



Integrated Land Use and Transportation Planning – Governance of the Regional Planning Board

regional **planning** board

April, 2006

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Context and approach

Proposed structure and membership

Next steps

RPA SOUGHT TO INTEGRATE LAND USE AND TRANSPORTATION PLANNING

“It is determined and declared by the General Assembly that a streamlined, consolidated regional planning agency is necessary to plan for the most effective public and private investments in the northeastern Illinois region and to better integrate plans for land use and transportation.”

– Illinois General Assembly Public Act 094-0510, August 9, 2005

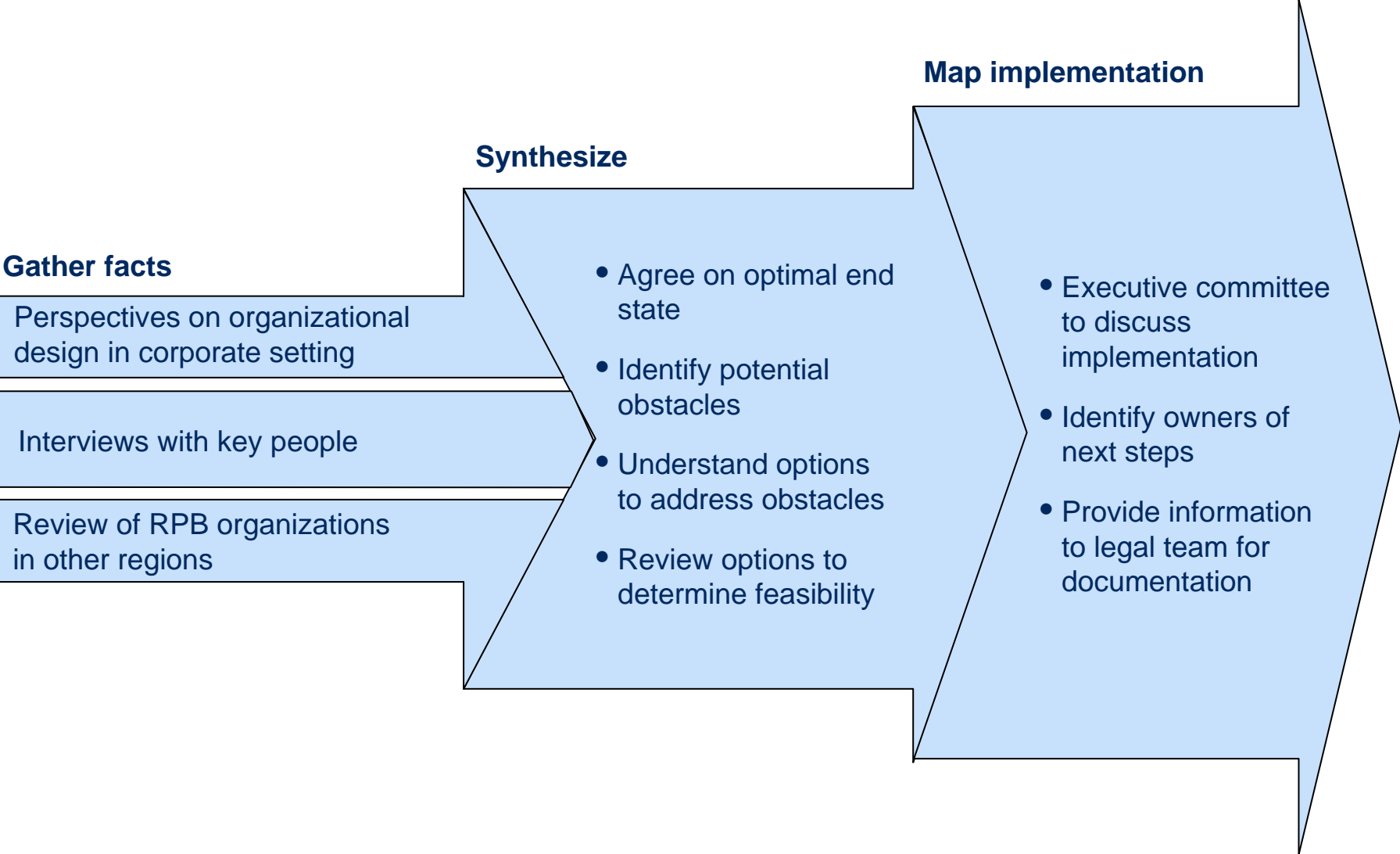


northeastern illinois planning commission



Tasked with drafting an integration approach and timeline

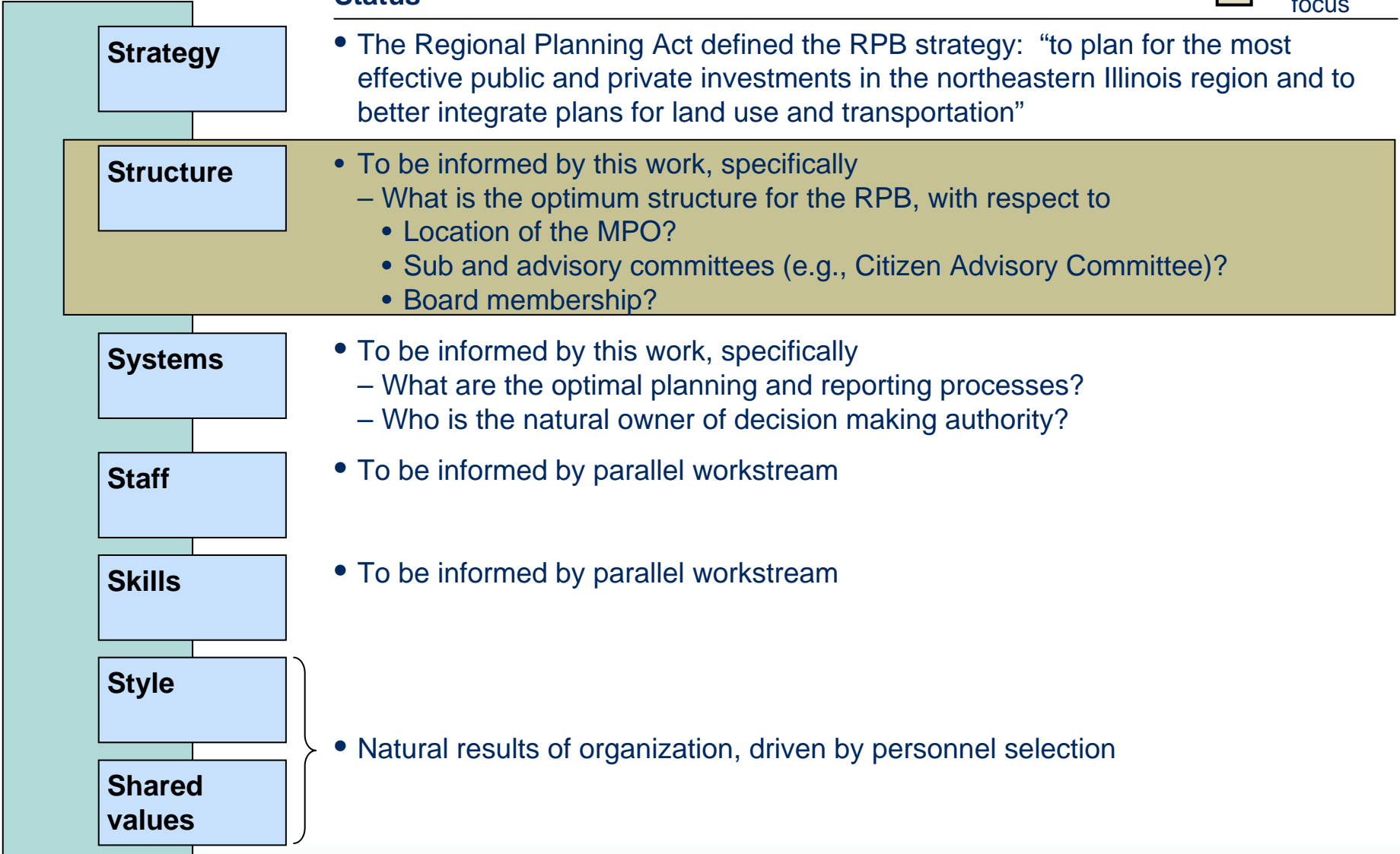
OUR APPROACH TO BOARD INTEGRATION



IN CONSIDERING THE GOVERNANCE, THE STRUCTURE AND SYSTEMS MUST ALIGN WITH STRATEGY

Status

Today's focus



AS WE DISCUSSED LAST TIME, THE STRUCTURE SHOULD ADDRESS 5 KEY ORGANIZATIONAL DESIGN CRITERIA

Organization design criteria

Key success factors

Likely result of failure

The optimal structure for RPB . . .

1 Ensures common objectives

- Single goal-setting body with real authority to effect change
- Structure allows all groups to focus on common goal
- Syndicated mission statement capturing long-term strategic vision
- Strategically aligned incentive systems

- Transportation plans do not coordinate with overall land use vision because different goals are driving each group. Potential for increased traffic congestion and suboptimal local community planning

2 Establishes single, clear decision-making authority

- Each decision has a clear owner
- Simple structure and core processes
- System in place for deciding on best owner for new decisions

- Multiple decision bodies fail to cooperate toward common goals leading to inefficiency at best, ineffectiveness at worst

3 Encourages efficient use of resources

- Clearly defined roles with no overlap on duties
- No redundancies in support functions
- Shared office space and overhead costs

- Excessive spending on potentially sharable services and staff leaves less funds available for planning work

4 Facilitates streamlined processes

- Simple reporting structure and processes
- Logical reporting processes
- Clearly defined decision-making authority

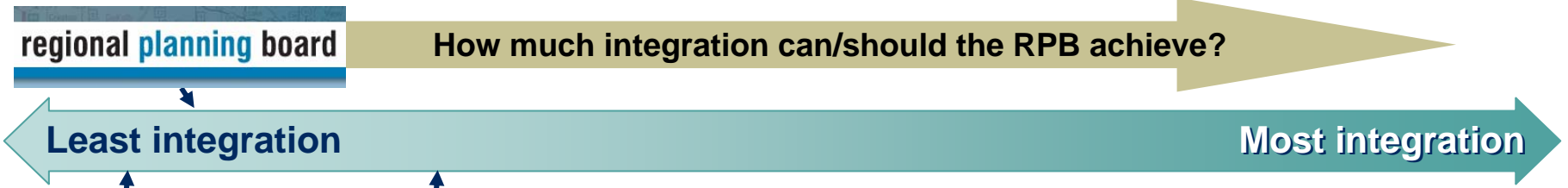
- Slow-moving bureaucratic processes do not allow organization to keep pace with rapidly changing demands of region

5 Integrates across all relevant perspectives

- Cross-functional membership at all levels
- Structure supports common goals to allow aligned metrics, incentives, and accountability
- Transparent task assignments and reporting structure allow flexibility

- Lack of cooperation causes misaligned transportation and land use plans leading to counterproductive spending

IN OUR LAST DISCUSSION, WE SHARED DIFFERENT APPROACHES BY OTHER REGIONS . . .



Least integration

Chicago Area Transportation Study

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Northeastern Illinois (prior to Regional Planning Act)

Metropolitan Washington Council of Governments
Washington, DC

MARC
Mid-America Regional Council

Kansas City

NYMTC

New York City

SANDAG

San Diego, CA

Delaware Valley Regional Planning Commission

Delaware Valley

Metropolitan Council

Minneapolis, MN

METRO
PEOPLE PLACES + OPEN SPACES

Portland, OR

- Transportation Planning Board (TPB) serves as the MPO and as the local RPB transportation advisory committee
- Local RPB does not need to approve TPB decisions

- All have RPB as designated MPO, with slight variations in organizational structure

- Strong state planning act integrates land use planning across the state
- Metro is designated as MPO and has transportation committee which focuses on transportation planning
- Metro Council has final review and approval authority over transportation plans

...AND WE DESCRIBED THE KEY DESIGN LEVERS

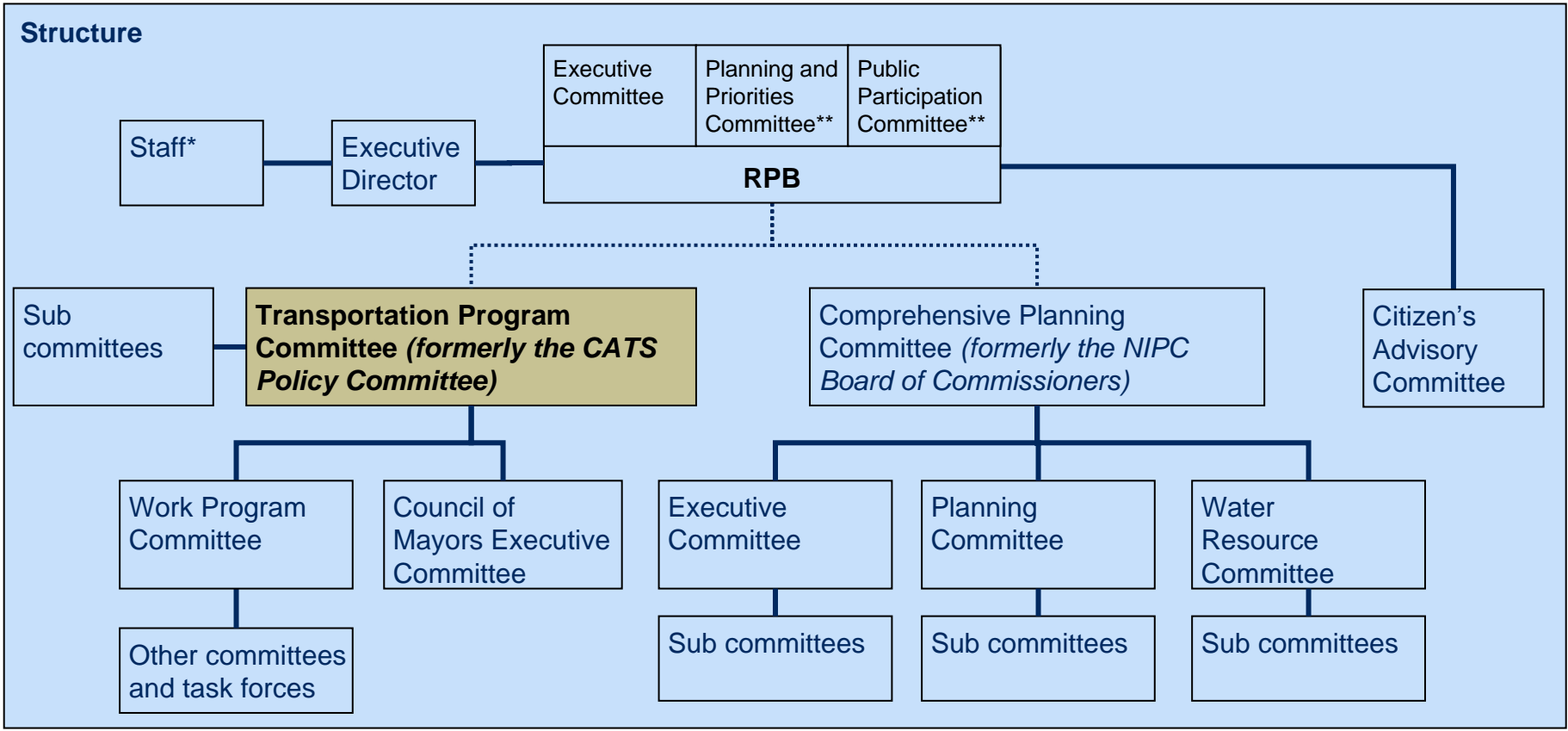
Lever	Options
Size/Composition of RPB	<ul style="list-style-type: none"> • Small: Regional representatives only • Large: Include all MPO required members on RPB • Variable: Expand RPB only for MPO-related transportation decisions
Location of MPO	<ul style="list-style-type: none"> • RPB is the designated MPO • MPO separate from RPB
Role of MPO	<ul style="list-style-type: none"> • Generate options and approve • Approve options generated by RPB staff
Staff of RPB/MPO	<ul style="list-style-type: none"> • Shared staff • Staff dedicated to MPO or RPB

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CONTINUING ON THE CURRENT PATH WILL ACHIEVE MINIMAL INTEGRATION

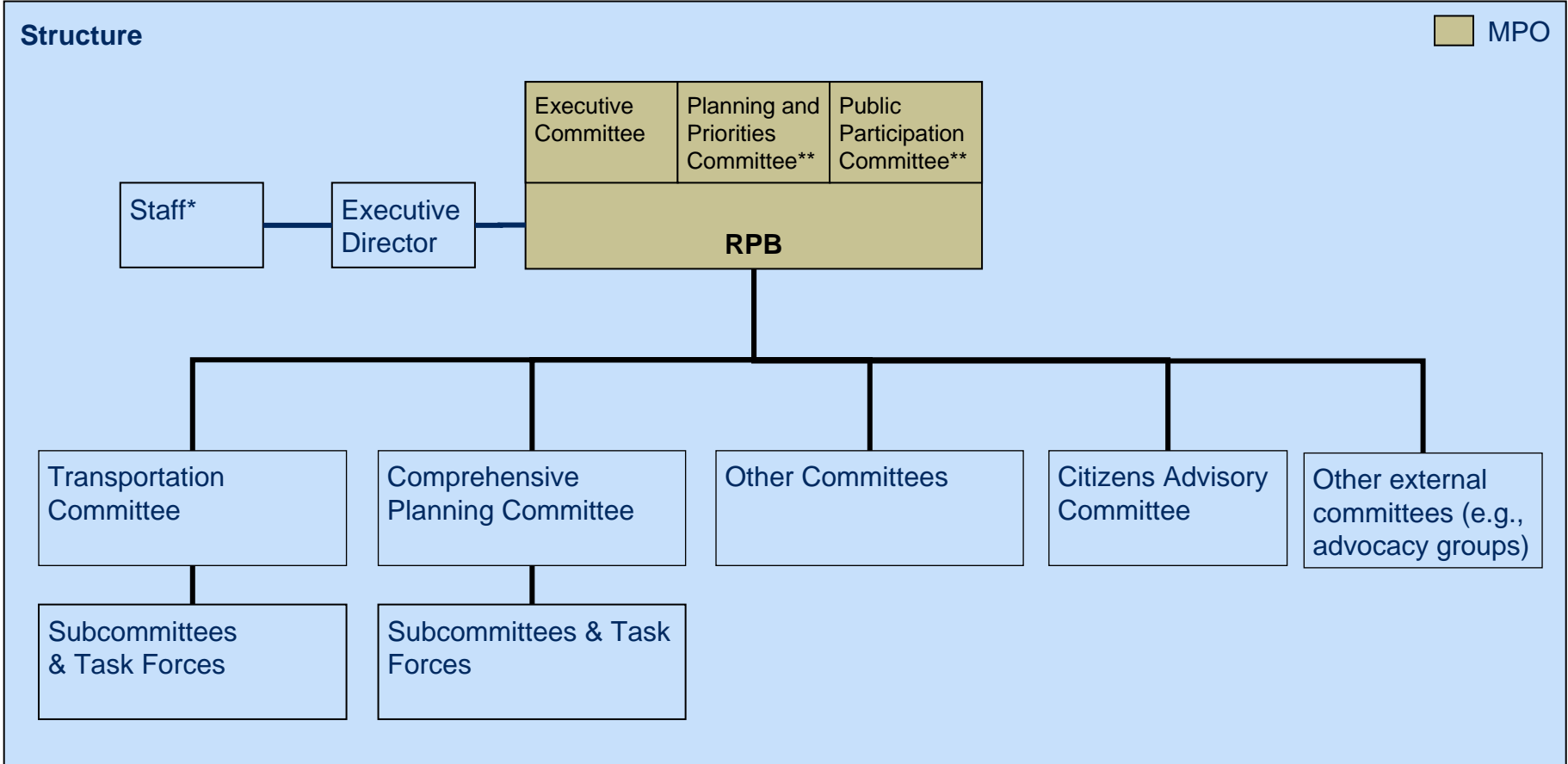


- Systems**
- Separate groups for transportation and land use function fairly independently
 - Transportation Program Committee maintains MPO status giving it final decision making authority on transportation funding
 - Transportation Committee creates and approves Transportation Improvement Plan and Regional Transportation Plan
 - Comprehensive Planning Committee assembles comprehensive and or local land use plans as requested by RPB and local municipalities

* Staff will support all committees and sub committees as determined by the Executive Director

** Transition committee to be phased out when transition is complete; other committees subject to change

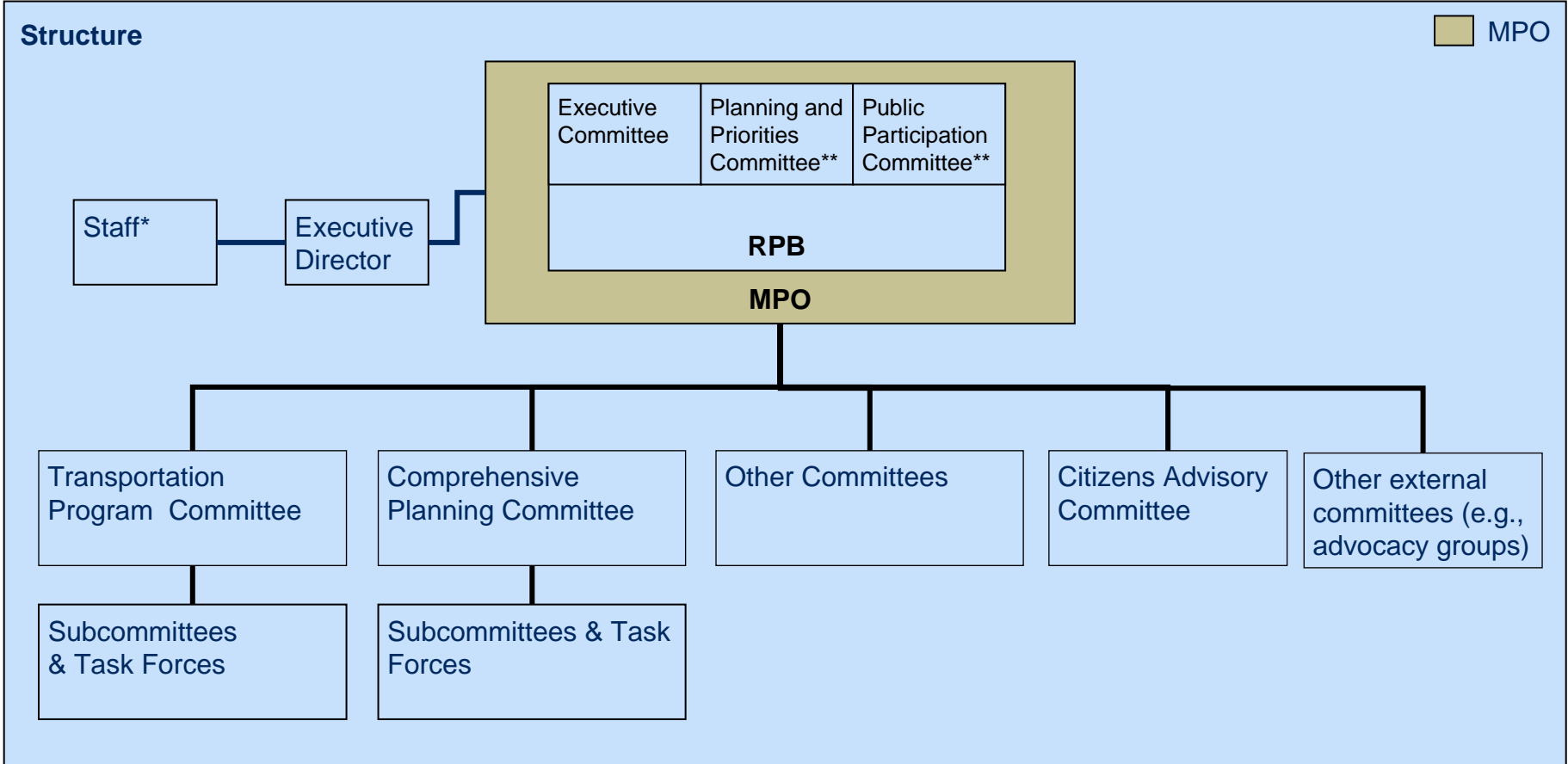
OPTION A: RPB AS MPO INTEGRATES ALL FUNCTIONALITY UNDERNEATH RPB



- Systems**
- Fully integrated staff works cooperatively to produce comprehensive land use and transportation plan for the region
 - RPB serves as the MPO following redesignation and has final approval authority for comprehensive plan
 - RPB is sole decision maker for all land use and transportation issues
 - Council of Mayors Executive Committee serves as advisory board to the RPB

* Staff will support all committees and sub committees as determined by the Executive Director
 ** Transition committee to be phased out when transition is complete; other committees subject to change

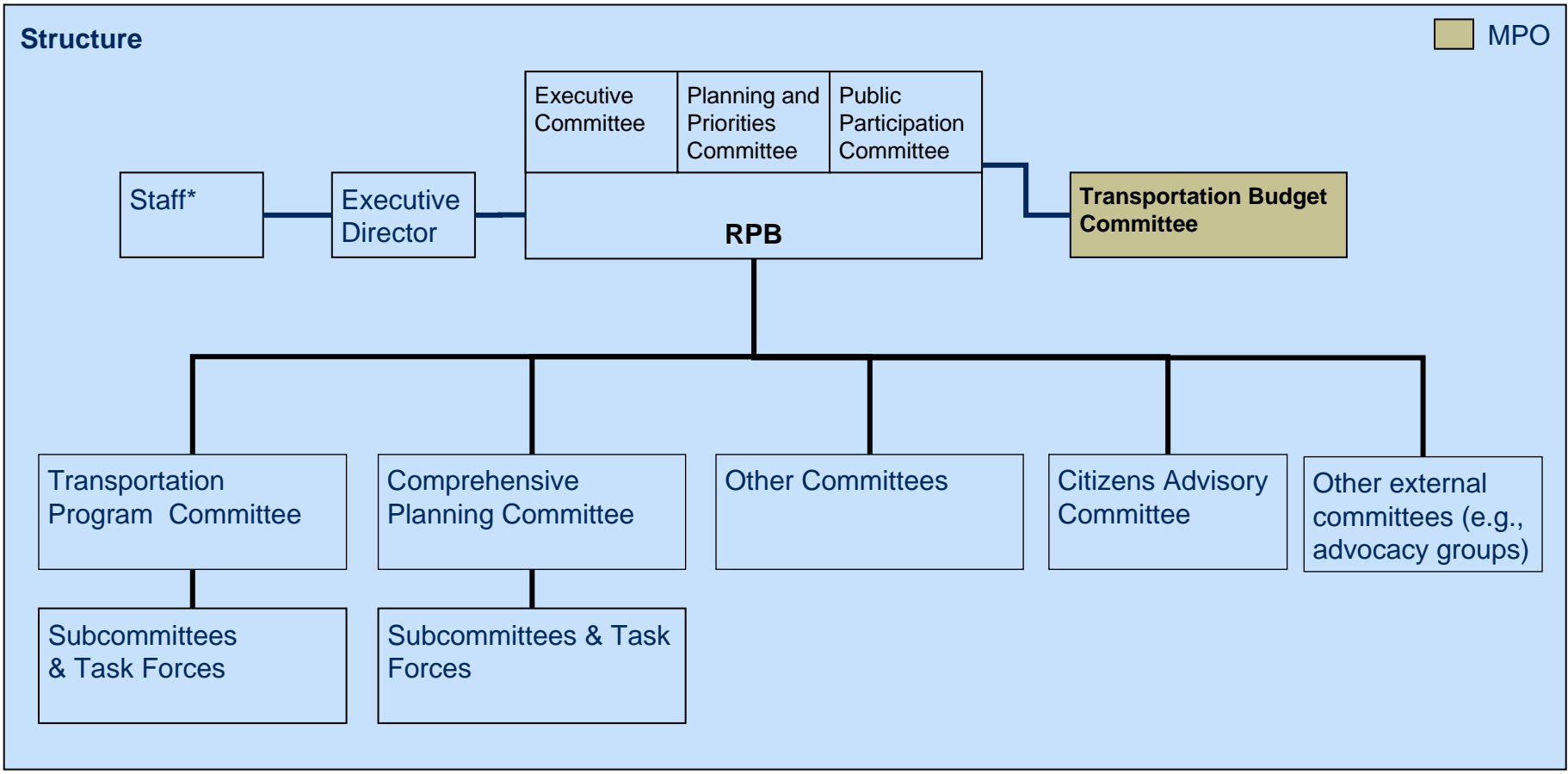
ALTERNATIVE OPTION A: EXPAND RPB ONLY WHEN NEEDED FOR MPO DECISIONS



- Systems**
- RPB expands its membership only for purpose of transportation planning in order to include transit operators on MPO
 - Fully integrated plan created by committees, subcommittees, and staff is sent for approval by RPB and expanded RPB
 - Council of Mayors Executive Committee serves as advisory board to the RPB

* Staff will support all committees and sub committees as determined by the Executive Director
 ** Transition committee to be phased out when transition is complete; other committees subject to change

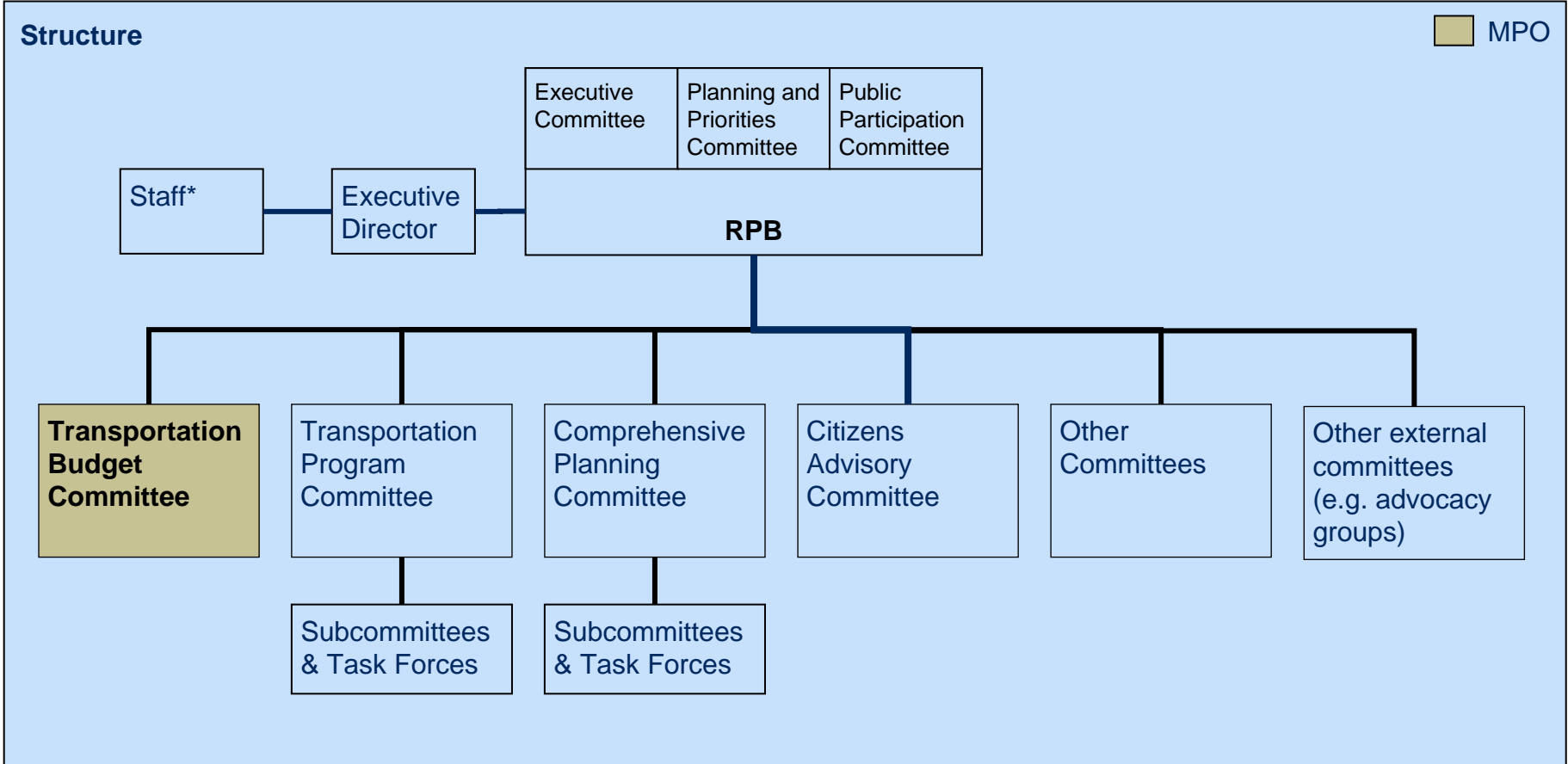
OPTION B: LEAVES THE CATS POLICY COMMITTEE AS MPO WITH APPROVAL AUTHORITY ONLY



- Systems**
- The former CATS Policy Committee maintains MPO status and becomes the Transportation Budget Committee with approval authority for the transportation portion of the integrated plan developed by RPB
 - Members of CATS Work Program Committee serve on transportation advisory committee to RPB
 - Council of Mayors Executive Committee becomes an advisory board to the RPB

* Staff will support all committees and sub committees as determined by the executive director

ALTERNATIVE OPTION B: LEAVES THE CATS POLICY COMMITTEE AS MPO BUT REPORTING TO RPB



- Systems**
- The former CATS Policy Committee maintains MPO status and becomes the Transportation Budget Committee with approval authority for the transportation portion of the integrated plan developed by RPB
 - Transportation Budget Committee approves transportation portion of integrated plan before passing to RPB for final approval
 - Members of CATS Work Program Committee serve on transportation advisory committee to RPB
 - Council of Mayors Executive Committee becomes an advisory board to the RPB

* Staff will support all committees and sub committees as determined by the executive director

EITHER OPTION A OR B ADDRESSES MOST OF THE 5 DESIGN CRITERIA – BUT EACH HAS CHALLENGES AS WELL

	Option A:	Option B:	Rationale
	Rating	Rating	
1 Ensures common objectives	●	●	<ul style="list-style-type: none"> • Single goal setting body would create unifying vision • All committees aligned from outset • Good representation from communities allows for top-down and bottom-up objectives
2 Establishes single, clear decision-making authority	●	◐	<ul style="list-style-type: none"> • In Option A, RPB would hold final decision making authority for all decisions • In Option B, RPB would have authority to design all plans, but transportation plan would require approval by Transportation Committee as well
3 Encourages efficient use of resources	●	●	<ul style="list-style-type: none"> • Full capture of potential synergies of CATS + NIPC merger at staff and management levels with simple reporting structure
4 Facilitates streamlined processes	◐	●	<ul style="list-style-type: none"> • Option B avoids the complexity of having a 25-30 person or an expanding RPB for transport-related decisions
5 Integrates across all relevant perspectives	●	●	<ul style="list-style-type: none"> • A single body overseeing all processes will facilitate extensive communication between all groups

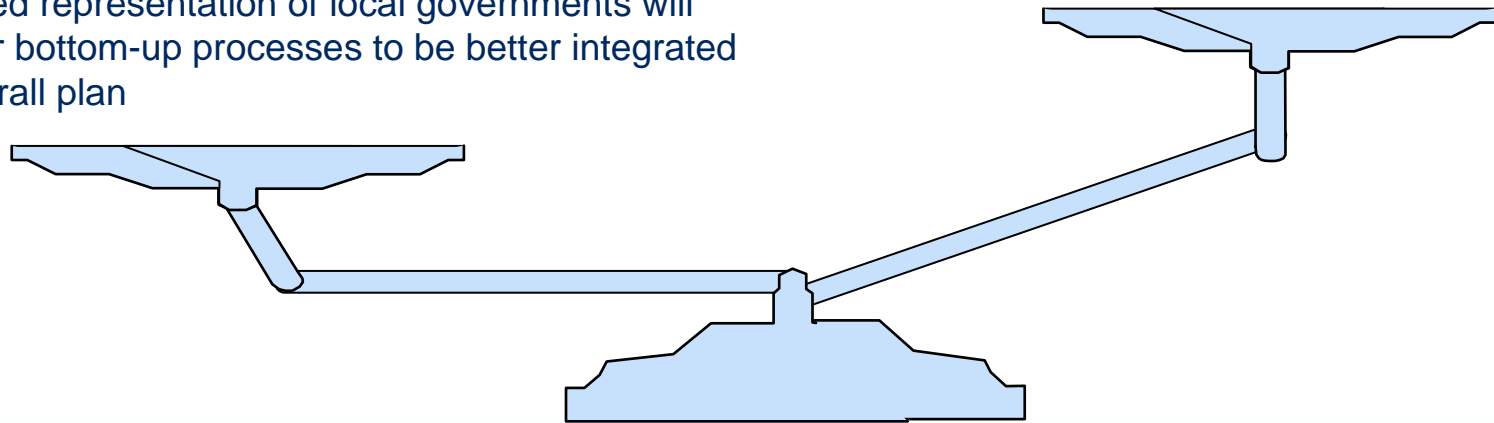
WHILE BOTH OPTIONS HAVE BENEFITS, FULL INTEGRATION OF THE RBP IS THE OPTIMAL SOLUTION

Benefits of option A, full integration

- Would best achieve 5 design principles, resulting in a truly cross functional team oriented around a common goal with increased efficiency, effective use of resources, and logical processes
- Many new members to RPB are regionally focused and therefore should not disrupt 1/3, 1/3, 1/3 balance too greatly
- Land and water groups better represented than on current CATS Policy Committee which would allow for increased integration with transportation planning
- Increased representation of local governments will allow for bottom-up processes to be better integrated into overall plan

Benefits of option B

- Smaller, more efficient RPB focused on broad regional issues
- Majority of MPO members have deep transportation background and knowledge
- Less complicated implementation, with minimal changes to existing board structures (including RPB and current MPO)
- Many of the 5 design principles are achieved



IN IDEAL CASE, FULL INTEGRATION OF THE RBP WOULD BE ACHIEVED

Rationale

1

Ensures common objectives

- Single goal setting body would create unifying vision
- All committees aligned from outset

2

Establishes single, clear decision-making authority

- RPB would hold final decision making authority for all decisions

3

Encourages efficient use of resources

- Full capture of potential synergies of CATS + NIPC merger at staff and management levels

4

Facilitates streamlined processes

- Single unified process is created from the top down and persists throughout organization

5

Integrates across all relevant perspectives

- A single body overseeing all processes will facilitate extensive communication between all groups

OPTION A WOULD REQUIRE SOME REVISIONS TO THE CURRENT RPB MEMBERSHIP

CATS policy committee

Must be added to RPB to meet MPO requirements

- IDOT
- Chicago DOT
- CTA
- RTA
- Metra
- PACE
- Class I Railroads
- IL State Toll HWA



NIPC board of commissions

Should be added to RPB to increase land use expertise

- Metropolitan Water Reclamation District of Greater Chicago
- IL Association of Park Districts
- Chicago Park District
- IL Association of Waste Water Agencies



RPB

Added to RPB

- IDOT
- Chicago DOT
- CTA
- RTA
- Metra
- PACE
- Class I Railroads
- IL State Toll HWA
- Metropolitan Water Reclamation District of Greater Chicago
- IL Association of Park Districts
- Chicago Park District
- IL Association of Waste Water Agencies

Already represented on RPB

- Cook County
- Dupage County
- McHenry County
- Will County
- Kane County
- Lake County
- Kendall County

Already represented on RPB

- Collar Counties (5)
- Cook County (3)
- City of Chicago (5)
- State of IL (5)

To be added to RPB from CATS Policy Committee

- Metra
- Pace
- CTA
- RTA

Other members

- FTA
- Private transportation providers
- NIPC
- CATS
- Mass transit districts
- Council of Mayors
- FHWA

Other members

- Assembly of Mayors (8)
- State of IL (5)

Already represented on RPB

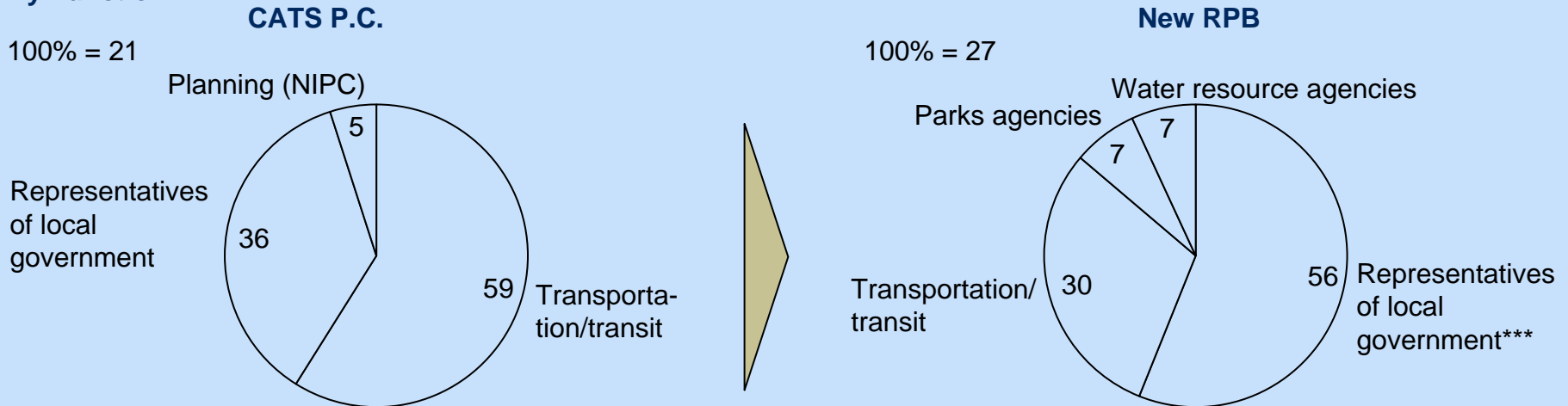
- Cook County (5)
- City of Chicago (5)
- Collar Counties (5)

Some set proportion of county reps should be elected officials

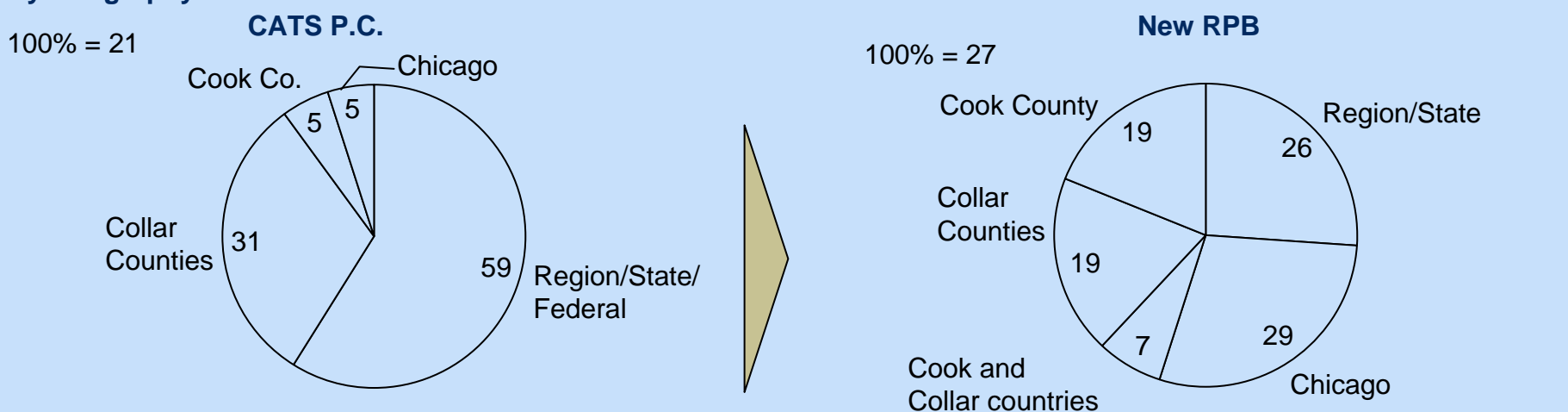
...WHICH WOULD RESULT IN CHANGES TO THE COMPOSITION OF THE MPO

Comparison of current CATS Policy Committee and Option A (fully integrated) RPB/MPO composition

By Function*







By Geography**

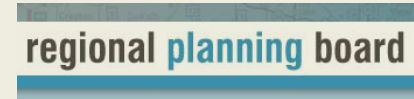


* Transportation/transit includes IDOT, Chicago DOT, IL State Toll HWA, FTA, FHWA, RTA, CTA, Pace, Metra, Class I RR's, private transportation providers, Mass Transit Districts; park agencies include Chicago Park District and IL Assoc. of Park Districts; water resource agencies include Metro. Water Reclamation District of Greater Chicago and IL Assoc. of Waste Water Agencies
 ** PACE and Metra assumed to represent both Cook and Collar countries; CTA, Chicago Park District and Chicago DOT assumed to represent City of Chicago; all other non-local government reps assumed to represent region/state
 *** Assumes county reps are elected officials from local government

Proposed RPB

MPO'S FROM OTHER REGIONS HAVE BOARDS OF GREATER THAN 20 PEOPLE

Case example	Number of voting Board member	Number of non-voting Board member*	Total membership of board	Transit and transportation members on board
 Delaware Valley Regional Planning Commission	18	15	33	Transportation voting and transit nonvoting
 SANDAG	19	8	27	Non voting
 SOUTHERN CALIFORNIA ASSOCIATION of GOVERNMENTS	76	0	76	Yes
 MARC Mid-America Regional Council	30	0	30	No

 regional planning board (Proposed)	27	0	27	Yes
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* Non-voting members grandfathered in based on previous statute

DEPENDING ON FINAL LEGAL ANALYSIS OPTION B COULD ALLOW THE MPO REMAND AUTHORITY, BUT LEAVE PLAN CREATION TO RPB

Potential legal challenge

- Recent law implies that MPO must send final RTP to state for approval
- Other regions have MPO reporting to their regional planning body and regional planning body is final authority
- MPO reporting to RPB would require change to current state law
- Might not meet federal MPO requirements – legal team reviewing

Solution

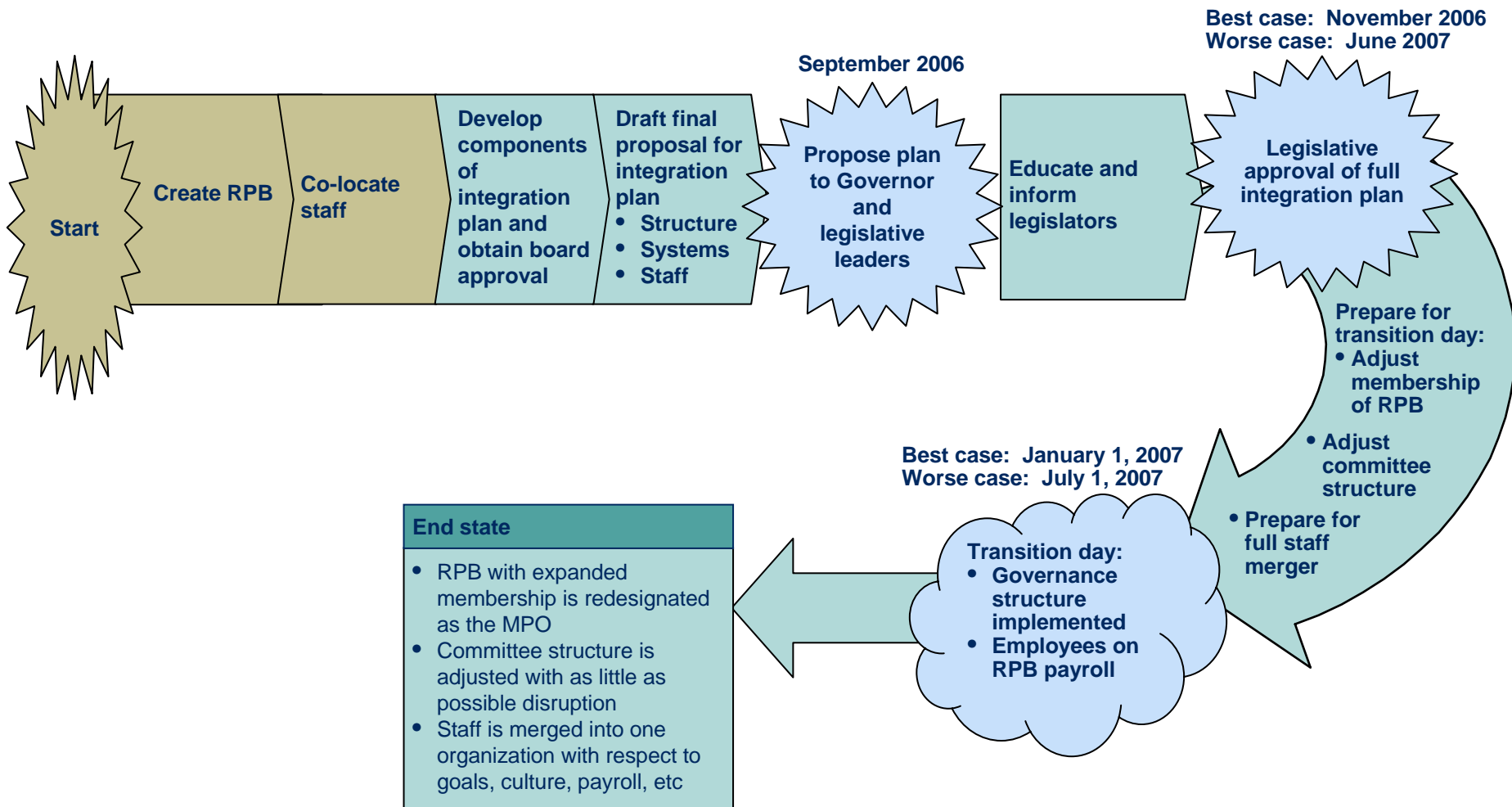
- All planning staff remains reporting to RPB ED
- Plan recommendation to MPO developed by RPB staff and approved by RPB before going to MPO
- MPO (CATS policy committee) retains final sign-off on plans, but no staff
- MPO has only remand authority

Context and approach

Proposed structure and membership

Next steps

ROADMAP FOR IMPLEMENTATION: SELECTING THE STRUCTURE IS ONLY THE FIRST STEP ON THE TRANSFORMATION JOURNEY



- Finalize agreement on structure
- Draft legal documents required for MPO re-designation and any state law changes
- Design final supporting systems with Executive Director
- Create clean and consistent communication strategy for all affected parties

Appendix

DETAILED GOVERNANCE STRUCTURE OF PROPOSED PLAN

Governance body

Responsibilities

Reports to

Is reported to by

Membership

Governance body	Responsibilities	Reports to	Is reported to by	Membership
Board	<ul style="list-style-type: none"> Oversee entire organization Final approval authority on all matters 	<ul style="list-style-type: none"> None 	<ul style="list-style-type: none"> Transportation Program Committee Comprehensive Planning Committee Other committees Executive Director Staff 	<ul style="list-style-type: none"> Regional representatives State and local transportation agencies Environmental agencies Transit operators
Executive Director	<ul style="list-style-type: none"> Coordinates and supervises the staff of RPB Coordinates the work of all major first level committees to ensure integration 	<ul style="list-style-type: none"> Board 	<ul style="list-style-type: none"> Board Staff 	<ul style="list-style-type: none"> Individual selected by Board
Transportation Program Committee	<ul style="list-style-type: none"> Develop TIP Provide transportation expertise to Comprehensive Planning Committee 	<ul style="list-style-type: none"> Executive Director 	<ul style="list-style-type: none"> Numerous transportation subcommittees and task forces including TIP Committee, and RTP Committee 	<ul style="list-style-type: none"> Roughly mirrors membership of Board
Comprehensive Planning Committee	<ul style="list-style-type: none"> Develop comprehensive long-term plan for the region, working closely with transportation committee 	<ul style="list-style-type: none"> Executive Director 	<ul style="list-style-type: none"> Several planning subcommittee and task forces including UWP committee 	<ul style="list-style-type: none"> Regional representatives, transportation representation lighter than Board Environmental and economic development groups
Citizen's Advisory Committee	<ul style="list-style-type: none"> Provide input on all RPB deliverables from perspective of region citizens 	<ul style="list-style-type: none"> Executive Director 	<ul style="list-style-type: none"> None 	<ul style="list-style-type: none"> Citizen members

DETAILED GOVERNANCE STRUCTURE OF PROPOSED PLAN

(CONTINUED)

Governance body

Responsibilities

Reports to

Is reported to by

Membership

Public participation committee

- Ensure public has sufficient level of involvement in RPB processes
- Maintain public relations

- Board

- Citizen Advisory Committee

- Subset of Board

Executive Committee

- Hire Executive Director
- Develop and maintain funding plan for RPB
- Oversee organization of RPB

- Board

- None

- Subset of Board

Planning and priorities committee

- Establish regional priorities
- Articulate vision of integrated land use and transportation planning
- Present plans to legislature

- Board

- None

- Subset of Board