

LACKAWANNA LUZERNE MPO

2025-2028 TIP

TRANSPORTATION IMPROVEMENT PROGRAM



THE 2025-2028 LLTS MPO TIP PUBLIC COMMENT PERIOD IS NOW OPEN

June 8, 2024

The Lackawanna Luzerne Transportation Study (LLTS) Metropolitan Planning Organization (MPO) is involved with undertaking transportation network planning for the two county region. The Transportation Improvement Program (TIP) is the planning document for the four federal fiscal year period from 2025 to 2028. This will cover all of the transportation projects in the region for that time frame. Due to a scope of work update for two major projects with air quality impacts, the TIP must be resubmitted for public comment.

Under previous and current transportation legislation (Intermodal Surface Transportation and Efficiency Act- ISTEA, The Transportation Efficiency Act for the 21st Century- TEA 21, the National Economic Transportation Efficiency Act- NEXTEA, the Fixing America's Surface Transportation Act- FAST Act) and the Bipartisan Infrastructure Deal (Infrastructure Investment and Jobs Act) all MPO's must put the TIP on public display for review and comment. The LLTS MPO Technical and Coordinating Committees will hold a hybrid (in-person/virtual) public meeting to accept comments and testimony about the TIP on July 9, 2024 at 1:00 PM at 100 Terminal Rd, Avoca PA 18641 in the Barry J. Centini Conference Room. This will be followed by the LLTS MPO Combined Technical and Coordinating Committee meeting. The TIP documents will be voted on at this meeting.

For those wanting to see a hard copy of the TIP and supporting documents, it is available for review at the Lackawanna County Government Center at the Globe, Luzerne County Planning & Zoning at Penn Place, PennDOT District 4-0 Office, County of Lackawanna Transit System, Luzerne County Transportation Authority and Hazleton Public Transit.

Comments on the draft TIP can be submitted by mail to the Lackawanna County Government Center at the Globe, 123 Wyoming Avenue, 5th Floor Scranton, PA 18503 or Luzerne County Planning & Zoning at Penn Place, 20 North Pennsylvania Ave, Suite 208 Wilkes-Barre, PA 18701. Also, by email to robert.manzella@luzernecounty.org or donatoml@lackawannacounty.org.

Attached below are the links to all of the documents related to the public comment period for the LLTS MPO Transportation Improvement Program. The TIP is available for public inspection until July 9, 2024. **The Tip adoption date is July 9, 2024.**

- [The 2025-2028 LLTS MPO \(Scranton/Wilkes-Barre MPO TIP\) Highway and Bridge Projects with public narrative](#)
 - [The 2025-2028 LLTS MPO \(Scranton/Wilkes-Barre MPO TIP\) Statewide Projects with public narrative](#)
 - [The 2025-2028 LLTS MPO \(Scranton/Wilkes-Barre MPO TIP\) Transit Projects for the County of Lackawanna Transit System \(COLTS\), Hazleton Public Transit \(HPT\) and the Luzerne County Transit Authority \(LCTA\) with public narrative](#)
 - [The 2025-2028 LLTS MPO Interstate TIP – Highway and Bridge Projects with public narrative](#)
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- [The 2025-2028 LLTS MPO TIP Financial Constraint Chart](#)
 - [The 2025-2028 LLTS MPO TIP Title VI Grievance Form \(English\) & \(Spanish\)](#)
 - [The 2025-2028 LLTS MPO TIP Memorandum of Understanding \(MOU\) LLTS MPO Procedures for FFY 2025-2028 TIP Revisions](#)
 - [The 2025-2028 Transportation Conformity Determination Report \(1997 Ozone NAAQS\) for the LLTS MPO TIP](#)
 - [The 2025-2028 LLTS MPO Self Certification Resolution](#)
 - [The 2025-2028 LLTS MPO TIP Environmental Justice Analysis](#)
 - [The 2025-2028 LLTS MPO Air Quality Resolution](#)
 - [The 2025-2028 LLTS MPO TIP Development Timeline](#)
 - [The 2025-2028 LLTS MPO TIP Development Development/Project Selection Process Documentation](#)
 - [The 2025-2028 LLTS MPO TIP Transportation Performance Management](#)
 - [The 2025-2028 LLTS MPO TIP Public Comment Period Advertisement](#)
 - **[Leave a Comment: CLICK HERE](#)**

Language Taglines

English

ATTENTION: If you speak another language other than English, language assistance services can be made available to you. Call 1 (570) 825-1589.

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French

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Hindi

ध्यान दें: यदि आप अंग्रेजी के अलावा कोई अन्य भाषा बोलते हैं, तो आपको भाषा सहायता सेवाएं उपलब्ध कराई जा सकती हैं। 1 (570) 825-1589 पर कॉल करें।

Italian

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Urdu

توجہ دیں: اگر آپ انگریزی کے علاوہ کوئی اور زبان بولتے ہیں تو آپ کی زبان میں مدد کے لیے آپ کو خدمات فراہم کرانی جاسکتی ہیں۔ براہ کرم 1 (570) 825-1589 پر کال کریں۔

Spanish

ATENCIÓN: Si habla otro idioma que no sea inglés, habrá servicios de asistencia en otros idiomas disponibles. Llame al 1 (570) 825-1589.

Greek

ΠΡΟΣΟΧΗ: Εάν μιλάτε άλλη γλώσσα διαφορετική από τα αγγλικά, οι υπηρεσίες γλωσσικής βοήθειας μπορούν να σας διατεθούν. Καλέστε 1 (570) 825-1589.

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Please Note:

The public involvement efforts for the Department of Transportation are guided by several federal mandates to ensure nondiscrimination. These mandates are designed so that planning and public involvement activities are conducted equitably and in consideration of all citizens, regardless of race, nationality, sex, age, ability, language spoken, or economic status. These mandates include:

- **Title VI of the Civil Rights Act of 1964** - Title VI of the Civil Rights Act states that "No person in the United States shall, on the grounds of race, color, or national origin, be excluded from participation in, be denied the benefit of, or be subjected to discrimination under any program or activity receiving federal financial assistance." LLTS MPO and its partners are committed to providing open and inclusive access to the transportation decision-making process for all persons, regardless of race, color, religion, sex, national origin, disability, or age.
- **Executive Order on Environmental Justice (Executive Order 12898 February 11, 1994)** - Environmental Justice is the fair treatment and meaningful involvement of all people regardless of race, color, national origin, or income with respect to the development, implementation, and enforcement of environmental laws, regulations, and policies. LLTS MPO and its partners are committed to providing opportunities for full and fair participation by minority and low- income communities in the transportation decision-making process.
- **Americans with Disabilities Act (ADA)** - The Americans with Disabilities Act of 1990 stipulates involving persons with disabilities in the development and improvement of services. Sites of public involvement activities as well as the information presented must be accessible to persons with disabilities. LLTS MPO and its partners are

committed to providing full access to public involvement programs and information for persons with disabilities. All public meetings are held in ADA-accessible locations. With advance notice, special provisions can be made for hearing-impaired or visually impaired participants.

- **Executive Order on Limited English Proficiency** - Executive Order 13166, "Improving Access to Services for Persons with Limited English Proficiency," was signed on August 11, 2000. Recipients of federal funding "are required to take reasonable steps to ensure meaningful access to programs and activities by LEP person." LLTS MPO and its partners will make special arrangements for the provision of interpretative services upon request.
- Anyone who requires special accommodations, should contact Robert Manzella, LLTS MPO Transportation Planner at 570-825-1564 or robert.manzella@luzernecounty.org
- Please see Language Taglines at the beginning of this document.

LLTS MPO Introduction and History

The Lackawanna-Luzerne Metropolitan Planning Organization (MPO), through coordination with the MPO Technical Committee and Coordinating Committee, has developed its 2025-2028 Transportation Improvement Program (TIP). The TIP identifies the region's highest priority transportation projects, develops a multi-year program of implementation, and identifies available funding for the programmed project phases. The TIP shows the estimated cost of each project and a projected timeline for completion of the project. The TIP covers a four-year period of investment, must be fiscally constrained, and is updated through a collaboration of local, state and federal agencies, including participation by the general public.

An MPO is a regional planning entity created by federal laws and is responsible for transportation planning and approval of federal transportation funding for an Urbanized Area (UZA) with over 50,000 inhabitants, as defined by the U.S. Census Bureau. MPOs provide a forum where local officials, public transportation providers, and state agency representatives come together and cooperative plan to meet a region's current and projected transportation needs. Currently, planning staff from Lackawanna and Luzerne Counties act as the fiscal agents and staff the MPO.

The Lackawanna-Luzerne Transportation Study was created on June 2, 1964, as part of the Federal Aid Highway Act of 1962, Title 23. The initial agreement was between the Commonwealth of Pennsylvania, the counties of Lackawanna and Luzerne, as well as the cities of Wilkes-Barre and Scranton. The MPO was formed following the passage of the 1973 Federal Highway Act. As the federally designated MPO for the Lackawanna-Luzerne Bi-County Region, LLMPO is required to coordinate the transportation planning activities for the two counties, six cities of Scranton, Wilkes-Barre, Hazleton, Nanticoke, Carbondale and Pittston, 53 boroughs and 57 townships. This includes the planning and programming of federal funds through the TIP. To ensure compliance, the 2025-2028 TIP was developed in adherence to the applicable federal regulations with the current federal transportation act – the Infrastructure Investment and Jobs Act (IIJA), also known as the Bipartisan

Infrastructure Law (BIL). Additional information on the IJJA/BIL is available at <https://www.fhwa.dot.gov/bipartisan-infrastructure-law/>.

In the LLMPO Region there are approximately XX miles of Interstate Highway (I-80, I-81, I-84 and I-380), XX miles of Pennsylvania Turnpike (I-476), XX miles of US Highways (US-6 and US-11), XX miles of PA Highways in Lackawanna County (106, 107, 171, 247, 307, 347, 407, 435, 438, 502, 590, 632 and 690), and XX miles of PA Highways in Luzerne County (29, 92, 93, 115, 118, 239, 309, 315, 415, 424, 437, 487, 502, 924 and 940).

As defined by federal transportation regulations, MPOs direct how and where available federal dollars for transportation improvements will be spent. The primary function of the MPO are to:

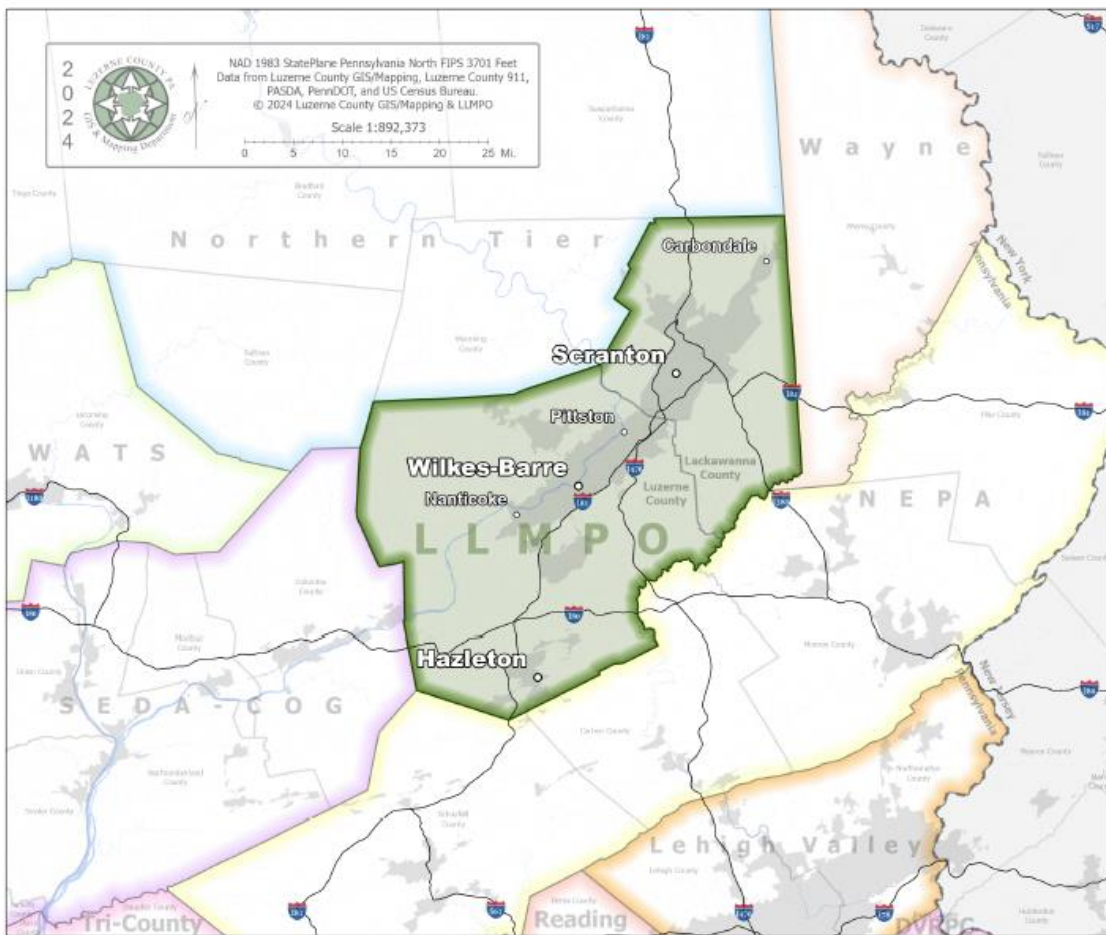
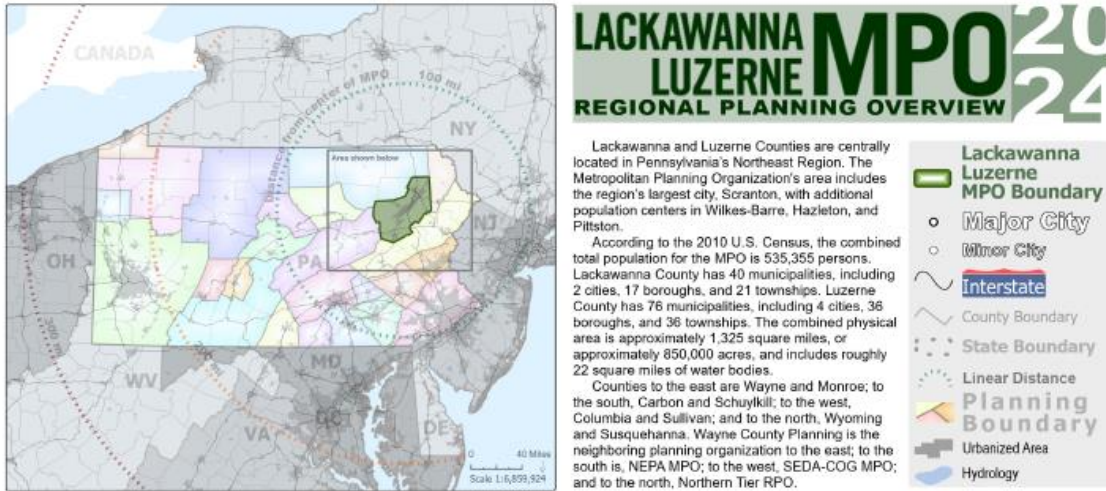
- Establish the goals, objectives and policies governing transportation planning in the region,
- Direct the preparation of, and adoption, the short- and long-range transportation plans,
- Recommend projects for implementation through the adoption of the TIP, and
- Perform the air quality conformity determination of the TIP.

Mission Statement

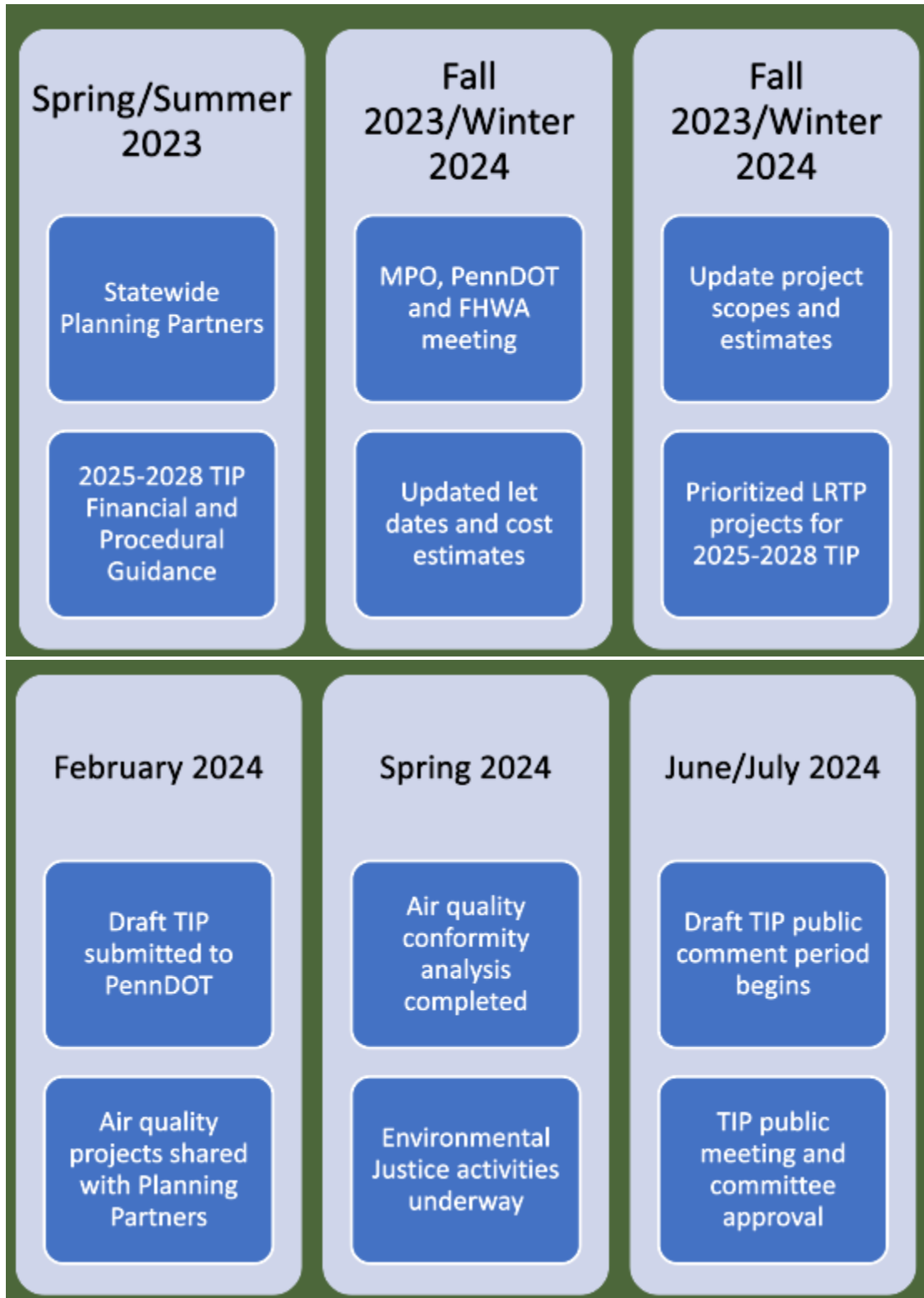
The Lackawanna County/Luzerne County MPO mission is to provide a continuous, cooperative, and comprehensive ("3C") transportation planning process to build regional agreements on transportation investments. The goal is to create a multimodal transportation network that balances roadways, public transit, bicycle, pedestrian, and other transportation needs. This network should support regional land use, economic, and environmental priorities as well as provide for the safe and efficient movement of people and goods in and throughout the Region.

An 11-member coordinating committee that governs LLMPO is represented by Lackawanna and Luzerne County officials, City officials from Scranton, Wilkes-Barre and Hazleton, the Pennsylvania Department of Transportation (PennDOT), transit representatives from the County of Lackawanna Transit System (COLTS) and Luzerne County Transportation Authority (LCTA), and an aviation representative from the Wilkes-Barre/Scranton International Airport (AVP). There are four non-voting members representing the Pennsylvania Northeast Regional Railroad Authority (PNRRA), Federal Highway Administration (FHWA), Federal Transit Authority (FTA), and the Pennsylvania Department of Community and Economic Development (PA DCED).

LLTS MPO Region



TIP Timeline



TIP Development and Project Selection Process

A **Transportation Improvement Program (TIP)** is a regionally agreed-upon list of priority transportation projects, as required by federal law (ISTEA, TEA-21, SAFETEA LU, MAP-21, the FAST Act, and the new Infrastructure Investment and Jobs Act/Bipartisan Infrastructure law (IIJA/BIL)).

This regionally adopted prioritized listing/program of transportation projects developed by a metropolitan planning organization (MPO) like LLMPO, in cooperation with the State, localities, and affected public transportation operators, as part of the metropolitan transportation planning process. The TIP must be consistent with the applicable Long Range Transportation Plan, be fiscally constrained, and cover a period of no less than four years. With a few exceptions (see 23 CFR 450.326 (e and f) and 23 CFR 450.326), all federally funded and/or regionally significant projects that require an action by the Federal Highway Administration (FHWA) or the Federal Transit Authority (FTA) must be included in a current TIP that has been approved by the MPO and the Governing agency before work can proceed.

Fiscally constrained means that the LLMPO TIP includes sufficient financial information for demonstrating that projects in the TIP can be implemented using committed or available revenue sources, or revenue sources that may be reasonably expected to be available.

Federal regulations define a ***regionally-significant project*** as a transportation project (other than projects that may be grouped in the LLMPO TIP or exempt projects as defined in the Environmental Protection Agency's (EPA) transportation conformity regulation) that is on a facility that serves regional transportation needs (such as access to and from the area outside the region, major activity centers in the region, major planned developments such as new retail shopping areas, sports complexes, or employment centers, or multi-modal transportation terminals) and would normally be included in the modeling of the MPO areas transportation network. At a minimum, this includes all principal arterial highways and all fixed guideway transit facilities that offer a significant alternative to regional highway travel.

The project selection process considered the availability of total funding, the availability of different types of funding, and overall goals of the programs.

PennDOT and its Planning Partners are required to meet federal and state requirements for the development and documentation of the Pennsylvania Statewide Transportation Improvement Programs (STIP's) and the regional Transportation Improvement Programs (TIPs). This includes, but is not limited to, 23 USC Section 134, 23 USC Section 135, 23 CFR 450.200, 23 CFR 450.300, and 23 CFR 490, as well as PA Consolidated Statute (CS) Title 74 and PA Code Title 67. On a biennial basis, PennDOT District 4, and their planning partners (Lackawanna Luzerne Metropolitan Planning Organization (LLMPO), Northeastern Pennsylvania Alliance Metropolitan Planning Organization (NEPA MPO), Northern Tier Regional Planning Organization (Northern Tier RPO), & Wayne County independent) engage in the development of Pennsylvania's 12-Year Program (TYP), Statewide Transportation Improvement Program (STIP) and the regional Transportation Improvement Program (TIP). The regional TIP's contain the programmed transportation projects (covering a four-year period) throughout District 4.

The purpose of this document is to define the roles and responsibilities of District staff in the development of the regional Transportation Improvement Programs (TIP's) and Twelve-Year Programs (TYP's).

Although the formal TYP update statewide is on a biannual basis, the district has continuous engagement in asset management and thus the TIP's and the projects are constantly evolving based on scopes, estimates and estimated milestones.

The District 4-0 Planning and Programming unit begins by exporting the current Twelve-year Plan (TYP) into an excel spreadsheet, named "D4 Draft TYP" for easier manipulation and sorting. The Planning and Programming unit then coordinates with all Project Managers (PM's) through Portfolio Manager for current project needs, timelines, estimates and scopes. This information is then fed into the D4 Draft TYP spreadsheet where all projects are aligned with the PM's estimates and delivery milestones.

The TIP development team, which consists of the Assistant District Executive-Design, Portfolio Manager, Bridge Engineer, Planning and Programming unit

will meet with each District Unit individually. The meeting involves review of Department Policies, Goals, Metrics, Performance Measures, as they relate to each unit.

- Traffic unit: Consideration of projects that qualify and will be submitted under the Highway Safety Improvement Program. These include, safety hot spots, crash data, Road Safety Audits (RSA), top intersection safety (ISIP), roadway-departure (RDIP) concerns and systematic improvement opportunities. Current projects underway, scopes of work and design status are reviewed. Candidate projects and funding sources are discussed and prioritized.
- Maintenance: Maintenance staff, through the Asset Management Unit in conjunction with County Maintenance office, determine their highest priorities, and which roadway projects could be better suited for TIP dollars (as opposed to state maintenance funds) due to scope and size of project. Several quantitative measures are used to assess the current and projected future condition of an asset. These processes are outlined in District 4 District Office Circular (DOC) 20-05.

Pennsylvania's Transportation Asset Management Plan (TAMP) defines the use of software such as PAMS which is a tool that allows PennDOT staff to manage and plan for future asset management needs based on several quantitative measures of an asset's overall performance (including cracking, roughness, rutting, concrete faulting, etc.). Historical data (i.e. when the road was last resurfaced, and how it has held up historically) is considered along with less formal methods like field observation and institutional knowledge. This is all factored in with the roadway functional classification, use of roadway, etc. and considered alongside available funding and the correlated eligibility to develop a prioritized list.

National Highway System (NHS) non-Interstate is assessed yearly by the District Executive, ADE-D and Asset Manager. Performance Measures, condition ratings, age of last treatment, composition, and potential

treatments, are reviewed against potential funding sources in each region. A prioritized plan is then compiled, for consideration of funding on the TIP.

- **Highway Design:** Some of the largest and most intensive projects involving extensive restoration and reconstruction work, come from above discussions and compiled for consideration and discussion with the planning partners as the funding needs are typically beyond yearly allocations. Candidate projects of this nature, may be introduced by the planning partners, generating from regional needs, developments, Municipalities, etc. Working with the planning partners, the District will provide additional roadway data, traffic data, potential scope options and estimates. The planning partners may choose to study the location utilizing planning funding from the UPWP Unified Planning Work Program (UPWP) prior to the TIP update process.
- **Bridge Design:** The bridge design unit keeps a detailed list of bridge conditions based on inspections. While overall bridge condition ratings are utilized, the Bridge Engineer and staff regularly review BMS data, inspection reports, POOR listings, 6-month inspections listing, bridges with priority ratings, BAMS software, and uses institutional knowledge to determine potential scope of work; preservations, rehabilitation, or replacement, timeframes, and estimates for each. This is an ongoing, repetitive process typically aligned with inspection schedules. Continuous coordination occurs with Construction and Maintenance Divisions for reporting of completed work, and assignment of new work as appropriate.
- **Geotechnical Unit:** Coordination with the Geotechnical Engineer for an in-depth review of the Geohazard Inventory and Rating system, consideration of work for inclusion onto the TIP and priority.

Each planning partners Long Range Transportation Plan (LRTP) is referenced for all candidate projects to assure all projects are aligned with the current

plans and initiatives. The candidate list of projects is then cross referenced against the “D4 Draft TYP” and project by project is discussed, considered for reprioritized for inclusion into the proposed TIP. This step of the process may take many iterations, with funding eligibility and sources determined in coordination with planning partners.

Several meetings are set with each Planning Partner, Federal Highway representative, Central Office Program staff and district staff to coordinate priorities. These meetings also serve as an open discussion between District and Planning Partner staff to see what studies are underway, completed and need to be funded.

Below provides the general timeline for the formal bi-annual TIP update process.

General Timeframes/Deadlines:

Add in July/August time frame: District requests updated estimate, delivery dates and scopes from project managers. District sets up working document of Twelve Year Plan for all carryover projects.

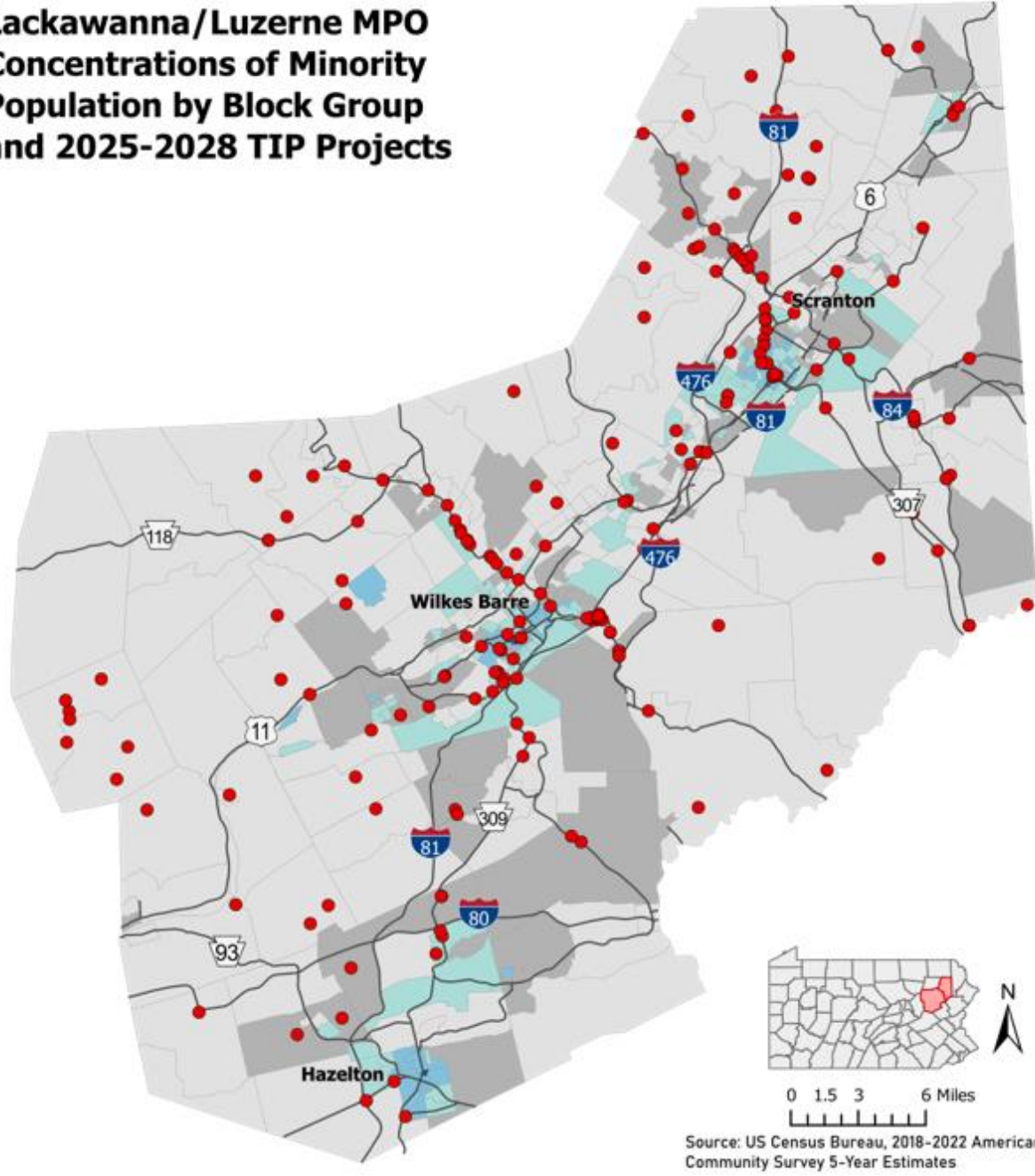
District applies Financial Guidance allocations and analyzes Program capacity. Planning and Programming unit requests candidate list of projects from District units and meets with each unit to discuss/review existing projects, and candidate lists.

TIP and Environmental Justice

The identification of minority and low-income populations is essential to establishing effective strategies in the transportation planning process. When meaningful opportunities for interaction are established, the transportation planning process can effectively draw upon the perspectives of communities to identify existing transportation needs, localized deficiencies, and the demand for transportation services. Mapping of these populations not only provides a baseline for assessing impacts of the transportation investment program, but also aids in the development of an effective public involvement program.

Of the locatable 172 projects on the Lackawanna/Luzerne MPO TIP, 40 projects are located in both high minority and high low-income block groups, 27 projects are located in high low-income block groups, and 12 projects are located in high minority block groups. The next two following maps show the geographic proximity between different 2025-2028 TIP projects and high minority and high in low-income areas.

Lackawanna/Luzerne MPO Concentrations of Minority Population by Block Group and 2025-2028 TIP Projects

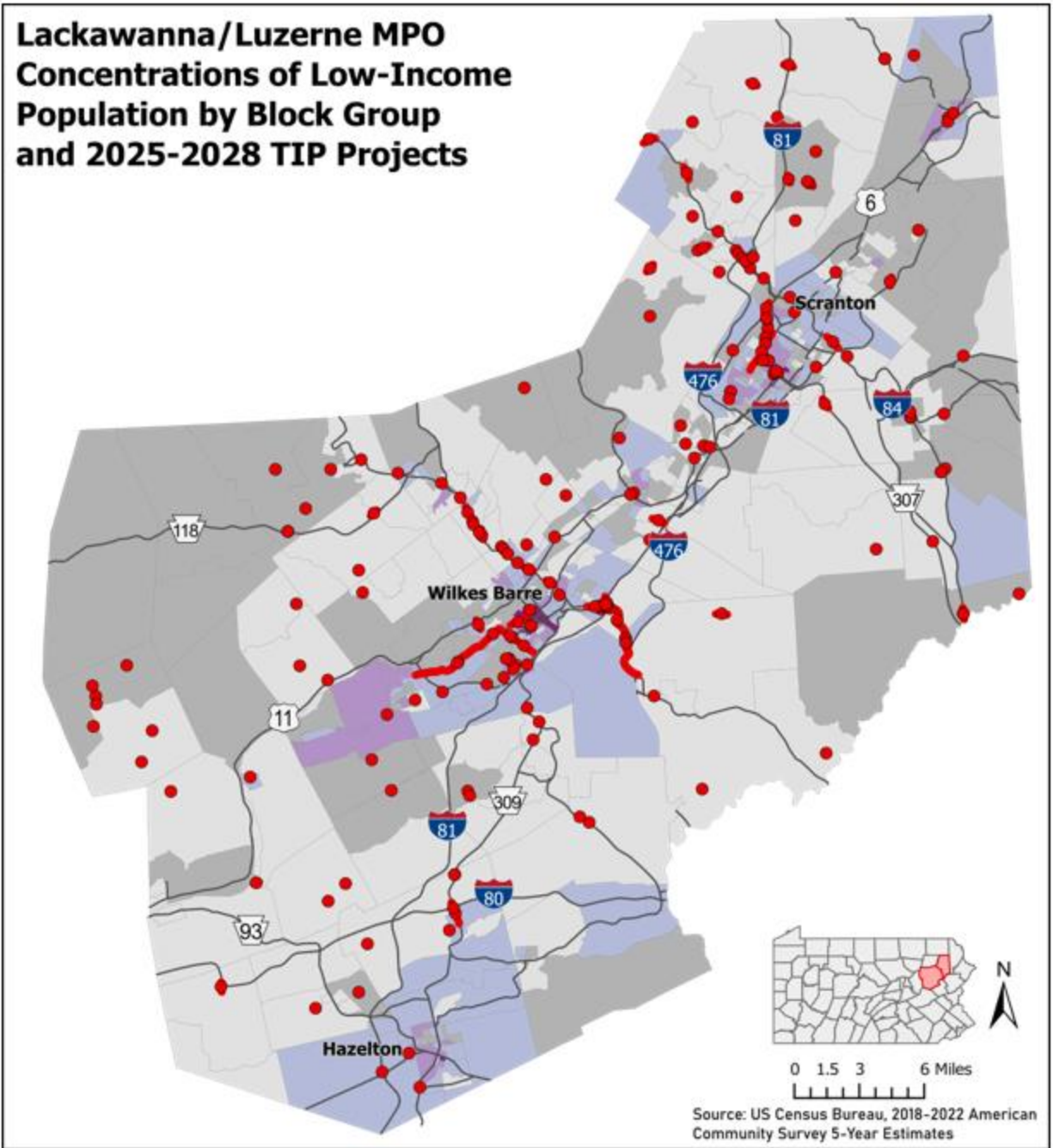


Lackawanna/Luzerne MPO Census Block Groups, 2022
Regional Minority Population Interval for Block Group

- Less than or equal to half regional minority population percentage
- Greater than half and less than or equal to regional minority population percentage
- Greater than regional minority population percentage and less than or equal to twice to the regional minority population percentage
- Greater than twice and less than or equal to four times the regional minority population percentage
- Greater than four times the regional minority population percentage

TIP Projects

- TIP Projects



Lackawanna/Luzerne MPO Census Block Groups, 2022

Regional Low-Income Population Interval for Block Group

- Less than or equal to half regional low-income population percentage
- Greater than half and less than or equal to regional low-income population percentage
- Greater than regional low-income population percentage and less than or equal to twice to the regional low-income population percentage
- Greater than twice and less than or equal to four times the regional low-income population percentage
- Greater than four times the regional low-income population percentage

TIP Projects

- TIP Projects

Transportation Performance Management

Transportation Performance Management (TPM) is a strategic approach that uses data to make investment and policy decisions to achieve national performance goals.

The LLTS MPO 2025-2028 TIP includes road safety improvement projects that are intended to improve the safety of our roadway system.

Table 1: Statewide Targets:

Performance Measure	5-year Rolling Averages		
	TARGET 2020-2024	ACTUAL 2020-2024	BASELINE 2018-2022
Number of Fatalities	1,165.1		1157.4
Fatality Rate	1.219		1.182
Number of Serious Injuries	4,721.0		4682.4
Serious Injury Rate	4.939		4.783
Number of Non-motorized Fatalities and Serious Injuries	817.6		804.6

* Future VMT estimated to hold level over next few years

Table 2: Scranton/WB MPO Supporting Values:

Performance Measure	5-year Rolling Averages		
	TARGET 2020-2024	ACTUAL 2020-2024	BASELINE 2018-2022
Number of Fatalities	55.7		52.8
Fatality Rate	1.305		1.187
Number of Serious Injuries	206.6		188.2
Serious Injury Rate	4.840		4.231
Number of Non-motorized Fatalities and Serious Injuries	40.5		35.8

* Future VMT estimated to hold level over next few years

2025-2028 TIP: Public Outreach

In January 2024, the LLMPO adopted an updated Public Participation Plan, Title VI Plan, and Limited English Proficiency Plan. The LLMPO followed the procedures outlines in the updated plans for the public comment period for the 2025-2028 Transportation Improvement Program (TIP). The LLMPO held a 30-day public comment period on the draft TIP beginning on June 9, 2024, and ending on July 9, 2024. Notice of the Public Comment Period was placed in three local newspapers within the region.

The 2025 TIP can be found on the LLMPO website, as well as copies placed at:

- Lackawanna County Department of Planning, County Government Center, 123 Wyoming Ave, Scranton
- Luzerne County Planning and Zoning Office, Penn Place, Wilkes-Barre
- PennDOT District 4-0, Dunmore
- County of Lackawanna Transit System, 800 North-South Rd, Scranton
- Luzerne County Transportation Authority, Kingston
- Hazleton Public Transit, Hazleton

A public hearing was held on June 9th, 2024, during the Technical and Coordinating Committee joint meeting at the Barry J. Centini Conference Room in the Wilkes-Barre/Scranton International Airport terminal building, 100 Terminal Dr, Avoca, PA.

The public hearing was also held virtually via Microsoft Teams.

A press release announcing the opening of the public comment period and virtual public meeting was shared with media outlets. Notifications of the availability of the draft 2025-2028 TIP for review and public comment period was sent to Native American Tribes and First Nations that have or may have interest in our MPO region are listed below.

- Absentee Shawnee
- Delaware Nation
- Delaware Tribe

- Eastern Shawnee
- Oneida Indian Nation
- Onondaga
- Saint Regis
- Seneca-Cayuga
- Shawnee
- Stockbridge Munsee
- Tuscarora