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Federal Highway Administration
Illinois Division Office
3250 Executive Park Drive
Springfield, IL 62703

June 21, 2018

In Reply Refer To:
HPER-IL

Mr. Stephen Morris
Policy Committee Chairman
Tri County Regional Planning Commission
456 Fulton Street, Ste. 401
Peoria, IL 61602

Subject: U.S. Department of Transportation Planning Certification Review Report Finding
Peoria, Illinois Transportation Management Area

Dear Mr. Morris:

The Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) have completed a joint certification review of the transportation planning process in the Peoria Transportation Management Area. We sent the letter reporting the initial findings on May 3, 2018, but did not include the written report of the findings.

These reviews are done every four years in accordance with 23 U.S.C. 134 which requires a review of the transportation planning process in metropolitan areas with a population of 200,000 or more. The objective of such a review is to determine whether the transportation planning process can be certified as implementing the Federal transportation planning requirements.

The review found the transportation planning process for the Peoria Area, as led by the Peoria-Pekin Urbanized Area Transportation Study, has fully implemented all necessary Federal requirements. Based on this review, the FHWA and the FTA certify the transportation planning process for the Peoria-Pekin Metropolitan Planning Area. Please find attached the report of the findings which documents the results of this review and offers recommendations for continuing quality improvements and enhancements to the planning process. The report also recognizes good practices in transportation planning through commendations.

If you have any questions regarding this certification action, please contact Betsy Tracy, FHWA, at (217) 492-4642 or Krishina Welch, FTA, at (312) 353-3853.

Sincerely,

Kelley Brookins
Acting Regional Administrator
Federal Transit Administration

Catherine A. Batey
Division Administrator
Federal Highway Administration

cc: Mr. Randal Blankenhorn, Secretary of Transportation, IDOT
Ms. Kristin Williams, Office of the Secretary, IDOT
Ms. Justine Sydello, Deputy Secretary, IDOT
Mr. Omer Osman, Deputy Secretary, IDOT
Ms. Erin Aleman, Director, Office of Planning and Programming, IDOT
Mr. Paul Loete, Director of Office of Highways and Project Implementation, IDOT
Ms. Holly Ostdick, Bureau of Planning, IDOT

Certification Review of the Metropolitan Transportation Planning Process for the Peoria, Illinois Transportation Management Area



Certification Review by:
Federal Highway Administration
Federal Transit Administration

June 2018

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Forward

As per the language in 23 CFR 450.334(b)(1)(ii), it has been determined that the transportation planning process executed by the Tri-County Regional Planning Commission (TCRPC) through the Peoria/Pekin Urbanized Area Transportation Study (PPUATS) for the Peoria urbanized area substantially meets the requirements of this part. The Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) jointly certify the transportation planning process through May 6, 2022.

Background

Pursuant to [23 U.S.C. 134(k)(5)(A)(i) and 49 U.S.C. 5303(k)(5)(A)(i)(e)], FHWA and FTA must jointly certify the metropolitan planning in Transportation Management Areas (TMA) at least every four years. A TMA is an urbanized area, as defined by the U.S. Census, with a population over 200,000 persons. In general, the reviews consist of three primary activities: review of planning products, a site visit and preparation of a report that summarizes the review and offers findings. The reviews focus on compliance with Federal regulations, challenges, successes, and experiences of the cooperative relationship between the Metropolitan Planning Organization (MPO), State Department of Transportation (DOT), and transit operator in the conduct of the metropolitan planning process. Joint FHWA/FTA certification review guidelines provide agency field reviewers with latitude and flexibility to tailor the review to reflect local issues and needs. The scope and depth of the certification review reports may vary significantly.

Purpose and Objective

Each urbanized area is unique in terms of its complexity, geographic location, transportation network and planning issues; therefore, the FHWA/FTA joint certification review guidelines provide agency field reviewers with the latitude and flexibility to tailor the review to reflect local issues and needs. The result is that the scope and depth of each certification review report will vary. The certification review process is only one of several methods used to assess the quality of a local metropolitan planning process, ensure compliance with applicable statutes and regulations, and determine 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 the Unified Planning Work Program (UPWP) approval, the long range Metropolitan Transportation Plan (MTP), Transportation Improvement Program (TIP), as well as a range of other formal and less formal contact provide both FHWA and FTA opportunities to comment on the planning process. The results of these activities were considered in the certification review process.

While the Planning Certification Review report, itself may not fully document those many intermediate and ongoing checkpoints, the “findings” of a 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. The certification review report documents the results of the review process. The reports and final actions are the joint responsibility of the appropriate FHWA and

FTA field offices and the content will vary to reflect the planning process reviewed, regardless of whether they relate explicitly to formal findings of the review.

Scope and Methodology

As a condition of the receipt of Federal surface transportation funds, Federal regulations require that each metropolitan area have a continuing, cooperative, and comprehensive (3C) transportation planning process that results in plans and programs consistent with the planned development of the metropolitan area. The FHWA and FTA provide funding to each designated MPO which is responsible, together with the State and public transit providers, for carrying out the 3C process. The TCRPC is the designated MPO for the PPUATS. The PPUATS Policy Committee is composed of 16 member agencies, including the primary transit provider and the Illinois Department of Transportation (IDOT). The local Policy members are the chief elected, appointed or administrative official and they may appoint other members if they have more than one vote.

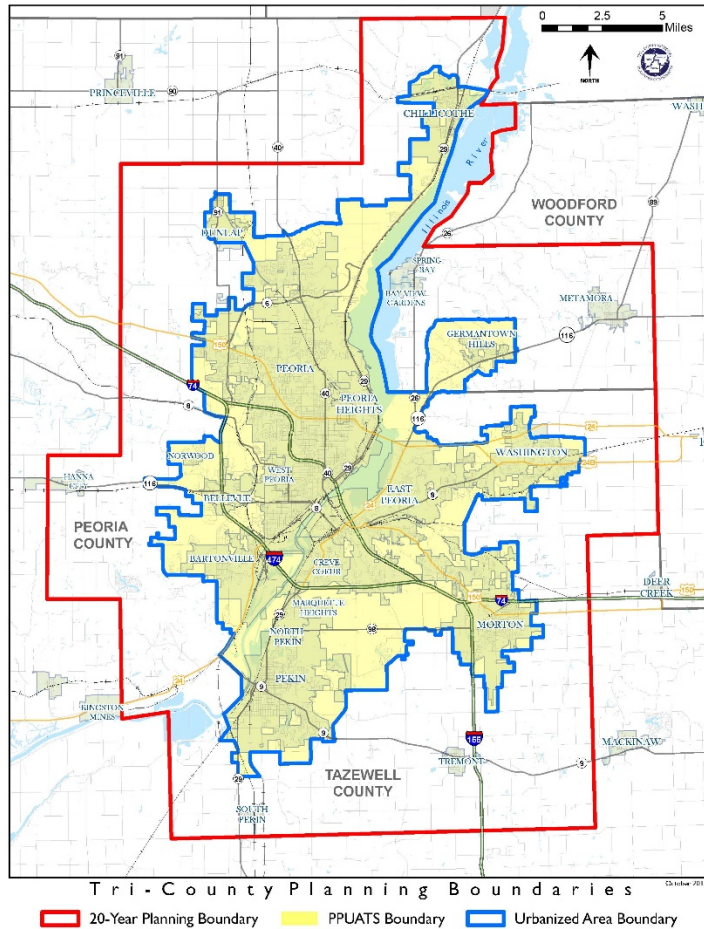
The FHWA and FTA conducted a joint certification review of the planning process for the PPUATS also commonly referred to as the Peoria MPO on March 6-7, 2018. The Moving Ahead for Process in the 21st. Century (MAP-21) requires the certification of the transportation planning process in urbanized areas with a population of over 200,000 at least once every four years. The certification review is one of several methods used to assess the quality of the local metropolitan cooperative, continuing and comprehensive planning process. The review is conducted to highlight good practices, identify opportunities for improvements and to ensure compliance with regulatory requirements.

The onsite review was conducted at the offices of the TCRPC in Peoria, Illinois. An updated set of Certification Review guideline questions were developed for this review. These questions were provided to the MPO, IDOT and City Link, the primary transit operator in the metropolitan area. The current review found that the transportation planning process conducted in the Peoria/Pekin urbanized area is currently certified as meeting the requirements as described in 23 CFR 450.334. There are several recommendations that have been made throughout this report for enhancement of the planning process carried out in this region, as well as several commendations. The MPO staff provided detailed and informative responses to the Federal Team's questionnaire prior to the Certification Review (Appendix A).

Introduction: Regional Perspective

The Peoria, Illinois TMA has a population of approximately 260,000 persons as reported in the 2010 U.S. Census and is located along I-74. Population growth has been slow but stable since the 1990 Census. Recent regional growth is focused in suburban locations including Germantown Hills increasing by 188 percent since 1990, and Washington which increased by 44 percent over the same period. The City of Peoria remains the largest community in the region, accounting for 44 percent of the population and households. Growth within the City of Peoria has grown at a rate of less than one-quarter percent per year. Approximate 30 percent of all housing units added over the past 20 years were in Morton, Washington, Germantown Hills and Metamora.

The area has important transportation assets that include interstate highways, regional airport, rail and river barge freight movement. Interstate-74 runs through the heart of Peoria and Interstate-474 serves as a bypass around the south and west of the region. The Greater Peoria Mass Transit District is known as City Link, which provides fixed route bus service and para transit services.



Transportation Planning Certification Review Process

The finding for 2018 Transportation Planning Certification Review is derived from three activities: ongoing oversight of the planning process by the U.S. DOT, a desk audit and review of planning products conducted by the review team; and an onsite visit by the review team. Day to day oversight of the compliance with rules and regulations by those receiving highway and transit funds is accomplished by the FTA Region V office and the FHWA Illinois Division office. The onsite interviews took place on March 6-7, 2018.

Team Members

Federal reviewers prepared this Certification Review report to document the results of the review process. The report and final actions are the responsibility of the FHWA Illinois Division and the FTA Region V Office. The Federal review team included:

- Krishina Welch, Community Planner, FTA, Region V
- Jon-Paul Kohler, Planning and Program Development Manager, FHWA
- J.D. Stevenson, Planning, Environment, and Right-of-Way Team Leader, FHWA
- Vontra Giles, Professional Development Program Planner, FHWA
- Betsy Tracy, Transportation Planning Specialist, FHWA

Participants in the PPUATS Certification Review also included staff from the TCRPC/PPUATS (Peoria MPO), IDOT, and Greater Peoria Mass Transit District/City Link:

TCRPC/PPUATS Staff

Eric Miller, Executive Director (by telephone)
Ray Lees, Planning Program Manager
Ryan Harms, Planner
Hannah Martin, Planner
Andrew Hendon, GIS Specialist
Michael Bruner, Planner
Reema Abi-Akar, Planner

Greater Peoria Mass Transit District/City Link

Doug Roelfs, GPMTD Managing Director

IDOT

Mike Vanderhoof, Office of Planning
Tony Sassine, District 4, Local Roads

The onsite portion of the review consisted of discussions with staff from the Planning Commission, IDOT, City Link, and PPUATS member agencies who answered questions regarding specific requirements in the law. These agencies receive funds and are required to comply with planning laws and regulations.

In addition to the interviews, a public hearing was scheduled to allow public participation in the review process. No members of the public attended the scheduled meeting other than the PPUATS members who were in attendance during the review. One public comment was received following the onsite visit, commending the MPO staff for their efforts in transportation planning in the region and is included as Appendix A.

The agenda for the Certification Review was as follows:

Tuesday, March 6th, 2018

- | | |
|------------|---|
| 9:00 a.m. | Kick-Off-Certification Overview
Status of Past Certification Review Findings
MPO Organization and Agreements
Performance Management Targets & Agreements
MPO Boundaries and Roadway Classification |
| 10:15 a.m. | Livability and Complete Streets
Unified Planning Work Program & Studies
Metropolitan Transportation Plan
Freight Planning |
| 1:00 p.m. | Transportation Improvement Program
Financial Planning/Fiscal Constraint
Air Quality and National Ambient Air Quality Standards
Public Participation Plan
Self-Certification
Title VI, Environmental Justice, and ADA |
| 3:00 p.m. | Transit and Coordinated Human Services Transportation Plan
Census Changes to MPO
MPO Transit Projects |

Wednesday, March 7, 2018

9:00 a.m.	MPO Policy Meeting Presentation & Public Hearing
10:15 a.m.	Congestion Management Process Travel Demand Modeling Intelligent Transportation System Architecture
1:00 p.m.	Federal Review Team Meeting
1:30 p.m.	Closeout Meeting with MPO Staff & Preliminary Findings

Items of Discussion

The onsite Certification Review was conducted in March 2018 at the TCRPC offices in Peoria, Illinois. The following information summarizes the observations and findings of the Federal Review Team through the on-site visit and desk audit of the MPO planning activities from the past four years.

Organization of the Metropolitan Planning Organization – 23 CFR 450.313-314

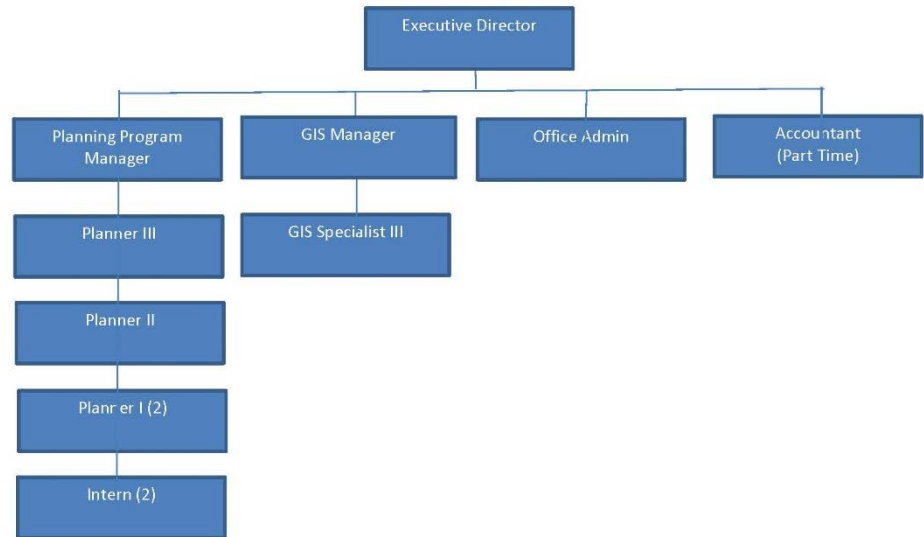
Requirement: Legislation requires the designation of an MPO for each Urbanized Area with a population of more than 50,000 people. The voting membership of an MPO policy board designated after December 18, 1991, and serving a TMA must include local elected officials, officials of local agencies that administer or operate major modes of transportation within the area, and appropriate State officials. Existing MPO designations, made prior to December 18, 1991, remain valid until a new MPO is designated.

Status: On May 3, 1976, Illinois Governor Dan Walker designated the TCRPC as the MPO for the Peoria-Pekin Urbanized Area. The 2008 Cooperative Agreement between the TCRPC, PPUATS, IDOT, City Link and the East Peoria Transit District reaffirmed the role of PPUATS in the organizational structure of TCRPC, by designating the PPUATS Policy Committee as the entity responsible for all transportation planning policy matters for the metropolitan region.

Due to lingering questions of lines of authority, a Memorandum of Understanding between PPUATS and the TCRPC was executed in February 2018 which confirms that the PPUATS Policy Committee is recognized as the MPO for the Peoria/Pekin Urbanized Area. The TCRPC is charged with managing contracts included in the annual UPWP. The TCRPC Commission Chair and the PPUATS Policy Committee Chair are responsible for all employment matters related to the Executive Director.

The PPUATS Technical Committee is the chief working committee of the MPO and reports directly to the PPUATS Policy Committee. Bylaws of the Technical and Policy Committees were separated into two separate agreements and last updated in April 2015 and June 2017 respectively and remain in effect. Currently there is a subcommittee for the Surface Transportation Program Urban Funds Criteria Review Committee. There are also ad hoc committees as needed for updating the MTP and Regional Bike Plan.

Employees of the TCRPC staff the work of the MPO. There are currently eight full time staff employed at the commission. Each staff member can have multiple responsibilities, including transportation and non-transportation planning activities.



The MPO member agencies annually provide the 20 percent Federal match requirement for transportation planning funding through a joint funding agreement in which the member agencies pay a portion of the local match based on their proportion of regional population. A Joint PPUATS Funding Agreement is signed each year by the member agencies showing the amount that each agency will contribute towards the match funding.

The TCRPC has also received State Metropolitan Planning funding annually through IDOT from the state Motor Fuel Tax Fund that has also been used for transportation planning purposes.

As the result of the 2010 Census, the Urbanized Area for the MPO has changed, and now includes the communities of Chillicothe, Germantown Hills and Dunlap. The communities of Chillicothe and Germantown Hills have been added as voting members of the Technical and Policy Committees.

Finding: The current organization of the MPO meets the requirements of this section of the regulation. A review of the Technical Committee bylaws approved in 2015 does not include Germantown Hills as a voting member of the committee.

It is recommended that the bylaws for the Technical Committee are amended to include Germantown Hills as a voting member of PPUATS. The joint funding agreement should also be reviewed to ensure that all voting member agencies are included as a financial contributing member.

The following chart shows the current Policy and Technical Committee members and the number of votes the member has if it has more than one vote:

PPUATS Committee Membership

Policy Committee	Technical Committee
Peoria County (3 votes)	Peoria County (3 votes)
Tazewell County (2 votes)	Tazewell County (2 votes)
Woodford County	Woodford County
City of Peoria (2 votes)	City of Peoria (2 votes)
City of Pekin	City of Pekin
City of East Peoria	City of East Peoria
City of Washington	City of Washington
Village of Bartonville	Village of Bartonville
Village of West Peoria	Village of West Peoria
Village of Morton	Village of Morton
Village of Peoria Heights	Village of Peoria Heights
Village of Creve Coeur	Village of Creve Coeur
City of Chillicothe	City of Chillicothe
City Link	City Link
Illinois Department of Transportation	Illinois Department of Transportation
	Greater Peoria Airport Authority
	Tri-County Regional Planning Commission

Metropolitan Area Boundaries

Requirement: The metropolitan planning area boundary should, at a minimum, cover the Urbanized Area and the areas likely to become urbanized within the next 20 years. Copies of the boundary maps are required to be submitted to FHWA and FTA, after their approval by MPO and the Governor of the State of Illinois.

Status: The Metropolitan planning area changes have not changed since approved by the MPO Policy Committee in 2013.

Finding: The MPO Policy Committee has approved the new MPO urbanized boundary and 20-year planning areas and have transmitted them to IDOT, which meets the criteria of this section of the regulation.

MPO Agreements

Requirement: At a minimum, cooperative agreements are to be in place between the MPO and the State DOT, and between the MPO and public transit operators. These agreements should describe how the parties work together to accomplish specific tasks. Due to changes in Federal law, cooperative agreements to provide data are required as part of performance based planning.

Status: The MPO operates under a 2008 Cooperative Agreement between the TCRPC, PPUATS, IDOT, City Link and East Peoria Transit District. Recently, a stand-alone agreement was approved

by the Policy Committee on May 2, 2018, by the MPO, City Link and IDOT to comply with Federal requirements for performance based planning.

Finding: The performance based planning agreement between the MPO, City Link and IDOT will be executed by the Policy Committee as required.

Responsibilities, Cooperation and Coordination

Requirement: Legislation requires the MPO, in cooperation with the State DOT and transit operators, to be responsible for carrying out the transportation planning process. These entities must cooperatively develop the UPWP, MTP, and TIP with other transportation providers.

Status: The MPO, transit operators, and State DOT develop the products of the planning process in a cooperative manner. The PPUATS Policy Committee approves the final UPWP, MTP and TIP after consideration of public input and providing other modal operators the opportunity to review and comment on these products. The products are then transmitted to U.S. DOT through IDOT for appropriate approval action.

Finding: The participants in the planning process fulfill the requirements of the planning regulations.

Unified Planning Work Program – 23 CFR 450.308

Requirement: The MPO's are required to cooperatively develop a UPWP, in cooperation with the State DOT and transit providers, which discusses planning priorities and documents the transportation planning activities anticipated in the region for the next fiscal year. The funds that are used for MPO transportation planning are Federal Metropolitan Planning funds from the FHWA and the FTA.

Status: The PPUATS develops an annual UPWP that includes the budget for the MPO's activities. The Technical and Policy Committees approve the budget of the MPO as part of their responsibilities.

Finding: Throughout the fiscal year, the PPUATS MPO bills IDOT for expenditures on a reimbursement basis. The FHWA Metropolitan Planning funds and FTA Planning funds are restricted in use by the MPO for transportation related expenditures that should be clearly outlined in an approved UPWP.

The indirect cost allocation plan (ICAP) and the approved indirect costs must be evaluated periodically as part of the ICAP process.

It is recommended that the MPO closely monitor the budget to ensure that any carry over funds are accounted for in the budget year to year.

Transportation Improvement Program Development and MPO Project Selection – 23 CFR 450.324

Requirement: The MPO is required to develop a TIP covering at least four years in cooperation with the State and public transit operators. The TIP shall include all transportation projects to be funded under Title 23, U.S.C. as well as all regionally significant transportation projects regardless of funding source or lead agency.

Status: The MPO includes all transportation projects to be funded under Title 23 using Federal funds. They only include projects with Federal funding by any of the MPO member agencies. The MPO does not include projects that only use local funding sources.

Finding: The MPO has an effective Surface Transportation Block Grant (STBG) funded project selection process that evaluates local projects for their local STBG funds. They also have an effective Transportation Alternatives Program (TAP) competitive application process for the local allocation of TAP funding for pedestrian and bicycle projects. The MPO has programmed STBG funding to FY 2022, but has not programmed TAP funding past FY 2017.

The PPUATS staff has made efforts to ensure that projects from the existing four-year TIP are added to the next updated TIP if the project did not get obligated in the year that it was anticipated to be done.

It is recommended the MPO program limit local TAP funds for the life of the TIP, as there have been delays experienced in getting projects obligated. Funds may lapse if not obligated within a four-fiscal year window of time. Federal project implementation is generally lengthy, so programming projects in the outer years of the TIP might allow for programming and expending the local TA funds to ensure that the funds do not lapse.

As was mentioned in the last Certification Review, it is recommended that the MPO consider including member agency projects in the TIP regardless of funding source. This would include known capital programs/projects of the member agencies. The inclusion of local projects and type of funding would show where transportation projects are being done in the region and encourage coordination.

Advanced Construction Project Listing and Tracking in TIP

Background: The MPO should track projects in the TIP to show when the state has utilized Advanced Construction (AC) and subsequent conversions from State to Federal funding.

Status: The IDOT has used a mechanism called AC to fund projects using State funding and later convert the projects using Federal-aid funding. The MPO is currently noting these projects in the TIP and maintains it as an Appendix page.

Finding: The MPO does track the AC projects in their TIP in the Appendix. It is recommended that the MPO regularly inform the Technical and Policy Committees when AC projects are converted to Federal funding.

Listing of Federally Obligated Projects – 23 CFR 450.332

Requirement: The MPO is required to develop a listing of projects for which Federal funds have been obligated in the previous fiscal year. The listing must include the amount of funds that have been obligated, project description, phasing and funding available.

Status: The MPO completes an annual stand-alone report of the previous fiscal year's Listing of Federally Obligated Projects. It includes all federally-funded projects and shows graphically where the projects are located.

Finding: The MPO prepares the Listing of Federally Obligated Projects in a timely fashion and makes good use of visualization and mapping of the project locations.

Metropolitan Transportation Plan – 23 CFR 450.322 and Congestion Management Process - 23 CFR 320

Requirement: Sections 134 (c) and (i) of Title 23 and Section 5303(c) and (i) of Title 49 require MPO's to develop an MTP long range transportation plan. The plan must cover at least a 20-year horizon and include both long range and short range strategies that lead to an integrated intermodal transportation system that provides for the efficient movement of people and goods. Regulation 23 CFR 450.322 outlines additional long range plan requirements. For TMA's, there is also a requirement under 23 CFR 450.320 to develop and utilize a Congestion Management Process (CMP). The overall goal of the CMP is to help the region with recurring and non-recurring congestion issues in order to enhance the mobility of people and goods.

Status: The MPO last updated their Envision HOI: Heart of Illinois Long-Range Transportation Plan in March of 2015. As part of the long-range plan update process, they employed several creative public involvement techniques. They also developed a list of transportation projects in concert with the MPO members. The next update is due in March 2020. As part of the MTP, there were several local performance objectives that were developed.

Finding: The MPO completed a CMP as required for TMA areas in July 2011. As part of the CMP update, several objectives were developed as part of that plan. It is recommended the MPO update the current CMP and work to evaluate the objectives developed in both the MTP and the current CMP. They are encouraged to provide progress updates for both plans to the Technical and Policy Committees on an annual basis. Progress on the objectives could be tracked and determine whether the plans need to be modified or amended.

Financial Planning

Requirement: The metropolitan planning statutes state that the MTP and the TIP must include a financial plan that indicates resources from public and private sources that are reasonably expected to be available to carry out the program. The purpose of the financial plan is to demonstrate fiscal constraint. The financial plan should include tracking the ongoing maintenance and operations costs.

Status: The MPO works with member agencies to develop the TIP. The members propose their projects and the costs are estimated for the “year of expenditure”. The final list of projects on the state system is developed by IDOT and the projects for the local system are selected by PPUATS. Transit projects are selected by the transit providers.

Finding: While the member agencies provide their Federal funded projects, it is recommended that the MPO continue to work closely with their member agencies to develop good estimates on the cost of projects, as well as the costs of maintenance and operations of the overall transportation system.

Travel Demand Forecasting Model

Background: Travel demand forecasting models are used in the planning process to identify deficiencies in future year transportation systems and evaluate the impacts of alternative transportation investments. The PPUATS has been active with the statewide Illinois Model Users Group (ILMUG).

Status: The MPO has made a commitment to develop and provide for maintenance of a Travel Demand Model.

Finding: The MPO has been involved with ILMUG and had some feedback from peer review from the Champaign MPO modeling staff. The ILMUG group has provided suggested changes to the current model inputs to enhance the current demand model.

It is recommended that PPUATS continue involvement with the ILMUG and continue to maintain the current transportation demand model. The MPO should establish a timeline to seek to improve the current transportation demand model.

Transportation Planning Process & Livability

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 planning studies to the metropolitan planning process and National Environmental Policy Act requirements. Livability seeks to enhance the unique characteristics of communities by investing in healthy, safe and walkable neighborhoods.

Status: The MPO has updated their regional bike plan and has been involved in developing a transportation symposium aimed at Complete Streets improvements that include bicyclists and pedestrians. The symposium will be held in May 2018. The staff has also been working with their member agencies as they conduct sidewalk inventories.

Finding: The MPO has worked closely with member agencies, nonprofit organizations and the public in the development of their bicycle and pedestrian plans. We commend the City of Peoria for including Complete Streets considerations when infrastructure improvements are evaluated. The City of Peoria has also been instrumental in planning a regional symposium for local elected officials, planning staff and other interested parties together to discuss bicycle and pedestrian concerns when considering roadway improvements. The MPO is also commended for engaging the

member agencies and interested parties as they developed a regional bike plan, which was completed in 2017.

Air Quality, Climate Change and Greenhouse Gas Reductions

Requirement: Under the Clean Air Act Amendments of 1990, the U.S. DOT cannot fund, authorize, or approve actions to support programs or projects, which are not first found to conform to the Clean Air Act requirements.

Status: The Peoria Metropolitan Area is in attainment status with the Clean Air Act requirements. However, the region should remain diligent in keeping informed of the local air quality readings for ozone. The U.S. Environmental Protection Agency may at some point lower the National Ambient Air Quality Standards (NAAQS) for Ozone. Based on air quality data from previous years, the Peoria region may approach or exceed a lower Ozone NAAQS standard. The area would then be considered in nonattainment of the ozone standard.

Finding: Currently the Peoria area is in attainment for air quality. However, the MPO should remain informed about the local ozone monitor readings as well as Federal actions lowering the ozone standard that might lead to non-attainment.

Public Outreach and Public Involvement – 23 CFR 450.316

Requirement: The requirements for public involvement are set forth in 23 CFR 450.316 (a)(1),(2),(3) and (b). Legislation requires the transportation planning process include a proactive Public Participation Plan (PPP) that provides complete information, timely public notice, full public access to key decisions and supports early and continuing involvement in plans and programs. This process is required to facilitate public participation that includes citizens, public agencies, public transit providers and users, disabled representatives and other interested parties. A documented PPP must be developed in consultation with all interested parties.

Status: The current PPP was last amended in 2017.

Finding: The PPP includes the public participation requirement goals and documents the MPO activities to respond to these requirements. However, the PPP does not provide specifics on how progress towards participation goals or how the outcomes of these activities can be monitored or evaluated. Consequently, the actual effectiveness of the region's public participation activities is largely unknown.

It is recommended the MPO establish and utilize measurement metrics on a periodic basis to determine the effectiveness of their public involvement activities.

It is also recommended that the MPO staff periodically review and update the TCRPC website to ensure that planning documents are current and available to the public.

Self-Certification

Requirement: Self-Certification of the metropolitan planning process is required under 23 CFR 450.334. The State and MPO must annually certify to FHWA and FTA that the metropolitan planning process is addressing the major issues facing the area and is being conducted in accordance with all applicable requirements. The FHWA and FTA must certify the metropolitan planning process in TMA's at least every four years.

Status: The MPO signs a self-certification declaration on an annual basis when completing the TIP process before the beginning of each State fiscal year.

Finding: The FHWA and FTA have accepted each of PPUATS' self-certifications since the last certification review. It is noted that the current online version of the TIP does not contain signatures of those whose names appear on the document.

It is recommended that the MPO strive to substantiate the provisions of the annual self-certification and document the performance of the metropolitan planning process. Documentation can occur through the self-certification process itself or if more applicable, through strategic planning and performance monitoring of safety, congestion, air quality, public participation or many other transportation planning issues.

The MPO should ensure that the TIP document is properly signed and placed on the MPO website.

Laws and Regulations Title VI and Related

Requirement: Title VI of the Civil Rights Act of 1964 states that no person in the United States shall, on the basis of race, color, or national origin, be excluded from participation in, be denied the benefits of, or subjected to discrimination under any program or activity receiving financial assistance. Title VI prohibits intentional discrimination as well as disparate impacts on protected groups. The transportation planning regulations require consistency with Title VI and subsequent Civil Rights laws and regulations. For this review, the products of the planning process must reflect compliance with this Act.

Status: Title VI certifications are made annually in the TIP as part of the self-certification process. As part of the transit provider City Link's Title VI compliance during their triennial review, the MPO prepared a Title VI Compliance Report in October 2012. There are currently no formal Title VI complaints related to transportation in the Peoria metropolitan region.

Finding: The MPO is in compliance with the Title VI laws and has not had any complaints to date.

Americans with Disabilities Act

Status: There is currently a lack of comprehensive paratransit service in the urbanized area. City Link provides paratransit service within $\frac{3}{4}$ miles of the fixed bus routes. The gap areas are being addressed through the Human Services Transportation Plan. City Link does provide reduced fares for the elderly and disabled.

Finding: The MPO and the transit providers should address any gaps in transit service in the region. It is recommended that coordination work continues to better serve the region for citizens with disabilities.

Transit and Coordinated Human Services Transportation Plan

Requirement: 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.

Status: The MPO planning area has a Human Services Transportation Plan (HSTP), which was last updated in March 2016. The goals are updated annually. Voting members of the HSTP urban subcommittee are appointed to a three-year term by PPUATS to maintain consistency with the planning process. The MPO did include the City of Chillicothe as a voting member of the technical and policy committees. They also added the city of Germen Town Hills as a voting member.

Greater Peoria Mass Transit District (GPMTD) is the primary transit provider in the Peoria urbanized area, which operates fixed route public transportation under the name of City Link and is also the designated recipient for FTA funding in the region. City Link's service area includes Peoria, West Peoria Township, and Peoria Heights, and provides service under contract to the City of Pekin and the East Peoria Transit District. Additionally, GPMTD contracts with MV Transportation, Inc. to operate American's with Disability Act paratransit service. This service, City Lift, is available to persons who live within the cities of Peoria, East Peoria, the Village of Peoria Heights and West Peoria Township. Coordinate exists between City Lift and several other human services agencies that provide transportation for their clients. Transit operators have bi-monthly HSTP committee meetings. There are urban and rural subcommittees and members represent the region. Members are approved by the MPO Policy Committee.

The current state of transit in this area ridership has declined over the past three years due to competition from private companies such as Uber/Uber pool, van pools, and Zip cars. The transit agencies plan on working on ridership problems by trying to find leverage to have a competitive advantage over decreasing gas prices and rideshare from future transit studies.

It is recommended that PPUATS MPO staff working with 5310 funding become more familiar with Federal program requirements, including Certifications and Assurances.

Finding: Transit planning at TCRPC is integrated into the metropolitan transportation planning process and there is coordination between staff members of the MPO and transit providers. There are gaps in transit service areas, including Chillicothe, Germantown Hills and Dunlap that were recently added to the urbanized area.

There continues to be local interest in the addition of Sunday transit service, which is not currently available. City Link is currently evaluating the possibility of such service.

The service gap areas, including the Chillicothe, Germantown Hills and Dunlap should be addressed locally with the MPO, City Link and the rural transit providers to determine how their residents might be able to be served by transit.

It is also recommended that the MPO staff become more familiar with the 5310 transit requirements.

Intelligent Transportation Systems

Requirement: Intelligent Transportation Systems (ITS) and Standards are codified under 23 CFR 940 which requires all ITS projects funded by the Highway Trust Fund and the Mass Transit Account conform to the national ITS architecture.

Status: The MPO adopted a regional ITS Architecture in December 2005, when IDOT was developing a Statewide ITS Architecture. An update of the Statewide ITS Architecture is underway at this time.

Finding: The IDOT is currently updating the Statewide Architecture. It is recommended that the MPO work with IDOT to update any aspects of the regional ITS Architecture to reflect existing conditions within the region.

Integrating Freight in the Transportation Planning Process

Requirement: The MPO's are encouraged to include freight and foster economic growth and development, while minimizing transportation related fuel consumption and air pollution, which is codified in 23 U.S.C. 134 (a) and 23 CFR 450.306(4), 450.316 (a), 450.316(b) and 450.104.

Status: The local CMP addresses freight and logistics in reduction of single occupancy vehicles and vehicle miles traveled. The IDOT has recently developed a State Freight Plan.

Finding: The State Freight Plan has recently been completed. The MPO should remain engaged in the State's freight planning activities, including IDOT's State Freight Plan.

Transit Performance Management-Requirement

Federal statute 23 U.S.C. 135.1203, cornerstone to the MAP-21/Fixing America's Surface Transportation Act (FAST) Act highway program transformation, establishes national performance goals for Federal highway programs. The U.S. DOT is required to develop national performance measures on which the States must report, no later than 18 months after the October 1, 2012, the date of enactment of MAP-21.

States are required to establish targets that reflect the measures established by the U.S. DOT under 23 U.S.C. 150(c) within one year after the U.S. DOT final rule on performance measures (23 U.S.C 135 & 150).

The MPOs are required to establish targets for each measure established in 23 U.S.C. 150(c), where applicable. MPOs are required to establish targets in coordination with the State and, to the

maximum extent practicable, with providers of public transport transportation no later than 180 days after the State established their performance targets (23 U.S.C. 134, Section 5303(h)(2)).

States will set performance targets and MPOs will develop MTP performance measures for pavement conditions and performance for the Interstate and NHS, bridge conditions, injuries and fatalities, traffic congestion, on-road mobile source emissions, and freight movement on the Interstate System.

Status: The MAP-21 and FAST Act established a performance management approach to the transportation planning process and requires the use of a performance-based approach in statewide, metropolitan, and non-metropolitan transportation planning. The implementation of performance-based planning and programming is evolving in the metropolitan area transportation planning process and TCRPC indicated they will initially support the performance targets established by IDOT before developing their own targets. The TCRPC will initiate discussions with planning partners in the metropolitan area on the performance requirements of the FAST Act once all the performance final rules are published. The TCRPC will revisit the planning agreements with the transit providers and IDOT to cooperatively work together on meeting the requirements to include sharing performance data and selecting and reporting of performance targets by the FTA October 1 deadline.

Finding: The TCRPC should continue to work with IDOT and the transit providers to develop and clearly identify performance targets in planning documents. These targets should tie to the national goals and performance measures established by the U.S. DOT. Additionally, it is recommended that IDOT include transit providers on the performance implementation teams established by IDOT. It is recommended that TCRPC create planning agreements with the transit providers and develop specific provisions for sharing performance data, selecting performance targets, and reporting performance targets per 450.314(h).

Conclusions

The Federal Review Team has determined that the transportation planning process for PPUATS meets the requirements of 23 CFR 450.334(b)(1). Based on the results of the certification review, FHWA and FTA are certifying the transportation planning process.

Summary of Findings

Corrective Actions

None

Recommendations

- **Transit Planning Recommendations**

1. It was noted that there has not been a comprehensive transit operations analysis done in recent years. This should be done periodically.
2. There are still some issues related to the lack of service for elderly & disabled riders.

3. The MPO has not received performance targets from the transit provider. This is a Federal requirement. The targets must be coordinated on an annual basis between the transit provider and the MPO.
4. The lack of transit coverage in some of the new portions of the urbanized area should be addressed to determine if service changes are feasible or if additional Federal transit funding may be available.
5. It is also recommended that the MPO staff who work in the transit area become more familiar with 5310 transit requirements.

- **Human Service Transportation Plan (HSTP)**

It is recommended that the HSTP update include additional public involvement for the plan. Also, the HSTP update should address how to provide additional coverage in the recently added transit coverage area.

- **Transportation Improvement Program (TIP)**

The online version of the TIP must be properly signed by the MPO and IDOT. The version currently on the public website is not signed. Additionally, TIP amendments should be clearly available to the public online. During annual TIP development, projects that have not gone to letting need to advance to the new TIP if the project is still planned. The TIP amendments that are approved by the Policy Committee need to be consistently sent to IDOT for timely processing.

- **Metropolitan Transportation Plan (MTP)**

Conduct periodic evaluation of the objectives that were established in the plan and share with the MPO members.

- **Performance Management – Transit**

The TCRPC should continue to work with IDOT and the transit providers to develop and clearly identify performance targets in planning documents. These targets should tie to the national goals and performance measures established by the USDOT. Additionally, it is recommended that IDOT include transit providers on the performance implementation teams established by IDOT.

- **Title VI Plan**

It is recommended that the Title VI Plan be periodically reviewed and updated.

- **Public Participation Plan (PPP)**

When the PPP is updated, it is recommended that additional public input is sought. Evaluation of the public involvement activities should be done to help determine successful outreach practices.

- **Congestion Management Process (CMP)**

The Congestion Management Process should be updated and coordinated with member agencies.

- **Travel Demand Modeling (TDM)**

It is recommended that the MPO work towards enhancement of the TDM following the recent peer-review of the regional model with the ILMUG.

- **Pavement Management Condition Ratings**

It is recommended that PPUATS members work together to develop a common approach to rating pavement conditions and enlist the Illinois Department of Transportation staff to ensure that it will be compatible with the state pavement condition rating process.

Commendations

- **Resolution of what body is recognized as the Metropolitan Planning Organization**

It is commended that after a lengthy process, a resolution has been signed that clarifies that the PPUATS Policy Committee serves as the designated MPO. There is a fiduciary relationship with the Tri-County Regional Planning Commission.

- **Federal Planning Funded Local Studies**

The MPO initiated the use of Federal planning funds in FY2016 which has continued to fund planning studies and projects for members. The MPO allows the local agencies to submit competitive proposals for transportation studies.

- **Public Involvement - Complete Streets Symposium**

The MPO will be hosting a symposium in May 2018 focused on the concepts of complete streets for their members, elected officials and planners. Lessons learned from the City of Peoria and others will promote taking a more holistic approach to infrastructure improvements.

- **Public Participation Plan (PPP)**

The latest PPP was last updated in 2016. Changes were made to make the document more reader-friendly. The staff also used Geographic Information Systems to be more strategic about where to display the draft plan.

Disposition of Actions Items from the 2014 Certification Review

The MPO staff took the 2014 recommendations seriously and addressed nearly all of them. Key transportation planning products that have been prepared since the last review include a regional bike/pedestrian plan and updated the Metropolitan Transportation Plan. Both planning products included a significant amount of public outreach and thoughtful goal/objective setting.

The following provides an update for those recommendations:

1. **Agreements:** The MPO has updated the Bylaws and other necessary documents and agreements to reflect the change in the urbanized area and the inclusion of the City of Chillicothe as a voting member of the Technical and Policy Committees.
2. **Unified Work Planning Program:** The MPO has developed a stand-alone annual Unified Work Planning Program that is separate from the Overall Work Program to more clearly show the FHWA, FTA and IDOT funds that are used to fund and operate the MPO.
3. **Metropolitan Transportation Plan:** The MPO completed the update to their Metropolitan Transportation long range plan in **March 2015**. They engaged a subcommittee to develop the plan and utilized various effective public involvement techniques.
4. **Public Participation Plan:** The MPO has updated their Public Participation Plan in 2017.
5. **Bicycle/Pedestrian Plan:** The MPO has updated their Bicycle/Pedestrian plan in 2017.
6. **Performance Measures:** The MPO has informed the Technical and Policy Committees about Performance Measure requirements and have agreed to follow Illinois DOT's Safety Performance Targets. They have also signed an Intergovernmental Agreement for data sharing between the IDOT, MPO and Transit Provider.
7. **Congestion Management Process:** The MPO has not updated their CMP document and process and have not conducted evaluation of the measures for effectiveness that were established.
8. **Safety Planning Committee:** The MPO has not reestablished a Safety Committee locally to help develop strategies for the County Highway Safety Plans. The MPO is encouraged to assist local agency members in applying for highway safety improvement funds through IDOT.
9. **Self-Certification:** The MPO is informed about the self- certification process, but needs to ensure that official documents are properly signed, including the TIP that is placed on the MPO website. The current TIP on the website is not signed and dated by the MPO and IDOT.
10. **Intelligent Transportation System Architecture:** It is recommended that the MPO work with IDOT to update the current ITS Architecture document. In 2018, IDOT is working towards updating the ITS Architecture statewide.
11. **Transit:** The local transit provider and the MPO have not fully resolved the transit coverage due to the newly urbanized areas of the region to determine the feasibility of providing transit services.
12. **Freight:** The MPO has become involved with IDOT's state freight plan activities.
13. **Air Quality Task Force:** While the national air quality standards have not been lowered in recent years, the MPO is tracking air quality in the region. If the ozone readings increase in the region, it would be recommended that the MPO re-establish an air quality committee.

Appendix A

From: mikehinrichsen [mailto:mikehinrichsen@mtco.com]
Sent: Friday, March 9, 2018 6:00 AM
To: Tracy, Betsy (FHWA) <betsy.tracy@dot.gov>
Cc: Welch, Krishina (FTA) <krishina.welch@dot.gov>
Subject: FY2018 Federal Certification (Peoria/Pekin Metropolitan Planning Area)

The purpose of this message is to provide input following the Public Meeting on March 7, 2018 that I attended as part of the PPUATS Committee.

Name: Mike Hinrichsen

Address: 601 Mayfair Court, Germantown Hills, Illinois 61548

Agency/Group: Village of Germantown Hills, Illinois (Village President)

Subject: I have been a member of the TCRPC for many years and most recently PPUATS. As a past County Board member and now the Village President for Germantown Hills my experience is that the TCRPC is a very valuable organization for our region. This organization provides important services and support that a smaller County or small village could not even imagine having the resources to utilize. The list of services and support that our County and Village receives is long and valued. As a recent member to PPUATS our Public Works Director is now involved in the Technical Committee and has found this important to his role and has been able to begin building relationships with members of this group. Eric Miller and his team are excellent to work with and provide ongoing consulting and perspective important to our region.

Over an extended period of time this organization has hired young professionals and as they have grown and developed have moved on to other positions within our region that serve municipalities and counties across the Tri County area. It's my belief that this is a forgotten benefit of TCRPC to our region.

For the Greater Peoria Region to continue to grow and compete not only regionally but globally we require organizations such as TCRPC to continue to be a vital part of our region.

This is my strong endorsement of TCRPC and expression of continued support.

Thank You for your service to our region.

Mike Hinrichsen
Village President
Germantown Hills, Illinois

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