

MARCH 28, 2017



## DART GOVERNANCE TASK FORCE

RESEARCH AND INTERVIEW FINDINGS REPORT

PRESENTED BY: CASSANDRA HALLS

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# DART GOVERNANCE TASK FORCE

## INTRODUCTION

The Des Moines Area Regional Transit Authority (DART) was created in 2006 through an act of the Iowa Legislature, with the ability to exercise all powers noted in Chapters 28E and 28M of the Iowa Code. Now entering its 11<sup>th</sup> year of operation DART is taking the opportunity to evaluate its current governance structure in light of the recently released 2035 Forward Plan as well as the changing demographics and service needs of the Des Metro area.

## EXECUTIVE SUMMARY

The DART Commission appointed a Task Force of Local Elected Officials and Community Leaders to undertake the effort of reviewing the current DART governance structure. Their responsibility is to provide advisory recommendations to the Commission on any changes to the overall structure. The Community Foundation of Greater Des Moines provided funding assistance to engage The Robert D. and Billie Ray Center- Drake University, led by J. Scott Raecker to facilitate the discussion and Cassandra Halls of the 2 THE TOP to assist with research and project management.

The Task Force must comply with a Charter designed and issued by the DART Commission. Key points included in the Charter are:

### Task Force Operating Functions

The Task Force meetings will be conducted in an open and transparent environment. The Task Force will be committed to the following operating principles:

1. An open and inclusive process of gathering input and recommendations from key stakeholders.
2. To be good listeners, be respectful of all points of view, and have robust discussions on the key governance issues.
3. If consensus is not reached, the minority viewpoint will be fairly presented to the DART Commission.
4. Public notification of meeting dates, meeting minutes and key documents will be posted on the DART Website. This will enable and enhance open communications.

### Responsibilities and Duties

To fulfill its responsibilities and duties, the Task Force, with assistance from the facilitation team and DART staff support, will:

1. Review the overall governance structure of DART as currently set forth in the DART 28E Agreement and Bylaws;
2. Review other Central Iowa regional governance models;
3. Review governance models of other regional transit authorities nationally;
4. Develop advisory recommendations to be presented to the DART Commission on what governance structure would best govern DART into the future;
5. In addition, develop advisory recommendations to be presented to the DART Commission which would address:
  - a. What the role and responsibilities of a DART Commissioner are;
  - b. Identify appropriate term limits, if any; and
  - c. Address DART Commission make-up considerations, if any.
6. Perform any other activities consistent with this charter which pertain to the governance structure of DART and that the DART Commission or Task Force determines are necessary or appropriate.

## LAUNCHING THE DISCUSSION

The Task Force hosted their first discussion on Friday, February 3, 2017 and identified 4 primary concerns requiring further exploration:

Under-representation for entities funding the service:

- Determining how the members feel about not having a direct voice in the governance of DART
- Lack of accountability of the non-elected officials serving on the DART Commission to the tax payers
- Return of Investment in comparison to Service Levels

Rotation Process:

- Lack of consistency and process for appointment/rotation of the appointed officials to the DART Commission
- Verifying levels of communication amongst representatives and the communities they speak for
- Understanding how the representatives are selected

Historical Comparisons:

- Have DART levy's and services been responsive and kept pace with community growth and needs?

Commission Member Duties

- Should a job description be created including defined duties?
- Should there be term lengths?
- Should the governance structure be leveraging committees?

## RESEARCH INTERVIEWS

During the month of March, 2017, Cassandra Halls hosted 35 interviews with 37 participants. The interviews included current DART Member communities, communities who have provided their notice to opt-out, community partners and potential municipal/county partners not currently members of DART service. The entities which participated are noted in the charts below:

### DART Member Municipalities/Counties Represented in the Research Process

Altoona	Johnston
Ankeny	Pleasant Hill
Bondurant	Urbandale
Clive	West Des Moines
Des Moines	Windsor Heights
Grimes	Polk County

The participants in the interviews included the: Mayor, City Manager, City Council Members and other staff as identified by the city/county. The interviews were conducted one-on-one or jointly depending on the preference of the community.

**Municipalities Who Have Provided Their Notice to Opt Out**

Carlisle*	Mitchellville
Elkhart	Polk City

The participants in the interviews included the: Mayor, City Manager, City Council Members and other staff as identified by the city/county. Most the interviews were conducted jointly.

*\*The City of Carlisle has extended their decision to opt-out for one additional year.*

**Municipalities/Counties Who Could be Future/Potential DART Members**

Indianola	Waukee
Norwalk	Dallas County

The participants in the interviews included the: a Mayor, City Managers and a Board Supervisor. All interviews were conducted individually.

**DART Community Partners**

DART Operations Staff	DART Legal Counsel
Employer Partner	Taxpayers Association of Central Iowa
Greater Des Moines Partnership	United Way of Central Iowa

The participants in the interviews included: Executive directors/CEO’s and staff. All meetings were conducted individually.

**Interview Requests in which the Partner did not Respond**

Alleman (current community member)	Runnells (community opting out)
Granger (current community member)	Warren County (future/potential DART member)

**FINDINGS**

The findings documented below represent the primary themes from the one-on-one interviews. All comments are noted in aggregate and represent the primary themes expressed.

Questions were included to also gather data with regard to services and funding, however those are not the intended focus of the report. The related findings are included below, but will not be fully explored as part of the work of the Governance Task Force.

The interview participants were widely supportive of the work of the DART operations team and are seeking improvements to increase effectiveness, collaboration and streamline governance processes. The statements included with this report should not be confused with performance of staff.

## **PRIMARY THEMES (GOVERNANCE)**

### **Need for Transit:**

All interview participants agree there is a need and a purpose for regional transit. There was a shared view the service is necessary for those in need (who lack their own transportation,) local workforce and as a valuable economic development tool.

### **Representation:**

89% of those interviewed agree modifications must be made to the current DART governance structure. 11% felt their current representation was adequate.

Municipal representation needs to increase. Options proposed:

1. One representative per city (most common response)
2. Realign representation by aligning cities with common needs, size and service levels
3. One representative per city above a threshold population/tax base/ridership, the communities not meeting the threshold, still represented by regional appointee
4. Consider a fully elected board (DMAACC or Broadlawns Models)
5. Concern was equally expressed about keeping the board size manageable
6. Representation should be by an elected official – due to tax levying authority to ensure accountability to tax payers
7. Committees could be utilized to offer broader perspectives: technical expertise, user feedback and business/employer input
8. Current rotation process ineffective and not managed well by the community partners. Many partners, in this particular instance, are not comfortable leveraging their weighted vote for a position on the Commission.

### **Leadership:**

Advocacy must be a balance between DART priorities and for the communities participating in the service.

1. Taxpayer interests will always be top priority, understand and are open to opportunity cost, but require greater focus on ROI
2. When conflicting interests arise, local elected official obligation will always place the interest of their community first and then will address DART interests second
3. DART needs to operate more as a business
4. Concern was shared as to how all regional collaborations overlap and expression of opposing viewpoints on one board, impacting other boards

## MOST COMMON PERSPECTIVES BY QUESTION

### GOVERNANCE

- Does the current DART governance structure create challenges for you to be an engaged partner with the organization? Why or what do you appreciate about the current governance structure of DART?

The majority of interview participants agreed the current DART governance structure creates multiple challenges for engagement. The responses varied between how the cities feel their interests are being represented, which in most cases, has not been effective and if they were the “owner” of the seat on the Commission. Most agreed in theory the current governance system should work, however the evolution of the communities over time, changing demographics, perceptions of service and responsiveness have impacted the process. “The current governance structure was designed as a one-size-fits-all . . .” and it can no longer accommodate or be responsive to the changing dynamics of the communities it serves.

- How do you feel the current DART governance structure represents the needs and concerns of your community? What would your recommendations be to the Task Force to meet your needs with regard to representation on the governance structure?

The majority of interview participants agreed the current DART governance structure does not represent the needs and concerns of their communities. Again, the responses were focused on not being able to directly influence the decision making process impacting their communities.

Challenges with representation often times was attributed to process and communication. Most representatives stated they “do their best” to meet with all of their constituents, however this did not mean the meetings are actually happening. There were varying views between asking the community which holds the seat how they think they are doing representing their district and how their effort is being perceived by those they represent. Few are managing this balance well. There is also perception that with differing community views sharing a common representative, the primary view conveyed is typically the view of the community who has the seat on the Commission, which may not align with others in the same region.

Specific recommendations with regard to governance are noted above in the Primary Themes section, however the most popular response to the question was to allow each community to “have a seat at the table,” meaning each community in the service area should have the ability to appoint their own commissioner, from their own community.

- How do you participate with DART governance when you do not have your own seat on the Commission? Do you have responsibilities with regard to representing your community (when you do not have a seat on the Commission) and what are they?

All communities recognized they have ownership in the process as to how their community is represented when they do not hold the seat on the commission. The challenge is managing the process, having time for the discussions and ensuring your community views are represented/addressed, even after they are expressed. Many mentioned attending the meetings directly, sending a local representative to the meeting and contacting DART Staff provided the best outcomes with regard to representation.

- What are your responsibilities with regard to representing your and other communities when you do have a seat on the Commission?

Achieving balance under this point is difficult. In most cases, the cities all felt their representatives could do more to better represent them, but differing city viewpoints often times complicate regional perspectives. Responsibilities shared included: open and regular communication, unbiased representation for the region, and fair and equitable decision making.

- If, under a new governance structure, your community would not have a seat on the Commission, is there a committee structure (e.g., MPO Tech Committee, MPO STP funding Committee) you would recommend in order to allow your community to have some representation in the governance of DART?

Most were supportive of a committee structure design, especially to include other community perspectives (users of the system, business community,) however not in lieu of their own seat on the Commission.

- What are your thoughts on your community/county participating in a regional approach to projects/services?

All interview participants support a regional approach to projects and services “when it makes sense.” All participants felt their communities had demonstrated their commitment and interest in regional approaches. Most provided comments such as: regional collaborations must be cost effective, reasonable, rules and expectations established up front, and need to benefit all involved.

Concern was expressed over how the decision whether to or not to participate in regional efforts can be perceived. If a community chooses not to participate, the view is sometimes skewed to be “they are not a regional participant, or in favor of regionalism” when the reality may be the collaboration just does not make sense for their community.

- When it comes to DART governance, what do you see as potential areas of opportunity?

Interview participants commend the DART Commission for taking this kind of approach to evaluating the Governance Structure. Continuing to utilize this kind of effort allows for inclusiveness and greater representation of views. Respondents agreed Governance must be addressed first, before evaluating any other aspects of the organization.

- What do you believe would be the optimal governance structure of DART to serve the needs of our region moving forward?

More accountability to the tax payers was the most common response to this question. Expand the Commission to be inclusive of all communities. There is also great support to find ways to engage the business community and the users.

#### **OPTING OUT**

- With the understanding, you have provided notice to opt out of DART services, what are the primary points that led to this decision?

Prohibitive cost, lack of service, the limited likelihood of expansion of service (if any service) in the near or distant future, cost outweighs benefit, lack of responsiveness/interest by DART, can no longer justify cost to tax payers, limited ridership, tax levy has consistently increased without service.

- Are there any recommendations to DART Governance, Services or Funding that if implemented would make you re-consider your decision to withdraw?

The majority of the responding interview participants answered this question with “No.” Only one respondent felt their differences could be resolved. There was concern expressed over exiting the service and what buy-in costs would be in the future if they decided to re-join at a later time. “Just because it isn’t the right time for us now, doesn’t mean things won’t change in the future.”

#### **FUTURE PARTICIPATION**

- Have you explored the possibility of joining the DART partnership and extending services to your community/county? Why or why not?

Most of the potential partners have not explored the possibility of joining the DART partnership because at this time regional transit needs are being met by another provider, significant cost vs. anticipated services or transit has not been raised as a significant community concern. One of the interviewees felt they had completed the research and determined a detailed analysis would be needed to compare to the cost to the benefit of services.

- How do you determine transit needs for your community/county? Do you have a transit plan?

At this time, most interviewees noted transit needs are determined via community feedback. This topic has not been raised as an issue in any of the potential partner communities/county. Most communities/county shared they do not have a formal transit plan, however one community noted transit is referred to their Comprehensive Plan.

- What do you believe could be future needs with regard to public transportation that will impact the people you represent?

Each of the municipality had varying ideas with regard to future public transit needs in their community. Their responses are noted, but each response does not apply to each community: special events, workforce, limited business need (getting workers from Des Moines to/from the community for work – but residents of the community would likely utilize their own transportation to get to Des Moines or the other suburbs – a matter of getting people to their community, but not from their community.) Most felt strongly the specific demographics of their community will drive the demand.

- What would your expectations be as a new partner to DART with respect to governance?

Most future partners agreed the primary expectation when it comes to governance would be to have direct representation on the Commission. In most instances, with the exception of one community, this would be a “deal breaker” for their participation. Only one of the potential partners expressed interest in participating in future discussions.

## DATA COMPARISONS

References were made throughout the course of the interview process by the municipalities to specific data points. The categories which influence the communities when evaluating their participation with DART include: the DART levy, property values and growth, and population increase numbers.

Dissecting this data for purposes of evaluating the governance structure is not within the scope of the Task Force. However, if the Governance Task Force believes that reviewing the specific data is necessary for developing a governance model recommendation, DART is willing to provide all data noted above. Evaluation of these particular matters may be a future assignment at the time the DART Commission studies funding sources and services.

## NON-GOVERNANCE THEMES

Questions with regard to services and funding were included in the interview process for informational purposes only. Themes are noted below, however are not the focus of the Governance Task Force and will not be addressed as part of the outcomes of this assignment.

### SERVICES AND FUNDING

- What are aspects of DART you feel are the most successful?

Multiple comments were made supporting the great effort and communication processes of the staff. Several references were made to the strength of service in the downtown region and a number of the express routes. Other items noted were: passion of the Commissioners and staff, on-call service, the value of regional transit and the need for regional transit.

- What is the #1 priority when it comes to DART for the people you represent?

Priorities varied by community. Most common responses (in no particular order) included:

- Covered bus shelters
- Additional routes to move people between the suburbs (not having to go through downtown)
- Route expansions to areas in the communities in most need (low-income housing, multi-family housing)
- Expand hours to accommodate second/third shift workers
- Affordable cost to users
- Cost/Benefit for the tax payers

- Do you feel the needs of those you represent are being met? Why or why not?

Most felt the needs of the community are being met as there is limited feedback from the public. Very few could share instances where citizens have called in concerns or participated in a public meeting. People have adapted to the level of service available.

The majority voiced concerns over trying to provide costly services for a market density that does not exist. Further, each community provided distinct demographic instances to which distinction

when determining the level of service they require. These demographics included average age in the community, average income in the community, size of families and the age of the children.

Many felt the potential does exist to increase ridership if routes were added or adjusted.

- What do you believe could be future needs with regard to public transportation that will impact the people you represent?
  - Be financially responsible
  - Getting people around the city, not just downtown
  - Special events transportation
  - People will live closer to work
  - Suburban residents will continue to rely heavily on their own transportation
  - Park-N-Ride
  
- How do you think DART and its services should be funded?

Ideas included, in order from the most to least times mentioned:

1. Local Option Sales Tax
2. Ongoing, investment from Property Tax, however the model must be re-visited
3. Greater investment from the state of Iowa
4. Investment from the business community
5. Larger percentage of the Road Use Tax Dollars
6. Fees attached to fuel purchases and vehicle registrations
7. Creation of a Self-Supported Municipal Improvement District

#### **MISCELLANEOUS COMMENTS:**

There seems to be a great deal of disconnect between what is articulated at the future of DART in the 2035 plan and the needs the community feel need the most significant attention. Many felt a discussion must be hosted to agree on the priorities for the system and adjust the future plan from there. There was a feeling the system is moving away from its original purpose and focusing expansion to try and serve population densities that do not exist. Most felt the system was created for those most in need (who lack transportation due to socioeconomic challenges or otherwise,) and to transport people to and from work. At this time, there is not is not widespread support to place emphasis on the “Choice” rider.

There is recognition of how future generations will impact the transit system, however, most felt improvements with regard to the “Choice” rider should be more incremental.

## **GOVERNANCE MODELS**

### **OTHER REGIONAL COLLABORATIONS AND NATIONAL TRANSIT GOVERNANCE MODELS**

A summary of existing regional collaboration governance structures as well as other national transit governance structures have been included for your reference. The documents can be found in Appendix D.

## **APPENDICES**

**APPENDIX A: GOVERNANCE TASK FORCE MEMBERSHIP**

**APPENDIX B: GOVERNANCE TASK FORCE CHARTER**

**APPENDIX C: QUESTIONS UTILIZED DURING THE INTERVIEW PROCESS**

**APPENDIX D: OTHER REGIONAL COLLABORATIONS AND NATIONAL TRANSIT GOVERNANCE MODELS**

**APPENDIX E: LEGAL OPINION – DART GOVERNANCE ARTICLES AND SECTIONS**

**APPENDIX F: CURRENT DART COMMISSION BOUNDARIES AND REPRESENTATION**

# Appendix A

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DART GOVERNANCE TASK FORCE MEMBERSHIP

**DART GOVERNANCE TASK FORCE CONTACT LIST**

January 30, 2017

First Name	Last Name	Title	Organizaiton	BusinessPhone	E-mail
<b>Task Force Members</b>					
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# Appendix B

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DART GOVERNANCE TASK FORCE CHARTER



## CHARTER for the Governance Task Force of the DART Commission January 10, 2017



### A. Purpose and Authority

The Governance Task Force ("Task Force") is established by the DART Commission of the Des Moines Area Regional Transit Authority (DART) for the sole purpose of reviewing the governance structure of DART and providing advisory recommendations to the DART Commission on any changes to the overall governance structure.

This Task Force will provide for open communication between DART senior management and the DART Commission. The Task Force will be facilitated through the assistance of the Community Foundation of Greater Des Moines.

The Task Force has the authority to look into any matters within its scope of responsibility and obtain advice and assistance from DART legal counsel or other advisors, as necessary, to perform its duties and responsibilities.

In carrying out its duties and responsibilities, the Task Force shall also have the authority to meet with and seek any information it requires from employees, officers, DART Commissioners, or external parties.

The Task Force will primarily fulfill its responsibilities by carrying out the activities enumerated in Section D of this charter.

### B. Composition and Meetings

The Task Force will be comprised of representatives who are not DART Commissioners but who are from the following communities and organizations:

- o City of Ankeny
- o City of West Des Moines
- o City of Urbandale
- o City of Altoona
- o City of Grimes
- o City of Johnston
- o City of Pleasant Hill
- o City of Des Moines
- o The Greater Des Moines Partnership
- o DART Unlimited Access Business Partner
- o United Way of Central Iowa
- o Central Iowa Tax Payers Association

The chairperson of the Task Force will be selected by the Chair of the DART Commission.

The Task Force will meet approximately no more than five times between January 2017 and April 2017. The Task Force chairperson will approve the agenda for the Task Force's meetings and any member of the Task Force may request items for inclusion on the agenda.

All meetings will be held in accordance with Iowa Open Meeting Laws.



## CHARTER for the Governance Task Force of the DART Commission January 10, 2017



To ensure neutrality, all meetings will be facilitated by a team of consultants identified and funded by the Community Foundation of Greater Des Moines.

### C. Task Force Operating Functions

The Task Force meetings will be conducted in an open and transparent environment. The Task Force will be committed to the following operating principles:

1. An open and inclusive process of gathering input and recommendations from key stakeholders.
2. To be good listeners, be respectful of all points of view, and have robust discussions on the key governance issues.
3. If consensus is not reached, the minority viewpoint will be fairly presented to the DART Commission.
4. Public notification of meeting dates, meeting minutes and key documents will be posted on the DART Website. This will enable and enhance open communications.

### D. Responsibilities and Duties

To fulfill its responsibilities and duties, the Task Force, with assistance from the facilitation team and DART staff support, will:

1. Review the overall governance structure of DART as currently set forth in the DART 28E Agreement and Bylaws;
2. Review other Central Iowa regional governance models;
3. Review governance models of other regional transit authorities nationally;
4. Develop advisory recommendations to be presented to the DART Commission on what governance structure would best govern DART into the future;
5. In addition, develop advisory recommendations to be presented to the DART Commission which would address:
  - a. What the role and responsibilities of a DART Commissioner are;
  - b. Identify appropriate term limits, if any; and
  - c. Address DART Commission make-up considerations, if any.
6. Perform any other activities consistent with this charter which pertain to the governance structure of DART and that the DART Commission or Task Force determines are necessary or appropriate.

# Appendix C

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## INTERVIEW QUESTIONS



## **GOVERNANCE TASK FORCE**

**2/21/2017**

The DART Governance Task Force appreciates your time to address the following questions. All answers will be held in confidence and reported with anonymity. The DART Task Force has been created to address the governance structure of DART before DART moves forward to address the issues of funding and service levels. With that in mind, we have the following questions to ask you about the current and potential future governance structure of DART. In addition, and while we are interviewing all stakeholders, we also want to capture your thoughts regarding the funding model and service of DART. This input will also remain confidential and used by DART when the time comes to address funding and service.

The interviews will be conducted by Cassandra Halls, 2 THE TOP, a neutral entity providing unbiased research for the DART Governance Task Force. The research is being funded by the Community Foundation of Greater Des Moines.

If you have any questions prior to or following the interview, please contact:

Cassandra Halls  
(515) 473-4980  
c.halls@2ttop.com

### **Municipal Partner Interview Questions**

#### GOVERNANCE

- Does the current DART governance structure create challenges for you to be an engaged partner with the organization?
  - Why or what do you appreciate about the current governance structure of DART?
- How do you feel the current DART governance structure represents the needs and concerns of your community?
  - What would your recommendations be to the Task Force to meet your needs with regard to representation on the governance structure?
- How do you participate with DART governance when you do not have your own seat on the Commission?
  - Do you have responsibilities with regard to representing your community (when you do not have a seat on the Commission) and what are they?
  - What are your responsibilities with regard to representing your and other communities when you do have a seat on the Commission?
  - If, under a new governance structure, your community would not have a seat on the Commission, is there a committee structure (e.g., MPO Tech Committee, MPO STP funding Committee) you would recommend in order to allow your community to have some representation in the governance of DART?

- What are your thoughts on your community participating in a regional approach to projects/services?
- When it comes to DART governance, what do you see as potential areas of opportunity?
- What do you believe would be the optimal governance structure of DART to serve the needs of our region moving forward?

#### SERVICES AND FUNDING

- What are aspects of DART you feel are the most successful?
- What is the #1 priority when it comes to DART for the people you represent?
- Do you feel the needs of those you represent are being met?
  - Why or why not?
- What do you believe could be future needs with regard to public transportation that will impact the people you represent?
- How do you think DART and its services should be funded?
- Please share any additional points you would like to bring to the attention of the Task Force.



## **GOVERNANCE TASK FORCE**

**3/8/2017**

The DART Governance Task Force appreciates your time to address the following questions. All answers will be held in confidence and reported with anonymity. The DART Task Force has been created to address the governance structure of DART before DART moves forward to address the issues of funding and service levels. With that in mind, we have the following questions to ask you about the current and potential future governance structure of DART. In addition, and while we are interviewing all stakeholders, we also want to capture your thoughts regarding the funding model and service of DART. This input will also remain confidential and used by DART when the time comes to address funding and service.

The interviews will be conducted by Cassandra Halls, 2 THE TOP, a neutral entity providing unbiased research for the DART Governance Task Force. The research is being funded by the Community Foundation of Greater Des Moines.

If you have any questions prior to or following the interview, please contact:

Cassandra Halls  
(515) 473-4980  
c.halls@2ttop.com

### **County Partner Interview Questions**

#### GOVERNANCE

- Does the current DART governance structure create challenges for you to be an engaged partner with the organization?
  - Why or what do you appreciate about the current governance structure of DART?
- How do you feel the current DART governance structure represents the needs and concerns of your county?
  - What would your recommendations be to the Task Force to meet your needs with regard to representation on the governance structure?
- How do you participate with DART governance when you do not have your own seat on the Commission?
  - Do you have responsibilities with regard to representing your county (when you do not have a seat on the Commission) and what are they?
  - What are your responsibilities with regard to representing your county if you do have a seat on the Commission?
  - If, under a new governance structure, your county would not have a seat on the Commission, is there a committee structure (e.g., MPO Tech Committee, MPO STP funding

Committee) you would recommend in order to allow your community to have some representation in the governance of DART?

- What are your thoughts on your county participating in a regional approach to projects/services?
- When it comes to DART governance, what do you see as potential areas of opportunity?
- What do you believe would be the optimal governance structure of DART to serve the needs of our region moving forward?

#### SERVICES AND FUNDING

- What are aspects of DART you feel are the most successful?
- What is the #1 priority when it comes to DART for the people you represent?
- Do you feel the needs of those you represent are being met?
  - Why or why not?
- What do you believe could be future needs with regard to public transportation that will impact the people you represent?
- How do you think DART and its services should be funded?
- Please share any additional points you would like to bring to the attention of the Task Force.



## **GOVERNANCE TASK FORCE**

**2/28/2017**

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### **Opting Out Interview Questions**

#### OPTING OUT

- With the understanding, you have provided notice to opt out of DART services, what are the primary points that led to this decision?
- Are there any recommendations to DART Governance, Services or Funding that if implemented would make you re-consider your decision to withdraw?

#### GOVERNANCE

- Has the current DART governance structure created challenges for you to be an engaged partner with the organization?
  - Why or what do you appreciate about the current governance structure of DART?
- How did you feel the current DART governance structure represented the needs and concerns of your community?
  - What would your recommendations be to the Task Force to have met your needs with regard to representation on the governance structure?
- What are your thoughts with regard to your community participating in a regional approach to projects/services?
- When it comes to DART governance, what do you see as potential areas of opportunity?

- What do you believe would be the optimal governance structure of DART to serve the needs of the region moving forward?

#### SERVICES AND FUNDING

- What are aspects of DART you feel are the most successful?
- What is the #1 priority when it comes to DART for the people you represent?
- Do you feel the needs of those you represent are being met?
  - Why or why not?
- What do you believe could be future needs with regard to public transportation that will impact the people you represent?
- How do you think DART and its services should be funded?
- Please share any additional points you would like to bring to the attention of the Task Force.



## **GOVERNANCE TASK FORCE**

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### **Future/Potential County Partner Interview Questions**

#### **PARTICIPATION**

- Have you explored the possibility of joining the DART partnership and extending services to your county?
  - Why or why not?
- How do you determine transit needs for your county?
  - Do you have a transit plan?
- What do you believe could be future needs with regard to public transportation that will impact the people you represent?
- What are your thoughts on your county participating in a regional approach to projects/services?

#### **GOVERNANCE**

- Are you familiar with the current DART governance structure and representation structure?
- What would your expectations be as a new partner to DART with respect to governance?
- How would you participate with DART governance when you do not have your own seat on the Commission?
  - Do you have responsibilities with regard to representing your community (when you do not have a seat on the Commission) and what are they?

- What are your responsibilities with regard to representing your county and other counties when you do have a seat on the Commission?
- If, under a new governance structure, your county would not have a seat on the Commission, is there a committee structure (e.g., MPO Tech Committee, MPO STP funding Committee) you would recommend in order to allow your community to have some representation in the governance of DART?

#### SERVICES AND FUNDING

- What is the #1 priority when it comes to public transit for the people you represent?
- Do you feel the needs of those you represent are being met?
  - Why or why not?
- Are you aware of how DART services and operations are currently funded?
  - How do you think DART and its services should be funded?
- Please share any additional points you would like to bring to the attention of the Task Force.



## **GOVERNANCE TASK FORCE**

**2/28/2017**

The DART Governance Task Force appreciates your time to address the following questions. All answers will be held in confidence and reported in aggregate. The DART Task Force has been created to address the governance structure of DART before DART moves forward to address the issues of funding and service levels. With that in mind, we have the following questions to ask you about the current and potential future governance structure of DART. In addition, and while we are interviewing all stakeholders, we also want to capture your thoughts regarding the funding model and service of DART. This input will also remain confidential and used by DART when the time comes to address funding and service.

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### **Future/Potential Municipal Partner Interview Questions**

#### **PARTICIPATION**

- Have you explored the possibility of joining the DART partnership and extending services to your community?
  - Why or why not?
- How do you determine transit needs for your community?
  - Do you have a transit plan?
- What do you believe could be future needs with regard to public transportation that will impact the people you represent?
- What are your thoughts on your community participating in a regional approach to projects/services?

#### **GOVERNANCE**

- Are you familiar with the current DART governance structure and representation structure?
- What would your expectations be as a new partner to DART with respect to governance?
- How would you participate with DART governance when you do not have your own seat on the Commission?

- Do you have responsibilities with regard to representing your community (when you do not have a seat on the Commission) and what are they?
- What are your responsibilities with regard to representing your and other communities when you do have a seat on the Commission?
- If, under a new governance structure, your community would not have a seat on the Commission, is there a committee structure (e.g., MPO Tech Committee, MPO STP funding Committee) you would recommend in order to allow your community to have some representation in the governance of DART?

#### SERVICES AND FUNDING

- What is the #1 priority when it comes to public transit for the people you represent?
- Do you feel the needs of those you represent are being met?
  - Why or why not?
- Are you aware of how DART services and operations are currently funded?
  - How do you think DART and its services should be funded?
- Please share any additional points you would like to bring to the attention of the Task Force.



## **GOVERNANCE TASK FORCE**

**2/21/2017**

The DART Governance Task Force appreciates your time to address the following questions. All answers will be held in confidence and reported with anonymity. The DART Task Force has been created to address the governance structure of DART before DART moves forward to address the issues of funding and service levels. With that in mind, we have the following questions to ask you about the current and potential future governance structure of DART. In addition, and while we are interviewing all stakeholders, we also want to capture your thoughts regarding the funding model and service of DART. This input will also remain confidential and used by DART when the time comes to address funding and service.

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### **Community Partner Interview Questions**

#### GOVERNANCE

- Does the current DART governance structure create challenges for you to be an engaged partner with the organization?
  - Why or what do you appreciate about the current governance structure of DART?
- When it comes to DART governance, what do you see as potential areas of opportunity?
- What do you believe would be the optimal governance structure of DART to serve the needs of the people you serve moving forward?

#### SERVICES AND FUNDING

- What are aspects of DART you feel are the most successful?
- What is the #1 priority when it comes to DART for the people you serve?
- Do you feel the needs of those you serve are being met?
  - Why or why not?
- What do you believe could be future needs with regard to public transportation that will impact the people you serve?
- How do you think DART and its services should be funded?
- Please share any additional points you would like to bring to the attention of the Task Force.

# Appendix D

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OTHER REGIONAL COLLABORATIONS AND NATIONAL TRANSIT  
GOVERNANCE MODELS

## Regional Governance Models

Subject Matter	DART (As it is today)	MPO	WRA	MWA	Bravo	DMACC
No. of members on Board/Commission	9 Members 7 members based on districts 2 At-large (Polk County)	45 members	22 members	18 members <i>one member for each participating member government</i>	36 members	9 members
Years in Operation	11 years (2006)	34 years	since 2004 (50 year agreement)		early 2000's	52 years
Type of Entity	Regional Transit Authority - State Legislation 28E Agreement	NGO	28E Agreement	28E Agreement	Separate 28E agreement with each participating government	Governmental Unit 170 (c) 1 and 501 (c) 3
Board Membership Board Representation	Residency in the appointing jurisdiction	Local Officials	Not Specified	Elected official	Not specified.	Elected Official - of the board
Appointment Process	District Members - appointed by Mayors from communities in the district  At-large Members - appointed by Polk County Board of Supervisors	Appointed by member governments each year	Each Participating Community shall be entitled to one representative on the Board, plus either:  (a) one additional representative for each 25,000 population or fraction thereof over the first 25,000 as shown by the most recent U.S. census; or, in the alternative,  (b) such additional number of representatives, not to exceed one for each 25,000 population or fraction thereof over the first 25,000, similarly determined, as the governing body thereof shall establish by resolution and certify to the Board.	1 elected representative of the governing body of each participating governmental jurisdiction  Each member of the Board shall have one vote for each 50,000 population or fraction thereof, residing in the governmental jurisdiction he represents	Except for the directors who are representatives of each of the entities with which the Corporation has entered into a 28E Agreement ("28E Representatives") and except for the immediate past President, directors for open seats on the Board of Directors shall be elected annually by the Board of Directors at the Annual Meeting thereof, and shall consist of representatives from the public and private sectors from across Greater Des Moines, including corporate, community, academic and cultural representatives. The 28E Representatives shall be appointed by the entity they represent.	Elected by Regions - 9 regions
Board Member Qualifications	None specified	Typically local elected officials, though do not have to be, except for Executive Committee. Executive Committee can have one non-elected person. That person cannot be chair.	None specified	None specified	None specified	None required
Utilize Sub-Committees	Audit Committee Nominating Committee Others as needed (Exec Committee)	Yes	Nominating Committee Technical Committee Appeal Committee Executive Committee	As needed, at discretion of the board	Executive Committee Committee of Directors	Yes - Audit/Finance, President's Evaluation, Large Projects Committee
Term Limits?	4 year terms, unlimited terms	No...though officers of the Executive Committee can only stay in a particular office for 3 years. One year term, renewable two times...if approved by the board.		All representatives shall serve until their appointment is terminated or a new appointment is made by resolution of the member community they represent.	2 consecutive 3 year terms	4 year terms, staggered, run as many times as they want

## Regional Governance Models

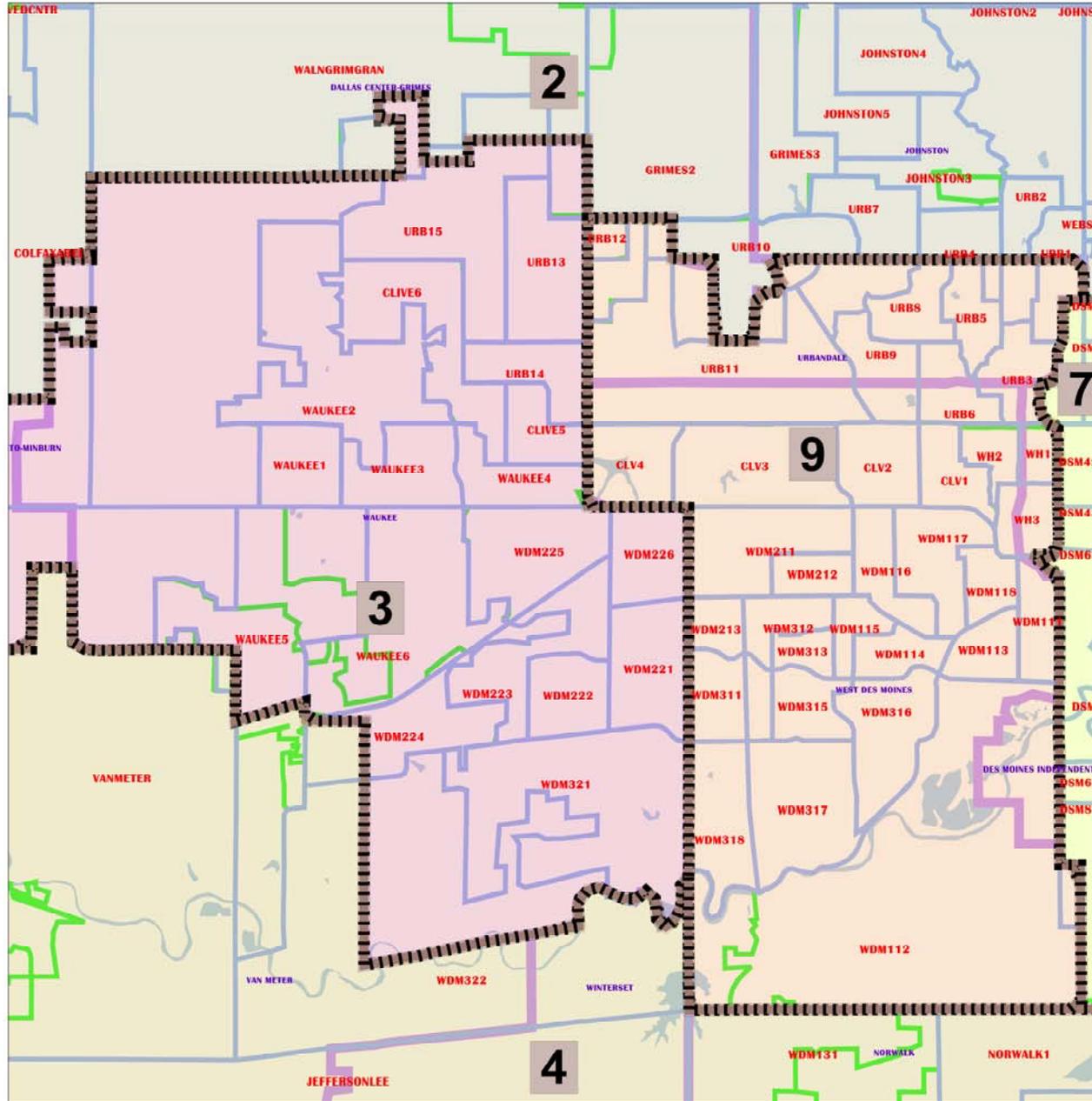
	DART	MPO	WRA	MWA	Bravo	DMACC
Geographic Service Area	Polk County (adjacent counties where cities extend beyond Polk County)	Most of Polk County, large part of Dallas County, parts of Warren and Madison counties	Altoona, Ankeny, Bondurant Clive, Cumming, Des Moines, Greenfield Plaza/Hills of Coventry, Johnston Norwalk, Pleasant Hill, Polk City, Polk County, Urbandale Sanitary Sewer District, Urbandale-Windsor Heights Sanitary District, Warren County, Waukee, West Des Moines	Town of Altoona, City of Ankeny, Town of Bondurant, Town of Carlisle, Town of Clive, City of Des Moines, Town of Elkhart, Town of Grimes, Town of Norwalk Town of Pleasant Hill, County of Polk, City of Urbandale, County of Warren, City of West Des Moines, City of Windsor Heights, Town of Mitchellville, Town of Polk City, Town of Waukee	Altoona, Ankeny, Bondurant, Carlisle, Clive, Des Moines, Grimes, Indianola, Johnston, Norwalk, Pleasant Hill, Polk City, Polk County, Urbandale, Waukee, West Des Moines and Windsor Heights	Refer to map
Does this service area represent a regional partnership?	Yes - 19 member governments	Yes - 17 cities 4 counties	Yes - 17 member governments	Yes - 18 member governments	Yes	Do have regional partnerships, but not part of governance
If you have regional partners, how are those partnerships governed?	28E Agreement - all governments sign on to same agreement	28-E agreement	28E agreement	28E agreement	28E agreement (separate)	28E Agreement
Primary Funding Sources	Property Taxes (up to \$0.95/\$1,000)	Federal funding via US DOT, and member assessments ... \$1/capita in planning area	Rates based on metered flows	User Fees	% of Hotel/Motel Tax	Tuition - 54% of revenue
Does the entity have independent taxing authority?	Yes	No	Rate establishment	Assessment of fees	No	Yes - but requires voter approval

To make a shift to this kind of model, the following action would be required:	<b>XX</b>					
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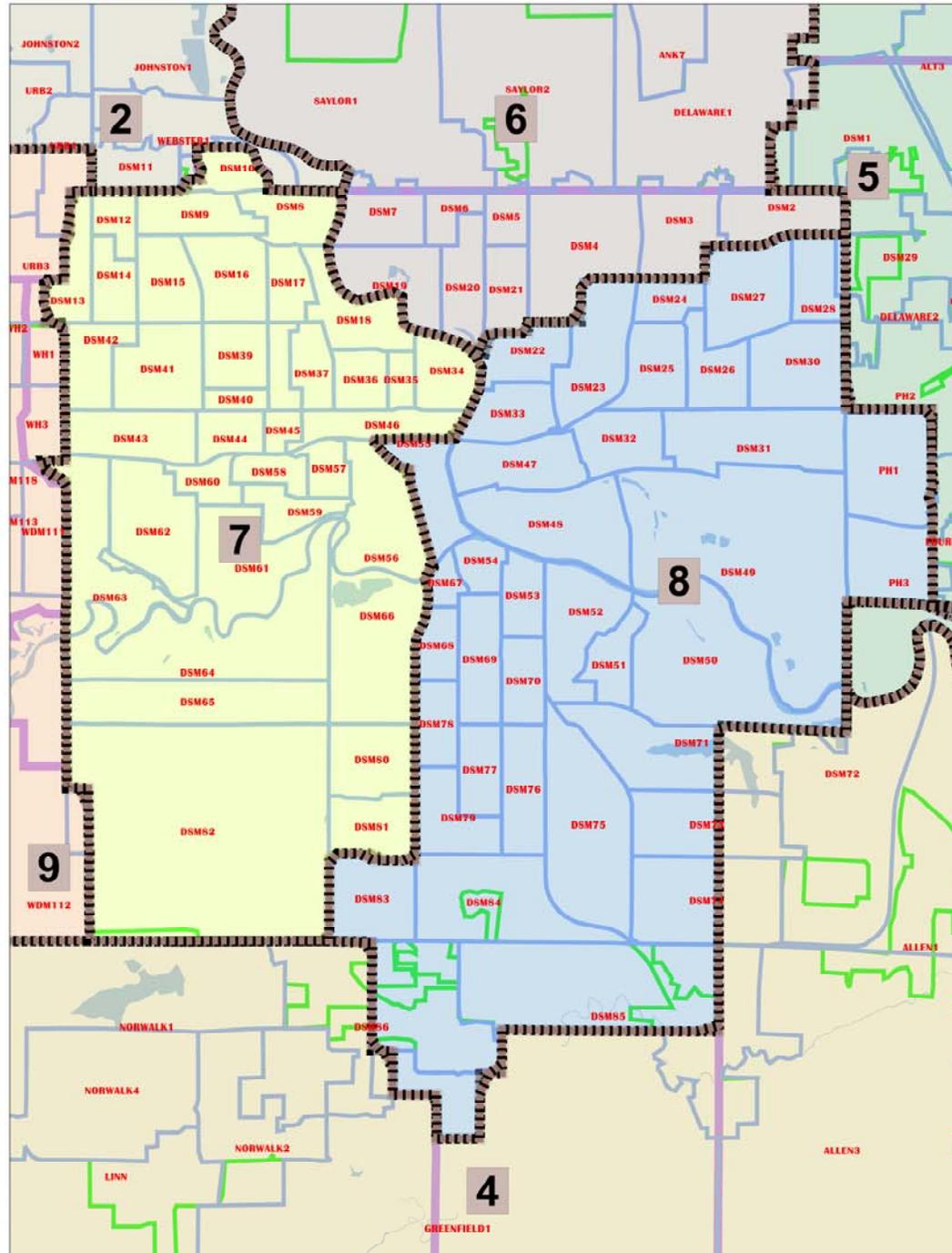
Identified concerns addressed by this model - comparing to current DART governance	<b>XX</b>					
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# Clive-Urbandale-Waukee West Des Moines-Winsor Heights



# Des Moines



## National Transit Governance Models

Subject Matter	DART (As it is today)	Spokane, WA all Washington transit systems set up similarly	Denver, CO	Grand Rapids, MI	Columbus, OH	Dayton, OH
No. of members on Board/Commission	9 Voting Members 7 members based on districts 2 At-large (Polk County)	9 Voting Members 1 Non-voting (labor appointment)	15 Voting Members	15 Voting Members	13 Voting Members	9 Voting Members
Type of Entity	Regional Transit Authority	Public Transportation Benefit Area	Regional Transit District	Public Transit Authority	Political Subdivision	Political Subdivision
Years in Operation	11 years (2006)	1981	1970	1986	1971	1972
Board Membership	Residency in the appointing jurisdiction	Elected officials for voting members	Elected by voters	No stipulations	No stipulations	Residency in the appointing jurisdiction
Board Representation					Shall perform duties in the best interest of COTA	
Appointment Process	<p><b>District Members (7)</b> - appointed by Mayors from communities in the district</p> <p><b>At-large Members (2)</b> - appointed by Polk County Board of Supervisors</p>	<p><b>Voting Members</b> 2 elected officials serving at the pleasure of the cities of Airway Heights, Cheney, Liberty Lake, Medical Lake and Millwood in a rotation for three consecutive years per a prescribed order</p> <p>3 elected officials selected and serving from the City of Spokane</p> <p>2 elected officials selected and serving from the City of Spokane Valley</p> <p>2 County Commissioners selected and serving by the county Commissioners of Spokane</p> <p><b>Non-Voting</b> 1 selected and serving at the pleasure of the labor organizations representing Spokane employees in the bargaining unit</p>	Publically elected members w/ 15 districts	5 representatives from City of Grand Rapids  2 representatives from each of the remaining five cities	7 appointments by the City of Columbus  2 appointments by Franklin County Commissioners  4 appointments by Suburban Members  <i>appointments are laid out by an established rotation schedule by year and community</i>	6 appointments by the Montgomery County Commission  2 appointments by the City of Dayton  1 appointed by the City of Kettering
Board Member Qualifications	None specified	None specified	None specified	None specified	None specified	None specified
Utilize Sub-Committees	Audit Committee Nominating Committee Others as needed (Exec Committee)	As established by the board	Executive Committee GM Oversight and Performance Management Committee FasTracks Monitoring Committee Planning and Development Committee Operations/Customer Services Committee Financial Administration and Audit Committee Government Relations Committee Civil Rights Committee	Governance Committee Performance Oversight Committee Strategic Planning Committee	<p><b>Advisory Organizations</b> Advisory Panel (meets quarterly) - one member appointed by Franklin County Commissioners, one member from each member community appointed by mayor, at-large members with interest in public transit appointed by COTA CEO w/ consent from board</p> <p>Accessible Transportation Advisory Committee (minimum annually) - review and seek input from people with disabilities</p> <p><b>Official Board Committees</b> Governance Committee Finance/Audit Committee Human Resources Committee Communications, Marketing and Customer Service Committee Operations Committee Planning Committee Technology Committee</p>	Planning Committee Finance/Personnel Committee Executive Committee Investment Advisory Committee

## National Transit Governance Models

	DART	Spokane, WA	Denver, CO	Grand Rapids, MI	Columbus, OH	Dayton, OH
Term Limits?	4 year terms, unlimited terms	year to year terms, no term limits		2 year terms, unlimited terms	3 year terms, unlimited terms	3 year terms and no declared term limits but a "practice" of limiting members to 2 complete terms
Transit Services Available	Fixed route, paratransit, vanpool	Fixed route, paratransit, vanpool	Fixed route, rail and paratransit	Fixed route, paratransit, vanpool	Fixed route, paratransit	Fixed route, Paratransit
Annual Ridership	4.8 million (FY 2016 total ridership)	10.3 million	103 million (2015 total ridership)	11 million (FY 16 fixed route)	19 million	11.6 million
Geographic Service Area	Polk County (adjacent counties where cities extend beyond Polk County)F14D14B14:J14	Spokane County	Six-county service area, which includes all of Boulder, Denver, and Jefferson counties and parts of Adams, Arapahoe, and Douglas counties. Serving 42 municipalities in six counties.	6 cities	Franklin County and parts of Delaware, Fairfield, Licking and Union counties	Montgomery County and parts of Greene County
Does this service area represent a regional partnership?	19 member governments	7 member governments	<a href="http://www.rtd-denver.com/documents/directors-district-map.pdf">http://www.rtd-denver.com/documents/directors-district-map.pdf</a>	6 member governments	13 member governments	19 communities served
If you have regional partners, how are those partnerships governed?	28E Agreement - all governments sign on to same agreement	established by vote of communities 7 cities	interlocal agreement	interlocal agreement	interlocal agreement	interlocal agreement

<b>Budget Summary</b>						
Total Operating Budget	\$30.8 million (FY 2017)	\$69 million (FY 2017)	\$635 million	\$43.6 million (FY 2017)	\$130 million	\$62 million (FY 2015)
Primary Funding Sources	Property Taxes (up to \$0.95/\$1,000) = \$17.2 million State - \$1.5 million	Sales tax (\$57 million) 6/10, 7/10, 8/10 cents	Sales tax	Property Taxes (local -\$1.47/\$1,000) = \$14.8 million State - \$13.7 million	Sales tax - 0.5%	Sales tax (\$39.7 million)
Does the entity have independent taxing authority?	Yes	Referendum to set rate	referendum	Needs vote of community to raise rate	0.25% of sales tax is continuing and 0.25% is renewable	Yes
Total Expenditures	Revenues equals expenses	Revenues equals expenses	Revenues equals expenses	Revenues equals expenses	Revenues equals expenses	Revenues equals expenses

To make a shift to this kind of model, the following action would be required:	XX					
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Identified concerns addressed by this model - comparing to current DART governance	XX					
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# Appendix E

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LEGAL OPINION – DART GOVERNANCE ARTICLES AND SECTIONS

Below are the Articles and Sections that specifically relate to governance and over which this Task Force will be opining. Based upon this review, the specific governance provisions of the DART entity documents are as follows:

From the 2<sup>nd</sup> Amendment to the DART 28 E Agreement:

Article III. Organization of Commission

- Section 1. Commission Shall Constitute Governing Body of the RTA
- Section 2. Composition of Commission.
- Exhibit A Map

From the DART 28E Agreement:

Article V. Committees.

- Section 1. Nominating Committee.
- Section 2. Service and Budget Review Committee.
- Section 3. Other Committees.

Article X. Admission of Additional Communities.

- Section 1. Admission of Additional Communities.
- Section 2. Voting Rights.

Article XIV. Amendments.

Article XVI. Withdrawal From or Dissolution of RTA.

- Section 1. Notice of Withdrawal.
- Section 2. Restrictions on Withdrawal.
- Section 3. Entitlement on Withdrawal.
- Section 4. Dissolution.

From the DART Bylaws:

Article II. Commission.

- Section 1. General Powers.
- Section 2. Composition of Commission.
- Section 3. Meetings.
- Section 4. Voting.

Article III. Officers.

- Section 1. Number.
- Section 2. Duties of Chair.
- Section 3. Duties of Vice Chair.
- Section 4. Duties of Secretary/Treasurer.
- Section 5. Election.
- Section 6. Term/Vacancy.

Article IV. Committees.

- Section 1. Nominating Committee.
- Section 2. Service and Budget Review Committee.
- Section 3. Other Committees.

## Article VII. Amendments.

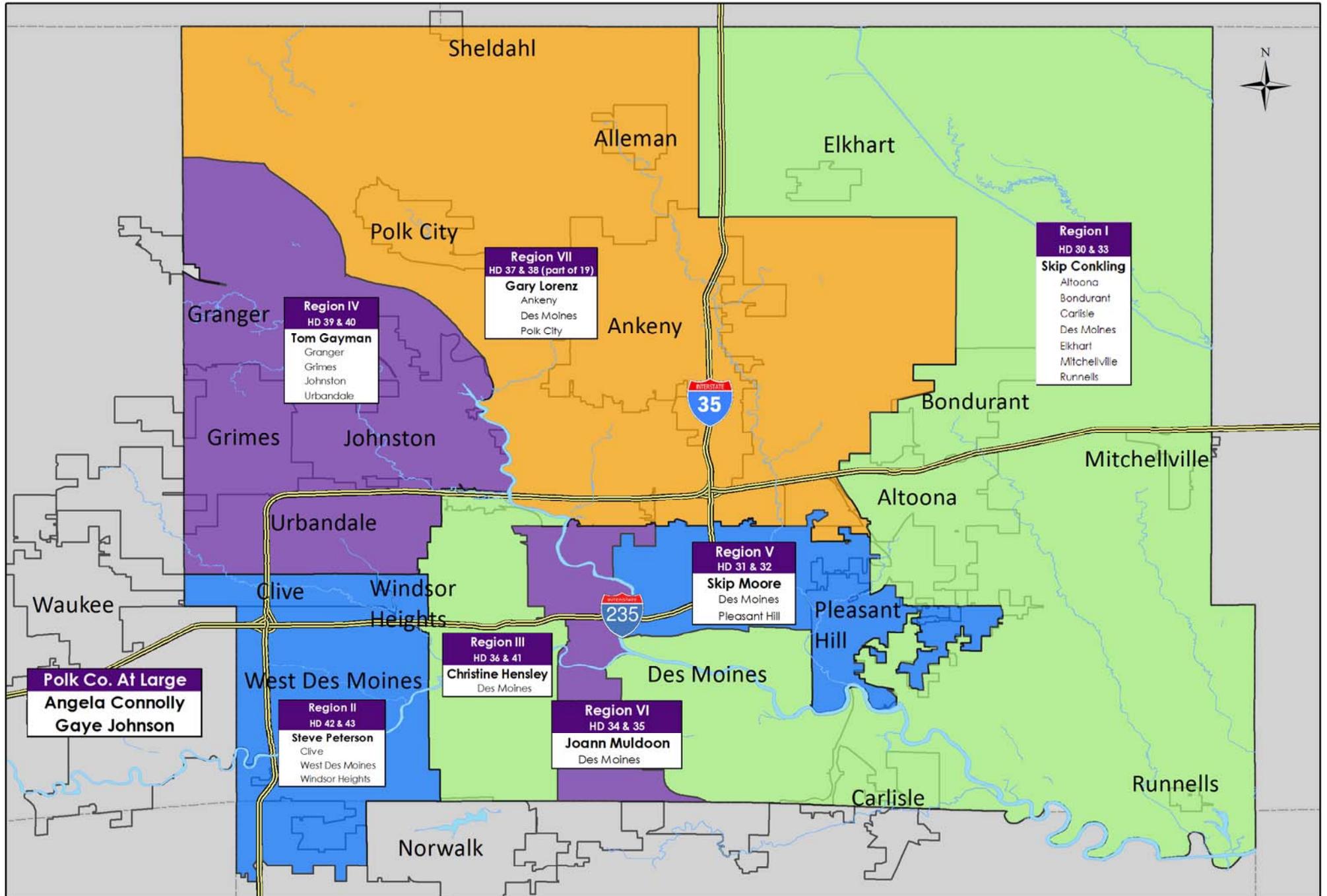
Multiple other provisions indirectly deal with governance but seem to be more directly involving the powers of DART and its Commission. Those provisions will be part of the issues that the DART Commission, once reconstituted, will need to review and decide.

# Appendix F

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CURRENT DART COMMISSION BOUNDARIES AND  
REPRESENTATION

# DART Commission Boundaries



THIS MAP WAS PREPARED BY THE DES MOINES AREA REGIONAL TRANSIT AUTHORITY (DART) AND MAY BE REVISED WITHOUT NOTIFICATION TO ANY USER.

ALTHOUGH THIS MAP IS BASED ON THE LATEST INFORMATION AVAILABLE TO DART, NO WARRANTY, GUARANTEE, OR REPRESENTATION IS MADE BY DART AS TO THE ABSOLUTE CORRECTNESS OR SUFFICIENCY OF ANY REPRESENTATION CONTAINED IN THIS MAP. THE USER IS ENCOURAGED TO CHECK WITH DART TO VERIFY THAT THE MAP BEING USED IS THE LATEST, MOST CURRENT ONE AVAILABLE. (515) 283-8100

Author: Carl Saxon (DART)  
Produced: 03/23/2017

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Coordinate System: GCS North American 1983  
Datum: North American 1983  
Units: Degree

