EMERALD COAST REGIONAL COUNCIL

Congestion Management Process

Bay County Transportation Planning Organization

2050 Long Range Transportation

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1.0 INTRODUCTION

Traffic congestion is typically defined as when the volume of users on a transportation facility approaches or exceeds the capacity of the facility. This congested condition can be characterized by reduced travel speeds with longer trip times and delay. Congestion can also lead to unreliable travel times and frustration of the transportation system users. To help alleviate and manage congestion and to support the transportation planning process, a Congestion Management Process (CMP) is developed.[1]

1.1 BACKGROUND

The purpose of a CMP is to develop a systematic process to effectively manage and operate the transportation system. CMPs are federally mandated for Transportation Management Areas (TMAs) to analyze and manage traffic congestion. While non-TMAs such as Bay County are not federally required to complete a CMP, Florida has a state requirement that all Metropolitan Planning Organizations (MPOs) maintain a CMP. Per the Federal Highway Administration (FHWA) "a CMP is a systematic and regionally accepted approach for managing congestion that provides accurate, up-to date information on transportation system performance and assesses alternative strategies for congestion management that meet state and local needs. The CMP is intended to move these congestion management strategies into the funding and implementation stages

Per the Code of Federal Regulations, the Congestion Management Process shall include, at a minimum[2]:

- A transportation planning process in a Transportation Management Area that provides for safe and effective integrated management and operation of the multimodal transportation system. Each MPO shall prepare a congestion management system for the metropolitan area.
- A process that provides for safe and effective integrated management and operation of the multimodal transportation system

[1] Congestion Management Process (CMP) | Organizing and Planning for Operations - FHWA Office of Operations
[2] Congestion Management Process in Transportation Management Areas - 23C.F.R.450.322

- Incorporate multimodal system performance measures reflected in the TIP
- Incorporate Strategies that manage demand, reduce single occupant vehicle travel, improve transportation system management and operations, and improve efficient service integration
- Coordination with the transportation system management and operations activities
- Methods to monitor and evaluate the performance of the multimodal transportation system
- Definition of congestion management objectives and performance measures
- A coordinated program for data collection and system performance monitoring
- Identification and evaluation of performance and expected benefits of congestion management strategies
- Identification of an implementation schedule, responsibilities
- A process for periodic assessment of the effectiveness of implemented strategies

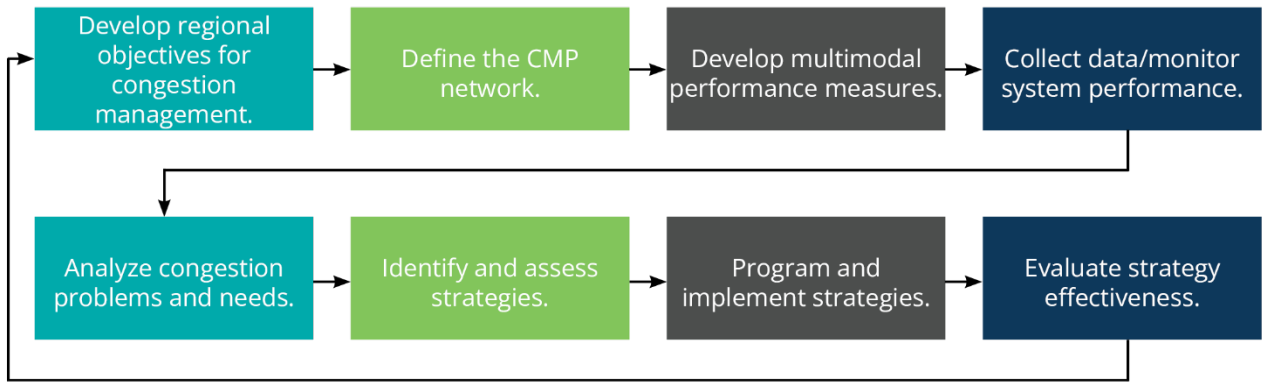


Figure 1: Congestion Management Process

Figure 1 depicts the eight actions involved in the development of a CMP. The process is intended to be a cycle that continually evaluates strategies and addresses congestion.

A Congestion Management Process can be developed to identify projects and strategies to be considered in the TIP. Per Federal Regulations (§450.322), the purpose of the Congestion Management Process is to:

- Develop regional goals to reduce vehicle miles traveled during peak commuting hours and improve transportation connections between areas with high job concentration and areas with high concentrations of low-income households.
- Identify existing public transportation services, employer-based commuter programs, and other existing transportation services that support access to jobs in the region.
- Identify proposed projects and programs to reduce congestion and increase job access opportunities.

This document provides the Congestion Management Process for the Bay County TPO, which is the metropolitan planning organization for urbanized areas in Bay County, Florida. **Appendix A** lists the sections of CMP with federal law and regulation requirements and how they have been addressed in this report.

Figure 2 delineates the Bay County Transportation Planning Organization (TPO) Metropolitan Planning Area Boundary, as well as the Federal Highway Administration (FHWA) Urbanized Area Boundary. According to FHWA, an area is urbanized if having a population of 50,000 or more as designated by the Bureau of Census. The Metropolitan Planning Area Boundary, or TPO Boundary, encompasses the entire existing urbanized area plus the contiguous area expected to become urbanized within a 20-year forecast period. In the case of Florida MPOs, many MPA Boundaries are the same as the county's boundary. Bay County and Bay County TPO MPA share the same boundaries.

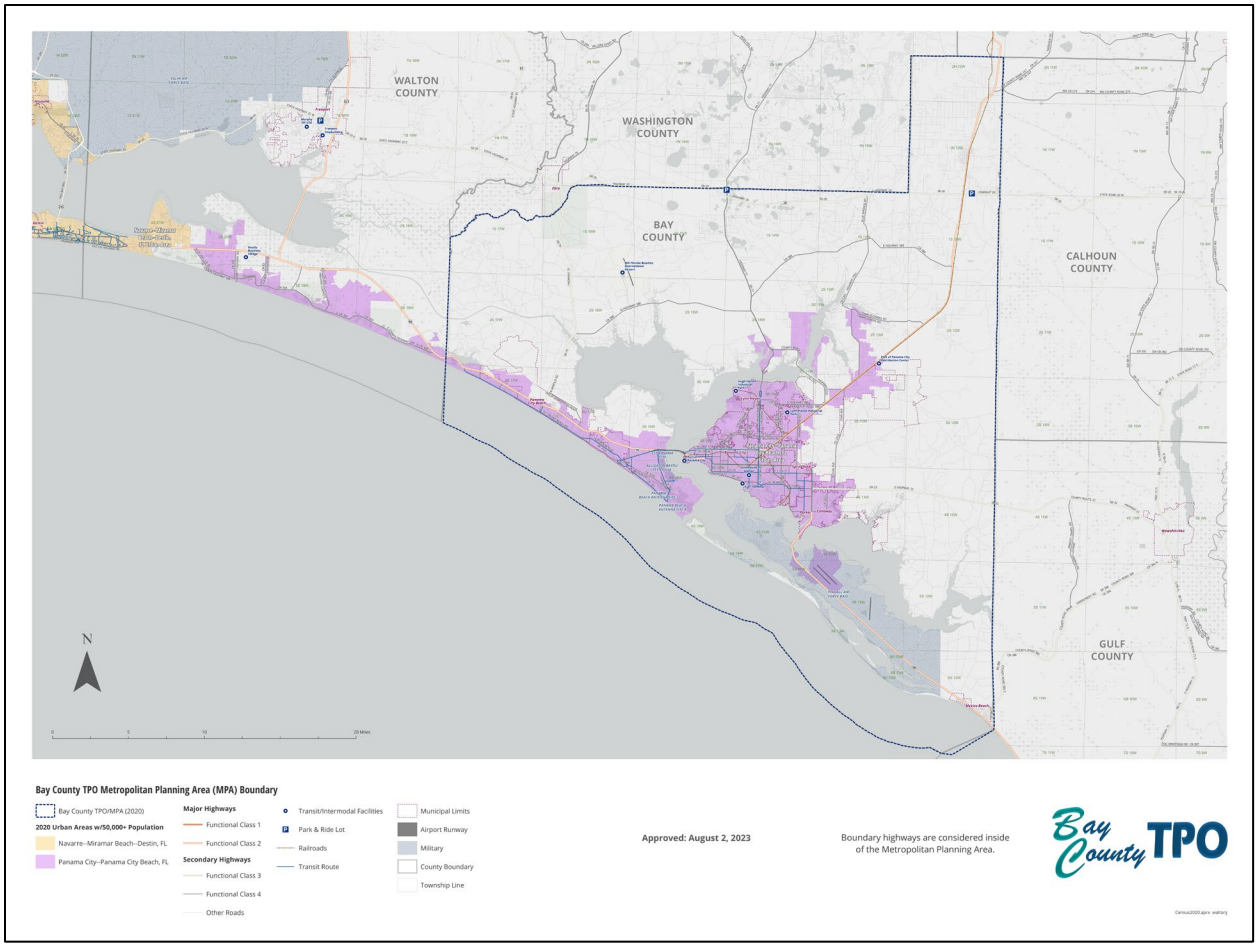


Figure 2: Bay County Transportation Planning Area

2.0 CMP GOALS AND OBJECTIVES

The goals and objectives for the CMP were developed to guide the process of monitoring congestion and improving the mobility of people and goods in the region. The vision and goals of the TPO's 2050 Long Range Transportation Plan (LRTP) set the conditions for the goals and objectives of the CMP. They are established based on the views of different authorities, agencies, and the public. The committee involved in the development of these goals had representation from the Florida Department of Transportation (FDOT), local government agencies, the general public, and stakeholders.

2.1 GOALS

The goals of the TPO's 2050 LRTP are the guiding principles of the CMP objectives. The goals adopted in February 2025 by the Bay Count TPO are found below in **Table 1.**

Table 1: Bay County 2050 LRTP Goals

Bay County 2050 Long Range Transportation Goals	
Goal 1:	A multi-modal transportation system that is safe.
Goal 2:	A multi-modal network of integrated transportation systems for the movement of people and goods.
Goal 3:	A multi-modal transportation system that is operated and maintained efficiently
Goal 4:	A multi-modal transportation system that protects, preserves, and enhances a high quality of life.
Goal 5:	A multi-modal transportation system that includes consistent, continuing, cooperative and comprehensive planning processes.
Goal 6:	A multi-modal transportation system that supports economic vitality.
Goal 7:	A multi-modal transportation system that provides for the security of residents, visitors, and commerce.
Goal 8:	A multi-modal transportation system that maintains acceptable roadway level of service on al major facilities.

2.2 OBJECTIVES AND CONGESTION MITIGATION STRATEGIES

According to the FHWA's *Congestion Management Process: A Guidebook*, objectives should have "SMART" characteristics: Specific, Measurable, Agreed, Realistic, and

Time-Bound. In addition, with the development of objectives, performance measures are also developed to assess whether the developed objectives have been attained.

The objectives reflect the region's view on congestion management and focus on measurable outcomes. The congestion management objectives for the Bay County TPO are identified in **Table 2.**

Table 2: Congestion Management Process Objectives and Congestion Mitigation Strategies

Objectives	Congestion Mitigation Strategies
Options to Reduce Travel Demand	Implementation of Transportation Demand Management (TDM) Strategies
	Increase Transit Use
	Decrease Vehicle Miles Traveled (VMT)
	Reduce Average Travel Time to Work
Improve Safety	Reduce Crash Rates and Facilities
Encourage Active Transportation Modes	Increase bicycle and pedestrian connectivity through additional facilities and improved facilities
Provide Reliable and Efficient Transportation Options	Improve the flow of traffic
	Improve capacity of roadways with inadequate LOS
System Preservation	Improve resurfacing practices to reach recommended resurfacing guidelines

2.3 OPPORTUNITY FOR IMPROVING CMP PERFORMANCE TARGETS ANALYSIS

The 2025 CMP Major Update includes recommended improvements for the CMP objectives, mitigation strategies, and performance measures. One key recommendation is that Performance Targets be identified and adopted prior to the next CMP Minor Update in 2026. **Table 5** outlines the data that was updated for this Major update.

Table 3, provides an overview of the CMP objectives used for this analysis, the performance measures reviewed, the data source of the analysis, and where these references can be found throughout the report.

Table 3: 2025 CMP Major Update Analysis Reference

CMP Objective	Performance Measure	Data Source Analysis	CMP Report Reference
Provide Options to Reduce Travel Demand	Increase participation in TDM programs	% Carpooled to Work	Table 5; Appendix B
	Increase transit usage	Public transportation annual passenger per revenue mile	Table 5
		Commute to Work Mode Split	Table 5; Appendix B
	Reduce Average Travel Time to Work	Commute to Work Travel Times	Table 5; Appendix B
Improve Safety	Reduce crash rates and fatalities	Annual serious injury crash rates	Table 5; Appendix B
		Annual # of Fatalities	Table 5; Appendix B
Encourage Active Transportation Modes	Increase bicycle and pedestrian connectivity through additional facilities and improved facilities	SHS Miles Pedestrian Facility Miles % Pedestrian Facility SHS Coverage Bicycle Facility Miles % Bicycle Facility SHS Coverage County Population Total Population of Census Block Groups within 1 mile of Bicycle Facilities % Population within 1 mile of Bicycle Facilities	Table 5
Provide Reliable and Efficient Transportation Options	Improve traffic flow	FDOT LOS Tables	Table 5; Appendix B
	Improve capacity of roadways with inadequate LOS		
System Preservation	Improve resurfacing practices to reach recommended resurfacing guidelines	# of Miles Resurfaced Annually	Table 5

3.0 AREA OF APPLICATION

The CMP report includes several modes of transportation including public transportation, bicycles, pedestrians, and freight. These modes are included to address the entire transportation network within the CMP.

3.1 CMP ROADWAY NETWORK

The CMP Roadway Network consists of roughly 450 miles of freeways (including tolled facilities), arterials, and collectors within the Bay County TPO. Residential and local roads are not included.

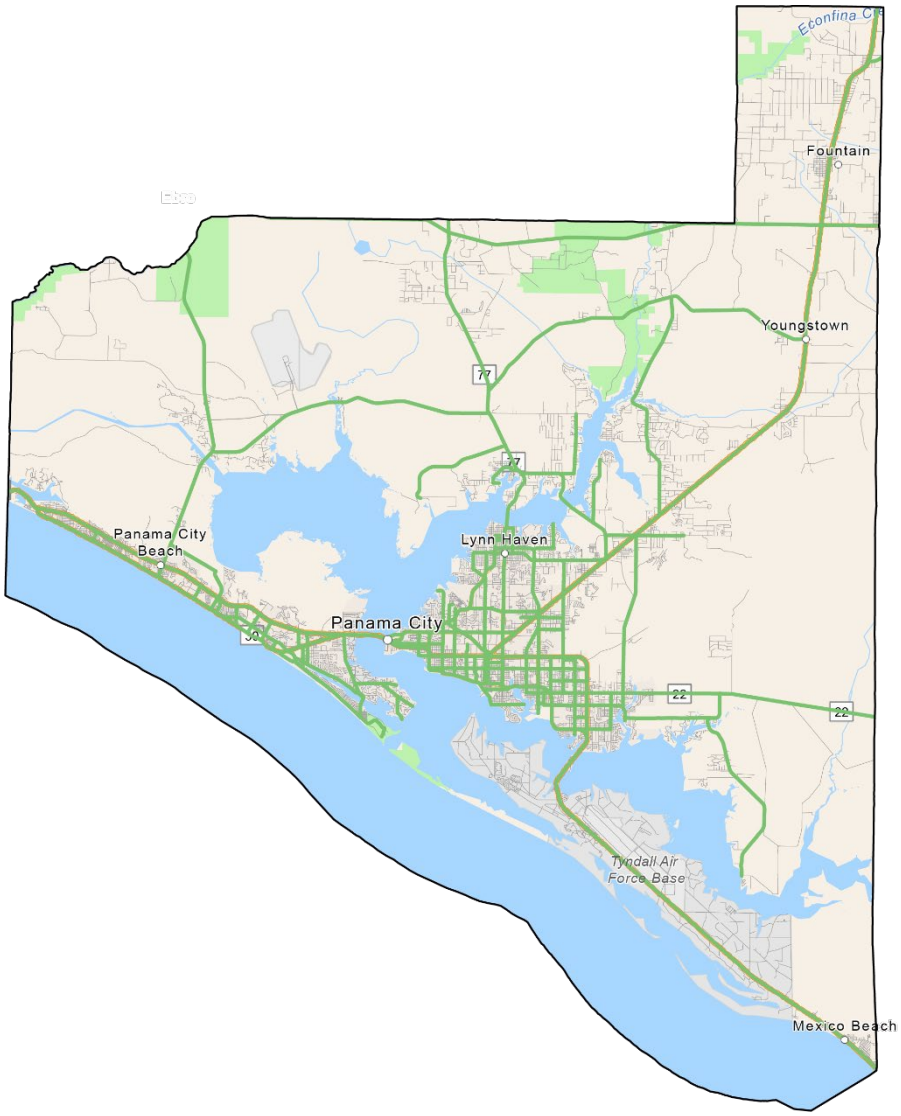


Figure 3: Bay County - CMP Roadway Network

3.2 CMP TRANSIT NETWORK

The Bay County Transit Network currently consists of the BayWay Public Transit System. The BayWay system has 7 fixed routes that cover roughly 89 miles within Panama City and Panama City Beach.

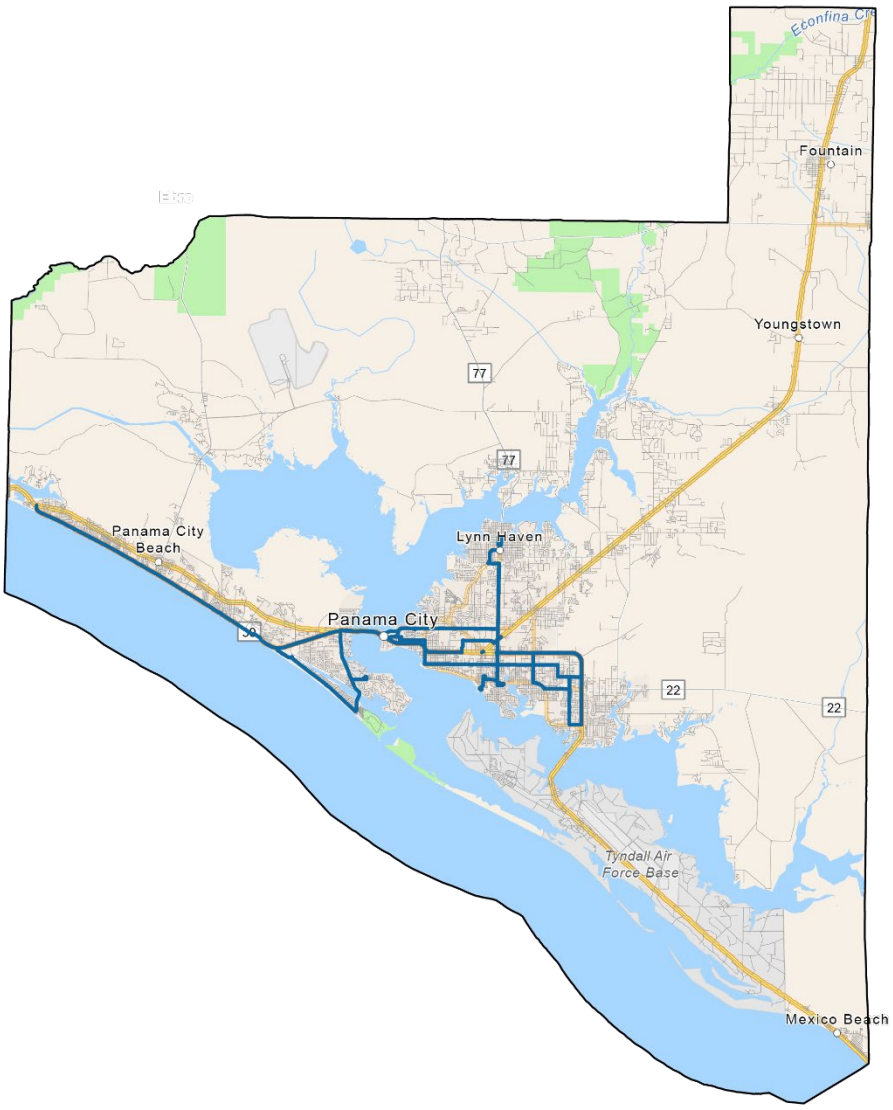


Figure 4: Bay County – CMP Transit Network

3.3 CMP BICYCLE & PEDESTRIAN FACILITY NETWORK

The CMP Bicycle and Pedestrian Facility Network consists of the following facility types:

- **Bike Lanes:** A portion of a roadway that has been designated by striping, signing, and pavement markings for the preferential or exclusive use of bicyclists
- **Shared-Use Paths:** These facilities usually consist of a paved multi-use path dedicated for non-motorized traffic.
- **Sidewalk:** The portion of a street or highway right-of-way developed for preferential or exclusive use by pedestrians, typically a concrete path.

The bicycle & pedestrian network is depicted in **Figure 5** below.

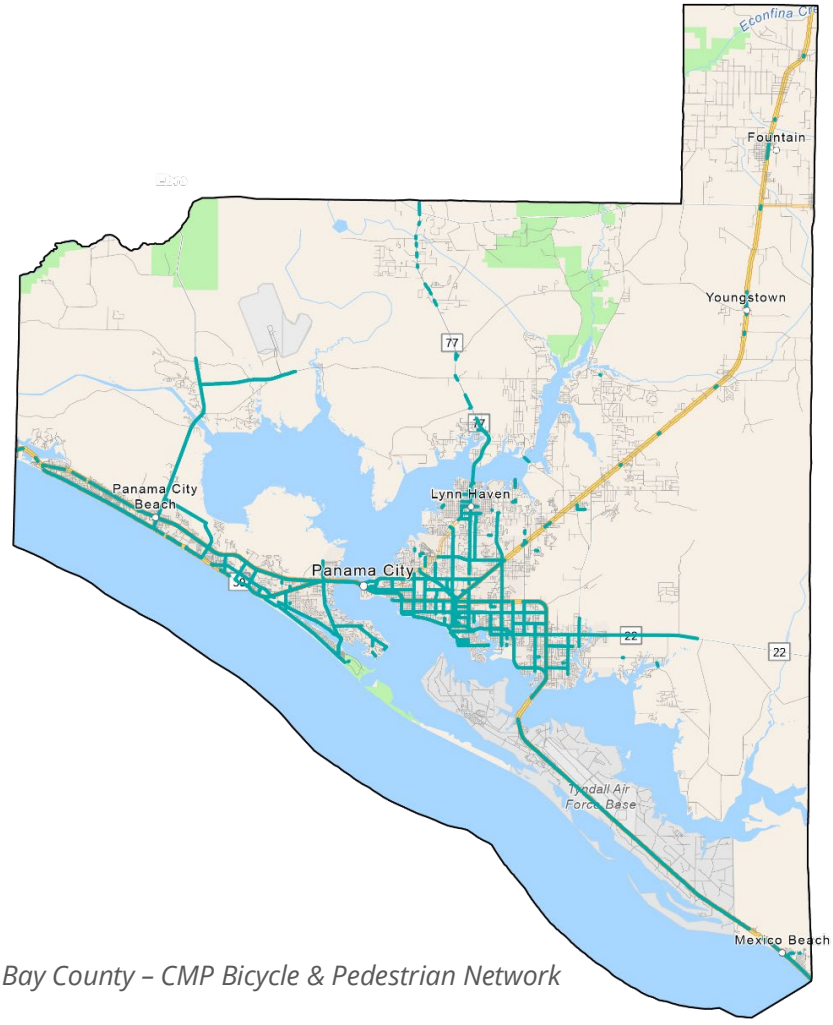
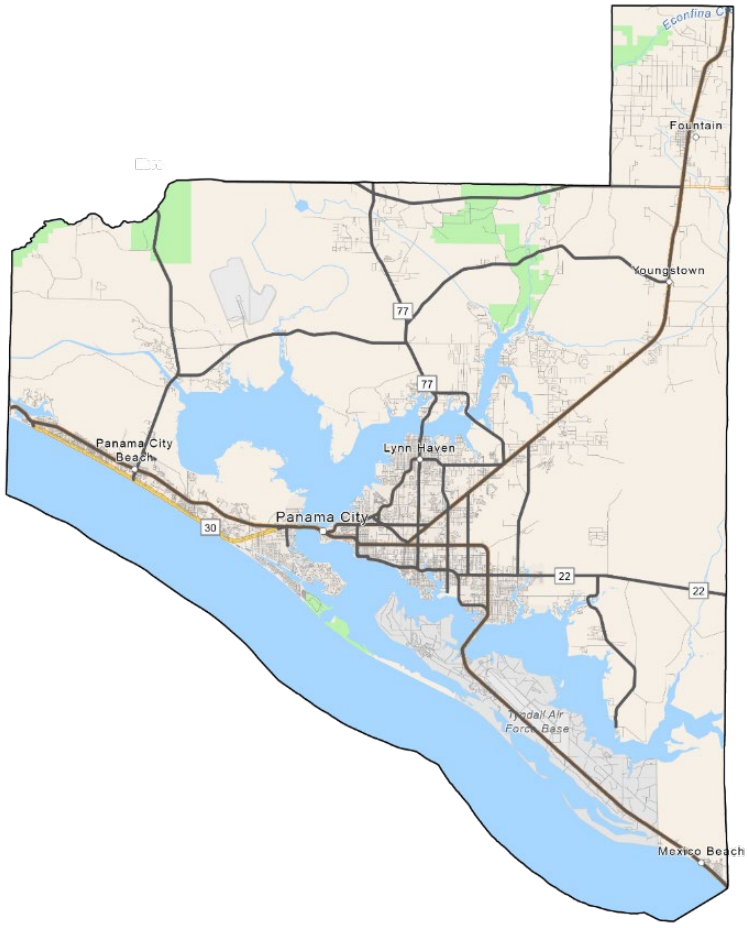


Figure 5: Bay County – CMP Bicycle & Pedestrian Network

3.4 CMP FREIGHT NETWORK

While there are other alternatives for moving goods, such as rail, water, and air cargo, the primary movement of goods in the area is done by truck.

The Bipartisan Infrastructure Law continued the National Highway Freight Program's (NHFP) funding features that were previously available under the Fixing America's Surface Transportation (FAST) Act. To receive funding under the NHFP (23 U.S.C 167), FDOT recently updated their Freight Mobility and Trade Plan[3], which evaluates freeways and highways with heavy truck traffic to determine improvements necessary for the movement of goods statewide. Error! Reference source not found. shows the freight network for Bay County. This includes the Strategic Intermodal System, roadways identified as Highways of Commerce, and other significant freight corridors within the county.



[3] FDOT - Freight Mobility & Trade Plan (October 2024)

4.0 PERFORMANCE MEASURES

Performance measurement is the process of collecting, analyzing, and reporting information regarding the performance of a system or component. The performance measures indicate the extent to which the plan for the CMP is fulfilling its objectives. They can identify, evaluate, and monitor congestion along the corridor and note which systems are meeting targets and goals.

Every performance measure within the 2050 Long Range Transportation Plan is tied to a corresponding congestion mitigation strategy. The performance measures and the mitigation strategies they are associated with can be found in **Table 4** below.

Table 4: Bay County CMP Performance Measures

Congestion Mitigation Strategy	Performance Measure
Implementation of Transportation Demand Management (TDM) Strategies	% Carpooled to work
Increase Transit Use	Public Transportation Annual Passenger Per Revenue Mile
	Commute to Work Mode Split
Decrease Vehicle Miles Traveled (VMT)	Commute to Work Travel Times
Reduce Average Travel Time to Work	
Reduce Crash Rates and Fatalities	Serious Injury Rates
	Fatality Rates
Increase bicycle and pedestrian connectivity through additional facilities and improved facilities	SHS Miles
	Pedestrian Facility Miles
	% Pedestrian Facility Coverage
	Bicycle Facility Miles
	% Bicycle Facility SHS Coverage
	Total Population of Census Block Groups within 1 mile of Bicycle Facilities
	% of Population within 1 mile of Bicycle Facilities
Improve the flow of traffic	% of Facilities with LOS D, E, or F
Improve the capacity of roadways with inadequate LOS	
Improve resurfacing practices to reach recommended resurfacing guidelines	# of Resurfacing Projects in TIP/Total Projects in TIP

4.1 LEVEL OF SERVICE PERFORMANCE

The CMP roadway networks' Level of Service (LOS) was previously used as a performance measure to determine the state of congestion on the CMP network and will continue to be used in this update.

The LOS analysis examines the quality of service along the corridor based on the daily traffic compared to daily maximum service volume and peak hour, peak direction maximum service volumes. The thresholds are determined by state and local governments, and the analysis is based off the FDOT 2023 *Multimodal Quality/Level of Service Handbook*[4] Generalized Service Volume Tables.

4.2 LEVEL OF SERVICE ANALYSIS METHODOLOGY

Annual Average Daily Traffic (AADT) counts collected by count stations along the roadway network are used to determine the amount of daily and peak hour traffic on state and local roadways. These traffic counts are used to determine LOS and to estimate the level of traffic using FDOT's Generalized Service Volume Tables. CMP LOS computations are intended for problem area identification rather than detailed operational or design analysis. The methodology used for the level of service analysis for this CMP update is described in FDOT's 2023 *Multimodal Quality/Level of Service Handbook*.

4.3 PERFORMANCE MEASURES FOR CONGESTION MITIGATION STRATEGIES

The Federal Highway Administration (FHWA) published a document titled *The Congestion Management Process: A Guidebook* which outlines the importance of developing multimodal performance measures within a CMP. To incorporate performance-based planning into this CMP major update, performance measures that will be used to assess the congestion mitigation strategies have been identified. These measures are specific, actionable, and speak directly to individual congestion management strategies.

[4] FDOT 2023 Multimodal Quality/Level of Service Handbook

4.4 DOCUMENTATION OF THE CONGESTION MANAGEMENT PROCESS

The documentation of the CMP takes place in the form of updates along with the TPO's LRTP update. The identified congested corridors will be considered in the LRTP as potential Corridor Management Plan projects if Right-of-Way for widening is cost prohibitive.

5.0 PERFORMANCE MONITORING PLAN

This step explains the process of collecting data, as it is essential to estimating the performance measures and tracking congestion over time. This process requires data collection needs, responsibilities, analysis techniques and performance reporting. In addition to tracking data, Performance Targets have been introduced within this iteration of the CMP to gauge how Bay County is performing relative to the TPO's goals.

5.1 DATA ACQUISITION PLAN

Accurate and dependable transportation data is required for the decision-making process. Data acquisition helps in understanding the process for identifying, planning, developing, and evaluating congestion mitigation strategies. Data acquisition plans are the adopted performance measures for congestion mitigation strategies.

5.1.1 Traffic Volume Data for Level of Service Tables

Traffic volumes are collected annually by FDOT at various locations throughout Florida and recorded using station numbers. This information by FDOT can be found in the FDOT Source Book[5]. The TPO obtains this information to update the CMP at both major and minor updates on an annual basis.

5.1.2 Crash Data

FDOT annually updates crash data for the State Highway System as well as county and local road crashes. This information can be obtained from the Florida Traffic

[5] The FDOT Source Book

Safety Dashboard or the Signal Four Analytics Dashboard[6]. This dashboard receives data from the Florida Department of Highway Safety and Motor Vehicles (FLHSMV). Data within the dashboard includes statistics on the number of fatal and serious injury crashes along with the total number of crashes that occurred.

5.1.3 Intelligent Transportation System and Operations Data

The Bay County TPO has adopted Intelligent Transportation System (ITS) technology as a congestion mitigation strategy to improve traffic flow, safety, air quality, and fuel efficiency when moving people and goods. Road weather management systems, dynamic speed display signs, curve warning systems, closed-circuit television, and dynamic message signs are used to collect and provide this information within the TPO area. Bay County Advanced Transportation Management Center (TMC) is located at the government center on 11th Street in Panama City.

5.1.4 Speed and Travel Time Data

Travel time and speed data can be collected using GPS technology with ITS probe vehicle techniques. These ITS probe vehicles can be anything from personal and commercial vehicles to public transit vehicles and are not used exclusively with the intent of data collection.

5.1.5 Travel Survey Data

Travel survey data can be obtained from the American Community Survey (ACS) by the U.S. Census Bureau. The ACS is an on-going survey that includes questions about how people travel, including means of transportation to work and travel time to work.

5.1.6 Travel Demand Model Data

The Northwest Florida Regional Planning Model (NWFRPM) is used by the TPO to analyze the trends from current to future years. This travel demand model data can be used to forecast future roadway capacities based on both socioeconomic and vehicular and non-motorized travel data.

[6] Florida Traffic Safety Dashboard – Signal Four Analytics

5.2 PERFORMANCE MEASURE ASSESSMENT

An analysis for each of the Performance Measures identified for the 2050 Congestion Management Process was completed. The updated values found through this update were then compared to the Performance Targets that have been identified by the Bay County TPO. A complete list of the data gathered for this update as well as data gathered in previous major and minor updates can be seen in **Table 5** below.

Individual analysis of specific Performance Measures can be found in **Appendix B**.

Table 5: Congestion Management Process – Performance Measures and Performance Targets

Performance Measure	2018	2019	2020	2021	2022	2023 Update	Performance Target
% of Workers 16 and over who Car, Truck, or Van-Pooled to work	10.4%	10.4%	10.8%	10.9%	11.1%	**11.0%**	**≥ 10.5% carpooled to work**
Commute to Work Mode Split	81.5%	82.3%	80.7%	77.8%	74.6%	**75.2%**	**≤ 75.0% Drove Alone**
Commute to Work Travel Times (30 mins or less)	69.3%	61.4%	67.0%	66.1%	67.6%	**68.5%**	**≥ 70% travel 30 mins or Less**
SHS Miles	208.8	208.8	208.8	203.8	208.8	**246.5 Miles**	**≥ 246 Miles**
% Pedestrian Facility SHS Coverage	36.2%	36.2%	36.3%	36.3%	37.3%	**60.1%**	**≥ 45.0%**
Pedestrian Facility Miles	75.6	75.6	75.8	74.5	77.7	**148.2 Miles**	**≥ 110 Miles**
% Bicycle Facility SHS Coverage	27.3%	27.3%	27.3%	24.3%	22.3%	**60.6%**	**≥ 50.0%**
Bicycle Facility Miles	56.9	56.9	57.1	49.7	46.4	**149.6 Miles**	**≥ 123 Miles**
Passengers per Revenue Mile	-	0.817	0.613	0.584	0.614	**0.51**	**0.7 Passenger per Revenue Mile**
Serious Injury Rates per Annual 100 Million Vehicle Miles of Travel (MVMT)	11.162	10.449	9.278	8.596	7.724	**7.18**	**0 Serious Injuries per Annual 100 MVMT**

Performance Measure	2018	2019	2020	2021	2022	2023 Update	Performance Target
Fatality Rates per Annual 100 MVMT	1.601	1.584	1.617	1.665	1.829	**1.17**	**0 Fatalities per Annual 100 MVMT**
% Population in Census Block Groups within 1 mile of Bicycle Facilities	85.1%	84.6%	84.4%	81.6%	79.6%	**100%**	**≥ 90.0% of Population**
% of facilities with LOS D, E, or F	30%	21%	21%	-	-	**24.5%**	**≤ 30% of facilities with LOS D, E, or F**
# of Resurfacing Projects in TIP/Total Projects in TIP	5.4%	6.2%	8.7%	10.5%	12.2%	**10.5%**	**≥ 10.0% of Resurfacing Projects in TIP**

6.0 CORRIDOR MANAGEMENT PROCESS PLAN

The corridor management process focuses on certain goals and objectives. The congestion management process plan focuses mainly on congested spots and corridors unlike Transportation System Management and Operation (TSM&O) strategies which look at performance from a system perspective for the entire transportation system.

6.1 CORRIDOR MANAGEMENT PLANNING FOR CONSTRAINED FACILITES

The Bay County TPO has not funded Corridor Management Plans recently, but included the following 3 projects in the 2045 LRTP Needs Plan for Multimodal Improvements:

- 23rd Street from SR 390 to US 231
- 15th Street from 23rd Street to Transmitter Road
- Business 98 from US 98 to US 231
- 11th Street from MLK Boulevard to Tyndall Parkway
- MLK Boulevard from 15th Street to Business 98
- Harrison Avenue from 15th Street to Government Street
- SR 77 from SR 390 to 23rd Street

- Transmitter Road from Wewa Highway to US 98]
- Wewa Highway from Business 98 to Tyndall Parkway
- Harvard Boulevard Sidewalks from SR 390 to Issac Byrd Park
- Cherry Street Sidewalks from Tyndall Parkway to Business 98
- Sherman Avenue Sidewalks from 11th Street to 15th Street
- Star Avenue Bike Lane from Wewa Highway to US 231

The Community Redevelopment Projects listed below were included in the 2045 Bay County TPO LRTP Needs Plan. It is anticipated such improvements will also be included in the 2050 Bay County TPO LRTP Needs Plan.

- US 98A (Front Beach Road)
- US 98A (Front Beach Road) Segment 3
- South Arnold Road (former SR 79)

7.0 MONITORING STRATEGY EFFECTIVENESS

Monitoring strategy effectiveness is the final step of the CMP. This step helps in implementation of the CMP and evaluates whether the CMP objectives were attained or not. If the expected benefits fall short of the anticipated impact, then it helps to identify the congested corridors in the subsequent CMP update and improve the strategies. The CMP strategies are monitored on an annual basis by updating the information found in **Table 5** with the most recently available data and information.

7.1 DOCUMENTATION OF EFFECTIVENESS

Once the congestion management strategies are applied to a congested corridor, it is evaluated for its effectiveness. CMP strategies are evaluated on the basis of potential benefits to congestion relief, but certain strategies may have benefits beyond reducing congestion. The data used for this evaluation is summarized in **Table 5**.

7.2 MONITORING AND TRACKING

Along with the CMP update, the effectiveness of the congestion management strategies will be monitored and tracked. Identification of trends becomes simpler

as more data is compared and analyzed over time. The comparative study of previous versions of the CMP to the latest one will show a clear picture of the impacts of these strategies. This comparison and analysis of the effectiveness of the strategies is carried out by the LRTP steering committee every five years during the CMP major update.

7.2.1 Congestion Management Strategy Analysis

Bay County TPO has utilized a common group of strategies during the last few CMPs which include encouraging mode shift, improving safety, reducing low Levels of Service (LOS), and increasing maintenance of the system. Over the past five years the region has seen an improvement in mode shift which is shown by increased carpooling levels, decreased single occupant trips, and greater coverage of bicycle and pedestrian infrastructure. Strategies to reduce low LOS roads, increase system maintenance, and improve safety have also been effective in the region. In comparison, strategies to reduce commute times have had mixed results and others to increase transit usage have not been effective.

Overall, the TPO's congestion management strategies appear to be generally effective in the region. The TPO should continue to monitor and track effectiveness between cycles so that programs and funding can be adjusted as needed. In addition, before and after comparative studies of major projects primarily focused on reducing congestion should also be conducted to ensure that the region is accomplishing the goals set in this plan.

8.0 IMPLEMENTATION MANAGEMENT

To coordinate with various activities in a timely manner and to provide a high-quality product, the CMP must maintain an implementation and management plan. To provide quality information and to produce the desired results, different agencies should be in sync to ensure proper functionality of the CMP. The implementation and management plan helps the CMP to incorporate the latest data and technological trends into the document. As the CMP is an integral part of the TPO's LRTP, it goes through a major update every five years along with the LRTP. It is recommended that the congested spots and corridors be studied,

monitored, updated and calibrated as per the effectiveness of any new congestion-related issues arising along the corridors.

8.1 LINKAGE BETWEEN THE CONGESTION MANAGEMENT PROCESS AND NEPA

National Environmental Policy Act (NEPA) process is applicable to all highway and transit projects that utilize federal funds. NEPA related issues can be addressed as NEPA requirements are reflected in the FDOT's Project Development and Environment (PD&E) study. Several congestion management strategies are considered for roadway improvements in a PD&E study as part of the no-build alternative which is evaluated along with one or more build alternatives. The effectiveness of these strategies in addressing the purpose and need of the project is evaluated at this point. Environmental Commitments made during the NEPA process are tracked by FDOT in the Statewide Environmental Project Tracker (SWEPT) system and locally in FDOT District 3 Project Suite Enterprise Edition (PSEE) application.

8.2 LINKAGE BETWEEN THE INTELLIGENT TRANSPORTATION SYSTEM MANAGEMENT SYSTEMS AND THE CMP

ITS uses technology to improve traffic flow, safety, air quality, and fuel efficiency when moving people and goods. The CMP identifies the current and future needs of the area to make the existing infrastructure and systems work. FDOT has established the *Transportation Systems Management & Operations 2017 Strategic Plan*[7] (August 2017) with a mission to enhance the safety, efficiency, and reliability of Florida's transportation system. The Bay County TPO adopted the Regional Intelligent Transportation Systems (ITS) Plan[8] with two other TPO's in Northwest Florida. In addition, the Bay County Public Works Department includes a Traffic Engineering section, which oversees traffic management and countywide ITS efforts through their Traffic Management Center. These efforts include sign and signal management, as well as a traffic monitoring and alerts program.

[7] TSM&O 2017 Strategic Plan
[8] Regional Intelligent Transportation Systems (ITS) Plan

8.3 INTEGRATION WITH THE LONG-RANGE TRANSPORTATION PLAN (LRTP) AND THE TRANSPORTATION IMPROVEMENT PROGRAM (TIP)

Bay County TPO uses the CMP as an integral part of the planning process, including the LRTP and the TIP. The LRTP, with the use of the CMP and the Northwest Florida Regional Transportation Model, analyzes existing and future deficiencies. The TIP includes Panama City Beach CRA projects that are funded. Additionally, FDOT has funded lighting and Transportation System Management projects in the TIP that improve safety and traffic congestion.

CMP improvements can also be implemented through resurfacing projects and local municipalities. Local municipalities should also review the LRTP Needs Plan for new roadways and consider implementing Corridor Preservation Ordinances in their jurisdictions to reduce future right-of-way costs.

8.4 INTEGRATION WITH THE PUBLIC INVOLVEMENT PLAN (PIP)

The TPO's public involvement team aims to achieve optimum engagement of the public when developing major planning documents and programs. This process is outlined in the TPO's Public Involvement Plan. Before the planning process begins, quality public participation is solicited and continues throughout the process, helping to alleviate, and mitigate project impacts, while providing the best solutions.

The primary goals of the Bay County TPO PPP are to:

1. **Inform the Public:** Inform the public and promote public participation with the help of available resources, provide information regarding opportunities and ways to participate in the transportation decision making process.
2. **Involve the Public:** Involve the public in the transportation decision making process so that everyone in the community feels a sense of ownership in the ideas and nobody feels left out of the process.
3. **Include the Public:** Reach out to everyone in the community to increase participation irrespective of the geography, organization and demography of the community under the TPO study area.

Members of the public can also participate and comment on the CMP by attending the TPO and Advisory Committee Meetings and the Long-Range Transportation Plan Steering Committee Meetings where the CMP is an agenda item at these advertised meetings. Members of the public can also provide comments when the draft CMP is posted on the web site when the Transportation Manager e-mails the link to the TPO and Advisory Committees as well as interested parties.

8.5 IMPLEMENTATIOIN RESPONSIBILITIES

Depending upon the recommendations in the next major update to the plan for the CMP, funding responsibilities will be sent to the Bay County TPO, FDOT or local governments for potential implementation.

8.6 INVOLVEMENT AND ROLE OF DECISION MAKERS

There are several key decision makers in in the planning process which include various transportation, land use and commuter service agencies. Representatives from these different agencies form a Technical Coordinating Committee (TCC). The TCC serves as a backdrop for these agencies to contribute their comments and opinions on the draft plan for the CMP. Upon its approval, the TCC and Citizen's Advisory Committee (CAC) will formally make their recommendations to the TPO for actions regarding the CMP.

8.6.1 Agency Involvement

Representatives of the following agencies constitute the TPO's TCC:

- Bay County
- Bay County School District
- City of Callaway
- City of Lynn Haven
- City of Panama City
- City of Panama City Beach
- City of Parker
- Naval Coastal Systems Station
- Northwest Florida Beaches Int. Airport
- Port of Panama City
- Tyndall Air Force Base

8.6.2 Elected Official Involvement

The Bay County TPO representatives include city and county elected officials within the urbanized area. There are 18 members serving on the TPO's board. The breakdown can be seen in **Table 6.** The TPO is provided the opportunity to review and comment on drafted documents and final documents before approval. Since the plan for the CMP is included in the LRTP, the TPO will also review the list of proposed projects recommended to mitigate congestion.

Table 6: Bay County TPO Representatives

Name	Email	Title	Municipality
Allan Branch	abranch@panamacity.gov	Mayor	Panama City
Brian Grainger	bgrainger@panamacity.gov	Commissioner	Panama City
Clair Pease	cpease@baycountyfl.gov	Commissioner	Bay County
Daniel Raffield	draffield@baycountfl.gov	Commissioner	Bay County
David Griggs	commissionergriggs@cityofcallaway.com	Commissioner	Callaway
Doug Crosby	dcrosby@baycountyfl.gov	Commissioner	Bay County
Doug Moore	dmoore@baycountyfl.gov	Commissioner	Bay County
Jack Griffis	jgriffis@springfield.fl.gov	Commissioner	Springfield
Janice Lucas	jlucas@panamacity.gov	Commissioner	Panama City
Jerry Smith	j.smith@mexicobeachgov.com	Councilmember	Mexico Beach
Josh Street	jstreet@pcgov.org	Commissioner	Panama City
Judy Vandergrift	comm_vandergrift@cityoflynnhaven.com	Commissioner	Lynn Haven
Mary Coburn	mary.coburn@pcbfl.gov	Councilmember	Panama City Beach
Pamn Henderson, Chair	mayor@cityofcallaway.com	Mayor	Callaway
Pat Perno	comm_perno@cityoflynnhaven.com	Commissioner	Lynn Haven
Paul Casto	paul.casto@pcb.gov	Councilmember	Panama City Beach
Robbie Huges	rhughes@panamacity.gov	Commissioner	Panama City
Robert Carroll, Vice-Chair	rcarroll@baycountyfl.gov	Commissioner	Bay County

9.0 CONCLUSION & NEXT STEPS

The CMP Major Update takes place every five years to coincide with the LRTP update. This document reflects the CMP Major Update for the 2050 LRTP and reviews specific CMP strategies and projects (such as congested areas and corridors) as a part of the overall identification of opportunities for process improvement.

A minor update takes place on an annual basis and is documented through the CMP minor update report to coordinate its implementation with TIP development. The annual minor CMP update reflects the accomplishments in terms of congestion mitigation expected by the TPO by evaluating the Performance Measures and LOS Tables. The performance measures tracking (**Table 5**) is also updated annually as part of the minor CMP update.

As a next step in the Bay County TPO's overall CMP efforts, it is recommended that the next Major Update of the CMP include:

1. Continued Performance Measure Tracking & Analysis of Performance Targets for the most recent 5 years of available data

Table 7 describes each CMP Objective and the associated Mitigation Strategy to achieve that objective. In this update of the CMP, Performance Measures have associated Performance Targets that are also displayed in the table below. Finally, **Table 7** summarizes key policy recommendations that would serve as the building blocks for each Mitigation Strategy and are for the consideration of the TPO decision-makers during the next major update.

Table 7: Objectives, Mitigation Strategies, and Performance Measures

CMP Objectives	Congestion Mitigation Strategy	Performance Measure	Performance Target	Policy Recommendations
Provide Options to Reduce Travel Demand	Implementation of Transportation Demand Management (TDM) Strategies	% Carpooled to work	≥ ≥ 10.5% carpooled to work	• Provide dedicated resources to support TDM program activities and annual reporting • Provide dedicated resources to promote the use of transit
	Increase transit usage	Public Transportation Annual Passenger Per Revenue Mile	0.7 Passenger per Revenue Mile	
		Commute to Work Mode Split	≤ 75.0% Drove Alone	
	Decrease Vehicle Miles Traveled (VMT)	Commute to Work Travel Times	≥ 70% a Half Hour or Less	
	Reduce average travel time to work			
Improve Safety	Reduce crash rates and fatalities	Serious Injury Rates	0 Serious Injuries per Annual 100 MVMT	• Include immediate safety needs in short-term funding priorities
		Fatality Rates	0 Fatalities per Annual 100 MVMT	
Encourage Active Transportation Modes	Increase bicycle and pedestrian connectivity through additional facilities and improved facilities	SHS Miles	≥ 246 Miles	• Continue to provide funding for separated bicycle and pedestrian facilities
		Pedestrian Facility Miles	≥ 110 Miles	
		% Pedestrian Facility Coverage	≥ 45.0%	
		Bicycle Facility Miles	≥ 123 Miles	
		% Bicycle Facility SHS Coverage	≥ 50.0%	
		% of Population within 1 mile of Bicycle Facilities	≥ 90.0% of Population	
Provide Reliable and Efficient Transportation Options	Improve the flow of traffic	% of Facilities with LOS D, E, or F	≤ 30% of facilities with LOS D, E, or F	• Prioritize projects with LOS F • Prioritize low-cost, operational improvements that will reduce congestion
	Improve the capacity of roadways with inadequate LOS			
System Preservation	Improve resurfacing practices to reach recommended resurfacing guidelines	# of Resurfacing Projects in TIP/Total Projects in TIP	≥ 10.0% of Resurfacing Projects in TIP	• Dedicate resources and funding to meet resurfacing needs on the recommended annual cycle

APPENDIX A

Appendix A lists the federal laws and regulation requirements for the CMP along with the corresponding section that addresses each requirement.

Table 8: Federal Laws and Regulations

Requirement		CMP Section
23 CFR § 450.322		
(a)	Address congestion management through a process that provides for safe and effective integrated management and operation of the multimodal transportation system.	5
(b)	Result in multimodal system performance measures and strategies that can be reflected in the metropolitan transportation plan and the TIP.	7
(c)	Consideration should be given to strategies that manage demand, reduce single occupant vehicle (SOV) travel, improve transportation system management and operations, and improve efficient service integration within and across modes, including highway, transit, passenger and freight rail operations, and non-motorized transport.	5
(d)	Developed, established, and implemented as part of the metropolitan transportation planning process that includes coordination with transportation system management and operations activities.	8
(1)	Methods to monitor and evaluate the performance of the multimodal transportation system, identify the underlying causes of recurring and non-recurring congestion, identify and evaluate alternative strategies, provide information supporting the implementation of actions, and evaluate the effectiveness of implemented actions;	5,7, & 8
(2)	Definition of congestion management objectives and appropriate performance measures to assess the extent of congestion and support the evaluation of the effectiveness of congestion reduction and mobility enhancement strategies for the movement of people and goods.	1
(3)	Establishment of a coordinated program for data collection and system performance monitoring to define the extent and duration of congestion, to contribute in determining the causes of congestion, and evaluate the efficiency and effectiveness of implemented actions.	5
(4)	Identification and evaluation of the anticipated performance and expected benefits of appropriate congestion management strategies that will contribute to the more effective use and improved safety of existing and future transportation systems based on the established performance measures.	5

(i)	Demand management measures, including growth management, and congestion pricing.	5
(ii)	Traffic operational improvements.	5
(iii)	Public transportation improvements.	3
(iv)	ITS technologies as related to the regional ITS architecture.	5
(v)	Where necessary, additional system capacity.	5
(5)	Identification of an implementation schedule, implementation responsibilities, and possible funding sources for each strategy (or combination of strategies) proposed for implementation.	8
(6)	Implementation of a process for periodic assessment of the effectiveness of implemented strategies, in terms of the areas established performance measures.	8
(e)	In a TMA designated as nonattainment area for ozone or carbon monoxide pursuant to the Clean Air Act, Federal funds may not be programmed for any project that will result in a significant increase in the carrying capacity for SOVs (i.e., a new general purpose highway on a new location or adding general purpose lanes, with the exception of safety improvements or the elimination of bottlenecks), unless the project is addressed through a congestion management process meeting the requirements of this section.	Not applicable – Bay County TPO is in attainment and is not a TMA.
(f)	In TMAs designated as nonattainment for ozone or carbon monoxide, the congestion management process shall provide an appropriate analysis of reasonable (including multimodal) travel demand reduction and operational management strategies for the corridor in which a project that will result in a significant increase in capacity for SOVs (as described in paragraph (d) of this section) is proposed to be advanced with Federal funds.	Not applicable – Bay County TPO is in attainment and is not a TMA.
(g)	State laws, rules, or regulations pertaining to congestion management systems or programs may constitute the congestion management process, if the FHWA and the FTA find that the State laws, rules, or regulations are consistent with, and fulfill the intent of, the purposes of 23 U.S.C. 134 and 49 U.S.C. 5303.	1
(h)	A MPO serving a TMA may develop a plan that includes projects and strategies that will be considered in the TIP of such MPO.	7 & 8
(1)(i)	Such plan shall: Develop regional goals to reduce vehicle miles traveled during peak commuting hours and improve transportation connections between areas with high job concentration and areas with high concentrations of low-income households;	5
(ii)	Identify existing public transportation services, employer based commuter programs, and other existing transportation services that support access to jobs in the region; and	3
(iii)	Identify proposed projects and programs to reduce congestion and increase job access opportunities.	6
(2)	Consult with employers, private and nonprofit providers of public transportation, transportation management organizations, and organizations that provide job access reverse commute projects or job-related services to low-income individuals.	8

F.S. 229.175		
(6) (c) (1)	Prepare a congestion management system for the metropolitan area.	1-9

APPENDIX B

Level of Service Analysis

A level of service analysis was completed on all major state and county roads of Bay County consistent with the methodologies in the FDOT 2023 *Quality/Level of Service Handbook* and the Generalized Service Volume Tables. The analysis outlined the annual average daily traffic (AADT), peak hour peak direction volume, and LOS. It also incorporates an analysis of the maximum service volume, which is the capacity of each facility operating at the LOS level.

Figure 7 highlights the Bay County roadway segments that are operating below the adopted level of service in 2023 and **Table 9** lists all roadway segments operating below LOS D.

Table 9: Roadway Segments Operating Below LOS D

Road Name	LOS	From	To
Back Beach Rd	F	Cobb Rd	Manistee Dr
Back Beach Rd	D	Manistee Dr	Highway 79
Back Beach Rd	D	Mandy Ln	Pier Park Dr
Back Beach Rd	F	Pier Park Dr	Front Beach Rd
Beck Ave	D	Bay Line Railroad	W 10th St
Chestnut Ave	D	W 10th St	W 9th St
E 14th St/E Hwy 390	D	Ohio Ave	Delaware Ave
E 3rd St	D	Hwy 98 Bus	Transmitter Rd
Frankford Ave	D	W 9th St	W Beach Dr
Front Beach Road	D	Hills Rd	Crane St
Front Beach Road	D	Lantana St	Azalea St
Highway 231	D	E 23rd St	Highway 390
Highway 388	D	W Bay Pkwy	Highway 77
Highway 77	D	Liberty Ave	Grassy Point Rd
N East Ave	D	Highway 231	Sherman Ave
Ohio Ave	D	4th St	18th St
Tracy Ln	D	N Tyndall Pkwy	N Star Ave
Transmitter Rd	D	Game Farm Rd	US Hwy 98
US Hwy 98	F	Back Beach Rd	W Hathaway Bridge
US Hwy 98	D	W Hathaway Bridge	Moody Ave
US Hwy 98	E	Moody Ave	Bay Line Railroad

Road Name	LOS	From	To
US Hwy 98	F	Bay Line Railroad	Michigan Ave
US Hwy 98	E	Michigan Ave	Frankford Ave
US Hwy 98	D	Frankford Ave	Harrison Ave
US Hwy 98	D	Transmitter Rd	E 11th St
US Hwy 98	F	E 11th St	E Highway 22
US Hwy 98	D	E Highway 22	Boat Race Rd
W 10th St	D	Beck Ave	Chestnut Ave
W 23rd St	D	Mound Ave	Beck Ave
W 23rd St	D	Airport Rd	Jenkins Ave
W 6th St	D	W Beach Dr	N Cove Blvd
W 9th St	D	Chestnut Ave	Frankford Ave
W Beach Dr	D	Frankford Ave	W 6th St
W Hwy 390	D	Frankford Ave	Lisenby Ave
W Hwy 390	F	Lisenby Ave	Bluestem St
W Hwy 390	D	Bluestem St	Ohio Ave



Figure 6: Roadways within Bay County at LOS Level D or lower

Safety Analysis

The FDOT annually collects crash information for each Florida County. FDOT provides guidance for calculating a roadway segment's crash rate using the following formula:

$$Crash\ Rate = \frac{Total\ Number\ of\ Crashes\ x\ 1{,}000{,}000}{Number\ of\ Days\ x\ AADT\ x\ Number\ of\ Years\ x\ Segment\ Length}$$

Using the crash rate formula and the Florida Traffic Safety Dashboard database, the safety of a roadway can be analyzed. The amount of traffic on the segment is directly proportional to the frequency of crashes occurring on the roadway segment. **Table 10** displays the change in both fatal and serious injury crash rates between 2018 to 2023.

Table 10: Serious Injury and Fatal Crash Rates per Annual 100 MVMT

	2018	2019	2020	2021	2022	2023
Serious-Injury Crash Rate	11.162	10.449	9.278	8.596	7.724	**7.18**
Fatal Crash rate	1.601	1.584	1.617	1.665	1.829	**1.17**

Traffic fatalities are published annually by the National Highway Traffic Safety Administration (NHTSA). Traffic fatalities by counties can be found in their reports. **Figure 7** below illustrates the traffic fatalities in Bay County from 2019 through 2023.

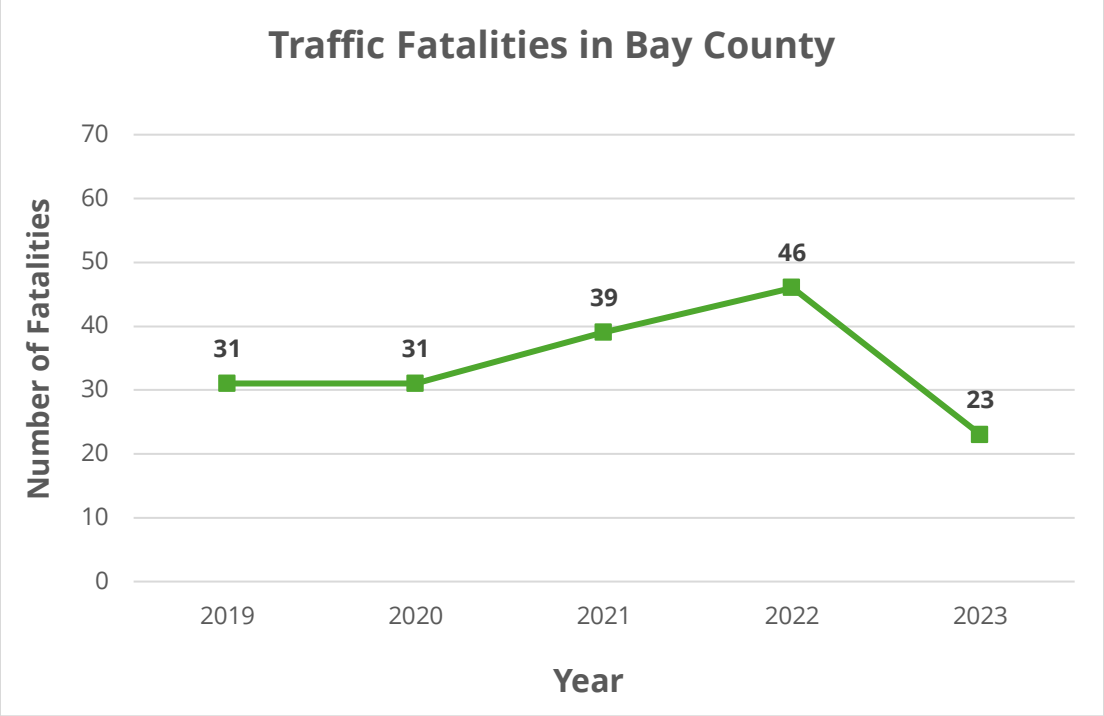


Figure 7: Traffic Fatalities in Bay County

Behavioral Analysis

Means of Transportation to Work

American Community Survey (ACS) reports the means of transportation used by workers 16 years and older to travel to work. The survey bifurcates the means of transportation into various modes such as automobile, walk, bike, public

transportation, taxicab, motorcycle, or other means. The report also includes whether they worked from home, carpooled, or drove alone.

Table 11 illustrates the outcome for the survey conducted in Bay County during the five-year period from 2018 – 2023. As mentioned by the ACS, the margin of error may be up to five percent of the measures. **Table 11** shows that the use of car, truck, or vans saw a decrease of 4.6 percentage points from 2018 to 2023 and an increase of 5.5 percentage points in workers working from home over the same period.

Table 11: Means of Transportation to Work for Bay County, 2018-2023

Means of Transportation	2018	2019	2020	2021	2022	2023	2018 – 2023 Change
Car, Truck, or Van	90.9%	92.7%	91.5%	87.3%	85.0%	**86.3%**	**- 4.6**
Drove Alone	81.5%	82.3%	80.7%	77.8%	74.6%	**75.2%**	**- 6.3**
Carpooled	9.4%	10.4%	10.8%	9.5%	10.4%	**11.0%**	**+ 1.6**
In 2 Person Carpool	6.5%	7.5%	8.1%	6.5%	6.5%	**8.8%**	**+ 2.3**
In 3 Person Carpool	2.0%	1.3%	1.6%	1.7%	2.5%	**1.2%**	**- 0.8**
In 4 or more Person Carpool	0.8%	1.6%	1.1%	1.3%	1.3%	**1.1%**	**+ 0.3**
Public Transportation (excluding taxi)	0.7%	0.9%	0.8%	0.1%	1.0%	**0.7%**	**0.0**
Walked	2.3%	0.9%	0.9%	1.2%	1.0%	**1.6%**	**- 0.7**
Bicycle	0.5%	0.0%	0.3%	0.1%	0.3%	**0.6%**	**+ 0.1**
Taxicab, motorcycle, or other means	1.9%	1.1%	1.4%	1.5%	1.0%	**1.6%**	**- 0.3**
Worked at Home	3.8%	4.4%	5.1%	9.8%	11.8%	**9.3%**	**+ 5.5**

Travel Time to Work

Also reported by the ACS is travel time to work. **Table 12** shows changes in the travel time for workers 16 years and over who did not work from home from 2018 – 2023 in Bay County. While the distribution of travel times has changed between 2018 and 2023, the average commute time has remained at 23.8 minutes. It is

important to note that the margin of error may be up to five percent for the ACS measures.

Table 12: Travel Time to Work for Bay County, 2018 - 2023

Travel Time to Work	2018	2019	2020	2021	2022	2023	2018 – 2023 Change
Less than 10 minutes	12.8%	12.3%	13.2%	15.8%	10.1%	**16.2%**	**+ 3.4**
10 to 14 minutes	15.4%	13.2%	15.2%	10.9%	17.9%	**13.5%**	**- 1.9**
15 to 10 minutes	18.9%	15.2%	18.2%	20.5%	19.5%	**18.1%**	**- 0.8**
20 to 24 minutes	13.7%	16.2%	15.0%	12.9%	14.2%	**13.8%**	**+ 0.1**
25 to 29 minutes	8.5%	4.5%	5.4%	6.0%	5.9%	**6.9%**	**- 1.6**
30 to 34 minutes	14.3%	17.9%	15.9%	17.0%	13.9%	**13.1%**	**- 1.2**
35 to 44 minutes	4.2%	5.7%	5.6%	6.9%	5.9%	**7.2%**	**+ 3.0**
45 to 59 minutes	5.7%	7.7%	5.8%	4.9%	5.8%	**6.3%**	**+ 0.6**
60 or more minutes	6.5%	7.3%	5.9%	5.1%	6.8%	**5.1%**	**- 1.4**

APPENDIX C

The Congestion Management Process was discussed during the 3rd and 4th Steering Committees for the Bay County 2050 LRTP. The meeting summaries for those meetings are attached below.

2050 Bay County Transportation Planning Organization Long Range Transportation Plan
Steering Committee #3
Meeting Summary April 14, 2025

Members Attending

Bryant Paulk, FDOT (Online)
Kaylor Collins, FDOT
David Bohac, CAC
Jim Pretlow, CAC
Cliff Johnson, TCC
John Skaggs, Naval Coastal Systems Center
Cheri Moon, Tyndall Air Force Base (Online)

Members Not Attending

Richard McConnell, Northwest Florida Beaches International Airport
Alex King, Port Panama City
Gene Keen, Bay Way
JoAnne Stone, Bike/Ped
Keith Bryant, TCC
Eddie Cook, TCC
Clint Murphy, TCC

Others Attending

Chris Sponseller, Bay County
Matthew DeVito, Citizen (Online)
Roshita Taylor, Emerald Coast Regional Council (Online)
Jessica Walton, Emerald Coast Regional Council (Online)
Jill Nobles, Emerald Coast Regional Council (Online)
Vincent Spahr, Kimley-Horn
Richard Barr, Kimley-Horn (Online)
James McGill, Kimley-Horn (Online)
Brian Graham, Kimley-Horn (Online)
Allison Fluitt, Kimley-Horn (Online)
Leandra Meredith, Emerald Coast Regional Council
Tiffany Bates, Emerald Coast Regional Council
Gary Kramer, Emerald Coast Regional Council

Bay County TPO

Handouts (Agenda, PowerPoint, and Steering Committee #2 Summary)

Introductions and Welcome
Gary Kramer, ECRC Staff, welcomed everyone, explained that the purpose of the Steering Committee is to provide detailed reviews of the Long-Range Transportation Plan products prior to presentations to the public, TPO, and Advisory Committees, and requested the participants to introduce themselves and the organization they represent.

Project Overview
Allison Fluitt, Kimley-Horn, outlined the project schedule and major deliverables associated with the Long-Range Transportation Plan.

Goals and Objectives
Allison Fluitt, Kimley-Horn, shared that the Goals and Objectives were approved on February 5th, 2025 through the signing of Resolution Bay 25-01 with no additional changes being made. The adopted vision, mission, and goals were then shared again.

Area Profile
Brian Graham, Kimley-Horn, reviewed the purpose of gathering Area Profile data before displaying a sample of collected data for Bay County including population, employment, and vehicle ownership. Tourism data and military employment data were also shown to call out the integration of the resources provided by the Steering Committee in the previous meeting. It was noted that instead of 82,000 vehicles registered, the slide should read 177,000 vehicles registered in Bay County. It was also requested that vehicle ownership be broken up by vehicle type in addition to the number of vehicles per household.

Congestion Management Process
Allison Fluitt, Kimley-Horn, explained the Congestion Management Process (CMP) and its purpose before sharing the objectives and congestion mitigation strategies proposed for this plan. The roadway, transit, bike/ped, and freight networks were then shared with the committee. Allison then shared the performance measures used to evaluate the proposed objectives before Brian Graham, Kimley-Horn, discussed the performance targets proposed and how they were developed. It was noted that an additional measure to potentially be added is the measurement of bike/ped facilities surrounding schools to determine the number of children walking vs. commuting to school.

Evaluation Criteria
Allison Fluitt, Kimley-Horn, reviewed the proposed evaluation criteria for the plan along with the associated percentage weight of each before discussing the proposed scoring system for the plan in detail.

Bay County TPO

Financial Resources

James McGill, Kimley-Horn, provided an overview of the funding sources available to the County that will be described in the Financial Resources Report for the Long-Range Transportation Plan. Revenue estimates and project cost inflation factors were then shared. Bryant Paulk, FDOT, noted that the revenue estimates appear lower than previous plans, but this is not because of a decrease in revenue, but rather an increase in operations and maintenance costs.

Overview and Adjournment

Gary Kramer, ECRC Staff, stated that the Steering Committee will continue to meet up to 10 times throughout the duration of the 2050 Long Range Transportation Plan and shared that the next Bay County TPO Meeting will be held on May 28th at 10:00 am in the BayWay Transit Center Conference Room and the next Steering Committee meeting will likely be held in June. He thanked everyone for their participation and adjourned the meeting.

2050 Bay County Transportation Planning Organization Long Range Transportation Plan
Steering Committee #4
Meeting Summary June 17, 2025

Members Attending

Kaylor Collins, FDOT
Paul Bohac, CAC
Jim Pretlow, CAC
Cliff Johnson, TCC
Clint Murphy, TCC

Members Not Attending

Bryant Paulk, FDOT
Jonathan McFarlane-Einstein, Tyndall Air Force Base
John Skaggs, Naval Coastal Systems Center
Richard McConnell, Northwest Florida Beaches International Airport
Alex King, Port Panama City
Gene Keen, Bay Way
Keith Bryant, TCC
Eddie Cook, TCC

Others Attending

Richard Barr, Kimley-Horn (Online)
Jill Nobles (Online)
Roshita Taylor, Emerald Coast Regional Council (Online)
Jessica Walton, Emerald Coast Regional Council (Online)
Chris Sponseller, Bay County
Matt Devito, Panama City
Leandra Meredith, Emerald Coast Regional Council
Tiffany Bates, Emerald Coast Regional Council
Gary Kramer, Emerald Coast Regional Council
Vincent Spahr, Kimley-Horn
Allison Fluitt, Kimley-Horn (Online)
Brian Graham, Kimley-Horn (Online)

Handouts (Agenda, PowerPoint, and Steering Committee #3 Summary)

Bay County TPO

Introductions and Welcome

Gary Kramer, ECRC Staff, welcomed everyone, explained that the purpose of the Steering Committee is to provide detailed reviews of the Long-Range Transportation Plan products prior to presentations to the public, TPO, and Advisory Committees, and requested the participants to introduce themselves and the organization they represent.

Project Overview

Allison Fluitt, Kimley-Horn, outlined the project schedule and major deliverables associated with the Long-Range Transportation Plan.

Congestion Management Process

Brian Graham, Kimley-Horn, reviewed the objectives and congestion mitigation strategies proposed for the Congestion Management Process (CMP). The roadway, transit, bike/ped, and freight networks were then shared with the committee. Brian then shared the performance measures used to evaluate the proposed objectives before discussing the performance targets proposed and how they were developed. Data for each year between 2018 to the updated plan's year was then shown and the updated data was compared to the performance targets set. Gary Kramer, ECRC, requested that the data for commute to work mode split and commute to work travel times be added to the presentation after previously being omitted. He also explained that the CMP undergoes a major update as part of the LRTP and undergoes minor updates annually every other year. Allison Fluitt, Kimley-Horn, then emphasized that these performance targets are different than the federal performance measures that are required. Instead, these targets are set by the TPO as a benchmark for how they believe the TPO should be performing. The Steering Committee concurred to include this item for action at the August TPO, TCC, and CAC meetings. The draft Congestion Management Process Major Update Technical Report will be placed on the ECRC Web Site prior to the August Meetings.

Evaluation Criteria

Brian Graham, Kimley-Horn, reviewed the proposed evaluation criteria for the plan along with the associated percentage weight of each before discussing the proposed scoring system for the plan. These Evaluation Criteria will be used to rank the Needs Plan Projects and will serve as one of the Non-SIS Cost Feasible Plan Scenarios. It was noted that two changes were made from the previous plan's evaluation criteria. These were made to the crash severity criteria within the Transportation Safety Group and the correct deficiency criteria within the Congestion Management Group. The changes for the 2050 LRTP Evaluation Criteria compared to the 2045 LRTP Evaluation Criteria will be identified in the August TPO, TCC, and CAC Agenda Enclosure. The Steering Committee concurred to include this item for action at the August TPO, TCC, and CAC meetings.

Financial Resources

Allison Fluitt, Kimley-Horn, provided an overview of the funding sources available to the County that will be described in the Financial Resources Report for the Long-Range Transportation Plan. Revenue estimates and project cost inflation factors were then shared.

Bay County TPO

It was noted that revising the format of the optional taxes shown would be beneficial before bringing the presentation before the advisory board. The Steering Committee concurred to include this item for action at the August TPO, TCC, and CAC meetings. The draft Financial Resources Technical Report will be placed on the ECRC Web Site prior to the August Meetings.

Overview and Adjournment

Gary Kramer, ECRC Staff, stated that the Steering Committee will continue to meet up to 10 times throughout the duration of the 2050 Long Range Transportation Plan. The next Steering Committee will focus on the development of the Needs Plan. The next Bay County TPO Meeting will be held on August 27th at 10:00 am in the BayWay Transit Center Conference Room where the Congestion Management Process Major Update, Evaluation Criteria, and Financial Resources Reports will be presented as action items. After no additional discussion, the meeting was adjourned.

APPENDIX D

Attached below is Resolution Bay 25-18 for the approval of the Congestion Management Process Major Update.

RESOLUTION BAY 25-18

A RESOLUTION OF THE BAY COUNTY TRANSPORTATION PLANNING ORGANIZATION APPROVING THE 2050 LONG RANGE TRANSPORTATION PLAN UPDATE CONGESTION MANAGEMENT PROCESS MAJOR UPDATE

WHEREAS, the Bay County Transportation Planning Organization (TPO) is the organization designated by the Governor of Florida as being responsible for carrying out the continuing, cooperative and comprehensive transportation planning process for the Bay County TPO Planning Area; and

WHEREAS, the Bay County TPO Long Range Transportation Plan (LRTP) 2050 Update, is being developed pursuant to the Infrastructure Investment and Jobs Act / Bipartisan Infrastructure Law, Fixing America's Surface Transportation Act, and Florida Statutes; and

WHEREAS, the Bay County TPO is a designated Transportation Management Area (TMA) with a population of 200,000 or more; and

WHEREAS, the Bay County TPO approved the 2050 LRTP Scope of Services on April 24, 2024 which includes a CMP Major Update; and

WHEREAS, the CMP purpose is to rate the performance of transportation facilities and suggest short-term strategies to alleviate congestion; and

WHEREAS, two Steering Committee meetings consisting of members of the TPO's Technical Coordinating Committee, Citizens' Advisory Committee, and other members of the transportation industry were completed on April 14, 2025 and June 17, 2025 to review the 2050 LRTP CMP;

NOW, THEREFORE, BE IT RESOLVED BY THE BAY COUNTY TRANSPORTATION PLANNING ORGANIZATION THAT:

The Bay County TPO approves the Congestion Management Process for its 2050 Long Range Transportation Plan Update.

Passed and duly adopted by the Bay County TPO on this 27th day of August 2025.

BAY COUNTY TRANSPORTATION PLANNING ORGANIZATION

BY: Pam Henderson
Pam Henderson, Chair

ATTEST: _____