

Regional Transportation Plan

Central Arizona Association
of Governments



Draft Task 8: MPO Research - Case Studies & Institutional Options

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APPENDICES

Appendix A Legislative Authority





1.0 INTRODUCTION

The U.S. Census Bureau defines urbanized areas (UZAs) as areas with a population of at least 50,000.¹ An identified UZA encompasses the area expected to become urbanized in the next 20 years. In accordance with 23 USC 134(b) and 49 USC 5303(c), every UZA must be represented by a designated Metropolitan Planning Organization (MPO). An MPO is a regional planning organization established under Federal law to assure a continuing, comprehensive and cooperative (3C) transportation planning and decision-making process for metropolitan areas containing a population of 50,000 people or more.

The 3C planning process involves comprehensive examination of transportation issues and needs in metropolitan areas. It includes a demographic analysis of the community in question, as well as examination of travel patterns and trends. The 3C planning process also includes analysis of alternatives to meet projected future demands and for provide a safe and efficient transportation system that meets mobility needs while not creating adverse environmental impacts. Major responsibilities include the development of a Long-Range Transportation Plan (LRTP) and managing a project review and approval process at the local level to guide the use of federal transportation dollars.

1.1 WHAT IS AN URBANIZED AREA?

An Urbanized Area is a statistical geographic entity delineated by the U.S. Census Bureau, consisting of densely settled census tracts, census blocks, and adjacent densely settled territory that together contain at least 50,000 people.

- A UZA is delineated in a process that begins by establishing Initial Urban Area Cores, which starts with identifying and aggregating contiguous census tracts each having a land area of less than three (3) square miles and a population density of at least 1,000 population per square mile (ppsm)
- Additional census tracts with a land area of less than three square miles and population density of at least 500 ppsm are included, if contiguous
- Noncontiguous qualifying territory may be added based on distance criteria
- Noncontiguous territory also can be added via “Hops” and “Jumps,” if it meets the qualifying criteria set forth for the Initial Urban Core Areas.

Political subdivision boundaries also may be included during the delineation process. Often, counties are considered too large to be entirely included within the UZA, but a small city may be included based upon the manner in which the census tract is drawn.

1.2 URBANIZED AREAS DEFINED

UZAs are statistically defined based on results of the each decennial Census and any special censuses that may be taken by request of a recognized governing jurisdiction (e.g., city, county, state, etc.). The latest designations were accomplished based on data reported

¹ Note : The U.S. Department of Transportation (USDOT) typically refers to Urbanized Areas, employing the acronym "UZA." The Census Bureau refers to Urban Areas and uses the acronym "UA." These two terms are synonymous.





though the 2010 Census. UZAs are identified through a listing published in the Federal Register; the most recent listing appeared March 27, 2012.

The Federal Register listing identified the following changes in the status of several communities in the CAAG Region:

- Delineation of the Phoenix UZA was extended into the SanTan Valley in Pinal County
- Casa Grande is a newly delineated UZA
- Several Urban Clusters (2,500 to 49,999 persons) have been delineated within Gila and Pinal counties; these may become urbanized areas by or prior to the next census.

Figure 1.1 provides a graphic representation of the UZAs delineated for Central Arizona as a result of the 2010 Census.

1.3 DEFINING A METROPOLITAN PLANNING AREA

A Metropolitan Planning Area (MPA) is a geographic area in which the transportation planning process (3C) required by 23 U.S.C. 134 and Section 8 of the Federal Transit Act (49 U.S.C. app. 1607) must be accomplished per 23 CFR 420. This area is determined by agreement between the Metropolitan Planning Organization (MPO) for the area and the Governor. The MPA encompasses the urbanized area and the contiguous area expected to become urbanized within a 20-year forecast period for the Regional Transportation Plan (RTP). The MPA may encompass the entire Metropolitan Statistical Area (MSA) or Consolidate Metropolitan Statistical Area (CMSA), as defined by the U.S. Census Bureau. An MSA simply is a geographical region with a relatively high population density at its core and close economic ties throughout the area.

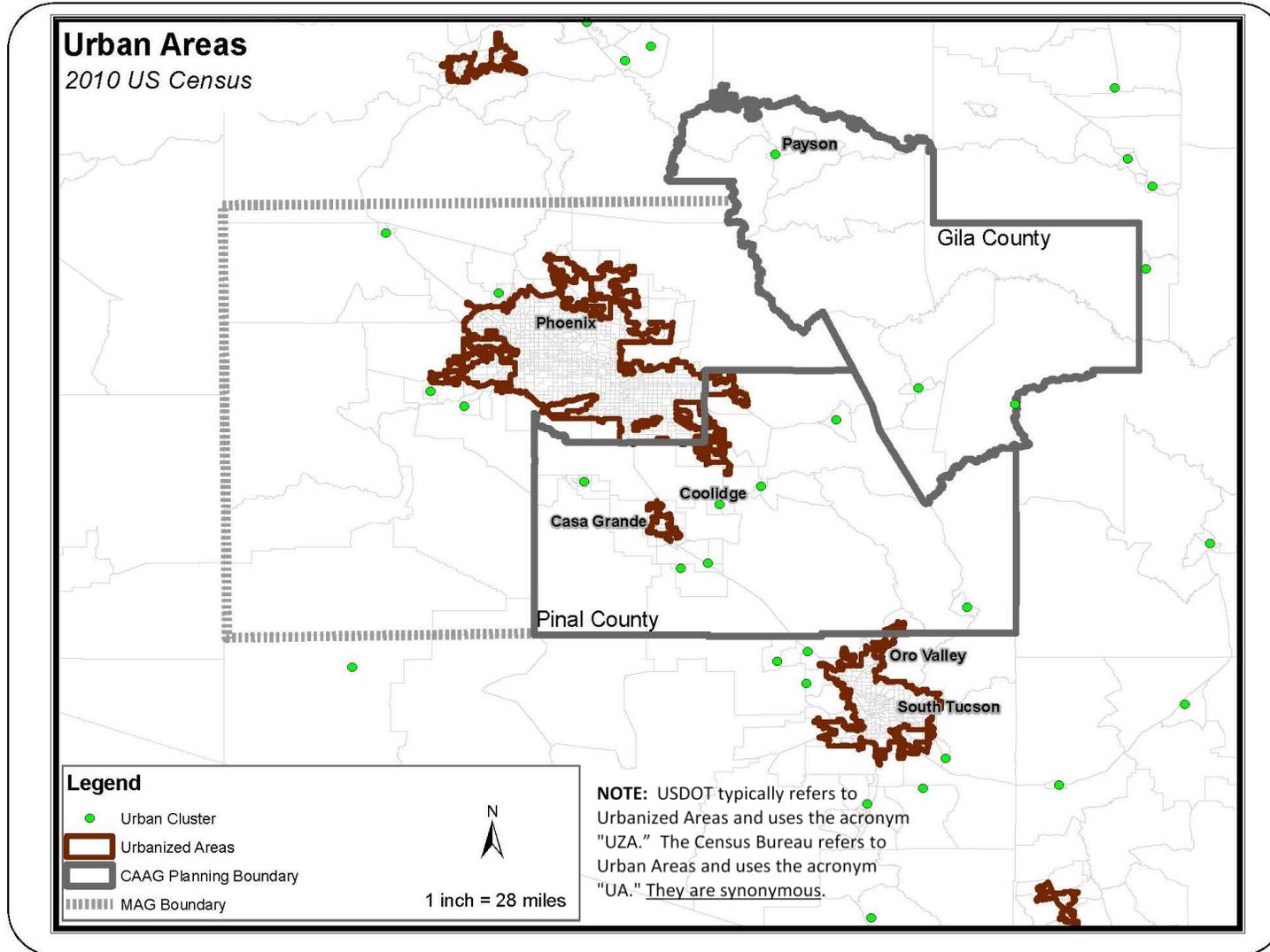
An MPA must be defined for all UZAs, as this is the formal geographic area within which planning actions will be implemented. MPAs also area defined by the U.S. Census Bureau and confirmed through collaboration between the local MPO and the Governor. The adopted MPA, as defined by this collaborative effort, is sent to the Federal government for administrative purposes. As a result of the 2010 Census, the urban area of Casa Grande has been designated a UZA. This will require definition of an MPA under current federal guidelines. Because the Phoenix UZA has been expanded to include the San Tan Valley in Pinal County, the definition of the Phoenix MPA will need to revisited by MAG, the local MPO, and the Governor.





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Figure 1.1 Graphic Representation of Urbanized Areas Delineated for Central Arizona





2.0 WHAT IS A METROPOLITAN PLANNING ORGANIZATION?

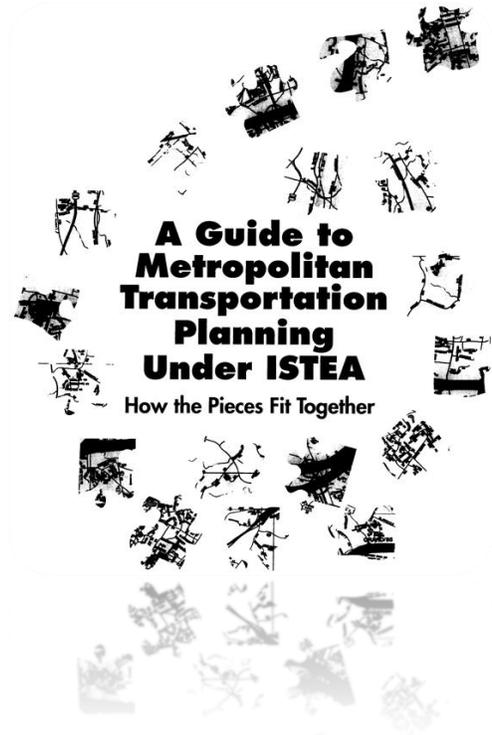
The Metropolitan Planning Organization (MPO) is responsible for planning, programming and coordination of federal highway and transit investments in urbanized areas within the defined MPA.

2.1 SUMMARY OF LEGAL FRAMEWORK

The federal requirement for urban transportation planning was initiated with passage of the Federal-Aid Highway Act of 1962. This requirement was considered necessary to assure coordinated planning for routes of the Interstate Highway System (IHS) through and around urban areas. It also was a means by which federal transportation financial assistance could be overseen. Transportation projects in urbanized areas of 50,000 or more in population were to be based on a continuing, comprehensive, urban transportation planning process undertaken cooperatively by the states and local governments. This was the birth of the so-called 3C, "continuing, comprehensive, and cooperative" planning process.

2.1.1 HISTORICAL PERSPECTIVE

Between 1962 and the 1990s, requirements for urban transportation planning evolved, incorporating short-range capital improvements programs, long-range planning, attention to environmental concerns, and corridor planning. A major sea-change occurred with passage of the Intermodal Surface Transportation Efficiency Act (ISTEA). With the HIS nearly complete (based on initial and amendment system elements), ISTEA focused on system preservation rather than the construction of new facilities. The Act recognized "...changing development patterns, economic and cultural diversity of metropolitan areas, and the need to provide metropolitan areas with more control over transportation in their own regions." It was oriented to strengthening planning activities and coordination among major stakeholders. ISTEA established a new framework for integrated planning that expanded the 3C planning process to incorporate meaningful engagement of diverse interests.



ISTEA emphasized improved, more comprehensive planning and better decisionmaking to support investments leading to "...safe and efficient mobility and accessibility and protection of the human and natural environments." The new planning process included six major elements:





- A proactive and inclusive public involvement process;
- Consideration of 15 specific planning factors to ensure that the transportation planning process reflects a variety of issues and considers other concerns such as land-use planning, energy conservation, and environmental management;
- As part of plan development, major investment studies are conducted to address significant transportation problems in a corridor or subarea that might involve the use of Federal funds;
- Development and implementation of management systems including: intermodal management system
 - congestion management system
 - public transit facilities management system
 - pavement management system
 - bridge management system
 - safety management system
- Development of financial plans for implementing the transportation plan and TIP; and
- Assurance that the transportation plan and UP conform to the State Implementation Plan (SIP) pursuant to the standards of the Clean Air Act Amendments of 1990 (CAAA).

2.1.2 LEGAL AUTHORITY

- Intermodal Surface Transportation Efficiency Act (ISTEA) – Created an enhanced role for local governments
- Transportation Equity Act for the 21st Century (TEA21) – Established seven broad areas defining the planning process
- The Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU) - Expanded planning areas to eight
- Pending MAP21 legislation
- Title 49: Transportation, US Code § 5303 – Metropolitan Transportation Planning
- Title 23: Highways, US Code § 134 – Metropolitan Transportation Planning
- Arizona statutes provide guidance regarding Transportation Planning (Chapter 2, Article 7; Chapter 17, Article 2)

2.1.3 CURRENT ENABLING LEGISLATION – SAFETEA-LU

The current Federal transportation legislation governing MPO programs, funding formulas, and other activities of the Federal government in support of local transportation improvement actions was initially signed into law in August, 2005. It expired in September, 2009, and has been extended several times. The current authorization, established under the the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (Public Law 109-59; referred to as SAFETEA-LU) expires June, 2012. The legislation, as amended, establishes eight planning factors to guide long-range plan





development and current framework for plan revisions, boundary definitions, and multi-modal planning considerations:

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

2.1.4 TIMING AND FRAMEWORK

- Governors and local officials shall establish an MPO within twelve months of a place being designated an Urbanized Area (UA) by the U.S. Census Bureau (FHWA use “UZA”)
- An MPO and its MPA boundaries (as noted above) are established and designated by agreement between the Governor and units of general purpose local government that together represent at least 75% of the affected population to be included in the MPA
- The agreement includes identification of planning boundaries and by-laws that include membership and voting structure
- An initial MPO Unified Planning Work Program (UPWP) should include tasks that will lead to a Transportation Improvement Program (TIP) and Regional Transportation Plan (RTP)

2.2 MAP 21 – DRAFT REAUTHORIZATION BILL

Moving Ahead for Progress in the 21st Century (MAP-21) reauthorizes the Federal-aid highway program at the Congressional Budget Office’s baseline level—equal to current funding levels plus inflation—for two fiscal years. MAP-21 consolidates the number of Federal programs by two-thirds, from about 90 programs down to less than 30, to focus resources on key national goals and reduce duplicative programs. The draft bill creates a new title called “America Fast Forward,” which is intended to strengthen Transportation Infrastructure Finance and Innovation Program (TIFIA) Program to leverage federal dollars





further than they have been stretched before. It also consolidates certain programs into a focused freight program to improve the movement of goods. Certain other provisions of MAP-21 include:

- MPOs for an urbanized area with a population less than 200,000 shall be terminated 3-4 years following passage of MAP 21 (as currently written), unless reaffirmed by the existing MPO and the applicable Governor and approved by the Secretary on the basis of meeting the minimum regulatory requirements established by the Secretary
- Regional Transportation Plan revisions occur within three years of the passage of this bill
- Eliminates earmarks
- Expedites project delivery while protecting the environment
- Existing MPOs may request designation as a Tier II MPO if requirements are met.

2.3 UNDERSTANDING MPO REQUIREMENTS AND RESPONSIBILITIES

As noted above, an MPO is the recognized governing agency that manages a MPA. The MPO prepares, maintains, and manages all required documents relating to regional transportation planning, funding, and implementation, including:

- Unified Planning Work Program (UPWP)
- Regional Transportation Plan (RTP)
- Transportation Improvement Program (TIP)

The MPO also prepares, publishes, and manages an Air Quality Conformity Plan (AQCP), if the area is designated as non-attainment status. MPOs also are tasked with examining the MPA every ten years to ensure consistency with Federal and State regulations. The following table summarizes the specific parameters defining responsibilities of the MPO regarding the UPWP, RTP, and TIP.





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PRIMARY MPO PRODUCTS

	Time Horizon	Contents	Update Requirements
Unified Planning Work Program (UPWP)	1-2 Years	Planning Studies, Tasks, Budget	Annual
Regional Transportation Plan (RTP)	20 Years (min.) 25 Years (preferred)	Future Goals, Strategies & Projects	Every 4 Years
Transportation Improvement Program (TIP)	4 Years	Transportation Investments/Projects	Every 1-2 years (varies by state)

Prepared by Wilson & Company, May, 2012.

Source: MPO Planning Process (49 U.S.C. § 5303).





3.0 CASE STUDIES

Five MPOs in the United States were selected to review, as they reflected a range of size and organization.

3.1 SCAG

Southern California Association of Governments (SCAG) is the nation's largest MPO. This MPO represents six counties and 191 cities with a population of more than 18 million residents. SCAG undertakes a variety of planning and policy initiatives directed toward encouraging a more sustainable Southern California now and in the future.

3.1.1 BACKGROUND

SCAG was formed on October 28, 1965, when elected officials from 56 cities and five counties met in downtown Los Angeles. SCAG, initially governed by a 20-member Executive Committee, was charged with conducting growth forecasts and regional planning. To help accommodate new responsibilities mandated by the federal and state law, as well as to provide more broad-based representation of Southern California's many cities and counties, SCAG's Bylaws were amended in 1992 to expand the Executive Committee to a 70-member Regional Council. SCAG changed its regional representation to correspond to population size and established districts based in part upon population.

Currently, SCAG is governed by an 83-member board known as the Regional Council. The Regional Council has four Officers (President, First Vice President, Second Vice President and Immediate Past President). The Regional Council is comprised of elected officials from 67 Districts, which consist of one or more cities in the SCAG region.

During the past four decades, SCAG has become the largest of nearly 700 councils of government in the United States, functioning as the Metropolitan Planning Organization (MPO) for Southern California. SCAG is mandated by federal and state law to develop regional plans for transportation, growth management, housing development, air quality and other issues of regional significance.

In addition to the six counties and 191 cities that make up SCAG's region today, there are five County Transportation Commissions (CTCs), the Tribal Government Regional Planning Board and the Imperial Valley Association of Governments that have primary responsibility for programming and administering transportation projects, programs and services in their respective jurisdictions.

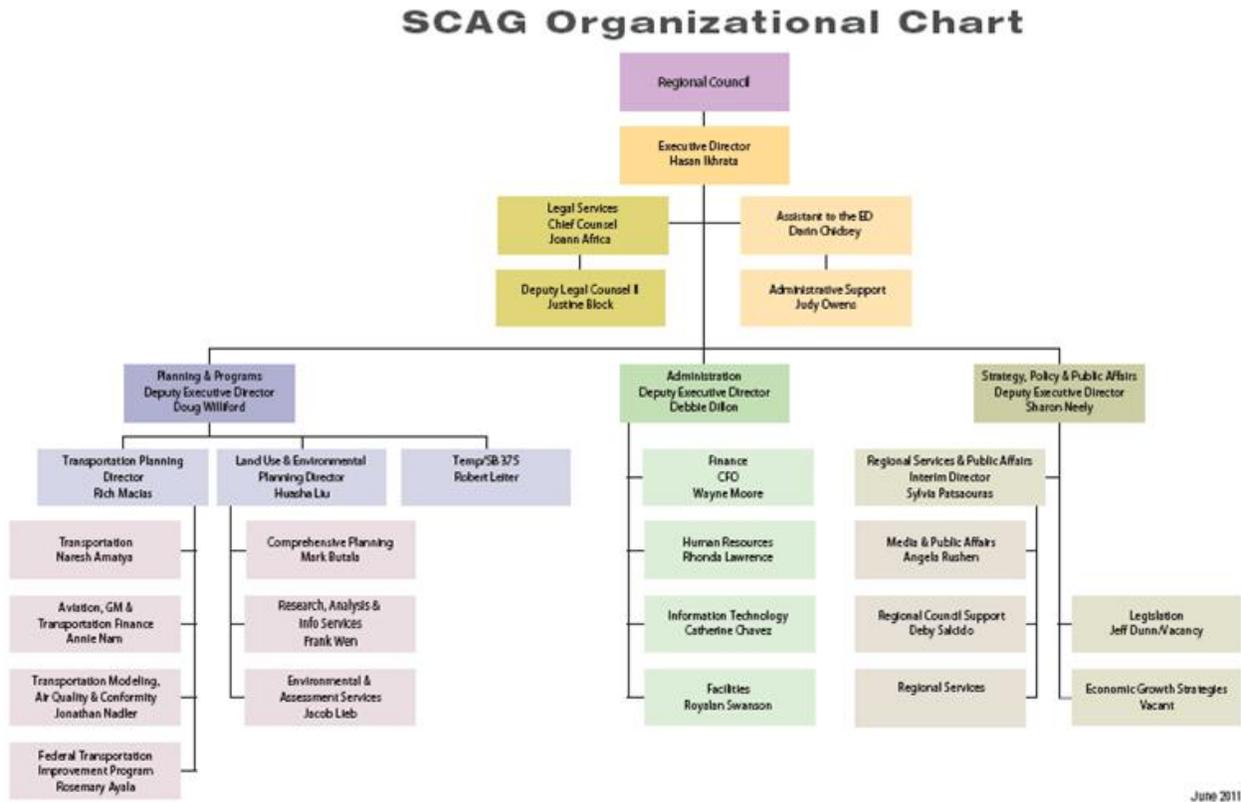




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3.1.2 ORGANIZATION

The SCAG organization chart shown here reveals three primary operating arms of the agency: Planning & Programs, Administration, and Strategy, Policy, & Public Affairs.



Source: Southern California Association of Governments Web Site.

3.1.3 POPULATION

The SCAG region is home to more than 18 million people, which equates to 49 percent of California’s population.

3.1.4 METROPOLITAN PLANNING AREA

The SCAG MPA (shown on the following page) encompasses 38,130 square miles, fully one-quarter of the land area of the State of California.





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Southern California Association Of Governments (SCAG) Metropolitan Planning Area (MPA)



Source: Southern California Association of Governments (SCAG) Web Site.

3.2 CAPITAL AREA MPO (CAMPO)

The Capital Area Metropolitan Planning Organization incorporates five counties in Central Texas.

3.2.1 BACKGROUND

The Capital Area Metropolitan Planning Organization (CAMPO), established in 1973, is the Metropolitan Planning Organization (MPO) for the Bastrop, Caldwell, Hays, Travis, and Williamson Counties in central Texas. CAMPO is governed by a Transportation Policy Board comprised of regional and local officials. On January 20, 2010, the Board voted to expand the organization’s planning boundary to cover all of Bastrop, Caldwell, Hays, Travis, and Williamson Counties in Central Texas.

CAMPO coordinates regional transportation planning with counties, cities, the Capital Metropolitan Transportation Authority (Capital Metro), the Capital Area Rural Transportation System (CARTS), Texas Department of Transportation (TxDOT) and other transportation providers in the region. It oversees the Federal 3C planning process supporting the application of federal transportation funds within its planning area. The two main products of CAMPO are the Long Range Transportation Plan (20+ years), the



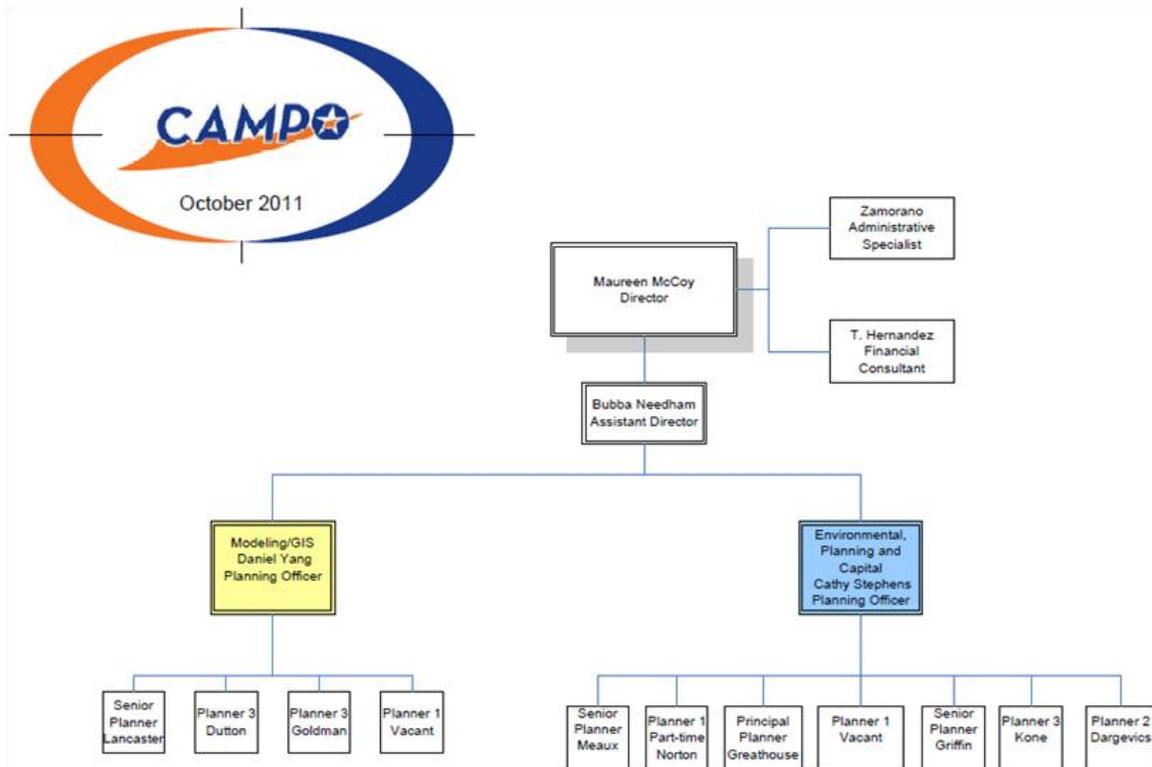


CAMPO Mobility 2030 Plan, and the Short-Range Transportation Improvement Program (TIP).

Capital Area Council of Governments (CAPCOG), which predates CAMPO, was organized in 1970 to serve local governments in the ten-county region in Central Texas, known as State Planning Region 12. The CAPCOG includes CAMPO. CAPCOG is a regional planning commission organized under Chapter 391, Local Government Code, and is one of 24 within the State of Texas. The primary focus of CAPCOG is to serve as advocate, planner, and coordinator of initiatives that, when undertaken on a regional basis, can be more effective and efficient. These include emergency services, elderly assistance, law enforcement training, criminal justice planning, solid waste reduction, infrastructure development, and housing and economic development.

3.2.2 ORGANIZATION

The CAMPO organization chart shown here reveals two primary operating arms of the agency: Modeling/GIS and Environmental Planning and Capital.



Source: http://www.campotexas.org/pdfs/CAMPO_OrgChart10-11.pdf. 2012.

3.2.3 POPULATION

Between 1980 and 2000, the population of the five-county region increased by 114% from 585,000 to 1,252,000. Much of the new population was accommodated in low-density,





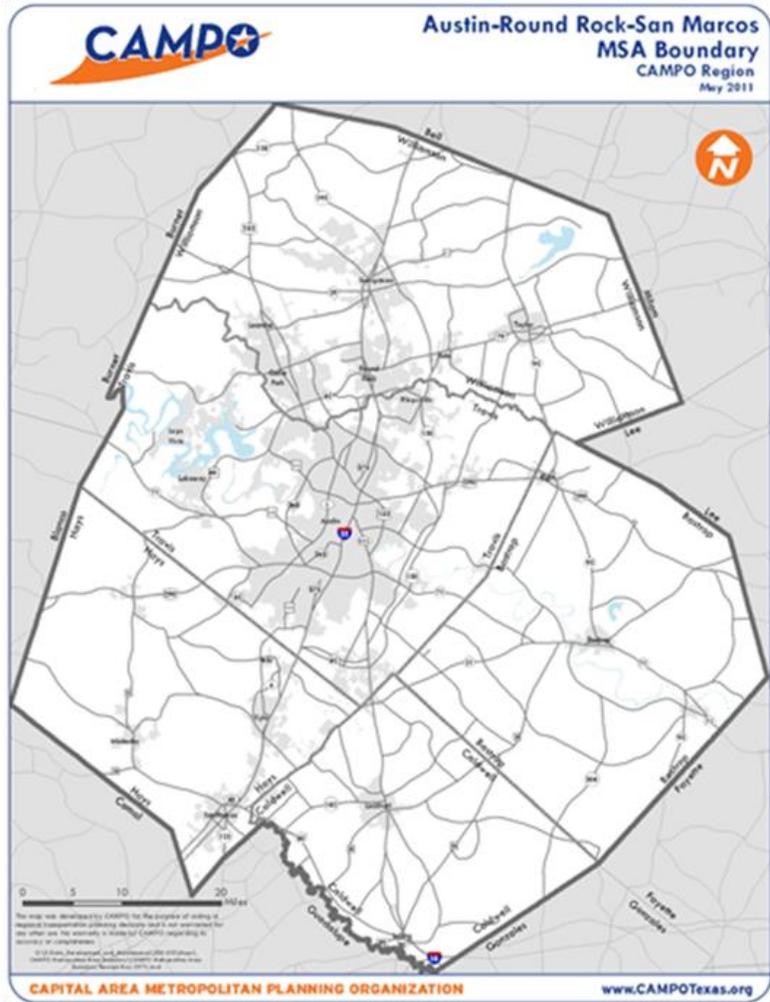
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single-family developments on the fringe of the existing urban area. By 2010, the region's population exceeded 1,170,000.

3.2.4 METROPOLITAN PLANNING AREA

The CAMPO MPA (shown below) encompasses 38,130 square miles in the State of Texas.

Central Area Metropolitan Planning Association (CAMPO) Metropolitan Planning Area (MPA)



Source: Capital Area Metropolitan Planning Organization (CAMPO) Web Site.

3.3 CENTRAL YAVAPAI MPO

The Central Yavapai Metropolitan Planning Organization (CYMPO) is located within the Prescott Urbanized Area is located in central Arizona in the central basin area of Yavapai





County, which is about the same size as the State of New Jersey and much larger than each of the states of Connecticut, Delaware, and Rhode Island.

3.3.1 BACKGROUND

The Central Yavapai Metropolitan Planning Organization (CYMPO), a partnership of Chino Valley, City of Prescott, Dewey-Humboldt, Prescott Valley, Yavapai County and the Arizona Department of Transportation, was established in June 2003 by federal mandate when the region achieved a population of 50,000. Its purpose is to cooperatively plan the transportation future of the Central Yavapai region that falls within the 401.46 square miles of the MPO Planning Boundary.

3.3.2 ORGANIZATION

EXECUTIVE BOARD

The member agencies of the Central Yavapai Metropolitan Planning Organization are represented on the CYMPO Executive Board by elected officials.

The positions of Chair, Vice-Chair, and Secretary-Treasurer are rotated between City of Prescott, Prescott Valley, Town of Chino Valley, Town of Dewey-Humboldt and Yavapai County on a yearly basis.

In addition to the five jurisdictions an ADOT State Transportation Board Representative is a voting member of the CYMPO Executive Board.

TECHNICAL ADVISORY COMMITTEES

MULTIMODAL TECHNICAL ADVISORY COMMITTEE (M-TAC)

The member agencies of the Central Yavapai Metropolitan Planning Organization are represented on the Multimodal Technical Advisory Committee by their technical staff.

The positions of Chair and Vice-Chair are rotated between Chino Valley, City of Prescott, Prescott Valley, Dewey-Humboldt, and Yavapai County on a yearly basis. In addition to the four jurisdictions, ADOT Prescott District Office and Transportation Planning Division are voting members of the M-TAC, as is the U.S.D.A. Forest Service.

TRANSIT TECHNICAL ADVISORY COMMITTEE (T-TAC)

Voting members of the T-TAC are representatives of the City of Prescott, the Town of Prescott Valley and Yavapai County. In addition to these three jurisdictions, ADOT's Public Transportation Division representative is a voting member as well. The positions of Chair and Vice-Chair are rotated between the City of Prescott, Town of Prescott Valley and Yavapai County on a yearly basis.

3.3.3 POPULATION

The Central Yavapai Region has grown rapidly at an average estimated rate of four percent per year from 2000 to 2004. The Region's population in 2004 was about 117,700.

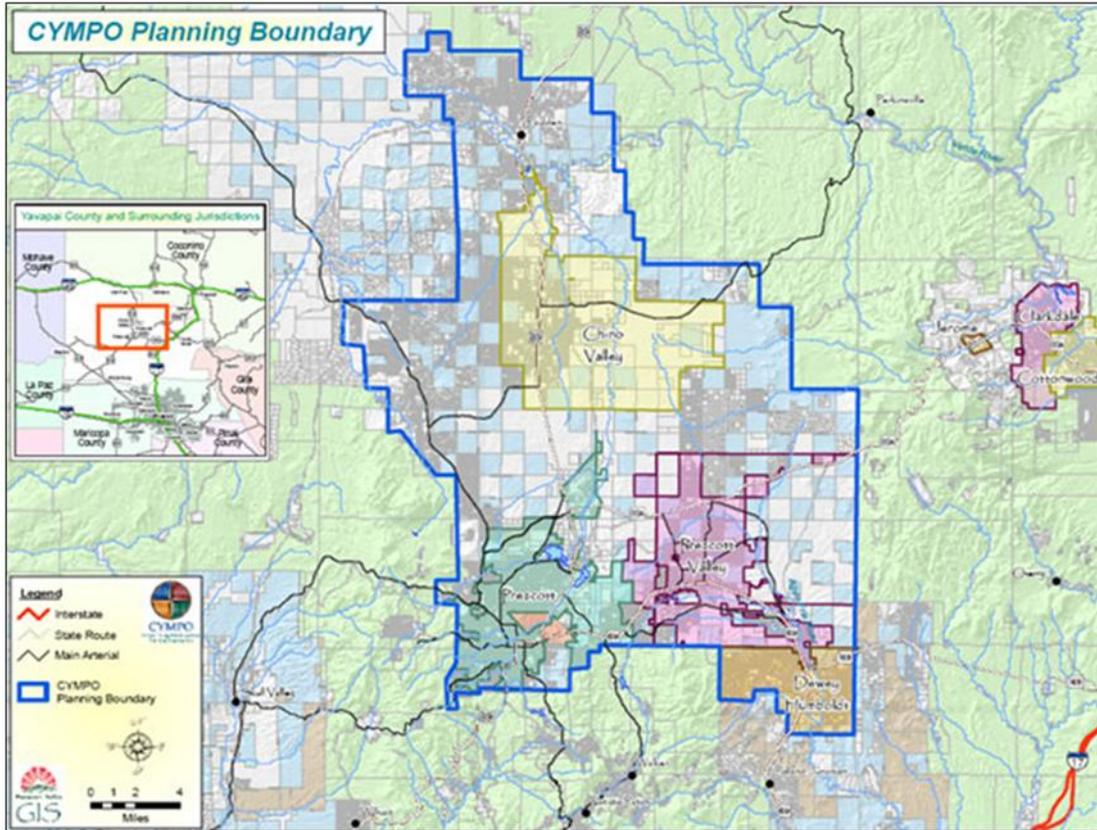




3.3.4 METROPOLITAN PLANNING AREA

Yavapai County totals approximately 8,125 square miles. Of the 8,125 square miles in Yavapai County, approximately 401 square miles are encompassed within the CYMPO MPA.

Central Yavapai Metropolitan Planning Organization (CYMPO) Metropolitan Planning Area (MPA)



Source: Central Yavapai Metropolitan Planning Organization (CYMPO) Web Site.

3.4 REGIONAL TRANSPORTATION COMMISSION OF SOUTH NEVADA

The Regional Transportation Commission of South Nevada (RTC) is transportation-planning agency for Southern Nevada. The RTC also is the local transit authority for Southern Nevada.





3.4.1 BACKGROUND

The Regional Transportation Commission of Southern Nevada (RTC) is a regional transportation planning entity. The RTC is both the transit authority and the transportation-planning agency for Southern Nevada.

The regional government agency was created in 1965 by State Statute. Sixteen years later, in 1981, the RTC was named the Metropolitan Planning Organization (MPO) for Southern Nevada. As the region’s MPO, the agency is responsible to state and federal governments for maintaining a continuing, cooperative, and comprehensive (3-C) transportation planning process ensuring that transit plans and programs involve public input and recommendations and conform to approved air quality standards.

As the MPO, the RTC oversees the federally mandated transportation planning process for Southern Nevada and plans the Valley’s roadways and transit infrastructure to accommodate the demands of the region’s current population in addition to that of 50 years from now. Included in the MPO planning process are projects that require state and federal funding. Additionally, the RTC manages the distribution of funds from: the Federal Transit Administration (FTA); the Federal Highway Trust Fund; the County Option Motor Vehicle Fuel Tax for regional, street, and highway construction; and, the County sales tax designated for transportation.

3.4.2 ORGANIZATION

Membership is set by State statute and consists of two members from the Board of Clark County Commissioners, two members from the city council of the largest incorporated city and one member from the city council of every other incorporated city in the county. The Director of the Nevada Department of Transportation serves as an ex-officio member. Day-to-day operations are the responsibility of the General Manager who oversees an agency responsible for street and highway planning and funding, freeway and arterial development programs, traffic management, and public transportation.

3.4.3 POPULATION

With approximately 2.3 million people living in Southern Nevada and another 39 million tourists visiting the area annually, the RTC is focused on keeping up with increasing demands on the local transportation system and infrastructure.

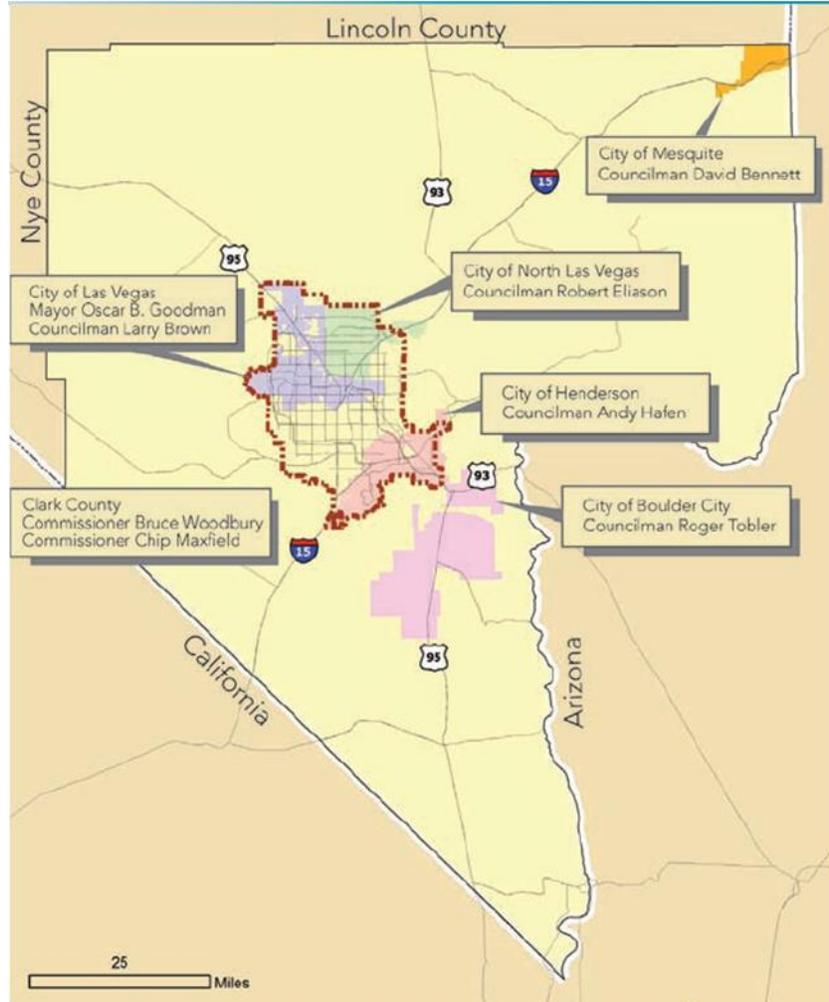
3.4.4 METROPOLITAN PLANNING AREA

The RTC MPA (shown on the following page) includes all of Clark County and five communities with the county, encompassing an area of approximately 8,091 square miles.





Regional Transportation Commission of South Nevada (RTC) Metropolitan Planning Area (MPA)



Source: Regional Transportation Commission of South Nevada (RTC) Web site.

3.5 ASSOCIATION OF MONTEREY BAY AREA GOVERNMENTS

The Association of Monterey Bay Area Governments (AMBAG) serves as both a federally-designated MPO and Council of Governments (COG).

3.5.1 BACKGROUND

The Association of Monterey Bay Area Governments (AMBAG) was organized in 1968 for the purpose of regional collaboration and problem solving, as it is often referred to, was formed by a Joint Powers Authority (JPA) governed by a twenty-four member Board of Directors comprised of elected officials from each City and County within the region. The





AMBAG region includes Monterey, San Benito and Santa Cruz counties. Membership and participation is voluntary. AMBAG performs metropolitan level transportation planning on behalf of the region. Among its many duties, AMBAG manages the region’s transportation demand model and prepares regional housing, population and employment forecast that are utilized in a variety of regional plans.

Membership and participation in AMBAG is voluntary on the part of its members. Funding is primarily from state and federal transportation funds and grants as well as other project specific grants. A small, but critical component of AMBAG funding is derived from annual member dues. The AMBAG Board annually adopts a Strategic Plan. This Plan establishes program and budget priorities for the coming year.

3.5.2 ORGANIZATION

AMBAG's Board of Directors is composed of locally elected officials appointed by their respective city council or board of supervisors. Each member city has one representative on the Board, while each member county has two. Regional Analysis and Planning Services (RAPS), Inc., is the 501 c 3 non-profit arm of the AMBAG. RAP, Inc. is governed by a Board of Directors comprised of four AMBAG Executive Committee members and three public at-large representatives—one from each County. RAPS, Inc. annually holds a regional economic forum and a Community Planning Forum.

The organization chart shown on the following page reveals four primary operating units: Administration, Finance, Human Resources, & Budget; Planning; Modeling (in support of transportation planning), and Energy Watch.

3.5.3 POPULATION

The AMBAG Region has a reported 2010 population of approximately 733,000, representing a 3.1 percent increase from the 2000 Census. Monterey County accounts for approximately 57 percent of the AMBAG Region’s population.

3.5.4 METROPOLITAN PLANNING AREA

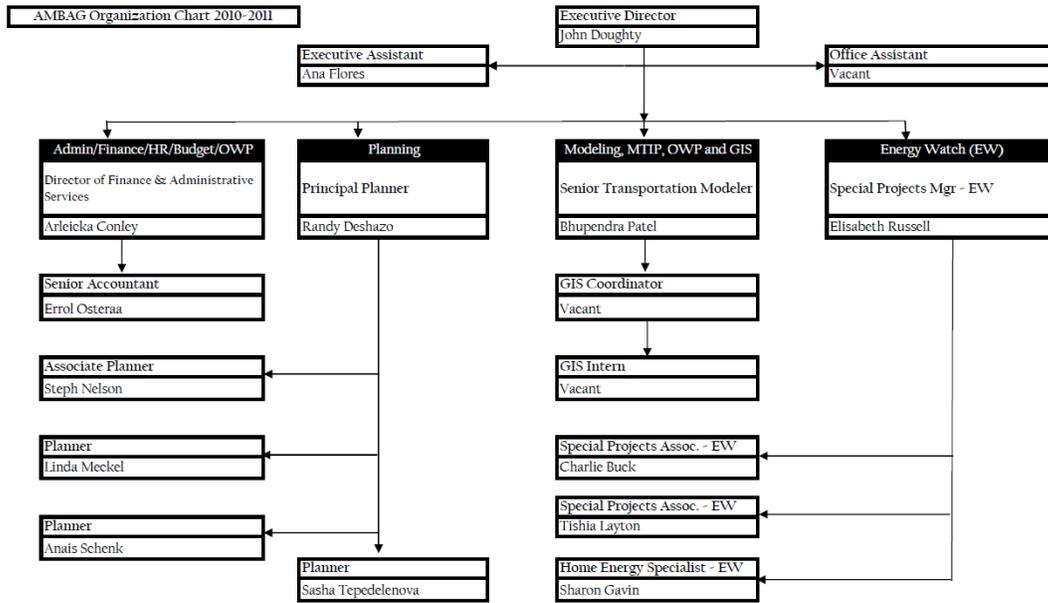
The AMBAG Region’s MPA (shown on the following page) includes Monterey, San Benito and Santa Cruz counties, encompassing an area of approximately 5,156 square miles. Monterey County accounts for approximately 64 percent of the AMBAG MPA.





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Association of Monterey Bay Area Governments (AMBAG) Organization Chart



Association Of Monterey Bay Area Governments (AMBAG) Metropolitan Planning Area (MPA)



Source: Association of Monterey Bay Area Governments (AMBAG).





3.6 SUMMARY

The following table summarizes some key characteristics of the five MPOs reviewed.

Characteristic	Metropolitan Planning Organization				
	SCAG	CAMPO	CYMPO	RTC of South Nevada	AMBAG
Established/ Organized	1975	1973	2003	1965/1981	1968
Population	18 million	3 million	120,000	2.5 million	730,000
Governing Body	Regional Council of 83 members	Board of Regional and Local officials	3 member Executive Board	4 + 1 from every incorporated city	24 member Board of Directors
Composition	6 counties, 191 cities and 5 CTCs	5 Counties and all the local jurisdictions therein	5 jurisdictions	Clark County and all the incorporated cities therein	3 Counties and all the local jurisdictions therein
Additional Responsibilities	MPO	MPO	MPO	MPO and Transit Authority	MPO and COG

Prepared by Wilson & Company, April, 2012.

3.7 OTHER AVAILABLE MPO CASE STUDIES

- Bowling Green/Warren County MPO, KY
- Dalton Whitfield MPO, GA
- Dixie MPO, UT
- Flagstaff MPO, AZ (ADOT)
- Kootenai County MPO, ID
- Lake Sumter MPO, FL
- MAG LRTP Development 2002-2004 at http://www.transportationforcommunities.com/case_study/4/lrtp#lrtp

3.8 RELEVANT SOURCES OF ADDITIONAL INFORMATION

- Rapidly Urbanizing/Overview, FHWA; Summary of Notable Practices by Planning Area: Strategy, Policy, Process, and Technical with Findings at <http://www.fhwa.dot.gov/planning/metro/rapurbov.htm> (Includes six MPO Case Studies)
- 2005 Profiles of Metropolitan Planning Organizations, Association of Metropolitan Planning Organizations, April 2006; Information about the jurisdictional parameters, structural composition, Air Quality status, and program activities at http://www.ampo.org/assets/22_ampoprofilesfinal.pdf





CAAG Regional Transportation Plan

- Staffing and Administrative Capacity of Metropolitan Planning Organizations, FHWA, May 2010; Documents how MPOs have structured their organizations and allocated staff resources and include case studies at http://www.cutr.usf.edu/programs/pcm/files/2010-05-Staffing_and_Administrative_Capacity_of_MPOs.pdf





4.0 MPO STRUCTURE AND RESPONSIBILITIES

MPOs vary greatly in terms of capacity and responsibilities. Some MPOs serve populations of less than 200,000, where as some represent millions. MPOs are usually housed within a regional planning council or a city or county government agency, but also may operate as an independent agency. A core function of MPOs is to establish and manage a fair and impartial setting for effective transportation decision making in an urbanized area.

All MPOs have the same basic planning requirements and are required to produce the following:

- Long-Range (20-year) Transportation Plans;
- Short-Range (4-year) Transportation Improvement Programs (TIP);
- Annual statements of planning priorities and activities (generally called a Unified Planning Work Program or UPWP); and
- Public Participation Plans.

The structure of an MPO is generally determined by agreement between relevant local governments and the state.

4.1 INSTITUTIONAL STRUCTURE

MPOs differ greatly in various parts of the country and even within states; there are two broad administrative types:

- Hosted MPOs: Another organization acts as the fiscal agent and holds the power to hire and fire MPO employees
- Independent: MPO acts as its own fiscal agent and only the Director can be hired or fired by the MPO Board.

MPO governance structure may include a variety of committees, as well as a professional staff. Some have large staffs, while others may include only a director and a transportation planner, as is apparent from the organization charts presented in the previous chapter. County governments or Councils of Government (COG) may also function as MPOs.

4.1.1 HOSTED MPOS

Advantages

- Reduced cost of operations
- Financial assistance from the host agency – “Capital Float”
- Shared expertise, greater employee diversification

Disadvantages

- Blurring of responsibilities, identities, and boundaries
- MPO is subject to Host agency rules, budget, and oversight
- Potential interference with MPO policies





- Potential misunderstanding by Host agency of MPO mission

4.1.2 INDEPENDENT MPOS

Advantages

- Political and administrative autonomy
- Clarity of “chain of command,” reduced staff confusion
- Distinct identity with unique and focused mission
- Cleaner finances, eliminates administrative entanglements

Disadvantages

- Trouble with cash flow for operating requirements
- Trouble meeting funding match requirements
- High cost of operation, no economies of scale
- Greater dependence on versatile staff and outside contractors

4.2 POTENTIAL MEMBERSHIP STRUCTURE OF THE LOCAL MPO POLICY BOARD.

A core function of MPOs is to establish and manage a fair and impartial setting for effective transportation decision making in an urbanized area. One of the key elements of an MPO’s organizational structure is the composition and function of the policy board. This policy board serves as the decision-making body of the MPO as well as the primary forum for stakeholder input into the MPO decision-making process. Potential agencies represented on the Policy Board could include:

- Federal Highways Administration
- Arizona Department of Transportation
- County representatives
- Local City/Town Representatives

4.3 TECHNICAL AND STRUCTURAL REQUIREMENTS OF AN MPO

The MPO generally consists of a transportation policy-making and planning body governed by a Board of local elected officials. Adopted bylaws regulate Board composition and voting rights, non-voting membership, and composition of any Advisory Committees. The number of seats is established during the designation process, which proceeds through the Governor’s office. Typical membership includes:

- Municipal elected officials (mayors, council members, or alderman)
- County commissioners (e.g., council member, selectman, or supervisor)
- Other affected local entities (e.g., Tribal Government, Military)
- State DOT officials and Appointees.





4.3.1 BOARD SIZE

There is wide variation in governing Board size; most Boards have nine to 18 members. Intergovernmental politics and demographics may lead some Board seats to be treated differently than others, e.g., a dominant county could have more voting power. Also, an imbalance among member populations is often addressed through seat rotation, allocation of seats, and, although more exception than rule, weighted voting. A dominant member may not be involved in the seat rotation, being designated as a permanent position on the Board.

4.3.2 POLICY COMMITTEE

A “Policy Committee” generally is the top-level, decision-making body of the MPO. Policy Committee members typically are an elected or appointed official of one of the MPO’s constituent local jurisdictions. The Policy Committee, may establish Advisory Committees, such as Technical (most common), Citizens, mode-oriented (e.g., roadway and transit), or issue-oriented (e.g., sustainability),

The accompanying diagram on the following page provides a graphic illustration of a typical MPO membership. The chart following shows a conceptual MPO organize structure.

4.4 RESPONSIBILITIES OF AN MPO

The Policy Committee members have the legal authority to speak and act in the MPO setting on behalf of the jurisdiction he/she is representing. Federal law does not require the MPO Policy Committee members to be representative of the planning area’s population, i.e., the racial, ethnic, gender, etc. mix does not need to reflect the mix of the MPO region. The Policy Committee debates and makes decisions regarding key MPO actions and issues. It plays an active role in key decisions or at important milestones associated with MPO plans and studies, as well as conducting public hearings and meetings. The Policy Committee makes specific recommendations regarding future projects in the region by formally adopting the UPWP, RTP, and TIP.

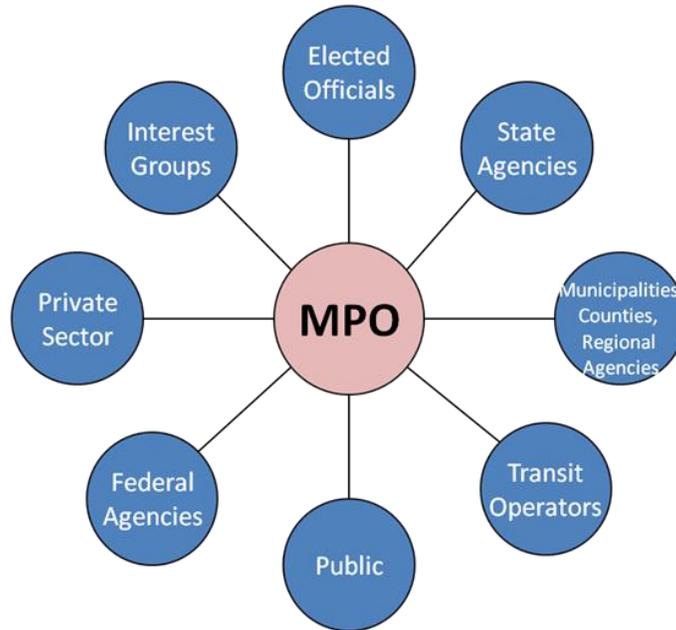
4.4.1 PLAN CREATION

By its actions, the Policy Committee establishes a setting or forum for discussion of regional issues and manages an effective regional decision-making for transportation improvements project within the MPA. It accomplishes this through evaluation of transportation alternatives, considering the size and complexity of MPA and an assessment of transportation needs and issues. The Policy Committee, generally through its staff or an Advisory Committee, develops and updates a fiscally-constrained 20-year (minimum) RTP, which is translated into a fiscally-constrained 4-Year TIP with an Annual Element. These are two important aspects of the regional planning process to assure eligibility for Federal transportation funding:

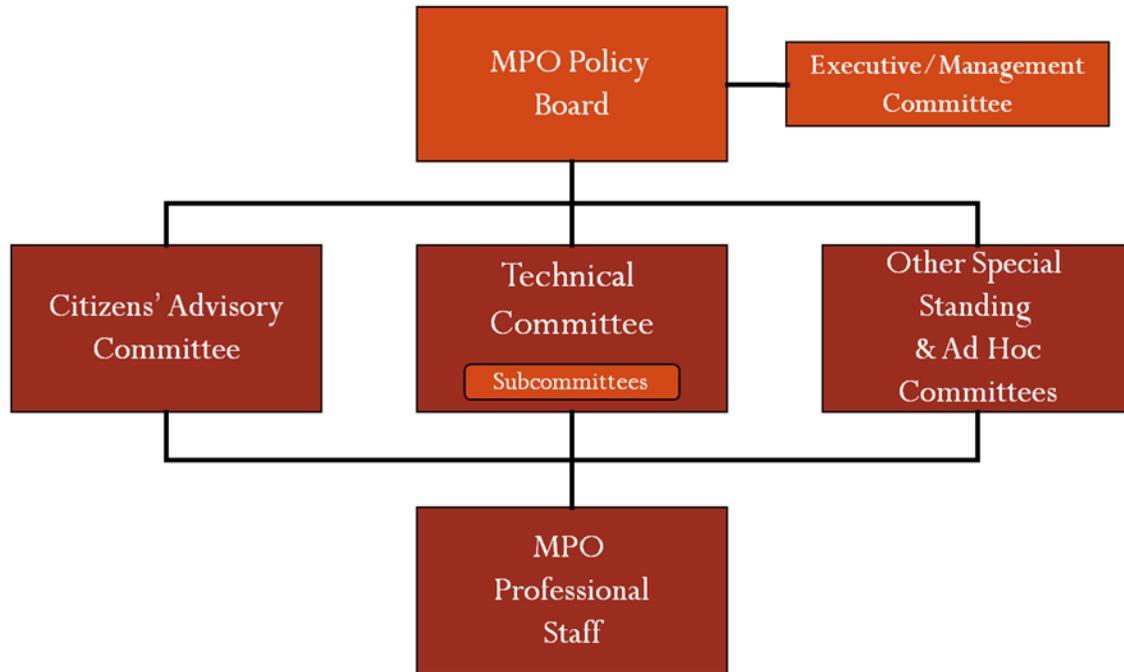




Conceptual MPO Membership



Conceptual MPO Structure





Fiscally-Constrained means –

- The costs to implement adopted plans and programs cannot exceed funding/revenues reasonably expected or projected to be available through the planning horizon
- Requires an understanding of funding/revenue streams
- Requires prioritization of investment needs
- Requires an assessment across all travel modes, i.e., decisions and priorities for a “multimodal” transportation system

Annual Element means –

- First year of the TIP, includes transportation improvement projects proposed for implementation in the current year
- Represents projects for which funding is expected to be secured and disbursed
- Submitted to the U.S. Department of Transportation as part of the Federal planning process to qualify for Federal funds

Thus, to be eligible for Federal funds, projects must be included in the adopted RTP and TIP. The process followed by the Policy Committee also must assure active involvement of the general public and all significantly affected sub-groups. It is the responsibility of the MPO’s Policy Committee to protect air quality

4.4.2 SPECIAL TECHNICAL RESPONSIBILITIES

Additional requirements associated with MPO regional planning functions area spelled out in SAFETEA-LU. The MPO Policy Committee must consider projects and strategies to:

- Protect and enhance the environment
- Promote energy conservation
- Improve quality of life
- Promote consistency between transportation improvements and state and local planned growth and development patterns.

To accomplish these requirements, the MPO, through its staff or a special Advisory Committee, must develop and maintain a regional travel demand model to support analysis of the performance of the transportation network of services. This modeling requirement is especially critical with respect to air quality, if the area has been designated as non-attainment.

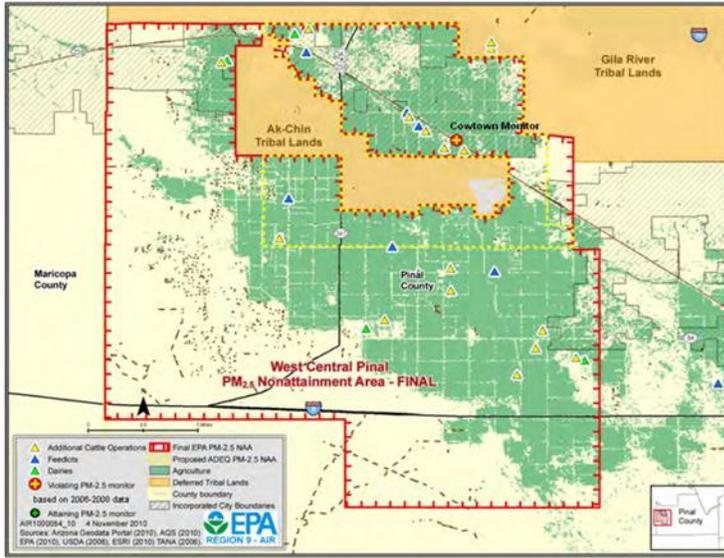
If the planning area is a designated air quality non-attainment or maintenance area, then the MPO must act to protect air quality. Transportation plans, programs, and projects must conform to the relevant air quality plan, which is the State Implementation Plan (SIP) approved by the U.S. Environmental Protection Agency (USEPA). A process referred to as Conformity Analysis is conducted to determine and established that plans, programs, and projects conform to the SIP. The two graphics on the following page show that portions of Pinal County have been designated as non-attainment.





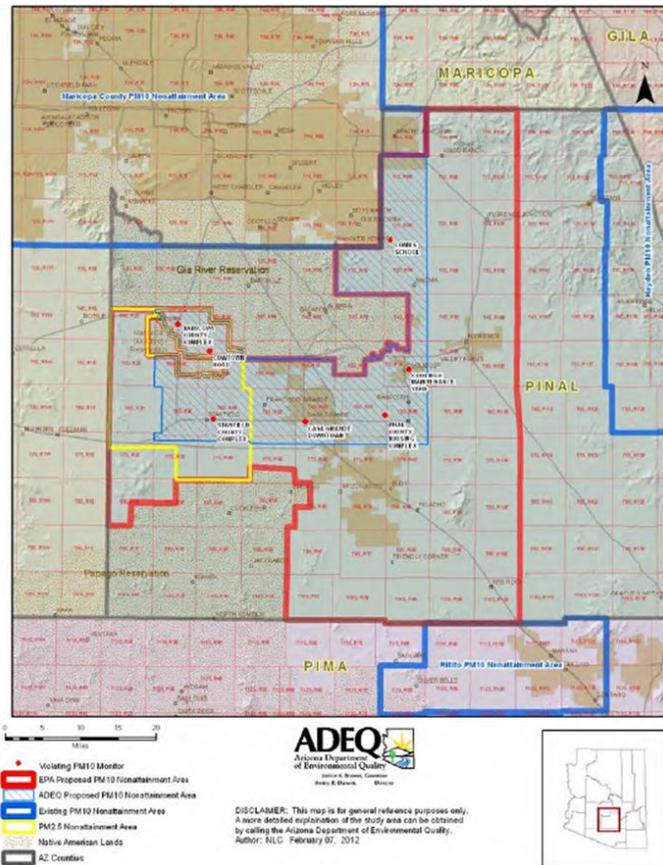
CAAG Regional Transportation Plan

MPO STRUCTURE & RESPONSIBILITIES



PM-2.5 Nonattainment Area

PM-10 Nonattainment Area





4.4.3 TRAVEL DEMAND MODELING

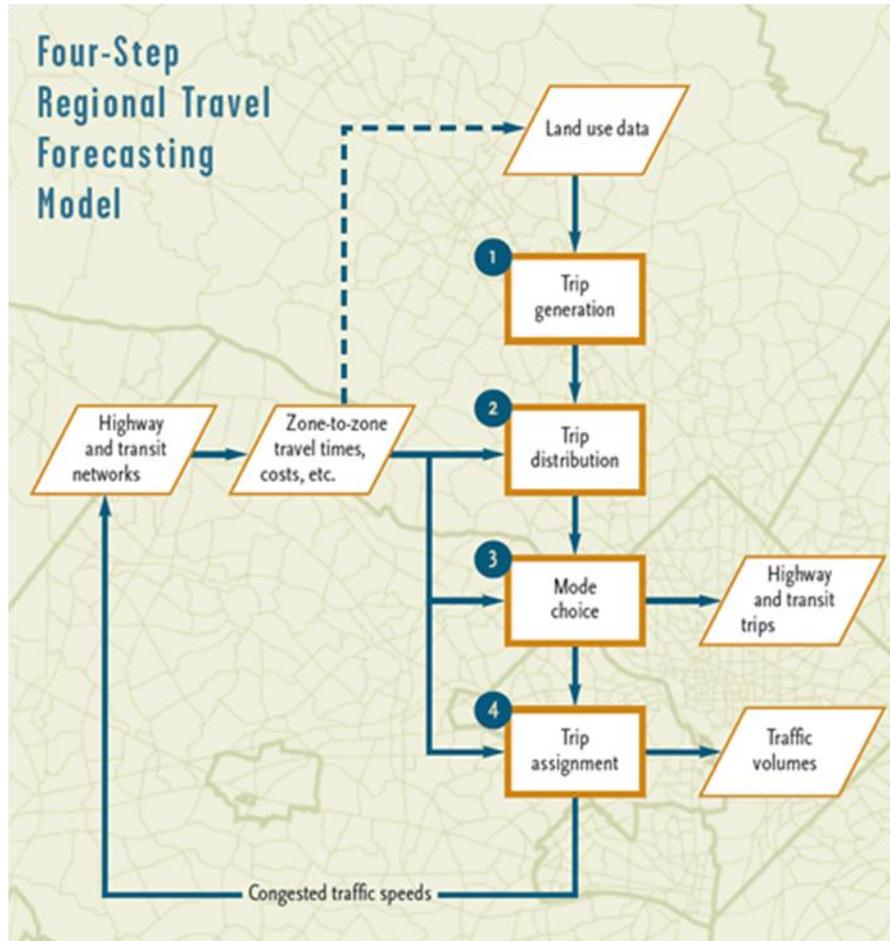
Regional travel demand modeling involves development of a base-year regional transportation model and network of transportation facilities. Future-year networks are defined based on proposed enhanced or new transportation facility improvements. Current and projected population and employment data, identified for specific Transportation Analysis Zones (TAZs), are used to estimate travel demand on the Base-Year Model Network and the Future-Year Model Network.

Once the regional travel demand model is developed and calibrated to the region's travel network, the model must be maintained with additions and deletions, as may be appropriate, as the region's network of transportation facilities evolves. The model also must be coordinated with the modeling activities of other contiguous or closely proximate MPOs. The conceptual travel demand modeling process shown below reflect the latest structure for regional travel demand modeling under development by the ADOT for purposes of assuring a consistent analysis of travel demand and reliable analysis of conformity with the SIP.





Conceptual Travel Demand Modeling Process







APPENDIX A

Legislative Authority

23 USC 134(b)

(b) DESIGNATION OF METROPOLITAN PLANNING ORGANIZATIONS.—

(1) IN GENERAL — To carry out the transportation planning process required by this section, a metropolitan planning organization shall be designated for each urbanized area with a population of more than 50,000 individuals—

(A) by agreement between the Governor and units of general purpose local government that together represent at least 75 percent of the affected population (including the central city or cities as defined by the Bureau of the Census); or

(B) in accordance with procedures established by applicable State or local law.

(2) STRUCTURE — Each policy board of a metropolitan planning organization that serves an area designated as a transportation management area, when designated or redesignated under this subsection, shall consist of—

(A) local elected officials;

(B) officials of public agencies that administer or operate major modes of transportation in the metropolitan area (including all transportation agencies included in the metropolitan planning organization as of June 1, 1991); and

(C) appropriate State officials.

(3) LIMITATION ON STATUTORY CONSTRUCTION — Nothing in this subsection shall be construed to interfere with the authority, under any State law in effect on the date of the enactment of this section, of a public agency with multimodal transportation responsibilities to—

(A) develop plans and programs for adoption by a metropolitan planning organization; and

(B) develop long-range capital plans, coordinate transit services and projects, and carry out other activities pursuant to State law.

(4) CONTINUING DESIGNATION — A designation of a metropolitan planning organization under this subsection or any other provision of law shall remain in effect until the metropolitan planning organization is redesignated under paragraph

(5) REDESIGNATION —

(A) PROCEDURES — A metropolitan planning organization may be redesignated by agreement between the Governor and units of general purpose local government that together represent at least 75 percent of the affected population (including the central city or cities as defined by the Bureau of the Census) as appropriate to carry out this section.



(B) CERTAIN REQUESTS TO REDESIGNATE — A metropolitan planning organization shall be redesignated upon request of a unit or units of general purpose local government representing at least 25 percent of the affected population (including the central city or cities as defined by the Bureau of the Census) in any urbanized area (i) whose population is more than 5,000,000 but less than 10,000,000, or (ii) which is an extreme nonattainment area for ozone or carbon monoxide as defined under the Clean Air Act. Such redesignation shall be accomplished using procedures established by subparagraph (A).

(6) DESIGNATION OF MORE THAN 1 METROPOLITAN PLANNING ORGANIZATION — More than 1 metropolitan planning organization may be designated within an existing metropolitan planning area only if the Governor and the existing metropolitan planning organization determine that the size and complexity of the existing metropolitan planning area make designation of more than 1 metropolitan planning organization for the area appropriate.

49 USC 5303(c)).

(c) General Requirements —

(1) Development of long-range plans and tips — To accomplish the objectives in subsection (a), metropolitan planning organizations designated under subsection (d), in cooperation with the State and public transportation operators, shall develop long-range transportation plans and transportation improvement programs for metropolitan planning areas of the State.

(2) Contents — The plans and TIPs for each metropolitan area shall provide for the development and integrated management and operation of transportation systems and facilities (including accessible pedestrian walkways and bicycle transportation facilities) that will function as an intermodal transportation system for the metropolitan planning area and as an integral part of an intermodal transportation system for the State and the United States.

(3) Process of development — The process for developing the plans and TIPs shall provide for consideration of all modes of transportation and shall be continuing, cooperative, and comprehensive to the degree appropriate, based on the complexity of the transportation problems to be addressed.