



*Bay City, Michigan
Metropolitan Area*

BCATS 2040 METROPOLITAN TRANSPORTATION PLAN



FINAL Report
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The Bay City Area Transportation Study

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Forward

Coordination of the 2040 Metropolitan Transportation Plan with MAP-21

On July 6, 2012 President Obama signed into law PL 112-141, Moving Ahead for Progress in the 21st Century (MAP-21). This new transportation bill authorizes and funds federal surface transportation programs for two years, taking effect on October 1, 2012 and expiring on September 30, 2014.

The provisions of MAP-21 were being developed and debated by Congress at the same time the BCATS 2040 Metropolitan Transportation Plan (2040 MTP) was being developed locally by the MPO staff and members. While BCATS was aware of the potential for a new federal transportation bill, the BCATS 2040 MTP was actually completed and locally approved prior to the passage of MAP-21.

This information in this section is provided to acknowledge the existence of MAP-21 and to note its implications for transportation planning. It is also important to note that the emergence of MAP-21 does not represent an abandonment of the programs and planning requirements established under SAFETEA-LU, the previous federal transportation bill. In fact, many of the same programs and metropolitan planning requirements are continued under MAP-21. However, MAP-21 does consolidate several highway programs and establishes new requirements for transportation planning. The most significant changes are summarized below:

Metropolitan Transportation Planning

New policy initiatives include:

- Long-range transportation plans and TIPs are to be developed through a performance-based approach.
- Within two years of the enactment of MAP-21, each MPO shall include representation by transportation providers, including providers of public transit systems. (*Note: BCATS already does this*).
- Requires MPO establish and use performance-based approach to support national goals.
- MPOs establish targets to track progress toward attainment of outcomes for the region:
 - The targets are established in coordination with the state and providers of public transportation no later than 180 days after the state or public transportation establish performance target.
 - The MPO integrates the targets into the planning process directly or by reference goals, objectives, performance measures, and targets of state and transit plans.
 - The long-range plan shall include a description of performance measures and targets.



Performance Measures

- MAP 21 establishes national goals in seven areas: Safety; Infrastructure Condition; Congestion Reduction; System Reliability; Freight Movement and Economic Vitality; Environmental Sustainability; Reduced Project Delivery Delays.
- USDOT is responsible for establishing performance measures, in consultation with the states,
- MPOs, transit agencies, and stakeholders (and through a rulemaking within 18 months) for the following:
 - NHPP – NHS highway and bridge performance and condition;
 - Highway safety – Serious injuries and fatalities;
 - CMAQ – Traffic congestion and on-road mobile source emissions;
 - Freight movement-related measures; and
 - Transit safety and state of good repair.
- States are required to establish performance targets in coordination with the MPOs and transit operators for the measures (including rural transit-related measures) within one year after the final rule establishing the performance measures.
- MPOs are required to establish performance targets in coordination with the states and transit operators within 180 days after adoption of targets by the state or transit operator.
- Performance measures and targets must be incorporated into long-range planning and short-term programming processes.
 - Long-range plans, TIPs, and STIPs must show the progress that is expected to be achieved by planned decisions and investments.
 - USDOT will evaluate the appropriateness of state targets and the progress that the state is making in achieving performance targets.
 - States and MPO long-range plans will include System Performance Reports that describe the progress made toward achieving performance targets.
 - USDOT will establish minimum condition levels for all highways on the interstate system and bridges on the NHS.

From the preceding summary, it is apparent that *performance measures and targets* are major new items that will need to be addressed in the transportation planning process. Performance measures are



noted in the BCATS 2040 MTP (see Chapter 2). However, these measures may not be the same as the ones that are eventually approved through the USDOT rulemaking process, and the MTP does not specify performance targets.

The MAP-21 language appears to require a collaborative process to establish the performance targets that involves the state, the MPO's, and the transit operators after the final rule to establish the performance measures is put in place by USDOT. Therefore, BCATS intends to fully participate in this process with MDOT, the other Michigan MPO's, and the transit operators to establish appropriate performance targets. If this process results in changes that are required in the 2040 MTP, the appropriate additions and changes will be incorporated as a plan amendment in the future

The Bay City Area Transportation Study (BCATS) Overview Map





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Chapter One

Overview of Bay City Area Transportation Study





BCATS and Transportation Planning

The Bay City area as well as our state and nation, is held together by an extensive transportation network. The transportation system connects people to jobs, hospitals, schools, cultural and sporting events, parks, shopping centers, and to family members. It also provides a vital link in economic development and national defense by connecting seaports, airports, and railroads.

Therefore, legislation contained in Section 134 (a) of title 23, United States Code indicates that it is in the national interest to encourage and promote the safe and efficient management, operation, and development of surface transportation systems. This system will serve the mobility needs of people and freight and foster economic growth and development within and through urbanized areas, while minimizing transportation related fuel consumption and air pollution.

The Bay City Area Transportation Study (BCATS) is the principal public agency, as per Section 134 (a), conducting regional transportation studies for the Bay City Urbanized Area. BCATS, through an agreement with the Bay County Board of Commissioners, provides management and policy functions for the transportation planning programs as required by the **Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU)**. BCATS provides transportation planning services on behalf of the metropolitan planning organization (MPO) for the cities of Bay City and Essexville and the townships of Bangor, Monitor, Hampton, Portsmouth, Kawkawlin, Frankenlust and Fraser (see [map, page 11](#)). The MPO is established by federal law in all urbanized areas of the nation to carry out the “3C” (continuing, cooperative and comprehensive) transportation planning process. This process is required for the area to continue to receive U.S. Department of Transportation (USDOT) funding. Extensive USDOT funds are spent annually in the Bay City area for highway, bridge, transit, transportation enhancement and safety projects and improvements.

One major function of BCATS under federal law is to produce a transportation plan for the area. The transportation plan is used as a basis to guide the decision of where federal transportation funds should be spent. The transportation plan identifies the area’s transportation needs through the year 2040 as well as projects, both funded and unfunded and policies to meet those needs. The plan shall include both long-term and short-term strategies/actions, including but not limited to, operations and management activities that lead to the systematic development of an integrated intermodal transportation system that facilitates the safe and efficient movement of people and goods in addressing current and future transportation demand. The transportation plan shall be reviewed and updated every five years in air quality attainment areas and at least every four years in non-attainment areas to confirm its validity and consistency with current and forecasted transportation and land use conditions and trends and to extend the forecast period. In updating a plan, BCATS shall base the update on the latest estimates and assumptions for population, land use, travel, employment, congestion and economic activity.



The BCATS is governed by a policy committee that includes various elected and appointed officials from the transportation planning area plus other members from the Michigan Department of Transportation and the U.S. Department of Transportation. The Policy Committee generally meets on the third Wednesday of every other month and the meetings are open to the public.

The BCATS Policy Committee generally acts under the advisement of the BCATS Technical Committee. The Technical Committee reviews, in greater detail, the activities of BCATS and provides recommendations to the Policy Committee. The Technical Committee is composed of technically oriented representatives that presently include various transportation planning, engineering and other interests in the area. The Technical Committee generally meets on the second Tuesday of the week of every other month and is open to the public. The Policy and Technical Committee members are listed below.

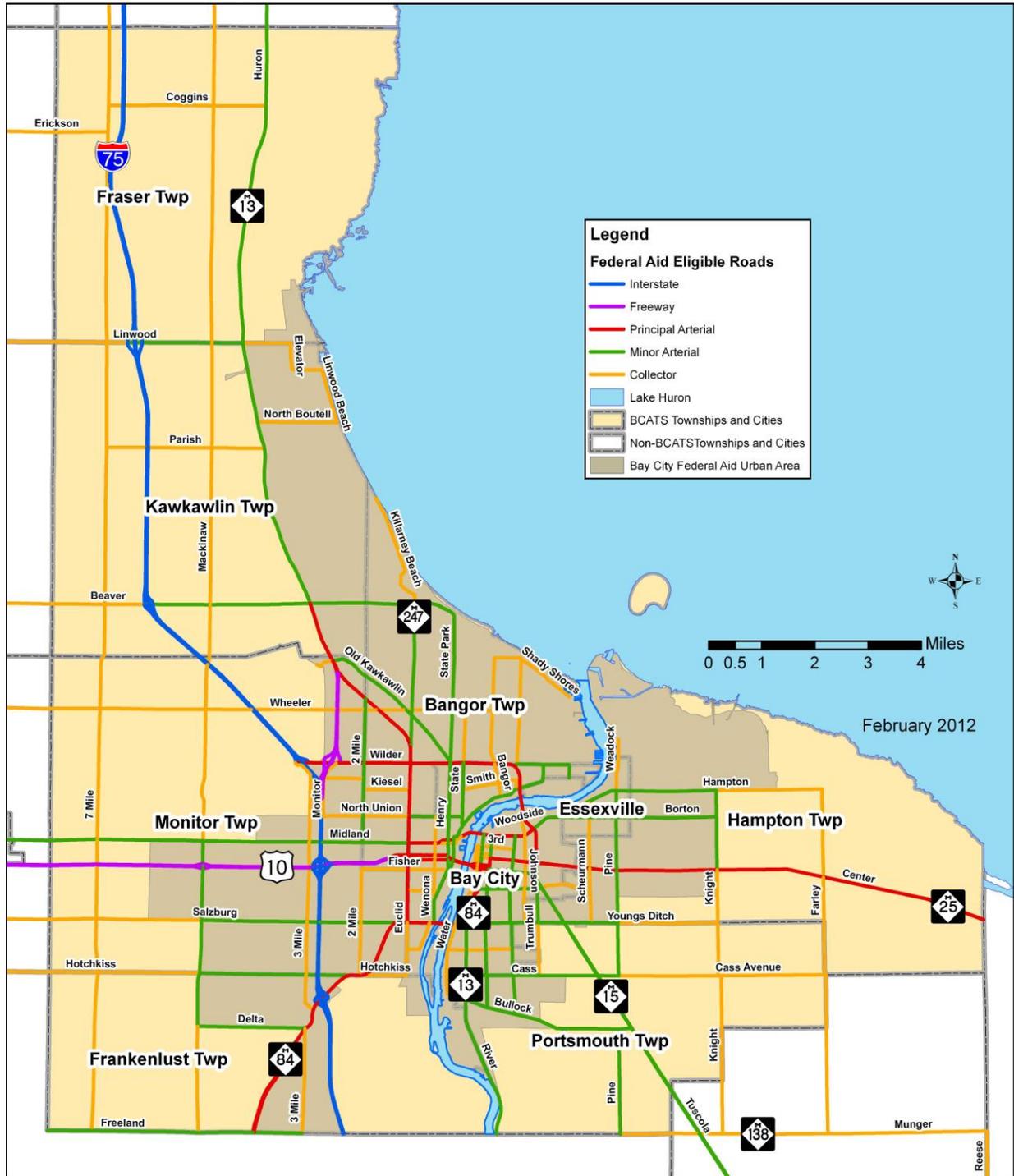
BCATS Policy Committee Voting Members	
Terry Watson, Supervisor	Bangor Township
Kim Coonan, Chairman	Bay County Commission
Christopher Rupp, Commissioner	Bay County Commission
Thomas Hickner, Executive	Bay County Executive
Richard Gromaski, Chairman	Bay County Road Commission
Robert Redmond, Chairman	Bay Metro Transit Authority
Christopher Shannon, Mayor	City of Bay City
Larry Elliot, Commission President	City of Bay City
Russell Tanner, Mayor	City of Essexville
Sue Fortune, Executive Director	East Michigan Council of Governments
Ronald Campbell, Supervisor	Frankenlust Township
George Augustyniak, Supervisor	Fraser Township
Terry Spiegel, Supervisor	Hampton Township
Dennis Bragiel, Supervisor	Kawkawlin Township
Pamela Boyd, Statewide Planning	Michigan Department of Transportation
Gary Brandt, Supervisor	Monitor Township
Robert Pawlak, Supervisor	Portsmouth Township



BCATS Technical Committee Members	
David Engelhardt, BCATS Director	Bay County Transportation Planning
Jim Lillo, Engineer-Manager	Bay County Road Commission
Mike Stoner, General Manager	Bay Metro Transit
Jack Wheatley, Rowe Engineering	Representing the City of Bay City
Terry Moulthane, Planner	City of Bay City
Dan Hansford, Interim City Manager	City of Essexville
Anamika Laad, Planner	East Michigan Council of Governments
Andy Pickard, Transportation Planning Team Leader	Federal Highway Administration
Jack Hofweber, Manager	MDOT / Bay Transportation Service Center
Rachel Phillips, Engineer	MDOT / Bay Transportation Service Center
Jay Reithel, Regional Planner	MDOT / Bay Region
James Koenig, Planner	MDOT / Statewide Planning



The Bay City Area Transportation Study (BCATS)
Overview Map





Introduction to the BCATS Transportation Plan

The adoption of a long range plan for transportation is not a new concept for the Bay City area. BCATS has adopted long range plans since 1965. However, the Clean Air Act Amendments of 1990 (CAAA), SAFETEA-LU, and the prior transportation bills: ISTEA, and TEA-21, have significantly changed what the long range plan must look like and the issues to be addressed.

In the past, transportation planning and funding was segmented between highways and transit. It emphasized new construction over maintenance, and largely ignored funding availability. There was little related to non-transportation issues and was advisory at the local level. Under SAFETEA-LU, the process links highways and transit, emphasizes maintenance of existing infrastructure, requires that plans and programs be fiscally responsible, requires attention to improving air quality in urban areas, examines land use impacts of transportation decisions and moves much of the decision-making responsibility from the federal and state levels to the local level. Fundamental changes have been made to the way the transportation system is planned, how federal funds can be used for improvements and, most importantly, how and by whom decisions are made.

SAFETEA-LU and the CAAA are two recent pieces of federal legislation that directly impact the transportation planning process. The CAAA calls for a greater integration of transportation and air quality planning processes. It requires that transportation plans, programs and projects conform to state air quality plans, and it mandates a reduction of vehicle miles traveled and congestion levels in some areas not meeting air quality standards.

The goal of the transportation planning process is to improve the entire regional transportation system by emphasizing the preservation of the existing system. Projects and strategies for the transportation system will look to improve the accessibility and mobility for people and goods, creating/enhancing connectivity between modes of transportation, increase the safety and security along the system for all users, promote an efficient manner of management and operation, encourage energy conservation, support economic vitality of the region and provide for consistency between transportation projects and the growth and development patterns.

Safety improvement projects, both motorized and non-motorized, have been done, to a large extent, by individual implementing agencies, as problems are identified. Efforts have also been made on the transit system to increase efficiency and safety. Protection of the environment and the social and economic well-being of the citizens concerning transportation projects are achieved through reducing transportation system costs, reducing environmental pollution and energy consumption, and coordinating land use and transportation.

Even the Bay City area, which has a good highway system and the ease of automobile travel in the area, is experiencing congestion in some areas and moderate congestion in many other parts of the region. Roadway improvements are not being built fast enough, and the prospects for the congestion problem are only that it will get worse. The Bay City area does not face the same severity of the



congestion problem as some larger cities, but the relative deterioration of conditions here is comparable to many of those larger cities.

The 2025 Transportation Plan report was developed from May 2001 to April 2002. The final version of the report was approved in June, 2002. The 2027 Transportation Plan was a minor update to extend the 2025 plan for a two year period, while a new Travel Demand Model was under development to synchronize the Bay City Area Transportation Study (BCATS) Metropolitan Transportation Plan with the Saginaw Metropolitan Area Transportation Study (SMATS) Metropolitan Transportation Plan after which the 2035 Metropolitan Transportation Plan, also known as the Long Range Transportation Plan, was developed between January 2006 and July 2007 to include information from the Tri-Cities Travel Demand Model and to include all aspects of the Transportation Bill, SAFETEA-LU signed by President Bush on August 10, 2005. The 2040 Metropolitan Transportation Plan was developed from January 2011 to June 2012 and incorporated the updated Great Lakes Bay Region Travel Demand Model which identifies peak period deficiencies as well as the incorporation transit travel.

One important aspect of SAFETEA-LU is the enhanced role of local governments. Metropolitan Planning Organizations (MPOs) such as the Bay City Area Transportation Study, in cooperation with state and local transit authorities, have been required to produce long range transportation plans since 1965. Under SAFETEA-LU, BCATS is required to develop both a Metropolitan Transportation Plan (MTP) and a Transportation Improvement Program (TIP) which encompass a broader spectrum of issues, including intermodal facilities and fiscal constraints. As a result, BCATS has developed this 2040 Metropolitan Transportation Plan.

The 2040 planning process

Previous transportation legislation provided broad guidelines for the process used in developing long range transportation plans. SAFETEA-LU continues the tradition of allowing as much flexibility as possible. However, it does specify certain issues that the plan must address. Addressing these issues will result in a plan that significantly improves transportation decisions in the Bay City area including:

- The projected transportation demand of persons and goods in the metropolitan planning area over the period of the transportation plan.
- Existing and proposed transportation facilities (including major roadways, transit, multimodal and intermodal facilities, pedestrian walkways and bicycle facilities, and intermodal connectors) that should function as an integrated metropolitan transportation system, giving emphasis to those facilities that serve important national and regional transportation functions over the period of the transportation plan. In addition, the locally preferred alternative selected from an Alternatives Analysis under the FTA's Capital Investment Grant program (49 U.S.C. 5309 and 49 CFR part 611) needs to be adopted as part of the metropolitan transportation plan as a condition for funding under 49 U.S.C. 5309 when required as a major capital investment project.



- Operational and management strategies to improve the performance of existing transportation facilities to relieve vehicular congestion and maximize the safety and mobility of people and goods.
- Assessment of capital investment and other strategies to preserve the existing and projected future metropolitan transportation infrastructure and provide for multimodal capacity increases based on regional priorities and needs. The metropolitan transportation plan may consider projects and strategies that address areas or corridors where current or projected congestion threatens the efficient functioning of key elements of the metropolitan area's transportation system.
- Design concept and design scope descriptions of all existing and proposed transportation facilities in sufficient detail, regardless of funding source, in nonattainment and maintenance areas for conformity 53 determinations under the EPA's transportation conformity rule (40 CFR part 93). In all areas (regardless of air quality designation), all proposed improvements shall be described in sufficient detail to develop cost estimates.
- A discussion of types of potential environmental mitigation activities and potential areas to carry out these activities, including activities that may have the greatest potential to restore and maintain the environmental functions affected by the metropolitan transportation plan. The discussion may focus on policies, programs, or strategies, rather than at the project level. The discussion shall be developed in consultation with Federal, State, and Tribal land management, wildlife, and regulatory agencies. The MPO may establish reasonable timeframes for performing this consultation.
- Identify pedestrian walkway and bicycle transportation facilities in accordance with 23 U.S.C. 217(g).
- Transportation and transit enhancement activities, as appropriate.
- A financial plan that demonstrates how the adopted transportation plan can be implemented.
 - For purposes of transportation system operations and maintenance, the financial plan shall contain system-level estimates of costs and revenue sources that are reasonably expected to be available to adequately operate and maintain Federal-aid highways (as defined by 23 U.S.C. 101(a)(5)) and public transportation (as defined by title 49 U.S.C. Chapter 53).
 - For the purpose of developing the metropolitan transportation plan, the MPO, public transportation operator(s), and State shall cooperatively develop estimates of funds that will be available to support metropolitan transportation plan implementation, as required under Sec. 450.314(a)(1). All necessary financial resources from public and private sources that are reasonably expected to be made available to carry out the



transportation plan shall be identified.

- The financial plan shall include recommendations on any additional financing strategies to fund projects and programs included in the metropolitan transportation plan. In the case of new funding sources, strategies for ensuring their availability shall be identified.
- In developing the financial plan, the MPO shall take into account all projects and strategies proposed for funding under title 23, U.S.C., title 49 U.S.C. Chapter 53 or with other Federal funds; State assistance; local sources; and private participation. Starting December 11, 2007, revenue and cost estimates that support the metropolitan transportation plan must use an inflation rate(s) to reflect “year of expenditure dollars,” based on reasonable financial principles and information, developed cooperatively by the MPO, State(s), and public transportation operator(s).
- For the outer years of the metropolitan transportation plan (i.e., beyond the first 10 years) the financial plan may reflect aggregate cost ranges/cost bands, as long as the future funding source(s) is reasonably expected to be available to support the projected cost ranges/cost bands.
- For illustrative purposes, the financial plan may (but is not required to) include additional projects that would be included in the adopted transportation plan if additional resources beyond those identified in the financial plan were to become available.
- In cases that the FHWA and the FTA find a metropolitan transportation plan to be fiscally constrained and a revenue source is subsequently removed or substantially reduced (i.e., by legislative or administrative actions) the FHWA and the FTA will not withdraw the original determination of fiscal constraint; however, in such cases, the FHWA and the FTA will not act on an updated or amended metropolitan transportation plan that does not reflect the changed revenue situation.

Participation Plan

There must be adequate opportunity for public officials (including elected officials) and citizen involvement in the development of the transportation plan before it is approved by BCATS, in accordance with the requirements of SAFETEA-LU sec.6001 sec. 134 i(5)b. Such procedures shall include opportunities for interested parties to be involved in the early stages of the plan development/update process. The procedures shall include publication of the proposed plan or other methods to make it readily available for public review and comment. The procedures also shall include publication of the approved plan or other methods to make it readily available for information purposes. The BCATS Participation Plan is included in Chapter 8 of this document.

Conformity Determination

In nonattainment areas for transportation related pollutants, the FHWA and the FTA, as well as BCATS, must make a conformity determination on any new/revised plan in accordance with the Clean



Air Act and the EPA conformity regulations (40 CFR parts 51 and 93). Bay County was an attainment/maintenance area operating under limited maintenance requirements under EPA's 1-hour Ozone Standard. Since EPA has revoked the 1-hour Ozone Standard and replaced it with a newer standard, the former minimal maintenance requirements for the County under the 1 hour Ozone Standard have been removed with that action.

Bay County is in attainment for Ozone under USEPA's recently implemented 8-hour Ozone Standard. There is no requirement to conduct a conformity analysis for the County under this designation.

Projects not currently included in the Plan

Although BCATS compiled the list of local projects with the aid of MDOT, local road agencies, transit operation agencies and the local communities, there will ultimately be projects that will arise that were not included in the Plan. There are two methods through which these projects will be able to receive federal funds provided by SAFETEA-LU. First, a project may be eligible to be part of the Plan if it is determined to be consistent with the policies of the Plan and meets SAFETEA-LU requirements, such as fiscal feasibility, etc.

Second, the Plan may be formally amended to include a specific project through the BCATS committee process.