

# Metropolitan Planning Area **Boundary and Reapportionment Plan**



**Based On The 2020 Census | Adopted August 9, 2023**

Prepared for the Florida Department of Transportation by the  
Emerald Coast Regional Council, staff to the Florida-Alabama 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(s) 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 Florida-Alabama TPO was created by designation of the governor of Florida through an interlocal agreement in 1977. An amendment in 1998 expanded membership to include all five (5) county commissioners from Santa Rosa County, providing equitable population and geographic representation on the TPO. After the 2000 Census a representative from Baldwin County was added. The apportionment of membership was reviewed again in 2013 following the 2010 Census. Representation from Orange Beach, Alabama was added. The Florida-Alabama TPO is in northwest Florida and southwest Alabama 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 Governors of Florida and Alabama and, at a 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 MPA includes the Lillian and Orange Beach areas in Alabama, and larger portions of Escambia and Santa Rosa counties in Florida. The Pensacola, FL-AL Urban Area, as defined by the 2020 Census, has continued grow into the unincorporated area of Lillian in Baldwin County Alabama as well as the City of Orange Beach, Alabama. This results in a two-state MPA that includes the southern portions Escambia and Santa Rosa Counties in Florida, the Lillian area in Baldwin County

Alabama, and the City of Orange Beach area in Baldwin County (See Figure 1). The Florida-Alabama MPA Boundary is 781.93 square miles.

### Escambia County

The total 2020 Census population for Escambia County is 321,905. The total population estimated within the MPA portion of the county is 307,537. The highest growth areas in Escambia County are the southwest area and the north-central area south of Cantonment. Escambia County is a significant destination for residents in Santa Rosa County and Baldwin County as evidenced by peak traffic directional flows on US90, I-10 and US98 during the morning and afternoon commuting hours. Major trip attractors include NAS Pensacola, Corry Station and Saufley Field, Pensacola Beach, state and local offices, major utility companies, three large industrial facilities and numerous private employers. US29, the only north-south principal arterial, runs the entire length of the county and provides connection to I-65 in Alabama. US29 provides the primary north-south emergency evacuation route for Escambia County; as well as providing tourists and freight access along with I-110 to the coastal area. I-10, US90, US98 and SR292 are the principal east-west arterials, which support the economy of the county and serve as emergency evacuation routes. Primary freight movements occur on I-10/I-110, US29, the CSX rail system, Port of Pensacola, and the Intracoastal Waterway and its connecting channels. Local public transportation is provided by Escambia County Area Transit. Air passenger and cargo service are provided by Pensacola International Airport. Passenger rail service is no longer provided. However, the City of Pensacola has started efforts to restore passenger rail service.

### Santa Rosa County

The total 2020 Census population for Santa Rosa County is 188,000. The segment of the county population in the MPA is 177,538. Three of the highest growth areas of the county are the Pace-Pea Ridge, the Tiger Point/Midway area, and Navarre. Note in Figure 1 that the Navarre-Miramar Beach-Destin Urbanized Area has grown significantly into Santa Rosa County—to the Gulf Breeze City Limits. As a result, the Navarre representative on the Santa Rosa County Commission is still recommended to be a non-voting member of the Okaloosa-Walton TPO. Santa Rosa County is a major origin for trips with destinations in Escambia and Okaloosa Counties. The Pace, Pea Ridge

area along US90 and the Gulf Breeze, Tiger Point area along US98 are large growing communities where many residents commute daily to work in Escambia County. Similarly, the Navarre area along US98 is a significant residential area for those that work at Hurlburt Field in Okaloosa County. However, Santa Rosa County is also an important destination for trips that originate both within and outside the county. Major trip attractors include NAS Whiting Field north of Milton and the Santa Rosa Industrial Park. Primary north-south routes in the county are SR87, SR89, CR197 and CR191. These routes comprise the north-south evacuation routes. SR87 is the only direct route to I-65 in Alabama. Principal east-west routes are US98, US90 and I-10. The Intracoastal Waterway and CSX Rail System traverse the county east and west. General Aviation services are provided by Santa Rosa County at Peter Prince Field.

### **Baldwin County**

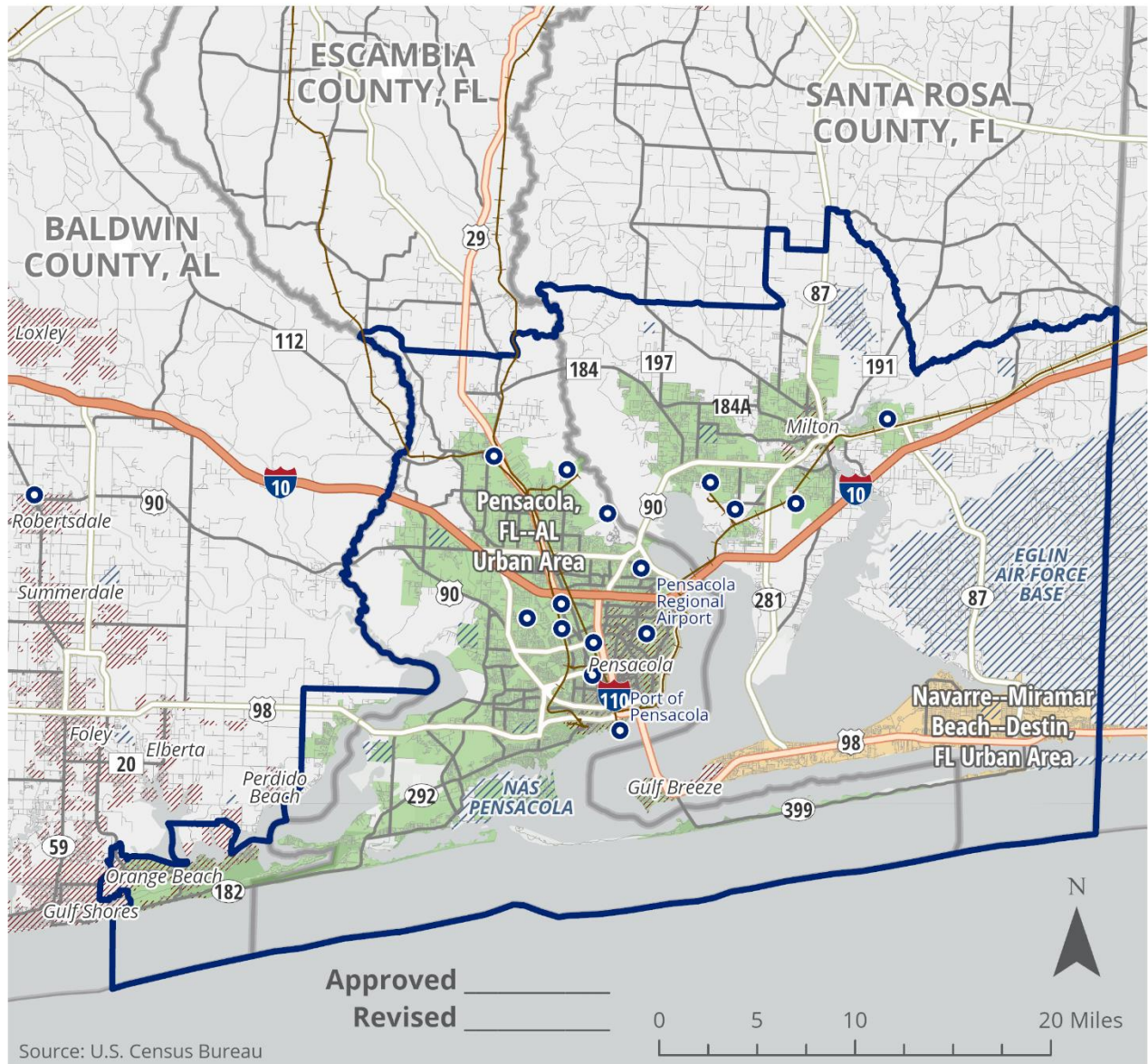
The total 2020 Census population for Baldwin County Alabama is 231,767. The segment of the county population estimated within the MPA is 13,481. The fastest growing areas of the county are the coastal communities of Gulf Shores and Orange Beach. Tourism is a major industry in Orange Beach. The Aquatics Center, SportsPlex, the Wharf, the beaches, and local offices are the primary attractors in the Orange Beach area. The arterial roadway network in Orange Beach is comprised of three state roadways: SR 182 (Perdido Beach Boulevard); SR 180 (Canal Road); and SR 161 (Orange Beach Boulevard). Both Perdido Beach Boulevard and Canal Road are east-west arterials whereas Orange Beach Boulevard is a north-south arterial. Lillian, an unincorporated community in the southeast portion of Baldwin County is also in the MPA. US98 is the only east-west arterial that connects Lillian to Escambia County Florida to the east and Foley, Alabama to the west. SR 59 provides the primary connection to the north to I-65 and south to Orange Beach.

### **Municipalities**

There are four (4) municipalities in the Florida-Alabama MPA (Pensacola, Gulf Breeze, Milton, and Orange Beach). The City of Pensacola in Escambia County, with a 2020 population of 54,312 is the Census Defined Central City. The cities of Gulf Breeze and Milton are in Santa Rosa County. Gulf Breeze has a population of 6,302. Milton has a population of 10,197. Orange Beach has a population of 8,095.



Figure 1: Florida-Alabama TPO MPA Boundary Map



Source: U.S. Census Bureau

- Florida-Alabama TPO/MPA (2020)
- 2020 Urban Areas w/50,000+ Population**
- Pensacola, FL--AL
- Navarre--Miramar Beach--Destin, FL
- Municipal Limits

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
- County Boundary

## TPO Population

Table 1 below shows the changes in population in the Florida-Alabama TPO area between the 2010 Census and the 2020 Census.

*Table 1: MPA Florida-Alabama TPO Population*

MPA Area	2010 Population	2020 Population
Total	434,896	498,556

## 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 Regulations. [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 separate by TPO and continue to have regional discussions was the preferred scenario. A Census discussion with the Alabama Partners (ALDOT and Baldwin County) was held virtually on May 25, 2023. Based on discussion of this meeting, no expansion of the Metropolitan Planning Area Boundary into the Foley-Gulf Shores Urban Area is proposed but will likely need to be further explored after the 2030 Census.

The following minor adjustments were made to the MPA Boundary for 2020:

- In Baldwin County, the boundary was extended in Orange Beach/Gulf State Park to incorporate growth of the Pensacola FL-AL Urban Area.
- In Escambia County, the boundary was adjusted very slightly near Molino Bridge Road and Delaney River to follow the 2020 Census Blocks.
- In Santa Rosa County, the boundary was adjusted very slightly near Harvey Lane and Tidwell Road to follow the 2020 Census Blocks.

The proposed membership of the Florida-Alabama 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 calculations for the counties are for the unincorporated population and land areas 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: Florida-Alabama Metropolitan Planning Area Population and Land Area Review*

Local Government	2020 Population in TPO MPA	Land Area in SQ. MI. in TPO MPA
<b>Escambia County</b>	307,537	286.44
Unincorporated	253,225	263.77
Pensacola	54,312	22.67
<b>Santa Rosa County</b>	177,538	468.55
Unincorporated	161,039	458.30
Gulf Breeze	6,302	4.68
Milton	10,197	5.57
<b>Baldwin County</b>	13,481	29.43
Unincorporated	5,386	14.72
Orange Beach	8,095	14.71

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 TPO Staff from 2020 U.S. Census

Table 3: Florida-Alabama 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
Escambia County Unincorporated	253,225	50.8%	263.77	33.6%	42.2%	5	26.32%	5	26.32%
Santa Rosa County Unincorporated	161,039	32.3%	458.30	58.4%	45.4%	5	26.32%	5	26.32%
Baldwin County Unincorporated	5,386	1.1%	14.72	1.9%	1.5%	1	5.26%	1	5.26%
Orange Beach	8,095	1.6%	14.71	1.9%	1.7%	1	5.26%	1	5.26%
Pensacola	54,312	10.9%	22.67	2.9%	6.9%	5	26.32%	5	26.32%
Gulf Breeze	6,302	1.3%	4.68	0.6%	0.9%	1	5.26%	1	5.26%
Milton	10,197	2.0%	5.57	0.7%	1.4%	1	5.26%	1	5.26%
<b>Total</b>	<b>434,896</b>	<b>100%</b>	<b>781.93</b>	<b>100.0%</b>	<b>100%</b>	<b>19</b>	<b>100.0%</b>	<b>19</b>	<b>100.0%</b>

## Current & Approved TPO Membership

Based on the 2010 Census Membership Apportionment Plan, the Florida-Alabama TPO Board is comprised of 19 members representing 3 county governments, 4 municipal governments and Florida and Alabama Departments of Transportation as non-voting members. The composition of the board was agreed to by the TPO members in a membership apportionment plan approved by the Florida Governor on June 12, 2013, and by the Alabama governor on December 11, 2013. The Interlocal Agreement for the creation of the Florida-Alabama Transportation Planning Organization was updated in 2015. The approved Florida-Alabama TPO Board, based on the 2020 Census, has 19 voting members and 2 non-voting members which indicates no change from the 2010 Census (See Table 4).

Please note that Escambia County Area Transit is an individual department under the Escambia County government structure, and the Pensacola International Airport and the Port of Pensacola are individual departments under the City of Pensacola government structure. 5 Escambia County Commissioners and 5 City of Pensacola Council members serve as voting members on the Florida-Alabama TPO. In addition, Escambia County Area Transit Director, the Pensacola International Airport Director, and the Port of Pensacola Director are voting members of the Florida-Alabama TPO's Technical Coordinating Committee.

The approved membership of the TPO is comprised of elected officials representing all (7) of the local governments within the MPA. County Commissioners comprise 57.89% of the voting membership of the TPO.

The TPO requests the Governor of the State of Florida to approve the Florida-Alabama TPO Membership Reapportionment Plan for the Florida-Alabama Metropolitan Planning Area and requests the Governor of the State of Alabama to accept the Plan. (The approval letter from the Governor of Florida is attached to this report. The acceptance letter from the Alabama Department of Transportation is also attached to this report. The Interstate Compact Agreement is also attached to this report).

Table 4: Current & Approved Florida-Alabama 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
Escambia County Unincorporated	5		26.3%	5		26.3%
Santa Rosa County Unincorporated	5		26.3%	5		26.3%
Baldwin County Unincorporated	1		5.3 %	1		5.3%
City of Pensacola	5		26.3%	5		26.3%
City of Milton	1		5.3%	1		5.3%
City of Gulf Breeze	1		5.3%	1		5.3%
City of Orange Beach	1		5.3%	1		5.3%
FDOT		1			1	
ALDOT		1			1	
<b>Total</b>	<b>19</b>	<b>2</b>	<b>100%</b>	<b>19</b>	<b>2</b>	<b>100%</b>

## Attachments

- *TPO Board Resolution*
- *State of Florida Governor Approval Letter*
- *State of Alabama Governor Acceptance Letter*
- *Interstate Compact Agreement (Within six months after approval and acceptance are received from the Governors)*

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## RESOLUTION FL-AL 23-20

### A RESOLUTION OF THE FLORIDA-ALABAMA TRANSPORTATION PLANNING ORGANIZATION SUPPORTING THE ADOPTION OF THE TPO METROPOLITAN PLANNING AREA BOUNDARY AND MEMBERSHIP APPORTIONMENT REPORT

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**WHEREAS**, the Florida-Alabama Transportation Planning Organization (TPO) is the organization designated by the governors of Florida and Alabama as being responsible, together with the states of Florida and Alabama, for carrying out the continuing, cooperative and comprehensive transportation planning process for the Florida-Alabama TPO Planning Area in Escambia County, Santa Rosa County, Baldwin County, and the cities of Pensacola, Gulf Breeze, Milton, and Orange 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 134 of Title 23 of the United State Code sets forth membership requirements for MPOs designated for transportation management areas with a population of 200,000 or more residents; and

**WHEREAS**, Section 339.175(2)(c), Florida Statutes, states the TPO's Metropolitan Planning Area Boundary must can 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 FLORIDA-ALABAMA TRANSPORTATION PLANNING ORGANIZATION THAT:**

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

Passed and duly adopted by the Florida- Alabama Transportation Planning Organization on this 9<sup>th</sup> day of August 2023.

ATTEST:



**FLORIDA- ALABAMA TRANSPORTATION  
PLANNING ORGANIZATION**

BY:



Colten Wright, Chairman

**State of Florida Governor Approval Letter**

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**State of Alabama Governor Acceptance Letter**

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## Interstate Compact Agreement

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