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**REVIEW OF THE BROWARD  
COUNTY MPO STAFFING  
ARRANGEMENT**

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## **Review of the Broward County MPO Staffing Arrangement**

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**Prepared for:**  
Broward County Metropolitan Planning Organization  
Broward County, FL

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## **DISCLAIMER**

The opinions, findings, and conclusions expressed in this publication are those of the author(s) who is responsible for the facts and accuracy of the data presented herein. The contents do not necessarily reflect the views or policies of the Broward County Metropolitan Planning Organization. This report does not constitute a standard, specification, or regulation.

## **EXECUTIVE SUMMARY**

The Broward County Metropolitan Planning Organization (MPO) was established in August 1977. That same year, the MPO entered into an interlocal agreement with Broward County for staffing services. Under the agreement, Broward County agreed to provide the MPO with “professional, technical, clerical, and administrative services, supplies, equipment, office space, and other incidentals needed to manage the business and affairs of the MPO.” In particular, these staff services were to be provided by both the staff of the Broward County Transportation Planning Division and the County Attorney’s Office. Over the years, the MPO membership and Board structure have undergone significant changes, but the staffing arrangement made with Broward County remains relatively unchanged.

In July 2004, a Board member raised concerns about whether the MPO was receiving well-rounded, independent information under the existing staffing arrangement. The MPO Board member questioned the MPO’s ability to function independently, not the integrity of the staff. In addition, an inquiry was made as to whether the contract for staffing services with Broward County was perpetually renewing. As a result, an MPO subcommittee was formed to analyze the effects of the current structure. After reviewing all of the materials, the subcommittee was tasked with making recommendations to the Board about the future organizational structure and staffing arrangement of the MPO.

In the summer of 2005, the Broward County MPO asked the Center for Urban Transportation Research (CUTR) at the University of South Florida in Tampa to conduct an organizational study reviewing and documenting the current staffing arrangement, identifying possible alternative arrangements, and discussing the advantages and disadvantages of adopting the organizational structure of a “free-standing” or independent MPO.

Federal and state laws and regulations were reviewed as they relate to MPO organization and structure to identify any potential issues that would need to be addressed by the Broward County MPO in considering an “independent” organizational structure. The research findings concluded that federal law provides very broad guidance regarding the legal framework for MPO organizational structures. No direct guidance on MPO staffing is provided in federal law, giving MPOs maximum flexibility to address staffing and administrative needs. Federal laws and regulations can impact MPO organizational considerations through their affect on public sector employment practices. These laws include Titles VI and VII of the Civil Rights Acts (CRA), the Americans with Disabilities Act of 1991 (ADA), the Age Discrimination Act (ADEA), and the Family and Medical Leave Act (FMLA). MPOs must determine if one or more apply to them based on various threshold criteria and establish appropriate personnel policies, practices and procedures to ensure adherence.

Florida Statute 339.175 guides MPO practice, building upon the broad guidance provided in federal law. Specific guidance is provided relative to such organizational issues as the composition of MPO Boards, committee structures, public involvement, and required MPO work products. Additionally, Florida Statute 339.175 permits MPOs to employ personnel or enter into contracts with state and local agencies, private planning firms, or private engineering firms to accomplish the MPO’s transportation planning duties. Other Florida laws and regulations

relating to public sector employment and public agency operations impact MPO organizational considerations and should be considered carefully by MPOs.

A personnel issue of particular concern to MPOs considering independence (particularly those that are County-based) is the eligibility requirements for independent MPOs to participate in the Florida Retirement System (FRS). The majority of County-based MPOs provide retirement benefits to their employees through the FRS. Many of those employees may choose not to remain MPO employees if their status in the FRS is jeopardized, resulting in the loss of skilled and experienced employees. It is not currently clear whether independent MPOs are eligible to participate in the FRS. The Florida Bureau of Enrollment and Contributions is currently reconsidering the request of another MPO to participate in the FRS following an initial denial. In an effort to clarify this issue, the Florida Metropolitan Planning Organization Advisory Council (MPOAC) is currently attempting to have state law amended to permit MPO employee participation in the FRS.

A detailed review of the organizational structures and practices of the Broward County MPO and four independent Florida MPOs was conducted to 1) determine the similarities and differences in organizational practices between the various organizational models and 2) provide insight into potential alternative “independent” MPO organizational structures. For the purposes of this study, an independent MPO was defined as an MPO that is administratively separate from any individual MPO member government.

The four MPOs reviewed include:

- the First Coast MPO in Jacksonville/St. Augustine,
- METROPLAN ORLANDO in Orlando/Kissimmee,
- the Sarasota/Manatee MPO in Bradenton/Sarasota, and
- the West Florida Regional Planning Council acting as the staffing agency for three separate and independent MPOs in the Florida Panhandle (For the purposes of this research, the WFRPC was considered the equivalent of a single MPO.)

The four MPOs represent three distinct organizational models for providing staffing services independent of an individual member jurisdiction or agency, as follows:

- West Florida Regional Planning Council – staffing and staff service are provided to the three MPOs located in the Florida Panhandle (the Florida-Alabama TPO, the Okaloosa-Walton TPO and the Panama City TPO).
- Sarasota/Manatee MPO – staffing is independently provided, but a majority of administrative and personnel services are provided through a staff services agreement with a member local jurisdiction (Manatee County).
- METROPLAN ORLANDO and First Coast MPO – staffing and staff services are independently provided.

Similarities between the Broward County MPO and the four independent MPOs include:

- Each MPO is in a Transportation Management Area (TMA) and required to perform metropolitan transportation planning activities of a consistently complex nature.
- Each MPO covers multiple jurisdictions and a variety of significant intermodal transportation facilities. Each also includes the perspective of a wide variety of stakeholder groups through MPO Board and committee membership.
- None of the MPO Boards are dominated by a single member jurisdictions, and municipal representatives constitute a voting majority.
- Each MPO uses consultant labor to supplement staff capacity.

Differences between the Broward County MPO and the four independent MPOs include:

- The MPO staff are outside of the chain of command of an individual member agency. Three MPO Directors serve under the direction, supervision and control of the MPO Governing Board.
- The MPO staff do not perform a significant amount of work for any member jurisdiction.
- The size of the administrative/financial staff varies in direct relation to the amount of administrative work completed in-house.
- The MPOs are not reliant on a single member agency to provide a source of local funds. Two MPOs (First Coast and METROPLAN ORLANDO) collect local funds through a per capita dues structure.
- Three of the four MPOs have their own personnel policies.

In addition to the four independent MPOs, CUTR researchers identified an agency within the Broward County structure that provides yet another organizational model for an “independent” Broward County MPO – the Broward County Planning Council (referred to as the Planning Council). The Planning Council Executive Director and his staff serve under the direction and control of the Planning Council membership, not the Broward County Board of County Commissioners or their staff. Under the Broward County Charter, Broward County is obligated to provide funds and services sufficient for the Planning Council to meet its responsibilities. The organizational model that this provides for an “independent” MPO in Broward County is one of an agency capable of hiring and managing its own staff, independent of the Broward County administrative structure, but still receiving full financial and administrative support from Broward County. An MPO created in a similar manner under the County Charter would remain eligible to receive federal and state grant funds and have the flexibility to provide staff services to Broward County or any other local government entity.

Based on the examples provided by the independent MPOs and the Broward County Planning Council, four separate organizational options have been identified for achieving administrative

independence for the Broward County MPO. Each is based on the models provided by the four independent MPOs and the Broward County Planning Council and identifies staffing needs, possible costs (including rent) and other organizational and administrative requirements (see Table A). While each option provides for an independent organizational structure, each also presents associated pros and cons (see Table B1-B4). It is the responsibility of the Broward County MPO membership to determine which, if any, of these options best suites their collective needs.

One issue of possible concern was if any MPO Board or committee modifications would be required if the Broward County MPO were to become independent of the Broward County administrative structure. The primary concern in this arrangement is that MPOs housed in and staffed by a local member jurisdiction can be dominated at the MPO Governing Board and committee levels by that jurisdiction. This can lead to an imbalance in the decision-making process, giving the host agency undue influence over the process and yielding decisions that benefit the host agency and are not necessarily the best decisions for the metropolitan region as a whole. The Broward County MPO, through its unique district structure, provides a fair distribution of voting representation on the Governing Board to member jurisdictions throughout the county. Furthermore, MPO committee memberships represent a wide variety of stakeholder groups, ensuring ample opportunity for all concerned parties to have a say in the decision-making process. As a result, none of the organizational options identified would require a change in the composition and function of the MPO Governing Board or committees.

A variety of assumptions and estimates are made in order to derive staff size and cost estimates for each of the organizational options described in this report. The assumptions rely heavily on the experiences of independent MPOs reviewed for this study and publicly available data related to the average cost of commodities, including rent, in Broward County. Actual staff size and cost requirements for an independent Broward County MPO will be subject to changing market conditions and the preferences of the MPO Governing Board (for example, the Board may determine that the staff size estimates for one or more of the organizational options do not reflect their collective preferences) and may, therefore, vary from the staff size and cost estimates provided. Instead, the estimates of staff size and cost should be used as a relative guide in considering which organizational option may be most appropriate for the MPO should the Board determine that it is in the best interest of the MPO to become independent from the County's administrative structure.

### ***Option 1: County-Based Independent Staffing Arrangement***

This organizational option is based on the model provided by the Broward County Planning Council. The key feature of this organizational option is that the Executive Director and MPO staff would be hired by and directly responsible to the MPO Governing Board. The MPO, as is the case with the Broward County Planning Council, could continue to be provided office space in the Broward County Government Center and receive full financial and administrative support from Broward County. Additionally, MPO staff could continue to receive benefits and personnel services from Broward County. The MPO would remain eligible to receive federal and state grant funds and have the flexibility to provide staff services to the Broward County Transportation Planning Division.

This option would provide little disruption to the current activities of the MPO or the County. The MPO staff positions could remain unchanged in terms of their specific responsibilities. MPO staff could also continue to receive all their benefits through Broward County, including retirement and insurance. The MPO would continue to use the Broward County personnel policies to govern the conduct of the MPO staff. The MPO Governing Board and committees could continue to meet in the space in which they currently meet. Broward County could continue to use the same staff to fulfill the responsibilities of the Transportation Planning Division. The sole change would be in who hires and supervises the MPO staff. There would be little, if any, difference in the day-to-day operations of the MPO and the County Transportation Planning Division – a significant benefit to both the MPO and the County

This option would require a Broward County Charter amendment. The Charter amendment would need to establish the MPO as an agency similar to the Planning Council and contain much of the same language as is found in Article 8 of the Broward County Charter (See Appendix E for a complete copy of Article 8 of the Broward County Charter). Key sections of the Charter amendment would need to include the details pertaining to MPO authority, independence, staffing, finances, anticipated work tasks, responsibilities, and governance (sample text for each of these key sections could be based on Article 8 of the Broward County Charter). Also, one or more of the MPOs current interlocal agreements would need to be revised to reflect the change in the MPO staffing arrangement.

Additionally, the County would have to support the proposed organizational model and agree to continue to provide financial and administrative support to the MPO (as is currently the case) and to use the MPO as staff for the Transportation Planning Division. In the event that Broward County would not want to continue to be solely responsible for providing financial and administrative support for the MPO, the MPO membership would have to devise a mechanism for equitably supplementing federal and state transportation planning grant funds. One mechanism for raising local funds is to institute a per capita dues structure like METROPLAN ORLANDO and the First Coast MPO. The details of the per capita dues structure (which member agencies would pay and how much) could be included in the amendment to the Broward County Charter as well as in the MPO interlocal agreement.

If the County was not interested in using the staff of the MPO to staff the Transportation Planning Division (effectively cutting the work load of the current MPO staff), the new MPO staff would need to be reduced to a level sufficient to fulfill the core responsibilities of the MPO.

Either scenario in which Broward County does not choose to participate in a manner equivalent to its current level would cause greater disruption to the current operations of the MPO than if the County decided to continue its financial support of the MPO and to use the newly “independent” MPO staff to provide staff services for the Transportation Planning Division.

### ***Option 2: Third-Party Government Agency Independent Staffing Arrangement***

This organizational option is based on the model provided by the three Panhandle area MPOs, which are staffed by the West Florida Regional Planning Council (RPC). The key feature of this organizational option is that the MPO Staff Director and other staff members would be employees of a third-party government agency providing staff services through an interlocal

agreement between that agency and the MPO. MPO employees (including the MPO Staff Director) would be hired and directly supervised by the Executive Director of that agency. The Broward County MPO Governing Board could be broadly involved in the administrative oversight of MPO employees (e.g., providing significant input during the hiring of the MPO Staff Director) if agreed upon through a negotiation process.

Ideally, the third-party agency would be an existing organization with which the Broward County MPO member jurisdictions are already familiar and in whose processes they already participate. In the Broward County area, both the South Florida Regional Planning Council and the South Florida Regional Transportation Authority meet that description. The staffing function would be established through an interlocal agreement and likely would require revisions of one or more of the MPO's current interlocal agreements to reflect the change in the MPO staffing arrangement.

The third-party agency, as is the case with the West Florida RPC, would provide office and meeting space to the MPO and receive financial and administrative support from the third party agency. MPO staff would receive benefits and personnel services from the third-party agency as employees of that agency. MPO staff member conduct would be governed by the personnel policies of the third-party government agency. The MPO staff would also be able to supplement the planning capacity of the third party agency staff as needed and agreed upon.

The MPO would remain eligible to receive federal and state grant funds. If the third-party agency were unable or unwilling to be solely responsible for providing financial support for the MPO, the MPO membership would have to devise a mechanism for equitably supplementing federal and state transportation planning grant funds, such as a per capita dues structure. The details of the local funding mechanism would need to be included in the revised MPO interlocal agreement.

### ***Option 3: Staff Services Agreement Arrangement***

This organizational option is based on the model provided by the Sarasota/Manatee MPO. The key feature of this organizational option is that, while the MPO Executive Director and other staff members would be directly employed by the MPO Governing Board, a defined bundle of administrative and personnel related services would be purchased from Broward County. The specific services to be provided and the cost for those services would be established through an interlocal agreement and would likely require revisions of one or more of the MPOs current interlocal agreements to reflect the change in the MPO staffing arrangement.

Through the staff services agreement, as is the case with the Sarasota/Manatee MPO, Broward County would provide the MPO with financial and administrative support, including full employee benefits. The newly independent MPO would have to develop personnel policies to govern the conduct of MPO employees. Items that may be covered in the personnel policies include hours of work, dress code, grievance procedures, hiring procedures, training opportunities, tuition reimbursement opportunities, leave policies, etc. In the Sarasota/Manatee MPO example, Manatee County provides all personnel services and benefits to MPO employees, effectively treating MPO employees as if they were County employees, with no distinction between the two groups from a benefits and services perspective.

Administrative support items that could be covered by the interlocal agreement could include financial management, payroll services, purchasing services, IT services, etc. Additionally, the County would arrange for office space for the MPO, but the MPO would pay its own rent.

The MPO staff could perform transportation planning tasks for other agencies, including member jurisdictions, at the discretion of the MPO Governing Board and within the limits of the MPO Unified Planning Work Program.

The MPO would remain eligible to receive federal and state grant funds. No single member jurisdiction would be responsible for providing local financial support for the MPO. Instead, the MPO membership would have to devise a mechanism for equitably supplementing federal and state transportation planning grant funds, such as a per capita dues structure. The details of the local funding mechanism would need to be included in the revised MPO interlocal agreement. This will effectively spread the financial responsibility for MPO operations across multiple member jurisdictions (depending on the agreed upon funding mechanism) and increase their interest in the activities of the MPO.

#### ***Option 4: Free-Standing MPO Arrangement***

This organizational option is based on the models provided by METROPLAN ORLANDO and First Coast MPO. The key feature of this organizational option is that the MPO would be a completely free-standing agency, independent of the organizational structure of any other governmental agencies in the region. This would require revisions of one or more of the MPO's current interlocal agreements to reflect the change in the MPO staffing and organizational arrangement.

The Executive Director and other staff members would be directly employed by the MPO Governing Board. All administrative and personnel related services would be arranged for either as an in-house function or through a consultant contract. The MPO itself would independently provide for employee benefits, including such items as retirement and health insurance. Additionally, the newly independent MPO would have to develop personnel policies to govern the conduct of the MPO. Items that may be covered in the personnel policies include hours of work, dress code, grievance procedures, hiring procedures, training opportunities, tuition reimbursement opportunities, leave policies, etc.

Administrative services that would need to be arranged for include financial management, payroll, purchasing, IT and office equipment maintenance, human resources, general accounting and auditing. The MPO would have to independently arrange for office space.

The MPO staff could perform transportation planning tasks for other agencies, including member jurisdictions, at the discretion of the MPO Governing Board and within the limits of the MPO Unified Planning Work Program.

The MPO would remain eligible to receive federal and state grant funds. No single member jurisdiction would be responsible for providing local financial support for the MPO. Instead, the MPO membership would have to devise a mechanism for equitably supplementing federal and state transportation planning grant funds, such as a per capita dues structure. The details of the local funding mechanism would need to be included in the revised MPO interlocal agreement.

This would effectively spread the financial responsibility for MPO operations across multiple member jurisdictions (depending upon the agreed upon funding mechanism) and increase their interest in the activities of the MPO.

While this report presents an analysis of costs and other organizational implications of various independent MPO staffing arrangements, any future Broward County MPO structure must be the product of internal debate and negotiation among the MPO membership and stakeholders. The information contained in this report should not be the sole basis for deciding the appropriate future organizational structure of the MPO. Political issues, both real and perceived, should be considered along with financial and organizational considerations in deciding upon the future organizational structure of the Broward County MPO. Among those issues are the dual role of the MPO staff (who serve as staff to both the MPO and Broward County) and the perceived affect this may have on the MPO decision-making process and associated planning activities.

The four organizational options described in this report should be viewed as a starting point for a broader policy discussion among the Broward County MPO Governing Board members. The organizational models, estimated costs and staffing requirements provide insight and guidance for specific decisions that the Broward County MPO members and stakeholders can, collectively, determine.

**Table A. Summary of Organizational Option Costs**

	<b>Current Staffing Arrangement</b>	<b>Option 1</b>	<b>Option 2</b>	<b>Option 3</b>	<b>Option 4</b>
	MPO Staffed by County Personnel	County-Based Independent Staffing Arrangement	Third-Party Gov't Agency Independent Staffing Arrangement	Staff Services Agreement Arrangement	Free-Standing MPO Arrangement
<b>Rent</b>					
Square Feet Needed	Same as Current	Same as Current	3,525	8,670	9,690
Central Business District (CBD), Fort Lauderdale					
Class A	N/A	N/A	\$92,320	\$227,067	\$253,781
Class B	N/A	N/A	\$81,992	\$201,664	\$225,389
Cypress Creek, Fort Lauderdale					
Class A	N/A	N/A	\$83,402	\$205,132	\$229,265
Class B	N/A	N/A	\$69,689	\$171,406	\$191,571
SW Broward, Fort Lauderdale					
Class A	N/A	N/A	\$85,940	\$211,375	\$236,242
Class B	N/A	N/A	\$76,387	\$187,879	\$209,982
<b>Salaries</b>					
Staff Size Needed	25	25	15	17	19
Salaries Plus Fringe	\$1,835,752	\$1,835,752	\$1,130,166	\$1,287,967	\$1,416,752
<b>Other Costs</b>					
Total "other" costs	\$9,200	\$9200 + Charter Amendment Costs	\$368,653	\$89,090	\$1,512,971
<b>Total Cost</b>					
Total Cost (assumes Class A office space in CBD)	\$1,844,952	\$1,844,952 + Charter Amendment Costs	\$1,591,139	\$1,604,124	\$3,183,504

**Table B1. Pros and Cons of Organizational Option 1:  
County-Based Independent Staffing Arrangement**

<b>Pros</b>	<b>Cons</b>
<ul style="list-style-type: none"> <li>• Little disruption in MPO operations and low costs incurred during transition from County staffed MPO to independently staffed MPO</li> </ul>	<ul style="list-style-type: none"> <li>• Requires an amendment to the Broward County Charter</li> </ul>
<ul style="list-style-type: none"> <li>• Low administrative costs to MPO based on financial and in-kind support provided by Broward County relative to other “independent” organizational options</li> </ul>	<ul style="list-style-type: none"> <li>• Potential for MPO staff to be faced with conflicts of interest while serving as MPO and County Transportation Planning Division staff</li> </ul>
<ul style="list-style-type: none"> <li>• Limited need for on-staff administrative employees due to administrative support from Broward County relative to other “independent” organizational options</li> </ul>	<ul style="list-style-type: none"> <li>• MPO remains financially dependent on Broward County to provide financial and administrative services, providing potential opportunities for perceived or real undue influence through Broward County budgeting process</li> </ul>
<ul style="list-style-type: none"> <li>• Large staff size and diversified expertise due to continuing role as staff to County Transportation Planning Division</li> </ul>	
<ul style="list-style-type: none"> <li>• High level of coordination between planning activities of the County and the MPO due to continuing role as staff to County Transportation Planning Division and close working relationship with County planning staff</li> </ul>	
<ul style="list-style-type: none"> <li>• Opportunity to increase community visibility as an independent organization relative to the current county-based organizational structure</li> </ul>	
<ul style="list-style-type: none"> <li>• Reduced opportunity for perceived or real undue influence by Broward County relative to the current county-based organizational structure</li> </ul>	
<ul style="list-style-type: none"> <li>• Clear chain of command and increased responsiveness to the MPO Governing Board through direct supervision</li> </ul>	

**Table B2. Pros and Cons of Organizational Option 2:  
Third-Party Government Agency Independent Staffing Arrangement**

Pros	Cons
<ul style="list-style-type: none"> <li>No opportunity for perceived or real undue influence by Broward County or any other MPO member jurisdiction</li> </ul>	<ul style="list-style-type: none"> <li>MPO Staff Director and employees will not be directly hired or supervised by the MPO Governing Board</li> </ul>
<ul style="list-style-type: none"> <li>Stable financial support for MPO operations through dedicated financial support from the third-party government agency</li> </ul>	<ul style="list-style-type: none"> <li>Potential for MPO staff to be faced with conflicts of interest while serving as MPO and third-party government agency staff</li> </ul>
<ul style="list-style-type: none"> <li>Low administrative costs through financial and in-kind support from the third-party government agency relative to other “independent” organizational options</li> </ul>	<ul style="list-style-type: none"> <li>MPO becomes financially dependent on the third-party government agency to provide financial and administrative services, providing potential opportunities for perceived or real undue influence through the third-party agency budgeting process</li> </ul>
<ul style="list-style-type: none"> <li>Limited need for on-staff administrative employees due to administrative support from the third-party government agency relative to other “independent” organizational options</li> </ul>	<ul style="list-style-type: none"> <li>Reduced level of coordination between planning activities of Broward County and the MPO relative to the current county-based organizational structure</li> </ul>
<ul style="list-style-type: none"> <li>High level of coordination between planning activities of the third-party agency and the MPO</li> </ul>	
<ul style="list-style-type: none"> <li>Opportunity to increase community visibility as an independent organization relative to the current county-based organizational structure</li> </ul>	

**Table B3. Pros and Cons of Organizational Option 3:  
Staff Services Agreement Arrangement**

Pros	Cons
<ul style="list-style-type: none"> <li>• Clear chain of command and increased responsiveness to the MPO Governing Board through direct supervision</li> </ul>	<ul style="list-style-type: none"> <li>• Higher administrative costs relative to the current county-based organizational structure and other organizational options that leverage other agency resources, but lower than a free-standing MPO arrangement</li> </ul>
<ul style="list-style-type: none"> <li>• No potential for MPO staff to be faced with conflicts of interest while serving as staff to more than one agency</li> </ul>	<ul style="list-style-type: none"> <li>• MPO is dependent on Broward County to provide financial and administrative services in a manner and timeframe that meets the needs of the MPO</li> </ul>
<ul style="list-style-type: none"> <li>• No opportunity for perceived or real undue influence by Broward County or any other MPO member jurisdiction</li> </ul>	<ul style="list-style-type: none"> <li>• Reduced level of coordination between planning activities of Broward County and the MPO relative to the current county-based organizational structure</li> </ul>
<ul style="list-style-type: none"> <li>• Financial independence</li> </ul>	
<ul style="list-style-type: none"> <li>• Equitable distribution of local financial support for MPO operations through agreed upon funding mechanism, such as a per capita dues assessment</li> </ul>	
<ul style="list-style-type: none"> <li>• Increased interest in MPO process by member jurisdictions based on financial participation relative to the current county-based organizational structure</li> </ul>	
<ul style="list-style-type: none"> <li>• Opportunity to increase community visibility as an independent organization relative to the current county-based organizational structure</li> </ul>	

**Table B4. Pros and Cons of Organizational 4:  
Free-Standing MPO Arrangement**

<b>Pros</b>	<b>Cons</b>
<ul style="list-style-type: none"> <li>• Clear chain of command and increased responsiveness to the MPO Governing Board through direct supervision.</li> </ul>	<ul style="list-style-type: none"> <li>• Higher administrative costs relative to the current county-based organizational structure and all other organizational</li> </ul>
<ul style="list-style-type: none"> <li>• No potential for MPO staff to be faced with conflicts of interest while serving as staff to more than one agency</li> </ul>	<ul style="list-style-type: none"> <li>• Reduced level of coordination between planning activities of Broward County and the MPO relative to the current county-based organizational structure</li> </ul>
<ul style="list-style-type: none"> <li>• No opportunity for perceived or real undue influence by Broward County or any other MPO member jurisdiction</li> </ul>	
<ul style="list-style-type: none"> <li>• Financial independence</li> </ul>	
<ul style="list-style-type: none"> <li>• Equitable distribution of local financial support for MPO operations through agreed upon funding mechanism, such as a per capita dues assessment</li> </ul>	
<ul style="list-style-type: none"> <li>• Increased interest in MPO process by member jurisdictions based on financial participation relative to the current county-based organizational structure</li> </ul>	
<ul style="list-style-type: none"> <li>• Opportunity to increase community visibility as an independent organization relative to the current county-based organizational structure</li> </ul>	



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## **INTRODUCTION**

The Broward County Metropolitan Planning Organization (MPO) was established in August 1977 through an interlocal agreement between Broward County, the Florida Department of Transportation (FDOT), and five cities. The original MPO Board composition included 14 voting members and 2 non-voting members. The voting membership consisted of 7 Broward County Commissioners, 2 elected officials from both the cities of Fort Lauderdale and Hollywood, and 1 elected official from each of the cities of Hallandale, Plantation, and Pompano Beach.

In October 1977, the Broward County MPO entered into an interlocal agreement with Broward County for staffing services. Under the agreement, Broward County agreed to provide the Broward County MPO with “professional, technical, clerical, and administrative services, supplies, equipment, office space, and other incidentals needed to manage the business and affairs of the MPO.” In particular, these staff services were to be provided by both the staff of the Broward County Transportation Planning Division and the County Attorney’s Office.

In 1980, the MPO’s Board increased from 14 to 15 voting MPO Board members. The MPO membership also expanded to include the cities of Deerfield Beach and Lauderdale Hill. The revised MPO Board voting membership consisted of five Broward County Commissioners and ten elected officials representing local municipalities. Municipal representation on the MPO Board included three elected officials from Fort Lauderdale, two from Hollywood, and one from the cities of Deerfield Beach, Hallandale, Lauderdale Hill, Plantation, and Pompano Beach.

On March 7, 2000, Broward County, FDOT, the Tri-County Commuter Rail Authority (known as the South Florida Regional Transportation Authority or SFRTA, as of 2003), the Broward County School Board, the Broward County League of Cities, and nineteen cities within Broward County entered into an updated interlocal agreement reestablishing the Broward County Metropolitan Planning Organization. To determine municipal representation on the MPO Board, the County was divided into eight geographic districts. Elected officials from each district were appointed to represent their district, with the number of representatives per district varying according to population.

The new MPO Board increased to nineteen voting members that including three Broward County Commissioners, one County Commissioner to serve as the South Florida Regional Transportation Authority (SFRTA) representative, one Broward County School Board representative, one Broward League of Cities representative, and thirteen elected officials representing municipalities in eight districts. The number of elected officials appointed to the MPO Board varied by district and city. The municipality membership and representation on the MPO Board are summarized in Table 1.

Although 19 cities within Broward County are party to the interlocal agreement forming the MPO, the interests of 29 municipalities are represented on the MPO Board as a voting member or an alternate.

**Table 1. MPO Board Representation**

<b>District</b>	<b>Municipal District/Cities</b>	<b>Representatives</b>	<b>Alternate</b>
1	Coral Springs* Parkland* Tamarac*	Coral Springs(1) Tamarac(1)	Parkland (1)
2	Coconut Creek Deerfield Beach* Margate*	Margate (1)	Deerfield Beach (1)
3	Hillsboro Beach Lauderdale-by-the-Sea Lighthouse Point North Lauderdale* Pompano Beach* Sea Ranch Lakes	Pompano Beach (1)	North Lauderdale(1)
4	Fort Lauderdale* Lazy Lakes Oakland Park* Wilton Manors	Fort Lauderdale (2)	Oakland Park (1)
5	Lauderdale Lakes* Lauderhill* Sunrise* Weston	Sunrise (1) Lauderhill (1)	Lauderdale Lakes (1)
6	Cooper City* Davie* Plantation*	Plantation (1) Davie (1)	Cooper City (1)
7	Miramar* Pembroke Park Pembroke Pines*	Pembroke Pines (1)	Miramar (1)
8	Dania Hallandale* Hollywood*	Hollywood (2)	Hallandale (1)
Total		19	8
* Party to the 2000 Interlocal Agreement			

The interlocal agreement was amended in October 2000 reapportioning the MPO Board membership to reflect changes in the population distribution of Broward County according the 2000 Census. The reapportionment process did not alter the size of the MPO Board. However, it did change the overall composition of the Board. As part of this reapportionment, the Broward League of Cities was removed as a member of the MPO Board and replaced by the Town of West Park.

In addition, the original eight MPO districts used to determine municipal representation on the MPO Board were reduced to five municipal districts. (See Figure 1). Accordingly, municipal representation on the MPO Board changed to the following:

In accordance with the reapportionment plan, the two most populous municipalities in Districts 1 and 2, shall appoint one of its generally elected officials to be the voting representatives for the districts. In District 3, the City of Fort Lauderdale shall designate two voting representatives and the next three most populous municipalities shall each appoint one of its generally elected officials to be the voting representative for the district. In District 4, the City of Hollywood shall appoint one of its generally elected officials to be the voting representative for the district. In District 5, the four most populous municipalities shall each appoint one of its generally elected officials to be the voting representative for the district.

New procedures for alternate representation on the MPO were also established. The new procedures stated that:

In each district, in order of population, an alternate voting member(s) is authorized to vote when the regular voting member(s) from the same district is not present. If no alternate from the district is present, any alternate municipal member may sit in place of the absent voting member. A voting member may relinquish his/her seat during a meeting to an alternate in the same district on matters pertaining to the alternate city.

In 2004, an addendum to the interlocal agreement was filed adding eleven municipalities including the cities of Coconut Creek, Cooper City, Dania Beach, Hillsboro Beach, Lauderdale-by-the-Sea, Lazy Lake, Lighthouse Point, Pembroke Park, Sea Ranch Lakes, Weston, and Wilton Manors as signatories subject to the terms and conditions of the agreement. The addendum authorized each municipality to appoint one elected municipal officer to serve as an alternate member on the MPO Board.

Despite the changes in size and composition of the Broward County MPO Board over the years, the staffing arrangement made with Broward County in 1977 remains relatively unchanged. Shortly after the original staffing services arrangement was signed, the agreement was amended to include standard provisions. The arrangement was amended again in 1994 to include a provision for Broward County to provide temporary funding to the MPO, in certain situations.

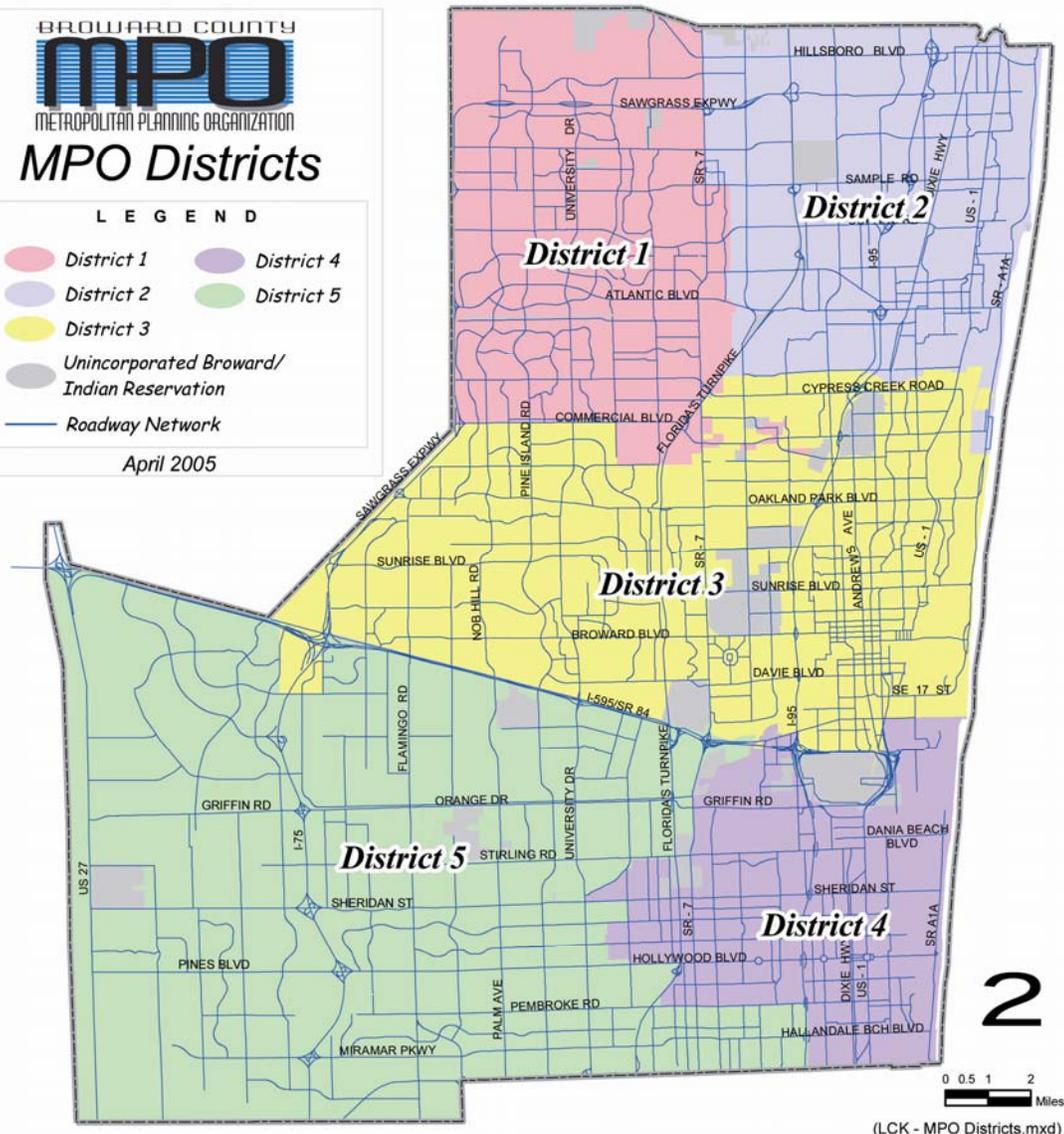


# MPO Districts

## LEGEND

- District 1
- District 2
- District 3
- District 4
- Unincorporated Broward/  
Indian Reservation
- Roadway Network

April 2005



(LCK - MPO Districts.mxd)

### Population Statistics and MPO Membership

Cities denoted in **RED** are voting members for that district; cities denoted in **GREEN** are alternates for that district.  
(population figures are April 1, 2004 estimates)

#### District 1: (2 Representatives)

**Coral Springs, Tamarac,**  
Margate, North Lauderdale, Parkland  
Population = 298,547

#### District 4: (1 Representatives)

**Hollywood,**  
Hallandale Beach, Dania Beach  
Population = 206,308

#### District 2: (2 Representatives)

**Pompano Beach, Deerfield Beach**  
Coconut Creek, Lighthouse Point,  
Lauderdale-By-The-Sea, Hillsboro Beach  
Population = 219,599

#### District 5: (4 Representatives)

**Davie, Miramar, Pembroke Pines, Weston,**  
Cooper City, Southwest Ranches,  
Pembroke Park, West Park  
Population = 450,411

#### District 3: (5 Representatives)

**Fort Larderdale\*, Lauderhill, Plantation, Sunrise,**  
Lauderdale Lakes, Oakland Park,  
Wilton Manors, Sea Ranch Lakes, Lazy Lake  
Population = 478,418  
(\*Fort Lauderdale to have 2 representatives  
on MPO Board.)

Unincorporated Broward County  
Population = 69,848

## **Broward County MPO Subcommittee for MPO Reorganization**

Discussions about the need to reorganize the organizational structure of the Broward County MPO started in July 2004 when a Board member raised concerns about whether the MPO was receiving well-rounded, independent information. The MPO Board member questioned the MPO's ability to function independently, not the integrity of the staff. In addition, an inquiry was made as to whether the contract for staffing services with Broward County was perpetually renewing.

In January 2005, the Subcommittee for MPO Reorganization was formed to analyze the effects of the current structure. After reviewing all of the materials, the Subcommittee was tasked with making recommendations to the MPO Board about the future organizational structure and staffing arrangement of the MPO. In the summer of 2005, the Broward County MPO asked the Center for Urban Transportation Research (CUTR) at the University of South Florida in Tampa to conduct an organizational study reviewing and documenting the current staffing arrangement, identifying possible alternative arrangements, and discussing the advantages and disadvantages of adopting the organizational structure of a "free-standing" or independent MPO.

### **Research Purpose and Need Statement**

The purpose of this research project was to review and document the current Broward County MPO staffing arrangement, identify possible alternative arrangements that would result in a staffing arrangement that was independent from any individual MPO member jurisdiction and describe the likely advantages and disadvantages with each alternative.

### **Research Approach**

The research project involved the following general research objectives and approach:

- Identify current Broward County MPO structures, practices and issues as they relate to an independent organizational structure.

The current Broward County MPO organizational structure, planning practices and issues were thoroughly documented. Items reviewed for this purpose included:

- interlocal agreements, Memorandums of Understanding and other contractual agreements;
- services arrangements and costs (attorney, accounting, computer support, etc.);
- office and equipment arrangements and costs (office space, office furniture, etc.);
- resource and funding conditions, including capitalization;
- staff capacity and responsibilities; and
- other issues related to independence as were identified by MPO, member agency and stakeholder agency staff.

Data were gathered through a review of written materials, interviews and other available documentation:

- Assess state and agency rules and requirements that relate to or impact an independent organizational structure for the Broward County MPO.

A review of federal and state statutes, rules and regulations was conducted for this task. Supplemental information was gained through conversations with the Federal Highway Administration (FHWA) and the Florida Department of Transportation (FDOT).

- Document and assess the organizational structures, practices and issues of independent MPOs in Florida (defined for the purposes of this study as being administratively separate from a member government), paying particular attention to methods used to address similar concerns, issues and problems identified in the Broward County MPO case.

The organizational structures and practices of the First Coast MPO, METROPLAN ORLANDO, the Sarasota/Manatee MPO, and the West Florida Regional Planning Council (the agency providing staffing services for the three MPOs located in the Florida Panhandle) were reviewed. Alternative methods used to address issues related to the operation, funding per capita, staffing levels, job descriptions, budgets, space needed, equipment, and impact to member agencies were identified and documented.

- Identify appropriate solutions to organizational issues related to independence based on the background review and the assessment of independent MPOs.

Policy recommendations and alternative strategies addressing the subject of organizational independence were developed in a pros and cons format. To assist the MPO in weighing alternative strategies, the following issues were specifically addressed:

- the exact nature and number of employees needed under each alternative organizational strategy;
- provision of employee benefits (including potential costs) under each alternative organizational strategy;
- cost estimates for acquiring various services, office space and equipment in Broward County; and
- the estimated effect on the current MPO budget and any impact on currently available Federal Highway and Transit Planning Funds, as well as to current planning activities.

## **Federal and State Statutes, Regulations and Requirements**

### ***Federal Law***

Metropolitan planning organizations play a key role in implementing federal transportation law through their role of establishing a cooperative, continuous and comprehensive planning process for transportation decision-making in metropolitan areas. Though the guidance provided in federal law tends to be broad, it does provide the legal framework for MPO organizational structures and responsibilities. The key structural requirement pertaining to MPOs is as follows (from Section 3005(d)(2)) of the Safe, Accountable, Flexible, Efficient Transportation Equity Act: a Legacy for Users, also known as SAFETEA-LU:

#### STRUCTURE —

Each 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; and
- (C) Appropriate State officials.

Other federal laws and regulations impact MPO organizational considerations through their affect on public sector employment. A few notable laws influencing the employment practices of MPOs include Titles VI and VII of the Civil Rights Acts, the Americans with Disabilities Act of 1991, the Age Discrimination Act, and the Family and Medical Leave Act.

Initially enacted in 1963, the Civil Rights Acts (CRA) prohibit discrimination on the basis of race, color, and national origin. Title VII of the Civil Rights Acts prohibit public and private employers with 15 or more employees from engaging in discriminatory employment practices. Unlawful employment practices under Title VII include discrimination by the employer in application procedures, hiring, advancement, discharge of employees, employee compensation, job training, and other terms, conditions, and privileges of employment.

In addition, Title VI of the Civil Rights Act forbids programs and activities receiving federal financial assistance from discrimination on the basis of race, color, and national origin. However, Title VI does not require a minimum number of employees for provisions of the Act to be applicable. As a result, any MPO receiving federal financial assistance must adhere to Title VI of the Civil Rights Act.

In 1990, the US Congress passed the Americans with Disabilities Act (ADA) protecting the rights of disabled individuals. In essence, the ADA extended the rights afforded by the Civil Rights Act of 1964 to individuals with a disability(s). Under Section 3(2) of the ADA, a person is considered disabled if they:

1. have a physical or mental impairment that substantially limits one or more major life activities;
2. have a record of such impairment; or,
3. are regarded as having such an impairment. In addition, the ADA protection applies to individuals that have a known association or relationship with an individual that is disabled.

Initially implemented in July 1992, Title I of the ADA prohibits employers with 25 or more employees from discriminating against “qualified individuals with disabilities.” As of July 1994, the ADA applies to private and public sector employers with 15 or more employees.

The Age Discrimination in Employment Act (ADEA) protects employees and job applicants from discriminatory employment practices in the public and private sectors. The ADEA applies to public and private employers with 20 or more employees, including federal, state and local governments. The ADEA applies to all employment practices including application procedures, hiring, advancement, discharge of employees, employee compensation, job training, and other terms, conditions, and privileges of employment.

The Family and Medical Leave Act of 1993 (FMLA) was enacted in an effort to balance the demands of the workplace with the needs of families and to promote the stability and economic security of families. Under the FMLA, employers with 50 or more employees are required to grant eligible employees reasonable leave for medical reasons, such as childbirth or serious health conditions. Employee rights granted under FLMA include entitlement to leave, intermittent/reduced leave schedule protection(s), and position restoration.

Most of the aforementioned federal laws and regulations establish an employment threshold for the law to be applicable to an organization or entity. As a result, MPOs must pay careful attention to these laws to determine if one or more apply to them and to establish appropriate personnel policies, practices and procedures to ensure adherence.

### ***State Law and Guidance: MPO Governance***

Florida Statute 339.175 guides MPO organizational structure, among other areas of MPO practice. Further, 339.175 recognizes the status of MPOs under federal law and states that the provisions of the statute supplement those of federal law. Following structure established by federal law, Florida Statute 339.175(2)(a) places limitations on the composition of the voting membership on MPO Boards. The voting membership of an MPO should be between 5 and 19 apportioned members. In some instances, the Governor may permit or require MPO Board members, who represent municipalities, to alternate with representatives of other municipalities that do not have a voting member on the Board.

In addition, 339.175(2)(a) states that County Commission members should not comprise less than one-third (0.33%) of the MPO membership except for an MPO with more than 15 members located in a county with a five-member county commission or with 19 members located in a county with no more than 6 county commissioners. If such a case exists, then the County Commission members may comprise less than one-third (33%) of the MPO Board.

Florida Statute 339.175(2)(b) further stipulates that voting membership on the MPO Board should be provided for authorities or other agencies, which have been created by law to perform transportation functions in metropolitan areas, but are not under the jurisdiction of a general purpose local government represented on the MPO Board.

Reapportionment of an MPO Board membership is permitted under Florida Statute 339.175(2)(c) for MPOs whose jurisdiction falls wholly within a charter county with a population over 1 million, if:

- the MPO approved the apportionment plan by a three-fourths (3/4) vote of its membership;
- the MPO and the charter county determine that the reapportionment plan is needed to fulfill specific goals and policies applicable to that metropolitan planning area; and,
- the charter county determines the reapportionment plan otherwise complies with all federal requirements pertaining to the MPO Board membership.

#### ***State Law and Guidance: MPO Staffing***

Florida Statute 339.175(3)(e)(2)(g) permits MPOs to employ personnel or enter into contracts with state and local agencies, private planning firms, or private engineering firms to accomplish the MPOs transportation planning duties. Furthermore, the MPO may coordinate with another MPO or political subdivision to accomplish transportation planning duties.

In the event an MPO elects to contract with a state or local agency, both parties must enter into an interlocal agreement in accordance with the Florida Interlocal Cooperation Act of 1969 (Chapter 163 Article 1, Florida Statutes). The primary purpose of the Act is to permit local governmental units to make the most efficient use of their powers, services, and facilities. According to 163.01(5) F.S., the interlocal agreement between the MPO and other entity(s) must:

- describe the purpose for which the entity was created;
- describe the duration of the agreement and the entity;
- specify how the agreement may be terminated, modified, or rescinded;
- describe the precise organization of the entity, including:
  - who has voting rights on the governing board,

- whether alternative voting members are provided for,
- how voting members are appointed, and
- what the relative voting strength is for each constituent of the MPO or political subdivision;
- provide the manner in which the parties will provide financial support of the entity and payment of costs and expenses, including purchases and contracts; and,
- provide how the members of the entity will resolve disagreements regarding interpretation of the interlocal agreement or disputes relating to the operation of the entity.

While state statutes describe eligibility requirements for participation in the Florida Retirement System (FRS), it is not currently clear whether independent MPOs are eligible. State, municipal, and special district government officers and employees may receive benefits from the Florida Retirement System (FRS) upon meeting conditions established by the Florida Retirement System Act (Chapter 121, Florida Statutes).

During 2004, the First Coast MPO (an administratively independent MPO) requested participation in the Florida Retirement System (FRS). In late 2004, the Florida Bureau of Enrollment and Contributions denied First Coast participation in the FRS claiming the MPO was considered an “ineligible employer” based on the definition that an eligible employer was:

any agency, branch, department, board, institution of higher education, or board of the state, or any county agency, branch, department, board, district school board, or [independent] special district of the state, or any city of the state which participated in the system for the benefit of certain its employees (121.021 F.S.).

The First Coast MPO appealed the denial, stating that MPOs, as agencies created pursuant to an interlocal agreement, are entitled to participate under Florida Statute 163.01(9)(c), which states:

All of the privileges and immunities from liability; exemptions from laws, ordinances, and rules; and pension and relief, disability, and worker’s compensation, and other benefits which apply to the activity of officers, agents, employees ... of counties, municipalities of this state which are parties to an interlocal agreement creating a separate legal entity pursuant to the provision of this section shall apply to the same degree and extent of the officers, agents or employees of such entity unless the interlocal agreement creating such entity provides to the contrary.

To date, the First Coast MPO has not received a response to its appeal.

In the event that the First Coast MPO’s appeal is denied, two options are available for independent MPOs to become FRS eligible employers.

The first requires an MPO to be designated a “special district.” For employees of government entities to participate in the FRS, the employee must be part of an eligible group. According to Florida Statute, eligible groups include:

- a state agency;
- a county;
- a school board;
- a municipality; or,
- a special district.

If an MPO elects to receive special district status through this means, the MPO would be required to satisfy specific requirements set forth in Florida Statute. To satisfy these requirements, an MPO must:

- register with the DCA and pay an annual registration fee of up to \$175;
- produce and circulate a Special District Public Facilities Report;
- prepare and submit an actuarial report for the special district’s retirement program every three years; and,
- conduct an annual audit pursuant to 218.39(1) F.S. if the MPO budget with expenses and expenditures exceeds \$100,000.

The second option requires Florida Statute 121.021(10) or 339.175 to be amended. Florida Statute 121.021(10) defines employers covered by FRS. By amending 121.021(10) F.S., the definition of covered employers could be revised to include MPOs. An alternative would be to amend 339.175 F.S, governing the organization and authority of MPOs, to permit MPO employee participation in the Florida Retirement System.

In addition to establishing statewide guidelines for organizational structure and personnel-related issues, regulations mandate deliverables from entities receiving federal or state funds. Title 31, Sections 7501-7507 of the United States Code requires entities receiving federal funds to conduct an annual audit. In line with federal regulations, Section 215.97(8) of the Florida Statutes requires non-state entities receiving state financial assistance to comply with the Florida Single Audit Act.

Under Section 215.97 F.S., recipients of state funds are required to have an annual audit conducted by independent auditors in accordance with guidelines established by the State of Florida’s Auditor General. Since MPOs are recipients of federal and state funds, independent audits must be performed annually to adhere to federal and state guidelines.

## **EXISTING BROWARD COUNTY MPO ORGANIZATIONAL STRUCTURE AND PRACTICES**

### **Key Observations of Current Organizational Structure and Practice**

The following are key observations made from a thorough review of the current Broward County MPO organizational structure and practices. A detailed description of individual components of the Broward County MPO organizational structure and practices follows this section.

#### ***Demographics***

- The Broward County MPO serves a population base of **1.7 million people**.
- The area served by the Broward County MPO qualifies as a **Transportation Management Area** (metropolitan areas over 200,000 people), indicating that the MPO is required by federal and state law to perform metropolitan transportation planning activities of a complex nature.
- The Broward County MPO serves **one county** (Broward County) within the Miami urbanized area – an urbanized area that covers portions of three counties (Miami-Dade County, Broward County and Palm Beach County). Although the MPO only covers **a portion of one urbanized area**, Broward County MPO boundaries include **multiple municipalities** (31 total municipalities).
- The Broward County MPO has a variety of **significant intermodal transportation facilities** within its planning area including an international airport, a seaport, freight rail lines, toll roads, a bus transit system, and portions of a regional rail transit system.

#### ***Committees***

- The Broward County MPO has a Governing Board, a technical advisory committee, a citizens' advisory committee, a bicycle advisory committee and hosts the local transportation disadvantaged coordinating board as a committee of the MPO.

#### ***Governing Board***

- MPO Governing Board includes 19 voting members.
- Voting members include County Commissioners, elected city officials representing one of five MPO districts, the School Board of Broward County, and a representative from the South Florida Regional Transportation Authority (an independent modal authority).
- Municipal representatives constitute a voting majority on the Governing Board.
- Not all municipalities are directly represented by a voting member on the MPO Governing Board. While not every municipality enjoys a voting seat on the MPO

Governing Board, voting members representing one of the five geographic MPO districts are responsible for representing the needs of all the municipalities within the district. Additionally, many municipal representatives are alternate members of the MPO Governing Board, providing them with the opportunity to participate as a voting member when the regular voting member is not present (in the event that more than one alternate from a single MPO District is present, the alternate from the larger jurisdiction by population will serve in the place of the absent member).

- Broward County MPOs does not have a weighted voting system. However, the City of Fort Lauderdale has two voting members on the MPO Governing Board.
- FDOT serves as the only non-voting member on the MPO Governing Board.
- Officers of the MPO Governing Board are elected on an annual basis. The Broward County MPO has not established term limits for officers.

### *Staffing*

- Through interlocal agreement, the Broward County MPO is staffed by the Transportation Planning Division of the Broward County Department of Urban Planning and Redevelopment. As such, the staff members of the Broward County MPO are direct employees of Broward County.
- Broward County provides all staff and administrative services for the Broward County MPO.
- The Broward County MPO Staff Director answers to the MPO Governing Board members in accordance with the interlocal agreement and the Unified Planning Work Program. The Staff Director serves administratively under the direction and supervision of the Director of the Broward County Department of Urban Planning and Redevelopment.
- The Broward County MPO has a staff size of 25. Under the current arrangement, the MPO funds 19 of the 25 filled positions (2 administrative, 17 professional). Broward County funds 6 of the 25 filled positions (2 administrative, 4 professional). When considering the current MPO staff size of 25 employees versus the population served, the total staff per capita is 1 staff person per every 68,000 people served.
- The Broward County MPO employs 21 professional staff members (staff dedicated to providing the core planning functions of the MPO). The MPO's professional staff per capita is 1 professional staff person per 80,592 people served.
- The Broward County MPO employs professional staff of varying expertise ranging from engineers to public involvement and transportation modeling to transit planning. The Broward County MPO retains no accounting staff, no human resources staff, and few administrative support staff, as Broward County provides administrative support to the MPO as it would to any other division of the County.

- Employees of the Broward County MPO, as Broward County employees, are covered by the personnel policies of Broward County.
- The Broward County MPO uses some consultant support to complete MPO functions, accounting for 18 percent of the MPO's budget. Additionally, most MPO functions of an administrative nature including human resources, accounting and financial administration are conducted by appropriate divisions of Broward County.
- The Broward County MPO staff members perform a dual role as staff to the MPO and staff to the Broward County Department of Urban Planning and Redevelopment, Transportation Planning Division. As such, MPO staff complete planning work tasks that provide value to both Broward County and the MPO. It is, however, not clear to what extent Broward County MPO staff work on local planning functions versus MPO functions.
- MPO and Broward County funds are pooled to provide joint staff services. Many administrative and other services are provided to the Broward County MPO by Broward County at no direct cost to the MPO.

### ***Funding***

- Total available funds for Broward County MPO use during FY 05/06 from all sources amounts to approximately \$2.6 million. These figures include federal planning and transit planning funds, state sources and local sources. On a per capita basis, this amounts to \$1.55 per Broward County resident.
- Broward County uses County general funds to pay for costs incurred by the MPO. The MPO submits bills to the appropriate federal, state and local grantors for program expenditures and then forwards payments to the County upon receipt from such federal, state and local grantors as reimbursement. The amount of local funds provided in FY 05/06 by Broward County to the MPO to perform joint MPO and Broward County work tasks amounts to approximately \$630,000.

### **Broward County MPO Administrative Structure**

**Urbanized areas covered (all or in part):** Part of the Miami Urbanized Areas

**Population:** 1.7 million

#### **MPO committees:**

- MPO (Governing) Board
- Technical Coordinating Committee (TCC)
- Community Involvement Roundtable (CIR)
- Bicycle Advisory Committee

- Broward County Transportation Disadvantaged Coordinating Board

### ***MPO Governing Board***

#### **Special requirements of MPO Governing Board per current Interlocal Agreement:**

- Three voting members from the Broward Board of County Commissioners
- One voting member who is a County Commissioner who is a member of the South Florida Regional Transportation Authority (SFRTA)
- Fourteen voting members who are municipal representatives. To determine municipality representation on the Board, Broward County is divided into five MPO districts
  - The two most populous municipalities in Districts 1 & 2 appoint one generally elected official to represent their municipality.
  - The City of Fort Lauderdale (District 3) designates two representatives.
  - The three most populous municipalities in District 3 appoint one generally elected official to represent their municipality.
  - The City of Hollywood appoints one generally elected official to represent District 4 municipalities.
  - The four most populous municipalities in District 5 appoint one generally elected official to represent their municipality.
- Voting and non-voting members of any district may revise their voting membership within the district by resolution of all the municipalities within the district. The revised membership plan will become incorporated into the interlocal agreement without further action of the MPO (after forwarding the plan to the Governor's Office).
- The Broward County School Board designates two (2) generally elected officials to the MPO Board. One official will serve as a voting member while the other official will serve as an alternate.

#### **Composition of the Governing Board:**

##### Voting: 19

- Broward County Board of County Commissioners (3)
- School Board of Broward County (1)
- South Florida Regional Transportation Authority (1)
- *District 1*
  - Coral Springs (1)
  - City of Tamarac (1)

- *District 2*
  - City of Pompano Beach (1)
  - City of Deerfield Beach (1)
- *District 3*
  - City of Fort Lauderdale (2)
  - City of Lauderhill (1)
  - City of Plantation (1)
  - City of Sunrise (1)
- *District 4*
  - City of Hollywood (1)
- *District 5*
  - Town of Davie (1)
  - City of Miramar (1)
  - City of Pembroke Pines (1)
  - Weston (1)
- Non-voting: 1
- District 4, FDOT (1)

**All local governments have voting membership on the Governing Board: No**

**Local government representation in MPO:** In each District (5 total) in order of population, alternate voting members are authorized to vote when the regular voting member from the same district is not present. If no alternate from that district is present, any alternate municipal member may sit in place of the absent voting member, including absent County Commissioners, the South Florida Regional Transportation Authority member, or the School Board member.

Eighteen local governments are included as alternates in order of population on the MPO Board. Local governments with alternates on the MPO Board include:

- District 1
  - City of Margate (1)
  - City of North Lauderdale (1)
  - City of Parkland (1)
- District 2
  - Coconut Creek (1)
  - City of Lighthouse Point (1)
  - Town of Lauderdale-by-the-Sea (1)
  - Town of Hillsboro Beach (1)
- District 3

- City of Lauderdale Lakes (1)
- City of Oakland Park (1)
- City of Wilton Manors (1)
- Village of Sea Ranch Lakes (1)
- Lazy Lakes (1)
- District 4
  - City of Hallandale (1)
  - Dania Beach (1)
- District 5
  - Cooper City (1)
  - Town of Pembroke Park (1)

**Major modal provider representation on the MPO Governing Board:**

- South Florida Regional Transportation Authority (voting)
- The Florida Department of Transportation (non-voting)

**Other agency or stakeholder representation on the Governing Board:**

- School Board of Broward County (voting)

**Weighted voting structure:** No, however, there is a defacto weighted structure as each member has one vote with the number of members determined following based on population/geographic (for example, the City of Ft. Lauderdale has 2 voting members of the board based on population).

**Quorum:** Ten Board members who are authorized to vote. NOTE: “An alternate voting member designated through the interlocal agreement is authorized to vote when the regular voting member from the same municipal district is not present.”

**Officer selection by the Governing Board membership:** Officers are elected annually (March) by a majority of those present and voting.

- Officers have set terms: Yes – one (1) year
- Term limits: No

**Frequency of Governing Board meetings:** Monthly

***Technical Coordinating Committee:***

**Member selection for the technical coordinating committee:** TCC members are appointed by BCMPO Board members and/or transportation-related agencies to represent the member jurisdiction or agency. Municipal membership on the TCC is predicated

upon the same district concept as that of the BCMPO. In addition, the TCC may have additional advisory (non-voting) members as the BCMPO deems advisable.

**Composition of the Technical Coordinating Committee:**

Voting (29)

- Broward County Divisions:
  - Department of Urban Planning and Redevelopment (1)
  - Division of Mass Transit (1)
  - Engineering Division (1)
  - Traffic Engineering Division (1)
  - Air Quality Division (1)
  - Port Everglades Department (1)
  - Aviation Department (1)
  - Emergency Management Division (1)
- Broward County Planning Council (1)
- BCMPO Board Appointees
  - Broward County School Board (1)
- Cities
  - *District 1*
    - City of Coral Springs (1)
    - City of Tamarac (1)
  - *District 2*
    - City of Pompano (1)
    - City of Deerfield Beach (1)
  - *District 3*
    - City of Fort Lauderdale (1)
    - City of Lauderhill (1)
    - City of Plantation (1)
    - City of Sunrise (1)
  - *District 4*
    - City of Hollywood (1)
  - *District 5*
    - Town of Davie (1)
    - City of Miramar (1)
    - City of Pembroke Pines (1)
    - City of Weston (1)
- District 4, Florida Department of Transportation (3)
  - District Planning & Environmental Engineer

- District Modal Development Administrator
- District Traffic Operations Engineer
- Florida Department of Environmental Protection (1)
- South Florida Regional Transportation Authority (1)
- Broward County Board of Commissioners (1)

Non-Voting (1)

- South Florida Regional Planning Council (1)

**Weighted voting structure:** No

**Quorum:** majority vote (50% plus one)

**Officer selection of the committee membership:** TCC members elect Officers annually (March).

- Officers have set terms: Yes – one (1) year
- Term limits: No

**Frequency of technical advisory committee meetings:** Monthly

***Community Involvement Roundtable:***

**Member selection for the citizen involvement roundtable:** Members of the CIR are appointed by either a BCMPO Board member or a service organization or authorized group. Up to 19 members can be appointed by regular members of the BCMPO. Up to 20 members can be appointed by service, civic, or other organizations or groups as authorized by the BCMPO. Up to 5 members can be nominated by the CIR and are approved by the BCMPO.

**Composition of the Citizen Advisory Committee:**

Voting (42)

- Members appointed by BCMPO (18):
  - Broward County Commission (3)
  - Broward County School Board (1)
  - City of Coral Springs (1)
  - Town of Davie (1)
  - City of Deerfield Beach (1)
  - City of Fort Lauderdale (2)
  - City of Hollywood (1)
  - City of Lauderhill (1)
  - City of Pembroke Pines (1)
  - City of Plantation (1)

- City of Pompano Beach (1)
- South Florida Regional Transportation Authority (previously known as Tri-Rail) (1)
- City of Sunrise (1)
- City of Tamarac (1)
- City of Weston (1)
- Members are appointed by service, civic, or other organizations (19):
  - American Lung Association (1)
  - Broward Business and Professional Association (1)
  - Broward Community College (1)
  - Broward Sheriff’s Office (1)
  - Broward Sierra Club (1)
  - FAU Center for Urban Redevelopment and Education (1)
  - FDOT/Community Safety Traffic Team (1)
  - Florida Trucking Association (1)
  - Greater Fort Lauderdale Chamber of Commerce (1)
  - Greater Fort Lauderdale Convention & Visitors Bureau (1)
  - Institute of Transportation Engineers, Florida Chapter (1)
  - Leadership Broward, Inc. (1)
  - League Cities of Broward County (1)
  - League Women Voters Broward County (1)
  - Memorial Healthcare TD (1)
  - NAACP (1)
  - Realtors Association of Greater Fort Lauderdale (1)
  - Tabernacle of Faith and Praise, Inc. (1)
  - Water Taxi (1)
- Members Appointed by the CIR (5)

**Weighted voting structure:** No

**Quorum:** 11 or more voting members

**Officer selection of the committee membership:** Officers are elected by a majority of voting CIR members annually.

- Officers have set terms: Yes – one (1) year
- Term limits: No

**Frequency of committee meetings:** 8 meetings per year (the date of the subsequent meeting is established at every meeting)

*Staffing:*

**Background on becoming an independently staffed MPO:** Not Applicable

**MPO staff arrangement:**

- Director: The Director answers to the MPO Executive Board members in accordance with the interlocal agreement and the Unified Planning Work Program. The Director serves administratively under the direction and supervision of the Director of the Broward County Department of Urban Planning and Redevelopment.
- MPO staff: The Director employs such personnel as may be necessary to perform adequately the functions of the MPO within the MPOs budgetary limitations.

**Agency providing personnel-related support services:** Broward County

**MPO staff composition:** 25 full time (4 administrative; 21 professional)

The Broward County MPO is staffed by the Transportation Planning Division of the Broward County Department of Urban Planning and Redevelopment. The Transportation Division/MPO staff are organized into five areas including Systems, CMS/Intermodal, Programs, Community Mobility, and Administration (see Figure 2 for organizational chart of MPO). Six of the 25 full time positions are funded using \$466,010 of County general revenue funds (4 professional positions and 2 administrative positions). Professional planning positions (senior, associate, assistant) fall under more than one organized area. These planning professional positions share similar responsibilities and salary ranges. Responsibilities for professional and administrative positions are reviewed on an annual basis and revised as necessary.

- Professional staff descriptions: (21)
  - Director: Under the administrative direction of the Director of the Broward County Department of Urban Planning and Redevelopment, this position is responsible for overseeing the administrative and professional work associated with the transportation planning activities of the Broward County MPO. The Director is responsible for establishing personnel policies and for making decisions including hiring, firing, leave and employee discipline. In addition, the Director is also responsible for developing and implementing the MPO/Transportation Division budget and ensuring that the activities of the MPO/Transportation Division comply with federal and state regulations. The salary range for this position is between \$73,124 and \$119,924.
  - Assistant Director: Under the direction of the MPO Director, this position is responsible for performing administrative, supervisory and professional work associated with the transportation planning activities of the MPO. The position serves as the principle senior management staff in the Director's absence, which includes attending meetings and the management of the Transportation

Division/MPO staff. The salary range for this position is between \$66,477 and \$109,021.

- Supervisor, Systems Planning/Engineer IV (1): This position reports directly to the MPO Director and is responsible for supervising the activities of the systems staff. Other responsibilities of the Systems Planning Supervisor include managing technical transportation-related work assignments associated with the Transportation Division/MPO, including developing the Long Range Transportation Plan, Highway Surveillance, geographic information systems (GIS) applications, and reviewing traffic studies and proposals for Developments of Regional Impact (DRIs). The salary range for this position is between \$64,540 and \$105,846.
- Supervisor, Congestion Management Systems (CMS)/Senior Planner (1): Under the direction of the MPO Director, this position is responsible for supervising the activities of the CMS/Intermodal staff. Other responsibilities include conducting corridor studies, recommending congestion management strategies, conducting major capital investment studies (including fixed-guideway transit and freight and goods movement), and implementing transit plans. This Section is also responsible for Intelligent Transportation Systems (ITS) planning and coordination as well as compliance with the ITS Architecture as required by Federal and State regulation. The salary range for this position is between \$49,782 and \$77,263.
- Supervisor, MPO Programs /Senior Planner (1): Under the direction of the MPO Director, this position is responsible for managing the MPO Programs' staff responsible for producing and maintaining the Transportation Improvement Program and unfunded priorities listing. Other responsibilities of the position include overseeing programs such as public involvement, transportation enhancement, safety, scenic highway and noise abatement. This position is responsible for assisting the MPO Director as an alternate at MPOAC meetings. The salary range for this position is between \$49,782 and \$77,263.
- Supervisor, Community Mobility/Special Project Coordinator IV (1): Under the direction of the MPO Director, this position is responsible for coordinating and implementing bicycle/pedestrian, greenway projects and programs. Other responsibilities include supervising the activities of the Community Mobility staff. The salary range for this position is between \$47,351 and \$71,971.
- Engineer (Levels I-III) (2): This position reports directly to the Systems Planning Supervisor and is responsible for technical, analytical work associated with systems management, operations and planning. The salary range for this position(s) is between \$36,954 and \$57,355.
- Information Systems Analysts (Levels I-III) (2): This position reports to the Systems Planning Supervisor and is responsible for maintaining the highway traffic surveillance program, developing/coordinating GIS activities, and

analyzing transportation data. The salary range for this position is between \$38,784 and \$77,234.

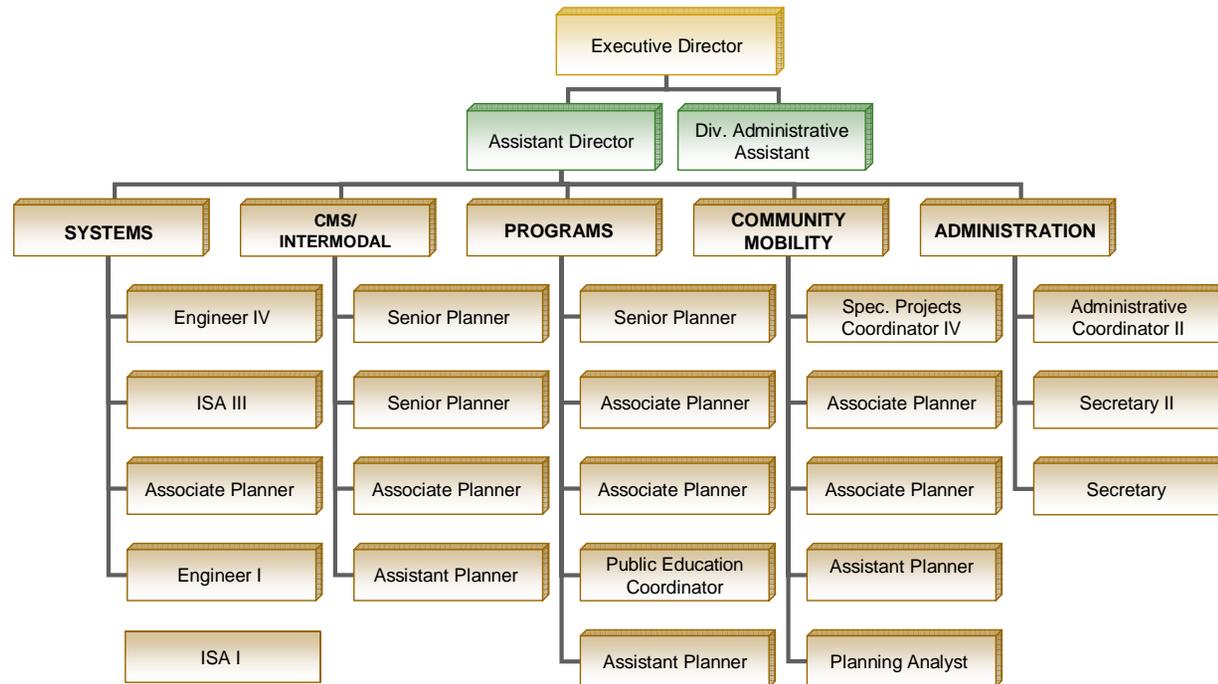
- Senior Planner (1): Senior Planners may work in one of several functional areas and may also be a supervisor. The current senior planner in a non-supervisory role reports to the Supervisor of CMS/Intermodal. This position is responsible for the project management of the SR 7/US 441 high performance transit project as well as coordinating planning improvements, implementation of transportation plans, and overseeing improvements and programs. The salary range for this position is between \$49,782 and \$77,263.
- Associate Planner (9): Associate planners may work in one of several functional areas. Currently, the number of associate planners in each area includes one in Systems, two in CMS/Intermodal, three in Programs, and three in Community Mobility. Associate planners report to the supervisor of their respective functional area. Associate planners responsibilities include developing and presenting studies, updating transportation plans, and evaluating plans and programs. The salary range for these positions is between \$43,645 and \$67,998.
- Assistant Planners (3): Assistant planners may work in one of several functional areas. There are currently two in the CMS/Intermodal section and one in the Programs section. Assistant planners report to the supervisor of their respective functional area. Responsibilities of assistant planners include assisting with studies, preparing documents (i.e. maps, drafts, agendas, etc.), and performing research and data analysis as instructed. The salary range for assistant planners is between \$36,954 and 57,355.
- Public Education Coordinator (1): This position reports to the MPO Programs Supervisor and is responsible for developing/coordinating outreach programs and a comprehensive public involvement program. The salary range for this position is between \$39,941 and \$59,228.
- Planning Analyst (1): This position reports to the supervisor of Community Mobility and is responsible for developing a transit modeling system, coordinating with local agencies about bicycle/pedestrian projects and programs. The salary range for this position is between \$28,868 and \$44,806.
- Administrative staff descriptions: (4)
  - Division Administrative Assistant (1): Under the direction of the MPO Director, this position is responsible for assisting the MPO Director with tasks, coordinating meetings/communications, acting as a liaison where appropriate, and updating/maintaining the MPO website. The salary range for this position is between \$28,554 and \$45,424.
  - Supervisor, Administrative Staff/Administrative Coordinator II (1): Under the direction of the MPO Director, this position is responsible for supervising the

activities of the Administrative staff. The salary range for this position is between \$36,352 and \$53,907.

- Secretary (2): This position reports to the Supervisor of Administration and performs a variety clerical and office tasks. Activities may include skilled typing, filing, reception tasks, and the operation of office equipment. The salary range for this position is between \$25,237 and \$40,148.
- Staff specialization:
  - Transportation planning
  - Transit planning
  - Transportation engineering
  - Transportation modeling
  - Public involvement
  - Air quality modeling
  - Bicycle and pedestrian facility planning and design

Figure 2: Broward County MPO Organizational Chart

# URBAN PLANNING & REDEVELOPMENT TRANSPORTATION PLANNING DIVISION



August 2005

**MPO staff per capita:** 1 per 68,000 (based on current staffing levels)

- Professional staff per capita: 1 per 80,952 (based on current staffing levels)

**Personnel policies:** As an MPO housed within county offices, Broward County MPO follows the personnel policies established by the Broward County government. In 2005, Broward County adopted a revised personnel policy. Included in the manual is information on the following:

- Leave Policies: Policies related to accrued leave, administrative leave, annual leave, bereavement/funeral leave, educational leave, holiday leave, military leave, sick leave, and jury duty and civil leave.
- Vehicle Related Policies: Policies related to automobile accidents, county vehicles, driver authorization, parking, and seat belts.
- Payroll/Compensation: Policies related to annual leave cash-out, employee assistance program, housing financial assistance, overtime, payroll, salary ranges, tuition reimbursement, unemployment compensation, and worker's compensation, etc.
- Conditions of Employment: Policies related to at-will employment, reductions in force, recalls, and resignations.
- Broward County: Policies related to Broward County including county property, the Broward County Facilitators Groups, Division of Human Resources, and separation from county employment.
- Code of Conduct: Policies related to conflicts of interest, computer use, harassment, internet/email, nepotism, ethics, tardiness, weapons, and violence in the workplace.
- Education, Training, and Career Opportunities: Policies related to career change opportunities, the Institute for Learning and Development, job announcements, mandatory training, promotional opportunities, seasonal positions, and training programs.
- General Benefit Terms and Notifications: Policies related to employee benefit services, employee participation in the County benefit program, COBRA coverage, domestic partner benefits, family/medical leave, and retiree coverage.
- Cafeteria Benefit Plan Information: Policies related to employees and their dependents eligibility/participation in a variety of pre-tax programs and flexible spending accounts (medical, dependent care).
- Pre-Tax Dental, Health & FSA Plans: Policies related to health/dental insurance, health reimbursement accounts, Medicare supplemental insurance, prescription plans, and medical expense flexible spending accounts.
- After-Tax Supplemental Plans: Policies related to cancer/dreaded disease insurance, life insurance policy options, long-term care insurance, and long-term disability insurance.

- Well-Being Programs: Policies related to an assortment of wellness programs including the donated leave program, the health baby program, family illness leave, survivor benefits, and the Florida prepaid college program.
- Retirement/Deferred Compensation: Policies related to deferred compensation, retirement, the Florida Retirement System, and the deferred retirement option program (DROP).

**MPO functions are performed by dedicated MPO staff: No**

- If no, are MPO functions completed by other agency staff: No
- If no, are MPO functions completed by consultant: Yes

**In-house functions as indicated by the FY 05/06 Unified Planning Work Program:**

- Administration: Managing the transportation planning process on a continual basis including program administration, development, review and reporting. Typical tasks include:
  - MPO administration
  - Transportation planning general management (local funds)
  - FTA and Transportation Disadvantaged program management
  - Title VI and disadvantaged business enterprise planning documentation
  - Unified Planning Work Program (UPWP) development
  - Efficient Transportation Decision Making (ETDM)
- Data Collection and Analysis: Monitoring area travel characteristics and factors affecting travel such as socioeconomic and land use data, transportation system data and other concerns and issues. Typical tasks include:
  - Highway, traffic and safety data
  - Transit surveillance and development
  - GIS services
  - Trafficways planning and impact studies
  - Transportation, Economic, and Land Use System (TELUS)
  - Comprehensive plan support
- Program and Plan Development: Transportation Systems Planning tasks related to transit, energy, and long and short range transportation planning. Typical tasks include:
  - Long range planning
  - Regional transportation planning
  - Project programming
  - Congestion management systems (CMS), corridor and transit planning
  - Freight and goods/intermodal planning
  - Intelligent transportation systems (ITS) planning

- Pedestrian and bicycle planning
- Transportation disadvantaged planning
- Public Involvement: Ensuring optimum public involvement and education throughout all transportation planning processes. Typical tasks include:
  - Updating and implementing the Public Involvement Plan
  - Developing and distributing information through meeting attendance, public presentation, web site development, television programming, and pamphlet distribution
  - Holding and advertising public meetings and hearings

**Consultant/other agency performed functions as indicated by the FY 05/06 Unified Planning Work Program:**

- Administration:
  - MPO organizational study
- Data Collection and Analysis:
  - Review and assess data collection/compatibility issues, geo-code unmatched records and finalize functions necessary to establish a Regional Crash Data Center
  - Sidewalk construction reporting system and sidewalk/transit amenities
- Program and Plan Development:
  - Develop the long range transportation plan and update the plan to conform to SIS
  - Develop a regional long range transportation plan in coordination with the Miami-Dade County MPO and the Palm Beach County MPO and local transit providers
  - Develop a Transportation, Economic, and Land Use System (TELUS) reporting system
  - Hollywood/Pines corridor study
- Special Project Planning:
  - Develop a community mobility guide
  - Develop a sidewalk and transit amenities inventory
- Public Involvement:
  - Support continued compliance with federal requirements for effective public involvement

**Percent of UPWP funded work not completed by MPO staff:**

- Maximum completed by consultant: 18% (based on funds set aside for consultant use during the current fiscal year).
- Funds available for other agency staff use: 0% (based on funds set aside for other agency staff use during the current fiscal year)

**MPO staff performs work tasks for member jurisdictions or other agencies:**

Broward County MPO staff members perform a dual role as staff to the MPO and staff to the Broward County Department of Urban Planning and Redevelopment, Transportation Planning Division. As such, MPO staff complete planning work tasks that provide value to both Broward County and the MPO. At least one work task described in the MPO UPWP is clearly a function of Broward County planning efforts and is funded using Broward County sources. Many work tasks are clearly a function of the metropolitan transportation planning process and are funded using MPO funding sources and local match.

However, some tasks described in the UPWP seem to serve both Broward County and MPO planning functions. These work tasks are each jointly funded using both MPO and Broward County sources, typically with the MPO share being larger than the local share. It is not clear to what extent each of these tasks serve a local planning function versus an MPO function. An example of this type of task is Task 2.4, Trafficways Planning and Impact Studies. While this work task funds obvious Broward County planning functions such as preparing and reviewing traffic impact studies related to DRI and concurrency management and providing input to the Broward County capital programming process, it also funds activities such as corridor protection evaluations that support MPO planning functions. Were the MPO to separate administratively from Broward County, this distinction would have to be more clearly delineated and many of these functions would likely be performed by dedicated Broward County staff, unless the MPO was retained under contract to perform these functions using local funds.

***MPO Administrative Services Arrangement:***

**MPO services arrangement:** The Broward County MPO has contracted through an interlocal agreement to receive administrative and other support services from Broward County (Agreement Between the Broward County Metropolitan Planning Organization and Broward County Florida for Staff Services, Adopted in October 1977 and amended in January 1987 and February 1994). The Broward County MPO is to reimburse Broward County for all services rendered under the staff services agreement.

Pursuant to the agreement, administrative and other personnel-related services provided by Broward County include:

- “...professional, technical, administrative and clerical services, the supplies, the equipment the office and other space, and such other incidental items as may be required and necessary to manage the business and affairs the MPO...” (Agreement Between the Broward County Metropolitan Planning Organization and Broward County Florida for Staff Services, Adopted in October 1977, p. 2)

Specific services received by the Broward County MPO from Broward County include:

- Accounting Division:
  - Invoice processing

- Issue checks
- Payroll
- Tangible property insurance
- Budget Services:
  - Budget forecasting for operational expenses and grants revenue
  - Audit performance measures of MPO services
  - Budget analysis
- County Attorney:
  - Legal services
- County Records:
  - Recording of meetings and preparation of minutes
  - Electronic archive of all records
  - Records management
- Emergency Management Agency:
  - The MPO is included in the County’s Continuity of Operations Plan that identifies alternative locations, equipment and resources necessary to establish, reestablish, or maintain staff planning functions during and following a catastrophic event
- Facilities Management:
  - Facility maintenance and office management
- Fleet Services:
  - Use of fleet cars to attend off campus events – insurance and gasoline paid
- Human Resources:
  - All HR functions including staffing, benefits, employee assistance program, equal opportunity services, training, career counseling, labor relations and tuition reimbursement
- Information Technology:
  - Televisе MPO meetings
  - Network and server support
  - Data backup
  - Computer equipment support
  - Software training
- Legislative Delegation:
  - Legislative update and lobbying
- Mailroom:
  - Postage and courier services
- Office Space
  - Office Space (4,400 square feet) at no charge

- Use of Governmental Center which includes a cafeteria, break room, bathrooms, and conference rooms.
- Print Shop:
  - Provides all printed material, stationery, and outreach brochures, pamphlets and booklets
- Public Communications:
  - Website design and graphics
  - Posting of MPO programs on the website
- Purchasing:
  - All purchasing services
  - Contract management and negotiations
  - Insurance requirements for contractors
  - Contracts rental of two heavy-duty copiers
  - Office supplies, copier paper, laptops, cell phones, etc.
- Risk Management:
  - Workers comp insurance
  - Liability insurance
  - Safety and occupational health insurance
  - Manages insurance requirements for contractors
- Telecommunications:
  - Provides telephone services and equipment
- Actual annual costs for services (FY 05/06):
  - County attorney: \$9,200 (for 80 hours at a rate of \$115/hr)
  - The Broward County MPO is not charged for the provision of the remaining listed services. Consequently, 100% of federal grant funds are available for transportation services and studies.
  - Total Salaries, including fringe: \$1,835,752
    - Salaries (MPO funded positions only): \$966,506
    - Fringe Benefits (MPO funded positions only): \$372,106
    - Salaries (Broward County funded position only): \$358,946
    - Fringe Benefits (Broward County funded positions only): \$138,194

***Planning Funding:***

**UPWP funding from all sources:**

- Total: \$6,522,351
  - PL (FY 05/06 allocation): \$1,156,573
  - PL (Carryover from previous years): \$179,825

- FTA transit planning funds (FY 05/06 allocation): \$470,161
- FTA transit planning funds (Carryover from previous years): \$70,000
- FTA 5307 funding: \$1,500,000 (included in UPWP for information purposes only – not for MPO use)
- FAA funds: \$1,500,000 (included in UPWP for information purposes only – not for MPO use)
- FDOT:
  - Non-cash match for PL funds: \$294,748
  - Cash match for FTA planning funds: \$67,520
- Local sources:
  - Broward County: \$630,190 (\$67,520 for cash match for FTA transit planning funds and \$562,670 for local transportation functions and to supplement federal transportation planning funds)
  - Broward County Aviation Department: \$500,000 (included in UPWP for information purposes only – not for MPO use)
  - Port Everglades: \$100,000 (included in UPWP for information purposes only – not for MPO use)
- Florida Transportation Disadvantaged Commission: \$53,334
- Pass through to other agencies:
  - South Florida Regional Planning Council: \$50,000 (for support of the SR 7/441 collaborative, by contract that is renewed annually)
- Funds included in UPWP for informational purposes only:
  - South Florida Regional Transportation Authority: \$1,500,000 (federal funds for transit capital program)
  - Broward County Department of Aviation: \$2,000,000 (federal/local funds for airport planning)
  - Port Everglades: \$100,000 (local funds for seaport planning)
- Total available funds for MPO use: \$2,627,603 (total funds minus non-cash FDOT match, pass through funds, and funds included in UPWP for informational purposes only)
- Total funds available for consultant services: \$507,476 (total funds programmed for consultant services, including funds for televising MPO meetings, minus soft match funds)
- Total available funds for MPO staff functions: \$2,120,127 (Total available funds for MPO use minus total funds available for consultant/other agency services)

**Match sources for federal and transit planning funds:** The 20% federal planning (PL) funds match requirement is met by the Florida Department of Transportation using toll expenditures as a credit. The federal transit planning funds match requirement is met by

a combination of local funds (Broward County – 10% total) and a cash match (10%) provided by the Florida Department of Transportation.

**Per capita UPWP funding:** (planning dollars spent per resident served by the MPO)

- \$3.84 per capita (using total UPWP funding)
- \$1.55 per capita (using total available funds for MPO use)

**Capitalization method:** Because federal and state grant programs are typically reimbursement programs, MPOs need a method for paying for costs incurred prior to the receipt of grant reimbursement. Broward County uses County discretionary funds to pay for costs incurred by the MPO. The MPO submits bills to the appropriate federal, state and local grantors for program expenditures and then forwards payments to the County upon receipt from such federal, state and local grantors as reimbursement.

## **INDEPENDENT METROPOLITAN PLANNING ORGANIZATION ANALYSIS**

Organizational structures of four independent Florida MPOs were reviewed to provide insight into alternative MPO organizational structures. For the purposes of this study, an independent MPO was defined as an MPO that is administratively separate from any individual MPO member government.

The four MPOs reviewed include:

- First Coast MPO in Jacksonville/St. Augustine
- METROPLAN ORLANDO in Orlando/Kissimmee
- The Sarasota/Manatee MPO in Bradenton/Sarasota
- The West Florida Regional Planning Council acting as the staffing agency for three separate and independent MPOs located in the Florida Panhandle – the Florida-Alabama TPO, the Okaloosa-Walton TPO and the Bay County TPO. (for the purposes of this research, the WFRPC was considered the equivalent of a single MPO).

A detailed description of the organizational structure of each MPO reviewed is included in appendices to this report. A summary of organizational structures and practices is provided below. Tables 2a-2d summarizing MPO characteristics are included below.

### **Summary of Independent MPOs**

#### ***Demographics***

- **Two** of the MPOs serve a population base of **over 1 million people** (the First Coast MPO and METROPLAN ORLANDO) while the other two serve a population base of between 650,000 and 850,000 people (the Sarasota/Manatee MPO and the West

Florida Regional Planning Council serving as staff to the three MPOs in the panhandle of Florida).

- Each of the four independent MPO areas qualify as a **Transportation Management Area** (metropolitan areas over 200,000 people), indicating that they are required by federal and state law to perform metropolitan transportation planning activities of a consistently complex nature.
- Each of the four independent MPOs cover **multiple counties, multiple urbanized areas and multiple municipalities**.
- Each of the four independent MPOs have a variety of **significant intermodal transportation facilities** within their planning areas. These include airports, seaports, rail lines, toll roads, bus transit systems, and rail transit systems.

### *Committees*

- Each of the four independent MPOs have a Governing Board, a technical committee, a citizens committee and are host to their respective transportation disadvantaged local coordinating board as a committee of the MPO. Three of the MPOs also have a bicycle/pedestrian committee.
- Unique committees:
  - The First Coast MPO hosts a **Business, Industry and Government Roundtable** to bring business and government leaders together to discuss transportation issues in the Jacksonville area. The committee meets quarterly and discusses primarily transportation issues and projects that may have an affect on the regions economic competitiveness and practices.
  - METROPLAN ORLANDO has a **Municipal Advisory Committee** to provide a voice to municipalities in the MPO area that do not have direct representation on the MPO Governing Board. The 15 member committee meets monthly to discuss items being considered by the MPO Governing Board or of interest to the committee membership. The elected chair of the committee represents the interests of the committee membership at MPO Governing Board meetings as a non-voting member.

### *Governing Board*

- MPO Governing Board sizes range from **13 voting members** for the First Coast MPO to **19 voting members** for METROPLAN ORLANDO. The WFRPC serves three different MPO Governing Boards, with a range of between 18 and 19 voting members per MPO Governing Board.
- Voting members include **County Commissioners, City Mayors, City Council members, and representatives of independent modal authorities**. Not all of the representatives of independent modal authorities are elected officials.

- **Municipal representatives constitute a voting majority** on each of the independent MPO Governing Boards.
- **Not all municipalities are directly represented by a voting member** on the MPO Governing Boards of the four independent MPOs. Smaller municipalities are often represented by County Commissioners. The beach communities located on the barrier islands off the coast of Sarasota and Manatee Counties are represented on the Sarasota/Manatee MPO Governing Board by the Chair of the Island Transportation Planning Organization (rotated between the three island municipalities on an annual basis). Representation rotates similarly between three small beach communities on the First Coast MPO Governing Board. Several smaller municipalities in the three county Orlando area are represented on the METROPLAN ORLANDO Governing Board by the Chair of the Municipal Advisory Committee in a non-voting capacity.
- **Three** of the four independent MPOs **do not have a weighted voting system**; however, some jurisdictions have more than one voting member on the MPO Governing Board. In addition to providing more than one vote to select jurisdictions, **the First Coast MPO allocates two votes each to members from the City of Jacksonville** (the Mayor and three City Council members).
- Each of the independent MPOs have **non-voting members** on their respective Governing Board, ranging from a high of eight on the METROPLAN ORLANDO board to a low of one on the Sarasota/Manatee board. A variety of stakeholders are represented by the non-voting members including:
  - FDOT
  - United State Navy (First Coast MPO)
  - United State Air Force (WFRPC)
  - County school boards (WFRPC)
  - MPO committees (METROPLAN ORLANDO)
  - A small airport (METROPLAN ORLANDO)
- Each of the independent MPOs elect MPO Governing Board officers on an annual basis. **Three** of the MPOs **limit officer terms** in some way. Two do not permit members from the same local government to succeed each other as officers.

### *Staffing*

- The four MPOs represent three separate organizational models for providing staffing services independent of an individual member jurisdiction or agency.
  - West Florida Regional Planning Council – staffing and staff service are provided to the three MPOs located on the Florida Panhandle (the Florida-Alabama TPO, the Okaloosa-Walton TPO and the Panama City TPO).

- Sarasota/Manatee MPO – staffing is independently provided, but a majority of staff services are provided through a **staff services agreement** with a member local jurisdiction (Manatee County).
- First Coast MPO – staffing and staff services are **independently provided**. However, during the current transition period, a minority of staff services are provided through a staff services agreement with a member modal agency (the Jacksonville Transportation Authority).
- METROPLAN ORLANDO – staffing and staff services are **independently provided**.
- There are a variety of reasons the four MPOs reviewed are independent, including:
  - West Florida Regional Planning Council – the three Panhandle MPOs decided to have the WFRPC provide staffing services to them due to its status as an **intergovernmental agency** and because it represented the most significant concentration of **professional planning expertise** in the area.
  - Sarasota/Manatee MPO – staff services were at one time provided by Sarasota County. In 1992, **the Sarasota County Administrator attempted to influence the MPO process as the supervisor of the MPO Executive Director**. Administrative responsibility for the MPO was subsequently transferred to Manatee County, but the independent status of the MPO was not clarified until 1992 when an MPO **employee requested rights under the Family Medical Leave Act (FMLA)**. It was determined at that time that the MPO was an independent agency and that the employee was not entitled to FMLA benefits due to the size of the MPO staff. The MPO has since formalized its independent organizational status.
  - First Coast MPO – the MPO was originally staffed by the City of Jacksonville. In 2003, the MPO expanded to include the St. Augustine Urbanized Area. The representatives of **the St. Augustine Urbanized Area agreed to join the First Coast MPO only under the condition that the MPO become independent**.
  - METROPLAN ORLANDO – the Orlando MPO was originally staffed by the East Central Florida Regional Planning Council (ECFRPC). In 1993, the MPO Board decided that an independent organization was needed to put more **emphasis on regional transportation planning and to improve accountability**. The MPO became independent in 1996 and changed its name to METROPLAN ORLANDO.
- **Three** of the four MPO Executive Directors **serve under the direction, supervision and control of the MPO Governing Board**. The **WFRPC Director of Transportation Planning**, serving as the staff director for the three Florida Panhandle MPOs, serves under the **supervision of the RPC Executive Director**, but receives direction and guidance from the MPO Governing Boards.

- Staff sizes range between a **small of 8** (Sarasota/Manatee MPO) and a **high of 21** (WFRPC). The two fully independent MPOs have a total staff size of 11 (First Coast MPO) and 18 (METROPLAN ORLANDO). The larger WFRPC staff size appears to be driven primarily by the work load associated with staffing and producing required planning products for three MPOs (including the administrative burden of organizing and preparing agenda materials for a wide variety of committee meetings). The smaller Sarasota/Manatee staff size appears to be driven primarily by the staff services arrangement with Manatee County in which the MPO does not need to provide internal financial and other administrative expertise. When considering MPO staff size versus the population served, the total staff per capita range between 1 staff person per every 100,045 people served (First Coast MPO) and 1 per 40,115 (WFRPC). Excluding the WFRPC, the staffing gap narrows to a range between **1 staff person per every 100,045 people served** (First Coast MPO) and **1 per 81,484** (Sarasota/Manatee MPO).
- Professional staff sizes (staff dedicated to providing the core planning functions of the MPO) range between a small of 5 (Sarasota/Manatee MPO) and 15 (WFRPC). Again, the size of the WFRPC professional staff appears to be driven primarily by the work load associated with staffing and producing required planning products for three MPOs (including producing three individual and separate Unified Planning Work Programs, Transportation Improvement Programs and Prioritized Project lists on annual basis). When taking into account the size of the population served, the professional staffing levels appear to normalize with the exception of the WFRPC. Professional staff per capita **range between 1 professional staff person for every 153,655 people served** (METROPLAN ORLANDO) and **1 per 130,374** (Sarasota/Manatee MPO).
- The four independent MPOs have varying needs relative to staff expertise.
  - Due to the work load associated with staffing and producing required planning products for three MPOs, **the WFRPC Transportation Division retains an unusually large number of staff transportation planners** (professional staff) and planning technicians (administrative staff). Conversely, **the Transportation Division retains no financial staff, no receptionist and few administrative support staff** as the WFRPC provides administrative support staff that is shared by all division of the WFRPC.
  - The **Sarasota/Manatee MPO** retains financial and staff support services through an agreement with Manatee County. The MPO **retains only one staff member with financial expertise and two employees to provide office management and administrative support.**
  - The First Coast MPO and METROPLAN ORLANDO, as **free-standing agencies, need to provide significant in-house expertise in a variety of areas including finance, public information and public involvement.** Both MPOs are also very involved in public outreach activities that include active

participation in a variety of community and business organizations, including area chambers of commerce.

- Three of the four MPOs have developed or are in the process of developing their own personnel policies. The WFRPC Transportation Division uses the personnel policies of the WFRPC.
- **All four independent MPOs use consultants or other agency staff to varying degrees to complete MPO functions.** Consultant/other agency staff usage ranges between 32 percent (METROPLAN ORLANDO) and 22 percent (Sarasota/Manatee MPO). The level of consultant/other agency staff usage may impact MPO staffing requirements including staff size and expertise.
- The Sarasota/Manatee MPO and the WFRPC do perform limited planning activities for member jurisdictions. The two free-standing MPOs (First Coast MPO and METROPLAN ORLANDO) do not.
- Specific staff services are paid for in a variety of ways to the four independent MPOs based on their staff services arrangements.
  - The Transportation Division of the WFRPC (the division of the WFRPC that acts as MPO staff) pays an **indirect cost to the WFRPC to cover a number of expenses shared by all divisions of the WFRPC.** The indirect cost is spread across all tasks in the three MPO UPWPs. The indirect cost in fiscal year 05/06 is \$316,414. **A handful of expense items are paid for by the Transportation Division separately** from the indirect cost including capital purchases, travel, direct project expenses, and legal services.
  - The Sarasota/Manatee MPO pays an **indirect cost to Manatee County for a specific bundle of services.** The indirect cost is accounted for as a line item in the MPO UPWP. The indirect cost in fiscal year 05/06 is \$38,867. **Other expense items are paid for by the MPO separately from the indirect cost** including accounting fees, auditing fees, general insurance, vehicle maintenance and rent.
  - The First Coast MPO **pays directly for nearly all of its own services.** It pays the Jacksonville Transportation Authority (JTA) a relatively small fee (\$15,000 a year) for IT services.
  - METROPLAN ORLANDO **pays directly for all of its own services.**

### ***Funding***

- Funds available for actual use by the individual MPOs during FY 05/06 range from a low of approximately \$750,000 (Sarasota/Manatee MPO) to a high of approximately \$3.4 million (METROPLAN ORLANDO). These figures reflect funds available from all sources including federal planning and transit planning funds, state sources

and local sources. The **actual funds available to the MPO for MPO use on a per capita basis ranges between \$1.38** (Sarasota/Manatee MPO) and **\$2.54** (WFRPC).

- **Capitalization** refers to the funds available for paying various MPO expenses at the time those expenses must be paid. Capitalization is an important issue because the federal and state funds used by MPOs are typically provided as a reimbursement. Therefore, MPOs require a local source of funds to pay for expenses prior to receiving reimbursement from the state or federal government. Additionally, local funds must be provided as a cash match for the federal transit planning funds. The **source of local funds** for each of the four independent MPOs varies.
  - The **WFRPC fronts the funds needed to meet MPO expenses** and is later reimbursed from federal and state sources. The WFRPC also provides the local match for federal transit planning funds, amounting to approximately \$65,500 per year.
  - Per their staff services agreement, **Manatee County fronts the funds needed to meet Sarasota/Manatee MPO expenses** and is later reimbursed from federal and state sources. Both Counties also provide the local match for federal transit planning funds, amounting to approximately \$18,000 per year.
  - The First Coast MPO **collects \$0.25 per capita from each of the member Counties** based on estimated population figures. The three Duvall County transportation authorities also contribute at a rate of \$13,188 per year. The smaller authorities contribute as well, but at a lower rate. The First Coast MPO has also arranged to accept loans from the Jacksonville Transportation Authority to cover costs as needed, subject to repayment with interest. The local assessment provides approximately \$350,000 per year in local funds.
  - METROPLAN ORLANDO **collects \$0.75 per capita from every member jurisdiction** based on estimated population figures. Additionally, transportation authorities/agency members contribute at the same level as that of the smallest contributing municipality. The local assessment provides approximately \$1.3 million dollars a year in local funds.

<b>Table 2a. Administrative Structure</b>	<b>Broward</b>	<b>First Coast</b>	<b>METROPLAN ORLANDO</b>	<b>Sarasota-Manatee</b>	<b>WFRPC*</b>
<b>Area Served</b>					
Urbanized Areas covered	< 1	2	2	2	3
Population served	1,700,000	1,100,491	1,690,199	651,872	842,411
<b>MPO Governing Board</b>					
Number of Voting Board Members	19	13	19	15	56
Number of Non-Voting Board Members	1	2	8	1	3
Total Number of Board Members	20	15	27	16	59
<b>Composition of Governing Board (Voting Members Only)</b>					
Counties	3	4	9	6	24
Municipalities	14	4	6	8	32
Independent Modal Agencies	1	5	4	1	0
School Board Members	1	0	0	0	2
Other	0	0	6	0	1
<b>MPO Voting Structure</b>					
Weighted voting structure	No	Yes	No	No	No
Quorum	10 voting members	Simple Majority	Simple Majority	Simple Majority	Simple Majority
<b>MPO Board Officers</b>					
Term of office	1 year	1 year	1 year	1 year	1 year
Term limits for officers	No	Yes	Yes	Yes	No
<b>MPO Board Meeting</b>					
Frequency of meetings	Monthly	Monthly	Monthly	Monthly	7-10 per year
* The WFRPC provides staff services for 3 distinct and independent MPOs. The figures in the WFRPC column represent the sum of all 3 MPOs (Bay County TPO, Florida-Alabama TPO, and Okaloosa-Walton TPO). Each MPO's Board structure meets the legal requirements as established in Florida Statute 339.175.					

<b>Table 2b. MPO Committees</b>	<b>Broward</b>	<b>First Coast</b>	<b>METROPLAN ORLANDO</b>	<b>Sarasota- Manatee</b>	<b>WFRPC*</b>
<b>Technical Committee</b>					
Voting members	33	36	45	24	79
Non-voting members	1	0	4	8	35
Total members of Committee	34	36	49	32	114
<b>Technical Committee Structure (Voting Members Only)</b>					
Counties	11	10	9	8	21
Municipalities	13	13	26	10	28
Independent Modal Agencies	5	7	6	4	9
Other	4	6	4	2	20
<b>Technical Committee Meetings</b>					
Quorum	19 voting members	Simple Majority	50% of voting members	Simple Majority	Varies; TCC Chairman determines
Frequency of meetings	Monthly	Monthly	Monthly	Monthly	7-10 per year
<b>Citizen's Committee</b>					
Voting members	42	30	32	27	45
Non-voting members	0	0	0	0	0
Total members of Committee	42	30	32	27	45
<b>Citizen Committee Structure (Voting Members Only)</b>					
Counties	3	6	16	18	n/a
Municipalities	13	7	16	9	n/a
Independent Modal Agencies	1	0	0	0	n/a
Other	25	17	0	0	n/a
<b>Citizen Committee Meetings</b>					
Quorum	11 voting members	Membership present	40 % of voting members	Simple Majority	Varies; CAC Chairman determines
Frequency of meetings	8 per year	10 per year	Monthly	Monthly	7-10 per year

<b>Table 2c. Staffing Structure</b>	<b>Broward</b>	<b>First Coast</b>	<b>METROPLAN ORLANDO</b>	<b>Sarasota- Manatee</b>	<b>WFRPC*</b>
<b>Staff Size</b>					
Professional	21	8	11	5	15
Administrative	4	3	7	3	6
Total	25	11	18	8	21
<b>Staff per capita</b>					
Total staff per capita	1 per 68,000	1 per 100,045	1 per 93,900	1 per 81,484	1 per 40,115
Professional staff per capita	1 per 80,952	1 per 137,561	1 per 153,655	1 per 130,374	1 per 56,161
<b>Organizational Structure</b>					
MPO Director Reports to:	County Planning Director	MPO Board	MPO Board	MPO Board	WFRPC Executive Director
MPO Staff reports to:	MPO Director	MPO Director	MPO Director	MPO Director	MPO Director
MPO Staff are employed by:	MPO and Broward County	MPO	MPO	MPO	WFRPC
Personnel Procedures Manual Used	Broward County	MPO's	MPO's	MPO's	WFRPC
<b>Delegation of Work</b>					
All work performed by dedicated MPO staff	No	No	No	No	No
% of MPO work completed by consultants	18%	44%	33%	19%	29%
% of MPO work completed by other agencies	2%	4%	0%	3%	0%
MPO staff performs work for other agencies	Yes	No	No	No	Yes
<b>Services</b>					
MPO receives administrative services from other agency(s)	Yes	No	No	Yes	Yes
Agency providing services	Broward County	N/A	N/A	Manatee County	WFRPC

<b>Table 2d. Funding</b>	<b>Broward</b>	<b>First Coast</b>	<b>METROPLAN ORLANDO</b>	<b>Sarasota- Manatee</b>	<b>WFRPC*</b>
<b>Sources of UPWP Funding</b>					
Total funding reflected in UPWP	\$6,522,351	\$15,223,221	\$4,969,181	\$896,534	\$2,447,087
Actual UPWP funds available for MPO use	\$2,627,603	\$1,953,347	\$3,389,444	\$750,324	\$2,137,131
PL (FY 05/06 allocation)	\$1,156,573	\$835,928	\$1,088,873	\$563,174	\$1,138,061
PL (Carryover)	\$179,825	\$142,535	\$420,054	\$0	\$275,472
FTA transit planning funds (FY 05/06 allocation)	\$470,161	\$243,251	\$380,248	\$129,347	\$187,377
FTA transit planning funds (Carryover)	\$70,000	\$0	\$36,453	\$0	\$0
<b>Local Sources</b>					
Total Local Source Funding	\$630,190	\$321,497	\$1,331,189.00	\$18,168	\$65,469
% of funds available for MPO use derived from local sources	24.0%	16.5%	39.3%	2.4%	3.1%
Sources of Local Funding:	▶ Broward County	▶ Counties (4) ▶ Local Independent Modal Providers	▶ Local Municipalities ▶ Local Independent Modal Providers	▶ Manatee County ▶ Sarasota County	▶ Baldwin County (AL) ▶ Escambia County Transit Agency ▶ WFRPC
<b>UPWP Funding per Capita</b>					
Total UPWP funding per capita	\$3.84	\$13.83	\$2.94	\$1.38	\$2.90
Actual funds available for MPO use per capita	\$1.55	\$1.77	\$2.01	\$1.15	\$2.54
<b>Costs for Services</b>					
Salaries:	\$966,506	\$575,000	\$1,148,833	\$395,810	n/a
Rent:	\$0	\$55,500	\$221,136	\$45,240	\$153,000
Legal:	\$9,200	\$5,000	\$15,903	\$5,946	\$23,000
Auditing & Accounting:	\$0	\$18,175	\$16,500	\$3,000	\$33,000

## **Broward County Planning Council**

In the course of conducting research for this study, CUTR identified an agency within the Broward County structure that provides yet another organizational model for an “independent” Broward County MPO – the Broward County Planning Council (the Planning Council). The Planning Council was established as the local planning agency responsible for preparing the Broward County Land Use Plan and certifying the conformity of local land use plans to the Broward County plan.

Article 8 of the Broward County Charter establishes the authority and outlines the administrative structure of the Planning Council. The membership of the Planning Council’s Board includes one Broward County Commissioner appointed by the Broward County Mayor and one Broward County School Board representative. In addition, each Broward County Commissioner appoints two representatives from within the Commissioner’s district to serve on the Planning Council. Of these two appointees, one is an elected official of a municipality. The other appointee is a registered voter that does not hold a public office.

Section 5 of Article 8 of the Broward County Charter outlines the powers and functions of the Planning Council. Subsection (A) pertains to the staffing of the Planning Council and states that, “The Planning Council shall employ an Executive Director and such other administrative, professional, expert and clerical assistance as is necessary to carry out the duties authorized by this Chart.” As such, the Executive Director and his staff serve under the direction and control of the Planning Council membership, not the Broward County Board of County Commissioners or their staff.

While the staff of the Planning Council are independent of the Broward County administrative chain of command chain, Broward County is obligated to provide funds and services sufficient for the Planning Council to meet its responsibilities under the Broward County Charter. Section 8 of Article 8 of the Broward County Charter states that, “The County Commission shall include in the general fund of its annual budget for each fiscal year such sum as is necessary to carry out the duties prescribed in this Article.” As such, Broward County provides budget to cover the operating expenses of the Planning Council including salaries, fringe benefits, training, travel expenses, etc. The County also provides, at no additional cost to the Planning Council, furnished office and meeting space, office supplies and all other administrative needs and services required by the Planning Council.

In addition to the resources provided by the County, the Planning Council is authorized to receive outside support to complete its work. Section 7 of Article 8 of the Broward County Charter states that, “The Planning Council may contract and may accept gifts, grants, and/or assistance from Federal, State or local governmental units or agencies for the conduct of its work and the realization of its objectives...” In this way, the Planning Council is free to supplement its annual budget through the receipt of outside funds from a variety of sources.

Additionally, the Planning Council is authorized to use its staff to perform studies, research or any other work tasks – including all staffing activities associated with a given governmental entity – provided that the Planning Council is directed to do so by the Broward County Board of County Commissioners or the local governmental entity requesting the service pays the direct costs for undertaking such work tasks. Sections 5 (B) and (J) of Article provide authority and guidance on that issue. Section 5(J) of Article 8 states that, “The Planning Council shall perform such other responsibilities as the County Commission shall assign or as required by this Charter.” Section 5(B) of Article 8 states that, “Any local government entity may request, and the Planning Council may furnish, any technical and staff assistance to the local government entity. The local governmental entity shall reimburse the County for the Planning Council’s direct costs.”

The organizational model that this provides for an “independent” MPO in Broward County is one of an agency capable of hiring and managing its own staff, independent of the Broward County administrative structure, but still receiving full financial and administrative support from Broward County. Additionally, an MPO created in a similar manner under the County Charter would remain eligible to receive federal and state grant funds and have the flexibility to provide staff services to Broward County or any other local government entity, provided that local funds are provided to cover the direct costs of providing the requested services. In this way, the “independent” Broward County MPO could continue to provide staff support to the Broward County Transportation Planning Division.

## **ORGANIZATIONAL OPTIONS FOR ACHIEVING BROWARD COUNTY INDEPENDENCE**

As illustrated by the results of the independent MPO review and the description of the organizational structure of the Broward County Planning Council (the Planning Council), multiple mechanisms are available to reshape the Broward County MPO organizational structure to achieve administrative independence from any individual MPO member government. Several organizational structures have been identified for achieving administrative independence for the Broward County MPO.

While this report presents an analysis of costs and other organizational implications of various independent MPO staffing arrangements, any future Broward County MPO structure must be the product of internal debate and negotiation among the MPO membership and stakeholders. The information contained in this report should not be the sole basis for deciding the appropriate future organizational structure of the MPO. Political issues, both real and perceived, should be considered along with financial and organizational considerations in deciding upon the future organizational structure of the Broward County MPO. Among those issues are the dual role of the MPO staff (who serve as staff to both the MPO and Broward County) and the perceived affect this may have on the MPO decision-making process and associated planning activities.

The optional organizational structures described in this section should be viewed as a starting point for a broader policy discussion among the Broward County MPO Governing Board members. The organizational models, estimated costs and staffing requirements provide insight and guidance for specific decisions that only the Broward County MPO members and stakeholders can, collectively, make for themselves.

### **MPO Governing Board and Committee Structures**

One of the key elements of organizational structure is the composition and function of the MPO Governing Board and the other MPO committees. One of the primary purposes of the metropolitan transportation planning process is to provide a neutral forum for healthy debate on transportation issues affecting the entire metropolitan area. If the organizational structure of the MPO Governing Board (as the decision-making body of the MPO) and the MPO committees (as the primary forums for stakeholder input into the MPO decision-making process) do not facilitate a robust discussion of the key transportation policy issues facing the metropolitan area, then the MPO process itself will not function optimally and not provide the best possible decisions to meet the transportation needs of the entire metropolitan area.

MPOs housed in and staffed by a local member jurisdiction can be dominated at the MPO Governing Board and committee levels by that jurisdiction. This can lead to an imbalance in the decision-making process, giving the host agency undue influence over the process, and yielding decisions that benefit the host agency and are not necessarily the best decisions for the metropolitan region as a whole. As an MPO transitions from a host-agency arrangement to an “independent” arrangement, it is necessary to determine

whether a change in Governing Board and committee structures is required to achieve an equitable balance in the MPO decision-making process.

The Broward County MPO, through its unique District structure, provides a fair distribution of voting representation on the Governing Board to member jurisdictions throughout the County. Additionally, the committee memberships represent a wide variety of stakeholder groups, ensuring ample opportunity for all concerned parties to have a say in the decision-making process. As such, no change in the composition and function of the MPO Governing Board or the MPO committees is needed for the MPO to become an “independent” MPO.

### **Organizational Options for Independently Staffing the Broward County MPO**

The following organizational options draw from the models examined. While each option provides an organizational structure that is independent of the Broward County organizational structure, each also presents associated pros and cons (see Table 3 for a summary of organizational pros and cons). The Broward County MPO membership will need to determine which, if any, of these organizational options best suites their collective needs.

A variety of assumptions and estimates are made in order to derive staff size and cost estimates for each of the organizational options described in this report (see Table 4 for a summary of option costs). They are as follows:

- **Staff size and composition** – estimates for staff size and composition vary by the organizational option being considered. For reasons discussed earlier in this report, the West Florida RPC model does not provide an accurate model upon which to base professional staff needs. The remaining MPOs employ an average of one professional employee per 140,530 residents. That would be 12 professional employees in the case of Broward County. In addition to the 12 professional staff members, the Broward County MPO should retain at least one additional staff planner with expertise in transit planning (given the extensive transit system in the Broward County area and plans to expand that system), bringing the estimate of required professional staff for the Broward County MPO to 13.

Administrative/financial staff needs are based on the specific organizational model being emulated and is primarily dependent on the level of administrative/financial support being received by a host agency.

- **Staff salary** – estimates of staff salary (including fringe) are based on the estimate of total staff composition for each organizational option and the midpoint of the salary ranges for each corresponding staff position in the current Broward County MPO organizational structure. For example, if a given organizational option assumes that six transportation planners will be needed as part of the MPO staff, the estimated salary commitment for those positions is the midpoint of the salary range for the transportation planner position in the current Broward County MPO organizational

structure times the estimated number of transportation planners in the organizational option (in this case, 6).

- **Office space requirements** – the three MPOs reviewed that occupy their own office space, independent of any host agency, provide approximately 510 square feet of space per employee. This figure includes such office uses as a board room, other meeting spaces, office and cubicle spaces, storage and server spaces, break rooms, and a reception area (note that not each of the MPO offices reviewed contained each of the type of spaces listed). It is assumed that the Broward County MPO would require a similar sized space were it to occupy its own office, independent of any host agency (510 square feet per employee).

If the MPO staff is provided office space by and with a host agency, it is assumed that the MPO staff will require the same amount of office space as is currently occupied by the staff of the West Florida RPC on a per employee basis. The West Florida RPC staff currently occupies 235 square feet per employee (9,372 square feet of office space for 40 employees – half of which are transportation planning division staff). This includes a shared break room, a small storage area, and a small conference room. It does not include meeting space for the MPO Governing Board or committees, which is shared with the host agency.

- **Office space cost** – a source of the average cost per square foot of office space was identified through a literature and internet search of known real estate resources. The source that provided the most useful information on the cost of Broward County office space was the Colliers International 2005 Mid-Year Market Report for South Florida dated July 2005. The report provides information on the average annual asking rent for Class A and Class B office space (including utilities) in three locations in Broward County – the Fort Lauderdale Central Business District, Cypress Creek, and Southwest Broward County. This average excludes government offices.

The average annual rents are as follows:

– Ft. Lauderdale CBD:	Class A - \$26.19 per square foot
	Class B - \$23.26 per square foot
– Cypress Creek:	Class A - \$23.66 per square foot
	Class B - \$19.77 per square foot
– SW Broward County:	Class A - \$24.38 per square foot
	Class B - \$21.67 per square foot

- **Other costs** – it is assumed that all other costs will be comparable to the costs associated with those of the specific organizational model being emulated, adjusted to reflect Broward County costs. The index being used to adjust costs is the 2005 2<sup>nd</sup> Quarter ACCRA Cost of Living Index, published by ACCRA-The Council for Community and Economic Research at George Mason University (August 2005). The adjustment factors being used for this purpose are as follows:

- Orlando to Ft. Lauderdale: 1.1683
- Sarasota to Ft Lauderdale: 1.0707
- Jacksonville to Ft. Lauderdale: 1.2715

***Option 1: County-Based Independent Staffing Arrangement***

This organizational option is based on the model provided by the Broward County Planning Council. The key feature of this organizational option is that the Executive Director and MPO staff would be hired by and directly responsible to the MPO Governing Board. The MPO, as is the case with the Broward County Planning Council, could continue to be provided office space in the Broward County Government Center and receive full financial and administrative support from Broward County. Additionally, MPO staff could continue to receive benefits and personnel services from Broward County. The MPO would remain eligible to receive federal and state grant funds and have the flexibility to provide staff services to the Broward County Transportation Planning Division.

In essence, this organizational option could turn the current staffing arrangement on its head with the MPO providing staff serves to the County. This option would provide little disruption to the current activities of the MPO or the County. The MPO staff positions could remain unchanged in terms of their specific responsibilities. MPO staff could also continue to receive all their benefits through Broward County, including retirement and insurance. The MPO would continue to use the Broward County personnel policies to govern the conduct of the MPO staff. The MPO Governing Board and committees could continue to meet in the space in which they currently meet. Broward County could continue to use the same staff to fulfill the responsibilities of the Transportation Planning Division. The sole change would be in who hires and supervises the MPO staff. There would be little, if any, difference in the day-to-day operations of the MPO and the County Transportation Planning Division – a significant benefit to both the MPO and the County.

This option would require a Broward County Charter amendment. The Charter amendment would need to establish the MPO as an agency similar to the Planning Council and contain much of the same language as is found in Article 8 of the Broward County Charter (See Appendix E for a complete copy of Article 8 of the Broward County Charter). Key sections of the Charter amendment would need to include the details pertaining to MPO authority, independence, staffing, finances, anticipated work tasks, responsibilities, and governance (sample text for each of these key sections could be based on Article 8 of the Broward County Charter). Also, one or more of the MPOs current interlocal agreements would need to be revised to reflect the change in the MPO staffing arrangement.

Additionally, the County would have to support the proposed organizational model and agree to continue to provide financial and administrative support to the MPO (as is currently the case) and to use the MPO as staff for the Transportation Planning Division. In the event that Broward County would not want to continue to be solely responsible for

providing financial and administrative support for the MPO, the MPO membership would have to devise a mechanism for equitably supplementing federal and state transportation planning grant funds. One mechanism for raising local funds is to institute a per capita dues structure like METROPLAN ORLANDO and the First Coast MPO. The details of the per capita dues structure (which member agencies would pay and how much) could be included in the amendment to the Broward County Charter as well as in the MPO interlocal agreement.

If the County was not interested in using the staff of the MPO to staff the Transportation Planning Division (effectively cutting the work load of the current MPO staff), the new MPO staff would need to be reduced to a level sufficient to fulfill the core responsibilities of the MPO.

Either scenario in which Broward County does not choose to participate in a manner equivalent to its current level would cause greater disruption to the current operations of the MPO than if the County decided to continue its financial support of the MPO and to use the newly “independent” MPO staff to provide staff services for the Transportation Planning Division.

- **Staff Size** – if Broward County uses the MPO staff to support the operations of the Transportation Planning Division, the MPO staff size would remain the same as under the current staffing arrangement with the County – a total of 25 staff members (21 professional, 4 administrative). Otherwise, the MPO staff would need to be reduced to a level sufficient to meet the responsibilities of the MPO (outlined in the other three organizational options).
- **Office Space Requirements** – if Broward County uses the MPO staff to support the operations of the Transportation Planning Division, the office space required to house the MPO staff would remain the same as under the current staffing arrangement with the County – 4,400 square feet of office space, plus use of all County facilities including the County Board room, other meeting space, storage space, etc. Otherwise, sufficient space would need to be provided to house the smaller MPO staff required to meet the responsibilities of the MPO (outlined in the other three organizational options).
- **Costs** – the costs of this option (assuming Broward County agrees to provide financial and administrative support to the MPO and that the MPO agrees to provide staffing for the County Transportation Planning Division) would remain the same as those incurred under the current staffing arrangement with the County.
  - Salaries: \$1,835,752, including fringe benefits (includes both MPO and County funded positions)
  - Rent: Free (provided at no cost by Broward County)
  - Other Costs: \$9,200 for attorneys’ fees (all other administrative support items are provided at no cost by Broward County)

## **Pros**

- Little disruption in MPO operations and low costs incurred during transition from County staffed MPO to independently staffed MPO.
- Low administrative costs to MPO based on financial and in-kind support provided by Broward County relative to other “independent” organizational options.
- Limited need for on-staff administrative employees due to administrative support from Broward County relative to other “independent” organizational options.
- Large staff size and diversified expertise due to continuing role as staff to County Transportation Planning Division.
- High level of coordination between planning activities of the County and the MPO due to continuing role as staff to County Transportation Planning Division and close working relationship with County planning staff.
- Opportunity to increase community visibility as an independent organization relative to the current county-based organizational structure.
- Reduced opportunity for perceived or real undue influence by Broward County relative to the current county-based organizational structure.
- Clear chain of command and increased responsiveness to the MPO Governing Board through direct supervision.

## **Cons**

- Requires an amendment to the Broward County Charter.
- Potential for MPO staff to be faced with conflicts of interest while serving as MPO and County Transportation Planning Division staff.
- MPO remains financially dependent on Broward County to provide financial and administrative services, providing potential opportunities for perceived or real undue influence through Broward County budgeting process.

### ***Option 2: Third-Party Government Agency Independent Staffing Arrangement***

This organizational option is based on the model provided by the three Panhandle area MPOs, which are staffed by the West Florida Regional Planning Council (RPC). The key feature of this organizational option is that the MPO Staff Director and other staff members would be employees of a third-party government agency providing staff services through an interlocal agreement between that agency and the MPO. MPO employees (including the MPO Staff Director) would be hired and directly supervised by the Executive Director of that agency. The Broward County MPO Governing Board could be broadly involved in the administrative oversight of MPO employees (e.g.

providing significant input during the hiring of the MPO Staff Director) if agreed upon through a negotiation process.

Ideally, the third-party agency would be an existing organization with which the Broward County MPO member jurisdictions are already familiar and in whose processes they already participate. In the Broward County area, both the South Florida Regional Planning Council and the South Florida Regional Transportation Authority meet that description. The staffing function would be established through an interlocal agreement and likely require revisions of one or more of the MPOs current interlocal agreements to reflect the change in the MPO staffing arrangement.

The third-party agency, as is the case with the West Florida RPC, would provide office and meeting space to the MPO and receive financial and administrative support from the third party agency. MPO staff would receive benefits and personnel services from the third-party agency as employees of that agency. MPO staff member conduct would be governed by the personnel policies of the third-party government agency. The MPO staff would also be able to supplement the planning capacity of the third party agency staff as needed and agreed upon.

The MPO would remain eligible to receive federal and state grant funds. If the third-party agency were unable or unwilling to be solely responsible for providing financial support for the MPO, the MPO membership would have to devise a mechanism for equitably supplementing federal and state transportation planning grant funds, such as a per capita dues structure. The details of the local funding mechanism would need to be included in the revised MPO interlocal agreement.

- **Staff Size** – it is estimated that this organizational option would require a total staff of 15 employees (13 professional, 2 administrative/financial) with various expertise and skill sets including such specialties as transportation modeling, transit planning, bicycle and pedestrian planning, and geographic information systems. Financial management and human resources services would be provided by the third-party government agency, reducing the need to carry in-house expertise for those purposes. (This is only an estimate; the actual staffing needs of an “independent” MPO may vary from this estimate based on the desires of the MPO Governing Board and, in this case, the third-party agency that would host the MPO staff.)

The estimated staff composition by level is as follows:

- Professional Staff
  - 1 Executive Director
  - 1 Assistant Director
  - 3 Supervisors/Managers
  - 6 Transportation Planners
  - 1 Transportation Engineer
  - 1 Public Involvement Specialist

- Administrative/Financial Staff
  - 2 Administrative Support Specialists
- **Office Space Requirements** – the estimated additional office space needed to integrate an MPO staff of 15 into the workforce of a third-party government agency is 3,525 square feet.
- **Costs** – the costs of this option are estimated to be:
  - Salaries: \$1,130,166 million, including fringe benefits (estimated at 27.8% of salary)
  - Rent: No reliable source of government rental information was identified. It is assumed that, like the West Florida RPC, the MPO staff would be charged an indirect rate to cover the cost of shared expenses with other divisions of the third-party government agency, including rent. The estimated rent is therefore included in the Other Costs category.
  - Other Costs: \$368,653 (see Appendix D for a complete breakdown of West Florida RPC costs, upon which this estimate is based)

### **Pros**

- No opportunity for perceived or real undue influence by Broward County or any other MPO member jurisdiction.
- Stable financial support for MPO operations through dedicated financial support from the third-party government agency.
- Low administrative costs through financial and in-kind support from the third-party government agency relative to other “independent” organizational options.
- Limited need for on-staff administrative employees due to administrative support from the third-party government agency relative to other “independent” organizational options.
- High level of coordination between planning activities of the third-party agency and the MPO, including significant land use planning activities.
- Opportunity to increase community visibility as an independent organization relative to the current county-based organizational structure.

### **Cons**

- MPO Staff Director and employees will not be directly hired or supervised by the MPO Governing Board.
- Potential for MPO staff to be faced with conflicts of interest while serving as MPO and third-party government agency staff.

- MPO becomes financially dependent on the third-party government agency to provide financial and administrative services, providing potential opportunities for perceived or real undue influence through the third-party agency budgeting process.
- Reduced level of coordination between planning activities of Broward County and the MPO relative to the current county-based organizational structure.

### ***Option 3: Staff Services Agreement Arrangement***

This organizational option is based on the model provided by the Sarasota/Manatee MPO. The key feature of this organizational option is that while the MPO Executive Director and other staff members would be directly employed by the MPO Governing Board, a defined bundle of administrative and personnel related services would be purchased from Broward County. The specific services to be provided and the cost for those services would be established through an interlocal agreement and would likely require revisions of one or more of the MPOs current interlocal agreements to reflect the change in the MPO staffing arrangement.

Through the staff services agreement, as is the case with the Sarasota/Manatee MPO, Broward County would provide the MPO with financial and administrative support, including full employee benefits. The newly independent MPO would have to develop personnel policies to govern the conduct of MPO employees. Items that may be covered in the personnel policies include hours of work, dress code, grievance procedures, hiring procedures, training opportunities, tuition reimbursement opportunities, leave policies, etc. In the Sarasota/Manatee MPO example, Manatee County provides all personnel services and benefits to MPO employees, effectively treating MPO employees as if they were county employees with no distinction between the two groups from a benefits and services perspective.

Administrative support items that could be covered by the interlocal agreement could include financial management, payroll services, purchasing services, IT services, etc. Additionally, the County would arrange for office space for the MPO, but the MPO would pay its own rent.

The MPO staff could perform transportation planning tasks for other agencies, including member jurisdictions, at the discretion of the MPO Governing Board and within the limits of the MPO Unified Planning Work Program.

The MPO would remain eligible to receive federal and state grant funds. No single member jurisdiction would be responsible for providing local financial support for the MPO. Instead, the MPO membership would have to devise a mechanism for equitably supplementing federal and state transportation planning grant funds, such as a per capita dues structure. The details of the local funding mechanism would need to be included in the revised MPO interlocal agreement. This will effectively spread the financial responsibility for MPO operations across multiple member jurisdictions (depending on the agreed upon funding mechanism) and increase their interest in the activities of the MPO.

- **Staff Size** – it is estimated that this organizational option would require a total staff of 17 employees (13 professional, 4 administrative/financial) with various expertise and skill sets. Some financial management and human resources services would be provided by Broward County, but MPO staff would be required to interact with those divisions of Broward County responsible for providing those contracted services. (This is only an estimate; the actual staffing needs of an “independent” MPO may vary from this estimate based on the desires of the MPO Governing Board and the requirements of the interlocal agreement with Broward County to provide staff support services.)

The estimated staff composition by level is as follows:

- Professional Staff
  - 1 Executive Director
  - 1 Assistant Director
  - 3 Supervisors/Managers
  - 6 Transportation Planners
  - 1 Transportation Engineer
  - 1 Public Involvement Specialist
- Administrative/Financial Staff
  - 1 Financial/Administrative Support Manager
  - 1 Financial Analyst/Accountant
  - 2 Administrative Support Specialists
- **Office Space Requirements** – the estimated office space needed to accommodate an MPO staff of 17 is 8,760 square feet.
- **Costs** – the costs of this option are estimated to be:
  - Salaries: \$1,287,967 including fringe benefits (estimated at 27.8% of salary)
  - Rent: The cost of rent would depend on the class and location of the office space to be occupied by the MPO. The estimated cost of rent per year for the MPO, by class and location, is as follows:
 

▪ Ft. Lauderdale CBD:	Class A - \$227,067
	Class B - \$201,664
▪ Cypress Creek:	Class A - \$205,132
	Class B - \$171,406
▪ SW Broward County:	Class A - \$211,375
	Class B - \$187,879

Note that for the purposes of this estimate, it is assumed that the MPO would have to pay market rate for the office space it occupies. This is subject to the interlocal agreement negotiated with Broward County. Broward County may be willing to provide office space to the MPO within the Broward County Government Center, potentially reducing the cost of rent to the MPO.

- Other Costs: \$89,090 (see Appendix C for a complete breakdown of Sarasota/Manatee MPO costs, upon which this estimate is based. Please note that Manatee County charges the Sarasota/Manatee County MPO a very low indirect rate for the provision of administrative and staff support service. This estimate is based on the actual costs incurred by the Sarasota/Manatee MPO, including the indirect rate that the agency pays to Manatee County. Therefore, the estimate of other costs provided here may not accurately reflect the potential other costs in this organizational option were it implemented in Broward County and should be used with caution.)

### **Pros**

- Clear chain of command and increased responsiveness to the MPO Governing Board through direct supervision.
- No potential for MPO staff to be faced with conflicts of interest while serving as staff to more than one agency.
- No opportunity for perceived or real undue influence by Broward County or any other MPO member jurisdiction.
- Financial independence.
- Equitable distribution of local financial support for MPO operations through agreed upon funding mechanism, such as a per capita dues assessment.
- Increased interest in MPO process by member jurisdictions based on financial participation relative to the current county-based organizational structure.
- Opportunity to increase community visibility as an independent organization relative to the current county-based organizational structure.

### **Cons**

- Higher administrative costs relative to the current county-based organizational structure and other organizational options that leverage other agency resources, but lower than a free-standing MPO arrangement.
- MPO is dependent on Broward County to provide financial and administrative services in a manner and timeframe that meets the needs of the MPO.
- Reduced level of coordination between planning activities of Broward County and the MPO relative to the current county-based organizational structure.

#### ***Option 4: Free-Standing MPO Arrangement***

This organizational option is based on the models provided by METROPLAN ORLANDO and the First Coast MPO. The key feature of this organizational option is that the MPO would be a completely free-standing agency, independent of the organizational structure of any other governmental agencies in the region. This would require revisions of one or more of the MPO's current interlocal agreements to reflect the change in the MPO staffing and organizational arrangement.

The Executive Director and other staff members would be directly employed by the MPO Governing Board. All administrative and personnel related services would be arranged for either as an in-house function or through a consultant contract. The MPO itself would independently provide for employee benefits, including such items as retirement and health insurance. Additionally, the newly independent MPO would have to develop personnel policies to govern the conduct of the MPO. Items that may be covered in the personnel policies include hours of work, dress code, grievance procedures, hiring procedures, training opportunities, tuition reimbursement opportunities, leave policies, etc.

Administrative services that would need to be arranged for include financial management, payroll, purchasing, IT and office equipment maintenance, human resources, general accounting and auditing. The MPO would have to independently arrange for office space.

The MPO staff could perform transportation planning tasks for other agencies, including member jurisdictions, at the discretion of the MPO Governing Board and within the limits of the MPO Unified Planning Work Program.

The MPO would remain eligible to receive federal and state grant funds. No single member jurisdiction would be responsible for providing local financial support for the MPO. Instead, the MPO membership would have to devise a mechanism for equitably supplementing federal and state transportation planning grant funds, such as a per capita dues structure. The details of the local funding mechanism would need to be included in the revised MPO interlocal agreement. This will effectively spread the financial responsibility for MPO operations across multiple member jurisdictions (depending upon the agreed upon funding mechanism) and increase their interest in the activities of the MPO.

- **Staff Size** – it is estimated that this organizational option would require a total staff of 19 employees (13 professional, 6 administrative/financial) with various expertise and skill sets. Financial management and human resources services would be provided independently by MPO staff. (This is only an estimate; the actual staffing needs of an “independent” MPO may vary from this estimate based on the desires of the MPO Governing Board.)

The estimated staff composition by level is as follows:



- No opportunity for perceived or real undue influence by Broward County or any other MPO member jurisdiction.
- Financial independence.
- Equitable distribution of local financial support for MPO operations through agreed upon funding mechanism, such as a per capita dues assessment.
- Increased interest in MPO process by member jurisdictions based on financial participation relative to the current county-based organizational structure.
- Opportunity to increase community visibility as an independent organization relative to the current county-based organizational structure.

### **Cons**

- Higher administrative costs relative to the current county-based organizational structure and all other organizational options.
- Reduced level of coordination between planning activities of Broward County and the MPO relative to the current county-based organizational structure.

**Table 3a. Pros and Cons of Organizational Option 1:  
County-Based Independent Staffing Arrangement**

<b>Pros</b>	<b>Cons</b>
<ul style="list-style-type: none"> <li>• Little disruption in MPO operations and low costs incurred during transition from County staffed MPO to independently staffed MPO</li> </ul>	<ul style="list-style-type: none"> <li>• Requires an amendment to the Broward County Charter</li> </ul>
<ul style="list-style-type: none"> <li>• Low administrative costs to MPO based on financial and in-kind support provided by Broward County relative to other “independent” organizational options</li> </ul>	<ul style="list-style-type: none"> <li>• Potential for MPO staff to be faced with conflicts of interest while serving as MPO and County Transportation Planning Division staff</li> </ul>
<ul style="list-style-type: none"> <li>• Limited need for on-staff administrative employees due to administrative support from Broward County relative to other “independent” organizational options</li> </ul>	<ul style="list-style-type: none"> <li>• MPO remains financially dependent on Broward County to provide financial and administrative services, providing potential opportunities for perceived or real undue influence through Broward County budgeting process</li> </ul>
<ul style="list-style-type: none"> <li>• Large staff size and diversified expertise due to continuing role as staff to County Transportation Planning Division</li> </ul>	
<ul style="list-style-type: none"> <li>• High level of coordination between planning activities of the County and the MPO due to continuing role as staff to County Transportation Planning Division and close working relationship with County planning staff</li> </ul>	
<ul style="list-style-type: none"> <li>• Opportunity to increase community visibility as an independent organization relative to the current county-based organizational structure</li> </ul>	
<ul style="list-style-type: none"> <li>• Reduced opportunity for perceived or real undue influence by Broward County relative to the current county-based organizational structure</li> </ul>	
<ul style="list-style-type: none"> <li>• Clear chain of command and increased responsiveness to the MPO Governing Board through direct supervision</li> </ul>	

**Table 3b. Pros and Cons of Organizational Option 2:  
Third-Party Government Agency Independent Staffing Arrangement**

Pros	Cons
<ul style="list-style-type: none"> <li>No opportunity for perceived or real undue influence by Broward County or any other MPO member jurisdiction</li> </ul>	<ul style="list-style-type: none"> <li>MPO Staff Director and employees will not be directly hired or supervised by the MPO Governing Board</li> </ul>
<ul style="list-style-type: none"> <li>Stable financial support for MPO operations through dedicated financial support from the third-party government agency</li> </ul>	<ul style="list-style-type: none"> <li>Potential for MPO staff to be faced with conflicts of interest while serving as MPO and third-party government agency staff</li> </ul>
<ul style="list-style-type: none"> <li>Low administrative costs through financial and in-kind support from the third-party government agency relative to other “independent” organizational options</li> </ul>	<ul style="list-style-type: none"> <li>MPO becomes financially dependent on the third-party government agency to provide financial and administrative services, providing potential opportunities for perceived or real undue influence through the third-party agency budgeting process</li> </ul>
<ul style="list-style-type: none"> <li>Limited need for on-staff administrative employees due to administrative support from the third-party government agency relative to other “independent” organizational options</li> </ul>	<ul style="list-style-type: none"> <li>Reduced level of coordination between planning activities of Broward County and the MPO relative to the current county-based organizational structure</li> </ul>
<ul style="list-style-type: none"> <li>High level of coordination between planning activities of the third-party agency and the MPO</li> </ul>	
<ul style="list-style-type: none"> <li>Opportunity to increase community visibility as an independent organization relative to the current county-based organizational structure</li> </ul>	

**Table 3c. Pros and Cons of Organizational Option 3:  
Staff Services Agreement Arrangement**

Pros	Cons
<ul style="list-style-type: none"> <li>• Clear chain of command and increased responsiveness to the MPO Governing Board through direct supervision</li> </ul>	<ul style="list-style-type: none"> <li>• Higher administrative costs relative to the current county-based organizational structure and other organizational options that leverage other agency resources, but lower than a free-standing MPO arrangement</li> </ul>
<ul style="list-style-type: none"> <li>• No potential for MPO staff to be faced with conflicts of interest while serving as staff to more than one agency</li> </ul>	<ul style="list-style-type: none"> <li>• MPO is dependent on Broward County to provide financial and administrative services in a manner and timeframe that meets the needs of the MPO</li> </ul>
<ul style="list-style-type: none"> <li>• No opportunity for perceived or real undue influence by Broward County or any other MPO member jurisdiction</li> </ul>	<ul style="list-style-type: none"> <li>• Reduced level of coordination between planning activities of Broward County and the MPO relative to the current county-based organizational structure</li> </ul>
<ul style="list-style-type: none"> <li>• Financial independence</li> </ul>	
<ul style="list-style-type: none"> <li>• Equitable distribution of local financial support for MPO operations through agreed upon funding mechanism, such as a per capita dues assessment</li> </ul>	
<ul style="list-style-type: none"> <li>• Increased interest in MPO process by member jurisdictions based on financial participation relative to the current county-based organizational structure</li> </ul>	
<ul style="list-style-type: none"> <li>• Opportunity to increase community visibility as an independent organization relative to the current county-based organizational structure</li> </ul>	

**Table 3d. Pros and Cons of Organizational 4:  
Free-Standing MPO Arrangement**

<b>Pros</b>	<b>Cons</b>
<ul style="list-style-type: none"> <li>• Clear chain of command and increased responsiveness to the MPO Governing Board through direct supervision.</li> </ul>	<ul style="list-style-type: none"> <li>• Higher administrative costs relative to the current county-based organizational structure and all other organizational</li> </ul>
<ul style="list-style-type: none"> <li>• No potential for MPO staff to be faced with conflicts of interest while serving as staff to more than one agency</li> </ul>	<ul style="list-style-type: none"> <li>• Reduced level of coordination between planning activities of Broward County and the MPO relative to the current county-based organizational structure</li> </ul>
<ul style="list-style-type: none"> <li>• No opportunity for perceived or real undue influence by Broward County or any other MPO member jurisdiction</li> </ul>	
<ul style="list-style-type: none"> <li>• Financial independence</li> </ul>	
<ul style="list-style-type: none"> <li>• Equitable distribution of local financial support for MPO operations through agreed upon funding mechanism, such as a per capita dues assessment</li> </ul>	
<ul style="list-style-type: none"> <li>• Increased interest in MPO process by member jurisdictions based on financial participation relative to the current county-based organizational structure</li> </ul>	
<ul style="list-style-type: none"> <li>• Opportunity to increase community visibility as an independent organization relative to the current county-based organizational structure</li> </ul>	

**Table 4. Summary of Organizational Option Costs**

	<b>Current Staffing Arrangement</b>	<b>Option 1</b>	<b>Option 2</b>	<b>Option 3</b>	<b>Option 4</b>
	MPO Staffed by County Personnel	County-Based Independent Staffing Arrangement	Third-Party Gov't Agency Independent Staffing Arrangement	Staff Services Agreement Arrangement	Free-Standing MPO Arrangement
<b>Rent</b>					
Square Feet Needed	Same as Current	Same as Current	3,525	8,670	9,690
Central Business District (CBD), Fort Lauderdale					
Class A	N/A	N/A	\$92,320	\$227,067	\$253,781
Class B	N/A	N/A	\$81,992	\$201,664	\$225,389
Cypress Creek, Fort Lauderdale					
Class A	N/A	N/A	\$83,402	\$205,132	\$229,265
Class B	N/A	N/A	\$69,689	\$171,406	\$191,571
SW Broward, Fort Lauderdale					
Class A	N/A	N/A	\$85,940	\$211,375	\$236,242
Class B	N/A	N/A	\$76,387	\$187,879	\$209,982
<b>Salaries</b>					
Staff Size Needed	25	25	15	17	19
Salaries Plus Fringe	\$1,835,752	\$1,835,752	\$1,130,166	\$1,287,967	\$1,416,752
<b>Other Costs</b>					
Total "other" costs	\$9,200	\$9200 + Charter Amendment Costs	\$368,653	\$89,090	\$1,512,971
<b>Total Cost</b>					
Total Cost (assumes Class A office space in CBD)	\$1,844,952	\$1,844,952 + Charter Amendment Costs	\$1,591,139	\$1,604,124	\$3,183,504

## CONCLUSION

Four optional organizational options are presented in this report for the Broward County MPO to achieve administrative independence from any individual MPO member government. The first option provides for independent MPO staffing, but keeps the MPO within the Broward County organizational structure for all other purposes (the county-based independent staffing arrangement). The second option provides for independent MPO staffing by co-locating the MPO staff with a governmental agency that is independent from the organizational structure of an MPO member jurisdiction (the third-party government agency independent staffing arrangement). The third option provides independent MPO staffing, but arranges for administrative and other support services from Broward County through a staff services agreement (the staff services agreement arrangement). The fourth option provides for a completely free-standing MPO that employs its own staff and arranges for its own administrative services.

Each option presents its own advantages and disadvantages. It is the role of the MPO Governing Board to consider the unique qualities of each of these options, along with a variety of more subjective issues, to determine the future Broward County MPO organizational structure. The agreed upon future structure of the Broward County MPO must be the product of internal debate and negotiation among the Broward County MPO membership and stakeholders. The information contained in this report should only be viewed as a starting point for a broader policy discussion on this important subject.







## **First Coast MPO**

### ***Administrative Structure:***

- **Urbanized areas covered (all or in part):** 2 (the Jacksonville Urbanized Area and the St. Augustine Urbanized Area)
- **Population:** 1,100,491 (all areas covered by the MPO)
- **MPO committees:**
  - MPO (Governing) Board (MPO)
  - Technical Coordinating Committee (TCC)
  - Citizens’ Advisory Committee (CAC)
  - Bicycle/Pedestrian Advisory Committee (B/PAC)
  - Duval County Transportation Disadvantaged Coordinating Board
  - Business, Industry and Government Roundtable

### ***MPO Governing Board:***

- **Composition of the Governing Board:**
- **Total members:**
  - Voting: 15
    - Clay County (2)
    - St. Johns County (1)
    - Nassau County Commissioner (1)
    - City of Jacksonville, Mayor (1; weighted vote of 2)
    - Jacksonville City Council (3; weighted vote of 2)
    - Atlantic Beach/Neptune Beach/Jacksonville Beach, Mayor (1; rotate)
    - St. Augustine/St. Augustine Beach, Mayor (1; rotate)
    - Jacksonville Airport Authority (1)
    - Jacksonville Port Authority (1)
    - Jacksonville Transportation Authority (JTA) (1)
    - St. Augustine – St. Johns County Airport Authority (1)
    - Nassau County Ocean Highway and Port Authority (1)
  - Non-voting
    - Florida Department of Transportation (FDOT - District 2) (1)
    - United States Navy of Northeast Florida (1)
- **All local governments have voting membership on the Governing Board:** No
- **Local government representation in MPO:** Although some local governments do not have a voting membership on the MPO Board, their interests are represented by the County Commissioners, whose interests include all municipalities within the county.

- Smaller jurisdictions rotate their membership on an annual basis.
- **Major modal provider representation on the MPO Governing Board:**
  - Jacksonville Airport Authority (voting)
  - Jacksonville Port Authority (voting)
  - Jacksonville Transportation Authority (JTA) (voting)
  - St. Augustine – St. Johns County Airport Authority (voting)
  - Nassau County Ocean Highway and Port Authority (voting)
  - Florida Department of Transportation (FDOT-District 2) (non-voting)
- **Other agency or stakeholder representation on the Governing Board:**
  - The United States Navy of Northeast Florida is a non-voting member and represented by the highest ranking officer in the area.
- **Weighted voting structure:** Yes, the Mayor and City Council Members from Jacksonville have weighted votes of 2 each. Clay County, on the basis of population, has a defacto weighted vote by having more than one member on the MPO board.
- **Quorum:** Simple majority
- **Officer selection by the Governing Board membership:** Elected by membership at the December meeting of the MPO
  - Officers have set terms: Yes – one year
  - Term limits: Yes, no more than one consecutive full term
- **Frequency of Governing Board meetings:** Monthly, except January and July

*Technical Advisory Committee:*

- **Member selection for the technical coordinating committee:** They are appointed by the member jurisdiction or agency
- **Composition of the Technical Advisory Committee:**
  - Voting (36)
    - Clay County:
      - Planning Department
      - Engineering Department
      - Public Works Department
    - Clay County Utility Authority
    - Nassau County:
      - Planning Department
      - Public Works Department
      - County Utility
    - Nassau County Ocean, Highway and Port Authority

- St. Johns County:
    - Growth Management Services Department
    - Public Works Department
  - City of Atlantic Beach
  - City of Jacksonville:
    - Planning and Development Department
    - Office of Traffic Engineering, Public Works Department
  - Better Jacksonville Plan Division, Dept. Public Works
  - City of Green Cove Springs
  - City of Jacksonville Beach
  - City of Fernandina Beach
  - Town of Callahan
  - City of Neptune Beach
  - City of St. Augustine
  - City of St. Augustine Beach
  - Town of Orange Park
  - Town of Baldwin
  - JEA
  - Environmental Quality Division of the City of Jacksonville Environmental Resource Management Department
  - Jacksonville Sheriff’s Office
  - Florida Department of Transportation
  - Florida Department of Environmental Protection
  - Jacksonville Transportation Authority (JTA):
    - Transit Division
    - Engineering Division
  - Jacksonville Airport Authority
  - Jacksonville Port Authority
  - St. Augustine-St. Johns County Airport Authority
  - First Coast MPO
  - First Coast MPO Commuter Assistance Program
  - Northeast Florida Regional Planning Council
- Non-voting (0)
- **Weighted voting structure:** No
  - **Quorum:** Simple majority
  - **Officer selection of the committee membership:** Officers are elected at the last scheduled meeting of each calendar year and become effective first meeting of new

calendar year. The Chairman shall represent an agency/entity within Clay County, Jacksonville/Duval County, St. Johns County or Nassau County alternating annually. The Vice Chairman shall succeed to the chairman's position.

- Officers have set terms: Yes – one year
- Term limits: Yes, no more than one consecutive full term
- **Frequency of technical advisory committee meetings:** Monthly, except January and July

***Citizen Advisory Committee:***

- **Members selection for the citizen advisory committee:** The CAC shall be composed of no fewer than 15 and no more than 30 members. Any person residing within the First Coast MPO boundary is eligible for membership unless that person holds elective office or a non-elective position in any unit of state or local government having jurisdiction. Applications from the public are forwarded to elected official/board member within the jurisdiction from which the individual resides for endorsement.
- **Composition of the Citizen Advisory Committee:**
  - Voting
    - Clay County (maximum 4 members)
      - At least 1 member from Town of Orange Park
      - At least 1 member from City of Green Cove Springs
      - 2 (optional) remaining members are at large (may include civic organizations, environmental groups, community redevelopment authorities, homeowner associations, etc.)
    - Duval County (maximum 20 members)
      - At least 1 member from each planning district (6)
      - At least 1 member from the three Jacksonville Beaches communities (Atlantic Beach, Jacksonville Beach, Neptune Beach) (3)
      - At least 1 member from the Town of Baldwin
      - 10 (optional) remaining members are at large (may include civic organizations, environmental groups, community redevelopment authorities, homeowner associations, etc.)
    - Nassau County (maximum 4 members)
      - At least 1 member from Amelia Island/City of Fernandina Beach
      - At least 1 member from the Town of Callahan
      - 2 (optional) remaining members are at large (may include civic organizations, environmental groups, community redevelopment authorities, homeowner associations, etc.)
    - St. Johns County (maximum 4 members)
      - At least 1 member from City of St. Augustine

- 3 (optional) remaining members are at large (may include civic organizations, environmental groups, community redevelopment authorities, homeowner associations, etc.)
  - **Minority Representation on CAC**
    - The MPO makes deliberate efforts to ensure that the CAC's membership represents the socio-economic, racial, and geographic cross section of the population served by the MPO. Historically, the majority of minority representation on the CAC has been from Duval County due to the demographic composition of the region.
- **Weighted voting structure:** No
- **Quorum:** CAC membership present
- **Officer selection of the committee membership:** Officers are elected at the last scheduled meeting of each calendar year and become effective first meeting of new calendar year.
  - Officers have set terms: Yes – one year
  - Term limits: No
- **Frequency of committee meetings:** Monthly, except January and July

***Staffing:***

- **Background on becoming an independently staffed MPO:** The decision to become an independent MPO was a compromise. Prior to the 2000 Census, the First Coast MPO was staffed by the City of Jacksonville. Following the 2000 Census, the MPO boundaries were changed to include the St. Augustine Urbanized Area and more of Clay and St. Johns Counties. The decision to become independent was made in of 2003, with separation from the City of Jacksonville to be completed by March 2004. The MPO approached both JTA and the Northeast Florida Regional Planning Council to become a “host” agency. JTA agreed to become the “host” agency under a staffing services agreement. To assist with cash flow during MPO start-up, an interlocal agreement was signed by four counties and five authorities agreeing to pay \$1 per capita. For year one the counties were charged \$0.25 per capita and the five authorities paid 5% of the total county contribution. An interlocal agreement was also reached with JTA allowing the MPO to borrow money from JTA if needed (to be repaid with interest), rent office space (5,500 sf for \$10 sq/ft per year), repay building improvements over a three year period, purchase medical and dental benefits through JTA, and utilize JTA administrative services (procurement, human resources, payroll services, IT, telephone services, etc.) for a fee of \$50,000 the first year of operations. A one time PL allocation of \$275,000 was provided to the MPO by the state for new computers, printers, office furniture, sound and recording equipment for the board room, a security system for the building, and a large capacity copy machine. JTA paid for these and the MPO reimbursed JTA following the receipt of PL funds.
- **MPO staff arrangement:**

- Executive Director: The First Coast MPO Board is responsible to select and evaluate and Executive Director who oversees general administrative functions of staff and other duties specified in contract between Board and Executive Director.
- MPO staff: The First Coast MPO Staff shall be composed of various level planners, a Public Information Manager, a Finance Administrator, and other specialists and support staff as needed. The Executive Director is responsible for the hiring and supervision of staff.
- **Agency providing personnel-related support services:** First Coast MPO independently provides for personnel-related support services.
- **MPO staff composition:** 11 full time (3 administrative, 8 professional)
  - Professional staff descriptions: (8)
    - Executive Director: Under the direction of the MPO governing board, this position is responsible for overseeing the administrative and professional work associated with the transportation planning activities of the MPO. The Executive Director is responsible for establishing personnel policies and for making decisions including hiring, firing, leave and employee discipline. In addition, and perhaps most significantly, the Executive Director (in conjunction with the Fiscal Administrator) is responsible for developing and implementing budgets and administrative procedures to carry out the operation of the organization. The salary for this position is established by the MPO Board and negotiated by contract.
    - Director of Planning (1): The Director of Planning serves under the supervision of the Executive Director and is responsible for overseeing the administrative and professional work associated with the transportation planning activities of the MPO. In addition, the Director of Planning is responsible for managing staff including hiring, evaluation, discipline, and promotion decisions. The salary range for this position is between \$51,000 and \$75,000.
    - Long Range Planning Manager (1): Under the direction of the Director of Planning, this position is responsible for performing administrative, supervisory and professional work associated with the transportation planning activities of the MPO and may represent the agency before governmental and public groups. The salary range for this position is between \$42,000 and \$63,000.
    - Multimodal Coordinator: Under the direction of the Director of Planning, this position is responsible for overseeing freight and bicycle/pedestrian related planning activities and transportation disadvantaged related transportation planning. The salary range for this position is between \$32,000 and \$52,000.
    - Modeling/GIS Specialist (1): Under the direction of the Director of Planning, this position provides modeling and GIS support for the MPO. This position must be able to collect and analyze transportation planning related data using specialized geographic information system software and travel demand modeling systems. This position must also be capable of designing maps and

other graphical depictions for reports and presentations. The salary range for this position is between \$42,000 and \$63,000.

- Public Information Officer (1): Under the direction of the Executive Director, this position responsible for developing/coordinating outreach programs and a comprehensive public involvement program. The salary range for this position is between \$42,000 and \$63,000.
- Administrative staff descriptions (3)
  - Fiscal Administrator (1): Under direction of the Executive Director, this position performs advanced level professional and administrative work. This position develops and coordinates fiscal functions of the organization. The salary range for this position is between \$51,000 and \$75,000.
  - Executive Secretary (1): Under the direction of the Executive Director, this position is responsible for assisting the Executive Director with tasks, coordinating meetings/communications and acting as a liaison where appropriate. The salary range for this position is between \$32,000 and \$52,000.
  - Administrative Secretary (1): Under the direction of the Director of Planning, performs varied clerical and office work. Activities may include skilled typing, filing, reception tasks, and the operation of office equipment. The salary range for this position is between \$25,000 and \$42,000.
- Staff specialization:
  - Transportation planning
  - Transportation modeling
  - Accounting/financial
- **MPO staff per capita:** 1 per 100,045
  - Professional staff per capita: 1 per 137, 561
- **Personnel policies:** A draft personnel policy is currently under review by and Human Resources consultant. (Not available at this time)
- **Retirement Plans:** In 2004, when the First Coast MPO became a free-standing MPO, pre-existing employees were given the option for continued participation in the City of Jacksonville’s retirement plan by order of the governor. Under city’s retirement plan, employees could divert up to 8% of their salary into a 401(a). The amount paid by the employer into the plan varies annually based on actuarial tables. Last year the City of Jacksonville contributed 3.1% to employee’s retirement plans.
  - 401(a) Defined Contribution Plan
    - 11% of compensation
    - No employee match required
  - 457 Defined Compensation Plan
    - With Hartford Insurance Company
    - Employee can contribute up to \$14,000 each year

- Catch-up option allows employees over the age of 55 to contribute up to \$18,000 each year
  - Managed online
- **MPO functions are performed by dedicated MPO staff:** No
  - If no, are MPO functions completed by other agency staff: No
  - If no, are MPO functions completed by consultant: Yes
- **In-house functions as indicated by the FY 05/06 Unified Planning Work Program:**
  - Administration: Basic administrative management of MPO activities. Typical tasks include:
    - Program management and development
    - Staff training & development
    - Grants and Contract Administration
    - Office operations
    - Personnel Administration
    - Certification, Audit and Hosting Services
    - Accounting, invoicing, payroll
  - Data collection: Collecting relevant data as part of the overall metropolitan transportation planning process. Typical tasks include:
    - Collecting travel count data
  - Transportation Improvement Program: Development of the short term multi-jurisdictional transportation improvement program. Typical tasks include:
    - Develop list of priority projects
    - Develop the five-year TIP on an annual basis
  - Long Range Transportation Plan: Development of a regional long range transportation plan. Typical tasks include:
    - Model maintenance/updating
    - ETDM process
  - Public Involvement. We do most of our own public involvement. Even when we use consultants we are always the principal.
  - Implement various tasks to insure public involvement requirements being met. Typical tasks include:
    - Update of Public Involvement Plan
    - Board and Committee Coordination
  - Systems planning: Developing, updating and otherwise maintaining short and long range plans, including special studies as needed. Typical tasks include:
    - Transit planning and transportation disadvantaged planning
    - Intelligent transportation systems planning

- **Consultant performed functions as indicated by the FY 05/06 Unified Planning Work Program:**
  - General planning consultant: Assist staff with transportation planning activities. Typical tasks include preparation of maps, presentation and reports using state-of-the-art techniques, including GIS and 3-D effects
  - Legal
  - Data collection
  - MPO workshops and summit
  - Audits
  - Marketing and communications
- **Percent of UPWP funded work not completed by MPO staff:**
  - Maximum completed by consultant: \$514,300 of PL funds set aside for general consultant services. 44.2% (based on funds set aside for consultant use during the current fiscal year)
  - Funds available for other agency staff use: \$50,000 of PL funds set aside for general consultant services. 4.3% (based on funds set aside for other agency staff use during the current fiscal year)
- **MPO staff performs work tasks for member jurisdictions or other agencies: Yes**
  - Clay County ITS Study (FDOT funded at MPO request)
  - Nassau County Study (FDOT funded at MPO request)

***MPO Administrative Services Arrangement:***

- **MPO services arrangement: Based on the Interlocal Agreement between First Coast MPO and JTA, administrative services are as follows:**
  - Insurance coverage: The MPO purchases medical and dental through JTA for its employees.
  - Legal services: The MPO retains its own legal services.
  - Payroll administration: The MPO currently handles payroll through Paycor.
  - Budget: The MPO completes its own annual budget.
  - Personnel policy: A policy manual for the MPO is in draft form and not yet approved.
  - Professional services: The MPO can utilize the JTA professional procurement process.
  - Facilities: JTA leases space to the MPO for the cost of \$10 sq/ft per year.
  - Costs for services (FY 05/06):
    - Accounting/Budgeting \$3,175
    - Insurance (Gen. Liability and Work.Comp.): \$13,351
    - Training/Travel: \$24,000
    - Office Space/Rent: \$55,500 per year (5,550 sq. ft. at \$10 per sq. ft.)

Office Space/Rent Includes:

- 4 bathrooms
- Board Room
- 2 small rooms for refrigerator and sink
- Space for 14 employees
- 2 floors
- 2 small copy rooms
- Utilities not included
- Class B
- Leasehold improvements payable to JTA: \$18,588
- Utilities: \$6,600
- Materials and Supplies: \$4,004
- Legal Fees: \$5,000
- General Maintenance, Operations, and Repairs: \$4,500
- Copier Maintenance: \$6,500
- Advertising and PR: \$84,000
- Audit: \$15,000
- Communications: \$11,600 (cell phones)
- Postage: \$6,500
- Equipment: \$6,000
- Automatic Electronic Data Processing: \$15,000 to JTA for IT services (Annual Services Agreement)
- Publication and Printing:
  - \$15,000 (Annual Report)
  - \$4,000 (Stationary)
  - \$9,000 (Printing)
- Miscellaneous: \$6,000
- Salaries: \$575,000
- Fringe Benefits: \$120,500

***Project and Planning Funding:***

- **UPWP funding from all sources:**
  - Total: \$15,223,221
    - PL (FY 05/06 allocation): \$835,928
    - PL (Carryover from previous years): \$142,535
    - FTA transit planning funds (FY 05/06 allocation): \$243,251
    - FTA transit planning funds (Carryover from previous years): \$0
    - FDOT:

- Non-cash match for PL funds: \$175,540
    - Cash match for FTA planning funds: \$55,814
    - Local sources: \$346,903
      - Local Assessment \$346,903
    - Florida Transportation Disadvantaged Commission: \$33,283
  - Pass through to other agencies: \$50,000
    - JTA: \$50,000 (for Model related data collection)
  - Other agency planning activity funds reflected in UPWP (not MPO funds): \$13,269,874
    - JTA: \$1,947,874
    - FDOT: \$2,126,000
    - JTA/FDOT: \$9,196,000
  - Total available funds for MPO use: \$1,953,347 (total funds minus soft match and pass through funds)
  - Total funds available for consultant/other agency services: \$564,300 (total funds programmed for consultant services minus soft match funds)
  - Total available funds for MPO staff functions: \$1,093,414 (Total available funds for MPO use minus total funds available for consultant services)
- **Match sources for federal and transit planning funds:** The 20% federal planning (PL) funds match requirement is met by the Florida Department of Transportation using toll expenditures as a credit. The federal transit planning funds match requirement is met by a combination of local funds (10%) and a cash match (10%) provided by the Florida Department of Transportation.
  - **Per capita UPWP funding:** (planning dollars spent per resident served by the MPO)
    - \$ 13.83 per capita (using total UPWP funding)
    - \$ 1.77 per capita (using total available funds for MPO use)
  - **Capitalization method:** Because federal and state grant programs are typically reimbursement programs, MPOs need a method for paying for costs incurred prior to the receipt of grant reimbursement. The First Coast MPO collects \$0.25 per capita from each member County based on estimated population figures provided by the Bureau of Economic and Business Research at the University of Florida. Transportation authority/agency members also contribute at a rate of \$13,188 for the 3 Duval County Authorities. The smaller authorities pay less. The funds provided by the local dues are used to fund MPO operations ahead of grant reimbursement. In an emergency, the First Coast MPO has an arrangement established with the JTA to accept loans to cover costs as needed, subject to repayment with interest.



**APPENDIX B: METROPLAN ORLANDO**



## **METROPLAN ORLANDO**

### *Administrative Structure:*

- **Urbanized Areas Covered (all or in part):** 2 (the Orlando Urbanized Area and the Kissimmee Urbanized Area)
- **Population:** 1,690,199
- **MPO committees:**
  - MPO (Governing) Board (MPO)
  - Transportation Technical Committee (TTC)
    - Freight and Goods Movement Subcommittee
    - Land Use and Data Subcommittee
    - Plans and Programs Subcommittee
    - Long Range Plan Subcommittee
    - Management & Operations
    - Air Quality Task Force
  - Municipal Advisory Committee (MAC)
  - Citizens' Advisory Committee (CAC)
  - Bicycle and Pedestrian Advisory Committee (BPAC)
  - Transportation Disadvantaged Local Coordinating Board (TDLCB)

### *MPO Governing Board:*

- **Composition of the Governing Board:**
  - Voting: 19
    - Orange County (6)
    - Osceola County (1)
    - Seminole County (2)
    - City of Altamonte Springs (1)
    - City of Kissimmee (1)
    - City of Orlando (2)
    - City of Sanford (1)
    - City of Apopka (1)
    - Central Florida Regional Transportation Authority (LYNX) (1)
    - Greater Orlando Aviation Authority (1)
    - Orlando-Orange County Expressway Authority (1)
    - Sanford Airport Authority (1)
  - Non-voting: 6
    - Kissimmee Gateway Airport (1)
    - Citizens' Advisory Committee (1)

- Bicycle and Pedestrian Advisory Committee (1)
  - Municipal Advisory Committee (1)
  - Transportation Technical Committee (1)
  - FDOT (1)
- **Local government representation in MPO:** No
- Five cities in the region have representatives serving on the METROPLAN ORLANDO Board; County Commissioners are expected to represent all municipalities in their respective jurisdictions. In addition, there is a Municipal Advisory Committee which serves as a forum for mayors from the smaller cities that do not have direct representation on the MPO Board. The Chairman of the Municipal Advisory Committee serves as a non-voting member of the MPO Board. Between the County Commissioners and the Municipal Advisory Committee, METROPLAN ORLANDO feels that the interests of all local governments are represented on the MPO Board.
- **Major modal provider representation on the MPO Governing Board:**
    - Voting: 4
      - Central Florida Regional Transportation Authority (LYNX) (1)
      - Greater Orlando Aviation Authority (1)
      - Orlando-Orange County Expressway Authority (1)
      - Sanford Airport Authority (1)
    - Non-Voting: 2
      - FDOT (1)
      - Kissimmee Gateway Airport (1)
  - **Other agency or stakeholder representation on the Governing Board:**
    - (Non-Voting Only)
      - Citizens' Advisory Committee (1)
      - Bicycle and Pedestrian Advisory Committee (1)
      - Municipal Advisory Committee (1)
      - Transportation Technical Committee (1)
  - **Weighted voting structure:** No.
  - **Quorum:** Simple majority
  - **Officer selection by the Governing Board membership:** Board members are elected annually at the last scheduled meeting each calendar year, known as the Annual Meeting.
    - Officers have set terms: Yes, one year

- Term limits: Officers may serve two consecutive terms. After the end of the second term, that officer will not be eligible again until two additional years have passed. An officer cannot be succeeded by a member from the same local government or agency.

- **Frequency of Governing Board meetings:** Monthly.

***Transportation Technical Committee:***

- **Member selection for the technical coordinating committee:** They are appointed by the member jurisdiction or agency. Municipalities within Orange, Seminole and Osceola Counties are eligible for representation if they have a population in excess of 5,000 persons according to the latest census or the University of Florida population estimates.

- **Composition of the Transportation Technical Committee:**

- Voting (45)
  - Orange County:
    - Orange County – Planning Division (2)
    - Orange County – Public Works Department (1)
    - Orange County – Growth Management Department (1)
    - Orange County – Public Schools (1)
  - Osceola County:
    - Osceola County - Engineering Department (3)
    - Osceola County – Planning Department (1)
    - Osceola County – Public Works Department (1)
    - Osceola County – Public Schools
  - Seminole County:
    - Seminole County – Planning and Development Department (1)
    - Seminole County – Engineering Division (1)
    - Seminole County – Planning Division (1)
    - Seminole County – Program Coordinator (1)
    - Seminole County – Public Schools (1)
  - Seminole County Expressway Authority (1)
  - Orlando-Orange County Expressway Authority (1)
  - Central Florida Regional Transportation Authority (LYNX) (1)
  - Greater Orlando Aviation Authority (GOAA) (1)
  - Sanford Airport Authority (1)
  - East Central Florida Regional Planning Council (ECFRPC) (1)
  - Reedy Creek Improvement District (RCID) (1)
  - City of Altamonte Springs

- Community Development Department (1)
- Public Works Department (1)
- City of Apopka
  - Community Development Department (1)
  - Engineering Department (1)
- City of Belle Isle
  - Mayor's Office (1)
- City of Casselberry
  - Community Development Department (1)
- City of Kissimmee
  - Development Services (1)
  - Engineering Department (1)
- City of Lake Mary
  - Planning Department (1)
- City of Longwood
  - Planning Department (1)
- City of Maitland
  - Community Development Department (1)
- City of Ocoee
  - Planning Department (2)
- City of Orlando
  - Economic Development Department (1)
  - City Planning Division (1)
  - Transportation Engineering Division (1)
- City of Oviedo
  - Planning Department (1)
- City of Sanford
  - Planning Department (1)
  - Engineering Department (1)
- City of St. Cloud
  - Planning and Zoning Department (1)
- City of Winter Garden
  - Engineering Department (1)
  - Public Works Department (1)
- City of Winter Park
  - Planning Department (1)
  - Public Works Department (2)

- City of Winter Springs
    - Planning Department (1)
- **Weighted voting structure:** No
- **Quorum:** 50% + one of those appointed members (or their alternate) entitled to vote must be present. All approvals must be by majority.
- **Officer selection of the committee membership:** Officers are elected at the last scheduled meeting of each calendar year.
  - Officers have set terms: Yes, one year
  - Term limits: No
- **Frequency of technical advisory committee meetings:** Monthly

*Citizens' Advisory Committee:*

- **Member selection for the Citizens' Advisory Committee:** Municipalities within Orange, Seminole and Osceola Counties are eligible for representation if they have a population in excess of 5,000 persons according to the latest census or the University of Florida population estimates. The number of at-large members from each county is apportioned to equal the number of representatives from the municipalities within that county. Local government jurisdictions appointing CAC members are encouraged to appoint individuals who also represent environmental groups, minority communities, the elderly, people with disabilities, civic organizations and others.
- **Composition of the Citizens' Advisory Committee:**
  - Voting (32)
    - Residents residing in the following areas:
      - Orange County (7)
      - Osceola County (2)
      - Seminole County (7)
      - City of Altamonte Springs (1)
      - City of Apopka (1)
      - City of Belle Isle (1)
      - City of Casselberry (1)
      - City of Kissimmee (1)
      - City of Lake Mary (1)
      - City of Longwood (1)
      - City of Maitland (1)
      - City of Ocoee (1)
      - City of Oviedo (1)

- City of Orlando (1)
  - City of Sanford (1)
  - City of St. Cloud (1)
  - City of Winter Garden (1)
  - City of Winter Park (1)
  - City of Winter Springs (1)
- **Weighted voting structure:** No
  - **Quorum:** 40% of members entitled to vote
  - **Officer selection of the committee membership:** Yes.
    - Officers have set terms: Yes, one year
    - Term limits: Officers may serve two consecutive terms. After the end of the second term, that officer will not be eligible again until two additional years have passed. An officer cannot be succeeded by a member from the same local government or agency.
  - **Frequency of committee meetings:** Monthly

***Municipal Advisory Committee:***

- **Member selection for the Municipal Advisory Committee:** One representative, the Mayor or senior staff designee, from each eligible municipality without direct representation on the Governing Board. Seventeen municipalities eligible for representation on the MAC: Bay Lake, Belle Isle, Casselberry, Eatonville, Edgewood, Lake Buena Vista, Lake Mary, Longwood, Maitland, Oakland, Ocoee, Oviedo, St. Cloud, Windermere, Winter Garden, Winter Park, and Winter Springs, although Bay Lake and Lake Buena Vista have opted out.
- **Composition of the Municipal Advisory Committee:**
  - Voting (15)
    - City of Belle Isle (1)
    - City of Casselberry (1)
    - Town of Eatonville (1)
    - City of Edgewood (1)
    - City of Lake Mary (1)
    - City of Longwood (1)
    - City of Maitland (1)
    - Town of Oakland (1)
    - City of Ocoee (1)
    - City of Oviedo (1)

- City of St. Cloud (1)
  - Town of Windermere (1)
  - City of Winter Garden (1)
  - City of Winter Park (1)
  - City of Winter Springs (1)
- **Weighted voting structure:** No.
  - **Quorum:** 1/3 of membership.
  - **Officer selection by the committee membership:** Yes.
    - Officers have set terms: Yes, one year
    - Term limits: Officers may serve two consecutive terms. After the end of the second term, that officer will not be eligible again until two additional years have passed. An officer cannot be succeeded by a member from the same local government or agency.
  - **Frequency of committee meetings:** Monthly.

*Staffing:*

- **Background on becoming an independently staffed MPO:**

The MPO functioned for many years through a staff services agreement with the East Central Florida Regional Planning Council (ECFRPC). Staffing, office facilities and all related support (except for legal and transportation consultant services) were provided through this agreement. Opportunities available to MPOs under ISTEA led to an MPO Board retreat in 1993. The MPO Board decided that an independent organization was needed to put more emphasis on regional transportation planning and to improve accountability. In conjunction with this, a local assessment was approved to provide additional funding. The MPO Board hired an Executive Director in 1996 and the “new” organization was named METROPLAN ORLANDO. The staff services agreement with the ECFRPC ended shortly thereafter. Some ECFRPC staff members who had been working on MPO activities were made employment offers by the new organization; other staff members were recruited who had the skills that were needed to meet the organization’s objectives.

- **MPO staff arrangement:**
  - Executive Director: The METROPLAN ORLANDO Executive Director serves under the direction, supervision and control of the MPO governing board.
  - MPO staff: The Executive Director employs such personnel as may be necessary and authorized by the MPO governing board to adequately perform the functions of the MPO within the MPOs budgetary limitations, as set by the governing board.

- **Agency providing personnel-related support services:** METROPLAN ORLANDO independently provides for personnel-related support services.
- **MPO staff composition:** 18 full time.

In March 2004, METROPLAN ORLANDO reorganized its staff of 18 full-time employees into five areas: Transportation Planning, Finance & Administration, Systems Management and Operations, Public Affairs and Strategic Planning and Board Services. The director/manager of each area reports directly to the Executive Director.

- Professional staff descriptions: (11 professional full-time staff)
  - Executive Director: Under the direction of the MPO governing board, this position is responsible for all activities of the MPO. The Executive Director is responsible for establishing personnel policies and for making decisions including hiring, firing, leave and employee discipline. In addition, and perhaps most significantly, the Executive Director is responsible for developing and implementing budgets and administrative procedures to carry out the operation of the organization. The salary for this position is negotiated by contract.

#### *Transportation Planning Area*

- Director of Transportation Planning: This position reports directly to the Executive Director and is responsible for overseeing the daily operation of planning, organizing, directing and controlling the region's transportation planning process including technical studies and special projects. The salary range for this position is between \$70,000 to \$115,000.
- Manager, Technical Services: This position reports to the Director of Transportation Planning and is responsible for the management of transportation modeling activities and major transportation consulting on specialized projects as identified in the Unified Planning Work Program. The salary range for this position is between \$50,000 and \$80,000.
- Planning Manager: Under the direction of the Director of Transportation Planning, this position is responsible for providing transportation planning services for tasks identified in the Unified Planning Work Program including technical studies and special projects. The salary range for this position is between \$50,000 and \$80,000.
- Transportation Planner: Under the direction of the Director of Transportation Planning, this position is responsible for collecting and analyzing data for transportation studies, promoting public awareness on the current transportation planning issues. This position frequently works with local officials on related planning matters including land use, recreation, engineering, law enforcement and education. The salary range for this position is between \$35,000 and \$55,000.

- Bicycle & Pedestrian Education Outreach Coordinator: Under the direction of the Director of Transportation Planning, this position coordinates with key partners to develop effective bicycle, pedestrian and motorist education programs. The salary for this position is \$33,000 and is funded through grants.

*Systems Management and Operations*

- Director, Systems Management and Operations: Under the direction of the Executive Director, this position is responsible for developing and administering a comprehensive transportation system management and operations program. The salary range for this position is between \$60,000 and \$100,000.
- Transportation Engineer: This position reports to the Director of Systems Management and Operations and is responsible technical and analytical work associated with system management, operations and planning. The salary range for this position is between \$40,000 and \$65,000.

*Public Affairs and Strategic Planning*

- Director, Public Affairs and Strategic Planning: Under the direction of the Executive Director, this position is responsible for developing and administering comprehensive public affairs, strategic planning and legislative programs. The salary range for this position is between \$60,000 and \$100,000.
- Public Involvement Coordinator: Under the direction of the Director of Public Affairs and Strategic Planning, this position is responsible for developing/coordinating a comprehensive public involvement program. The salary range for this position is between \$30,000 and \$50,000.
- Public Relations Manager: Under the direction of the Director of Public Affairs and Strategic Planning, this position is responsible for developing/coordinating a comprehensive public information and community relations program. The salary range for this position is between \$30,000 and \$50,000.

– Administrative/Financial staff descriptions:

*Finance and Administration*

- Director, Finance and Administration: Under the direction of the Executive Director, this position is responsible for financial management and administrative services including human resources and other business support functions. The salary range for this position is between \$70,000 and \$115,000.
- Fiscal Manager: Under the direction of the Director of Finance and Administration, this position is responsible for accounts payable, accounts receivable, payroll, general accounting, budget development/monitoring, and

development of departmental policies and procedures. The salary range for this position is between \$40,000 and \$70,000.

- Accounting Specialist/Computer Support Analyst: Under the direction of the Director of Finance and Administration, this position is responsible for managing administrative and technical computer hardware/software tasks, general governmental accounting and data processing. The salary range for this position is between \$33,000 and \$55,000.

#### *Board Services*

- Manager, Board Services: Under the direction of the Executive Director, this position provides management/administrative support to the Executive Director and MPO Board. The salary range for this position is between \$32,000 and \$55,000.
  - Board Services Coordinator (2 positions): Under the direction of the Manager of Board Services, these positions perform paraprofessional and general office functions. The salary range for this position is between \$24,000 and \$36,000.
  - Board Services Assistant: Under the direction of the Manager of Board Services, this position conducts general office functions for the MPO Board and staff. The salary range for this position is between \$18,000 and \$28,000.
- Staff specialization:
    - Transportation planning
    - Transit planning
    - Transportation modeling
    - Clean air modeling
    - Accounting/financial
- **MPO staff per capita:** 1 per 93,900
    - Professional staff per capita: 1 per 153,655
  - **Personnel policies:** METROPLAN ORLANDO developed and adopted a personnel policy manual tailored to the needs of the organization.
    - Personnel Manual content:
      - Scope of Authority and Responsibility: Policies related to personnel records and documents, roles and responsibilities of positions in authority, and the applicability of policies to METROPLAN ORLANDO personnel.
      - Position Vacancies: Policies related to equal employment opportunity (i.e., ADA), vacancies in the classified service, and vacancies in the unclassified service.

- Recruitment, Applications, Certification, and Selection: Policies related to recruitment, applications, certifications, testing, and selection.
- Special Employment Situations: Policies related to special preference and employment of relatives.
- Probationary Period: Policies related to probationary periods and unemployment probationary periods.
- Personnel Actions: Policies related to promotions, reclassification, demotion, retirement, dismissal, leave of absence, suspensions, and merit increases, etc.
- Code of Conduct: Policies related to contractual relationships, conflicts of interest, disclosure of information, solicitation/acceptance of gifts, personal appearance, use of METROPLAN property/computers/email, violence in the workplace, etc.
- Employee Benefits: Policies related to holidays, personal leave, insurance (health/life/LTD/dental), and educational assistance.
- Attendance and Absences: Policies related to attendance including jury duty, bereavement, military leave, overtime, emergency closings, etc.
- Workers' Compensation: Policies related to workers' compensation including leave time and filing requirements.
- Abolishment of Positions and Reduction of Force: Policies specifying the terms and conditions of position abolishment/reduction of force.
- Forms of Disciplinary Action: Policies related to disciplinary actions including just cause, disciplinary hearings, causes for suspension or dismissal, and suspension/dismissal for violations of state law.
- Letters of Recommendation: Policies related to external or internal requests for letters of recommendation.
- Non-Discrimination: Describes METROPLAN ORLANDO's position discriminatory practices.
- Alcohol/Drug Testing: Policies related to alcohol and drug testing including causes and procedures for testing, challenging test results, consequences of confirmed positive test results, and voluntary requests for treatment.
- AIDS Policy: Policies related to the employment of an individual with HIV/AIDS including AIDS testing as a condition of employment and accommodations.
- Sexual Harassment: Policies related to sexual harassment including informal and formal procedures.
- Solicitation: Policies related to the distribution of non-work related literature, solicitations, or message board postings.
- Family/Medical Leave (FML): Policies related to conditions of family/medical leave such as duration, required notice, position restoration, health insurance benefits, etc.

- Employee Travel and Training Regulations: Policies related to travel/training regulations, authorizations, guidelines, and reimbursement.
- **Retirement Plans:**
  - 401(a) Defined Contribution Plan
    - No employer match
    - 10% of compensation (salary, bonuses, other special pay including director’s car allowance)
    - Managed by the ICMA
    - Managed online
  - 457 Deferred Compensation Plan
    - Employee can contribute up to \$14,000 each year
    - Catch-up option allows employees over the age of 55 to contribute up to \$18,000 each year
    - Managed by the ICMA
    - Managed online
- **All MPO functions performed by dedicated MPO staff: No**
  - If no, are MPO functions completed by other agency staff: No
  - If no, are MPO functions completed by consultant: Yes
- **In-house functions as indicated by the FY 05/06 Unified Planning Work Program:**
  - Administration: Basic administrative management of MPO activities. Typical tasks include:
    - Program management and development (incl. FTA and Transportation Disadvantaged program)
    - Strategic business plan
    - Staff training & development
    - Grants/Contracts Administration
    - Legislative issues/positions
    - Auditing
  - Public involvement/information: A proactive process to provide complete and timely information to the public and to involve the public in the metropolitan transportation planning process. Typical tasks include:
    - Updating and implementing an Annual Report and the Public Involvement Plan

- Community Outreach programs and activities
  - Board and Committee support (i.e., meetings and workshops)
- Data collection: Collecting relevant data as part of the overall metropolitan transportation planning process. Typical tasks include:
  - Collecting available transportation data, regardless of mode
- Systems planning: Developing, updating and otherwise maintaining short and long range plans, including special studies as needed. Typical tasks include:
  - Long and short range planning
  - Transit planning and transportation disadvantaged planning
  - Management systems planning
  - Regional Bicycle/Pedestrian Planning
  - Intermodal Planning
  - Air Quality Planning
- Project planning: Conduct planning projects and studies used to preserve or improve the transportation network. Typical tasks include:
  - Highway planning
  - Airport planning
  - Transit planning
- **Consultant/other agency performed functions as indicated by the FY 05/06 Unified Planning Work Program:**
  - Administration tasks include:
    - Legal services and legislative advice
  - Public involvement/information tasks include:
    - Community outreach; web design; publications
    - Market research to identify public opinion
  - Systems planning tasks include:
    - Assist staff with developing & conducting surveys on intra-urban freight movement and inventory the highway network for candidate projects
    - Acquire and use parcel data to develop GIS data sets and produce a regional GIS database system
    - Update LRTP
    - Develop trip general model called "Life Styles"

- Investigate the availability of data for vehicle crashes that occur on local roadways; provide vehicle crash data inventory, describe data availability and recommend data collection process
  - Plot and analyze data using the Pedestrian & Bicycle Crash Analysis Tool in ArcGIS
- Project planning tasks include:
  - Special studies on an as-needed basis
- **Percent of UPWP funded work not completed by MPO staff:**
  - Maximum completed by consultant: 32.8% (based on funds set aside for consultant use during the current fiscal year)
  - Funds available for other agency staff use: 0% (based on funds set aside for other agency use during the current fiscal year).
- **MPO staff performs work tasks for member jurisdictions or other agencies:** No (METROPLAN ORLANDO staff do complete work tasks for the Central Florida MPO Alliance as a member MPO)

***MPO Administrative Services Arrangement:***

- **MPO services arrangement:** METROPLAN ORLANDO is a freestanding MPO and does not rely on any cities, counties, or other entities to provide support services. The MPO independently provides for its own administrative and personnel-related services. Those services include:
  - Accounting
  - Audit
  - Personnel expenditures
  - Insurance coverage
  - Legal services
  - Personnel-related training
  - Payroll administration
  - Computer support
  - Printing
  - Budget
  - Professional services
  - Facilities
  - Budgeted costs for services (FY 05/06): \$1,148,833
    - Capital Purchases: \$48,100 (office equipment, computer hardware, software)
      - Small Tools/Office Machinery: \$4,000
      - Computer Software: \$9,000

- Equipment /Furniture: \$35,100
- Travel: \$65,005 (travel related expenses, conference & registration fees)
  - Travel: \$42,720
  - Seminar & Conference Registration: \$22,285
- Operational Expenses: \$495,908 (supplies, printing, etc.)
  - Office Supplies - \$ 44,850
  - Printing and Binding: \$96,100
  - Advertising & Public Notice: \$47,934
  - Equipment Rental & Maintenance Agreements: \$15,023
  - Insurance (General): \$21,250
  - Rent : \$221,136
  - Office Space 9,050 sq. ft. at \$21 per sq. ft. (\$190,050 annually) includes:
    - Lobby
    - Space for 20 employees
    - Board Room
    - Break Room with sink
    - 2 storage rooms (1 for server)
    - Shared bathroom in hallway
    - Utilities
  - Rental Miscellaneous:
  - Computer Operations: \$14,590
  - Postage \$23,375
  - Telephone: \$6,850
  - Repair and Maintenance: \$4,800
- Other: \$608,203
  - Accounting & Auditing: \$17,325
  - Employee Fringe Benefits (non-salary –i.e., health/dental/life): \$357,404
  - Miscellaneous: \$11,200
  - Memberships: \$16,284
  - Subscriptions: \$7,406
  - Education: \$6,000
  - Contingency Fund: \$153,584
  - Legal fees: \$39,000
- Salaries (no fringe): \$1,148,833

***Planning Funding:***

- **UPWP funding from all sources:**

- Total: \$4,969,181
  - PL (FY 05/06 allocation): \$1,088,873
  - PL (Carryover from previous years): \$420,054
  - FTA transit planning funds (FY 05/06 allocation): \$380,248
  - FTA transit planning funds (Carryover from previous years): \$36,453
  - FDOT:
    - Non-cash match for PL funds: \$310,140.
    - Cash match for FTA planning funds: \$58,648
  - Local sources: \$1,331,188.50:
 

Note: Local source contributions from cities and counties are based on \$0.75 per capita dues. Contributions from major modal providers are equal to the assessment of the smallest municipality (Apopka).

    - Orange County: \$579,064.50
    - Seminole County: \$236,088.00
    - Osceola County: \$127,470.00
    - City of Orlando: \$156,675.00
    - City of Kissimmee: \$41,892.00
    - City of Sanford: \$34,558.50
    - City of Altamonte Springs: \$31,874.25
    - City of Apopka: \$24,713.25
    - Orlando/Orange County Expressway Authority: \$24,713.25 (based on same assessment as smallest municipality (Apopka);
    - Greater Orlando Aviation Authority: \$24,713.25
    - Central Florida Regional Transportation Authority: \$24,713.25
    - Sanford Airport Authority: \$24,713.25
    - Other source: \$5,700
      - Interest Income – budgeted at \$5,500
      - Sales Income (TIP's, LRTP's, copies) - \$200
  - Florida Transportation Disadvantaged Commission: \$80,984
- Pass through to other agencies:
  - Central Florida Regional Transportation Authority: \$185,770.16 total:
    - \$40,492 from Comm. For Transportation Disadvantaged
    - \$105,000 from FTA X015 grant (FY '06)

- \$40,278.16 carry forward from FTA X014 grant (FY '05)
- Other agency planning activity funds reflected in UPWP (not MPO funds):
  - Central Florida Regional Transportation Authority: \$910,000 (for Section 5307/5309 studies)
  - FDOT: \$550,000 in “D” funds
    - \$250,000 for ETDM – Efficient Transportation Decision-Making/Socio-Cultural Effects)
    - \$300,000 for Modeling (Central Fla. Regional Planning Model (CFRPM), Version IV.
- Total available funds for MPO use: \$3,389,444 (total funds minus soft match and pass through funds)
- Total funds available for consultant services: \$837,100 (total funds programmed for consultant services minus soft match funds.
- Total available funds for MPO staff functions: \$2,552,344 (Total available funds for MPO use minus total funds available for consultant services.
- **Match sources for federal and transit planning funds:**
  - The 20% federal planning (PL) funds match requirement is met by the Florida Department of Transportation using toll expenditures as a credit. The federal transit planning funds match requirement is met by a combination of local funds (10%) collected through a local agency per capita assessment and a cash match (10%) provided by the Florida Department of Transportation.
- **Per capita UPWP funding:** (planning dollars spent per resident served by the MPO)
  - \$2.94 per capita (using total UPWP funding)
  - \$2.01 per capita (using total available funds for MPO use)
- **Capitalization method:** Because federal and state grant programs are typically reimbursement programs, MPOs need a method for paying for costs incurred prior to the receipt of grant reimbursement. METROPLAN ORLANDO collects \$0.75 per capita from every member jurisdiction based on estimated population figures provided by the Bureau of Economic and Business Research at the University of Florida, Gainesville, Florida. Additionally, transportation authority/agency members contribute at the same level as that of the smallest contributing municipality. Two years prior to the formation of METROPLAN, the local assessment was collected and deposited in an escrow account. When METROPLAN started operation in 1996, there was about \$3.0 M available in the escrow account. The local funds collected and held in escrow are used to cover MPO costs ahead of grant reimbursement.



**APPENDIX C: SARASOTA/MANATEE METROPOLITAN PLANNING ORGANIZATION**



## **Sarasota/Manatee MPO**

### *Administrative Structure:*

- **Urbanized areas covered (all or in part):** 2 (the Sarasota-Bradenton Urbanized Area and the North Port – Punta Gorda Urbanized Area)
- **Population:** 651,872
- **MPO committees:**
  - MPO Governing Board
    - MPO Ad Hoc Committee
  - Technical Advisory Committee (TAC)
    - Traffic Count Subcommittee
    - Project Priority Subcommittee
    - Long Range Plan Update Subcommittee
    - Public Transportation Systems Analysis Subcommittee
    - Air Quality Subcommittee
    - Park and Ride Subcommittee
  - Citizens Advisory Committee (CAC)

### *MPO Governing Board:*

- **Composition of the Governing Board:**
  - Voting: 15
    - Sarasota County (3)
    - City of Sarasota (2)
    - Manatee County (3)
    - City of Venice (1)
    - Town of Longboat Key (1)
    - City of Bradenton (1)
    - City of Palmetto (1)
    - Island Transportation Planning Organization (consisting of the Cities of Holmes Beach, Bradenton Beach, and Anna Maria) (1)
    - City of North Port (1)
    - Sarasota Manatee Airport Authority (1)
  - Non-voting: 1
    - Florida Department of Transportation (FDOT) (1)
- **All local governments have voting membership on the Governing Board:** Yes, but by interlocal agreement the Cities of Holmes Beach, Bradenton Beach, and Anna Maria are represented by the Chairman of the Island Transportation Planning Organization.

- **Local government representation in MPO:** The Cities of Holmes Beach, Bradenton Beach, and Anna Maria are represented by the Chairman of the Island Transportation Planning Organization. The term of the representative from the Island Transportation Planning Organization is limited to two years and rotates among the three island municipalities. (interlocal agreement between the ITPO and the MPO to form sufficient population base for an MPO seat)
- **Major modal provider representation on the MPO Governing Board:**
  - The Sarasota Manatee Airport Authority, as an independent transportation authority (voting)
  - The Florida Department of Transportation (non-voting)
  - Other local transit agencies and the seaport, as departments of MPO member jurisdictions (Sarasota or Manatee Counties) are represented on the MPO Governing Board by the members representing their respective home County
- **Other agency or stakeholder representation on the Governing Board:** Not Applicable
- **Weighted voting structure:** No, however, there is a defacto weighted structure as each member has one vote with the number of members determined following a strict population/geographic analysis consistent with Florida Statutes.
- **Quorum:** Simple majority
- **Officer selection by the Governing Board membership:** At the first scheduled meeting of each calendar year. The chair and vice-chair alternate annually between Sarasota and Manatee County, inclusive of municipalities within each county. The Chair and Vice-Chair must not represent the same county, inclusive of municipalities within each county.
  - Officers have set terms: Yes – one year
  - Term limits: Officers can serve no more than one term as offices rotate annually between Sarasota and Manatee County, inclusive of municipalities within each county. Members can be reappointed as an officer the next time the Chair rotates back to their County.
- **Frequency of Governing Board meetings:** Monthly

***Technical Advisory Committee:***

- **Member selection for the technical advisory committee:** They are appointed by the member jurisdiction or agency
- **Composition of the Technical Advisory Committee:**
  - Voting (24)
    - Manatee County:

- Transportation Department
- Manatee County – Community Services Department – Transit Division
- Manatee County – Planning Department
- Manatee County School Board
- Sarasota County:
  - Growth Management Business Center
  - Public Works Business Center – Public Works Planning
  - Public Works Business Center – Transit
  - Sarasota County School Board
- City of Bradenton:
  - Planning Department
  - Public Works Department
- Town of Longboat Key – Community Services Department
- City of Palmetto – Department of Public Works
- City of Sarasota:
  - Engineering Department
  - Planning Department
- City of Venice:
  - Growth Management Department
  - Engineering Department
- City of North Port – Planning Department
- Island Transportation Planning Organization – Public Works Department
- Sarasota Manatee Airport Authority
- Southwest Florida Regional Planning Council
- Tampa Bay Regional Planning Council
- Manatee County Port Authority
- Florida Department of Transportation, District 1 Public Transportation Office
- Florida Department of Transportation, District 1 Planning Department
- Non-voting (8)
  - Manatee County – Environmental Management Department
  - Sarasota County – Natural Resources
  - Freight Movement Stakeholders
  - Florida Department of Transportation, Central Office Planning
  - Governor's Energy Office
  - Transportation Disadvantaged Committee
  - Federal Highway Administration
  - Federal Transit Administration

- **Weighted voting structure:** No
- **Quorum:** Simple majority
- **Officer selection by the committee membership:** Officers are elected at the first scheduled meeting of each calendar year. The Chair and Vice-Chair may not be residents of the same county. For example, if the Chair of the TAC Board is from Manatee County (or one of its municipalities), the Chair of the TAC will be selected from Sarasota County (or one of its municipalities,) and visa versa.
  - Officers have set terms: Yes – one year
  - Term limits: No
- **Frequency of Governing Board meetings:** Monthly

*Citizen Advisory Committee:*

- **Member selection for the citizen advisory committee:** Nominations are made by a member government for ratification by the MPO Board. Citizen advisory committee members may not be elected officials or technical personnel directly involved in the work of the MPO.
- **Composition of the Citizen Advisory Committee:**
  - Voting (27)
    - Fifteen citizens residing in the following areas:
      - Unincorporated-Manatee County (3)
      - Unincorporated-Sarasota County (3)
      - City of Bradenton (2)
      - City of Sarasota (2)
      - Town of Longboat Key (1)
      - City of Palmetto (1)
      - City of Venice (1)
      - Island Transportation Planning Organization (1)
      - City of North Port (1)
    - Twelve citizens at large, six residents appointed from each county to include the following representation:
      - A minimum of one citizen for each county representing the disabled
      - A minimum of one citizen for each county representing minorities
      - Four members appointed from each county to ensure adequate representation from all geographic areas of the region, and to include groups having civic, community and economic interests.
- **Weighted voting structure:** No

- **Quorum:** Simple majority
- **Officer selection by the committee membership:** Officers (Chair, Vice Chair and the 4 remaining members of the Executive Committee) are elected at an annual organizational meeting. The Chair and Vice-Chair may not be residents of the same county. Two of the four members of the Executive Committee must come from Sarasota County and two must come from Manatee County.
  - Officers have set terms: Yes – one year
  - Term limits: 2 terms
- **Frequency of citizen advisory committee meetings:** Monthly

**Staffing:**

- **Background on becoming an independently staffed MPO:** The Sarasota/Manatee MPO was originally housed and staffed by Sarasota County. According to the past Executive Director of the Sarasota/Manatee MPO, the Sarasota County Administrator in 1992 applied undue influence in his supervisory capacity over the MPO Executive Director to try to have a project added to the MPO prioritized project list as the MPOs top priority. Subsequently, the MPO was transferred from Sarasota County to Manatee County for administrative purposes.

In 2002, an MPO employee requested rights pursuant to the federal Family Medical Leave Act (FMLA). MPO legal council (from Manatee County) reviewed the request and determined that if the MPO staff were considered employees of Manatee County the employee was entitled to FMLA benefits. But, if the MPO were construed as an independent organization such rights were not required by the act, which only applied to organizations of 50 or more employees. It was the MPO counsel’s legal opinion that MPOs were independent organizations based upon federal and state laws. The MPO has since formalized its independent organizational status.

**MPO staff arrangement:** (Per Interlocal Agreement for Administrative Services By and Between Manatee County and the Sarasota/Manatee Metropolitan Planning Organization, December 2002)

- Executive Director: “The Sarasota/Manatee MPO Executive Director serves under the direction, supervision and control of the MPO governing board.”
- MPO staff: “The Executive Director, with the consent of the MPO governing board, employs such personnel as may be necessary and authorized by the MPO governing board to perform adequately the functions of the MPO within the MPOs budgetary limitations, as set by the governing board.”
- **Agency providing personnel-related support services:** While the Sarasota/Manatee MPO is independently staffed, Manatee County provides certain personnel-related support services. This arrangement is governed by a 2002 interlocal agreement (attached) between Manatee County and the Sarasota/Manatee MPO and subsequent

memos clarifying details of the interlocal agreement (see additional details under the discussion of the MPO Administrative Services Arrangement).

- **MPO staff composition:** 8 full time (3 administrative, 5 professional)
  - Professional staff descriptions:
    - Executive Director: Under the direction of the MPO governing board, this position is responsible for overseeing the administrative and professional work associated with the transportation planning activities of the MPO. The Executive Director is responsible for establishing personnel policies and for making decisions including hiring, firing, leave and employee discipline. In addition, and perhaps most significantly, the Executive Director (in conjunction with the Fiscal Manager) is responsible for developing and implementing budgets and administrative procedures to carry out the operation of the organization. The salary for this position is established by the MPO Board and negotiated by contract.
    - Planning Manager: Under the direction of the Executive Director, this position is responsible for performing administrative, supervisory and professional work associated with the transportation planning activities of the MPO. The position serves as the principle senior management staff in the Executive Director's absence which includes attending meetings and the management of the MPO staff. The salary range for this position is between \$42,660 and \$65,166.
    - Principal Planner: Under the direction of the Planning Manager, this position is responsible for managing technical transportation related work assignments associated with the MPO. This position is responsible for overseeing assigned projects and programs related to transportation planning. The salary range for this position is between \$37,980 and \$57,990.
    - Transportation Planner: Under the direction of the Principal Planner, this position is responsible for conducting transportation planning activities including collecting and analyzing transportation related data, conducting travel demand forecasting using the most recently acceptable travel demand forecasting software and reviewing traffic studies. This position is also responsible for coordinating the Community Traffic Safety Program (CTSP). The salary range for this position is between \$33,883 and \$51,625.
    - Public Transportation Planner: Under the direction of the Principal Planner, this position is responsible for planning and coordinating the public transportation programs of the MPO. This position is also responsible for coordinating the Transportation Disadvantaged (TD) Program. The salary range for this position is between \$33,883 and \$51,625.
  - Administrative staff descriptions

- **Human Resources/Fiscal Manager:** This is a Senior Management Staff Position. Under direction of the Executive Director, performs advanced level managerial, professional and administrative work. This position serves in a dual capacity (human resources and fiscal manager), with responsibility for development, administration and coordination of both the human resources and fiscal functions of the organization. The salary range for this position is between \$42,660 and \$65,166.
  - **Office Manager:** Under the general direction of the Human Resources/Fiscal Manager, this position is responsible for coordinating a variety of responsible staff functions. Work involves program planning, program monitoring, facilities management, and overall coordination of departmental operations and projects. The salary range for this position is between \$25,396 and \$38,667.
  - **Office Assistant III:** Under the general supervision of the Office Manager, performs complex and varied clerical and office work involving the exercise of considerable independence in the conduct of standard duties. Activities may include skilled typing, filing, reception tasks, and the operation of office equipment. The salary range for this position is between \$19,656 and \$28,496.
- **Staff specialization:**
    - Transportation planning
    - Transit planning
    - Transportation modeling
    - Accounting/financial
- **MPO staff per capita:** 1 per 81,484
    - Professional staff per capita: 1 per 130,374
  - **Personnel policies:** The MPO developed and adopted by resolution a personnel policy, rules and procedures manual in 2003.
    - **Personnel Manual content:**
      - **Employment:** Policies related to the recruitment and selection of employees as well as equal employment opportunity practices
      - **Personnel files:** MPO policies related to the content of and access to personnel files
      - **Pay, hours of work and work week:** MPO policies related to pay administration, hours of work week and day, pay eligibility, work time records, the employees classification system, and the employee pay plan

- Professional development: MPO policies related to the tuition payment program, training and professional memberships
  - Holidays: MPO policies related to holiday leave
  - Leave of absences: MPO policies related to leaves of absence including vacation leave, sick leave, professional appointment leave, bereavement leave, military leave, jury leave, voter leave, disability leave, leave without pay, witness leave and absence without authority
  - Discipline and discharge: MPO policies related to grounds for discipline and discharge and guidelines for administering discipline and adverse actions
  - Policies and procedures: MPO policies related to legally prohibited harassment or discrimination, illegal controlled substances and alcoholic beverages, political activity, outside employment/enterprise/business, the Americans with Disabilities Act and workplace violence and threats
- **All MPO functions performed by dedicated MPO staff:** No
    - If no, are MPO functions completed by other agency staff: Yes. Manatee County provides certain administrative and personnel-related staff support functions per an interlocal agreement between Manatee County and the Sarasota/Manatee MPO (see additional details under the discussion of the MPO Administrative Services Arrangement).
    - If no, are MPO functions completed by consultant: Yes
- **In-house functions as indicated by the FY 05/06 Unified Planning Work Program:**
    - Administration: Basic administrative management of MPO activities. Typical tasks include:
      - Program management and development
      - Staff training & development
      - FTA and Transportation Disadvantaged program management
      - Maintenance of electronic equipment and data
      - Legislative issues/positions
    - Systems monitoring: Monitoring the performance of various inputs and outputs in the metropolitan transportation planning process. Typical tasks include:
      - Land use monitoring
      - Highway systems monitoring
      - Non-highway systems monitoring
      - Air quality monitoring
      - Greenways, trails and scenic highway monitoring

- Systems planning: Developing, updating and otherwise maintaining short and long range plans, including special studies as needed. Typical tasks include:
  - Long and short range planning
  - Transit planning and transportation disadvantaged planning
  - Management systems planning
  - Regional and statewide transportation planning
  - General planning consultant management
- Data collection: Collecting relevant data as part of the overall metropolitan transportation planning process. Typical tasks include:
  - Collecting available transportation data, regardless of mode
- Project planning: Special projects as needed. Typical tasks include:
  - Conducting special projects as identified by local need or through priorities established by the state or federal agencies
- Public involvement/information: A proactive process to provide complete and timely information to the public and to involve the public in the metropolitan transportation planning process. Typical tasks include:
  - Updating and implementing the Public Involvement Plan
  - Developing and distributing informational through meeting attendance, public presentation, web site development and pamphlet distribution
  - Holding and advertising public meetings and hearings
- **Consultant performed functions as indicated by the FY 05/06 Unified Planning Work Program:**
  - General planning consultant: To assist staff with transportation planning activities. Typical tasks include:
    - Technical studies
    - Evaluation and update of the long range transportation plan as needed
    - Development and review of the transportation improvement program
    - Continually updating the congestion management system
    - Transportation safety planning
  - Long range transportation plan update: Assist staff performing a major update of the existing long-range transportation plan. Typical tasks include:
    - Validating the travel demand forecasting model
    - Defining, testing and evaluating alternative multi-modal networks
    - Coordination with participating agencies and the MPO committees
    - Assisting MPO staff in conducting a public involvement process specific to the long range transportation plan update

- **Percent of UPWP funded work not completed by MPO staff:**
  - Maximum completed by consultant: 19% (based on funds set aside for consultant use during the current fiscal year). However, typical consultant percentage is closer to 10%.
  - Funds available for other agency staff use: 3% (based on funds set aside for other agency staff use during the current fiscal year)
- **MPO staff performs work tasks for member jurisdictions or other agencies:** Yes, Sarasota/Manatee MPO staff members do complete planning work tasks for all of its member jurisdictions on various programs and projects throughout the year as the need arises. This planning work is completed under various UPWP work task categories as they relate to the MPOs responsibilities under federal and state law. Additionally, Sarasota/Manatee MPO staff members complete work tasks for the West Central Florida Chair’s Coordinating Committee as a member MPO.

***MPO Administrative Services Arrangement:***

- **MPO services arrangement:** The Sarasota/Manatee MPO has contracted through an interlocal agreement to receive a variety of administrative support services from Manatee County (Interlocal Agreement for Administrative Services By and Between Manatee County and the Sarasota/Manatee Metropolitan Planning Organization, December 2002 and a March 2003 Manatee County Government Memo clarifying the interlocal agreement)
  - “Pursuant to this Agreement and the Manatee County self-insurance as amended from time to time, the MPO shall receive certain benefits and administrative support services from the COUNTY, but shall otherwise function independently of the control, supervision and direction of the COUNTY.” (Interlocal Agreement for Administrative Services By and Between Manatee County and the Sarasota/Manatee Metropolitan Planning Organization, December 2002, p. 2)

Manatee County provides/administers:

- Accounts: Manatee County provides financial management services for federal, state, and local monies granted to the MPO.
- Annual funding and audit: Manatee County includes MPO revenues and expenditures in the County budget and pays MPO expenses from appropriated funds subject to reimbursement. Also, Manatee County includes the MPO in its own annual audit.
- Personnel expenditures: MPO staff members receive the same benefits and services as similarly-classified Manatee County employees including health, life, dental, long term disability, wellness program, unemployment compensation benefits and leave accruals. Manatee County also administers the MPO’s staff participation in the Florida Retirement System. However,

certain leave accounts or classifications, such as Family Medical Leave Act leave, do not apply to MPO employees given the MPOs' distinct legal status and current number of employees.

- Central services: Support services are provided to the MPO in the same manner as provided to County departments such as procurement, vehicle maintenance, communications, central stores, travel and building maintenance.
  - Insurance coverage: Full-time MPO employees, while acting within the course and scope of his or her MPO employment, are covered by the Manatee County self-insurance program. As such, MPO personnel are covered for automobile, general liability and workers' compensation matters to the same extent as Manatee County employees.
  - Legal services: The Manatee County Attorney's Office provides legal advice and legal representation to the MPO, except in the event of a dispute between the County and the MPO or where there would be a violation of the Rules Regulating the Florida Bar.
  - Personnel-related training: The MPO can participate in personnel-related training courses or programs, including drug testing, offered by Manatee County.
  - Payroll administration: The Payroll Division of the Clerk of the Court's Office administers pay actions for MPO employees
  - Other personnel actions: The Manatee County Human Resources Department handles Florida Department of Law Enforcement checks (criminal background checks), drug testing, retirement, and physicals for the MPO.
- Under the terms of the interlocal agreement, the Sarasota/Manatee MPO must provide the following:
- Budget: The MPO annually prepares and submits a budget through the Manatee County budgetary system. The budget must cover all of the costs to Manatee County of all support services provided to the MPO. The County has no authority over the approval of the MPO budget.
  - Reimbursement of fund advances: The MPO must submit quarterly bills to the appropriate federal, state and local grantors for program expenditures and forward reimbursement payments to Manatee County upon receipt of invoiced funds.
  - Personnel policy: The MPO adopted and implements a personnel policy for the recruitment, supervision, discipline and evaluation of MPO employees. The County has no role in the administration of the personnel policy.

- Professional services: The MPO adopted and implements the provisions of Florida Statutes related to the procurement of professional services so as to facilitate the County's conducting of the purchasing function for the MPO.
  - Facilities: The MPO provides its own office space and meeting facilities in accordance with a rental/lease agreement with Manatee County.
- Actual annual costs for services (FY 05/06): \$538,653
- Accounting & Auditing: \$3,000
  - Insurance: \$897
  - Vehicle Maintenance: \$1,250 (for 1 vehicles)
  - Rent: \$45,240 annually (\$3,770 per month) 4,115 square feet
  - Water and Sewer: \$720
  - Indirect Cost Services: \$38,867

Note: Indirect cost services for the current fiscal year (\$38,867) are based on the MPOs share of fixed annual expenses incurred by Manatee County (per the annual Indirect Cost Plan developed for Manatee County). Indirect cost services include (copy services credit from the previous fiscal year reduces indirect cost services, but is not included in list of services below):

- General county expenses: \$918
- Records management: \$10
- Internal audit: \$1,480
- Finance: \$6,094 (invoice payment, etc.)
- Financial management: \$756 (budgeting)
- Courier: \$1,702 (mail services)
- Land information systems: \$7,096 (mapping)
- Phone/data support: \$1,249
- Information systems technical assistance: \$3,594
- Information systems – programs: \$465
- Purchasing: \$6,422
- Facilities management: \$912
- County attorney: \$5,946
- Central stores: \$590 (office supplies)
- Fleet services: \$372
- Communications: \$525
- Self-insurance: \$30 (liability, etc.)

- Health self-insurance: \$195
- Auto systems maintenance: \$837
- Salaries: \$395,810

***Planning Funding:***

• **UPWP funding from all sources:**

- Total: \$896,534
  - PL (FY 05/06 allocation): \$563,174
  - PL (Carryover from previous years): \$0
  - FTA transit planning funds (FY 05/06 allocation): \$129,347
  - FTA transit planning funds (Carryover from previous years): \$0
  - FDOT:
    - Non-cash match for PL funds: \$124,210
    - Cash match for FTA planning funds: \$16,168
  - Local sources:
    - Sarasota County: \$9,084 (\$1,000 for legislative issues and \$8,084 for 5% of the cash match for FTA transit planning)
    - Manatee County: \$9,084 (\$1,000 for legislative issues and \$8,084 for 5% of the cash match for FTA transit planning)
  - Florida Transportation Disadvantaged Commission: \$45,466
- Pass through to other agencies:
  - Sarasota County: \$11,000 (for County bicycle program)
  - Manatee County: \$11,000 (for County bicycle program)
- Total available funds for MPO use: \$750,324 (total funds minus soft match and pass through funds)
- Total funds available for consultant services: \$140,251 (total funds programmed for consultant services minus soft match funds – note that these funds may be used for MPO staff functions instead of consultant services)
- Total available funds for MPO staff functions: \$610,073 (Total available funds for MPO use minus total funds available for consultant services – note that funds available for consultant services may be used for MPO staff functions)

- **Match sources for federal and transit planning funds:** The 20% federal planning (PL) funds match requirement is met by the Florida Department of Transportation using toll expenditures as a credit. The federal transit planning funds match requirement is met by a combination of local funds (5% each from Sarasota and

Manatee County – 10% total) and a cash match (10%) provided by the Florida Department of Transportation.

- **Per capita UPWP funding:** (planning dollars spent per resident served by the MPO)
  - \$1.38 per capita (using total UPWP funding)
  - \$1.15 per capita (using total available funds for MPO use)

**Capitalization method:** Because federal and state grant programs are typically reimbursement programs, MPOs need a method for paying for costs incurred prior to the receipt of grant reimbursement. Manatee County uses County discretionary funds to pay for costs incurred by the MPO. The MPO submits bills to the appropriate federal, state and local grantors for program expenditures and then forwards payments to the COUNTY upon receipt from such federal, state and local grantors as reimbursement.

**APPENDIX D: WEST FLORIDA REGIONAL PLANNING COUNCIL**



**West Florida Regional Planning Council** (Staffing agency to the Florida-Alabama Transportation Planning Organization, the Okaloosa-Walton Transportation Planning Organization and the Bay County Transportation Planning Organization)

(Note: information provided below is accurate for all three Transportation Planning Organizations unless otherwise stated.)

*Administrative Structure:*

- **Urbanized Areas Covered (all or in part):** 3 (the Pensacola Urbanized Area, the Fort Walton Beach Urbanized Area and the Panama City Urbanized Area)  
**Population:** 842,411 (all areas covered by the 3 TPOs)
  - Florida-Alabama TPO: 414,997
  - Okaloosa-Walton TPO: 258,879
  - Bay County TPO: 168,535
  
- **TPO committees:**
  - TPO (Governing) Board (TPO)
  - Technical Coordinating Committee (TCC)
  - Citizens’ Advisory Committee (CAC)
  - Bicycle/Pedestrian Advisory Committee (BPAC)
  - Transportation Disadvantaged Local Coordinating Board (TDLCB)

*TPO Governing Board:*

- **Composition of the Governing Board:**
  - Total for all 3 TPOs: 56 Voting members, 3 Non-voting members
  - Range for all 3 TPOs: 18-19 Voting members, 0-4 Non-voting members
    - Florida-Alabama TPO Voting: 18
      - Escambia County (5)
      - City of Pensacola (5)
      - Santa Rosa County (5)
      - City of Gulf Breeze (1)
      - City of Milton (1)
      - Baldwin County, Alabama (1)
    - Florida-Alabama TPO Non-voting: 0
    - Okaloosa-Walton TPO Voting: 19
      - Okaloosa County (5)
      - City of Fort Walton Beach (3)
      - City of Crestview (2)
      - City of Valpraiso (1)

- City of Niceville (1)
  - City of Mary Esther (1)
  - City of Destin (2)
  - Walton County (3)
  - City of Defuniak Springs (1)
  - Okaloosa-Walton TPO Non-voting: 3
    - United States Air Force (1)
    - Okaloosa County School Board (1)
    - Walton County School Board (1)
  - Bay County TPO Voting: 19
    - Bay County (5)
    - City of Panama City (5)
    - City of Callaway (2)
    - City of Lynn Haven (2)
    - City of Panama City Beach (1)
    - City of Parker (1)
    - City of Springfield (1)
    - Town of Cedar Grove (1)
    - City of Mexico Beach (1)
  - Bay County TPO Non-voting: 0
- **All local governments have voting membership on the Governing Board:** No
  - **Local government representation in the TPO:** By county commissioners, since most of the small, non-member municipalities contract with the county for many services, including road maintenance
  - **Major modal providers represented on the TPO Governing Board:**
    - Local transit agencies, both deepwater ports, and the airports (both commercial and general aviation), as departments of TPO member jurisdictions, are represented on the TPO Governing Board by the members representing their respective home City or County. The Midbay Bridge Authority is represented on the TCC because its mission is focused on a single project. The Santa Rosa Bridge Authority and Emerald Coast Bridge Authority are not represented.
  - **Other agency or stakeholder representation on the Governing Board:** (On the Okaloosa-Walton TPO Board only)
    - The United States Air Force and area School Boards are non-voting members of the Okaloosa-Walton TPO Governing Board

- **Weighted voting structure:** No, however, there is a defacto weighted structure as each member has one vote with the number of members determined by equitable population and geographic representation.
- **Quorum:** Simple majority for the Florida-Alabama and Okaloosa-Walton TPOs; attendance by the TPO Chairman or Vice Chairman and four other TPO voting members for the Bay County TPO
- **Officer selection by the Governing Board membership:** At the scheduled TPO meeting in June of each year.
  - Officers have set terms: Yes – one year
  - Term limits: No, Successive terms may be served.
- **Frequency of Governing Board meetings:** Bylaws require the Governing Board to meet as needed, but it is typically seven to ten times per year.

***Technical Coordinating Committee:***

- **Member selection for the Technical Coordinating Committee:** They are appointed by the member jurisdiction or agency
- **Composition of the Technical Coordinating Committee:**
  - Total for all 3 TPOs: 79 Voting members, 35 Non-voting members
  - Range for all 3 TPOs: 22-28 Voting members, 11-13 Non-voting members
    - Florida-Alabama TPO Voting: 28
      - Escambia County:
        - Traffic Engineering Office
        - Growth Management Office
        - Community Redevelopment Agency
        - ECAT Manager’s Office
        - School Board
        - Emergency Management Office
      - City of Pensacola
        - Planning Office
        - Public Works Office
        - Traffic Engineering Office
        - Pensacola Airport manager’s Office
        - Port of Pensacola
      - Santa Rosa County:
        - County Administrator’s Office
        - Planning office

- ♦ School Board
  - ♦ Emergency Management Office
- City of Gulf Breeze – City Manager’s Office
- City of Milton – City Manager’s office
- Baldwin County, Alabama – Planning Department
- Santa Rosa Island Authority – General Manager’s Office
- University of West Florida
- Pensacola Junior College
- Florida Department of Environmental Protection (2)
- Pensacola Naval Air Station
- Pensacola Chamber
- Escambia County Utility Authority
- Santa Rosa Bay Bridge Authority
- Florida-Alabama TPO Non-voting: 11
  - Florida Department of Transportation (3)
  - City of Pensacola – Community Redevelopment Agency
  - West Florida Regional Planning Council (WFRPC)
  - Home Builder’s Association – Director’s Office
  - Gulf Islands National Seashore
  - Governor’s Energy Office
  - Escambia County Sheriff
  - Federal Highway Administration
  - Pensacola Area Chamber of Commerce
- Okaloosa-Walton TPO Voting: 29
  - Okaloosa County:
    - ♦ Public Works
    - ♦ Planning & Inspection Department
    - ♦ School Board
    - ♦ Airport Manager
    - ♦ Department of Emergency Services – Emergency Management
  - City of Fort Walton Beach:
    - ♦ Public Works Department
    - ♦ Department of Community Development Services
    - ♦ Fort Walton Beach Community Redevelopment Agency
  - City of Crestview:
    - ♦ Planning Department
    - ♦ Public Services Department

- City of Valpraiso – City Administrator’s Office
- City of Niceville – City Manager’s Office
- City of Mary Esther – City Manager’s Office
- City of Destin:
  - ♦ City Engineer
  - ♦ Community Development Department
- Town of Shalimar - Commissioner
- Town of Cinco Bayou – Town Manager
- Walton County:
  - ♦ Growth Management Office
  - ♦ Public Works
  - ♦ School Board
  - ♦ Emergency Management Office
- City of Defuniak Springs – City Manager’s Office
- City of Freeport – Planning Department
- Okaloosa County Sheriff’s Office
- Okaloosa Coord. Transportation Provider – Director’s Office
- Walton County Community Transportation Coordinator – Tri County Community Council
- Florida Department of Environmental Protection
- Florida Department of Children and Families
- Midbay Bridge Authority
- Okaloosa-Walton TPO Non-voting: 11
  - Florida Department of Transportation (3)
  - Okaloosa Walton Community College
  - Governor’s Energy Office
  - Federal Highway Administration
  - Florida Department of Environmental Protection – Wetlands Resource Management Office
  - United States Air Force:
    - ♦ Hulburt Field
    - ♦ Eglin Air Force Base (2)
  - West Florida Regional Planning Council
- Bay County TPO Voting: 22
  - Bay County:
    - ♦ County Engineering Office
    - ♦ County Planning Office

- ♦ County School Board
  - City of Panama City – City Planning Department
  - City of Callaway – Planning Department
  - City of Lynn Haven – Public Works Department
  - City of Panama City Beach – City Planning Office
  - City of Parker – Public Works
  - City of Springfield – City Clerk’s Office
  - Town of Cedar Grove – Town Clerk
  - City of Mexico Beach – City Administrator
  - Panama City/Bay County Airport
  - Panama City Port
  - Bay Town Trolley
  - Tri County Community Council – Transportation Coordinator
  - Florida Department of Children and Families
  - West Florida Regional Planning Council
  - United States Air Force
  - United States Navy
  - Florida Highway Patrol
  - Bay County Emergency Management Office
  - Florida Department of Environmental Protection – Air Quality Section
- Bay County TPO Non-voting: 13
  - Florida Department of Transportation (4)
  - Bay County Chamber of Commerce
  - Gulf Coast Community College
  - Florida State University – Panama City Campus
  - TECO Peoples Gas
  - Bell South
  - Gulf Power
  - Governor’s Energy Office
  - Federal Highway Administration
  - Florida Department of Environmental Protection – Ecosystem Management Office
- **Weighted voting structure:** No
- **Quorum:** The TCC Chairman has the authority to determine that there is a representative number of members present to declare a quorum and conduct committee business.

- **Officer selection by the committee membership:** At the scheduled TPO meeting in June of each year.
  - Officers have set terms: Yes – one year
  - Term limits: No, successive terms may be served.
- **Frequency of Governing Board meetings:** Bylaws require the TCC to meet as needed, but it is typically seven to ten times per year

***Citizen Advisory Committee:***

- **Member selection for the citizen advisory committee:** CAC members can be nominated for committee membership by a TPO member, a local government, the CAC membership, other organizations, or by direct petition. Membership is approved by a vote of the TPO.
- **Composition of the Citizen Advisory Committee:**
  - Total for all 3 TPOs: 45 Voting members, 0 Non-voting members
  - Range for all 3 TPOs: 13-19 Voting members, 0 Non-voting members
    - Florida-Alabama TPO Voting: 13 (appointed as individuals – no affiliations necessary)
    - Florida-Alabama TPO Non-voting: 0
    - Okaloosa-Walton TPO Voting: 19 (appointed as individuals – no affiliations necessary)
    - Okaloosa-Walton Non-voting: 0
    - Bay County TPO Voting: 13 (appointed as individuals – no affiliations necessary)
    - Bay County TPO Non-voting: 0
- **Weighted voting structure:** No
- **Quorum:** The Bay County and Okaloosa-Walton TPO CAC Chairmen have the authority to determine that there is a representative number of members present to declare a quorum and conduct committee business. There is no quorum requirement for the Florida-Alabama TPO, but it is noted if any action is taken without a majority of the CAC membership being present.
- **Officers selection by the committee membership:** At the scheduled TPO meeting in June of each year.
  - Officers have set terms: Yes – one year
  - Term limits: No, successive terms may be served.

- **Frequency of Governing Board meetings:** Bylaws require the TCC to meet as needed, but it is typically seven to ten times per year

**Staffing:**

- **Background on becoming an independently staffed TPO:** The Florida-Alabama TPO (formerly Pensacola MPO), was formed in 1974, while the Okaloosa-Walton and Bay County TPOs were formed in 1981. Except for the City of Pensacola and Escambia County, there were no professional planning staffs in West Florida other than the West Florida Regional Planning Council. Being that an MPO is an intergovernmental organization, the Council approached the staffing issue from an independent, regional viewpoint, and called the affected local governments together to discuss the proposed staffing by the Regional Planning Council. In all three cases, the Council's proposal was accepted.
- **TPO staff arrangement:** The Transportation Division of the West Florida Regional Planning Council serves as staff to all three TPOs in the Panhandle area of Florida. Transportation Division staff members serving as TPO staff are paid from dedicated TPO funding sources, including federal planning (PL) and transit planning funds (Sec. 5303).
  - Director of Transportation Planning: The Director of Transportation Planning serves under the supervision of the Executive Director of the Regional Planning Council, but receives direction and guidance from the TPO governing boards.
  - TPO staff: The Director of Transportation Planning, with the consent of the RPC Executive Director, employs such personnel as may be necessary to perform adequately the functions of the TPO within the TPOs budgetary limitations. The TPO Board has no say in the Council's staff makeup.
- **Agency providing personnel-related support services:** West Florida Regional Planning Council.
- **TPO staff composition:** 21 full time (6 administrative, 15 professional)
  - Professional staff descriptions:
    - Director of Transportation Planning: Under the direction of the RPC Executive Director and TPO governing board, this position is responsible for overseeing the administrative and professional work associated with the transportation planning activities of the RPC and the three TPOs staffed by the RPC. The Director of Transportation Planning is responsible for managing transportation division staff including hiring, evaluation, discipline, and promotion decisions. The Director of Transportation is also responsible for developing and implementing the transportation division budget and ensuring that the activities of the Transportation Division comply with federal and state regulations. The salary for this position is between \$47,000 and \$70,000 plus longevity pay based on years of employment.

- TPO Coordinator: Under the direction of the Director of Transportation Planning, this position is responsible for performing administrative, supervisory and professional work associated with the transportation planning activities of three TPOs; including coordinating and working with the staff transportation planners, consultants and FDOT on the identification of agenda items and the preparation of agenda enclosures and meeting presentations for a minimum of 6 to 7 monthly meetings of the Florida- Alabama TPO, TCC and CAC, 9 to 10 monthly meetings of the Okaloosa-Walton TPO, TCC and CAC and 9 to 10 monthly meetings of the Bay County TPO, TCC and CAC (often 9 meetings per month). The position serves as the principle senior management staff in the absence of the Director of Transportation Planning which includes attending meetings and the management of the TPO staff. The salary range for this position is between \$41,000 and \$60,000 plus longevity pay based on years of employment.
  - Senior Transportation Planner: Under the direction of the Director of Transportation Planning, this position is responsible for managing technical transportation related work assignments associated with the TPO. This position is responsible for both program and personnel supervision and may represent the agency before governmental and public groups. The salary range for this position is between \$30,000 and \$60,000 plus longevity pay based on years of employment.
  - CAD/GIS Coordinator: Under the direction of the Director of Transportation Planning, this position provides CAD and GIS support for the Transportation Planning Division. This position must be able to collect and analyze transportation planning related data using specialized geographic information system software. This position must also be capable of designing maps and other graphical depictions for reports and presentations. The salary range for this position is between \$24,000 and \$60,000 plus longevity pay based on years of employment.
  - Transportation Planner: Under the direction of a Senior Planner or the TPO Coordinator, this position is responsible for conducting a variety of transportation planning activities. The salary range for this position is between \$24,000 and \$42,000 plus longevity pay based on years of employment.
- Administrative staff descriptions
  - Planning Technician: Under the direction of a Senior Planner or the TPO Coordinator, this position is responsible for preparing portions of reports and data gathering. The salary range for this position is between \$15,000 and \$34,000 plus longevity pay based on years of employment.
  - Secretary: Under the direction of a Senior Planner or the TPO Coordinator, performs varied clerical and office work. Activities may include skilled typing, filing, reception tasks, and the operation of office equipment. The

salary range for this position is between \$12,000 and \$28,000 plus longevity pay based on years of employment.

- Staff specialization:
  - Transportation planning
  - Transit planning
  - Public involvement
  - CAD/GIS
  - Transportation modeling
  - Bicycle and pedestrian planning
  - Network Administration
  - Web page development
- **TPO staff per capita:** 1 per 40,115
  - Professional staff per capita: 1 per 56,161
- **Personnel policies:** The West Florida Regional Planning Council adopted a personnel policy, rules and procedures manual in 2001. As employees of the West Florida Regional Planning Council, the provisions of the manual apply to all staff members serving as staff for the three TPOs in the Panhandle area of Florida.
  - Personnel Manual content:
    - Employment policies: Policies related to equal employment opportunity practices, anti-harassment at the workplace, smoke and drug free workplace, and access to public information
    - Employee conduct: Policies related to employee conduct including conflicts of interest, political activities, outside employment, personal appearance, internet and electronic communications, and professional development
    - Hiring guidelines: Policies related to recruitment, qualifications, employment status, etc.
    - Work hours, leave and pay: Policies related to work hours, attendance, various leaves absence, and pay procedures
    - Benefits: Policies related to the insurance, retirement (FRS), deferred compensation, professional dues, and education reimbursement
    - General information: Policies related to travel and meal guidelines, mail, safety, and security
    - Employee relations: Policies related to the performance planning and appraisal system, complaints and grievances, discipline, and separation of employment

- **All TPO functions performed by dedicated TPO staff:** No
  - If no, are TPO functions completed by other agency staff: No
  - If no, are TPO functions completed by consultant: Yes
  
- **In-house functions as indicated by the FY 05/06 Unified Planning Work Program:**
  - General Administration: Administrative management of basic TPO activities. Typical tasks include:
    - TPO administration including committee coordination and funding administration
    - Unified Planning Work Program development
    - Public involvement activities including activities related to the Efficient Transportation Decision Making (ETDM) process
    - Regional planning (only for the Florida-Alabama and Okaloosa-Walton TPOs)
    - Capital purchases
    - Staff travel
    - Direct expenses including printing, office supplies, meeting advertising etc.
    - Support to the Escambia-Santa Rosa Regional Transportation Authority (Florida-Alabama TPO only)
    - Planning activities for Lilian Alabama (Florida-Alabama TPO only)
  - Data collection and analysis: Collecting relevant data as part of the overall metropolitan transportation planning process. Typical tasks include:
    - Transportation data collection and information management
    - GIS data collection and analysis and network management
  - Systems planning: Developing, updating and otherwise maintaining short and long range plans, including special studies as needed. Typical tasks include:
    - Transportation programming
    - Long range transportation planning
    - Transportation systems management (TSM) and freight movement planning
    - Congestion management systems (CMS) and intelligent transportation systems (ITS) planning
    - Public transportation and transportation disadvantaged program planning
    - Bicycle/pedestrian systems planning
    - Business continuity planning
    - Air quality planning

- **Consultant performed functions as indicated by the FY 05/06 Unified Planning Work Program:**

(Note: planning consultant services are acquired through a general planning consultant contract)

- Long range transportation plan update: Assist staff performing a major update of the existing long range transportation plan. Typical tasks include:
  - Validating the transportation model
  - Defining, testing and evaluating alternative multi-modal networks
  - Coordination with participating agencies and the TPO committees
  - Conducting a public involvement process specific to the long range transportation plan update
- Bicycle/pedestrian systems planning (Bay County TPO): To assist staff with bicycle and pedestrian planning activities. Typical tasks include:
  - Updating the bicycle/pedestrian plan
  - Support the activities of the bicycle/pedestrian advisory committee
  - Support the transportation enhancement project selection process
  - Special projects related to bicycle and pedestrian travel
- Public transportation planning (Okaloosa-Walton TPO): To assist staff with public transportation planning activities. Typical tasks include:
  - Updating the transit development plan
  - Conducting transit rider surveys
  - Participate in long range transportation plan update activities as it pertains to transit

- **Percent of UPWP funded work not completed by TPO staff:**

- Average completed by consultant: 29% (based on funds set aside for consultant use during the current fiscal year).
- Funds available for other agency staff use: 0% (based on funds set aside for other agency staff use during the current fiscal year)

- **TPO staff performs work tasks for member jurisdictions or other agencies:** Yes. The TPO has undertaken completion of the Transit Development Plans for each of the three fixed-route transit properties in West Florida. In addition, the Florida-Alabama TPO has undertaken a comprehensive study of the Escambia County Area Transit system routing and scheduling, with ECAT contributing \$40,000 toward that project.

***TPO Administrative Services Arrangement:***

- **TPO services arrangement:** The three TPOs in the Panhandle area of Florida have each contracted through a memorandum of agreement to receive staffing services

from the West Florida Regional Planning Council. (agreements dated 1977 and 1981). Pursuant to the memorandums of agreement, administrative and other personnel-related services provided by the WFRPC include:

- Staff services: The WFRPC provides all staff and staff-related services (including employee benefits such as salary, insurance coverage, leave, and retirement under the Florida Retirement Service) to the three TPOs in the Panhandle area of Florida using federal planning and transit planning funds budgeted for in the UPWP.
- Financial management: The WFRPC keeps, maintains and manages all accounts, records and documents both of a technical and financial nature for the TPO. The WFRPC is responsible for providing all financial management of federal and local monies coming to the TPO, including invoicing. Additionally, the WFRPC is responsible for the conduct of an annual audit pursuant to federal and state regulations. Payroll administration is also handled by the WFRPC. The budget for reimbursement of the WFRPC comes from the indirect cost rate.
- Central services: Support services are provided to TPO personnel in the same manner as to other WFRPC departments such as procurement, communications, computer hardware and software, travel, office furniture and supplies, and any other incidental items as may be required.
- Insurance coverage: TPO personnel, as employees of the WFRPC, are covered for general liability and workers' compensation matters while acting within the course and scope of his or her employment.
- Personnel-related training: TPO personnel can participate in personnel-related training courses or programs, including drug testing, offered by the WFRPC.
- Personnel policy: The TPO uses the adopted personnel policies of the WFRPC for the recruitment, supervision, discipline and evaluation of TPO employees.
- Facilities: TPO personnel are provided office space by the WFRPC, with the rental costs being paid as part of the indirect cost rate. TPO meetings are held in public buildings within the 5 counties and there is no charge for meeting space.
- Budget: The TPOs develop a budget sufficient to reimburse the WFRPC for all services rendered as specified in the Unified Planning Work Program. The budget for reimbursement of the WFRPC comes from the indirect cost rate.
- Legal services: Each TPO engages its own legal services as a direct expense of the TPO. This is funded using federal transit planning funds.
- Actual costs for services (FY 05/06):
  - Capital Purchases: \$15,000 (office equipment, computer hardware and software, etc.)

- Travel: \$28,000 (training and conference registration fees, air fare, hotel, mileage, parking, etc.)
- Direct Expenses: \$143,244 (printing, supplies and other direct expenses)
- Legal services: \$23,000 per year
- Indirect Costs: \$316,414

Note: The WFRPC charges every WFRPC program an indirect cost to cover shared expenses. The indirect cost is calculated by multiplying .609 (the indirect rate) by the budgeted salaries and benefits of each WFRPC program. The WFRPC then sums the results for each program to determine an amount to budget for the total indirect pool. The indirect cost is spread across all task items in all three TPO UPWPs. Indirect costs (for all three TPOs) include:

- Employee benefit costs: \$138,933
- Equipment purchase: \$5,230
- Rent: \$80,019
- Telephone: \$13,259
- Memberships and Subscriptions: \$10,460
- Education benefit: \$2,092
- Maintenance to Equipment: \$4,184
- Equipment use allowance: \$13,075
- Postage: \$13,075
- General Insurance (property): \$3,661
- Utilities: \$9,414
- Debt Service and Capital Leases: \$5,753
- Audit Fee: \$14,644
- Accounting Fees (monthly outside accounting): \$2,615

***Planning Funding:***

- **UPWP funding from all sources:** (note: figures shown are for all 3 TPOs from the Panhandle area of Florida unless otherwise stated. While summed together for the purposes of this research project, federal and state funds are provided expressly for the purpose of carrying out the required metropolitan transportation planning process in each individual TPO area. Funds provided to one TPO may not be used to support the activities of another.)
  - Total: \$2,447,087
    - PL (FY 05/06 allocation): \$1,138,061
    - PL (Carryover from previous years): \$275,472

- FTA transit planning funds (FY 05/06 allocation): \$187,377
- FTA transit planning funds (Carryover from previous years): \$0
- FTA 5307 capital funds used for planning and program support: \$50,000
- FDOT:
  - Non-cash match for PL funds: \$309,956
  - Cash match for FTA planning funds: \$23,423
  - Other: \$300,000 (for long range transportation plan update for the Okaloosa-Walton and Bay County TPOs). The FDOT cash contribution of \$285,000 for the Florida-Alabama LRTP and TDP were programmed and expended during the previous fiscal year.
- Local sources:
  - WFRPC: \$23,423
  - Baldwin County, Alabama: \$2,046
  - Escambia County Transit Agency (ECAT): \$40,000 (for the Florida-Alabama TPO only)
- Florida Transportation Disadvantaged Commission: \$97,329
- Pass through to other agencies: \$0
- Total available funds for TPO use: \$2,137,131 (total funds minus soft match and pass through funds)
- Total funds available for consultant services: \$622,177 (total funds programmed for consultant services excluding soft match funds)
- Total available funds for TPO staff functions: \$1,514,954 (Total available funds for TPO use minus total funds available for consultant services)
- **Match sources for federal and transit planning funds:** The 20% federal planning (PL) funds match requirement is met by the Florida Department of Transportation using toll expenditures as a credit. The federal transit planning funds match requirement is met by a combination of funds provided by the West Florida Regional Planning Council (10%) and a cash match (10%) provided by the Florida Department of Transportation.
- **Per capita UPWP funding:** (planning dollars spent per resident served by the MPO)
  - \$2.90 per capita (using total UPWP funding)
  - \$2.54 per capita (using total available funds for TPO use)
- **Capitalization method:** Because federal and state grant programs are typically reimbursement programs, MPOs need a method for paying for costs incurred prior to the receipt of grant reimbursement. The WFRPC fronts the money to pay for MPO planning functions from other sources and then gets reimbursed with PL, 5303,

transportation disadvantaged, and other funds by FDOT and other funding agencies. The Transportation Planning Program is on a cost-reimbursement basis.

**APPENDIX E: CHARTER OF BROWARD COUNTY, ARTICLE IIV**



**Charter of Broward County Florida, Board of County Commissioners, November 5, 2002**

**ARTICLE VIII  
LAND USE PLANNING**

**Section 8.01 BROWARD COUNTY PLANNING COUNCIL**

There shall be a Broward County Planning Council, referred to as the "Planning Council."

**Section 8.02 COMPOSITION OF BROWARD COUNTY PLANNING COUNCIL**

The membership of the Planning Council shall be appointed as follows:

- A. One (1) member shall be a Commissioner nominated by the Mayor, and approved by a majority vote of the County Commission to represent it for a time specified by the County Commission.
- B. One (1) member shall be a member of the Broward County School Board, ("School Board"), selected by a majority vote of the School Board to represent it on the Planning Council for a time period specified by the School Board not to exceed four (4) years. In the event the School Board fails to designate a member within sixty (60) days of the Planning Council's notice that the position is vacant, the County Commission shall appoint a School Board member willing to accept such appointment.
- C. Each Commissioner shall nominate two (2) individuals to serve on the Planning Council, subject to approval by a majority vote of the County Commission. With respect to each Commissioner's appointments, one (1) appointee shall be an elected municipal official of a Municipality within the Commissioner's District, and one (1) appointee shall be an elector not holding an elected public office who resides in the Commissioner's District. If no qualified elected Municipal official is willing to accept such appointment, then the seat will be filled by an elector from the district who is not an elected public official.
- D. Except for the County Commission or School Board members, no more than two (2) members of the Planning Council shall reside within the same Municipality, provided that no Municipality with a population of less than 50,000, according to the last decennial census, shall have more than one (1) representative as a member on the Planning Council.
- E. A quorum necessary to conduct Planning Council business shall consist of a majority of Planning Council members. A majority of those members voting on a measure shall be necessary for the Planning Council to take affirmative action on any matter.

**Section 8.03 VACANCIES**

- A. If a member of the Planning Council is an elected Municipal official and ceases to be an elected Municipal official, the individual's membership on the Planning Council shall terminate, and the position shall be declared vacant. Members of the Planning Council who no longer satisfy the residency requirements of their position shall cease to be members of the Planning Council, and their positions will be declared vacant. Other circumstances creating a vacancy may be defined by ordinance, and those vacancies shall be filled by the County Commission or School Board. Any membership vacancy on the Planning Council shall be filled pursuant to the procedures contained in this Article.
- B. If a conflict should occur due to a change of Municipal boundaries so that greater representation than provided in this Section occurs, all affected seats shall be considered vacant, and the County Commission shall reappoint members to the Planning Council pursuant to the procedures contained in this Article.

**Section 8.04 TERMS OF OFFICE**

Except as otherwise provided, the term of each appointed Planning Council member shall coincide with the term of the Commissioner who nominated the individual to the Planning

Council. The term of each appointed Planning Council member shall continue until a successor is duly appointed by the County Commission.

#### **Section 8.05 POWERS AND FUNCTION**

A. The Planning Council shall employ an Executive Director and such other administrative, professional, expert and clerical assistants as is necessary to carry out the duties authorized by this Charter.

B. Any local governmental entity may request, and the Planning Council may furnish, any technical and staff assistance to the local governmental entity. The local governmental entity shall reimburse the County for the Planning Council's direct costs.

C. The Planning Council shall adopt, and amend from time to time, a uniform countywide general zoning glossary of terms in consultation with other governmental entities. Other governmental entities within the County may specify specific prohibited or permitted uses or various other restrictions as may be deemed necessary to be in the best interest of the governmental entity.

D. A governmental entity shall submit to the Planning Council its land use plan, or amendments thereto, for review. No later than sixty (60) days from the date of submission, the Planning Council shall hold a public hearing to consider that plan for inclusion in the County Land Use Plan and/or certification. The Planning Council shall take into consideration such factors as: professional service employed, consideration given to utilities and adjoining areas with regard to impact on roads and general environmental quality, sufficient notice to surrounding areas and proper opportunity for the public to review and comment on the proposed Plan. The Planning Council may, at this hearing or a subsequent regular meeting, by a simple majority of its membership, adopt or reject such inclusion and/or certification of, or amendment to, such governmental land use plan. The Planning Council shall state its reasons for rejection, alterations or modifications in writing to the affected governmental entity. The Planning Council may propose amendments to the County Land Use Plan at any time after consideration at two (2) public hearings.

E. In the event that a plan prepared and adopted by a governmental entity is determined upon review, analysis and determination by the Planning Council to be rejected, in accordance with Section 8.05 D, such reasons for rejection shall also be in writing. If the governmental entity's plan is in substantial conformity with the County Land Use Plan, it shall be deemed certified. Until such time as the governmental entity's plan is in substantial conformity with the County Land Use Plan, as interpreted by the Planning Council, the County Land Use Plan will be the effective plan for the governmental entity involved. If a governmental entity fails to submit a plan in due course, then the County Land Use Plan will be effective.

F. The Planning Council shall make such rules and regulations covering certification, appeals, amendments to the County Land Use Plan, and all other pertinent matters. The Planning Council shall also adopt such reasonable rules of procedure to govern the conduct of its meetings and the performance of its duties.

G. Zoning as to permitted uses and densities within the boundaries of a governmental entity shall comply with the County Land Use Plan as adopted, and as may be amended, from time to time, and the governmental entity's own land use plan as certified according to this Section. A governmental entity may adopt more restrictive zoning as to permitted uses and densities than those provided for in the County Land Use Plan or the plan certified by the Planning Council.

H. The Planning Council shall serve as the Local Planning Agency for the County Land Use Plan.

I. The Planning Council shall maintain the County Trafficways Plan.

J. The Planning Council shall perform such other responsibilities as the County Commission shall assign or as required by this Charter.

**Section 8.06 VESTED RIGHTS**

A. If a person, firm or corporation has, by its own actions in reliance on prior regulations, obtained vested or other legal rights that in law would have prevented a local government from changing those regulations in a way adverse to its interests, then nothing in this Charter authorizes any governmental agency to abridge those rights.

B. A governmental agency shall not adopt a rule or regulation or issue any order that is unduly restrictive or constitutes a taking of property without the payment of full compensation, in violation of the Constitution of the State of Florida or of the United States.

**Section 8.07 GIFTS AND GRANTS**

The Planning Council may contract and may accept gifts, grants, and/or assistance from Federal, State or local governmental units or agencies for the conduct of its work and the realization of its objectives, provided that no condition or limitation be attached, such as gifts, grants, aid or assistance inconsistent with provisions of this Act. All funds shall be deposited in the County's General Fund.

**Section 8.08 FUNDING OBLIGATION OF COUNTY COMMISSION**

The County Commission shall include in the general fund of its annual budget for each fiscal year such sum as is necessary to carry out the duties prescribed in this Article.

**Section 8.09 IMPLEMENTATION**

In order to amend the County Land Use Plan, the County Commission shall adopt an ordinance by no less than a majority of the total membership of the County Commission.

**Section 8.10 UNINCORPORATED AREAS**

When a Municipality annexes an unincorporated area which was included in the County plan, then the annexed area shall be included within the comprehensive land use plan of the annexing Municipality and an amendment to the Municipality's comprehensive land use plan shall be submitted to the Planning Council for approval.

**Section 8.11 PLAT ORDINANCE**

A. The legislative body of each Municipality and the County Commission shall create a mandatory plat ordinance. The County Commission shall enact an ordinance establishing standards, procedures and minimum requirements to regulate and control the platting of lands located in the County. In addition, the governing body of each Municipality may enact an ordinance establishing additional standards, procedures, and requirements as may be necessary to regulate and control the platting of lands within its boundaries.

B. The County Commission must approve plats of land lying within the County prior to recording the plat in the County's Official Records.

**Section 8.12 DEVELOPMENT AUTHORITIES**

The County Commission may create development authorities with duties and powers designated by the County Commission and in compliance with the Constitution and the laws of the State of Florida. The development authorities shall be under the general administrative authority of the County Administrator. A development authority shall not be established or take any action which is in conflict with the County's Land Use Plan or in conflict with any other affected governmental unit.