OFFICE OF THE COUNTY ATTORNEY 115 S. Andrews Avenue, Suite 423 Fort Lauderdale, Florida 33301

954-357-7600 · FAX 954-357-7641

MEMORANDUM

TO: Independent Transportation Surtax Oversight Board

FROM: Angela J. Wallace, Transportation Surtax General Counsel

DATE: January 17, 2020

RE: Transportation Surtax Ordinance Revisions

CAO File:

On January 10, 2020, the County Administrator and the County Attorney met with the Chair of the Oversight Board to discuss the Oversight Board's concerns regarding several proposed revisions to the Transportation Surtax Ordinance. The County Administrator and the County Attorney proposed certain revised language, and further revised that language as a result of the dialogue that occurred during the meeting. We believe the final language, which has been incorporated into the attached draft, fully resolves the concerns expressed by the Oversight Board.

Most of the changes shown in the attached draft are in response to issues raised by representatives of the Broward League of Cities and the City of Sunrise (the changes are tracked to permit further dialogue with those entities). We are sending the complete document so you can see that these other changes should not cause any concern for the Oversight Board. To facilitate your review, we call your attention to the following paragraphs:

- 1. Paragraph (g) on page 5 we have eliminated all proposed changes and have restored the language that appears in the current, unamended ordinance;
- 2. Paragraph (i)(1) on page 13 the shaded language addresses the input of the General Counsel when the Oversight Board is facing a question of statutory interpretation in terms of project eligibility, and requires that the Oversight Board give "due consideration" to the General Counsel's legal opinion;

- Paragraph (i)(1)a. on page 14 the shaded language reinserts into the ordinance that the Oversight Board's written notice that a project or expenditure is eligible may contain Oversight Board recommendations regarding ways to improve the project or expenditure; and
- 4. Paragraph (k) on pages 15-16 The shaded language states that the Oversight Board can select its own professional accountants/auditors who will be retained by the County (as a matter of law, the County must be the contracting party) and specifies the role to be played by the Office of the County Auditor in assisting the Oversight Board in its selection and in ensuring the selected contractor(s) achieve the Oversight Board's audit and review objectives.

We hope and trust these revisions fully allay the concerns you have expressed. This item is scheduled to be considered by the County Commission on January 28. If you have any remaining concerns, please let me know so we may determine whether those concerns can be expressed before the County Commission on January 28 or whether they are more appropriately addressed at the next Oversight Board meeting on January 30, in which event the County Administrator and County Attorney will seek to delay consideration by the County Commission until the Commission's February 11 meeting.

Thank you in advance for your consideration of this matter. Please feel free to call or email me (954-357-7613 or ajwallace@broward.org) or Andrew Meyers, the County Attorney (954-357-7601 or ameyers@broward.org) with any questions or concerns regarding this matter.

Transportation Sultax General Counsel

CC: Andrew J. Myers, County Attorney
Bertha Henry, County Administrator
Gretchen M. Cassini, MAP Administrator

ORDINANCE NO. 2019-

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THE BOARD COUNTY ORDINANCE OF OF COMMISSIONERS OF BROWARD COUNTY, FLORIDA. RELATING TO THE CHARTER COUNTY AND REGIONAL TRANSPORTATION SYSTEM SALES SURTAX; AMENDING SECTION 31½-75 OF THE BROWARD COUNTY CODE OF ORDINANCES ("CODE") TO CONFORM IT TO VARIOUS SUBSTANTIVE PROVISIONS AND PROCESSES ESTABLISHED PURSUANT TO LATER-DEVELOPED WITH THE BROWARD METROPOLITAN AGREEMENTS PLANNING ORGANIZATION AND MUNICIPALITIES; AND **FOR AMENDMENTS** PROVIDING SEVERABILITY, INCLUSION IN THE CODE, AND AN EFFECTIVE DATE.

(Sponsored by the Board of County Commissioners)

WHEREAS, the Board of County Commissioners of Broward County, Florida ("Board"), enacted Ordinance No. 2018-29, the Broward County Transportation Surtax Ordinance, codified in Section 31½-71, et seq., of the Broward County Code of Ordinances, which levied a thirty (30) year one percent (1%) Transportation Surtax that was approved by referendum at the General Election on November 6, 2018; and

WHEREAS, the Board has determined that amending the Transportation Surtax Ordinance, to conform it to various substantive provisions and processes established pursuant to later-developed agreements with various entities and to relocate procedural provisions from the Transportation Surtax Ordinance to the Broward County Administrative Code, is appropriate at this time,

BE IT ORDAINED BY THE BOARD OF COUNTY COMMISSIONERS OF BROWARD COUNTY, FLORIDA:

1	(5)	One professional in the field of architecture — A person who is holds, or					
2		within the past three years has held, a licensed to engage in the practice of					
3		architecture pursuant to Section 481.213, Florida Statutes;					
4	(6)	(6) One professional in the field of environmental science <u>– A person who holds</u>					
5		a professional degree and has practical experience in environmental					
6		science; sedment of a vinoritial production of the					
7	(7)	One resident consumer of public transportation <u>— A person who resides in</u>					
8		Broward County and is a user of the multimodal transportation system;					
9	(8)	One former city or county manager <u>— A person who holds a professional</u>					
10		degree, has professional experience as a city manager or a county					
11		manager, and is not currently employed as a city manager or a county					
12		manager in the state; and					
13	(9)	The Director of the Broward College Office of Supplier Relations and					
14		Diversity, or such person's designee.					
15	o) beaution						
16	(d)	Term of Oversight Board Members. The Director of the Broward College					
17	Office of Supplier Relations and Diversity shall serve for as long as he or she is employed						
18	in that position. All other Oversight Board members shall serve four-year terms and may						
19	be reappointed for successive terms. Any Oversight Board member who is appointed to						
20	replace an Oversight Board member who has been removed or has resigned shall serve						
21	for the balance of the term of such member.						
22	<u>(1)</u>	Process for filling vacancies. The Appointing Authority shall determine the					
23		documentation required for applications to the Oversight Board.					
24							
	Со	widing: Words in struck-through type are deletions from existing text. Words in underscored type are additions.					

underscored type are additions.

- (g) Staffing. Broward County shall provide sufficient staff to enable the Oversight Board to efficiently perform its functions, and shall retain such consultants as the Oversight Board determines necessary to perform its responsibilities.
- (h) Applications for Funding. Any municipality within Broward County or the Broward MPO may submit an application for project funding to the Board of County Commissioners of Broward County ("County Commission") for the County Commission's initial consideration. The applications will be on a form approved by the County Commission, will specify the amount of funding being sought and how such funding is intended to be expended, and will include, among other requirements, a statement that any recipient of such proceeds assents to (i) having its use of the proceeds audited by an independent auditor retained by the Oversight Board; and (ii) continuing project review by the Oversight Board.

Prior to submitting an application for funding to the County Commission, municipalities shall submit their proposed projects to the Broward MPO, which shall review, rank, and prioritize the submitted projects based upon each project's ability to alleviate traffic congestion and enhance connectivity. The Broward MPO shall provide a list ranking the proposed municipal projects to the County Commission for its consideration by February 1 of each year. If the MPO fails to timely do so, municipalities may submit applications directly to the County Commission.

Consistent with the process specified in paragraph (i) immediately below, the County Commission may determine to (a) submit the municipal or the Broward MPO application, without modification, to the Oversight Board; (b) notify the municipality or the Broward MPO that the application will not be submitted for Oversight Board consideration;

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or (c) return the application to the municipality or the Broward MPO with proposed revisions. If the County Commission returns the application with proposed revisions, and the municipality or the Broward MPO accepts in writing all of the proposed revisions, the County Commission shall thereafter forward the application to the Oversight Board for its consideration. If the municipality or the Broward MPO accepts some but not all of the County Commission's proposed revisions, the County Commission shall consider the revised application to determine whether it should be forwarded for Oversight Board consideration.

Approval of Projects and Expenditures. The County Commission, after considering the recommendations of County staff and any project ranking provided by the Broward MPO, will determine which proposed projects and expenditures of Transportation Surtax proceeds, whether initiated by the County or by some other governmental entity, will be submitted to the Oversight Board, and will further determine the order of submittal and priority of proposed projects and expenditures. The Oversight Board shall consider only proposed projects and expenditures submitted by the County Commission. The Oversight Board shall determine whether the proposed project or expenditure is permissible under Section 212.055(1)(d), Florida Statutes. If the Oversight Board determines that it is permissible, the Oversight Board shall approve the proposed project or expenditure and shall send written notice thereof to the Broward County Administrator. If an approved project or expenditure is only partially fundable with Transportation Surtax proceeds pursuant to Section 212.055(1)(d), Florida Statutes, the Oversight Board's written approval shall identify those portions of the project or expenditure fundable with Transportation Surtax proceeds and shall state the total dollar

value of those portions. The written notice of approval may contain recommendations made by the Oversight Board regarding best practices or other methods that may be employed to improve a proposed project or expenditure. If the Oversight Board determines that a proposed project or expenditure is not permissible under Section 212.055(1)(d), Florida Statutes, the Oversight Board shall reject the proposed project or expenditure and shall, in writing, specify the reasons for such rejection. Rejected projects and expenditures may be modified and resubmitted by the County Commission for subsequent consideration by the Oversight Board. The Oversight Board shall issue its written notice of approval or rejection within one hundred twenty (120) days after receipt of the proposed project or expenditure submitted by the County Commission.

(h) Applications for Funding.

(1) Municipalities in Broward County may submit written applications to the

Municipalities in Broward County may submit written applications to the Broward MPO for Transportation Surtax proceeds to fund statutorily eligible capital projects (projects that do not involve rehabilitation or maintenance of roads), including but not limited to projects for new roads, widening existing roads, traffic calming improvements, transportation-related ADA accommodations, sidewalks, bike paths, and bridges. EachThe application must specify the amount of funds requested, how funds are intended to be expended, and any other data requested by staff to evaluate the project. Municipal capital projects included in the Regional Mobility & Transportation Enhancements Surtax Initiative ("Transportation Surtax Plan"), approved by the Board of County Commissioners of Broward County ("County Commission") on September 13, 2018, will be the first to be evaluated and

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ranked. Applications for new municipal capital projects will be accepted by the Broward MPO beginning in February 2021. Surtax-funded Broward MPO staff and consultants will evaluate only municipal capital projects that demonstrate adequate operations and maintenance support from non-surtax municipal funds.

Municipal rehabilitation and maintenance projects were included in the Transportation Surtax Plan and are subject to ranking by County staff using a written, objective process that will be vetted with municipal stakeholders prior to implementation. with municipal stakeholders and the County Commissioner(s) representing residents of that municipality Rehabilitation and maintenance projects, to the extent eligible for funding and in the order of ranking, will be funded from any excess Transportation Surtax proceeds that County staff identifies annually, in writing, as being available for municipal rehabilitation and maintenance projects, after consideration, consistent with the terms of all applicable interlocal agreements, of the Surtax-funded Broward MPO staff recommend municipal capital projects. New municipal rehabilitation and maintenance projects (those not included in the Transportation Surtax Plan) may be considered submitted to the County for review and ranking after February 2021, and will be considered for funding, subject to surtax revenue availability for those projects as determined solely by the County Commission.

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- By July 1, 2020, a five-year plan will be developed by County staff, with input from Surtax-funded Broward MPO staff, and shall include all projects proposed to be funded in whole or in any part by Transportation Surtax proceeds. Once acted upon by both the Oversight Board and the County Commission, and subject to any further consideration by the County Commission, this five-year plan will act as the basis for funding and project delivery. New or amended projects may be added to, and projects may at the request of the applicable municipality be deleted from, the five-year plan on an annual basis that coincides with the budget process and is further defined in the Interlocal Agreement between the Broward MPO and Broward County related to prioritization of municipal projects. The prioritized list of projects, the five-year plan, and the annual updates to the five-year plan will be considered by the Oversight Board as addressed outlined in section (i)(1) below.
- In order to receiveaccess Transportation Surtax proceeds for a permissible project, the municipality must execute a project-specific Interlocal Agreement with the County that includes, but is not limited to, the following elements requirements:
 - a. An obligation byfor tThe municipality tomust maintain a separate account for Transportation Surtax proceeds, which account would be subject to County or Oversight Board audit-that can be audited;

- b. The Every Transportation Surtax -funded municipal project would be is subject to County or Oversight Board performance review and audit;
- <u>A commitment by the municipality to provide for the maintenance and operation of the project, throughout the useful life of the project, from non-surtax, municipal funds;</u>
- commitment_must_be_included_in_agreements_to the extent funded with Transportation Surtax proceeds, subject to the availability of subcontractors, and consideration of good faith efforts to meet such commitment consistent with the County's CBE program, except that no CBE commitment shall apply to agreements that are subject to other participation goals (e.g., federal DBE program or SBE reserves), agreements that are expressly exempt from the County's Procurement Code, agreements that are otherwise ineligible by state or federal law, and agreements to which goals are not assigned by the County (e.g., sole source, sole brand, and emergency agreements);
- d.e. To decrease public inconvenience and to facilitate the expeditious and efficient completion of Transportation Surtax-funded County projects that occur, in whole or in part, within a municipality, the municipality shall waive, to the full extent permissible under

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applicable law, all municipal permitting requirements. The waiver shall include, but not be limited to, the requirements of permit application, plan review, permit issuance, inspections, and permitting fees, except that the agreement may provide for reasonable reimbursement to a municipality for the time it expends in connection with its conceptual plan review. The County shall be responsible for ensuring adequate plan review and inspection and shall require compliance with County Minimum Standards for work in the public right-of-way (the deletion of the prior language is not tracked here).

- data, measures, and deliverables prescribed by the Oversight Board
 orand the County to determine establish—whether established the
 objectives of the Transportation Surtax (including increasing
 connectivity and reducing traffic congestion) are being met;
- f.g. Reasonable branding and marketing, including but not limited to through signage, prominently acknowledging the surtax funding (which shall include any County-selected wording, logo, or other imagery) and the project contributions of the County and municipality (tracking of changes was imprecise);
- g.h. The option for the County to place Placement of sensors and other devices on municipal properties and assets for County-approved applications for mobility related data collection purposes, which

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placement	shall	not	unreasonably	interfere	with	the	municipality's
use of such	n prop	ertie	s or assets; ar	<u>nd</u>			

- A requirement for tThe municipality must to timely provide to the

 County all data available to the municipality regarding the location

 and impact of any municipal road closuress that are closed for any

 reason, including but not limited to closures resulting from

 construction orand flooding, in a format prescribed by the County.
- (5) Surtax-funded Broward MPO staff and County staff will separately review proposed municipal capital projects and municipal applications for funding with Transportation Surtax proceeds and shallmay:
 - a. Indicate their approval of the project or application without modification, and proceed to rank and prioritize the approved project or application;
 - b. With the concurrence of the Office of the County Attorney, which may not be granted prior to consultation to a member of such Office discussing the matter with the municipality's legal counsel, nNotify the municipality that staff will not consider the project or application because it is not eligible for funding under anthe applicable contractual or statutory provisionand state the reason therefor; or
 - Return the application to the municipality with proposed revisions, and, after receipt of the municipality's resubmitted application, proceed to either proceed to rank and prioritize the project per subsection (a.) above or notify the municipality that staff will not

consider the application per subsection (b.) above. after giving the municipality a reasonably opportunity to make those revisions.

- 1. If the municipality accepts, in writing, all of the proposed revisions, Surtax funded Broward MPO staff or County staff will include the application in the ranking and prioritization process.
- 2. If the municipality accepts some but not all of the proposed revisions, Surtax-funded Broward MPO or County staff will consider the revised application to determine whether it should be included in the ranking and prioritization process.
- (i) Approval of Proposed Projects and Proposed Expenditures.
- County staff assigned to support the Oversight Board shall at least annually compile all County and municipal proposed projects and proposed expenditures that will be considered for funding with Transportation Surtax proceeds, consistent with budgetary recommendations, and present them to the Oversight Board for approval as to statutory eligibility. The Oversight Board shall consider proposed projects and proposed expenditures submitted by the County only for eligibility under Section 212.055(1)(d), Florida Statutes, with due consideration given to the opinion of the Transportation Surtax General Counsel to the extent the applicable eligibility determination involves a question of statutory construction.
 - a. If the Oversight Board determines concurs with County staff that a
 proposed project or proposed expenditures are statutorily eligible,

the Oversight Board shall send written notice thereof to the Broward County Administrator, which. The written notice of approval may contain recommendations made by the Oversight Board regarding best practices or other methods that may be employed to improve a proposed project or expenditure.

- b. If the Oversight Board determines that a proposed project or proposed expenditures are only partially fundable with Transportation Surtax proceeds, the Oversight Board's written notice to the Broward County Administrator shall identify those portions of the proposed project or proposed expenditures the Oversight Board determines are fundable with Transportation Surtax proceeds.
- If the Oversight Board determines advises County staff that a proposed project or proposed expenditures are not eligible for funding with Transportation Surtax proceeds, the Oversight Board shall, in writing, specify the reasons for such determination. Such proposed projects and proposed expenditures may be modified and resubmitted to the County for its consideration and, if applicable, for reconsideration by the Oversight Board.
- d. The Oversight Board shall issue its written notice regarding statutory eligibility of proposed projects and expenditures no later than thirty (30) days after the meeting during which the proposed project and proposed expenditures were considered (or, for resubmitted projects, reconsidered).

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written notice regarding eligibility, the proposed projects and proposed expenditures will be presented by the Broward County Administrator to the County Commission for its consideration.

(3) The County Commission, consistent with the terms, conditions, and restrictions of any then-applicable interlocal agreements, and after considering the recommendations of County staff and Surtax-funded Broward MPO staff, as applicable, will determine which proposed projects

After the Broward County Administrator receives the Oversight Board's

and proposed expenditures of Transportation Surtax proceeds are #

approveds by the County Commission, and those projects and expenditures

(j) Project Oversight. All approved projects and expenditures funded with Transportation Surtax proceeds shall be subject to the Oversight Board's review, critique, and analysis assessment for the duration of the projects or expenditures. The Oversight Board shall issue annual reports on the performance of ongoing projects and shall provide recommendations to the Broward County Administrator and the County Commission for any proposed performance improvements.

will be included in the County's annual budget.

(k) Annual Audits. The Oversight Board shall retain select an independent certified public accountant, or other qualified individuals who will adhere to all applicable auditing standards, who shall be retained by the County, to perform and complete annual audits and reviews, as determined necessary by the Oversight Board, of all projects funded with Transportation Surtax proceeds and of all Transportation Surtax Proceeds received, maintained, and expended. All completed The audit and review reports results

Coding:

1 shall be submitted to the Oversight Board and to the Broward County Administrator by no later than ninety (90) one hundred eighty (180) days after the end of each calendar fiscal 2 3 year during which any Transportation Surtax proceeds are expended. Such accountant or other qualified individuals shall be retained consistent with applicable state and County 4 5 budgetary and procurement requirements. The Office of the County Auditor shall assist 6 the Oversight Board in its selection of the independent public accountant or other qualified individuals, and shall serve as the contract administrator for all written agreements with such public accountant or other individuals. The contract administrator shall work to ensure the audit and review objectives established by the Oversight Board are achieved

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Section 2. Amendments.

while ensuring accountability of the contractor(s).

No amendment, revision, or repeal of the Broward County Transportation Surtax Ordinance, or reduction in the rate of the Transportation Surtax, may take effect if it would materially impair the contract rights of the owners of any bonds, notes, or other instruments of indebtedness payable, in whole or in part, directly or indirectly, from the proceeds of the Transportation Surtax.

Section 3. Severability.

If any portion of this Ordinance is determined by any court to be invalid, the invalid portion will be stricken, and such striking will not affect the validity of the remainder of this Ordinance. If any court determines that this Ordinance, in whole or in part, cannot be legally applied to any individual, group, entity, property, or circumstance, such determination will not affect the applicability of this Ordinance to any other individual, group, entity, property, or circumstance.

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1 Section 4. Inclusion in the Broward County Code of Ordinances. 2 It is the intention of the Board of County Commissioners that the provisions of this 3 Ordinance become part of the Broward County Code of Ordinances as of the effective 4 date. The sections of this Ordinance may be renumbered or relettered and the word 5 "ordinance" may be changed to "section," "article," or such other appropriate word or 6 phrase to the extent necessary in order to accomplish such intention. 7 Section 5. Effective Date. 8 This Ordinance is effective as of the date provided by law. This Ordinance shall 9 apply prospectively and shall not apply to any action by the County prior to the effective 10 date of this Ordinance. 11 12 **ENACTED** FILED WITH THE DEPARTMENT OF STATE 13 14 **EFFECTIVE** 15 Approved as to form and legal sufficiency: 16 Andrew J. Meyers, County Attorney 17 18 By /s/ Angela J. Wallace 01/17/2020 Angela J. Wallace (date) 19 **Deputy County Attorney** 20 AJW/hb 21 2019 Transportation Surtax Ordinance Revisions.doc 01/17/2020 #19-114.00 22 23 24 Coding: Words in struck-through type are deletions from existing text. Words in underscored type are additions.