Harrisburg Area Transportation Study

ANNUAL REPORT 2015
Chairman’s Message

It is my pleasure to present the 2015 Harrisburg Area Transportation Study (HATS) Annual Report. In the following pages you’ll find the latest efforts undertaken by HATS to ensure the Harrisburg Region’s transportation system will remain an asset for generations to come. HATS cannot achieve this feat alone. It is only through close cooperation with the public, the private sector, and our planning partners at the local, state, and federal levels that we can plan for the Region’s transportation future.

With 2015 at a close, we are at a relative bright spot in terms of funding. The revenue generated from PA’s Act 89 of 2013 is beginning to move projects in the region. Our representatives in Washington have passed the Fixing America’s Surface Transportation (FAST) Act, the first long-term funding bill in over a decade. While this modest increase in funds is appreciated, it will not be limitless. Our transportation system is aging, and most of these funds will be dedicated to its upkeep and the improvement of its operations. Expansion of the current system will remain the exception rather than the rule.

As such, it is imperative that HATS directs the funds available to the region to those projects that will provide the greatest benefit to the region-at-large. To this end, HATS established performance measures in 2015 that will guide future investment. HATS also continued its efforts to plan for a transportation system that caters to all users through transit asset inventories, engagement with the cycling community, the continued implementation of the Regional Growth Management Plan through the Regional Connections program, and its ongoing congestion and safety planning programs.

This year was not without its significant construction projects. We witnessed the opening of the roundabout at Sterretts Gap, signal coordination to improve congestion on both the east and west shores, and the completion of the first phase of work on the rock slopes above US 11/15 to improve safety to name a few.

Thanks are in order for the HATS committee members and staff. We also appreciate the support from our federal, state and transit agencies, legislators, counties, municipalities and the public. As we reflect on our accomplishments, we look forward to working with our partners this year and beyond to enhance our transportation system.

Jeff Haste
Chairman, Dauphin County Board of Commissioners
Chairman, Harrisburg Area Transportation Study

Membership

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<td>Vice-Chairman</td>
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<td>Secretary</td>
<td>Jackie Parker</td>
<td>Elijah Yearick, AICP (non-voting)</td>
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<td>Cumberland Co.</td>
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<td>James Szymborski, AICP, Timothy Reardon, AICP</td>
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<td>Eric Bugaile, Bill Jones</td>
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<td>PennDOT</td>
<td>Jim Ritzman, James Arey</td>
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<td>Mike Keiser, Mike Gillespie</td>
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<td>Ex-officio Members</td>
<td>NOTE: the following are on both committees: Barbara Shaffer — FHWA, Reginald Lovelace — FTA, Lori Pagnanelli — FAA, Chris Trostle — DEP, Sean Sanderson — PA DCED, Holly Gattone/Brad Webber — Amtrak, Rudy Husband — Norfolk Southern, Dave Spaulding — SARAA, Jim Runk — PMTA, York County MPO, Lebanon County MPO</td>
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The Harrisburg Area Transportation Study is the federally designated Metropolitan Planning Organization for Cumberland, Dauphin and Perry counties. It carries out a continuing, cooperative and comprehensive transportation planning process for the region.
**Project Development**

While the Regional Transportation Plan is updated every four years, the problem listing associated with the document is only a snapshot of the region's needs at the time of adoption. HATS' project development process is a dynamic one that relies on input from municipalities, counties, and the public at large to identify the issues that impact them directly. These issues are then compared to current and historical data to determine the issue's bearing on the region-at-large.

Projects can be removed or added from consideration under the project development process at any time. The only requirement is concurrence from the municipality or other appropriate sponsor. In 2015 one project was removed, one was significantly modified & seven new problems were added –

- **Removed:** Spangler’s Mill Bridge, Lower Allen Township – due to being addressed via PennDOT’s Rapid Bridge Replacement private-public partnership program in 2017.

- **Modified:** Orr’s Bridge/Central Boulevard/Carlisle Pike alignment issues, Hampden Township – expanded from the “immediate” solutions suggested in the 2006 CLASH study to address the larger issues at this offset intersection.

- **Added:**
  - US 11 offset intersections, Carlisle Borough – Address poor geometry, traffic flow concerns, and signal timing.
  - Construction of a bridge connecting Division Street & Industrial Road, City of Harrisburg – Removed by the previous administration, the City has requested this long-term project be added to alleviate congestion on Cameron Street, help with freight movements coming from Industrial road, and help with uptown Harrisburg’s redevelopment.
  - Mecks Corner Intersection, Wheatfield & Carroll Townships – Improve the nontraditional alignment at this intersection, improve sight-distances, and alleviate speeding on PA 34.
  - College & B Street Intersection (Rt74), Carlisle Borough – As part of the Borough of Carlisle’s redevelopment, B street will be continued through former industrial sites. The Borough is requesting assistance in reconfiguring this intersection for vehicles, bicycles, and pedestrians.
  - Truck turning conflicts at the intersection Main Street (PA 641) and High Street (PA 233) – Freight traffic is causing congestion and raising safety concerns as trucks ignore signage and become lodged in the intersection. Newville PD estimates over 100 freight drivers have been cited since January of 2013.
  - Exit 37 of I-81, Penn Township, Cumberland – The Township is requesting a redesign of the interchange to accommodate the increased freight traffic generated from its rezoning of land around the interchange. NOTE: This interchange is the likely destination for the freight traffic causing issues above.
  - PA 743 Center Turn Lane, Conewago Township – The Township is requesting a center turn lane be installed through its commercial district.

At the close of 2015 there are currently 70 projects in the project development process. A listing and map of all currently funded projects on the TIP can be found on the HATS website.
Transit Update

HATS staff works closely with Capital Area Transit (CAT) and municipalities to integrate transit planning with the overall transportation planning program by providing technical assistance and participating in regional transit planning initiatives.

In 2015, HATS staff updated the Coordinated Public Transit – Human Service Transportation Plan. This plan, required by the federal MAP-21 legislation, primarily focused on providing transportation to elderly and disabled populations, while also covering low-income and carless households. The updated plan covers existing services and analyzes the region’s transportation needs as they relate to the seven identified indicators of disadvantage. These indicators were analyzed both individually and comprehensively and compared to existing fixed-route CAT service to identify gaps in coverage. The plan also prioritized implementation strategies by sub-region.

Bus Stop Asset Inventory

HATS teamed-up with CAT to provide an updated inventory of existing bus stops to help plan for future improvements. HATS staff received existing bus stop information from CAT and checked it against locations on the ground using a combination of Google Street View and field visits.

Approximately 1,620 locations were inventoried. All information has been uploaded into a database and shared with CAT, including photographs of stop locations. HATS and CAT staff will analyze the stop locations to see if they could be placed more appropriately to better serve the community. They will also be examined for possible improvement, including benches, shelters and signs.

The analysis will include U.S. Census data to look at how the bus route system relates to high-ridership areas and areas with indicators of potential disadvantage. The stops will also be analyzed to determine where improvements can be made to bring them into compliance with the Americans With Disabilities Act (ADA).

Commuter Services Program Update

Commuter Services of Pennsylvania, a non-profit program supported with federal Congestion Mitigation & Air Quality funds, provides free services to move people away from driving alone to work in Single Occupancy Vehicles (SOV) and instead promotes commuting options such as using public transit, carpooling, vanpooling, biking, walking, and teleworking. In 2015, the Commuter Services footprint expanded to the NEPA region of Carbon, Monroe, Pike and Schuylkill counties.

A total of 420 major employers, municipalities, libraries and business organizations currently participate in the Commuter Services program across a thirteen county region. Of these, 134 are located in the Tri-County Region. Commuter Services continued to expand its confidential database to 28,610 participants by year end 2015.

The Commuter Services database is used for ridematching and the Emergency Ride Home program. Of the commuters enrolled, 9,073 of the 28,610 live in the Tri-County area, making up 32% of the total database – which was a slight increase from 31% in 2014. In addition, there were 4,615 commuters enrolled in the program who live outside the Tri-County area but commute into the region for work.

Earth Day Promotion

Commuter Services celebrated the annual Earth Day promotion in 2015. During this event in April commuters were encouraged to try a green commute to work to help decrease traffic congestion and improve air quality thereby improving the overall environment. This year, 196 commuters in the Tri-County Region logged 44,007 miles while commuting by bicycle, walking, transit, vanpooling, carpooling, riding the train or teleworking.

Bike to Work Week

In May, Commuter Services announced its annual Bike to Work Week promotion. During this week, individuals were encouraged to try bicycling as a different mode of transportation to get to work. In the Tri-County Region, 60 bicycle commuters logged 2,781 miles.

National Dump the Pump Day

In 2015, National Dump the Pump Day took place on Thursday, June 18. The annual event focuses on the benefits of using green forms of transportation as opposed to driving alone. To enter the contest, commuters were encouraged to “Dump the Pump” by taking public transit, biking, carpooling, vanpooling, walking, or teleworking and then offer a brief written summary for a chance to win prizes. Eight entries came from the Tri-County Region.

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Try Transit Month
The annual “Try Transit” month promotion was held by Commuter Services in September. This event seeks to have local commuters try public transportation options rather than driving alone. A total of 206 participants from the Tri-County Region took part, logging 166,030 miles traveled by bus or train instead of in their cars. To participate, commuters were asked to try using their local bus service or Amtrak, and log their miles traveled on transit throughout September to be entered to win a monthly pass.

Performance Measuring
In compliance with the federal standards required by the Federal Highway Administration for use of Congestion Mitigation and Air Quality (CMAQ) funding, Commuter Services again contracted a third party agency to conduct performance measuring metrics analyzing the programming and outreach conducted by the Commuter Services staff during 2015. As a result of these performance measures it was determined the vehicle miles traveled (VMT) removed from regional roadways exceeded 170 million for the counties in our service footprint. Specific to the Tri-County Region (Cumberland, Dauphin & Perry) the total VMT exceeded 39 million.

Bicycle Pedestrian Outreach
Bicycle and pedestrian travel is an essential component to any fully functioning, comprehensive transportation system. As such, it is essential to integrate bicycle and pedestrian planning into our broader transportation planning process. Increasing awareness of the public health impacts of driving and the economic advantages of walkable and bikeable communities has made these planning efforts even more critical to HATS fulfilling its mission.

Bicycle/Pedestrian/Passenger Task Force
The Bicycle/Pedestrian/Passenger Task Force connects HATS staff with the region’s bicycle and pedestrian advocate community. The guidance and direction provided at the quarterly meetings held prior to HATS Technical Committee meetings has proven invaluable, particularly for the identification of deficiencies within the system and areas in which more coordinated efforts should be directed.

In 2015, the first HATS Regional Bicycle and Pedestrian Count program was conducted. Done as part of the National Bicycle and Pedestrian Documentation Project, the Task Force identified 41 priority intersections and relied on volunteers to manually count each bicyclist and pedestrian that used each intersection over the course of two hours per day, for five days. With the help of more than 50 volunteers, 30 of the 41 intersections were counted at least three times, which is the generally accepted standard of validity. The preliminary results were analyzed and used to revise the list of intersections to be counted when the program resumes in May 2016.

As part of the implementation of the HATS Regional Bicycle and Pedestrian Plan, a municipal assistance outreach package was developed. This outreach package consists of a PowerPoint presentation and two handouts introducing the benefits of bicycle and pedestrian planning at the municipal level and how municipalities can use the HATS Regional Bicycle and Pedestrian Plan. In addition to the outreach package, HATS adopted the Regional Bicycle and Pedestrian Facilities Design Guidelines. These guidelines were developed by ALTA Planning as part of the Regional Bicycle Connections Study and represent the best practices established by national and state level planning authorities. The guidelines are not meant to be technical standards, but to be used in conjunction with the outreach package to provide municipalities with ideas and conceptual solutions for making biking and walking safer in their community.

Travel Demand Model
The HATS travel demand model is used to predict and illustrate future traffic flows on the transportation system in the Tri-County region and generate outputs to help evaluate future roadway and transit service improvements. In 2015, the model was used to analyze traffic impacts for various proposed land uses and highway improvements in the region. Roadway volumes in and around Carlisle Borough were analyzed for additional population and employment impacts as a result of proposed Carlisle Urban Redevelopment Plan. Roadways specifically analyzed include Route 11, Route 34 (Carlisle Springs Road) and Route 74 (North College Street). In Harrisburg, 2nd Street and surrounding roadways were analyzed for traffic impacts as a result of proposed conversion of 2nd Street from one-way to two-way traffic flow between Forster Street and Division Street. The model was used to identify growth rates for build and no-build scenarios through 2040 along various corridors and were provided to consultants to assist in planning for improvements. Corridors in the 2015 analysis included Route 39 in Susquehanna, Lower Paxton and West Hanover townships, along I-81 from the I-83 interchange to Mountain Road, and Berryhill Street in Harrisburg from Cameron Street to 19th Street. The travel demand model is an integral component of the region's transportation air quality conformity process (see page 10). The upcoming TIP (2017-2020) will include planned highway and transit projects that will be programmed into the travel demand model and analyzed for air quality impacts.
Transportation Air Quality Conformity

On October 1, 2015, the U.S. Environmental Protection Agency (EPA) strengthened the National Ambient Air Quality Standards (NAAQS) for ground-level ozone from 75 parts per billion (ppb) to 70 ppb. The new ozone standard may affect the HATS’ region’s conformity with these standards by revising current designation from attainment to non-attainment. A non-attainment designation requires HATS to demonstrate transportation conformity for the ozone pollutant using the HATS regional travel demand model volume outputs and the MOVES model. MOVES (Motor Vehicle Emission Simulator) is the EPA’s approved on-highway mobile sources emissions model. HATS is currently in non-attainment for fine particulate matter (or PM2.5) and demonstrates conformity for that pollutant.

The new ozone designation (attainment or non-attainment) for the region will be declared by the EPA in October 2017. EPA believes the updated standard will lead to improved public health protection, particularly for at-risk groups including children, older adults, people of all ages who have lung diseases such as asthma and people who are active outdoors. Ozone precursor pollutants that contribute to the formation of ozone include Volatile Organic Compounds (VOC) and Nitrogen Oxides (NOX), both of which are components of vehicle exhaust. On hot days a chemical reaction takes place that forms the ozone pollutant. The new designation depends on future results of ozone monitoring station data in the region, which will likely be from 2013 to 2015. Current data (2012 to 2014) shows that the region is under the new 70 ppb standard with Perry (at 67) and Dauphin (at 69), which would result in an attainment designation. There is currently no monitoring station in Cumberland County.

Traffic Safety Program

HATS staff has prepared a draft traffic safety report titled “Traffic Safety in the Tri-County Region (2010-2014)”. This report serves as companion document to PennDOT’s “Highway Safety Guidance Report,” published in July 2015. The HATS report includes tabulations of various crash characteristics by region, county and municipality over five years (2010-2014) using PennDOT crash data. It includes mapping of potential safety issue corridor areas. It also includes general recommendations to mitigate crashes, such as strategies to keep vehicles on the roadway, minimizing consequences of leaving the roadway, improving design and operations of intersections and reducing pedestrian exposure to traffic. Fatalities and major injuries decreased for many crash characteristics during the analysis period. Fatalities decreased by 30 (38%) over the period. Run-off-road fatalities decreased by eight (24%), hit-fixed object fatalities fell by 99 (26%), and intersection fatalities by 16 (84%). Over the analysis years (2010 to 2014), the region fatality rate (fatalities per hundred million vehicle miles traveled) decreased by 37%, compared to the statewide rate at 5%.

Crashes and fatalities increased for some characteristics over the period. Run-off-road crashes increased by 69 (3.3%), hit-fixed object crashes by 94 (6%), intersection crashes by 34 (2%), and head-on crashes by 57 (37%). The final report will be available in February 2016.

HATS has collected and analyzed the latest PennDOT crash information including the 2015 High Crash Locations, the Intersection Safety Improvement Plan (ISIP) and the Roadway Departure Improvement Program (RDIP). This information will be used to help prioritize projects for the upcoming TIP (2017 – 2020) and for recommending other safety improvement projects. HATS has led efforts on a Riverlands Safety Study project along Routes 22/322 from Routes 11/15 to Route 443 (Fishing Creek Valley Road) and Routes 11/15 just north of Routes 22/322. HATS has worked with a consultant to identify safety issue areas and will recommend short and long term improvements. The final report will be available in summer 2016.
Traffic Counting and HPMS

Traffic data is necessary to meet the reporting requirements of the Federal Highway Administration (FHWA) under United States Code of Federal Regulations (CFR) title 23, 420.105(b), which requires States to provide data that supports FHWA's reporting responsibilities to Congress and to the public. Traffic data reported under this Federal regulation is submitted as part of the annual Highway Performance Monitoring System (HPMS) report from each state. Traffic data is typically used to support highway agency activities including design, maintenance, operations, safety, environmental analysis, finance, engineering economics, and performance management. With federal-funding, what a state will receive is related to the total traffic measured across its highway network. Each year on June 15, every state submits a Highway Performance Monitoring System (HPMS) report. The HPMS report contains various information regarding the road segments in the state based on a sample of the road segments. In the report, the Annual Average Daily Traffic (AADT) is converted to Vehicle Miles Traveled (VMT). VMT is the AADT multiplied by the length of the road segment. To determine the amount of traffic a state has, the AADT cannot be summed for all road segments since an AADT is a rate. The VMT is summed and is used as an indicator of the amount of traffic in a state. For federal-funding, formulas are applied to include the VMT and other highway statistics.

In 2015, HATS staff collected and analyzed road network data as part of the Highway Performance Monitoring System (HPMS) within the Harrisburg area. The HPMS is a national-level system that includes data on the extent, condition, performance, use and operating characteristics of the nation's highways. The traffic data is primarily used to make decisions about resource allocations at the federal and state levels. The data also assists transportation planners at the state, MPO, and local levels to do planning and programming work by providing an updated Average Annual Daily Traffic (AADT) database. For these reasons, collecting valid up-to-date information about the Harrisburg area roadway network is vital to the HATS planning and decision-making process. The Harrisburg MPO has continued its role as one of 14 planning agencies in Pennsylvania that contribute to the statewide HPMS database. As part of its program, PennDOT Bureau of Planning and Research, PennDOT District 8-0, and Harrisburg MPO conducted traffic counts in the HATS area. HATS staff collected manual, 24-hour volume, and 24-hour machine classification counts for all 90 assigned highway sections as part of 2015's HPMS activities. PennDOT also performs an annual safety inspection in which TCRPC has always been designated as "outstanding."

In addition to traffic counting, HATS also collects Physical Condition Inventory (PCI) data each year. PCI keeps a record of various roadway characteristics, such as width and pavement type, for selected roadway sections. One-hundred-eighty-one (181) sample sections were inventoried in 2015. The sample section sites vary from local roads to expressways. Many entities use the traffic data collected; they include PennDOT, various metropolitan planning organizations, the state government, federal government, media, and private businesses. HATS staff wrapped up another successful year of HPMS activities along with all of its planning partners. TCRPC is dedicated to getting the most reliable and accurate data possible.
Performance Measures

Moving Ahead for Progress in the 21st Century (MAP-21), the previous federal transportation funding bill, required states and MPOs to begin transitioning their long-term planning to a performance- and outcome-based program. To this extent, MAP-21 requires future investment in the transportation system be focused on improving at least one of the following seven factors:

- Safety
- Infrastructure Condition
- Congestion Reduction
- System Reliability
- Freight Movement & Economic Vitality
- Environmental Sustainability
- Reduced project delivery delays

With the adoption of the 2040 RTP, HATS took the initiative to begin establishing a foundation for performance management for the region and established the following criteria as regional performance measures:

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<th>Performance Measure</th>
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<th>Data Source</th>
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<td>Safety</td>
<td>Total Crashes/VMT</td>
<td>Reduce total crashes</td>
<td>PennDOT Crash Data</td>
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<td>Fatalities/VMT</td>
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<td>Bike/Ped Crashes</td>
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<td>Infrastructure Condition</td>
<td>International Roughness Index (IRI)</td>
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<td>Bridge</td>
<td>Structurally Deficient (SD) or Functionally Obsolete (FO)</td>
<td>Reduce SD or FO bridges</td>
<td>PennDOT</td>
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<td>Transit</td>
<td>Average bus fleet age</td>
<td>Decrease average age</td>
<td>CAT Data</td>
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<td>Congestion</td>
<td>Level of Service (LOS)</td>
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<td>Travel time delay</td>
<td>Decrease Delay/Increase Speed</td>
<td>TomTom GPS Data</td>
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<td>Freight</td>
<td>Travel time delay</td>
<td>Increase truck travel speed</td>
<td>TomTom GPS, FHWA data</td>
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<td>Air Quality</td>
<td>Decrease Ozone/PM 2.5</td>
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During 2015 HATS staff compiled relevant data to establish historic trends for safety, infrastructure condition, congestion, and the environment. The data foundations for freight and system reliability performance measures will be established as HATS develops the Freight Plan and Congestion Management Process plans, respectively, in 2016.

The current assessment of the region’s performance measures can be found on the HATS webpage under “Performance Measures.”

Cumberland Perry Task Force

The Cumberland Perry Task Force was organized in 2000 by seventeen municipalities in Cumberland and Perry Counties. The municipalities convened the Task Force out of concern for the unique transportation needs created as 70% of Perry County’s workforce migrates out of the county for work. These concerns grew into a plan that identified the significant issue areas and proposed long-term solutions. The first of these, the roundabout at Sterretts Gap, was completed earlier this year.

The plan was completed and endorsed by HATS in 2002. Nearly a decade later funding aligned to begin implementing the highest-priority projects. In light of this progression, the Task Force reconvened in 2013 and began holding bi-monthly meetings to keep abreast of project development and to serve as a forum to discuss transportation issues in this part of the HATS region. A HATS staff person organizes and attends each meeting and serves as a liaison between the task force and PennDOT. The sponsorship of the Meck’s Corner alignment issues by both Perry County and Wheatfield Township on the long-range plan came as a direct result of discussions by the Task Force.

In 2015, the primary focus of the Task Force was the US 11/15 rock slope project, both the recently completed Duncannon section as well as the forthcoming work on the Marysville section that will necessitate the closure of US 11/15 for three months. Unsurprisingly, such a major endeavor brings with it significant local and regional concerns. While many of these will be preemptively addressed by PennDOT prior to work on the Marysville section, the congestion that occurs when an accident occurs on US 22/322 will have significant regional implications during the Marysville closure. In light of this, the Task Force lent their support to HATS’s Riverlands safety study (see Traffic Safety Program on page 11) which is expected to be completed by June 2016.

Routes 11/15 rock slope project Duncannon section
This report has been prepared by Tri-County Regional Planning Commission, staff agency for the Harrisburg Area Transportation Study

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