



River to Sea Transportation Planning Organization

TPO Membership Apportionment Plan - 2023

DRAFT - UPDATED

To be presented to the River to Sea TPO
Board for approval on October 25, 2023

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The River to Sea Transportation Planning Organization (TPO) values diversity and both welcomes and actively seeks input from all interested parties, regardless of cultural identity, background or income level. Moreover, the River to Sea TPO does not tolerate discrimination in any of its programs, services or activities. The River to Sea TPO will not exclude participation in, deny the benefits of, or subject to discrimination anyone on the grounds of race, color, national origin, sex, age, disability, religion, income or family status. The River to Sea TPO will actively work to ensure the inclusion of everyone in our community so that the River to Sea TPO's programs, services and activities represent the diversity we enjoy.

The preparation of this report has been financed in part through grants from the Florida Commission for the Transportation Disadvantage, Federal Highway Administration and Federal Transit Administration, U.S. Department of Transportation under the State Planning and Research Program, Section 505 [or Metropolitan Planning Program, Section 104(f)] of Title 23, U.S. Code. The contents of this report do not necessarily reflect the official views or policy of the U.S. Department of Transportation.

Introduction

Federal laws and regulations require metropolitan planning organizations (MPOs) 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 MPOs. In Florida, Section 339.175, Florida Statutes, provides the requirements for MPO membership composition and apportionment of the voting membership. Pursuant to these state and federal rules, the River to Sea Transportation Planning Organization was formally created in 1977 as the Volusia Coastal Area Metropolitan Planning Organization (MPO) and only included the eastern coastal area of Volusia County. In 1988, the planning area boundary was expanded to include all of Volusia County, recognizing that the western part of Volusia County would be designated an urbanized area with the release of the 1990 Census data and the name of the MPO was changed to the Volusia MPO. In 2004, following the release of the 2000 Census data, it was necessary to adjust the planning boundary to include Flagler Beach and Beverly Beach in Flagler County which had been designated urban as part of the Daytona Beach – Port Orange Urbanized Area and the name of the MPO was changed to the Volusia Transportation Planning Organization (TPO). In 2014, the TPO again adjusted its boundaries, as a result of the expanded Palm Coast – Daytona Beach – Port Orange Urbanized Area following the 2010 Census, to include portions of the Cities of Palm Coast and Bunnell and unincorporated Flagler County and changed its name to the River to Sea TPO.

The following process was followed in considering and updating the TPO Metropolitan Planning Area Boundary and Board Membership:

- River to Sea TPO staff gave a presentation at the June 20, 2023 CAC/TCC Meetings and the June 28, 2023 TPO Board Meeting which included an overview of the process, timeline, federal/state guidelines and required content of the Apportionment Plan.

- River to Sea TPO staff gave a presentation and held a discussion at the August 15, 2023 CAC/TCC Meetings and the August 23, 2023 TPO Board Meeting which included preliminary boundary map and voting membership scenarios for consideration.
- River to Sea TPO staff gave a presentation and held a discussion at the September 19, 2023 CAC/TCC Meetings and the September 27, 2023 TPO Board Meeting which included a refinement of the boundary map and voting membership scenarios for consideration and discussions on the weighted vote structure. TPO staff was directed to draft an Apportionment Plan as provided in this document, adjusting the TPO boundary to include all of Flagler County, adding an additional Flagler County member, splitting the Small City Alliance into two groups and removing the weighted voting structure.
- River to Sea TPO staff gave a presentation at the October 2, 2023 meeting of the Flagler County Board of County Commissioners which included an overview of the Apportionment Plan scenarios and TPO Board recommendation. Support was provided by the Flagler Board of County Commissioners to include all of Flagler County within the TPO Metropolitan Planning Area and an additional Flagler County member.
- River to Sea TPO staff presented the proposed changes contained in the Apportionment Plan to the CAC and TCC at their meetings held on October 17, 2023.
- River to Sea TPO staff presented the proposed Apportionment Plan to the TPO Board for approval on October 25, 2023.

Metropolitan Planning Area Boundary

The boundaries of the MPA are determined by agreement between the MPO 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 current boundary of the River to Sea TPO encompasses all of Volusia County, including the cities of Daytona Beach, Daytona Beach Shores, DeBary, DeLand, Deltona, Edgewater, Holly Hill,

Lake Helen, New Smyrna Beach, Orange City, Ormond Beach, Pierson, Oak Hill, Ponce Inlet, Port Orange, South Daytona, and the developed areas of eastern Flagler County, including Beverly Beach and Flagler Beach, as well as portions of the cities of Palm Coast and Bunnell, as shown in Figure 1. The land area of the current planning boundary is approximately 1,186 square miles.

The proposed River to Sea TPO Boundary will expand to include all of Flagler County, including the town of Marineland, and cover both Volusia and Flagler Counties in their entirety within the MPA, as shown in Figure 2. The land area of the proposed planning boundary is approximately 1,586 square miles.

TPO Population

Table 1 displays the change in population in the River to Sea TPO area between the 2010 and 2020 Census. Between the 2010 Census and the 2020 Census, the population for Volusia and Flagler Counties increased by 11.9% and 20.6%, respectively.

Table 1: River to Sea TPO – Comparison of Population

	2010 Population	2020 Population	Population Change	Percent Change
Volusia County	494,593	553,543	+58,950	11.9%
Flagler County	95,696	115,378	+19,682	20.6%
MPA Area¹	582,189	668,921	+86,732	14.9%

Source: U.S. Census Bureau/ FDOT 2023

¹The 2010 Population for the MPA Area reflects the population in the current River to Sea TPO boundary (all of Volusia County and a portion of Flagler County). The 2020 Population for the MPA Area reflects the population in the proposed River to Sea TPO boundary (all of Volusia County and all of Flagler County)

Figure 1: River to Sea TPO - Existing Metropolitan Planning Area Boundary Map

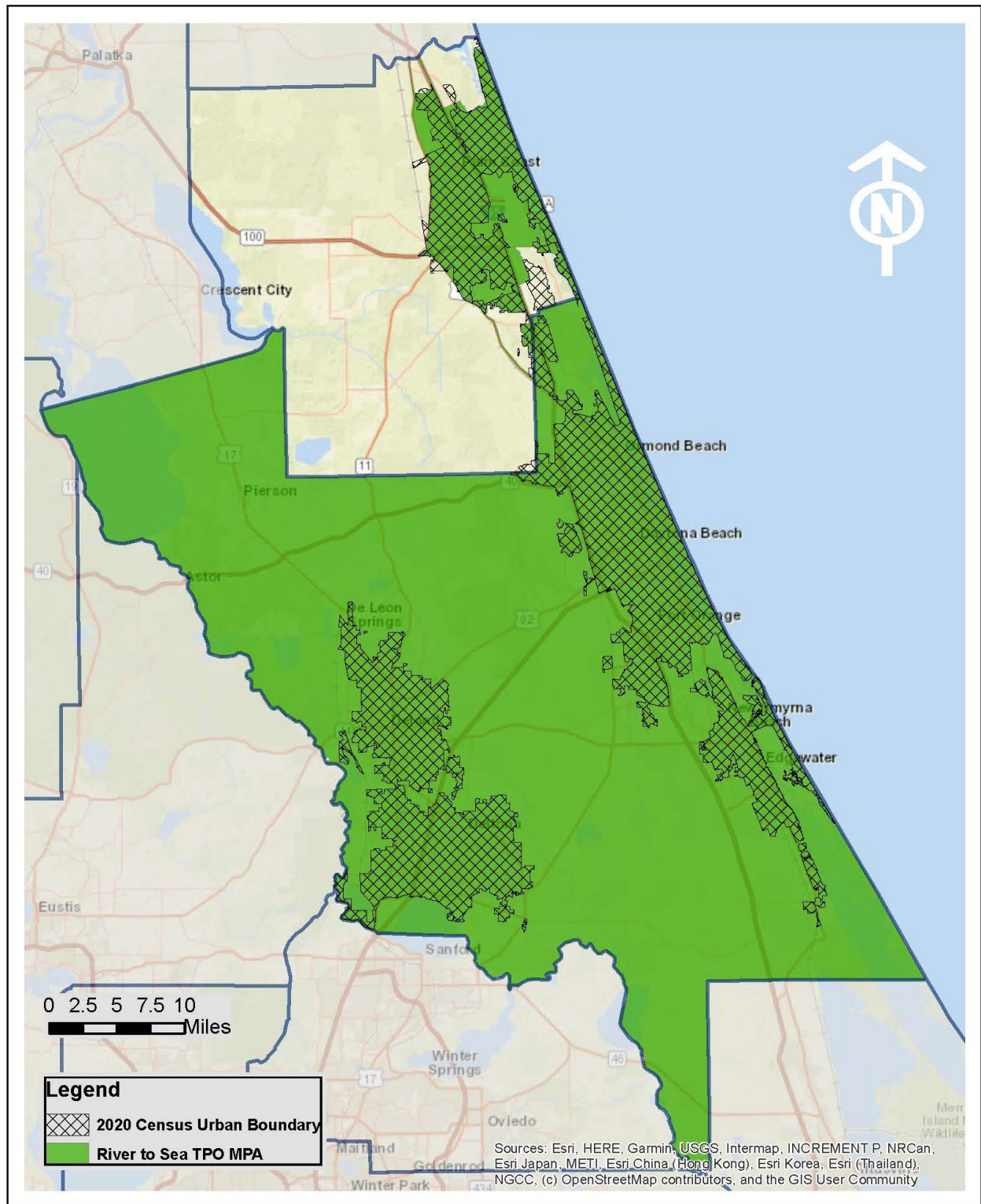
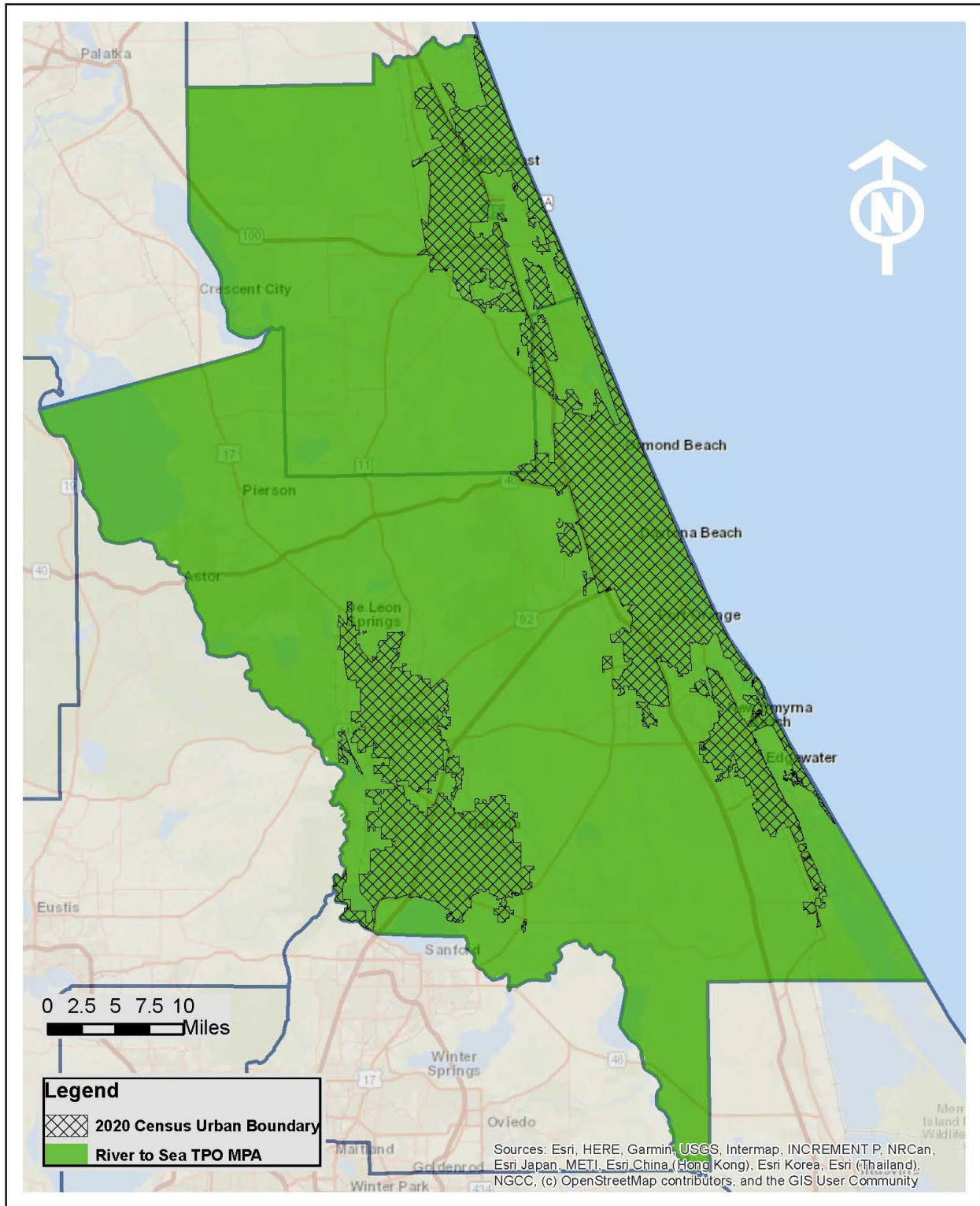


Figure 2: River to Sea TPO - Proposed Metropolitan Planning Area Boundary Map



Current & Proposed TPO Membership

Currently, the River to Sea TPO board is comprised of 19 voting members, representing both Volusia and Flagler Counties, 20 Municipalities and six (6) non-voting advisors as shown in Table 2. Of the 19 voting seats, six (6) are allocated to County representation, five (5) to Volusia County and one (1) to Flagler County; 12 are allocated to the largest cities by population (Deltona, Palm Coast, Daytona Beach, Port Orange, Ormond Beach, DeLand, New Smyrna Beach, Edgewater, DeBary, South Daytona, Holly Hill, and Orange City); and the remaining seat is allocated to the Small City Alliance which is comprised of the eight smallest cities by population (Flagler Beach, Daytona Beach Shores, Ponce Inlet, Lake Helen, Bunnell, Oak Hill, Pierson, and Beverly Beach) and share one rotating vote. The TPO currently has a weighted voting structure with one-third of the total vote divided among the six (6) county representatives. The remaining two-thirds vote is distributed (based on population) among the municipalities. The composition of the board was agreed to by the MPO members in a membership apportionment plan approved by the Governor in 2014.

The proposed River to Sea TPO Board membership in this apportionment plan is also shown in Table 2 and increases the voting membership to 21, which includes an additional Flagler County member and splits the Small City Alliance into two groups, one (1) that represents the Volusia County small cities (Daytona Beach Shores, Ponce Inlet, Lake Helen, Oak Hill, and Pierson) and one (1) that represents the Flagler County small cities (Flagler Beach, Bunnell, Beverly Beach, and Marineland). The current weighted voting structure is revised such that each seat equals one vote of equal weight.

Table 2: River to Sea TPO - Current & Proposed Membership

Jurisdiction	Current Membership			Proposed 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
Volusia County	5	-	31.75%	5	-	23.80%
Flagler County	1	-	1.59%	2	-	9.52%
Deltona	1	-	11.98%	1	-	4.76%
Palm Coast	1	-	11.13%	1	-	4.76%
Daytona Beach	1	-	8.72%	1	-	4.76%
Port Orange	1	-	8.03%	1	-	4.76%
Ormond Beach	1	-	5.41%	1	-	4.76%
DeLand	1	-	4.49%	1	-	4.76%
New Smyrna Beach	1	-	3.48%	1	-	4.76%
Edgewater	1	-	3.07%	1	-	4.76%
DeBary	1	-	2.73%	1	-	4.76%
South Daytona	1	-	1.67%	1	-	4.76%
Holly Hill	1	-	1.57%	1	-	4.76%
Orange City	1	-	1.54%	1	-	4.76%
Small City Alliance	1	7	2.84%	N/A	N/A	N/A
Volusia Small City Alliance	N/A	N/A	N/A	1	4	4.76%
Flagler Small City Alliance	N/A	N/A	N/A	1	3	4.76%
Volusia County School Board	-	1	-	-	1	-
Flagler County School Board	-	1	-	-	1	-
TCC Chairperson	-	1	-	-	1	-
CAC Chairperson	-	1	-	-	1	-
BPAC Chairperson	-	1	-	-	1	-
FDOT District 5	-	1	-	-	1	-
Total	19	13	100%	21	13	100%

Adopting Resolution

- *Insert MPO Board Resolution*

RIVER TO SEA TRANSPORTATION PLANNING ORGANIZATION

RESOLUTION NO. 2023-18

**A RESOLUTION OF THE RIVER TO SEA TRANSPORTATION PLANNING ORGANIZATION
SUPPORTING THE ADOPTION OF THE TPO MEMBERSHIP APPORTIONMENT PLAN.**

WHEREAS, the River to Sea Transportation Planning Organization (TPO) is the agency designated to conduct a continuing, coordinated, and comprehensive transportation planning process in Volusia County and portions of Flagler County inclusive of the cities of Flagler Beach, Beverly Beach, and portions of Palm Coast and Bunnell; 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, the River to Sea TPO met on October 25, 2023 to review its voting composition and agreed on the composition presented herein; 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, that the River to Sea TPO approves the submittal of the TPO Membership Apportionment Plan to the Governor's Office.

PASSED and DULY ADOPTED by the River to Sea TPO on October 25, 2023.

Attest:

River to Sea TPO

By: _____

**COLLEEN NICOULIN
EXECUTIVE DIRECTOR, RIVER TO SEA TPO**

By: _____

**DELAND MAYOR CHRISTOPHER M CLOUDMAN
CHAIRPERSON, RIVER TO SEA TPO**

CERTIFICATE:

The undersigned duly qualified and acting Recording Secretary of the River to Sea TPO certified that the foregoing is a true and correct copy of a resolution, adopted at a legally convened meeting of the River to Sea TPO held on **October 25, 2023**.

ATTEST:

**DONNA KING, RECORDING SECRETARY
RIVER TO SEA TRANSPORTATION PLANNING ORGANIZATION**