review Areas	Regulatory Basis
Metropolitan Planning Area Boundaries	23 U.S.C. 134(e) and 23 CFR 450.312(a)
MPO Structure and Agreements	23 U.S.C. 134(d); 23 CFR 450.314(a)
Overall Planning Work Program	23 CFR 450.308
Freight Planning	23 U.S.C. 134; 23 CFR 450.306
List of Obligated Projects	23 U.S.C. 134(j)(7); 23 CFR 450.334
Environmental Mitigation/Planning Environmental Linkage	23 U.S.C. 134(i)(2)(D) 23 CFR 450.324(f)(10)
Transportation Safety	23 U.S.C. 134(h)(1)(B); 23 CFR 450.306(a)(2)
Transportation Security Planning	23 U.S.C. 134(h)(1)(C); 23 CFR 450.306(a)(3)
Non-Motorized Planning and Livability	23 U.S.C. 217(g); 23 CFR 450.306
Integration of Land Use and Transportation	23 U.S.C. 134(g)(3); 23 U.S.C. 134 (h)(1)(E) and 23 CFR 450.306(a)(5)

4.2 Metropolitan Transportation Plan

4.2.1 Regulatory Basis

23 U.S.C. 134(c), (h) & (i) and 23 CFR 450.324 set forth requirements for the development and content of the Metropolitan Transportation Plan (MTP). Among the requirements are that the MTP address at least a 20-year planning horizon and that it includes both long- and short-range strategies that lead to the development of an integrated and multi-modal system to facilitate the safe and efficient movement of people and goods in addressing current and future transportation demand.

The MTP is required to provide a continuing, cooperative, and comprehensive multimodal transportation planning process. The plan needs to consider all applicable issues related to the



transportation systems development, land use, employment, economic development, natural environment, and housing and community development.

23 CFR 450.324(c) requires the MPO to review and update the MTP at least every four years in air quality nonattainment and maintenance areas and at least every 5 years in attainment areas to reflect current and forecasted transportation, population, land use, employment, congestion, and economic conditions and trends.

Under 23 CFR 450.324(f), the MTP is required, at a minimum, to consider the following:

- Projected transportation demand
- Existing and proposed transportation facilities
- Operational and management strategies
- Congestion management process
- Capital investment and strategies to preserve transportation infrastructure and provide for multimodal capacity
- Design concept and design scope descriptions of proposed transportation facilities
- Potential environmental mitigation activities
- Pedestrian walkway and bicycle transportation facilities
- Transportation and transit enhancements
- A financial plan

4.2.2 Current Status

SACOG has embarked on a comprehensive update to the MTP that is scheduled for completion in 2025. The current Metropolitan Transportation Plan (MTP)/Sustainable Communities Strategy was adopted on November 18, 2019, with the corresponding conformity determination approved on 11/20/2020. In order to meet the federal four-year update requirement, SACOG intends to perform an update to the current MTP and corresponding transportation conformity determination. The proposed update is scheduled for adoption in November of 2024. SACOG plans use the same growth and population projections contained in the current MTP, without any new large transportation projects added. The FHWA and FTA require a 30-day minimum review period for a conformity determination. SACOG's proposed update schedule may result in a conformity lapse grace period. During a conformity lapse grace period, no changes can be made to the transportation improvement program.

The certification review included a specific discussion on fiscal constraint for long-range transportation plans. SACOG's current MTP/SCS includes funding assumptions of tolling and local sales tax revenues. It was noted that new sales tax measures assumed in the future should be reasonably expected to be available, in accordance with 23 CFR 450.324(f).

SACOG's efforts to address performance-based planning in their RTP update process are discussed below in the Performance Based Planning and Programming section.



4.2.3 Findings

The Metropolitan Transportation Plan/Sustainable Communities Strategy complies with 23 U.S.C. 134(c), (h), & (i) and 23 CFR 450.324.

Recommendations: It is the recommendation of the federal review team that SACOG ensure that future revenue sources are reasonably expected to be available, in accordance with 23 CFR 450.324(f). Additionally, in updating the regional transportation plan, SACOG should base the update on the latest available estimates and assumptions for population, land use, travel, employment, congestion, and economic activity, in accordance with 23 CFR 450.324(e).

4.3 Transit Planning

4.3.1 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.

4.3.2 Current Status

SACOG works directly with regional transportation planning partners, including the transit operators to provide effective and sustainable transit options for the region. As part of the certification review desk audit, the MOU between SACOG and the transit providers was reviewed. The MOU outlines the formal relationship and describe each party's roles and responsibilities in carrying out and supporting the metropolitan planning and programming processes. However, the MOU is executed with only six area transit providers. As part of the certification review, the review team also had a listening session with the transit operators with three in attendance. Overall, the transit operators had positive comments regarding the metropolitan planning process carried out by SACOG. They acknowledged SACOG for their leadership in the development of the transit assessment management plans. They also appreciated SACOG's assistance with accelerating project delivery.

4.3.3 Findings

SACOG's transit planning process complies with 49 U.S.C. 5303, 23 U.S.C. 134, and 23 CFR 450.314.



Commendation: The review team commends SACOG for the leadership they provided to the transit operators in the development of the transit assessment management plans.

Recommendations: The review team encourages SACOG and the transit operators to review and update as appropriate the existing MOU to ensure that it is current and clearly defines planning process roles and responsibilities. Furthermore, SACOG should consider adding all area transit providers to the MOU.

4.4 Public Participation

4.4.1 Regulatory Basis

Sections 134(i)(5), 134(j)(1)(B) of Title 23 and Section 5303(i)(5) and 5303(j)(1)(B) of Title 49, require a Metropolitan Planning Organization (MPO) to provide adequate opportunity for the public to participate in and comment on the products and planning processes of the MPO. The requirements for public involvement are detailed in 23 CFR 450.316(a) and (b), which require the MPO to develop and use a documented participation plan that includes explicit procedures and strategies to include the public and other interested parties in the transportation planning process.

Specific requirements include giving adequate and timely notice of opportunities to participate in or comment on transportation issues and processes, employing visualization techniques to describe metropolitan transportation plans and TIPs, making public information readily available in electronically accessible formats and means such as the world wide web, holding public meetings at convenient and accessible locations and times, demonstrating explicit consideration and response to public input, and a periodically reviewing of the effectiveness of the participation plan.

4.4.2 Current Status

SACOG adopted its current Public Participation Plan (PPP) in September of 2021. This plan lays out outreach strategies to engage the public, partners, and any interested party in the metropolitan planning process.

SACOG created a new staff role, External Relations Lead, to seek more thoughtful public and community engagement. This staff member oversees community programs that provide grants to constituents, hosts the Youth Leadership Academy, and other outreach programs that engage constituents. SACOG recognizes the need for diverse engagement practices as a tool for equity.

Since the COVID-19 pandemic, SACOG found that the MPO's constituents are engaging differently. In response to this, SACOG now host hybrid events to boost community



engagement. As part of the new approach, MPO staff is tracking how the outreach programs are increasing engagement in the planning process and how the region's citizens familiarity with the Sacramento Area Council of Governments has increased.

4.4.3 Findings

SACOG's Public Participation process complies with 23 U.S.C. 134(i)(6) 23 CFR 450.316 & 450.326(b). Additionally, SACOG developed a new staff role to create more thoughtful public and community engagement. The External Relations Leader utilizes the PPP in overseeing programs that invest in historically disadvantaged communities and youth. The public involvement process conducted by the SACOG emphasizes the importance of hybrid events that allow people to engage differently. SACOG will continue to track involvement to discern how this outreach affects regional engagement.

Commendation: The federal review team commends SACOG for their progressive public involvement strategies. SACOG continues to increase their equitable engagement efforts by reaching their constituents and encouraging civic engagement.

4.5 Consultation and Coordination

4.5.1 Regulatory Basis

23 U.S.C. 134(g) & (i)(5)-(6) and 23 CFR 450.316(b-e) set forth requirements for consultation in developing the MTP and TIP. Consultation is also addressed specifically in connection with the MTP in 23 CFR 450.324(g)(1-2) and in 23 CFR 450.324(f)(10) related to environmental mitigation.

In developing the MTP and TIP, the MPO shall, to the extent practicable, develop a documented process that outlines roles, responsibilities, and key decision points for consulting with other governments and agencies as described below:

- Agencies and officials responsible for other planning activities (State, local, economic development, environmental protection, airport operations, or freight)
- Other providers of transportation services
- Indian Tribal Government(s)
- Federal land management agencies

4.5.2 Current Status

There are currently four federally recognized tribes within the SACOG MPO planning boundary. The four tribes are identified as Yocha Dehe Wintun Nation, Shingle Springs Band of Miwok Indians, United Auburn Indian Community of the Auburn Rancheria, and the Wilton Miwok Rancheria. In the 2021 Public Participation Plan, SACOG notes that while there are four federally recognized tribes within their boundary, their coordination efforts extend to roughly



14 other tribal entities. Additionally, the document lists eight recommended strategies to meet requirements for Native American Tribal Engagement. Among those are:

- Connect with tribal governments and establish an expected level of communication for upcoming projects.
- Send tribal governments and relevant advocacy and service groups timely and adequate public notices and final documents.
- Actively seek tribal government input on SACOG projects and programs through direct contact with chairpersons, leadership, and/or appropriate staff dependent on the project.
- Monitor the California Office of the Tribal Advisor for guidance and policy

SACOG is making strides to coordinate with Federal Land Management Agencies (FLMAs) within their region and track the progress of future reviews and reports. Understanding the overlap in needs across jurisdiction and programs would increase awareness with regard to the Federal Lands Transportation Program (FLTP) and the Federal Lands Access Program (FLAP) as well as provide opportunities for aligning priorities and collaborating on projects of mutual interest.

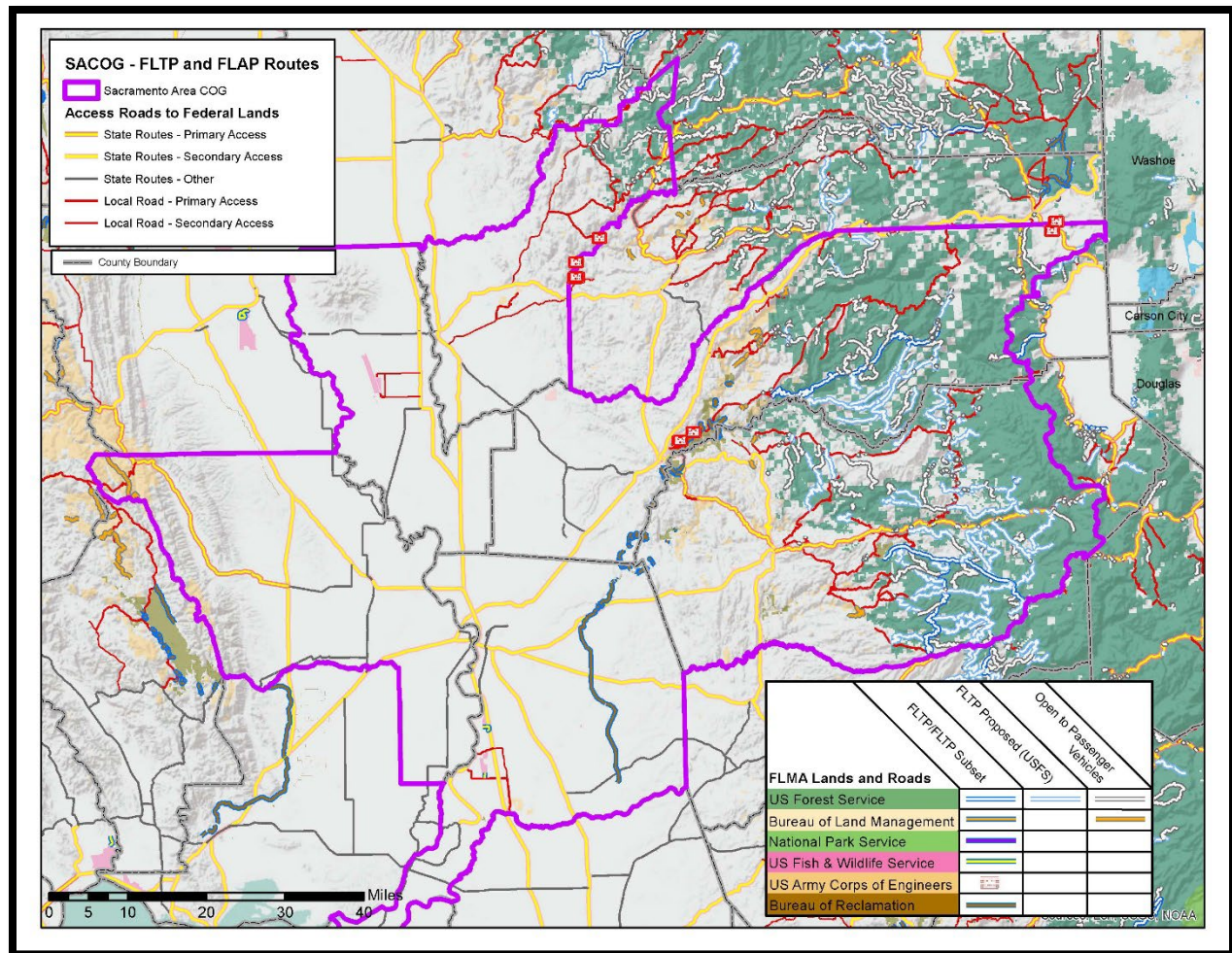
Here is the breakdown of the federal agencies that manage lands within SACOG's planning and names of the local land units that should be included in the planning process:

1. US Fish and Wildlife (FWS)
 - a. Stone Lakes National Wildlife Refuge
 - b. North Central Valley Wildlife Management Area
 - c. Sutter National Wildlife Refuge
 - d. Butte Sink Wildlife Management Area
2. US Forest Service (USFS)
 - a. Eldorado National Forest
 - b. Tahoe National Forest
3. Bureau of Land Management (BLM)
 - a. Folsom Engineering District
4. Bureau of Reclamation (BOR)
 - a. Folsom Dam
5. US Army Corp of Engineers (USACE)
 - a. Englebright Lake
 - b. Martis Creek Lake

The first step toward improved FLMA coordination is to obtain transportation contacts at the local level. Caltrans is in the process of developing a statewide approach to building a FLMA contact database. In addition to the local FLMA contacts, regional and national contacts are also needed because funding decisions for the FLTP are made regional or nationally depending on the agency. The regional and national FLMA contacts have been made available to Caltrans and a request for local FLMA contacts in the SACOG region are still pending. Once the local contact information has been furnished to SACOG, the next step will be to work with the local



FLMAs to identify their high priority transportation project needs and determine how those needs align with the transportation priorities for the region. Through improved FLMA coordination and alignment of priorities across jurisdiction (federal, state, and local) projects of mutual interest will be of focus and opportunities and better leverage existing programs to enhance access to federal lands throughout the region will be realized.



4.5.3 Findings

SACOGs Consultation and Coordination Process meets federal requirements of 23 U.S.C. 134(g) & (i)(5)-(6), 23 CFR 450.316(b-e), 23 CFR 450.324(g)(1-2) and 23 CFR 450.324(f)(10).

4.6 Performance Based Planning and Programming

4.6.1 Regulatory Basis

The regulations implementing the Moving Ahead for Progress in the 21st Century (MAP-21) and Fixing America's Surface Transportation (FAST) Act (including the requirements for



Performance-Based Planning and Programming (PBPP)) were published May 27, 2016; effective on June 27, 2016. The planning rule had a phase-in date of May 27, 2018 (or two years after the publication date). [23CFR 450.340]

Establishing Performance Targets: 23 CFR 450.306(d)(2) states that each MPO shall establish performance targets that address the PMs established under 23 CFR 450, where applicable, to use in tracking progress towards attainment of critical outcomes for the region of the MPO. In addition, selection of performance targets by an MPO shall be coordinated with the relevant State and public transportation operators to ensure consistency, to the maximum extent practicable, with the targets those entities establish under 23 CFR 490 and 49 U.S.C 5326(c) and 5329(d), respectively.

23 CFR 450.306(d)(3) states that each MPO shall “establish the performance targets under paragraph (d)(2) not later than 180 days after the date on which the relevant State or provider of public transportation establishes the performance targets”.

Integration of Other Performance-Based Plans: 23 CFR 450.306(d)(4) states that “an MPO shall integrate in the metropolitan transportation planning process, directly or by reference, the goals, objectives, PMs, and targets described in other State transportation plans and transportation processes, as well as any plans developed under 49 U.S.C chapter 53 by providers of public transportation, required as part of a performance-based program...”. The regulation lists a series of plans that are among those the MPO must integrate into its planning process (23 CFR 450.306(d)(4)(i)-(viii).

- The State asset management plan for the National Highway System (NHS) and the Transit Asset Management (TAM) Plan
- Applicable portions of the Highway Safety Improvement Program, including the Strategic Highway Safety Plan, and The Public Transportation Agency Safety Plan
- Other safety and security planning and review processes, plans and programs as appropriate
- The CMAQ performance plan
- Appropriate (metropolitan) portions of the State Freight Plan
- The congestion management process
- Other State transportation plans and transportation processes required as part of a performance-based program.

Development of Transportation Plan: 23 CFR 450.324(f)(3) requires that the RTP shall contain at a minimum a description of the PMs and performance targets used in assessing the performance of the transportation system in accordance with subsection 450.306(d).

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



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

23 CFR 450.324(h)(i) indicates that “an MPO may, while fitting the needs and complexity of its community, voluntarily elect to develop multiple scenarios for consideration as part of the development of the RTP”. Under 23 CFR 450.324(h)(i)(1), an MPO that chooses to develop multiple scenarios under this paragraph is encouraged to consider potential regional investment strategies for the planning horizon; assumed distribution of population and employment; a scenario that, to the maximum extent practicable, maintains baseline conditions for the PMs identified in subsection 450.306(d) and measures established under 23 CFR 490; a scenario that improves the baseline conditions for as many of the PMs identified in subsection 450.306(d) as possible; revenue constrained scenarios based on the total revenues expected to be available over the forecast period of the plan; and estimated costs and potential revenues available to support each scenario. 23 CFR 450.324(h)(2) indicates that in addition to the performance areas identified in 23 U.S.C 150(c) and in 49 U.S.C 5326(c) and 5329(d), and the PMs established under 23 CFR 490, MPOs may evaluate scenarios developed under this paragraph using locally developed measures.”

4.6.2 Current Status

Performance-based planning is an integral component of SACOG’s transportation planning process. In compliance with the Bipartisan Infrastructure Law (BIL Act), SACOG continues to implement Federal Transportation Performance Management (TPM) into the MPO transportation planning and programming processes. This included the adoption of all currently required necessary targets.

During the onsite SACOG discussed a project prioritization tool they developed to use for their next MTP update. Previously, SACOG issued a call for projects and only system-level metrics from the travel demand model were available. With the new tool, the largest projects in the MTP will be prioritized based on their own metrics developed from the prioritization tool. The project prioritization tool can evaluate both highway and transit projects.

4.6.3 Findings

SACOG’s Performance Based Planning and Programming process meets the requirements contained in 23 CFR 450 and 23 CFR 490.



4.7 Air Quality

4.7.1 Regulatory Basis

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

4.7.2 Current Status

SACOG's jurisdiction covers a large metropolitan area (including Sacramento, Sutter, Yolo, Yuba, El Dorado and Placer Counties) and, as such, includes multiple nonattainment and maintenance areas specific to certain criteria pollutants.

SACOG consults on the preparation of its conformity analysis and other conformity and regional planning related issues with their Regional Planning Partnership (RPP). The RPP is composed of a broad spectrum of representatives. External agencies represented include the EPA, FHWA, FTA, California Air Resource Board, Caltrans (headquarters and multiple district offices), County Transportation agencies such as the Placer County Transportation Planning Agency and the Sacramento Regional Transit District, and air quality districts, rounding out close to 100 representatives. Also included are other regional planning organizations and community groups such as the Sacramento-Yolo Port District, the Sacramento County Division of Airports, Transportation Management Areas, environmental, social equity, disability and minority advocacy groups, business and chamber of commerce groups, Indian Tribes and organized labor.

RPP meetings are held quarterly, held virtually, and are open to the public and information regarding the meeting agenda, including about the RPP, is available through the SACOG website at <https://www.sacog.org/regional-planning-partnership-0>.

Topics discussed with SACOG regarding air quality included the purpose of the RPP and the need for additional interagency consultation to support the air quality process and development of transportation conformity analyses. The quarterly RPP meetings span over a wide range of topics including transportation and transit planning, funding activities, opportunities and grants, air quality planning, legislative updates and other regional planning activities. Often the air quality and conformity topics are only allotted five to ten minutes during these meetings with priority agenda slots given to funding activities, opportunities, and grants. There is typically not enough time to discuss details regarding the development of conformity analyses such as analysis years, models used, assumptions considered,



determinations for Projects of Air Quality Concern, determinations of regional significance or conformity exemptions, and application of conformity regulations.

4.7.3 Findings

SACOG's transportation conformity process complies with provisions of the CAA (42 USC 7401) and the MPO provisions of Titles 23 and 49.

Recommendations: The federal review team recommends that SACOG modify their IAC process to ensure that there are appropriate opportunities to address the breadth of related topics – including the more technical elements of the process. The quarterly IAC meeting schedule could be supplemented with additional meetings focused on the items required for interagency consultation under 93.105 and described in SACOG's Transportation and Air Quality Conformity Criteria and Procedures.



5.0 CONCLUSION AND RECOMMENDATIONS

The FHWA and FTA review found that the metropolitan transportation planning process conducted in the Sacramento-Davis urbanized area MEETS Federal planning requirements as follows.

5.1 Commendations

The following are noteworthy practices that the Sacramento Area Council of Governments MPO are doing well in the transportation planning process:

- SACOG is commended for the leadership they provided in the development of the transit assessment management plans.
- The federal review team commends SACOG for their progressive public involvement strategies. SACOG continues to increase their equitable engagement efforts through reaching their many constituents while encouraging civic engagement.

5.3 Recommendations

The following are recommendations that would improve the transportation planning process:

- It is the recommendation of the federal review team that SACOG ensure that future revenue sources are reasonably expected to be available, in accordance with 23 CFR 450.324(f). Additionally, in updating the regional transportation plan, SACOG should base the update on the latest available estimates and assumptions for population, land use, travel, employment, congestion, and economic activity, in accordance with 23 CFR 450.324(e).
- SACOG and the transit operators should review, and update as appropriate, the existing MOU to ensure that it is current and clearly defines planning process roles and responsibilities. Furthermore, SACOG should consider adding all area transit providers to the MOU.
- The federal review team recommends that SACOG modify their IAC process to ensure that there are appropriate opportunities to address the breadth of related topics – including the more technical elements of the process. The quarterly IAC meeting schedule could be supplemented with additional meetings focused on the items required for interagency consultation under 93.105 and described in SACOG's Transportation and Air Quality Conformity Criteria and Procedures.



APPENDIX A - PARTICIPANTS

The following individuals were involved in the Sacramento-Davis urbanized area on-site review:

- Antonio Johnson, FHWA California Division
- Patrick Pittenger, FHWA California Division
- Kemi Ademuyewo, FHWA California Division
- Elijah Henley, FHWA CFLH
- Jean Mazur, FTA Region IX
- Karina O'Connor, EPA Region IX
- Michael Drorantes, EPA Region IX
- Andrew Ledezma, EPA Region IX
- James Corless, Metropolitan Planning Director, SACOG
- Erik Johnson, SACOG
- Kacey Lizon, SACOG
- Clint Holtzen, SACOG
- Rosie Ramos, SACOG
- Renee DeVeree Oki, SACOG
- Yanmei Ou, SACOG
- Loretta Su, SACOG
- Kristina Svensk, SACOG
- Christina Lokke, SACOG
- Miguel Mendoza, SACOG
- Sam Shelton, SACOG
- Chris Dougherty, SACOG
- Darren Conly, SACOG
- Shengyi Gao, SACOG
- Barbara VaughnBechtold, SACOG
- Michael Rosson, SACOG
- Kristina Svensk, SACOG
- Supervisor Patrick Kennedy, SACOG chair
- Gary Bradford, SACOG Board Member
- Wendy Thomas, SACOG Board Member
- Jill Gayaldo, SACOG Board Member
- James Anderson, Caltrans
- Kien Le, Caltrans
- Jacqueline Kahrs, Caltrans



- Nadine Quinn, Caltrans
- Kelly Eagen, Caltrans
- Jennifer Duran, Caltrans
- Rodney Tavitas, Caltrans
- Gilbert Valencia, Caltrans
- Alex Padilla, Caltrans
- Karishma Becha, Caltrans
- Emma Maggioncalda, Caltrans
- Erik Vaca, Caltrans
- Erin Thompson, Caltrans
- Erika Espinosa Ariza, Caltrans
- Megan Perasso, Caltrans
- Brian Travis, Caltrans
- Anthony Adams, SacRT
- Michael Lange
- Jeff Flynn, Unitrans
- Teri Sheets, Unitrans
- Erik Reitz, Yolobus,



APPENDIX B - STATUS OF FINDINGS FROM LAST REVIEW

One of the priorities of each certification review is assessing how well the planning partners in the area have addressed corrective actions and recommendations from the previous certification review. This section identifies the corrective actions and recommendations from the previous certification and summarizes discussions of how they have been addressed.

Corrective Action 1: SACOG must revise its Coordinated Plan to incorporate priorities for implementation based on resources (from multiple program sources), time, and feasibility for implementing specific strategies and/or activities identified.

Disposition: SACOG updated the Public Transit and Human Services Transportation Coordinated Plan to include priorities for implementation. The updated plan was adopted by the SACOG Board on August 15, 2019.

Recommendation 1: SACOG should more explicitly define the role of public transit operators in SACOG's activities and decision-making – including how transit interests are represented on the Board of Directors – within the SACOG Handbook.

Disposition: SACOG updated the SACOG Handbook in January of 2023.

Recommendation 2: SACOG should identify on <https://www.sacog.org/board-directors> and in other official publications, correspondence, and public outreach documents to the extent practicable, which board members also serve on the Sacramento Regional Transit Board. Likewise, Sacramento Regional Transit on <http://www.sacrt.com/aboutrt/RTBoard.aspx> and other transit providers should identify on webpages and in official publications, correspondence, and public outreach documents to the extent practicable which board members also serve on the SACOG Board.

Disposition: The SACOG Board of Directors website (<https://www.sacog.org/board-directors>), identifies which board members represent transit entities from their jurisdictions.

Recommendation 3: SACOG should periodically re-consider adding a transit representative as a voting member to the SACOG Board of Directors.

Disposition: SACOG did not implement this recommendation.

Recommendation 4: Given limited resources and FTA's requirements in 5310, SACOG should consider prioritizing strategies, activities, and projects for funding that first meet the needs of seniors and individuals with disabilities, if there is found any that would otherwise target only low-income individuals.

Disposition: SACOG did not implement this recommendation because Caltrans administers the 5310 process.



Recommendation 5: Currently, there are programmed Federal-aid funding incorporated into California State Transportation funding. Such funds are classified as “Federal Other” per SACOG’s MTIP. It is recommended that SACOG, in coordination with Caltrans, correct the funding classification title and or define each funding source in future developed TIPs.

Disposition: SACOG updated their FTIP in 2022. The current FTIP is consistent with federal requirements.

Recommendation 6: It is recommended that SACOG assess its public involvement process annually and document such findings for the purposes of tracking improvements and improving transparency.

Disposition: SACOG’s Public Participation Plan was updated in 2021.

Recommendation 7: It is recommended that SACOG’s CMP be included on SACOG’s website.

Disposition: SACOG has posted CMP information on its website.

Recommendation 8: It is recommended that currently approved TPM targets and TPM targets approved in the future be added to SACOG’s website.

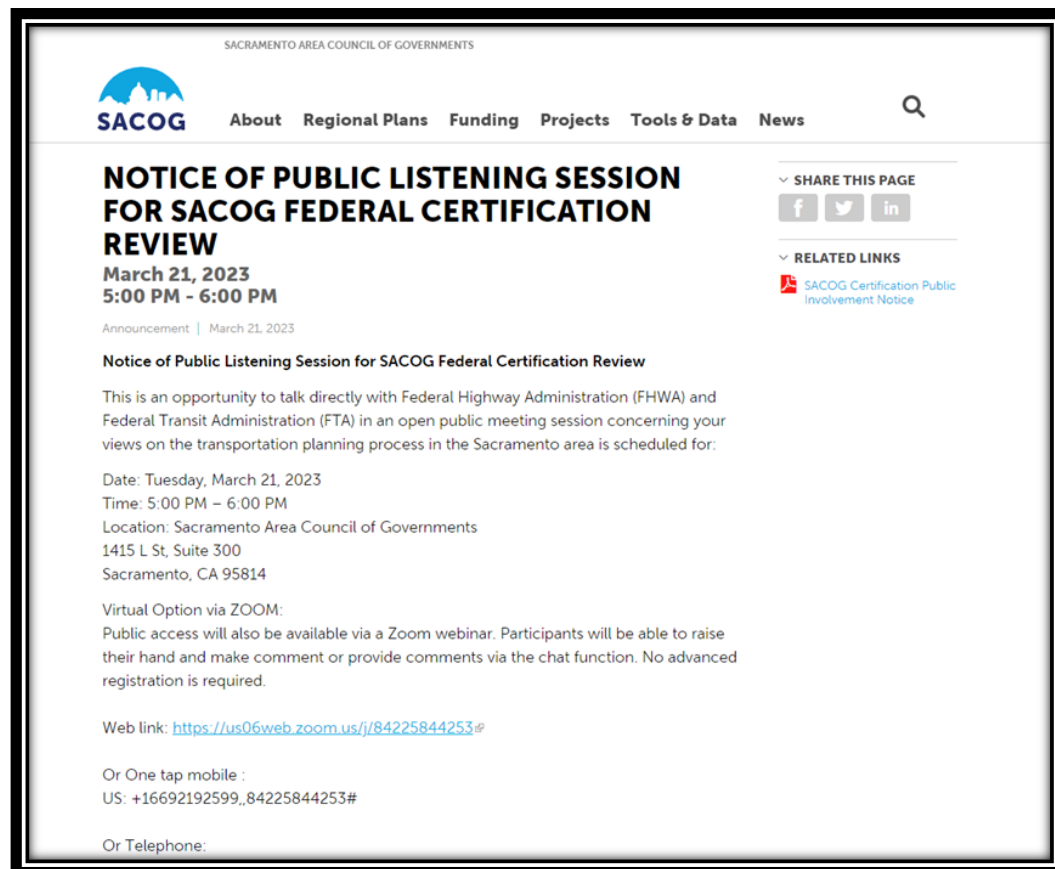
Disposition: The federal team continues to recommend that in addition to including performance guidance measures within grant applications, SACOG adds currently approved TPM targets to the website.



APPENDIX C – PUBLIC COMMENTS

The review team held a hybrid public input session hosted by Sacramento Area Council of Governments on March 21, 2023, from 5:00pm-6:00pm. Members of the public participated in the public meeting and provided comment. The team also collected comments via email. However, no additional comments were received via email.

Notices of USDOT's public listening session were posted on SACOG's website and by email-blast to regional stakeholders. Below is a copy of the notification:



Comments and questions received from the public are summarized below:

- *How does the public input affect the planning process?*
- *SACOG should ensure that the needs of seniors as considered in the planning process.*
- *SACOG should work with the American Association of Retired Persons Sacramento Representative for Age-Friendly Communities to ensure the needs of seniors are being addressed in the planning process.*



APPENDIX D - LIST OF ACRONYMS

ADA: Americans with Disabilities Act
ADA: Americans with Disabilities Act
AMPO: Association of Metropolitan Planning Organizations
CAA: Clean Air Act
CFR: Code of Federal Regulations
CMP: Congestion Management Process
CO: Carbon Monoxide
DOT: Department of Transportation
EJ: Environmental Justice
FAST: Fixing America's Surface Transportation Act
FHWA: Federal Highway Administration
FTA: Federal Transit Administration
FY: Fiscal Year
HSIP: Highway Safety Improvement Program
ITS: Intelligent Transportation Systems
LEP: Limited-English-Proficiency
M&O: Management and Operations
MAP-21: Moving Ahead for Progress in the 21st Century
MPA: Metropolitan Planning Area
MPO: Metropolitan Planning Organization
MTP: Metropolitan Transportation Plan
NAAQS: National Ambient Air Quality Standards
NO₂: Nitrogen Dioxide
O₃: Ozone
OWP: Overall Work Program
PBPP: Performance Based Planning and Programming
PM₁₀ and PM_{2.5}: Particulate Matter
RPP: Regional Planning Partnership
RTP: Regional Transportation Plan
SHSP: Strategic Highway Safety Plan
STIP: State Transportation Improvement Program
TDM: Travel Demand Management
TIP: Transportation Improvement Program
TMA: Transportation Management Area
TPM: Transportation Performance Management
U.S.C.: United States Code
UPWP: Unified Planning Work Program
USDOT: United States Department of Transportation





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