

2007 PennDOT BICYCLE AND PEDESTRIAN PLAN

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I. INTRODUCTION

A. Intent of Plan

The intent of this plan is to more fully integrate bicycle/pedestrian transportation into PennDOT's routine project development processes and to include our partners in the process at the appropriate levels of responsibility. The Plan further offers steps in the development process where the bicycle/pedestrian modes may be utilized.

B. Plan Vision Statement

The Vision Statement for the 2007 PennDOT Statewide Bicycle/Pedestrian (bike/ped) Master Plan is:

Pennsylvania is a place where residents and visitors of all ages can choose to bicycle and walk. People are able to bicycle and walk with confidence, safety and security in every community, both for everyday transportation and to experience and enjoy the remarkable natural resources of the state.

C. Explanation and Purpose

The enclosed 2007 Pennsylvania Bicycle and Pedestrian Plan is a revision to the 1996 plan of the same name and is formally a component of the Pennsylvania 2007 Mobility Plan, the state's long range transportation plan. Its purposes are to satisfy PennDOT's planning responsibilities under federal law and provide guidance for the Department on how to address the integration of those modes into the routine transportation project development process. It does not mandate any special funding for bicycle/pedestrian activities.

D. Plan Development

The revision to the 1996 Bicycle/Pedestrian Plan was initiated in 2003 and 2004 with input-gathering meetings conducted by PennDOT and the Pedestrian and Pedalcycle Advisory Committee (PPAC), Subcommittee on the Bicycle/Pedestrian Plan. Approximately 120 key stakeholders from across the Commonwealth were involved in the meetings, which were conducted in seven (7) different metropolitan areas. The stakeholders, who represented PennDOT, other state agencies, Metropolitan and Rural Planning Organizations (MPOs and RPOs), county and city planning offices, tourist promotion agencies, bicycling and walking clubs and advocacy organizations, the disabled community, and others, suggested many new ideas for updates and improved coordination over the 1996 Plan.

Draft versions of the plan were circulated for review to FHWA, PPAC, MPOs and RPOs, other state agencies, PennDOT District Bicycle/Pedestrian Coordinators, and formally to PennDOT District Offices through the Clearance Transmittal Process.

E. Key Principles

The Plan was developed using the four basic principles described below:

1. **Funding.** It is not a funding plan and does not mandate special, separate funding for bicycle/ pedestrian activities.
2. **Integration.** It is a plan to integrate or blend the bicycle and pedestrian modes into the routine transportation planning and design processes, which is the most efficient way to ensure that they are accorded proper consideration.
3. **Tools.** Rather than extras or amenities to the transportation system, bicycle and transportation facilities and associated education, enforcement, and encouragement activities are viewed as tools for solving transportation problems, like congestion, air quality, rising fuel costs, and transportation choice. They can also serve secondary purposes like tax base stabilization, improved land use, improved citizens' health, and overall quality of life.
4. **Complementary Components.** Like any systematic approach, the engineering, education, enforcement, and encouragement actions that form the Plan are meant to be implemented jointly to fully realize the potential of each. Partners in the complementary approach to implementation include: other state agencies, the Federal Highway Administration, MPOs and RPOs, TMAs, County Planning Agencies, advocacy organizations, and others.

F. Statewide Goals

Statewide, The Bicycle/Pedestrian Plan expresses two broad goals:

- a) Double the percentage of trips by foot and bicycle by the year 2015. The exact percentages will be developed with the implementation of this plan.
- b) Reduce the number of fatalities among bicyclists and pedestrians to a level corresponding to the national highway motor vehicle fatality rate reduction goal. That goal is to reduce the rate from the current 1.41 fatalities per 100 million vehicle miles traveled to 1.0 fatality per 100 million vehicle miles traveled by 2011 (USDOT 2006-2011 Strategic Plan). That is a twenty-nine percent (29%) decrease in the motor vehicle fatality rate and, although the bicycle/pedestrian modes have no corresponding travel distance or trip figures, that fatality reduction rate will also be applied to the bicycle/pedestrian program.

G. Ownership

PennDOT is the owner of this Plan.

II. Integration of Bicycle/Pedestrian Modes

A. Congruence with Federal transportation policy Pennsylvania Administrative Code, and the state advisory committee

This Plan is fully congruent with major planning responsibilities imposed by federal and state laws and regulations. The current federal transportation act is the Safe, Accountable, Flexible, Efficient, Transportation Equity Act - a Legacy for Users (SAFETEA-LU) of 2005.

Sections 134 and 135 of SAFETEA-LU require state and regional planning for all transportation modes, with particular emphasis on bicycle and pedestrian transportation (printed below). Other sections of the act reinforce planning for those two (2) specific modes.

SAFETEA-LU requires that the modes be fully integrated into all phases of transportation planning and design, that bicycle and pedestrian safety be given elevated importance, that intermodal links be provided, and that system connectivity is a paramount goal. This plan subscribes fully to those objectives.

Appropriate sections of the planning guidance documents are reproduced below.

1. SAFETEA-LU Planning requirements

134. Metropolitan transportation planning

(a) POLICY.—It is in the national interest to—(1) encourage and promote the safe and efficient management, operation, and development of surface transportation systems that will serve the mobility needs of people and freight and foster economic growth and development within and between States and urbanized areas, while minimizing transportation related fuel consumption and air pollution through metropolitan and statewide transportation planning processes identified in this chapter;

§ 135. Statewide transportation planning

(a) GENERAL REQUIREMENTS.—

(1) DEVELOPMENT OF PLANS AND PROGRAMS.—To accomplish the objectives stated in section 134(a), each State shall develop a statewide transportation plan and a statewide transportation improvement program for all areas of the State, subject to section 134.

(2) CONTENTS.—The statewide transportation plan and the transportation improvement program developed for each State shall provide for the development and integrated management and operation of transportation systems and facilities (including accessible pedestrian walkways and bicycle transportation facilities) that will function as an intermodal transportation system for the State and an integral part of an intermodal transportation system for the United States.

2. Pennsylvania Act 120 of 1970 creating PennDOT

The Pennsylvania Legislature's Act 120 of 1970 created the Pennsylvania Department of Transportation and established it as an intermodal organization. Section 512 of the Act is as follows:

§ 512. (Adm. Code § 2002). Powers and duties of the department. To prepare and develop plans and programs for all modes of urban transportation, including in addition to commuter rail and motor bus, rapid rail, trolley coach, surface rail, corridor rail, and other innovative modes of urban transportation;

3. Role of the Pennsylvania Pedalcycle and Pedestrian Advisory Committee (PPAC)

The Pennsylvania Pedalcycle and Pedestrian Advisory Committee (PPAC) was created by Act 72 of 1995 and is responsible to the Governor as a legislated advisory committee. From Title 75, PPAC's responsibility is as follows:

3571 (f) **Powers and duties.** The powers and duties of the committee shall be to advise and comment on all phases of cycling and pedestrian program activities being undertaken or financially assisted by the department and agencies of state government.

B. Congruence with Overarching PennDOT Agency Goals

1. SMART Transportation contribution

PennDOT's 2007 Sound Land Use Implementation Plan cites ten (10) principles of a sustainable pattern of land use and transportation. Bicycle/pedestrian transportation has a role to play in all ten (10), with particular emphasis on the following:

Choose projects with high value price ratio – bicycle/pedestrian projects are relatively inexpensive, particularly if no right-of-way acquisition is necessary. Sustainable local economic prosperity often follows suit, as in Connellsville, PA and along the York Heritage Trail in York County.

Enhance the local network – As forty percent (40%) of all trips in the U.S. are two (2) miles or less and eighteen percent (18%) are one (1) mile or less, the cycling and walking modes should be an option for those trip lengths.

Safety first, and maybe safety only – Ten percent (10%) of all highway deaths in Pennsylvania are pedestrians, including a disproportionately high number of seniors and children. This plan addresses that need.

Accommodate all modes – Options for more compact land use also lend themselves to increased use of the cycling and walking modes.

Build towns and not sprawl – Many towns in Pennsylvania and elsewhere are wrestling with how to develop a sense of community in a sprawling landscape. Provisions for the bicycle/pedestrian modes, along with transit, are tools to achieve this goal.

Understand the context; plan and design within the context – A community that values sustainable land use and more compact development better manages growth and will not saddle future generations with undue costs.

2. Links to Mobility Plan

The Mobility Plan sets a broad direction that is relevant for all modes: air, rail, transit, water ports, highways, bridges, bicycle, and pedestrian. This unified multimodal direction provides a framework for collaboration and partnership so that the vision of a “best performing system” can become reality. (PennDOT Mobility Plan, 2007, p.3)

Pedestrian-friendly design supports multiple objectives: expanding mobility options, enhancing community and economic development/tourism and revitalization efforts, and supporting public health policy. (Ibid. p. 12)

From the Mobility Plan's "Direction Document," the following objectives and strategy support the Bicycle/Pedestrian Plan:

Objective 1-A: Reduce the number of fatalities and crashes. (Ibid, p. 19)

Objective 2-B: Integrate land use and transportation. (Ibid, p. 21)

Under Objective 2-B: Strategy 2-4: Accelerate "Smart Transportation" initiatives to implement projects at an appropriate scale and improve transportation's compatibility with its surrounding environment. (Ibid, p. 21)

Objective 4-A: Improve connectivity and accessibility throughout the transportation network. (Ibid, p. 25)

Breakthrough: Implementing Smart Transportation (Ibid, p.32)
The Mobility Plan's "User's Guide" also provides links to the Bicycle/Pedestrian Plan.

From the "Criteria for Growth, Investment, and Resource Conservation Implementing the Keystone Principles"

3. Density, Design, and Diversity of Uses

- b. Sidewalks, street trees, connected walkways & bikeways, greenways, parks, or open space amenities included or nearby.

3. Safety Goals

The PennDOT Bicycle/Pedestrian Plan has adopted the goal of reducing the number of bicycle and pedestrian fatalities by a number corresponding to the national motor vehicle goal of 1.0 fatality per 100 million vehicle miles traveled by 2011 (USDOT 2006-2011 Strategic Plan). That is a twenty-nine percent (29%) decrease in the motor vehicle fatality rate and, although the bicycle/pedestrian modes have no corresponding travel distance or trip figures, that fatality reduction rate will also be applied to the bicycle/pedestrian program.

The bulk of the action items in the plan are safety related, including those that address engineering, education, and enforcement goals.

4. Americans with Disabilities Act (ADA) compliance

The Plan recognizes that both professional instruction and better design approaches are needed in order to meet this goal. Therefore, the plan references training needs for design staff as key to the future prevention of unnecessary oversights. Designers are also required to utilize the Bicycle/Pedestrian Checklist in all new construction, major reconstruction, and Highway Occupancy Permit jobs in the Commonwealth.

5. PennDOT Highway Administration Deputate's five (5) Business Plan Goals

PennDOT has established five (5) guiding objectives to improve efficiency in Pennsylvania's transportation system. The Bicycle/Pedestrian Master Plan makes contributions in all five (5) areas, as described below:

Bridges – the bike/ped plan recognizes that bridges are vital to bicyclists and pedestrians as with all other users. The bike/ped checklist requires designers to provide for the needs of those modes in new bridge projects as well as bridge reconstruction work zones.

Project Delivery – By utilizing the checklist and ensuring that all modes, including bicycling and walking, are addressed in a timely manner, delays can be avoided.

Maintenance – Cyclists and pedestrians are particularly sensitive to maintenance activities and more careful attention to that area of PennDOT responsibility will result in fewer problematic bike/ped mobility issues.

Safety and Security – The components of this plan are congruent with PennDOT's fatality reduction safety goal, the PennDOT Mobility Plan, and the Comprehensive Highway Safety Improvement Plan.

Operations – By addressing congestion management and alternative mode choice options, the plan addresses recurring congestion issues.

III. Implementation Strategies

Based upon the above state and federal strategic goals, PennDOT has established the following strategies to implement the Bicycle/Pedestrian Plan. Table 1 below includes the major contextual item keyed to the strategy number and strategies, performance measures, and agencies responsible for the action.

Annual monitoring of the progress of the plan action items will be performed jointly by PennDOT and PPAC.

TABLE 1

(See Appendix A “Glossary” for Abbreviations)

| Implementation Item | Strategy Number | Suggested Strategies | Possible Performance Measures | Responsible Agencies |
|-----------------------------------|------------------------|--|---|--|
| SMART Transportation contribution | A-1 | Produce best practice documents and general training programs on bike/ped transportation | Number of documents distributed and training programs conducted | BHSTE; MPOs/RPOs |
| SMART Transportation contribution | A-2 | Distribute documents to raise awareness of cycling and walking benefits | Number of existing documents gathered and distributed | BHSTE; DOH; PANA |
| SMART Transportation contribution | A-3 | Become a model employer for cycling and walking | Number of improvements made as per URS/Baker internal tech memo for PennDOT 2006 | BHSTE |
| SMART Transportation contribution | A-4 | Promote mixed land use as a transportation planning tool | Number of PennDOT projects that incorporate mixed land use as part of SMART Transportation | BHSTE; Program Center; MPOs/RPOs |
| SMART Transportation contribution | A-5 | Support Hometown Streets | Number of Hometown Street projects that include bike/ped improvements | BHSTE; Program Center |
| SMART Transportation contribution | A-6 | Promote walking environments | Number of projects constructed with pedestrian improvements like: countdown signals, crosswalk enhancements, curb ramps, innovative, cross-walk signals, etc. | BHSTE; Program Center; MPOs/RPOs; District Offices |

| Implementation Item | Strategy Number | Suggested Strategies | Possible Performance Measures | Responsible Agencies |
|----------------------------|------------------------|---|--|-----------------------------------|
| Links to Mobility Plan | B-1 | Alter processes to include proper bike/ped need assessment | Assure that proper bike/ped need is addressed in all projects | BHSTE; Program Center |
| Links to Mobility Plan | B-2 | Make bike/ped intermodal accommodations | Number of intermodal connections made | BHSTE; Program Center; BOD |
| Links to Mobility Plan | B-3 | Address bike/ped in overall system connectivity | Number of system connections made for bike/ped on roads, trails, & other parts of the transportation system. | BHSTE; Program Center; MPOs/RPOs |
| Links to Mobility Plan | B-4 | Continue to assist MPOs/RPOs in developing bike/ped plans | Number of bike/ped Plan improvements made and goals met | BHSTE; Program Center; MPOs/RPOs. |
| Links to Mobility Plan | B-5 | Promote bicycle safety & tourism through the signing of two (2) additional BicyclePA routes | Number of routes established | BHSTE; District Offices |
| Safety Emphasis | C-1 | Establish a PennDOT clearinghouse for bike/ped safety education materials | Number of items distributed by the clearinghouse | BHSTE |
| Safety Emphasis | C-2 | Utilize the EETF for bicycle operational skills improvement | Number of program items completed | BHSTE; PDE; AAA; LAB |
| Safety Emphasis | C-3 | Expand motorist training through Safety Administration Driver Training programs | Number of programs implemented | BHSTE; Safety Administration |

| Implementation Item | Strategy Number | Suggested Strategies | Possible Performance Measures | Responsible Agencies |
|----------------------------|------------------------|--|---|---|
| Safety Emphasis | C-4 | Encourage the identification of bike/ped training needs of police officers and support remedial programs | Number of programs implemented | BHSTE; MPOETC |
| Safety Emphasis | C-5 | Encourage improved law enforcement of bike/ped through training and media efforts | Number of programs implemented | BHSTE; PA State Police Chiefs Association |
| Safety Emphasis | C-6 | Identify needs of non-English speakers and implement appropriate bike/ped safety programs | Number of programs implemented | BHSTE; Governor's Office |
| Safety Emphasis | C-7 | Assist DOH to implement PaNPA Plan | Plan Implementation Goals achieved | BHSTE; DOH |
| Safety Emphasis | C-8 | Train DCED staff on the ABCs of Land Use | Staff members trained | BHSTE; DCED |
| Safety Emphasis | C-9 | Enhance Safe Routes to School Programs | Program Goals achieved or assisted | BHSTE; PDE; PANA |
| Safety Emphasis | C-10 | Conduct outreach to local authorities to encourage use of Pennsylvania Infrastructure Bank (PIB) for crosswalk painting. | Number of crosswalks painted using PIB funds. | BHSTE; Program Center |
| Safety Emphasis | C-11 | Distribute seven hundred (700) Yield to Pedestrian Channelizing Devices (YTPCDs) per year in the Commonwealth. | Number of devices distributed | BHSTE; District Offices; DGS |

| Implementation Item | Strategy Number | Suggested Strategies | Possible Performance Measures | Responsible Agencies |
|--|------------------------|--|---|----------------------------------|
| Safety Emphasis | C-12 | Implement bike/ped knowledge gap closure programs for transportation professionals | Number of professionals trained | BHSTE; BOD |
| Safety Emphasis | C-13 | Develop a plan for integrated community pedestrian safety programs in six (6) communities or community clusters in the Commonwealth. | Number of communities engaged | BHSTE; PennDOT Research |
| Safety Emphasis | C-14 | Explore opportunities and implement actions to address bike/ped safety goals through Safety Administration. | Actions implemented | BHSTE; Safety Administration |
| Safety Emphasis | C-15 | Ensure written Driver Exam questions include bike/ped by recommending appropriate language. | Number of questions inserted; number of questions answered correctly. | BHSTE; BDL |
| Americans with Disabilities Act (ADA) compliance | D-1 | Provide training for PennDOT staff on ADA compliance | Number of staff receiving training | BHSTE; BOD |
| Americans with Disabilities Act (ADA) compliance | D-2 | Provide facilities to comply with ADA as appropriate on all projects | Number of Projects that include ADA improvements | BHSTE; Program Center; MPOs/RPOs |

| Implementation Item | Strategy Number | Suggested Strategies | Possible Performance Measures | Responsible Agencies |
|--|------------------------|--|--|---|
| Meeting Highway Administration's 5 Business Plan Goals | E-1 | Identify high usage/high benefit improvements for bike/ped | Number of projects which address high usage areas and provide the greatest benefits for the greatest number of users. | BHSTE; BOD |
| Meeting Highway Administration's 5 Business Plan Goals | E-2 | Revise Bike/ped Checklist | Number of revisions included. | BHSTE; BOD |
| Meeting Highway Administration's 5 Business Plan Goals | E-3 | Design new infrastructure with bike/ped as appropriate based upon needs assessment from Bike/ped Checklist | Number of projects where bike/ped checklist identifies bike/ped need; number of projects where bike/ped improvements are made | BHSTE; BOD |
| Meeting Highway Administration's 5 Business Plan Goals | E-4 | Develop a methodology for generating statistically meaningful counts of bicyclists and pedestrians in a representative variety of roadway, off-road, sidewalk, and crossing locations and conduct sample bike/ped user counts. The information will be used in planning and analysis of bike/ped programs and needs. | Number of sample counts; types of sample counts conducted (street v. trail, urban v. suburban, etc.), and number of projects that benefit from generated data. | BHSTE; Program Center; Municipal Services; MPOs/RPOs; |

| Implementation Item | Strategy Number | Suggested Strategies | Possible Performance Measures | Responsible Agencies |
|--|------------------------|---|---|----------------------------------|
| Meeting Highway Administration's 5 Business Plan Goals | E-5 | Further support District Bicycle/Pedestrian Coordinators | Number of guidance documents distributed to them; number of special projects assisted; amount of training received; participation in the annual meeting of the District Bike/Ped Coordinators | BHSTE, All 11 District Offices |
| Meeting Highway Administration's 5 Business Plan Goals | E-6 | Review and improve Title 75 for bicycle/pedestrian transportation | Number of Title 75 items improved | BHSTE; Legislative Affairs |
| Meeting Highway Administration's 5 Business Plan Goals | E-7 | Promote the BicyclePA touring route system | Number of BicyclePA promotional and marketing proposals developed. | BHSTE; DCED |
| Meeting Highway Administration's 5 Business Plan Goals | E-8 | Stress Complete Streets model and role of sidewalks in model development. | Number of projects with sidewalks as component of Complete Streets model | BHSTE; Program Center; MPOs/RPOs |

APPENDIX A

GLOSSARY

AAA – American Automobile Association

ADA - Americans with Disabilities Act (1990)

BDL – PennDOT’s Bureau of Driver Licensing

BHSTE – PennDOT’s Bureau of Highway Safety and Traffic Engineering

BicyclePA Route System - a bicycle touring and wayfinding route network created by the state Pedalcycle and Pedestrian Advisory Committee (PPAC) and PennDOT to guide long-distance bicycle tourists through the state.

Bike/Ped Checklist – a PennDOT-generated checklist located in PennDOT Design Manual 1A (Appendix J)

BOD – PennDOT’s Bureau of Design

Complete Streets Model – A street design approach developed by the America Bikes Coalition that stresses the inclusion of motor vehicles, transit, bicycling and walking in all streets.

DCED – Pennsylvania Department of Community and Economic Development.

DGS – Pennsylvania Department of General Services

District Bicycle/Pedestrian Coordinators – one (1) per PennDOT district, they are part-time and are appointed from existing staff. Their chief responsibility is addressing bicycle/pedestrian questions on district projects.

DOH – Pennsylvania Department of Health

EETF - Education and Enforcement Task Force

FHWA - Federal Highway Administration

Hometown Streets Program – a Pennsylvania initiative that encourages the reinvestment and redevelopment of our downtown “main street” areas.

LAB – League of American Bicyclists

Legislative Affairs – PennDOT’s Office of Legislative Affairs.

MPOETC - Municipal Police Officers Education and Training Commission.

Municipal Services – PennDOT’s Bureau of Municipal Services

MPO - Metropolitan Planning Organization

PDE – Pennsylvania Department of Education

PANA - Pennsylvania Advocates for Nutrition and Activity

PennDOT - Pennsylvania Department of Transportation

PIB – PennDOT’s Pennsylvania Infrastructure Bank in the Program Center which provides low interest loans to municipalities for infrastructure improvements.

PPAC – the Pedalcycle [bicycle] and Pedestrian Advisory Committee.

Program Center – a PennDOT office charged with assisting in statewide project planning and programming efforts

RMS – Roadway Management Systems

RPO - Rural Planning Organization.

Safety Administration – a branch of PennDOT containing Driver Licensing and Motor Vehicles that is responsible for administering the driver testing and license renewal programs.

SAFETEA-LU – Safe, Accountable, Flexible, Efficient Transportation Equity Act – A Legacy for Users. The current (signed into law in 2005) federal aid highway bill which authorizes programs and funds many state transportation projects. It expires September 30, 2009.

SOL – Strike-off Letter.

Title 75 – The Commonwealth of Pennsylvania’s Vehicle Code, which also includes pedestrian transportation.

TMA - Transportation Management Area.

Traffic – Pedestrians, bicyclists, ridden or herded animals, motor vehicles, streetcars, and other conveyances either singularly or together while using any highway for purposes of travel.

USDOT – United States Department of Transportation

YTPCD – Yield to Pedestrian Channelizing Device.