



Saint Cloud  
**Area Planning Organization**

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1040 County Road 4, St. Cloud, MN 56303-0643  
(320) 252-7568 • (320) 252-6557 (FAX) • Email: admin@stcloudapo.org • www.stcloudapo.org

**APO Executive Board Meeting**  
**Thursday, August 10, 2017 - 5:00 p.m.**  
**1040 County Road 4, Saint Cloud, MN 56303**

1. Approval of Agenda
2. Consideration of Minutes of July 13, 2017 Meeting (*Attachment A*)
3. Consideration of the Bills (*Attachment B*)
4. Consider Transportation Improvement Program (TIP) Amendment – Joe Mueller, Snr. Transportation Planner (*Attachment C*)
  - a. Suggested Action: Approve Amendment
5. Consider Alternative Organizational Structures for the APO – Brian Gibson, Executive Director (*Attachment D*)
  - a. Suggested Action: None recommended; discussion and debate is encouraged
6. Report on Executive Director Performance Evaluation – Jeff Goerger, Chair
  - a. Suggested Action: None, informational only
7. Other Business & Announcements
8. Adjournment

*“It is the goal of St. Cloud APO that all meetings open to the public will be accessible to mobility, sight, and hearing impaired individuals. If translation or interpretative services are required, the St. Cloud APO will make a good faith effort to accommodate these requests if time and resources permit. Please contact the St. Cloud APO at 320-252-7568 at least three days in advance of the meeting if these special accommodations are required.”*

**SAINT CLOUD AREA PLANNING ORGANIZATION  
EXECUTIVE BOARD MINUTES  
July 13, 2017**

The Saint Cloud Area Planning Organization's Executive Board was held on Thursday, July 13, 2017, at 5:00 p.m. in the Saint Cloud APO Conference Room. Chair Jeff Goerger presided with the following Members present:

Councilmember Jeff Goerger	City of Saint Cloud
Mayor Dave Kleis	City of Saint Cloud
Mayor Rick Schultz	City of Saint Joseph
Mayor Rick Miller	City of Waite Park
Councilmember Nick Sauer	City of Sauk Rapids
Commissioner Joe Perske	Stearns County
Commissioner Tim Dolan (Alt)	Sherburne County
Township Supervisor Jeff Westerlund	LeSauk Township

Also Present:

Brian Gibson	Exec Director, St. Cloud APO
Joseph Mueller	Saint Cloud APO
Vicki Ikeogu	Saint Cloud APO
Alex McKenzie	Saint Cloud APO
Dorothy Sweet	Saint Cloud APO
Stacey Morse	Congressman Emmer's Office

**APPROVAL OF AGENDA:**

Chair Goerger noted one change to the Agenda. Joseph Mueller, Senior Planner, will speak on behalf of Jon Mason, MnDOT, for the Agenda item on Human Services Transportation Coordination Plan. **Mayor Schultz motioned to approve the agenda including the change and Mr. Sauer seconded the motion. Motion carried.**

**CONSIDERATION OF MINUTES OF APRIL 13, 2017 MEETING:**

**Mayor Miller motioned to approve the Minutes of April 13, 2017 and Mr. Sauer seconded the motion. Motion carried.**

**CONSIDERATION OF BILLS:**

**Mayor Schultz motioned to approve the bills and Mayor Miller seconded the motion. Motion carried.**

**CONSIDER 2018 UNIFIED PLANNING WORK PROGRAM:**

Mr. Gibson reviewed the 2018 UPWP, which is the annual budget and work plan for staff and consultant-led projects we procure. Although jurisdictional assessments were originally proposed to be \$0.60 per capita, it has been changed to \$0.62 per capita. Reasons for the increase from last year's \$0.52 include: an increase in our Federal Planning Grant, a required change in how we calculate the match requirements for our State and Federal grants, increase in budget for annual Washington trip, and recent notification that we cannot use federal funds to pay for annual audits. Other noteworthy attributes of the draft UPWP included the addition of incentives and bonuses per approved Personnel Policy, consultant-led proposals (redesigning and rebuilding our APO website to be ADA compliant, consultant support for our regional travel demand model, refreshing Saint Cloud's CSAH 75 Corridor Study and assisting Benton County with the completion of an ADA Transition Plan), and increased funding for the LRTP budget which is due by October, 2019. Mr. Gibson noted that categories 200 (Budget and UPWP) and 500 (Transportation Project Development) are being reduced based upon expenditures in those categories over the last twelve months. Mr. Gibson also noted that, unlike most years, the APO had received more requests for planning funds from the jurisdictions than we had to available. Mr. Gibson described a 5-step method for evaluating and prioritizing competitive proposals for planning funds. When asked how projects would be prioritized if they were all equal in nature, Mr. Gibson stated that he would defer to the Executive

Board as to which projects to fund. Commissioner Dolan and Mayor Kleis raised questions and concerns about the proposed prioritization method and requested something more procedural and less subjective. **Mr. Gibson agreed to work on improving and changing the model to prioritize projects.**

Mayor Schultz inquired how the budget for performance incentives and bonuses was calculated. Mr. Gibson responded that the budget shown is for a worst case scenario, and that we could always spend less than is budgeted.

**Mayor Schultz motioned to approve the 2018 UPWP, and Mayor Kleis seconded the motion. Motion carried unanimously.**

#### **CONSIDER APPOINTMENT OF REPRESENTATIVE TO AREA TRANSPORTATION PARTNERSHIP:**

Mr. Mueller announced that the Saint Cloud APO has two representatives on the District 3 Area Transportation Partnership (ATP) Council, a regional committee where MnDOT and various sub-region local government transportation stake-holders meet to discuss transportation issues, policies, and funding. One APO representative is the Senior Planner, Mr. Mueller, and the other slot was previously filled by Mayor Kroll from Saint Augusta. Since Saint Augusta has dropped their membership in the APO, the APO needs to fill that vacancy. Meetings are typically held every three to five months lasting two to three hours each. The meetings alternate between Baxter and Saint Cloud.

**Mayor Kleis motioned to create a policy to have the person assigned as APO Chair be designated as the ATP representative. Mayor Schultz seconded the motion. Motion carried.**

#### **CONSIDER DRAFT HUMAN SERVICES TRANSPORTATION COORDINATION PLAN:**

Mr. Mueller presented information on behalf of Mr. Mason. Federal transit law requires that projects selected for funding under the Enhanced Mobility for Individuals and Individuals with Disabilities Program be included in a locally developed and coordinated public transit-human services transportation plan. These plans help identify transportation needs and provide strategies for meeting the needs of individuals with disabilities, older adults, and low incomes. MnDOT District #3 has taken the lead on developing this plan for our area and the APO must be a signatory on the final plan, which is why this draft plan is being presented to the Executive Board members before releasing it for full public review. Mr. Mueller reviewed the scope of work, planning area involved, types of coordination, questionnaire/survey/focus group responses, transportation service assessment, planning workshop, strengths and weaknesses, strategies to improve transit coordination, project ideas, effort vs. impact, and next steps. Needs vary in town and rural areas. The biggest complaint received was limited weekend and after hours service since people want to go where they want and when they want. There seems to be much confusion as to who to call since there is no one provider who is coordinating these efforts. Mr. Gibson noted that there is a desire in the area for a regional transportation coordinator to coordinate efforts with all transportation providers. The APO building has the space to house a regional transit coordinator, but not necessarily fund the position. If the need for a coordinator is included in the final plan, Mr. Gibson expressed his willingness to talk with transit providers about how the APO might help support the position.

**Mayor Miller motioned to approve the Draft Human Services Transportation Coordination Plan, and Mr. Sauer seconded the motion. Motion carried.**

#### **CONSIDER STEARNS COUNTY ADA TRANSITION PLAN:**

Mr. Gibson said the Stearns County ADA Transition Plan is being presented for acceptance by the Executive Board since the APO provided funding for the plan. As part of the 1990 Americans with Disabilities Act (ADA), individuals with disabilities shall not be excluded from participation in or be denied benefits of the services, programs, or activities of a public entity, or be subjected to discrimination of any such entity. While all facilities need to be ADA compliant, federal transportation funds can only be used for roadway and sidewalk

compliance. Stearns County intersections were classified into three tiers. This information will be used as they do resurfacing and maintenance work to ensure ADA compliance.

Mr. Goerger announced that a complaint has been received about accessibility to APO meetings. He has spoken to the Saint Cloud Library, and the Library Director has said the APO Executive Board meetings could be booked in advance, even though the usual lead time for booking meetings is 90 days. Mr. Goerger said that the APO has an obligation to meet reasonable accessibility and other ADA requests and would like to permanently move the Executive Board meetings to the Saint Cloud Library. **Mr. Goerger will speak to the Library Director to finalize plans for moving the Executive Board meetings to the Saint Cloud Library and will let us know when that switchover will start.** Two board members stated that past discussions have included the remodeling of the APO garage into a conference room/meeting space which could accommodate larger crowds.

**Mayor Miller motioned to accept the Stearns County ADA Transition Plan, and Mr. Dolan seconded the motion. Motion carried.**

### **CONSIDER SARTELL 15<sup>TH</sup> STREET CORRIDOR STUDY:**

The Saint Cloud APO is being asked to accept the Sartell 15<sup>th</sup> Street Corridor Study which was funded by the APO. Mr. Gibson commented that Sartell has experienced significant growth in the last ten years. Part of Sartell's future transportation network includes the extension of 15<sup>th</sup> Street North between Pinecone Road and 30<sup>th</sup> Avenue North (Townline Road/75<sup>th</sup> Avenue). Several alternative alignments were considered. The final recommendation was to move forward the alternative with the least environmental impact, which is the alignment that would stay on the section line. The first phase will run from Pinecone Road to the 19<sup>th</sup> Avenue, and the second phase, from 19<sup>th</sup> Avenue to Townline Road, would be constructed when warranted. Demand will drive the need. Mr. Gibson described the public input processes used in the study, which included listening sessions, pop-up events, focus group meetings, open house and on-line engagement. Mr. Perske and Mr. Gibson disagreed about their understanding of when redevelopment of 30<sup>th</sup> Avenue could take place. Mayor Schultz felt this should have been addressed during one of the public input meetings.

**Mr. Westerlund motioned to accept the Sartell 15<sup>th</sup> Street Corridor Study, and Mayor Schultz seconded the motion. Motion carried with one member opposed (Commissioner Perske).**

### **OTHER BUSINESS & ANNOUNCEMENTS:**

- Mr. Gibson announced that as a result of one of our investment firms refusing to complete a form needed for our annual audit, the APO will pull out the CD's as they mature and put them in US Bank locally. In a couple of years, after all CD's mature and are pulled from that investment firm, we should no longer have this issue during the audit.
- Mr. Goerger said that the evaluation of the Executive Director will be on the agenda for the next meeting in August. He will be discussing Mr. Gibson's evaluation with him after the meeting.
- Mayor Kleis suggested the APO look for grants for ADA compliance and remodeling the garage. Ms. Ikeogu commented that part of the problem is that the APO is not on the regular bus route.
- Mr. Gibson noted that three resolutions are required with the approval of the 2018 UPWP.

**Mayor Miller motioned to approve the three resolutions, and Mayor Kleis seconded the motion. Motion carried:**

**Resolution 2017-04: Authorizing filing of a Federal Consolidated Planning Grant Agreement for the Calendar Year 2018 Unified Planning Work Program**

**Resolution 2017-05: Authorizing filing of a grant agreement with MnDOT for Calendar Year 2018 Unified Planning Work Program**

**Resolution 2017-06: Certifying compliance of the Saint Cloud Area Planning Organization procurement procedures with all administrative requirements, cost principles, and audit requirements for Federal awards**

**ADJOURNMENT:**

The meeting was adjourned at 5:54 p.m.

Approved July 2017 Disbursements

7:52 AM

08/03/2017

Method Of Payment	Date	Memo and Vendor Name	What Check is for	Amount Paid
Direct Dep.		Net Payroll (including insurance reimbursement)	07/07/2017 Payroll Paid	\$ 9,984.11
Electronic		Social Security, Medicare & Federal Tax	07/07/2017 Payroll Paid	\$ 3,230.72
Electronic		MN Department of Revenue-Withholding	07/07/2017 Payroll Paid	\$ 563.46
Electronic		PERA	07/07/2017 Payroll Paid	\$ 931.11
Electronic		Great West Annuity	07/07/2017 Payroll Paid	\$ 229.23
Electronic		Minnesota State Retirement System	07/07/2017 Payroll Paid	\$ 106.01
Electronic		Select Account (H.S.A.)	07/07/2017 Payroll Paid	\$ 92.63
Direct Dep.		Net Payroll (including insurance reimbursement)	07/21/2017 Payroll Paid	\$ 9,984.11
Electronic		Social Security, Medicare & Federal Tax	07/21/2017 Payroll Paid	\$ 3,230.72
Electronic		MN Department of Revenue-Withholding	07/21/2017 Payroll Paid	\$ 563.46
Electronic		PERA	07/21/2017 Payroll Paid	\$ 931.11
Electronic		Great West Annuity	07/21/2017 Payroll Paid	\$ 229.23
Electronic		Minnesota State Retirement System	07/21/2017 Payroll Paid	\$ 106.01
Electronic		Select Account (H.S.A.)	07/21/2017 Payroll Paid	\$ 92.63
<b>America Walks</b>				
Credit Card Charge	07/03/2017		6618 · Professional Development	375.00
<b>APTA</b>				
Credit Card Charge	07/06/2017		6618 · Professional Development	1,100.00
<b>BCBS of MN</b>				
Check	07/01/2017		6600.5 · Health/Dental/Life Insurance	4,952.94
<b>Beacon / QPublic.net</b>				
Credit Card Charge	07/25/2017		6609 · Software & IT	30.00
<b>Bent Ericksen &amp; Associates</b>				
Bill Pmt -Check	07/06/2017		6570 · HR Consultant Services	500.00
<b>City of St. Cloud - Water/Sewer</b>				
Bill Pmt -Check	07/13/2017		Water/Sewer/Street Lights - 4/4/16 to 6/6/217	97.31
<b>Cloudnet</b>				
Bill Pmt -Check	07/13/2017		6603 · Communications:6603.3 · Internet	25.00
<b>Delta Dental</b>				
Check	07/05/2017		6600.5 · Health/Dental/Life Insurance	278.65
<b>Dijital Majik Computer Clinic Inc</b>				
Credit Card Charge	07/26/2017		6609 · Software & IT	96.63
<b>El-Jay Mechanical</b>				
Bill Pmt -Check	07/13/2017		Lower urinal - Chris 6/2/17	765.50
<b>Google Inc.</b>				
Credit Card Charge	07/03/2017		6603.1 · Telephone	25.00
<b>Greater St Cloud Dev Corp</b>				
Bill	07/28/2017		6610 · Dues & Subscriptions	250.00
<b>Liberty Savings Bank</b>				
Check	07/11/2017		VISA 2733 - statement payment	942.90
<b>Marco NW 7128</b>				
Check	07/02/2017		6608 · Copy Machine	566.32
<b>Office Max Contract, Inc.</b>				
Credit Card Charge	07/13/2017		6601 · Office Supplies	24.44
<b>Postmaster</b>				

Approved July 2017 Disbursements

7:52 AM

08/03/2017

Method Of Payment	Date	Memo and Vendor Name	What Check is for	Amount Paid
Credit Card Charge	07/05/2017		6603.2 · Postage	13.30
		<b>Premium Waters, Inc.</b>		
Bill Pmt -Check	07/13/2017		office water	53.63
		<b>Principal Mutual Life Insurance</b>		
Bill Pmt -Check	07/13/2017		EE Life - Period 7/15/17 to 8/14/17	293.49
		<b>Spectrum Business (Charter)</b>		
Bill Pmt -Check	07/07/2017		6603 · Communications - internet and telephone	283.87
		<b>SRF Consulting Group, Inc.</b>		
Bill Pmt -Check	07/13/2017		6622 · CPG Passthru - St Joseph - CSAH 75 Pec	11,616.84
Bill Pmt -Check	07/18/2017		6622 · CPG Passthru-Gen Reg Trans Planning A	12,086.13
		<b>St. Cloud Area Chamber of Commerce</b>		
Credit Card Charge	07/19/2017		6610 · Dues & Subscriptions	485.00
		<b>Stearns Electric Association</b>		
Bill Pmt -Check	07/25/2017		Utilities - electric	228.25
		<b>Stonebrooke Engineering</b>		
Bill Pmt -Check	07/13/2017		6622 · CPG Passthru · Stearns - ADA Transition	1,737.03
		<b>Sunset Mowing, LLC</b>		
Bill Pmt -Check	07/13/2017		Lawn care	140.00
		<b>Times Media</b>		
Bill Pmt -Check	07/13/2017		APO Notification	169.93
		<b>WACOSA</b>		
Bill Pmt -Check	07/13/2017		office cleaning	115.16
		<b>West Central Sanitation, Inc</b>		
Bill Pmt -Check	07/13/2017		garbage collection	29.83
		<b>Xcel Energy</b>		
Bill Pmt -Check	07/03/2017		gas and electric June 2017	66.30
		<b>Your CFO Inc</b>		
Bill Pmt -Check	07/14/2017		June 2017 CFO Services	1,450.00

	Deposit Date	Amount
County of Sherburne	10-Jul	968.00
Town of LeSauk	13-Jul	464.50
David Then COBRA	13-Jul	1,772.82
City of Sartell	14-Jul	6,664.50
County of Benton	18-Jul	2,947.50
City of St. Cloud	18-Jul	25,422.50
City of St. Joseph	19-Jul	2,500.00
MN State MMB	20-Jul	906.50
City of Sauk Rapids	26-Jul	5,005.00
City of Waite Park	27-Jul	3,096.00
County of Stearns	28-Jul	8,498.50
Liberty Bank - Interest Earned	31-Jul	21.27
		<u>58,267.09</u>

**PROPOSED August 2017 DISBURSEMENTS**

<b>Method Of Payment</b>	<b>To Whom Paid</b>	<b>What Check is for</b>	<b>Account</b>	<b>Amount Paid</b>
Direct Dep.	Net Payroll (including insurance reimbursement)	08/11/2017 Payroll Paid	Payroll	\$ 9,984.11
Electronic	Social Security, Medicare & Federal Tax PAID	08/11/2017 Payroll Paid	Payroll	\$ 3,230.72
Electronic	MN Department of Revenue-Withholding PAID	08/11/2017 Payroll Paid	Payroll	\$ 563.46
Electronic	PERA	08/11/2017 Payroll Paid	Payroll	\$ 931.11
Electronic	Great West Annuity	08/11/2017 Payroll Paid	Payroll	\$ 229.23
Electronic	Minnesota State Retirement System	08/11/2017 Payroll Paid	Payroll	\$ 106.01
Electronic	Select Account (H.S.A.)	08/11/2017 Payroll Paid	Payroll	\$ 92.63
Direct Dep.	Net Payroll (including insurance reimbursement)	08/25/2017 Payroll Paid	Payroll	\$ 9,984.11
Electronic	Social Security, Medicare & Federal Tax PAID	08/25/2017 Payroll Paid	Payroll	\$ 3,230.72
Electronic	MN Department of Revenue-Withholding PAID	08/25/2017 Payroll Paid	Payroll	\$ 563.46
Electronic	PERA	08/25/2017 Payroll Paid	Payroll	\$ 931.11
Electronic	Great West Annuity	08/25/2017 Payroll Paid	Payroll	\$ 229.23
Electronic	Minnesota State Retirement System	08/25/2017 Payroll Paid	Payroll	\$ 106.01
Electronic	Select Account (H.S.A.)	08/25/2017 Payroll Paid	Payroll	\$ 92.63
Electronic	BCBS of MN	Employee Health Insurance	Payroll	\$ 4,952.94
Electronic	City of St Cloud - Water/Sewer - estimate	Utilities - water / sewer	Utilities	\$ 35.00
Electronic	Cloudnet	Internet Service	Utilities	\$ 25.00
Check	David Turch & Associates	Lobbying Agreement - 1/1/17 to 7/31/17	Washington lobbyist	\$ 24,500.00
Electronic	Delta Dental	Employee dental insurance	Payroll	\$ 278.65
Direct Dep.	Dorothy Sweet - estimate	Expense Reimb - mileage	Travel	\$ 30.00
Check	Greater St Cloud Dev Corp	Annual Corporate Investment - Advocate Level - Pro-	Dues & Subscriptions	\$ 250.00
Credit Card	Google Inc	G Suite Basic - Commitment	Utilities	\$ 25.00
Direct Dep.	Vicki Ikeogu - estimate	Expense Reimb - mileage	Travel	\$ 25.00
Electronic	Marco NW 7128	Copier Lease	Copy Machine	\$ 566.32
Electronic	Neopost USA Inc	Postage Meter Lease - Period 8/22/17 to 11/21/17	Postage	\$ 55.50
Electronic	Premium Water Inc - estimate	office drinking water	Utilities	\$ 25.00
Electronic	Principal Financial	Employee disability insurance	Payroll	\$ 320.03
Electronic	Times Media - estimate	Public Postings	Printing/Publishing	\$ 200.00
Electronic	Spectrum Business (Charter)	Internet Service	Utilities	\$ 264.27
Check	SRF Consulting Group Inc	June Invoice	Sartell 15th St. Corridor Study	\$ 504.95
Check	SRF Consulting Group Inc	June Invoice - received 7/17/17	General Regional Trans Planning Assistance	\$ 4,834.59
Check	SRF Consulting Group Inc	June Invoice - received 7/19/17	General Regional Trans Planning Assistance	\$ 4,400.91
Electronic	Stearns Electric Association - estimate	Utilities - electric	Utilities	\$ 185.00
Check	Sunset Mowing LLC - estimate	Lawn care	Maintenance	\$ 140.00
Electronic	WACOSA - estimate	Office Cleaning Services	Maintenance	\$ 111.50
Electronic	West Central Sanitation Inc - estimate	Utility - garbage	Utilities	\$ 30.00
Electronic	Xcel Energy - estimate	Utilities - gas	Utilities	\$ 200.00
Electronic	Your CFO Inc	July 2017 accounting services	Accounting Services	\$ 1,450.00
	<b>TOTAL</b>			<b>\$ 73,684.20</b>





*Saint Cloud*  
**Area Planning Organization**

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**TO:** Saint Cloud APO Executive Board  
**FROM:** Joseph Mueller, Senior Transportation Planner  
**RE:** Transportation Improvement Program (TIP) Amendment  
**DATE:** Metrobus 2017 TIP Amendment – Information Software, TRF-0048-17T/TRF-0048-16D

Description of Amendment:

The above listed project was amended into the APO 2017-2021 TIP. Metrobus received additional FTA funds to “Increase the project to include the implementation of new system-wide software, including finance, human resources, and asset and fleet management”. See the reverse side of this page for the financial values. New values are marked in red, with old values in strike-through.

This project was brought to the TAC’s attention in June, and the TAC voted to recommend approval. No comments were received during the 30 day public comment period.

**Requested Action:**

- Approval

Fiscal Year	Who	Agency	Description	Proposed Funds	STIP Total	Total FHWA	Total AC	Total AC Payback	FTA	Other	Project Total				
2017	L	METRO BUS	SECT 5307: OPERATING ASSISTANCE	FTA	8,482,220	-	-	-	1,288,000	7,194,220	8,482,220				
2017	L	METRO BUS	SECT 5307: CAPITALIZED PREVENTIVE MAINTENANCE	FTA	1,182,500	-	-	-	946,000	236,500	1,182,500				
2017	L	METRO BUS	SECT 5307:CAPITAL OFFICE EQUIPMENT & COMPUTERS	FTA	87,000	-	-	-	-	17,400	87,000				
2017	L	METRO BUS	SECT 5307: CAPITAL MAINTENANCE TOOLS & EQUIPMENT	FTA	10,000	-	-	-	8,000	2,000	10,000				
2017	L	METRO BUS	SECT 5307: CAPITAL BUS SHELTER AMENITIES	FTA	25,000	-	-	-	20,000	5,000	25,000				
2017	L	METRO BUS	SECT 5307: CAPITAL OPERATIONS FACILITY IMPROVEMENTS	FTA	80,000	-	-	-	64,000	16,000	80,000				
2017	L	METRO BUS	SECT 5307: CAPITAL OPERATIONS VEHICLES	FTA	60,000	-	-	-	-	12,000	60,000				
2017	L	METRO BUS	SECT 5307: DE-HUMIDIFICATION SYSTEM	FTA	4,000	-	-	-	3,200	800	7,200				
2017	L	METRO BUS	SECT 5307: WEBSITE UPDATE	FTA	50,000	-	-	-	-	10,000	50,000				
2017	L	METRO BUS	SECT 5307: METHANE DETECTION SYSTEM	FTA	50,000	-	-	-	40,000	10,000	90,000				
2017	L	METRO BUS	SECT 5307: CAPITALIZED PREVENTIVE MAINTENANCE - 2016	FTA	1148750	0	0	229750	919000	229750	1148750				
2017	L	METRO BUS	SECT 5307:CAPITAL OFFICE EQUIPMENT & COMPUTERS - 2016	FTA	25000	0	0	5000	20000	5000	25000				
2017	L	METRO BUS	SECT 5307: CAPITAL MAINTENANCE TOOLS & EQUIPMENT - 2016	FTA	10000	0	0	2000	8000	2000	10000				
2017	L	METRO BUS	SECT 5307: CAPITAL BUS SHELTER AMENITIES - 2016	FTA	25000	0	0	5000	20000	5000	25000				
2017	L	METRO BUS	SECT 5307: CAPITAL ITS PROJECTS - 2016	FTA	25000	0	0	5000	20000	5000	25000				
2017	L	METRO BUS	SECT 5307: 635 FRANKLIN AVE NE, ST CLOUD PROPERTY - 2016	FTA	200000	0	0	40000	160000	40000	200000				
2017	L	METRO BUS	SECT 5307: CAPITAL INFORMATION TECHNOLOGY PROJECTS - 2016	FTA	425000	3,125,000	0	0	85000	340000	2,500,000	85000	625,000	425000	3,125,000
2017	L	METRO BUS	SECT 5307: CAPITAL TRANSIT CENTER IMPROVEMENTS - 2016	FTA	25000	0	0	5000	20000	5000	25000				



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**TO:** Saint Cloud APO Executive Board  
**FROM:** Brian Gibson, PTP, Executive Director  
**RE:** Alternative APO Organizational Structures  
**DATE:** July 26, 2017

In May, the Executive Board requested that I prepare a selection of possible alternative organizational structures for the APO. The attached paper presents some typical features of metropolitan planning organizations and offers some suggestions for your further consideration.

There are two overarching thoughts to keep in mind:

1. The Federal government allows broad discretion for local jurisdictions to decide how best to organize and structure an MPO; and
2. The goal of any MPO is to find solutions and solve problems, so what organizational structure will provide the best chance of reaching that goal?

Any significant changes will require updates not only to the bylaws of the Policy Board, but possibly also to the Joint Planning Agreement, the Memorandum of Agreement with the State, and potentially a re-designation by the Governor. All of these things are possible, but they will take some time. APO staff is prepared to lead the effort to make all the required changes to allow the organizational structure of the APO to best serve the member jurisdictions.

# POSSIBLE FORMS AND OPTIONS FOR THE SAINT CLOUD AREA PLANNING ORGANIZATION

JULY 26, 2017

This document was prepared by staff of the Saint Cloud Area Planning Organization (APO), at the request of the APO Executive Board, in order to explore and discuss possible alternative organizational forms of the APO.

## THE PRESENT FORM OF THE APO

The APO is the Federally-required metropolitan planning organization (MPO) for the Saint Cloud urban area (2010 population: 110,621) in Central Minnesota, with the appropriate powers and duties to function as such, including 1) development of a regional transportation plan, 2) development of the regional Transportation Improvement Program, 3) to apply for grants to accomplish the APO's planning activities, and 4) to advise and provide technical assistance to member jurisdictions on transportation issues.

The APO is created by a Joint Powers Agreement (JPA) between governmental units in the Saint Cloud Urban and Urbanizing Area, pursuant to Minnesota Statute 471.59 which authorizes the exercise of joint powers by two or more governmental units.

As of this date, the members of the APO include:

- The City of Saint Cloud
- The City of Saint Joseph
- The City of Sartell
- The City of Sauk Rapids
- The City of Waite Park
- The County of Stearns
- The County of Benton
- The County of Sherburne
- The Township of LeSauk in Stearns County
- Metro Bus

The Policy Board is decision-making body of the APO. By the terms of the JPA, each governmental unit, except the City of Saint Cloud, appoints three representatives to the APO Policy Board, at least two of whom must be elected officials. Saint Cloud appoints eleven representatives, at least seven of which must be elected officials. Any non-

elected officials cannot be staff persons from any governmental unit party to the agreement. This results in a current Policy Board of thirty-six (36) members.

By-Laws of the APO further define the terms and term limits of the APO representatives, how dues are to be calculated for the member jurisdictions, attendance requirements for meetings, officers of the APO, composition of the Executive Board and the duties and responsibilities thereof, meeting protocols, quorum, and advisory committees of the APO.

Historically, the Policy Board attempted to meet monthly or nearly monthly in order to conduct the necessary business of the APO, but the unusually large membership proved to be unwieldy. More recently, the month-to-month decision-making, oversight, and guidance for APO staff have been vested in the much smaller Executive Board (12 members). The full Policy Board now meets only three times per year. This arrangement has proven to be more successful, however there are still some issues that remain and there is recognition that some improvements could be made that result in more efficient and effective operations of the APO.

At the April 13, 2017 Executive Board meeting, the Board instructed APO staff to prepare a number of potential alternative structures for the organization to be evaluated and discussed by the Board.

Among the remaining issues of concern are:

- The size of the Policy Board is still extraordinarily large given the population size of the Saint Cloud urban area. For example, the New York Metropolitan Transportation Commission, the MPO for New York City, Long Island, and the lower Hudson Valley, has a governing commission of nine (9) members. The Chicago Metropolitan Agency for Planning, which covers an area of six counties and over 8 million people, has a Policy Board of twenty-one (21) members;
- Vesting more decision-making authority in the Executive Board has helped streamline operations, but has created a situation of potential conflict wherein the Executive Board, a sub-committee of the Policy Board, has authority to act in specific situations, but not others. Further, an action by the Executive Board could, in theory, be overridden or thrown out by the full Policy Board. In some situations the Executive Board is a decision-maker, but in others they are an advisor to the Policy Board. In total, the division of decision-making authority effectively creates two decision-making bodies of the APO which can create confusion or conflict;
- Because the Policy Board meets only three times per year, the members who do not serve on the Executive Board are further removed from the month-to-month discussions and decision-making and are likely less informed than the members of the Executive Board about the issues and complexities facing the APO.

## FEDERAL REQUIREMENTS

The federal requirements for MPO governing bodies are contained in 23 CFR §450.310(b). They include:

- MPO designation shall be made by agreement between the Governor and units of general purpose local government that together represent at least 75 percent (75%) of the affected population (including the largest incorporated city, based on population, as named by the Bureau of the Census) or in accordance with procedures established by applicable State or local law;
- MPOs may increase the representation of local elected officials, public transportation agencies, or appropriate State officials on their policy boards and other committees as a means for encouraging greater involvement in the metropolitan transportation planning process;
- To the extent possible, only one MPO shall be designated for each urbanized area or group of contiguous urbanized areas. (More than one MPO may be designated under specific circumstances).

In addition, there are added requirements for MPOs that serve urban area populations of 200,000 or more. In those cases:

- MPOs shall consist of 1) local elected officials, 2) officials of public agencies that administer or operate major modes of transportation in the metropolitan planning area, and 3) appropriate State transportation officials.

Federal requirements for the form of the MPOs, especially those serving urban area populations under 200,000, are fairly broad. In general, USDOT tends to allow MPOs to organize themselves in whatever way the member jurisdictions feel is most appropriate.

**COMMON ORGANIZATIONAL FORMS**

As of 2015, there were 408 MPOs in the United States. The Association of Metropolitan Planning Organizations (AMPO) surveyed MPOs nationwide in 2013 regarding their Policy Board composition and other aspects of their organizational structure. Some of the results are presented below for comparison purposes:

- 50% of survey responses came from MPOs serving fewer than 200,000 people in their urban areas;

*How many members are on your MPO Policy Board?*

	0	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
<b>Total</b>						3.6%	2.1%	3.6%	4.7%	5.2%	8.3%	6.3%	4.2%	4.7%	4.7%	6.8%	4.7%	3.1%
<b>Voting</b>				1.5%	0.5%	8.2%	3.1%	6.6%	4.1%	7.1%	10.7%	5.1%	6.6%	5.1%	3.1%	4.6%	3.1%	1.5%
<b>Non-Voting</b>	32%	9.9%	14.9%	10.5%	9.4%	5.5%	4.4%	5.5%	1.7%	0.0%	3.3%	0.6%	0.6%	0.6%	0.0%	0.0%	0.6%	0.0%

- The average number of Policy Board members was eleven (11)(n=120);
- The average number of voting members on a Policy Board was ten (10)(n=139);
- The average number of non-voting members on a Policy Board was three (3)(n=180);
- The median number of Policy Board positions filled by elected officials was seven (7)(n=165);

*What role does each of the following organizations have on your MPO Policy Board?*

	Voting Member	Non-Voting Member	Not Represented
<b>Freight</b>	5.3%	5.3%	89.3%
<b>Citizen Group</b>	13.8%	8.5%	77.7%
<b>Port Authority</b>	14.2%	4.9%	80.9%
<b>Airport (if separate from Port Authority)</b>	22.8%	9.8%	67.4%
<b>Transit Agency</b>	62.6%	15.9%	21.5%
<b>State DOT</b>	76.0%	13.3%	10.7%
<b>School Board</b>	6.7%	4.4%	88.9%

\*n=197

- Only 26% of Policy Boards used weighted representation in the composition of their Policy Boards (n=197);
- Only 13% of Policy Boards used weighted voting procedures on their Policy Boards (n=197);
  - However, only 36% of the Policy Boards with weighted voting always used weighted voting, and 32% used weighted voting less than once per year or never used it even though it could have been used (n=25);
- 81.5% of Policy Boards permit the designation of alternates for the members (n=189).

## COMPARISON TO PEER MPOS

Staff selected a few MPOs from across the nation for comparison purposes:

	St. Cloud APO	Rochester, MN	Sioux City, IA-NE	Waterloo, IA	Dover, DE
Urban Area Pop	110,621	107,677	106,494	113,418	110,769
Land Area (sq-mi)	50.3	50.6	54.4	62.2	74.0
Cities in Planning Area	10	17	5	54	20
Counties in Planning Area	3	1	4	6	1
2017 Budget (UPWP)	\$850,619	\$630,277	\$556,446	\$294,612	\$595,335
Policy Board Size	36	16	13	13 (3 non-voting)	7
Weighted Policy Board Membership	Yes	Yes	Yes	No	No
Non-Elected Policy Board Membership	Optional	Rochester Public Schools	Iowa DOT; Transit	Airport Commission; Transit	County Administrator; DE DOT; FHWA; FTA
Non-Voting Policy Board Membership	None	None	None	FHWA, FTA, Iowa DOT	None

MPOs take on many different forms and organizational structures. MPOs are largely permitted to shape themselves to the form that best works for the local jurisdictional members. All MPOs must, by Federal rule, take the lead on regional transportation planning. But as a regional body, MPOs are often tasked with additional regional responsibilities such as coordinating economic development, regional housing, regional mapping and data collection, pollution control, and even mosquito control. No two MPOs are exactly alike and this must be kept in mind when making direct comparisons. However, evaluating how other MPOs structure themselves to meet their responsibilities can be a useful and informative exercise. In the case of the APO, when compared to other MPOs of similar size, the Policy Board is quite large. Most Policy Boards for similar-sized urban areas seem to be in the 10 – 15 member range, which strongly correlates with the results of the national AMPO survey that found, on average, Policy Boards consist of ten (10) voting members and three (3) non-voting members.

## OPTIONS AND POTENTIAL ALTERNATIVE APO STRUCTURES

All MPOs are tasked with continuous, cooperative, comprehensive planning, most specifically for transportation facilities and policies. The following alternatives are presented based upon the current issues found at the APO, the function of the APO, and the “typical” MPO organizational structures found among other MPOs.

### 1. DO NOTHING

Change is not required by law or regulation. The APO could continue to function with both a Policy Board that meets three times per year, and an Executive Board that meets monthly (or nearly monthly) that handles most of the decision-making. However, the issues and concerns outlined previously will remain.

### 2. REDUCE THE SIZE OF THE POLICY BOARD AND EXECUTIVE BOARD

The current JPA stipulates that each governmental unit other than St. Cloud shall appoint three representatives to the APO, and St. Cloud shall appoint eleven. The intent and benefit of providing so many representatives is unclear. In the AMPO nationwide survey, 40.6% of MPOs require only one representative of

each member. Another 41% require multiple representatives from only one member. The current Executive Board size has proven to be manageable and effective and is consistent with the typical Policy Board size found at other MPOs.

The JPA could be amended to require the designation of one representative who shall be an elected official from each member, except for the City of Saint Cloud which shall appoint three representatives who shall be elected officials. As a direct recipient of Federal funds, it is advisable that Metro Bus also be able to appoint one representative to the Policy Board. To provide maximum flexibility for the members and to help ensure a quorum, it is advisable that each member be allowed to select their own representative, and that each member authorize one designated alternate who shall also be an elected official who may attend as a proxy for the representative when the representative cannot attend a meeting.

In this potential alternative, the Executive Board would be redefined as an Executive Committee and include only the officers of the Policy Board. It would not have decision-making authority. Instead, it would meet on an ad-hoc basis to provide guidance or direction to APO staff as needed or when a meeting of the full Policy Board could not be convened. Further, it is suggested that the Officers of the Board be redefined as being: 1) the current Chair, 2) the current Vice-Chair, and 3) the immediate Past Chair. The Secretary and Treasurer functions, as defined in the Bylaws, are actually handled by APO staff. This also results in an odd number of seats to prevent even splits among the Committee members.

### *Possible Policy Board and Executive Board Structures*

<i>Policy Board (Voting Membership)</i>		<i>Executive Committee (Advisory Only)</i>	
1.	Elected Official A from Saint Cloud + alternate	1.	Chair
2.	Elected Official B from Saint Cloud + alternate	2.	Vice-Chair
3.	Elected Official C from Saint Cloud + alternate	3.	Past Chair
4.	Elected Official from Sartell + alternate		
5.	Elected Official from Sauk Rapids + alternate		
6.	Elected Official from Saint Joseph + alternate		
7.	Elected Official from Waite Park + alternate		
8.	Elected Official from LeSauk Township + alternate		
9.	Elected Official from Stearns County + alternate		
10.	Elected Official from Benton County + alternate		
11.	Elected Official from Sherburne County + alternate		
12.	Metro Bus Representative + alternate		

#### SUB-ALTERNATIVE 2B. EQUAL REPRESENTATION

According to the nationwide AMPO survey, only about 40% of MPO Policy Boards use either weighted representation or weighted voting. Presumably, then, the majority use equal representation. Alternative 2 could be adjusted to require only one representative from the City of Saint Cloud so that all members have only one representative.

#### SUB-ALTERNATIVE 2C. STAKEHOLDERS

The purpose of any MPO is to help ensure the informed, logical investment of limited transportation dollars. To help make or inform those decisions, many MPOs have found it beneficial to include the voices of various stakeholders at the table. For example, in the AMPO survey, almost 90% of the responding MPOs include the State DOT on the Policy Board as either a voting or non-voting member. Some include representatives from FHWA and FTA. Transportation, like the circulatory system of your body, is an



important component of all “organs” within an urban area. It is difficult to imagine successful economic development, economic growth, housing, recreation, public health, education, quality of life, quality of the environment, or timely emergency services protection without some consideration of transportation. Stakeholders need not be a member (either voting or non-voting) of the Policy Board, but could alternatively serve on the Technical Advisory Committee (TAC). The question for the Board to consider would be what kind of input you are seeking from the potential member – would it be input of a technical or advisory nature, or input of a policy or decision-making nature. If the latter, it may be useful to have the member participate in the Policy Board meetings where such decisions are made.

The list below presents some potential stakeholder voices that could provide valuable input within the decision-making process of the Policy Board. It is not meant to be exhaustive, and many other possibilities undoubtedly also exist.

- Regulatory Agencies
  - Minnesota Department of Transportation
    - The District Engineer is currently an active member of the TAC
  - Federal Highway Administration
  - Federal Transit Administration
- Education/School Districts
  - Saint Cloud State University
  - Saint Cloud School District
  - Sartell-Saint Stephen School District
  - Sauk Rapids-Rice School District
  - Rocori School District
- Housing, Economic Development, Redevelopment
  - Housing and Redevelopment Authorities from Stearns, Benton, and/or Sherburne Counties
  - Central Minnesota Housing Partnership
  - Minnesota Department of Employment and Economic Development
  - Saint Cloud Area Chamber of Commerce
  - Central Minnesota Small Business Development Center
  - Greater Saint Cloud Development Corporation
  - Central Minnesota Jobs & Training Services
  - Central Minnesota Development Company
  - Freight Movement
    - ATS Logistics
    - Central Minnesota Logistics
    - Trinity Logistics
    - Spee-Dee Delivery Service
- Health and Welfare
  - Minnesota Department of Health
  - Minnesota Pollution Control Agency
  - Minnesota Department of Natural Resources
  - Central Minnesota Council on Aging
  - Independent Lifestyles, Inc.
- Emergency Services
  - Minnesota Department of Public Safety

- Centra Care
- Police or Fire Departments from any or all members
- Transportation Modes
  - Metro Bus
  - Tri-Cap
  - Wacosa
  - Metro Transit (Northstar Train Operator)
  - Central Minnesota Bicycle Club
    - The TAC currently has a Bicycle-Pedestrian Advisory Sub-Committee

#### SUB-ALTERNATIVE 2D: "SMALL-TOWNS" REPRESENTATIVE(S)

One of the ways in which many MPOs that cover a large number of municipalities keep their Policy Board to a manageable size is by having one or more seats that will rotate among all the smaller towns and villages. For example, the MPO in Madison, Wisconsin includes twenty-seven towns and villages within its planning area, but reserves four Policy Board seats for representatives of these smaller municipalities. Every two years the chief elected official of each qualifying jurisdiction is polled on their selection of representatives for the Policy Board, and the four top vote-getters are appointed to the Policy Board.

The Saint Cloud APO planning area includes the municipalities of Saint Stephen, Saint Augusta, and Rockville plus multiple townships. Additionally, the municipalities of Cold Spring, Rice, Foley, Clear Lake, and Clearwater lie just beyond the current planning area, but could be included within the planning area in the future. One or more Policy Board seat(s) could be created and reserved for towns and/or townships of less than 5,000 people.

Cities over 5,000 pay dues to be members of the Policy Board. Careful consideration should be given regarding how to handle the small towns/townships. As one option, small towns could be considered as represented by their respective counties and therefore not subject to APO dues. Another option would be for all small towns to pay a token amount as buy-in to the APO. There are other options as well.

### Saint Cloud APO Organizational Decisions

Decision	Current Status	Staff Suggestion
<b>How many total members should comprise the APO Policy Board?</b>	36	10 – 15 is the national average; at a minimum, staff suggests that direct recipients of Federal transportation funds should be represented.
<b>Should there be population-based proportional (weighted) representation on the Board?</b>	Yes	No suggestion
<b>Should there be seats on the Policy Board for stakeholder organizations or other non-elected members?</b>	Metro Bus; Citizen representatives may be appointed at the option of the appointing jurisdiction	Metro Bus must be there by law; if an organization’s input is important to the decision’s being made, then membership should be considered.
<b>Should the Board include at least one representative from cities of less than 5,000 population?</b>	No	No suggestion
<b>Should there be non-voting members of the APO Policy Board?</b>	No	Again, if input from an agency or organization is important to the decisions being made, a non-voting seat may be warranted. If the desired input is more technical in nature, then creating a seat on the TAC may be more appropriate.
<b>Should there be an Executive Committee (sub-committee of the Policy Board), and what would be their role and function?</b>	Yes, the E.C. is authorized to handle month-to-month management and oversight. Policy decisions are still reserved for the Policy Board	If the Policy Board can be made a more manageable size and meets more regularly, the role of the E.C. would necessarily change. Staff strongly recommends there be only one decision-making body for the organization.