

MEMBERSHIP APPORTIONMENT PLAN

Polk Transportation Planning Organization

Adopted
October 12 , 2023



Polk Transportation
Planning Organization

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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 Polk Transportation Planning Organization was created in 1977.

After each decennial census, MPOs must review the composition of their membership and metropolitan planning area (MPA) boundaries and submit an Apportionment Plan to the Florida Department of Transportation (FDOT) and Florida Governor's Office that meets state and federal requirements. Apportionment Plans must include population data (total MPO area population and the urban area population within all Census designated urban areas with more than 50,000 people), current and proposed membership, and an MPA boundary map. In addition, when preparing an apportionment plan, MPOs must ensure there is an equitable geographic-population ratio basis for allocating membership to the board.

On May 16, 2023, the FDOT announced the start of the MPO Apportionment Process and have given MPOs 180 days to submit their apportionment plans to FDOT. Based on this requirement, all MPOs must submit their apportionment plans by November 14, 2023. The Polk TPO has prepared this Apportionment Plan in response to these requirements.

Urbanized Area Population

According to the 2020 Census, the total population of Polk County as of April 1, 2020, was 725,046, with nearly 90% of its residents now living in an urban area. The majority of these residents (73%) reside in Polk County's largest urbanized areas - the Lakeland and Winter Haven Urbanized Areas. Another 10% live in the Four Corners and Poinciana Urbanized Areas. Portions of Four Corners and Poinciana extend into Osceola and Lake counties. The populations reported for these areas include Polk County residents only. There are four (4) smaller urban areas in Polk County under 50,000 in population which include Poinciana Southwest, Bartow, Frostproof and Fort Meade. There are 78,919 (10.9%) people in Polk County that do not reside in an urban area. See Table 1 and the Polk County Urbanized Areas Map shown in Figure 1 and included in the Appendix for more information.

In terms of the distribution of population across Polk County, eastern Polk County now exceeds western Polk County in urbanized area population. This has been an ongoing trend since the 2000 Census with nearly 350,00 people now residing in the eastern portion of the county, and nearly 300,000 residents in the western part of the county. Also, another change since the 2010 Census includes the removal of Bartow from the Lakeland Urbanized Area. The Census now classifies Bartow as a stand-alone urban area.

Looking beyond Polk County, there are three (3) large urban areas in Kissimmee, Orlando, and the Tampa/St. Petersburg Urbanized Areas with a combined population of more than 5 million residents. In several locations, these urbanized areas meet Polk County's boundary. Likewise, a very small portion of the Lakeland Urbanized Area extends into Hillsborough County.

Table 1. Polk County Urban Areas

Urbanized Area	2020 Population	Percent
Lakeland	277,568	38%
Winter Haven	253,251	35%
Four Corners	49,162	7%
Poinciana	19,266	3%
Poinciana SW	16,966	2.3%
Bartow	16,948	2.3%
Frostproof	8,092	1.1%
Fort Meade	4,874	0.6%
Subtotal	646,127	89.1%
Polk County – Non-Urbanized Area	78,919	10.9%
Total	725,046	100%

Metropolitan Planning Area and TPO Population

As part of the Membership Apportionment Process, MPOs must define their Metropolitan Planning Area (MPA) and Planning Area Population. 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).

Figure 1. depicts the Urbanized Areas for Polk County as published by the US Bureau of the Census. A more detailed map can be found in the appendix of this report. As part of the 2020 Census, two (2) new urbanized areas over 50,000 in population were created in Polk County consisting of Four Corners and Poinciana. Portions of these urbanized areas extend into neighboring Lake and Osceola Counties. The two (2) largest urbanized areas in Polk County consist of the Lakeland and Winter Haven Urban Areas. The corresponding Metropolitan Statistical Area (MSA) includes all of Polk County. Therefore, the Polk TPO has defined its Metropolitan Planning Area to include the entirety of Polk County, the MSA.

- **Metropolitan Planning Area Description:**

Considered the “crossroads of central Florida”, Polk County is bounded by ten counties. It is the fourth largest county in Florida at 2,011 square miles. There are seventeen municipalities and Polk County is the ninth most populous county with 725,046 residents. Polk County serves as an important freight and logistics center for the region and the state and is home to Florida’s only Intermodal Logistics Center. Polk County is one of five counties (Pinellas, Hillsborough, Polk, Osceola and Orange) in the emerging central Florida “megaregion” along the Interstate 4 corridor.

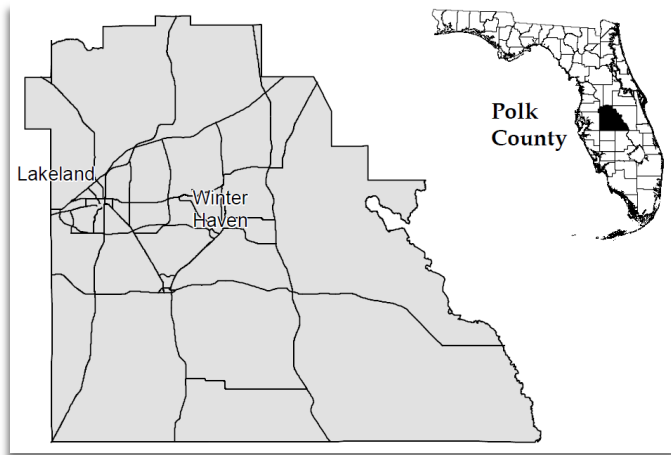


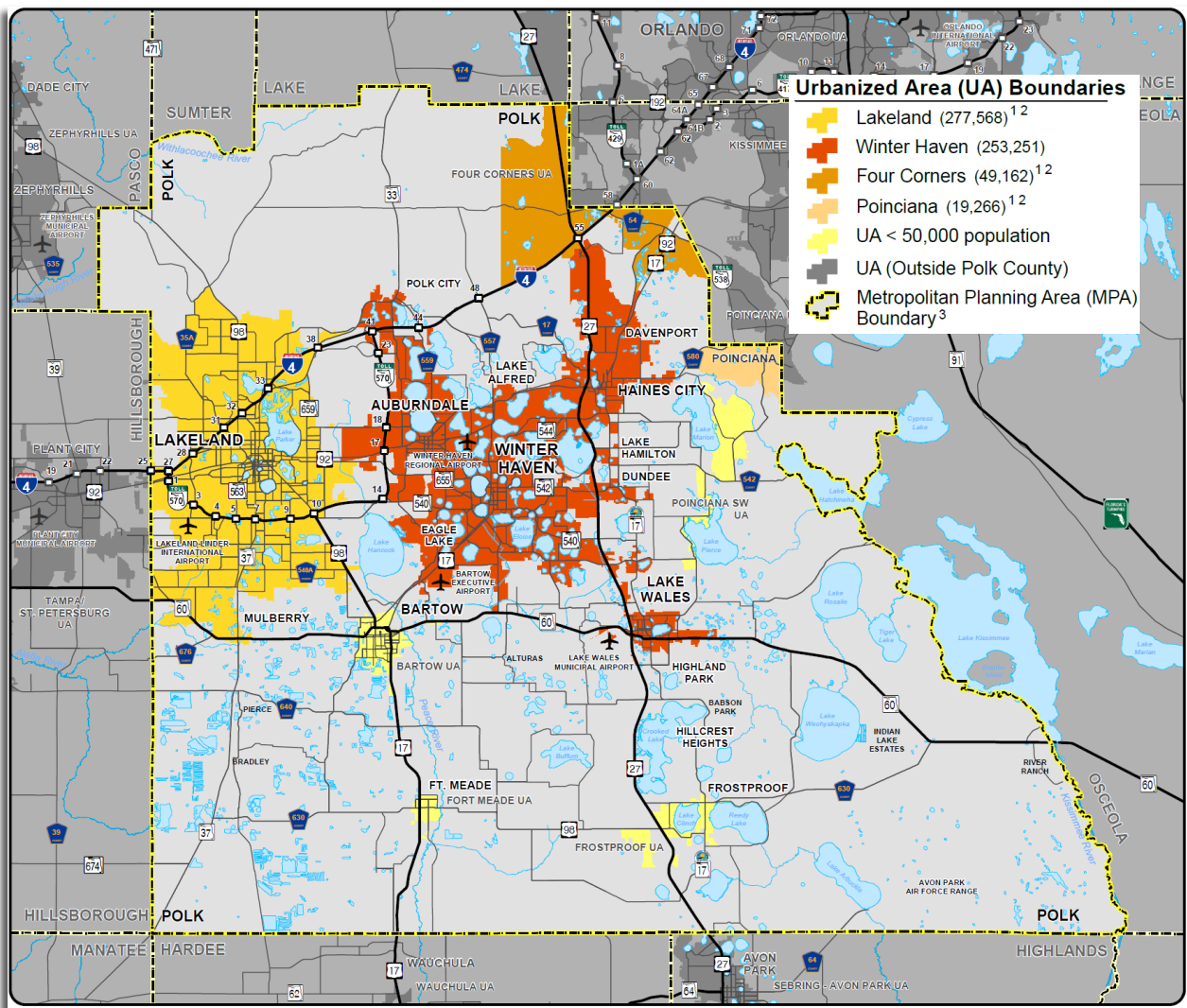
Table 2. MPO Population

Polk TPO Area Population		
MPA Area	2010 Population	2020 Population
Polk County	602,095	725,046



Between 2010 and 2020 Polk County’s population increased by 122,951 (20.4%).

Figure 1. Polk County 2020 Urbanized Areas & Metropolitan Planning Area



Current Voting Membership

The Polk TPO's current Membership Apportionment Plan was adopted by the Polk TPO Board on December 12, 2013. The TPO currently has 19 voting members representing 16 jurisdictions. These members are apportioned as follows:

Table 3. Current Voting Membership

Local Government	Voting Members
Polk County Board of County Commissioners	5
Lakeland	6
Winter Haven	2

Local Government	Voting Members
Haines City	1
Bartow	1
Lake Wales	1
Auburndale	1
South County Bloc	
Fort Meade	1
Mulberry	
Frostproof	
East County Bloc	
Lake Alfred	1
Dundee	
Davenport	
Eagle Lake	
Polk City	
Lake Hamilton	
Total	19

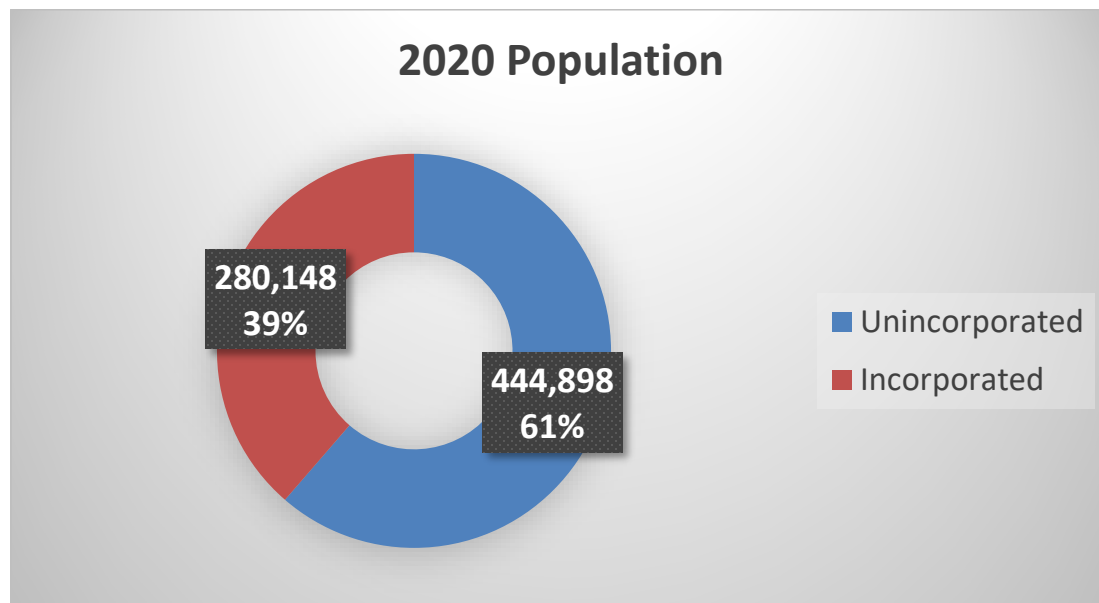
Section 339.175(3)(a), Florida Statutes, allows MPO (or TPO) members who represent municipalities to alternate with representatives from other municipalities within the metropolitan planning area that do not have members on the MPO. Going back to the 2000 Apportionment Plan, a goal of the TPO has been to maximize the local government participation in the TPO planning process. As a result, and to provide more direct representation for smaller municipalities, the current voting membership includes alternate voting memberships for a South County Bloc and an East County Bloc consisting of nine (9) municipalities. The cities that comprise these voting blocs share a voting membership on the TPO Board.

This shared voting membership is rotated among the respective cities on an annual basis. In the year that a city has not been assigned the voting membership, its representative may serve as an alternate voting member. Alternate voting members may vote at a TPO Board Meeting when the voting member for the same bloc is not present. Additionally, city representatives serve as non-voting members when their city has not been assigned a voting membership for a particular year. The city representatives within a voting bloc are invited to participate in all TPO Board Meetings as voting, alternate or non-voting members.

Incorporated/Unincorporated Population

As reported by the Census, Polk County's total population was 725,046. This total includes 444,898 residents in unincorporated Polk County (61%) and 280,148 persons residing in municipalities (39%). See Figure 2.

Figure 2. 2020 Population by Incorporated Area



The Polk County Board of County Commissioners are elected at-large within Polk County, and County Commissioners, therefore, are considered to be representatives of the entire county as they serve on the TPO Board. It is appropriate for all five (5) County Commissioners to serve as voting members since almost two-thirds of the county's residents live in unincorporated areas. Moreover, Florida Statutes do not allow county commission members to comprise less than one-third of the MPO membership unless there are more than 15 members (and all county commissioners are members).

Municipal Population and Representation

There are 17 municipalities in Polk County. Table 4 identifies the year 2020 Census population for these municipalities and identifies those cities currently represented on the TPO Board. The cities shaded in blue are a part of the Lakeland Urbanized Area, while those shaded in red are in the Winter Haven Urbanized Area. As mentioned earlier, there are two (2) new urbanized areas in Polk County created in 2020 consisting of Four Corners and Poinciana. Portions of these urbanized areas extend into neighboring Lake and Osceola counties. However, these new

urbanized areas do not contain any municipalities in Polk County. Therefore, the elected at-large County commissioners represent these areas.

Table 4. 2020 Municipal Population and Representation

Municipality	2020 Population	Percent of Municipal Population	TPO Member
Lakeland	112,641	40.2%	Yes
Winter Haven	49,219	17.5%	Yes
Haines City	26,669	9.5%	Yes
Bartow	19,309	6.9%	Yes
Lake Wales	16,361	5.8%	Yes
Auburndale	15,616	5.6%	Yes
Davenport	9,043	3.2%	Yes
Lake Alfred	6,374	2.3%	Yes
Dundee	5,235	1.9%	Yes
Fort Meade	5,100	1.8%	Yes
Mulberry	3,952	1.4%	Yes
Eagle Lake	3,008	1.1%	Yes
Frostproof	2,877	1.0%	Yes
Polk City	2,713	0.9%	Yes
Lake Hamilton	1,537	0.5%	Yes
Subtotal	279,654	99.8%	
Highland Park	251	0.1%	No
Hillcrest Heights	243	0.1%	No
Subtotal	494	0.2%	
Total	280,148	100%	-

With the exception of Hillcrest Heights and Highland Park, the Polk TPO's current composition includes all of the municipalities as member jurisdictions. These cities represent nearly 100% of the total municipal population in Polk County.

According to the Census nearly all of Polk County's municipalities increased in population since 2010, with the exception of Fort Meade and Frostproof. Cities with the most significant increases in population for 2020 include Winter Haven and Haines City. In addition, the combined population of the municipalities comprising the East County Bloc grew substantially with the City of Davenport contributing to most of this increase. Table 5 illustrates these

changes when applying the 2020 population per TPO member to the current membership structure. In particular, the cities of Winter Haven and Haines City, along with the East County Bloc, demonstrate a much higher population per member than the other cities. For example, Auburndale has a population per member of 15,616, while Haines City is 26,669 per member. This is a difference of over 11,053. As a result, the 2020 Census populations as applied to the Polk TPO's current membership structure demonstrate an imbalance in terms of the population per TPO Board member for several municipalities.

Table 5. 2020 Municipal Population and Population per TPO Member

Municipality	2020 Population	Number of TPO Members	Population per TPO Member
Polk County	444,898	5	NA
Lakeland	112,641	6	18,774
Winter Haven	49,219	2	24,610
Haines City	26,669	1	26,669
Bartow	19,309	1	19,309
Lake Wales	16,361	1	16,361
Auburndale	15,616	1	15,616
South County Bloc			
Fort Meade	11,929	1	11,929
Mulberry			
Frostproof			
East County Bloc			
Davenport	27,910	1	27,910
Lake Alfred			
Dundee			
Eagle Lake			
Polk City			
Lake Hamilton			

Proposed Voting Membership

In preparing the apportionment plan, MPOs must ensure there is an equitable population distribution in allocating membership to the board. As discussed earlier, Haines City, Winter Haven and the East County Bloc experienced significant growth since the 2010 Census and now have a much higher number of residents per TPO Board member in comparison to the other municipalities. This has created an imbalance in terms of the population per TPO Board member for these municipalities within the current membership structure.

Another important point to consider in the apportionment discussion is the change in Section 339.175 (3)(a), Florida Statutes, that now allows MPO boards a maximum number of 25 members. This is a significant change since the Polk TPO's last apportionment plan was approved in 2013. Prior to this change, MPO boards, were limited to 19 members serving on an MPO board, which was the case for the Polk TPO. Therefore, the Polk TPO now has the ability to add additional members to the Board if it desires.

Proposed Voting Membership The Polk TPO proposes to raise the total voting membership of the TPO from 19 to 23 members. These four (4) additional members would be apportioned as follows: the City of Winter Haven receiving one (1) additional member, along with the City of Haines City also receiving one (1) additional member. Additionally, the cities of Davenport and Lake Alfred would each receive one (1) member. These two cities have the highest populations among the nine (9) cities that represent the TPO's shared voting blocs. By moving Davenport and Lake Alfred out of the East County Bloc it will reduce the population per member of this bloc from 27,910 to 12,493 which is more consistent with the average population per member of the other municipalities. This change will also increase the frequency of the shared voting membership rotated among the respective municipalities in the East County Bloc, which under the current membership plan is once every six (6) years based on there being six (6) municipalities in the voting bloc. Lastly, and as part of this move, the TPO proposes renaming the East County Bloc to the Central County and Ridge Bloc to better describe the cities comprising this voting bloc. The South County Bloc remains unchanged.

Table 6. Proposed Voting Membership

Local Government	2020 Population	Number of Members	Population per Member
Polk County	444,898	5	NA
Lakeland	112,641	6	18,774
Winter Haven	49,219	3	16,406
Haines City	26,669	2	13,334
Bartow	19,309	1	19,309
Lake Wales	16,361	1	16,361
Auburndale	15,616	1	15,616
Davenport	9,043	1	9,043
Lake Alfred	6,374	1	6,374
Alternate Voting Membership			
South County Bloc			
Fort Meade	11,929	1	11,929
Mulberry			
Frostproof			
Central County and Ridge Bloc			
Dundee	12,493	1	12,493
Eagle Lake			
Polk City			
Lake Hamilton			
Total Number of TPO Board Members			23
Average Population per Member			13,963

Table 6 demonstrates that the proposed membership structure apportions members on an equitable geographic-population ratio basis with the average population per member for the municipalities on the TPO being 13,963.



Polk County
Planning Organization

Polk County 2020 Urbanized Areas

Urbanized Area (UA) Boundaries

- Lakeland (277,568)^{1 2}
- Winter Haven (253,251)
- Four Corners (49,162)^{1 2}
- Poinciana (19,266)^{1 2}
- UA < 50,000 population
- UA (Outside Polk County)
- Metropolitan Planning Area (MPA)
Boundary³

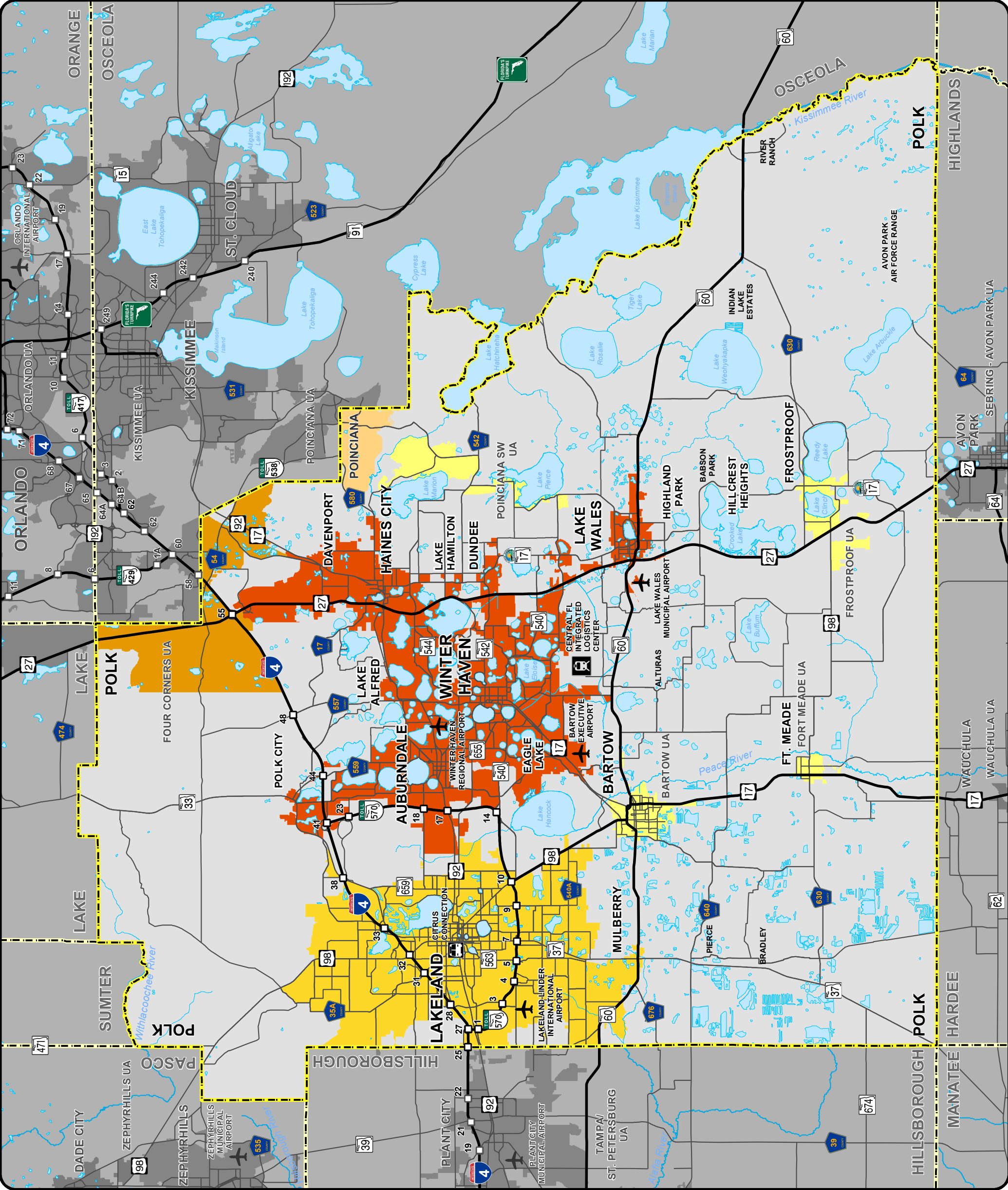
Urbanized Area (UA) Population

UA	2020	2010
Lakeland	277,915	262,596
Winter Haven	253,251	201,289
Avon Park - Sebring	63,297	61,625
Kissimmee	418,404	314,071
Orlando	1,853,896	1,510,516
Tampa/St. Pete	2,783,045	2,441,770
Zephyrhills	55,133	66,609
Poinciana ¹	53,267	41,922
Four Corners ¹	92,396	35,549
Frostproof	8,092	7,626
Fort Meade	4,874	6,234
Poinciana SW	16,966	5,501
Bartow	16,948	NA
Wauchula	9,790	14,621

1. Portion of the UA is outside of Polk County.
2. Population listed consists of the portion of the Urban Area in Polk County only.
3. The Metropolitan Planning Area (MPA) Boundary for the Polk TPO includes the Lakeland and Winter Haven Transportation Management Areas (TMA), as well as all of Polk County.



June 20, 2023





Polk Transportation Planning Organization

POLK TPO RESOLUTION 2023-12

RESOLUTION OF THE POLK TRANSPORTATION PLANNING ORGANIZATION AMENDING RESOLUTION 2023-08 WHICH APPROVED THE TPO MEMBERSHIP APPORTIONMENT PLAN FOR SUBMITTAL TO MEMBER JURISDICTIONS AND THE GOVERNOR'S OFFICE

WHEREAS, Section 134 of Title 23 of the United States Code and Section 339.175 of Florida Statutes requires the designation of metropolitan planning organizations (MPO) in urbanized areas, as defined by the US Bureau of the Census; and

WHEREAS, Section 134 Title 23 of the United States Code sets forth membership requirements for MPOs designated for transportation management areas (TMA) with a population of 200,000 or more residents; and

WHEREAS, the Polk Transportation Planning Organization (TPO) serves as the MPO for the Lakeland and Winter Haven TMAs and is the agency designated to conduct a continuing, coordinated, and comprehensive transportation planning process; and

WHEREAS, Section 339.175(4)(a), Florida Statutes, requires the Governor to review the composition of the Polk TPO's membership in conjunction with the decennial census; and

WHEREAS, Section 339.175 of the Florida Statutes describes the membership of the MPO, including the authority of the Governor to apportion membership based on agreement with local governments, geographic location and equitable population distribution; and

WHEREAS, the Polk TPO endorses its membership structure as the best means to maximize local government participation in the TPO planning process; and

WHEREAS, the Polk TPO has prepared a Membership Apportionment Plan using the results of the 2020 Census, and this Plan demonstrates that the proposed membership structure apportions voting members on an equitable geographic-population basis.

NOW, THEREFORE, BE IT RESOLVED by the Polk Transportation Planning Organization at its regular meeting convened on October 12, 2023:

1. That the TPO Membership Apportionment Plan, to be based on the membership structure listed below, is approved for submittal to member jurisdictions and to the Governor's Office.

Jurisdiction	Voting Members
Polk County	5
City of Lakeland	6
City of Winter Haven	3
City of Haines City	2
City of Bartow	1
City of Lake Wales	1
City of Auburndale	1
City of Davenport	1
City of Lake Alfred	1
Alternate Voting Membership	
South County Bloc	
City of Fort Meade	1
City of Mulberry	
City of Frostproof	
Central County and Ridge Bloc	
Town of Dundee	1
City of Eagle Lake	
City of Polk City	
Town of Lake Hamilton	
Total Number of TPO Board Members	23

2. That the TPO Executive Director is authorized to submit the required supporting documentation for the TPO Membership Apportionment Plan.

TPO Resolution 2023-12
October 12, 2023
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Signed:

Jack R Myers
Jack R Myers (Oct 12, 2023 16:39 EDT)

Commissioner Jack Myers, Chairman
Polk Transportation Planning Organization (TPO)

Date: October 12, 2023

ATTEST:

Parag Agrawal
Parag Agrawal (Oct 12, 2023 15:03 EDT)

Parag Agrawal, AICP, TPO Executive Director

Approved by the TPO Attorney as to
form and legal sufficiency:

Elizabeth W. Voss
Elizabeth W. Voss (Oct 12, 2023 15:42 EDT)

Elizabeth Voss, TPO Attorney