

FHWA Urbanized Area Adjustments to District 1 / CMAP Region - Summary

Background

Per FHWA requirements, the Illinois Department of Transportation is required to submit an updated urbanized area boundary to the FHWA as part of the continual process of updating and maintaining the state's system of functionally classified roads and highways. The urbanized area boundary is typically updated every ten years after new urbanized area data is provided by the U.S. Census Bureau. Areas that are defined by the U.S. Census Bureau as urban **must** be incorporated into the new urbanized area boundary that is submitted to the FHWA for each urbanized area in the state.

The Illinois Department of Transportation is seeking cooperation with CMAP in approving the updated urbanized area for District 1 and the Chicago Metropolitan Planning Area as shown on the attached exhibit. The proposed new urban limit must be approved by the CMAP Transportation Committee and the CMAP Policy Committee at their upcoming committee meetings before proceeding to the IDOT Central Office and approval by the FHWA.

Proposed Changes

The District 1 / CMAP planning area is currently comprised of three urbanized areas - Chicago, Marengo and Harvard. These urban areas will be slightly expanded to incorporate areas that have been defined as urban by the U.S. Census, areas that are newly incorporated per recent municipal boundaries files, and adjusted to follow roads, streams or other recognizable features on aerial photography per the FHWA's 2013 guidance.

In addition, due to CMAP's metropolitan planning boundary expansion into southeastern Dekalb County, the towns of Plano and Sandwich which are currently defined as their own urban areas will be consolidated into the Chicago urbanized area.

Implications for Federal Aid funding within District 1 and the CMAP Metropolitan Planning Area.

It is anticipated that adjustments to the urban boundary will have a negligible effect on eligibility for federal aid funding. Roads that are currently classified as minor collectors (yellow on IDOT functional classification maps) would become eligible for federal aid funding if they are incorporated into one of the three urban areas within the District 1 / CMAP planning area. This represent a very small amount of additional roadway mileage within District 1.

Additional Resources

- 1) FHWA Frequently Asked Questions (FAQ) regarding urbanized area adjustments (attached)

http://www.fhwa.dot.gov/planning/census_issues/urbanized_areas_and_mpo_tma/faq/page07.cfm

- 2) Highway Functional Classification Concepts, Criteria and Procedures (2013 Edition)

http://www.fhwa.dot.gov/planning/processes/statewide/related/highway_functional_classifications/index.cfm

Attachments:

- 1) Proposed District 1 / CMAP Urbanized Area Boundary Map – December 2013.
- 2) FHWA Frequently Asked Questions (FAQ) regarding urbanized area adjustments.
- 3) CMAP Proposed Metropolitan Planning Boundary (12/7/2012).



Census Issues

Census Urbanized Areas and MPO/TMA Designation

FAQ Topic 7: Making Adjustments to UZA Boundaries and Implications for Federal Transportation Programs

- [What Federal transportation programs are impacted by adjustments to UZA boundaries?](#)
- [I thought the Urban/Rural designations were removed from the highway functional classification system. Is this true?](#)
- [Do I need to adjust the Census-designated UZA boundaries?](#)
- [Can I adjust UZA boundaries to include less area than the Census-designated boundaries?](#)
- [Does the MPA need to contain the entire adjusted UZA?](#)
- [How often can I make adjustments to UZA boundaries?](#)
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- [What impacts do adjustments in UZA boundaries have on Highway Performance Monitoring System \(HPMS\) reporting?](#)
- [What impacts do adjustments in UZA boundaries have on Highway Functional Classification?](#)
- [What impacts do adjustments in urban area boundaries have on Outdoor Advertising Control?](#)
- [How will the 2010 UZAs and UCs impact other data reporting?](#)

What Federal transportation programs are impacted by adjustments to UZA boundaries?

The following FHWA Programs distinguish between urban and rural areas:

- **Highway Functional Classification:** The highway functional classification system distinguishes both by type of roadway facility and whether the facility is located in an urban or rural area. A specific type of roadway facility may have different design criteria depending on whether it is in a rural or urban area, but highway design criteria are not applied strictly according to an urban versus rural boundary designation.
- **HPMS Reporting:** FHWA's [Highway Performance Monitoring System](#) (HPMS) requests States to report annual highway statistics (i.e., lane and centerline miles, VMT) by highway functional classification, including urban versus rural. Several tables in FHWA's annual [Highway Statistics](#) Report also summarize information by urban versus rural classifications.
- **Distribution of Surface Transportation Program (STP) Funds:** 23 USC 133(d)(3)(B) guarantees that a minimum of 110% of the amount of funds apportioned to the State in FY 1991 for the Federal-aid secondary system must be spent in rural areas. A rural area is defined as any area of the State that is outside of the Adjusted UZA (sometimes called the Federal-Aid Urban Area - FAUA) boundaries. This provision only affects where funds may be spent within a State, not how much money the State receives.
- **STP Apportionment Formula:** 23 USC 104(b)(3) includes, as part of the apportionment formula for STP funding, lane-miles and VMT on Federal-Aid highways within the state. Federal-Aid highways include all highway functional classifications except local roads and rural minor collectors. Expanding the boundary of urban areas within the state may change some rural minor collectors to urban collectors, making them eligible as Federal-Aid highways. However, the impact on apportionment of federal aid funding is insignificant.

- **Control of Outdoor Advertising:** The Outdoor Advertising Control Program (23 USC 131) uses the UZA definition in 23 USC 101(a)(36) to specify the boundary between locations where signage can be placed beyond 660 feet and be intended to be read from the highway. For further information concerning outdoor advertising control, contact Mary Jane Daluge, FHWA Office of Real Estate Services (MaryJane.Daluge@dot.gov).

I thought the Urban/Rural designations were removed from the highway functional classification system. Is this true?

No. Urban/rural designations are still critical elements of highway functional classification. What you are referring to are the functional classification data codes used in the new Highway Performance Monitoring System (HPMS) which have been normalized so that they only have one meaning (i.e., they indicate the functional classification of the roadway). A separate "urban/rural" field in HPMS delineates between Urban and Rural. When these two fields are combined, urban and rural functional classifications can be derived as they were in the past. For functional classification guidance see the FHWA Functional Classification Guidebook at http://www.fhwa.dot.gov/planning/processes/statewide/related/highway_functional_classifications/.

Do I need to adjust the Census-designated UZA boundaries?

No. Federal transportation legislation allows adjustments to the Census-designated UZA boundaries (Adjusted UZAs); however, there is no Federal requirement to do so. States and MPOs may choose to use the Census-designated UZA boundaries without adjustment.

Adjustments to UZA boundaries had significant funding implications when Federal-Aid highway funding included separate apportionments for Federal-Aid Urban and Federal-Aid Rural Systems. These funding classifications were eliminated in 1992 under the Intermodal Surface Transportation Efficiency Act (ISTEA).

Currently, the Federal requirements for urban versus rural classifications are limited mostly to highway statistical reporting, highway functional classification, and regulation of outdoor advertising. These requirements are described [above](#). However, a number of States have included urban versus rural classifications in their intra-State apportionment formulae. These State requirements should be reviewed before deciding whether or not to adjust the Census-defined UZA boundaries.

Can I adjust UZA boundaries to include less area than the Census-designated boundaries?

No. Federal transportation legislation specifically requires that any adjustments to UZA boundaries must include, at a minimum the entire UZA designated by the Census Bureau.

Does the MPA need to contain the entire adjusted UZA?

No. The MPA must contain the Census Bureau-defined UZA, not the adjusted UZA. However, Federal law requires that the entire UZA be included within the MPA as well as the contiguous area expected to be urbanized in the next 20 years (23 CFR 450.312.). Therefore, it is most likely that the MPA would need to include the entire adjusted UZA.

How often can I make adjustments to UZA boundaries?

Although there is no specific FHWA policy on how often UZA boundaries can be adjusted, States are strongly encouraged to make such adjustments as infrequently as possible and only when deemed absolutely necessary. Maps showing proposed adjustments to UZA boundaries must be submitted to FHWA for approval accompanied by approval letters from the MPO(s) and Governor(s) (or Governor's designee).

Please talk to your [FHWA Division Planner](#) to determine the best method for submitting the revised boundary map. Some Divisions can accept a Geographic Information Systems (GIS) .shp file, but others may require a paper map or .pdf file.

What is the process for preparing and submitting adjusted UZA boundaries?

The determination of adjusted UZA boundaries is a State and local decision that should be made cooperatively between local MPO representatives, the State(s) Governor(s) (or Governor's designee) and any adjacent MPOs. All boundary adjustments must be approved by the Governor(s) (or Governor's designee) and FHWA Division Office(s), and are subject to the approval of the Secretary of Transportation (23 USC 101(a)(36) -(37) and 49 USC 5302(a)(16) - (17)). The adjusted UZA boundaries must include the entire UZA boundary identified in the 2010 decennial Census.

Note: Please keep in mind that not all FHWA Division Offices have GIS capabilities; in some instances the State may be required to print hard-copy maps for the Division to review/approve. We stress that the approved (either signed or e-signed) boundaries files and maps must be retained and retrievable as part of the State's and FHWA's system file, until the next adjustment update.

After the boundaries are approved, the State DOT(s) or the FHWA Division Office(s) should provide the boundary files electronically to the FHWA Office of Planning (HEPP-30) for inclusion into the FHWA Office of Planning Executive Geographic Information System ([HEPGIS](#)) database. The preferred submission formats are ArcGIS or TransCAD GIS file formats - the GIS software packages most commonly used by State DOTs and MPOs. E-mail or File Transfer Protocol (FTP) submissions are strongly encouraged. Submitting a CD or DVD via United States Postal Service (USPS) mail is also acceptable. Please contact Supin Yoder (Supin.Yoder@dot.gov) for detailed mailing and FTP submission instructions.

Where can I find our current adjusted UZA boundary?

Adjusted UZA boundaries should be on file with your FHWA Division Office(s). FHWA Headquarters has not previously collected these in a digital format; therefore, HEPGIS does not currently include the current adjusted UZA boundary.

What impacts do adjustments in UZA boundaries have on Highway Performance Monitoring System (HPMS) reporting?

Adjusted UZA boundaries adopted by the State and MPOs should be used for Highway Performance Monitoring System (HPMS) reporting at the earliest time possible (within 2 to 3 years maximum) after the adoption decision.

Any changes to the rural/urban roadway location and functional class that result from adjustments to UZA boundaries should be reported in HPMS Data Items 1 (Functional System Code) and 2 (Rural/Urban Designation) respectively.

The size of urban area is determined based on the latest decennial Census (or special inter-decennial census) designation, not on the population within the Adjusted UZA. Please refer to the [HPMS Field Manual](#), page 4-16 for guidance on reporting Urbanized Area codes for HPMS Data Items 1 and 2.

Please refer to the [HPMS Frequently Asked Questions](#), or contact Joe Hausman, FHWA Office of Highway Policy Information (Joseph.Hausman@dot.gov) for further information on HPMS reporting.

What impacts do adjustments in UZA boundaries have on Highway Functional Classification?

Once the adjustments to UZA boundaries are adopted, highways that are impacted by the new boundaries must be functionally reclassified. The guide on classifying highways is [Highway Functional Classification: Concepts, Criteria and Procedures. Rev. August 2013](#).

Because the anticipated adjustments resulting from the 2010 Census are relatively minor (unlike the national reclassification required in the 1990's by ISTEA), FHWA is not planning any workshops or training in this area. It is the responsibility of the [FHWA Division Offices](#) to approve any changes in the classification of highways. If a State does propose major changes to their principal arterial system, those changes should be submitted to FHWA's Office of Planning for further review prior to Division action.

For further information on Highway Functional Classification, contact: Spencer Stevens, FHWA Office of Planning (Spencer.Stevens@dot.gov).

What impacts do adjustments in urban area boundaries have on Outdoor Advertising Control?

States will continue to use the Census Incorporated Place data to map and control signage as it relates to places of 5,000 or more in population, in the manner defined by 23 CFR 750.153(t) and 750.703(m). For further information concerning outdoor advertising control, contact Mary Jane Daluge, FHWA Office of Real Estate Services (Maryjane.Daluge@dot.gov).

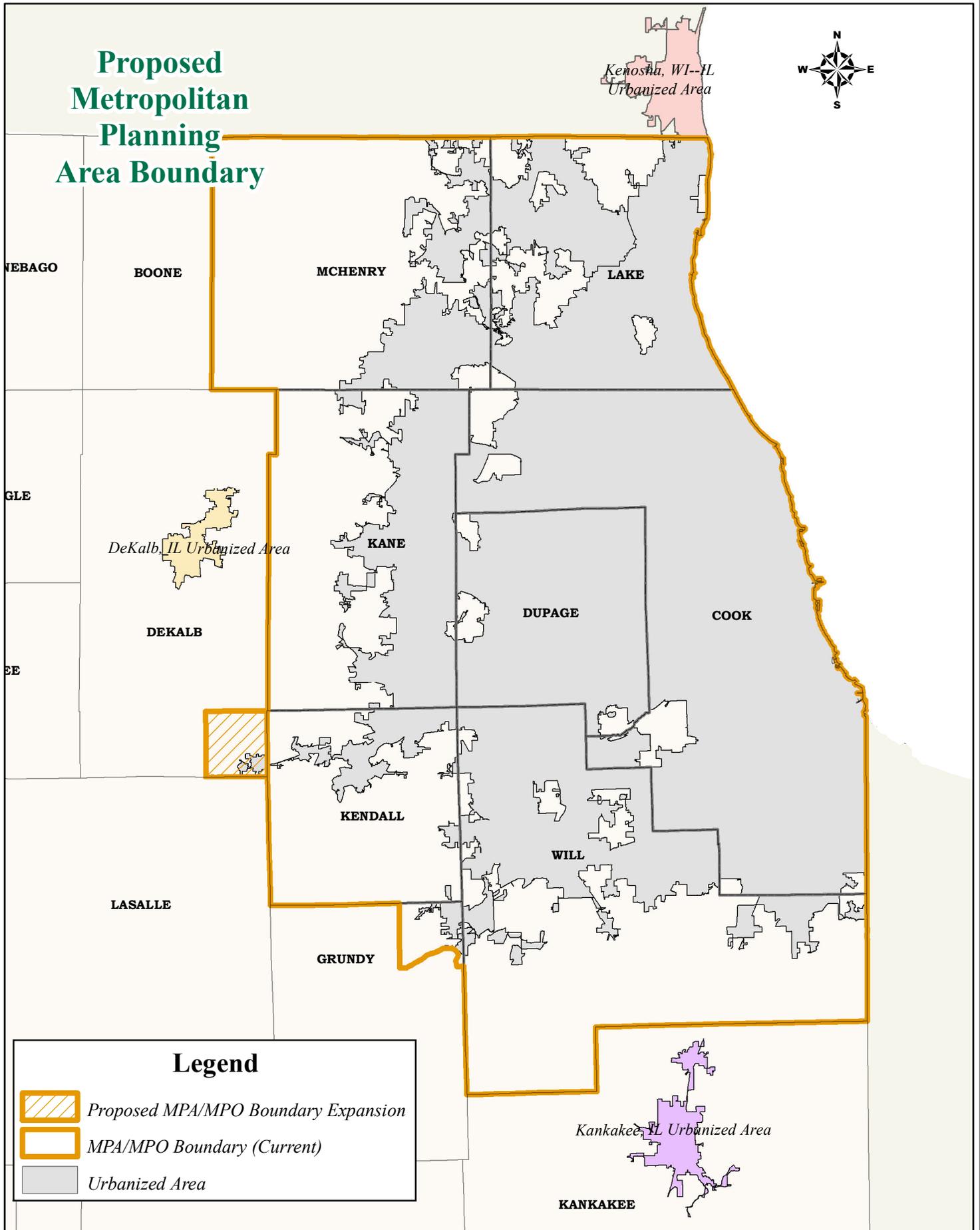
How will the 2010 UZAs and UCs impact other data reporting?

There could be impacts on other data reporting like FHWA's Fiscal Management Information System (FMIS) and National Bridge Inventory (NBI). Please direct your questions to Dale Gray, FHWA Office of Financial Management (Dale.Gray@dot.gov) and Ann Shemaka, FHWA Office of Bridge Technology (Ann.Shemaka@dot.gov), respectively.

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Proposed Metropolitan Planning Area Boundary



Legend

-  Proposed MPA/MPO Boundary Expansion
-  MPA/MPO Boundary (Current)
-  Urbanized Area

