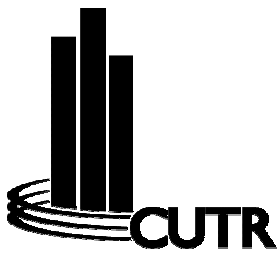


**ORGANIZATIONAL  
REVIEW OF THE  
CAPITAL AREA MPO  
(CAMPO)**

**D R A F T**



**Organizational Review of the Capital Area MPO (CAMPO)**

**Prepared for:**

North Carolina Capital Area Metropolitan Planning Organization  
Raleigh, NC

**Prepared by:**

Center for Urban Transportation Research  
University of South Florida  
4202 E. Fowler Ave., CUT100  
Tampa, FL 33620

*June, 2003*

## **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 Capital Area Metropolitan Planning Organization of Raleigh, NC. This report does not constitute a standard, specification, or regulation.

**DRAFT**

## EXECUTIVE SUMMARY

The Capital Area Metropolitan Planning Organization (CAMPO) in Raleigh, North Carolina identified the need for a study to investigate alternative organizational structures to meet the future transportation planning needs of the residents and businesses of the Raleigh area. The Center for Urban Transportation Research (CUTR) at the University of South Florida was retained to conduct this organizational study.

A review of current CAMPO organizational structure and practices was conducted. Some key observations are as follows:

- North Carolina state statutes encourage consolidated MPOs and require MPOs that share a designated non-attainment area to adopt a single, unified air quality conformity plan;
- The CAMPO organizational structure relies on a series of administrative mechanisms to balance authority between the smaller jurisdictions and the City of Raleigh;
- The City of Raleigh houses and staffs CAMPO, independently exercises management authority over major CAMPO personnel functions, and is the only member agency making a direct financial contribution to MPO activities;
- The majority of CAMPO work tasks are completed by outside agencies and consultants;
- The North Carolina Department of Transportation (NCDOT) is not required to consult the CAMPO Priority Needs List when making programming decisions, except in the case of federal urban allocation funds (STP-DA);
- CAMPO has no formal relationship with the neighboring MPO (Durham-Chapel Hill-Carrboro - DCHC) in Durham or other neighboring non-MPO jurisdictions;
- Although the Triangle Regional Model (TRM) is used by CAMPO and DCHC, socioeconomic assumptions are developed independently and inconsistently; and
- Although the two MPOs currently undertake air quality activities independently, their individual air quality status is linked because they share the same air shed and attainment status.

Additionally, a sample of CAMPO members and stakeholders were asked to identify issues and concerns with the existing CAMPO structure. A number of issues and concerns were identified including the following:

- CAMPO may be unable to meet new air quality standards and coordinate air quality planning with DCHC and neighboring non-MPO jurisdictions;

- The City of Raleigh retains too much control over the process;
- The financial burden is not equitable;
- CAMPO staff size, expertise and funding are too limited to achieve CAMPO membership goals and objectives;
- There is an inability to bring enough federal and state funding into the area to pay for needed transportation improvements;
- Creating a consolidated MPO or coordinating regional transportation planning activities would be difficult due to philosophical differences toward land use and transportation planning;
- A consolidated MPO might result in some jurisdictions losing influence in the transportation planning process;
- Having two MPOs is an inefficient use of resources and not conducive to effective regional transportation decision-making; and
- The CAMPO relationship with NCDOT, while improved, is not one of equals and not in the spirit of TEA-21.

Organizational structures of six national peer MPOs were reviewed to provide insight into alternative MPO organizational structures. The peer MPOs fell within two broad categories. The first group operates under similar conditions to those currently experienced by CAMPO (fast growing, have a neighboring MPO, etc.). The second group reflects the potential future condition in the region if a consolidated MPO were formed in the region.

One or more of the peer MPOs demonstrated characteristics and practices that stood out as unique solutions to individual challenges faced by CAMPO. These include:

- The Governing Board structure ensures that no single jurisdiction dominates the MPO decision-making process through the following mechanisms:
  - The apportionment formula does not give any agency or jurisdiction a majority of votes;
  - There is one vote per Governing Board member;
  - Governing Board officer terms are limited and rotate among membership;

- Governing Board officers (Chair and Vice-Chair) represent different member agencies;
  - A quorum is based on a simple majority;
  - Abstentions do not count as an affirmative vote; and
  - The state department of transportation has non-voting membership on the MPO Board.
- A diversity of opinion, encouraging more robust debate in the decision-making process, is encouraged through a Governing Board membership structure that:
- Allocates multiple single-vote seats to individual member government jurisdictions based on population, and
  - Includes major modal providers and other stakeholders in either a voting or non-voting capacity.
- Unique committees such as:
- Citizen’s Advisory Committee – A group that provide input to the MPO regarding transportation plans and programs from a citizen’s perspective;
  - Bicycle and Pedestrian Advisory Committee – A group that makes bicycle and pedestrian related recommendations to the MPO Governing Board;
  - Municipal Advisory Committee - Strengthens ties and improves communication between the MPO Board and those jurisdictions not directly represented on the Board; and
  - Livable Roadways - Reviews plans and makes recommendations on designing “livable” roadways – they make roads more appealing through work on the billboard ordinance, promoting underground utilities; increasing landscaping; creating gateways to communities, etc.
- MPO staff are housed in and managed by a third party government agency.
- The Governing Boards have established a number of additional committees that provide numerous general benefits to the MPO including:
- An opportunity for input from stakeholders and interested citizens on a regular and formal basis, and
  - In-depth review and discussion of specific issues at a committee level with recommendations forwarded to the Governing Board.

- The Governing Board members remain cognizant of regional transportation needs.
- The Governing Board has established formal relationships with neighboring MPOs and/or non-MPO jurisdictions with the following benefits:
  - A forum is available to discuss regional transportation topics on a regular basis, and
  - Lines of communication are maintained throughout a large geographic area.
- Inter-MPO relationships
  - There is a formal conflict-resolution procedure to address conflicts between the TIPs of adjacent MPOs, and
  - MPOs cooperatively conduct regional projects that are developed within individual UPWPs with a division of workload providing parity rather than by monetary contributions by each MPO.
- Staff
  - The MPO staff is a professional transportation planning staff dedicated primarily to activities of the MPO;
  - Broad diversity of staff expertise and staff size allows the MPO to complete a variety of tasks in-house and to provide knowledgeable project oversight for tasks performed through consultant contracts; and
  - One MPO staff that serves all three MPOs in a region making regional transportation issues readily apparent at a staff level.
- Funding
  - The MPO maintains control over programming of federal urban allocation funds through a direct allocation from the state or through a strong project priority system, and
  - All jurisdictions within the MPO contribute monetarily to provide funding for transportation planning activities either as the PL match or supplementing federal planning resources.
- Air Quality
  - In non-attainment or maintenance areas, MPOs either have formal regional air quality committees in place or share their emissions budgets and file joint air quality conformity reports, and

- In attainment areas, MPOs have pro-active clean air campaigns in place and public education campaigns for cleaner air.

Based on the CAMPO organizational structure and practices review and the peer analysis, several broad policy actions for addressing issues and concerns are suggested along with three optional organizational structures for implementing those broad policy actions. These broad policy actions and optional organizational structures provide insight and guidance for specific actionable decisions that only the CAMPO members and stakeholders can, collectively, make for themselves.

The broad policy actions suggested include the following:

- Coordinate air quality planning activities with DCHC and neighboring non-MPO jurisdictions and implement a public education campaign for cleaner air.
- Modify committee structures to ensure a transportation decision-making process that:
  - Encourages full participation by all member jurisdictions;
  - Encourages a diversity of opinion and robust debate;
  - Is balanced and fair to all members;
  - Provides benefits to all local government jurisdictions;
  - Discourages undue influence by a minority of member agencies; and
  - Requires all members to have a financial stake in the MPO.
- Enhance staff capacity and objectivity by:
  - Increasing staff size and expertise;
  - Distancing the CAMPO staff from the administrative control of the City of Raleigh or other local jurisdictions; and
  - Requiring all CAMPO members to participate financially in the support of CAMPO.
- Enhance planning and project funding capacity by:
  - Retaining more funds from existing resources and developing more in-house capability;

- Negotiating with the NCDOT for a more equitable share of federal planning funds through a revision of the statewide PL funding formula (this will require a coordinated effort with other North Carolina MPOs);
  - Creating a per capita dues structure that generates adequate funds to pay for the required local match to the federal planning funds and provides a supplemental source of revenue to adequately support the CAMPO transportation planning process;
  - Negotiating increased CAMPO control over the programming of STP urban allocation funds with the NCDOT (this may require a coordinated effort with other North Carolina MPOs); and
  - Negotiating increased CAMPO influence over the programming of other federal project funds with the NCDOT (this may require a coordinated effort with other North Carolina MPOs).
- Formally coordinate regional transportation planning activities with DCHC and neighboring non-MPO jurisdictions by:
- Entering into intergovernmental agreements that establish a formal mechanism and structure for a coordinated regional transportation planning process. The agreements should include:
    - A list of members;
    - A governing board structure;
    - A staffing structure;
    - A meeting schedule and administrative arrangements for holding, staffing and funding meetings including bylaws, a mission statement, agenda structure, etc.;
    - Member responsibilities and requirements; and
    - Requirements for coordinating air quality and transportation planning activities (both long- and short-range), including the travel demand model.
  - Negotiating a revision of the statewide PL funding formula with the NCDOT that holds harmless federal planning fund distribution to consolidated MPOs in the event that a consolidated MPO is formed by the jurisdictions in the region (this will require a coordinated effort with other North Carolina MPOs, perhaps through North Carolina Association of Metropolitan Planning Organizations--NCAMPO).
- Bring the CAMPO relationship with the NCDOT into the “spirit of TEA-21” by:
- Negotiating with the NCDOT for a more equitable share of federal planning funds through a revision of the statewide PL funding formula (this will require

a coordinated effort with other North Carolina MPOs, perhaps through NCAMPO);

- Negotiating a revision of the statewide PL funding formula with the NCDOT that holds harmless federal planning fund distribution to consolidated MPOs in the event that a consolidated MPO is formed by the jurisdictions in the region (this will require a coordinated effort with other North Carolina MPOs, perhaps through NCAMPO);
- Negotiating increased CAMPO control over the programming of STP urban allocation funds with the NCDOT (this may require a coordinated effort with other North Carolina MPOs, perhaps through NCAMPO);
- Negotiating increased CAMPO influence over the programming of other federal project funds with the NCDOT (this may require a coordinated effort with other North Carolina MPOs, perhaps through NCAMPO); and
- Strengthening NCAMPO to leverage the collective voice of the state's MPOs. NCAMPO should coordinate statewide policy with the NCDOT and otherwise work to address the collective concerns of North Carolina's MPOs. NCAMPO should be formally established through state statute or intergovernmental agreement and create formal mechanisms for managing its affairs. Elected officials and MPO Staff Directors should be regular participants in NCAMPO meetings. NCAMPO should consider establishing a permanent organizational structure with staff and a budget.

The three optional organizational structures suggested include the following:

➤ **Option 1: Formal Regional Coordination and Modified CAMPO Organizational Structure**

This organizational option envisions numerous changes in the internal and external organizational structure of CAMPO, but maintains the independence of the CAMPO process from that of DCHC.

- **Formal Regional Coordination** - This option envisions a formal organization for coordinating transportation and air quality planning activities between CAMPO, DCHC and neighboring non-MPO jurisdictions such as Johnston and Franklin Counties.
- **Modified MPO Structure** - This option also calls for a modification of the existing CAMPO structure that is based on an equitable redistribution of authority in the decision-making process and a more diverse representation on the Governing Board as well as the technical committee. Additionally, neighboring MPO and non-MPO jurisdictions and major modal providers

would be given the opportunity to participate in the CAMPO process, ideally as members of the TAC and TCC.

- **Staffing Function** - Another element this organizational option calls for includes changes to the CAMPO staffing function including distancing the staff functions from the City of Raleigh and expanding staff expertise and size to meet current and future CAMPO member needs and federal planning requirements.
- **Additional Committees** - Finally, this organizational structure calls for the establishment of additional advisory committees to enhance and broaden the diversity of opinions considered in the CAMPO decision-making process.

➤ Option 2: Formal Regional Coordination, Modified CAMPO Organizational Structure, and Consolidated Regional MPO Staff Function

This organizational option envisions all the changes proposed in the first organizational option, but combines the staffing function with that of DCHC while maintaining the policy independence of the CAMPO process.

- **Formal Regional Coordination** – Same as envisioned in Option 1.
- **Modified MPO Structure** – Same as envisioned in Option 1.
- **Staffing Function** – In this option, the staffing function is combined for DCHC and CAMPO and housed at and administered by a third party government organization. Ideally, the third party would be an existing organization with which CAMPO and DCHC member jurisdictions are already familiar and in whose processes they already participate. In the Triangle region, both the TJCOG and the TTA potentially meet that description. The staffing function would be established through intergovernmental agreement and funded using the same sources of funding as are currently used.
- **Additional Committees** – Same as envisioned in Option 1.

➤ Option 3: Consolidated Regional MPO

In this organizational option, the DCHC and CAMPO member jurisdictions would join with neighboring non-MPO jurisdictions to form a single MPO covering a multi-county planning area.

- **Formal Regional Coordination** – Regional coordination becomes an internal MPO function in this organizational option as the MPO boundaries include the entire region.

- **Modified MPO Structure** – A brand new organizational structure would need to be developed for the new regional MPO. The organizational structure of the new regional MPO should strive to achieve the same objectives outlined in Organizational Option 1.
- **Staffing Function** – This option calls for a single staffing function for the newly formed regional MPO. The staffing arrangement should be established through the intergovernmental agreement and funded using the same sources of funding as are currently used.
- **Additional Committees** - Finally, this organizational structure also calls for the establishment of additional advisory committees to enhance and broaden the diversity of opinions considered in the regional MPO decision-making process.

DRAFT

## TABLE OF CONTENTS

<b>DISCLAIMER</b> .....	<b>i</b>
<b>EXECUTIVE SUMMARY</b> .....	<b>ii</b>
<b>INTRODUCTION</b> .....	<b>1</b>
<b>RESEARCH PURPOSE AND NEED STATEMENT</b> .....	<b>2</b>
<b>RESEARCH APPROACH</b> .....	<b>2</b>
<b>FEDERAL AND STATE LAW</b> .....	<b>3</b>
Federal Law .....	3
State Law and Guidance .....	5
<b>EXISTING CAMPO ORGANIZATIONAL STRUCTURE AND PRACTICES</b> .....	<b>7</b>
Key Observations of Current Organizational Structure and Practice .....	7
CAMPO Administrative Structure.....	9
Transportation Advisory Committee (TAC).....	10
Technical Coordinating Committee (TCC) .....	12
Lead Planning Agency (LPA).....	13
CAMPO Prospectus .....	14
Unified Planning Work Program (UPWP) .....	14
Transportation Improvement Program (Metropolitan TIP or MTIP) .....	16
Long-Range Transportation Plan (LRTP) .....	17
Air Quality Planning .....	18
Transportation Interaction and Coordination.....	20
<b>CAMPO ISSUES AND CONCERNS</b> .....	<b>21</b>
<b>PEER ANALYSIS</b> .....	<b>25</b>
<b>ORGANIZATIONAL OPTIONS FOR ADDRESSING CAMPO ISSUES AND CONCERNS</b> .....	<b>32</b>
Policy Actions .....	32
Optional Organizational Structures.....	38
<b>APPENDIX A: HILLSBOROUGH COUNTY MPO</b> .....	<b>A-1</b>
<b>APPENDIX B: GREENSBORO URBAN AREA MPO</b> .....	<b>B-2</b>
<b>APPENDIX C: PENSACOLA MPO</b> .....	<b>C-1</b>
<b>APPENDIX D: METROPLAN ORLANDO</b> .....	<b>D-1</b>
<b>APPENDIX E: HAMPTON ROADS PLANNING DISTRICT COMMISSION</b> .....	<b>E-1</b>
<b>APPENDIX F: WASATCH FRONT</b> .....	<b>F-1</b>

## INTRODUCTION

Prompted by state thoroughfare planning requirements, the first Greater Raleigh Urban Area Thoroughfare Plan was adopted in 1964. Later, the old thoroughfare structure was revamped as the officially designated Metropolitan Planning Organization (MPO) following federal legislation passed in 1972 that provided for the disbursement of federal planning funds through the states to MPOs. This collaborative organization was charged with carrying out the federally required continuing, cooperative and comprehensive (3-C) transportation planning process for the Raleigh urbanized area. The newly designated MPO was called the Greater Raleigh Urban Area Metropolitan Planning Organization. The original members included Wake County, the City of Raleigh and the Towns of Cary and Garner.

The Greater Raleigh MPO expanded over time and additional Wake County municipalities were added to the collaborative transportation planning process. In 1985, the Towns of Apex and Morrisville were added. In 1993, the Towns of Fuquay-Varina, Holly Springs, Knightdale and Wake Forest were added. Also in 1993, the MPO's official name was changed to the North Carolina Capital Area Metropolitan Planning Organization (CAMPO). In 1995, the Towns of Rolesville, Wendell and Zebulon were added, thereby making every municipality in Wake County a participating member of CAMPO.

Today, CAMPO represents a region of over 620,000 people, with the City of Raleigh as the largest member jurisdiction. The CAMPO planning area has grown since its inception in 1964 and is now the home to a diversity of land uses ranging from a state government center, to multiple university campuses, to an international airport, to a successful professional sports franchise, to a portion of one of the worlds best known high tech research parks – the Research Triangle Park. The people and neighborhoods in the CAMPO planning area are equally diverse.

In addition, the Triangle region is continuing to grow. Fast growing neighbors like Johnston County to the southeast and Franklin County to the northeast are quickly urbanizing and the residents of those neighboring jurisdictions work, shop and spend leisure time and money within the CAMPO planning area, placing increased demands on the existing transportation system. Growth is also occurring in the neighboring urbanized area covering Durham and portions of Orange and Chatham Counties, including the City of Durham and the Towns of Chapel Hill and Carrboro. The Durham-Chapel Hill-Carrboro (DCHC) MPO performs the 3-C transportation planning process for the Durham Urbanized Area. Like the residents of Johnston and Franklin Counties, the residents of the jurisdictions included in the DCHC planning area spend substantial time traveling in and through the CAMPO planning area. In fact, the entire region appears to be growing closer and closer together and is likely to be designated as a single urbanized area in the future.

CAMPO recognized in its most recent long-range transportation plan update the complexity of maintaining the 3-C transportation planning process given the changing dynamics and increasing transportation needs of the urbanized area and the broader region. Increased federal transportation requirements have also placed pressure on CAMPO staff to maintain an effective and efficient transportation planning process. As a result, the CAMPO staff and membership identified the need to conduct a study that would investigate alternative organizational structures to meet the future transportation planning needs of the residents and businesses of the Greater Raleigh area.

CAMPO staff requested that the Center for Urban Transportation Research (CUTR) at the University of South Florida conduct this organizational study. CUTR was selected to conduct this study due to their organizational objectivity relative to transportation planning activities in the CAMPO region (residing outside of the state of North Carolina and being affiliated with an academic institution) and their experience with MPO issues.

## **RESEARCH PURPOSE AND NEED STATEMENT**

The purpose of this research project is to assess the current CAMPO form and function in light of current conditions. The desired result will be a detailed record of existing organizational structures and practices, and a set of policy recommendations for addressing specific internal and external conditions.

## **RESEARCH APPROACH**

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

- Review and document the current CAMPO organizational structure and current practices, concerns and issues.

Information on the current organizational structure and practices came from printed materials such as the CAMPO Memorandum of Understanding (the organizational agreement jointly adopted by all participating members), committee bylaws and the CAMPO Prospectus. Information relating to existing practices, concerns and issues was gathered through discussions with a number of CAMPO stakeholders including members of the CAMPO committees, CAMPO staff, state and federal agencies and other local transportation partners. DCHC stakeholders were also interviewed to gain insight into the broader regional transportation planning environment. Relevant printed materials were also reviewed for any additional insight they could provide.

- Identify federal and state transportation planning requirements that relate to or impact the CAMPO organizational structure and transportation practices.

A review of federal and state statutes was conducted for this task. Supplemental information was gained through conversations with the Federal Highway

Administration (FHWA), the North Carolina Department of Transportation (NCDOT) and the North Carolina Department of Environment and Natural Resources (DENR).

- Document and assess current practices and organizational structures of a sample of peer MPOs from North Carolina and the rest of the nation as those methods pertain and provide alternatives to the existing CAMPO experience.

Peer MPOs were selected based on a variety of criteria including population, air quality, proximity to a neighboring urbanized area and/or MPO and other socioeconomic similarities to the Raleigh Urbanized Area and the broader Triangle region. Once selected, peer MPOs were contacted to identify their current MPO structure and practices and to determine alternative mechanisms used to address identified CAMPO issues and concerns.

- Identify appropriate organizational structures and practices to address current and future anticipated CAMPO issues and concerns.

Appropriate organizational structures and practices to address current and future anticipated CAMPO issues and concerns were identified through a combination of background research, peer assessment and CUTR expertise.

## **FEDERAL AND STATE LAW**

### **Federal Law**

Signed into law on June 9, 1998, the Transportation Equity Act for the 21<sup>st</sup> Century (TEA-21) both continued and enhanced the surface transportation programs initiatives established in the Intermodal Surface Transportation Act of 1991 (ISTEA). TEA-21 was designed to “meet the challenges of improving safety as traffic continues to increase at record levels, protecting and enhancing communities and the natural environment as we provide transportation, and advancing America’s economic growth and competitiveness domestically and internationally through efficient and flexible transportation”.<sup>1</sup>

Metropolitan planning organizations play a key role in implementing TEA-21 through their role of establishing a cooperative, continuous and comprehensive planning process for transportation decision-making. The sixteen planning factors required in ISTEA were consolidated in TEA-21 to seven emphasis areas to be considered during the transportation planning process. The emphasis areas include:

- Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency;

---

<sup>1</sup> “TEA-21 – Transportation Equity Act for the 21<sup>st</sup> Century, Moving Americans into the 21<sup>st</sup> Century, A Summary – An Overview,” US Department of Transportation, 1998.

- Increase the safety and security of the transportation system for motorized and non-motorized users;
- Increase the accessibility and mobility options available to people and for freight;
- Protect and enhance the environment, promote energy conservation, and improve quality of life;
- Enhance the integration and connectivity of the transportation system, across and between modes, for people and freight;
- Promote efficient system management and operation; and
- Emphasize the preservation of the existing transportation system.

Though the guidance provided by TEA-21 tends to be broad, it does provide the legal framework for MPO organizational structures and responsibilities. The key structural TEA-21 requirement pertaining to MPOs is as follows (from Section 1203 of the Transportation Equity Act for the 21<sup>st</sup> Century):

“STRUCTURE —

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

(A) Local elected officials;

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

(C) Appropriate State officials.”

Other notable TEA-21 provisions pertaining to metropolitan planning organizations include:

- Local officials, in cooperation with the State and transit operators, are responsible for determining the best mix of transportation investments to meet metropolitan transportation needs;
- Long-range transportation plans must have a 20-year planning perspective and be fiscally constrained;
- Plans and programs must be consistent with air quality standards;

- An emphasis should be placed on alternatives to capacity additions through the Single Occupant Vehicle project limit in larger (>200,000 pop.) metropolitan areas which are non-attainment areas for air quality;
- A requirement that the transportation planning area boundary of new MPOs be consistent with air quality non-attainment area boundaries, if applicable;
- Coordination is encouraged between MPOs where projects cross MPO boundaries;
- MPOs are encouraged to coordinate with other federally funded transportation service providers; and
- A requirement for MPO, state, and transit agencies to cooperate in the development of financial estimates that support plan and TIP development.

### **State Law and Guidance**

Chapter 136, Article 16 of the North Carolina statutes provides statewide guidance for MPO activities. The statute recognizes the status of MPOs under federal law and states that the provisions of the article supplement those of federal law.

Article 16 provides guidance in a number of areas of MPO practice. The ones most relevant to this organizational study include provisions pertaining to the decennial review of MPO boundaries, MPO structure, additional provisions applicable to consolidated MPOs, and additional requirements for MPOs located in non-attainment areas.

The Governor and the Secretary of Transportation, in cooperation with the affected metropolitan planning organization or organizations, are required to initiate an evaluation of the boundaries, structure, and governance of each metropolitan planning organization in the State. The goal of the evaluation is to examine the need for and to make recommendations for adjustments to metropolitan planning organization boundaries, structure, or governance in order to ensure compliance with the objectives of federal law. A list of nine factors to be considered includes:

- Future commuting and travel patterns and urban growth projections;
- Integration of planning with existing regional transportation facilities;
- Conformity with and support for existing proposed regional transit and mass transportation programs and initiatives;
- Boundaries of existing or proposed federally designated air quality non-attainment areas or air-quality management regions;

- Metropolitan Statistical Area boundaries;
- Existing or proposed cooperative regional planning structures;
- Administrative efficiency, availability of resources, and complexity of management;
- Feasibility of the creation of interstate metropolitan planning organizations; and
- Governance structures.

The state statutes do not dictate the form or structure of individual MPOs. Instead, a list of considerations is provided for altering current MPO structures. The list of considerations includes, among other items:

- Consolidation of existing contiguous metropolitan planning organizations in accordance with federal re-designation procedures;
- Formation of joint committees or working groups among contiguous non-consolidated metropolitan planning organizations, with such powers and responsibilities as may be delegated to such joint committees pursuant to their respective memoranda of understanding; and
- Delegation by the governing board of a metropolitan planning organization of part or all of its responsibilities to a regional transportation authority, if the regional transportation authority is eligible to exercise that authority.

In addition to the guidance on structure provided in Article 16, there are series of optional governance provisions provided. These provisions are not required, rather they are permitted if they advance the goals of the MPO membership and improve the functionality of the regional transportation planning process. Included among the provisions listed are the following:

- Distribution of voting power among the constituent counties, municipal corporations, and other participating organizations on a basis or bases other than population;
- Membership and representation of regional transit or transportation authorities or other regional organizations in addition to membership of counties and municipal corporations;
- Criteria for weighted voting or supermajority voting on some or all issues;

- Criteria for rotation and sharing of officer positions and committee chair positions in order to protect against concentration of authority within the metropolitan planning organization; and
- Any other provision agreed to by the requisite majority of jurisdictions constituting the metropolitan planning organization.

Several provisions in Article 16 act as encouragement for existing contiguous MPOs to consolidate. Among the encouragements is that the NCDOT may provide staff or funding assistance to metropolitan planning organizations considering consolidation. Another incentive is that neither the State nor a consolidated metropolitan planning organization can object to a project that is proposed for funding in the Transportation Improvement Program, provided that the project does not affect projects previously programmed. Yet another incentive is that when developing the Transportation Improvement Program, the NCDOT must abide by the project ranking priorities approved by a consolidated metropolitan planning organization for any project within its jurisdiction, if the project is not a National Highway System or Bridge and Interstate maintenance program project. Collectively, these incentives provide both increased funding opportunities and programming authority for consolidated MPOs.

Article 16 states that when an area of the State is designated as non-attainment under the provisions of the federal Clean Air Act, all MPOs with at least twenty-five percent (25%) of their area of jurisdiction located within the boundaries of the non-attainment area must consult on appropriate emissions reduction strategies and adopt a single, unified plan for achieving conformity. The strategies set forth in the unified plan must be incorporated by each affected metropolitan planning organization into its respective long-range transportation plan. If an MPO does not comply, the NCDOT is directed not to allocate any of the following funds to projects within the MPO's area of jurisdiction:

- One hundred percent (100%) State-funded road construction funds;
- State matching funds for any road construction or transit capital project; and
- Federal congestion mitigation and air quality improvement program funds.

## **EXISTING CAMPO ORGANIZATIONAL STRUCTURE AND PRACTICES**

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

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

- Greater Raleigh is a fast growing, dynamic and diverse metropolitan area that is increasingly becoming, from a transportation perspective, interdependent with and indistinguishable from its neighboring jurisdictions;
- North Carolina state statutes encourage consolidated MPOs by providing expanded programming authority, with certain limitations (section 136-200.3);
- North Carolina state statutes require MPOs with at least 25% of their area of jurisdiction falling within a designated non-attainment area to adopt a single, unified air quality conformity plan (section 136-200.4);
- The TAC and TCC are the only standing CAMPO committees;
- In the mid-1990's, the CAMPO membership attempted to strike a balance in authority between the smaller jurisdictions and the City of Raleigh by establishing a weighted voting system that does not allocate more than 50% of the voting power of the Governing Board to the City of Raleigh, a quorum determination mechanism that requires the presence of the City of Raleigh for official actions to be taken, and a TAC By-Laws modification mechanism that requires the affirmative vote of the representative from the City of Raleigh;
- The current TAC weighted voting system allocates one (1) vote per 10,000 population to each member jurisdiction, but limits voting power to no more than 50% of the voting power of the Governing Board. Accordingly, 42% of the weighted vote of the Governing Board is allocated to the representative from the City of Raleigh, 26% to the representative from Wake County and 12% to the representative from the Town of Cary, 4% to the representative from the Town of Garner and the remaining 16% of the weighted votes are allocated to the representatives from the remaining member jurisdictions;
- Abstentions at TAC and TCC meetings are considered an affirmative vote;
- The City of Raleigh has the staff capacity to contribute non-CAMPO staff resources to ensure the timely completion of CAMPO work products as needed;
- The Transportation Director of the City of Raleigh independently exercises management authority over major CAMPO personnel functions, such as hiring the CAMPO Staff Director;
- The City of Raleigh is the only CAMPO member making a financial contribution to MPO activities in the form of both administrative overhead and the 20% local match for federal funding, outside of the paid participation of the TCC membership in CAMPO activities;
- CAMPO supplements federal planning funds with STP-DA funds in the UPWP;

- CAMPO staff activities are funded by 42% of UPWP budget (combined STP-DA and PL funding), while the remaining 58% funds work tasks completed by outside agencies (the Triangle J Council of Governments - TJCOG, Capital Area Transit, the Research Triangle Regional Transit Authority - TTA, etc.) and consulting firms;
- The MTIP is updated every two years;
- The NCDOT is not required to consult the CAMPO Priority Needs List when making programming decisions, except in the case of STP-DA funds;
- Federal law gives CAMPO programming authority over STP-DA funds;
- CAMPO updates its Long Range Transportation Plan (LRTP) every three years;
- CAMPO has no formal relationship with the Durham-Chapel Hill-Carrboro (DCHC) MPO or neighboring non-MPO jurisdictions;
- CAMPO, DCHC, TTA and the NCDOT maintain joint responsibility over the Triangle Regional Model (TRM) through the TRM Protocol (a binding interagency agreement) and participation on the Model Executive Committee;
- While jointly maintained and used, TRM socioeconomic assumptions by each are developed independently and are not consistent;
- Although the two MPOs currently undertake air quality activities independently, their individual air quality status is linked because they share the same air shed and attainment status;
- CAMPO and DCHC may need to jointly address air quality issues in the future depending on soon to be released EPA guidance and their air quality designation under the new eight-hour standard.

### **CAMPO Administrative Structure**

CAMPO is organized under a memorandum of understanding (MOU), most recently entered into in 1993 by participating local governing boards in the Greater Raleigh Urbanized Area (all 12 Wake County municipalities and Wake County itself), the NCDOT and the FHWA. The MOU establishes the specific framework for how CAMPO operates.

The participating CAMPO member jurisdictions and signatories to the MOU are:

- Town of Apex
- Town of Cary

- Town of Fuquay-Varina
- Town of Garner
- Town of Holly Springs
- Town of Knightdale
- Town of Morrisville
- Town of Rolesville
- Town of Wake Forest
- Town of Wendell
- Town of Zebulon
- City of Raleigh
- County of Wake

The CAMPO administrative structure, as defined in the MOU, has three main components – the Transportation Advisory Committee (TAC), the Technical Coordinating Committee (TCC) and the Lead Planning Agency (LPA).

When developing the MOU and the By-Laws of the various MPO committees, the CAMPO membership attempted to strike a balance in authority between the smaller jurisdictions and the City of Raleigh. This was accomplished by limiting the City of Raleigh’s voting power on the Governing Board to no more than 50%, while requiring the presence of the City of Raleigh Governing Board representative to constitute a quorum. Another factor in this balance was the requirement of an affirmative vote by the representative from the City of Raleigh to amend the TAC By-Laws.

### **Transportation Advisory Committee (TAC)**

The TAC is the governing policy board of the MPO. Comprised primarily of elected officials from the CAMPO member jurisdictions, the TAC provides policy direction for the planning process, facilitates communication and coordination between member jurisdictions, and guides the development and administration of a coordinated, multimodal transportation planning program for the CAMPO planning area. The TAC directs the 3-C transportation planning process by participating in and maintaining active approval authority over such core MPO planning activities and documents as the CAMPO Prospectus, the Unified Planning Work Program (UPWP), the Transportation Improvement Program (referred to as the Metropolitan TIP or MTIP) and the Long-Range Transportation Plan (LRTP).

The full TAC membership includes elected officials representing (and appointed by) each local government, the area’s representative on the North Carolina Board of Transportation, an advisory non-voting member representing the FHWA, and other members as may be authorized in the MOU. Currently, no additional members (including representatives from other major area transportation providers) are authorized to participate on the CAMPO TAC. There is currently no statutory or other limit to the

number of members that may be authorized to participate on the TAC. TAC officers consist of a Chairman and a Vice-Chairman, to be elected by the TAC membership. Officer terms are one year and successive terms may be served. It is common practice for the member of the TAC with the longest tenure to be elected Chair. Currently, the TAC Chair is the representative from Wake County.

As specified in the MOU, any member may call for a vote on any issue subject to limited conditions. A majority vote of the voting membership is sufficient for approval of matters coming before the TAC. Abstentions are considered an affirmative vote. Any TAC member may invoke a weighted vote on any matter under consideration. To that end, each member government has been apportioned a weighted vote based on the most recent certified census population (currently the 1990 census) utilizing a vote weighting formula of one vote for each 10,000 population, or portion thereof. No member government is permitted to control more than 50% of the TAC voting authority. Per the current MOU, the current weighted voting structure of the TAC membership is as follows:

- Apex Town Board of Commissioners (1)
- Cary Town Council (6)
- Fuquay-Varina Town Board of Commissioners (1)
- Garner Town Board of Aldermen (2)
- Holly Springs Town Board of Commissioners (1)
- Knightsdale Town Council (1)
- Morrisville Town Board of Commissioners (1)
- Raleigh City Council (22)
- Rolesville Town Board of Commissioners (1)
- Wake Forest Town Board of Commissioners (1)
- Wendell Town Board of Commissioners (1)
- Zebulon Town Board of Commissioners (1)
- Wake County Board of Commissioners (13)
- North Carolina Board of Transportation (1)
- FHWA (non-voting)

Of the total 51 votes available for distribution, the City of Raleigh controls 22 votes (42%) while Wake County controls 13 votes (26%), the Town of Cary controls 6 votes (12%) and the Town of Garner controls 2 votes (4%). All other member jurisdictions control a single vote (2%). The current weighted voting structure will be revisited shortly as new population figures are available from the most recent Census conducted in 2000.

Per the MOU, a quorum of the TAC consists of at least seven (7) voting members who together represent a minimum of two-thirds of the weighted votes. The effect of this rule requires the presence of the representative from the City of Raleigh or his alternate to be present to constitute a quorum at a TAC meeting. Additionally, an amendment to the TAC Bylaws requires the affirmative vote of eligible voting members who together represent at least two-thirds of the weighted vote. Again, the effect of this rule requires the affirmative vote of the representative from the City of Raleigh or his authorized alternate.

### **Technical Coordinating Committee (TCC)**

The TCC has the responsibility of supervising and coordinating the comprehensive transportation planning process and for making recommendations to the TAC and respective local and state agencies pertaining to that process. The TCC includes technical representatives from local and state governmental agencies directly related to and concerned with the transportation planning process for the CAMPO planning area. The chief administrative officer of that agency designates each member agency's representative(s). There is currently no statutory or other limit to the number of members that may be authorized to participate on the TCC.

TCC officers consist of a Chairman and a Vice-Chairman. The City of Raleigh Transportation Director had been the TCC Chairman by right per the original Greater Raleigh Area MPO MOU, but the TCC officers are now elected by the TCC membership per a change in the MOU implemented as part of the CAMPO MOU in 1993. Officer terms are for one year and successive terms may be served. It is common practice for the member of the TCC with the longest tenure to be elected Chair. The Director of the Raleigh Planning Department has held the TCC chair for the last five years.

Per the MOU, any TCC member may call for a vote on any issue subject to limited conditions. A majority vote of the voting membership is sufficient for approval of matters coming before the TCC. Abstentions are considered an affirmative vote. The TCC voting structure is based on a single vote per TCC member (unlike the TAC which has a weighted voting structure). While each TCC member has one vote, some member jurisdictions have multiple voting members on the TCC. There are currently 31 voting members on the TCC. The TCC membership by jurisdiction or member agency is as follows:

- Town of Apex (1)
- Town of Cary (2)
- Town of Fuquay-Varina (1)
- Town of Garner (1)
- Town of Holly Springs (1)
- Town of Knightdale (1)
- Town of Morrisville (1)
- Town of Rolesville (1)

- Town of Wake Forest (1)
- Town of Wendell (1)
- Town of Zebulon (1)
- City of Raleigh (5)
- County of Wake (2)
- NCDOT (5)
- Triangle J COG (1)
- Capital Area Transit (CAT)(1)
- Raleigh Durham International Airport Authority (1)
- NCSU (1)
- Major Modal Transportation (1) (currently Carolina Trailways, Inc.)
- Research Triangle Regional Transit Authority (TTA) (1)
- Research Triangle Foundation (1)

A quorum is constituted by the presence of at least fifty percent (50%) of eligible voting members at the beginning of a meeting. Amendments to the TCC Bylaws require the affirmative vote of at least two-thirds of the TCC's eligible voting members.

### **Lead Planning Agency (LPA)**

In North Carolina, MPOs operate under the Lead Planning Agency concept. The LPA develops draft MPO documents, prepares TAC and TCC meeting materials and agendas, schedules meetings, administers the distribution of federal transportation planning (PL) funds, and carries out the directives of the TAC and TCC.

The City of Raleigh Department of Transportation (Raleigh DOT) serves CAMPO as the LPA and provides staff support to and physically houses the MPO. Through this arrangement, CAMPO staff members are paid city employees and the personnel function for these employees is managed by the City of Raleigh. There are currently four fulltime CAMPO staff positions maintained in a City of Raleigh office building including a staff director, two transportation planners and a planning technician. This is approximately 1 CAMPO staff person for every 155,000 residents of the Greater Raleigh area. Additional CAMPO support is provided by an administrative position maintained within the Raleigh DOT. This position provides accounting, invoicing and other financial and business support to CAMPO. Additionally, the Raleigh DOT provides extra staff as the CAMPO workload and deadlines require.

In addition to providing staff and administrative services for CAMPO, the City of Raleigh also provides the full required local match for federal planning and other transportation funds. In general, the local match is 20 percent of the total federal funds

provided. These funds, combined with the federal funds, are used to pay for the planning work tasks provided to all CAMPO member jurisdictions.

### **CAMPO Prospectus**

CAMPO maintains a reference document (the Prospectus) that contains relatively detailed descriptions of the primary CAMPO work tasks. The Prospectus outlines work tasks to be accomplished as part of the MPO process, the manner in which the work tasks are to be accomplished and the agency responsible for completing any given work task. The Prospectus also provides sufficient documentation of planning work tasks and the planning organization and procedures so that documentation is minimized developing the annual Unified Planning Work Program (UPWP).

### **Unified Planning Work Program (UPWP)**

The UPWP is an annual document that identifies CAMPO transportation planning activities and funding levels for the current fiscal year. Planning activities funded through the UPWP and conducted or managed by CAMPO staff are funded primarily by federal planning (PL) funds and Surface Transportation Program Direct Allocation (STP-DA) funds. Both of these federal funding sources require a 20 percent local match, provided in the case of CAMPO by the City of Raleigh, a responsibility it has accepted in its role as the LPA. Other transportation planning activities being conducted in the Raleigh area and the funding sources for those activities are also reflected in the UPWP for informational purposes.

PL funds are provided by the federal government to state departments of transportation for distribution to MPOs to fund metropolitan transportation planning activities. In North Carolina, federal PL funds are allocated to all MPOs based on the statewide PL funding formula. The PL formula, devised by NCDOT, allocates 50% of available PL funds evenly to each of North Carolina's 17 MPOs. The remaining 50% of available PL funds is allocated to MPOs based on the urbanized area population served by the individual MPO. Currently, the statewide PL funding formula does not include a hold-harmless clause that would maintain MPO funding levels in the event that two or more MPOs consolidated.

CAMPO received slightly more than \$263,000 in PL funds during fiscal year 2002-2003. CAMPO was also able to program additional PL funds that were "left over" (unobligated) from previous years. In total, CAMPO programmed slightly less than \$400,000 in PL funds for fiscal year 2002-2003. Additionally, the City of Raleigh provided slightly less than \$100,000 as the required 20 percent local match.

Federal STP-DA funds, provided to urban areas with populations exceeding 200,000, can be used for a variety of transportation activities including planning, design, right-of-way acquisition and construction. Federal STP funds, including STP-DA funds, are critical to the completion of new transportation infrastructure. However, STP-DA funds represent a very small percent of the total STP funding used in the Raleigh area to complete transportation infrastructure projects. CAMPO has found that PL funds alone are insufficient to cover the full costs associated with conducting the activities identified in the annual UPWP – planning activities that have become increasingly more complex and important to the transportation system development process. Therefore, the CAMPO TAC and TCC decided to utilize STP-DA funds to supplement UPWP funding for fiscal year 2002-2003. CAMPO approved the use of \$125,000 in STP-DA funding for the UPWP in fiscal year 2002-2003. The City of Raleigh provided slightly over \$31,000 as the local match.

Combined, the CAMPO UPWP reflects PL and STP-DA funding in the amount of \$656,086 for CAMPO related planning activities, approximately \$1.06 per capita. Of that, \$273,586 (42%) in the UPWP funds CAMPO staff activities and expenses while \$382,500 (58%) is used to fund work tasks completed by outside agencies (TJCOG, Capital Area Transit, TTA, etc.) and consulting firms. This figure does not reflect the expenses incurred by the City of Raleigh to provide administrative support or to assign other Raleigh DOT staff to CAMPO projects or the expenses of other jurisdiction staff as they participate in the CAMPO process.

The transportation planning activities that the CAMPO staff performs annually fall into one of four broad categories including regional services, annual elements, special projects and operations. Activities funded in the FY 2002/03 UPWP under these categories are as follows:

***Regional Services (activities providing regional benefit)***

- Participating in an update of the Triangle Regional Model (TRM) in cooperation with NCDOT, DCHC and TTA.
- Collecting base year demographic data and re-forecasting new growth.
- Collecting regional travel time, vehicle occupancy and classification data.
- Participation in completing a County-wide Bicycle Suitability Map (an NCDOT led project).
- Creating a Vision Plan – a mapping document that will be used to identify high priority projects outside the 2025 time frame of the adopted, fiscally-constrained LRTP.

***Annual Elements (major annual activities)***

- Developing the UPWP (a federal requirement).
- Developing the MTIP in cooperation with the NCDOT for fiscal years 2004-2010 (a federal requirement).
- Completing transit reporting requirements for ridership and route performance (a federal requirement).

***Special Projects (non-recurring projects)***

- Trip Reduction Program - a project to be conducted by TTA applying travel demand management (TDM) principles to reduce vehicle trips on the roadway system.
- Air Quality Improvement Program - allocating federal congestion mitigation and air quality (CMAQ) funds for activities that will improve regional air quality.
- EasTrans Rail Feasibility Study – funding CAMPO staff participation in a rail feasibility study proposed by the Towns of Knightdale, Zebulon and Wendell.
- Travel Demand Modeling Program – funding CAMPO staff travel demand modeling services to member jurisdictions on a first-come, first-served basis.
- Bicycle and Pedestrian Improvements - funding the development of the bicycle/pedestrian element of the CAMPO LRTP and a bicycle suitability review of CAMPO streets.

***Operations (ongoing activities focused on CAMPO administrative functions)***

- CAMPO Organization Study a study determining the appropriate CAMPO organizational structure.
- Updating and maintaining the CAMPO website.
- Updating the pedestrian/greenway inventory.
- Preparing and disseminating the biannual CAMPO newsletter.

**Transportation Improvement Program (Metropolitan TIP or MTIP)**

The MTIP is the biennial document allocating state and federal funds toward multi-modal transportation projects in the CAMPO area. The CAMPO MTIP is developed in

coordination with the North Carolina Transportation improvement Program (NCTIP, also referred to as the State TIP or STIP) and includes only projects contained in the fiscally constrained CAMPO LRTP. The MTIP identifies multi-modal improvements recommended for advancement during a seven-year timeframe. Projects are identified by work stage and an estimated cost and funding source is provided for each project stage.

The MPO also develops a Priority Needs List every two years for submission to the NCDOT. The list communicates the MPO's priorities regarding the funding schedule for already programmed projects, the acceleration of long term projects into the program, and the addition of new projects to the STIP. The NCDOT consults the Priority Needs List to reach programming decisions, and is a key component in the cooperative MTIP and STIP development processes.

While the NCDOT consults the CAMPO Priority Needs List as a means of receiving MPO input in the programming process, NCDOT maintains programming authority over most sources of state and federal transportation funds. The exception is for STP-DA funds where federal legislation specifically grants programming authority to the MPO. In the past, the NCDOT has programmed STP-DA funds on capacity projects in the CAMPO planning area based in part on the input CAMPO provides in its Priority Needs List. More recently the MPO has asserted its right to program STP-DA funds and has used its authority to allocate STP-DA funds to pay for transportation planning activities identified in the CAMPO UPWP. CAMPO has expressed its desire to continue this programming trend for the indefinite future.

### **Long-Range Transportation Plan (LRTP)**

The LRTP is a federally required document that identifies a fiscally constrained list of transportation projects to be implemented using reasonably anticipated revenues over a minimum of a 20-year time frame. The LRTP attempts to identify and address future regional transportation system needs based on socioeconomic (population and employment) growth and land development trends. A detailed and extensive public involvement process is implemented during the LRTP update process to ensure that the LRTP captures the desires and addresses the concerns of local residents and business. The LRTP must also be consistent with all locally adopted land use plans. The LRTP is the guiding document for all other work performed by the MPO and is the key to federal project funding. All capacity projects must appear in the LRTP to be eligible for federal funding through the MTIP and STIP programming processes.

The LRTP also plays a significant role in the maintenance of clean air in urbanized areas. The LRTP must be updated at least every three years in air quality maintenance areas such as CAMPO (see the Air Quality section for more detail), must conform to the requirements of the State Implementation Plan for Air Quality (SIP). The SIP is the document that identifies statewide clean air goals and establishes standards, objectives

and methods for achieving those clean air goals. In short, LRTP revisions and updates must be analyzed to ensure that planned transportation projects do not exacerbate air quality conditions in the urbanized areas around the state.

A large portion of the analysis conducted as part of an LRTP update involves the use of a travel demand forecasting model. The model used by CAMPO is called the Triangle Regional Model (TRM) and covers both the CAMPO and DCHC planning areas. The TRM is the joint responsibility of signatories of the TRM Protocol and include CAMPO, DCHC, TTA and the NCDOT. Work by staff of the participating agencies on the development and maintenance of the TRM is overseen by a management committee (the Model Executive Committee) consisting of one representative from each of the signatory members. The CAMPO Prospectus contains additional detail on the TRM Model Protocol and related issues.

While the model is maintained jointly and used by CAMPO, DCHC, TTA, the NCDOT and other end users for transportation planning purposes, the application of the model by each end user is not always consistent. The transportation network and overall socioeconomic data are the same for all end users of the TRM. However, important model input data, such as future land use forecasts, are typically developed by each MPO staff working independently of each other and, as such, may be based on different fundamental planning assumptions.

### **Air Quality Planning**

The federal Clean Air Act (CAA), as amended, and related federal transportation regulations guide the development, funding and approval of transportation projects by the United States Department of Transportation in areas declared to be clean air non-attainment or maintenance areas. The federal Environmental Protection Agency (EPA) establishes national standards for a variety of air pollutants against which a determination of air quality conformity is made. The EPA standard is currently based on a one-hour measurement of air conditions in a given area. The EPA is in the process of implementing a new eight-hour standard. The new standard, to be in place within the next year, is likely to be more difficult to attain.

The North Carolina Department of Environmental and Natural Resources (DENR) is the state agency most directly responsible for ensuring that transportation and other activities do not adversely impact air quality. One federally required mechanism for ensuring clean air is the development of a State Implementation Plan (SIP). DENR is responsible for developing the SIP - a document that identifies statewide clean air goals based on the EPA standards and establishes standards, objectives and methods for achieving those clean air goals. DENR monitors air quality conditions through the collection and analysis of air samples at monitoring stations located throughout the state.

DENR allocates air emissions budgets for specific air pollutants to individual air shed areas for analysis purposes. If an area exceeds their individual emissions budget for any given pollutant, then that area can be declared a non-attainment area for that particular pollutant. An area that is declared non-attainment must find mechanisms for reducing air pollutants. Once the area comes into compliance with air quality standards, it is then eligible to be redesignated as an air quality maintenance area. Non-attainment and maintenance areas are required to remain in compliance with clean air standards at the risk of losing federal support for their transportation programming and planning activities. Compliance is determined through an analysis of the transportation planning and programming process, including the submission of a conformity report based on the updated or revised LRTP and a review of the biennial MTIP and STIP.

CAMPO and DCHC reside within the same air shed used for determining conformity with clean air standards. The air shed covers all of Wake and Durham Counties as well as a portion of Granville County. Both CAMPO and DCHC were previously declared non-attainment for the one-hour ozone standard in 1990. In 1994, both MPOs were redesignated as maintenance areas for ozone. Therefore, both MPOs are required to ensure compliance with the SIP through the regular review of programming documents and the LRTP. However, DENR has traditionally allocated individual emissions budgets to CAMPO and DCHC. Therefore, the two MPOs have always submitted separate air quality conformity reports and their MTIPs are reviewed independently from each other. The two MPOs have not actively coordinated their individual air quality planning activities, but have begun to discuss plans to do so for the upcoming eight-hour ozone attainment demonstration.

Although the two MPOs currently undertake air quality activities independently, their individual air quality status is linked because they share the same air shed. If one of the MPOs is unable to remain compliant with air quality standards, the transportation program of the other will be adversely impacted. A case in point is this year's lapse of air quality compliance by DCHC. DCHC did not meet a February 2003 deadline for completing its LRTP update and was, therefore, unable to submit its air conformity determination report on time. This missed deadline put DCHC out of compliance. EPA and DENR notified CAMPO that unless DCHC was able to come into compliance by completing its LRTP and having its air quality conformity determination report approved before the beginning of the new federal fiscal year (October 1, 2003), CAMPO's approved program of transportation projects would be impacted. Only exempt status projects (those that do not contribute to air quality problems such as greenway and certain transit projects) would be permitted to continue in the project development process. DCHC appears to be on track to meet the new deadline and avoid adverse program impacts. However, this case exemplifies the symbiotic relationship between the two MPOs planning activities.

Current practice may be forced to change in the future. Recent changes in state statutes (section 136-200.4, North Carolina State Statutes) requires MPOs sharing one air shed to

submit joint air conformity reports if they are designated non-attainment (though it does not require joint LRTPs per guidance provided to state MPOs in a letter from the NCDOT dated February 2003) – a possibility under the new eight-hour standard. Further, DENR is awaiting guidance from the EPA with regard to the new eight-hour standards (expected in July 2003). It is possible that the new guidance will direct DENR to provide a single emission budget for the entire air shed covering CAMPO and DCHC and to require a single air conformity report for the air shed.

To support activities aimed at improving regional air quality, federal CMAQ funds have recently become available to CAMPO member agencies in the form of an ongoing application program. The most recent CAMPO UPWP funded a task to administer the application process funding projects applied for under this program. It is anticipated that one or more of projects focused on improving regional air quality will be funded in the 2004-2010 MTIP.

### **Transportation Interaction and Coordination**

There is substantial evidence of commuter and other transportation interaction among and between residents of CAMPO member jurisdictions and their neighbors. The most recent County-to-County Worker Flow files produced by the US Bureau of the Census and based on 2000 Census data show significant levels of commuter flow between the DCHC and CAMPO planning areas. There is also a substantial flow of commuter related traffic into Wake County originating in Johnston County, Franklin County and to a lesser extent other neighboring counties. The TTA currently provides limited regional bus services and a light rail system is planned that would connect areas of Wake and Durham Counties together, focused on the Research Triangle Park area. The Raleigh-Durham International Airport provides air connections for passenger and freight transport to the rest of the nation and the world. The entire region is growing closer together.

In addition to the growing evidence of transportation interaction, there are growing jurisdictional connections between CAMPO and DCHC. The 2000 census redefined the limits of the Raleigh and Durham urbanized areas based on population growth from the previous census. The result is that the Raleigh Urbanized Area now extends to some limited extent into Durham County while the Durham urbanized area now extends into Wake County. Additionally, the boundaries of both urbanized areas now extend to varying degrees across the boundaries of other neighboring counties.

Currently, CAMPO maintains limited official coordination activities with other agencies and its neighboring jurisdictions. Among these are:

- Participation in air quality activities through an Air Quality Conformity Memorandum of Agreement;

- A formalized cooperative transportation modeling arrangement through the Triangle Regional Model Protocol;
- Continued participation in the development of a regional transit system through participation in the TTA, including participation in a regional fixed-guideway transit study; and
- Oversight of the regional transportation planning process through an interlocal agreement between the CAMPO member jurisdictions, the NCDOT and the FHWA.
- Continued participation in the North Carolina Association of Metropolitan Planning Organizations (NCAMPO), an association of all the MPOs in North Carolina that meets once a year to discuss MPO issues of statewide significance.

CAMPO and CAMPO member jurisdictions also coordinate with other agencies and jurisdictions in other, less formal coordination activities. Among these are:

- Occasional joint meetings of the CAMPO and DCHC TACs and TCCs when issues necessitate a cooperative planning approach;
- Coordination activities among the Cities of Raleigh, Durham, Chapel Hill and the Town of Cary through the Regional Transportation Alliance – a government and business sponsored effort to attract increased state and federal funding for transportation infrastructure development; and
- While Johnston County currently participates as a member of a rural planning organization (RPO - established statewide by the NCDOT to coordinate transportation planning activities outside designated urbanized areas), Johnston County has requested that it be permitted to participate in the metropolitan transportation planning process as a member of CAMPO.

## **CAMPO ISSUES AND CONCERNS**

The CAMPO 2025 LRTP update identified the need to undertake this organizational study due to a variety of issues facing CAMPO including rapid growth, changing federal rules, and higher expectations for regional planning efforts. The LRTP explicitly stated that mechanisms to enhance regional cooperation with DCHC should be considered in this organizational study, including consolidation of the two MPOs. Other issues to be addressed included the best use of available funding, member participation and staff location and size.

The scope for this organizational study identified the need to determine the full range of concerns and issues CAMPO participants and stakeholders had with the existing CAMPO

organizational structure and practices. In March and April 2002, a number of CAMPO participants and stakeholders were contacted for this purpose including DCHC staff and TCC members; CAMPO TAC and TCC members; and FHWA, NCDOT, TTA and TJCOG staff. Their collective issues and concerns are summarized in this section. Issues and concerns are listed in no particular order and are not associated with any individual or organization. To the extent possible, each issue and concern is described independently. However it should be understood that many of these issues and concerns are related and not always possible to separate from each other. Therefore, the issues and concerns described in this section should be viewed and understood in their totality.

- **Air Quality** - This was among the primary concerns expressed by all parties. Significant concern was expressed that the new eight-hour standard would be difficult to meet and that the area would be designated non-attainment. Current state statutes require that unified plans for improving air quality be developed for non-attainment areas with multiple MPOs. This will require significant cooperation between CAMPO, DCHC and potentially other neighboring jurisdictions. Significant concerns were expressed that the planning approaches of the two MPOs are sufficiently dissimilar as to make significant coordination difficult. NCDOT guidance states that while unified air quality improvement planning is required, a joint LRTP is not. However, many individuals felt that it would be very difficult to develop a joint conformity report without a cooperative approach to long-range transportation planning. Several expressed the opinion that air quality requirements could be met most efficiently by a merged MPO structure, but recognized the difficulty that would be encountered in attempting to merge the two MPOs much less cooperate on air quality activities.

Several individuals also expressed more short-term concern over the ability of DCHC to complete long-range transportation planning and air conformity activities to avoid an interruption in the CAMPO MTIP. They expressed frustration and helplessness with the process and some animosity toward DCHC for creating the situation.

- **Committee Structure/Lead Planning Agency Relationship** – There were several issues and concerns raised that fall under this broad subject area. Concerns raised are listed below.

Concern was expressed that the City of Raleigh retains too much control over the process through its weighted vote on the TAC and administrative control over the CAMPO staff function. Concern was also expressed, though not as broadly, that philosophical differences between CAMPO members were exacerbated by the perceived lack of equitable distribution of committee authority.

There was concern that the LPA relationship was too closely tied to the political leadership of the City of Raleigh. Concern was expressed that political leadership changes at the City of Raleigh have in the past and could in the future have an undue influence on CAMPO and the relationships between the CAMPO membership.

A few individuals thought that there might be an equity imbalance in service delivery between member jurisdictions, with too much CAMPO staff time and budget being focused on the western side of the CAMPO planning area.

The current financing mechanism for the required local match (provided by the City of Raleigh) was raised as an issue. Many of those interviewed felt that an equitable mechanism for sharing the financial burden would increase a sense of ownership in the process and facilitate a more equitable distribution of membership benefits and responsibilities.

- **CAMPO Staff Size and Expertise** – Several individuals thought that CAMPO staff size and expertise might be too limited to achieve CAMPO membership goals and objectives. Most were quick to point out that this was not intended to be criticism of the current staff, but recognition that there was too much work for the existing staff to complete and that additional, specific staff expertise would be needed to provide desired services. There was some disagreement over whether it would be better to increase staff capacity or to increase the level of contract work.
- **Financial Issues, Large and Small** – Several individuals expressed concerns about financial issues related to both project development and planning activities. On the large scale, there seems to be significant concern that there is an inability for the two MPOs to bring enough funding into the area to pay for even a part of the identified gap between needed transportation improvements and reasonably anticipated revenue. This has led to efforts outside of the established MPO process to raise needed transportation funds including a \$130 million transportation bond referendum in the Town of Cary to improve transportation facilities including those operated by the state and the formation of the Regional Transportation Alliance.

On the smaller scale, it seems as though each MPO has only enough resources for basic administrative needs, but not enough to meet what seem to be increasing regional needs (air quality activities, corridor studies, etc.) and for which dedicated staff expertise would be required (modeling, air quality, GIS, transit, bicycle and pedestrian, etc.).

- **CAMPO Relationship with DCHC** - Concerns were raised under this broad heading focusing on both the potential consolidation of the two MPOs and increased coordination in planning activities and decision-making.. The primary cause for concern expressed by individuals interviewed was a sense that the philosophical approaches toward land use and transportation planning were not the same between the two MPOs and would be difficult to overcome in a combined MPO or a regionally coordinated planning process. This reflects itself most strongly in the perceived approaches toward the provision of transit and other non-highway modes. The general consensus seems to be that DCHC views itself as being more committed to multi-modalism (an opinion that which some CAMPO members take exception) and is more inclined to fund more extensive transit service, although both LRTPs and MTIPs include a reasonable diversity of

projects of various modes. This philosophical division seems to have revealed itself in the most recent update of the two MPO LRTPs. Although the plans developed in the most recent round may not be inconsistent, they are not particularly compatible owing to differences in how they treat future transit service, fiscal constraint assumptions and how they developed socioeconomic data inputs.

Other concerns related to consolidating the two MPOs were focused on such issues as voting equity, local authority, project prioritization and funding, staffing, LPA designation and planning funding. Several individuals were worried about their jurisdiction losing influence in the MPO decision-making process. Many felt that it would be very difficult to reach consensus on funding issues and project priorities. Significant concern was also expressed that few organizations in the area have the administrative capacity to effectively and efficiently house CAMPO. It is also unclear as to whether planning funds would be increased if the two MPOs consolidated or if there would simply be increased responsibility with fewer per capita resources.

All the concerns to consolidation notwithstanding, many expressed the opinion that it is an inefficient use of resources for separate staff to undertake the same activities in areas that are so closely linked. Some thought that it seems to be the trade-off member jurisdictions are willing to make in order to have an increased sense of local control – one that might be more perceived than real. There was a general sense that a larger MPO, formed through the merger of CAMPO and DCHC and perhaps with geographic expansion to include several surrounding counties likely to be declared non-attainment for air quality in the near future, would have increased influence with the state legislature and the NCDOT.

One alternative staffing proposal offered by a DCHC TAC member suggested that the MPOs remain separate, but be staffed by and housed at the TJCOG. A memo developed by DCHC staff outlined the DCHC and CAMPO reactions to the proposal. In general, there were perceived efficiency and effectiveness benefits, but responsiveness and accountability disbenefits. When discussing this proposal with CAMPO members, there was also concern that TJCOG staff would find it very difficult to serve two separate MPOs with varying philosophical approaches.

- **CAMPO Relationship with NCDOT** – The consensus of those interviewed is that the CAMPO relationship with NCDOT, while improved, is not one of equals. One person interviewed described the relationship as not appearing to be in the spirit of TEA-21 and another believed that NCDOT uses a heavy hand with CAMPO. Most believed that NCDOT dictates to CAMPO in the programming process. Some complained that NCDOT requires MTIP changes when the MTIP and STIP are not in alignment, but are very reluctant to make CAMPO initiated MTIP or STIP changes. It did not appear clear to those interviewed how CAMPO priorities are integrated into the NCDOT programming process and that CAMPO priorities seem to be overlooked without due explanation. They also complained that the STIP is sometimes delivered to CAMPO in a completed draft form before

CAMPO priorities are even submitted to the NCDOT. In short, the perception is that NCDOT dictates to CAMPO and that communication between the two agencies is not particularly good.

- **CAMPO Relationship with Neighboring Non-MPO Jurisdictions** - Johnston County, a neighboring rural/transitioning county to the Southeast of Wake County, has officially requested membership in CAMPO. Youngsville in Franklin County to the north is now part of the urbanized area according to the 2000 Census. When asked how CAMPO should respond to this situation, most felt that the appropriate response was to include these areas in the CAMPO process at some level. They did express concern whether this could result in additional planning activities that may not be supported by current funding and how the addition of additional jurisdictions could impact the existing CAMPO committee composition and voting structure.
- **Capacity to Develop A Regional Transit System Beyond the First Phase** – A few individuals expressed concern that the easy decisions related to regional transit provision have been made and that the hard decisions of what to do next remain. The corridor already selected was clearly the spine of any regional fixed-rail transit system. In the future, there could be significant disagreement on where to extend the system and on how to pay for it, since existing revenue streams are clearly insufficient to build out an entire system in any foreseeable time frame.

## **PEER ANALYSIS**

Organizational structures of other similarly situated MPOs were reviewed to provide insight into alternative MPO organizational structures. These alternative models were then evaluated for their applicability to CAMPO in light of the issues and concerns expressed by CAMPO stakeholders and observations in current practice.

Peer MPOs were selected based on a variety of criteria that make their individual MPO conditions similar to those being experienced by CAMPO either currently or in the future. Among the criteria used were population, the presence of a neighboring MPO, the number of urbanized areas covered within the MPO planning boundary, and the structure of the designated air shed. While each peer MPO does not reflect the current or future CAMPO condition exactly, they do each provide a functional alternative model to the CAMPO model for addressing one or more of the issues or concerns faced by CAMPO.

The peers selected fell within two broad categories. The first group operates under similar conditions to those currently experienced by CAMPO (fast growing, have a neighboring MPO, etc.). The second group reflects the potential future condition in the region if a consolidated MPO were formed in the Triangle region.

The peers were identified using a Geographic Information System (GIS) database supplied by the FHWA. The GIS database included geographic data on every MPO and urbanized area in the country. Using that database, a search was conducted for those MPOs operating under similar conditions as CAMPO or under conditions similar to those if a consolidated MPO were formed in the Triangle region.

The MPOs included in the peer group operating under similar conditions to those currently experienced by CAMPO include:

- Hillsborough County MPO in Tampa, Florida;
- Greensboro Urban Area MPO in Greensboro, North Carolina; and
- Pensacola MPO in Pensacola, Florida.

The MPOs included in the peer group that reflect the potential future condition if a consolidated MPO were formed include:

- METROPLAN ORLANDO in Orlando/Kissimmee, Florida;
- Hampton Roads Planning District Commission in Norfolk/Virginia Beach, Virginia; and
- Wasatch Front Regional Council in Salt Lake City/Ogden, Utah.

The organizational structure and current transportation planning practices of each peer was reviewed in light of the issues and concerns faced by CAMPO. A detailed description of the organizational structure of each MPO reviewed, as well as unique characteristics that provide insight for addressing issues and challenges faced by CAMPO, is included in appendices to this report.

A summary of organizational structures and practices of the peer MPOs is provided below. Characteristics and practices that were demonstrated by a majority of peer MPOs and that were different from those of CAMPO are summarized first. Characteristics and practices used by individual peer MPOs and that stand out as unique solutions to individual challenges faced by CAMPO are then summarized. A matrix of key characteristics is also included.

#### ***Characteristics and Practices Demonstrated by a Majority of Peer MPOs***

- Committee Structure

- The Governing Board structure ensures that no single jurisdiction dominates the MPO decision-making process through the following mechanisms:
  - Apportionment formula does not give any agency or jurisdiction a majority of votes,
  - One vote per Governing Board member,
  - Quorum is based on a simple majority,
  - Abstentions do not count as an affirmative vote, and
  - The state department of transportation has non-voting membership on the MPO Board.
- A diversity of opinion, encouraging more robust debate in the decision-making process, is encouraged through a Governing Board membership structure that:
  - Allocates multiple single-vote seats to individual member government jurisdictions based on population, and
  - Includes major modal providers and other stakeholders in either a voting or non-voting capacity.
- MPO staff are housed in and managed by a third party government agency.
- The Governing Boards have established a number of additional committees that provide numerous general benefits to the MPO.
  - Most Common Committees:
    - Citizens’ Advisory Committee
    - Bicycle/Pedestrian Committee
  - Benefits
    - Opportunity for input from stakeholders and interested citizens on a regular and formal basis, and
    - Allows for in-depth review and discussion of specific issues at a committee level with recommendations forwarded to the Governing Board.

➤ Intra-MPO relationships

- The Governing Board members remain cognizant of regional transportation needs.

➤ Inter-MPO relationships

- The Governing Board has established formal relationships with neighboring MPOs and/or non-MPO jurisdictions with the following benefits:

- A forum is available to discuss regional transportation topics on a regular basis, and
  - Lines of communication are maintained throughout a large geographic area.
- Administrative responsibility in required organizations rotates between MPOs resulting in diversity of issues and increased coordination.
- Staff
  - The MPO staff is a professional transportation planning staff dedicated primarily to activities of the MPO.
  - Broad diversity of staff expertise and staff size allows the MPO to complete a variety of tasks in-house and to provide knowledgeable project oversight for tasks performed through consultant contracts.
- Funding
  - The MPO maintains control over programming of federal urban allocation funds through a direct allocation from the state or through a strong project priority system.
- Air Quality
  - Non-attainment or maintenance areas: These MPOs either have formal regional air quality committees in place or share their emissions budgets and file joint air quality conformity reports.
  - Attainment areas: MPOs have pro-active clean air campaigns in place.

### ***Unique Solutions***

- Committee Structure
  - Governing Board officer terms are limited and rotate among membership (METROPLAN ORLANDO).
  - Governing Board officers (Chair and Vice-Chair) represent different member agencies (METROPLAN ORLANDO).
  - Unique committees
    - Municipal Advisory Committee - Strengthens ties and improves communication between the MPO Board and those jurisdictions not directly represented on the Board (METROPLAN ORLANDO).

- Livable Roadways - Reviews plans and makes recommendations on designing “livable” roadways – they make roads more appealing through work on the billboard ordinance, promoting underground utilities; increasing landscaping; creating gateways to communities, etc (Hillsborough County MPO).
- Inter-MPO relationships
  - There is a formal conflict–resolution procedure to address conflicts between the TIPs of adjacent MPOs (Hillsborough MPO).
  - MPOs cooperatively conduct regional projects that are developed within individual UPWPs with a division of workload providing parity rather than by monetary contributions by each MPO (Hillsborough MPO).
- Staff
  - One MPO staff serves all three MPOs in the region, regional transportation issues are readily apparent and are included early in the transportation planning process (Pensacola MPO).
- Funding
  - All jurisdictions within the MPO contribute monetarily to provide funding for transportation planning activities either as the PL match (Wasatch MPO) or supplementing federal planning resources (METROPLAN ORLANDO).
- Air Quality
  - Has a pro-active air quality campaign as a partner in the federal program called, “It All adds Up to Cleaner Air” (METROPLAN ORLANDO) or has completed a grant-funded public education campaign for cleaner air (Pensacola).

*Matrix of Key Peer MPO Characteristics*

		<b>CAMPO</b>	<b>Hillsborough County MPO</b>	<b>Greensboro MPO</b>	<b>Pensacola MPO</b>	<b>METROPLAN ORLANDO</b>	<b>Hampton Roads MPO</b>	<b>Wasatch Front MPO</b>
<b>Administrative Structure</b>	Number of urbanized areas	1	< 1	1	1	2	1	2
	MPO population	620,000	998,948	316,109	323,783	1,434,033	1,515,241	1,305,383
<b>MPO Board</b>	All Governments on Board	Yes	No	No	No	No	Yes	No
	Voting Members	14	13	6	17	19	17	19
	Major Modal Providers on Board	No	Yes	No	No	Yes	Yes	No
	Multiple Votes per Member	Yes	No	No	No	No	No	No
	Quorum	7 = 2/3 of weighted vote	Simple Majority	Simple Majority	Simple Majority	Simple Majority	Simple Majority	Simple Majority
	Officer Term Limits	No	No	No	No	Yes	No	No
<b>Technical Committee</b>	All Governments on Board	Yes	Yes	No	No	Yes	Yes	Yes
	Major Modal Providers on Board	Yes	Yes	Yes	Yes	Yes	Yes	Yes
	Officer Term Limits	No	No	No	No	No	Yes	No
<b>Staff</b>	Housed at:	Local	Region	Local	Region	Freestanding	Region	Region
	MPO Staff	4	10	4	15	17	12	27
	Staff Per Capita	1:155,000	1:99,900	1:137,000	1:40,600	1: 84,400	1:126,000	1:54,000
	% In-House Work	42%	90%	N/A	N/A	67%	100%	90%

**Matrix of Key Peer MPO Characteristics**

		<b>CAMPO</b>	<b>Hillsborough County MPO</b>	<b>Greensboro MPO</b>	<b>Pensacola MPO</b>	<b>METROPLAN ORLANDO</b>	<b>Hampton Roads MPO</b>	<b>Wasatch Front MPO</b>
<b>Funding</b>	PL Matching Funds Provided By:	Raleigh	State DOT	Greensboro	State DOT	State DOT	State DOT & MPO Members	MPO members
	UPWP funding-all sources	\$656,086	\$2,636,000	\$794,758	\$1,021,239	\$4,191,910	\$2,200,000	\$3,500,000
	UPWP per capita funding	\$1.06	\$2.69	\$2.51	\$3.15	\$3.62	\$1.45	\$2.68
	STP-DA Programming	Priority Process	Strong Priority Process	Priority Process	Strong Priority Process	Strong Priority Process	Direct	Direct
<b>Air Quality Planning</b>	Attainment Status	Maintenance	Maintenance	Maintenance	Attainment	Attainment	Maintenance	Maintenance
	Shared Air Shed	Yes	Yes	Yes	No	No	No	No
	Shared Emissions Budget	No	No	Yes	N/A	N/A	N/A	N/A
	Joint Conformity Report	No	No	Yes	N/A	N/A	N/A	N/A
	Coordinated Activities	No	Yes	Yes	N/A	N/A	N/A	N/A
<b>Coordination</b>	Neighboring MPOs	Informal	Formal	Formal	Informal	Formal	None	Formal
	Neighboring Non-MPO Jurisdictions	Informal	None	Formal	None	Formal	None	None

## **ORGANIZATIONAL OPTIONS FOR ADDRESSING CAMPO ISSUES AND CONCERNS**

Based on the organizational structure and practices assessment and the national MPO peer review, it is clear that the current CAMPO organizational structure requires some level of modification to address the future needs of the CAMPO membership. As illustrated by the results of the peer review, there are multiple mechanisms available to address the organizational challenges currently being faced by CAMPO.

Regardless of the organizational options presented in this report, any future CAMPO structure must be the product of internal debate and negotiation among the CAMPO membership and stakeholders. Change for the sake of change is not sufficient cause to make organizational modifications. Therefore, broad policy actions for addressing issues and concerns are suggested in this section along with three optional organizational structures for implementing those broad policy actions. These broad policy actions and optional organizational structures provide insight and guidance for specific actionable decisions that only the CAMPO members and stakeholders can, collectively, make for themselves.

### **Policy Actions**

#### ***Air Quality***

Clearly, current and future air quality issues are among the primary drivers for reviewing the current CAMPO organizational structure. Although definitive guidance from EPA and DENR is expected shortly, it is almost certain that that CAMPO and DCHC will be required to more closely coordinate air quality planning activities. In anticipation of this situation, CAMPO and DCHC have already begun to discuss plans to coordinate air quality planning activities for the upcoming eight-hour ozone attainment demonstration. In addition, coordination activities will need to include neighboring non-MPO jurisdictions that are likely to be included in regional air quality monitoring activities.

Several of the MPO peers provide models for mechanisms to jointly address air quality issues with their neighbors. In Pensacola, the MPO joined with several public and private sector partners to implement air quality planning activities. In the Tampa Bay area, the MPO has joined other MPOs and government agencies in a coalition to address air quality issues. Further, the Hillsborough County MPO coordinates regional transportation planning activities with neighboring MPOs – an action that leads to improved system coordination and air quality benefits. In Greensboro, the MPO shares an emissions budget with neighboring MPOs and submits a joint air quality conformity report and conducts coordinated air quality planning activities.

Suggested Action: Coordinate air quality planning activities with DCHC and neighboring non-MPO jurisdictions and implement a public education campaign for cleaner air.

### ***Intra-MPO Relationship and Committee Structures***

It is clear from the review of current CAMPO practices and the issues and concerns of the CAMPO membership and stakeholders that the current organizational structure has not fostered a decision-making process that is collectively perceived as inclusive, fair and diverse. The process appears to some to be overly based on the personal relationships of the mayor of the City of Raleigh and the other members of the TAC and that a change in the that relationship could upset the delicate balance that currently prevails. While the current CAMPO structure (weighted voting structure, quorum determination mechanism, etc.) was carefully crafted to balance decision-making authority between the large and small jurisdictions, that structure may have outgrown its purpose. Additionally, the City of Raleigh bears the full financial burden of the CAMPO process and does not receive the full financial benefit. This situation fosters the potential for misunderstandings among the CAMPO membership and disincentives for full participation in the process.

While none of the MPO peers uses a weighted voting structure similar to the CAMPO structure, several use a structure that allocates multiple single-vote seats to individual member government jurisdictions based, in part, on population. This practice provides a greater voice in the decision-making process to the larger jurisdictions while allowing a diversity of opinion and more robust debate in the decision-making process. It is not uncommon, for example, for members of a delegation from a single jurisdiction to disagree on a specific issue and to side with members from neighboring jurisdictions.

Suggested Action: Modify committee structures to ensure a transportation decision-making process that:

- Encourages full participation by all MPO members,
- Encourages a diversity of opinion and robust debate,
- Is balanced and fair to all members,
- Provides benefits to all local government agencies,
- Discourages undue influence by a minority of member jurisdictions, and
- Requires all members to have a financial stake in the MPO.

### ***Lead Planning Agency Relationship, CAMPO Staff Size and Expertise***

The CAMPO staff function began as a part-time role for a City of Raleigh DOT staff member as a matter of convenience and because the urbanized area at the time was concentrated almost exclusively in the City of Raleigh. As the urbanized area and the MPO membership grew, the CAMPO staff function expanded, but never left the City of Raleigh organizational structure. Although, not directly part of the City of Raleigh DOT, the MPO staff are still housed in City of Raleigh offices and paid by the City of Raleigh. The City of Raleigh exercises authority over personnel functions such as hiring, firing and compensation. While this arrangement has provided benefits over the years to the MPO membership (particularly when the City of Raleigh has provided additional non-MPO staff to complete MPO tasks), some question whether this relationship provides undue benefit to the City and whether a new staffing and LPA scenario should be considered.

Only one of the MPO peers (the Greensboro MPO) has a similar staffing structure to that of CAMPO. Four maintain a staffing arrangement with an independent regional planning agency (similar to the TJCOG) while the remaining MPO (METROPLAN ORLANDO) is a freestanding agency unto itself. These arrangements have established a level of professional distance between the MPO staff and the MPO member jurisdictions, avoiding any perception of influence or bias in the work of the MPO staff.

There is also some concern that the CAMPO staff lacks adequate size and expertise to continue to meet the current or future needs of the CAMPO membership. Currently, there are four CAMPO staff positions (1 for every 155,000 residents of the CAMPO planning area), all intended for general purpose MPO work. Additionally, dedicated CAMPO staff performs less than half of the tasks identified in the CAMPO UPWP.

Of the MPO peers looked at in this study, only one has a smaller staff (the Greensboro MPO has an estimated 2.3 full time MPO staff members). The rest range between 10 and 27 staff members, yielding an average of almost 14 staff members for the six MPO peers. This translates into an average of one staff members per 87,000 residents in the MPO planning area. This broad diversity of staff expertise allows these MPOs to complete a variety of tasks in-house and to provide knowledgeable project oversight for tasks performed through consultant contracts.

Suggested Action: Enhance staff capacity and objectivity by:

- Increasing staff size and expertise,
- Distancing the CAMPO staff from the administrative control of the City of Raleigh or other local jurisdictions, and

- Requiring all CAMPO members to participate financially in the CAMPO transportation planning process.

### ***Financial Issues***

CAMPO members and stakeholders have expressed concerns that CAMPO has inadequate financial resources to meet future CAMPO needs, particularly in the area of staffing. Additionally, there is concern over CAMPOs ability to deliver adequate funds to meet the future transportation project needs of the region.

Based on the information gathered from the MPO peers, it appears that CAMPO retains fewer planning funds for in-house use. Also, CAMPO receives fewer planning funds to operate with than the majority of the MPO peers looked at in this study. On average the MPO peers have total planning funds programmed in their UPWP amounting to \$2,391,000 an average of approximately \$2.68 per capita.

MPO peers also seemed to feel as though they had more control in the project programming process than CAMPO. The MPOs in Salt Lake City and Southeastern Virginia exercise full programming authority over STP urban allocation funds. The Salt Lake City MPO also participated in the programming of other federal project funds through the submittal of a prioritized list of projects. In Florida, the three MPOs reviewed maintain significant control of STP urban allocation funds through an annual programming process that requires the Florida Department of Transportation (FDOT) to program MPO priority projects to the maximum extent feasible. Additionally, the Florida MPOs submit priorities to the FDOT that are given substantial consideration during the annual programming process. Even in Greensboro, the MPO is satisfied, albeit to a lesser degree, that the NCDOT gives significant consideration to their list of priority projects.

Suggested Action: Enhance planning and project funding capacity by:

- Retaining more funds from existing resources for in-house use,
- Negotiating with the NCDOT for a more equitable share of federal planning funds through a revision of the statewide PL funding formula (this will require a coordinated effort with other North Carolina MPOs),
- Creating a per capita dues structure that generates adequate funds to pay for the required local match to the federal planning funds and provides a supplemental source of revenue to adequately support the CAMPO transportation planning process,
- Negotiating increased CAMPO control over the programming of STP urban allocation funds with the NCDOT (this may require a coordinated effort with other North Carolina MPOs), and

- Negotiating increased CAMPO influence over the programming of other federal project funds with the NCDOT (this may require a coordinated effort with other North Carolina MPOs).

### ***CAMPO Relationship with DCHC and Non-MPO Jurisdictions***

Significant concern has been expressed over the relationship between CAMPO, DCHC and neighboring non-MPO jurisdictions. On the one hand, there is a recognition that regional coordination needs to be improved to achieve cleaner air and an efficient and safe regional transportation system. On the other hand, there is considerable anxiety over the equitable distribution of resources and authority in a coordinated regional transportation planning process. It is also recognized that the current structure has inherent inefficiencies of scale and is wasteful through a duplication of resources.

MPO peers have addressed regional coordination through a number of mechanisms. In Salt Lake City, Orlando and Southeastern Virginia, MPOs cover multiple counties and urbanized areas. In the Tampa Bay area and the Triad Region, MPOs have formed formal relationships to coordinate regional transportation and air quality planning activities. This is also true in Salt Lake City and Orlando where these multi-county MPOs have formed formal alliances with neighboring MPOs and non-MPO jurisdictions. In the Florida Panhandle, the three MPOs have informally coordinated transportation planning activities through a shared MPO staffing process and are entering into negotiations to formalize their relationship and activities.

Suggested Action: Formally coordinate regional transportation planning activities with DCHC and neighboring non-MPO jurisdictions by:

- Entering into intergovernmental agreements that establish a formal mechanism and structure for a coordinated regional transportation planning process. The agreements should include, but not be limited to, the following:
  - A name for the organization,
  - A list of members,
  - A governing board structure,
  - A staffing structure,
  - A meeting schedule and administrative arrangements for holding, staffing and funding meetings including bylaws, a mission statement, agenda structure, etc.,
  - Member responsibilities and requirements, and

- Requirements for coordinating air quality and transportation planning activities (both long- and short-range), including the travel demand model.
- Negotiating a revision of the statewide PL funding formula with the NCDOT that holds harmless federal planning fund distribution to consolidated MPOs in the event that a consolidated MPO is formed by the jurisdictions in the region (this will require a coordinated effort with other North Carolina MPOs, perhaps through NCAMPO).

### ***Relationship with NCDOT***

In general, the relationship between CAMPO and the NCDOT is a product of the statewide relationship between the NCDOT and all of North Carolina's MPOs as those relationships are primarily guided by state statute and by statewide policy established by the NCDOT. That being said, the CAMPO relationship with the NCDOT has been categorized as not being in the, "spirit of TEA-21." The NCDOT, in general, retains the lion's share of authority in the relationship between itself and CAMPO. NCDOT continues to retain programming authority over STP urban allocation funds and does not seem to give significant consideration to MPO priorities in programming other federal project development funds. The PL funding formula was established without significant MPO input and does not necessarily reflect the planning needs of the larger urbanized areas of the state. Also, the PL funding formula does not address possible financial disincentives to MPO consolidation. MPOs are not significantly involved in the decision-making process for the CMAQ program and the distribution of CMAQ funds has not in the past been transparent.

Peer MPOs appear to have varying relationships with their respective DOTs. In Florida the DOT decision-making and control structure is decentralized and MPO relationships are established with the FDOT District offices, but the relationships are codified in state statute. By and large, the relationships in Florida seem to be perceived as being very cooperative. Additionally, policy decisions of statewide concern are negotiated through the Florida MPO Advisory Council (funded by an off the top allocation of PL funds), an organization comprised of the 25 MPOs in the state that meets on a quarterly basis and maintains a full-time staff presence in the state capital. The Greensboro MPO perceives its relationship with some NCDOT Departments as being more cooperative than with others. The Hampton Roads and Wasatch Front MPOs have relationships with their respective DOTs that are based on the authority of the agencies they are housed within and not directly as MPOs.

Suggested Action: Bring the CAMPO relationship with the NCDOT into the "spirit of TEA-21" by:

- Negotiating with the NCDOT for a more equitable share of federal planning funds through a revision of the statewide PL funding formula (this will require a coordinated effort with other North Carolina MPOs, perhaps through NCAMPO),
- Negotiating a revision of the statewide PL funding formula with the NCDOT that holds harmless federal planning fund distribution to consolidated MPOs in the event that a consolidated MPO is formed by the jurisdictions in the region (this will require a coordinated effort with other North Carolina MPOs, perhaps through NCAMPO),
- Negotiating increased CAMPO control over the programming of STP urban allocation funds with the NCDOT (this may require a coordinated effort with other North Carolina MPOs, perhaps through NCAMPO),
- Negotiating increased CAMPO influence over the programming of other federal project funds with the NCDOT (this may require a coordinated effort with other North Carolina MPOs, perhaps through NCAMPO), and
- Strengthening NCAMPO to leverage the collective voice of the state's MPOs. NCAMPO should coordinate statewide policy with the NCDOT and otherwise work to address the collective concerns of North Carolina's MPOs. NCAMPO should be formally established through state statute or intergovernmental agreement and create formal mechanisms for managing its affairs. Elected officials and MPO Staff Directors should be regular participants in NCAMPO meetings. NCAMPO should consider establishing a permanent organizational structure with staff and a budget.

### **Optional Organizational Structures**

The following optional organizational structures draw from the models presented by the peer MPOs. Each structure presents potential benefits and drawbacks, but each provides an organizational structure that largely implements the suggested policy actions. However, it is the responsibility of the CAMPO membership to determine which, if any, of these optional structures best suites their collective needs.

#### ***Option 1: Formal Regional Coordination and Modified CAMPO Organizational Structure***

This organizational option envisions numerous changes in the internal and external organizational structure of CAMPO, but maintains the independence of the CAMPO process from that of DCHC.

- **Formal Regional Coordination** - This option envisions a formal organization for coordinating transportation and air quality planning activities between CAMPO, DCHC and neighboring non-MPO jurisdictions such as Johnston and Franklin

Counties. The following are structural suggestions for a regional coordination organization:

- Member agencies enter into intergovernmental agreements with other member agencies that spell out all details of the new regional coordination organization;
  - Make regional transportation planning and air quality planning decisions at this organizational level;
  - Implement actions through the programs of the individual MPOs and jurisdictions within planning documents such as the UPWP, TIP, etc.;
  - Coordinate to the maximum extent feasible long and short-range planning activities, programs and plans , including travel demand modeling input data;
  - Establish a policy board to provide guidance;
  - Coordinate organizational activities at a staff level;
  - Establish the membership of the policy board through the intergovernmental agreement and provide for an equitable distribution of authority and responsibility; and
  - Ensure that no single jurisdiction has control over the decision-making process.
- **Modified MPO Structure** - This option also calls for a modification of the existing CAMPO structure that is based on an equitable redistribution of authority in the decision-making process and a more diverse representation on the Governing Board as well as the technical committee. Additionally, neighboring MPO and non-MPO jurisdictions and major modal providers would be given the opportunity to participate in the CAMPO process, ideally as members of the TAC and TCC. The following structural modifications are suggested:
- Establish a one-vote per member Governing Board structure that allocates membership based on population, but is limited to a manageable size (this may require limiting the number of seats for individual member agencies or establishing a cap on the number of agencies represented).
  - Invite the following to participate in the CAMPO process, ideally at both the Governing Board and technical committee levels:
    - A representative from DCHC;
    - Neighboring non-MPO jurisdictions (those that have been newly designated as part of the Raleigh Urbanized Area and those with whom there is significant inter-jurisdictional commuter traffic);

- Major modal providers in the region; and
  - Other stakeholders that provide insight into the transportation needs of the region (e.g. the School Board).
  - Establish Governing Board and technical committee officer guidelines including:
    - Selecting officers by a vote of the respective committee memberships;
    - Setting the length of officer terms;
    - Limiting the number of successive terms an officer may serve;
    - Requiring officers to come from different member agencies; and
    - Prohibiting representatives from the same member agency to succeed an outgoing officer.
  - Establish a quorum of the Governing Board and technical committee by the presence of a simple majority of the respective membership.
  - Follow Robert’s Rules of Order to conduct business at Governing Board and technical committee meetings which would not allow abstentions to count as an affirmative vote.
  - Require equitable monetary contributions from each member jurisdiction to cover federal funding match requirements and to provide supplemental funding for enhanced operations of the CAMPO process.
- **Staffing Function** - Another element this organizational option calls for includes changes to the CAMPO staffing function including distancing the staff functions from the City of Raleigh and expanding staff expertise and size to meet current and future CAMPO member needs and federal planning requirements through the following changes:
- Move the CAMPO staff administratively out from under the direct administrative control of the City of Raleigh. The staff could remain housed within the City of Raleigh offices and participate in the benefits of the City of Raleigh through a contractual arrangement;
  - Make the CAMPO Governing Board broadly responsible for the administrative oversight of the CAMPO staff (e.g. approve personnel guidelines and be directly responsible for the hiring of the MPO Staff Director);
  - Establish day-to-day administrative authority with the CAMPO Staff Director;
  - Increase staff expertise and size to enable the completion of more tasks in-house and enhance consultant project management; and

- Periodically re-examine this arrangement to ensure that it is functioning as desired.
- **Additional Committees** - Finally, this organizational structure calls for the establishment of additional advisory committees to enhance and broaden the diversity of opinions considered in the CAMPO decision-making process including:
  - A Citizens' Advisory Committee;
  - A Bicycle/Pedestrian Advisory Committee; and
  - Others as deemed appropriate.

#### Pros

- Enhanced regional transportation and air quality decision-making and increased coordination between individual plans and programs;
- Broader and more diverse debate in the decision-making process;
- Shared financial burden among MPO member agencies;
- Enhanced ability to negotiate effectively for increased funding and MPO-supportive policies with the state and federal governments due to increased leverage by virtue of size and number of local governments acting in unison;
- Increased staff effectiveness due to increased staff size and expertise; and
- Increased responsiveness to public transportation needs through formal, consistent public involvement process.

#### Cons

- Inefficiencies and duplication of effort in staffing and process by maintaining multiple MPOs in the region; and
- Potential dilution of member jurisdiction influence in the decision-making process through the introduction of new participants and a shifting of current authority.

***Option 2: Formal Regional Coordination, Modified CAMPO Organizational Structure, and Consolidated Regional MPO Staff Function***

This organizational option envisions all the changes proposed in the first organizational option, but combines the staffing function with that of DCHC while maintaining the policy independence of the CAMPO process.

- **Formal Regional Coordination** – Same as envisioned in Option 1.
- **Modified MPO Structure** – Same as envisioned in Option 1.
- **Staffing Function** – In this option, the staffing function is combined for DCHC and CAMPO and housed at and administered by a third party government organization. Ideally, the third party would be an existing organization with which CAMPO and DCHC member jurisdictions are already familiar and in whose processes they already participate. In the Triangle region, both the TJCOG and the TTA potentially meet that description. The staffing function would be established through intergovernmental agreement and funded using the same sources of funding as are currently used. Necessary changes include:
  - Move the CAMPO staff function, administratively and physically, to a third party government organization such as TJCOG or TTA;
  - Increase staff expertise and size to enable the completion of more tasks in-house and enhance consultant project management;
  - Broadly involve the CAMPO Governing Board in the administrative oversight of the shared MPO staff (e.g. jointly approve personnel guidelines and the hiring of the MPO Staff Director with DCHC and the third party government organization);
  - Establish day-to-day administrative authority with the MPO Staff Director and the third party government organization through an intergovernmental agreement; and
  - Periodically re-examine this arrangement to ensure that it is functioning as desired.
- **Additional Committees** – Same as envisioned in Option 1.

**Pros**

- Elimination of regional inefficiencies and duplication of effort in staffing and process;
- Use of same staff provides internal coordination between MPOs; and

- All Pros from Option 1.

#### Cons

- Potential dilution of member jurisdiction influence in the decision-making process through the introduction of new participants and a shifting of current authority; and
- Potential conflicts in policy direction for a single staff providing technical and administrative services to multiple MPOs.

### ***Option 3: Consolidated Regional MPO***

In this organizational option, the DCHC and CAMPO member jurisdictions would join with neighboring non-MPO jurisdictions to form a single MPO covering a multi-county planning area.

- **Formal Regional Coordination** – Regional coordination becomes an internal MPO function in this organizational option as the MPO boundaries include the entire region:
  - Some level of formal coordination, as deemed appropriate, may be considered with new neighboring MPOs and neighboring non-MPO jurisdictions that do not become members of the new MPO.
- **Modified MPO Structure** – A brand new organizational structure would need to be developed for the new regional MPO. The following structural elements are suggested:
  - Prepare and sign a new Memorandum of Understanding to be signed by all member jurisdictions and agencies.
  - Establish a one-vote per member Governing Board structure that allocates membership based on population, but is limited to a manageable size (this may require limiting the number of seats for individual member agencies or establishing a cap on the number of agencies represented).
  - Invite the following to participate in the regional MPO process, ideally at both the Governing Board and technical committee levels:
    - Neighboring non-MPO jurisdictions that are not part of the newly defined Raleigh and Durham Urbanized Areas;
    - Major modal providers in the region; and
    - Other stakeholders that provide insight into the transportation needs of the Triangle region (e.g. School Boards).

- Establish Governing Board and technical committee officer guidelines including:
  - Selecting officers by a vote of the respective committee memberships;
  - Setting the length of officer terms;
  - Limiting the number of successive terms an officer may serve;
  - Requiring officers to come from different member agencies; and
  - Prohibiting representatives from the same member agency to succeed an outgoing officer.
- Establish a quorum of the Governing Board and technical committee by the presence of a simple majority of the respective membership.
- Follow Robert’s Rules of Order to conduct business at Governing Board and technical committee meetings which would not allow abstentions to count as an affirmative vote.
- Require equitable monetary contributions from each member jurisdiction to cover federal planning funding match requirements and to provide supplemental funding for enhanced operations of the regional MPO process.
- **Staffing Function** – This option calls for a single staffing function for the newly formed regional MPO. The staffing arrangement should be established through the intergovernmental agreement and funded using the same sources of funding as are currently used. Staffing function suggestions include the following:
  - Establish the regional MPO staff, administratively and physically, in a third party government agency such as TJCOG or TTA or as a freestanding organization (this may require specific state statutory language);
  - Ensure that staff expertise and size are adequate to enable the completion of a majority of tasks in-house and to provide knowledgeable consultant project management;
  - Make the regional MPO Governing Board broadly responsible for the administrative oversight of the MPO staff (e.g. approve personnel guidelines and be directly responsible for the hiring of the MPO Staff Director) if the MPO is freestanding or broadly involve the regional MPO Governing Board in the administrative oversight of the MPO staff if the MPO is housed and administered by a third party government agency; and
  - Establish day-to-day administrative authority with the regional MPO Staff Director (and the third party government agency, if appropriate).

- **Additional Committees** - Finally, this organizational structure also calls for the establishment of additional advisory committees to enhance and broaden the diversity of opinions considered in the regional MPO decision-making process including:
  - A Municipal Advisory Committee,
  - A Citizens' Advisory Committee,
  - A Bicycle/Pedestrian Advisory Committee, and
  - Others as deemed appropriate.

#### Pros

- Elimination of regional inefficiencies and duplication of effort in staffing and process;
- Fully regional transportation and air quality decision-making process;
- Shared financial burden across multiple jurisdictions;
- Regional level decision-making process;
- Enhanced ability to negotiate effectively for increased funding and MPO-supportive policies with the state and federal governments due to increased leverage by virtue of size and number of local governments acting in unison;
- Enhanced ability to deliver a variety of specific member services;
- Increased staff expertise and size to enable the completion of more tasks in-house and enhance consultant project management; and
- Increased responsiveness to public transportation needs through formal, consistent public involvement process.

#### Cons

- Potential dilution of member jurisdiction influence in the decision-making process through the regionalization of the process; and
- Potential for the needs of the smaller jurisdictions to receive less attention due to the magnitude and scope of the process.

**APPENDIX A:  
HILLSBOROUGH COUNTY MPO**

**DRAFT**

## **Hillsborough County MPO**

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

- **Urbanized areas covered:** Less than 1 – The Hillsborough County MPO includes only the Hillsborough County boundary as the MPO boundary. Hillsborough County is within the Tampa-St. Petersburg Urbanized Area. Although the 2000 Census redesignated the area as one urbanized area (Tampa – St. Petersburg), the pre-existing MPO boundaries did not change.
  
- **Population based on 2000 Census:** 998,948  
  
Population combined with neighboring MPOs: 2,062,339 (Hillsborough and Pinellas MPO)
  
- **MPO committees:**
  - MPO Board (MPO)
  - Technical Advisory Committee (TAC)
  - Citizens' Advisory Committee (CAC)
  - MPO Policy Committee
  - Livable Roadways Committee

### ***Governing Board: (Hillsborough County MPO Board)***

- **All local government jurisdictions have voting membership on the Governing (MPO) Board:** Yes
  - If not, how are local government jurisdictions represented at the MPO?
  
- **What is the composition of the Governing Board:**
  - Voting (13 - limited to 19 members by Florida Statute)
    - Hillsborough County (4)
    - City of Tampa (3)
    - City of Temple Terrace (1)
    - City of Plant City (1)
    - Tampa/Hillsborough Expressway Authority (1)
    - Hillsborough Area Regional Transit Authority (HARTline) (1)

- Hillsborough County Aviation Authority (1)
- Tampa Port Authority (1)
- Non-voting (2)
  - Florida Department of Transportation (FDOT) (1)
  - Hillsborough County City-County Planning Commission (1)
- **Major modal providers represented on the Governing Board:** Yes
  - Tampa/Hillsborough Expressway Authority (voting)
  - Hillsborough Area Regional Transit Authority (HARTline) (voting)
  - Hillsborough County Aviation Authority (voting)
  - Tampa Port Authority (voting)
  - Florida Department of Transportation (FDOT) (non-voting)
- **Other agencies or stakeholders represented on the Governing Board:** Yes
  - If yes, what agencies:
    - Hillsborough County City-County Planning Commission (non-voting)
- **Weighted voting structure:** No, however, there is a defacto weighted structure as each member has one vote with the number of voting members determined by population.
  - If yes, how is weight determined?: N/A
- **What constitutes a quorum?:** Simple majority
- **Officers are selected by Governing Board membership:** Yes, elected
  - Officers have set terms: Yes, one year
  - Are there term limits?: No
- **Frequency of Governing Board meetings:** Monthly
- **State statutory language guiding Governing Board composition:** Chapter 339, Florida Statutes - The voting membership of an MPO shall consist of not fewer than 5 or more than 19 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.

- **An abstention counts as an affirmative vote:** No - except where they are inconsistent with the Bylaws, meeting business is conducted using Robert's Rules of Order.

***Technical Committee: MPO Technical Advisory Committee (TAC)***

- **All local government jurisdictions are represented on the technical committee:** Yes
- **Major modal providers are represented on the technical committee:** Yes - same as Governing (MPO) Board
- **Other agencies or stakeholders represented on the technical committee include:**
  - Hillsborough County City-County Planning Commission
  - Florida Department of Transportation
  - Environmental Protection Commission (a local agency)
  - Tampa Bay Regional Planning Council
  - Florida Department of Environmental Protection
  - Hillsborough County School Board
  - Bay Area Commuter Services
- **Weighted voting structure:** No
- **What constitutes a quorum?:** Simple majority of the membership
- **Officers are selected by membership:** Yes, elected
  - Officers have set terms: Yes, one year
  - Are there term limits?: No
- **How frequently does the technical committee meet?:** Monthly

***Citizens' Advisory Committee***

- **Purpose:** Provides input to the MPO regarding transportation plans and programs from a citizen's perspective.

- **Composition:** Members are nominated as follows:
  - One (1) member by each Board of County Commissioner serving on the MPO;
  - One (1) member each by the Mayors of Tampa, Temple Terrace and Plant City;
  - One (1) member by each Tampa City Council member on the MPO Board;
  - One (1) member by each respective Chairman of the Hillsborough County Aviation Authority, Tampa-Hillsborough County Expressway Authority, the Tampa Port Authority and the Hillsborough Area Regional Transit Authority; and
  - One (1) member by the Chairman of the Transportation Disadvantaged Coordinating Board.
- **Meeting frequency:** Monthly

#### ***MPO Policy Committee***

- **Purpose:** Created in 1992, this is a subcommittee of the full MPO Governing Board charged with reviewing upcoming MPO Board actions in a less formal setting where issues can be discussed in greater detail.
- **Composition:** A designated subcommittee, but all MPO Governing Board members are invited to attend.
- **Meeting frequency:** Monthly

#### ***Bicycle and Pedestrian Advisory Committee (BPAC)***

- **Purpose:** To make recommendations to the MPO Board regarding bicycle and pedestrian-related issues. The responsible staff member conveys information from this meeting to the MPO Board.
- **Composition:** Twenty (20) members including:
  - Nine (9) at-large members who are citizens appointed by the Governing (MPO) Board and eleven (11) members who are representatives of local agencies, cities and the county.
- **Meeting frequency:** Monthly

### ***Livable Roadways Committee***

- **Purpose:** Reviews plans and makes recommendations on designing “livable” roadways – they make roads more appealing through work on the billboard ordinance, promoting underground utilities; increasing landscaping; creating gateways to communities, etc. A Tampa City Council person (and MPO Board member) is the chairperson and thus conveys information from the committee to the MPO Board.
- **Composition:** This committee is loosely organized with no official bylaws or minutes. In attendance are about 10 interested people including Hillsborough County City-County Planning Commission staff, Tampa City Parks Dept., HARTline, Tampa City Planning Dept., and the Florida DOT. This committee often meets on location at the project site.
- **Meeting frequency:** Monthly

### ***Staffing and Lead Planning Agency:***

- **Agency housing MPO:** Hillsborough County City-County Planning Commission  
The Hillsborough County City-County Planning Commission is a consolidated government agency serving Plant City, Tampa, Temple Terrace and unincorporated Hillsborough County.
- **MPO staff are paid by:** Hillsborough County City-County Planning Commission
- **MPO staff size:** 10
  - MPO staff per capita: 1 per 99,900
- **MPO staff expertise:** (most with graduate degrees in engineering or planning)
  - Transportation Engineering
  - Transportation Modeling
  - Transportation Planning
  - Geographic Information Systems (GIS)
  - Transit
  - Bicycle/Pedestrian

- Public Involvement
- Air Quality
- Teams:
  - Transportation Modeling & Special Projects Team: This team forecasts future travel and maintains a database of travel and roadway characteristics, prepares the TIP and assists in the development of the LRTP. They prepare the Comprehensive Plan Transportation Elements for Hillsborough County, the City of Tampa, the City of Plant City, and the City of Temple Terrace.
  - Transportation Planning & Programs Team: This team’s focus includes transit, bicycle, pedestrian, livable roads, and the transportation disadvantaged within local Comprehensive Plans as well as short range planning programs for specific corridors. They are responsible for the portions of the LRTP within their area of expertise.
- **Is the MPO staff dedicated to only MPO functions?:** No
  - If no, what other functions are performed by the staff? This staff also performs transportation planning functions for Plant City, Tampa, Temple Terrace and unincorporated Hillsborough County.
- **Are all MPO functions performed by dedicated MPO staff?:** No
  - If no, are MPO functions completed by other staff: No
  - If no, are MPO functions completed by consultant: Yes
    - Portions of the LRTP
    - Bicycle/pedestrian needs assessment
    - Some corridor management projects
- **Percent of UPWP funded work completed by dedicated MPO staff:** 90%

***Funding:***

- **MPO funding sources:** Federal planning (PL) funds (including \$50,000 for air quality planning), federal transit planning (Section 5303) funds with both state and local match. The transit match is provided by Hillsborough County. In addition, Hillsborough County receives some transportation-disadvantaged funds.
- **Total UPWP funding from all sources:** \$2,636,000
- **Per capita UPWPW funding:** \$2.69

- **State distribution mechanism for federal planning funds (PL) funds:** The State of Florida allocates federal planning funds as follows:
  - \$200,000 to the MPO Advisory Council,
  - \$300,000 divided among MPOs in air quality maintenance areas,
  - \$275,000 base to each MPO, and
  - The remainder is allocated by population.
- **Who provides the match for PL funds?:** The Florida Department of Transportation (FDOT). Due to the fact that the state provides funding for transportation improvements through its toll system, the state is granted “credits” that are used as a soft match for all local governments.
- **How would current PL funds distribution be changed were the MPO to consolidate with a neighboring MPO?:** The state PL funding formula holds harmless the base distribution to consolidated MPOs, so the base allocation and the population distribution reflects the combined population of the two or more formerly separate MPOs.
- **CMAQ funds recipient:** Yes
- **CMAQ fund distribution mechanism in the state:** The federal government allocates and the state programs \$5-6 million to air quality projects among MPOs in air quality maintenance areas in the State. Funding is allocated to projects prioritized by the MPO and deemed to improve air quality such as congestion management or bicycle/pedestrian projects.
- **Programming control over federal urban allocation funds:** Yes - project priorities established by the Governing (MPO) Board are followed to the maximum extent feasible by the FDOT during the annual programming process.
- **MPO federal urban allocation funds used for MPO functions:** No
- **Role in programming non-urban allocation funds:** Submits project priority list

***Air Quality Planning:***

- **Ozone maintenance or non-attainment:** Maintenance since 1996
- **Air shed covers more than one MPO or a non-MPO jurisdiction:** Yes, also the Pinellas County MPO
  - Multiple emissions budgets or a shared budget: Multiple (2)

- Joint or separate air quality conformity report: Separate
- Coordinated air quality planning activities: Yes; The Hillsborough County MPO is a member of the West Central Florida Air Quality Coordinating Committee (WCFAQCC), an organization of agencies dedicated to improving air quality in the region.
- MPO programming process has been impacted by air quality conformity issues in a neighboring MPO or non-MPO jurisdiction: No, however, if the neighboring MPO (Pinellas) exceeds its budget, both MPOs would be considered in violation.

***Intra-MPO Relationship:***

- **Characterize MPO member jurisdictions relations:** Board members treat one another in a collegial manner, often acting unanimously, keeping an eye on the “big picture.”
- **How are long-range plan and programming funding decisions reached?:** Projects are established through a priority process; project priorities are generally not adjusted over time; new ones are added in the new fifth year of the Transportation Improvement Program.
- **A minority of member jurisdictions dominate the MPO process:** No

***Inter-MPO Relationship:***

- **Relationship with their neighboring MPO(s):** Yes
  - Hernando County MPO
  - Pinellas MPO
  - Pasco County MPO
  - Polk TPO
  - Sarasota/Manatee MPO
- **Member jurisdiction boundaries cross MPO boundaries:** No, however, the 2000 Census redesignated Pinellas, Pasco and Hillsborough Counties as one urbanized area.
- **Commuter patterns reflect significant cross-MPO and jurisdictional commuter traffic:** Yes – significant throughout the area

➤ **Formal relationship between contiguous MPOs: Yes**

- West Central Florida MPO Chairs' Coordinating Committee (CCC) – originally formed in 1993 among 4 MPOs, this committee has expanded to include the following members:
  - Hernando County MPO,
  - Hillsborough County MPO,
  - Pasco County MPO,
  - Pinellas County MPO,
  - Polk County TPO,
  - Sarasota-Manatee County MPO,
  - Florida Department of Transportation – District One,
  - Florida Department of Transportation – District Seven,
  - Tampa Bay Regional Planning Council,
  - Withlacoochee Regional Planning Council, and
  - Southwest Florida Regional Planning Council.
- CCC tasks:
  - Coordinate transportation projects that are deemed to be regionally significant by the committee;
  - Review the impact of regionally significant land use decisions on the region;
  - Review all proposed regionally significant transportation projects in the respective TIPs which affect more than one of the MPOs represented on the committee; and
  - Institute a conflict resolution process to address any conflict that may arise in the planning and programming of such regionally significant projects.
- The Technical Review Team (TRT), made up of representatives from the MPOs', transit agencies and the FDOT, are responsible for the day-to-day coordination activities including:
  - Regional transportation analysis using a regional model - , the Tampa Bay Regional Planning Model (TBRPM),
  - Urban Land Use Allocation Model – forecast regional land use for the TBRPM,
  - Long Range Regional Plan containing Regional Transportation Strategies for inclusion in each MPOs LRTP, and

- Tampa Bay Regional Goods Movement Study addressing freight mobility.
- **MPOs co-sponsor projects or other work products:** Yes, regional projects are developed within individual UPWPs with a division of workload providing parity rather than by monetary contributions by each MPO. Regional projects underway include:
  - Regional long-range transportation plan,
  - Regional public involvement process,
  - Regional project prioritization process, and
  - Regional air quality planning activities.
- **MPOs cooperate securing funding for regional transportation projects:** No, however, the regional projects described above are steps toward this objective.
- **MPOs share a transportation model:** Yes, for regional transportation facilities, the Tampa Bay Regional Planning Model (TBRPM) including Pinellas, Pasco, Hernando, Citrus and Hillsborough counties is used. Is undergoing update to include the Polk TPO and the Sarasota-Manatee MPO.
  - Who is responsible for model maintenance? FDOT
  - Are the socioeconomic assumptions the same for all MPOs? Yes, land use and socio-economic data inputs from the adopted comprehensive plans of the local jurisdictions were used.

***Relationship with Neighboring Non-MPO Jurisdictions:***

- **Relationship with their neighboring non-MPO jurisdictions:** N/A
- **Significant cross-jurisdictional commuter traffic:** N/A
- **Neighboring non-MPO jurisdictions wish to join the MPO:** N/A
- **Formal relationship exists between the MPO and the non-MPO neighbor:** N/A
- **A cooperative, but informal relationship exists between the MPO and the non-MPO neighbor?:** N/A
- **The urbanized boundary crosses into a non-MPO neighbor following 2000 Census:** N/A

***Relationship with Other Transportation Agencies (including the State DOT):***

- **Cooperative relationship with State Department of Transportation (DOT):**  
Yes
- **Major transportation providers have a role in the MPO process:** Yes
- **Relationship with local transit provider:** Cooperative
- **Multiple transit providers within MPO area:** No
- **Coordinated regional transit service:** No, however, the Hillsborough Regional Transit Authority (HARTline) does have some routes that extend into Pinellas County and vice-versa. These routes are coordinated at a staff level with no coordination at a board level.
- **Regional transit service crosses MPO boundaries or boundaries with a non-MPO jurisdiction:** No
  - Coordinated transit planning activities: N/A

***Unique Characteristics/Applicable Lessons:***

- **Committee Structure/Intra-MPO relationship**
  - A diversity of opinion, encouraging more robust debate in the decision-making process, is encouraged through a Governing Board membership structure that allocates multiple single-vote seats to individual member government jurisdictions based on population.
  - The MPO Board structure ensures that the larger jurisdictions cannot dominate the MPO decision-making process through the following mechanisms:
    - One vote per MPO Board Member,
    - The jurisdiction with the most votes (Hillsborough County) has only 4 votes of 13 voting member,
    - Quorum is based on a simple majority, and
    - Abstentions do not count as an affirmative vote.
  - The MPO Board includes major modal providers and other stakeholders on the Board in either a voting or non-voting capacity, thus ensuring a well-balanced transportation decision-making process.
  - The MPO has a number of additional committees that provide numerous general benefits to the MPO:

- Opportunity for input from stakeholders and interested citizens on a regular and formal basis;
- Allows for in-depth review and discussion of specific issues at a committee level with recommendations forwarded to the Board; and
- Provides formal coordination with adjacent MPO and non-MPO jurisdiction regarding regional transportation issues.
- Apportionment formula does not give any agency or jurisdiction a majority of votes.
- Members remain cognizant of regional transportation goal of the Board.
- The state department of transportation has non-voting membership on the MPO Board.

➤ Inter MPO relationship

- A strong, formal relationship, through the Chair’s Coordinating Committee, exists between the MPO and its neighboring MPOs with the following benefits:
  - A forum is available to discuss regional topics on a regular basis;
  - Lines of communication are maintained throughout a large geographical area;
  - Plans and strategies for handling regional transportation issues are developed; and
  - A conflict –resolution procedure is in place for addressing any conflicts in the TIPs of adjacent MPOs.

➤ Staff

- Staff is a professional transportation planning staff dedicated solely to transportation planning activities within the MPO boundaries.
- Broad diversity of staff expertise allows MPO to complete a variety of tasks in-house and to provide knowledgeable project oversight for tasks performed through consultant contracts.
- Staff size permits MPO to complete most functions in-house.

➤ Funding

- The MPO maintains control over programming of federal urban allocation funds through a strong project priority system.

➤ Air Quality

- The MPO is a part of the West Central Florida Air Quality Coordinating Committee (WCFAQCC) that performs several functions:
  - Promotes unit and efficiency among public and private entities involved in air quality management;
  - Provides a forum for sharing knowledge, experience and information;
  - Review and recommends air quality legislation;
  - Emphasized transportation planning as a means to improve air quality; and
  - Educates the public on the benefits of clean air and air quality improvements.

DRAFT

**APPENDIX B:**  
GREENSBORO URBAN AREA MPO

**DRAFT**

## **Greensboro Urban Area Metropolitan Planning Organization (MPO)**

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

- **Urbanized Areas Covered:** 1 (however, there are 4 urbanized areas in the region known as the Triad Region including the Greensboro, High Point, Winston-Salem, and Burlington Urbanized Areas – each covered by a separate MPO)
- **Population based on 2000 Census:** 316,109
  - Population combined with neighboring MPOs: 842,491
    - Winston-Salem Forsyth: 299,290
    - High Point Urban Area: 132,844
    - Burlington-Graham: 94,248
- **MPO committees:**
  - Transportation Advisory Committee (TAC)
  - Technical Coordinating Committee (TCC)

### ***Governing Board: Greensboro Urban Area Metropolitan Planning Organization (MPO)***

- **All local government jurisdictions have voting membership on the Governing Board:** No
- **If not, how are local government jurisdictions represented at the MPO?:** All small towns within the MPO are represented by the county commissioners.
- **What is the composition of the Governing Board:**
  - Voting: 6
    - Guilford County (2)
    - City of Greensboro (3)
    - North Carolina Department of Transportation (NCDOT) (1)
  - Non-voting: 1
    - Federal Highway Administration
- **Major modal providers represented on the Governing Board:** No – However, the Greensboro Transit Authority (GTA) is a Department of the City of Greensboro and members of the TAC serve on the governing board of the Piedmont Authority for Regional Transportation (PART).

- **Other agencies or stakeholders represented on the Governing Board:** Yes
  - If yes, what agencies:
    - Federal Highway Administration (non-voting)
- **Weighted voting structure:** No, however, there is a defacto weighted structure as each member has one vote with the number of members determined by population.
  - If yes, how is weight determined?: N/A
- **What constitutes a quorum?:** Simple majority
- **Officers are selected by Governing Board membership:** Yes, however, the same chair remains year after year unless an election is requested (typically in January).
  - Officers have set terms: No
  - If yes, are there term limits?: N/A
- **Frequency of Governing Board meetings:** monthly, however, meetings are cancelled if there is not sufficient business.
- **State statutory language guiding Governing Board composition:** Chapter 136, Article 16 of the North Carolina statutes provides statewide guidance for MPO activities. The state statutes do not dictate the form or structure of individual MPOs.
- **An abstention counts as an affirmative vote:** No; meetings are conducted according to Robert's Rules of Order.

***Technical Committee: Greensboro Urban Area Technical Coordinating Committee (TCC)***

- **All local government jurisdictions have voting membership on the technical committee:** No
- **If not, how are local government jurisdictions represented on the Technical Committee?:** Small towns that are not members of the TCC are represented by the county representatives.
- **Major modal providers are represented on the technical committee:** Yes
  - Voting

- City of Greensboro Department of Transportation
- City of Greensboro, Engineering and Inspections
- City of Greensboro, Planning
- Guilford County Planning
- North Carolina Department of Transportation, Division 7
- North Carolina Department of Transportation, Public Transit Division
- Greensboro Transit Authority
- Piedmont Triad International Airport Authority
- Piedmont Authority for Regional Transportation (PART)
- Piedmont Triad Council of Governments
- Non-voting
  - Federal Highway Administration
  - Federal Transit Administration, Region 4
- **Other agencies or stakeholders represented on the technical committee include:** No
- **Weighted voting structure:** No
- **What constitutes a quorum?:** Simple majority
- **Officers are selected by membership:** Defacto, the Greensboro DOT Director has historically served as chair.
  - Officers have set terms: No
  - If yes, are there term limits?: N/A
- **How frequently does the technical committee meet?:** monthly

***Staff:***

- **Agency housing MPO:** City of Greensboro DOT
- **MPO staff are paid by:** City of Greensboro; because the staff is paid by the City, PL funds have been available for other things; at this time, however, any job reclassifications or other changes in pay structure must be paid through PL funds; as a result, PL funds are available to spend on consultant services, staff training, computer software, and operations such as public advertisements and court reporters.

- **MPO staff size:** 4 full time; 3 interns; MPO staff also perform transportation planning functions for the City of Greensboro. It is estimated that the average full time staff would be 2.3 staff persons.
  - MPO staff per capita: 1 per 137,000 (using an average of 2.3 staff persons full time)
  - MPO staff expertise: (2 with bachelors degrees, 2 with graduate degrees, 2 also are AICP)
    - Transportation planning
- **Are all MPO functions performed by dedicated MPO staff:** No, however, the MPO staff (the Transportation Division of the GDOT) also performs the City of Greensboro and Guildford County transportation planning as well as PART regional transportation studies.
  - If no, are MPO functions completed by other staff: No
  - If no, are MPO functions completed by consultant: Yes
- **Percent of UPWP funded work not completed by MPO staff:** This information is not readily available and because of the in-kind services provided by the City of Greensboro, a pure percentage breakdown of UPWP funds may not be truly reflective of work, however, work performed outside of the MPO staff includes travel modeling, project development, some public involvement, and congestion management.

***Funding:***

- **MPO funding sources:** Federal planning (PL) funds with the City providing a 20% local match in the form of in-kind services and computers. Federal transit planning (Section 5303) funds are passed on to the transit operators with in-kind services from the City as the 10 % local match.
- **Total UPWP funding from all sources:** \$794,758
- **Per capita UPWPW funding:** \$2.51 per capita
- **State distribution mechanism for federal planning funds (PL) funds:** The PL formula allocates 50% of available PL funds evenly to each of North Carolina's 17 MPOs. The remaining 50% of available PL funds is allocated to MPOs based on the urbanized area population served by the individual MPO.
- **Who provides the match for PL funds:** City of Greensboro in the form of in-kind services and computers.

- **How would current PL funds distribution be changed were the MPO to consolidate with a neighboring MPO?:** Currently, the statewide PL funding formula does not include a hold-harmless clause that would maintain MPO funding levels in the event that two or more MPOs consolidated.
- **CMAQ funds recipient:** On a project basis only
- **CMAQ fund distribution mechanism in the state:** N/A
- **Programming control over federal urban allocation funds:** Greensboro MPO submits a prioritized list of projects that NCDOT uses as input in the programming process.
- **MPO federal urban allocation funds used for MPO functions:** No
- **Role in programming non-urban allocation funds:** Consultative between State and MPO

***Air Quality Planning:***

- **Ozone maintenance or non-attainment:** Maintenance
- **Air shed covers more than one MPO or a non-MPO jurisdiction:** Yes, also Winston-Salem Forsyth MPO, High Point MPO and Guildford County
  - Multiple emissions budgets or a shared budget: Shared
  - Joint or separate air quality conformity report: Joint, the conformity report for the last LRTP update was performed jointly.
  - Coordinated air quality planning activities: Yes, a required air quality strategy exists, however, there is not an extensive program
  - MPO programming process have been impacted by air quality conformity issues in a neighboring MPO or non-MPO jurisdiction: Yes, in that the conformity analysis requires a more sensitive process.

***Intra-MPO Relationship:***

- **Characterize MPO member jurisdictions relations:** Relations are good, although the large City does play a greater role in the process than the unincorporated county and small towns.

- **How are long-range plan and programming funding decisions reached?:** Technical priorities are established; NCDOT leverages City funds in a strategic approach to maximize projects.
- **A minority of member jurisdictions dominate the MPO process:** Yes; City of Greensboro

***Inter-MPO Relationship:***

- **Relationship with their neighboring MPO(s):** Yes, through the Piedmont Authority for Regional Transportation (PART). - This is a regional partnership established through state statute between the Greensboro Urban Area MPO, the Winston-Salem Forsyth MPO, the High Point Urban Area MPO and the Burlington-Graham MPO as well as local governments with Alamance, Davidson, Forsyth, Guilford, Randolph and Rockingham Counties. PART plans and operates a regional public transportation system and serves as a forum for cooperative regional transportation planning.
- **Member jurisdiction boundaries cross MPO boundaries:** Yes, into the High Point Urban Area
- **Commuter patterns reflect significant cross-MPO and jurisdictional commuter traffic:** Yes
  - Forsyth County to Guilford County
  - Randolph County to Guilford County
  - High Point to Greensboro
- **Formal relationship between contiguous MPOs:** Yes, PART was formed for regional transit, however, has become a ground for discussing other regional transportation issues. PART, however, has no authority in transportation issues other than transit.
- **MPOs co-sponsor projects or other work products:** Yes, some studies are completed with input and assistance from other MPOs and the NCDOT, for example, the airport area transportation study.
- **MPOs cooperate securing funding for regional transportation projects:** Yes, park and ride lots
- **MPOs share a transportation model:** Yes
  - Who is responsible for model maintenance? NCDOT

- Are the socioeconomic assumptions the same for all MPOs? Yes

***Relationship with Neighboring Non-MPO Jurisdictions:***

- **Relationship with their neighboring non-MPO jurisdictions:** Yes, Rockingham County
- **Significant cross-jurisdictional commuter traffic:** Yes
- **Neighboring non-MPO jurisdictions wish to join the MPO:** No
- **Formal relationship exists between the MPO and the non-MPO neighbor:** Yes, Rockingham County is a member of PART.
- **A cooperative, but informal relationship exists between the MPO and the non-MPO neighbor?:** Yes, Rockingham County participated prior to PART and continues through PART.
- **The urbanized boundary crosses into a non-MPO neighbor following 2000 Census:** No

***Relationship with Other Transportation Agencies (including the State DOT):***

- **Cooperative relationship with state Department of Transportation (DOT):** Yes, the relationship is complex yet productive – the NCDOT program development and statewide planning offices have different approaches, however, they have actively and diplomatically worked with the Greensboro Urban Area MPO to come to a consensus on difficult issues.
- **Major transportation providers' role in MPO process:** Membership on TCC
- **Relationship with local transit provider:** Greensboro Transit Authority is part of the City of Greensboro; PART is member of TCC and Greensboro MPO is a member of PART.
- **Multiple transit providers within MPO area:** Yes
- **Coordinated regional transit service:** Yes
- **Regional transit service cross MPO boundaries or boundaries with a non-MPO jurisdiction:** Yes, through PART service
  - Coordinated transit planning activities: Yes

### ***Unique Characteristics/Applicable Lessons:***

- Committee Structure/Intra-MPO relationship
  - A diversity of opinion, encouraging more robust debate in the decision-making process, is encouraged through a Governing Board membership structure that allocates multiple single-vote seats to individual member government jurisdictions based on population.
  - Quorum is based on a simple majority.
  - Abstentions do not count as an affirmative vote.
- Inter-MPO Relationships
  - The MPO is a member of a regional transportation authority that provides numerous benefits to the MPO and the entire region:
    - Opportunity for input from all members of the region and interested citizens on a regular and formal basis;
    - Provides formal coordination with adjacent MPO and non-MPO jurisdiction regarding regional transportation issues; and
    - Has independent revenue sources per state statute to fund regional transportation programs.
  - The MPOs prepare a joint air quality conformity report for their LRTP.
- Air Quality
  - The Greensboro MPO addresses regional air quality issues in partnership with its neighboring MPOs and non-MPO jurisdictions through the following mechanisms:
    - Sharing an emissions budget,
    - Coordinating air quality planning activities, and
    - Submitting joint air quality conformity report.

**APPENDIX C:  
PENSACOLA MPO**

**DRAFT**

## **Pensacola Metropolitan Planning Organization (MPO)**

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

- **Urbanized Areas Covered:** 1
- **Population based on 2000 Census:** 323,783
  - Population combined with neighboring MPOs: 608,943
    - Fort Walton Beach Urbanized Area (Okaloosa-Walton TPO): 152,741
    - Panama City Urbanized Area (Panama City MPO): 132,419
- **MPO committees:**
  - MPO (Governing) Board (MPO)
  - Technical Coordinating Committee (TCC)
  - Citizens' Advisory Committee (CAC)
  - Bicycle Pedestrian Advisory Committee (BPAC)

### ***Governing Board: Pensacola Metropolitan Planning Organization (MPO)***

- **All local government jurisdictions have voting membership on the Governing Board:** No
- **If not, how are member jurisdictions represented at the MPO?:** The county commissioners represent all small jurisdictions within the MPO.
- **What is the composition of the Governing Board:**
  - Voting: (17 – limited to 19 members by Florida Statute)
    - Escambia County (5)
    - Santa Rosa County (5)
    - City of Pensacola (5)
    - City of Milton (1)
    - City of Gulf Breeze (1)
  - Non-voting: (1)
    - Florida Department of Transportation
- **Major modal providers represented on the Governing Board:** Yes

- Florida Department of Transportation (non-voting)
- **Other agencies or stakeholders represented on the Governing Board:** No
  - If yes, what agencies: N/A
- **Weighted voting structure:** No, however, there is a defacto weighted structure as each member has one vote with the number of voting members determined by population.
  - If yes, how is weight determined?: N/A
- **What constitutes a quorum?:** Simple majority
- **Officers are selected by Governing Board membership:** Yes, elected
  - Officers have set terms: yes, 1 year
  - Are there term limits?: No, successive terms may be served.
- **Frequency of Governing Board meetings: Bylaws require – as needed;** actual: 7 times per year.
- **State statutory language guiding Governing Board composition:** Chapter 339, Florida Statutes - The voting membership of an MPO shall consist of not fewer than 5 or more than 19 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.
- **An abstention counts as an affirmative vote:** No; meetings are conducted according to Robert’s Rules of Order.

***Technical Committee: Pensacola Technical Coordinating Committee (TCC)***

- **All local government jurisdictions are represented on the technical committee:** No
- **If not, how are local government jurisdictions represented on the Technical Committee?:** All small jurisdictions within the MPO are represented by the county commissioners.
- **Major modal providers are represented on the technical committee:** Yes
  - Voting

- Escambia County Area Transit (ECAT)
- Pensacola Regional Airport
- Port of Pensacola
- Florida Department of Transportation
- Santa Rosa Bay Bridge Authority

➤ **Other agencies or stakeholders represented on the technical committee include:**

- Voting:

- Escambia County School Board
- Port of Pensacola
- Santa Rosa County School Board
- Santa Rosa Island Authority
- University of West Florida
- Pensacola Junior College
- Florida Department of Transportation
- Florida Department of Environmental Protection
- Pensacola Naval Air Station
- Pensacola Chamber of Commerce
- Escambia County Utility Authority
- Santa Rosa Bay Bridge Authority

- Advisory (Non-voting):

- West Florida Regional Planning Council (WFRPC)
- Home Builder’s Association
- Gulf Islands National Seashore
- Governor’s Energy Office
- Escambia County Sheriff
- Federal Highway Administration
- Pensacola Area Chamber of Commerce

➤ **Weighted voting structure:** No.

➤ **What constitutes a quorum?:** Simple majority, however, when there is less than a majority of voting members present, 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.

- **Officers are selected by membership:** Yes, elected
  - Officers have set terms: Yes
  - Are there term limits?: No, successive terms may be served.
- **How frequently does the technical committee meet?:** Bylaws require as needed; actual meeting frequency is seven (7) times per year.

***Citizens Advisory Committee (CAC):***

- **Purpose:** Individuals from community who share an interest in local and regional transportation improvements, open to any citizen of the urbanized area, approved by MPO (Governing) Board; provides recommendations directly to the MPO Board.
- **Composition:** 18 members (30 possible)
- **Meeting frequency:** approximately seven (7) times per year

***Bicycle/Pedestrian Advisory Committee (BPAC):***

- **Purpose:** Bicycle/pedestrian advocates who advise the MPO/TPO on alternative forms of travel, open to anyone within the urbanized area interested in bicycle and pedestrian issues, approved by MPO (Governing) Board; provides recommendations directly to the MPO Board.
- **Composition:** 15 members (30 possible)
- **Meeting frequency:** approximately seven (7) times per year

***Staff:***

- **Agency housing MPO:** West Florida Regional Planning Council (WFRPC) - the Transportation Division of the WFRPC serves as staff to the 3 MPOs in the region.
- **MPO staff are paid by:** WFRPC from dedicated MPO (PL) funds
- **MPO staff size:** 15

- MPO staff per capita: 1 per 40,600 (based on the 608,943 population of all MPOs served by this staff)
- MPO staff expertise:
  - Transportation Planning
  - Geographic Information Systems (GIS)
  - Bicycle/Pedestrian
  - Public Involvement
- Are all MPO functions performed by dedicated MPO staff?: No
  - If no, are MPO functions completed by other staff: No
  - If no, are MPO functions completed by consultant: Yes
- Percent of UPWP funded work completed by dedicated MPO staff: This information is not readily available, however, consultant work includes:
  - LRTP consultant, and
  - General planning consultant as needed.

***Funding:***

- **MPO funding sources:** Federal planning (PL) funds with a state soft match and federal transit planning (Section 5303) funds with both state and local match.
- **Total UPWP funding from all sources:** \$1,021,239
- **Per capita UPWPW funding:** \$3.15 per capita
- **State distribution mechanism for federal planning funds (PL) funds:** The State of Florida allocates federal planning funds as follows:
  - \$200,000 to the MPO Advisory Council,
  - \$300,000 divided among MPOs in air quality maintenance areas,
  - \$275,000 base to each MPO, and
  - The remainder is allocated by population.
- **Who provides the match for PL funds?:** The Florida Department of Transportation (FDOT). Due to the fact that the state provides funding for transportation improvements through its toll way system, the state is granted “credits” that are used as a soft match.

- **How would current PL funds distribution be changed were the MPO to consolidate with a neighboring MPO?:** The state PL funding formula holds harmless the base distribution to consolidated MPOs, so the base allocation and the population distribution reflects the combined population of the two or more formerly separate MPOs.
- **CMAQ funds recipient:** N/A
- **CMAQ fund distribution mechanism in the state:** The federal government allocates and the state programs \$5-6 million to air quality projects among MPOs in air quality maintenance areas in the State. Funding is allocated to projects prioritized by the MPO and deemed to improve air quality such as congestion management or bicycle/pedestrian projects.
- **Programming control over federal urban allocation funds:** Project priorities established by MPO are followed to the maximum extent feasible by FDOT during annual programming process.
- **MPO federal urban allocation funds used for MPO functions:** No – allocated for project development
- **Role in programming non-urban allocation funds:** Submits project priority list

***Air Quality Planning:***

- **Ozone maintenance or non-attainment:** Neither. This MPO has never been designated as a non-attainment area.
- **Air shed covers more than one MPO or a non-MPO jurisdiction:** N/A
  - Multiple emissions budgets or a shared budget: N/A
  - Joint or separate air quality conformity report: N/A
  - Coordinated air quality planning activities: N/A – In 1999, the Pensacola MPO joined with other local government agencies, state agencies, Eglin Air Force Base, International Paper, Gulf Power and others to form the Ozone Protection Partnership. Using \$85,000 in grant funds from the EPA, they launched a two-year public education campaign called, “Breathe Easy,” using advertisements in movie theaters, buses, newspapers, on radio and on television. They also launched a gas cap replacement program. The gas cap replacement program alone is estimated to reduce 13,650 lbs of Volatile Organic Compounds (VOCs) annually. The Partnership has now evolved into an organization called the Northwest Florida Pollution Prevention.

- MPO programming process has been impacted by air quality conformity issues in a neighboring MPO or non-MPO jurisdiction: No.

***Intra-MPO Relationship:***

- **Characterize MPO member jurisdictions relations:** There is an atmosphere of cooperation between the member jurisdictions; however, there is frustration over the tremendous funding shortfall to meet anticipated transportation needs.
- **How are long-range plan and programming funding decisions reached?:** Transportation needs are established through the LRTP resulting in a cost-feasible list. From that cost-feasible project list, priorities are established through a combination of factors. For the most part, once priorities are established by the MPO they are not adjusted. New ones are added for the incoming or “6<sup>th</sup>” year.
- **A minority of member jurisdictions dominate the MPO process:** No; three (3) of the five (5) member jurisdictions have five (5) voting members.

***Inter-MPO Relationship:***

- **Relationship with their neighboring MPO(s):** Yes
  - Okaloosa-Walton Transportation Planning Organization (TPO)
  - Panama City Metropolitan Planning Organization (MPO)
- **Member jurisdiction boundaries cross MPO boundaries:** Yes, Santa Rosa County
  - In February 2002, the Okaloosa-Walton TPO approved the addition of a Santa Rosa County Commissioner, also from the Pensacola MPO, to participate as a non-voting member of the TPO.
- **Commuter patterns reflect significant cross-MPO and jurisdictional commuter traffic:** Yes
- **Formal relationship between contiguous MPOs:** No
  - Several steps have been or will soon be taken to formalize these relationships:
    - In April 2002, a coordinating council between the three MPOs was recommended by the WFRPC staff;
    - In February 2003, the FDOT recommended that the Pensacola MPO and the Okaloosa-Fort Walton TPO begin a process to combine the two

urbanized areas due to the fact that the urbanized areas are expected to grow together; and

- A task in the 2003/2004 UPWP is the development of an interlocal agreement to formalize the relationship between the Pensacola MPO and the Okaloosa-Fort Walton TPO.

- The WFRPC staff serves all three MPOs in the region, regional transportation issues are readily apparent and are included early in the transportation planning process.

- **MPOs co-sponsor projects or other work products:** No
- **MPOs cooperate securing funding for regional transportation projects:** No
- **MPOs share a transportation model:** No, however, it is expected that the Pensacola MPO and the Okaloosa-Walton TPO will plan for a joint transportation model as part of the anticipated interlocal agreement.
  - Who is responsible for model maintenance? N/A
  - Are the socioeconomic assumptions the same for all MPOs? N/A

***Relationship with Neighboring Non-MPO Jurisdictions:***

- **Relationship with their neighboring non-MPO jurisdictions:** No
- **Significant cross-jurisdictional commuter traffic:** No
- **Neighboring non-MPO jurisdictions wish to join the MPO:** No
- **Formal relationship exists between the MPO and the non-MPO neighbor:** No
- **A cooperative, but informal relationship exists between the MPO and the non-MPO neighbor?:** No
- **The urbanized boundary crosses into a non-MPO neighbor following 2000 Census:** Yes, the Pensacola Urbanized Area now includes the community of Lillian in Baldwin County, Alabama. The MPO is working with city, county, state and federal officials to incorporate the city into the MPO process including a revision of membership apportionment, interlocal agreements and the MPO Planning Agreement in the Governor's Office of both Alabama and Florida.

***Relationship with Other Transportation Agencies (including the State DOT):***

- **Cooperative relationship with state Department of Transportation (DOT):**  
Yes
- **Major transportation providers role in MPO process:** Yes, voting membership on TCC
- **List local transit providers and indicate if there is a relationship with each provider:**
  - ECAT; Yes, has a voting membership on the TCC.
    - Note that, with the exception of a trolley to the beach, ECAT operates only in Escambia County. The MPO does set aside limited funds for transit – approximately \$125,000 annually in their project priorities.
- **Is there a coordinated regional transit service?:** No
- **Regional transit service cross MPO boundaries or boundaries with a non-MPO jurisdiction:** No
  - Coordinated transit planning activities: N/A

***Unique Characteristics/Applicable Lessons:***

- **Committee Structure/Intra-MPO relationship**
  - A diversity of opinion, encouraging more robust debate in the decision-making process, is encouraged through a Governing Board membership structure that allocates multiple single-vote seats to individual member government jurisdictions
  - The MPO Board structure ensures no jurisdiction dominates the MPO decision-making process through the following mechanisms:
    - One vote per MPO Board Member,
    - The three largest jurisdictions each have 5 votes on a 17-member Board,
    - Quorum is based on a simple majority, and
    - Abstentions do not count as an affirmative vote.
  - The MPO has a number of additional committees that provide numerous general benefits to the MPO:
    - Opportunity for input from stakeholders and interested citizens on a regular and formal basis, and

- Allows for in-depth review and discussion of specific issues at a committee level with recommendations forwarded to the Board.
  - Apportionment formula does not give any agency or jurisdiction a majority of votes.
  - Members remain cognizant of regional transportation goal of the Board.
  - The state department of transportation has non-voting membership on the MPO Board.
- Inter MPO relationship
- The MPOs have an informal relationship through the WFRPC staff that serves all three agencies; regional issues are readily apparent and are included early in the transportation planning process.
  - The MPOs are taking steps to create a formal relationship between them.
- Staff
- Staff is a professional transportation planning staff dedicated solely to transportation planning activities for three separate MPOs.
  - Broad diversity of staff expertise allows MPO to complete a variety of tasks in-house and to provide knowledgeable project oversight for tasks performed through consultant contracts.
  - Staff size, achieved through economy of scale gained through a staff sharing arrangement between three separate MPOs, permits MPO to complete a majority of functions in-house.
- Funding
- The MPO maintains control over programming of federal urban allocation funds through a strong project priority system.

**APPENDIX D:**  
METROPLAN ORLANDO

**DRAFT**

## **METROPLAN ORLANDO**

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

- **Urbanized Areas covered:** 2. The Orlando Urban Area Metropolitan Planning Organization was formed in 1977 and was housed in the East Central Florida Regional Planning Council (ECFRPC). When Kissimmee was designated an urbanized area in 1990, they chose to join the existing MPO rather than create a separate one. In the late 1990's the MPO left the ECFRPC to become a free standing agency and changed it's name to METROPLAN ORLANDO.
  
- **Population based on 2000 Census:** 1,434,033
  - Orlando Urbanized Area: 1,157,431
  - Kissimmee Urbanized Area: 186,667
  - Population combined with neighboring MPOs: N/A
  
- **MPO committees:**
  - MPO (Governing) Board (MPO)
  - Transportation Technical Committee (TTC)
  - Municipal Advisory Committee (MAC)
  - Citizens' Advisory Committee (CAC)
  - Bicycle/Pedestrian Advisory Committee (BPAC)

### ***Governing Board: METROPLAN ORLANDO***

- **All local government jurisdictions within the MPO boundaries have voting membership on the Governing Board:** No
  - If not, how are local government jurisdictions represented at the MPO?: Through the Municipal Advisory Committee – a committee made up of the mayors of all local government municipalities without direct voting membership on the MPO Board.
  
- **What is the composition of the Governing (MPO) Board:**
  - Voting (limited to 19 members by Florida Statute)
    - Orange County (6)
    - Seminole County (2)

- Osceola County (1)
- City of Altamonte Springs (1)
- City of Apopka (1)
- City of Kissimmee (1)
- City of Orlando (2)
- City of Sanford (1)
- Orlando/Orange County Expressway Authority (1)
- Central Florida Regional Transportation Authority (LYNX)(1)
- Greater Orlando Aviation Authority (1)
- West Orange Airport Authority (1)
- Non-Voting
  - Citizens’ Advisory Committee Chairman (1)
  - Transportation Technical Committee Chairman (1)
  - Municipal Advisory Committee Chairman (1)
  - Bicycle and Pedestrian Advisory Committee Chairman (1)
  - Florida Department of Transportation (1)
  - Sanford Aviation Authority (1)
  - Kissimmee Gateway Airport (1)

➤ **Major modal providers represented on the Governing Board: Yes**

- Voting
  - Orlando/Orange County Expressway Authority (1)
  - Central Florida Regional Transportation Authority (LYNX)(1)
  - Greater Orlando Aviation Authority (1)
  - West Orange Airport Authority (1)
- Non-voting
  - Florida Department of Transportation (1)
  - Sanford Aviation Authority (1)
  - Kissimmee Gateway Airport (1)

➤ **Other agencies or stakeholders represented on the Governing Board: Yes**

- If yes, what agencies:

- Municipal Advisory Committee Chairman (non-voting)
- Citizens' Advisory Committee Chairman (non-voting)
- Bicycle & Pedestrian Advisory Committee Chairman (non-voting)
- **Weighted voting structure:** No, however, there is a defacto weighted structure as each member has one vote with the number of voting members from each jurisdiction determined by population.
  - If yes, how is weight determined?: N/A
- **What constitutes a quorum?:** A majority of voting members constitutes a quorum with a majority defined as one-half of the voting members plus one. Voting members must be present to vote. Any approvals must receive a majority of the votes cast.
- **Officers are selected by Governing Board membership:** Yes, elected. Each one from a different local government or transportation agency.
- **Officers have set terms:** Yes, one year
  - If yes, are there term limits?: Yes, limited to two (2) consecutive one (1) year terms and not eligible again until two (2) additional years have lapsed nor can officer be succeeded by a member from the same local government or agency for his/her respective office.
- **Frequency of Governing Board meetings:** Bylaws require – at least quarterly; actual – monthly.
- **State statutory language guiding Governing Board composition:** Chapter 339, Florida Statutes - The voting membership of an M.P.O. shall consist of not fewer than 5 or more than 19 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.
- **An abstention counts as an affirmative vote:** No; meetings are conducted according to Robert's Rules of Order.

***Technical Committee (Transportation Technical Committee – TTC):***

- **All local government jurisdictions are represented on the technical committee:** Yes
  - If not, how are local government jurisdictions represented on the Technical Committee?: N/A

- **Major modal providers are represented on the technical committee:** Yes
  - Voting
    - Seminole County Expressway Authority
    - Sanford Airport Authority
    - Florida Department of Transportation
  - Non-voting
    - Federal Highway Administration
    - Florida Department of Transportation
    - Florida’s Turnpike Enterprise
- **Other agencies or stakeholders represented on the technical committee include:**
  - Voting
    - Orange County Public Schools
    - School District of Osceola County
    - East Central Regional Planning Council
    - Reedy Creek Improvement District
    - Seminole County Public Schools
  - Non-voting
    - Florida Department of Environmental Protection
    - Governor’s Office
    - University of Central Florida
- **Weighted voting structure:** No
- **What constitutes a quorum?:** 50% of those appointed members (or their alternate) entitled to vote. All approvals must be by majority.
- **Officers are selected by membership:** Yes, elected. Each one from a different local government or transportation agency.
- **Officers have set terms:** Yes, 1 year
  - If yes, are there term limits?: No
- **How frequently does the technical committee meet?:** Monthly

### ***Municipal Advisory Committee***

- **Purpose:** This committee was formed in September of 2002 to strengthen ties and improve communication between the MPO Board and those jurisdictions not directly represented on the Board. The Chairman of this committee has non-voting membership on the MPO Board.
- **Composition:** One representative, the Mayor or appointee, from each municipality without direct representation on the Governing Board.
- **Meeting Frequency:** Monthly

### ***Citizens' Advisory Committee (CAC)***

- **Purpose:** To ensure that citizens have the opportunity to review and comment on all transportation programs and plans.
- **Composition:** Committee membership consists of representatives from Orange, Seminole and Osceola Counties appointed at-large and from the municipalities within those counties whose population is over 5,000 according to the latest US census. 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
- **Meeting Frequency:** Monthly

### ***Bicycle/Pedestrian Advisory Committee (BPAC)***

- **Purpose:** Guiding and promoting the development of a bicycle- and pedestrian-friendly transportation system.
- **Composition:**
  - One representative from each local government participating in the METROPLAN ORLANDO Bicycle & Pedestrian Program. Each local government representative must be appointed by local government official and represent one of the following agencies within that jurisdiction: Engineering, Planning, Education System, Law Enforcement, Public Works, Parks & Recreation.

- Seven additional members, appointed by the MPO Board, representing local bicycling clubs, running clubs, walking clubs, bicycle shops, safety organizations, interested citizens, etc.
- One member appointed by and representing the Central Florida Regional Transportation Authority.

➤ **Meeting Frequency:** Monthly

### *Staff*

➤ **Agency housing MPO:** METROPLAN ORLANDO as an independent agency

➤ **MPO staff are paid by:** METROPLAN ORLANDO

➤ **MPO staff size:** 17

- MPO staff per capita: 1 per 84,400

➤ **MPO staff expertise:** Executive Director and 15 specialized members in three departments: Transportation Planning, Communications & Public Outreach, and Finance and Administration.

- The Transportation Planning Department develops the Long Range Transportation Plan and the Transportation Improvement Program while also providing support to the Transportation Technical Committee, the Bicycle/Pedestrian Advisory Committee, and the Transportation Disadvantaged Local Coordinating Board.
- The Communications and Public Outreach Department provides staff support to the Citizens' Advisory Committee and maintains an extensive public outreach program in support of METROPLAN ORLANDO's planning efforts including a public resource library. Activities include a public involvement program, participating in community expos, facilitating public speaking opportunities, maintaining media relations, and managing the website.
- The Finance and Administration Department is responsible for developing the Unified Planning Work Program budget, maintaining the organization's budget, developing investment strategies and seeking funding opportunities. This Department also provides the organization's administrative support and personnel-related activities.

➤ **Are all MPO functions performed by dedicated MPO staff?:** No

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

- If no, are MPO functions completed by consultant: Yes
- **Percent of UPWP funded work completed by dedicated MPO staff:** 67%

***Funding:***

- **MPO funding sources:**
  - Federal planning (PL) funds
  - Federal transit planning (Section 5303) funds
  - Transportation disadvantaged funds (Section 5307 and 5309)
  - Local funds supplied by member jurisdictions based on a per capita dues structure – each member jurisdiction contributes 75-cents per capita; agencies that aren't jurisdictions contribute the same amount as the jurisdiction with the lowest population
- **Total UPWP funding from all sources:** \$4,191,910
- **Per capita UPWPW funding:** \$3.62 per capita
- **State distribution mechanism for federal planning funds (PL) funds:** The State of Florida allocates these planning funds as follows:
  - \$200,000 to the MPO Advisory Council
  - \$300,000 divided among air quality maintenance areas
  - \$275,000 base to each MPO
  - the remainder is allocated by population
- **Who provides the match for PL funds?:** The Florida Department of Transportation (FDOT). Due to the fact that the state provides funding for transportation improvements through its toll system, the state is granted “credits” that are used as a soft match for all local governments.
- **How would current PL funds distribution be changed were the MPO to consolidate with a neighboring MPO?:** The state PL funding formula holds harmless the base distribution to consolidated MPOs, so the base allocation and the population distribution reflects the combined population of the two or more formerly separate MPOs.
- **CMAQ funds recipient:** No; this MPO is designated an attainment area.

- **CMAQ fund distribution mechanism in the state:** The federal governments allocates and the state programs \$5-6 million to air quality projects among the maintenance areas in the State. Funding is allocated to projects prioritized by the MPO and deemed to improve air quality such as congestion management or bicycle/pedestrian projects.
- **Programming control over federal urban allocation funds:** Yes - project priorities established by the Governing (MPO) Board are followed to the maximum extent feasible by the FDOT during the annual programming process.
- **MPO federal urban allocation funds used for MPO functions:** NO
- **Role in programming non-urban allocation funds:** Submits project priority list

***Air Quality Planning:***

- **Ozone maintenance or non-attainment:** Neither. This MPO is not designated as a non-attainment area; however, they have launched an aggressive clean air campaign throughout the area. Pollution concerns in the summer of 1998 led METROPLAN ORLANDO to take action on air quality issues. Through a task force of various agencies, a public information and involvement campaign for air quality entitled, “It All Adds Up To Cleaner Air”, was launched in May of 1999. A Federal program that provides resources for use by individual MPOs supports this effort.
- **Air shed covers more than one MPO or a non-MPO jurisdiction:** No
  - Multiple emissions budgets or a shared budget: N/A
  - Joint or separate air quality conformity report: N/A
  - Coordinated air quality planning activities: N/A
  - MPO programming process have been impacted by a air quality conformity issues in a neighboring MPO or non-MPO jurisdiction: No

***Intra-MPO Relationship:***

- **Characterize MPO member jurisdictions relations:** In a word – cooperative. The basic concept practiced among member jurisdictions is regionalism. Notwithstanding the occasional political stance, for the most part, members take action with the best interests of the entire region in mind.
- **How are long-range plan and programming funding decisions reached?:** Through a prioritization process.

- **A minority of member jurisdictions dominate the MPO process:** Because a greater concentration of population exists in Orange County and the City of Orlando, these jurisdictions are allocated more members and, therefore, more votes. At the same time, these jurisdictions have more transportation issues. Nevertheless, it is not the overall perception that these or any other jurisdictions dominate the MPO process.

***Inter-MPO Relationship:***

- **Relationship with their neighboring MPO(s):** Yes, these relationships are excellent. Neighboring MPOs include the Volusia MPO, the Brevard MPO, and the Polk TPO.
- **Member jurisdiction boundaries cross MPO boundaries:** No
- **Commuter patterns reflect significant cross-MPO and jurisdictional commuter traffic:** Yes, commuter traffic particularly from Volusia County and Lake County into Orange County and the City of Orlando is significant. Commuter traffic from Brevard County and Polk County into the area is also notable but to a lesser degree.
- **Formal relationship between contiguous MPOs:** Yes. The Central Florida MPO Alliance includes the Volusia County MPO, the Brevard MPO, the Polk TPO and the Lake County Board of County Commissioners. The Alliance formed as an outgrowth of METROPLAN ORLANDO and the Volusia County MPO alliance to move forward the construction of the Interstate 4 Bridge over the St. John's River. The purpose of the expanded Alliance is to explore opportunities for coordinating major transportation planning and policy activities in the seven county region to promote regional transportation solutions and enhance overall regional transportation system efficiency.
- **MPOs co-sponsor projects or other work products:** Yes, in September of 2000, METROPLAN ORLANDO, the Brevard MPO, the Florida Department of Transportation, and Port Canaveral initiated a study to develop the Freight, Goods and Services Mobility Strategy Plan for use in their upcoming long range transportation plan updates. As of this writing (May 2003), the Central Florida Alliance is in the process of expanding the study advisory group to include all members of the Alliance.
- **MPOs cooperate securing funding for regional transportation projects:** Yes
- **MPOs share a transportation model:** No
  - Who is responsible for model maintenance? N/A
  - Are the socioeconomic assumptions the same for all MPOs? N/A

***Relationship with Neighboring Non-MPO Jurisdictions:***

- **Relationship with their neighboring non-MPO jurisdictions:** Yes, this MPO has a longstanding cooperative relationship with the Lake County Board of County Commissioners.
- **Significant cross-jurisdictional commuter traffic:** Yes, particularly between Lake County and the three-county METROPLAN ORLANDO area.
- **Neighboring non-MPO jurisdictions wish to join the MPO:** No
- **Formal relationship exists between the MPO and the non-MPO neighbor:** Yes, The Lake County Board of County Commissioners is a member of the Central Florida MPO Alliance.
- **A cooperative, but informal relationship exists between the MPO and the non-MPO neighbor?:** Prior to being formalized, the relationship was informal and cooperative.
- **The urbanized boundary crosses into a non-MPO neighbor following 2000 Census:** No

***Relationship with Other Transportation Agencies (including the State DOT):***

- **Cooperative relationship with state Department of Transportation (DOT):** Yes, this relationship is defined as extremely cooperative. The FDOT is diligent in responding to MPO priorities.
- **Major transportation providers' role in MPO process:** Yes, on Governing Board.
- **Relationship with local transit provider:** Yes, the Central Florida Regional Transportation Authority (LYNX) is considered "part of the family."
- **Multiple transit providers within MPO area:** No
- **Coordinated regional transit service:** Yes, fulfilled by LYNX.
- **Regional transit service crosses MPO boundaries or boundaries with a non-MPO jurisdiction:** No, the MPO boundary (3 counties) is the LYNX boundary.
- **Coordinated transit-planning activities:** Yes, an integral part of the MPO planning process.

### ***Unique Characteristics/Applicable Lessons:***

#### ➤ Committee Structure/Intra-MPO Relationship

- A diversity of opinion, encouraging more robust debate in the decision-making process, is encouraged through a Governing Board membership structure that allocates multiple single-vote seats to individual member government jurisdictions based on population.
- The MPO Board structure ensures that the larger jurisdictions cannot dominate the MPO decision-making process through the following mechanisms:
  - No member jurisdictions have a majority of votes,
  - Quorum is based on a simple majority,
  - Abstentions do not count as an affirmative vote,
  - Officer terms are limited and rotate among membership, and
  - Officers (Chair and Vice-Chair) represent different member agencies.
- The MPO Board includes major modal providers and other stakeholders on the Board in either a voting or non-voting capacity, thus ensuring a well-balanced transportation decision-making process.
- The MPO has a number of additional committees that provide numerous general benefits to the MPO:
  - Opportunity for input from stakeholders and interested citizens on a regular and formal basis, and
  - Allows for in-depth review and discussion of specific issues at a committee level with recommendations forwarded to the Board.
- The Municipal Advisory Committee provides direct communication from local government municipalities that do not have direct voting membership on the MPO Board.
- Apportionment formula does not give any agency or jurisdiction a majority of votes.
- Members remain cognizant of regional transportation goal of the Board.
- The state department of transportation has a non-voting membership on the MPO Board.

#### ➤ Staff

- Staff is a professional transportation planning staff dedicated solely to METROPLAN ORLANDO activities.
- Broad diversity of staff expertise allows MPO to complete a variety of tasks in-house and to provide knowledgeable project oversight for tasks performed through consultant contracts.
- Staff size permits MPO to complete most functions in-house.

➤ Funding

- The MPO maintains control over programming of federal urban allocation funds through a strong project priority system.
- All jurisdictions contribute monetarily to provide funding for transportation planning activities significantly supplementing federal planning resources.

➤ Air Quality

- Even though the airshed is not designated a non-attainment area, the MPO has partnered with a number of agencies in Central Florida to proactively work toward cleaner air.

➤ Inter-MPO Relationship

- A strong, formal relationship, through the Central Florida MPO Alliance, exists between the MPO and its neighboring MPOs and non-MPO jurisdictions with the following benefits:
  - A forum is available to discuss regional topics on a regular basis, and
  - Lines of communication are maintained throughout a large geographical area.

**APPENDIX E:**  
HAMPTON ROADS PLANNING DISTRICT COMMISSION

**DRAFT**

## Hampton Roads Planning District Commission

### *Administrative Structure:*

- **Urbanized areas covered:** 1 (2 urbanized areas prior to 1990 Census redesignation as a single urbanized area and the subsequent merger of the Peninsula MPO and Southeastern Virginia MPO.)
- **MPO population based on 2000 Census:** 1,515,241
- **MPO committees:**
  - MPO Board (Although the official decision-making authority rests with the Planning District Commission (PDC) Board - a regional planning agency roughly equivalent to the Triangle J Council of Governments in scope and responsibility - MPO decisions are approved by the Executive Committee of the PDC and is, for all intents and purposes, the MPO Board.)
  - Transportation Technical Committee

### *Governing Board (MPO Board):*

- **All local government jurisdictions represented on the Governing (MPO) Board:** Yes
- **If not, how are member jurisdictions represented at the MPO?:** N/A
- **What is the composition of the Governing (MPO) Board:**
  - Voting Members: 17
    - Gloucester County (1)
    - Isle of Wight County (1)
    - James City County (1)
    - York County (1)
    - City of Chesapeake (1)
    - City of Hampton (1)
    - City of Newport News (1)
    - City of Norfolk (1)
    - City of Poquoson (1)
    - City of Portsmouth (1)
    - City of Suffolk (1)

- City of Virginia Beach (1)
- City of Williamsburg (1)
- Hampton Roads Planning District Commission (1)
- Williamsburg Area Transport (1)
- Transportation District Commission of Hampton Roads (1)
- Virginia Department of Transportation (1)
- Non-Voting Members: 3
  - Federal Highway Administration
  - Federal Transit Administration
  - Federal Aviation Administration
- **Major modal providers represented on the Governing (MPO) Board (Transit, Airport?):** Yes, both transit agencies, but not the airport or seaport.
  - If yes, what agencies:
    - Transportation District Commission of Hampton Roads
    - Williamsburg Area Transport
- **Other agencies or stakeholders represented on the Governing (MPO) Board (MPO Board):** Yes
  - If yes, what agencies:
    - Hampton Roads Planning District Commission (voting)
    - Federal Highway Administration (Non-voting)
    - Federal Transit Administration (Non-voting)
    - Federal Aviation Administration (Non-voting)
- **Weighted voting structure:** The PDC Board representation is allocated by population, but each jurisdiction has only one voting member on the PDC Executive Committee (which acts as the MPO Board) with one vote per member.
  - If yes, how is weight determined?: N/A
- **What constitutes a quorum?:** Simple majority
- **Officers are selected by Governing (MPO) Board membership:** Yes - elected
  - Officers have set terms: Yes, one year

- Are there term limits?: No
- **Frequency of Governing (MPO) Board meetings:** Monthly
- **State statutory language guiding Governing (MPO) Board composition:** MPOs are not recognized under Virginia State Statute – all binding decisions are approved by the PDC Board as directed by the PDC Executive Committee (MPO Board).
- **An abstention counts as an affirmative vote:** No

***Technical Committee:***

- **All local government jurisdiction is represented on the technical committee:** Yes – each agency represented on the Governing (MPO) Board has 3 voting members on the Transportation Technical Committee (TTC).
- **If not, how are local government jurisdictions represented on the Technical Committee?:** N/A
- **Major modal providers are represented on the technical committee:** Yes – same as Governing (MPO) Board
- **Other agencies or stakeholders represented on the technical committee include:** Yes – same as Governing (MPO) Board
- **Weighted voting structure:** No
- **What constitutes a quorum?:** Simple majority
- **Officers are selected by TTC membership:** Yes – by consensus
  - Officers have set terms: Yes, two years
  - Are there term limits?: Yes, one term, but may repeat if not consecutive terms
- **How frequently does the technical committee meet?:** Monthly

***Staff:***

- **Agency housing MPO:** Hampton Roads Planning District Commission
- **MPO staff are paid by:** Hampton Roads Planning District Commission
- **MPO staff size:** 12

- MPO staff per capita: 1 per 126,000
- MPO staff expertise: (all with graduate degrees in engineering or planning)
  - Transportation engineering
  - Transportation modeling
  - Transportation planning
  - Geographic Information System (GIS)
- **Are all MPO functions performed by dedicated MPO staff?:** Yes, although some support services are shared with PDC (receptionist, etc.).
  - If no, are MPO functions completed by other staff: N/A
  - If no, are MPO functions completed by consultant: N/A
- **Percent of UPWP funded work completed by dedicated MPO staff:** 100% - MPO staff views itself as public sector consultants and provides a wide variety of technical services to member agencies, due in large part to staff size and expertise.

**Funding:**

- **MPO funding sources:** Federal planning (PL) funds, Federal transit planning (Section 5303) funds and local matching funds for both federal funding sources.
- **Total UPWP funding from all sources:** \$2,200,000 million
- **Per capita UPWPW funding:** \$1.45 per capita
- **State distribution mechanism for federal planning funds (PL) funds:** \$50,000 to every MPO in the state plus distribution of remaining PL funds based on urbanized area population.
- **Who provides the match for PL funds?:** 10% state and 10% local (local component paid by member jurisdictions based on population)
- **How would current PL funds distribution be changed were the MPO to consolidate with a neighboring MPO?:** N/A
- **CMAQ funds recipient:** Yes
- **CMAQ fund distribution mechanism in the state:** State formula based on attainment status and other criteria – MPO sub-allocates CMAQ funds to member

jurisdictions based on a rating and ranking system that considers a variety of transportation and air quality related criteria.

- **Programming control over federal urban allocation funds:** Yes - Regional STP funds distributed by statewide formula based on population and programmed based on a rating and ranking system that considers a variety of transportation and other criteria (does not consider population distribution).
- **MPO federal urban allocation funds used for MPO functions:** No – project funding only based on rating and ranking system.
- **Role in programming non-urban allocation funds:** No (although MPO views approval of TIP as a control mechanism)

#### *Air Quality Planning:*

- **Ozone maintenance or non-attainment:** ozone maintenance
- **Air shed covers more than one MPO or a non-MPO jurisdiction:** No – two member jurisdictions (Gloucester County and Isle of Wight County lie outside air shed)
  - Multiple emissions budgets or a shared budget: N/A
  - Joint or separate air quality conformity report: N/A
  - Coordinated air quality planning activities: N/A
  - MPO programming process have been impacted by a air quality conformity issues in a neighboring MPO or non-MPO jurisdiction: N/A

#### *Intra-MPO Relationship:*

- **Characterize MPO member jurisdictions relations:** Cooperative, though not without contention and significant negotiation – in general, members work fairly well together toward regional goals and benefits and agree to disagree without disrupting the normal flow of the transportation decision-making process.
- **How are long-range plan and programming funding decisions reached?:** through a rating and ranking system
- **A minority of member jurisdictions dominate the MPO process:** No, the Governing (MPO) Board and TTC structures ensure that no one member agency dominates the MPO decision-making process.

***Inter-MPO Relationship:***

- **Relationship with their neighboring MPO(s):** Richmond MPO borders one member jurisdiction – there is no formal or informal relationship with that MPO.
- **Member jurisdiction boundaries cross MPO boundaries:** No
- **Commuter patterns reflect significant cross-MPO and jurisdictional commuter traffic:** No
- **Formal relationship between contiguous MPOs:** No
- **MPOs co-sponsor projects or other work products:** No
- **MPOs cooperate securing funding for regional transportation projects:** No
- **MPOs share a transportation model:** No
  - Who is responsible for model maintenance? N/A
  - Are the socioeconomic assumptions the same for all MPOs? N/A

***Relationship with Neighboring Non-MPO Jurisdictions:***

- **Significant cross-jurisdictional commuter traffic:** Increasing commuter traffic with rural NC counties to the south, but not considered significant yet.
- **Neighboring non-MPO jurisdictions wish to join the MPO:** No
- **Formal relationship exists between the MPO and the non-MPO neighbor:** No
- **A cooperative, but informal relationship exists between the MPO and the non-MPO neighbor?:** No
- **The urbanized boundary crosses into a non-MPO neighbor following 2000 Census:** No

***Relationship with Other Transportation Agencies (including the State DOT):***

- **Cooperative relationship with state Department of Transportation (DOT):** Yes

- **Major transportation providers have a role in the MPO process:** Yes – both area transit agencies are involved in the MPO process. However, the airport and seaport are not involved in the MPO process.
- **Relationship with local transit provider:** Cooperative – members of MPO Board
- **Multiple transit providers within MPO area:** Yes
- **Coordinated regional transit service:** Hampton Roads TDC provides service to most of the MPO area
- **Regional transit service crosses MPO boundaries or boundaries with a non-MPO jurisdiction:** No

Coordinated transit planning activities: N/A

### *Unique Characteristics/Applicable Lessons*

- MPO Consolidation
  - The Hampton Roads MPO is a product of a voluntary merger in 1991 of two existing MPOs (the Peninsula MPO and the Southeastern Virginia MPO)
    - Followed the merger of the two Planning District Commissions (PDCs) housing the respective MPOs,
    - Followed the 1990 Census redesignation of two urbanized areas as one urbanized area, and
    - Generally a friendly merger driven primarily by a desire for increased technical services for member jurisdictions.
- Committee Structure/Intra-MPO Relationship
  - The Governing (MPO) Board and TTC structure ensures that the larger jurisdictions cannot dominate the MPO decision-making process through the following mechanisms:
    - One vote per jurisdiction on Governing (MPO) Board,
    - Three votes per jurisdiction on TTC,
    - Quorums are based on a simple majority,
    - Abstentions do not count as an affirmative vote,
    - TTC officers have term limits, and
    - Need based project funding distribution mechanism.

➤ Staff

- The MPO fosters an organizational culture of being a “public sector consulting firm” focusing staff energy on the provision of useful technical services to member jurisdictions.
- All MPO functions are performed by MPO staff.
- The MPO is able to provide such high level technical services to its member agencies by maintaining a large staff with a high degree of expertise.
- MPO staffing and other MPO personnel decisions are not made by a member jurisdiction.

➤ Funding

- All member jurisdictions have a financial stake in the operations of the MPO.
  - Each member jurisdiction provides a mandatory contribution toward the local match for federal planning funds.
  - The project funding distribution mechanism (for STP urban allocation funds and for CMAQ funds) is based on regional transportation system need, not population share.
- The MPO uses federal transit planning funds (Section 5303) for in-house functions.
- The MPO maintains programming authority over Regional STP funds (STP-DA in North Carolina).

**APPENDIX F:  
WASATCH FRONT**

**DRAFT**

## **Wasatch Front**

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

- **Urbanized Areas Covered:** 2, (the Salt Lake and Ogden-Layton Urbanized Areas)
- **Population based on 2000 Census:** 1,305,583
  - Salt Lake City UA: 887,650
  - Ogden-Layton UA: 417,933
  - Population combined with neighboring MPOs: 1,609,263
    - Provo-Orem UA: 303,680
- **MPO committees:**
  - Wasatch Front Regional Council (WFRC) (Governing Board)
  - Trans Com (Transportation Coordinating Committee or TCC)
  - Salt Lake Area Technical Advisory Committee (TAC)
  - Ogden-Layton Area Technical Advisory Committee (TAC)
  - Air Quality Committee (AQC)

### ***Governing Board: Wasatch Front Regional Council (WFRC)***

- **All local government jurisdictions have voting membership on the Governing Board:** No
- **If not, how are member jurisdictions represented at the MPO?:** Jurisdictions within the MPO boundary are represented by a representative from each County Council of Governments.
- **What is the composition of the Governing Board:**
  - Voting: 19
    - Davis County (3)
    - Morgan County (3)
    - Salt Lake County (8)
    - Tooele County (1)

- Weber County (4)
- Non-voting: 3
  - Utah Association of Counties (1)
  - Utah League of Cities and Towns (1)
  - Envision Utah (1)
- **Major modal providers represented on the Governing Board:** No
- **Other agencies or stakeholders represented on the Governing Board:** Yes
  - If yes, what agencies:
    - Utah Association of Counties (non-voting)
    - Utah League of Cities and Towns (non-voting)
    - Envision Utah (non-voting)
- **Weighted voting structure:** No, however, there is a defacto weighted structure as each member has one vote with the number of members determined by population.
  - If yes, how is weight determined?: N/A
- **What constitutes a quorum?:** Simple majority
- **Officers are selected by Governing Board membership:** Yes
- **Officers have set terms:** No
  - If yes, are there term limits?: N/A
- **Frequency of Governing Board meetings:** 8-9 times per year
- **State statutory language guiding Governing Board composition:** None. Composition is guided by interlocal agreement.
- **An abstention counts as an affirmative vote:** No; meetings are conducted according to Robert's Rules of Order.

***Policy Advisory Committee: Transportation Coordinating Committee (Trans Com)***

- **Purpose:** This is a policy advisory committee of the WFRC serving as a forum for discussion of major transportation issues and policies with the responsibility of making specific recommendations regarding the TIP.

- **Composition:** Members of Trans Com are appointed as follows:
- Voting (18)
    - One (1) member from each County Council of Governments (COG) who is also a member of the WFRC (appointed by WFRC)
    - Davis and Weber COGs appoint one (1) additional member each and one (1) staff representative
    - Salt Lake City COG appoints two (2) additional members and one (1) staff representative
    - Utah State Transportation Commission (2)
    - Utah Transportation Authority Board of Trustees (2)
    - Utah Air Quality Board member (1) and one (1) staff representative
    - WFRC may appoint up to four (4) additional members of existing policy or advisory committees as members to represent aviation, trucking, railroad, and other interests as appropriate
  - Non-Voting (4)
    - Federal Highway Administration (FHWA) (1)
    - Utah Department of Transportation (UDOT)(1)
    - Utah Transit Authority (UTA)(1)
    - Mountainland Assoc of Governments is invited to appoint one (1) representative to support coordination in planning with the Provo-Orem Area

***Technical Committee: 2 separate technical committees***

- Salt Lake Technical Advisory Committee
- Purpose: To serve as a technical advisory committee, providing technical advice and input to Trans Com regarding the transportation planning process, the LRTP, the TIP, etc. for the Salt Lake City Urbanized Area.
  - Composition: Planners, engineers, and other professionals representing Salt Lake County and each municipality within the county as well as UDOT, UTA, DAQ, FHWA and other local agencies (25-30 members).
  - Meeting frequency: Monthly
- Ogden-Layton Technical Advisory Committee

- Purpose: To serve as a technical advisory committee, providing technical advice and input to Trans Com regarding the transportation planning process, the LRTP, the TIP, etc. for the Ogden-Layton Urbanized Area.
  - Composition: Planners, engineers, and other professionals representing Salt Lake County and each municipality within the county as well as UDOT, UTA, DAQ, FHWA and other local agencies (25-30 members).
- **Major modal providers are represented on the technical committees:** Yes
- Utah Department of Transportation
  - Utah Transit Authority
- **Other agencies or stakeholders represented on the policy committee include:**
- Federal Highway Administration
  - Department of Air Quality
- **Weighted voting structure:** No
- **What constitutes a quorum?:** Simple majority
- **Officers are selected by membership:** Yes
- Officers have set terms: Yes, 1 year
  - Are there term limits?: No
- **How frequently do the technical advisory committees meet?:** Monthly

***Air Quality Committee (AQC):***

- **Purpose:** To coordinate air quality planning and transportation planning through the review of air quality plans, the LRTP, the TIP, and conformity determinations.
- **Composition:** Representatives from the Wasatch Front Regional Council, Utah Department of Transportation, Utah Transit Authority, Division of Air Quality, Utah Air Quality Board, County health, planners, elected officials, Environmental Protection Agency, Federal Highway Administration, environmental groups, industry, business, and others.

**Staff:**

- **Agency housing MPO:** Wasatch Front Regional Council (WFRC)
- **MPO staff are paid by:** Wasatch Front Regional Council (WFRC) using PL funds; The twenty-seven (27) member staff spends 90% of time on MPO activities, however, some staff members manage the community development block grant program (1), develop FEMA hazard mitigation plans for wildfires and earthquakes (1), and addresses water issues (1).
- **MPO staff size:** 27 with exceptions noted above
  - MPO staff per capita: 1 per 54,400
  - MPO staff expertise: (a majority have graduate degrees)
    - Transportation planning
    - Transportation engineering
    - Transportation modeling
    - Transit
    - GIS
- **Are all MPO functions performed by dedicated MPO staff?:** No
  - If no, are MPO functions completed by other staff: No
  - If no, are MPO functions completed by consultant: Yes
- **Percent of UPWP funded work completed by dedicated MPO staff:** 90% - consultants perform special corridor studies.

**Funding:**

- **MPO funding sources:** Federal planning (PL) funds and state funds, also transit authority funds from a county sales tax; local funds have been provided to perform an aviation study.
- **Total UPWP funding from all sources:** \$3,500,000
- **Per capita UPWPW funding:** \$2.68 per capita
- **State distribution mechanism for federal planning funds (PL) funds:** The four (4) MPOs in the state receive a base amount with the remaining amount distributed according to population.

- **Who provides the match for PL funds?:** Each jurisdiction (5 counties) contributes a portion based on the number of voting members on the WFRC.
- **How would PL funds distribution be changed were the MPO to consolidate with neighboring MPO?:** Unknown - Not addressed in statute.
- **UPWP funding for 2003:** \$3,500,000 with a small amount of funds designated for items not related to transportation planning.
  - UPWP funding per capita: \$2.70
- **CMAQ funds recipient:** Yes
- **CMAQ fund distribution mechanism in the state:** The state allocates fairly evenly to the recipient areas based on projects submitted.
- **Programming control over federal urban allocation funds:** Yes – the state may submit projects for programming to the WFRC.
- **MPO federal urban allocation funds used for MPO functions:** No, not in the past. However, will be used for staff support in the coming year as the FHWA will not permit the use of PL funds for some projects with which the MPO staff has been assisting the UDOT.
- **Role in programming non-urban allocation funds:** Submits project priority list

***Air Quality Planning:***

- **Ozone maintenance or non-attainment:** Maintenance
- **Air shed covers more than one MPO or a non-MPO jurisdiction:** No
  - Multiple emissions budgets or a shared budget: N/A
  - Joint or separate air quality conformity report: N/A
  - Coordinated air quality planning activities: Yes, the WFRC has formed an Air Quality Committee (AQC) to coordinate air quality planning and transportation planning through the review of air quality plans, the LRTP, the TIP, and conformity determinations.
  - MPO programming process have been impacted by air quality conformity issues in a neighboring MPO or non-MPO jurisdiction: N/A

***Intra-MPO Relationship:***

- **Characterize MPO member jurisdictions relations:** Relations are good, some contentious issues have arisen over time, but they were worked out amicably.
- **How are long-range plan and programming funding decisions reached?:** A project priority list is established.
- **A minority of member jurisdictions dominate the MPO process:** Not necessarily, however, some smaller counties have wondered about the benefit of their membership.

***Inter-MPO Relationship:***

- **Relationship with their neighboring MPO(s):** Yes, through the Joint Policy Advisory Committee that includes the neighboring Mountainland MPO, Mountainland Association of Governments, Wasatch Front Regional Council, State Transportation Commission, Utah Department of Transportation, Utah Transit Authority.
- **Member jurisdiction boundaries cross MPO boundaries:** Yes, the community of Draper is mainly in the WFRC boundary, with a small portion within Mountainland Association of Governments (the Utah Valley MPO).
- **Commuter patterns reflect significant cross-MPO and jurisdictional commuter traffic:** Yes – particularly between Salt Lake County and Utah County.
- **Formal relationship between contiguous MPOs:** Yes, the Joint Policy Advisory Committee.
- **MPOs co-sponsor projects or other work products:** Yes, for example, a joint study examining the need for transit including commuter rail between Salt Lake City and Provo.
- **MPOs cooperate securing funding for regional transportation projects:** No
- **MPOs share a transportation model:** No
  - Who is responsible for model maintenance? N/A
  - Are the socioeconomic assumptions the same for all MPOs? N/A

***Relationship with Neighboring Non-MPO Jurisdictions:***

- **Relationship with their neighboring non-MPO jurisdictions:** No

- **Significant cross-jurisdictional commuter traffic:** No
- **Neighboring non-MPO jurisdictions wish to join the MPO:** No
- **Formal relationship exists between the MPO and the non-MPO neighbor:** No
- **A cooperative, but informal relationship exists between the MPO and the non-MPO neighbor?:** No
- **The urbanized boundary crosses into a non-MPO neighbor following 2000 Census:** No

***Relationship with Other Transportation Agencies (including the State DOT):***

- **Cooperative relationship with state Department of Transportation (DOT):**  
Yes
- **Major transportation providers role in MPO process:** Yes
  - Utah Transit Authority – membership on Trans Com
  - Is there a coordinated regional transit service?: Yes, Utah Transit Authority
  - If yes, does the regional transit service cross MPO boundaries or boundaries with a non-MPO jurisdiction: Yes
  - Are there coordinated transit planning activities: Yes

***Unique Characteristics/Applicable Lessons:***

- **Committee Structure/Intra-MPO relationship**
  - One vote per MPO Board Member, therefore, there may be a diversity of opinion among members of individual jurisdictions.
  - Quorum is based on a simple majority.
  - Abstentions do not count as an affirmative vote.
  - Technical committees from each urbanized area provide input to the policy advisory committee.
- **Staff**

- Staff is a professional transportation planning staff with support personnel that provides technical services to its member jurisdictions.
- Most MPO functions are performed by MPO staff.
- Inter-MPO Relationships
  - The MPO is a member of a regional group that meets to discuss regional transportation issues.
- Funding
  - The MPO has direct control over programming of federal urban allocation funds.
- Air Quality
  - Has established an Air Quality Committee to facilitate coordination of air quality planning and transportation planning.

DRAFT