

CHAPTER 1 - INTRODUCTION

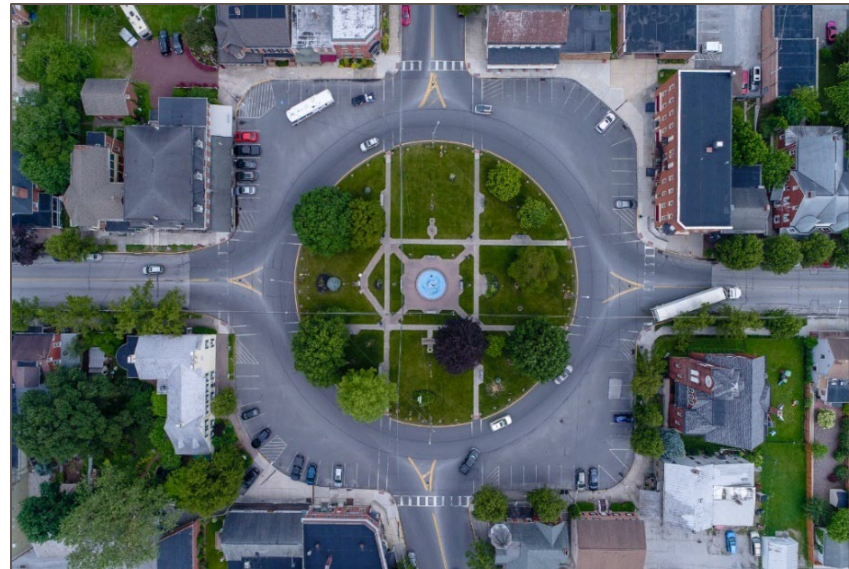
The transportation system plays an integral role in supporting the quality of life for the people living within, and traveling through, Adams County. The process of transportation planning and programming drives the continued pursuit toward an equitable, safe, and efficient multimodal transportation network that increases mobility and accessibility. ONWARD2050 examines the current transportation network and considers the impacts of various economic, environmental, technological, and social factors over the next 30 years. From the analysis, long-term goals are established that will guide the decision-making process toward meeting the projected transportation needs of the County.

TRANSPORTATION PLANNING: AN OVERVIEW

Federal transportation legislation designates funding for a variety of transportation categories, including bridges, highways, safety and operations, public transit, demonstration projects, and discretionary programs. Recognizing the unique transportation needs of communities across the country, federal transportation legislation includes a flexible transportation planning process which allows regions to make local decisions concerning the prioritization of federally-available transportation funds.

Legislation Guiding Metropolitan Transportation Planning and Programming

It is important to recognize the legislative background that has shaped the current transportation planning process. Throughout the history of transportation planning in the United States, priorities, and strategies for achieving the priorities, have evolved at the federal



level in order to continuously improve the broader transportation system. The following section provides a description of the milestone policies that have contributed to the framework that guides the modern transportation planning and programming process. Later sections of the plan will elaborate on the County's Transportation Planning Organization's methods and strategies for satisfying these specific requirements.

FEDERAL LEGISLATION

Title 23, United States Code – Highways: Enacted in 1958, Title 23 of U.S. Code contains the general and permanent laws, as amended, pertaining to the overall highway system in the United States. Title 23 is divided into subparts, including chapters, sections, and subsections, all which relate to particular matters and subjects within the overall Highways title. For example, 23 USC 134 refers to the specific requirements of Metropolitan Transportation Planning.

The Federal-Aid Highway Act of 1962: Signed into law by President Kennedy, the formation of a Metropolitan Planning Organization (MPO) became a requirement for urbanized areas (UA's) with populations of 50,000 or greater. MPOs are responsible for carrying out the required transportation planning and programming process. This law also mandates that all planning activities be based on a continuing, comprehensive, and cooperative process ("3C planning process") approach, which remains at the forefront of all transportation planning and programming activities.

Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991: When ISTEA was signed into law by George H. W. Bush, it was considered revolutionary. It revamped the way transportation planning was traditionally conducted by emphasizing intermodal planning, rather than simply focusing on highway transportation. State and local agencies gained a larger role in the decision-making process of projects, and an initiative toward increased public involvement extended collaboration efforts. Funds were funneled toward newly developed programs that addressed the consequential issues of the transportation system, including congestion mitigation, air quality, and safety concerns.

Transportation Equity Act for the 21st Century (TEA-21): At the time it was signed in 1998, TEA-21 allocated more funds toward the transportation system than ever before. Improving safety, protecting the environment and public health, rebuilding the country's highway and transit systems, promoting seat belt use and awareness, and expanding the provisions that make biking and walking a more viable option for travel were core priorities of the policy.

Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU): The Highway Safety Improvement Program (HSIP) was created under SAFETEA-LU when signed in 2005. This program provides funding specifically for transportation projects that make significant progress toward reducing fatalities and serious injuries on the highway system. Significant changes and requirements to the environmental review process when planning, designing, and constructing transportation projects were also implemented under the act.

Moving Ahead for Progress in the 21st Century Act (MAP-21): Signed by President Barack Obama in 2012, MAP-21 brought yet another shift in the methodology used for transportation planning and programming. Performance-Based Planning and Programming (PBPP), a strategy based on performance and outcome data, became the primary approach to better inform investment decision-making. To implement the strategy, performance measures are established by the U.S Department of Transportation at the Federal level. States DOTs and local planning organizations must then establish performance targets that reflect the performance measures. MAP-21 also included provisions that worked to streamline the process of project delivery.

Fixing America's Surface Transportation Act (FAST Act): At the time of its signing by President Barack Obama in 2015, it was the first federal law in over a decade to provide "long-term" funding certainty for surface transportation. The FAST Act authorized \$305 billion in funding over fiscal years 2016-2020. Safety and project delivery continued to be a priority, and programs were developed specifically for freight projects.

Bipartisan Infrastructure Bill (BIL): BIL is the largest long-term investment in America's infrastructure and economy in history. It provides \$550 billion over fiscal years 2022 through 2026 in new Federal investment in infrastructure, including in roads, bridges, mass transit, water infrastructure, resilience, and broadband. BIL created more than a dozen new highway programs, including funding for EV charging infrastructure and creates new opportunities for local governmental entities to compete directly for funding.

THE TRANSPORTATION PLANNING ORGANIZATION IN ADAMS COUNTY

A transportation planning organization is a policy-making body with members representing government entities, transportation authorities, and other stakeholders. A geographic area with less than 50,000 people is designated as a Rural Planning Organizations (RPO). An area with a population of 50,000 or greater is considered an Urbanized Area (UA) by the Census Bureau, and so, is designated as a Metropolitan Planning Organization (MPO).

In Adams County, the designated transportation planning organization operates under the name of the Adams County Transportation Planning Organization (ACTPO). Formally initiated in 1999 as an RPO, the Adams County Transportation Planning Organization was re-designated as an MPO in 2013. It serves as the primary “planning partner” with PennDOT regarding the development, prioritization, and funding of future transportation plans and programs in Adams County. ACTPO must address specific regulatory requirements in order to receive federal funding for transportation planning activities. The 13-member board includes representatives from government agencies, transportation entities, and Adams County organizations representing industry, economic development, and human services. The Adams County Office of Planning and Development (ACOPD) serves as the staff to ACTPO and supports its role in transportation planning by providing analysis and technical support.

Responsibilities of ACTPO

The Federal Highway Administration (FHWA) has identified six core functions of an MPO. These functions and ACTPO’S efforts to fulfill the requirements are detailed below.

Establish a setting for effective decision making

ACTPO provides a fair, open, and impartial forum to facilitate collaboration related to planning efforts. Meetings are accessible to all interested parties and are regularly scheduled on a quarterly basis.

Identify and evaluate transportation improvement options

Various transportation studies and analyses are utilized, along with planning methods, to inform the transportation system decision-making process. Priority projects are then identified, and the limited available funds are then applied appropriately.

Develop and update a LRTP for the metropolitan area covering a planning horizon of at least 20 years



As federally mandated, ACTPO updates the Long Range Transportation Plan (LRTP) every 5 years. The visions and goals, strategies, and

Develop a TIP (Transportation Improvement Program)

The TIP is a fiscally constrained capital improvement program that includes the multimodal projects and programs to be federally funded over the next four years. Projects identified in the TIP must be derived from the LRTP to be eligible for federal funds. The list of prioritized projects and programs is developed in cooperation with PennDOT and public transit providers. The TIP includes applicable implementation schedules and identifies funding needs and mechanisms. The TIP is updated and approved by ACTPO every two years.

Identify performance measure targets and monitor whether implemented projects are achieving targets

requirements are revisited with each update and amended as necessary to conform with current planning initiatives in the region.

MAP-21 mandated that performance-based planning and programming be implemented in order to inform the transportation decision-making process. ACTPO works closely with PennDOT to deploy this strategy.

Involve the public

Public involvement is vital to all planning and programming conducted in Adams County. Effective, mindful decision-making regarding the transportation system can only occur when the input of the citizens and entities who use the system is considered throughout the entire process. The adopted Public Participation Plan outlines ACTPO's goals, strategies, and methods for gathering public input related to transportation planning. Opportunities are provided throughout plan and program updates for interested parties to provide opinions, ask questions, and engage in general collaboration, such as public meetings.

The LRTP Process

ONWARD2050, Adams County's Long Range Transportation Plan (LRTP), is the overarching policy document that identifies the county's long-term transportation needs and strategies for improving the transportation network relative to community development, economic growth, and trends related to land use and population.

Goals of the region are established by examining the current conditions and gathering input from stakeholders who use, and are affected by, the transportation network. Goals must also align with requirements set at the federal and state levels.

Ultimately, a list of projects is identified that will advance steady progress toward the system goals. In doing so, ONWARD2050 fulfills the federal transportation planning requirements for Adams

