Regional Transportation and Land Use Planning: Collaboration, Coordination and Engagement in a Two-County MPO

PA APA Annual Conference

October 18, 2021: 2:00-3:15PM

Session Speakers

- **Steve Pitoniak** Planning Department Manager – Lackawanna County Department of Planning and Economic Development

- **Chris Chapman** Transportation Planner – Luzerne County Planning Department

- **Ted Ritsick** Local Government Policy Specialist - PA Department of Community and Economic Development

- **Brian Funkhouser** AICP, Project Manager - Transportation - Michael Baker International

- **Hannah Clark** AICP, Senior Planner - Michael Baker International

Session Agenda

- Regional Overview: Lackawanna County and Luzerne County

- Supporting a Coordinated and Collaborative Bi-County Approach

- 2045 Long-Range Transportation Plan Lackawanna and Luzerne Counties

- Lackawanna and Luzerne Joint County Comprehensive Plan

- Implementation and Next Steps

- Q & A

Regional Overview

2040 Collective Vision
Lackawanna/Luzerne
MEET SHARE PLAN

Lackawanna and Luzerne Counties
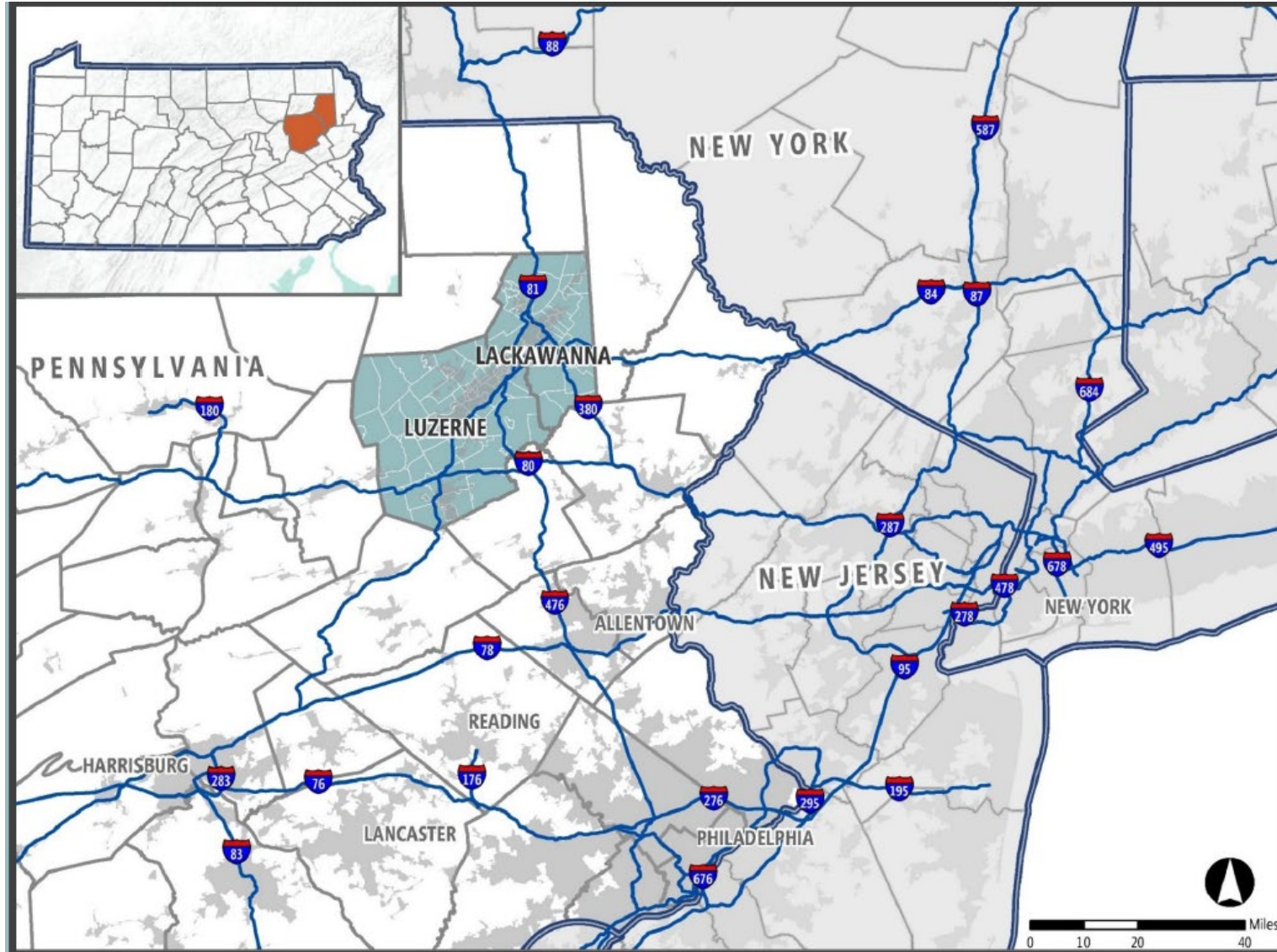
- 2 Counties
- 115 Municipalities
- 64 Water & Sewer Entities
- 23 School Districts
- Population: 529,338
- Median Age: 42.7

- Race/Ethnicity:
  - 89% identify as white
  - 4% identify as Black
  - 9% identify as Hispanic/Latino

- 35% of population has an Associate, Bachelor, or Graduate Degree
- Median Income: $51,261
- Industries with greatest employment growth:
  - Education, Health, Social Services
  - Professional, Scientific, Management, Administration, Waste Management
  - Transportation, Warehousing, Utilities

Source: 2014-2018 American Community Survey

Lackawanna County: Demographics

- 473.8 Square Miles
- 2020 Population: 215,896 (increase of 1,459 from 2010)
- Two Cities (One Class 2A and One Class 3)
- 17 Boroughs
- 21 Townships (2nd Class)
- Largest City: Scranton
- 12 School Districts
- Three Universities
- Four Colleges
- One Medical School

Source: www.visitnepa.com

2040 Collective Vision
Lackawanna/Luzerne
MEET SHARE PLAN

Lackawanna County: Transportation

- Major Highways:
  - Interstate Routes 81, 84, 380, 476
  - US 6, 11
- Railroads:
  - Norfolk Southern Railroad
  - Canadian Pacific
  - Delaware and Lackawanna Railroad
  - Reading Blue Mountain and Northern
  - Luzerne and Susquehanna Railroad
  - Taylor Intermodal Facility
- Air:
  - Wilkes-Barre Scranton International Airport
  - Seamans Airport

Legend:
— Interstates
— US Highways
— State Routes
—|— Rail Lines
✈ Airports (Public
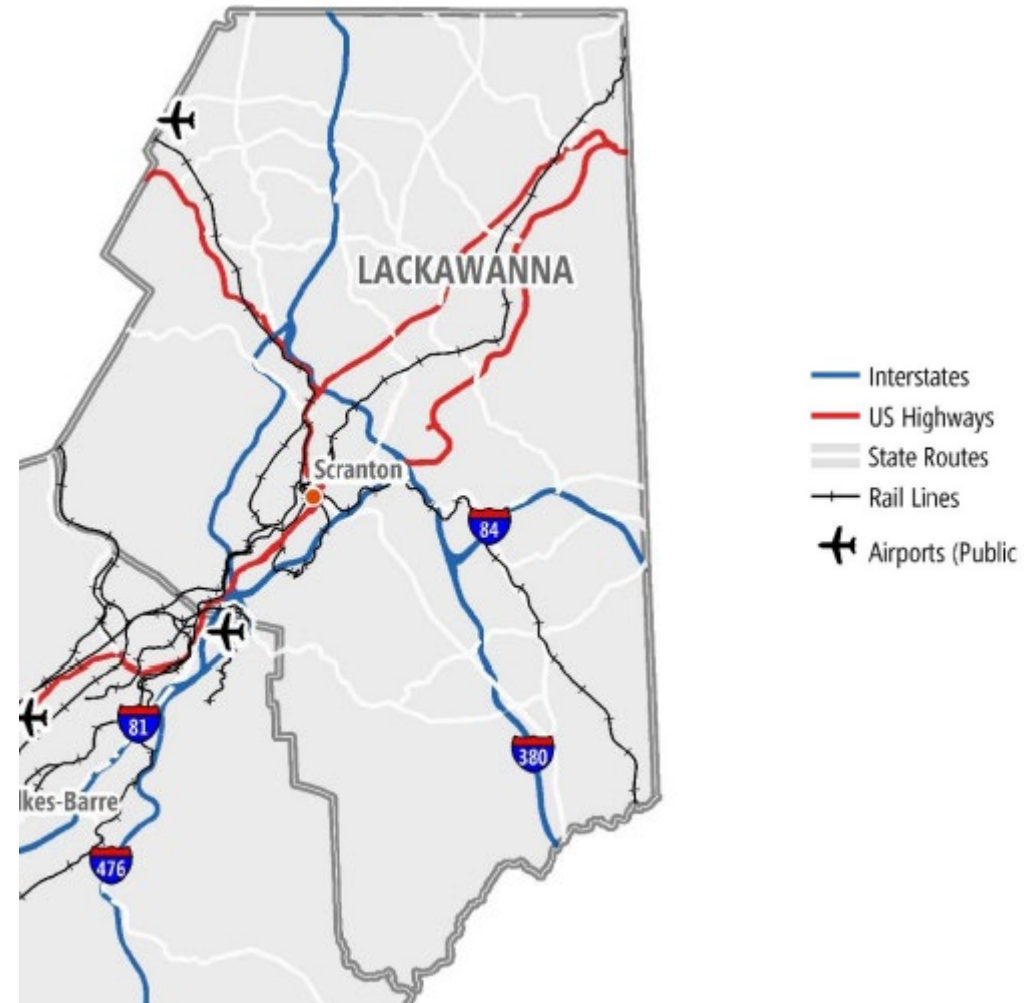
Lackawanna County: Major Institutions and Attractions

- Steamtown National Historic Site

- PNC Field (Triple-A baseball franchise)

- Montage Mountain Ski Area

- Museums:
  - Anthracite Heritage Museum
  - Carbondale Historical Society and Museum
  - Electric City Trolley Station and Museum
  - Everhart Museum of Natural History, Science, and Art
  - Houdini Museum

Sources:
https://www.montagemountainresorts.com/;
https://www.visitnepa.org/listing/houdini-museum-%26-magic-show/193/;
https://www.nps.gov/stea/index.htm

Luzerne County: Demographics

- 906 Square Miles
- 2020 Population 325,594
- Four Cities
- 36 Boroughs
- 36 Townships
- Largest City: Wilkes-Barre
- 12 Public School Districts
- Two Universities
- Four Colleges
- One Medical School
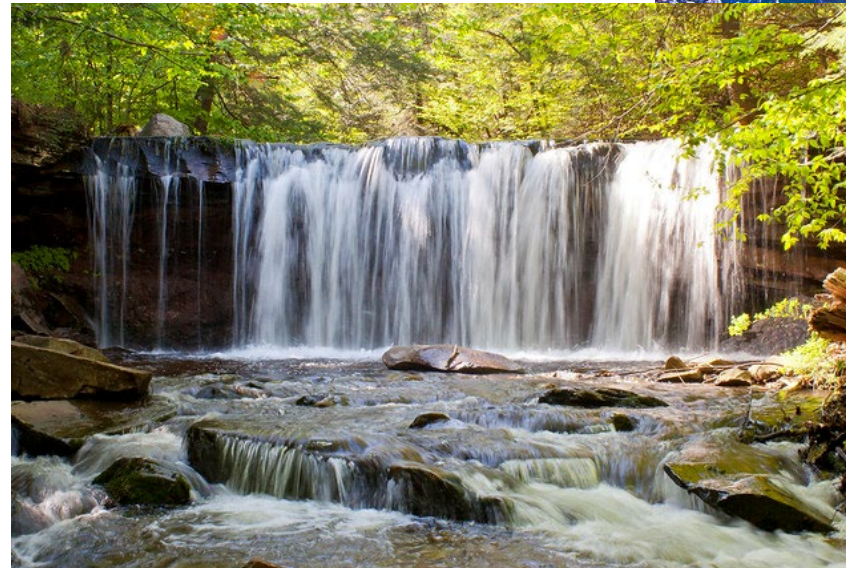- One School of Business and Technology

Luzerne County: Transportation

- Major Highways:
  - Interstate Routes 80, 81, 476
  - US 11

- Railroads:
  - Canadian Pacific Railway
  - Delaware and Hudson Railway
  - Luzerne and Susquehanna Railway
  - Norfolk Southern Railway
  - North Shore Railroad
  - Reading Blue Mountain and Northern Railroad

- Air:
  - Wilkes-Barre/Scranton International Airport
  - Hazleton Municipal Airport
  - Wilkes-Barre Wyoming Valley Airport

Legend:
— Interstates
— US Highways
— State Routes
—+— Rail Lines
✈ Airports (Public)
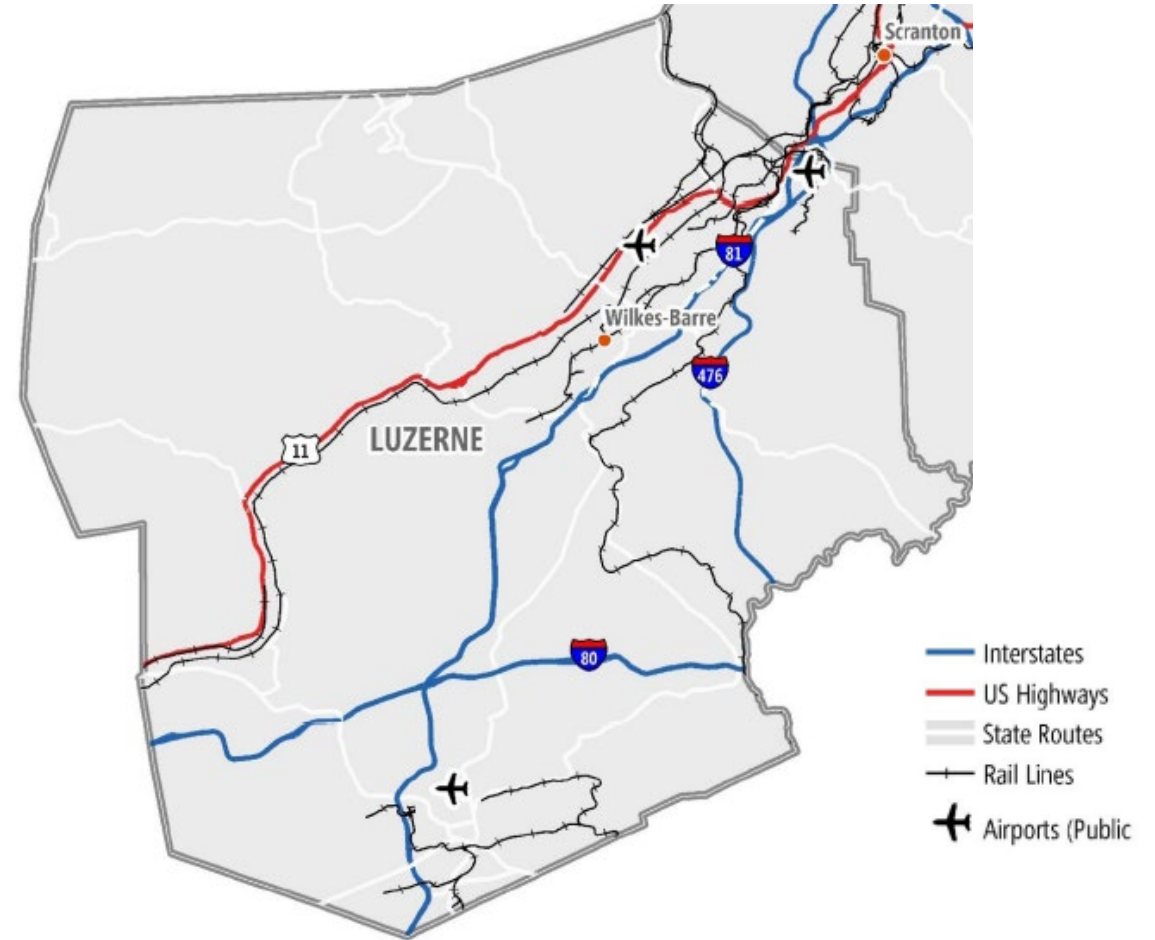
Luzerne County: Major Institutions and Attractions

- Mohegan Sun Arena at Casey Plaza (home of AHL hockey affiliate of the Pittsburgh Penguins)
- Mohegan Sun at Pocono Downs
- F.M. Kirby Center
- Ricketts Glen State Park

Sources:
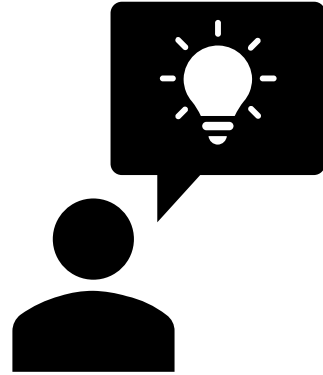https://www.dcnr.pa.gov/StateParks/FindAPark/RickettsGlenStatePark/Pages/default.aspx;
https://mohegansun.com/poi/venues/mohegan-sun-arena.html

2040 Collective Vision
Lackawanna/Luzerne
MEET SHARE PLAN

Approach

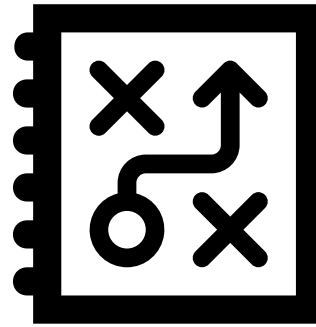2040 Collective Vision
Lackawanna/Luzerne

MEET SHARE PLAN

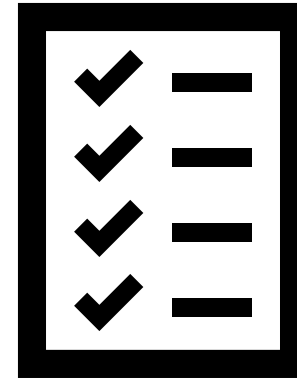# Approach - Implementable Plan

Focus on Real Issues

Communicative Organization
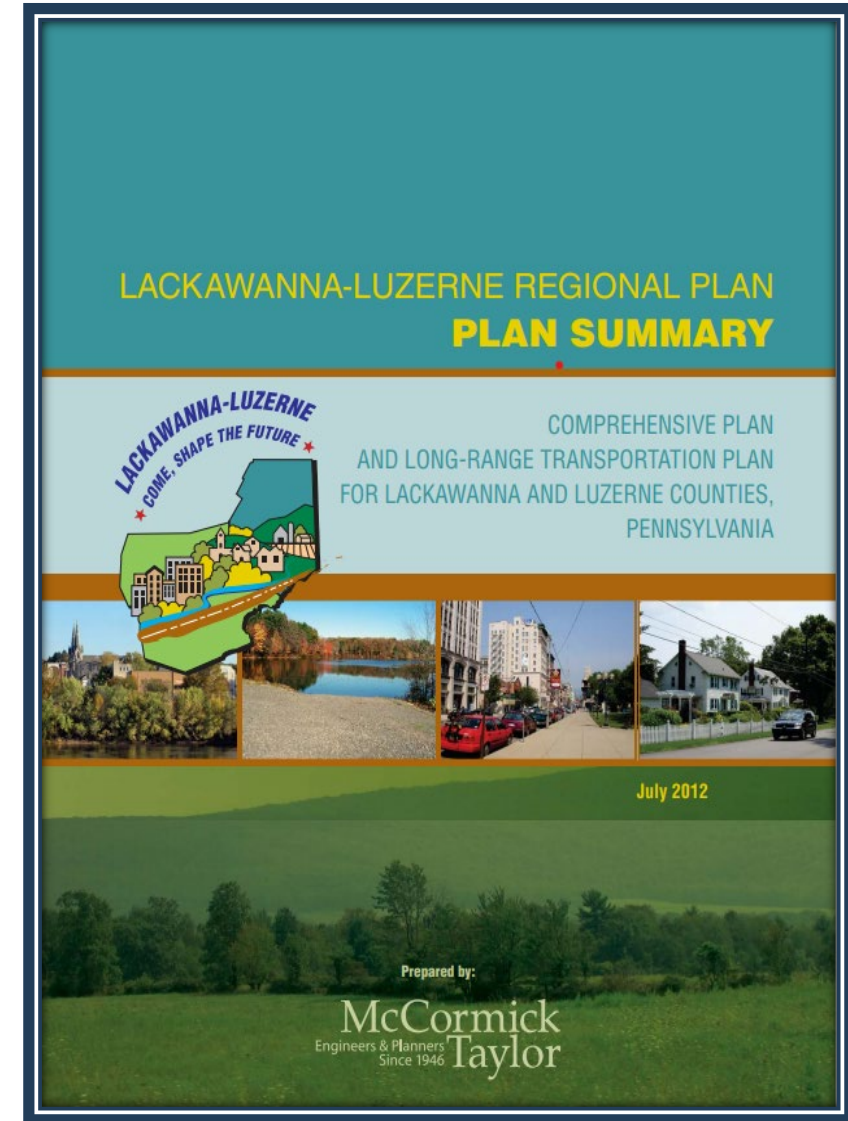
Workable Ideas and Action Plans

Capacity to Implement

Community Ownership

A History of Collaboration

- 2010: Long Range Transportation Plan, Comprehensive Plan, Hazard Mitigation Plan

- 2015: Long Range Transportation Plan

- 2020: Long Range Transportation Plan and Comprehensive Plan
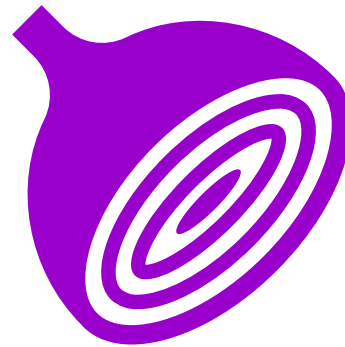
Planning – Two County Scale

What does planning, an ogre and an onion have in common?

"Onions have layers – ogres have layers. You get it?"

Big Picture – The Outer Layer:
- Cross Boundary Issues
- Regional Initiatives
- Regional Themes

COMPREHENSIVE PLAN

LACKAWANNA-LUZERNE COUNTIES
Joint Comprehensive Plan & Long Range Transportation Plan
JUNE 2021

The coordination of these two Plans helps the Lackawanna-Luzerne region focus on supporting crucial topics including:

Partner Coordination and Collaboration

Freight Mobility and Management

Funding Stability and Planning

Environmental Protection

Public Engagement and Collaboration

Mode Equality and Interconnectivity

Land Use Planning and Coordination

Research and Analysis

Transportation and Diversification

Utilities Planning and Maintenance

Energy Conservation

Technical Assistance

Transit-Supportive Land Use

Open Space and Natural Lands

COMPREHENSIVE PLAN

LONG RANGE TRANSPORTATION PLAN

Regional Planning and Coordination

Achievable Housing

Walkability

Transportation-Land Use Connections

Regional Visioning and Goal Setting

Infrastructure Investment, Assessment, & Management

Forecasting

Performance Measures

Arts and Culture

Farmland Preservation

Corridor Preservation and Improvement

Enhance Mobility

System Inventory and Planning

Parks and Recreation

Historical and Cultural Resources

Adaptive Reuse and Revitalization

2040 Collective Vision Lackawanna/Luzerne
MEET   SHARE   PLAN

Today's Road Map

- Methodology
- Existing Conditions
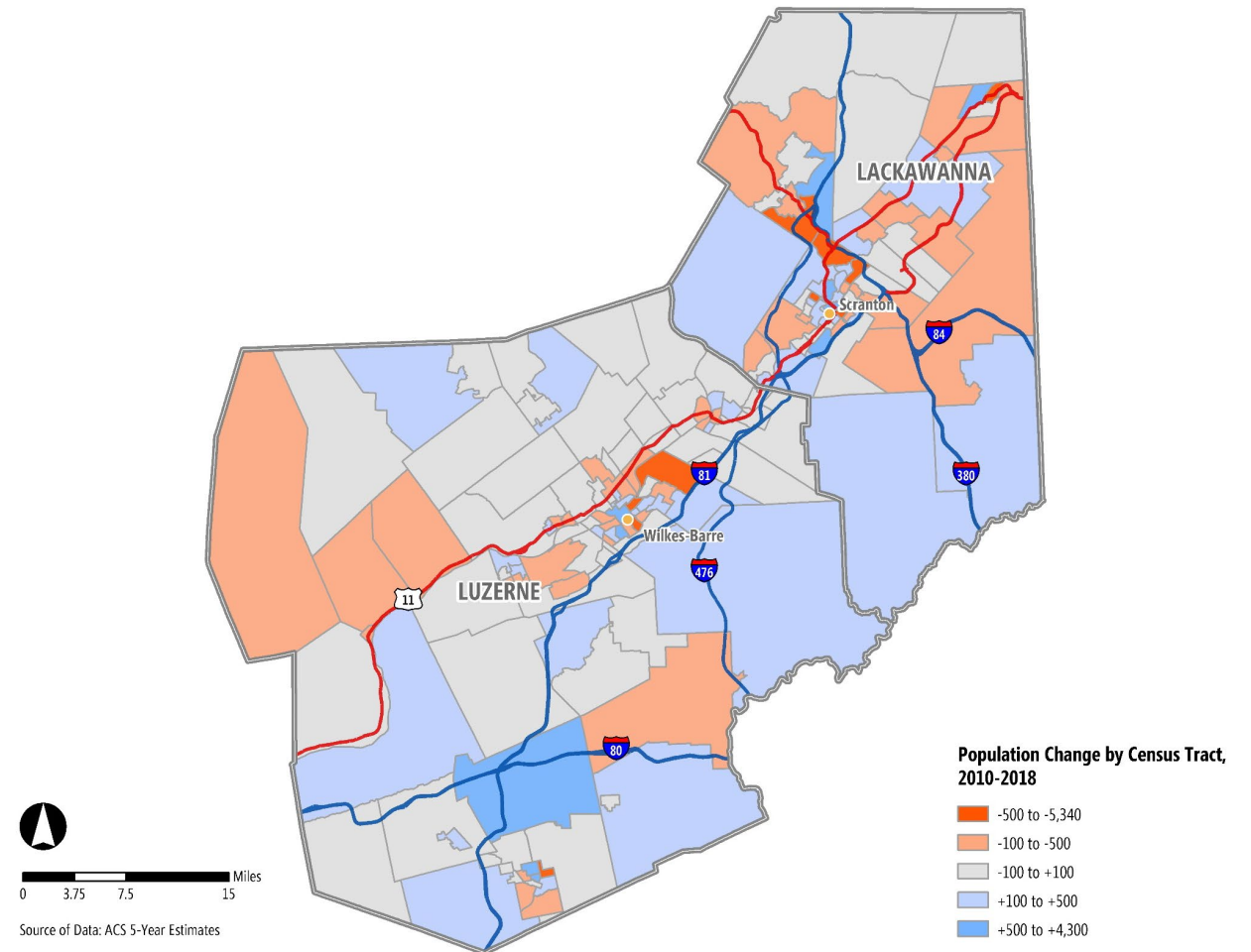- Revenue Forecast
- Strategic Directions

Areas of Emphasis

- LRTP informs the Comprehensive Plan's transportation element

- Interstates

- Air quality/emissions

- Action strategies and candidate projects

- Landscape-orientation

- Story map - digital online format

2040
Collective Vision
Lackawanna/Luzerne
MEET SHARE PLAN

Methodology

- Management Team meetings

- Steering Committee meetings

- Focus Group meetings
  - Active Transportation
  - Transit
  - Freight

- Stakeholder engagement

- MetroQuest online platform for public feedback

- Virtual public meetings

Population & Commuting Patterns

- 72% of the region's workers are employed within the Lackawanna-Luzerne region, while about 28% leave the region for employment

- Employment locations continue to shift from downtown and urban areas to suburban and exurban areas

- Slight population growth projected through 2045

Population Change by Census Tract, 2010-2018

- -500 to -5,340
- -100 to -500
- -100 to +100
- +100 to +500
- +500 to +4,300

Miles
0   3.75   7.5   15

Source of Data: ACS 5-Year Estimates

Aging Population

- By 2040, there will be 135,000 residents age 65 or older

- Crashes among drivers age 65 or older have been steadily increasing and are a factor in more than 15 percent of all crashes

- As the region's population continues to grow and age, there will be additional needs and demands on the transportation system:
  - Highway and traffic safety
  - Transit and shared-ride service
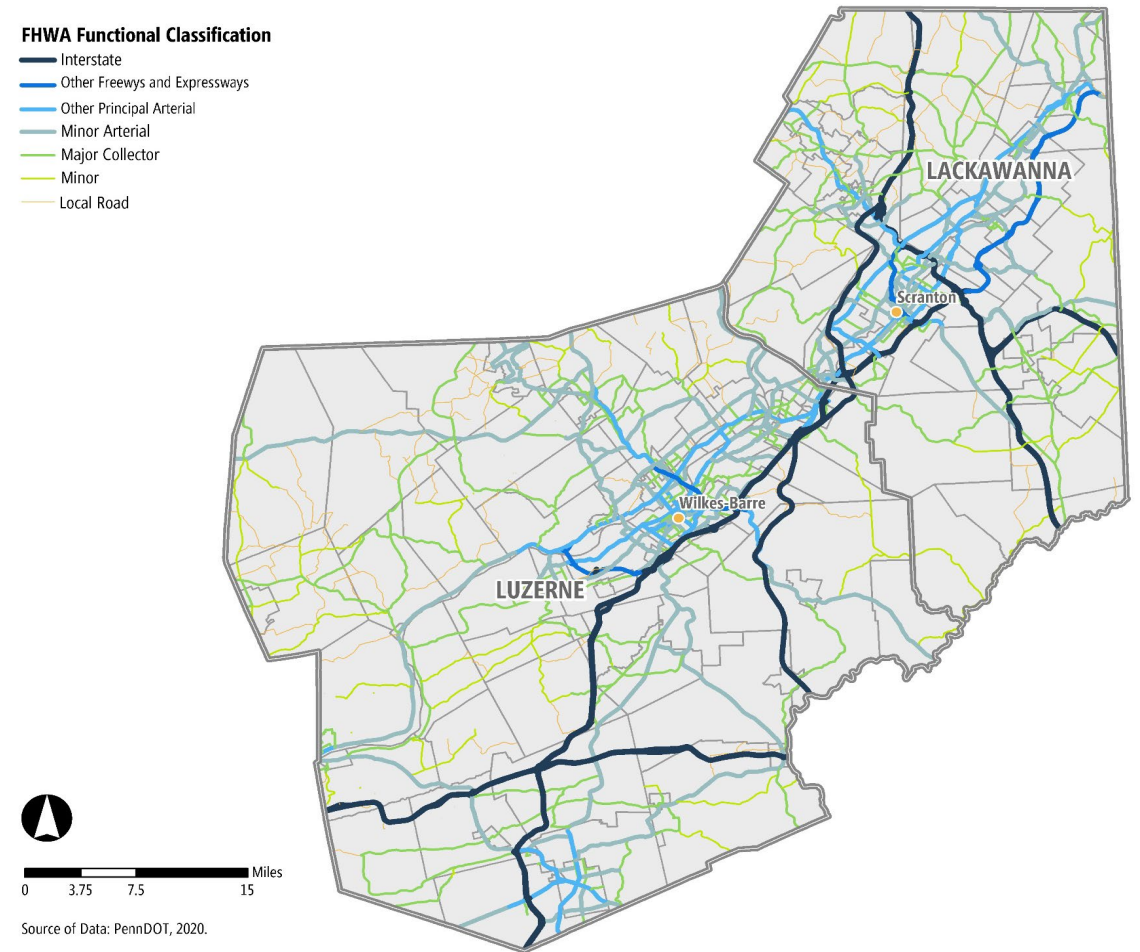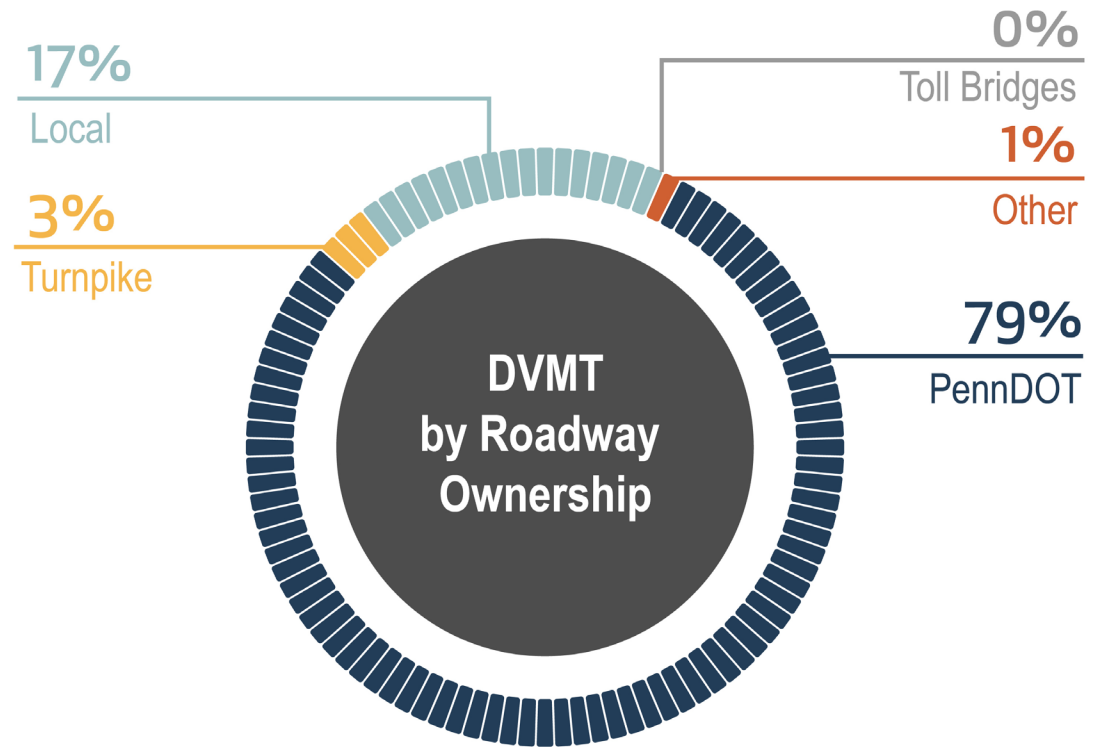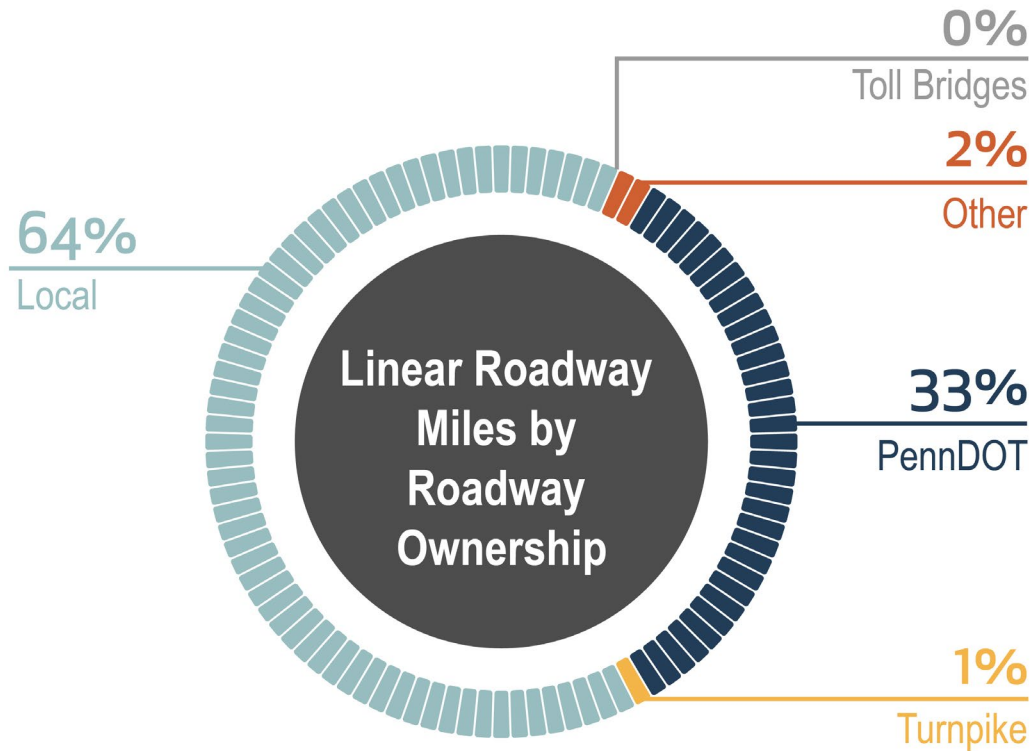 - Pedestrian accessibility and safety
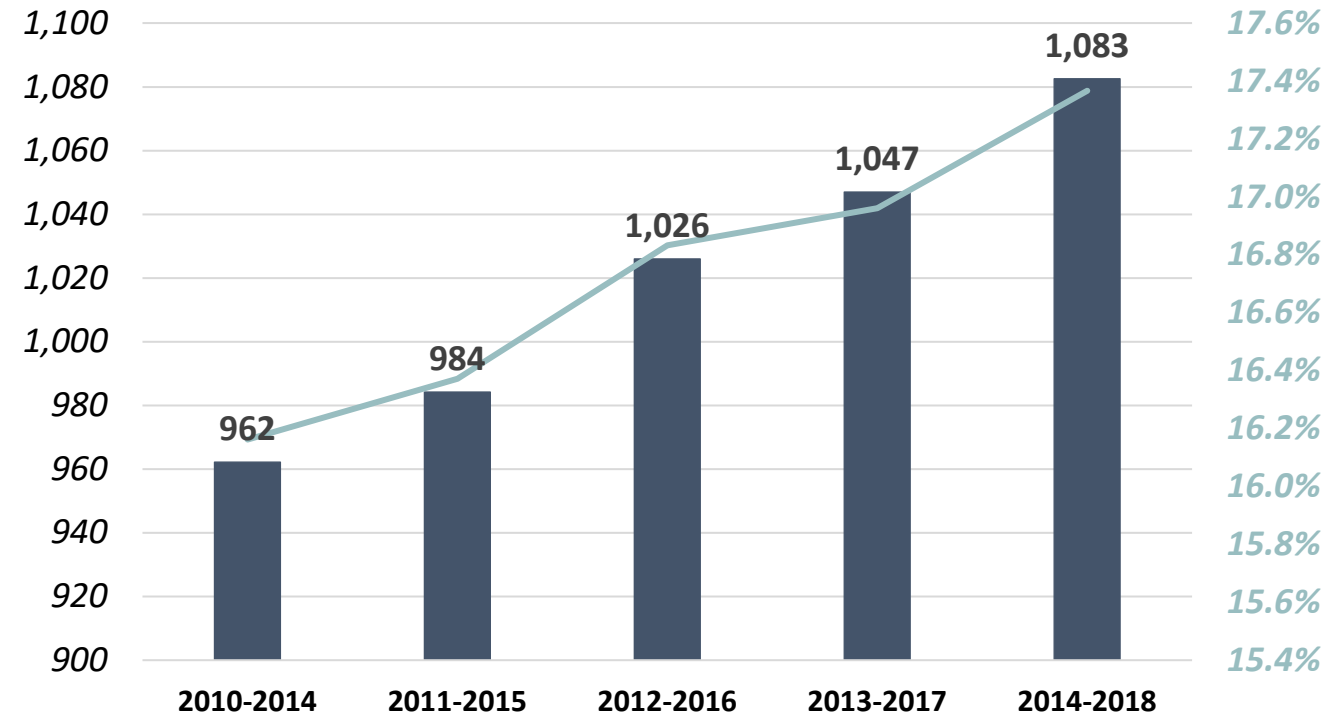
Roadway Network

- Of 4,252 linear miles of roadway, more than 30 percent are owned and maintained by PennDOT

- Only 350 miles are eligible for National Highway Performance Program (NHPP) funding

- Functional Classification updates are underway
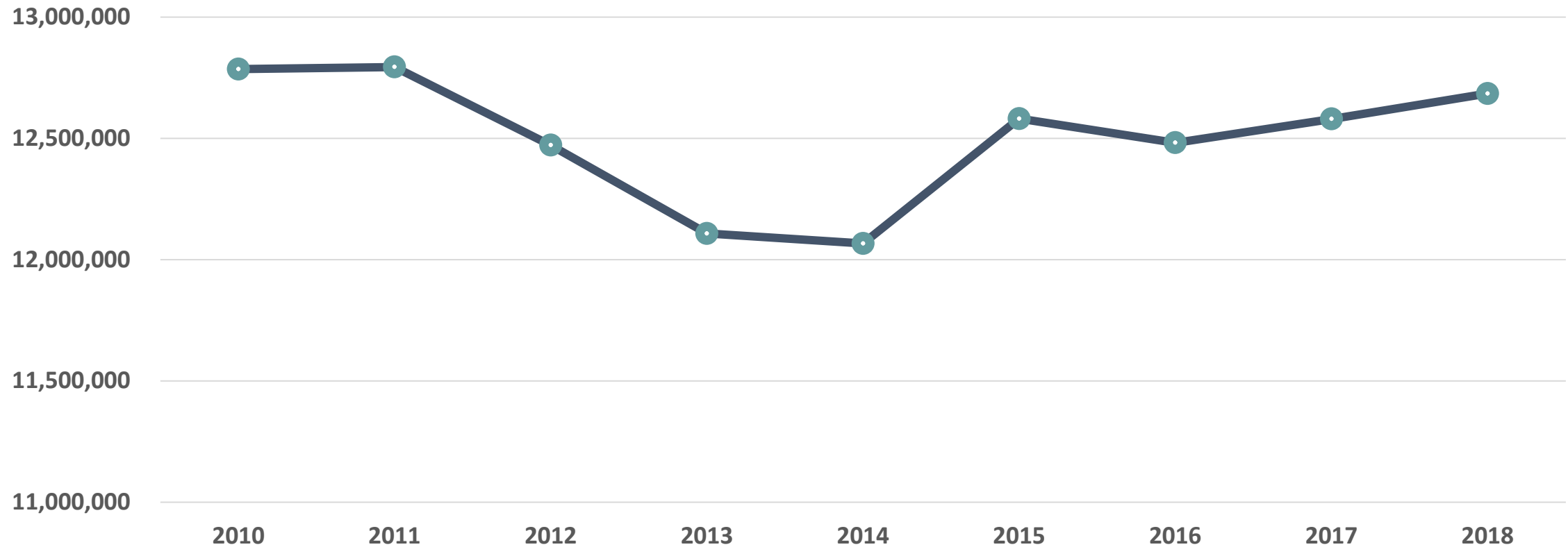
FHWA Functional Classification
- Interstate
- Other Freewys and Expressways
- Other Principal Arterial
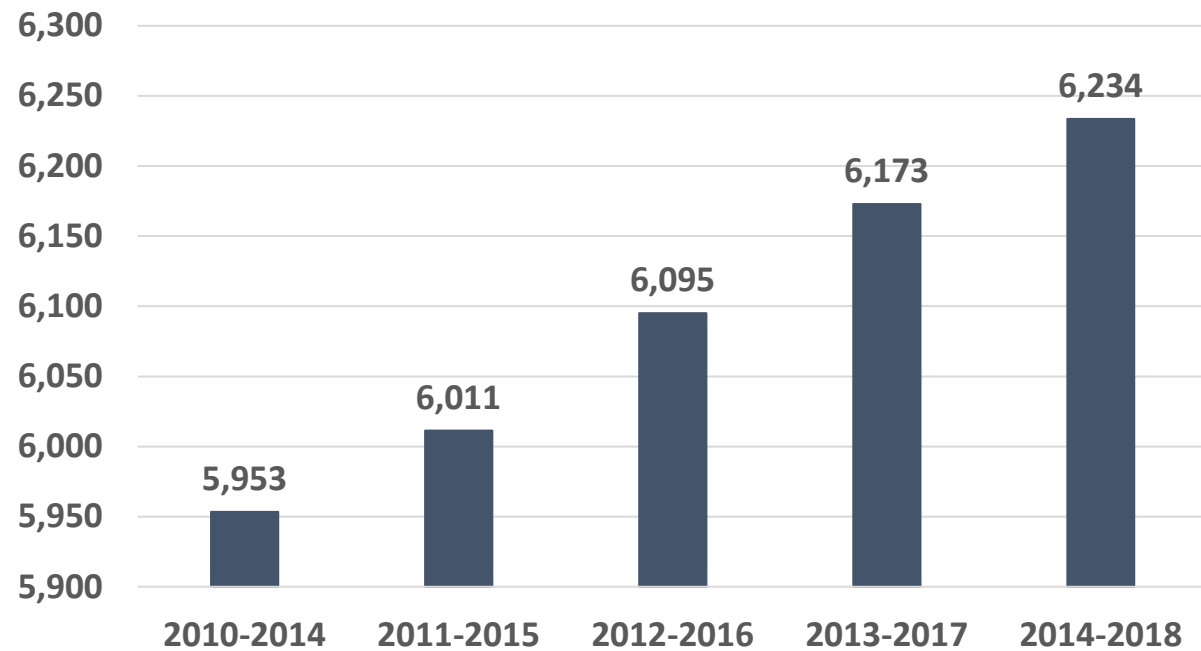- Minor Arterial
- Major Collector
- Minor
- Local Road

LACKAWANNA

Scranton

Wilkes-Barre

LUZERNE

Miles
0   3.75   7.5   15

Source of Data: PennDOT, 2020.

Roadway Network

Linear Roadway Miles by Roadway Ownership

- 0% Toll Bridges
- 2% Other
- 64% Local
- 33% PennDOT
- 1% Turnpike

DVMT by Roadway Ownership

- 17% Local
- 3% Turnpike
- 0% Toll Bridges
- 1% Other
- 79% PennDOT

Daily Vehicle Miles Traveled (DVMT)

Safety

Total Vehicle Crashes by 5-Year Average

Period	Value
2010-2014	5,953
2011-2015	6,011
2012-2016	6,095
2013-2017	6,173
2014-2018	6,234

Total Fatalities by 5-Year Average

Period	Value
2010-2014	55
2011-2015	57
2012-2016	56
2013-2017	55
2014-2018	52
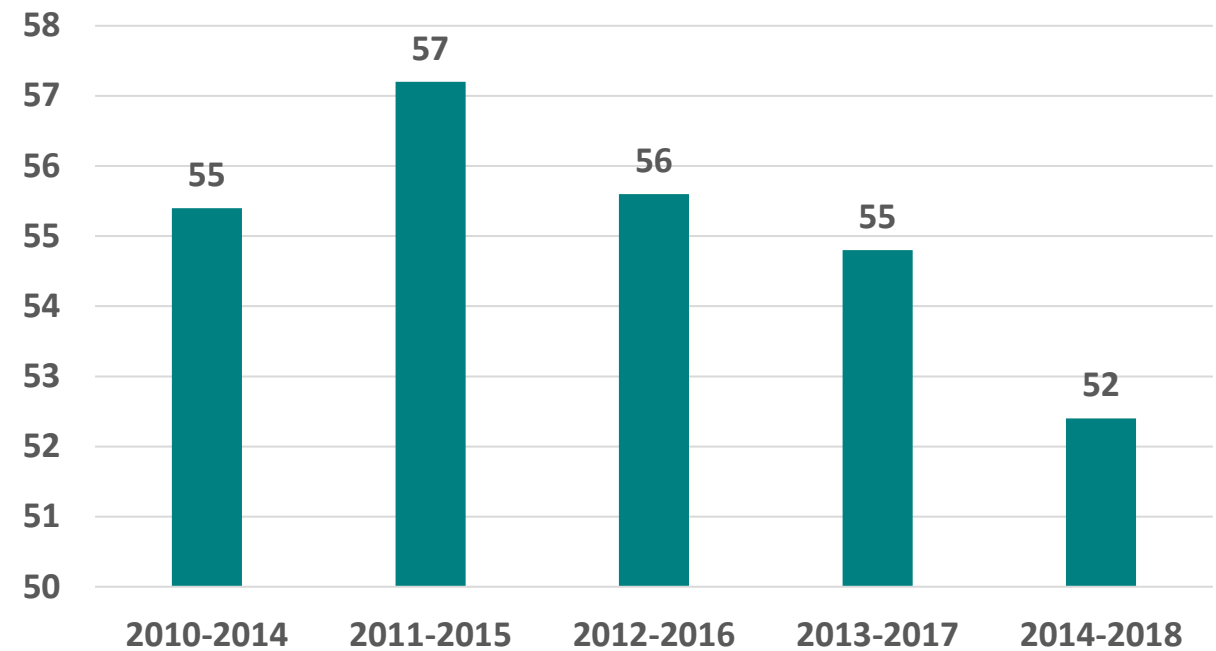
Safety

Distracted Driver Crashes by 5-Year Average

Period	Value
2010-2014	751
2011-2015	746
2012-2016	776
2013-2017	793
2014-2018	790
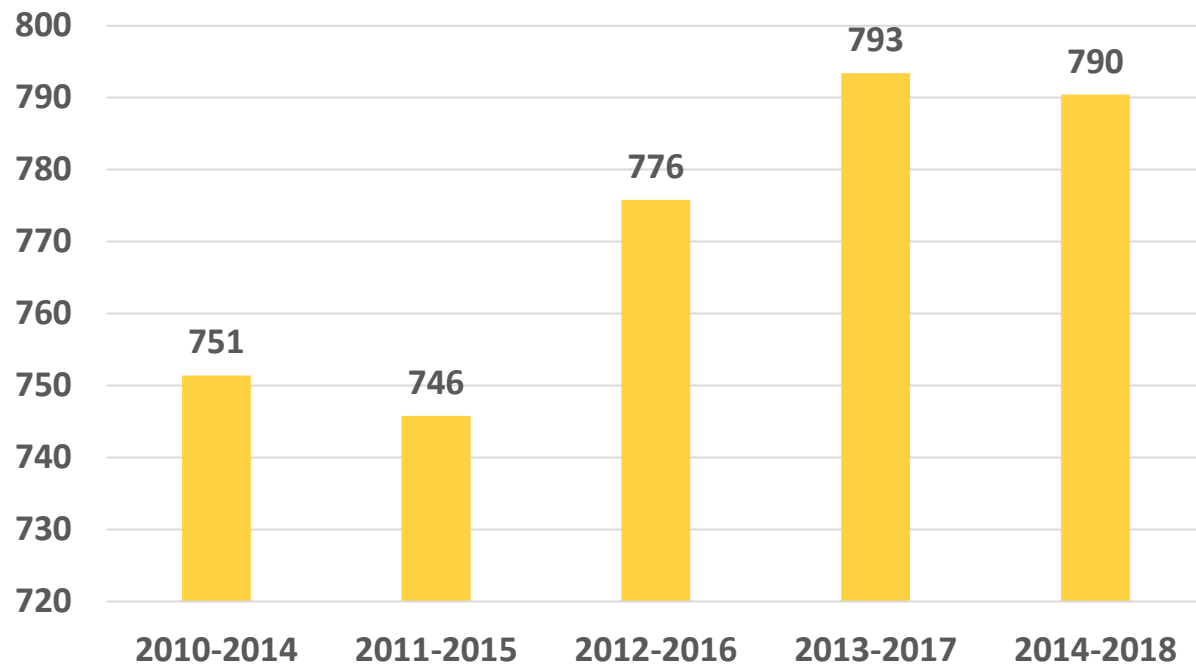
Crashes Involving a 65+ Driver with Percentage of Total Crashes

| Period	Value
2010-2014	962
2011-2015	984
2012-2016	1,026
2013-2017	1,047
2014-2018	1,083
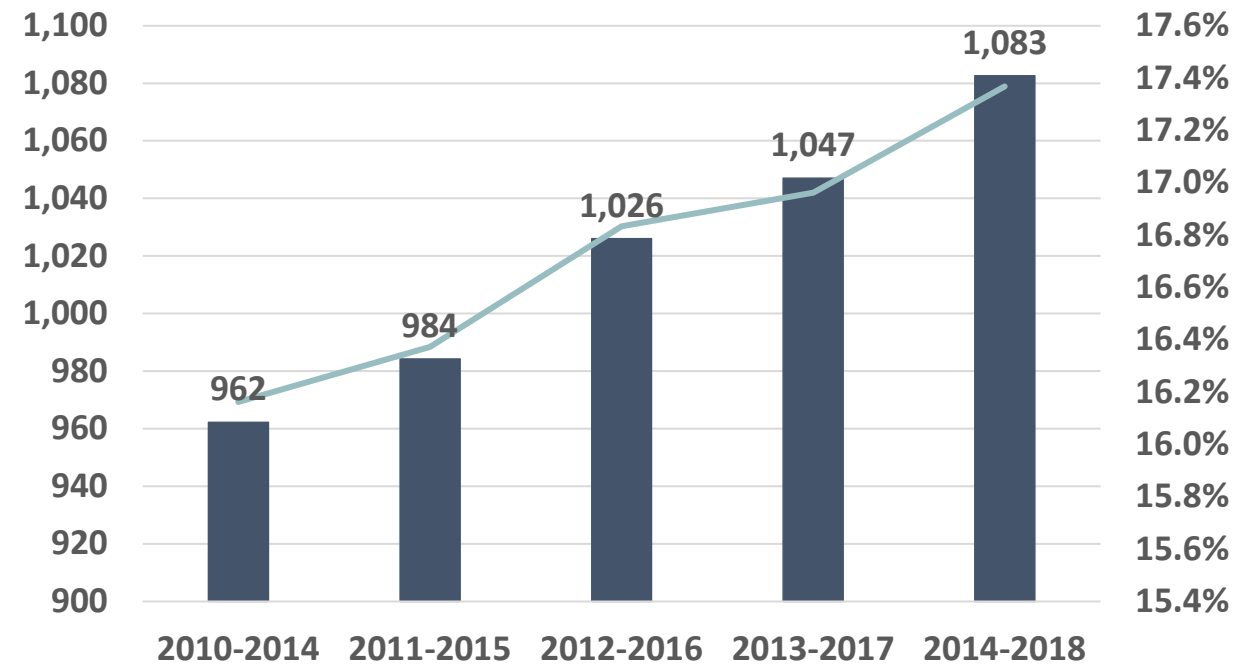
Bridge Condition

- 172 (17.5 percent) of the 985 state-owned bridges longer than 8 feet in the region are rated as being in Poor condition (compared to 10.4 percent statewide)

- When comparing bridge deck area, this rate is 16.8 percent (compared to 6.6 percent statewide)

- Number of locally owned bridges rated as "Poor" down from 78 in 2015 to 73

- Implications:
  - Maintenance and rehabilitation challenges
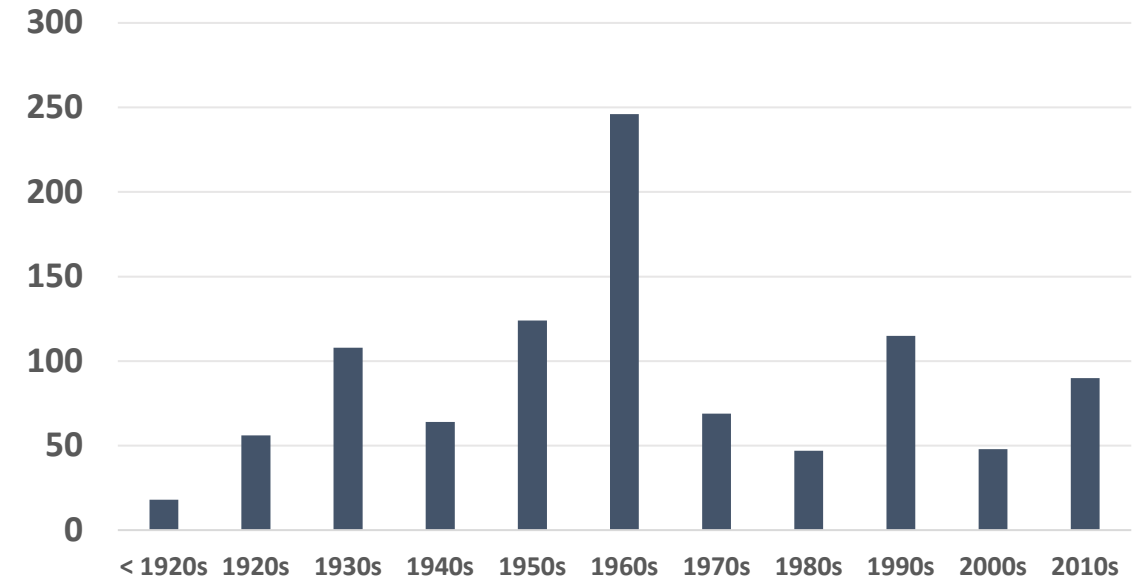 - Truck traffic is increasing
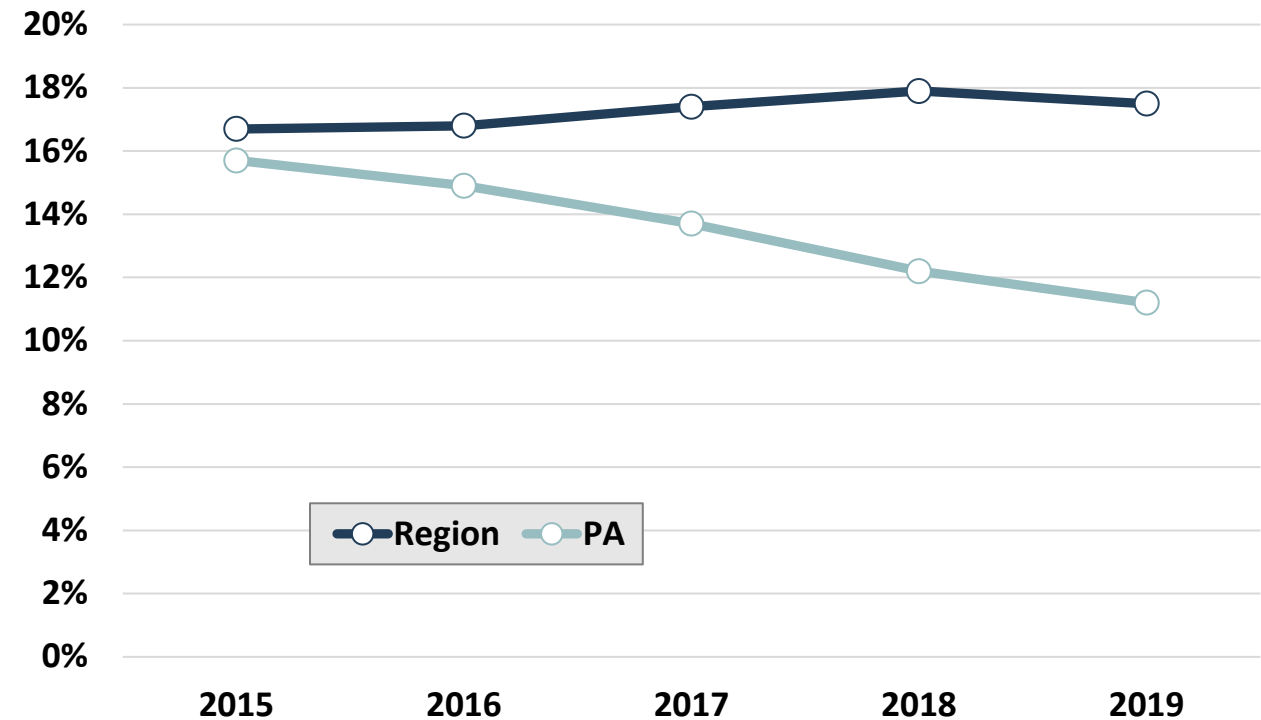
Bridges - State

Percentage "Poor" Bridges, Lackawanna/Luzerne Region and Statewide

Legend: Lackawanna Luzerne — PA
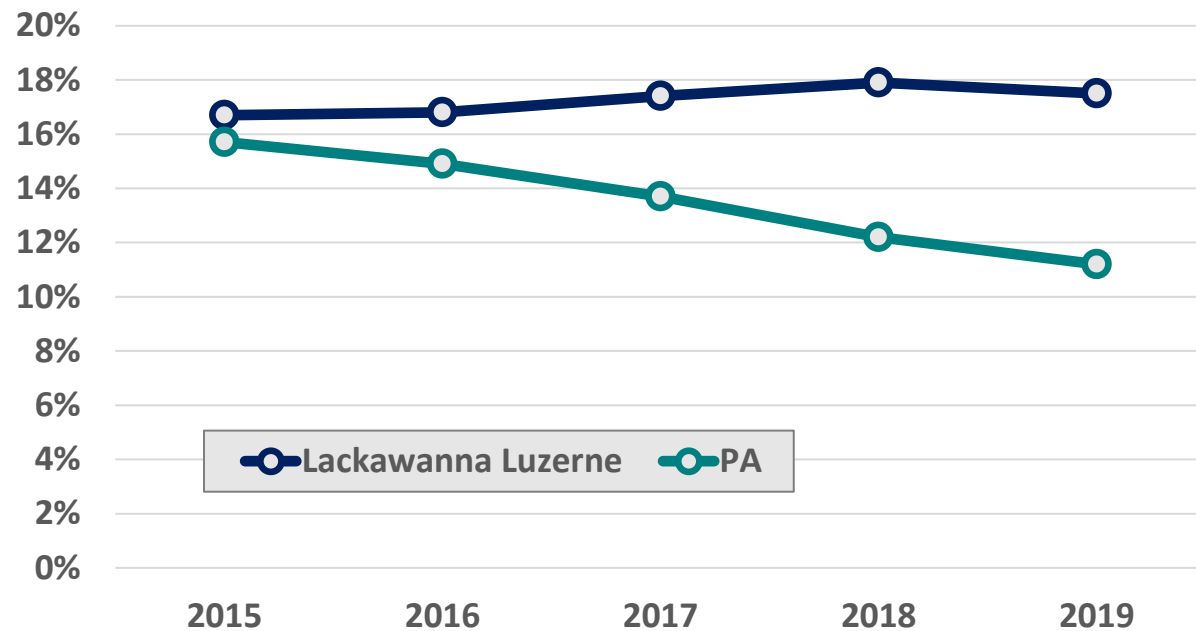
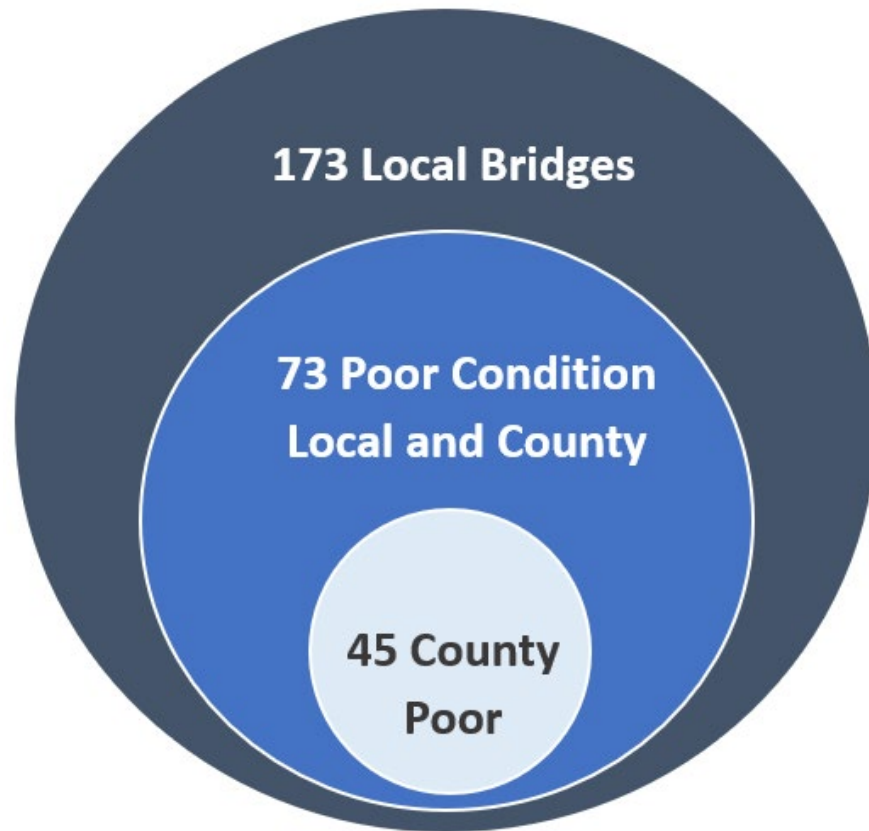## Bridges Built by Decade, Lackawanna/Luzerne Region

Bridges - Local

County and Local Bridge Conditions

173 Local Bridges

73 Poor Condition Local and County

45 County Poor

Local Bridges Closed and Posted by Year

Posted: 44 (2015), 43 (2016), 42 (2017), 41 (2018), 39 (2019)

Closed: 10 (2015), 11 (2016), 10 (2017), 12 (2018), 11 (2019)

—○— Closed   —○— Posted
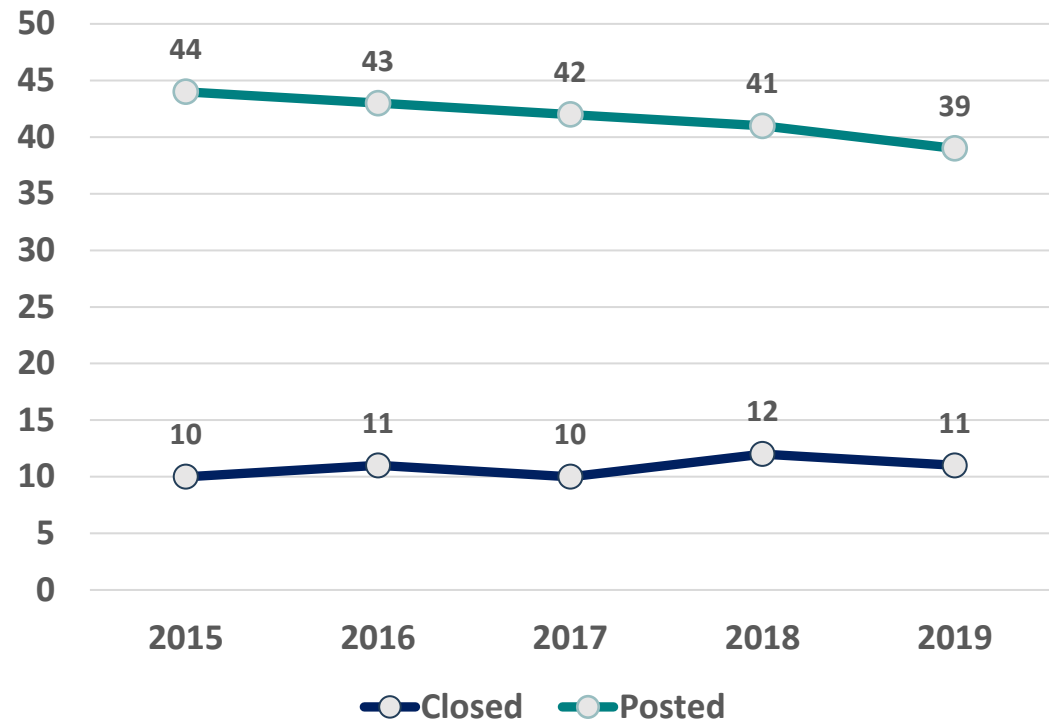
Public Transportation

- COLTS, LCTA, and HPT

- 2.3 million trips, annually

- 60 fixed-route bus routes

- 310,000 shared-ride trips, annually

- Priorities:
  - Improved service between Scranton and Wilkes-Barre
  - Coordinated Human Services Transportation Plan update
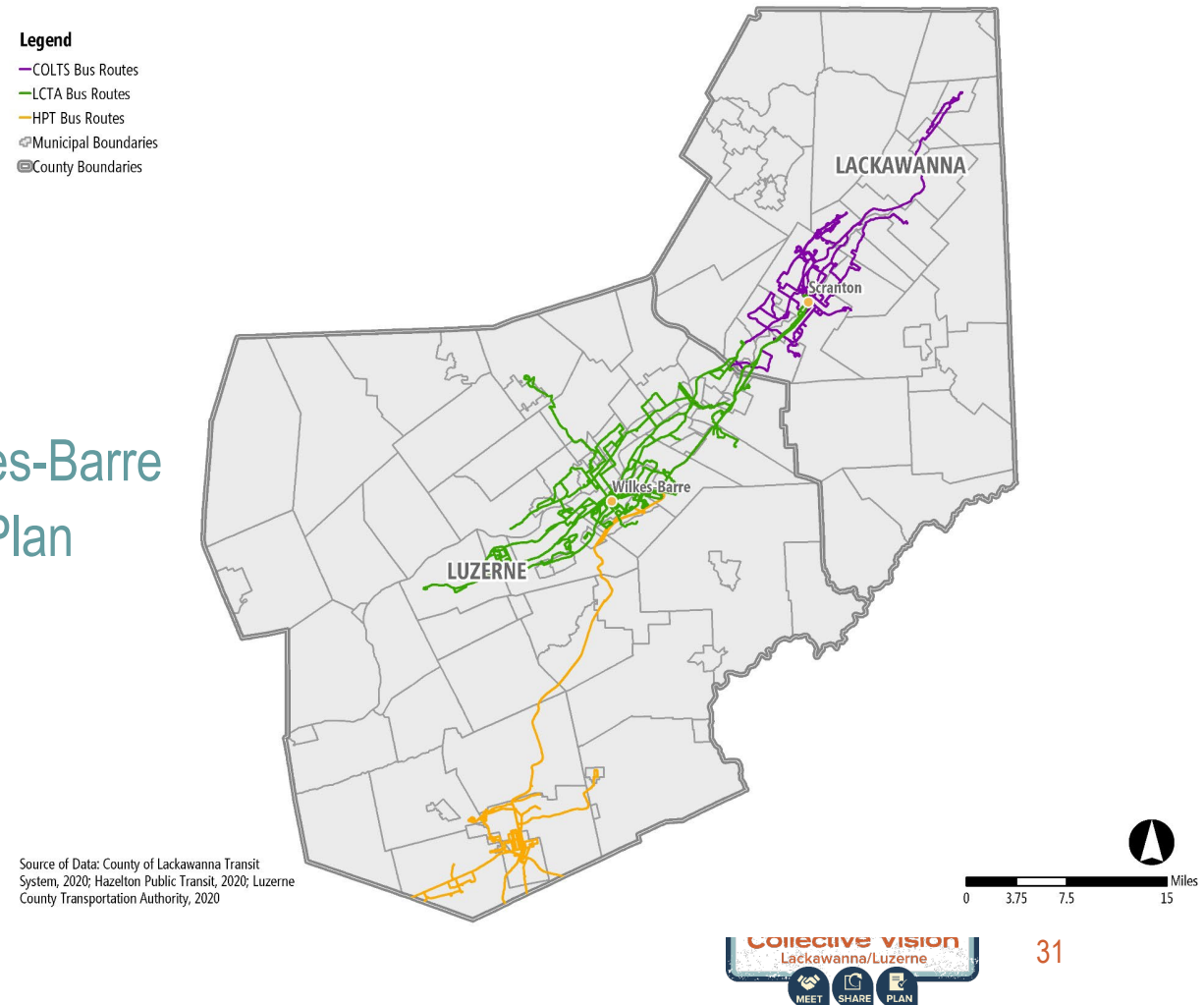 - BRT Feasibility Study
  - Transit Transfer Station Site Selection Study
  - Improved connections to trails and transit

Legend
— COLTS Bus Routes
— LCTA Bus Routes
— HPT Bus Routes
⬚ Municipal Boundaries
⬚ County Boundaries

LACKAWANNA

Scranton

Wilkes-Barre

LUZERNE

Source of Data: County of Lackawanna Transit System, 2020; Hazelton Public Transit, 2020; Luzerne County Transportation Authority, 2020

0   3.75   7.5   15   Miles

Collective Vision
Lackawanna/Luzerne
MEET   SHARE   PLAN
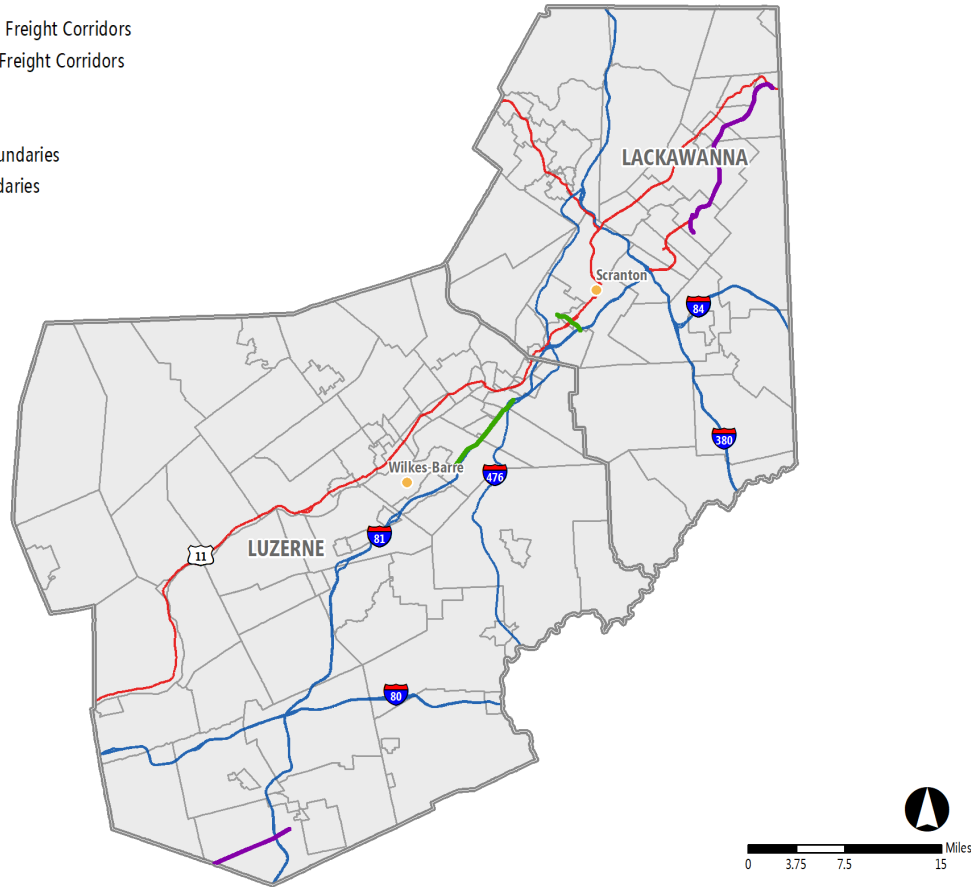
Performance Measures

- **MAP-21 and the FAST Act** established a series of performance measures to ensure effective use of federal transportation funds

- **PM-1: Safety**
  - Fatalities
  - Serious Injuries
  - Non-motorized fatalities and injuries

- **PM-2: System Condition**
  - Pavements
  - Bridges
  - National Highway System Non-Interstates

- **PM-3: System Performance**
  - Interstate Reliability
  - Non-Interstate Reliability
  - Truck Reliability Index

- **Transit Asset Management Plan**

Freight

Critical Urban and Rural Freight Corridors

Legend
- ▬ Critical Urban Freight Corridors
- ▬ Critical Rural Freight Corridors
- ▬ Interstates
- ▬ US Highways
- ⊞ Municipal Boundaries
- ▢ County Boundaries

LACKAWANNA

Scranton

Wilkes-Barre

LUZERNE

Source of Data: PennDOT, 2019.

0 3.75 7.5   15 Miles
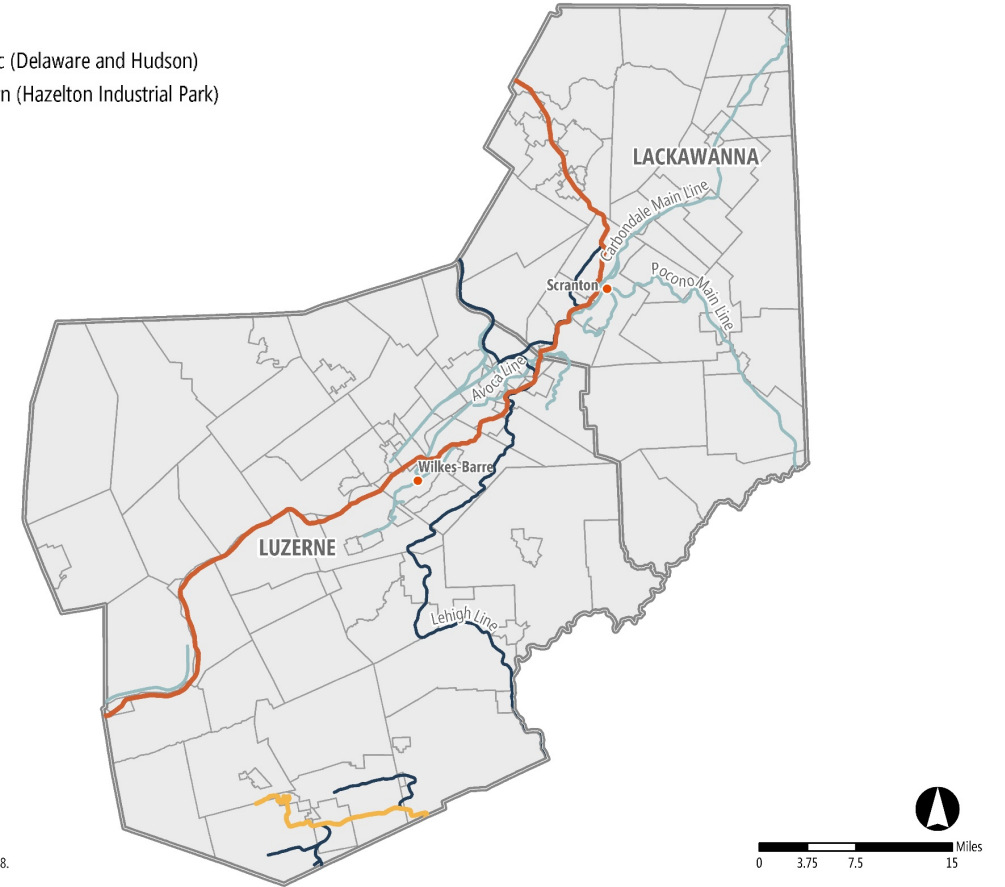
Rail Lines

Legend

Class I Railroads
- ▬ Canadian Pacific (Delaware and Hudson)
- ▬ Norfolk Southern (Hazelton Industrial Park)

Class II Railroads
- ▬

Class III Railroads
- ▬

LACKAWANNA

Carbondale Main Line

Scranton

Pocono Main Line

Avoca Line

Wilkes-Barre

LUZERNE

Lehigh Line

Source of Data: PennDOT, 2018.

0 3.75 7.5   15 Miles

2040 Collective Vision
Lackawanna/Luzerne
MEET SHARE PLAN

33

Goods Movement

Tonnage of Freight Movement by Roadway, 2012

Tonnage (000's) of Freight Movement by Roadway

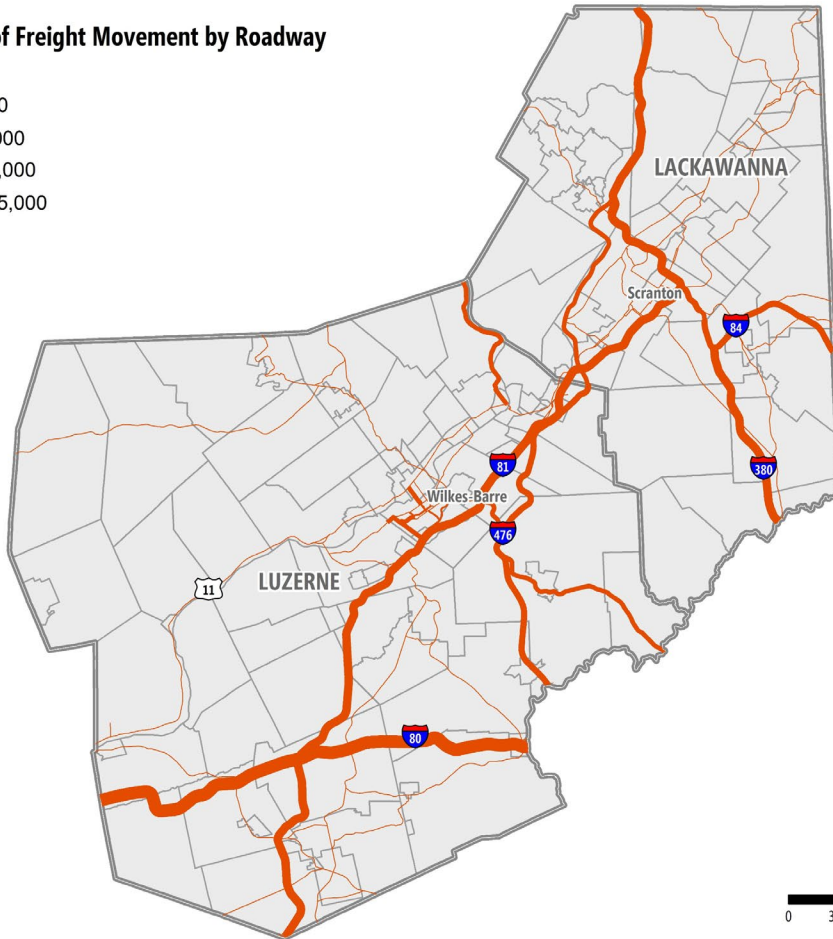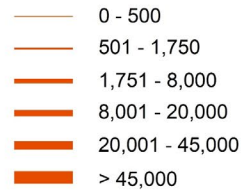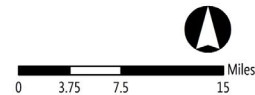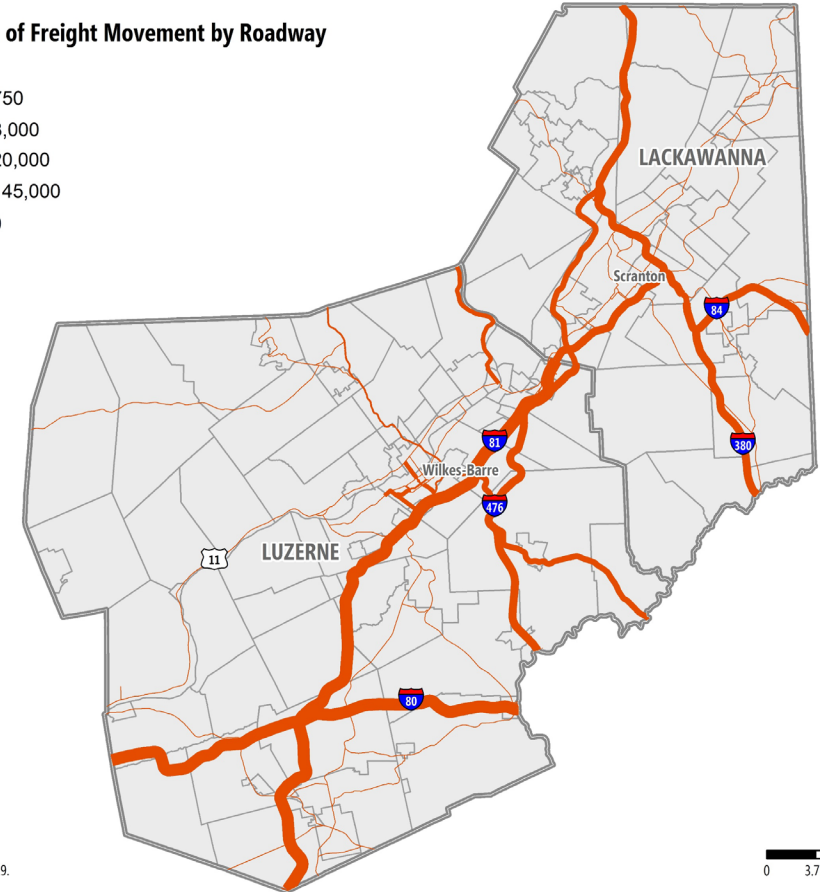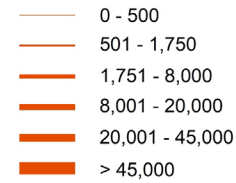|	
——	0 - 500
——	501 - 1,750
——	1,751 - 8,000
——	8,001 - 20,000
——	20,001 - 45,000
——	> 45,000

Source of Data: PennDOT, 2019.

Tonnage of Freight Movement by Roadway, 2040

Tonnage (000's) of Freight Movement by Roadway

——	0 - 500
——	501 - 1,750
——	1,751 - 8,000
——	8,001 - 20,000
——	20,001 - 45,000
——	> 45,000

Source of Data: PennDOT, 2019.

34
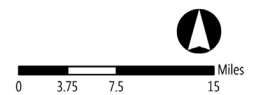
Active Transportation

- BicyclePA Routes L, V, and Y traverse the region, providing more than 140 miles of on-road facilities

- 255 additional miles in rail-trails and other recreational trails

- Limited commuter and transit-based bicycle infrastructure

- Ongoing planning efforts to enhance bicycle and pedestrian safety and mobility in Scranton and Wilkes-Barre

Legend
- Trails
- BicyclePA Routes
- Water Areas
- State Forests
- State Game Lands
- State Parks

LACKAWANNA

Scranton

Wilkes-Barre

LUZERNE
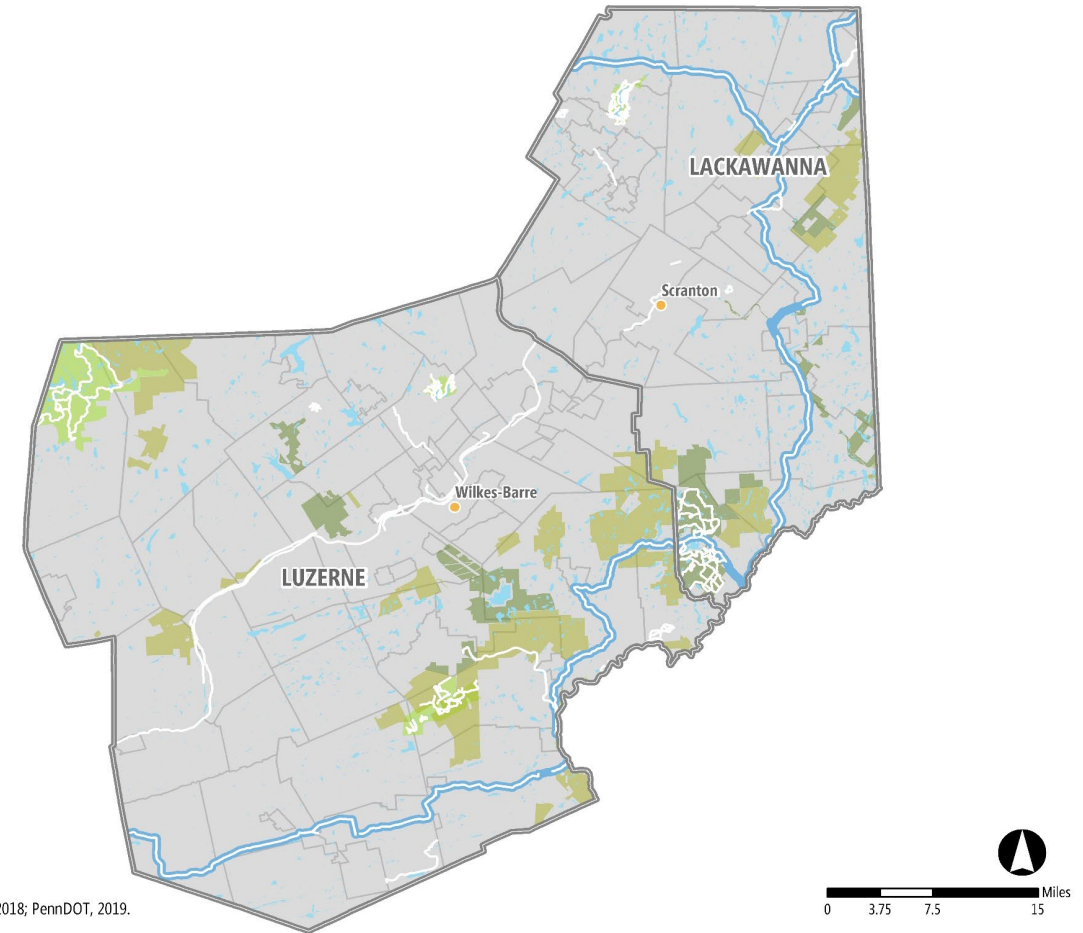
Source of Data: PA DCNR, 2018; PennDOT, 2019.

Miles
0   3.75   7.5   15

Transportation-Revenue Forecast

The region's 2021 TIP includes nearly $277 million in investment, while the TYP includes just over $644 million in projects. The entire 25-year LRTP is estimated at a value of $1.2 billion. These estimates by period were used as control totals for establishing fiscal constraint.

- Estimate of the amount of revenue the MPO reasonably can expect

- Twelve Year Program

- Assumes no fund increases (state, federal, and/or Motor License)

- Assumes no competitive PennDOT grants or discretionary dollars

- "Carry over" projects = $81 million

MPO Revenue Forecast, FFY 2021-2045
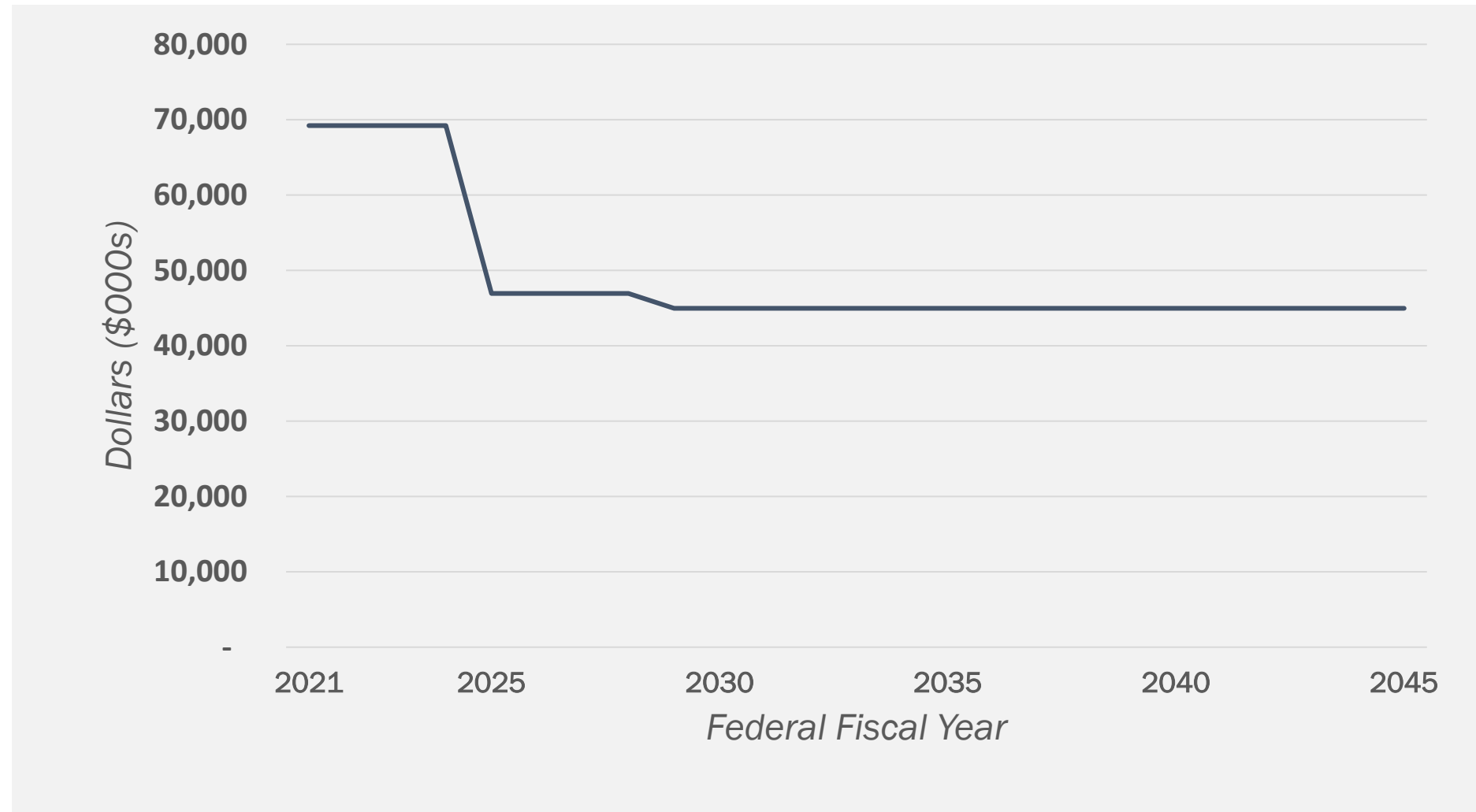
Investment Portfolio

FISCALLY-CONSTRAINED		NON-FISCALLY-CONSTRAINED	
2021 Twelve Year Program	**Regional Line Items**	**Carry-over Projects from previous LRTP**	**Candidate Projects from the Public**
2021 - 2032	2033 - 2045		
TRANSIT TIP	HIGHWAY – 53%		
INTERSTATE TIP	BRIDGE – 37%		
	SAFETY – 10%		

2040 Collective Vision
Lackawanna/Luzerne
MEET SHARE PLAN

Strategic Directions

Safety

Highway/ Bridge

Multimodal

Asset Management

Active Transportation

Environmental

Lackawanna-Luzerne Counties: Comprehensive Plan

Preserving Our Cities. Preserving Our Lands.

2040
Collective Vision
Lackawanna/Luzerne

MEET SHARE PLAN

The Regional Comprehensive Plan

- Provides an overall framework for local municipal plans

- Guidance on issues that transcend local boundaries
  - Highways, public transportation, flooding, trails, growth and development trends, shopping needs, impact of large developments, overall housing needs, natural systems and economic growth

- State recommendation to be amended at least once every 10 years
  - Therefore, it is expected to change over time

- This Plan's vision, guiding principles, development policies and actions will provide guidance and a workplan for the region
  - This includes future decisions about how land is used or developed, and what public facility investment decision should be made

- Created in conjunction with the Lackawanna Luzerne MPO 2045 Long-Range Transportation Plan

Five Pillars Planning Process

Data Collection & Analysis

February – June 2020

Land use, preservation, natural resources, community facilities, housing, demographic data, transportation

Issues & Opportunities

April – July 2020

Strengths, weaknesses, opportunities and threats

Policy & Goals

July – September 2020

Policy, Goals, Implementation Strategies

Develop Plan

October – December 2020

Plan development and preliminary review by Steering Committee, MPO, and Counties

Plan Adoption

January 2021 – June 2021

Plan Review & Adoption: Steering Committee, Lackawanna Luzerne MPO, Residents, Municipal, Lackawanna and Luzerne Counties Planning Staff, Luzerne County Council, and Lackawanna Board of Commissioners

On-Going: Engagement & Feedback

February 2020 – May 2021
Stakeholder, Focus Groups, Survey, Public Meetings, 45-Day Public Comment Period

Community Engagement

Engagement Process

Gain community trust → Make educated decisions → Fully identify and address issues → Attain consensus → Prioritize strategic actions

Community Engagement began in February 2020 and went fully virtual at the onset of the COVID-19 Pandemic in March 2020. All community engagement and outreach for the planning process was conducted virtually – using a variety of tools.

Regional Survey

Lackawanna-Luzerne.metroquest.com

Survey: 594 Responses

594 Total Participants
Average of 7 per day

Top Regional Priority
Economy and Jobs

Top Land Use Strategies
Retaining College Graduates
Downtown Revitalization
Increasing Trail Connections

Top Transportation Strategies
Roadway Pavements
Road/Rail Infrastructure Improvement
Bike/Ped Accessibility

Focus Groups

MEETING 1: MAY 7

Land Use & Housing

- Infill Development a priority
- Importance of regional planning
- Need for more affordable housing
- Transit top need for region

Focus Group Meetings and Topics

Focus Groups

MEETING 1: MAY 7

Land Use & Housing

- Infill Development a priority
- Importance of regional planning
- Need for more affordable housing
- Transit top need for region

Focus Group Meetings and Topics

MEETING 2: MAY 8

Natural Resource Protection, Recreation & Land Preservation

- Land preservation top priority
- Natural Corridors need further protection
- More funding needed
- Enhance connectivity

Focus Groups

MEETING 1: MAY 7

Land Use & Housing

- Infill Development a priority
- Importance of regional planning
- Need for more affordable housing
- Transit top need for region

Focus Group Meetings and Topics

MEETING 2: MAY 8

Natural Resource Protection, Recreation & Land Preservation

- Land preservation top priority
- Natural Corridors need further protection
- More funding needed
- Enhance connectivity

MEETING 3: MAY 20

Freight

- Northeast location is a major strength
- Existing and established workforce
- Have available land
- Increase rail access to industrial parks

Focus Groups

Focus Group Meetings and Topics

MEETING 1: MAY 7
Land Use & Housing

- Infill Development a priority
- Importance of regional planning
- Need for more affordable housing
- Transit top need for region

MEETING 2: MAY 8
Natural Resource Protection, Recreation & Land Preservation

- Land preservation top priority
- Natural Corridors need further protection
- More funding needed
- Enhance connectivity

MEETING 4: MAY 20
Active Transportation & Transit

- Heavy stress on road network
- Build on current bike/ped planning efforts
- Expansion of transit routes/route times

MEETING 3: MAY 20
Freight

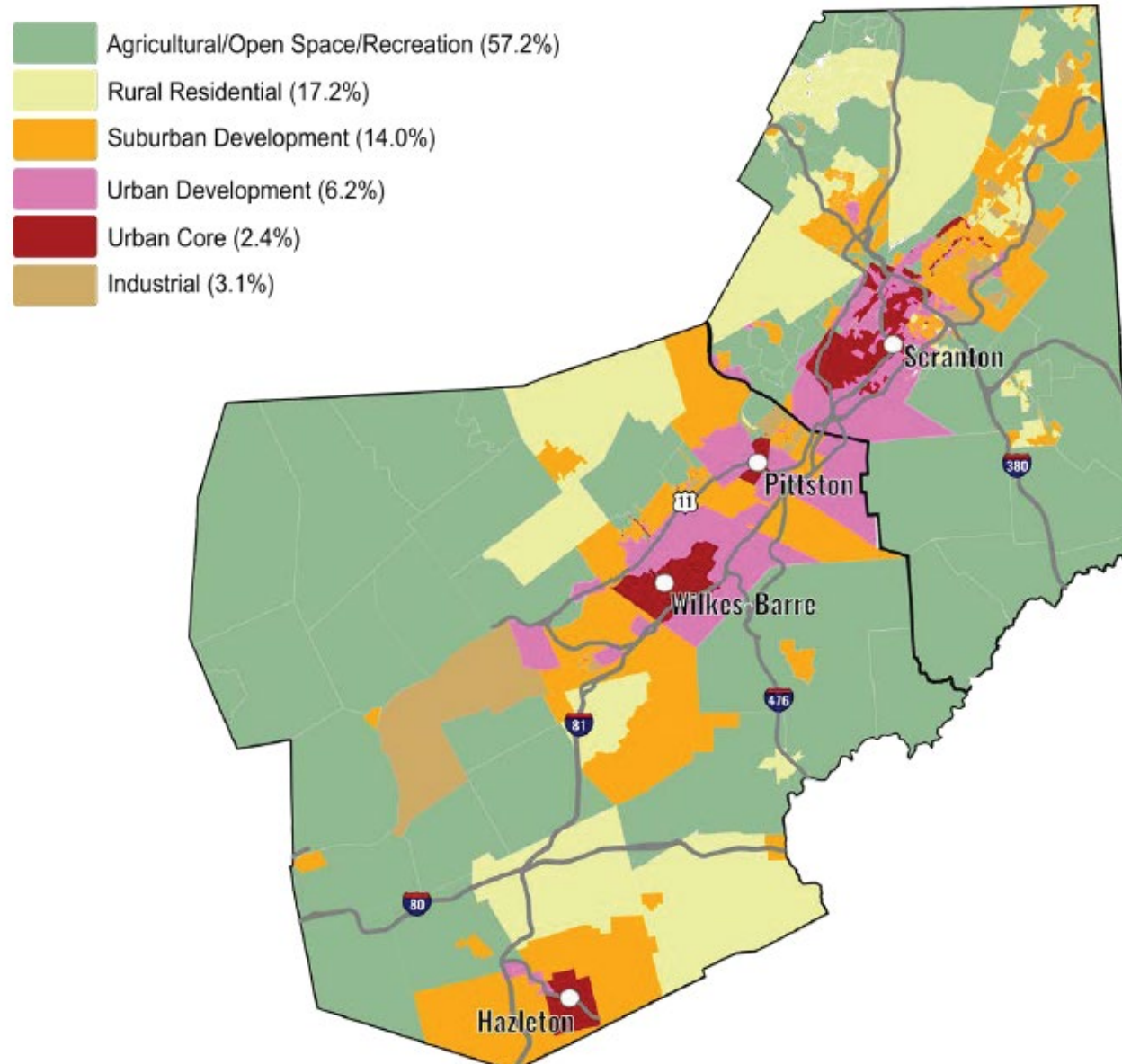- Northeast location is a major strength
- Existing and established workforce
- Have available land
- Increase rail access to industrial parks

Land Use Plan

Land Use (2020)
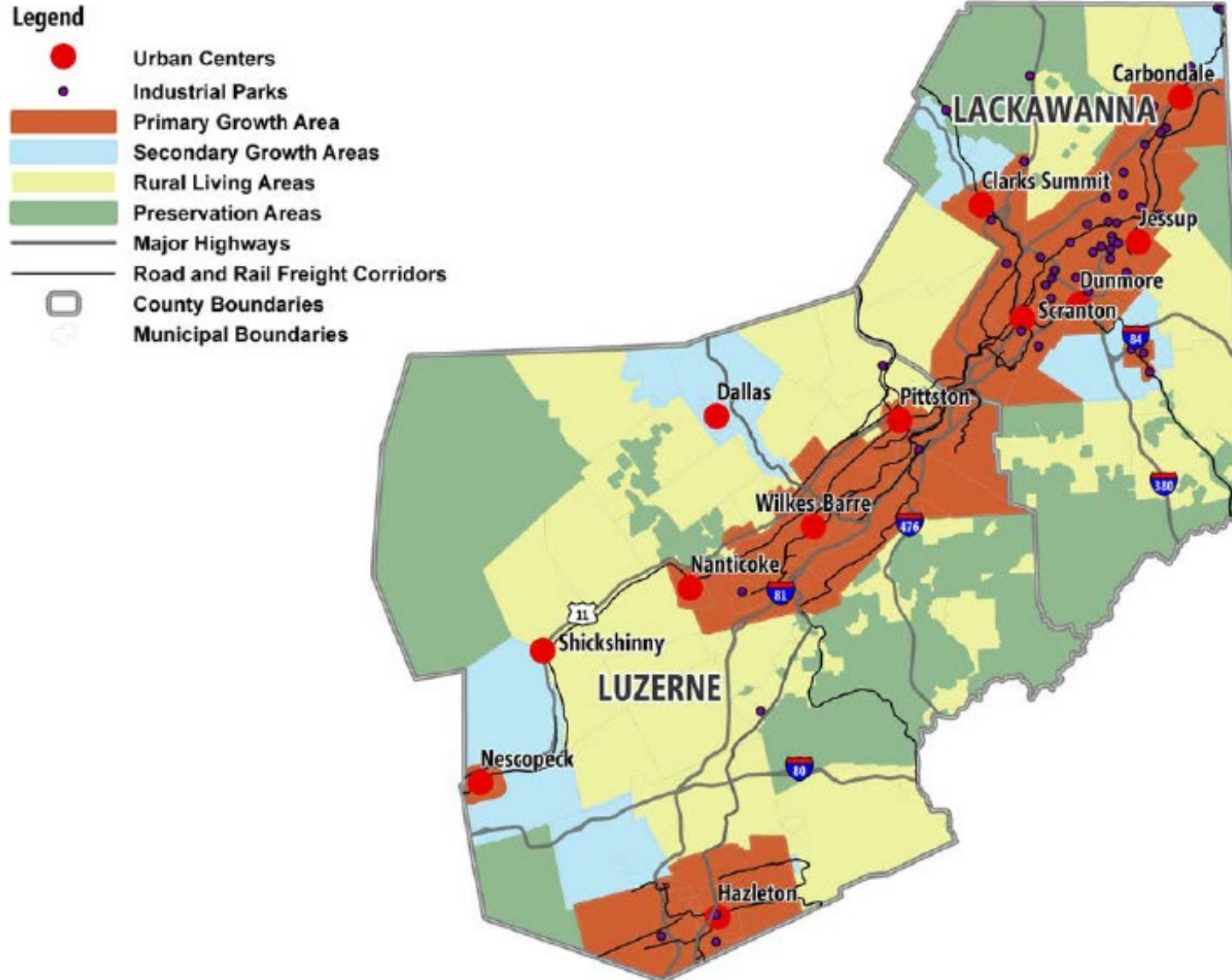

Agricultural/Open Space/Recreation (57.2%)
Rural Residential (17.2%)
Suburban Development (14.0%)
Urban Development (6.2%)
Urban Core (2.4%)
Industrial (3.1%)

Future Land Use

Regional Policies

POLICY 1
Strive to Meet the Demand for Achievable Housing

POLICY 2
Contain Growth to Lands with the Primary Growth Areas

POLICY 3
Retain the Region's Natural Areas

POLICY 4
Fully Support the Agricultural Economy

POLICY 5
Find way to increase the Region's Development and Use of Renewable Energy Resources

POLICY 6
Commit to Ensuring Safety and Accessibility for all Modes of Travel

POLICY 7
Invest in Creating a Multimodal Transportation Network to Meet Employee and Employer Needs

POLICY 8
Enhance the Existing Freight Network for all Modes, including Surface Transportation, Rail, and Aviation

POLICY 9
Support Improvements to Regional Traffic Operations

POLICY 10
Continue to Find Ways of Utilizing Historical Resources as a Representation of Local History and Culture

2040 Collective Vision
Lackawanna/Luzerne
MEET SHARE PLAN

Phased Implementation

ONGOING ACTIONS recognize current planning, policy and development efforts that are in process and will continue over the lifetime of the Plan.

ACTIONS PRIORITIZED WITHIN THE FIRST FOUR YEARS include concrete steps intended to start soon after Plan adoption and be realized within a short-term timeline. They are generally more achievable and tied to crucial Plan goals that require a more immediate timeframe to be completed.

ACTIONS PRIORITIZED WITHIN FIVE TO TWELVE YEARS are those which require a longer planning lead time, developing partnerships and require greater participation at the State and Federal level or coordination between jurisdictions. They are intended to follow and build on immediate, short-term, and ongoing efforts.

Implementation and Next Steps

PA Municipalities Code

Section 619.2. Effect of Comprehensive Plans and Zoning Ordinances

(a) When a county adopts a comprehensive plan in accordance with sections 301 and 302 and any municipalities therein have adopted comprehensive plans and zoning ordinances accordance with sections 301, 303(d) and 603(j), **Commonwealth agencies shall consider and may rely upon comprehensive plans and zoning ordinances when reviewing applications for the funding or permitting of infrastructure or facilities.**

StoryMap Tool

- 2045 Long Range Transportation Plan:
  https://storymaps.arcgis.com/stories/e097274091d04bb59f705cacc20d7cbe

- Lackawanna-Luzerne Counties Joint Comprehensive Plan:
  https://storymaps.arcgis.com/stories/2966da3ee89f40f397eb6f94b29c3a42

HAPPY RETIREMENT STEVE!

Thank you for planning leadership and important contributions to shaping planning in Lackawanna County, Northeast PA, and across the Commonwealth!

Congrats and Best Wishes!

Questions?

2040
Collective Vision
Lackawanna/Luzerne
MEET SHARE PLAN

Thank you!

Chris Chapman
Transportation Planner
Luzerne County
Christopher.Chapman@luzernecounty.org

Steve Pitoniak
Planning Department Manager
Lackawanna County
PitoniakS@lackawannacounty.org

Ted Ritsick
Local Government Policy Specialist
Governor's Center for Local Government
Services – Northeast PA Regional Office
thritsick@pa.gov

Hannah Clark, AICP
Senior Planner
Michael Baker International
Hannah.Clark@mbakerintl.com

Brian Funkhouser, AICP
Project Manager, Transportation
Michael Baker International
Brian.Funkhouser@mbakerintl.com