

Key Chapter Changes

Key chapter changes highlighted **yellow** are new changes.

- Section 1.3 (Florida's MPOs) – Inserted updated version of Florida MPO/TMA Areas map. (August 4, 2023)
- Section 1.3.5 (Florida MPO Advisory Council) – Removed reference to MPOAC's responsibility to lobby on behalf of the MPOs. (July 20, 2023)

1 Introduction

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1.1 What is an MPO?

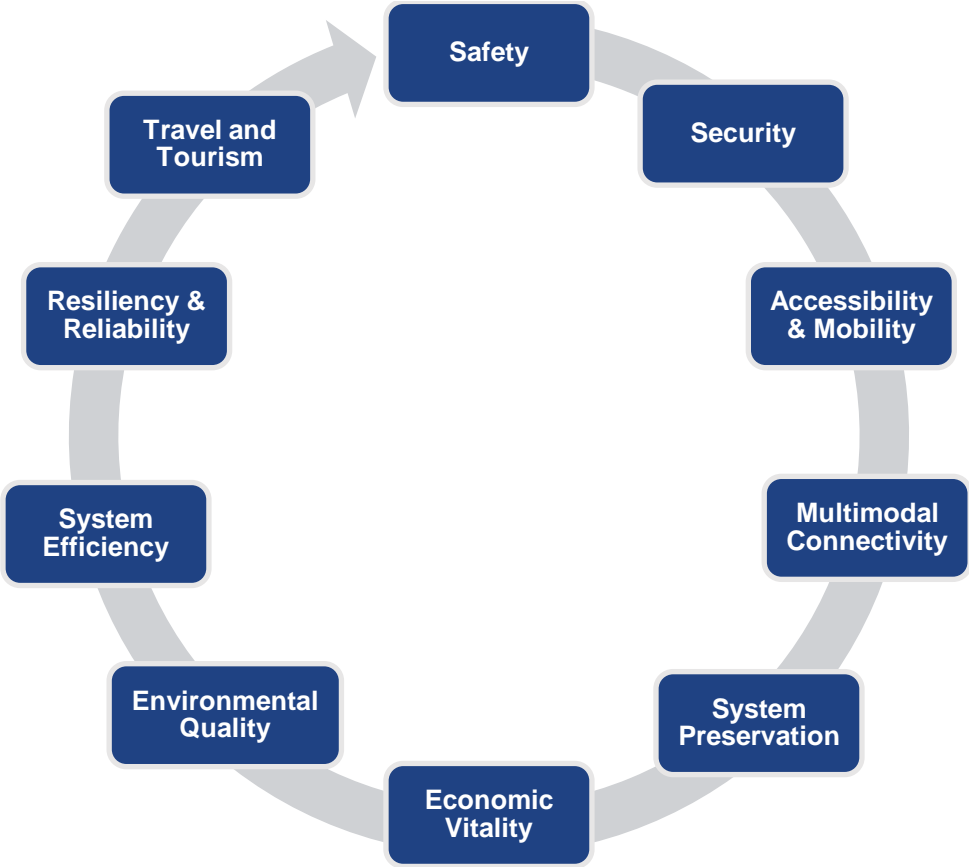
MPOs are federally mandated transportation planning organizations (TPO) comprised of representatives from local governments and transportation authorities. The MPO's role is to develop and maintain the required transportation plans for a metropolitan area in order to ensure Federal funds support local priorities. In Florida, MPOs are also referred to as TPOs and Transportation Planning Agencies (TPA).

Federal transportation planning requirements for metropolitan areas have been in place for several decades. In 1962, the United States Congress passed the Federal-Aid Highway Act; this provided Federal-Aid highway funding to areas with populations greater than 50,000 contingent on the establishment of a continuing and comprehensive transportation planning process carried out cooperatively by State and local communities (i.e., 3-C planning process). To more effectively address the need for regional coordination of transportation planning across jurisdictional boundaries, the 1973 Federal-Aid Highway Act mandated the creation or designation of MPOs for urban areas. MPOs are required to implement the 3-C planning process and comply with Federal and State transportation planning requirements as a condition of the receipt of Federal transportation funds.

The Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA, P.L. 102-240) gave MPOs the responsibility to involve the public in this planning process through expanded citizen participation opportunities and requirements. The Transportation Equity Act for the 21st Century (TEA-21, P.L. 105-178), which was enacted in 1998, added a requirement for public involvement during the MPO certification review.

The Safe, Accountable, Flexible, Efficient, Transportation Equity Act (SAFETEA-LU, P.L. 109-59), which was enacted in 2005, increased public involvement responsibilities with new Public Participation Plan (PPP) requirements to provide reasonable opportunities for all parties to provide input to MPO plans. The Moving Ahead for Progress in the 21st Century Act (MAP-21, P.L. 112-141), which was enacted in 2012, and the Fixing America's Surface Transportation System Act (FAST, P.L. 114-94), which was enacted in 2015, continued the PPP requirements. MPOs also must consider 10 Federal Planning Factors in the planning process, which are presented in [Figure 1.1](#).

Figure 1.1 Federal Planning Factors



1.2 What Does the MPO Do?

The MPO carries out four primary activities:

- Develop and maintain a Long-Range Transportation Plan (LRTP), which addresses no less than a 20-year planning horizon.
- Update and approve a Transportation Improvement Program (TIP), which is a four-year program for highway and transit improvements. In Florida, MPOs are required to develop and adopt a TIP annually that includes a five-year program of projects. The fifth year is included for illustrative purposes.
- Develop and adopt a Unified Planning Work Program (UPWP), which identifies the MPO’s budget and planning activities that are to be undertaken in the metropolitan planning area.

- Prepare a Public Participation Plan (PPP), which describes how the MPO involves the public and stakeholder communities in transportation planning. The MPO also must periodically evaluate whether its public involvement process continues to be effective.

These activities, presented in [Figure 1.2](#) below, are required for the MPO to qualify for and receive Federal transportation funds.

Figure 1.2 MPO Primary Activities



The LRTP includes both long-range and short-range strategies/actions that provide for the development of an integrated multimodal transportation system (including accessible pedestrian walkways and bicycle transportation facilities) in order to facilitate the safe and efficient movement of people and goods in addressing current and future transportation demand [\[23 C.F.R. 450.324\(a\)\(b\)\]](#). The LRTP is reviewed and updated at least every five years in air quality attainment areas to confirm the transportation plan’s validity and consistency with current and forecasted transportation and land use trends and conditions, as well as to extend the forecast period to at least a 20-year planning horizon [\[23 C.F.R. 450.324\(d\)\]](#). [Chapter 4: Long-Range Transportation Plan](#) details the LRTP process.

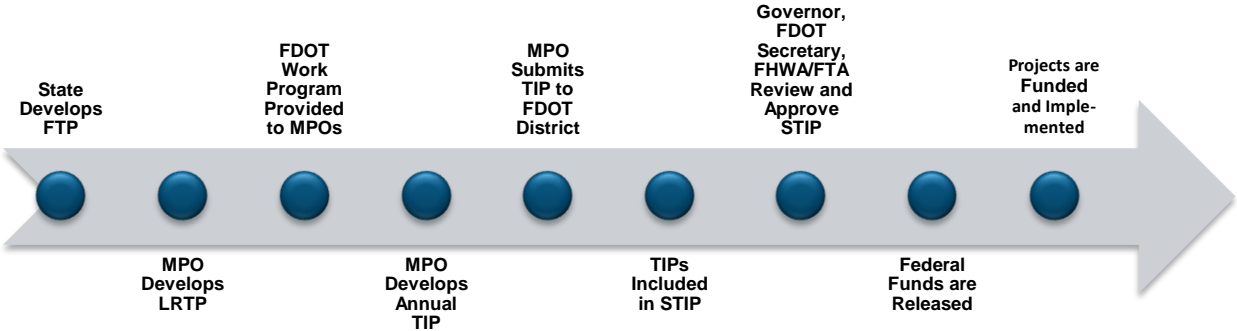
Each MPO’s LRTP must consider the goals and objectives identified in the [Florida Transportation Plan](#) (FTP), which is the Long-Range Transportation Plan for the State [\[s.339.175\(7\)\(a\), F.S.\]](#). The current FTP outlines the transportation vision for the State over the next 40 plus years and identifies the goals, objectives, and strategies that can be used to accomplish that vision. Within each metropolitan area, the State shall develop the Long-Range Statewide Transportation Plan in cooperation with the MPOs [\[23 C.F.R. 450.216\(g\)\]](#).

An MPO’s TIP reflects the short-term transportation investment priorities established in the MPO’s current LRTP. It includes surface transportation projects within the boundaries

of the MPO that receive Federal funds. Federal law requires the TIP to cover a period of no less than four years and must be updated at least every four years. If the TIP covers more than four years, the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) will consider the projects in the additional years as informational [23 C.F.R. 450.326(a)]. However, s.339.175(8)(a), F.S., requires that MPOs develop an annual TIP that identifies projects to be carried out over the next five years. The schedule for the development of the TIP must be compatible with the schedule for the development of FDOT’s Work Program [s.339.175(8)(c)(1), F.S.]. Since the five-year work program is adopted annually, the TIP covers five years instead of four. This fifth year is considered “illustrative” for planning purposes. This process involves solicitation of project requests from agencies responsible for providing transportation services and facilities, cooperatively ranking the projects, and selecting the highest priority projects that can be implemented with the estimated available funding. Each MPO’s TIP is included in Florida’s Statewide Transportation Improvement Program (STIP). **Chapter 5: Transportation Improvement Program** discusses the TIP process in detail. Due to the important relationship between the TIP and the STIP, additional information on the STIP can be found in the [Work Program Instructions Part IV, Chapter 5: Statewide and Local Transportation Improvement Programs](#).

Figure 1.3 shows the general LRTP and TIP steps in the statewide and metropolitan planning processes.

Figure 1.3 Statewide and Metropolitan Planning Processes



Each MPO, in cooperation with the State and public transportation operator(s), must develop a UPWP that includes a discussion of the planning priorities for the MPO’s planning area [23 C.F.R. 450.308(c)]. The UPWP identifies work proposed for the next

one- or two-year period. In Florida, the MPOs currently are on a two-year UPWP schedule. FDOT Central Office provides the Districts and the MPOs with a UPWP balance sheet, which includes a year one allocation and, for illustrative purposes, the anticipated year two allocation. Prior to development of the UPWP, the Districts are provided Federal and State Planning Emphasis Areas (PEA) that are to be considered by the MPO when developing UPWP tasks. [Chapter 3: Unified Planning Work Program](#) discusses the UPWP process in greater detail.

Each MPO must develop and use a PPP that defines a process for providing individuals;

- affected public agencies;
- representatives of public transportation employees;
- public ports;
- freight shippers;
- providers of freight transportation services;
- private providers of transportation (including intercity bus operators, employer-based commuting programs, such as carpool program, vanpool program, transit benefit program, parking cash-out program, shuttle program, or telework program);
- representatives of users of public transportation;
- representatives of users of pedestrian walkways and bicycle transportation facilities;
- representatives of the disabled; and
- other interested parties with reasonable opportunities to be involved in the metropolitan transportation planning process [23 C.F.R. 450.316(a)].

The MPO must develop the PPP, in consultation with all interested parties, and describe explicit procedures, strategies, and desired outcomes for public participation. It must also periodically review the effectiveness of the procedures and strategies. [Chapter 6: Public Involvement](#) provides more details about the PPP.

Table 1.1 presents FDOT and MPO transportation planning products and associated review and update requirements.

Table 1.1 Statewide and MPO Transportation Planning Products

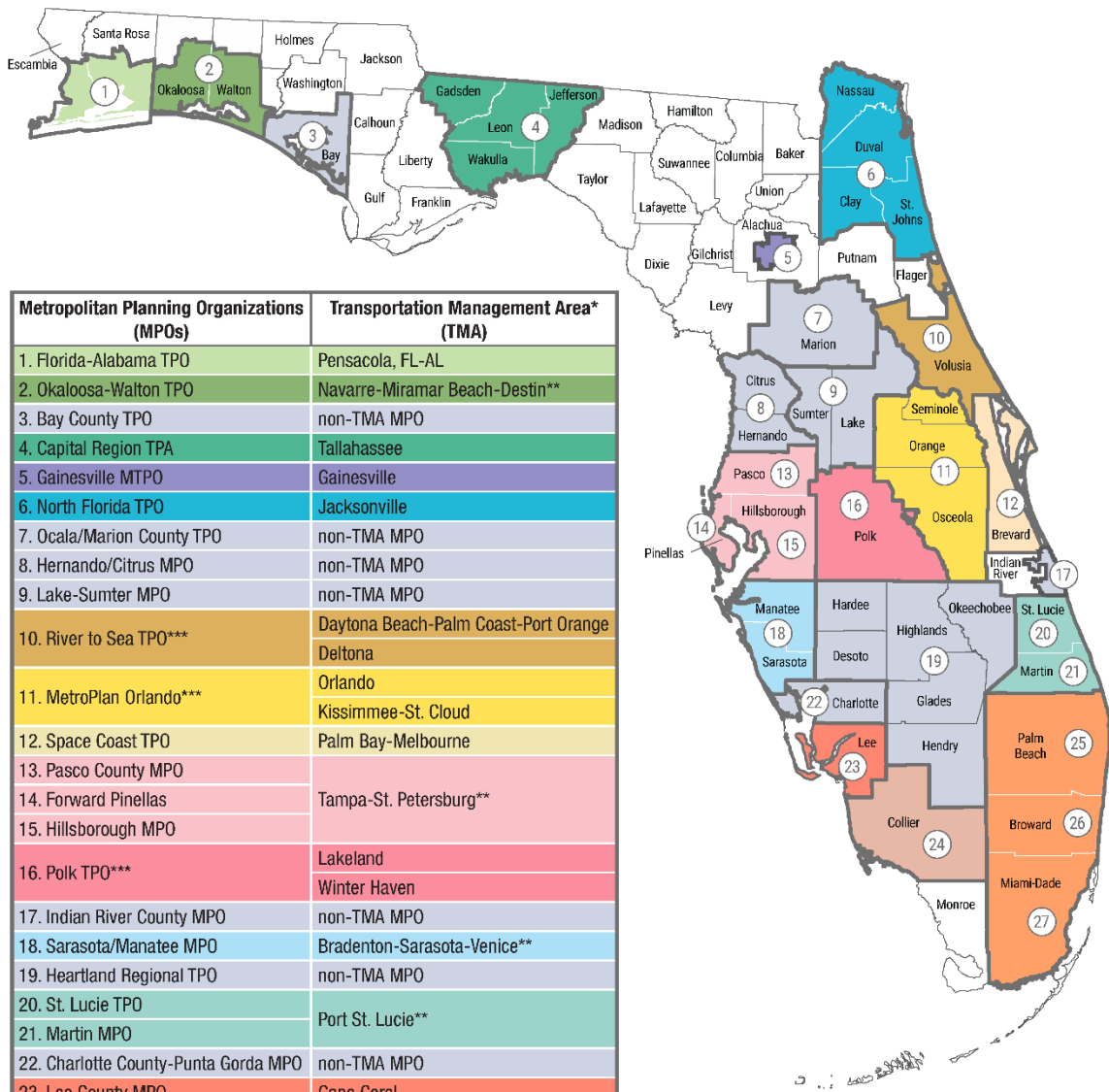
Planning Product	Who Develops	Who Approves	Time Horizon	Content	Update Requirements
TIP	MPO	MPO/ Governor	<u>Federal</u> 4 Years <u>Florida</u> Illustrative 5 th year	Transportation improvements	<u>Federal</u> Every 4 years <u>Florida</u> Annual
STIP	FDOT	FHWA and FTA	<u>Federal</u> 4 Years <u>Florida</u> Illustrative 5 th year	Transportation improvements	<u>Federal</u> Every 4 years <u>Florida</u> Annual
LRTP	MPO	MPO	<u>Federal</u> 20 Years <u>Florida</u> 20+ years	Future goals, strategies and projects	<u>Federal</u> Every 5 years (4 years for nonattainment and maintenance areas) <u>Florida</u> 5 years
FTP	FDOT	FDOT	<u>Federal</u> 20 Years <u>Florida</u> At least 30-year horizon	Future goals and strategies	<u>Federal</u> Not specified <u>Florida</u> At least every 5 years
UPWP	MPO	MPO, FHWA and FTA	<u>Federal</u> 1-2 Years <u>Florida</u> 2 Years	MPO tasks and planning budget	<u>Federal</u> At least once every 2 years <u>Florida</u> Annual
PPP	MPO	MPO	<u>Federal</u> Not specified <u>Florida</u> Not specified	Procedures, and strategies for engaging the public	<u>Federal</u> Periodic review and update <u>Florida</u> Periodic review and update

1.3 Florida's MPOs

Florida has 27 MPOs serving metropolitan areas with a wide range of population sizes, from just over 135,000 people to more than 2,500,000 people. MPOs are categorized as either a Transportation Management Area (TMA) MPO or a Non-TMA MPO. FHWA designates a TMA for urban areas with populations of 200,000 people or more. In Florida there are 15 TMAs that encompass 18 MPOs (the Tampa-St. Petersburg, Port St. Lucie, and Miami TMA's contain multiple MPOs). The planning requirements for TMA MPOs and non-TMA MPOs are slightly different. [Figure 1.4](#) presents a map of the TMA and non-TMA MPOs throughout Florida. [Table 1.5](#) contains a listing of all Florida MPOs and related contact information.

Figure 1.4 Florida MPO/TMA Areas

Florida MPO/TMA Areas



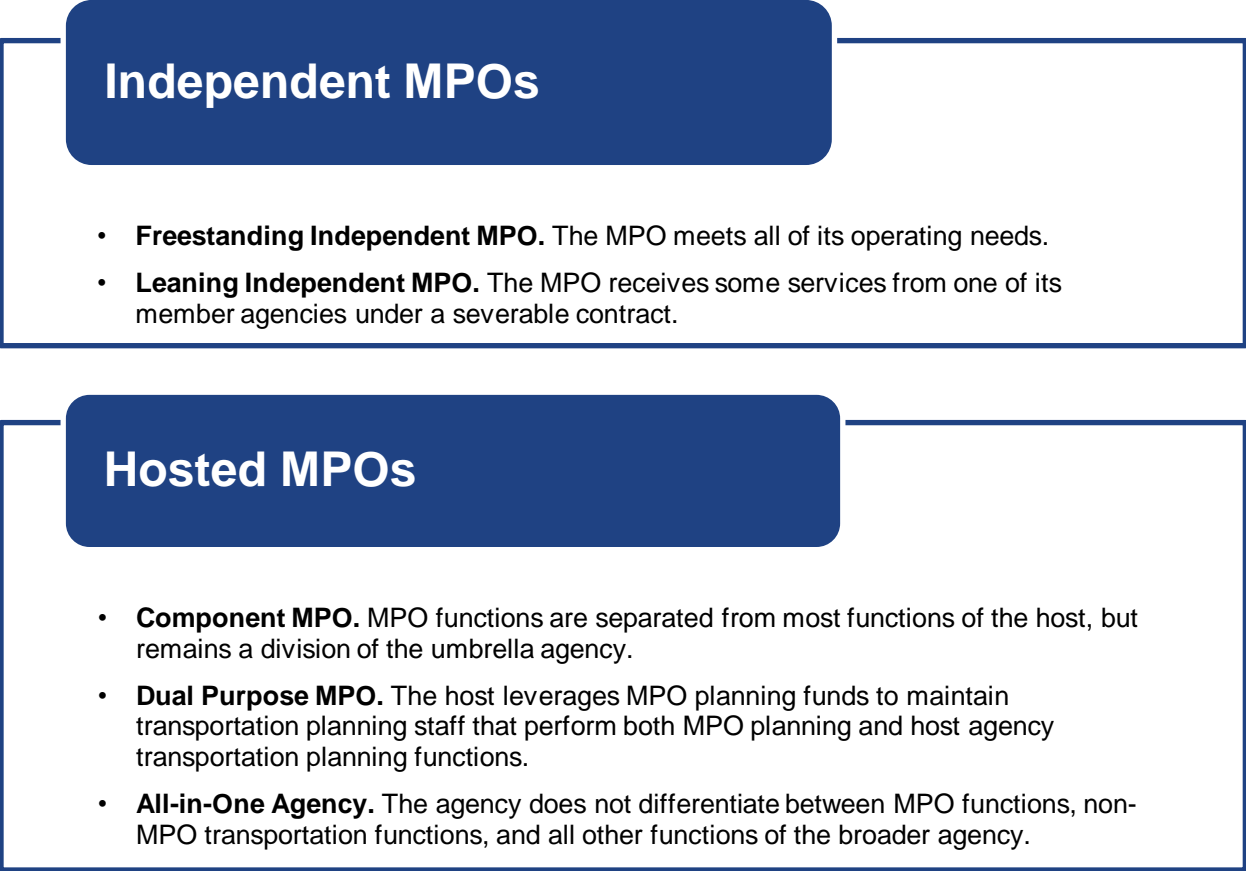
Metropolitan Planning Organizations (MPOs)	Transportation Management Area* (TMA)
1. Florida-Alabama TPO	Pensacola, FL-AL
2. Okaloosa-Walton TPO	Navarre-Miramar Beach-Destin**
3. Bay County TPO	non-TMA MPO
4. Capital Region TPA	Tallahassee
5. Gainesville MTPO	Gainesville
6. North Florida TPO	Jacksonville
7. Ocala/Marion County TPO	non-TMA MPO
8. Hernando/Citrus MPO	non-TMA MPO
9. Lake-Sumter MPO	non-TMA MPO
10. River to Sea TPO***	Daytona Beach-Palm Coast-Port Orange Deltona
11. MetroPlan Orlando***	Orlando Kissimmee-St. Cloud
12. Space Coast TPO	Palm Bay-Melbourne
13. Pasco County MPO	
14. Forward Pinellas	Tampa-St. Petersburg**
15. Hillsborough MPO	
16. Polk TPO***	Lakeland Winter Haven
17. Indian River County MPO	non-TMA MPO
18. Sarasota/Manatee MPO	Bradenton-Sarasota-Venice**
19. Heartland Regional TPO	non-TMA MPO
20. St. Lucie TPO	Port St. Lucie**
21. Martin MPO	
22. Charlotte County-Punta Gorda MPO	non-TMA MPO
23. Lee County MPO	Cape Coral
24. Collier MPO	Bonita Springs-Estero**
25. Palm Beach TPA	
26. Broward MPO	Miami-Ft. Lauderdale**
27. Miami-Dade TPO	

* Urban area population over 200,000
 ** Navarre-Miramar Beach-Destin, Tampa-St. Petersburg, Bradenton-Sarasota-Venice, Port St. Lucie, Bonita Springs-Estero, and Miami-Fort Lauderdale TMAs are within multiple MPOs.
 *** River to Sea TPO, MetroPlan Orlando, and Polk TPO contain multiple TMAs

1.3.1 MPO Organizational Structure

MPO organizational structures span a continuum that ranges from fully independent freestanding (non-hosted) organizations to those that are so integrated with a host agency that they form a single, indistinguishable all-in-one agency. Hosted MPOs are typically affiliated with another governmental agency, such as a county or regional planning office. [Figure 1.5](#) provides detailed information about MPO structures that fall along this continuum.

Figure 1.5 MPO Organizational Structures



1.3.2 MPO Agreements, Statements & Assurances

MPOs enter into agreements with FDOT, other parties or agencies, and local governments. In addition, MPOs are required to make certain statements and assurances related to Debarment and Suspension; Disadvantaged Business Enterprise; Lobbying Certification for Grants, Loans and Cooperative Agreements; and Title

VI/Nondiscrimination. [Table 1.2](#), [Table 1.3](#), and [Table 1.4](#) include all required and optional agreements, statements, and assurances:

- Agreements Between FDOT and MPOs;
- Agreements Between MPOs and Other Parties; and
- MPO UPWP Statements & Assurances.

Table 1.2 Agreements Between FDOT and MPOs

Name	Location in Handbook	Form #	Length
Interlocal Agreement for Creation of the MPO	<u>Sections - 2.7, 2.11</u>	<u>Form No. 525-010-01</u>	Five Years (concurrent with the decennial census and/or concurrent with Federal Reauthorization)
Metropolitan Planning Organization Agreement	<u>Sections - 2.8.1, 2.11, 3.5.1, 3.6, 3.19</u>	<u>Form No. 525-010-02_1</u>	Two Years (concurrent with the 2-year UPWP)
Amendment to Metropolitan Planning Organization Agreement	<u>Section 3.12.3</u>	<u>Form No. 525-010-02A</u>	
Public Transportation Grant Agreement Public Transportation Grant Agreement Exhibits Amendment to the Public Transportation Grant Agreement Amendment for Extension of Public Transportation Grant Agreement	<u>Sections - 2.8.2, 2.11, 3.3.2, 3.5.2, 3.19</u>	<u>Form No. 725-000-01</u> <u>Form No. 725-000-02</u> <u>Form No. 725-000-03</u> <u>Form No. 725-000-04</u>	Annual

Table 1.3 Agreements Between MPOs and Other Parties

Name	Location in Handbook	Form #	Length
Multiple MPOs in One Urban Area	<u>Section 2.8.4</u>	There is no official form since this an agreement between an MPO and a third party.	N/A
Commission for Transportation Disadvantaged Joint Participation Agreement	<u>Section 3.5.3</u>	There is no official form since this an agreement between an MPO and the Florida Commission for the Transportation Disadvantaged.	N/A
Intergovernmental Coordination and Review and Public Transportation Collaborative Planning Agreement		<u>Form No. 525-010-03</u>	Five Years

Table 1.4 MPO UPWP Statements & Assurances

Name	Location in Handbook	Form #	Length
These 4 Statements and Assurances are required to be included in each MPO's UPWP			
1. Debarment and Suspension	Section 3.7.7	Form No. 525-010-08	Two Years (concurrent with the 2-year UPWP)
2. Disadvantaged Business Enterprise			
3. Lobbying Certification for Grants, Loans and Cooperative Agreements			
4. Title VI/Nondiscrimination Assurance			
These 3 forms create the MPO Joint Certification package			
MPO Joint Certification Part 1 – FDOT District	Section 7.4	Form No. 525-010-05a	Annual
MPO Joint Certification Part 2 – MPO		Form No. 525-010-05b	
MPO Joint Certification Statements		Form No. 525-010-05c	

1.3.3 Florida MPO Board Composition

Each MPO has a Governing Board. Statewide, there are over 438 MPO Governing Board members, 386 of whom are voting members. The number of board members ranges from 6 to 29 members per MPO, including both voting and nonvoting members. The average size of an MPO Governing Board in Florida is approximately 16 members, which consist of 14 voting members and 2 nonvoting members. MPOs serving areas with a population greater than one million people tend to have the largest boards – an average of 18 voting members and 4 nonvoting advisors. MPOs serving populations below 200,000 people tend to have the smallest boards – an average of 11 voting members and 2 nonvoting members. [\[A Snapshot of Florida MPOs.\]](#)

[Section 339.175\(3\)\(a\), F.S.](#), states that “Voting members shall be elected officials of general-purpose local governments; one of whom may represent a group of general-purpose local governments through an entity created by an MPO for that purpose. An MPO may include, as part of its apportioned voting members, a member of a statutorily authorized planning board, an official of an agency that operates or administers a major mode of transportation, or an official of Space Florida.”

[Section 339.175\(3\)\(a\), F.S.](#), also states, “In accordance with [23 U.S.C. 134](#), the Governor may also allow MPO members who represent municipalities to alternate with representatives from other municipalities within the metropolitan planning area that do not have members on the MPO.” These rotating MPO Governing Board seats allow groups of municipalities (typically smaller population municipalities – often grouped by geographic proximity) to more fully engage in the MPO process by allowing them to rotate on and off the MPO Governing Board as a full voting member – taking turns representing the interests of the group they represent. [Section 339.175\(3\), F.S.](#), establishes a 25-member cap for each MPO Governing Board. However, an MPO may be permitted to exceed this cap [\[s.339.176, F.S.\]](#).

1.3.4 Florida MPO Committees

Florida Statute requires each MPO to have a Technical Advisory Committee (TAC) and a Citizens Advisory Committee (CAC). These committees meet prior to board meetings to develop recommendations for presentation to the Board.

Pursuant to [s.339.175\(6\)\(d\), F.S.](#), each MPO appoints a TAC whose members serve at the pleasure of the MPO. The TAC consists of transportation professionals working for government agencies, who review plans, projects, and programs from a technical

perspective. The members of the TAC “must include, whenever possible, planners, engineers, representatives of local aviation authorities, port authorities, and public transit authorities or representatives of aviation departments, seaport departments, and public transit departments of municipal or county governments; as applicable, the school superintendent of each county within the jurisdiction of the MPO or the superintendent’s designee; and other appropriate representatives of affected local governments.” Federal and State agency representatives whose actions are transportation related should also serve on the committee.

In addition to the TAC, each MPO is required to appoint a CAC whose members also serve at the pleasure of the MPO [\[s.339.175\(6\)\(e\), F.S.\]](#). The CAC provides a mechanism for input to the transportation planning process that reflects the citizens’ views and interests. It also assists in disseminating relevant information to the public. Membership on the CAC “must reflect a broad cross-section of local residents with an interest in the development of an efficient, safe, and cost-effective transportation system. Minorities, the elderly, and the handicapped must be adequately represented.”

Regional cooperation and partnerships are essential to the transportation planning process. For this reason, MPOs may establish other active committees or groups to advise the MPO Board on current or local issues in their area.

MPOs may serve as Designated Official Planning Agencies (DOPA) to assist the Florida Commission for the Transportation Disadvantaged in implementing a transportation disadvantaged (TD) program in designated service areas. The Commission is an independent organization that ensures the availability of transportation services for transportation disadvantaged persons.

1.3.5 Florida MPO Advisory Council

The Florida Metropolitan Planning Organization Advisory Council (MPOAC) assists MPOs in carrying out the metropolitan transportation planning process by serving as the principal forum for collective policy discussion. The MPOAC was created by the Florida Legislature as a statewide transportation planning and policy organization to augment the role of individual MPOs in the cooperative transportation planning process [\[s.339.175\(11\) F.S.\]](#).

According to its mission statement, the MPOAC improves transportation planning and education by engaging and equipping its members to deliver results through shared

innovations, best practices, enhanced coordination, communication, and advocacy. The organization is made up of a 27-member Governing Board consisting of local elected officials from each of the MPOs, as well as a 27-member Staff Directors Advisory Committee consisting of the staff directors from each MPO. The MPOAC also includes a Policy and Technical Subcommittee and other committees, as assigned by the Governing Board. The MPOAC annually prepares legislative policy positions and develops initiatives to be advanced during Florida's legislative session; it also actively participates in the activities of the Association of Metropolitan Planning Organizations (AMPO) and the National Association of Regional Councils (NARC) and works with other stakeholder groups to help shape national and statewide transportation policy. The MPOAC runs the MPO Institute for Elected Officials, which provides MPO Board members with the knowledge and tools necessary to engage in the metropolitan transportation planning process.

The MPOAC Governing Board and Staff Directors Advisory Committee typically meet quarterly. The Policy and Technical Subcommittee meets between the quarterly MPOAC meetings. More information is available on the [MPOAC website](#).

1.4 Florida MPO Contact Information

FDOT is a decentralized State agency in accordance with legislative mandates. There are seven FDOT Districts throughout Florida, and each is managed by a District Secretary. Coordination between FDOT and the MPOs occurs mainly through the cooperative planning efforts of the MPOs and FDOT District offices. [Figure 1.6](#) highlights the geographical area for each FDOT District. [Table 1.5](#) presents contact information by FDOT District for each of the 27 MPOs.

Figure 1.6 FDOT Districts

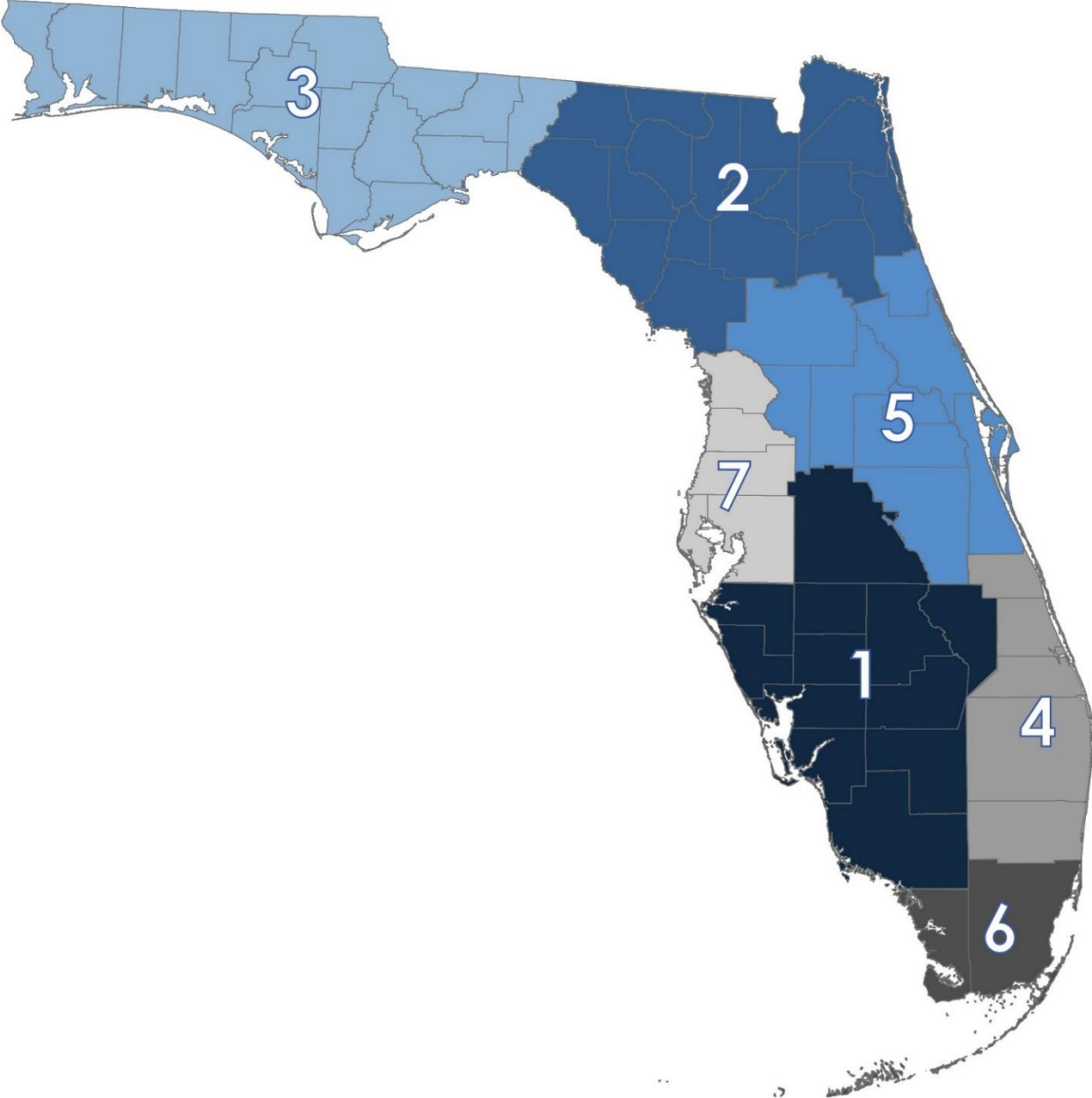


Table 1.5 Florida MPO Contact Information by FDOT District

District 1	
Charlotte County-Punta Gorda MPO	(941) 883-3535
Collier MPO	(239) 252-5804
Heartland Regional TPO	(863) 534-7130
Lee County MPO	(239) 244-2220
Polk TPO	(863) 534-6486
Sarasota/Manatee MPO	(941) 359-5772
District 2	
Gainesville MTPO	(352) 955-2200 x 103
North Florida TPO	(904) 306-7500
District 3	
Bay County TPO	(850) 332-7976
Capital Region TPA	(850) 891-6800
Florida-Alabama TPO	(850) 332-7976
Okaloosa-Walton TPO	(850) 332-7976
District 4	
Broward MPO	(954) 876-0033
Indian River County MPO	(772) 226-1672
Martin MPO	(772) 221-1498
Palm Beach MPO	(561) 684-4170
St. Lucie TPO	(772) 462-1593
District 5	
Lake-Sumter MPO	(352) 315-0170
MetroPlan Orlando	(407) 481-5672
Ocala/Marion County TPO	(352) 629-8297
River to Sea TPO	(386) 226-0422
Space Coast TPO	(321) 690-6890
District 6	
Miami-Dade TPO	(305) 375-4507
District 7	
Hernando/Citrus MPO	(352) 754-4057
Hillsborough TPO	(813) 272-5940
Pasco County MPO	(727) 847-8140
Forward Pinellas	(727) 464-8200

