

MPO

PROGRAM MANAGEMENT
HANDBOOK

CHAPTER 2 Metropolitan Planning Organization Formation and Modification



OFFICE OF POLICY PLANNING



2. Metropolitan Planning Organization Formation and Modification

Key Chapter Changes

The MPO Formation and Modification chapter was updated to provide current resources, updated information on Apportionment Plans, new MPOs and merging MPOs, additional clarification on MPO designations, and reformatted for improved accessibility.

(December 13, 2024)



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2.1 Introduction

This chapter addresses Metropolitan Planning Organization (MPO) designation, redesignation, membership apportionment, metropolitan planning area boundaries, required MPO agreements, and appointment of advisory committees. This chapter may be used by Florida Department of Transportation (FDOT) staff as a guideline for the formation of an emerging MPO, merging MPOs, and changes to an existing MPO's membership or boundaries.



2.2 Census Designation of Urban Areas

The United States Census Bureau conducts a census of the population and housing of the United States of America every 10 years. Approximately two years after the census, the Census Bureau designates urban areas (UA) throughout the United States. For the 2020 Census, UAs are defined as areas comprising a densely settled core of census blocks encompassing at least 2,000 housing units or having at least 5,000 people.

Previously, the Census Bureau designated urbanized areas (UZA) as urban areas with 50,000 or more in population. The Census Bureau also previously defined urban clusters as densely settled cores created from census tracts or blocks and a contiguous territory with at least 2,500 but fewer than 50,000 in population. The 2020 Census no longer distinguishes between urbanized areas and urban clusters. All qualifying areas are now designated as UAs. [Urban Area Criteria for the 2020 Census-Final Criteria](#)

UA designations are critical to the administration of the nation’s surface transportation programs. Key Federal Highway Administration (FHWA) and Federal Transit Administration (FTA) planning programs impacted by UA designations include MPO designation, application of metropolitan transportation planning requirements, FHWA and FTA funding availability and eligibility, and application of air quality conformity requirements. More information can be found on FHWA’s [Census Urbanized Area and MPO/TMA Designation](#) website.



2.3 MPO Designation

There are two processes of designation an MPO may be subject to, designation and redesignation. An MPO **designation** is the initial agreement between the Governor and local government(s) to establish the MPO. [\[23 CFR 450.310\(b\)\]](#) [\[23 Code of Federal Regulation \(CFR\) 450.310\(b\)\]](#) A **redesignation** occurs when an existing MPO proposes significant changes, which must be approved by agreement between the Governor and local government(s). [\[23 CFR 450.310\(h\)\]](#) Redesignations are covered in more detail in [Section 2.4: MPO Redesignation](#).

UAs are the building blocks of MPO formation. Federal law and regulations require an MPO to be designated for each UA with a population of **50,000 or greater** or a group of contiguous UAs. [\[23 CFR 450.310\(a\)\]](#) The designation must be made by agreement between the Governor and local government(s) that, together, represent at least **75 percent** of the affected population. This includes the largest incorporated city or according to procedures established by state or local law. [\[23 CFR 450.310\(b\)\]](#)

To the extent possible, only one MPO shall be designated for each UA with a population of 50,000 or more people or group of contiguous UAs. More than one MPO may be designated to serve a UA only if the Governor and the existing MPOs determine that the size and complexity of the UA make the designation of more than one MPO appropriate. [\[23 CFR 450.310\(e\)\]](#) and [s.339.175\(2\)\(a\)\(2\), Florida Statutes \(FS\)](#) If more than one MPO is designated for a UA, the MPOs must establish an official written agreement that identifies the areas of coordination and division of responsibilities between the MPOs.

Each designated MPO carries out the metropolitan transportation planning process within a defined Metropolitan Planning Area (MPA). The MPA must encompass the entire UA plus the contiguous area expected to become urban within a **20-year horizon**. An MPA Boundary may encompass more than one UA. See [Section 2.6: Metropolitan Planning Area Boundaries](#) for more information about establishing and reviewing MPA Boundaries.

Each designated MPO may encompass newly designated UAs. A newly identified UA with a population of 50,000 or more may be incorporated into an existing MPO. This is encouraged by FDOT and does not require redesignation of the existing MPO. [\[23 CFR 450.312\(e\)\]](#)

FDOT will schedule meetings to fully acquaint MPOs with federal and state requirements following the decennial census. The following topics should be discussed:

- ❖ Decennial census population.

- ❖ The process the MPO should use for submitting a Membership Apportionment Plan. Membership Apportionment plans are reviewed and approved by the Governor as well as subsequent designation (or redesignation) of an MPO.
- ❖ The required legal agreements (or amendments) for formation, organization, transportation planning, and funding.
- ❖ The establishment of bylaws and procedures of the MPO.
- ❖ Delineation of boundaries for the MPA.
- ❖ Types of funding available to an MPO.
 - The District also should explain what funding is available after designation: Metropolitan Planning (PL) Funds, FTA Section 5305(d) funds (converted to PL through the CPG), and STBG funds for planning.
 - MPOs requesting STBG funds to supplement planning will need to follow the requirements listed in the [Work Program Instructions, Part III – Chapter 22: Planning](#).
- ❖ All federal regulations concerning the formation and responsibilities of an MPO.
- ❖ All state laws and rules that govern the organization, operation, and responsibilities of MPOs.
- ❖ All procedures, handbooks, and manuals used by FDOT to assist MPOs in meeting the requirements for federal and state funding purposes for fulfilling the requirements of the transportation planning process in an MPA.
- ❖ All FDOT procedures, software, and user manuals concerning the development and validation of travel demand forecasting models, which can be found on the [Florida Transportation Forecasting Resource Hub](#).
- ❖ The overall role of FDOT, including any pertinent planning documents (e.g., [Florida Transportation Plan \(FTP\)](#), [Strategic Intermodal System \(SIS\)](#), [Strategic Highway Safety Plan \(SHSP\)](#), and the [Annual Performance Report \(APR\)](#)) and specific District staff contacts.
- ❖ The role of the MPO and its intergovernmental relationships with state and local governments, regional planning councils or agencies, and other transportation and land use agencies.

A new MPO must be fully operational no later than six months following its designation. [\[s.339.175\(2\)\(e\), FS\]](#) An MPO designation remains in effect until an official redesignation has been made. [\[23 CFR 450.310\(g\)\]](#)

Currently, Florida's 27 MPOs encompass all UAs in the state. Since most of the state is served by an MPO, a new MPO is unlikely to be created because of a decennial census. It is more likely that an MPO would change its MPA boundary and/or voting membership, and/or existing MPOs would merge. The following

sections describe the Apportionment Plan process for these scenarios. Naturally, creating a new MPO or merging MPOs includes more steps than updating an existing MPO.

2.3.1 *Creation of a New MPO*

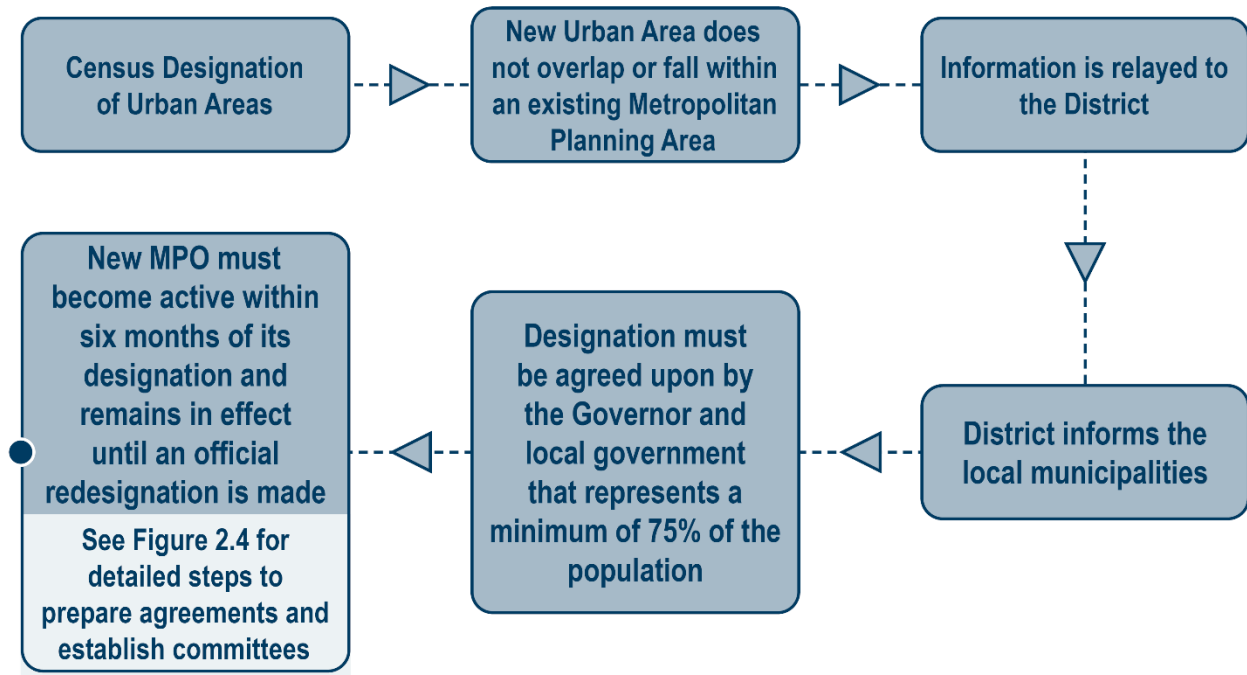
When the Census Bureau designates a new UA with a population of 50,000 or more that is not within or overlapping with an existing MPA ([23 CFR 450.310\(a\)](#)), the District will provide the information to all local governmental entities (e.g., cities and counties), administrators or operators of major modes of transportation, local and regional planning agencies, and, where applicable, Native American Tribal governments. The new MPO will need to complete the following steps:

1. Develop and submit an Apportionment Plan ([Section 2.5: Membership Apportionment Plan](#)). The designation must be agreed upon by the Governor and local government(s) that together represent at least 75 percent of the affected population, including the largest incorporated city, as named by the Census Bureau. ([23 CFR 450.310\(b\)](#)).
2. Determine the MPA boundaries ([Section 2.6: Metropolitan Planning Area Boundaries](#)) by agreement between the Governor and MPO ([23 CFR 450.312\(a\)](#)).
3. Prepare and submit each of the standard agreements discussed in [Section 2.7: Execution of Required Agreements](#).
4. Create the Technical Advisory Committee (TAC) and Citizens Advisory Committee (CAC) discussed in [Section 2.8: Appointment of Technical and Citizens' Advisory Committees](#).

Figure 2.1 shows the MPO creation process following the Census Bureau designation of a UA with a population of 50,000 or more.

Figure 2.1 New MPO Creation Process

MPO CREATION PROCESS



2.3.2 Updates to an Existing MPO

An existing MPO should review the decennial census data when it becomes available to assess potential changes in its MPA boundaries or Governing Board membership. When the Census Bureau releases UA designations, FDOT's Office of Policy Planning (OPP) will review and transmit the information to MPOs, including applicable UA boundaries and population information. MPOs use this information to develop Apportionment Plans, as well as assist in potential MPO redesignation. OPP shall inform MPOs of all decennial census information affecting new and existing UAs.

Existing MPOs must review the information to determine whether membership in the MPO policy body and other committees maintains the appropriate level of representation. MPOs that will update Governing Board membership must update their Interlocal Agreement, discussed in [Section 2.7.1: Execution of an Interlocal Agreement](#).

If the decennial census information indicates that UAs of one or more separate existing MPOs have become a single UA, the affected MPOs can consider consolidating into a single MPO. If the affected MPOs and the Governor agree that the affected MPOs should remain separate, written agreements that identify areas of coordination and the division of transportation planning responsibilities must be established. [\[23 CFR 450.310\(e\)\]](#) and [\[23 CFR 450.312\(h\)\]](#) This includes developing consistent Long Range Transportation Plans (LRTPs) and Transportation Improvement Programs (TIPs) and coordinating data to the maximum extent possible. Alternatively, a single LRTP or TIP may be developed jointly by the MPOs in cooperation with their respective partners. [\[23 CFR 450.314\(e\)\]](#)

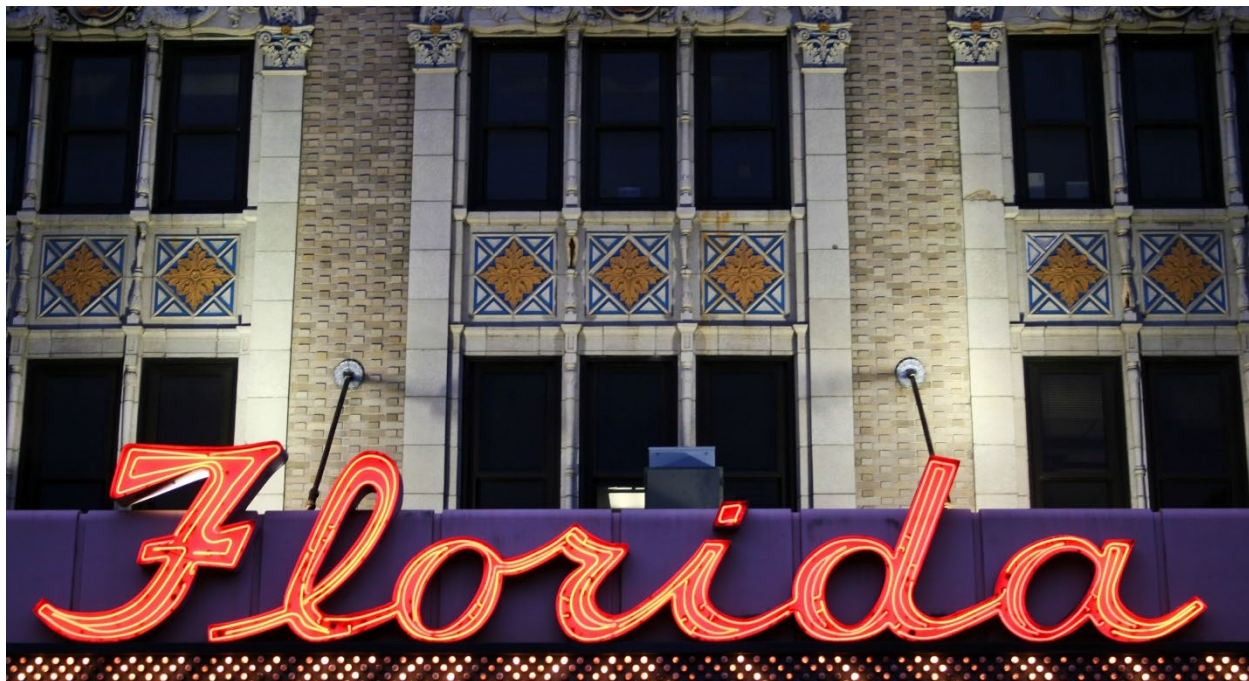


2.3.2.1 Merging MPOs

Existing MPOs with overlapping or contiguous UAs may choose to merge. MPOs that decide to merge should consider the following:

- ❖ All MPOs should agree to jointly explore a new MPO's formation, organization, and governance structure.
- ❖ MPOs should conduct outreach to inform and seek input from all affected local governments in the MPO's planning boundaries during the MPO consolidation/merging process.
- ❖ The new MPO must reflect proportional representation on its governing board based on the population of local governments within the MPA boundary as consistent with the United States Code (USC), CFR, and FS.
- ❖ The formation of a new MPO will require the creation and adoption of multiple planning, development, and policy documents that are consistent with federal and state laws and regulations, including:
 - Apportionment Plan that describes the voting representation of the new MPO's planning boundary and member local governments;
 - Long Range Transportation Plan;
 - Transportation Improvement Program;
 - Unified Planning Work Program;
 - Public Participation Plan;
 - Congestion Management Process;
 - Title VI process;
 - Continuity of Operations Plan (COOP); and
 - Bylaws and Operating Procedures.
- ❖ The formation of a new MPO will require the creation of multiple agreements, including:
 - Interlocal Agreement for the creation of the new MPO;
 - Additional interlocal agreements for when MPOs share an Urban Area;
 - Staff services agreements with one or more host agencies;
 - Agreements to receive funding and provide planning services to any number of local governments in the region;
 - FDOT/MPO Agreement;
 - Intergovernmental Coordination and Review and Public Transportation Collaborative Planning Agreement (ICAR);
 - An Interstate Compact (if applicable)
- ❖ The MPOs should assess the impacts to host agencies and staff and update agreements.

- ❖ The MPOs should consider start-up costs to form a new MPO, such as funding to hire staff, secure office space, purchase equipment, and produce necessary planning products and administrative documents. This would include consideration of transitional costs associated with the MPO merger process, where overlapping costs are likely to occur during the transition from multiple MPOs to a single MPO. This could include the cost of transitioning multiple MPOs plans to a new plan (LRTP, TIP, UPWP, PPP, etc.) as the new MPO develops its plans/documents.
- ❖ The MPOs may need to consider whether recurring local funding from member agencies of the host local government will be required to develop a budget to pay for staff salaries, planning activities, facilities, and other related administration costs to augment federal and state funds that are paid on a quarterly reimbursement.
- ❖ The new MPO must appoint technical and citizens' advisory committees that represent the population within its MPO planning boundary.
- ❖ The new MPO should determine how to combine or update the composition of other committees, such as the bicycle/pedestrian committee or transportation disadvantaged local coordinating board.



2.4 MPO Redesignation

An MPO [designa**tion**](#) is the initial agreement between the Governor and local government(s) to establish the MPO. An MPO [redesigna**tion**](#) of an existing MPO occurs when major changes are being proposed to the MPO structure. These changes must be approved by agreement between the Governor and local government(s) representing at least 75 percent of the existing MPA population, including the largest incorporated city. [\[23 CFR 450.310\(h\)\]](#)

Redesignation of an existing MPO is required whenever the MPO proposes to make:

- ❖ A substantial change in the proportion of voting membership.
- ❖ A substantial change in the decision-making authority or responsibility of the MPO or in the decision-making procedures established under the MPO bylaws. [\[23 CFR 450.310\(j\)\]](#)

Substantial changes that **do not** require redesignation include:

- ❖ Expanding into a new county/city/state.
- ❖ Expanding to add a new urban area with over 50,000 in population.

Certain changes may require the MPO to update its Interlocal Agreement or bylaws, such as:

- ❖ Adding a new urban area within the existing MPA boundary.
- ❖ Adding voting members to the MPO who represent new local governments as a result of expanding the MPA boundary.
- ❖ Adding members to satisfy TMA membership requirements described in [23 CFR 450.310\(d\)](#).
- ❖ The periodic rotation of members representing local governments as established under MPO bylaws. [\[23 CFR 450.310\(l\)\]](#).

An MPO seeking redesignation must submit a new Apportionment Plan that meets the same requirements as the initial designation and must go through the same review and approval process as outlined in [Section 2.5: Membership Apportionment Plan](#).

As appropriate, the MPO should appoint or remove representatives to serve on the Board within 60 days after an amended Interlocal Agreement is completed. The Interlocal Agreement should be updated to incorporate the changes made in the approved Membership Apportionment Plan. New members cannot vote until the new Interlocal Agreement is executed. The MPO shall notify the District when membership changes are made. If the Governor disapproves of the proposed Apportionment Plan, the District shall

assist the MPO in addressing the issues identified by the Governor. More information can be found in the Apportionment Plan Guidance document located on the [Partner website](#).



2.5 Membership Apportionment Plan

Federal law and regulation allow the state and local governments to largely determine the composition of the MPO. [\[23 USC 134\(d\)\]](#) and [\[23 CFR 450.310\]](#) Florida Statute refers to this process as **apportionment**. [\[s.339.175\(4\), FS\]](#) The Governor and affected local governments must agree to the composition of the MPO. [\[s.339.175\(4\)\(a\), FS\]](#) Each MPO must review the composition of its membership in conjunction with each decennial census. Each existing, merging, and emerging MPO must submit a Membership Apportionment Plan that meets the requirements of [s.339.175\(3\), FS](#), [s.339.175\(4\), FS](#), and [23 CFR 450.310](#).

Once FDOT shares urban area data with the MPOs (after each decennial census), MPOs begin preparing an Apportionment Plan. This begins a **180-day** process of preparing and submitting plans to FDOT. The following dates were established for the 2020 US Census. These dates may vary based on when urban area data is available for the 2030 US Census. [Figure 2.2](#) provides an overview of the timeline for the latest Apportionment Plan development and approval. [Figure 2.3](#) shows the process for developing the latest MPO Membership Apportionment Plans.

Figure 2.2 Apportionment Plan Timeline

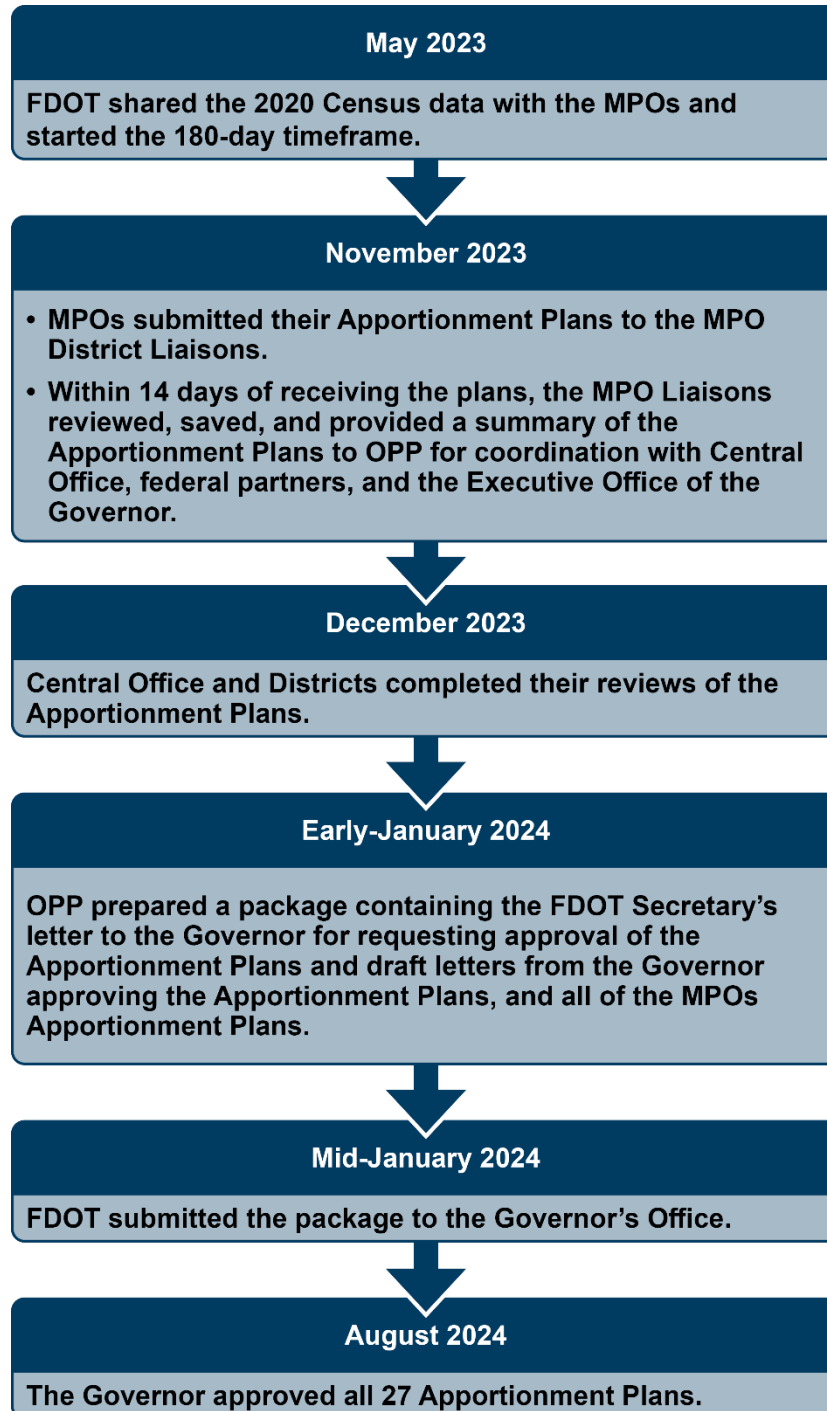
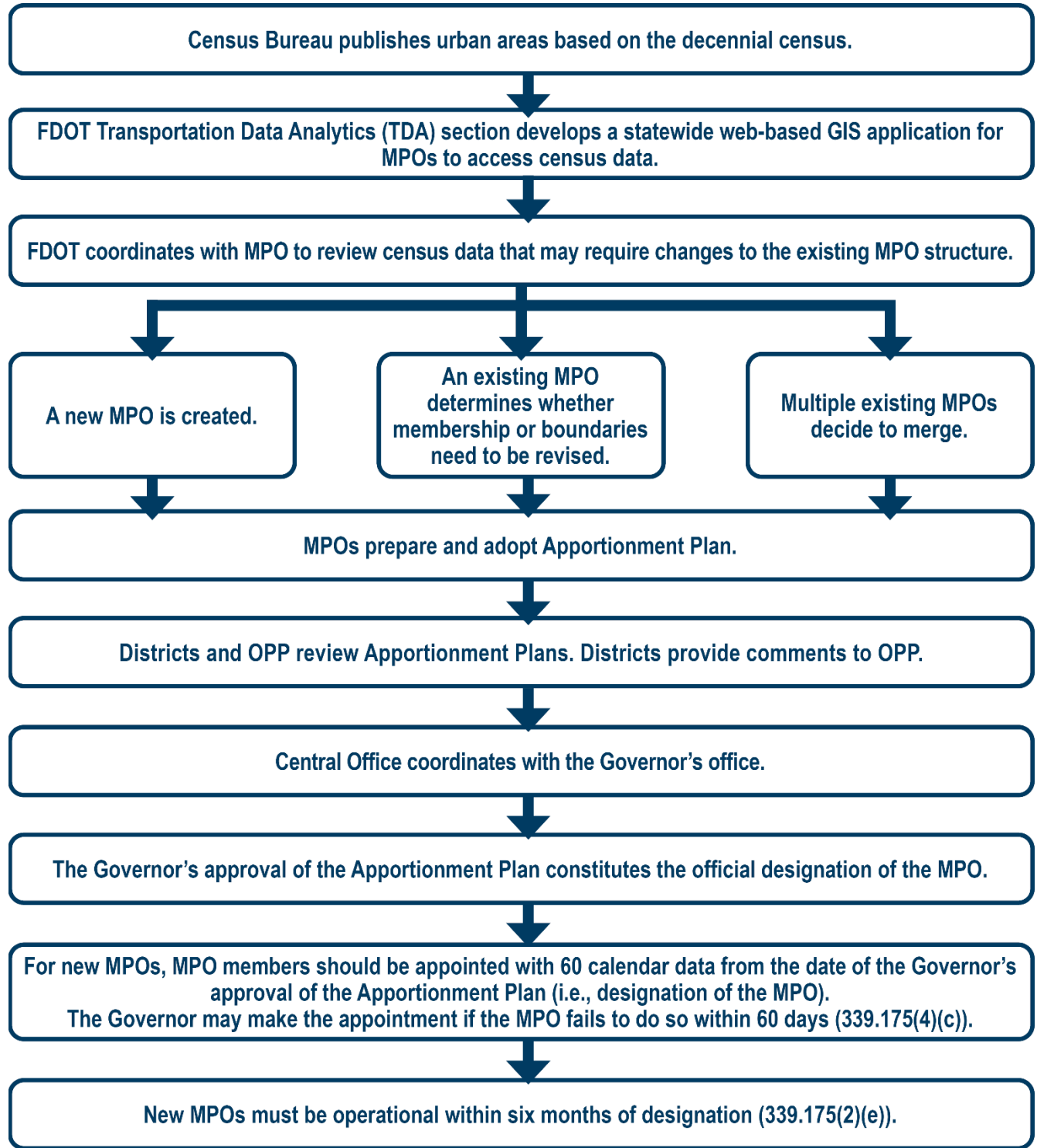


Figure 2.3 Developing the MPO Membership Apportionment Plans



2.5.1 *Voting Membership*

The MPO voting membership, as reflected in the Membership Apportionment Plan, must consist of between 5 and 25 members. [Section 339.175\(3\), FS](#), establishes a 25-member cap for each MPO Governing Board. The exact number is to be determined on an equitable geographic-population ratio basis by the Governor, based on an agreement among the affected local government, as required by federal rules and regulations. [\[s.339.175\(3\)\(a\), FS\]](#) In determining the composition of the MPO Board:

- ❖ County Commissioners shall compose at least one-third of the MPO Governing Board membership, except in single county MPOs where all County Commissioners are MPO Governing Board members.
 - A multi-county MPO may satisfy this requirement by using any combination of county commissioners from each county comprising the MPO.
 - In cases where the MPO has more than 15 voting members, including a 5-member County Commission, **or** 19 voting members, including a 6-member County Commission, the County Commissioners may comprise less than one-third of the voting members.
 - In the two situations outlined above, all county commissioners must be members of the Board.
- ❖ All voting members shall be elected officials of local governments. Additionally, an MPO may include a member of a statutorily authorized planning board, an official of an agency that operates or administers a major mode of transportation, and/or an official of the Spaceport Florida Authority. As used in [s.339.175\(3\)\(a\), FS](#), the term “elected official” excludes constitutional officers, such as sheriffs, tax collectors, supervisors of elections, property appraisers, clerks of the court, and similar types of officials.
- ❖ County commissioners shall compose not less than 20 percent of the MPO’s voting membership if an official of an agency that operates or administers a major mode of transportation has been appointed. [\[s.339.175\(3\)\(a\), FS\]](#)
- ❖ Any authority or agency created by law to perform transportation functions not under the jurisdiction of a local government represented on the MPO Governing Board may be provided voting membership. [\[s.339.175\(3\)\(b\), FS\]](#)

Additionally, MPOs may include members who represent municipalities and may alternate with representatives from other municipalities within the MPA that do not have voting members on the MPO Governing Board. [\[s.339.175\(3\)\(a\), FS\]](#) This is discussed in more detail in [Section 2.5.4: Board Member Terms](#).

Any county chartered under [Subsection 6\(e\), Article VIII](#) of the Constitution of the State of Florida may elect to have its County Commission serve as the MPO Board if the MPO jurisdiction is wholly contained within a single county. In addition to the entire County Commission, the MPO must include four additional voting members. [\[s.339.175\(3\)\(d\), FS\]](#)

- ❖ An elected official representing a municipality within the county;
- ❖ An expressway authority board member;
- ❖ A non-elected individual residing in the unincorporated area of the County; and
- ❖ A School Board member.

In addition, the voting membership of any MPO, whose geographical boundaries include the entire “county” as defined in [s.125.011\(1\), FS](#), [a county chartered under [Subsection 6\(e\) Article VIII of the Constitution of the State of Florida](#) must include an additional voting member from each City with a population of 50,000 or greater. The City’s governing body must appoint this person. [\[s.339.176, FS\]](#)

A Transportation Management Area (TMA) is a UA with a population of over 200,000, as defined by the Census Bureau and designated by the U.S. Department of Transportation (U.S. DOT). Upon special request from the Governor, an MPO with a UA with less than 200,000 in population may be designated as a TMA. Federal law requires the voting membership of an MPO Board in a TMA to include:

- ❖ Local elected officials;
- ❖ Officials of public agencies that administer or operate major transportation systems in the metropolitan area (such as rail, airports, ports, and transit); and
- ❖ Appropriate state officials. [\[23 CFR 450.310\(d\)\(1\)\]](#)

Florida Statute provides these transportation agencies may be given voting membership on the MPO, regardless of TMA status, if such agencies are performing functions not under the jurisdiction of a local government represented on the MPO. If such operators of major modes of transportation are represented by elected officials from local governments that are on the MPO, the MPO shall establish the process by which the interests of these operators are expressed. [\[s.339.175\(3\)\(b\), FS\]](#)

Note: An MPO with a UA under 200,000 that requests TMA designation is not eligible for SU funding. According to [23 USC 133\(d\)](#), apportioned funds are allocated based on population.

2.5.2 *Nonvoting Advisors*

Florida Statutes require FDOT to serve as a non-voting advisor to the MPO Governing Board. The District Secretary or designee will represent FDOT. Additional non-voting advisors may be appointed by the MPO as deemed necessary. Each MPO shall seek to appoint non-voting representatives of various multimodal forms of transportation not otherwise represented by voting members. Representatives of major military installations, upon their request and subject to the agreement of the MPO, may be appointed as non-voting advisors of the MPO. [\[s.339.175 \(4\)\(a\), FS\]](#) All non-voting advisors may attend and fully participate in board meetings but may not vote or be members of the Board.

Urban areas with Tribal reservation lands should include the appropriate Native American Tribal Council's government in the metropolitan transportation planning process.

2.5.3 *Alternate Members*

A majority of the affected MPO member local governments may request the Governor agree with a method of appointing alternate members. This method must be included in an MPO's interlocal agreement, bylaws, and/or operating procedures. An alternate member may vote at any MPO Board meeting instead of the regular member if the regular member is not in attendance. [\[s.339.175\(4\)\(a\), FS\]](#)

2.5.4 *Board Member Terms*

MPO Board members shall serve four-year terms and may be reappointed for one or more additional four-year terms. The membership of any public official automatically terminates upon the member leaving their elected or appointed office for any reason. Membership may be terminated by a majority vote of the entity's governing board represented by the member. A vacancy shall be filled by the original appointing entity (ex., local government). MPO Board members who represent municipalities on an alternating or rotational basis with representatives from other municipalities may serve terms up to four years, as provided in the MPO interlocal agreement, operating procedures, and/or bylaws. [\[s.339.175\(4\)\(b\), FS\]](#)

2.5.5 Membership Apportionment Plan Content

MPO Membership Apportionment Plans should include the following information:

- ❖ 2010 and 2020 Census population data for the total MPO area;
- ❖ Current MPO Board membership (local governments and agencies);
- ❖ Proposed MPO Board membership (local governments and agencies);
- ❖ The methodology used to determine any proposed MPO Board membership changes (if there were proposed changes);
- ❖ MPA boundary map; and
- ❖ MPO Board resolution adopting the Apportionment Plan.

Under Florida law, a chartered single county, whose jurisdiction is wholly within that county, with a population over 1,000,000, may elect to reapportion the membership of the MPO. [\[s.339.175\(3\)\(c\), FS\]](#)

This option may be used if:

- ❖ The MPO approves the Apportionment Plan by a three-fourths vote of its membership.
- ❖ The MPO and charter county determine the Apportionment Plan is needed to fulfill specific goals and policies applicable to that MPA.
- ❖ The charter county determines the Apportionment plan complies with all federal requirements pertaining to MPO membership. More information on Redesignation and Apportionment can be found in [Section 2.4: MPO Redesignation](#).

Any chartered county that elects to exercise this option must notify the Governor in writing. [\[s.339.175\(3\)\(c\), FS\]](#) This may be addressed in a cover letter accompanying the MPO Membership Apportionment Plan, which the MPO must submit to the District MPO Liaison and Central Office.

2.5.6 Membership Apportionment Plan Review

The MPO submits the Membership Apportionment Plan ([Section 2.5: Membership Apportionment Plan](#)) and MPA boundary Map ([Section 2.6.1: MPA Boundary Maps](#)) to the District MPO Liaison. The MPO shall simultaneously provide copies of the Apportionment Plan to the District. The District MPO Liaisons will have 14 days to review the plans and submit them to OPP for review. OPP will summarize voting membership or MPO boundary changes and report the information to the FDOT Central Office Leadership. FDOT Central Office Leadership will brief FHWA and FTA and confirm the point of contact with the Executive Office of the Governor (EOG). FDOT Secretary will provide a recommendation to the EOG. The recommendation will be for the Governor to approve or disapprove the proposed Membership Apportionment Plan. The Governor's approval

of the Apportionment Plan constitutes the official designation of the MPO, as required by [23 USC 134\(d\)\(5\)](#), [s.339.175\(3\), FS](#), and [s.339.175\(4\), FS](#).

2.5.7 Governor's Action on Membership Apportionment Plan

Once the Apportionment Plan is approved, any new MPOs should appoint representatives to serve on the Board within 60 days after the Governor has approved the proposed Membership Apportionment Plan. If a governmental entity fails to fill an assigned appointment to an MPO within 60 days after notification by the Governor of its duty to appoint, that appointment shall be made by the Governor from the eligible representatives of that governmental entity. [\[s.339.175\(4\)\(c\), FS\]](#) If the Governor should disapprove of the proposed Membership Apportionment Plan, the District shall assist in addressing any issues identified by the Governor.



2.6 Metropolitan Planning Area Boundaries

The MPO must review its MPA boundaries after each decennial census, in cooperation with the state and public transportation operator(s), to determine if existing MPA boundaries meet the minimum statutory requirements for new and updated UAs. The boundaries should be adjusted as necessary. [\[23 CFR 450.312\(i\)\]](#)

Federal requirements for establishing and adjusting MPA boundaries can be found in [23 CFR 450.312](#). The boundaries of an MPA must be determined by agreement between the MPO and the Governor. At a minimum, the MPA boundaries must encompass the entire existing UA (of at least 50,000 people) plus the contiguous area expected to become part of the UA within a 20-year horizon. An MPA boundary may encompass more than one UA. It may be established to coincide with regional economic development and growth forecasting areas and with a Metropolitan Statistical Area or Combined Statistical Area, as defined by the U.S. Office of Management and Budget. In addition, MPA boundaries must not overlap with each other.

If more than one MPO is designated within a UA with a population of 50,000 or more, the MPOs shall ensure, to the maximum extent practicable, the consistency of data used in the planning process. Nothing within the subsection requires MPOs designated within a single UA to jointly develop planning documents, including the LRTP or a Unified Planning Work Program (UPWP). [\[23 USC 134\(g\)\(4\) and \(5\)\]](#) Federal law requires coordination, as described below.

When a UA extends into an adjacent MPA [\[23 CFR 450.312\(h\)\]](#):

- ❖ Affected MPOs must establish written agreements to clearly identify areas of coordination and division of transportation planning responsibilities.
- ❖ MPOs may adjust their existing boundaries so the entire UA is in one MPA.
- ❖ Boundary adjustments that change the composition of the MPO may require redesignation.

[\[23 CFR 450.312\(h\)\]](#)

The MPA can include all or part of a county, including areas anticipated to become (all or part of) a UA within the next 20 years. In consultation with the MPO, the District shall review and recommend areas outside the projected 20-year area. FHWA should be consulted in such expansions with supporting documentation that justifies the expansion.

2.6.1 MPA Boundary Maps

The FDOT Transportation Data Analytics (TDA) office has developed a statewide web-based GIS application that provides the 2020 Census UA boundaries and population data for MPOs to establish or update their existing MPA boundaries. This data can be found on the [Urban Area Boundary and Functional Classification Data Hub](#).

Within 180 calendar days of receipt of the decennial census information from FDOT, the MPO shall create or revise a final map showing the MPA boundaries. The MPO will adopt the MPA boundary map when it adopts its Membership Apportionment Plan. The MPO shall submit both documents to OPP and the District in accordance with the review procedure set out in [Section 2.5.6: Membership Apportionment Plan Review](#). In accordance with [23 CFR 450.312\(j\)](#), OPP will provide copies of the maps to FHWA and FTA after the MPO and the Governor approve them.

MPA boundary maps should be developed at a scale that best meets the needs of the urban area and shall clearly identify the following information:

- ❖ 2020 urban areas with 50,000+ population;
- ❖ Graphic scale and north arrow;
- ❖ Legend, including the date the map was initially approved and the date of revision(s);
- ❖ Major city or county-designated roadways;
- ❖ Interstates, U.S., and state highways;
- ❖ Transit/intermodal facilities and airports; and
- ❖ MPA boundary.

2.6.1.1 Modification of MPO Boundary Maps

The MPO or the District may initiate requests to modify the MPA boundary. OPP periodically releases population information from the [Bureau of Economic and Business Research Department at the University of Florida](#). This information may be used to modify transportation planning boundaries.

Any changes to the relevant MPO boundaries may require the MPO to review and/or revise its voting apportionment, LRTP, TIP, UPWP, and existing agreements and documents.



2.7 MPO Execution of Required Agreements

The District shall meet with the MPO to develop each of the standard agreements discussed below. After the MPO's approval, the District shall process each standard agreement by resolution. The District shall coordinate a review of the agreement with District legal staff and FDOT's Comptroller's Office (if needed) before transmitting for execution. The language contained in all standard agreements shall not be modified in any manner that impacts FDOT or changes the statutory duties and responsibilities of the MPO. The District shall request the MPO approve each agreement and provide an appropriate number of copies to FDOT. The MPO will return all signed versions to the District for FDOT approval. The District Secretary (or designee) must sign each agreement, thereby executing the agreement for FDOT.

One original agreement shall be sent to each of the following:

- ❖ The MPO;
- ❖ FDOT District;
- ❖ OPP; and
- ❖ Each signatory, as needed.

The same process applies whenever an agreement is updated. The following subsections provide details on each agreement.

2.7.1 *Execution of an Interlocal Agreement*

The Interlocal agreement [[Form No. 525-010-01](#)] establishes the responsibilities of each agency involved in carrying out the metropolitan transportation planning process [[23 CFR 450.314\(a\)](#), [s.339.175\(2\)\(b\), FS](#), and [s.339.175\(10\)\(a\), FS](#)] pursuant to the Florida Interlocal Cooperation Act of 1969 [[s.163.01, FS](#)]. This form is used for the creation of a new MPO, as well as for the redesignation of an existing MPO. It may also be used when an existing MPO adds or removes voting members from its board. This form is available for download from the [FDOT Procedural Document Library](#).

The Interlocal Agreement is a standard document drafted specifically to address the metropolitan transportation planning requirements identified in federal and state laws and regulations. The parties to this Interlocal Agreement shall be FDOT and the governmental entities designated by the Governor for MPO membership, including non-voting members. [[s.339.175\(2\)\(b\), FS](#)]

After the governor has approved the designation, redesignation, or modifications to an existing MPO, the appropriate District shall hold a meeting with the responsible MPO staff to discuss executing a new or updated Interlocal Agreement.

The Interlocal Agreement should indicate if a member government is to represent other local governments on the MPO and whether voting membership will rotate. The MPO's respective District shall request its legal staff to review the agreement before forwarding it to the MPO for execution. The text of all standard Interlocal Agreements shall not be modified in any manner that impacts FDOT or changes the statutory duties and responsibilities of the MPO.

Copies of the approved Interlocal Agreement shall be distributed to:

- ❖ The MPO,
- ❖ FDOT District,
- ❖ OPP, and
- ❖ Each signatory to the agreement.

The Interlocal Agreement must be filed with the Clerk of the Circuit Court in each county where a party to the agreement is located. If parties to the agreement are located in multiple counties, and the agreement under subsection (7) provides for a separate legal entity or administrative entity to administer the agreement, the MPO will file the Interlocal Agreement with the Clerk of the Circuit Court, where it maintains its principal place of business. [\(s.163.01\(11\), FS\)](#).

The Interlocal Agreement is reviewed and updated at least every five years [\(s.339.175\(10\)\(a\), FS\)](#) or as needed to properly accomplish its function. [\(s.339.175\(10\)\(b\), FS\)](#). When an Interlocal Agreement is updated, the MPO serves as the coordinating body for agreement review, negotiations, and execution among all parties. The MPO provides copies of the updated agreement to all signatories for filing purposes.

A new MPO must immediately establish bylaws and operating procedures for conducting daily business and decision-making. Once an MPO is formally designated, the bylaws and operating procedures should be revised as needed and adopted again by the MPO. The District and the new MPO should coordinate and mutually agree on a timetable suitable for the new MPO to become fully operational within six months from designation.

2.7.2 FDOT/MPO Agreement

The FDOT/MPO Agreement establishes the cooperative relationship between the MPO and FDOT to accomplish the transportation planning requirements of federal and state law. [\[s.339.175\(10\)\(a\)\(1\), FS, 23 CFR 450.314\(a\)\]](#). Specifically, the FDOT/MPO Agreement accomplishes three things:

- 1) provides federal financial assistance to the MPOs for transportation-related planning activities, as found in the UPWP;
- 2) establishes the terms and conditions for accepting that federal assistance; and
- 3) creates the framework of cooperation between FDOT and the MPO for the development of the UPWP.

The FDOT/MPO Agreement must be reviewed and updated as necessary. A new FDOT/MPO Agreement is part of the MPO's 2-year UPWP development process.

The standard FDOT/MPO Agreement, amendment to the agreement, and supporting documentation have been consolidated into [Form 525-010-02](#) and are available for download from the [FDOT Procedural Document Library](#).

Note: The Central Office General Counsel Office must review all proposed changes to the standard FDOT/MPO Agreement.

2.7.3 Intergovernmental Coordination and Review and Public Transportation Coordination Planning Agreement (ICAR)

The Intergovernmental Coordination and Review and Public Transportation Coordination Planning Agreement (ICAR) is an agreement that promotes cooperation between FDOT, an MPO, regional planning council(s) (RPC), and local government agencies to optimize planning and programming of the transportation system within the MPA. This agreement ensures cooperation between these agencies for developing UPWPs, TIPs, LRTPs, and other applicable corridor or subarea studies. This agreement also provides a process through RPCs for intergovernmental coordination and review and identifies inconsistencies between proposed MPO transportation plans and local government comprehensive plans.

[\[Chapter 163, FS\]](#) The agreement provides a conflict and dispute resolution process through the RPCs. ICARs have a term of five years. At the end of each term, the agreeing parties review their respective ICAR and either reaffirm the agreement or agree to changes to the provisions. If changes are made, the ICAR will

be amended. The standard ICAR [Form No. 525-010-03](#) is available for download from the [FDOT Procedural Document Library](#).

2.7.4 Public Transportation Grant Agreement (PTGA)

A Public Transportation Grant Agreement (PTGA) establishes a public transportation project and associated responsibilities between FTA and FDOT. The PTGA, including exhibits, extensions, and amendments ([Form No. 725-000-01](#), [Form No. 725-000-02](#), [Form No. 725-000-03](#), and [Form No. 725-000-04](#)) are available for download from the [FDOT Procedural Document Library](#).

With the Consolidated Planning Grant (CPG) initiation, PTGAs are no longer used for FTA 5305(d) planning funds. The CPG converts FTA 5305(d) to FHWA PL funds. FHWA is the **Lead Grant Agency**, and funds are administered through the FDOT/MPO Agreement. With CPG funds, FDOT is the **direct recipient**, and the MPO is the **subrecipient**. The remaining PTGA contracts from prior UPWP cycles must be closed out. More information on Consolidated Planning Grants can be found in [Section 3.1.1.1.2: FTA 5305\(d\) Funds in Chapter 3: Unified Planning Work Program](#).

2.7.5 Multiple MPOs in One Urban Area

If more than one MPO has been designated to serve a Census-designated urban area, there must be a written agreement between the MPOs, the state(s), and public transportation operator(s) that describes how the metropolitan transportation planning processes will be coordinated to ensure consistency when developing LRTPs and TIPs, particularly for proposed transportation investments. The planning process must reflect coordinated data collection, analysis, and planning assumptions across the MPAs. Alternatively, a single LRTP and/or TIP for the entire area may be developed jointly by the MPOs. Coordination efforts and outcomes between MPOs in the same urban area must be documented within UPWPs, LRTPs, and TIPs. [\[23 CFR 450.314\(e\)\]](#) Coordination is strongly encouraged for neighboring MPOs that do not share the same urban area.

2.7.6 Interstate Compact

Where the boundaries of the MPA extend across two or more states, the Governors of each state, MPO(s), and public transportation operators must coordinate transportation planning for the entire multistate area. This includes developing LRTPs, TIPs, and UPWPs. The states may enter into agreements or compacts for cooperative efforts and mutual assistance to support metropolitan planning activities, and they may establish agencies to implement the compacts or agreements. [\[23 CFR 450.314\(f\)\]](#)

2.8 Appointment of Technical and Citizens' Advisory Committees

Florida Statute requires that each MPO appoint a Technical Advisory Committee (TAC) and a Citizens' Advisory Committee (CAC). Members of each committee will serve at the pleasure of the MPO. As requested, the District shall assist the MPO with appointing a TAC and CAC. [\[s.339.175\(6\)\(d\) and \(e\), FS\]](#)

The TAC typically includes planners, engineers, representatives of local aviation authorities, port authorities, public transit authorities/departments, representatives of aviation authorities/departments, seaports, the school superintendent (or designee) of each county covered by the MPO, as well as other appropriate representatives of affected local governments. While not required by state law, federal and state agency representatives, whose actions are transportation-related, may also serve on the TAC. [\[s.339.175\(6\)\(d\), FS\]](#)

The CAC must reflect a broad cross-section of local residents of an MPO area, including minorities, elderly persons, and people with disabilities. With FDOT, FHWA, and FTA approval, an MPO may adopt an alternative program or mechanism to ensure citizen involvement in the transportation planning process.

[\[s.339.175\(6\)\(e\), FS\]](#)

Figure 2.4 provides an overview of the process a new MPO should use to develop required committees.

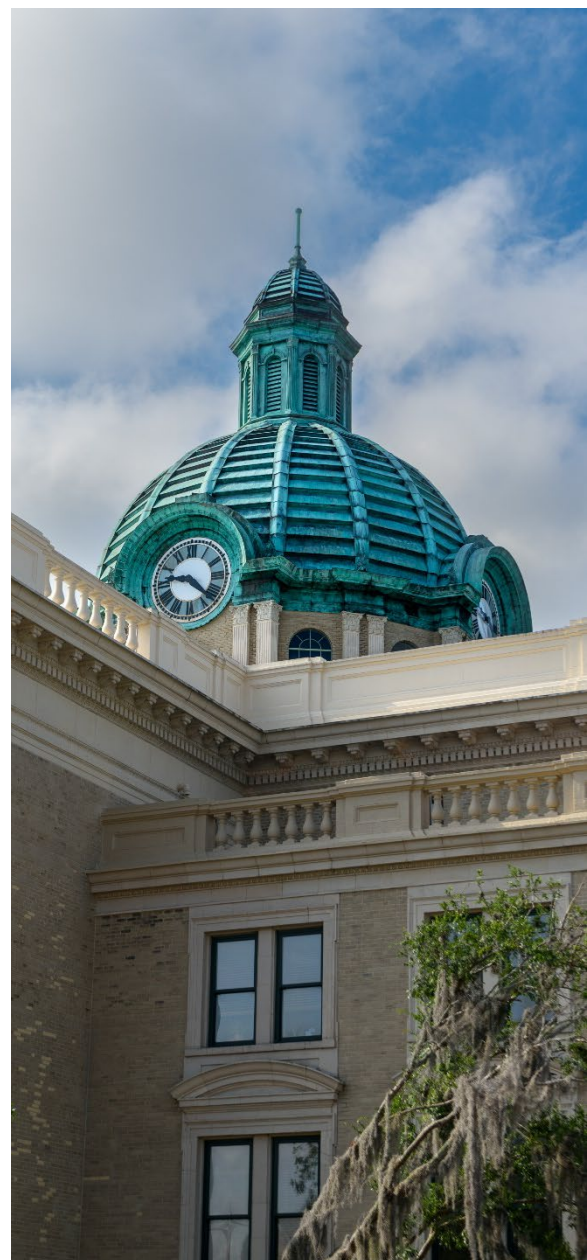
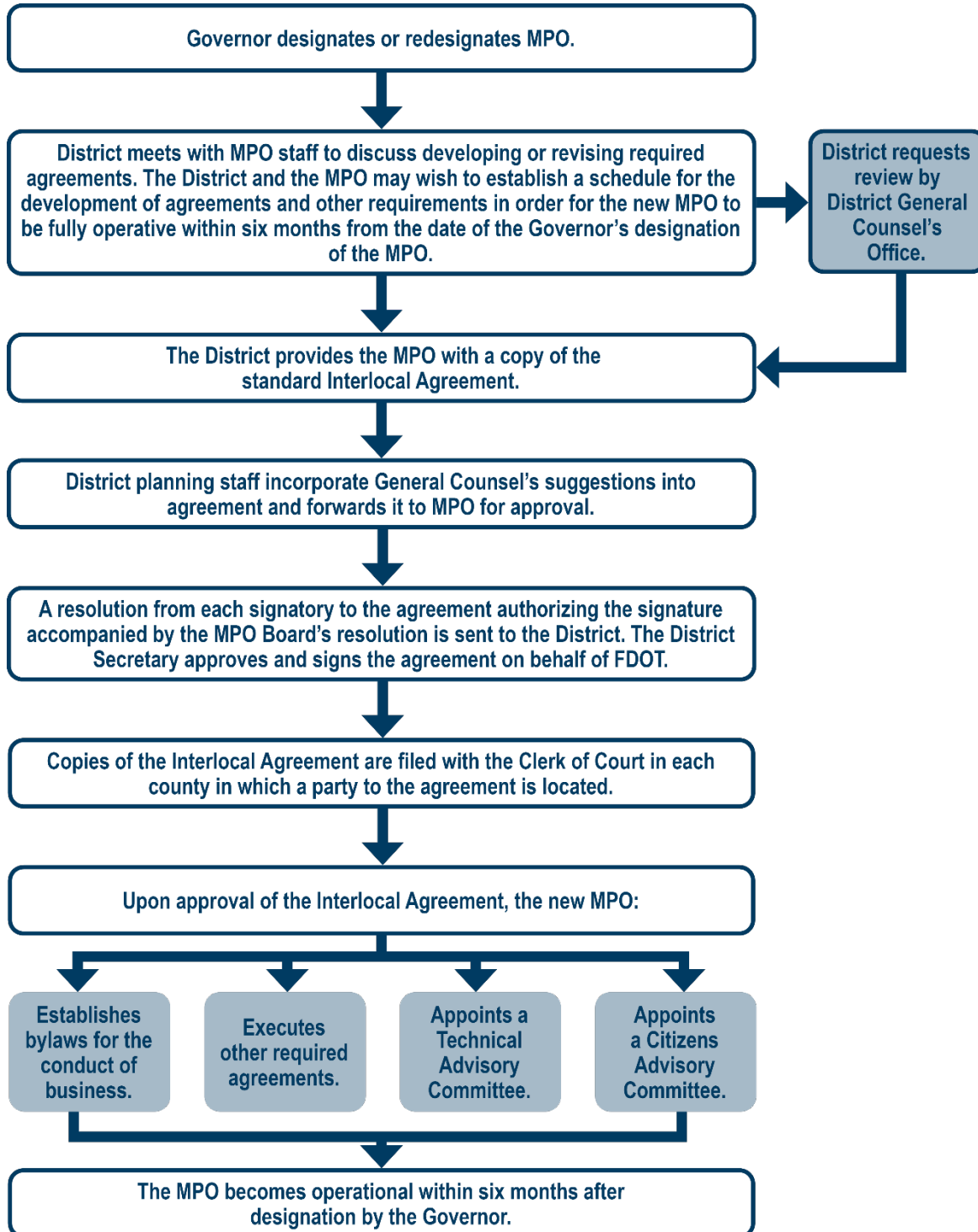


Figure 2.4 Agreement Development Process for New MPO Designation



2.9 References

This section lists the federal and state statutes, regulations, and rules related to the designation of MPOs and provides a list of references/definitions from state law, including key procedures and forms.

Table 2.1 Federal and State Statutes and Codes

DESIGNATION/REDESIGNATION

Citation: [23 USC 134\(d\) and \(e\)](#); [49 USC 5303\(d\) and \(e\)](#); [23 CFR 450.310](#); and [Section 339.175\(2\), FS](#)

Description: Describes the requirements for the designation and redesignation of MPOs

VOTING & APPORTIONMENT

Citation: [23 USC 134\(d\)\(2\)](#); [49 USC 5303\(d\)\(2\)](#); [23 CFR 450.310\(d\)](#); [Section 339.175\(3\) and \(4\), FS](#); and [Section 339.176, FS](#)

Description: Describes the MPO voting membership and membership apportionment requirements

PLANNING BOUNDARIES

Citation: [23 USC 134\(e\)](#); [49 USC 5303\(e\)](#); [23 CFR 450.312](#); and [Section 339.175\(2\)\(c\) and \(d\), FS](#)

Description: Describes the requirements and process for establishing MPO transportation planning boundaries

AGREEMENTS

Citation: [23 CFR 450.314](#); [Section 339.175\(2\)\(b\), FS](#); and [Section 339.175\(10\), FS](#)

Description: Describes the agreements necessary to implement the metropolitan transportation planning process

ADVISORY COMMITTEES

Citation: [Section 339.175\(6\)\(d\) and \(e\), FS](#)

Description: Specifies the requirement to appoint an MPO Technical Advisory Committee and Citizens' Advisory Committee

CENSUS

Citation: [Urban Area for the 2020 Census-Final Criteria](#)

Description: Census Bureau, Department of Commerce, Federal Register March 24, 2022, pages 16706-16715

Citation: [2020 Census Qualifying Urban Areas and Final Criteria Clarifications](#)

Description: Census Bureau, Department of Commerce, Federal Register December 29, 2022, pages 80114-80154

FLORIDA CONSTITUTION

Citation: [Article VIII of the Florida Constitution Section 6\(e\)](#)

Description: Provides for home rule and charter counties

FLORIDA STATUTES

Citation: [Section 125.011\(1\), FS](#)

Description: Defines "county"

Citation: [Section 163.01, F.S., The Florida Intergovernmental Cooperation Act of 1969](#)

Description: Provides for Interlocal Agreements

Citation: [Section 339.175, F.S.](#)

Description: Florida's MPO Statute

FDOT PROCEDURES

Citation: [Procedure No. 525-020-311](#)

Description: FHWA Urban Boundary and Federal Functional Classification defines the procedures and responsibilities for designating urban boundaries and determining Federal functional classification designations for all public roads.

(The language in the samples may be adjusted with the advice and guidance of the District general counsel to address an individual MPO's needs.)

Citation: [Form No. 525-010-01](#)

Description: Interlocal Agreement for Creation of the MPO

Citation: [Form No. 525-010-02](#)

Description: Metropolitan Planning Organization Agreement

Citation: [Procedure No. 725-000-005-j](#) and [Form No. 725-000-01](#)

Description: Public Transportation Grant Agreement

Citation: [Form No. 725-000-02](#)

Description: Public Transportation Grant Agreement Exhibits

Citation: [Form No. 725-000-03](#)

Description: Amendment to the Public Transportation Grant Agreement

Citation: [Form No. 725-000-04](#)

Description: Amendment for Extension of the Public Transportation Grant Agreement

Citation: [Form No. 525-010-03](#)

Description: Intergovernmental Coordination and Review and Public Transportation Collaborative Planning Agreement