

Chapter 10

Goals, Objectives + Policies

Warehouse on Nestle Way near I-78

The Lehigh Valley's freight transportation investment decisions require an approach with clear policies to develop an efficient and safe multimodal transportation system—a system that improves mobility and enhances the region's economic competitiveness.

Developing these policies was a key focus of crafting the *Lehigh Valley Regional Freight Plan* (LVRFP). The plan's policies have been aligned with the Lehigh Valley's other regional modal planning efforts to ensure continuity and a strategic direction for the future.

10.1 ESTABLISHMENT OF CONSISTENT GOALS

Development of the LVRFP overall freight transportation goal and supporting policies was influenced by a range of both freight-specific and broader transportation considerations. With a focus on safety, asset management, mobility and stewardship, the policies of the LVRFP are informed by the current surface transportation act (MAP-21) and PA on Track, the *Pennsylvania Long Range Transportation Plan* (PA LRTP) and *Pennsylvania Comprehensive Freight Movement Plan* (CFMP). These documents provided guidance to ensure that the LVRFP has consistent goals and policies.

The LVPC developed this plan based on its understanding of the critical economic and freight mobility linkages identified through the region's *Long Range Transportation Plan* and stakeholder outreach. The LVRFP is intended to:

- Identify policies to improve freight access, interconnectivity and mobility on the region's multimodal transportation system in order to improve its competitive position in attracting, retaining and expanding industries and jobs throughout the region.
- Help guide the region's investment decisions regarding the infrastructure that supports freight movements.

10.2 NATIONAL FREIGHT GOALS

MAP-21 established seven national freight goal areas:

1. **Safety, Security, Resiliency:** Improve the safety, security and resilience of freight transportation.
2. **State of Good Repair:** Improve the state of good repair of the national freight network.
3. **Economic Competitiveness:** Invest in infrastructure improvements and implement operational improvements that strengthen the contribution of the national freight network to the economic competitiveness of the U.S. and reduce congestion and increase productivity, particularly for domestic industries and businesses that create high value jobs.
4. **Economic Efficiency:** Improve the economic efficiency of the national freight network.
5. **Advanced Technology:** Use advanced technology to improve the safety and efficiency of the national freight network.
6. **Environmental:** Reduce the environmental impacts of freight movement on the national freight network.
7. **Performance and Accountability:** Incorporate concepts of performance, innovation, competition and accountability into the operation and maintenance of the national freight network.

Consistency with these goals ensures that the LVRFP supports MAP-21 guidance and is consistent with statewide goals.

10.3 PENNSYLVANIA'S TRANSPORTATION GOALS, OBJECTIVES AND PERFORMANCE MEASURES

PennDOT developed the CFMP in conjunction with its long range transportation plan. The plans are integrated and consistent. As recommended by the statewide Technical Advisory Committee (TAC),¹ the PA LRTP and CFMP are performance-based plans intended to establish a strategic vision and set the direction for Pennsylvania's future multimodal and intermodal transportation system by informing PennDOT's Strategic and Business Plans. (Figure 30 and Table 10) The

¹ Pennsylvania State Transportation Advisory Committee, *Future Directions for Transportation in Pennsylvania*, Final Report, January, 2011

goals, objectives and performance measures were developed based on the comments and recommendations solicited from the diverse priorities of transportation owners, operators, stakeholders and the general public. The performance measures will be used to monitor and communicate progress towards goals, evaluate investment scenarios, comply with national performance requirements and track plan implementation over time. Performance targets will define acceptable levels of performance from the perspective of the decision maker and will be adjusted over time to reflect reasonable performance expectations in light of budget constraints.

Figure 30
 Pennsylvania Long Range Transportation Plan/Comprehensive Freight Movement Plan
GOALS



Source: PA LRTP; Goals, Objectives + Performance Measures

Table 10
Pennsylvania Long Range Transportation Plan/Comprehensive Freight Movement Plan
Goals, Objectives and Performance Measures

System Preservation	Goal: Preserve transportation assets using sound asset management practices within the limitations of available resources.
	Objectives
	Optimize pavement conditions.
	Reduce the number of structurally deficient bridges.
	Encourage state-of-good-repair initiatives for all modes.
	Limit the number of load-restricted bridges.
	Performance Measures
	Percent of pavements in excellent, good, fair and poor condition (International Roughness Index (IRI)).
	Pavement structure index (Overall Pavement Index (OPI)).
	Percent of structurally deficient bridges (by deck area).
Safety	Goal: Improve statewide safety for all modes and all users.
	Objectives
	Reduce statewide transportation system fatalities.
	Reduce serious injury crashes statewide.
	Invest in cost-beneficial approaches and technologies that enhance the safety of the transportation system and improve public understanding of high risk traveling behaviors.
	Reduce crashes, injuries and fatalities in work zone areas.
	Promote, develop and sustain multijurisdictional traffic incident management programs to achieve enhanced responder safety and safe and quick traffic incident clearance.
	Performance Measures
	Number of fatalities and serious injuries.
	Rates of crashes with fatalities and serious injuries per VMT.
Number of fatalities and serious injuries in work zones.	
Number of roadway-related bicycle and pedestrian fatalities and serious injuries.	
Number of rail crossing fatalities, serious injuries and incidents.	

Personal and Freight Mobility	Goal: Expand and improve system mobility and integrate modal connections.
	Objectives
	Provide multimodal infrastructure and technology advancements to improve system efficiency and trip predictability and to eliminate bottlenecks.
	Increase access to jobs/labor/transportation choices in urban, suburban and rural communities.
	Support local communities through appropriate and equitable transportation modal options and investments.
	Enhance multimodal access, with a focus on seniors, persons with disabilities and other disadvantaged populations.
	Improve first and last mile intermodal access and connections.
	Support pedestrian and bicycle facility development.
	Improve bridge under-clearances and intersection geometry.
	Performance Measures
Annual hours of truck/auto delays (cost of delays).	
Annual transit ridership (e.g. fixed route, shared ride service, etc.).	
Percent/number of freight bottlenecks eliminated.	
Stewardship	Goal: Increase efficiency through modernization of assets and streamlining of processes.
	Objectives
	Ensure a high standard of quality and maximize effectiveness of agency and user investments.
	Enhance the performance of the transportation system while protecting the state's natural, cultural and historic resources.
	Encourage the development and use of innovative technologies.
	Support transportation investments to reflect the diversity of Pennsylvanians and their needs.
	Support coordination of land use and transportation planning.
	Support economic development.
	Support technical assistance/training courses offered to municipalities.
	Support the creation of safe and attractive walking/cycling environments in destination centers.
Support clean air initiatives.	
Promote initiatives aimed at improving system operations and energy efficiency.	
Performance Measures	
Annual savings through PennDOT Next Generation implementation .	
Timely delivery of approved local projects.	
Timely delivery of highway occupancy permits (issued for occupancy of highway right-of-way, opening the surface of highway, placing a facility or structure or opening access to the highway).	
Number of municipal officials trained through the Local Technical Assistance Program (LTAP) on the coordination of land use and transportation planning.	

10.4 REGIONAL FREIGHT POLICIES

The LVRFP freight policies are aligned with national freight goals and are consistent with the LVPC *Long Range Transportation Plan* and PA on Track, the *Pennsylvania Long Range Transportation Plan* (PA LRTP) and *Pennsylvania Comprehensive Freight Movement Plan* (CFMP). This provides several benefits for the LVRFP:

- Ensures that the LVRFP recommendations support the PA LRTP goals.
- Ensures that the LVRFP recommendations support the statewide and national freight plan initiatives and goals.
- Establishes policies that have been shared with the public and stakeholders, and thus, already have substantial buy-in.
- Enhances the LVPC's strategic direction and ensures consistency and alignment of the policies across different transportation plans.

These policies articulate the region's freight investment priorities, help define freight system investment needs and identify the desired future performance of the multimodal regional freight network. Many of these policies support multiple LVPC transportation goals; consequently, the LVPC can identify future transportation investments that address multiple policies and overall transportation goals.

The LVRFP's supporting freight policies are consistent with the *Pennsylvania Comprehensive Freight Movement Plan* and the *Pennsylvania Long Range Transportation Plan*, namely:

- Safety
- System Preservation

- Mobility
- Stewardship

The LVPC freight and multimodal goal and associated policies are:

Freight and Multimodal Goal

Provide transportation choices, improve system connectivity and improve safety for all passenger and freight modes.

Policies

- **Safety:** Identify projects that reduce rates of crashes, fatalities and injuries on the regional freight transportation system.
- **System Preservation:** Improve the overall ratings of pavement and bridges on the regional freight transportation system.
- **Mobility:** Improve freight corridor mobility and first/last mile connectivity between freight modes and major generators and gateways.
- **Mobility:** Identify the most cost-effective methods to improve freight system capacity (including technology and operations).
- **Stewardship:** Lead efforts to foster greater coordination among the agencies responsible for freight system investment.



Truck parking along Nestle Way

10.5 IDENTIFYING PERFORMANCE MEASURES

Transportation performance measures provide a framework to assess how a transportation system and/or a transportation agency is functioning and operating. Targeted performance measures established during LVRFP development support the identification of freight deficiencies and provide the LVPC with a framework to conduct performance-based planning and to monitor freight system performance. Performance measures will enable the LVPC to track trends, focus on problem areas and improve public communication and education related to freight.

The performance measures serve three key functions:

1. **Plan Development:** Provide a method to quantify baseline system performance and the impacts of the LVRFP's options to support trade-off decisions and to communicate the anticipated impacts of different investment strategies.
2. **Plan Implementation:** Support LVRFP implementation by emphasizing agency goals/objectives and integrating those into budgeting, program structure, project selection and project/program implementation policies.
3. **Accountability:** Facilitate tracking and reporting on system performance relative to the LVRFP's goals and objectives to support accountability for implementation and results.

The identified performance measures outlined are based on stakeholder input and best practices from around the U.S, as well as guidance from the statewide LRTP and CFMP. They are closely integrated with the LVRFP's goals and objectives to monitor system performance and implementation progress.

Table 11 also identifies which performance measure(s) apply to each policy.

10.6 INCORPORATING FREIGHT IN THE PROJECT PRIORITIZATION PROCESS

Understanding the condition and performance of the regional freight transportation assets helps identify regional freight network needs and issues, highlights the strengths and problems of the freight system, and aids in developing the LVRFP recommendations. This information also provides a baseline for tracking progress toward meeting the LVPC's strategic goals. The complexity of the regional freight network and the inter-connection of modes requires close coordination of all stakeholders to ensure strong performance across the network.

The LVPC can score projects based on the LVRFP and LV LRTP policies using quantitative measures for each of the four policies.

It is understood that candidate projects would be eligible for prioritization by first appearing in the regional *Long Range Transportation Plan*.

Table 11
Performance Measures

Policy	Performance Measure
Safety	
<ul style="list-style-type: none"> Reduce rates of crashes, fatalities and injuries on the regional freight transportation system. 	<ul style="list-style-type: none"> Reduce truck-related crashes and fatalities. Reduce rail-related incidents/accidents. Reduce at-grade rail crossing incidents.
System Preservation	
<ul style="list-style-type: none"> Improve the overall ratings of pavement and bridges on the regional freight transportation system. 	<ul style="list-style-type: none"> Reduce percent of pavements in poor condition (International Roughness Index (IRI)). Increase percentage of pavements with good to excellent pavement structure index (Overall Pavement Index (OPI)). Reduce the number of structurally deficient bridges. Limit the number of load-restricted bridges.
Mobility	
<ul style="list-style-type: none"> Improve freight corridor mobility and first/last mile connectivity between freight modes and major generators and gateways. Identify the most cost-effective methods to improve freight system capacity (including technology and operations). 	<ul style="list-style-type: none"> Percent/number of freight bottlenecks eliminated. Level of Service on regional freight network. Percent of regional highway freight network covered by targeted technologies.
Stewardship	
<ul style="list-style-type: none"> Lead efforts to foster greater coordination among the agencies responsible for freight system investment. 	<ul style="list-style-type: none"> Number of workshops/meetings held with agencies. Number of formal partnerships developed with private sector industries, communities, agencies and other transportation stakeholders. Number of educational materials distributed and workshops/meetings held with regional agencies and elected officials.