

Metropolitan Planning Area **Boundary and Reapportionment Plan**



Based On The 2020 Census | Adopted August 2, 2023

Prepared for the Florida Department of Transportation by the
Emerald Coast Regional Council, staff to the Bay County TPO



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Introduction

Federal laws and regulations require metropolitan planning organizations (MPOs) also known as transportation planning organizations (TPOs) to be designated for each urban area with a population greater than 50,000 people [23 CFR 450.310(a), 23 USC 134(d)]. This designation is accomplished by agreement between the Governor and the affected units of local government. The federal rules allow the states and units of local government to largely determine the specific composition of the TPOs. In Florida, Section 339.175, Florida Statutes, provides the requirements for TPO membership composition and apportionment of the voting membership. Pursuant to these state and federal rules, the Bay County TPO was established by designation of the governor and an interlocal agreement in 1981, following the 1980 Census. The Interlocal Agreement for the creation of the Bay County Transportation Planning Organization was updated in 2015. The Bay County TPO is in northwest Florida with the southern border being the Gulf of Mexico. All TPOs must submit their Apportionment Plans by November 14, 2023.

Metropolitan Planning Area Boundary

The boundaries of the MPA are determined by agreement between the TPO and the Governor and, at minimum, encompass the entire existing urban area (as defined by the Census Bureau) plus the contiguous area expected to become urban within a 20-year forecast period (23 CFR 450.312).

The Panama City-Panama City Beach Urban Area, as defined by the 2020 Census, has continued to grow further into southern Walton County. The MPA Boundary encompasses all Bay County because of the growth potential of the landholdings of the St. Joe Company, one of the largest real estate development companies in Florida, and the opening of the Northwest Florida Beaches International Airport on May 23, 2010. Most of the land beyond the Panama City-Panama City Beach Urban Area Boundary that encompasses the MPA Boundary is governed by the West Bay Area Sector Plan and is anticipated to be Urban by 2040 which includes the entirety of Bay County (See Figure 1). The Bay County MPA Boundary is 758.64 square miles.

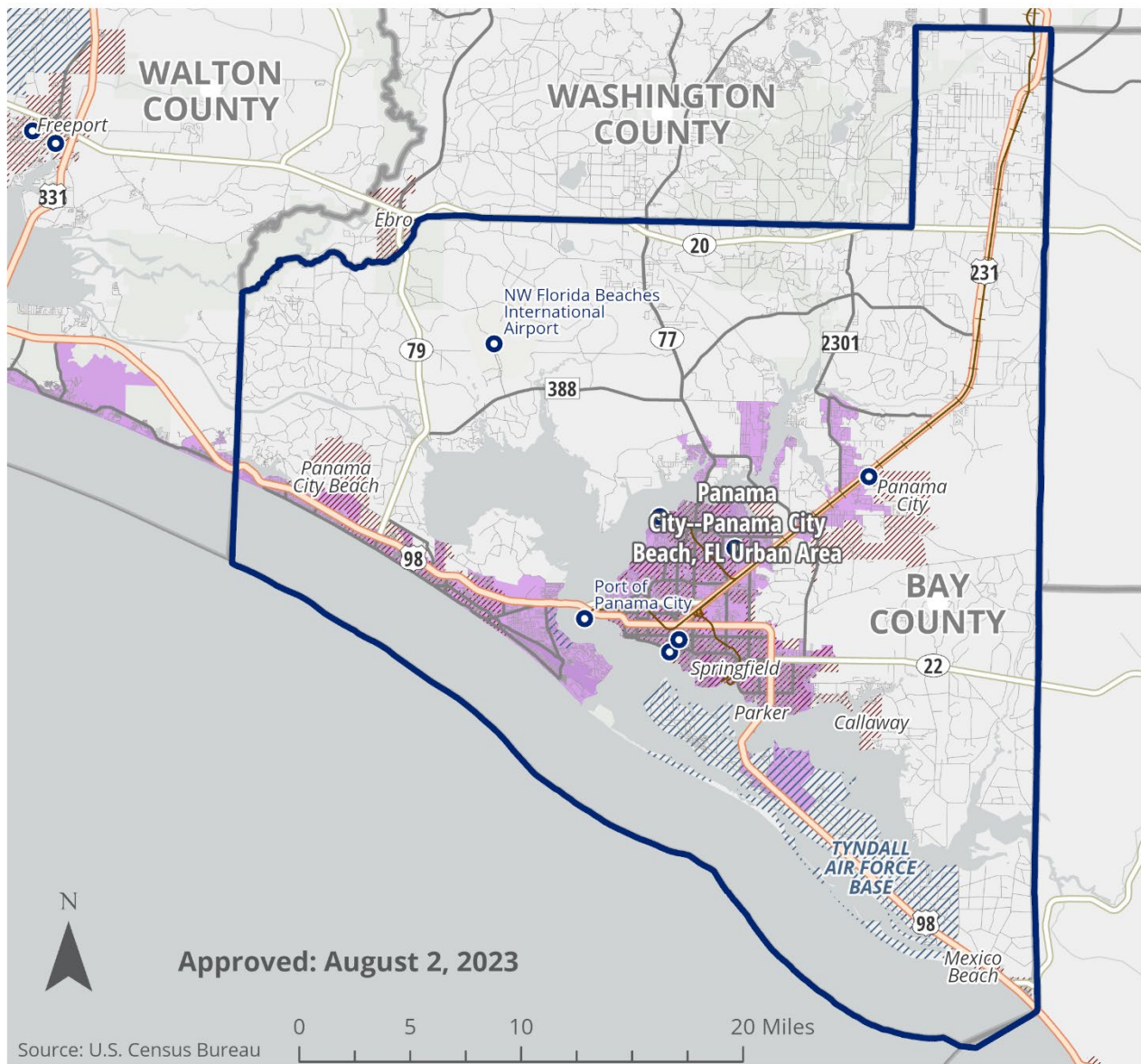
Bay County

The total 2020 Census population estimate is 175,216. The unincorporated population is 79,442. Bay County is a significant destination for tourists who travel by automobile to gulf beaches in the Panama City Beach area. Other trip attractors include Tyndall Air Force Base, Navy Coastal Systems Station, Gulf Coast State College, Florida State University, state and local offices, utility companies, industrial parks, shopping centers and numerous private employers. Principal north-south highway arterials in Bay County include US 231, SR 77, and SR 79. These facilities provide the emergency evacuation routes for Bay County, as well as providing tourist and freight access to the coastal area from I-10. US 231 is the main connection north of I-10 to Alabama. US 98, SR 22, and SR 20 are the principal east-west arterials. Primary freight movements occur on US 98, US 231, the Bay Line rail system (with connections to CSX and Norfolk Southern), Port of Panama City, and the Intracoastal Waterway and Bays. Bay Way provides local public transportation services. The Northwest Florida Beaches International Airport provides air passenger and cargo service.

Municipalities

There are seven (7) municipalities within Bay County (Panama City, Lynn Haven, Callaway, Panama City Beach, Springfield, Parker, and Mexico Beach). All seven (7) are represented on the TPO voting membership. The seven (7) municipalities and their 2020 population numbers are Panama City 32,939, Lynn Haven 18,695, Callaway 13,045, Panama City Beach 18,094, Springfield 8,075, Parker 4,010, and Mexico Beach 916. Some of these municipalities decreased in population from the 2010 Census. The main reason was the impacts related to Hurricane Michael. Hurricane Michael made landfall as Category 5 hurricane near Mexico Beach on October 10, 2018.

Figure 1: Bay County TPO Metropolitan Planning Area Boundary



Bay County TPO/MPA

2020 Urban Areas w/50,000+ Population

Panama City--Panama City Beach, FL

Municipal Limits

County Boundary

Census2020.aprx waltonj

Major Highways

Functional Class 1

Functional Class 2

Secondary Highways

Functional Class 3

Functional Class 4

Other Roads

Railroads

Transit/Intermodal Facilities

Military

MPO Population

Table 1 shows the changes in population in the Bay County TPO area between the 2010 Census and the 2020 Census.

Table 1: MPA Bay County TPO Population

MPA Area	2010 Population	2020 Population
Total	168,852	175,216

Methodology for Evaluation of Membership

The TPO voting membership, as reflected in the Membership Apportionment Plan, must consist of between 5 and 25 apportioned members; the exact number is to be determined on an equitable geographic-population ratio basis by the Governor, based on an agreement among the affected units of general-purpose local government, as required by state statutes. [s.339.175(3)(a), F.S.].

A virtual meeting with some of the Board members occurred on March 20, 2023 to review the Urban Areas from the 2000, 2010, and 2020 census to show the growth and the changes in the area. An internal meeting with staff and the Metropolitan Planning Organization Advisory Council Consultant and Staff Director occurred on April 13, 2023 to review and comment on proposed scenarios. A Hybrid Census Working Group Meeting in Crestview occurred on April 18, 2023 to hear discussion on various scenarios. A combination of having the boundaries separated by TPO and continuing to have regional discussions was the preferred scenario.

There were no adjustments made to the MPA Boundary for 2020.

The proposed membership of the Bay County TPO was based on an equitable population and geographic representation basis. The 2020 U.S. Census population and land area estimates shown in Tables 2 and 3 are used for this purpose. Table 2 contains the general population and land area estimates that are used in Table 3 for the reapportionment analysis. Table 3 provides an analysis of the existing and approved TPO membership. The principal indicator developed in this table is the average indicator. The average indicator is an average of the ratios of local

government population to total population and local government land area to total land area in the MPA. The purpose of averaging the population and land area ratios is to develop information that supports an equitable population and geographic representation for the TPO membership. The formula is shown below.

$$\text{Average Indicator} = \frac{\text{Local Government Population}}{\text{Total MPA Population}} + \frac{\text{Local Government Land Area}}{\text{Total MPA Land Area}} \div 2$$

The calculation for the county is for the unincorporated population and land area only. This is done to avoid overlap of the percentages in the development of the average indicators. However, it is important to remember that the county commissioners represent all areas (incorporated and unincorporated) that fall within their jurisdiction.

Table 2: Bay County Metropolitan Planning Area Population and Land Area Review

Local Government	2020 Population in TPO MPA	Land Area in SQ. MI. in TPO MPA
Bay County	175,216	758.64
Unincorporated	79,442	675.98
Panama City	32,939	35.10
Panama City Beach	18,094	19.32
Lynn Haven	18,695	10.45
Callaway	13,045	9.42
Parker	4,010	1.91
Springfield	8,075	4.18
Mexico Beach	916	2.28

Notes:

1. Source of city population is 2020 U.S. Census
2. Source of county population in MPA is TPO Staff from 2020 U.S. Census
3. Source of county and city land area estimates is 2020 U.S. Census

Table 3: Bay County TPO Voting Membership Review for Reapportionment

Local Government	2020 Population in TPO MPA	Percent of Population in TPO MPA	Land Area in SQ. MI. in TPO MPA	Percent of Land Area in SQ. MI. in TPO MPA	Population and Land Area Average Indicator	Existing TPO Members	Percent of Existing TPO Members	Adopted TPO Members	Percent of Adopted TPO Members
Bay County Unincorporated	79,442	45.3%	675.98	89.1	67.2%	5	26.3%	5	26.3%
Panama City	32,939	18.8%	35.1	4.6%	11.7%	5	26.3%	5	26.3%
Panama City Beach	18,094	10.3%	19.32	2.5%	6.4%	2	10.5%	2	10.5%
Lynn Haven	18,695	10.7%	10.45	1.4%	6.0%	2	10.5%	2	10.5%
Callaway	13,045	7.4%	9.42	1.2%	4.3%	2	10.5%	2	10.5%
Parker	4,010	2.3%	1.91	0.3%	1.3%	1	5.3%	1	5.3%
Springfield	8,075	4.6%	4.18	0.6%	2.6%	1	5.3%	1	5.3%
Mexico Beach	916	0.5	2.28	0.3	0.4%	1	5.3%	1	5.3%
Total	175,216	100%	758.64	100.0%	100%	19	100.0%	19	100.0%

Current & Approved TPO Membership

Based on the 2010 Census Membership Apportionment Plan, the Bay County TPO Board is comprised of 19 members representing 1 county government, 7 municipal governments and the Florida Department of Transportation as a non-voting member. The Bay County TPO was established by designation of the governor and an interlocal agreement in 1981, following the 1980 Census. The Interlocal Agreement for the creation of the Bay County Transportation Planning Organization was updated in 2015. Because of the increased growth in southeastern Walton County based on the 2020 Census, it was proposed that the Walton County Commissioner for this area be a non-voting member of the Bay County Transportation Planning Organization. However, the Bay County TPO recommended Walton County be included for regional coordination through the Emerald Coast Regional Council. If needed, Walton County should attend and present necessary information to the Bay County TPO. The approved Bay County TPO Board, based on the 2020 Census, has 19 voting members and 1 non-voting member which indicates no change from the 2010 Census (See Table 4).

Please note the Northwest Florida Beaches International Airport has a seven (7) member Authority Board. The Panama City Commission appoints two members, the Bay County Commission appoints two members, the Panama City Beach Commission appoints two members, and the Walton County Commission appoints one member. The Panama City's Port Authority's Board of Directors is appointed by the City of Panama City Council. 5 members of the Bay County Commission, 5 members of the Panama City Council, and 1 member of the Panama City Beach City Council are voting members on the Bay County TPO. Currently, Bay Way, the Bay County public transportation provider, is a Department under the Bay County Government. In addition, representatives of the Northwest Florida Beaches International Airport, the Panama City Port Authority, and the Bay Way are voting members of the Bay County TPO's Technical Coordinating Committee.

Table 4: Current & Approved Bay County TPO Membership

Jurisdiction/Agency/ Entity	Current Membership			Approved Membership		
	Number of Voting Members	Number of Non-Voting Members	Percent of Total Votes	Number of Voting Members	Number of Non-Voting Members	Percent of Total Votes
Bay County Unincorporated	5		26.3%	5		26.3%
City of Panama City	5		26.3%	5		26.3%
City of Panama City Beach	2		10.5%	2		10.5%
City of Lynn Haven	2		10.5%	2		10.5%
City of Callaway	2		10.5%	2		10.5%
City of Parker	1		5.3%	1		5.3%
City of Springfield	1		5.3%	1		5.3%
City of Mexico Beach	1		5.3%	1		5.3%
FDOT		1			1	
Total	19	1	100%	19	1	100%

The approved membership of the TPO is comprised of elected officials representing all (8) of the local governments within the MPA. County Commissioners comprise 26.3% of the voting membership of the TPO.

The TPO requests the Governor of the State of Florida to approve the Bay County TPO Membership Reapportionment Plan for the Bay County TPO Metropolitan Planning Area. (The approval letter from the Governor of Florida is attached to this report).

Attachments

- *TPO Board Resolution*
- *State of Florida Governor Approval Letter*

RESOLUTION BAY 23-27

A RESOLUTION OF THE BAY COUNTY TRANSPORTATION PLANNING ORGANIZATION SUPPORTING ADOPTION OF THE TPO METROPOLITAN PLANNING AREA BOUNDARY AND MEMBERSHIP APPORTIONMENT REPORT

WHEREAS, the Bay County Transportation Planning Organization (TPO) is the organization designated by the governor of Florida as being responsible for carrying out the continuing, cooperative and comprehensive transportation planning process for the Bay County TPO Planning Area in Bay County and the cities of Panama City, Panama City Beach, Lynn Haven, Callaway, Springfield, Parker, and Mexico Beach; and

WHEREAS, Section 134 Title 23 of the United States Code requires the designation of MPOs in urban areas, as defined by the United Census Bureau of the Census; and

WHEREAS, Section 339.175(2)(c), Florida Statutes, states the TPO's Metropolitan Planning Area Boundary must contain the existing urban boundary and the contiguous area expected to become urban within a 20-year forecast period; and


WHEREAS, Section 339.175(4)(a), Florida Statutes, requires the governor to review the composition of the Metropolitan Planning Organizations membership in conjunction with the decennial census;

NOW, THEREFORE, BE IT RESOLVED BY THE BAY COUNTY TRANSPORTATION PLANNING ORGANIZATION THAT:

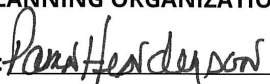
The TPO approves submittal of the Metropolitan Planning Area Boundary and Membership Apportionment Report to Governor DeSantis' office.

Passed and duly adopted by the Bay County Transportation Planning Organization on this 2nd day of August 2023.

ATTEST:



**BAY COUNTY TRANSPORTATION
PLANNING ORGANIZATION**

BY: 
Pam Henderson, Chairperson

State of Florida Governor Approval Letter



RON DESANTIS
GOVERNOR

August 8, 2024

Bay County Transportation Planning Organization
418 East Gregory Street, Suite 100
Pensacola, FL 3250

To Whom It May Concern:

In accordance with s. 339.175, Florida Statutes, and Title 23 CFR Part 450, please consider this letter as formal concurrence with the Department of Transportation's recommendation that the Bay County Transportation Planning Organization's apportionment plan meets the requirements of s. 339.175, Florida Statutes and Title 23 CFR 450.312(a).

The TPO's continued adherence to the requirements of Florida Law are of utmost importance.

Sincerely,

A handwritten signature in black ink, appearing to read "Ron DeSantis".

Ron DeSantis, Governor

CC: Mr. Jared Perdue, P.E., Secretary, Florida Department of Transportation

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THE CAPITOL
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