

PENNSYLVANIA STATE TRANSPORTATION COMMISSION
BUSINESS MEETING
HARRISBURG, PENNSYLVANIA
DECEMBER 17, 2025



Please note that these minutes are not intended to capture every comment but to identify critical discussion points and highlights of the STC business meetings.

CALL TO ORDER:

STC Secretary Sharon Knoll, convened the quarterly business meeting of the State Transportation Commission (STC) at 10:02 a.m. on December 17, 2025, in Harrisburg, PA.

ROLL CALL:

Commissioners Present on the Phone:

1. Honorable Ed Neilson, Kyle Wagonseller, alternate
2. Honorable Kerry Benninghoff, Josiah Shelly, alternate
3. Honorable Sharon Knoll
4. Honorable Karen Michael
5. Honorable Marty Flynn, Justin Gensimore, alternate
6. Honorable Judy Ward, Nolan Ritchie, alternate

Commissioners Not Present

1. Honorable Michael Carroll
2. Honorable Paige Willan

MINUTES:

ON A MOTION by Ms. Karen Michael, seconded by Ms. Sharon Knoll, and unanimously approved, the September 10, 2025, STC business meeting minutes were accepted.

12-YEAR TRANSPORTATION PROGRAM:

Deputy Secretary for Planning, Ms. Kristin Mulkerin gave an update on the 12-Year Program (TYP) adjustments.

For the period from August 23 to November 28, 2025, there were 1,273 adjustments comprised of 420 additions, 758 changes, and 95 removals. This represents a \$879,731,617 increase for the reporting period.

Ms. Mulkerin highlighted several projects. The construction phase of the I-376 Bathtub Flooding project was added to the program and was a recipient of two awards. The project was part of the

Southwestern Planning Commission's (SPC) Federal Fiscal Year (FFY) 2024 Mega grant award, as well as a recipient of the Promoting Resilient Operations for Transformative, Efficient, and Cost-saving Transportation (PROTECT) discretionary fund award. The funds added to the program reflect those awards and the State's matching funds. The project is to reconstruct and raise the existing flood wall to prevent flooding and is expected to be let in 2026.

Also highlighted was Erie County's Bayfront Parkway Multimodal project which required additional funds related to utility location schedule adjustments and contaminated soil.

ON A MOTION by Mr. Nolan Ritchie and seconded by Ms. Michael, the 2025 12-Year Program Adjustments were approved.

REPORTS

Administrative/Budget

Deputy Secretary for Administration, Mr. Corey Pellington, gave an update.

Effective October 3, 2025, the United States Department of Transportation (USDOT) published an Interim Final Rule (IFR) changing the Disadvantaged Business Enterprise (DBE) and Airport Concessions DBE (ACDBE) programs. All recipients are required to comply.

PennDOT is reviewing the IFR. The IFR contains the elimination of presumptive categories, requires all DBE firms to be reevaluated and receive certification, and temporarily suspends goals and goal counting. Approximately 2,400 firms are part of the DBE program, 1,400 of which are Pennsylvania-based.

PennDOT has received approval for 906 temporary winter maintenance positions, 295 have been filled. There are only 252 vacant permanent positions, and 48 vacant mechanic positions. This is under a 3% vacancy rate.

Driver and Vehicle Services

Deputy Secretary for Driver and Vehicle Services (DVS), Ms. Kara Templeton, gave an update.

PennDOT continues work on the Road User Charge and has collected over \$9 million in revenue.

Approximately 170,000 of the new Liberty Bell license plates have been issued.

The current Pennsylvania Real ID adoption rate is 34.5%, over 3.5 million people. On December 1, 2025, the Transportation Security Administration (TSA) announced a program called Confirm.ID, an alternative identity verification process which allows a 10-day travel window for \$45 for people without a Real ID product. Further details are still forthcoming.

Wayne County has passed an ordinance to participate in the Local Use Fee program, effective November 1, 2025.

The IFR restricting non-domiciled people from obtaining a Commercial Driver License (CDL), which became effective at the end of September, has faced legal challenges and has been stayed by the Washington DC circuit court. Pennsylvania issuance remains paused.

In November 2025, the Federal Motor Carrier Safety Administration (FMCSA) issued a letter stating a preliminary finding in its annual review that Pennsylvania may not be in compliance with regulations. Multiple states have been issued these letters. PennDOT has thirty days to respond and is reviewing and preparing that response.

PennDOT and other industry stakeholders participated in a Senate transportation hearing on December 9, 2025, and spoke about non-domiciled CDL holders and training.

Highway and Bridge Program

Mr. Jonathan Eboli, on behalf of Deputy Secretary, Ms. Christine Norris, highlighted several Highway and Bridge Program sections.

Mr. Eboli said that the number of bridges in poor condition continues to decline. Poor deck area is expected to hit a low in 2027 but is projected to increase afterwards without additional funds.

Excellent and good road pavement miles are expected to decline, based on condition deterioration models and expected funding. Poor mileage could double by 2037.

Fatalities in 2025 are close to a record low for the year. The current record low year was 1,059 fatalities in 2019. Three priority areas from the Highway Safety Plan are lane departure crashes, impaired driving, and pedestrian safety. Areas that may increase include bicyclist fatalities, aggressive driving, and fatalities in young-driver crashes. Unrestrained fatalities have decreased slightly since 2021 and remain an area of focus.

The Automated Speed Enforcement (ASE) program in work zones has been a success in improving driver compliance with speed limits and increasing worker safety. There were 1,700 work zone crashes in 2019, and 1,250 in 2024.

PennDOT let 87 projects in quarter 3, for \$675 million. The letting year closed at \$3.3 billion. Bids have been coming in at near estimates.

98% of construction projects in quarter 3 finished on time, well above the 80% goal. The cost overrun of the last four quarters came in at about 4%, slightly over the 3% goal.

Multimodal Transportation

Deputy Secretary for Multimodal Transportation, Ms. Meredith Biggica, gave an update.

PhilaPort has acquired 152 acres from Norfolk Southern, the former Mustin Intermodal Yard. This acquisition will allow the port to expand cargo handling options and is imperative to allow the port to grow.

Ms. Biggica said that the Rail Freight grants were originally on the agenda for a vote in today's meeting but were removed as they were not ready. Dates for a special session of the STC are being considered to approve the grants.

Projects continue in preparation for the second *Pennsylvanian* train, with a target date of Fall 2026.

Secretary Carroll and Governor Shapiro recently provided the Southeastern Pennsylvania Transportation Authority (SEPTA) with approximately \$220 million to address emergencies involving the Silverliner fleet on the regional rail side, and the overhead catenary on the trolleys. PennDOT continues to work with SEPTA on both regional rail and transit issues. SEPTA and Pittsburgh Regional Transit (PRT) were both given waivers to use capital funds for operational costs due to the financial challenges the agencies are facing.

Office of Planning

Deputy Secretary for Planning, Ms. Kristin Mulkerin, gave an update from the Office of Planning.

Development of the 2027 program is well underway, with the draft fiscally-constrained Transportation Improvement Programs due from regional Metropolitan and Rural Planning Organizations (MPOs and RPOs) at the end of the year. Reviews will begin early next year, followed by public comment periods in April through June and adoption in August 2026.

Submissions for the Transportation Alternatives Set-Aside program ended, with 156 applications requesting \$189 million, over double the available funds. Those applications are being reviewed. Announcements are expected in Spring 2026.

PennDOT secured over \$400 million in additional obligation authority through August Redistribution. At the end of the current FFY, the Infrastructure Investments and Jobs Act (IIJA) will expire. PennDOT is hoping that Congress will reauthorize the bill before it expires in September. The federal continuing resolution passed in November provided a third of the expected obligation authority for Federal Fiscal Year 2026 and expires at the end of January, 2026.

WORKING SESSION:

PennDOT Local Bridge Inspection & SNBI

Mr. Jonathan Moses, Assistant Chief Bridge Engineer - Inspection from PennDOT, gave a presentation on the PennDOT Local Bridge Inspection and the Specifications for the National Bridge Inventory (SNBI)

Mr. Moses said that an update to the National Bridge Inspection Standards (NBIS) was made in June 2022, and it became fully effective in June 2024. PennDOT has been updating manuals, updating the Bridge Management System, and Publication 238, the Bridge Safety Inspection Manual, among others.

One such change is to the Bridge Weight Limit signs. Sign installations now have two install date requirements, per Federal Highway regulations. New signs must be installed within 30 days of a revised rating analysis and missing/illegible signs must be installed within 30 days. Local government will have trouble with this requirement, and updates to the manual will allow counties to loan signs until permanent signs can be acquired.

Critical maintenance items must have a 7-day mitigation, and High Priority repairs have a maximum of six months. Maintenance priorities are defined as having deficiencies that threaten either structural integrity or public safety. The local owner is responsible for signage and can be held legally liable. PennDOT is dedicated to safety at all levels and will assist with non-Department bridges.

The Specifications for the National Bridge Inventory is a new document that emerged from the 2022 rulemaking. New data must be collected that was not previously, creating a one-time effort for all bridge inspections.

He noted that the NBIS is now applicable to privately owned bridges that are connected to public roads at both ends of the bridge, and PennDOT must perform inspections on those bridges, as well as non-public highway bridges. Other changes made in the SNBI include new definitions, inspection intervals, and procedures, and updates to the Fatigue and Fracture plans.

The NBIS also makes railroad inspection timeframes stricter, requiring a specific window for inspections. Increased coordination with railroads and local municipalities will be necessary for this change. PennDOT's Bridge Inspection Section is meeting regularly with railroads and internal personnel to ensure this is complete.

On the design side, there are new guidelines for guide rails on local bridges, as well as new products on the way. He gave the example of InQuik bridges, using more prefabricated parts, and then concrete is poured on-site. Additional updates will also be worked on for Design Manual 4.

Digital Delivery

Mr. Allen S. Melley, P.E., Digital Delivery Chief from PennDOT, gave a presentation on the Digital Delivery Program.

Mr. Melley said that the vision statement of the Digital Delivery Program was "By 2025, construction projects will have the ability to be bid using 3D technology and will no longer be in a traditional construction plan format." There will still be 2D components in the 3D models, such as views and Excel tables.

The program began in 2020, where initial pilots had contractors use 3D models instead of cross sections in Existing Ground Confidence Level, Bridge, and Drainage and Utilities projects.

Model as Legal Deliverable (MALD) projects have no plan sheets, with all plans derived from the 3D model.

Thus far in the pilot program, eight projects have been constructed using digital deliverables, with four more in construction. Over 40 projects are currently in design or are advertised. Contractor bids have been within 1% on average of design estimate.

PennDOT received a \$5 million grant from the Federal Highway Administration (FHWA) in 2023 to advance standardized open data for as-built information models for bridges. The industry is working on developing the Industry Foundation Classes (IFC) files. This will ensure that plans can be easily used by any software that a company wants to use.

PennDOT has issued digital delivery guidance documents to provide standardized processes for stakeholders to create consistent deliverables. These documents include the Digital Delivery Interim Guidelines, Modeling Standards Manual, and Model Element Breakdown Structure.

Mr. Melley said that a common question is how smaller companies can compete with digital delivery. He responded that most of the projects delivered thus far had been won by smaller contractors, and those contractors had helped shape the program through their experience and feedback. For the first constructed pilot bridge, PennDOT met with the contractor biweekly, and the project finished a month and a half ahead of schedule.

Mr. Melley highlighted the PA 68 Dolby Street project, which is a MALD pilot in District 10. The first year of the three has been completed, and a significant aspect has been utility work. The contractor is collecting utility information and sending it to the design team, which updates their models to incorporate it into the plans for years 2-3.

Two bridge pilots are being run for the Advanced Digital Construction Management Systems (ADCMS) grant, a steel bridge in Crawford County, and an Integral Abutment in Indiana County. These are the first projects in the nation to deliver IFC files as contractual, so there is interest in these projects.

Pennsylvania and Utah are the two states leading in digital delivery and are the only ones thus far delivering 3D models contractually, without plans.

PennDOT ran contractor summits in January 2025 to provide hands-on training and information for contractors. Additional summits are planned for 2026. Additionally, webinar sessions are conducted quarterly and are available to anyone interested on the digital delivery website.

Mr. Melley stated that PennDOT is collaborating with seventeen universities across the state to incorporate digital delivery concepts into their curriculum. PennDOT also speaks at schools and provides them with a database of let projects for educational purposes.

The initiative has won awards, such as the American Council of Engineering Companies (ACEC/PA) Diamond Award in the Small Project category, Best Use of Technology, and Innovation at the 2025 America's Transportation Northeast Association of State Transportation

Officials (NASTO) Award, and was a finalist in the Professional Research category of the buildingSMART International OpenBIM Award.

COMMISSIONERS REPORT:

None

PUBLIC COMMENT:

None

OTHER BUSINESS:

Ms. Michael announced the meeting dates for 2026 would be February 18, May 13, August 5, and December 16. The February and December meetings will be in Harrisburg, and the May and August meetings will be in locations to be determined.

ON A MOTION by Mr. Ritchie and seconded by Mr. Shelly, the 2026 meeting dates were approved.

NEXT MEETING:

The next STC quarterly meeting is scheduled for **Wednesday, February 18, 2026.**

ADJOURNMENT:

ON A MOTION by Ms. Michael and seconded by Mr. Kyle Wagonseller, the STC quarterly meeting was adjourned at 11:10 p.m.