
MEMORANDUM

TO: TCRPC and PPUATS Policy Chairmen
FROM: Staff
SUBJECT: MPO Requirements and Board Membership
DATE: July 13, 2020

Background

In January 2020, the Chairmen of the Peoria-Pekin Urbanized Area Transportation Study (PPUATS) Policy Committee and Tri-County Regional Planning Commission (TCRPC) directed staff to research metropolitan planning organization (MPO) membership requirements and analyze the current membership of their respective organizations. The exercise also included proposing a combined PPUATS-TCRPC board, for the sole purpose of achieving greater efficiency for regional decision-making through one streamlined organization. The following represent staff's findings in these areas.

MPO/TMA membership requirements

The PPUATS Policy Committee is recognized as the MPO for the Peoria-Pekin Urbanized Area. The Peoria-Pekin Urbanized Area has a population greater than 200,000 and is classified as a Transportation Management Area (TMA) by the US Department of Transportation. According to Federal law (23 CFR § 450.310), an MPO representing a TMA must consist of at least the following:

- General purpose local governments representing at least 75% of the urbanized area population
- Largest municipality in the urbanized area
- Operators of major modes of transportation, including public transportation in the urbanized area
- Appropriate State officials

As of July 2020, the PPUATS Policy Committee is the only organization in the Peoria-Pekin Urbanized Area that meets these requirements. PPUATS membership includes local governments representing at least 75% of the population, the urbanized area's largest municipality (City of Peoria), transportation operators (Greater Peoria Mass Transit District), and State officials (Illinois Department of Transportation [IDOT] District 4).

MPO designation remains in effect until an official redesignation is made. MPO redesignation requires agreement between the Governor of Illinois and local governments representing at least 75% of the urbanized area population. Redesignation is necessary when the existing MPO proposes to make:

1. A substantial change in the proportion of voting members of the MPO; or
2. A substantial change in the decision-making authority or responsibility of the MPO.

Minor changes to MPO membership, authority, or responsibility do not require redesignation so long as they do not trigger a substantial change (listed previously). Minor changes to MPO membership include:

1. Updates to the urbanized area boundary
2. Adding members following an expansion of the urbanized area
3. Adding members necessary to meet MPO/TMA membership requirements
4. Periodic rotation of members representing general purpose local government, per MPO bylaws

PPUATS Policy Committee

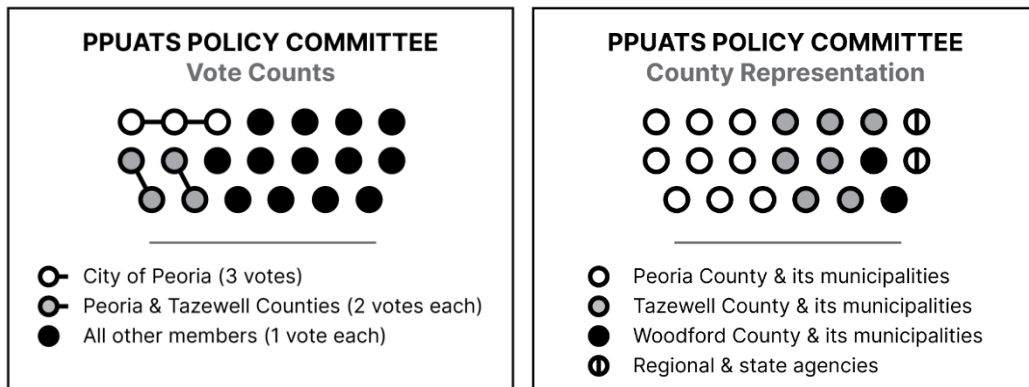
The PPUATS Policy Committee is the decision-making body of the Peoria-Pekin MPO. The MPO boundary is the Metropolitan Planning Area (MPA), which includes the urbanized area and the contiguous area expected to become urbanized within the next 20 years. PPUATS reviews and updates these areas every 10 years following the results of the United States Census.

The Policy Committee consists of 20 members representing local and State governments as well as regional transportation, listed below. Members are represented by the chief elected official(s) or administrator(s) appointed by their board or council. Each PPUATS Policy member has one voting representative unless noted otherwise.

- Peoria, City of (3)
- Peoria County (2)
- Tazewell County (2)
- Woodford County
- Bartonville
- Chillicothe
- Creve Coeur
- East Peoria
- Germantown Hills
- Morton
- Pekin
- Peoria Heights
- Washington
- West Peoria
- IDOT District 4
- Greater Peoria Mass Transit District

Voting membership of the PPUATS Policy is based roughly on the amount of motor fuel tax (MFT) dollars generated annual in each local government member community, according to the MPO bylaws. MFT *roughly* accounts for transportation system size, regionally significant transportation assets, and population. For example, the City of Peoria—whose 3 representatives are 15% of the Policy Committee’s voting membership—generates about 25% of the urbanized area’s MFT annually, contains about 20% of the urbanized area’s federal aid roads, and holds 45% of the urbanized area’s population.

Members with relatively large shares of transportation assets and responsibilities have more votes on PPUATS Policy. However, based on the committee’s structure (below), only actions with broad, regional support can achieve a majority vote. One member is 5% of the committee’s voting membership.



The PPUATS Technical Committee serves as the technical advisory board for PPUATS Policy. PPUATS Technical provides transportation expertise to the MPO process by preparing, reviewing, and recommending actions to the Policy Committee. PPUATS Technical membership is identical to that of PPUATS Policy, with the addition of the Greater Peoria Airport and TCRPC as single-vote members. The Policy Committee must vote on all recommendations from the Technical Committee.

Key characteristics:

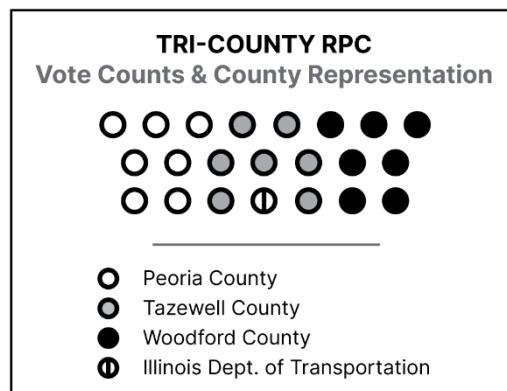
- Meets MPO membership requirements
- Voting structure provides some equity while still requiring regional support for actions
- Broad, diverse membership base
- Focused on urbanized area – Does not explicitly include rural areas

Tri-County Regional Planning Commission

The Tri-County Regional Planning Commission serves as the overall “steward of the regional vision” for Peoria, Tazewell, and Woodford Counties. The Commission is a forum for regional issues in transportation, environment, and land use. TCRPC has acted in this capacity since 1958 as a county-based organization for most of its existence. The Commission consists of 22 voting members, 7 representatives of each county and 1 representative of IDOT District 4.

County representatives are appointed to the Commission by their respective county board chair. Traditionally, county appointees are current or recent members of their county board. Woodford County is the only member currently not in keeping this tradition, sending representatives of local governments along with county board members. County appointees may reside in, represent districts within, or be elected to office in MPO municipalities, but no part of the TCRPC bylaws require such representation.

Each county makes up about 32% of the Commission’s voting membership. IDOT District 4 sends one representative, about 4% of the voting membership. County members are represented equally with 7 representatives, regardless of population or any other factor. This structure requires regional (i.e. multiple county) support for an action to achieve a majority vote, doing so at the expense of equity between counties with varying populations.



The Commission does not have a technical advisory board, but it does maintain boards and committees to assist in its operation, management, and program planning activities. They are as follows.

- Executive Board: Formulates and coordinates Commission policy
- Ways and Means Committee: Reviews and advises the Commission on fiscal affairs
- Personnel Committee: Reviews and advises the Commission on personnel matters
- Nominations Committee: Prepares slates of nominations for Commission officers annually

Key characteristics:

- Does not meet MPO membership requirements
- Ensures regional support for actions at the expense of equitable representation
- Narrow membership base (traditionally)
- Focus includes urban and rural areas

Current Relationship between Commission and PPUATS Policy

The Commission and the PPUATS Policy Committee have two documents that create the relationship between the two boards. The Cooperative Agreement dated August 1, 2008 and the Memorandum of Understanding (MOU) dated February 2018 were created to guide the relationship between the boards. The Cooperative Agreement establishes and defines roles and responsibilities for the Commission and PPUATS. The MOU was developed to remove ambiguity in the cooperative agreement by establishing the recognized MPO (PPUATS Policy Committee), along with language that promotes further cooperation between the two organizations.

Proposed combined board

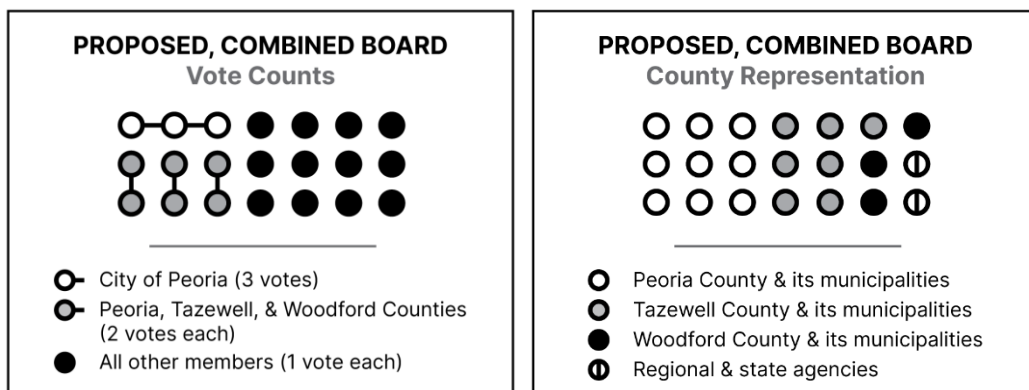
In staff’s research on this topic there are many instances in the nation of MPO/RPC reorganization. Reorganizations occur for many reasons, mostly to meet current trends in planning and help achieve greater organizational efficiency. As it relates to a TCRPC /PPUATS reorganization, staff has presented the following as a “strawman”, using these several factors:

- Ensure board is appropriate for decisions in regional transportation, land use, and environment
- Satisfy federal MPO membership requirements and avoid MPO redesignation (see Page 1)
- Make for urban and rural representation in regional decision-making
- Balance equality and equity (avoid “tyranny of the majority” **and** “tyranny of the minority”)

Staff used the current MPO board (PPUATS Policy Committee) as a starting place so that modifications might classify as “minor changes” that do not trigger MPO redesignation. The proposed board consists of 21 members representing local and State governments as well as regional transportation, listed below. Members are represented by the chief elected official(s) or administrator(s) appointed by their board or council. Each board member has one voting representative unless noted otherwise.

The only proposed change to the existing MPO board is the addition of one voting representative for Woodford County (seen in figure below, left). This change would provide voting parity among County members while accounting for factors like MFT and population in overall representation. Remaining one-vote members would keep most of their existing voting parity (about 5%) on the MPO board. Under this model, no one member, county, or interest may achieve a majority vote without significant support from other members. To ensure rural voices at the table, staff recommends requiring or suggesting that county members appoint 1 voting representative from a ward or district outside of the urbanized area.

Changes to TCRPC membership would require resolutions by Peoria, Tazewell, and Woodford Counties and modification to some language in the Commission bylaws. Changes to PPUATS Policy membership would require modification to its bylaws, namely Article VI (Voting) Section A, via a two-thirds vote.



Staff recommends maintaining both organizations' advisory boards and committees. The Technical Committee provides needed expertise when evaluating and creating transportation policy. Committees such as Ways and Means provide essential review and input while streamlining full board meetings. Staff recommends that Technical Committee membership not be changed. Other committees should be made up of board members representing different parts of the region.

Key characteristics:

- Meets MPO membership requirements and does not require reclassification
- Voting structure provides some equity while still requiring regional support for actions
- Broad and diverse membership base
- Recommend or require 1 voting county rep to represent a rural (defined by Census Bureau/MPO) district/ward