



2022

# ANNUAL REPORT



Transportation Advisory Committee  
Pennsylvania Department of  
Transportation  
12/31/2022

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# TABLE OF CONTENTS

<b>A Message from the Chair</b> _____	4
About The Transportation Advisory Committee _____	5
<b>Completed Studies Highlights</b> _____	7
Demand for Alternate Uses of PennDOT Right-of-Way _____	7
Evaluation of the Automated Speed Enforcement Pilot on Roosevelt Boulevard ____	10
Pennsylvania Aviation System Strategic Plan _____	12
Public Transit Demand and Post-Pandemic Mobility Planning and Study to Address Economic Disparities in Rural Pennsylvania _____	17



“The TAC brings together a variety of industry perspectives and through collaboration and thoughtful analysis, our reports help guide policy and initiatives to continually improve Pennsylvania’s transportation network and provide mobility options for all.”

*-Jody Holton, AICP, TAC Chair*

### **A Message from the Chair:**

It is my privilege to present you with the 2022 TAC Annual Report. In this report, you will read about the most recent TAC studies. During this time, TAC completed the Demand for Alternate Uses of PennDOT Right-of-Way White Paper, the Pennsylvania Aviation System Strategic Plan, an Evaluation of the Automated Speed Enforcement Pilot on Roosevelt Boulevard, and the Post-Pandemic and Rural Disparities study. Each study contributes to solving the challenges transportation faces in Pennsylvania. The TAC also welcomed other advisory committees to participate in our efforts to create a transportation network that accommodates all modes of travel.

The Transportation Advisory Committee pivoted to a virtual format during the pandemic to keep our members safe. The virtual format was more inclusive and engaged members in new and sustainable ways. In 2022, we remained flexible and had the first hybrid TAC meeting. This reminds us of how much we still need in-person discussion to energize the conversation. I plan to build on last year’s success to continue innovating on the hybrid format. We have some exciting new changes on the horizon, including collaborating with a new Transportation Secretary.

I am honored to be in my sixth year as Chair of the TAC, and I am thankful for the contributions of each committee member, the Secretary, and PennDOT staff over these past years. As we move into 2023, I look forward to working alongside everyone to identify and conduct impactful studies and make recommendations for improving transportation throughout Pennsylvania.

My fellow committee members, staff, and I are excited and proud of what we have accomplished. I thank everyone personally for your time, commitment, dedication, and support over the past year.

I look forward to engaging with everyone as we plan for tomorrow's transportation across Pennsylvania for the public and private sectors in 2023.



## **About The Transportation Advisory Committee**

### **MISSION**

To ensure Pennsylvania has the transportation infrastructure guidance to plan, develop, and maintain programs and technologies that will enhance current and future mobility, by advising and consulting the Pennsylvania State Transportation Commission (STC) and the Pennsylvania Secretary of Transportation on goals and allocation of available resources on behalf of all transportation modes.

### **VISION**

The TAC will operate and collaborate effectively to provide the most valuable, modern guidance to the STC and the Secretary on behalf of all transportation modes. The guidance offered by the TAC will lead to a safe and sustainable transportation system for present and future generations.

### **RESPONSIBILITIES**

The TAC may provide guidance to the STC and the Secretary of Transportation to determine the allocation of available resources between all transportation modes. The TAC may recommend and develop transportation related studies to inform the priorities of the STC with respect to the development of the 12-Year Transportation Program.

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## **Completed Studies Highlights**

In the year 2022, the TAC completed four studies including: *Demand for Alternate Uses of PennDOT Right-of-Way*, *Pennsylvania Aviation System Strategic Plan*, *Evaluation of the Automated Speed Enforcement Pilot on Roosevelt Boulevard*, and *Public Transit Demand and Post-Pandemic Mobility Planning and Study to Address Economic Disparities in Rural Pennsylvania*.

### **Demand for Alternate Uses of PennDOT Right-of-Way**

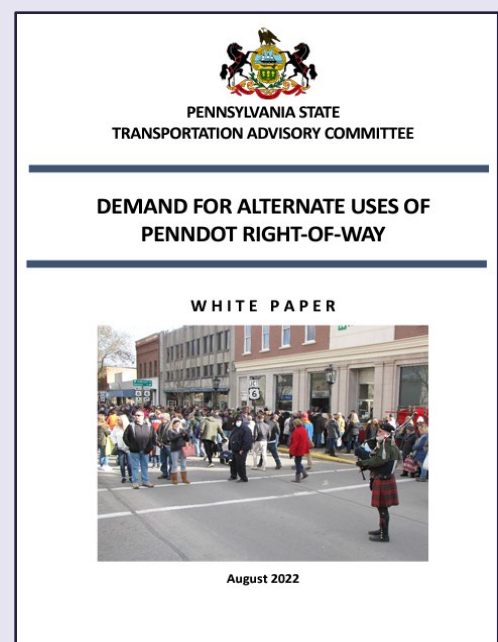
The TAC approved the white paper study in July 2022.

#### **Study Purpose**

The Pennsylvania Transportation Advisory Committee (TAC) formed an ad hoc committee to examine the issues and challenges that Pennsylvania municipalities have encountered in seeking permission for alternate uses of state-owned right-of-way. These alternate uses, including outdoor dining, parades, festivals, temporary bike lanes, temporary sidewalk expansions, Open Streets events, etc., became even more critical during the COVID-19 pandemic. During this time, many activities typically held indoors, such as restaurant dining, were moved outside onto state-owned right-of-way to comply with social distancing regulations.

#### **Study Findings**

The study team reviewed Pennsylvania and the FHWA's existing statutes and regulations regarding closures of state and/or federal highways by third parties and PennDOT's special event permit process. The team also completed six case studies that included interviews with Pennsylvania municipalities and community organizations to discuss their experience with the special event permit process, interviewed representatives from two other state DOTs to gain outside input, all while meeting with the ad hoc committee periodically throughout the process to discuss potential issues and develop the following recommendations:



### Recommendations for PennDOT

- Explore feasibility of authorizing use of PennDOT County Maintenance traffic control devices and signs.
- Explore leasing options for third parties rather than special event permit
- Finalize the policy for charging and collecting the fair market value fee for the sale, use, lease, or lease renewal of real property acquired with Federal assistance from the Highway Trust Fund.
- Consider adding an action to the Special Event Permit Application (TE-300) form that event sponsors must notify the County Emergency Management Center of the special event. Knowledge of the event will provide situational awareness to dispatch operators in the Center.
- Develop a training course through LTAP to provide instruction on traffic detours.
- Clarify and simplify the Special Event Permit Guidance and the Special Event Permit Application (TE-300) documents.
- Formalize the roles and responsibilities of PennDOT Central Office, the PennDOT Engineering Districts, and municipalities with regard to application submission and the review and issuance of Special Event Permits to ensure consistency and remove variations Statewide.
- Update and develop additional resources, guidance, and instructions for the special event permit process on the PennDOT website. For example, a “Frequently Asked Questions” section could be added.
- Evaluate if the “Guidance for Temporary Non-Highway Use of Right-of-Way” document should be further developed into a formal PennDOT policy.
- Investigate the possibility of developing an online tool to assist those completing the special event permit application.
- Update 67 PA Code §212.701 and PennDOT Publication 212 (Official Traffic Control Devices) to coincide with 75 PA C.S. §6109(j) regarding the requirement to indemnify the Commonwealth.



### *Recommendations for Municipalities/Local Organizations*

- With increasing demand for Active Transportation Plans and multimodal design solutions, local authorities are encouraged to develop, execute, and enforce actions to manage safety and mobility for all modes of travel.
- If a special event must close a portion of a state route, select the route and limits to be used for all future special events. Once a permit is granted for a state route closure, use the same detour route for future events.
- Encourage sponsors to hold special events on local roads rather than state routes.
- Engage with local universities and places of higher learning to assist with transportation planning for special events and alternate uses.
- If municipalities have existing insurance policies, municipal officials should explore the possibility of using the policy for special events. Municipalities may also join organizations, such as the Pennsylvania Intergovernmental Risk Management Association (PIRMA) and Delaware Valley Trusts, that are risk sharing pools that offer comprehensive liability and property coverages to Pennsylvania public entities.
- Prior to special events and any road closure, send a press release to the PA Motor Truck Association to help divert commercial vehicle traffic around the event. Similarly, notify PennDOT's Regional Traffic Management Center.
- Engage with municipal departments and the local community to garner support and assistance with the special events process.

### *Recommendations for Municipal Organizations*

- Develop a training course with LTAP to provide instruction on traffic detours.
- Create a central resource for municipalities to pool and share resources
- Create a database of information and references to help with process
- Investigate possibility of developing an online tool for completing application.

## Evaluation of the Automated Speed Enforcement Pilot on Roosevelt Boulevard

The TAC approved the final report in December 2022.

### Study Purpose

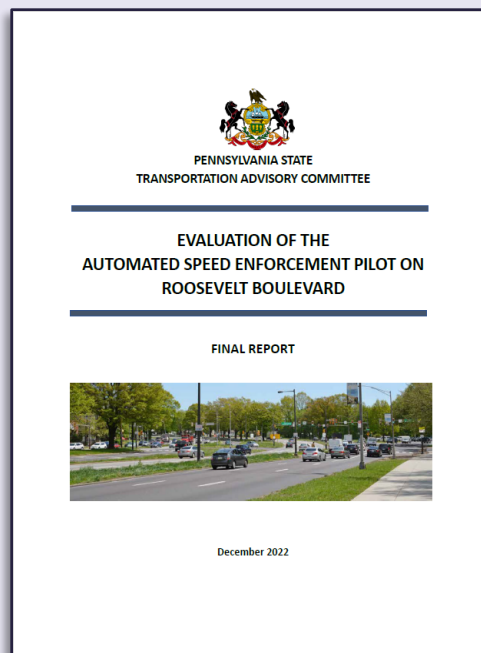
The Pennsylvania General Assembly enacted legislation through Act 86 of 2018 that formally introduced automated speed enforcement (ASE) in the state through a five-year pilot involving a portion of US 1 or Roosevelt Boulevard in the City of Philadelphia between Ninth Street and the Bucks County line. With the ASE pilot set to expire on December 18, 2023, the TAC undertook this evaluation to determine the merits of the ASE pilot and its effectiveness in meeting its objectives of reducing speeds, fatalities, and suspected serious injuries.

### Study Findings

The “unblinking eye” of ASE has been effective at changing driver behavior by reducing speeds and roadway fatalities. A summary of data collected a year before (2019) and a year after (2021) the height of the COVID-19 pandemic offers a compelling rationale of the ASE pilot’s success in achieving its stated objectives: total crashes declined by 36 percent along Roosevelt Boulevard over the period while falling only six percent citywide. Other measures of effectiveness such as the number of suspected serious injuries and crashes related to aggressive driving also exhibited similar positive results.

### Recommendations

- Given the Pilot’s success, the TAC recommends that the ASE program not only continue beyond the legislatively prescribed sunset of December 18, 2023, but that **its use be widened to become a statewide program**, similar to the successful Automated Red Light Enforcement program (ARLE) that preceded it.



- A proposed expansion should be bound by several parameters, including requiring PennDOT oversight and approval of future ASE locations as proposed by a municipality; establishing consequences for nonpayment of fines or repeat offenders; and exploring opportunities for interested communities to enter into multi-municipal partnerships. Such partnerships would be advantageous for municipalities seeking to share the program's administrative and operating burden and maintain corridor continuity for an ASE program that crosses municipal boundaries.
- The TAC is also recommending that PennDOT **establish a policy for requiring engineering studies related to ASE site selection** using a study process that conveys the applicability of ASE for the study area/corridor. Study outcomes would be initially approved by the municipality and forwarded to PennDOT for a final decision on ASE implementation.
- **PennDOT will have to assume a more technical role** if expansion occurs. Establishing a central program of technical expertise would greatly benefit municipalities interested in deploying ASE in the future.
- **Public campaigns** to bring awareness to ASE and its benefits should be continued, as more sites are proposed, and cameras are installed.
- The TAC also believes **the current funding program process should continue**, with net revenue from the program continuing to be remitted to PennDOT for the funding safety and mobility projects in accordance with Title 75 Pa. C.S. §3370.

The TAC's objective evaluation of the ASE pilot program on Roosevelt Boulevard quantifies the program's success at changing driver behavior, improving safety, and saving lives. ASE has demonstrated its effectiveness and deserves consideration by the General Assembly for continuation and expansion beyond Roosevelt Boulevard to a statewide application.

## Pennsylvania Aviation System Strategic Plan

The TAC approved the study in December 2022.

### Study Purpose

TAC's primary objective was to evaluate options for generating additional revenue to close the estimated \$53.5 million funding gap and appropriately fund Pennsylvania's aviation assets.

The second objective of this study (in addition to the needs and funding analysis) was to analyze

trends and issues affecting the aviation industry and propose cohesive statewide strategies for addressing the most significant challenges and opportunities. Issues were organized into eight topic areas:

1. Workforce
2. Economic Impact/Economic Development
3. Airports and Communities/Land Use
4. Air Freight
5. Commercial Air Service
6. Technology
7. Industry Collaboration and Partnerships
8. Legislation and Policy

### Study Findings

During the needs and funding analysis, four potential funding scenarios were developed as alternatives for generating additional revenue, with the task force ultimately recommending the "**Mixed Sources**" option.

This recommended scenario includes the following diverse set of aviation and non-aviation revenue sources to close the \$53.5 million funding gap:

- Imposes a new annual **Aircraft Registration Fee** averaging \$300 per aircraft.



- Increases the **Jet Fuel Tax** from 2 cents per gallon to 4 cents per gallon.
- Increases the **Avgas Tax** from 6 cents per gallon to 12 cents per gallon.
- Redirects the 6 percent **Aircraft Sales Tax** from the General Fund to aviation.
- Redirects 0.02 percent of the 6 percent **State Sales Tax** from the General Fund to aviation.
- Directs 5 percent of revenue generated from a new **Package Delivery Fee** to aviation.

After analyzing trends and issues affecting the aviation industry, the following strategic actions were recommended for future advancement with respect to the eight topic areas previously identified:

#### Workforce

- Implement a comprehensive aviation training and recruitment strategy.
- Support legislative efforts to raise the federal mandatory retirement age for pilots.
- Equip airport managers and authority boards with the tools necessary to proactively preserve and enhance Pennsylvania's airports by improving the quality and efficiency of airport operations and transferring knowledge.

#### Economic Impact/Economic Development

- Market the value of Pennsylvania airports as an industry and economic asset.
- Support existing and develop new incentive programs to encourage economic development at and surrounding Pennsylvania's airports.

#### Airports and Communities/Land Use

- Increase compliance with Airport Hazard Zoning (AHZ).
- Continually monitor land use changes prompted by airports and advance legislative and regulatory changes, as required.
- Expand airport manager knowledge on how to effectively work with communities.

#### Air Freight

- Assess the local/regional business needs for air cargo services to align businesses with future air cargo opportunities.
- Develop a guide for air cargo analysis and integration with planning application at the state and regional levels.

- Engage aviation stakeholders in the updates of state and regional freight plans and studies to encourage new, collaborative approaches to intermodal connectivity and to foster stronger linkages among cargo, land use, and economic development.

### Commercial Air Service

- Develop “Fly Local” programs/marketing campaigns throughout Pennsylvania.
- Catalog and share airport flight schedules.
- Include the Commonwealth and local government elected officials in the Essential Air Service (EAS) bidding process to strengthen EAS statewide.
- Ensure the participation of state agencies, community leaders, and legislators in the pursuit of Small Community Air Service Development Program funding.
- Develop a Rural Aviation Subcommittee or Task Force of the Aviation Advisory Committee to provide a voice for airports that serve rural regions.
- Coordinate with and support airports in attracting and retaining commercial air service.
- Incorporate considerations of alternative fuels into future funding and marketing strategies as airlines begin to shift toward alternatively fueled aircraft.
- Conduct a statewide passenger leakage analysis to identify areas/regions/airports that may need additional marketing/retention assistance.
- Prioritize the remaining commercial service airports in the Commonwealth in terms of their long-term essentiality and viability and prioritize investment accordingly.

### Technology

- Plan and prepare for developing the infrastructure needed to deploy alternative fuels such as hybrid-electric and electric-powered aircraft.
- Partner with the Pennsylvania Public Utilities Commission (PUC) and local utilities to develop the electric power capacity to construct charging facilities at airports.
- Monitor developments related to hydrogen-powered aircraft.
- Prepare for Urban Air Mobility and plan for vertical takeoff and landing (VTOL) aircraft.

- Establish or gain licensing for a UAS information and data exchange program to foster public- and private-sector collaboration on research, testing, and deployment.
- Develop policy guidance to assist Pennsylvania's airports in preparing for new and existing commercial/ private-use UAS activity.
- Provide an appropriate level of staffing within PennDOT's Bureau of Aviation for a UAS/Advanced Air Mobility (AAM) manager to facilitate coordination of statewide drone/VTOL initiatives. At a broad level, this growing area of responsibility includes planning, policy development, public safety, and data management.
- Establish a Pennsylvania interagency group (at a minimum including PennDOT, PA Department of Environmental Protection (DEP), PA Department of General Services (DGS), Pennsylvania State Police (PSP), Pennsylvania Turnpike Commission (PTC), and PA Emergency Management Agency (PEMA)) to evaluate existing agency-specific drone programs and uses.
- Develop a framework for the safe, efficient use of drones and other unmanned aircraft technologies in Pennsylvania.

#### **Industry Collaboration and Partnerships**

- Improve coordination among airports and Metropolitan Planning Organizations/Rural Planning Organizations (MPOs/RPOs; Planning Partners), Local Development Districts, and other economic development/regional organizations.
- Improve statewide aviation industry partnership and collaboration.
- Enhance services to improve an airport's ability to develop effective partnerships, especially rural airports

#### **Legislation and Policy**

- Facilitate passage of legislation and accompanying policies required to implement the funding strategies outlined in this report.
- On an ongoing basis, consider and as needed advance the passage of aviation-focused land use legislation in conjunction with the Aviation Council of PA.
- Advance legislation and corresponding policy to further develop Pennsylvania's UAS and AAM industry.

- Support legislative efforts to raise the federal pilot retirement age from 65 to 67.
- Monitor the outcomes of aviation programs and funding to identify future legislative policy improvements.

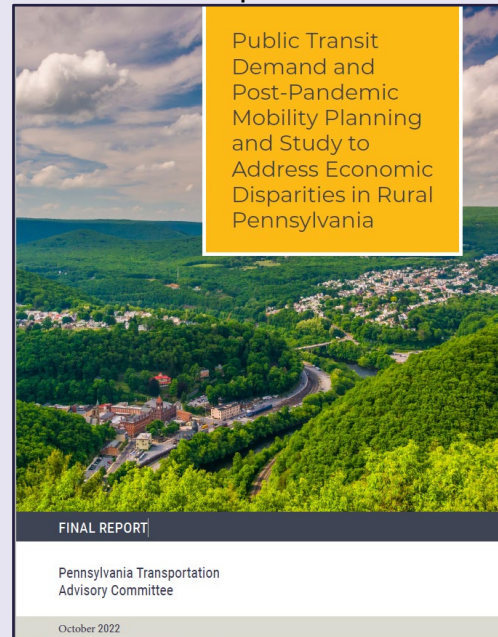


## **Public Transit Demand and Post-Pandemic Mobility Planning and Study to Address Economic Disparities in Rural Pennsylvania**

The TAC approved this study in October 2022.

### **Study Purpose**

This study was done to identify public transit demand factors and provide recommendations for post-pandemic mobility planning. PennDOT and the TAC conducted mixed-method research of published and existing data, public surveys, and stakeholder interviews from 2021 to 2022. Each method of research resulted in a standalone document that included findings from each source and informed the next phase of data-gathering: a literature review (December 2021), a survey research summary (February 2022), and an interview research summary (April 2022).



### **Study Findings**

After conducting a thorough literature review, administering surveys, and interviewing stakeholders in various sectors within Pennsylvania, the following observations became evident:

- Rural areas of Pennsylvania were disproportionately affected by the COVID-19 pandemic.
- Transportation access for some transit-dependent individuals was disrupted or unreliable.
- Many new services, sectors, and policies emerged or grew in popularity during the pandemic due to factors such as quarantining, stay-at-home orders, and business or service closures.
- Because it may take 5-8 years for transit demand to fully recover to its 2019 levels, attracting and retaining riders now should be a top priority.
- Due to teleworking and the reduced need for office spaces, changing land-use patterns present an opportunity for Transit-Oriented Development.

- Municipalities can continue to use shared streets to promote pedestrian activity, reduce reliance on personal vehicles, and make main streets more vibrant destinations.
- Regional transportation providers (transit agencies, taxi companies, bikeshares, regional planning organizations, etc.) can partner to provide Mobility as a Service to connect travelers and commuters to multiple modes of transportation.
- In some areas, microtransit may be able to reach a wider area than traditional fixed-route transit.
- While ridership recovers, transit agencies will need to identify new funding methods to supplement decreasing fare revenues, such as Congestion Mitigation and Air Quality (CMAQ) funds and employer/transit agency partnerships.
- At a time where internet access is increasingly necessary yet unattainable for many rural residents, transit agencies can drastically increase the value of their services to the community by installing WiFi hotspots on board buses and at transit hubs.
- Since ridership numbers do not represent comprehensive success in rural transportation, agencies should consider average travel time, on-time performance, destination-specific access, and carbon emissions as key performance indicators.

The transit industry's recovery from the pandemic will present opportunities to deliver safer, more efficient, and more effective services. A comprehensive approach to the future role of public transit and transit agencies can help formulate a vision for post-pandemic mobility planning.