

# Apportionment Plan Guidance

Office of Policy Planning  
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# Office of Policy Planning

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# Introduction

After each decennial census, metropolitan planning organizations (MPOs) must review the composition of their membership and metropolitan planning area (MPA) boundaries and submit an Apportionment Plan that meets the requirements of [s.339.175\(3\), FS](#), [s.339.175\(4\), FS](#), and [23 CFR 450.310](#). Apportionment Plans must include the following:

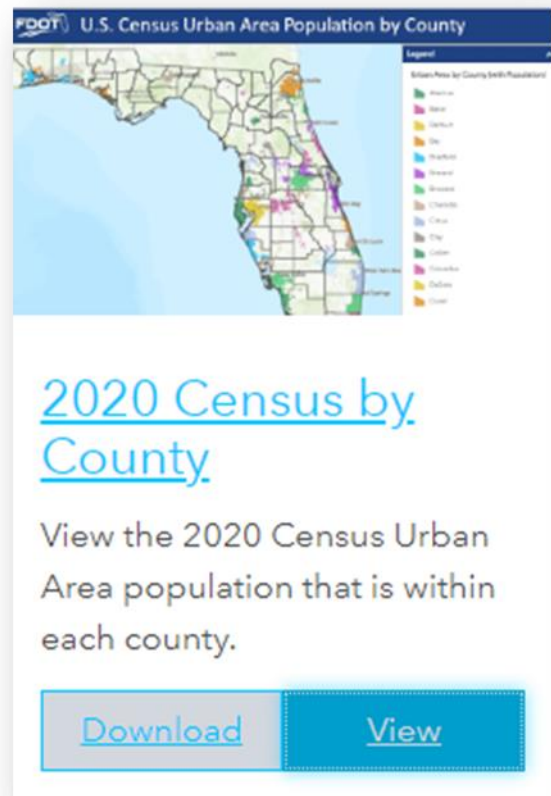
- 2010 and 2020 Census population in the MPO area
- Current MPO membership (local governments and agencies)
- Proposed MPO membership (local governments and agencies)
- The methodology used to determine the proposed changes if there are proposed changes
- MPA boundary map
- MPO Board resolution adopting the Apportionment Plan

The Florida Department of Transportation's (FDOT) Transportation Data and Analytics (TDA) Office prepared the 2020 US Census urban area population data by county for the MPOs to aid in preparing Apportionment Plans. Look for the 2020 Census by County button on the [Urban Area Boundary and Functional Classification Data Hub](#).

FDOT's Office of Policy Planning (OPP) also prepared an Apportionment Plan template that accompanies this guidance. The template includes recommended language, tables, and a sample MPO Board resolution.

This guidance describes the following:

- Apportionment Plan Schedule
- Types of Changes to Membership and Boundaries
- Apportionment Plan Contents
- MPA Boundary Maps
- Options for When an Urban Area Crosses into Multiple MPOs
- Federal and State Requirements for MPO Membership



**Figure 1. 2020 Census by County button on the Urban Area and Functional Classification Data Hub**

## Apportionment Plan Schedule

The Apportionment Plan process began on **May 16, 2023**. Therefore, MPOs have 180 days from **May 16, 2023**, to submit their Apportionment Plans to FDOT's Office of Policy Planning MPO Statewide Coordinator and District Planning Manager or designee ([MPO Program Management Handbook, sections 2.5 and 2.10](#)). Based on this requirement, all MPOs must submit their Apportionment Plans **by November 14, 2023**.

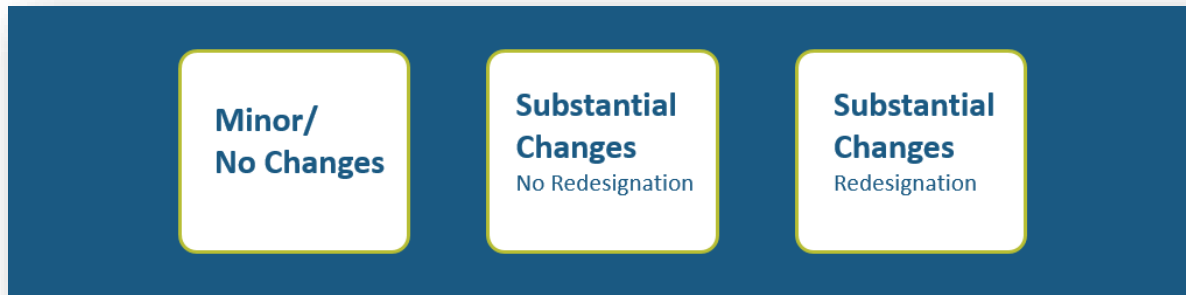
FDOT has 30 days to review the plans, then 30 days to provide a recommendation to the Governor's Office. The Governor's approval of the Apportionment Plan constitutes the official designation of the MPO. If there are substantial changes to the MPO, the MPO and member local governments will need to amend or execute a new Interlocal Agreement and Interstate Compact (if applicable) following designation by the Governor.



*Figure 2. Apportionment Plan Schedule*

## Types of Changes to MPO Membership or Boundaries

The MPO may change its voting membership or boundaries based on results of the 2020 Census. Changes can be categorized as follows:



*Figure 2. Categories of Changes to the MPO*

Anything that does not rise to a substantial change is considered minor. The following scenarios are considered substantial changes:

- Substantial changes that do not require redesignation include:
  - Expanding into a new county/state/city
  - Expanding to add a new urban area with over 50,000 people
- Substantial changes that require redesignation<sup>1</sup> include:
  - A major change in voting membership
  - A major change in the decision-making authority or responsibility of the MPO

The following changes to an MPO do not require a redesignation if the changes do not trigger a substantial change as described in [23 CFR 450.310\(j\)](#):

- Adding a new urban area within the existing MPA
- Adding members to the MPO that represent new local governments resulting from expanding the MPA
- Adding members to satisfy TMA membership requirements described in [23 CFR 450.310\(d\)](#)
- The periodic rotation of members representing local governments as established under MPO bylaws [\[23 CFR 450.310\(l\)\]](#)

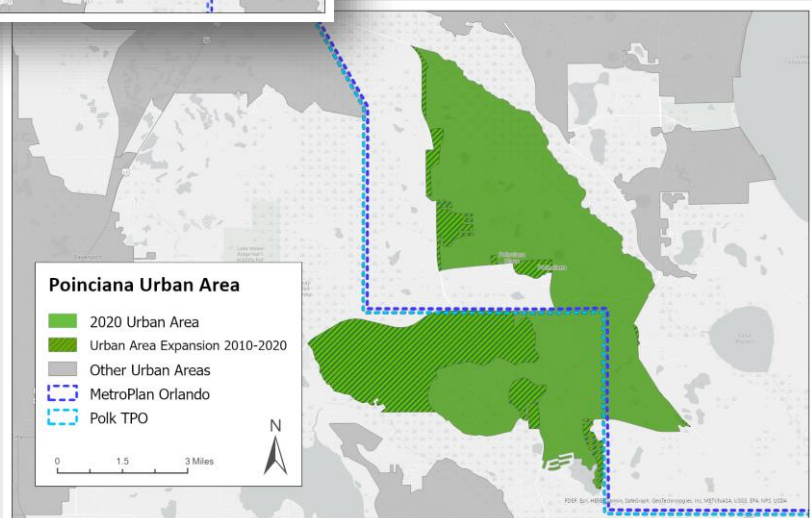
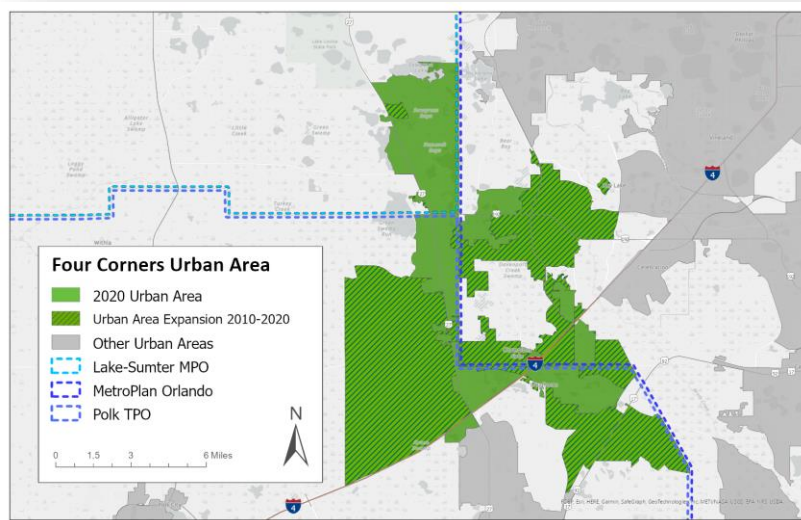
<sup>1</sup> [\[23 CFR 450.310\(j\)\]](#)

## Minor/No Changes Example

**Background:** A multi-county MPO has two new urban areas with over 50,000 in population that were previously urban clusters. These urban areas extend into other MPOs. One urban area is in three MPOs and four counties. The other urban area is in two MPOs and two counties.

**Potential Approaches:** The MPO may adjust its boundaries to include all of the urban areas or choose to establish how the MPOs will coordinate planning efforts and identify transportation planning responsibilities. This topic is discussed in detail in the Multiple MPOs in One Urban Area section.

**Potential Outcomes:** The MPO may determine that the current voting structure is equitable based on the geographic distribution of the population or that slight adjustments in the voting structure are necessary. Therefore, this example would fall within the category of minor changes.

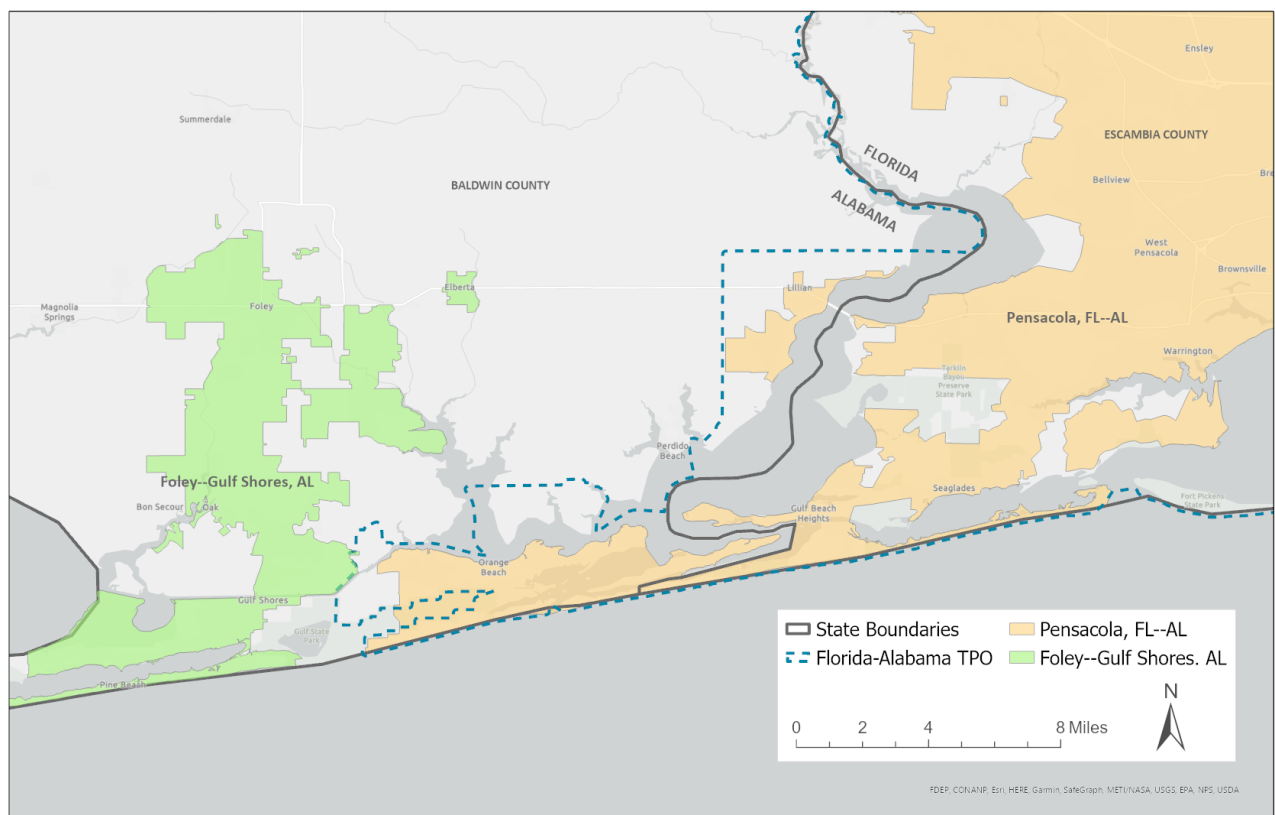


## Substantial Change No Redesignation Example

**Background:** There are two adjacent urban areas. One urban area is within the MPO, and the other urban area is not within the MPO.

**Potential Approaches:** The MPO may expand its boundaries to encompass a new urban area.

**Potential Outcomes:** The MPO would encompass new cities and may determine that slight adjustments in the voting structure are necessary. The MPO must amend its agreements to reflect changes to membership. Therefore, this example would fall within the category of substantial changes, but no redesignation. This example would also require updating the Interstate Compact since the additional membership changes are across state lines.



## Substantial Change Redesignation Example

**Background:** Three MPOs serve one urban area with a population greater than 200,000 people.

**Potential Approaches:** The MPOs may coordinate planning efforts and responsibilities or choose to consolidate into a single MPO.

**Potential Outcomes:** Consolidating multiple existing MPOs into a single MPO is an example of a substantial change to the proportion of voting members and the responsibility of the MPO, which would require redesignation. An MPO is redesignated by agreement between the Governor and local governments that together represent at least 75% of the existing planning area population, including the largest incorporated city based on population as named by the Census. The designation of an MPO shall remain in effect until the MPO is redesignated. [\[23 USC 134\(d\)\(5\)\]](#)



# Apportionment Plan Contents

Apportionment Plans must include the following information:

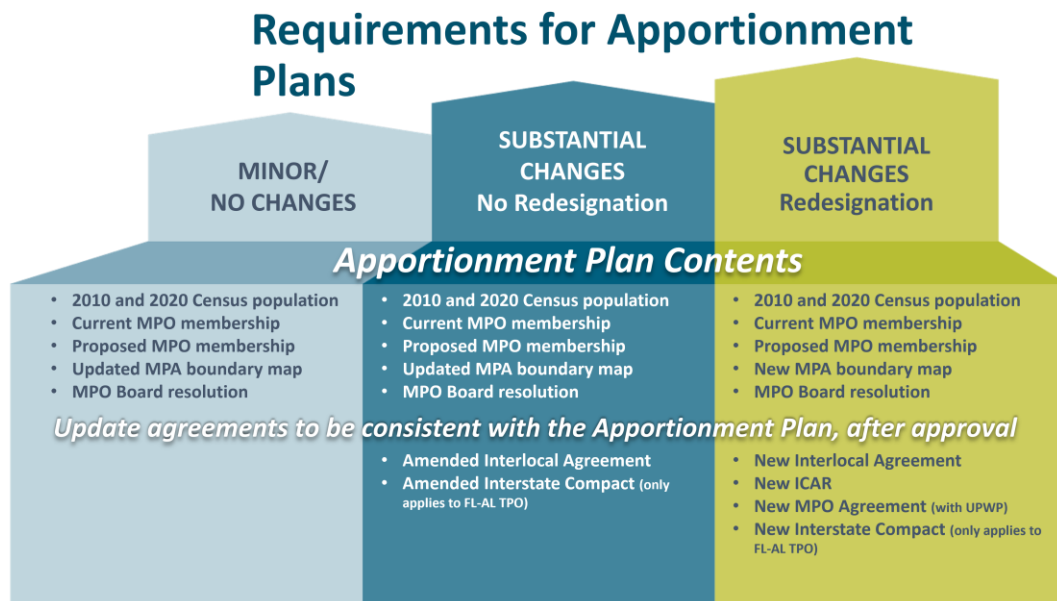
- 2010 and 2020 Census population in the MPO area
- Current MPO membership (local governments and agencies)
- Proposed MPO membership (local governments and agencies)
- The methodology used to determine the proposed changes if there are proposed changes
- MPA boundary map
- MPO Board resolution adopting the Apportionment Plan

If there are substantial changes to the MPO membership and MPA boundaries, the MPO must update the following agreements to be consistent with the Apportionment Plan after the Governor approves the plan.

- Interlocal Agreement for the Creation of the MPO
- Interstate Compact (only applies to the FL-AL TPO)

If the substantial changes require redesignation, the MPO must prepare the following agreements after the Governor approves the Apportionment Plan.

- Interlocal Agreement for the Creation of the MPO
- Intergovernmental Coordination and Review and Public Transportation Collaborative Planning Agreement (ICAR)
- MPO Agreement (with UPWP)
- Interstate Compact (only applies to the FL-AL TPO)



**Figure 3. Requirements for Apportionment Plans**

# Metropolitan Planning Area Boundary Map

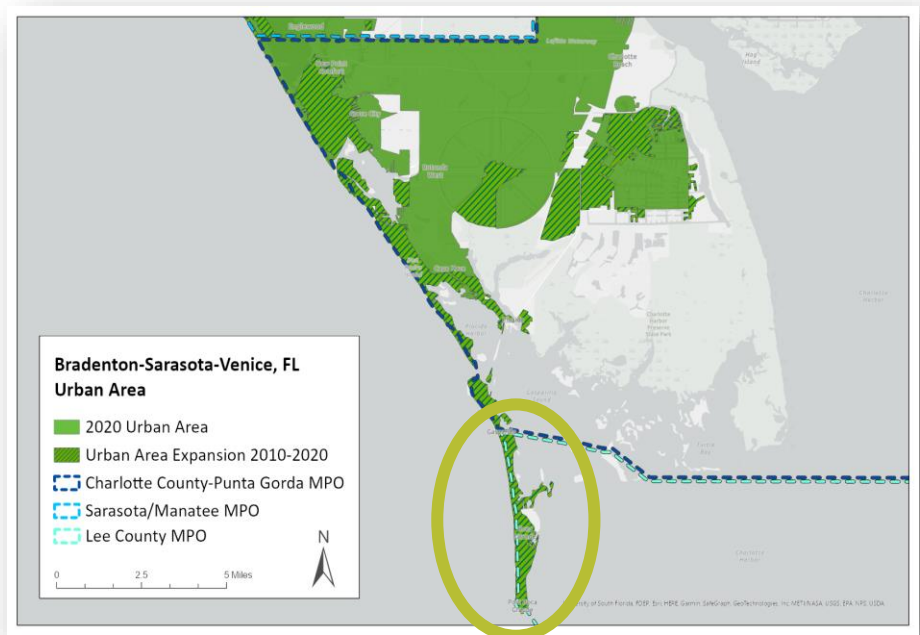
The Federal requirements for establishing and adjusting MPA boundaries are in [23 CFR 450.312](#).

- The MPA boundaries must encompass the existing urban area plus the contiguous area expected to become urban within a 20-year forecast period.
- MPA boundaries must not overlap with each other.
- Where part of an urban area that one MPO serves extends into an adjacent MPA, the MPOs must establish written agreements that clearly identify areas of coordination and the division of transportation planning responsibilities among and between the MPOs.
- MPA boundary maps should be developed at a scale that best meets the needs of the urban area and clearly show the date of the map, scale bar, north arrow, waterways, major routes, transit, intermodal facilities, airports, and names of urban areas.

## Multiple MPOs in One Urban Area

There are cases where the 2020 Census-designated urban areas cross into another MPA that previously did not cross MPA boundaries. For example, the Bradenton-Sarasota-Venice urban area now crosses into the Lee County MPO (shown on the map).

Suppose more than one MPO is designated to serve an urban area. In that case, there must be a written agreement between the MPOs, the state(s), and the public transportation operator(s) that describes how the metropolitan transportation planning processes will be coordinated to ensure the development of consistent plans across the MPA boundaries, particularly in cases in which a proposed transportation investment extends across the boundaries of more than one MPA. The planning processes must reflect coordinated data collection, analysis, and planning assumptions across MPAs. Alternatively, a single LRTP or TIP for the entire area may be developed jointly by the MPOs. Coordination efforts and outcomes must be documented in submittals of the UPWP, the LRTP, and the TIP to the state(s), the FHWA, and the FTA.



**Figure 4. Example of a 2020 urban area that is in three MPOs when the urban area was previously in two MPOs.**

# Federal and State Requirements for MPO Membership

## Designation and Representation ([23 CFR 450.310](#))

- The units of general purpose local government that comprise the MPO should represent at least 75 percent of the affected population in the planning area, including the largest incorporated city based on population
- For MPOs with a Transportation Management Area (TMA)
  - A representative of a provider of public transportation may also serve as a representative of a local municipality
  - Officials of public agencies that administer or operate major modes of transportation in the metropolitan area must have voting rights commensurate with other officials

## Voting Membership ([s.339.175\(3\)\(a\)](#), [s.FS, 339.175\(3\)\(b\)](#), [FS](#), and [s.339.176, FS](#))

- Voting membership should consist of 5-25 members, the exact number determined based on an equitable geographic-population ratio basis
- Voting members must be elected officials of local governments and may also include a member of a statutorily authorized planning board, an official of an agency that operates/administers a major mode of transportation, or an official of Space Florida
- MPO members that represent municipalities may alternate with other representatives from other municipalities within the MPA that do not have members on the MPO
- County commissioners must compose one-third of the MPO governing board, except when all the county commissioners in a single county MPO are on the governing board
  - Multicounty MPOs can satisfy this requirement with any combination of county commissioners from each of the counties
- County commissioners must compose no less than 20 percent of the MPO membership if an official of an agency that operates or administers a major mode of transportation has been appointed to an MPO
- Agencies created by law to perform transportation functions that are not under the jurisdiction of a local government represented on an MPO may be given voting membership
  - When elected officials represent transportation agencies/authorities, the MPO must establish a process to convey the collective interests
- The voting membership of an MPO whose geographical boundaries include a county as defined in [s. 125.011\(1\)](#) must include an additional voting member appointed by the city's governing board for each city with a population of 50,000 or more residents



## Resources

The following resources are available to MPOs to aid in preparing Apportionment Plans.

- [2020 UABFC Data Hub](#)
- [MPO Program Management Handbook](#)
- [23 CFR Part 450](#)
- [Florida Statutes 339.175](#)
- [23 USC 134](#)