
Chapter 2

METROPOLITAN PLANNING ORGANIZATION FORMATION AND MODIFICATION

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2.1 PURPOSE

This chapter explains how a Metropolitan Planning Organization (MPO) is formed and its membership is apportioned in metropolitan areas. This chapter describes the establishment of transportation planning boundaries, areas, and designations. The chapter contains the requirements for cooperative agreements between the Department and the MPOs.

2.2 AUTHORITY

23 U.S.C. 134(d) and (e) ; **49 U.S.C. 5303(d)(e) (United States Code)**; **23 C.F.R. 450.310 (Code of Federal Regulations)** and **339.175(2), F.S. (Florida Statutes)** ; describe the requirements for the designation and redesignation of MPOs.

23 U.S.C. 134(d)(2); 23 C.F.R. 450.310(d); 49 U.S.C. 5303(d)(2); and 339.175 (3) and (4) F.S.; 339.176 F.S.; describes voting membership and membership apportionment of the MPO.

23 U.S.C. 134(e); 49 U.S.C. 5303(e); 23 C.F.R. 450.312; and 339.175(2)(c)(d) F.S. ; outline the requirements and process for the establishment of transportation planning boundaries on an MPO.

23 C.F.R. 450.314; and 339.175(2)(b) and (10) F.S., describe the types of agreements necessary to implement the metropolitan transportation planning process.

339.175(6)(d) and (e), F.S. , specify the establishment of MPO technical and citizens advisory committees.

Proposed Urban Area Criteria for the 2010 Census ; Notice, Bureau of the Census, Department of Commerce, Federal Register August 24, 2010, pages 52174-52184.

Qualifying Urban Areas for the 2010 Census ; Notice, Bureau of the Census, Department of Commerce, Federal Register March 27, 2012, pages 18625-18669.

2.3 SCOPE

This chapter may be used by Department and MPO staff as a guideline for the formation of an emerging MPO and changes to an existing MPO's membership plan and boundaries. In addition, staff from District and Central Office planning offices, MPO(s), and Federal Highway Administration (FHWA) planning offices may find this chapter useful.

2.4 REFERENCES

Article VIII of the Florida Constitution Section 6(e) , provides for home rule and charter counties.

125.011(1), F.S., defines “county”.

163.01, F.S., The Florida Intergovernmental Cooperation Act of 1969, providing for interlocal agreements.

Procedure No. 525-020-310-f, General Interest Roadway Data, establishes District and Transportation Statistics Office responsibilities, requirements, and standards for data collection, verification and management, quality assurance and quality control, and basic reporting of general interest roadway data in the Roadway Characteristics Inventory (RCI) database.

Procedure No. 525-020-311-a, Federal Highway Administration Urban Boundary and Federal Functional Classification, defines the procedures and responsibilities for designating urban boundaries and determining federal functional classification designations for all public roads.

Samples of the four core agreements used by the MPOs are available at: <http://infonet/tlofp/> (The language in the samples may be adjusted with the advice and guidance of the District general counsel to address an individual MPO’s needs.)

- **Form No. 525-010-01 - Interlocal Agreement for Creation of the Metropolitan Planning Organization**
- **Form No. 525-010-02 - Transportation Planning Funds Joint Participation Agreement, Source.**
- **Form No. 525-010-03 - Intergovernmental Coordination and Review and Public Transportation Coordination Joint Participation Agreement.**
- **Form No. 725-030-06 - Public Transportation Joint Participation Agreement.**
- **Form No. 725-030-06E-Exhibits-Public Transportation Joint Participation Agreement.**

2.5 CENSUS DESIGNATION OF URBANIZED AREAS

Every 10 years the U. S. Bureau of the Census conducts a census of the population and housing of the United States of America. Based on census data, the Bureau of the Census designates urbanized areas throughout the United States.

For urbanized areas with a population of more than 50,000 individuals, Federal law requires the Governor and local governments that represent at least 75 percent of the population, including the incorporated city with the largest population, to designate a MPO [23 U.S.C. 134(d); 23 CFR 450.310(b)]. A new urbanized area meeting the population threshold may be incorporated into an existing MPO and this is encouraged by the Department. To the extent possible, only one MPO shall be designated for each urbanized area or group of contiguous urbanized areas. More than one MPO may be designated in an urbanized area when the Governor and the existing MPO determine that the size and complexity of the area makes designation of more than one MPO appropriate [23 U.S.C. 134 (d)(6); 23 CFR 450.310(e)]. If more than one MPO is

designated for an urbanized area, then coordinated transportation planning will be needed.

As a result of the decennial census, new urbanized areas may be designated by the Bureau of the Census and the boundaries of existing MPOs may be affected. The designation by the Bureau of the Census of new urbanized areas within an existing metropolitan planning area shall not require the redesignation of the existing MPO [23 U.S.C. 134 (e)(3)]. Furthermore, the designation of a new urbanized area does not necessarily require that a new MPO be formed. The new urbanized area may be combined with or integrated into an existing MPO. An existing MPO should review the census data to assess potential changes in its boundaries or governing board membership.

2.5.1 MPO Designations

When the Florida Department of Transportation's Office of Policy Planning receives the official list of urbanized areas from the Bureau of the Census, it will transmit that information to each District, along with applicable urbanized area boundary maps and urbanized area population information (including appropriate geographic identification). The Districts will then provide the information to the MPOs and to affected local governments within the new urbanized areas to assist in MPO redesignation and/or formation. The Office of Policy Planning shall keep the Districts informed on all census information affecting new and existing urbanized areas.

When the Bureau of the Census designates a new urbanized area that is not within or overlaps an existing MPO planning area boundary, the District will provide the census information at the time it notifies all local governmental entities (e.g., cities and counties), administrators or operators of major modes of transportation, local and regional planning agencies, and, where applicable, Native American Tribal governments, of a meeting to discuss the designation of a MPO to represent the new urbanized area. While all local governments partially or entirely within the new urbanized area should be invited to attend, participation by the largest incorporated city, as defined by the Bureau of the Census, is very important since MPO designation and redesignation requests must be agreed upon by the largest incorporated city. The District should schedule meetings to fully acquaint the emerging MPO with federal and state requirements.

Previously designated MPOs should review the information to determine whether their membership on the MPO policy body and/or other committees maintains the appropriate level of representation. More than one M.P.O. may be designated within an existing metropolitan planning area only if the Governor and the existing M.P.O. determine that the size and complexity of the existing metropolitan planning area makes the designation of more than one M. P.O. for the area appropriate. [339.175(2)(a)(2), F.S.; 23 CFR 450.310(e)]

If the census information indicates that urbanized areas of separate MPOs have become a single urbanized area, the affected MPOs should consider consolidating into

a single MPO. If the MPOs and Governor agree that the MPOs will remain separate, the affected MPOs should agree to develop and implement a coordinated planning process. This process should result in, but not be limited to, the following: a Regional Long Range Transportation Plan covering the combined metropolitan planning area that will serve as the basis for the Transportation Improvement Programs of each MPO, a coordinated project prioritization and selection process, a regional public involvement process and a coordinated air quality planning process if in a non-attainment area.

The District shall schedule meetings to fully acquaint the emerging and existing MPOs with federal and state requirements. The following topics should be discussed:

- (1) Census population;
- (2) The Governor's process for submitting a Membership Apportionment Plan for review and approval/disapproval by the Governor and subsequent designation (or redesignation) of a MPO by the Governor;
- (3) The required legal agreements for formation, organization, transportation planning and funding;
- (4) The establishment of bylaws and procedures;
- (5) Delineation of boundaries for the MPO Planning Area;
- (6) Types of funding available to a MPO (This should include an explanation that an emerging MPO is not eligible to receive federal planning funds to establish a MPO. The District should also explain what funding is available after designation: the Metropolitan Planning (PL) Funds and Federal Transit Administration (FTA) Section 5303 funds.
- (7) All federal regulations concerning the formation and responsibilities of a MPO;
- (8) All state laws and rules that govern the organization, operation and responsibilities of MPOs;
- (9) All procedures, handbooks and manuals used by the Department to assist MPOs in meeting the requirements for federal and state funding purposes and fulfilling the requirements of the transportation planning process in a metropolitan planning area;
- (10) All departmental procedures, software and user manuals concerning the development and validation of travel demand forecasting models using the Florida Standard Urban Transportation Model Structure (FSUTMS) or any other Department approved travel demand forecasting model;
- (11) The overall role of the Department, including any pertinent planning documents (e.g., Florida Transportation Plan, Strategic Intermodal System) and specific District contact persons; and

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- (12) The role of the MPO and its intergovernmental relationships with state and local governments, regional planning agencies and other transportation and land use agencies.

Each new MPO must be fully operational no later than six months following its designation [\[339.175\(2\)\(e\), F.S.\]](#).

2.6 MEMBERSHIP APPORTIONMENT PLAN

Federal law and regulation, for the most part, allows the State and units of local government to determine the composition of the MPO [\[23 U.S.C. 134\(d\)\(2\)\]](#). That process is addressed in State statute and is referred to as “apportionment” [\[339.175\(4\), F.S.\]](#). The Governor apportions the membership of the MPO with the agreement of the affected local governments [\[339.175\(4\)\(a\)\]](#). The Governor reviews the composition of MPOs subsequent to each decennial census. Each existing and emerging MPO must submit a membership apportionment plan that meets the requirements of [339.175\(3\), F.S.](#), [339.175\(4\), F.S.](#), and [23 C.F.R. 450.310](#).

2.6.1 MPO Membership

Voting Membership

The MPO voting membership, as reflected in the Membership Apportionment Plan, must consist of no less than five members with a maximum of nineteen apportioned members, the exact number to be determined on an equitable geographic-population ratio basis by the Governor, based on an agreement among the affected units of general purpose local government as required by federal rules and regulations [\[339.175\(3\)\(a\), F.S.\]](#). In determining the composition of the MPO board:

- 1) County commissioners shall compose not less than one-third of the voting membership of the MPO. In cases where the MPO has more than fifteen voting members with a five member county commission or the MPO is comprised of nineteen members with a six member county commission, the county commissioners can comprise less than one-third of the voting members. In the two situations outlined above, all county commissioners must be members of the board.
- 2) All voting members shall be elected officials of general purpose local governments, except that a MPO may include as part of its apportioned voting members a member of a statutorily authorized planning board, an official of an agency that operates or administers a major mode of transportation, and/or an official of the Spaceport Florida Authority. As used in [339.175\(3\)\(a\), F.S.](#), the term “elected official” excludes constitutional officers such as sheriffs, tax collectors, supervisors of elections, property appraisers, clerks of the court, and similar types of officials.
- 3) The county commission shall compose not less than twenty percent of the voting membership of the MPO Board if an official of an agency that operates

or administers a major mode of transportation has been appointed to the MPO [339.175(3)(a), F.S.].

- 4) Any authority or agency created by law to perform transportation functions that is not under the jurisdiction of a local government represented on the MPO shall be provided voting membership on the MPO [339.175(3)(b), F.S.].

The Governor may also provide that MPO members who represent municipalities on a MPO Board may alternate with representatives from other municipalities within the metropolitan planning area that do not have members on the MPO [339.175(4)(b), F.S.].

Any county chartered under Subsection 6(e), Article VIII of the Constitution of the State of Florida may elect to have its county commission serve as the MPO Board if the MPO jurisdiction is wholly contained within the county. In addition to the entire county commission, the MPO established under this provision must include four additional voting members to the MPO, one elected official representing a municipality within the county, one must be an expressway authority member, one non-elected individual residing in the unincorporated portion of the county, and one school board member [339.175(3)(d), F.S.].

In addition, the voting membership of any MPO whose geographical boundaries include any county as “county”, e.g. charter county, is defined in 125.011(1), F.S., must include an additional voting member appointed by that city’s governing body for each city with a population of 50,000 or more residents [339.176, F.S.].

Federal law requires that the voting membership of a MPO board in a transportation management area (TMA) must include:

- 1) local elected officials,
- 2) officials of agencies administering major transportation systems (such as rail, airports, ports, and transit), and
- 3) appropriate state officials [23 USC 134(d)(2) and 23 C.F.R. 450.310(d)].

Florida law requires that these transportation agencies be given voting membership on the MPO, regardless of TMA status, if such agencies are performing functions that are not under the jurisdiction of a general purpose government represented on the MPO. If such operators of major modes of transportation are represented by elected officials from general purpose governments that are on the MPO, the MPO will establish the process by which the interests of these operators are expressed [339.175(3)(b), F.S.].

Non-Voting Membership

The Department will be a technical advisor to the MPO and will be represented by the District Secretary or designee. Non-voting advisors may be appointed by the MPO as deemed necessary [339.175(4)(a), F.S.]. Representatives of major military installations, upon their request, shall be appointed as non-voting members of the MPO [339.175(4)(a), F.S.].

In those urbanized areas that include tribal reservation lands, it would be beneficial to the transportation planning process to coordinate with the tribal council's appropriate Native American tribal government and invite them to participate in the metropolitan transportation planning process.

Alternate Members

At the request of the majority of the affected units of general-purpose local government comprising a MPO, they and the Governor shall cooperatively agree upon and prescribe who may serve as an alternate member and agree on a method for appointing alternate members. This method will be included as part of the MPOs interlocal agreement or bylaws. The alternate member may vote at any MPO Board meeting in place of the regular member if the regular member is not in attendance [\[339.175\(4\)\(b\), F.S.\]](#).

Board Member Terms

The MPO Board members shall serve four-year terms. The membership of any public official automatically terminates upon the member's leaving his or her elected or appointed office for any reason, or it may be terminated by a majority vote of the entity's governing board. A vacancy shall be filled by the original appointing entity. A member may be reappointed for one or more additional four-year terms. The MPO Board members who represent municipalities on the basis of alternating with representatives from other municipalities that do not have members on the MPO may serve terms up to 4 years as provided in the MPO interlocal agreement [\[339.175\(4\)\(b\), F.S.\]](#).

2.6.2 Membership Apportionment Plan Content

The MPO Membership Apportionment Plan shall include the following:

- 1) The proposed MPO membership with an explanation of the methodology used to determine the proposed apportionment.
- 2) A map of the metropolitan planning area boundary identifying all eligible entities for MPO membership.
- 3) Resolutions of support from local governments, transportation authorities, and any other eligible entity proposed for membership.

Under state law, a chartered county with over 1 million population may elect to reapportion the membership of the MPO whose jurisdiction is wholly within the county [\[339.175\(3\)\(c\), F.S.\]](#). The charter county may exercise this option if:

- 1) The MPO approves the reapportionment Plan by a three-fourths vote of its membership;
- 2) The MPO and charter county determine that the reapportionment plan is needed to fulfill specific goals and policies applicable to that MPO; and

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- 3) The charter county determines the reapportionment plan otherwise complies with all federal requirements pertaining to MPO membership.

Any chartered county that elects to exercise this option must notify the Governor in writing. This may be addressed in a cover letter accompanying the MPO Membership Apportionment Plan [\[339.175\(3\)\(c\), F.S.\]](#).

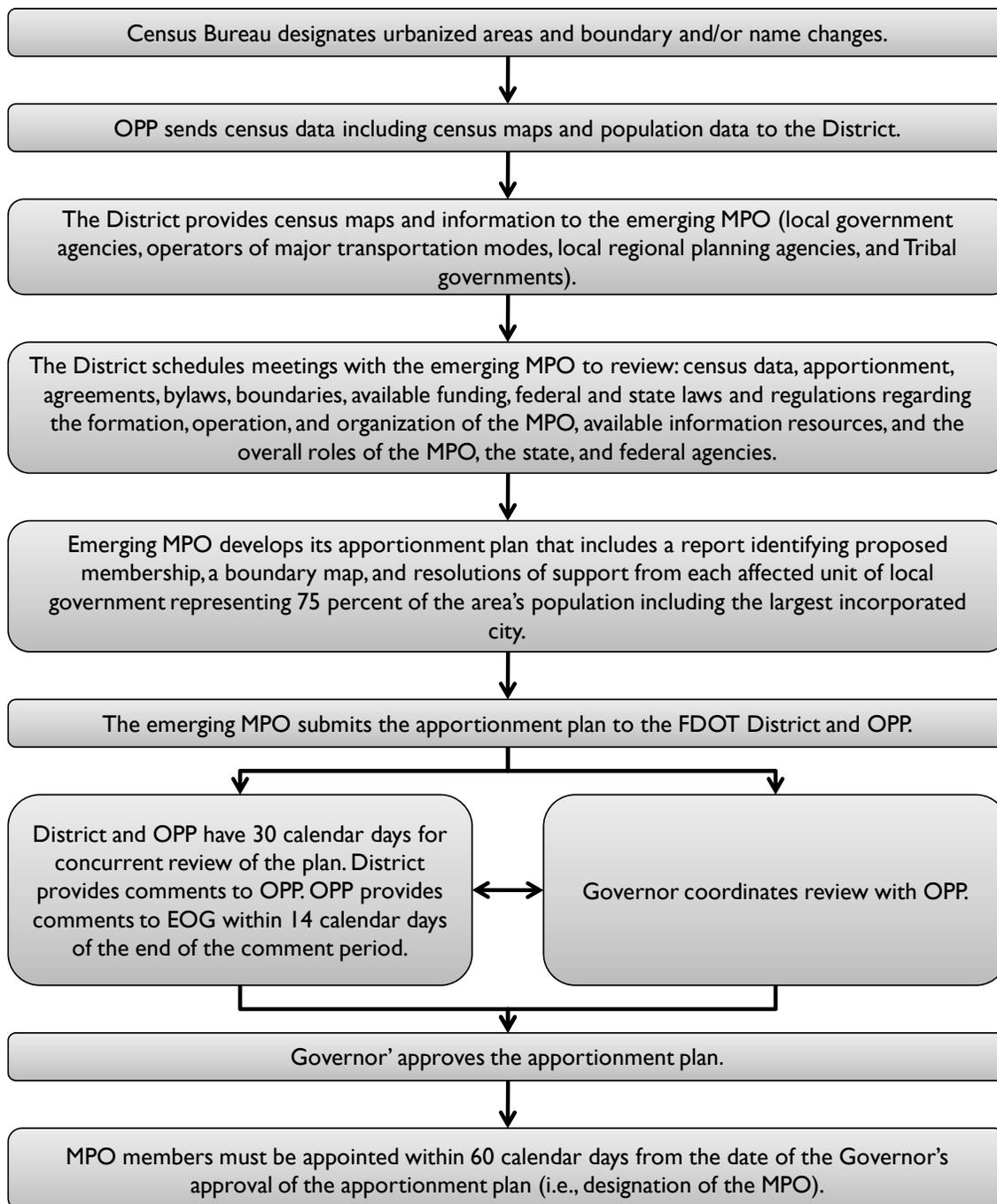
2.6.3 Membership Apportionment Plan Review

The MPO submits the membership apportionment plan to the Florida Department of Transportation Office of Policy Planning's MPO Statewide Coordinator. The MPO shall at the same time provide copies of the plan to the District Planning Manager or designee. The District planning staff and the Office of Policy Planning will have 30 calendar days from the date of receipt to concurrently review the MPO Membership Apportionment Plan for consistency with federal and state requirements. At the end of the 30-day review period, the District will provide comments to the Office of Policy Planning. Within 14 calendar days after the end of the 30-day review period the Department will provide a recommendation to the Policy Coordinator in the Transportation and Economic Development unit of the Executive Office of the Governor. The recommendation will be for the Governor either to approve or disapprove the proposed Membership Apportionment Plan. The Governor's approval of the Apportionment Plan constitutes official designation of the MPO as required by [23 U.S.C. 134\(d\)\(4\)](#) and [339.175\(3\), F.S. and 339.175\(4\), F.S.](#)

2.6.4 Governor's Action on Plan

If the Governor approves the Apportionment Plan, the MPO should appoint representatives to serve on the board within 60 days after the Governor has approved the proposed Membership Apportionment Plan. If a governmental entity fails to fill an assigned appointment to an MPO within 60 days after notification by the Governor of its duty to appoint, that appointment shall be made by the Governor from the eligible representatives of that governmental entity [\[339.175\(4\)\(c\), F.S.\]](#). If the Governor should disapprove the proposed Membership Apportionment Plan, the District shall assist in addressing the issues identified by the Governor. [Figure 2A](#) shows the process for developing the Membership Apportionment Plan.

Figure 2A
DEVELOPING THE APPORTIONMENT PLAN



2.7 REDESIGNATION AND REAPPORTIONMENT

A MPO may be redesignated by agreement between the Governor and local units of government representing 75 percent of the population in the area served by the existing MPO, including the largest incorporated city [\[23 C.F.R. 450.310\(h\)\]](#).

[23 C.F.R. 450.310\(k\)](#) requires redesignation whenever an MPO (1) makes a substantial change in the proportion of its voting members, or (2) makes a substantial change in the decision making authority or responsibility of the MPO or in decision making procedures established in the MPOs by-laws. According to [23 C.F.R. 450.310\(l\)](#), the following changes do not require formal redesignation as long as the changes are not substantial:

- 1) Identification of a new urbanized area (as determined by the Bureau of the Census) within an existing metropolitan planning area;
- 2) Adding members to the MPO that represent new units of general purpose local government resulting from expansion of the metropolitan planning area;
- 3) Adding members to satisfy the specific membership requirements for a MPO that serves a TMA;
- 4) Periodic rotation of members representing units of general purpose local government, as established under MPO by-laws.

A MPO seeking redesignation must submit a Reapportionment Plan that meets the same requirements and go through the same review and approval process as outlined in [Section 2.6](#). The District shall assist the MPO and provide the MPO with guidance relating to the proposed plan. The proposed MPO Reapportionment Plan must include the following in order to be reviewed by the Department and the Governor:

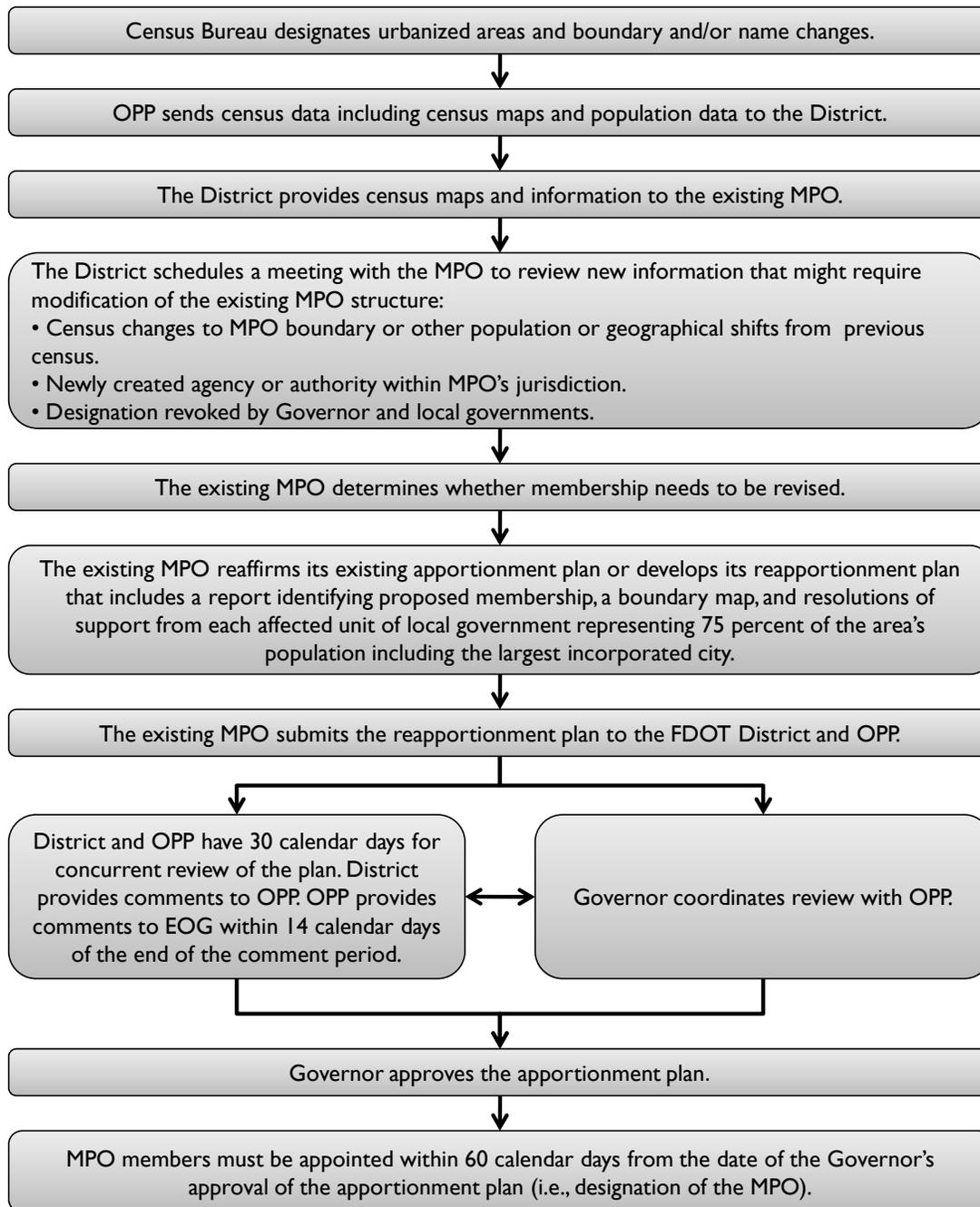
- 1) A report that identifies the current MPO Membership;
- 2) A report that identifies the proposed MPO membership and the methodology used to determine the proposed changes;
- 3) A map of the metropolitan planning area boundary; this is the official area from which membership is to be equitably drawn from, taking into account geographic and population equity; and
- 4) Resolutions of support from each of the affected local units of government representing at least 75 percent of the population within the metropolitan area. The largest incorporated city must be among the units of local government agreeing to the redesignation.

If a chartered county with over 1 million population elects, pursuant to [339.175\(3\)\(c\), F.S.](#), to reapportion the membership of a MPO (whose jurisdiction is wholly in the county) then written notice must be provided to Governor. Existing MPO designations remain valid until a MPO is redesignated [\[23 C.F.R. 450.310\(g\)\]](#).

2.7.1 Governor Action on Membership Reapportionment

If the Governor approves the Reapportionment Plan, the MPO should appoint or remove, as appropriate, representatives to serve on the board within 60 days after completion of an amended interlocal agreement. The interlocal agreement should be updated to incorporate the changes made in the approved membership apportionment plan. The MPO shall notify the District when these membership changes are made. If the Governor disapproves the proposed Redesignation Plan, the District shall contact the MPO to assist in addressing the issues identified by the Governor. **Figure 2B** shows the MPO membership reapportionment process.

Figure 2B
MPO REAPPORTIONMENT PROCESS



2.8 EXECUTION OF INTERLOCAL AGREEMENT

The responsibilities of each agency involved in assisting the MPO in implementing the metropolitan transportation planning process shall be clearly identified by agreement between the parties [23 C.F.R. 450.314(a), 339.175(2)(b), and 339.175(10)(a), F.S.]. This is accomplished through the execution of an interlocal agreement (Form No. 525-010-01) pursuant to the Florida Interlocal Cooperation Act of 1969 [163.01, F.S.]. The parties to this interlocal agreement shall be the Department and the governmental entities designated by the Governor for MPO membership including non-voting members [339.175(2)(b), F.S.]. The Department is the only non-voting member of an MPO that is required by State Statute. All other non-voting members are considered “advisers” and may be appointed by the MPO “as deemed necessary” [339.175(4)(a), F.S.]. The parties to the required planning agreements, and their roles and responsibilities, are detailed in 23 C.F.R. 450.314 and 339.175(10).

After the new MPO has been designated by the Governor, or modifications to the existing MPO have been approved by the Governor, the District shall hold a meeting with the responsible staff of the MPO to discuss the execution of a new or updated interlocal agreement. The interlocal agreement is a standard document that has been drafted specifically to address the metropolitan transportation planning requirements identified in federal and state law and regulations.

Though not required by law, it is highly recommended that each signatory to the agreement be accompanied by a resolution from that municipality or agency. The interlocal agreement should indicate if a member government is to represent other local governments on the MPO, and if the voting membership is to rotate annually. The District shall request the District legal staff to review the agreement before forwarding it to the MPO for execution. The text of all standard interlocal agreements shall not be modified in any manner that impacts the Department or changes the statutory duties and responsibilities of the MPO without prior written permission of the District Secretary. Any changes to the standard interlocal agreement need to be coordinated with the District legal counsel and the Office of Policy Planning.

Copies of the approved interlocal agreement shall be distributed to the MPO, the District, the Office of Policy Planning, and each signatory to the agreement. Copies of the interlocal agreement must be filed with the Clerk of the Circuit Court in each county in which a party to the agreement is located. The District legal office shall ensure that the interlocal agreement is filed in the county in which the District office is located.

The interlocal agreement is usually a one-time agreement that is reviewed and updated at least every 5 years or sooner when MPO membership changes [339.175(10)(a), F.S.]. Whenever an interlocal agreement is updated, the MPO serves as the coordinating body for agreement review, negotiations and execution among all parties. The MPO provides copies of the updated agreement to all signatories for filing purposes.

An emerging MPO, upon execution of the interlocal agreement, must immediately establish bylaws for the conduct of daily business and decision making. These bylaws are essential for the emerging MPO to operate during this critical period of formation. Once the MPO is formally designated, the bylaws should be revised as needed and adopted again by the MPO. Each District and emerging MPO should coordinate and mutually agree to a timetable suitable for the MPO to be fully operational within six months from its designation.

2.9 EXECUTION OF OTHER REQUIRED AGREEMENTS

The District shall meet with the MPO to develop each of the standard agreements discussed below. The District shall process each standard agreement after approval by all parties and approved by the MPO through a resolution. The District shall coordinate the review of the agreement with District legal staff and the Department's Comptroller's Office, if needed, before transmitting it for execution. The language contained in all standard agreements shall not be modified in any manner that impacts the Department or changes the statutory duties and responsibilities of the MPO without the District legal staff concurrence and prior expressed written permission of the District Secretary. Any changes to the standard agreements need to be coordinated with the Office of Policy Planning. The District shall request that the MPO approve each agreement and that an appropriate number of copies of the agreement be provided to the Department. The MPO will return all signed versions to the District for Department approval. The District Secretary (or designee) must sign each agreement, thereby executing the agreement for the Department.

One original of the agreement shall be sent to each of the following: the MPO; the District; the Office of Policy Planning, including the MPO Statewide Coordinator; and to each signatory as needed. For joint participation agreements, two copies of the executed agreement should be provided to the Comptroller's Office. The same process applies whenever an agreement is updated.

2.9.1 Transportation Planning Funds Joint Participation Agreement (Form 525-010-02)

The Transportation Planning Funds Joint Participation Agreement establishes the cooperative relationship between the MPO and the Florida Department of Transportation to accomplish the transportation planning requirements of state and federal law [339.175(10(a)(1), F.S. and 23 C.F.R. 450.314(a)]. Specifically, this agreement accomplishes three things. (1) It provides federal financial assistance to the MPOs for transportation related planning activities as found in the Unified Planning Work Program (UPWP); (2) it establishes the terms and conditions for accepting that federal assistance; and (3) it creates the framework of cooperation between the Florida Department of Transportation and the MPO for development of the UPWP. This agreement must be reviewed and updated as necessary, every five years.

2.9.2 Intergovernmental Coordination and Review and Public Transportation Coordination Joint Participation Agreement (Form 525-010-03)

Florida Statutes require MPOs to execute agreements with the regional intergovernmental coordination and review agencies and the operators of public transportation systems [339.175(10(a)(2), F.S. and 339.175(10(a) (3) F.S.]. Form 525-010-03 consolidates these two requirements into one agreement. Typically, the intergovernmental coordination and review agencies are the Regional Planning Councils (RPCs) created under Section 186.504, F.S. The agreement shall describe the process for coordination of MPO planning and programming activities and how transportation planning and programming activities will be a part of the comprehensive planned development of the metropolitan area. This agreement also defines the process for fulfilling the clearinghouse requirements for federally funded activities. This agreement shall be reviewed and updated as necessary, every five years.

2.9.3 Public Transportation Joint Participation Agreement (Form 725-030-06) (Exhibits Form 725-030-06E)

To fund its public transportation programs using Federal Transit Administration (FTA) planning funds, the designated MPO may choose to enter into a joint participation agreement with the Department. This agreement provides "state funding" to the MPO to assist in meeting the local match requirements under the Federal Transit Act. It outlines certain administrative and program requirements that must be met to receive state funds for FTA match purposes. The agreement can also be used by MPOs for acceptance of Surface Transportation Program (STP) urban attributable funds (SU) for planning activities. These agreements are executed annually and differ in how the Department chooses to provide the "state match," which may be cash; in-kind services; or both. At this time, the soft-match option used for FHWA Metropolitan Planning (PL) funds is not applicable for FTA planning funds.

2.9.4 Interstate Compact

Each Governor of a multi-state metropolitan area is encouraged to provide coordinated transportation planning for the entire metropolitan area in cooperation with the MPO. The states may enter into agreements or compacts for cooperative efforts and mutual assistance in support of metropolitan planning activities. By agreement, the Governors may establish agencies to implement the compacts or agreements [23 C.F.R. 450.314(e)(1)].

2.9.5 Multiple MPOs in One Urbanized Area

If there is more than one MPO designated for an urbanized area, Federal Regulation requires that there be a written agreement between the MPOs, the State, and the public transportation operator(s) describing how they will coordinate the planning process. That process should reflect, to the maximum extent possible, coordinated data

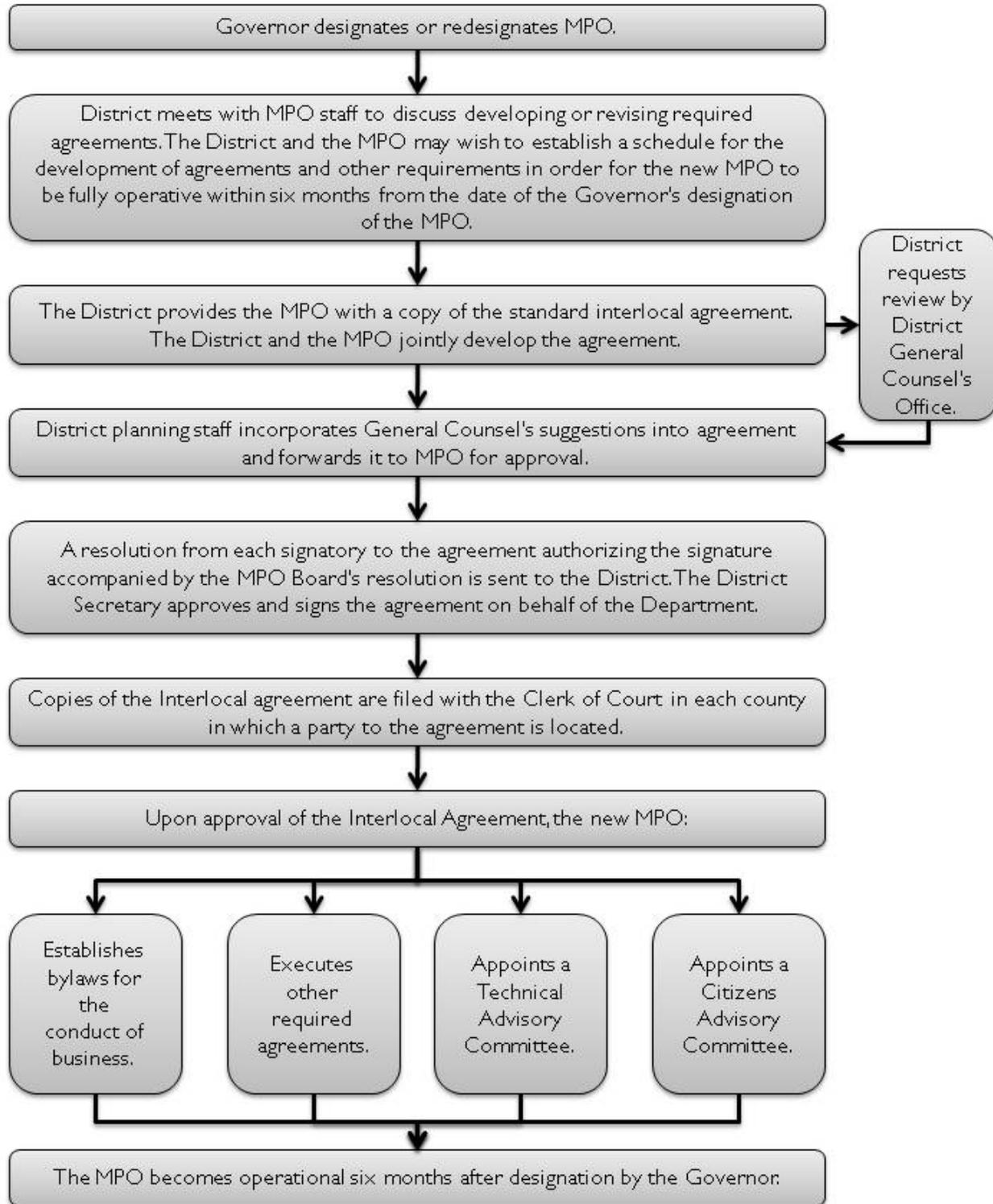
collection, analysis, and planning assumptions. Alternatively, the regulation allows for the MPOs to create a single LRTP and TIP for the entire urbanized area [23 C.F.R. 450.314(d)].

2.10 APPOINTMENT OF TECHNICAL AND CITIZENS' ADVISORY COMMITTEES

The District shall assist the MPO as requested in the appointment of a technical advisory committee (TAC) pursuant to **339.175(6)(d), F.S.** The TAC shall include planners, engineers, representatives from local public transit authorities, aviation authorities and port authorities or representatives of aviation Departments, public transit departments and seaport departments of municipal or county governments, the school superintendent (or designee) of each county covered by the MPO, and other appropriate representatives of affected local governments. State and federal agency representatives whose actions are transportation related should also serve on the technical advisory committee. TAC members serve at the pleasure of the MPO.

Pursuant to **339.175(6)(e), F.S.**, the MPO, with the cooperation of the District, must appoint a citizens' advisory committee that reflects a broad cross-section of local residents. There must be adequate representation of minorities, the elderly and the disabled. A MPO, with Department, FHWA, and FTA concurrence, may adopt an alternate program or mechanism that ensures adequate citizen involvement in the transportation planning process. **Figure 2C** on the following page provides an overview of the agreement process.

Figure 2C
AGREEMENT DEVELOPMENT PROCESS



2.11 TRANSPORTATION PLANNING BOUNDARIES

2.11.1 Boundary Process

23 C.F.R. 450.312 addresses the Federal requirements for metropolitan planning area (MPA) boundaries. After each Census, the MPO reviews its boundary in cooperation with the State and public transportation operator(s). The final boundary shall be determined by agreement between the MPO and the Governor. At a minimum, the boundary must include the urbanized area and the contiguous area expected to become urbanized within a 20 year period. The boundary may be further expanded to encompass the entire metropolitan statistical area (MSA) or consolidated metropolitan statistical area (CMSA) as defined by the Bureau of the Census.

The MPA boundary may encompass more than urbanized area, and it may be adjusted to coincide with regional economic development areas. The identification of a new urbanized area within an existing MPA boundary does not require redesignation of the MPO, but it may require a reapportionment of the membership.

The jurisdictional boundaries of MPOs should not overlap. If part of an urbanized area that is served by one MPO extends into the boundary of another MPO, the MPOs must sign a written agreement that identifies the areas of coordination and division of responsibilities between the MPOs. In other words, the agreement should make clear which MPO will take responsibility for that portion of the urbanized area.

Where the urbanized area extends across two or more States, the Governors of those states may enter into agreements or compacts and may establish a joint MPO to coordinate transportation planning for the area [**23 C.F.R. 450.312(f)** and **23 C.F.R. 450.314(e)**].

2.11.2 Transportation Planning Boundaries

The following section describes the transportation planning boundaries applicable to the MPO:

1) Census Urbanized Area

An urbanized area (UA) consists of densely settled territory that contains 50,000 or more people. The U.S. Census Bureau delineates UAs to provide a better separation of urban and rural territory, population, and housing in the vicinity of large places. UAs are designated based on urbanized area population. The Bureau of the Census' 2010 census urbanized areas boundaries consist of TIGER/Line files showing boundaries, names, and codes of urbanized areas and are available at www.census.gov/geo/www/tiger/index.html.

2) Metropolitan Planning Area

The Metropolitan Planning Area, also referred to as the Planning Boundary or Area, must include the existing Census Urbanized Area(s) and the contiguous area expected to become urbanized within the 20-year forecast period, and may

encompass the entire Metropolitan Statistical Area (MSA) or Consolidated Metropolitan Statistical Area (CMSA) as defined by the Bureau of the Census.

The Metropolitan Planning Area can include all or part of a given county, including areas that due to their growth characteristics may be anticipated to become urbanized within the next 20 years. The District, in consultation with the MPO, shall review and make recommendations on areas outside the projected 20-year area. FHWA should be consulted in such expansions, with supporting documentation that justifies the expansion being attainable.

3) FHWA Urbanized Area (*Adjusted Census Urbanized Area Boundary*)

This boundary is included in the MPO Handbook for informational purposes only. This boundary does not need to be included on the maps submitted with the apportionment plan. The FHWA Urbanized Area is a recognized boundary that encompasses the entire Census Urbanized Area and surrounding geographic area as agreed upon by the Department, the FHWA and the MPO. The boundary incorporates the land necessary to produce a simple, easily identifiable boundary and may include residential, educational, industrial, and adjacent commercially developed areas and nearby major transportation facilities expected to become urbanized in 5 years. The FHWA Urbanized Area Boundary is used by the Department and the FHWA for data reporting purposes including designation of highways by federal functional classification. It is also used by the Department in determining highway levels of service and access management. For more information on FHWA Urbanized Area boundaries, please consult FDOT [Procedure 525-020-311](#).

2.11.3 Metropolitan Planning Area (MPA) Boundary Designations

The Census Urbanized Area Boundaries are revised and delineated by the U.S. Bureau of the Census based on the Decennial Census of Population and Housing. The U.S. Bureau of the Census makes all census and mapping data that determine the Census Urbanized Area Boundary available to the Department's Office of Policy Planning. This information will be provided by the Office of Policy Planning to the District Planning Offices within 30 calendar days of receipt. The District shall, within 30 calendar days of receipt, provide this information to the MPO, or if a MPO has not yet been formed, to the general purpose local governments within the Census Urbanized Area, for the purpose of establishing or updating existing boundaries.

Within 120 calendar days of receipt of the decennial census information, the MPO shall create or revise a preliminary map in consultation with the District showing the Metropolitan Planning Area Boundaries. Information used to develop the map shall include, but not be limited to:

- 1) The Census-based criteria and data assumptions (i.e., population estimates provided by the Bureau of Economic and Business Research, University of

Florida) used to determine the 20-year growth area for drawing the Metropolitan Planning Area Boundary.

- 2) Documentation used to support the inclusion of any geographic areas for Metropolitan Planning Area funding purposes that are not expected to be urbanized within the next 20 years.

The MPO will adopt the Metropolitan Planning Area Boundary Map when it adopts its Membership Apportionment Plan. The MPO shall submit the two documents to the Office of Policy Planning's MPO Statewide Coordinator and the District Planning Manager or designee in accordance with the review procedure set out in [Section 2.6.3](#). In accordance with [23 C.F.R. 450.312\(j\)](#), FHWA and FTA do not approve the Metropolitan Planning Area Boundary Map. However, the Office of Policy Planning will forward 1 hard copy and 1 electronic copy of the map each to FHWA and FTA after its approval by the MPO and the Governor.

2.11.4 Key Elements of MPA Boundary Maps

All Metropolitan Planning Area boundary maps should be developed at a scale that best meets the needs of the urbanized area. All boundary maps, in addition to the aforementioned boundaries, shall clearly designate the following information:

- 1) Names of all urban areas;
- 2) Graphic scale and north arrow;
- 3) Major city or county designated routes and route numbers;
- 4) Interstate, U.S. and state highway route numbers;
- 5) Locations and names of all major waterways;
- 6) Locations and names of railroads;
- 7) Location of intermodal transfer facilities;
- 8) Locations of transit facilities;
- 9) Demarcation of transit service area;
- 10) Locations and names of airports and seaports;
- 11) A legend; including the date the map was initially approved and the date of the revision; and
- 12) Boundary highways should be designated as either inside or outside the Census Urbanized Area Boundary, or the Metropolitan Planning Area Boundary.

2.11.5 Modification of MPA Boundary Maps

Requests for modification to the Metropolitan Planning Area boundary may be initiated by the MPO or the District. During the interim years, the Office of Policy Planning periodically releases census population information developed by the Bureau of Economic and Business Research Department at the University of Florida. This information can be used to modify Transportation Planning Boundaries.

Any changes to the relevant MPO boundaries may require the MPO to review and/or revise its voting apportionment, Long Range Transportation Plan, Transportation Improvement Program, Unified Planning Work Program, and all existing agreements and documents, as necessary.