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TRANSPORTATION PLANNING

(110–170)

HEARING

BEFORE THE

SUBCOMMITTEE ON
HIGHWAYS AND TRANSIT

OF THE

COMMITTEE ON
TRANSPORTATION AND
INFRASTRUCTURE
HOUSE OF REPRESENTATIVES

ONE HUNDRED TENTH CONGRESS

SECOND SESSION

SEPTEMBER 18, 2008

Printed for the use of the
Committee on Transportation and Infrastructure

U.S. GOVERNMENT PRINTING OFFICE

45–109 PDF WASHINGTON : 2008

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U.S. House of Representatives
Committee on Transportation and Infrastructure

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September 17, 2008

SUMMARY OF SUBJECT MATTER

TO: Members of the Subcommittee on Highways and Transit

FROM: Subcommittee on Highways and Transit Staff

SUBJECT: Hearing on "Transportation Planning"

PURPOSE OF HEARING

The Subcommittee on Highways and Transit is scheduled to meet on Thursday, September 18, 2008, at 10:00 a.m., in room 2167 of the Rayburn House Office Building to receive testimony on the transportation planning process. This hearing is part of the Subcommittee's effort to prepare for the reauthorization of federal surface transportation programs under the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users ("SAFETEA-LU"), which expires on September 30, 2009. The Subcommittee will hear from the mayor of a large city, a Deputy Secretary for Transportation Planning for a State department of transportation, an Executive Director and a Transportation Director for two different metropolitan planning organizations, a Planning Director for a mid-size city, and the Chair of the Executive Board of a multi-state transportation coalition.

BACKGROUND

The Federal-Aid Highway Act of 1962 (P.L. 87-866) required Federally-funded highway projects in urban areas to flow from metropolitan transportation planning processes (currently codified at 23 U.S.C. 134-135). Two years later, the Urban Mass Transportation Act of 1964 (P.L. 88-365) established similar metropolitan planning requirements for transit projects seeking Federal funds (currently codified at 49 U.S.C. 5303-5306). In these early acts, Congress encouraged the development of transportation systems embracing various modes of transportation by directing States to implement the "3C" planning process for metropolitan areas — a process that is continuing, comprehensive, and cooperative. A decade later, the Federal-Aid Highway Act of 1973

(P.L. 93-87) required States to dedicate a small portion of the federal transportation funds they received to metropolitan planning activities.

Parallel statewide transportation planning requirements, however, did not exist until 1991. The Intermodal Surface Transportation and Efficiency Act ("ISTEA") created the statewide transportation planning processes and funding mechanisms that are still used today. ISTEA also greatly strengthened the role that metropolitan planning organizations ("MPOs") play in planning transportation projects by requiring that both long-range and short-term plans be fiscally constrained. In short, the legislation envisioned that the planning process should be a forum, developed with public input, for prioritizing multi-modal transportation decision-making in a variety of ways. Recognizing the important impact transportation infrastructure has on economic development and quality of life, the planning process provides the contexts for reconciling State and regional transportation needs and Federal transportation goals with proposed transportation projects and activities.

State Departments of Transportation ("State DOTs") and, in metro areas with populations above 50,000, MPOs conduct the transportation planning process. All highway and transit projects seeking federal funding must be included in the regional long-range transportation plan, the short-term transportation improvement plan ("TIP"), and the approved Statewide Transportation Improvement Program ("STIP").

MPOs are charged with developing Metropolitan Transportation Plans and TIPs. The Metropolitan Transportation Plan reflects the long-range intermodal vision for the metropolitan planning area, and is updated at least every four years in air quality nonattainment and maintenance areas, or at least every five years in air quality attainment areas. The TIP is a four-year project-specific document. The TIP is updated at least every four years. The projects contained in the TIP are to be consistent with the metropolitan transportation plan.

State DOTs are responsible for conducting the statewide transportation planning process, in consultation with MPOs, non-metropolitan local officials with responsibility for transportation, and tribal governments and Federal land management agencies. Statewide planning products include Long-Range Statewide Transportation Plans and STIPs. The Long-Range Statewide Transportation Plan reflects the long-range intermodal vision (20 years minimum) for the State, and is to be updated periodically. The STIP provides a project-specific document that covers four years, and is updated at least every four years. Projects contained in the STIP are to be consistent with the long-range statewide transportation plan, metropolitan transportation plans, and TIPs.

In carrying out the transportation planning process, State DOTs and MPOs undertake a number of activities, including:

- Monitoring existing conditions;
- Forecasting future population and employment growth, including assessing projected land uses in the region and identifying major growth corridors;
- Identifying current and projected future transportation problems and needs and analyzing, through detailed planning studies, various transportation improvement strategies to address those needs;
- Developing long-range plans and short-range programs of alternative capital improvement and operational strategies for moving people and goods;

- Estimating the impact of recommended future improvements to the transportation system on environmental features, including air quality; and
- Developing a financial plan for securing sufficient revenues to cover the costs of implementing strategies.[1]

ISTEA created linkages between transportation planning and other societal goals by developing eight specific factors MPOs and State DOTs are to consider in developing transportation plans. These include:

- support economic vitality;
- increase safety of transportation system;
- increase security of transportation system;
- increase accessibility and mobility options for people and freight;
- protect and enhance the environment, promote energy conservation, improve quality of life, and consistency between transportation improvements and land use and economic development patterns;
- enhance system integration and connectivity;
- promote efficient system management and operation; and
- preservation of the existing transportation system.

CHALLENGES AND EMERGING THEMES IN TRANSPORTATION PLANNING

Freight Transportation Planning

The surface transportation network plays a critical role in national, regional and local economic activities. The growth in international trade and advances in logistics have increased the importance of the efficient operation and performance of the surface transportation network. Since 1970, imports to the U.S. have more than tripled as a share of GDP, while exports have more than doubled. The Department of Transportation estimates that by 2020 the nation's freight tonnage is projected to increase nearly 70 percent[2].

State DOTs and MPOs are responsible for considering freight movement during the transportation planning process; however, freight improvement projects often have difficulty entering the project programming phase.[3] The current planning process charges agencies with focusing on addressing needs and issues within their areas of jurisdiction. Although freight mobility and access is one of the factors to be address in the planning process, in practice, freight projects have difficulty competing with other projects.

A 2003 the Government Accountability Office ("GAO") report found similar difficulties in programming freight related projects.

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[1] U.S. Department of Transportation, "The Transportation Planning Process: Key Issues" 2007.
[2] "Freight in America: A New National Picture." U.S. Department of Transportation, Research and Innovation Technology Administration, Bureau of Transportation Statistics. January 2006.

[3] "Integrating Freight into Transportation Planning and Project-Selection Processes." National Cooperative Highway Research Program Web-only Document 112. March 2007.

> The fundamental limitation to overcoming freight mobility challenges is that the public-sector process at the state and local levels for planning and financing transportation improvements is not well suited to address freight projects. On the planning side, consideration of freight improvement projects as part of the local planning process is limited because the process is oriented to projects that clearly produce public benefits, such as passenger-oriented projects. While freight projects also may produce public benefits by reducing freight congestion, generally, public planners are wary of providing public support for projects that directly benefit the private sector.[4]

A key factor in the difficulty to advance freight-related projects, and one of the challenges facing planners, is how best to account for the benefits of these projects. The local jurisdiction is faced with the cost of the congestion due to freight movement and the cost of the freight-related improvement projects. Advancing these investments, however, also have regional and national benefits. Multi-jurisdictional coalitions—such as the I-95 Corridor Coalition—have become involved in pursuing and coordinating freight-related projects that cannot be easily addressed under the current planning process.

Regional and National Transportation Planning

Federal highway and transit law outline the processes for transportation planning on the metropolitan level and at the state level. While some large metropolitan areas stretch across two or more state boundaries, federal laws and regulations regarding transportation planning do not focus on transportation strategies that are regional or national in nature. Further, large metro areas often merge MPOs into more general-purpose councils which affect the degree of influence MPOs have on regional transportation planning.

Today's transportation challenges often have impacts beyond state and local borders. Congestion in and around our Nation's largest ports prevent imported goods from being delivered in a timely manner across the country. Railroad congestion in the Chicago area will impact goods being shipped from California to New York. As such, strategies to reduce rail congestion in Chicago may require projects to address bottlenecks both inside and outside of the Chicagoland region.

While States and MPOs have planning tools at their disposal to address local and statewide transportation problems, solutions to regional and national transportation challenges will often involve projects stretching across many states and metropolitan areas. Solutions to relieve congestion on the I-95 corridor may include improvements on highway corridors in adjacent states as a way to encourage people to use those corridors instead of I-95. While some States and MPOs have strengthened their regional planning capacity, greater collaboration at the regional level is needed to fully address the national nature of the surface transportation system.

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[4] GAO-04-165 "Freight Transportation: Strategies Needed to Address Planning and Financing Limitations." December 2003.

The National Surface Transportation Policy and Revenue Commission ("Commission") stated that the surface transportation programs cannot fully contribute to economic growth, international competitiveness, or other national goals without a national transportation strategy.

Land Use and Transportation Planning

According to DOT, land use and transportation are symbiotic: development density and location influence regional travel patterns and, in turn, the degree of access provided by the transportation system can influence land use and development trends. Thus, choosing a land-use strategy that complements a region's transportation goals is an important part of the planning process. As the United States is projected to add 120 million new residents by 2050, the amount of new and rehabilitated infrastructure that will be necessary to support this magnitude of population growth will hinge largely on the priorities developed during the transportation planning processes.

One of the eight factors metropolitan and statewide transportation planning processes consider is consistency between transportation improvements and state and local planned growth and economic development patterns, but the level of involvement of state DOTs and MPOs in land use decision-making varies according to state and local legislation and policies. Some states and localities heavily integrate transportation and land use, such as those metropolitan areas that have adopted urban growth and transportation boundaries, promote transit-oriented development, and employ context sensitive design. At the other end of the spectrum, some states have constitutional and statutory constraints which limit the scope of planning agencies to work across jurisdictional lines.

The Commission has found that, overall, current transportation and land use policies are not well coordinated. This, they report, undermines national security, energy, and environmental goals by contributing to greater reliance on foreign petroleum, higher greenhouse gas emissions, and adverse public health impacts. They note that various land use choices, including density, mix of uses, contiguity of development, scale of activities and transportation and land use configuration all influence travel behavior. Although the magnitude of the impact and the political and market acceptance of initiatives to leverage these aspects of development so as to minimize vehicle miles traveled and travel demand in the future remain in dispute, the choices made in these areas in the future can significantly improve the attractiveness of alternative to solo driving.

Performance Standards in Transportation Planning

As the Committee approaches the reauthorization of the nation's surface transportation laws, various studies, proposals and reports have suggested that adding performance standards to the highway and transit programs would build accountability and strengthen transparency. The transportation planning process is one area where performance standards could be included. State DOTs and MPOs could be required to maintain information systems that annually measure progress on indicators and outcomes of national significance and incorporate the results into the planning process. State DOTs and MPOs could also be required to evaluate projects using cost-benefit analyses.

The Surface Transportation Policy Project (STPP) recently released a study on performance measures in transportation planning. It suggested that an expanded list of performance indicators

could include: financial transparency; efficient land use; transportation choice and mode share; energy efficiency; health impacts; and environmental impacts.

The Commission recommends that future regional plans be developed to meet specific performance standards, and major projects would have to be shown to be cost-beneficial. The Commission recommends that planning activities continue to be funded through a percentage of the total authorized funding for the Federal surface transportation program.

PREVIOUS COMMITTEE ACTION

On January 17, 2008, and February 13, 2008, the Committee on Transportation and Infrastructure met to hear testimony on the National Surface Transportation Policy and Revenue Study Commission Report: "Transportation for Tomorrow", which focuses in part on the need to reform the current transportation planning processes.

On April 9, 2008, the Subcommittee on Highways and Transit held a hearing regarding transportation challenges for metropolitan areas.

On April 24, 2008, the Subcommittee on Highways and Transit held a hearing regarding freight movement on the surface transportation system.

On June 24, 2008, the Subcommittee on Highways and Transit held a hearing regarding connecting communities and the role of the surface transportation network in moving people and freight.

WITNESS LIST

The Honorable John W. Hickenlooper
Mayor
Denver, CO

Mr. James Ritzman
Deputy Secretary for Transportation Planning
Pennsylvania Department of Transportation
Harrisburg, PA

Mr. Andrew Chesley
Executive Director
San Joaquin Council of Governments
Stockton, CA

Mr. Charles Howard
Transportation Planning Director
Puget Sound Regional Council
Seattle, WA

Mr. Keith Selman, AICP
Planning Director
City of Laredo
Laredo, TX

Mr. Neil Pederson
Chair, Executive Board
I-95 Coalition
Baltimore, MD

HEARING ON TRANSPORTATION PLANNING

Thursday, September 18, 2008,

U.S. HOUSE OF REPRESENTATIVES,
COMMITTEE ON TRANSPORTATION AND INFRASTRUCTURE,
SUBCOMMITTEE ON HIGHWAYS AND TRANSIT,
Washington, DC.

The Subcommittee met, pursuant to notice, at 10:00 a.m. in room 2167, Rayburn House Office Building, the Honorable Jerry McNerney presiding.

Mr. MCNERNEY. The Subcommittee will come to order.

I want to start out by thanking Chairman DeFazio and Ranking Member Duncan for holding this hearing on transportation planning and for asking me to Chair today's session on behalf of Chairman DeFazio.

Transportation planning has a profound effect not only on our infrastructure, but also on our travel behaviors, the economic development of our communities, and on our quality of life. It is an issue that this Committee will be closely examining during the authorization of the next transportation bill which is coming up in 2009.

Congress created the metropolitan transportation planning process 46 years ago, and much has changed in our metro areas since that time. State departments of transportation, the State DOTs, and the metropolitan transportation organizations, the MPOs, are the two entities that were required by law to conduct transportation planning. In 1991 Congress created State-wide transportation planning procedures and the Federal funding mechanisms that are still used today.

These important planning processes provide the context for reconciling State and regional transportation needs and the Federal transportation goals with proposed transportation projects and activities. That is why I am particularly pleased that Andy Chesley from the San Joaquin Council of Governments is testifying before the audience today. Since I came to Congress, Andy and I have worked together on a number of important transportation projects in and around California's Central Valley, and I know first-hand that Andy is a strong advocate for our region, but he also knows that we need to think and plan on a large scale, with input from everybody at all scales of government.

My District, which includes part of the San Francisco Bay area and a significant portion of the Central Valley, is really a microcosm of the national transportation system. We have cities, we have growing suburbs, small towns, rural communities, which are supported by a deep-water port, an aging highway system, and a freight network that also serves as a commuter rail and needs up-

grading. The challenges we face regionally are the challenges we face nationally, but I am confident that we can find the solutions.

Today's hearing will focus on four key challenges to current transportation planning requirements. First of all, how to better plan the movement of freight. Secondly, how do we enable the States and the MPOs to incorporate regional and national priorities into their plans. Third, how to better integrate land use decisions with transportation improvements. That is a new subject. And how to establish performance measures for transportation planning processes.

In order to examine these issues in greater detail, today's hearing will be conducted on a modified format. Witnesses will not be asked to give a five-minute opening statement, but rather just to introduce themselves. After the Ranking Member and the Chair, witnesses will be asked to make short introductions. We will immediately proceed to questions.

It is our hope that this new format will allow Members and witnesses to delve into the issues and will encourage a full discussion and dialogue.

Thank you.

I will now turn to the Ranking Member, Mr. Duncan from Tennessee, for his opening remarks.

Mr. DUNCAN. Thank you, Chairman McNerney. Welcome to your new position here in place of Chairman DeFazio, at least for the time being.

Today's hearing on transportation planning comes at a very critical time for the transportation community. In a little over a year, the existing highway transit and highway safety programs will expire. Of course, almost everyone knows that the next highway bill will be one of the biggest bills, perhaps even the biggest bill, in the next Congress.

The information we gather today from the hearing will help this Committee determine what the highway and transit planning requirements will look like in the next surface transportation authorization bill. While all of us on this Committee spend a little more time on these issues than most Members, still, we have to deal with a thousand other things and so many other issues that we are not the experts that we have here on the panel today, and so we certainly need their expertise and their input here today.

The transportation planning process involves more than just listing highways and transit projects in a State or metropolitan area. The planning process involves collecting input from all users of the transportation system, including the business community, community groups, environmental organizations, the traveling public, and freight operators, in making decisions to promote transportation projects that advance the long-term goals of the State or local community.

Requirements for transportation planning in metropolitan areas and at the State level have been a part of Federal highway and transit laws since the 1960s; however, there are no requirements to look at transportation planning from a regional or a national perspective, and that certainly is what we need to start doing more. This is one of the reasons that our Ranking Member, Congressman Mica, has called for a national transportation strategic plan. A na-

tional transportation plan will allow us to look beyond State borders and local political jurisdictions to evaluate the impacts that transportation projects have on different regions of the Country, and in some cases the entire Nation.

I read recently that two-thirds of the counties in the U.S. are losing population. That really surprises people in my area, because the metropolitan area around Knoxville is one of the really fast-growth areas in this Country. So we need to funnel probably more resources and funding to the metropolitan areas, and particular the fastest-growing metropolitan areas, but we also need to do more to encourage people to live in and visit the small towns and the rural areas that are losing populations and are having economic problems because of that.

In addition, we have two interstates that meet in Knoxville and a third that comes 37 miles outside of town, so we have millions of people coming through our area each year, many millions, but they drive through those small towns and rural areas on their way to and from Tennessee and coming to and from Florida and so forth, so we can't ignore the needs of the small towns and rural areas either. So we have some difficult decisions to make and choices to make in the next Congress. I know that you all will help us to the extent that you can.

As I understand, Chairman DeFazio has suggested that the witnesses primarily introduce themselves and try to avoid reading the lengthy statements that we have gotten from some witnesses, but I do hope that, in addition to introducing yourselves, you will at least take a couple of minutes to tell us what your major concerns are or your suggestions are, and then we can get into it a little more deeply on the question and answer portion.

Mr. MCNERNEY. The Chair now recognizes the distinguished gentleman from Florida, Mr. Mica, for an opening statement.

Mr. MICA. Thank you so much for yielding for just a minute. I will try to be brief.

I appreciate the leadership shown on both sides of the aisle in calling this hearing. I think this is very important, and particularly as we start out now. We are not quite taking on the successor to SAFETEA-LU, but we are starting to talk about important processes in transportation, and certainly planning is absolutely critical to the entire process.

As you heard our Ranking Member, Mr. Duncan, mentioned, I have proposed a national strategic transportation plan. Having served on the Committee now for almost 16 years, it is amazing from my vantage point—and I know Mr. Oberstar has also come to this conclusion—that we don't have a national strategic transportation and infrastructure plan. I mean, how could you go about anything in business or undertake any enterprise without a good plan? Most of our States and some of our metropolitan areas have set forth pretty good plans, but we don't look at this in the whole.

I think it is absolutely essential that we develop that as part of our reauthorization. The key element, of course, in the planning process is, again, looking at the whole Country, setting our policies, our projects, and our priorities, and also doing that sort of from the bottom up. You all have your planning process. We need to incorporate our national plan that takes elements of that and prioritizes

it, sets the policy by which we will partner with you, but until we do that we are sort of meandering, and we have done that for a number of years.

Just a couple of quick points before I close. Also in the planning process there are some issues that I have witnessed first-hand, and some of you may have had to deal with this. Our MPOs and some of our structures do not take into consideration the huge metropolitan areas that some of our planning must encompass, and I have areas where we have MPOs backing up to other MPOs and sometimes not talking. Now, some of the communication has improved, but we may need to look at that structure and the ability for better cooperation and better coverage in some of these metropolitan areas rather than being so split and divided. So if we come down a tier from the national level, we have to look at the MPO process level and improve that. I would love to hear your recommendations in that regard.

There is a whole host of policy issues that also will help us with planning. Of course, we have got the big finance issue to resolve. But there are issues about investments, public/private partnerships that also can help you in your process. If that is defined by the Federal Government, the terms by which everybody can participate in this process, I think you can also move projects forward.

The final element is actually speeding up the process. I think today is the day that they are opening the I-35 bridge over the Mississippi in Minneapolis that collapsed about a year ago, done on schedule, actually ahead of schedule and under budget, done in 437 days or less. The normal process would take seven to eight years to complete that.

If you are involved in the planning process, sometimes the local governments change, the players change, some of the projects get shelved or put behind because of politics. But you can't proceed in planning or executing projects if the process takes so long, and that is something else I would like to see us do and hear your recommendations on.

But if we can do the I-35 bridge in record time, not substantially changing the footprint of a project, there is no reason why we can't do other projects in an expedited fashion.

I look forward to working with all of you as you come forward with your recommendations.

Thanks again. I yield back.

Mr. MCNERNEY. Well, I thank the Ranking Member of the Transportation and Infrastructure Committee for your thoughtful remarks.

Transportation is a complicated issue, and I think we can all learn from each other. The point of this hearing really is to allow the witnesses an opportunity to instruct us on what would be more useful, what would be the most useful way to proceed. We need your inputs on making this process work for the 2009 authorization.

Next I would like to recognize the gentleman from Pennsylvania for his introduction of one of our witnesses.

Mr. HOLDEN. Thank you, Mr. Chairman. I would like to welcome all of our witnesses today, but particularly Mr. Jim Ritzman from the Pennsylvania Department of Transportation. Jim is the Deputy

Secretary for Planning for Penn-DOT, and that is a very challenging job. As Members of this Committee have heard me say many times, Pennsylvania has more road miles to maintain than New York, New Jersey, and New England combined, but Jim and Secretary Biehler have been doing a great job with the limited resources.

I would like to welcome Jim and all of our panelists today. I look forward to their testimony.

Thank you, Mr. Chairman.

Mr. MCNERNEY. Thank you, Mr. Holden.

Now we would like to allow each of the witnesses a minute or two to introduce yourselves. If you have specific issues that you want to bring up briefly, then we will turn to questions and answers. I would like to start with Mayor Hickenlooper. Thank you.

TESTIMONY OF THE HONORABLE JOHN W. HICKENLOOPER, MAYOR, DENVER, COLORADO; ANDREW CHESLEY, EXECUTIVE DIRECTOR, SAN JOAQUIN COUNCIL OF GOVERNMENTS, STOCKTON, CALIFORNIA; CHARLES HOWARD, TRANSPORTATION PLANNING DIRECTOR, PUGET SOUND REGIONAL COUNCIL, SEATTLE, WASHINGTON; KEITH SELMAN, AICP, PLANNING DIRECTOR, CITY OF LAREDO, TEXAS; JAMES RITZMAN, DEPUTY SECRETARY FOR TRANSPORTATION PLANNING, PENNSYLVANIA DEPARTMENT OF TRANSPORTATION; AND NEIL PEDERSEN, CHAIR, EXECUTIVE BOARD, I-95 COALITION, BALTIMORE, MARYLAND

Mr. HICKENLOOPER. You should have heard what they did to my name as I grew up throughout childhood.

I am the mayor of Denver in Colorado. I am very grateful, Chairman McNerney, to be here, and to the Members of the Subcommittee, thank you for inviting me to testify.

Certainly, although planning is a concept that, as a topic, doesn't really excite the passions of our citizens, often the results of planning do excite those passions.

As mayor of Denver and as someone who, before I ran for office five years ago, was a real estate developer, developed a number of housing and restaurants in the downtown area in the metropolitan area, I realize that what we are about now is creating a model of regional collaboration, and if these models are going to succeed on a national level they need support of the Federal Government.

In the next 25 years, Denver's metropolitan population is going to come close to four million people, and what we have done again and again, whether you are talking about our fast tracks transit project or our regional economic development initiative, we have a regional cultural facilities tax, but each of these are models on what we used to refer to as unnatural acts between consenting adults. These are elected leaders from different parts of our metropolitan area looking at broader self-interest and finding ways that they can work together.

I also appear today as the chair of the U.S. Conference of Mayors Transportation and Communications Committee.

Mr. MCNERNEY. Thank you, Mayor.

Next I would like to have Mr. Ritzman introduce himself, even though he has been also already recognized by one of our Members of the Committee.

Mr. Ritzman?

Mr. RITZMAN. Good morning. Thank you so much for the kind introduction, Congressman Holden.

I, too, am thrilled to be here this morning and just to share some perspective from Pennsylvania. I am the Deputy Secretary for Planning in Pennsylvania, but I come from a background of transportation roles in highway safety, design, and construction, as well as planning, so a real focus area that I would want to share today further on is sometimes planning gets lost in the shuffle and only becomes a book on somebody's shelf somewhere or a study. What we ultimately need to do is make sure and ensure that the planning activities that we do really do lead to that project delivery efficiencies and program delivery efficiencies.

Mr. MCNERNEY. Thank you, Mr. Ritzman.

Next we have Mr. Howard from the Puget Sound area. This is a very complicated transportation region because it includes so much waterways, airways, and not to mention surface transportation.

Mr. Howard?

Mr. HOWARD. Thank you, Mr. Chairman.

My name is Charlie Howard. I am the Transportation Planning Director of the Puget Sound Regional Council, and that organization is a metropolitan planning organization for four counties in Washington State, which includes central Seattle but also includes vibrant suburbs all the way to working forests, mountains, farmland. So we encompass quite a wide area.

One thing, I would share Mr. Ritzman's view that, while we are pretty successful in developing plans in our region, what we really view as success is actually implementing those plans, and so that is really paramount in our interest as to how we can make sure that our plans are delivering projects and transportation services that serve our public.

Thank you.

Mr. MCNERNEY. Thank you, Mr. Howard.

Next is a gentleman who I have had the pleasure of working with in my District. I know that he is feared and respected throughout the region. Mr. Chesley?

Mr. CHESLEY. You are very kind, Chairman McNerney. Thank you very much.

My name is Andrew Chesley. I am the Executive Director for the San Joaquin Council of Governments in Stockton, California. I look forward to speaking on behalf of the National Association of Regional Councils here and the role that metropolitan planning organizations have played in successfully delivery transportation projects and some of the challenges that we are facing as we move forward in terms of making our transportation system more successful in the future, particularly in areas dealing with situations such as greenhouse gas emissions, a new area for us in terms of tackling transportation in the future, and it is going to call upon us to use new tools, new partners as we move into a better transportation planning process and better transportation system.

Thank you for inviting me and having me here.

Mr. MCNERNEY. Thank you, Mr. Chesley.

Next we have Mr. Selman from Laredo, Texas, who has his own special considerations regarding border crossing.

Mr. Selman?

Mr. SELMAN. Thank you, Mr. Chairman. I am Keith Selman. I am the Planning Director and the MPO director for a small MPO in Laredo, Texas. We have a city population in the last census of about 175,000. Right now our population estimates are about 2.25. We expect that number to increase by the next census.

We are the largest inland port on the border between the United States and Mexico. We have over $347 billion in commerce crossing the U.S.-Mexican border on an annual basis. We are dealing with the whole gauntlet. We deal with rail, we deal with trucks—10,000 trucks a day crossing our international bridges. We have four international bridges, five if you include the railroad bridge that is owned by Kansas City Southern. We have two commuter bridges and two bridges solely committed to the movement of commerce.

Mr. MCNERNEY. Thank you, Mr. Selman.

Next we have Mr. Pedersen, who is going to discuss the I-95 corridor.

Mr. PEDERSEN. Thank you, Mr. Chairman. My name is Neil Pedersen. In addition to being Chair of the Executive Board of the I-95 Corridor Coalition, I serve as the Administrator of the Maryland State Highway Administration. I am a constituent of your newest Member, Congresswoman Edwards. I am also very active in the American Association of State Highway Transportation Officials Policy Development Authorization Committees and can speak about some issues from that perspective, as well.

The I-95 Corridor Coalition is a coalition of 16 States along the eastern seaboard, and we are addressing a number of multi-State issues from both an operations perspective, as well as from a planning perspective. We have undertaken a vision study for the 16-State corridor. I think a number of the lessons that we have learned at looking at issues from a multi-State perspective I think are very appropro for the hearing this morning.

Thank you.

Mr. MCNERNEY. Thank you, Mr. Pedersen.

Next we will begin with our questions. The Chair will recognize himself for five minutes.

Congress requires that Federally funded highway and transit projects just flow from metropolitan and State-wide transportation planning processes. I would like to ask Mr. Hickenlooper what ways have transportation planning requirements been helpful and what ways have they been a hinderance in your transportation planning?

Mr. HICKENLOOPER. Certainly the current transportation framework acknowledges the importance of metropolitan scale and mobility issues, but it doesn't really motivate or support the metropolitan based transportation solutions that would be led by the various elected officials I was referring to in our collaborative processes. I think the key here is that our planning processes in metro areas, they are only going to be meaningful if the resources to implement the plan are connected to the body that is making the plan, as well.

In most metro areas, local officials are never afforded the opportunity to control or substantially influence how the bulk of the Federal resources are expanded in our region. If you look at the relative weight in a metropolitan area versus the rest of the State, we have in metropolitan Denver, of the $438 million in spending authority under the core highway program categories in Colorado last year, only $54 million out of that $438 million, so roughly 12.5 percent, is directly controlled by the metro Denver planning processes, even though metro Denver represents roughly half of the State's population and 60 percent of its economic output. So I think that disparity between the transit versus highway projects, ultimately it promotes, to the disadvantage of the entire area, it promotes road investments.

Oftentimes the cost for planning the requirements in terms of matches, all these things are scaled in such a way to make it more difficult for more integrated solutions to get funded.

So I think we would ask for a rigorous evaluation in matching rules to apply uniformly to highway and transit projects for both metropolitan and non-metropolitan so that we enable the planners to make decisions that are mode neutral, that are driven by merits and not differentially aligned incentives, and to make sure that those incentives are equal all the way along and that we make sure that we take advantage in terms of long-term investment of some of the asset rich already urbanized but metropolitan areas.

Mr. MCNERNEY. Thank you, Mr. Mayor.

Mr. Pedersen, would you like to take a crack at that? What has been helpful and what has been a problem in the current framework?

Mr. PEDERSEN. Having been Planning Director of Maryland State Highway Administration for 16 years, I go back to prior to ISTEA. ISTEA was really a watershed in terms of significantly increasing not just collaboration but partnership between the State DOTs and metropolitan areas and local jurisdictions. Quite frankly, from my perspective, observing perhaps all 50 States what has worked and what has not, it is where the true partnership and collaboration has developed, which was the spirit of ISTEA, that has been most successful.

In terms of hindrances and where I believe the process has not worked as effectively, and it has been raised by several of the Members already, is that when we start to look at issues of true national interest, issues that are multi-State issues, particularly when you start looking at freight issues, the process as it has been set up primarily causes either States or metropolitan areas to primarily look at things from their interest, and we need to be revamping the process to really be looking much more at those issues that are of national interest, those projects that truly benefit and affect multiple States and the entire Nation as a whole.

Mr. MCNERNEY. Thank you. That sort of leads to another question I had. In the sense that freight from ports and from ports of entry and from centers go through localities that are required to make improvements in order to accommodate those, and also to put up with the impact of all this freight going through there, both on trains and on trucks. In what way do you see—anyone that wants to take this question—how do you see us managing the local juris-

diction influence on this planning process to accommodate that large increase in freight?

Mr. PEDERSEN. Obviously I spoke earlier about partnership being necessary, and using the I-95 Corridor Coalition experience as a starting point for the discussion, the I-95 Corridor Coalition is not just 16 State departments of transportation; we actually have 60 different transportation agencies, including a number of the different metropolitan planning organizations within the 16 States. You have to have the dialogue. There are joint analyses that are taking place and partnership in terms of decisions that are being made at all three levels of government—Federal, State, and local or metropolitan level of government—in terms of joint decision-making that takes place.

Ultimately, quite frankly, it takes leadership from the Federal level in terms of looking at the issues from a national perspective, but in dialogue and partnership with the States and the metropolitan areas.

Mr. MCNERNEY. Thank you.

Mr. Selman, I think you want to have a chance here.

Mr. SELMAN. Thank you, Mr. Chairman.

First of all, I think the mayor is correct. Capitalizing the projects is key, and it was mentioned earlier the timing of a project. Time is money, and you can lose a lot of money by taking longer to do a project, millions of dollars, depending on the size of the project and the magnitude of the project.

We feel that the CBI program that was initiated and the two programs, the coordinated borders that was created in SAFETEA-LU. The formulas are sound, the mechanism is sound. Every dollar that you spend in a community that deals with this movement of commerce, you are facilitating that movement of commerce.

Mr. MCNERNEY. Thank you.

Mr. Chesley?

Mr. CHESLEY. Mr. Chairman, actually you are aware of this more than almost anybody. In San Joaquin County we consider the Port of Oakland just as important a port to us as the Port of Stockton, even though it may be located well outside of our regional boundaries, but when the container ship comes into the Port of Oakland, it unloads on the trucks, comes over into San Joaquin County where it is repackaged onto a train, and then shipped out from that. So intermodalism is a key really in terms of freight movement. We can see it in southern California as well as northern California.

Local jurisdictions and regional agencies are prepared to address those kind of issues, but also our concern about mitigation-related issue such as grade-separated facilities, as well as being able to move vehicles in and out of communities in this way.

What we did in northern California as a result of the trade corridor bond funding was to form a coalition with the Metropolitan Transportation Commission, the Sacramento Area Council of Governments, and the San Joaquin Valley in terms of setting priorities in terms of how to redistribute the component of the $2.1 billion that was going to northern California. We have prepared a joint set of agreements on projects that covered everything from the Donner

Pass to the Martina Sub all the way down to a multi inter-modal facility in Kern County.

This kind of cooperation between regional agencies in terms of trying to address those local impacts that come from maybe as far away as 350 miles from a port facility are, I think, the keys to successes, finding the right incentives for those agencies to work together.

We had 23 counties team together on this one, and I think the amount of cooperation between us is really kind of a model that has been highlighted in the State of California's transportation planning effort.

Mr. MCNERNEY. Mr. Howard?

Mr. HOWARD. Yes. Our ports of Tacoma and Seattle combined are about the third-largest port in the Country, and we serve not only the inland northwest but the midwest and really the rest of the Country. So several years ago we formed what was called the Fast Partnership, which, again, was benefitted by corridor and borders money that was available. We have leveraged that money cooperatively. We developed a list of projects that were needed not only to support and improve freight capacity, but to help the local communities take care of the effects on their communities.

We have been able to leverage that money into about a $568 million investment of both public and private dollars so that we can get that freight moving faster.

Mr. MCNERNEY. Thank you.

Mr. Ritzman?

Mr. RITZMAN. Thank you.

I have a couple comments, too. They just really fall into and almost address the first question, as well. Just the funding eligibles and the categories of funds I think is really important, especially when you are dealing with MPOs. In Pennsylvania the RPOs, we treat the rural side of things the same as an MPO. So when you are trying to explain and regionally come up with priorities, it gets very confusing unless you are a transportation professional who deals with it every day.

So I would say some categories that are more simple, more broader-based are really key. Right now we are really challenged with our existing infrastructure, just maintaining our existing infrastructure, so whenever you pull in potential projects that I will say have a concern of a private nature as well as a public entity, it gets a little bit tricky when you are trying to come up with priorities.

Mr. MCNERNEY. Thank you.

It sounds like cooperation and communication are the key here.

What I would like to do now is recognize the Ranking Member.

Mr. DUNCAN. I want to yield my time at this point to Ranking Member Mica.

Mr. MICA. I will just ask a couple of questions. We have got some real experts here from some of the States and locales that have had to deal with, again, the Federal planning process and funding, which is so key.

In Pennsylvania you just got turned down, Mr. Ritzman, on your I-80 proposal to toll it. It makes it a little hard to plan when you

really don't have a handle on Federal policy as to what you can do with existing interstates.

Now, who is the guy from Baltimore? Mr. Pedersen? I can't pick Baltimore out, because whether it is Denver, Baltimore, or Pennsylvania, all of our interstates are basically parking lots turned into parking lots from Florida to Maine and across sea to shining sea. I challenge people to cover your eyes and say what's the plan, and nobody has a clue.

God bless Eisenhower. He had a plan, proposed a half-trillion-dollar system in 1954, when the Federal budget was $78 billion, and I think we are going to have to have a mega plan to deal with this, unless somebody has got another idea.

And then if we just define what the Federal Government would do and then come up with some mechanisms of financing or allow you to take the asset. This is an asset actually with some potential for income, unlike maybe some subprimes where people can't pay the debt, but you actually have some proposals that will return revenue, right? But you just got turned down?

Mr. PEDERSEN. Correct. We have an outstanding bid for $12.8 billion.

Mr. MICA. That is on the Turnpike. Some States have acted. I know Mitch Daniels pretty well. He served up here when I was in the Senate with him, and he has worked on Indiana, and you can do things within your State with your State assets. But the problem is, again, the Federal asset, the Federal planning process, and assistance in being a partner. And then public/private partnerships, some of the leadership of this committee sent out an edict to State DOT Secretaries—was that last year?—when they said, don't do anything that might not be in the public interest.

I don't want to be critical, because there are people going in different directions, but if we just would define the policy and the projects and prioritize them.

Am I smoking the funny weed, Mr. Pedersen? Is this a good approach? Give me an idea what we should do in the planning process?

Mr. PEDERSEN. I think if you look at what the I-95 Corridor Coalition has been underway with for a year it serves as a prototype in terms of trying to address the issues that you are raising. We have been underway with a vision exercise and developing a vision for the corridor.

Part of my experience in planning is it is the process of planning that is important, as important as ultimately what the outcome is. What we are doing in terms of that process is going through and analyzing what conditions can be expected to be in year 2040, so it is truly long-term, if it is business as usual without changes, and then what needs to be done in terms of intervention to try to not have some of the very, very serious impacts we would have.

For example, we have projected, if it is business as usual, a 70 percent increase in vehicle miles of travel in the 16-State corridor, an 84 percent increase in congestion, if you can believe that, over today's conditions in the urban areas within the corridor. And then started looking at interventions that need to be done in terms of whether it is land use, whether it is addressing freight issues, ways that we can be trying to increase passenger rail usage within the

corridor and identifying what the 16 States need to do together from a vision standpoint in terms of trying to address from a long-term perspective how to address what would be a totally unacceptable situation otherwise.

Mr. MICA. One of the problems we have at the Federal level, and we have different jurisdiction niches, and the SAFETEA-LU successor is going to primarily handle highway and transit, but rail I have heard is also, both freight, passenger service, is also something that needs to be in the mix, and how it all fits together, or cost-effective alternatives to just paving everything over. We are going to have to do a lot more paving.

Just two quick things. There is my proposal, and you can throw my proposal in the Potomac if you want. There is another proposal that we appoint a commission and study this and have the commission sort of study what would be the priorities. Quite frankly, I had thought of that approach, but then I thought, well, most of the people know what the problems are, most of the people know what the need is. It is for us to identify, again, the policy that will implement some of the projects, of course a financing mechanism, and then speeding up the process.

But, again, I hope that some of you would weigh in against just another study commission with another report and that we do adopt a plan with these elements. You don't have to answer that. Just do what you want to do on it.

I think those are the two points—bringing in the other modes, that we have got to do. I don't know how we do that with that, given our jurisdiction split, but I would appreciate if you see hope on the horizon.

Mr. Oberstar is here, and he and I both pledged, I mean from the first day, he took over the shop and I am Tonto and he is the Lone Ranger, but we have committed to, no matter who is the President or who is in charge here, to move. The other thing is moving the damn bill forward next year, not a year and a half from next September. So we are going to do all we can. I know he is committed to it, and we are really going to rely on folks like you to weigh in on the process. Just don't stay out there and not comment.

Mr. PEDERSEN. If I could respond again in terms of lessons learned from the I-95 Corridor Coalition, we have undertaken now studies in the Mid-Atlantic region, New England, the northeast region of our corridor, and the southeast region of our corridor, looking at freight rail issues, and what the issues are from a corridor-wide perspective, not from the perspective of any one individual State, and also started to look at what the benefits are of some of those needs that have been identified in terms of multi-State benefits.

Some of the largest and most costly projects actually have greater benefits in the other States than in the State in which it is located. If the decisions are being made just a State or metropolitan level, they will be made in terms of the benefits to that State as opposed to from a corridor-wide perspective.

Mr. MICA. I didn't want to interrupt, but I can solve Skagg's problem. I can come down to Florida, do a little in Florida, or we can do a little in Baltimore or a little in Texas, but unless there

is a comprehensive approach to this, folks, we are just taking pinking shears around the edges.

I am sorry I took so long, Mr. McNerney. Thank you.

Mr. MCNERNEY. Thank you for the questions, your thoughtful questions.

The Transportation Committee has the honor of being one of the oldest and most distinguished committees, but also a Committee that operates on a very bipartisan basis. Because of the nature of the issues that we are facing, that is important, and it is an honor to be on this Committee. The Chairman of the Committee is here today. I would like to give him an opportunity to address the panel.

Mr. OBERSTAR. Thank you, Mr. Chairman. Mr. Duncan, good to see you here, as always, the judge whose very thoughtful presence on these brings a great deal of experience on the Committee, having served as Subcommittee Chair and a previous Chair on two Subcommittees in the previous era. And Mr. Mica, with whom we have worked, he has served on this Committee since his first days in Congress. He was elected in 1992 and started here in 1993. I hadn't really thought about that image that he projected. I am not quite ready to see Mr. Mica on Paint or me on Silver.

If there is a horse to ride, it is transportation. We have done good things since the beginning of this Congress. In fact, together with bipartisan support we passed the Water Resources Development Act that languished for six years, mostly because the other body couldn't get their act together. But in this Congress we not only moved it through Committee, 920 projects, through the House, and eventually the Senate did the same. When the President vetoed it, the House overrode that veto. To do that you need two-thirds vote. That shows what kind of bipartisanship we can get when we bring people together.

That was kind of the planning process that you face. The purpose of MPOs should be to resolve differences at the community level. In 1962, in an era in the 1960s and the 1970s and into the mid-1980s when we didn't have fancy names for the legislation we passed, it was just simply The Highway Act. It later became the Surface Transportation Assistance Act. Then they got fancier with all these other acronyms. We need to return to those.

But in 1962 in the Highway Bill metropolitan agencies were given the first authority to be engaged in the transportation planning process. Two years later in UMTA, the Urban Mass Transportation Act, MPOs were given authority to do planning on transit projects. In 1973, my last year as staff director of this Committee, we gave a directive to the States to allocate funds to MPOs to undertake the planning process. Sure, you had authority to do it, but you didn't have the money to do it.

So now you have the authority for both highway and transit. MPOs have funding with which to engage in the planning process. But the money is decided by the State. A number of questions that I have for you. One is, to what extent do your State DOTs respectively respect, comply with, implement your TIP, your participation in the STIP, or your local metropolitan area plans?

Second, do you use the planning process as a forum within which to resolve land use issues and the conflicts that arise out of transportation planning? If you can't resolve them, don't expect your

Members of Congress to do it, your United States Senators, or the U.S. DOT, or your State DOT. You have got to do that.

Then, for Seattle area, Mr. Howard, when the monorail project was alive and well I went out to Seattle to meet on a wide range of transportation issues, but that was one of them, and I was impressed with their project permitting procedure that held promise of compressing 45 months of permitting into 45 weeks. We were working on the same concept in fashioning what became the SAFETEA-LU legislation. Then Chairman Young asked me to lead this effort and craft a permit expediting streamlining process. What I had in broad outline is what Seattle was, in fact, preparing to do had they been able to carry out the monorail.

So now the question is, have you, in the Puget Sound area, applied the lessons learned from that aspect, that is the permitting? Have you had success in consolidating all the permitting entities into one group at one time with a horizontal approach rather than a vertical approach? In the past the model was that each agency had a crack at it sequentially. That stretched out and still does stretch out the permitting process over years rather than weeks. We can't have transit projects waiting 14 years on average before they actually deliver services to people. We can't have metropolitan areas redesigning their interstate system within the MPO and take ten years to do it. That is outrageous.

Mr. Mica earlier—I heard while I was engaged in another meeting—referring to the I-35W bridge. Well, that was done in a matter of less than 12 months, actually. You can do them when you have got 100 percent Federal funding, when you don't have to do an environmental impact statement because you are in the same footprint as the previous bridge, when you don't need a slough of permits from Federal, State, county, township, city officials, and when you have the funding with which to provide incentives to the contractor to deliver the project ahead of time. That is nice formula, but we can't do that everywhere.

All right. I have laid out some questions. I want to hear about permitting, I want to hear about connection with land use, I want to hear about the responsiveness of State DOTs to the local planning process, and whether not having the funds to implement makes a difference in your planning process.

Mayor Hickenlooper, we had a great time in your city.

Mr. HICKENLOOPER. Thank you, Congressman. We had a pretty good time, ourselves. We appreciate all that. It was a remarkable week.

You know, if I could just touch on that a little bit, certainly in terms of the link between land use and transportation, and I think also the connection between the State Departments of Transportation and the local collaborative MPOs, the Federal Government can certainly play a stronger role in providing the incentives to make sure that that planning isn't just a plan that ends up on the shelf and that the planning incorporates approaches to land use.

Again and again, whether you are talking about issues around land use or economic development, energy or environmental factors, most of those have local government authority over them, and that ability to integrate land use and energy and economic development, climate, these goals, putting them all together, is the natural

purview of an MPO, and I don't think that metropolitan areas want to take away the power of State Departments of Transportation. I think what we want to do is make sure that everyone is working together and that we do have that collaborative approach.

We spent an awful lot of time when we passed our fast tracks, which is 119 miles of new track, $4.7 billion transit initiative—I am sure you heard about it while you were out there. We ended up getting all 32 mayors in our metropolitan area—there are now 38. Municipalities keep springing up like mushrooms out there. But those 32 mayors from big cities and the small little towns, Republicans and Democrats, in the end we were able to get all 32 mayors unanimously to support a 4/10ths of a cent sales tax increase to build this project fast tracks, and that took a remarkable amount of collaborative discussion about people's broader self interest. Even if a little town doesn't get a light rail segment that comes right into their town, their citizens still benefit by having the congestion mitigated, even though we still don't have a good performance measure of congestion mitigation or congestion.

I think the Federal Government can play a real role by getting more of the allocation and authority within the local MPOs, within the local governments, that you can create an incentive whereby people are incentivized to collaborate. Same way that we should be doing our plannings around land use, we should also be looking at how can we make sure—the City of Denver is going to roll out a strategic transportation plan in the next month that is going to stress, instead of just measuring car trips, it is going to be really looking at person trips and all the different—whether it is by bus, by light rail, in a car, by bicycle, whether it is pedestrian.

How do we look at each one of these as travelsheds, just like you would think about a watershed? What are we really trying to get to? What are the end results, whether it is land use or economic development? How do we get all these factors in a real, measurable way? That leads ultimately to the whole notion of performance measurements and ultimately what—you know, I spent 15 years in the restaurant business. You learn very quickly there two things. One is that there is no margin in bickering, and I think this Country as a whole, we just don't have the luxury any more of having all these squabbles over these issues. We have got to get more quickly and more effectively to the final issue. And you also learn that what gets measured is what gets done. I think we need to, again, have some Federal help there getting some performance measurements around things like congestion.

It does come back to land use. I think that becomes a key part of all of this is where does the real benefit come. We can get the people that have authority over land use, and that is not even just mayors, it is city councils, it is the MPOs together making their plans. Make sure that they have some funding around that; then you can really make some progress in it.

Mr. OBERSTAR. Mr. Howard?

Mr. HOWARD. Sure. Representative Oberstar, I will answer your questions I think in the order that you asked them.

You talked about the State respecting our TIP process. We have got an excellent working relationship with the State of Washington and the Washington State DOT, so they are our partners at the

table. But, that being said, we have got to recognize that we make decisions in our region on only about 6 percent of the Federal dollars that come to our State, and we take that role very seriously. That is the congestion mitigation, air quality funding a portion of the surface transportation program and the transit programs that we receive. But 6 percent of the highway dollars are our purview.

So I think the mayor mentioned earlier the same situation in Denver. We focus that money on implementing our plan, but it is kind of hard to take responsibility for implementing our plan when so few Federal dollars are actually decisions made at our regional table.

The issue about land use, I didn't mention it during my introduction but the Puget Sound Regional Council has three functions. We are a land use growth planning agency, and that function comes from State law through our State's Growth Management Act. We are an economic development agency, and we are a transportation planning agency. Those three functions fit very, very well together.

Mr. OBERSTAR. I think they are essential. That is a great model we ought to have replicated across the Country.

Mr. HOWARD. Right. And my boss, Bob Drewel, has often said that where you have got land use and transportation there is an economic nexus there, and so you have to treat those three all together. So we have tried to integrate our work programs for those three areas.

Our State did adopt a Growth Management Act in 1990, and that Growth Management Act did not take land use planning authority away from local governments; it kept the authority at local governments. It is a bottoms-up process. But it required that local plans be consistent with each other and consistent with the regional plan that we collaboratively developed. And so our role is to develop that collaborative regional plan that sets out growth policies for our region, and so decides things like population allocations, job allocations, environmental policies, and other things like that. And so we are intimately involved in the land use transportation linkage.

Professionally, all transportation planners are engaged in the practice of land use planning. Land use drives transportation. Transportation, in turn, drives land use. I have often said that transportation is a land use, and so making transportation decisions is making land use decisions.

So I think those things have to be very much wedded together, and in our State we have found the mechanism to do that.

On project permitting and specifically related to the monorail, I know the monorail project was helped because it was a one-jurisdiction project, so it was totally contained within the City of Seattle. City of Seattle was the permitting authority, and it had been approved by the voters of Seattle.

One of the key things to the monorail project and other projects in my experience has been when they are fully funded it is pretty easy to proceed. Often what my experience has been when projects are not fully funded is when we have delays in the process, and so when you don't have the funds identified to proceed it is awfully difficult to just shorten that time to implementation because you need to find the money.

So we have had quite a bit of success in working with our environmental agencies. We have a group at the regional council that we pull together of all the permitting agencies. They sit through our planning processes. They review our plans. Our hope in doing that is that we can deal with some of the major sticking points when you get to a project like secondary and cumulative impacts. We can address that early in the planning process when it can be addressed and when it is best addressed. We have involved them in our land use planning, in our policy setting. We have involved them in our transportation planning.

One of the issues that we do face, though, is that the permitting agencies have little time to spend in the planning process, and so their focus is and they are staffed to review projects and to provide permits, and so it is very difficult for them to find the time and the dedication to participate in our planning processes.

Mr. OBERSTAR. Others? But I have to ask you to compress your response because I have gone well beyond eight minutes now.

Mr. Chesley?

Mr. CHESLEY. Mr. Chairman, you are very familiar with the California process, and in California many of my compatriots across the Country would like to have the same kind of relationship with our State Department of Transportation that we have as an MPO. We provide an excellent model for others. Out of the State's capital program, 75 percent of the projects are determined by MPOs and regional agencies across the State.

On the land use side, I have to echo——

Mr. OBERSTAR. Then does the State commit the money to the plan that you have developed?

Mr. CHESLEY. Well, to the extent of the resources available, yes.

Mr. OBERSTAR. Okay.

Mr. CHESLEY. And we have been very successful in making that happen.

On the land use side, we are in the process of trying to get up to speed with the Puget Sound and Portland areas on that. The Sacramento Area Council of Governments and its blueprint process has proven to be the model in California. As we move forward with things like Senate Bill 375 dealing with greenhouse gas emissions, we are finding more and more State authority to become involved in land use decision-making on a higher level, not at the level of where the Wal-Mart goes but at the level of how we develop growth policies across our region for affordable housing and for economic development opportunities.

Mr. OBERSTAR. And then serve those compact growth policies with light rail or commuter rail or rapid bus transit?

Mr. CHESLEY. That is right.

Mr. OBERSTAR. If you don't do that, then people don't buy into the process.

Mr. CHESLEY. That is right. In fact, that is the only way to be successful in these particular efforts, and that is a challenge. I mean, there is no question that is a huge challenge for us.

Mr. OBERSTAR. In the Sacramento area it certainly is. I see that regularly.

Mr. CHESLEY. Yes, and that is actually the model that the rest of us are using.

Mr. OBERSTAR. Mr. Ritzman?

Mr. RITZMAN. Thank you.

In Pennsylvania we use what's called the Financial Guidance Work Group, and as we start to update our STIP, our four-year STIP—we do that every two years—we pull a committee together comprised of our local Federal highway administration office, a couple of our regional district executives, MPO partners, and rural planning organization partners, and we look at every category of Federal funds, come up with a needs-based formula for how to distribute that across our State into the 23 different regional planning organizations that we use.

So we have those hard discussions of making people think Statewide. We do have a small reserve, 20 percent of the highway funds, for our Secretary's discretion. We call those spike funds, so that when there is a big project, a big bridge in a region, that we can help assist in those projects. This last TIP update, all those spike funds went to structurally deficient bridges. That is how much in need we are for those types of funds.

Mr. OBERSTAR. Essentially you have a biennial update?

Mr. RITZMAN. Update, correct, and we go through every category of funds and figure out a fair distribution of those funds.

Mr. OBERSTAR. That is good.

Mr. Selman?

Mr. SELMAN. Thank you, Mr. Chairman.

Just like my friend here, to the extent the resources are available we are respected, the answer there. The other two are yes.

I think the small MPO is the perfect conduit for this type of land use and transportation nexus and activity. Our city council makes up almost a full majority of our local MPO. They are the ones that have land use regulatory authority. The very mindset that they are coming to the table with is that: where is land use going to be played into a transportation project.

Mr. OBERSTAR. Okay. Mr. Pedersen?

Mr. PEDERSEN. Thank you, Mr. Chairman.

If you were to speak to the six MPOs in the State of Maryland, I think you would get a response from all of them that we have an excellent working relationship in terms of both elements to plan and the priorities that we have consensus. The issue is lack of resources. Every single one of the six MPOs would say that the State does not provide them with enough money. Every single one of them would say that other parts of the State are unfairly getting too much of the money. So we find ourselves in the position of trying to have an unequal amount of unhappiness among the various parts of the State.

In terms of the process to coordinate with land use issues, we have some of the strongest State legislation in terms of coordination between State and local jurisdictions on land use plans. We find we have the decision-making—and this is the case in almost every State—being at the local level, that from a State level or from the use of Federal funds it really becomes what incentives and disincentives you provide in terms of transportation funding availability that is made available.

So, for example, we want to significantly increase transit ridership. We have incentive programs for transit-oriented development.

We make decisions in not making transportation improvements outside of planned areas of growth, and we allow the congestion to grow in those areas because we don't want to be providing incentives for further development to be taking place where it is not planned.

In terms of permit expediting, the key issue from my perspective on that is being able to get the engagement of the actual decision-makers in the other environmental resource agencies at the time that you need them to be involved and to be getting timely decisions. Unfortunately, either the lead Federal agency, the U.S. Department of Transportation, or the State Department of Transportation or implementing agency does not have the authority to be getting those decision-makers involved and to be making timely decisions. That is where we could really be using Congress' help.

Mr. OBERSTAR. I invite you, in light of that comment, to review the language in the current law, all of you. We are making policy decisions for next year right here in this room as you speak, so give us your thoughts about how that language should be adjusted and improved. If you have had success in Maryland, I suspect it is due to Mr. Shiner. Isn't he engaged with you?

Mr. PEDERSEN. He definitely is in the I-95 Corridor Coalition, and we are very fortunate to have him as our executive director.

Mr. OBERSTAR. He did a brilliant job with the National Scenic Byways program. We are grateful eternally to him.

All right. I want to compress this in maybe a minute and a half. Of the interstate, 15 percent is located in urban areas, but 50 percent of the vehicle miles traveled on the interstate is in urban areas. That is where we have to concentrate effort if we are going to unlock the congestion problems.

Of the $78 billion in congestion cost that the Texas Transportation Institute cites in their annual report, 100 percent of that occurs in the 68 major metropolitan areas of this Country. Now, in the SAFETEA-LU legislation I proposed a mega projects program where we would allocate something in the range of $7 billion to addressing congestion in those areas and let the project areas be selected by the Department of Transportation.

Well, by the time we got through conference with the Senate that was emasculated. It was cut up and shredded into little pieces of what we had. In fact, the money was cut from $7.5 billion to $3 billion, and then it was divided between the House and the Senate, and then it was sub-allocated by Senators and House Members until it was all piddled away and there was no effect. That is not going to happen next time.

We have to have like a laser beam on these congestion points in the Country. We are going to craft a process by which the biggest effort, biggest success, biggest reduction of congestion can be done with an entity in a process that doesn't involve the House or the Senate or the DOT of the U.S. Government or the States, and select those areas and then target the money to them and make a really significant impact. If we don't, we will have failed this Country. That has to involve intermodal and multi-modal and transit and trollies and street cars and high-speed rapid bus and adjusting the interstate system and incorporating freight transportation

movement in those areas and deal with it and unlock this congestion. And the planning process is foundational portion of it.

We need your best ideas as we go forward to craft the next legislation.

I thank my colleagues for their patience.

Mr. MCNERNEY. Well, I want to thank the Chairman for coming down and participating in this hearing. He has more insight, I believe, on this issue than anyone.

Next I would like to recognize the Ranking Member for his questions, Mr. Duncan.

Mr. DUNCAN. Thank you, Mr. Chairman.

First of all, Chairman Oberstar said some kind things about me, as he has done so often. I will tell you, I have had the honor and privilege of serving on this Committee for 20 years, but that pales in comparison to his, I think, now 44 years, counting his time on the staff.

I will say this. I doubt there has ever been a Chairman of this Committee in the entire history of the Congress that has been more knowledgeable and more dedicated, more knowledgeable about the work of this Committee and more dedicated to the goals and work of this Committee, than Chairman Oberstar. It has been a real honor to serve with him.

I am already running late to meet with a group of military families, and so I am not going to be able to ask my questions, but I would like to make a few comments.

I will start out, Mayor Hickenloop, just by saying that my father was city law director for three and a half years and mayor for six years, and so from the time I was eight until I was seventeen I partially grew up at City Hall, and I became convinced that being the mayor of a large city is about the most difficult job in this Country. We found out that I think, at that time—it may have changed now—but we found out that everybody and his brother wanted to be a fireman or a policeman, and the day after they went on the force they wanted a promotion or a raise. I don't know if it is still the same or not.

Are you any relation to the former Senator Hickenloop from Iowa?

Mr. HICKENLOOPER. Yes. He was my great-uncle.

Mr. DUNCAN. Is that right? My mother was from Iowa and moved to Tennessee after college.

I have always said that there is a very legitimate Federal interest in the work of this Committee in every aspect, but on highways I have used the roads and highways in every one of your States and my constituents have, and vice versa. People from Colorado and Pennsylvania and Washington State and California and Texas and Maryland, they come to Tennessee.

The staff will be submitting some of my questions, if they are not covered later on, but you heard in my opening statement one of my questions is how we handle our transportation funding when we have two-thirds of the counties in the U.S. losing population. I know Mayor Hickenlooper has expressed his frustration about insufficient resources and then too little input. I assume that he is speaking on behalf of all of the mayors who feel that way. But then, by the same token, even the people from the rural areas in

Colorado come to Denver to shop or go to ball games and so forth, so it is fair, I guess, that they have some say.

Mr. Ritzman, we had your governor in here two or three months ago, and he was mainly talking about the problem of the structurally deficient bridges, and so I would like to know what kind of progress you are making on that.

Mr. Howard, I read all your statements, and this target zero thing is certainly a legitimate goal, to have no debts and no disabling injuries by the year 2030. I would like to know a little bit more about that, what steps you are taking and how much progress you have made. My impression is you just sort of barely got into that, but boy that would certainly be a great goal.

I was on the Oprah Winfrey show a few years ago because they had this expert talking about how we were going to start having a crash a week on airplanes, and I was taking the other side, and I said, Unfortunately, we have more people killed in three and a half months in the Nation's highways than in all of the U.S. aviation accidents combined since the Wright Brothers flew in 1903. It is an amazing situation. But boy, this goal you have got, if we could even come close to it, it would really be something.

I will just stop right there.

I will say to Mr. Selman, you hit my pet peeve or the thing that bothers me the most, and that is these projects take far too long. The main runway at the Atlanta Airport took 14 years from conception to completion. It took 99 days of construction, but they had to get all of those approvals. So in the last highway bill we tried to do some environmental streamlining, because that is where most of the delays are. I don't know how successful we have been on that. Maybe you could submit something on that.

But also another thing that we are hearing about, I have never fully understood what is the controversy about this trans-Texas corridor. I don't know whether that affects you as much, but maybe you could give me some help on that.

At any rate, I have to run. I appreciate all of the testimony I have heard so far. All of you all know a lot more about this stuff than I do, but I think and hope that my concern about these challenges and problems is as great as yours, and I thank each of you for taking time out of your very busy schedules to be with us today.

Thank you very much.

Mr. MCNERNEY. I want to thank the Ranking Member for his thoughtful questions, and I look forward to the answers that are produced in accordance.

Next I would like to recognize my colleague from California, Ms. Richardson, who inhabits Long Beach and one of the busiest, if not the busiest, ports of our Nation.

Ms. Richardson?

Ms. RICHARDSON. Yes. Thank you, Mr. Chairman.

Mr. Howard, my introduction that just occurred is very pertinent to the question that I am going to ask you. I represent the two largest ports in this Nation, the Port of Long Beach and the Port of Los Angeles, and my question to you is, it is my understanding that in Washington there was a consideration of a container fee. Given the fact of the inability to really fund all of the projects that we have and the impact of what goods movement has on our trans-

portation corridors, could you share with me in two minutes or less how that came about and what you did?

Mr. HOWARD. Sure. One of our State legislators, and actually a State legislative committee, had proposed a container fee on containers within the State that are coming in and out of our ports. That was a bit controversial because of the competitive position that our ports face with other ports, not only L.A./Long Beach but Mexico and Canada. So that was studied as a potential funding source, and it is still being considered, but not acted on.

I think the feeling is probably that if this were to be done nationally to put all ports on the same footing, that that probably would be a much more welcome idea.

Everybody recognized the need for the funding, because the money that that fee would have supported would have funded very important freight project.

Ms. RICHARDSON. Well, Congresswoman Grace Napolitano and the Chairman of the Coast Guard and Maritime Committee, Mr. Elijah Cummings, and other Members were present at a hearing in Los Angeles, and I intend on bringing something forward on that matter, myself.

My second question is for you, Mr. Pedersen. I am sure you saw all in the news of what happened in California, the recent Metro as well as freight train wreck that we had. I wanted to get your thoughts of coming from a local government perspective, what are your commuter rail in conjunction with freight rail, and also passenger? It is my understanding that commuter rail does not come to the same standards that these other sections have. What are your thoughts in terms of how you cohabitate and what projects effectively need to be done.

Mr. PEDERSEN. Maryland is very committed not just to the commuter rail system we have, but actually growing it. We have MARC. Our commuter rail system is called MARC, a very aggressive expansion plan associated with it, as well.

Our greatest challenges on that, quite frankly, are dealing with the private railroads in terms of sharing the track. We have had some significant safety issues. We, unfortunately, had a very serious crash several years ago just north of Washington, D.C. We are constantly working with the private railroad companies in terms of the safety issues that we have associated with the shared track, as well.

But it is a huge challenge, and anything that Congress can be doing to be helping us in terms of recognizing the priority of commuter rail and shared track and safety issues we would welcome.

Ms. RICHARDSON. Thank you, gentlemen. If you could supply this Committee with further information on both of those issues, I would appreciate it.

Mr. Chairman, I yield back the balance of my time.

Mr. MCNERNEY. Thank you, Ms. Richardson.

Next the Chair will recognize Mr. Coble, the gentleman from North Carolina.

Mr. COBLE. Thank you, Mr. Chairman.

It is good to have you gentlemen with us this morning. Mr. Howard, one time I was formally stationed with the Coast Guard in Seattle, and I am very high on your city and very high on the north-

west generally, for that matter. I know the other cities represented here are equally favorable, but since I am most familiar with the northwest I will examine Mr. Howard.

I arrived late. You may have already touched on this, Mr. Howard, but what are some of the unique challenges getting cooperating port and freight movement into a metropolitan transportation plan?

Mr. HOWARD. Well, we have touched a little bit on some of those issues during some of the other testimony, but the interaction of the freight local communities is a very large issue, and so the idea of the railroads and the freeways that pass through local communities, when you get increased volumes you get increased impacts, and so there is a lot of concern there. We recognize the need to make some of those improvements to local systems and to mitigate some of the impacts of freight on local communities in order to allow the freight to expand. I think that was one of the bigger issues.

The other is finding money to implement the rail and highway projects that are needed to move freight through our region.

Mr. COBLE. The gentleman from Tennessee, Mr. Duncan, touched on the target zero issue, Mr. Howard. What are some of the strategies you are examining to achieve the target zero objectives?

Mr. HOWARD. We are working with our State Highway Traffic Safety Commission on that. Most of the strategies are behavioral strategies dealing with speeding, impaired driving, youth driving, and other concerns. In our region we have a very large pedestrian fatality rate, and so we are doing some special work to figure out what we can do to mitigate that. But it is focusing attention on where the largest numbers of deaths and disabling injuries are coming from.

Mr. COBLE. And, finally, what are some of the funding mechanisms that the Puget Sound Regional Council has utilized to pay for its transportation infrastructure?

Mr. HOWARD. We have a number of sources. Our State legislature has stepped up in the last several years with two State gas tax increases and funded a number of projects, and so we have a lot of State-funded projects that come through the gas tax. We have local sales tax which supports our transit systems, and we do allocate the surface transportation program and congestion mitigation air quality Federal highway dollars to priority projects in our plan.

Mr. COBLE. Now, before my time expires, does anyone else want to weigh in on either of those issues? Yes, sir?

Mr. CHESLEY. The Port of Stockton is the second-largest inland seaport on the west coast. One of the challenges that we have had in our dealing with port-related planning is that a lot of the improvements that are necessary to get a ship to the port occur outside of our regional boundaries. They occur in the channel. They occur in the San Francisco Bay. They can even occur in relationship with the Coast Guard. So the amount of input that comes into the Port of Stockton is oftentimes something that is outside of our regional transportation planning process and something that is hard to recognize and quantify.

We found that to be a bit of a challenge as we have gone through looking at improvements to the channel that occur outside of our normal purview.

Mr. COBLE. Thank you, sir.

Yes, sir?

Mr. SELMAN. Mr. Chairman, one of the things that we see at the Laredo MPO, we deal almost exclusively with the mobility of commerce, moving commerce through our community. The rail lines bisect some of our most disadvantaged neighborhoods, and yet those who live in those neighborhoods receive absolutely zero benefit from those rail lines.

What used to happen in the City of Laredo, if you go back 20 or even 30 years, although the rail lines have been there over 100 years, 20 or 30 years, one or two whistle-blowers coming through the neighborhood per day that was maybe a quarter-mile long was not that much of a disturbance to the neighborhood, even something to be watched and waited on. Now, when you have 12, 13, 15 trains coming through the same neighborhood, each of them a mile long, it is a huge impact on those neighborhoods and the people that live there.

Again, it is a true EJ issue. They get no benefit and receive all the negative impacts.

Mr. MCNERNEY. Thank you, sir.

Mr. SELMAN. Quickly, if I may, the question that was asked earlier, what we are seeing—and Mr. Ritzman put this on the table, and I think what you are going to see is that local entities will end up having to solve projects of national significance. We have done that with our weigh and motion system on our bridges. We have done that. Right now we are looking at adding toll booths to the bridge system in order to meet the needs of that commerce coming across the border, because we see the impacts. We live them daily. Those trucks rumbling through your community impact everything from signal timing to neighborhoods to infrastructure, size of pavement. From top to bottom, those trucks impact you.

Mr. COBLE. My time has expired. Mr. Chairman, I think Mr. Pedersen wanted to raise a question, if you would permit him to do that.

Mr. MCNERNEY. Yes.

Mr. PEDERSEN. Speaking for the I-95 Corridor Coalition and the rail studies that we have done, in particular, along the eastern seaboard the greatest challenge we have right now are some very old infrastructure that, if certain critical links fail because of their condition, it will have dire consequences, and the investment is not being made. We need to be looking at that.

The second largest almost challenge to that is the need to be able to accommodate double-stacked rail in some very old tunnels, in particular, that are incapable of doing that and the capital not being available from private railroads to be able to address those issues.

Mr. COBLE. Thank you, gentlemen.

Thank you, Mr. Chairman.

Mr. MCNERNEY. I thank the gentleman for his participation.

Next I would like to call on my colleague from New Jersey. You are recognized for five minutes.

Mr. SIRES. Thank you, Mr. Chairman. And thank you for being here today. As you know, New Jersey is probably one big transportation hub.

I have a question. I would just like to get your opinion if you ever dealt with this—the process of design build and operate. Do you consider that when you do your planning? And what do you think of a concept like that? Mayor, if you could?

Mr. HICKENLOOPER. Certainly the concept, design build, has a great deal of benefits. When I was in the private sector we would consistently use it because it does give you so much more time that, even though you don't have quite the same control over the contractor, the overall savings again and again are proven out.

We are looking at design build on a larger level with fast tracks concept and actually beginning to look at some partnership possibilities with one firm designing, building it, and then helping be a partner in the operations, as well. We believe that there are significant savings there, as well.

Mr. SIRES. Yes?

Mr. RITZMAN. Thank you. In Pennsylvania we have extensive experience with the design build, not with the design build operate, primarily on the highway side. There are, again, some really good financial incentives just having a specific designer working with the specific expertise of a certain contractor, so that is a real big cost savings, as well as it seems to work a whole lot better with an engineer working directly for the construction firm rather than a State intervening in between.

Mr. SIRES. Mr. Howard, have you had experience with it?

Mr. HOWARD. No.

Mr. CHESLEY. I would just say ditto to the comments that have been made here.

Mr. SIRES. Mr. Selman?

Mr. SELMAN. I agree. Ditto.

Mr. SIRES. Okay.

Mr. PEDERSEN. If I could just add, another significant benefit that we have seen in design build is that we have far fewer claims from the construction contractors, and task force we end up having more cost certainty when we start out on a project. I think that is a significant benefit that we have seen.

We are starting to get into the area of design build operate. We do not have a lot of experience with it. The biggest reservation associated with it is because of the uncertainty looking out over a longer period of time. You end up paying for that uncertainty, as opposed to the risk being absorbed by the government agency when it is just design build rather than design build operate.

Mr. SIRES. Thank you. And I must compliment you. Sometimes I drive Union from New Jersey. You are doing a lot of work on that 95. I don't know whether it is design build and operate, but they're doing a lot of work.

I was just wondering, when you do your planning—and I am a former mayor and former assemblyman—one of the things that we always seem to fight, New Jersey Transit and some of the other agencies, because when the planning is done they sometimes don't take in consideration the local input. We won a big battle in the northern part of the county. They wanted bus lines.

Obviously, we are so congested—and I am talking a few years ago—we wanted light rail. We finally won. I was just wondering, when you encounter such strong local consideration that want to be considered, how do you deal with it, because those are the things that stop the projects beyond DEP. Those are the things that really—you know, the differences on what kind of transportation you want to put in order to move people in and out of that area.

Mayor, how do you deal with that?

Mr. HICKENLOOPER. Our goal has always been to get everyone at the table, and the Department of Transportation has to be at the table, as well, but ultimately there has got to be a process by which all the constituents are represented and there has to be some incentive so that they come quickly to conclusions and make the decision.

The most important thing is sometimes, whether it is one decision or another, people can get very heated and emotional, but ultimately you have got to make a decision, you have got to move forward. That is the biggest cost to not just Denver but I think most metropolitan areas is that we end up getting in this logjam without clear authority and without a clear enough process.

I think the key to the process, again, Federal Government can provide incentives to make sure that everyone does work together and that everyone does accelerate their conversations to the point and say, This may not be my first choice, but in the broader good I am going to go along with this larger collaboration.

Mr. SIRES. Pennsylvania?

Mr. RITZMAN. Sure. I think one of the things that is so important is to really take time to listen up front, because all too often you realize in some projects that you have to listen later on what the implications are. But just taking the time to listen up front.

Our Delaware Valley Regional Planning Commission, which is five counties from Pennsylvania and five counties from southern New Jersey, have collaborated on what's called a Smart Transportation Handbook. What that basically is is making sure that we really listen to the community voice and understand what a transportation problem is we are trying to solve before moving forward.

Mr. SIRES. Mr. Chairman, could I have just one more minute?

I know New Jersey was working with Pennsylvania on direct line into New York rail. Where is that at, because I asked your governor the other day and he says they are working on it.

Mr. RITZMAN. I would probably stay that, too. I can get some better details for you. Those kind of things are just so expensive, and there is not a whole lot of optimism on how you ultimately try to achieve the actual implementation of those kinds of projects. Great, great projects, definitely needed, but it is just things that are financially not able to get to at this point.

Mr. SIRES. Thank you very much.

Thank you, Mr. Chairman.

Mr. MCNERNEY. I thank the gentleman from New Jersey.

Next I would like to recognize the gentleman from Ohio. Mrs. Schmidt, you are recognized for five minutes.

Mrs. SCHMIDT. Thank you, Mr. Chairman. I will be brief. I only have a couple of questions.

One is for The Honorable Mayor of Denver, Mayor Hickenlooper. I briefly glanced through your testimony, and one of the things that you say is that there is a disconnect between planning and resource allocation. I think you have pointed to the obvious, but how do you think this problem can be remedied?

Mr. HICKENLOOPER. I would like to see, again, a mode neutral calculation in terms of where Federal resources go. If we are going to have an MPO going through and making the plans, the MPO has to have a significant role in how the Federal resources are allocated. It can't all come through the State. Obviously, there is a number of expenditures that the State is the best decider and able to bring rural counties together in an efficient way, but in our metropolitan area they are an important voice but they are not the only voice. I think making sure that the MPO has a more significant role in how the resources are allocated.

To say that you are going to do a plan and then someone else over here is going to fund it, A, what it does is it takes authority away from the planning organization. It means they don't get the high octane civic leaders and the attention that they should gets put off to the side a little bit because ultimately the funding comes from this other place. If we could connect the planning and the funding together, A, you get a better—well, first you get better plans, right, because people are paying a lot more attention to it; and, B, you get much larger participation, from the State all the way down.

Mrs. SCHMIDT. Follow-up to that: I know that in your testimony you are the head of the Mayors Association.

Mr. HICKENLOOPER. I am the Chair of the U.S. Conference of Mayors' Transportation and Communications Committee.

Mrs. SCHMIDT. Right. And is this your personal view, or is this the view of all of the mayors in your group that reflect the United States.

Mr. HICKENLOOPER. Well, I am not sure if you have a view of all of Congress. It is hard to get everyone all on one page, but yes,——

Mrs. SCHMIDT. But it is out of your conference? This is their——

Mr. HICKENLOOPER. Yes, this is out of our conference, so this is the position of the mayors. I think that universally, again, we respect the State Departments of Transportation, but we recognize that there has got to be a shift in terms of how that funding comes down to metropolitan areas.

Mrs. SCHMIDT. And then this is for the open panel, and it is something I am not sure was covered in any of the testimony, but one of the things that we are realizing is that there is a shortfall in funding for all kinds of transportation issues. Do you all have any suggestions towards how to correct that shortfall?

Mr. HICKENLOOPER. Just very quickly, because I have spoken enough, but part of it is the public has to believe. We are not making jobs. We are not throwing money at something. We have got to be more transparent and more creative, but we have got to deliver what people want. Again, this all comes back to that planning process.

I spent 15 years in the restaurant business. I hate taxes. I viscerally hate taxes. We have now passed 13 successive initiatives, something quite large, because each time we are spelling out. They

are almost all infrastructure, but we are spelling out exactly what we are going to deliver for those taxes and looking at it as an investment. I think the reality is that we as a Country have to recognize we are falling woefully behind, and it is going to affect not just our quality of life but our economic future.

Mrs. SCHMIDT. Thank you.

Mr. CHESLEY. The National Association of Regional Councils has taken a position that we are going to need to, at least in the short term, address the shortfall in the gas tax through a gas tax increase, as well as addressing this through indexing, as well. But in the long term this is not the answer to our transportation issues. We are going to have to switch over, maybe gradually, but switch over to a more user-based system that actually closely addresses the actual use of the system against what we are actually paying into it, both as individuals, corporate interest, whatever. That is going to have to be the way we proceed in the future on this.

Mrs. SCHMIDT. Yes, sir?

Mr. PEDERSEN. I am speaking personally, as opposed to on behalf of either the State of Maryland or the I-95 Corridor Coalition. I believe, first of all, I agree with my colleague that we need to be moving more to a vehicle miles traveled basis for taxation, at least of the usage of the roadway system, itself. But probably more importantly, the biggest challenge we have in front of us is greenhouse gas emissions, and we need to be moving to carbon basis for taxation for transportation.

Mrs. SCHMIDT. Thank you. I don't have any other questions.

Yes?

Mr. SELMAN. It sounds like a brainstorming type question, so I will answer it as if I am brainstorming.

I don't think vehicle registration should be tossed out as an option. I don't think drivers license and permitting should be tossed out as an option. Fuel tax is something that is a little bit harder pill to swallow, given the increase in fuel.

I just wanted to toss those two out, as well as vehicle miles traveled and the technologies that exist for making those determinations, sending proposal's bills in the mail in terms of their user fees, those types of things.

Mrs. SCHMIDT. Thank you. Yes, sir?

Mr. RITZMAN. I guess I will just chime in and agree, but I guess the point I want to make is just there are tremendous system preservation needs that we have, and part of me says I don't care how, we need to be able to deal with not only what people want but just the basic infrastructure that we currently have and to keep that operating efficiently and safely.

Mrs. SCHMIDT. Thank you. And thank you, Mr. Chairman, for indulging me in that question.

Mr. MCNERNEY. I thank the gentlewoman for raising that difficult and important question, and for the panel for attempting to answer it.

Next I would like to recognize again my colleague from California and a mentor, a good friend Mrs. Napolitano.

Mrs. NAPOLITANO. Thank you, Mr. Chair. I am sitting, listening, getting all kinds of ideas. I have got notes. I have got a ton of questions. I won't have the time to ask them all.

I would like to answer for the record a memo from the Alameda Corridor East Construction Authority from my area, as well as a Gateway Council of Governments' input into this topic.

I will leave that aside except for one area that they are asking that the organizations such as Americas Gateways and Trade Corridors, the CAGTC, that they be more recognized and heard, because they do know the impact of trade corridors and the impact on the communities, themselves.

Which brings an idea to mind that has been bounding around. It has been brought to my attention. That is that the next TEA bill should include to establish a Federal Freight Trust Fund that is tailored to recognize the unique position of freight or goods movement projects in our Country and the burdens they create on our local communities.

Any ideas or recommendations? Let me tell you, I was listening to the gentleman that said he has got a number of trains. I have 160 daily going through my area, 54 grade separations, of which only 20 are going to be grade crossings. Only 20 are going to be separated. I have a major impact. So while it is wonderful to hear your presentations, I am dealing with ten times the amount of impact in my area.

I understand Mr. Oberstar has a great vision. I am glad he is preparing for this. And I agree with Mr. Mica about a mega plan. What can we come up with, gentlemen, because I agree. Going to the mega areas, to the big metropolitan areas, L.A. County has 12 million people. All the money goes there and maybe to the State, and we get a little bit to our local areas, so the local communities need to be able, the COGs that represent—my two COGs represent 60 of L.A. County's 70-some-odd cities. They have a foundation. Maybe we could start putting the money into them because they know what the needs are and they can actually be prepared to do like he said, the plan and design.

I would like some information from you about what you think about the Federal Trust Fund being set to be able to deal with the impact of goods movement. Let me tell you, I have been sitting in this Committee for a number of months listening to the railroad say they want to move goods but not passengers. They make the money on goods movement. Well, guys, they go into my area impacting us; I want to be sure they are at the table helping my community deal with the congestion, with the safety issues, with all of that.

It is open, gentlemen. Mr. Selman?

Mr. SELMAN. I think you are right on target. There is an absolute need to move this commerce through this Nation, in this Nation, and out of this Nation, and in order for us to continue to be very competitive on a worldwide scale, we must spend on the movement of commerce.

Mr. PEDERSEN. Whether it is a separate Freight Trust Fund or a carve-out of the Highway Trust Fund, I would agree that we need to be allocating money specifically to be addressing freight needs.

A big concern is how that money gets allocated and what it gets allocated to, and there needs to be a performance basis associated with allocation of the money so that it is based on rational decision-making process in terms of addressing what the greatest

needs are and, most importantly, where the greatest benefit will be achieved.

Mrs. NAPOLITANO. Anybody else?

Mr. HOWARD. Yes, I agree that there probably isn't another single more important national issue than moving freight from a transportation perspective, and so I think we need to figure out how to get those projects funded, and so I think that is a definite national interest.

Mr. HICKENLOOPER. And I think what you are getting, we in Denver and many of the urban areas, the metropolitan areas, the old freight yards are now becoming redeveloped and becoming very trendy with lots of multi-family housing in them and jobs and all this stuff, and yet we have in Denver 110 coal trains go through every single day, and they are a mile long. That issue of what does it take to get freight so it can go more efficiently and also be less of a hazard to our citizens, how do we fund that I think is a pressing question, and I support your looking into it.

Mr. RITZMAN. And I agree. I think everybody recognizes the increasing need for us to focus on goods movement, whether it is freight or trucking. I would say the only reservation is with regards to, again, where that money comes from and just the concern for the scarcity of resources to deal with those kinds of projects.

Mrs. NAPOLITANO. Thank you, gentlemen.

I didn't add that the freight going through my area is expected to triple, so not only is it going to be 160 trains; I am going to have close to 500 a day. That means one train every ten minutes. Imagine that pollution in your area, that safety concern, and those things that you, as directors of all the different agencies, would have to deal with.

Thank you, Mr. Chair. I would like to submit some other questions for the record.

Mr. MCNERNEY. Thank you.

The Chair now recognizes the gentleman from Pennsylvania, Mr. Platts.

Mr. PLATTS. Thank you, Mr. Chairman.

I apologize for my late arrival. I just wanted to thank each of the witnesses for their written testimony, for my staff and me, and also just to share a comment with the fellow Pennsylvanian. Mr. Secretary, thanks for being here. I have had the pleasure and sometimes the challenge for about 12 years to serve as a voting member of my local MPO and appreciate the planning process and the four-year TIPS and the balance and what's getting on, has come off, what can move in that time period, what can't, and realize, especially in challenging financial times at the Federal and State and local level, that this planning process is not an easy one, and that prioritization within that process is sometimes very difficult.

I don't uniquely speak to Pennsylvania, but we have been able to put in place a great, I think, process of our local officials, our State officials, and our State Department, Penn-DOT, working hand-in-hand to try to make that as seamless a process as possible. I know in all corners of the Country different approaches, but I think we are all after the same end result, which is that we are being smart with the resources we have and looking long-term for what our needs are going to be and how we meet them.

I appreciate each of you being here today and, most importantly, what you do every day in your respective positions.

With the I-95 Corridor and Mr. Pedersen, we are looking to try to replicate what you have done on the I-81 corridor. We are in the early stages. I know my Deputy Chief of Staff has interacted with your organization and members in how to take a better regional approach to our 81 corridor as you and others have done in I-95, so I appreciate that assistance, as well.

Thank you, Mr. Chair. I yield back.

Mr. MCNERNEY. I thank the gentleman from Pennsylvania for his brevity.

Next I would like to recognize Ms. Edwards, the gentlewoman from Maryland.

Ms. EDWARDS. Thank you, Mr. Chairman. Mr. Pedersen, it is good to see you today, too, and all of our witnesses.

I have the distinction, pleasure, of having sat in traffic for 20 years on the Woodrow Wilson Bridge Corridor. I think it is a challenge. I mean, these planning processes in metropolitan areas, in particular, I mean, we are crossing—whether we are talking about the D.C. jurisdiction or Virginia or Maryland, the challenge of balancing land use decisions that are very, very local with how you make investments in transportation to accommodate a corridor that stretches from Maine down to Florida. So I appreciate the challenge of your coalition, Mr. Pedersen.

I would like to reflect on the planning decisions, say, of a decade ago, because I also had been really engaged with our local communities in the planning of the Wilson Bridge reconstruction and how to relieve both commuter traffic on the bridge so that we could actually accommodate the kind of commercial traffic that travels I-95. I have been part of those processes for ten years, you know, morning, noon, and night meetings. I think that when I look back on it I remember the folks who argued so vociferously against rail over the Wilson Bridge as a way to relieve some of the commuter congestion. These are the same folks who today now want rail once we have got the bridge up, even though it is rail ready.

I am curious about what we might do in our planning processes, particularly in these metropolitan areas, so that we can reflect on some of the process and the decision-making that has led to some actually maybe not-so-helpful decisions it turns out a decade later, because, for example, in this corridor, if we go to add rail, which I would love to do, to relieve that traffic, because it continues to be a problem on the bridge, it is like starting not from scratch, because it is a new bridge and it accommodates rail, but we certainly won't do it in the value for dollar that we could have if we had engaged in that process at the outset.

I want to have each of you reflect on ideas in the planning process that might alleviate that.

In addition, I am curious about these new sort of fee structures, public-private arrangements for developing roadways, railways, etc., and what that means to all of our populations, low-income people, moderate-income people who are subject to those sort of fee structures, and whether there are some fairness questions that are involved.

I am also curious about incentivizing land use so we can't control, at the Federal level, land use decisions locally, but are there things that we could do to actually incentivize positive land use decisions as they are related to transportation and things to deincentivize the negative uses?

And then, lastly, I want to know what it is that we can do to incentivize also coordinated planning processes, because the competition among jurisdictions is so significant that if there is not anything that we might encourage at the national level to encourage coordination, then there is little to be gained from some jurisdictions in doing that.

I know I have thrown out a lot of questions, and we can answer them on or off the record, but over these next several months it would be good to hear from you on these.

Mr. PEDERSEN. If I could go first, particularly since I was involved in the Woodrow Wilson Bridge planning since 1989 along with you, reflecting back on looking at it from 2008, how we should have done it differently, we did not do nearly enough joint land use transportation planning right from the very beginning, in terms of looking at the kind of transit-oriented development that should have been taking place within the corridor to ultimately be able to support the transit line that we all want ultimately to be on the bridge.

I think it is only now that some of that land use coordination is actually starting to occur that probably should have been occurring as long as 20 years ago.

So the requirement of, as projects are being developed, looking at especially multi-modal projects of the type that we are talking about, what needs to occur from a land use perspective to be able to ultimately support transit is key.

In terms of fairness of public/private partnerships, private financing, I think it is an issue that needs to be very carefully looked at on a case-by-case basis. There are studies that have shown that in some corridors the usage of facilities that have been funded that way have been across the socio-economic perspective. There have been other corridors where transit has been subsidized in order to address the fairness issues, but it is clearly an issue that has to be looked at as these proposals come in.

In terms of incentivizing land use, using the Maryland example——

Mr. MCNERNEY. If I could interrupt, votes have been called and we have eight minutes, so please, witnesses, make brief remarks. Thank you.

Mr. PEDERSEN. I would just very quickly say that, again, to the extent that there can be incentives, particularly for transit oriented development, that is probably going to be the single best mechanism by which we can be increasing transit usage.

Thank you very much.

Mr. CHESLEY. I am not sure about the bridge in question here, but one of the questions with multi-modal options in a corridor is just what the mayor has been talking about here, and that is the strictures that tend to come about because of different funding sources relating to different modal activities. We can reduce some of those barriers, we can reduce some of the impediments to being

more innovative in terms of putting two modes together, three modes together in a similar corridor.

There actually is some pretty good research out there about the impact of fees on low-income individuals. I turn to the San Diego experience with the congestion corridor down there, where the primary use of paying the fee on the corridor has been among parents trying to get home quickly enough for day care purposes. That is where we see actually the value of time being expressed in terms of folks who may not be as high-income as some of the folks we normally would think about.

I will save the rest of the time for comments from the other Members. Thank you.

Mr. HICKENLOOPER. You know, if I could just say quickly, we haven't talked much about TODs, but in terms of the mistakes we made in the past we need more elected officials like yourself that have been through the process to come up and make sure that we keep those and be transparent about our failures as well as the successes. There should be some way of memorializing. I am not sure how that would work.

But TODs, if we get everybody as part of this planning process looking at how to utilize in a really comprehensive and integrated land use planning approach around these new stations. Our fast tracks system in Denver, we are putting 57 new stations in, roughly over half of them are in old brownfields sites here we can really change the density. That is where we need to be talking about affordable housing, making sure that everybody has access to this incredible investment we are making.

Anyway, I want to thank all of you for the chance to be here, and look forward to working with you in the next year with all the mayors and with all Congress to make sure we get some of these things fixed.

Mr. MCNERNEY. Does the gentlewoman yield?

Ms. EDWARDS. Yes.

Mr. MCNERNEY. Well, I want to thank the witnesses. It has been instructive. I know it takes a lot for you to come out here, and I appreciate that.

Members have 30 legislative days to revise and extend their remarks, including questions which may be submitted to the witnesses.

This hearing is now adjourned.

[Whereupon, at 12:00 p.m., the Subcommittee was adjourned.]

Subcommittee on Highways and Transit

Hearing on "Transportation Planning"
Thursday, September 18, 2008

Statement – Congressman Jason Altmire (PA-04)

Thank you, Congressman McNerney, for presiding over today's hearing, which provides us a forum to discuss transportation planning in advance of next year's reauthorization of SAFETEA-LU. I would like to begin by thanking each of our witnesses for joining us today. Their years of experience at the state and local levels will be of great assistance as we prepare for next year.

Planning for the safe, efficient movement of freight across our nation remains one of this subcommittee's biggest challenges, and it will be critical for us to carefully consider this issue as we construct next year's highways bill. The Department of Transportation (DOT) estimates that by the end of 2035, more than 33 billion metric tons will be moved on our transportation network each year. This represents a nearly 50% increase over current levels.

Unfortunately, a 2003 Government Accountability Office (GAO) report found that projects focused on improving freight movement are often not pursued by planning organizations, because they are not thought to produce a noticeable public benefit.

Congressman McNerney, I thank you again for presiding over today's hearing and look forward to working with you and the committee as we continue to review transportation policies in advance of next year's reauthorization of SAFETEA-LU.

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STATEMENT OF THE HONORABLE PETER A. DEFAZIO
CHAIRMAN
SUBCOMMITTEE ON HIGHWAYS AND TRANSIT
COMMITTEE ON TRANSPORTATION AND INFRASTRUCTURE

HEARING ON
TRANSPORTATION PLANNING

September 18, 2008

The problems facing our transportation network today are multi-faceted and multi-modal. It's not just our highways that need attention – our transit systems are stretching to meet demand, ports are struggling to keep up, and our freight rail is at capacity. To meet these demands it is clear our solutions must be comprehensive, multi-modal, and fully integrated. Transportation planning is key to meeting our nation's transportation challenges.

Our hearing today will focus on metropolitan and state-wide transportation planning. Specifically we'll focus on the role of freight movement in transportation planning, linking land use and planning, and performance measures.

Last January the bipartisan National Surface Transportation Policy and Revenue Study Commission issued its report on the status of our surface transportation system. After two years of hearings and meetings across the country, the Commission's final report identified the significant surface transportation investment gap we are facing. The report outlines, in great detail, the current lack of investment in our nation's infrastructure that has brought us to where we are today – a crossroads. Their report estimates we should be investing between $225 billion and $340 billion annually in all modes of transportation. We are currently investing only $85 billion annually. It is clear we need to invest significantly more, but with dwindling resources we have to be strategic. Good transportation planning ensures we use gas tax receipts as effectively as possible.

It's not enough to address only traffic congestion or to think we can build our way out of this problem. Congestion is often symptomatic of a larger problem of growth and a lack of proper land use planning. In addition to congestion, transportation plans should address the need for transportation choices, economic development, livability, and safeguarding our environment. Mobility and sustainable growth should be key components of transportation planning. Planning will be front-and-center in the surface transportation reauthorization debate next year.

Unfortunately, I am unable to attend today's hearing. However, I have read the testimony of our witnesses and I know I've left the Subcommittee in the able hands of the gentleman from California, Mr. McNerney.

Thank you.

Statement of Rep. Harry Mitchell
House Transportation and Infrastructure Committee
Subcommittee on Highways and Transit
Transportation Planning
9/18/2008

Thank you, Mr. Chairman.

Today we will examine the transportation planning process in anticipation of next year's reauthorization of federal surface transportation programs under the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users ("SAFETEA-LU").

As our country grows, and our transportation needs change, we need to ensure that our planning keeps pace.

This is especially true in Arizona. Arizona is now one of the fastest growing states in the country, and my district in Maricopa County is at the very heart of this growth.

With this growth, of course, comes need. And for Arizona, this means highways and light rail.

The Arizona Department of Transportation estimates that Arizona will need at least $9 billion over the next 20 years for just 12 of its major highway corridors, and these corridors represent just 36% of our state's total highway miles.

The only thing more staggering about future surface needs in Arizona, is how quickly they are growing.

I look forward to hearing more from our witnesses today.

I yield back the balance of my time.

STATEMENT OF
THE HONORABLE JAMES L. OBERSTAR
HEARING ON TRANSPORTATION PLANNING
COMMITTEE ON TRANSPORTATION AND INFRASTRUCTURE
SUBCOMMITTEE ON HIGHWAYS AND TRANSIT
SEPTEMBER 18, 2008

- I want to thank Chairman DeFazio and Ranking Member Duncan for holding this important hearing on transportation planning. I also want to welcome and thank all of our witnesses for being here today.

- This is one in a series of ongoing hearings the Subcommittee has held exploring emerging themes in transportation policy and practice, the needs of our national surface transportation system, and the authorization of our surface transportation laws.

- Transportation planning lies at the core of the surface transportation program. The decisions made by local, metropolitan, and State officials have lasting impacts on the shape of our infrastructure and how well our system serves its users.

- State DOTs, MPOs, and local officials are on the front-line of the battle to address the challenges confronting our surface transportation network. Effective planning and strong local leadership will be necessary to develop and implement the intermodal vision needed to maintain and improve our nation's mobility and accessibility.

- As I have said many times, I believe that we are now on the cusp of a truly transformational moment in the evolution of our surface transportation program. We face challenges in determining what the shape of our system should be and how best to finance it.

- Creating a new vision and programmatic structure will be critical to addressing the nation's looming surface transportation crisis, and this new vision must maintain and strengthen the current planning program.

- We must work to create an improved planning framework for freight movement; empower States and MPOs to consider regional and national priorities in their planning process; connect land use decisions with transportation planning; and establish system performance measures.

- Since the enactment of ISTEA in 1991, collaboration among federal, State and local government officials has been essential to implementing the nation's surface transportation programs.

- The metropolitan planning process has created greater accountability and shared responsibility for highway and transit investment decisions, and ensured that transportation investments are made in a thoughtful and targeted manner.

- The planning process is designed to be a forum, developed with public input, for prioritizing multi-modal transportation decision-making in a variety of ways.

- Transportation planning can also serve as a forum for addressing other societal goals.

- For instance, combining transportation planning and programming with effective land use policies can be a catalyst for economic growth and transit-oriented development.

- The lack of a strong linkage between land use and transportation planning has made private vehicles the largest contributor to household "carbon footprints"—accounting for 55 percent of carbon emissions from U.S. households. This is an area we must address if we are going to begin to solve our transportation

problems—as well as address our air quality, climate change and other environmental issues.

- Another aspect of the planning process that we must examine is how best to address transportation projects and challenges that having impacts beyond State and local borders.

- GAO and others have documented that multi-jurisdictional projects cannot be easily addressed under the current planning process. States and MPOs are charged with addressing the transportation needs of their jurisdictions. Yet they must also address the cost of the congestion due to freight movement—and the cost of the freight-related improvement projects—that have benefits well beyond their community.

- While there is general consensus that the "TEA-era" is coming to an end, the next surface transportation bill must strengthen the metropolitan planning process, enhance the role of local elected officials, require greater stakeholder involvement, and encourage movement away from stovepipe thinking towards integrated, multimodal strategies to improve passenger and freight mobility and access.

- Strengthening this partnership and collaboration, and continuing the meaningful role for local governments in developing the regional transportation agenda will lead to a more comprehensive, transparent, and multimodal metropolitan transportation planning process—and ultimately to better decisions.

Congresswoman Laura Richardson
Statement at Highways and Transit Subcommittee
Hearing on "Transportation Planning"
Thursday September 18, 2008
2167 Rayburn House Office Building 10AM – 12PM

Thank you Chairman Defazio for holding this important hearing today. I would also like to thank our witnesses for their attendance.

The purpose of today's hearing is to discuss transportation planning within the context of the reauthorization of "SAFETEA-LU," which is set to expire September 30, 2009.

Transportation planning requires by law a process that is continuing, comprehensive, and cooperative. Likewise, transportation planning requires us to look forward while addressing the problems of today. Furthermore, transportation

planners have to take into consideration various factors like population growth, the state of current infrastructure, the environmental impacts of any proposed plans, employment growth, and the economic viability of any proposed plans.

Coming from the State of California and the Long Beach area I familiar with these demands. Heavy-duty trucks that emit high levels of carbon dioxide travel the Alameda Corridor everyday on their way to the Port of Long Beach; leading to traffic congestion, and impacting the quality of life for those that live in and around that area.

However, the competing interest of our national economy is at play as well, because 45% of our

nation's goods move through the port. Thus one can understand how needs of the nation affect the needs of one region. Fact of the matter is that international trade will increase in the future so in this particular case any future transportation planning will have to balance these competing interests as we attempt to devise a comprehensive plan for our future transportation needs.

I look forward to this discussion in light of the recent commuter rail tragedy that occurred in Los Angeles, the increased use of public transportation due to high gas prices, and the need to meet the demands of a constantly growing population.

Mr. Chairman, I yield back my time.

Alameda Corridor-East Construction Authority

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FROM: Rick Richmond
Chief Executive Officer
Alameda Corridor East Construction Authority

DATE: September 17, 2008

SUBJECT: Transportation Planning and SAFETEA-LU Reauthorization

Thank you for the invitation to suggest issues or proposals to be raised during your participation tomorrow in the hearing of the Subcommittee on Highways and Transit of the House Committee on Transportation and Infrastructure concerning transportation planning in preparation for SAFETEA-LU reauthorization.

As the Subcommittee report correctly notes, although freight mobility and access currently are factors required to be addressed in the planning process, freight projects have difficulty competing with other projects for funding. The report notes the challenge of multi-jurisdictional planning for goods movement projects given that the economic benefits often are broad and national in nature while the environmental and infrastructure burdens often are the concern primarily of local jurisdictions.

The staff memo cites the example of the I-95 Coalition but not that of other key organizations such as the Coalition for America's Gateways and Trade Corridor (CAGTC), of which the Alameda Corridor-East Construction Authority is a founding member. CAGTC has been at the forefront of raising many of the concerns and issues described in the memo and that may be worth mentioning during the hearing.

We would encourage you to strongly urge that the Committee, in drafting the reauthorization legislation, work with stakeholders from around the country, such as ACE and CAGTC, to devise more relevant and uniform standards for the evaluation of goods movement projects, and particularly grade separation projects, which may differ from the standards used to evaluate traditional highway projects.

In addition to more relevant evaluative measures, a fund source that is specifically designated for freight projects should be devised to avoid competition with traditional highway projects for funding. Based on our experience at the ACE Construction Authority, we support the establishment of a federal Freight Trust Fund as a top priority of SAFETEA-LU reauthorization. If a federal Freight Trust Fund is established, federally required transportation planning should be tailored to recognize the unique position of freight or goods movement projects.

A Freight Trust Fund would substantially assist in supporting projects such as the ACE Project, which has been designated as a federal Project of National and Regional Significance. The CAGTC recommends, and ACE concurs in, the following tenets which should be observed in establishing the federal Freight Trust Fund:

- Revenue should be assessed based on benefit

- Increases in goods movement should yield increases in revenue
- All potential funding mechanisms should be considered, including traditional highway user fees, tolls, custom and cargo fees
- The federal Freight Trust Fund should be dedicated, firewalled and sustained
- Special funding priority should be given to federally designated Projects of National and Regional Significance
- Funding should be available for multi-jurisdictional projects
- Funding should be distributed based on objective, merit-based criteria
- Funding should be available to support approved projects through to completion, similar to the process available to projects with approved Full Funding Grant Agreements
- The Freight Trust Fund should not be subject to deficit spending

Comments for Hearing on Transportation Planning
From: Richard Powers
Executive Director
Gateway Cities Coalition of Government

- The COG would appreciate the Congressmember addressing the national role of goods movement corridors and the difficulty of local, regional or even state agencies assuming the costs of planning, indentifying and funding solutions.

- Southern California and more particularly Southeast LA County and the San Gabriel Valley experience the traffic congestion, air pollution and safety impacts from the distribution of goods form the nation's largest port complex.

- These two areas have been active in planning and seeking solutions that will improve the quality of life for region residents. Cities have provided local funding to jump start the planning process for solving the logistics and environmental issues surrounding goods movement. This has resulted in the formation of solution based consortiums to address a national problem.

- The County Transportation Commissions of six Southern California Counties came together to draft the Multi-County Goods Movement Action Plan, which creates a comprehensive framework for defining the issues associated with goods movement and creates a palate of solutions that can be studied for funding and implementation.

- This initial effort was inadequately funded to provide the counties with buildable solutions.

- Suggest therefore, that federal funding be provided to support multi-jurisdictional efforts to resolve the local impacts of national issues such as goods movement.

- I strongly suggest that multi-jurisdictional efforts be supported whether they be Joint Powers Authorities or other project oriented efforts to work through goods movement.

- The Southern California effort has identified over 200 specific grade crossings that are critical to resolving goods movement as well as improvements to the I-710, I-5, SR-91, I-605 and I-405 freeways that lead away from the San Pedro Bay Port Complex.

- In addition to these large infrastructure improvements there are less expensive hi-tech solutions that utilize real time information currently

generated by Intelligent Transportation Systems (ITS) that when combined with GPS and truck communication can have the net effect of keep trucked goods moving and not idling in traffic pollution the air and causing accidents.

- The ITS investment can be done quickly, cheaply and has the net affect of more efficiently utilizing existing infrastructure. Capital outlays for these efforts are minimal as is the operation. I would like to see demonstration funding for new uses if existing technology.

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Written Statement for the Record

Andrew Chesley, Executive Director
San Joaquin Council of Governments

And

Association Member
Council Member, NARC Executive Director's Council
National Association of Regional Councils

Before the U.S. House of Representatives
Committee on Transportation and Infrastructure
Subcommittee on Highways and Transit
Washington, D.C.

Hearing on Transportation Planning
September 18, 2008

National Association of Regional Councils
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Thank you, Chairman DeFazio, Ranking Member Duncan and members of the subcommittee, for the opportunity to comment on the state of transportation planning, our challenges and successes, as we continue to implement the requirements set forth in SAFETEA-LU. The National Association of Regional Councils (NARC) and the San Joaquin Council of Governments (SJCOG) stand ready to assist in the formation of the next surface transportation authorization and build on the lessons learned through these and upcoming hearings.

My name is Andrew Chesley, and I am the Executive Director of the San Joaquin Council of Governments, located in Stockton, California. I also serve on NARC's Executive Director's Council as a Regional Representative for the California region, and provide both policy and practitioner level information and guidance to the association.

The National Association of Regional Councils is a national, non-profit trade organization that serves as a national voice for regionalism, advocating for multi-regional cooperation as the most effective way to address community planning and development opportunities and issues. NARC is governed by local elected officials and represents member organizations composed of multiple local governments that work together to improve America's communities - large and small, urban and rural. Through advocacy and assistance, NARC's mission is to increase funding and authority for regional councils, regardless of their size, and to strengthen American regions and communities in transportation, economic and community development, homeland security, and the environment.

Regional councils deliver an array of federal, state and local programs that provide planning support and technical assistance to local governments in the areas of transportation, economic and community development, homeland security, and the environment. The network of nationwide regional councils includes organizations such as Metropolitan Planning Organizations (MPO), Councils of Government (COG), Rural Planning Organizations (RPO), Economic Development Districts (EDD) and Local Development Districts (LDD). Regional councils are created by compact and enabling legislation as consortia of local governments. Their mission is the delivery of services and programs for economic development, first responder and 9-1-1, health care, infrastructure development, aging services, air and water quality, land-use planning, work force development, and transportation planning at a regional level. MPOs are mandated under federal law and as such have important responsibilities in planning and programming federal transportation dollars at the local and regional level. As such, regional councils and MPOs represent local elected officials from cities, counties, townships, and villages.

The San Joaquin Council of Governments is a Joint Powers Authority comprised of the County of San Joaquin and the Cities of Stockton, Lodi, Manteca, Tracy, Ripon, Escalon and Lathrop. SJCOG serves as the regional transportation planning agency and a technical and informational resource for these jurisdictions. While regional transportation planning is its primary role, SJCOG examines population statistics, airport land use, habitat and open space planning, and other regional issues. SJCOG also fosters intergovernmental coordination, within San Joaquin County, neighboring jurisdictions, the state, and various federal agencies.

The members of NARC support this Committee's efforts toward creating a full and robust surface transportation system, and as we work toward the authorization of the next surface transportation program, NARC and its members welcome the committee's questions in addressing the needs,

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opportunities, and obstacles facing our nation's regional organizations and constituent local governments.

Mr. Chairman, the people of this nation are acutely aware of the transportation and infrastructure challenges we face in the coming years. Whether it is the dramatic increase in fuel prices that leads our citizens to demand greater transit options; the tragic Southern California Metrolink crash that leads our citizens to inquire about the safety of their daily commute; or the increasing attention that congestion is paid; the American people are ready to change the way they think about their transportation options.

The pending expiration of the nation's current transportation authorization, the Safe, Accountable, Flexible, Efficient Transportation Equity Act (SAFETEA-LU), provides us with the opportunity to create a truly integrated transportation system. One in which simplicity, consistency, authority, and flexibility take precedence. We can harness the will of the nation to change our decision making process and continue to create strong and safe linkages. We can achieve a system that seamlessly moves people and goods.

Mr. Chairman, we need a new national vision with a strong federal partner that plays an active role in planning our transportation system, especially as related to commerce and projects that effect the nation as a whole.

Our nation's regional transportation planners play a critical role in ensuring this integrated transportation system comes to fruition. Federally authorized MPOs follow a process that is the voice of the community, leverage their transportation planning requirements with other responsibilities, and integrate factors that contribute to a comprehensive system which best addresses the needs of their diverse communities.

There are several distinct ways that, when next authorized, regional planning organizations will be able to assist the federal government in creating a robust, comprehensive surface transportation system.

The success of regional planning is contingent upon proper legal and financial authority for local elected officials and adequate resources to build capacity for greater regional cooperation in addressing the key transportation issues such as the integration of urban, suburban and rural interests; efficient goods movement; transportation safety planning; environmental mitigation; good decision-making; and the future financing of our transportation system.

Working with regions of all sizes to garner adequate resources is crucial to the success of the surface transportation system. It is critical that regional organizations of all sizes continue to play a vital role in transportation development. The performance of our nation's regions is directly related to authority and funding. By way of example, California has many mid-size and smaller regions – like my organization and smaller – who manage very complex issues, very successfully usually with few staff and limited resources. Therefore, one of our top priorities at the local and regional level is authority. If we structure the transportation program to guide more resources to all regions, large and small, urban and rural, and allow local elected officials and their community partners to make the decisions they need to ensure the growth and safety of their communities, we will experience even more successful transportation planning and programming.

The current federal program clearly needs to be simplified and streamlined. The National Surface Transportation Policy and Revenue Commission rightfully called for a collapsing of over 100 federal

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surface transportation programs into a few. Regional planning organizations would welcome the collapse of the myriad pots of money into one surface transportation account, from which we are able to prioritize the needs of our regions. This simplicity becomes even more important to MPOs as state level law moves to quickly outpace federal level requirements with respect to integrating land use considerations into transportation planning. In California, we have landmark legislation in front of Governor Schwarzenegger that dramatically raises the stakes in comprehensive planning, which seeks to reduce our carbon footprint to 1990 levels. Almost 40% of greenhouse gas emissions are traced to transportation as a source; this legislation puts the regional transportation planners on the front line in this effort, and will require all of the financial tools possible at our disposal. California is only among the first to tackle this issue head on. Across the country there are efforts underway to reduce the impact of transportation on climate conditions.

There are several ways in which an integrated federal surface transportation system could be facilitated by regional planning organizations if the requirements and opportunities were more consistent. For example, transportation planning requires some of the most sophisticated tools for modeling potential and alternative transportation options. If regional planning organizations had readily available data in standardized formats, the challenge posed to MPOs, particularly small and medium-sized agencies, would be significantly lessened. The level of money and sophistication necessary to meet the changing expectations about what these tools are able to do is beyond the technical capability of most agencies. For many agencies like my own, transportation planning becomes secondary to the operation of our transportation model. Demonstrating air quality conformity is the number one priority for our modeling activities.

In order for regional transportation to answer some of the large questions of the day, the list of "needs" is long and includes:

1. the ability to model complex transportation (and train personnel), air quality and land use interactions;
2. data resources to build the models, and test capabilities;
3. regular data maintenance capabilities to keep the models fresh and responsive;
4. the ability to measure and model greenhouse gas emissions;
5. expand our technical understanding of greenhouse gas emissions and transportation.

Our regions would also be more successful if funding were consistent. The vagaries of a fee based user system tied to gas purchases are impacting us severely. As you can appreciate from your own regional needs, we need a more consistent and long-term funding source.

Regional planning organizations need to be given the flexibility to explore answers to federal planning requirements that take into account our unique regional characteristics. For example, we would certainly seek some flexibility in the air quality conformity deadlines and transportation planning document deadlines in order to promote mobility. The San Joaquin Valley often finds itself in non-attainment for most air quality pollutants which are federally-monitored, and this November, the entire San Joaquin Valley will go into a "conformity lockdown" which will likely last until March, 2009. This is the result of a complex set of interactions between EPA, FHWA, Caltrans, the California Air Resources Board, the San Joaquin Valley Air Pollution Control District and the eight regional transportation planning

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agencies/MPOs. It doesn't have to be this way. The San Joaquin Valley would like to engage in an effort to avoid these complex and oftentimes contrary results through the implementation of more flexible time lines and deadlines when it comes to air quality and transportation interactions.

Mr. Chairman, we also need a clear and comprehensive goods movement policy that provides resources to our regional planning organizations to evaluate the systemic nature of goods movement, recognize the distinctions in the type of goods we are moving and design our transportation and environmental solutions, we will become uncompetitive in the global marketplace to meet our needs. The projections for containers moving in and out of America's ports are staggering, and container traffic expansion threatens to swamp port infrastructure. However, the movement of freight is an intermodal one. Containers move onto and off of port property and onto a variety of modes and face additional mobilization steps to move them from one region of the country to another.

The impacts of this on the highways, rail lines, near intermodal facilities and warehousing districts of local communities are huge and often ignored, because the impacts are not often in geographic proximity to the port itself. Intermodal facilities in San Joaquin County are 60 miles away from the Port of Oakland, but are essential to moving containers from ship, to truck, to rail. The impacts on grade crossings, highways, regional arterials and communities seemingly far from our nation's ports of entries must be recognized and allowed to be mitigated as we address our crisis in goods movement. On top of this we often concentrate disproportionately on container movement and bulk cargo movement is little recognized. However, the shipment of agricultural goods overseas, (the number one export of California) is often done by bulk movement. The import of cement, steel rebar, and sulfur at the Port of Stockton is all done by bulk movement. These have their own challenges in moving from place to place that differs greatly from containers.

The National Association of Regional Councils (NARC) and its member organizations offer its assistance moving forward. Thank you for allowing me to submit these comments.

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Testimony
Of

The Honorable John Hickenlooper
Chair, The U.S. Conference of Mayors Transportation & Communications Committee
Mayor, Denver, Colorado

On Behalf of
The United States Conference of Mayors
And the City of Denver

Before the House Committee on Transportation and Infrastructure,
Subcommittee on Highways and Transit

"Transportation Planning"

September 18, 2008

Statement of Denver Mayor John Hickenlooper

Madame Chair, Ranking Member, and Members of the Subcommittee, thank you for inviting me to testify today about transportation planning.

Although planning as a concept is not a topic that often excites great public passions, the results of planning processes certainly do. Decisions that this Committee makes about planning will be a critical factor in whether the next surface transportation authorization bill proves transformational in making federal investments more strategic to address our nation's competitiveness and sustainable growth. As a policy matter, transportation planning should link with decisions about land use, economic development, energy, and environmental factors typically under the authority of local governments, and federal funding systems should empower officials in metropolitan regions with the incentives to collaborate on and resources to implement those plans.

As Mayor of Denver, my own perspective on planning is driven by our experience in collaboration across the metropolitan region. The City encompasses 44.7 square miles and more than 550,000 residents, but our metropolitan region has a population of nearly 2.8 million people, and a growth rate that has consistently outpaced the national rate every decade since the 1930s. Within the next 25 years, Metro Denver's population is anticipated to reach almost 3.8 million. Metro Denver has been nationally recognized for our capacity to plan and work collaboratively across potentially balkanized local political jurisdictions – from our FasTraks transit project to our regional economic development initiatives to our cultural facilities tax district, all of which involve and benefit the localities within the seven Metro Denver counties.

I also appear today as the Chair of the U.S. Conference of Mayors Transportation and Communications Committee.[1] Therefore, before I focus on planning issues, I want to thank this Committee and its leaders more broadly for efforts this session to address the many complex transportation and infrastructure challenges before our nation, including your recent action to ensure the solvency of the Highway Trust Fund. As you know, mayors and other local leaders prioritize and support your work to enact various measures, including the Federal Aviation Administration program reauthorization and Amtrak / Intercity Rail legislation.

We especially appreciate your efforts to address our most immediate local transit needs by providing for additional resources to transit providers through the Saving Energy Through Public Transportation Act of 2008 (H.R. 6052). The unprecedented growth in demand for public transit and associated increasing fuel costs are forcing transit agencies to raise fares, cut service, and borrow to address capital and operating needs. Mayors are urging Congress to raise funding levels for public transportation above spending authorizations, and asking the nation's Governors to use the flexibilities that current law provides to allocate available federal transportation resources to bolster public transportation services.

[1] The U.S. Conference of Mayors is the official nonpartisan organization of cities with populations of 30,000 or more. There are 1,139 such cities in the country today, each represented in the Conference by its chief elected official, the Mayor.

Metropolitan Areas as the Scale for Planning and Resources

Madame Chair, I also want to thank you for your initiative on issues affecting urban areas and our metropolitan regions through the new Metropolitan Mobility Caucus, which you Co-Chair with Representative Petri. We are eager to work with you and Members of this new Caucus with a focus on why metropolitan regions are the right scale for structuring federal policies and funding tools, a glaring void in current law which requires scrutiny and action.

As other witnesses before this Committee have emphasized in prior hearings, metropolitan areas are the drivers of the American economy. While covering just 26% of the United States land area, metropolitan regions account for more than 83% of the nation's population, 85% of national employment, 87% of labor income, 86% of gross domestic product (GDP), and 92% of the increase in real output in 2007.[2] Of the 100 largest international economies in the world, 42 are U.S. metro areas. Metro Denver, for example, has a gross metropolitan product larger than Pakistan and nearly as large as Israel.[3] As the Report of the National Surface Transportation Policy and Revenue Study Commission states, "The efficient movement of citizens and goods within these areas is critical to their productivity, and by extension, to the economic productivity of the Nation itself." However, this vitality is threatened by the deterioration of this infrastructure, congestion, poorly integrated modes, and investment that does not focus on maximizing our existing assets.

Consistent with this need and the purpose of your new Caucus, the foremost recommendation among the list of transportation authorization policy positions that the Conference of Mayors adopted in June is a call for creation of a metropolitan mobility program. This program delivery model resembles what is now in place in your own district, as practiced by the Metropolitan Transportation Commission. The recommendation also directly ties to enhancing the effectiveness of transportation planning – assigning greater responsibility to the local and metropolitan level where we can best integrate the various planning disciplines and purposes, with funding guidelines as the incentive to collaborate.

Priority Areas for Transportation Statutory Reform Impacting Planning

Reflecting consultation with the mayors, four areas of fundamental reform to underlying federal transportation statutes set the context for change in transportation planning processes –

- Federal funding mechanisms must move past programmatic silos and eliminate the biases embedded in current law that favor some transportation modes over others. The federal

[2] See Attachment Shares of U.S. Economy 2007: U.S. Metro Economies Report 2008

[3] See Attachment World Rankings of Gross Domestic and Metropolitan Product 2007: U.S. Metro Economies Report 2008

funding system currently follows processes and creates incentives that do not direct resources to the geographic regions or types of transportation solutions that yield the greatest cost-benefit impacts and are central to national economic prosperity and growth. With all of the key transportation statutes – surface transportation, rail, and aviation – under consideration for renewal next year, an opportunity exists to make delivery of resources and transportation services to the public more seamless and integrated.

- Rail transportation for both freight movement and passenger travel is a top priority going forward, and we seek a better approach to investment that can accelerate the deployment of infrastructure within and between our nation's metropolitan areas. Moving more goods by rail can reduce energy consumption and allow better use of existing highway capacity. Transit systems are experiencing unprecedented growth in use, with the public consuming existing capacities and demanding new services as well. As we are witnessing in Denver, the presence of transit also is driving community and economic vitality with transit-oriented commercial and residential development. However, while the Denver region has been highlighted as a national prototype for rapid and broad-based expansion of metropolitan rail services, it was very difficult to initiate, and we now face the significant challenges of a weakening economy producing slower local revenue growth, as well as record energy and commodity prices that run up the costs of operating existing services and new construction.

- Federal transportation investments need to reflect energy and climate priorities, so that we can reengineer and expand our transportation infrastructure in ways that curb greenhouse gas emissions and reduce our dependency on foreign oil. Nationwide, about one-third of carbon emissions are generated from mobile sources; in regions like the Bay Area, cars and light trucks represent about half of all carbon emissions. U.S. gasoline consumption is about equal to the amount of oil we import. Our national transportation policy should recognize that achieving climate protection and greenhouse gas reductions emissions will require changes in transportation choices.

- All of our key federal transportation programs are short of resources. The shortfall in the Highway Trust Fund posed the most acute challenge, but other accounts to varying degrees are also challenged by resource constraints. This situation argues for consideration of creative, broader revenue and financing options that allow us to increase our national commitments to transportation infrastructure broadly, not just one mode at a time or in piecemeal fashion.

Transportation Planning – Challenges of Current Law and Priorities for Change

Although the current federal transportation statutory framework acknowledges the importance of the metropolitan scale and mobility issues, it actually does little in substance to motivate or support metropolitan-based transportation solutions led by elected leader in these regions.

Disconnect between Planning and Resource Allocations

Transportation planning processes in our metropolitan areas cannot be meaningful if there is little connection between those plans and control of resources to implement them. While existing law expects that a Metropolitan Planning Organization (MPO) lead regional transportation planning, federal statute did not establish a funding structure to support that practice. In most metropolitan areas, local officials are not afforded the opportunity to control or substantially influence how the bulk of federal resources are expended in the region. Typical state practice is to determine what share of federal resources are made available to the metropolitan area, and then largely decide or influence what major investments are made. Often, the MPO simply confirms these investments in their plans.

Of the federal transportation resources provided to the states, only a small portion is definitively committed directly for local decision-making in metropolitan areas -- $30 million of $460 million in spending authority under the core highway program categories in Colorado last year, even though Metro Denver represents half of the state population and 60% of economic output.[4] Furthermore, funding analyses reported on by the Brookings Institution show that metropolitan areas contribute significantly more in tax receipts than they receive in distributions from their state highway fund or direct local transfers.

Federal funding sources also should ensure that States not be allowed to solely limit funds for their own highway uses alone, as Colorado currently does. With the appropriate flexibility preserved, federal funds could have greater cost-benefit impacts if used in a metropolitan area where the planners agree that non-highway solutions provide a better answer to local transportation problems.

These funding dynamics contributed to the lack of long-term investment in the existing infrastructure and asset-rich urbanized areas in favor of other development. A proposed shift of more resources to local decision-makers essentially parallels what now occurs in the metropolitan areas of California, where empowerment of local officials has yielded a more robust array of transportation solutions and motivated increased investment through self-help financing.

Differing Planning Requirements for Metropolitan Areas versus States

Under current law, federal rules and policies applicable to metropolitan area planning are substantially more rigorous than what applies to the state transportation planning process. These include more explicit requirements for public engagement, disclosure of spending practices, conformity with Clean Air Act requirements, and financially-constrained plans, among other directives. Since these agencies exercise little substantive control over the "actual" investment of resources, the process is often planning for planning sake. In sharp contrast, state planning

[4] See Attachment GMP vs. GSP 2007: The U.S. Metro Economies Report 2008

requirements are weaker, even though that is the process and the level of government that principally controls how federal transportation dollars are expended.

Divergent Planning based on Financing of Transit versus Highways

The disparity in planning requirements for transit versus highway projects promotes road investments, disadvantaging the urban core that most benefits from public transportation. Localities must show that they have adequate resources to fully construct, maintain, and operate new transit facilities, at a high non-federal match; however, none of those conditions apply equally to highway projects. In fact, nearly a decade ago, the federal government removed the major investment study requirement that also had mandated for highway proposals a cost-effectiveness evaluation of alternative approaches to achieving a given transportation objective, taking into account a range of economic, environmental, and financial factors. Mayors and our regional transportation partners are asking for rigorous evaluation and matching rules to apply uniformly for highway and transit projects, metropolitan and non-metropolitan, so we can enable planners to make decisions driven by the merits and not differently aligned incentives.

This current federal framework also appears to have enabled a decline in highway investment at the state level. Recent financial data suggests that, overall, state transportation programs are more dependent on growth in federal funding commitments and rising levels of state transportation debt while still curtailing commitments to local government priorities, as demonstrated by below average obligation rates to program categories benefiting local priorities, rescission practices, and declining levels of flexed funds to transit. For example, since 2000, state governments in the aggregate have accumulated highway debt at two and one-half times the rate of new state revenue growth. During the same period, states have reduced their relative commitments to highway investment, with state revenue growth that is about two-thirds of the growth in federal highway spending and less than half of the rate of growth in local government revenues for highway investment.

Linking Transportation Planning with Other Local Government Planning Authorities

With major population growth projected in many metropolitan areas and congestion already prevalent, managing decisions about meeting mobility needs and quality of life will entail decisions about more than just building more transportation capacity. Similarly, transportation investments are major economic factors, opening up new development area opportunities, creating jobs, impacting personal mobility costs, and influencing productivity. Finally, transportation impacts the environment and climate change, both through the structure of neighborhoods and the reduction of greenhouse gas emissions.

These considerations reach far beyond pure transportation planning conducted by MPOs or states for the ability to handle vehicle trips – they integrate with individual local governments' authority over land use, housing, economic development, and energy or climate change goals. For example, in California, the pending state legislative proposal to link cuts in greenhouse gas emissions to

transportation and urban planning processes is helping direct funding away from sprawl and toward high-density development with integrated transportation, land use, and housing decisions.

In Denver, this means that our transportation decisions are tied to promoting livable urban centers and sustainable development broadly. The FasTracks project, approved by voters in the seven Metro Denver Colorado counties in 2004, is the unifying element in our regional community planning efforts, a $4.7 billion, 12-year plan linking the region with comprehensive mass transit service through 119 miles of new light rail and commuter rail, 18 miles of bus rapid transit service, 21,000 new parking spaces at rail and bus stations, and expanded bus service. Furthermore, in the City itself, we are completing a Strategic Transportation Plan that adopts an alternative approach to transportation planning -- instead of just forecasting future auto travel, we have developed a mathematical model that forecasts person-trips so that we can evaluate the magnitude of impacts caused by all types of travel. All of these transportation plans are tied to our zoning decisions centered on transit-oriented development (TOD), building neighborhoods around FasTracks stops so that housing, offices, and shopping are all within walking distance.

However, federal transportation policy does not support or provide incentives for these kinds of cross-cutting functional relationships and planning collaboration. Helpful federal action ranges from readjusting the cost-effectiveness rating for New Starts projects so that related development and environmental benefits are appropriately considered to promoting more access to affordable housing near transit. Many local political obstacles to jointly planning for transportation, housing, and land use decisions can be overcome through the motivation of new competitive federal funding to implement those decisions.

The U.S. Conference of Mayors Policy on Successor Legislation to SAFETEA-LU

Finally, I want to take this opportunity to highlight the shared federal transportation authorization priorities approved by the members of The U.S. Conference of Mayors, who are Republicans, Democrats, and Independents, as priorities for successor legislation to SAFETEA-LU –

- Concurring with the National Surface Transportation Policy and Revenue Commission's recommendation, provide additional revenues in support of the nation's surface transportation needs, but only when necessary program reforms are implemented;

- Develop and implement a comprehensive, forward-looking federal vision for the nation's overall transportation policy to which tangible investment outcomes must be tied, as well as expanded data collection and transparency, in order to enable evidence-based decisions and greater accountability focused on improving economic productivity, the environment, and the range of transportation choices that allow personal mobility to access economic and social opportunities;

- Reflect in federal transportation policy and program decisions a greater modal neutrality focused on achieving substantive outcomes, with more equivalent treatment in the assessment of both highway and transit capacity projects by applying comparable criteria and mechanisms, such as

investment studies that apply cost-benefit analyses and disclosure of long-term financial requirements, as well as lesser disparity in typical federal match by mode to reduce distortion of local decisions;

- Incorporate a Metropolitan Mobility Program, consistent with the recommendation of the National Commission, a new initiative that fully empowers local elected officials in metropolitan areas to allocate available resources and make project selection decisions among all surface transportation modes, with the share of federal transportation resources to states and/or within states calibrated to the economic output of these metropolitan areas;

- Place priority for federal transportation funding on local and state projects that reduce energy use and greenhouse gas emissions when utilizing available federal transportation resources, especially when investing in new system capacity, including proper weighting for the value of stimulating efficient, high-density transit-oriented development and its environmental benefits;

- Modify current federal formula for apportioning funding among the states to ensure that it does not provide incentives for greater consumption versus conservation;

- In addition to user fees, consider other transportation financing strategies including how the federal government might reward greater state investment, modal neutrality in use of state transportation funds, and the potential value of federal capital budgeting approaches in infrastructure programs, creation of national bond funds, and other proposals, consistent with these reforms;

- Consider public-private partnerships that support transportation priorities, including use of congestion pricing and variable tolling, as potentially valuable tools in addressing congestion, travel demand management, and infrastructure investment needs, depending on local circumstances, but viewed in a holistic context and not simply for a financing objective;

- Take into account other incentives for a range of market-based demand management strategies such as commuter choice, car sharing, feebate programs, location-efficiency, parking cash-out, and pay-as-you drive (PAYD) auto insurance programs; and

- Address other important reforms such as requiring maintenance of existing transportation assets in a state of good repair, standardizing of federal rules governing all new surface capacity investments (i.e., highways, transit, port connections, freight facilities and intercity rail), mainstreaming of planning and funding eligibilities for intercity passenger and freight rail projects, and applying new performance requirements to measure how program resources are being used, such as reductions in fatalities and injuries, household transportation expenditures, maintenance liabilities, congestion, unhealthy air quality, energy use, and greenhouse gas emissions.

Statement of Denver Mayor John Hickenlooper

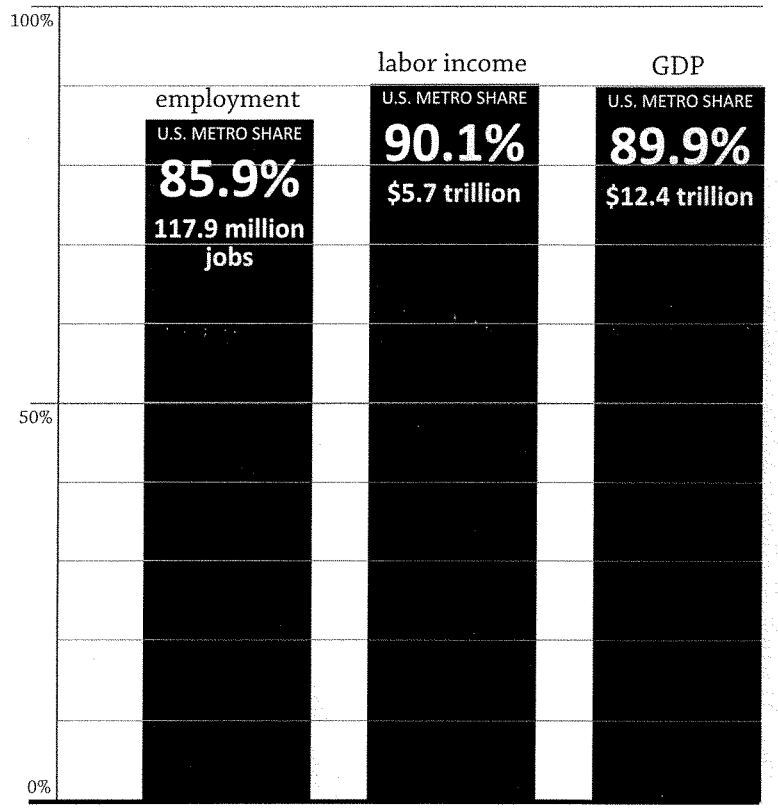
Thank you again for the opportunity to speak with you about the transportation planning challenges facing local governments in the current federal policy and funding framework. I look forward to working with you during the upcoming authorization to strengthen the links between planning and financing, aligned at the most appropriate scale for decision-making, in order to move people and goods more efficiently throughout out country.

GMP REPORT JUNE 2008

Economic Gains

SHARES OF U.S. ECONOMY 2007

Metro areas generate over 85% of the nation's employment and 90% of income and production of goods and services.



The United States Conference of Mayors
Council for the New American City

source: GLOBAL INSIGHT

GMP REPORT JUNE 2008

If U.S. Metro Economies Were Nations

WORLD RANKINGS OF GROSS DOMESTIC AND METROPOLITAN PRODUCT 2007

IN BILLIONS OF U.S. $

RANK	NATION OR METRO AREA	GP
1	United States	13841.4
2	Japan	4375.4
3	Germany	3325.8
4	China	3280.6
5	United Kingdom	2770.2
6	France	2558.7
7	Italy	2103.2
8	Spain	1438.0
9	Canada	1425.9
10	Brazil	1313.3
11	Russia	1287.7
12	New York-Northern New Jersey-Long Island, NY-NJ-PA	1210.2
13	India	1135.1
14	South Korea	969.5
15	Australia	906.7
16	Mexico	893.2
17	Netherlands	766.4
18	Los Angeles-Long Beach-Santa Ana, CA	697.9
19	Turkey	656.4
20	Chicago-Naperville-Joliet, IL-IN-WI	506.1
21	Sweden	455.5
22	Belgium	454.0
23	Indonesia	432.8
24	Switzerland	423.6
25	Poland	420.3
26	Norway	390.4
27	Washington-Arlington-Alexandria, DC-VA-MD-WV	383.4
28	Taiwan	382.4
29	Saudi Arabia	381.7
30	Houston-Sugar Land-Baytown, TX	378.3
31	Austria	373.4
32	Dallas-Fort Worth-Arlington, TX	365.0
33	Philadelphia-Camden-Wilmington, PA-NJ-DE-MD	321.4
34	Greece	312.7
35	Denmark	311.8
36	San Francisco-Oakland-Fremont, CA	298.3
37	Iran	294.6
38	Boston-Cambridge-Quincy, MA-NH	289.9
39	South Africa	282.7
40	Atlanta-Sandy Springs-Marietta, GA	270.2
41	Argentina	260.8
42	Ireland	254.5
43	Miami-Fort Lauderdale-Miami Beach, FL	252.5
44	Thailand	245.8
45	Finland	244.8
46	Venezuela	235.6
47	Portugal	223.1
48	Seattle-Tacoma-Bellevue, WA	208.6
49	Hong Kong	206.7
50	Detroit-Warren-Livonia, MI	201.4
51	United Arab Emirates	190.1
52	Minneapolis-St. Paul-Bloomington, MN-WI	188.0
53	Malaysia	186.6
54	Phoenix-Mesa-Scottsdale, AZ	181.6
55	Czech Republic	175.2
56	Colombia	172.1
57	Romania	166.0
58	Chile	164.2
59	Israel	161.8
60	Singapore	161.4
61	San Diego-Carlsbad-San Marcos, CA	160.2
62	Nigeria	146.6
63	Denver-Aurora, CO	145.6
64	Pakistan	145.4
65	Philippines	144.1
66	Ukraine	141.7
67	San Jose-Sunnyvale-Santa Clara, CA	139.8
68	Hungary	138.2
69	Algeria	135.3
70	Baltimore-Towson, MD	130.4
71	Egypt	129.7
72	New Zealand	128.3
73	St. Louis, MO-IL	125.0
74	Charlotte-Gastonia-Concord, NC-SC	124.2
75	Kuwait	114.2
76	Riverside-San Bernardino-Ontario, CA	113.8
77	Pittsburgh, PA	112.0
78	Portland-Vancouver-Beaverton, OR-WA	109.9
79	Tampa-St. Petersburg-Clearwater, FL	109.0
80	Peru	108.8
81	Cleveland-Elyria-Mentor, OH	105.1
82	Kazakhstan	102.6
83	Kansas City, MO-KS	101.2
84	Orlando-Kissimmee, FL	100.4
85	Cincinnati-Middletown, OH-KY-IN	97.7
86	Indianapolis, IN	94.5
87	Sacramento--Arden-Arcade--Roseville, CA	93.6
88	Las Vegas-Paradise, NV	91.4
89	Columbus, OH	90.4
90	Puerto Rico	89.7
91	Bridgeport-Stamford-Norwalk, CT	81.3
92	Milwaukee-Waukesha-West Allis, WI	79.5
93	Austin-Round Rock, TX	78.5
94	San Antonio, TX	77.3
95	Nashville-Davidson--Murfreesboro, TN	75.8
96	Hartford-West Hartford-East Hartford, CT	75.4
97	Iraq	75.0
98	Slovakia	74.9
99	Virginia Beach-Norfolk-Newport News, VA-NC	72.4
100	Vietnam	71.2
101	New Orleans-Metairie-Kenner, LA	68.7
102	Bangladesh	67.9
103	Providence-New Bedford-Fall River, RI-MA	64.7
104	Libya	64.5
105	Morocco	64.3
106	Qatar	62.7
107	Memphis, TN-MS-AR	61.8
108	Richmond, VA	61.2
109	Salt Lake City, UT	60.1
110	Jacksonville, FL	57.6
111	Cuba	57.5
112	Angola	57.3
113	Louisville-Jefferson County, KY-IN	55.7
114	Birmingham-Hoover, AL	54.2
115	Oklahoma City, OK	53.0
116	Croatia	51.3
117	Raleigh-Cary, NC	51.1
118	Luxembourg	49.8
119	Rochester, NY	46.3
120	Slovenia	45.9
121	Honolulu, HI	45.6
122	Sudan	45.2
123	Tulsa, OK	45.1
124	Belarus	44.8
125	Ecuador	43.6
126	Omaha-Council Bluffs, NE-IA	43.3
127	Buffalo-Niagara Falls, NY	43.1
128	Dominican Republic	41.3
129	Oman	40.9
130	Syria	40.8
131	Serbia & Montenegro	40.5
132	Bulgaria	39.5
133	Baton Rouge, LA	39.3
134	Lithuania	38.3
135	Albany-Schenectady-Troy, NY	38.2
136	New Haven-Milford, CT	37.6
137	Des Moines, IA	35.5
138	Albuquerque, NM	35.4
139	Tunisia	35.1
140	Oxnard-Thousand Oaks-Ventura, CA	34.9
141	Sri Lanka	34.0
142	Dayton, OH	33.8
143	Guatemala	33.5
144	Grand Rapids-Wyoming, MI	33.3
145	Greensboro-High Point, NC	33.3
146	Madison, WI	31.5
147	Tucson, AZ	30.5
148	Durham, NC	30.5
149	Little Rock-North Little Rock, AR	29.6
150	Kenya	29.5
151	Azerbaijan	29.4
152	Columbia, SC	29.1
153	Knoxville, TN	29.1
154	Allentown-Bethlehem-Easton, PA-NJ	29.0
155	Worcester, MA	28.0
156	Fresno, CA	28.0
157	Turkmenistan	27.7
158	Akron, OH	27.4
159	Latvia	27.3
160	Harrisburg-Carlisle, PA	27.2
161	Bakersfield, CA	26.6
162	Syracuse, NY	26.6
163	Costa Rica	26.2
164	Toledo, OH	26.0
165	Wichita, KS	25.7
166	El Paso, TX	25.6
167	Charleston-North Charleston, SC	25.2
168	Anchorage, AK	25.1
169	Bradenton-Sarasota-Venice, FL	24.8
170	Greenville-Mauldin-Easley, SC	24.7
171	Boise City-Nampa, ID	24.5
172	Portland-South Portland-Biddeford, ME	24.3
173	Winston-Salem, NC	23.4
174	Trenton-Ewing, NJ	23.3
175	Uruguay	23.1
176	Colorado Springs, CO	23.0
177	Lebanon	22.6
178	Cape Coral-Fort Myers, FL	22.3
179	Uzbekistan	22.3
180	Lexington-Fayette, KY	22.2

The United States Conference of Mayors
Council for the New American City

source: GLOBAL INSIGHT

GMP vs. GSP

EXAMPLES 2007

IN BILLIONS OF U.S. $

In 32 states, metro areas account for 75% or more of gross state product.

Virginia

METRO AREA	GMP	% of GSP
Blacksburg-Christiansburg-Radford, VA	$4.63	1.2
Charlottesville, VA	$8.68	2.3
Danville, VA	$2.85	0.7
Harrisonburg, VA	$5.14	1.3
Kingsport-Bristol-Bristol, TN-VA	$2.38	0.6
Lynchburg, VA	$8.24	2.2
Richmond, VA	$61.19	16.0
Roanoke, VA	$12.36	3.2
Virginia Beach-Norfolk-Newport News, VA-NC	$72.08	18.8
Washington-Arlington-Alexandria, DC-VA-MD-WV (MSA)	$176.15	46.0
Winchester, VA-WV	$4.67	1.2
SUM OF METRO AREAS	$358.36	93.6

Colorado

METRO AREA	GMP	% of GSP
Boulder, CO	$17.22	7.3
Colorado Springs, CO	$23.02	9.7
Denver-Aurora, CO	$145.61	61.6
Fort Collins-Loveland, CO	$10.62	4.5
Greeley, CO	$7.12	3.0
Grand Junction, CO	$4.47	1.9
Pueblo, CO	$3.73	1.6
SUM OF METRO AREAS	$211.79	89.6

source: GLOBAL INSIGHT

GMP REPORT JUNE 2008

Ranking of U.S. Metro Areas with States

GROSS METROPOLITAN PRODUCT OF U.S. METRO AREAS AND GROSS STATE PRODUCT OF U.S. STATES 2007

IN BILLIONS OF U.S. $

RANK	STATE OR METRO AREA	GP
1	California	1813.0
2	New York-Northern New Jersey-Long Island, NY-NJ-PA	1210.2
3	Texas	1142.0
4	New York	1103.0
5	Florida	734.5
6	Los Angeles-Long Beach-Santa Ana, CA	697.9
7	Illinois	609.6
8	Pennsylvania	531.1
9	Chicago-Naperville-Joliet, IL-IN-WI	506.1
10	Ohio	466.3
11	New Jersey	465.5
12	North Carolina	399.4
13	Georgia	396.5
14	Washington-Arlington-Alexandria, DC-VA-MD-WV	383.4
15	Virginia	383.0
16	Michigan	382.0
17	Houston-Sugar Land-Baytown, TX	378.3
18	Dallas-Fort Worth-Arlington, TX	365.0
19	Massachusetts	351.5
20	Philadelphia-Camden-Wilmington, PA-NJ-DE-MD	321.4
21	Washington	311.3
22	San Francisco-Oakland-Fremont, CA	298.3
23	Boston-Cambridge-Quincy, MA-NH	289.9
24	Atlanta-Sandy Springs-Marietta, GA	270.2
25	Maryland	268.7
26	Minnesota	255.0
27	Miami-Fort Lauderdale-Miami Beach, FL	252.5
28	Arizona	247.0
29	Indiana	246.4
30	Tennessee	243.9
31	Colorado	236.3
32	Wisconsin	232.3
33	Missouri	229.5
34	Connecticut	216.3
35	Louisiana	216.1
36	Seattle-Tacoma-Bellevue, WA	208.6
37	Detroit-Warren-Livonia, MI	201.4
38	Minneapolis-St. Paul-Bloomington, MN-WI	188.0
39	Phoenix-Mesa-Scottsdale, AZ	181.6
40	Alabama	165.8
41	San Diego-Carlsbad-San Marcos, CA	160.2
42	Oregon	158.2
43	Kentucky	154.2
44	South Carolina	152.8
45	Denver-Aurora, CO	145.6
46	San Jose-Sunnyvale-Santa Clara, CA	139.8
47	Oklahoma	139.3
48	Baltimore-Towson, MD	130.4
49	Iowa	129.0
50	Nevada	127.2
51	St. Louis, MO-IL	125.0
52	Charlotte-Gastonia-Concord, NC-SC	124.2
53	Kansas	117.3
54	Riverside-San Bernardino-Ontario, CA	113.8
55	Pittsburgh, PA	112.0
56	Portland-Vancouver-Beaverton, OR-WA	109.9
57	Tampa-St. Petersburg-Clearwater, FL	109.0
58	Utah	105.7
59	Cleveland-Elyria-Mentor, OH	105.1
60	Kansas City, MO-KS	101.2
61	Orlando-Kissimmee, FL	100.4
62	Cincinnati-Middletown, OH-KY-IN	97.7
63	Arkansas	95.4
64	Indianapolis, IN	94.5
65	District Of Columbia	93.8
66	Sacramento--Arden-Arcade--Roseville, CA	93.6
67	Las Vegas-Paradise, NV	91.4
68	Columbus, OH	90.4
69	Mississippi	88.5
70	Bridgeport-Stamford-Norwalk, CT	81.3
71	Nebraska	80.1
72	Milwaukee-Waukesha-West Allis, WI	79.5
73	Austin-Round Rock, TX	78.5
74	San Antonio, TX	77.3
75	New Mexico	76.2
76	Nashville-Davidson--Murfreesboro, TN	75.8
77	Hartford-West Hartford-East Hartford, CT	75.4
78	Virginia Beach-Norfolk-Newport News, VA-NC	72.4
79	New Orleans-Metairie-Kenner, LA	68.7
80	Providence-New Bedford-Fall River, RI-MA	64.7
81	Memphis, TN-MS-AR	61.8
82	Hawaii	61.5
83	Richmond, VA	61.2
84	Delaware	60.1
85	Salt Lake City, UT	60.1
86	West Virginia	57.7
87	Jacksonville, FL	57.6
88	New Hampshire	57.3
89	Louisville-Jefferson County, KY-IN	55.7
90	Birmingham-Hoover, AL	54.2
91	Oklahoma City, OK	53.0
92	Idaho	51.1
93	Raleigh-Cary, NC	51.1
94	Maine	48.1
95	Rhode Island	46.9
96	Rochester, NY	46.3
97	Honolulu, HI	45.6
98	Tulsa, OK	45.1
99	Alaska	44.5
100	Omaha-Council Bluffs, NE-IA	43.3
101	Buffalo-Niagara Falls, NY	43.1
102	Baton Rouge, LA	39.3
103	Albany-Schenectady-Troy, NY	38.2
104	New Haven-Milford, CT	37.6
105	Des Moines, IA	35.5
106	Albuquerque, NM	35.4
107	Oxnard-Thousand Oaks-Ventura, CA	34.9
108	Montana	34.3
109	South Dakota	33.9
110	Dayton, OH	33.8
111	Grand Rapids-Wyoming, MI	33.3
112	Greensboro-High Point, NC	33.3
113	Wyoming	31.5
114	Madison, WI	31.5
115	Tucson, AZ	30.5
116	Durham, NC	30.5
117	Little Rock-North Little Rock, AR	29.6
118	Columbia, SC	29.1
119	Knoxville, TN	29.1
120	Allentown-Bethlehem-Easton, PA-NJ	29.0
121	Worcester, MA	28.0
122	Fresno, CA	28.0
123	North Dakota	27.7
124	Akron, OH	27.4
125	Harrisburg-Carlisle, PA	27.2
126	Bakersfield, CA	26.6
127	Syracuse, NY	26.6
128	Toledo, OH	26.0
129	Wichita, KS	25.7
130	El Paso, TX	25.6
131	Charleston-North Charleston, SC	25.2
132	Anchorage, AK	25.1
133	Bradenton-Sarasota-Venice, FL	24.8
134	Greenville-Mauldin-Easley, SC	24.7
135	Vermont	24.5
136	Boise City-Nampa, ID	24.5
137	Portland-South Portland-Biddeford, ME	24.3
138	Winston-Salem, NC	23.4
139	Trenton-Ewing, NJ	23.3
140	Colorado Springs, CO	23.0
141	Cape Coral-Fort Myers, FL	22.3
142	Lexington-Fayette, KY	22.2
143	Jackson, MS	22.1
144	Springfield, MA	21.8
145	Poughkeepsie-Newburgh-Middletown, NY	21.3
146	Chattanooga, TN-GA	20.6
147	Santa Rosa-Petaluma, CA	20.4
148	Reno-Sparks, NV	20.2
149	Shreveport-Bossier City, LA	20.2
150	Manchester-Nashua, NH	19.9

The United States Conference of Mayors
Council for the New American City

source: GLOBAL INSIGHT

GMP REPORT JUNE 2008

GMP vs. GSP

2007 COMPARISON

The Gross Metropolitan Product of the top 10 metro areas in 2007 exceeded the combined output of the following 37 states, including the District of Columbia.

TOTAL GROSS METRO PRODUCT		TOTAL GROSS STATE PRODUCT	
$4.72 trillion	> is greater than	**$4.65 trillion**	
New York, NY-NJ-PA		Vermont	Utah
Los Angeles, CA		North Dakota	Kansas
Chicago, IL-IN-WI		Wyoming	Nevada
Washington, DC-VA-MD-WV		South Dakota	Iowa
Houston, TX		Montana	Oklahoma
Dallas-Fort Worth, TX		Alaska	South Carolina
Philadelphia, PA-NJ-DE-MD		Rhode Island	Kentucky
San Francisco, CA		Maine	Oregon
Boston, MA-NH		Idaho	Alabama
Atlanta, GA		New Hampshire	Louisiana
		West Virginia	Connecticut
		Delaware	Missouri
		Hawaii	Wisconsin
		New Mexico	Colorado
		Nebraska	Tennessee
		Mississippi	Indiana
		District of Columbia	Arizona
			Minnesota
		Arkansas	Maryland

The United States Conference of Mayors
Council for the New American City

source: GLOBAL INSIGHT

The U.S. Conference of Mayors
76th Annual Meeting
June 20-24, 2008
Miami

2008 ADOPTED RESOLUTIONS

SURFACE TRANSPORTATION POLICY FRAMEWORK FOR FEDERAL SUCCESSOR LEGISLATION TO SAFETEA-LU

WHEREAS, the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU), the multi-year federal surface transportation law, is due to expire September 30, 2009; and

WHEREAS, this law was the second renewal of the Intermodal Surface Transportation Efficiency Act of 1991, the landmark transportation reform statute that provided state and local decision-makers with added flexibility to develop and fund a range of transportation solutions, reduced modal bias in federal planning and funding rules, expanded public participation in shaping transportation investment programs, allowed increased focus on multi-modal investments, and extended greater decision-making authority to local elected officials served by Metropolitan Planning Organizations (MPOs), key features that were largely retained by reauthorizations in 1998 and 2005; and

WHEREAS, despite increasing federal financial commitments to the nation's surface transportation needs, local efforts to use these flexibilities and diversify the mix of transportation investments through improved transit services, enhanced facilities for safer walking and bicycling, deployment of congestion relief strategies through better system operations and the adoption of transportation control measures (TCMs), or maintenance of local infrastructure especially local bridge repair – have been challenged on several fronts; and

WHEREAS, unlike federal transit resources which largely flow to local, regional and state agencies providing transit services, based mostly on passengers served, existing law continues to vest states with broad authority to decide how other federal transportation funds are invested within the state, with either few or no federal standards to measure and report on performance and outcomes, maintain existing facilities in a state of good repair, distribute funds equitably among local areas or regions within the state, or target resources to specific national goals such improving air quality; and

WHEREAS, many states have either reduced or restrained the relative

share of federal transportation funds allocated to city and local area transportation priorities, such as safety improvements, transit capital needs, pedestrian and bicycling facilities, local maintenance projects and bridge repairs, air quality projects, and TCMs, which raises important issues as mayors and local government leaders in metropolitan areas seek to provide alternatives to automobile use that will reduce congestion, improve air quality, curb energy use, address climate protection goals, and help households and businesses address rising transportation costs; and

WHEREAS, current law enables these practices in many states because local officials have limited authority over project selection and funding allocations, controlling less than ten cents of every federal transportation dollar, even though cities and other local governments own most of the nation's highways, bridges, transit systems, airports, ports and related surface transportation facilities, such as sidewalks, traffic signals, and public parking facilities, including ownership of more than 62 percent of all highways on the Federal-Aid Highway System in urbanized areas of the nation; and

WHEREAS, such state allocation practices governing the use of federal transportation resources have occurred while cities and other local governments have been raising their highway investment levels well beyond those of the federal government and state governments; and

WHEREAS, since 2000, cities and other local governments increased their new revenue commitments to highway investment by 47 percent, as compared to the federal government at 38 percent and all state governments at 23 percent; and

WHEREAS, actions and practices by the Federal Highway Administration (FHWA) and the Federal Transit Administration(FTA) also have made it more difficult for mayors and other local leaders to utilize federal transportation resources in meeting their local and regional priorities; and

WHEREAS, existing federal rules and policies administered by the FHWA and FTA often have prevented local decision-makers from incorporating future transit commitments into federally-supported transportation improvement programs, a prerequisite for future federal funding, or from securing needed FTA approvals to gain access to federal discretionary funds for new transit investments, while such rules generally are not applicable to new state highway capacity projects; and

WHEREAS, FHWA oversight of state transportation programs, where most federal surface transportation resources are directed, has been limited, even as the financial capacity of many programs declines due to unconstrained capital programs, rising new construction, rehabilitation and maintenance costs, escalating transportation debt burdens and declining state transportation revenue commitments; and

WHEREAS, as one example, state governments since 2000 have increased state highway program debt by 57 percent -- more than two and one-half times highway revenue growth during the same period -- exclusive of other future liabilities (e.g., Advance Construction, TIFIA

loans) incurred under FHWA programs where future federal transportation resources to the states are encumbered; and

WHEREAS, after nearly three years, the FHWA has yet to comply with SAFETEA-LU provisions requiring the agency to provide more transparency on how states are allocating federal transportation dollars, a directive intended to inform local officials and the public on how federal transportation resources are being allocated within each state by local area, program category, and type of investment; and

WHEREAS, federal transportation funding allocations are based on a formula that rewards increased vehicle miles traveled (VMT), thereby encouraging more spending on roads than on transit and travel demand reductions, increasing greenhouse gas emissions, limiting transportation choices, continuing petroleum dependence, and promoting expenditures on inefficient infrastructure development; and

WHEREAS, there is a clear national need to ensure balanced investment of available federal resources that supports all users of the transportation network and increases people-trip carrying capacity and mobility, including transit, bicycling, walking, and travel demand management, as well as highway and street improvements, and provides incentives for development patterns, including transit-oriented development, that help to reduce energy use, greenhouse gas emissions, and demand for capital expenditures that serve solo driving; and

WHEREAS, after lengthy review and deliberations, the National Surface Transportation Policy and Revenue Commission released its report recommendations in January 2008, calling for significant reforms to the current federal surface transportation policy framework before the President and Congress commit new federal revenues to surface transportation needs, including accountability and performance measures; and

WHEREAS, the Commission's recommendations identified numerous shortcomings in the existing federal policy framework, urging reforms and other changes to ensure that metropolitan mobility needs are addressed through a new Metropolitan Mobility Program, existing transportation assets are kept in a state of good repair, intercity passenger, freight rail and other freight needs are more fully incorporated into the federal program, and safety is made a national priority with performance metrics and other requirements, among other proposals; and

WHEREAS, cities and other local governments in the nation's many metropolitan areas already account for a substantial proportion of U.S. economic growth, and are projected to capture an even larger share of the nation's future population and economic growth; and

WHEREAS, continued growth in these metropolitan economies will depend upon increasing commitments to transportation infrastructure and investment decisions that address the nation's energy and climate goals, with local elected officials in their local areas and regions best positioned to decide these priorities,

NOW, THEREFORE, BE IT RESOLVED that The U.S. Conference of Mayors concurs with the National Surface Transportation Policy and Revenue Commission's recommendation that Congress and the President should provide additional revenues in support of the nation's surface transportation needs but only when necessary program reforms are incorporated into successor legislation to SAFETEA-LU; and

BE IT FURTHER RESOLVED that that The U.S. Conference of Mayors calls on Congress to develop and implement a comprehensive, forward-looking federal vision for the nation's overall transportation policy to which tangible investment outcomes must be tied, as well as expanded data collection and transparency, in order to enable evidence-based decisions and greater accountability focused on improving economic productivity, the environment, and the range of transportation choices that allow personal mobility to access economic and social opportunities;and

BE IT FURTHER RESOLVED that federal transportation policy and program decisions should reflect greater modal neutrality focused on achieving substantive outcomes, with more equivalent treatment in the assessment of both highway and transit capacity projects by applying comparable criteria and mechanisms, such as investment studies that apply cost-benefit analyses and disclosure of long-term financial requirements, as well as lesser disparity in typical federal match by mode to reduce distortion of local decisions; and

BE IT FURTHER RESOLVED that the U.S. Conference of Mayors supports efforts to incorporate a Metropolitan Mobility Program, consistent with the recommendation of the National Commission, anew initiative that fully empowers local elected officials in metropolitan areas to allocate available resources and make project selection decisions among all surface transportation modes, with the share of federal transportation resources to states and/or within states calibrated to the economic output of these metropolitan areas; and

BE IT FURTHER RESOLVED that federal transportation funding decisions should place priority on local and state projects that reduce energy use and greenhouse gas emissions when utilizing available federal transportation resources, especially when investing in new system capacity, including proper weighting for the value of stimulating efficient, high-density transit-oriented development and its environmental benefits; and

BE IT FURTHER RESOLVED that current federal formula for apportioning funding among the states should be modified to ensure that it does not provide incentives for greater consumption versus conservation; and

BE IT FURTHER RESOLVED that in addition to user fees, Congress should consider other transportation financing strategies including how the federal government might reward greater state investment, modal neutrality in use of state transportation funds, and the potential value of federal capital budgeting approaches in infrastructure programs, creation of national bond funds, and other proposals, consistent with these reforms; and

BE IT FURTHER RESOLVED that public-private partnerships that support transportation priorities, including use of congestion pricing and variable tolling, also should be considered as potentially valuable tools in addressing congestion, travel demand management, and infrastructure investment needs, depending on local circumstances, but should be viewed in a holistic context and not simply for a financing objective; and

BE IT FURTHER RESOLVED that reforms should consider other incentives for a range of market-based demand management strategies such as commuter choice, car sharing, feebate programs, location-efficiency, parking cash-out, and pay-as-youdrive (PAYD) auto insurance programs; and

BE IT FURTHER RESOLVED that other important reforms should include requiring maintenance of existing transportation assets in a state of good repair, standardizing of federal rules governing all new surface capacity investments (i.e., highways, transit, port connections, freight facilities and intercity rail), mainstreaming of planning and funding eligibilities for intercity passenger and freight rail projects, and applying new performance requirements to measure how program resources are being used, such as reductions in fatalities and injuries, household transportation expenditures, maintenance liabilities, congestion, unhealthy air quality, energy use, and greenhouse gas emissions.

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2008 ADOPTED RESOLUTIONS

RISING GAS PRICES FOCUS THE NEED FOR NEW FUNDING RESOURCES AND NEW COMMITMENTS TO PUBLIC TRANSPORTATION AND OTHER AFFORDABLE TRAVEL OPTIONS

WHEREAS, gasoline prices are already more than one dollar per gallon higher than the prior year, and now exceed $4.00 per gallon; and

WHEREAS, this run-up in gasoline costs is unprecedented and is primarily driven by steeply rising oil prices, which have doubled since last year and more than quadrupled since 2002; and

WHEREAS, rising gas prices are adversely affecting individuals, families, public and private agencies and institutions, local and metropolitan economies and the U.S. economy; and

WHEREAS, the average American household is now spending more on transportation costs than on food and health care combined; and

WHEREAS, investments in public transportation and other travel options has been shown to reduce transportation costs for individuals and families; and

WHEREAS, a household using public transit can save more than$6, 200 per year in transportation costs, according to one recent estimate by the American Public Transportation Association; and

WHEREAS, in addition to public transportation use, it has also been shown that individuals and households can achieve significant savings in transportation costs through bicycling, carpooling, car sharing, intercity passenger rail, telecommuting, and walking, travel options that are more environmentally friendly, reduce our dependence on foreign oil, and help curb greenhouse gas emissions; and

WHEREAS, in 2007, 10.3 billion trips were taken on U.S. public transportation – the highest number of trips taken in fifty years according to the American Public Transportation Association - and in the first quarter of 2008, public transportation ridership continued this

record pace by climbing 3.3 percent; and

WHEREAS, cities are working to significantly expand travel options, both immediately and over the near term, to meet this record growth in public transit ridership and other changes as people seek alternatives to single-occupancy automobile use; and

WHEREAS, many cities throughout the U.S., such as Charlotte, Denver, Honolulu, New York, Phoenix, Seattle and Tucson, among many others, are seeking to build new or expand rail transit service, efforts that are proving more difficult due to increased fuel and power costs, declining local sales and other tax receipts, and increased construction costs; and

WHEREAS, the success of these and other local efforts to expand the availability of public transportation while keeping these services affordable and provide other travel options for the public depends on increased public and private resource commitments, both immediately and over the near term; and

WHEREAS, local and state transportation decision-makers are fortunate that there are many features embedded in the current federal surface transportation law that provides states with the opportunity to use currently available federal transportation funds to increase investments for travel options that can reduce transportation costs to individuals, families and businesses, helping reduce total energy costs to local and regional economies; and

WHEREAS, among these provisions, states now have more than $4 billion in spending capacity under the Congestion Mitigation and Air Quality Improvement program, which could be directed to projects and programs targeted to the many local areas of the country with poor air quality, to pay the operating costs of new transit services, support expanded carpool and vanpool program, adjust traffic signal systems to enhance bus services and improve access for walking and bicycling, acquire new buses and rail cars, and many other improvements, at a 100 percent federals hare; and

WHEREAS, other provisions of the law allow states to use other federal program funds, totaling more than $2 billion in the current fiscal year, to fund projects, such as carpooling, vanpooling, signal preemption system for rapid bus services, pedestrian- and bicycling-related improvements, at a 100 percent federal share anywhere in a state; and

WHEREAS, current law allows states to direct a substantial share of their transportation program resources – as much as $20 billion in transportation funding in the current fiscal year –to dramatically increase investments in public transportation and other mobility alternatives, including the construction of streetcar and trolley systems, bus rapid transit systems, and commuter and light rail systems, among other investments; and

WHEREAS, legislation was recently approved by a key House transportation panel to increase current funding commitments to transit providers by more than $1.7 billion through September 30,

2009 to support transit providers in expanding transit services and helping keep transit fares affordable,

NOW, THEREFORE, BE IT RESOLVED that The United States Conference of Mayors calls upon the President and Congress to provide cities with additional financial resources and tools to create, promote and expand public transportation and other mobility alternatives, thereby improving the economic conditions of the American family, reducing the nation's dependency on oil and improving the environment, especially reductions in greenhouse gas emissions.

BE IT FURTHER RESOLVED that The U.S. Conference of Mayors calls upon the President and the Congress to support immediate adjustments in existing federal transportation commitments by raising funding levels for public transportation above current spending authorizations and eliminate the bias in existing federal tax law that substantially favors parking benefits over transit and other commute benefits.

BE IT FURTHER RESOLVED that The U.S. Conference of Mayors calls upon the nation's Governors to use the flexibilities that current law provides to allocate available federal transportation resources to bolster public transportation services and other mobility alternatives.

BE IT FURTHER RESOLVED that The United States Conference of Mayors calls upon the Secretary of the U.S. Department of Transportation, in concert with the Administrators of the Federal Highway Administration and the Federal Transit Administration, to launch a broad public outreach and information campaign to advise officials in state transportation departments, metropolitan planning organizations, and local governments about the many flexibilities that exist undercurrent law to support investments in public transportation and other affordable travel options, so that the public can realize the financial, mobility and other benefits from changes in the use of federal transportation resources.

Testimony by

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US House of Representatives Committee on Transportation and Infrastructure, Subcommittee on Highways and Transit

September 18, 2008

Chairman DeFazio, Representative Duncan and members of the subcommittee, thank you for your invitation to testify on the topic of transportation planning and thank you for holding this hearing on this important topic as you prepare for the reauthorization of federal surface transportation programs.

For the record, my name is Charlie Howard. I am the Transportation Planning Director for the Puget Sound Regional Council, a Metropolitan Planning Organization, which is based in Seattle but serves a large and thriving region from the highest peaks in the Cascade mountains to the Puget Sound lowlands - where most of the people of our region live and work.

On behalf of the Puget Sound Regional Council, I would like to thank the membership of this Subcommittee for your leadership to quickly restore revenues to the Highway Trust Fund. As you know, the continued flow of those funds is critical to most efficiently building infrastructure and other means to move people and goods safely and more efficiently in our region and elsewhere, and to continuing to sustain family wage jobs in tight times. In Puget Sound, we are grateful for your leadership.

Transportation planning is my profession. I am before the Subcommittee in my role at the Puget Sound Regional Council. My professional experience includes early days at the Federal Highway Administration in Alaska and Washington State. I am also past Director of Transportation Planning for the State of Washington, and I engage in the work of the Transportation Research Board and the Association of Metropolitan Planning Organizations on the national level.

Puget Sound Background

The central Puget Sound region is composed of four counties in Washington State which include the Seattle/Tacoma/Everett/Bremerton/Bellevue urbanized region. The region is currently home to about 3.5 million people, employment is about 2 million. The region covers roughly 6300 square miles, with vast wilderness, working forests, farmlands, significant waterways, as well as growing cities and towns.

The Puget Sound Regional Council serves the people of King, Kitsap, Pierce and Snohomish Counties, 82 cities and towns, four port districts, and 8 tribal nations — all of whom are joined by state and federal partners, transit agencies, major businesses and civic interests, and neighbors to the north and south and the people of the region — to plan regionally.

Regional transportation planning performed by PSRC reflects the diversity of ways people and goods move within and through the region. This includes attention to safety and preservation, and the efficiency and expansion of the highway and arterial backbone of the system; the operations of state and local ferry systems which include the largest ferry system in the nation; growth in transit systems that are currently experiencing record ridership; generally providing more transportation choices of all types, keeping freight moving within and through a region that is a global gateway and manufacturing center; and securing safe and reliable air transportation to meet growing demand within a regional hub serving many states.

An overview of the Puget Sound Regional Council's organizational structure and major focus areas is provided as **Attachment 1 (PSRC Basics)**. It describes our basic state and federal mandates, how we are organized, and funded. The PSRC has multiple duties under state and federal laws, which focus on ***regional*** land use, transportation and economic development planning.

A major theme is all of the planning of the Regional Council is better integrating land use, environmental, transportation and economic development planning.

As former EPA Administrator William Ruckleshaus, who currently leads efforts in our region to restore the health of the waters of Puget Sound, recently observed: the challenges confronting our region are integrated, and "so too, must be the solutions."

We plan with the understanding that our region's overall prosperity is directly linked to our ability to better meet the transportation needs of a growing population, and growing in ways that respect and sustain the region's outstanding natural environment.

The people of our region have consistently placed high priority addressing traffic congestion, providing more transportation choices, and assuring sustained economic and environmental vitality.

Federal Planning Support

Federal planning programs and policies are fundamentally important to our work. Seventy-four percent of the funding to support planning by PSRC comes from federal planning and research grants. Twenty percent of our support comes from dues paid by local sources. Six percent comes from state grants.

Federal planning funding assures that the region meets the requirements of federal planning laws and policies. But they provide much value beyond that.

Federal planning funds support data development critical to policymaking and planning across the board. Federally funded planning, performed by PSRC, often serves as an important foundation for transportation planning at the state and local levels, in addition to regional planning.

In our region, you can observe the bottom line overall investment outcomes of that federal planning investment: while the overall percentage of federal investment in all transportation has declined over the past 15 or so years, local, state and regional investment in transportation investment is up. My point: federal planning funds directed to this MPO have been foundational to investment decisions that have produced more local and state transportation revenue to meet growing transportation needs. The recent investment history in transportation is described in **Attachment 2 (Investment History)**. What is missing from that data is a reflection of substantial new state fuel tax revenue and additional local transit funding approved by voters post-2005.

In the past decade or so, voters in our region have supported additional state and local transportation investment. Confidence in the overall direction of planning is one underpinning of that support, and in our region, the bulk of resources to support regional planning come from federal sources.

Growth Drives Planning in Central Puget Sound

Growth — past, present and future — is the primary driving force in planning in central Puget Sound. Between 1970 and 2000, the region grew by more than 1.3 million people. Today the region's population is growing at more than twice the national average. By 2040, the region is expected to be home to more than 1.4 million more people and 1.1 million more jobs. That's roughly the equivalent of the Portland Metropolitan area moving into Puget Sound over the next three decades. We also know the make-up of that population will change, we expect our population to age as we grow, impacting travel needs in the future. Overall regional travel demand is expected to grow 55 % by 2040.

Transportation investment has not always kept pace with regional growth. Commuters in the region feel the effects of investments lagging growth each working day. Businesses see the impacts in their bottom lines.

So part of the challenge in transportation planning is to catch up, and also keep up, and get ready for the future.

My testimony will focus on planning integration involving key areas we understand the Subcommittee has interest in: linkages between land use and transportation planning, freight mobility, and approaches to performance based planning.

Regional Land Use and Transportation Planning are Linked at PSRC

Regional planning in central Puget Sound and the state of Washington is founded on comprehensive planning performed by local jurisdictions, cities and counties. The region's growth strategy, VISION 2040, is based on local plans but defines regional interests.

VISION 2040 set the regional stage for how population and employment growth expected through 2040 can be accommodated while protecting our region's natural environment, improving the quality of life, and expanding our economy. It includes an environmental framework, policies to guide local land use plans and the implementation of transportation and other infrastructure programs.

VISION 2040 also sets the framework for development and implementation of the region's federally mandated Metropolitan Transportation Plan ensuring that the regional transportation plan is built on a land use strategy. **Attachment 3 (Regional Growth Strategy — Vision 2040)** describes the region's adopted growth strategy, which supports better jobs/housing balance and more centered population and employment growth.

Project selection for portions of federal Surface Transportation Program, Congestion Mitigation and Air Quality funds administered by the Federal Highway Administration and federal transit funding administered by the Federal Transit Administration, happens at PSRC.

Jurisdictions seeking federal funds via PSRC must have transportation components of comprehensive plans consistent with VISION 2040.

Policy frameworks for project selection are based on policies in VISION 2040, the regional economic strategy, and priorities identified in the Metropolitan Transportation Plan.

Attachment 4 (Congestion Benefits of Regional Growth Strategy) shows an analysis of how implementing policies contained in VISION 2040 have the potential to move the region better as we grow.

Freight Mobility

Freight is critical to the economic health of the Puget Sound region. The Ports of Seattle and Tacoma combined is the third largest port hub in the nation. These ports serve over $70 billion of imports and exports per year, acting as a gateway to the inland Northwest, the Midwest, and the rest of the nation. **Attachment 5 (The National Gateway Ports of Tacoma and Seattle)** highlights the importance of the Puget Sound ports to the nation's freight system.

In our region, 1 in 3 jobs are tied to trade — but not all of this trade is through the ports. Software and airplanes, both made in our region, are shipped around the world.

The focus of our planning for freight is comprehensive, and addresses three key components: transportation to support our national gateway; freight needed to support our industries; and freight needed to support people's lives — groceries, fuel, and other goods.

Our national gateway needs investments to keep our ports competitive, ensure adequate rail capacity to ship freight, and improvements to speed shipments through our local areas, while minimizing the negative impacts to our local communities. Our gateway interests go way beyond our boundaries. Freight rail capacity constraints in Washington State or further east affect the ability of our ports to effectively serve the nation.

Our planning work engages private shippers, businesses, truckers and railroads, host communities and others to work together to identify the most important freight investments and get them funded. Our FAST Partnership has successfully built 9 projects, leveraging a total investment of $568 million, to help move freight through our region. Many of these projects have successfully matched federal contributions with local, state and private funding to make improvements which benefit our region, and the nation.

Performance Based Planning

With the thought that what gets measured gets managed, the Puget Sound region is taking a new approach in the development of our Metropolitan Transportation Plan. This approach identifies key performance objectives and measures that will help focus our plan, focus our investments, and provide accountability as our plan is implemented. I will mention three examples, among dozens of others:

System preservation is a basic performance element — built off of pavement, bridge, transit and other asset management systems at the state and local levels. Keeping our system in a good state of repair becomes a basic building block of our plan.

The safety of the transportation system is another key performance area. The State of Washington has adopted a safety plan known as Target Zero — proposing a performance objective of zero deaths and disabling injuries on the transportation system by 2030. Our regional plan has embraced this performance objective, and will propose and support strategies and investments to achieve target

zero in our region. **Attachment 6 (Washington's Target Zero Safety Goal)** describes the safety improvement objective for Washington State and the region.

For day to day commuters and freight haulers, growing travel times mean more time away from families, less productivity, and increased costs. Our plan will measure travel times and reliability to ensure that the investments we make will help improve the lives and economies of the region's residents and shippers. **Attachment 7 (Travel Time Measurement)** highlights a key mobility measurement for our region.

Emerging issues for our planning include climate change, energy usage, personal health and a wide range of environmental concerns from the health of Puget Sound to meeting new air quality standards.

Metropolitan Mobility

As we move forward nationally to determine the future of the federal transportation program, I'd like to close by emphasizing the importance of mobility in our metropolitan regions to the ability to compete globally, and the important role that metropolitan planning organizations can play in meeting our nation's transportation challenges.

Metropolitan areas are leaders of the nation's and state's economy. Nationally, metropolitan areas (those areas above 50,000 population) account for 85% of US population, and more than 85% of employment, income and production of goods and services. In Washington, the 11 metropolitan areas represent 74% of the state's population, with the three large metropolitan regions of Central Puget Sound, Spokane, and Vancouver alone representing 62% of the state's population.

The continued growth of our regions' (and therefore our state) economy, and the ability to compete effectively with Shanghai, Bangalore, Dublin, or other regions across the globe, depends on a strong national transportation network, and metropolitan transportation systems that work effectively to move people and goods. Whether it's a Boeing Airplane worker getting to her shift, truck parts being delivered to Paccar to meet the just-in-time assembly schedule, or the ability of bio-technology workers to meet and collaborate, adequate transportation is key.

Our region takes seriously its role under current federal programs to direct the federal highway and federal transit funding we receive for priority projects, many of which leverage state, regional, local or private investments. But we recognize that we must do much more and continuously make planning and mobility outcomes better. We stand ready to help the nation deliver a much larger metropolitan mobility program that, together with state, regional and local funding, can truly begin to meet the transit and roadway investments needed to keep our people and goods moving, and our economy strong.

Thanks again for this opportunity. We look forward to more questions and stand ready to assist in any way as you proceed with the important and complex work of reauthorization of federal transportation programs and policies.

Attachment 1: PSRC Basics
Attachment 2: Investment History
Attachment 3: Regional Growth Strategy — Vision 2040
Attachment 4: Congestion Benefits of Regional Growth Strategy
Attachment 5: The National Gateway Ports of Tacoma and Seattle
Attachment 6: Washington's Target Zero Safety Goal
Attachment 7: Travel Time Measurement

Attachment 1 – PSRC Basics

Puget Sound Regional Council

Getting ready for the future

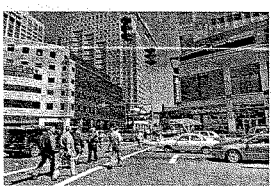
The mission of the Puget Sound Regional Council is to play a key regional role in keeping central Puget Sound thriving as we grow. PSRC is committed to creating a great future for the region through planning for regional transportation, land use and economic development, under authority embodied in state and federal laws.

Working together

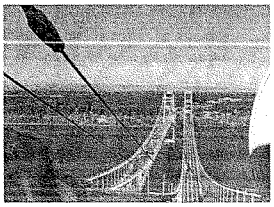
At PSRC, central Puget Sound counties (King, Pierce, Snohomish and Kitsap), cities and towns, ports, tribes, transit agencies, and the state work together to develop policies and make decisions about regional issues.

Regional decisions informed by solid research and collaboration

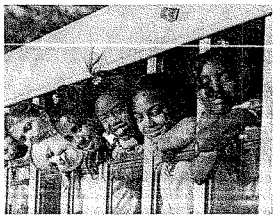
PSRC works with local government, business and citizens to build a common vision for the region's future, expressed through three connected major activities: VISION 2040, the region's growth strategy; Destination 2030, the region's comprehensive long-range transportation plan; and Prosperity Partnership, which develops and advances the region's economic strategy.



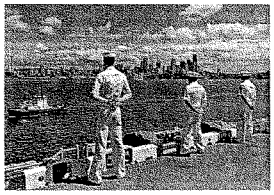
VISION 2040 is the region's strategy for addressing anticipated growth of population and employment through 2040. VISION 2040 describes how and where we can grow while also supporting the well-being of people and communities, economic prosperity and a healthy environment.



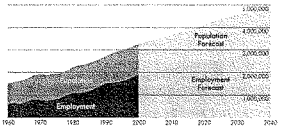
Destination 2030 is the region's long-range transportation plan. PSRC is now updating the plan, extending it to 2040 and evaluating ways to keep the region moving as the population grows.



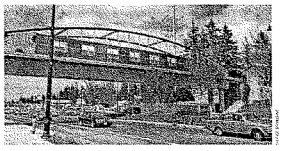
Prosperity Partnership, via the PSRC's Economic Development Board, has convened over 250 public and private groups to develop and advance a regional economic strategy to enhance the region's economic vitality.



STAY CONNECTED: *Find out about PSRC activities online at psrc.org. Or subscribe to the monthly Regional VIEW newsletter by calling 206-464-7090.*



PSRC Data: PSRC is a rich data resource for the entire region – providing the data tools required to plan for the long term and inform decisions made every day. PSRC forecasts, shown above, anticipate the region will have 1.4 million more residents and 1.1 million more jobs by 2040 (based on year 2000 totals).



PSRC Funding: PSRC distributes about $160 million in federal transportation funds each year. One example, shown above: SR 99 projects funded by PSRC are helping ease traffic and transit flow and improve safety along this key state highway.

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Puget Sound Regional Council

Regional Leadership

Deputy Mayor Sue Singer
City of Auburn
PSRC President

Mayor Ray Stephanson
City of Everett
PSRC Vice President and
Chair, Operations Committee

Councilmember John Chelminiak
City of Bellevue
Chair, Economic Development District

Deputy Mayor Mike Lonergan
City of Tacoma
Chair, Growth Management
Policy Board

Councilmember Julia Patterson
King County
Chair, Transportation Policy Board

Bob Drewel
PSRC Executive Director

EXECUTIVE BOARD

Deputy Mayor Sue Singer
City of Auburn, Other Cities in King County
President – PSRC

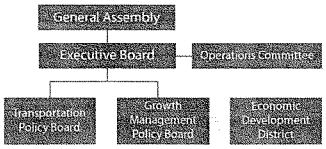
Mayor Ray Stephanson
City of Everett
Vice President and Chair, Operations Committee – PSRC

Councilmember Carol Arends, *City of Bremerton*
Mayor Linda Bird, *City of University Place – Other Cities in Pierce County*
Commissioner Josh Brown, *Kitsap County*
Councilmember Shawn Bunney, *Pierce County*
Councilmember Mary-Alyce Burleigh, *City of Kirkland – Other Cities in King County*
Councilmember Richard Conlin, *City of Seattle*
Mayor Suzette Cooke, *City of Kent*
Commissioner Patricia Davis, *Port of Seattle*
Councilmember Jan Drago, *City of Seattle*
Secretary Paula Hammond, *WA State Dept. of Transportation*
Councilmember Ron Hansen, *City of Shoreline – Other Cities in King County*
Councilmember Bruce Harrell, *City of Seattle*
Councilmember Linda Kochmar, *City of Federal Way*
Mayor Darlene Kordonowy, *City of Bainbridge Island – Other Cities in Kitsap County*
Executive John Ladenburg, *Pierce County*
Mayor Denis Law, *City of Renton*
Councilmember Mike Lonergan, *City of Tacoma*
Commissioner Bill Mahan, *Port of Bremerton*
Mayor Joe Marine, *City of Mukilteo – Other Cities in Snohomish County*
Commissioner Richard P. Marzano, *Port of Tacoma*
Councilmember Richard McIver, *City of Seattle*
Councilmember Sally Nelson, *City of Burien – Other Cities in King County*
Mayor Greg Nickels, *City of Seattle*
Commissioner Connie Niva, *Port of Everett*
Councilmember Phil Noble, *City of Bellevue*
Commissioner Dan O'Neal – *WA State Transp. Commission*
Councilmember Julia Patterson, *King County*
Councilmember Sonny Putter, *City of Newcastle – Other Cities in King County*
Executive Aaron Reardon, *Snohomish County*
Executive Ron Sims, *King County*
Councilmember Dave Somers, *Snohomish County*

PSRC Leadership and Organization

PSRC is governed by a General Assembly and an Executive Board. Each member of PSRC is a voting member of the **General Assembly**, which meets at least annually to vote on major decisions, establish the budget, and elect new officers. The **Executive Board** is chaired by the PSRC President, meets monthly, and serves as the governing board. Both the General Assembly and Executive Board use weighted votes based on population to make decisions.

The **Transportation Policy Board** and **Growth Management Policy Board** include representatives of PSRC's member jurisdictions, tribes, regional business, labor, civic, and environmental groups, as well as voting members representing each caucus of the state Legislature. These boards make recommendations on key transportation and growth management issues to the Executive Board.



PSRC also supports the work of the region's **Economic Development District**, governed by a board composed of public and private members that meets quarterly to coordinate regional economic development planning.

Budget and Funding Sources

The two-year budget (July 1, 2007 to June 30, 2009) for PSRC is $23.7 million. The agency receives 74 percent of its revenue from federal grants, 6 percent from state grants, and the remaining 20 percent from dues paid by PSRC members and from other local sources.

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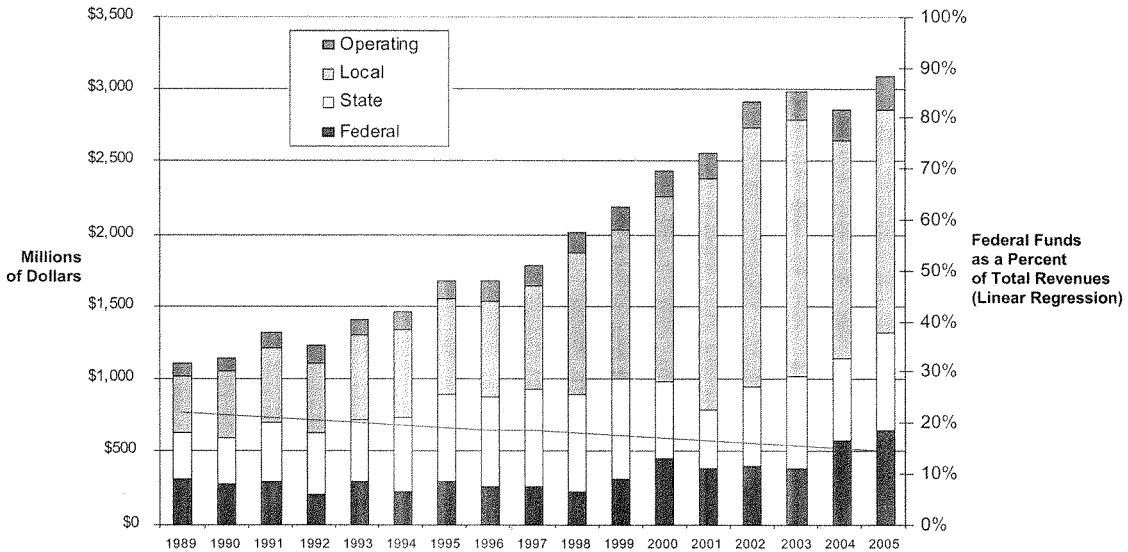
Attachment 2: Investment History

Transportation Revenue Sources for All Regional Uses*, 1989-2005



* City, County, Transit Operators, State Ferries, and Highways

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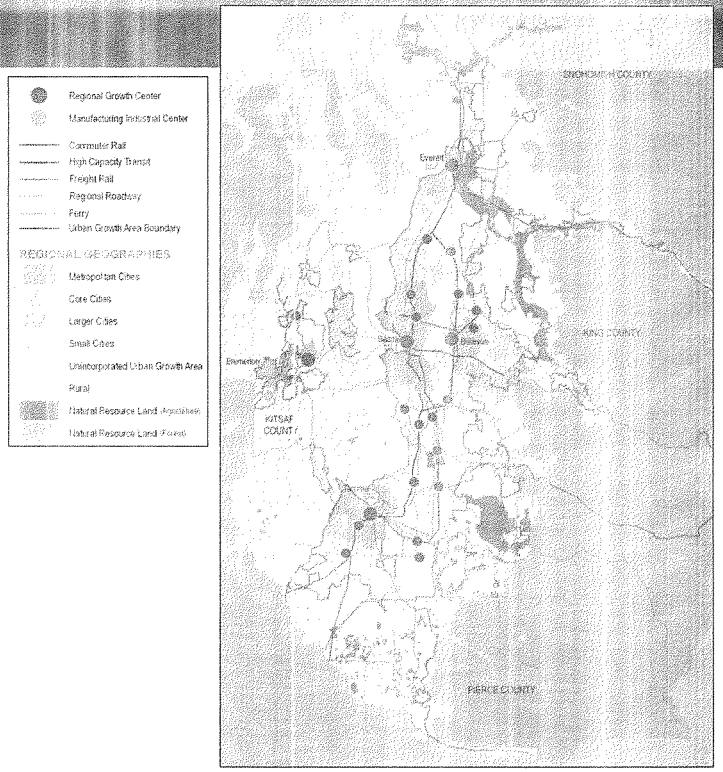
Attachment 3: Regional Growth Strategy — VISION 2040



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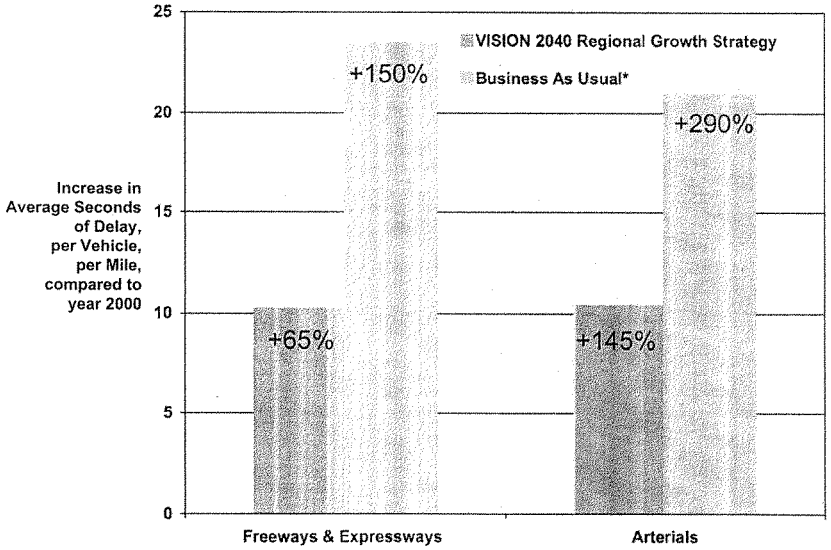
Attachment 4: Congestion Benefits of Regional Growth Strategy

Land Use Market Forecasts – Change from 2000 to 2040

a concentrated growth pattern and better jobs/housing balance reduces overall freeway and arterial congestion



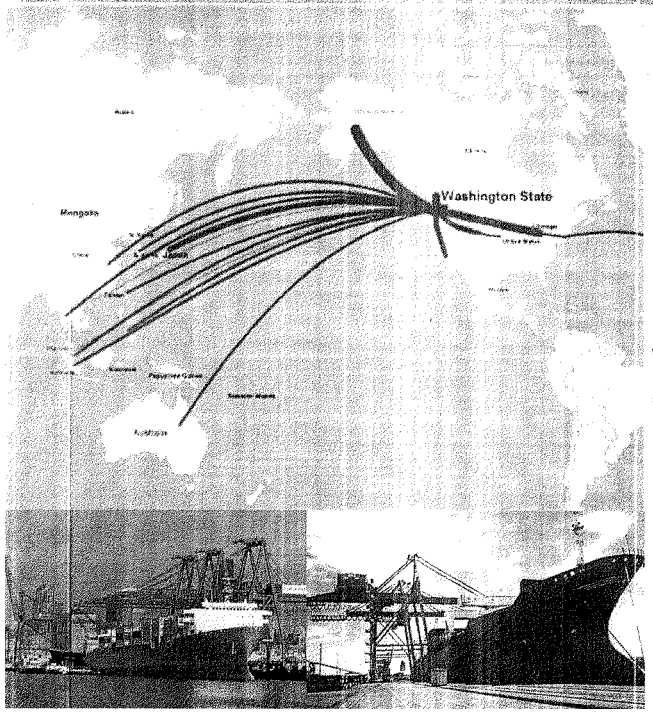
Source:
PSRC, VISION 2040 EIS

*Growth Targets
Extended Alternative

PSRC

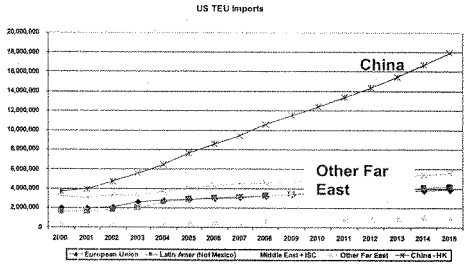
Attachment 5: The National Gateway Ports of Tacoma and Seattle

Washington as a Global Gateway: Central Puget Sound Ports of Tacoma and Seattle



- Combined 3rd largest container port in nation
- Projected 73% increase in containers by 2025
- $56.7 B in Imports (2007)
- $15.3 B in Exports (2007)
- Serves Chicago and other eastern US destinations

China dominates US trade growth:



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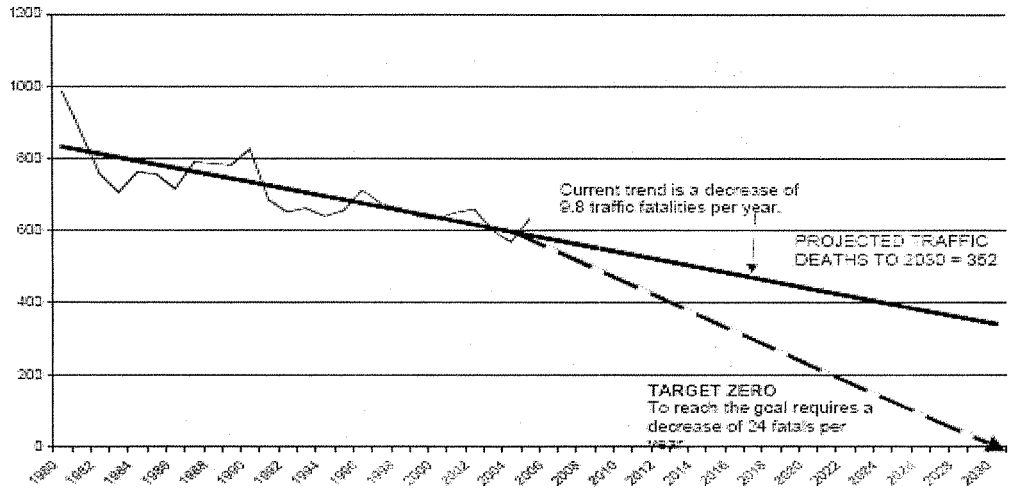
Attachment 6: Washington's Target Zero Safety Goal

Regional Performance Measures: Zero Deaths and Disabling Injuries

Traffic Deaths WA 1980-2005 — Projected to 2030

(preliminary data for 2005, Source: FARS)

Prepared by WTSC, April 2006



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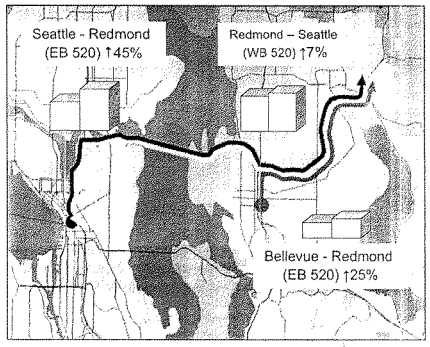
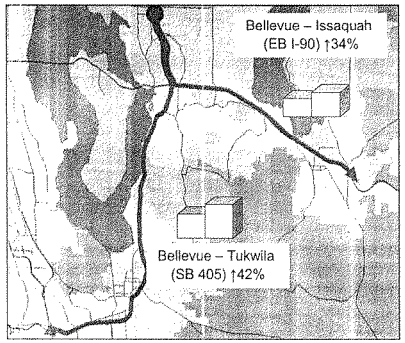
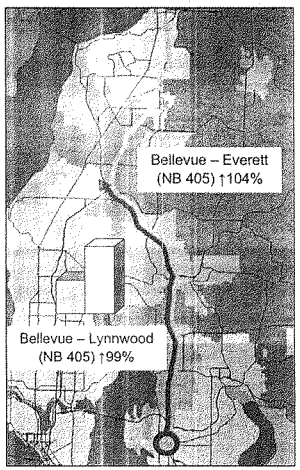
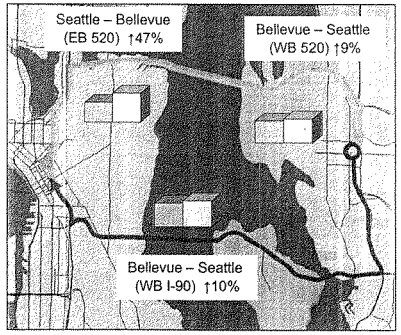
Attachment 7: Travel Time Measurement

Regional Performance Measures: Commute and Freight Delivery Travel Times (with no new investment)









	2006 Observed (minutes)	2040 Forecasted (minutes)
Seattle to Redmond	30	43
Redmond to Seattle	37	40
Bellevue to Redmond	15	19
Seattle to Bellevue via SR-520	21	31
Bellevue to Seattle via SR-520	26	28
Bellevue to Seattle via I-90	28	31
Bellevue to Issaquah	19	25
Bellevue to Tukwila	33	47
Bellevue to Lynnwood	32	64
Bellevue to Everett	44	90

= 2006 Observed Travel Times

= 2040 Forecasted Travel Times

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TESTIMONY OF

NEIL PEDERSEN

Chair, I-95 Corridor Coalition Executive Board
Administrator, Maryland State Highway Administration

regarding

Multi-State Transportation Planning and Funding Issues

before the

House Transportation and Infrastructure:
Subcommittee on Highways and Transit

United States House of Representatives

Thursday, September 18, 2008

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I-95 Corridor Coalition
www.i95coalition.org

Testimony of Neil Pedersen
Chair, I-95 Corridor Coalition Executive Board
Administrator, Maryland State Highway Administration
on Multi-State Transportation Planning and Funding Issues
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United States House of Representatives
Thursday, September 18, 2008

Introduction

Mr. Chairman, distinguished committee members, my name is Neil Pedersen. I serve as the Administrator of the Maryland State Highway Administration, a modal administration within the Maryland Department of Transportation. I am pleased to appear before you to discuss the subject of multi-state transportation planning and funding issues in the United States.

I come before you today as the Chair of the I-95 Corridor Coalition (Coalition), an association of state departments of transportation, authorities, and other transportation agencies that work together to identify and solve transportation problems in 16 states, the District of Columbia, and two Canadian provinces along the Eastern Seaboard. Attached, in Appendix A of this testimony, is additional information on the Coalition and its programs.

I have also had the opportunity to chair policy committees on the future of the Interstate system and on highway related authorization issues for the American Association of State Highway and Transportation Officials (AASHTO).

This written testimony is drawn from my experiences in all three of these roles, but I am representing only the I-95 Corridor Coalition. The written testimony:

- Briefly discusses the evolution of the Coalition from an organization that originally focused almost exclusively on highway operations issues to one that now deals with all modes of transportation as well as planning and policy issues and cites examples of these types of projects.

- Describes the region's population and economic characteristics, and argues the importance of multi-state transportation planning and cooperation to the region's and nation's future economic health.

- Discusses the continuing evolution of the Coalition to not only deal with important current issues, but to also think of the future and the importance of visioning and planning to ensure that future investments meet the many transportation, economic, energy and environmental challenges that our members collectively face. It describes the Coalition's Strategic Vision for the region's transportation system in the year 2040 as an illustration.

- Discusses how our multi-state planning efforts led to adoption of national surface transportation program authorization position statements by the Coalition that call for Federal support of cooperative multi-state activities to improve the operation of the transportation system and to eliminate critical bottlenecks through large-scale infrastructure improvements. It cites the Woodrow Wilson Bridge project as an example that illustrates the need for Federal support of mega-projects to eliminate critical bottlenecks to support continuing economic growth.

Beyond Operations: Cooperative Multi-State Planning Studies

The I-95 Corridor Coalition is an alliance of transportation agencies, toll authorities, and related organizations, including law enforcement, from the State of Maine to the State of Florida, with affiliate members in Canada. The Coalition is a forum for policy makers and transportation officials to address transportation management, operations and planning issues, particularly as they pertain to the long distance movement of people and goods. The Coalition has served as a successful model of multi-state/jurisdictional interagency cooperation and coordination since 1993.

Over the years, the Coalition's program has grown from one that initially focused almost exclusively on studies and tests of Intelligent Transportation Systems technologies and applications to one that encompasses a variety of issues, including corridor-wide information systems, policy and vision studies, multimodal and intermodal issues, and funding and financing of solutions to major highway and rail bottlenecks and choke points.

Examples of current activities in the operations area include:

- The Coalition is serving as a catalyst, enabling its members to achieve a transformation in the way that timely and accurate information to better manage traffic and better inform the public is gathered. The Coalition's vehicle probe project provides comprehensive and continuous real-time travel times and speeds to member agencies to support the dissemination of travel information to the public via 511 telephone systems, public websites, and variable message signs; and to provide critical information for traffic management during incidents and for performance measurement. The project enables members to acquire data from a private provider that gathers it from the anonymous monitoring of vehicle probes (such as truck fleets) and other sources. The initial system covers approximately 1500 miles of freeway and 1000 miles of arterial streets within a core area from New Jersey to North Carolina.

- Truck parking, especially long-term, overnight parking, is a serious problem in the Coalition region and nationally. The Coalition will be helping its member states to resolve truck parking issues through a balanced and comprehensive approach featuring deployment of a real-time information system, state investment in additional capacity, and exploration of innovative ways of expanding capacity such as overnight use of warehousing or commercial parking areas. Real-time parking availability information will be disseminated to truck operators through a range of mechanisms, such as an automated cellular telephone system and a website. The potential of a parking reservation system will also be explored.

The Coalition is also undertaking the following planning and policy projects:

- Back in 2002, the Coalition completed a study of the rail system in the Mid-Atlantic portion of the Coalition region. The study identified over 70 major rail chokepoints and determined that a 20-year, $6.2 billion program of rail improvements was needed to improve north-south rail transportation for both passengers and freight and help reduce truck traffic on the region's congested highway system. Today, the Coalition is continuing its examination of rail system issues in the Mid-Atlantic area and is also undertaking studies of rail system issues in the Northeast and Southeast portions of the region. These projects are looking at issues such as: the physical, institutional and operational constraints to improved rail service; physical and operational improvement priorities and their estimated costs; the public benefits associated with these improvements; and funding and financing mechanisms.

- The Coalition is also identifying the passenger and freight highway bottlenecks that are most severely impacting regional, long-distance travel in the Coalition region, and thereby negatively impacting regional economic competitiveness and vitality. We believe that understanding where these bottlenecks are and quantifying their effects on long-distance trips is a critical first step in developing regional infrastructure and operational strategies to address them. Future work would determine how specific highway infrastructure improvements, including both capital and operational improvements, would translate into congestion reduction and economic benefits for the region.

The Region's Future Economic Health Depends on Multi-State Planning and Cooperation

The Region's Population and Economy

According to 2006 Census population estimates, nearly 110 million people lived in the 16-state Coalition region. The region occupies only 10 percent of the nation's land area, but contains almost 37 percent of its population, leading to the congestion that is prevalent in our metropolitan areas. The region is over three times more densely populated than the U.S. as a whole, and notably, densities for many of the states are in the range of many Western European countries.

The corridor houses 42 of the nation's top 100 metropolitan areas based on population and economic activity. Six of the top 10 metropolitan economies (New York, Washington, D.C., Philadelphia, Miami, Boston, and Atlanta) are in the region.

In 2006, the economy of the Coalition region—measured by gross state product—exceeded $4.7 trillion, or 36 percent of the United States total gross domestic product (GDP) of $13.2 trillion. If the Coalition's 16 states and the District of Columbia were a single country, they would constitute the third largest economy in the world, measured by gross domestic product purchasing power parity.

The Coalition region is undergoing rapid and fundamental change. Population within the region is projected to increase by approximately 36 million people between 2006 and 2040, creating a Coalition region population of 146 million. The three Coalition states forecast to expand their populations the most during this time period are Florida, North Carolina, and Georgia.

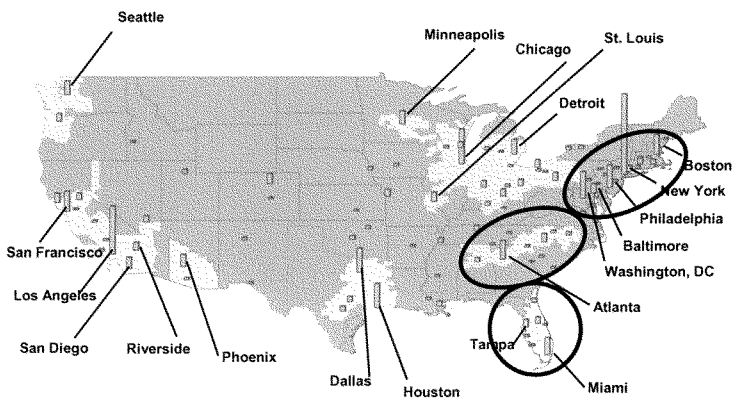
Economic Transformation

The rate of population growth is matched by the intensity of economic transformation. The Coalition region continues to be in the forefront of changes (that are taking place nationally) from a manufacturing base to a knowledge-based, technology-driven, global society. These economic changes are accompanied by significant evolution in the region's growth patterns. New agglomerations of development – within and beyond the metropolitan scale – characterize an important dimension of change and one with significant transportation implications.

The region is now increasingly seen as an interlocking set of economies that has been evolving ever since the post-WWII urbanization boom. Traditional cities and metropolitan areas have been the focus of planning for over 50 years. But a new set of forces has been at work, reshaping the economic and land-use patterns of the region and nation and its consequent travel patterns.

New travel patterns have emerged as metropolitan areas have tended to blur one into another. These complexes have been labeled as "megaregions," defined as clusters of more than two contiguous metropolitan areas of at least 10 million population with shared activity via goods and service flows within linked infrastructure that crosses multiple state and jurisdictional boundaries. Megaregions are characterized by a combination of urbanized areas, edge cities, and exurban commuter sheds. The I-95 Corridor region contains three megaregions (as defined by the Regional Plan Association) as shown in Figure 1. The I-95 megaregions compete economically with approximately 40 global megaregions.

Figure 1 – The Coalition Region Houses Three Mega-Regions



Source: *MetroNation:* How U.S. Metropolitan Areas Fuel American Prosperity. Metropolitan Policy Program at Brookings.

Need for Multi-State Planning and Consideration

Increasing long distance travel demands commensurate with a growing and more mobile population, national economic growth, the explosive increase in international trade and the fierce competitiveness of a global economy, and global climate change concerns are all strong and compelling reasons to look at transportation issues on a broader basis than state-by-state.

Our ability to plan for and provide mobility across political boundaries will be key to enabling the economic growth and change needed to sustain our growing population and to successfully compete globally. If the Coalition's transportation systems—its highways, its intercity passenger and freight rail systems, its marine ports, its airports, its commuter rail, and its bus and transit systems—do not work efficiently and reliably, our regional and national economies are at risk. The Coalition region contains national and global centers of education, finance, government, high-tech manufacturing, and agriculture. They are tightly integrated and interdependent economies. Innovation, productivity, and trade are the keys to the region's and the nation's future. And transportation of freight, people, and information are the foundation and enablers of that innovation, productivity, and trade.

Meeting the Challenges of the Future – A 2040 Vision

The future economic health of our region and of the nation will depend substantially on the quality of the multimodal transportation system we envision and provide.

Recognizing this fact, the Coalition decided to embark upon the development of a long range Strategic Vision. In many respects, our action echoes Congressman Mica's call for a "true vision for the expansion of our nation's transportation networks for future generations."

Now in its final stages of development, the Vision describes what the Coalition region's multimodal transportation system and performance outcomes may look like in 2040, and identifies the key policy, technological, investment strategy, and institutional factors that will likely influence the future of the that system. Our Vision is system-wide, it is multimodal, and it is long term.

Added impetus for developing the Vision was provided by an assessment of the performance of our transportation system in 2040 under a "business as usual" scenario, i.e. continuing existing trends in travel growth and investment levels. That assessment resulted in these unacceptable consequences:

- A 70% increase in vehicle-miles traveled
- Dramatic increases in congestion levels
  - An 84% increase in delay on urban interstates
  - A 49% increase in delay on all systems
- A doubling of freight carried on trucks
- A loss of mode share by freight rail and marine shipping
- A 34% increase in fuel consumption and greenhouse gas emissions (despite more stringent fuel efficiency standards)

Clearly, a new vision and significant change in how we do business are needed.

The development of the Coalition's Strategic Vision was guided by a number of predecessor efforts sponsored by other organizations. Prominent among these was a vision summit conducted by the American Association of State Highway and Transportation Officials (AASHTO) entitled, "*National Transportation Vision and Strategy for the 21st Century*," held in May 2007 in Cambridge, Maryland (and the subsequently published "*AASHTO 2040 Vision for the 21st Century*").[1] Another key source was the National Surface Transportation Policy and Revenue Commission work from which a number of technical assumptions were derived.[2] We also conducted a wide literature search on topics such as pricing, climate, energy, economy, land use, and mega-regions, and solicited information from visioning efforts conducted by our members, including states and the larger Metropolitan Planning Organizations in the region.

Strategic Goals and Actions

We have developed a working set of strategic goals and actions to guide the development of the Vision. The strategic goals and actions call for:

- Economic vitality first and foremost,

[1] *Transportation, Invest in our Future: A New Vision for the 21st Century*, AASHTO, July 2007.

[2] *Transportation for Tomorrow*, National Surface Transportation Policy and Revenue Study Commission, December 2007.

- Improved mobility,
- A smaller carbon footprint and with much less energy use,
- Efficient land use and improved quality of life.

The working set of goals and actions is presented in Appendix B.

Our 2040 Vision: A Summary

The Vision resulting from these strategic goals and actions that we developed can be summarized as follows:

- VMT growth rate will be reduced from 1.5% annually to 1.0% annually. By 2040, this means that rather than highway system use growing 70%, as anticipated under "business as usual" trends, total growth will be reduced to 40% through actions taken by agencies throughout the corridor. Vehicle-miles traveled will be reduced through aggressive land use strategies, pricing approaches, demand management measures (such as HOV networks and telecommuting) and diversion to other modes (such as intercity passenger and freight rail and marine highway)

- More efficient land use to support a tripling of transit ridership

- An expanded rail network, institution of higher speed rail service throughout the Coalition region, alleviation of critical rail chokepoints, and improved intermodal connectivity will lead to an eight-fold increase in passenger rail ridership

- An enhanced freight rail network, including deployment of double-stack capability throughout the Coalition region, will lead to freight rail's mode share increasing from 13% to 16% of total tons

- Establishment of a marine highway network, connecting ports along the east coast, will reduce the number of trucks on the region's highways

- Improved access to ports, including improved highway access, on-dock rail, and automated truck clearance systems, will reduce lengthy delays

- Despite the reduction in the growth of highway travel from 70% to 40%, an additional 15,000 lane miles will be required to meet the additional demand. An array of highway system improvements will be made to accommodate and manage this increased demand. These improvements include:
    - Major reconstruction of aging corridor infrastructure
    - Additional highway capacity
    - Use of managed lanes
    - Elimination of critical bottlenecks
    - Aggressive operations, including instrumentation of major facilities corridor-wide to support application of incident management strategies, lane and speed control systems, traveler information systems, pricing strategies, and deployment of vehicle infrastructure integration strategies

- A 60% - 80% reduction in 2005 greenhouse gas emissions will be achieved by 2050 through further increases in vehicle fleet fuel efficiency, use of alternative fuels, the reduction in overall VMT growth (from 1.5% annually to 1.0% annually), and application of aggressive operations strategies

Achieving the Vision – Funding, Financing and Institutional Reform

We believe that Federal, State and local government must increase the current investment level of an estimated $32 billion per year in the Coalition region (covering transit, passenger rail, freight rail and highway) to an estimated $71 billion per year to achieve our goals.

We believe that increased public funding will be obtained from several sources, including:

- A replacement for the gasoline tax as the base funding mechanism. The Coalition is currently exploring interest in the concept of a multi-state VMT tax project to evaluate its suitability.
- A congestion fee, perhaps in the form of peak period pricing of congested facilities
- An environmental fee designed to reflect the costs associated with greenhouse gas emissions
- Other fees imposed by federal, state and local governmental authorities

We also believe that the increased public revenues will leverage private capital, and that this additional capital will be imperative for funding mega-projects to alleviate major highway bottlenecks and rail chokepoints whose costs are prohibitive for any single entity to bear. We believe that a variety of innovative financing techniques will be used, including:

- TIFIA loans and credit enhancement
- Infrastructure banks
- GARVEE bonds
- Private activity bonds
- Public private partnerships

The I-95 Corridor Coalition will be exploring the use of these mechanisms to address the critical highway bottlenecks and rail chokepoints that we've identified in the planning studies we've conducted.

State, regional and local institutions must reform to meet the challenges of issues such as climate change, innovative financing, public/private partnerships, advanced technologies and aggressive operations. Innovative institutions must emerge to deal with the longer distance travel issues so vital to continuing economic growth. The I-95 Corridor Coalition is a good example of a cooperative multi-state institution that has succeeded because it:

- Has no operational or policy making authority
- Is governed by consensus by member agency senior personnel
- Focuses on issues that transcend individual state boundaries

- Works to add value to member agency projects and programs

Implications for the Next Federal Surface Transportation Program

Our Vision demands immediate change in how we do business. The authorization of the next Federal Surface Transportation Program offers an opportunity to provide a policy and funding framework for instituting the changes needed.

The Executive Board of the I-95 Corridor Coalition has approved the following two positions and urges their consideration and adoption into National Surface Transportation Program Authorization legislation.

Position: **Facilitate multi-state partnerships/coalitions to improve transportation system performance and reliability. Reduce the user and environmental costs of long distance travel through better management of the transportation system by supporting multi-state systems and projects along transportation corridors that help achieve national goals related to:**

- **Clearing incidents quickly;**
- **Informing the public about significant incidents and events;**
- **Conducting orderly evacuations, resulting from natural and other emergencies, across state boundaries;**
- **Implementing interoperable advanced technology safety and mobility systems; and,**
- **Improving the operation of passenger and freight systems and intermodal connectors.**

Support: The long distance movement of people and goods across state boundaries on highways and railroads is the life blood of the American economy. When our highway and rail arteries become clogged with congestion, the increased transportation costs are passed back to businesses and households, increasing the cost of doing business and the cost of living, weakening the economic vitality and global competitiveness of local, state, and national economies. National economic competitiveness demands Federal support for cooperative multi-state programs aimed at using existing transportation system capacity as effectively as possible.

Position: **Fund large-scale improvements along nationally significant corridors where the costs of the improvements are too great for any single entity to fund and where benefits will accrue to the entire region or nation. The financing of large-scale improvements in nationally significant corridors is critical to efficient interstate commerce and international trade and is an appropriate role of the federal government.**

Support: The improvements needed to air, highway, rail, sea and waterway systems along nationally significant transportation corridors are often complex and costly, potentially draining the resources of state agencies and preventing other critical improvement projects from being undertaken. The costs of these projects are often too great for any single entity to undertake. And the benefits of the improvements often extend regionally and nationally reaching individual travelers and consumers in distant

locations. The future cost to the nation's economy of not addressing these issues is staggering, especially in view of the dramatic growth predicted in freight alone. Newly authorized funding sources, eligibility criteria and support for institutional mechanisms involving all levels of government as well as the private sector for undertaking critical large-scale improvements in nationally significant corridors, are urgently needed.

Since the completion of the Interstate Highway System in the early 1990s, the Federal transportation program has lost its focus on these broader regional and national needs. This is a critical concern to the Coalition's members. Our state departments of transportation, our public and private transportation authorities, and our transportation carrier companies exist to move people and goods and to ensure our region's and our nation's social, economic, and environmental well being. Therefore, we believe initiatives such as Congressman Mica's call for a national transportation vision will enable us to regain a strong purpose for our national transportation programs.

Case Study: Woodrow Wilson Bridge

The Woodrow Wilson Bridge spans the Potomac River between Maryland and Virginia, just southeast of downtown Washington, D.C. It is part of the I-95/I-495 Beltway around Washington. It carries a huge volume of local commuting and business traffic—about 200,000 cars and trucks cross the bridge on an average day. Equally important, it is the major I-95 corridor for freight trucks carrying shipments from the Southeast and South to customers and markets in cities in the Northeast and vice versa. The U.S. Department of Transportation estimated that the value of the freight trucked across this bridge is equivalent to 1.3 percent of the entire gross domestic product (GDP) of the United States that is shipped by truck.

The Woodrow Wilson Bridge was originally constructed by the Bureau of Public Roads (the predecessor to the Federal Highway Administration) and opened to traffic in 1961. It was the only bridge on the Interstate system owned by the federal government. By the mid-1990s it was carrying two and a half times the traffic volume that it had been designed to carry. Its structural condition was deteriorating rapidly and bridge engineers were predicting that weight restrictions could be required as early as 2004. It had only three lanes on the bridge in each direction, and five highway lanes worth of traffic were trying to squeeze through from each direction. It was a major bottleneck, backing up traffic for miles and causing untold tens of thousands of hours of delay each year to auto and truck drivers in the I-95 corridor.

Maryland and Virginia had been watching the bridge deteriorate for years despite aggressive maintenance, and watching congestion build despite aggressive traffic management and travel demand management programs. But neither state could take action despite drawers full of plans. The estimated cost of replacing the bridge and approaches was $2.4 billion, several times the annual statewide capital budgets of either the Maryland State Highway Administration or the Virginia Department of Transportation. The states could not afford the solution, and there was no federal program to fund projects of national and regional importance.

If Congress had not authorized special funding for the Woodrow Wilson Bridge—funding that paid for the vast majority of the cost of the project—we would have come close to closing the Woodrow Wilson Bridge to trucks for safety reasons. Had we been forced to do that, the transportation and economic impacts would have been felt far beyond the bridge and the Baltimore-Washington metropolitan area. The map in Figure 2shows the origins, destinations, and routes of truck freight crossing the Woodrow Wilson Bridge. It serves interstate commerce across the entire Eastern Seaboard. It is a critical link for Maryland's economy and is an even more critical link for the Coalition region's economy. It is estimated that 50 percent of the trucks using the bridge have a trip origin or destination outside the Baltimore-Washington metropolitan area.

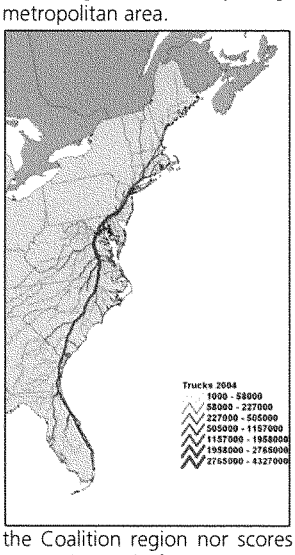
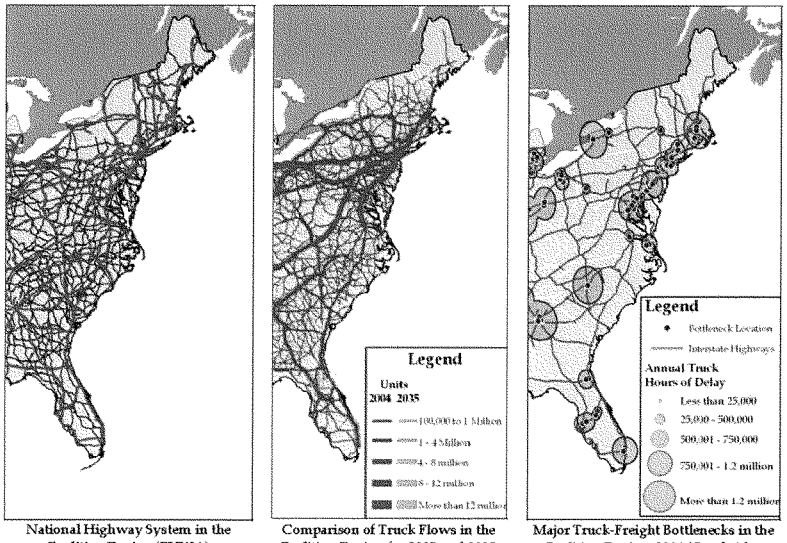


Figure 2. Origins, Destinations, and Volumes of Truck Freight Crossing the Woodrow Wilson Bridge

By the time we are finished, it will have taken us $2.4 billion and 12 years to reconstruct the bridge. But it took exceptional Congressional and political support to be able to get construction started. Had Senator John Warner of Virginia not taken a personal interest in the problem and used his leadership clout in Congress, and had the governors of Maryland and Virginia not committed considerable political and financial capital to the effort, we might have had to close it to trucks for safety reasons and would face a grim future in terms of the cost of delays incurred by commerce crossing the bridge.

Our efforts on the Woodrow Wilson Bridge were successful. The process worked for one major aging bridge and highway bottleneck. But that process will not solve the other major highway bottlenecks across the Coalition region nor scores of other major tunnels and bridges on the Interstate system in need of major repair or replacement. The maps in Figure 3 show the major highways in the Coalition region, the current and anticipated truck volumes on those highways, and the worst 65 freight-truck bottlenecks. Unfortunately, we do not have a good handle on the major tunnel and bridge reconstruction or replacement projects that will be needed for structural condition reasons, and it is critical that we also get a better handle on this as a nation.

Figure 3. Major Highways, Freight-Truck Flows, and Bottlenecks in the Coalition Region



National Highway System in the Coalition Region (FHWA)

Comparison of Truck Flows in the Coalition Region for 2005 and 2035, Trucks Per Year (Global Insight for AASHTO)

Major Truck-Freight Bottlenecks in the Coalition Region, 2004 (Cambridge Systematics for FHWA)

We know that without a systematic and innovative financing approach that includes both public funding, and private financing where appropriate, this string of bottlenecks will slowly choke our metropolitan areas and halt our regional and transcontinental truck traffic.

In SAFETEA-LU Congress initiated a program to fund projects of national and regional significance. We greatly applaud Congress' action. However, the program is under-funded and all the monies were rapidly earmarked to specific projects, many of which served more of a local function than a national or multi-state regional function. Many of the earmarks will address worthwhile transportation projects, but relatively few of them will go to solve major highway bottlenecks, and fewer still will address projects of national and regional importance to our economy. We need a national vision and policy that says we will address these major highway bottlenecks, and rail chokepoints, before they fail. We also need a national policy that will address the need to reconstruct or replace major highway and rail tunnels and bridges that are reaching the end of their useful life and that provide major economic benefits to jurisdictions outside the jurisdiction that owns the facility.

Conclusion

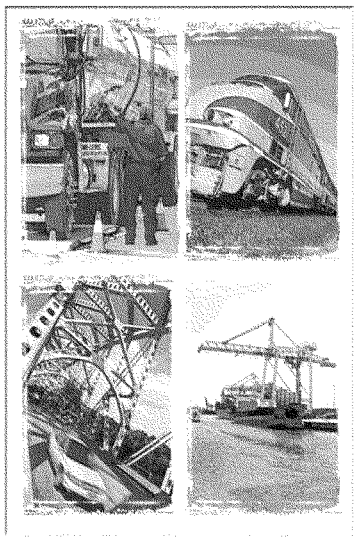
The I-95 Corridor Coalition started as a state and local, and public and private, initiative to work together to identify and solve transportation problems. We are very proud of the work of the Coalition and very happy that the Congress, our states, and our private sector members have continued to support and fund it. We believe that a key reason for that support is that the Coalition addresses problems of national and regional importance that are critical to their and our current and future well being.

As you work toward a vision of the future, we recommend that you draw on the lessons learned by the Coalition and—

- See freight transportation and longer-distance business and recreational travel as critical to interstate commerce, global trade, and the economic vitality of the nation;
- See the need for transportation investment and policies to sustain economic vitality while also meeting energy and environmental goals; and
- See strong federal leadership to—
  - Develop a national strategic transportation vision, for the freight- and passenger-transportation systems of the 21st Century as a framework for policy and investment decisions;
  - Address issues of true national and multi-state interest, including interstate commerce and international trade;
  - Support multi-state institutions like the I-95 Corridor Coalition that help states build consensus and prioritize investments in projects of regional and national importance; and
  - Implement newly authorized mechanisms to fund large projects of national importance where benefits accrue to multiple jurisdictions and costs are too great for the jurisdiction in which the project is located to fund alone. Project selection should be based on performance-driven considerations.

Appendix A

I-95 Corridor Coalition



The I-95 Corridor Coalition is a partnership of state departments of transportation, regional and local transportation agencies, toll authorities, and related organizations, including public safety, transit, port and rail organizations, from Maine to Florida, with affiliate members in Canada.

I-95 Corridor Coalition members are working together to reduce congestion, increase safety/security and to assure that the entire transportation network supports our economic vitality throughout the region. The Coalition pursues a wide range of projects and activities related to providing reliable and timely travel information, coordination of incident response and freight within the corridor and across different modes of travel, and electronic systems to make payment of tolls and transit fares easier. Following are some of the successful programs the I-95 Corridor Coalition has launched. These are only the beginning; there is still much more to be done.

Policy & Strategic Planning

The Coalition is looking to the future, developing a Strategic Vision – system-wide, multimodal and long term in nature – for the sixteen state Coalition region.

Traveler Information Services

The Coalition's traveler information activities include an innovative project that enables members to acquire real-time travel data on major facilities, exchange real-time information on major incidents and events, and promotion of 511 system deployment Corridor-wide.

Commercial Vehicle Operations

The Coalition supports efforts to improve safety and streamline regulation of commercial vehicles through the use of technology to support safety inspections, credentials checks and to provide truck parking information.

Coordinated Operations

Traffic Management, Law Enforcement, Fire, Safety, Emergency and other Incident Management response personnel work together when major incidents occur. They meet regularly to discuss how incidents and emergencies can be handled more effectively. The Coalition has developed material, workshops and interactive training capability to promote adoption of consistent quick clearance policies Corridor-wide.

Intermodal Transportation

The Coalition is working to facilitate safe, efficient and reliable movement of people and goods across all modes. The Coalition has conducted studies of highway bottleneck locations that hinder efficient freight movement, and of freight rail operations in the Northeast, Mid-Atlantic and Southeast portions of the region that identify critical rail chokepoints.

Education and Training

The Coalition provides training, best practices workshops/reports, and information exchange meetings on a wide variety of topics to meet member agency needs.

Electronic Payment Services

The Coalition is supporting projects that advance interoperability between toll agencies and between transit and toll agencies for bankcard/smart card based fare payments.

Information Systems

The Coalition is developing both real-time and archived data sharing information systems to assist member agencies with analysis, planning, long distance travel information and incident management.

Performance Measures

The Coalition is using the travel time data being acquired through its vehicle probe project to develop a system for monitoring the performance of longer-distance intercity trips in the region.

Safety

The Coalition serves as a vehicle for disseminating information about best practices and lessons learned from other safety initiatives in the region and conducts analyses to identify common safety problems and solutions.

I-95 CORRIDOR COALITION

Appendix B

Strategic Goals and Actions

Economic Sustainability
• Sustain and enhance I-95 regional economic vitality and global competitiveness through key investments in multimodal transportation infrastructure and advanced technology. • Support corridor megaregion competitiveness in a global economy where metropolitan regions are increasingly competing not only with other domestic regions but with key metropolitan economic peers in other world trade blocks.
Environmental, Energy, and Quality of Life Sustainability
• In concert with AASHTO's Sustainable Transportation Vision, support a reduced carbon footprint for the I-95 region through reductions in greenhouse gas emissions by 20 percent (from 1990 levels) by 2020 and longer-term consistent with emerging national and corridor state reduction goals (e.g., 60 to 80 percent reductions from today's levels by 2050). Transportation sector contributes principally through vehicle technology, alternative fuels, and reductions in the rate of growth of motor vehicle travel. • Incorporate climate change considerations into infrastructure investment plans and decisions. Inventory critical infrastructure, particularly in vulnerable locations and consider climate risk and adaptation as part of infrastructure reconstruction plans. • Support a sustainable energy future for the region including a 2040 goal of doubling the fuel efficiency of the region's vehicle fleet and substantially diversifying fuel use. • Support sustainable land use practices within I-95 states and metropolitan regions including: 1) transit-oriented development to support sustainable passenger transportation patterns, 2) freight village concepts to serve as important region hubs and points of distribution for local freight movements and 3) appropriate controls of access along highways and at interchanges to foster desirable development according to adopted growth plans, and to discourage unplanned sprawl and strip development which often undermine both planned land use and the highway system intended to serve it. • Support alternatives to travel including telecommuting, video conferencing, and mixed use developments that reduce the need to drive to access services.
Transportation Sustainability
• Invest in a 21st Century Interstate system for the I-95 region. This implies investment in preservation as well as additional capacity to reduce congestion and support a sustainable economy. Incorporate the latest asset management principles and maintenance standards. Utilize new materials and construction technology that will speed construction time and extend facility life. Incorporate context-sensitive solutions and environmental stewardship along with beneficial re-use of materials for all new or rebuilt facilities in the region. • Support an enhanced regional freight railroad system that accommodates an increased share of regional freight travel through a significant program of private and public investment in regional freight rail infrastructure as proposed in the subregional rail studies MAROps, NEROps, and SEROps. • Make a commitment to enhanced intercity passenger rail in the I-95 corridor to provide improved regional passenger options, including improved service and higher speeds, and to help mitigate the severe congestion that has emerged in the region's ground and air traffic systems. • Facilitate growth in freight volumes through East Coast ports anticipating the completion of the widened Panama Canal in 2015 and the emergence of increased Asian trade via the Suez Canal; consider issues of mega-hubbing, emergence of niche ports, short-sea shipping, inland

distribution, and other associated ground transport implications.

- Support multistate multimodal freight corridors including separation of freight and passenger vehicles where appropriate and application of state-of-the-art technology (e.g., Commercial VII)
- Support a seamless integrated passenger network for I-95 corridor region travel; e.g., Intercity rail connects with metro region transit networks and the region's major airports interconnect with transit and/or high-speed rail. Public transportation facilities/terminals (air, commuter rail, intercity rail and bus, urban transit, BRT) will be adapted to integrated multimodal terminals allowing seamless, one-ticket, minimal-transfer transportation.
- Support AASHTO's goal of at least doubling transit ridership by 2030.
- Support systems of managed lanes in the I-95 region's major metro areas that can provide a higher quality service option through pricing and support higher occupancy vehicles including Bus Rapid Transit. Consider cordon or similar pricing regimes to manage central area congestion in the region's major metropolitan areas.
- Invest in a 21st Century aviation system that includes a multidimensional program to increase capacity of airports and air space, as well as improve the performance and reliability of the system. Actions required include: investment in additional airport capacity including the development of new reliever airports to serve key markets within the I-95 corridor; improved ground access to all airports; better management of airspace and implementation of underused technologies such as satellite-based air traffic control systems; improved procedures to maximize efficiencies in areas such as aircraft spacing, and adding departure routes to the busier airports within the corridor.
- Develop an architecture for state-of-the-art regional operations and management infrastructure including VII and assure interoperability of current and emerging technologies. 24/7 real time operations will be critical to sustaining mobility in the congested I-95 corridor. Real time information will allow regional users to plan their trips by any mode knowing that they can reliably reach passenger and freight destination points in a just-in-time environment.
- Support a regional architecture and standards that allow transition to a new system of finance building on emerging technology (e.g., GPS). Such a system would allow states to smoothly convert from fuel tax-based revenue system to mileage-based fees and facilitate VMT congestion pricing applications. The architecture would also support toll agency conversion to the same mileage-based system, and facilitate pay-as-you-drive insurance or other appropriate commercial applications.
- Increase investment in the I-95 region's transportation infrastructure utilizing all potential mechanisms, including traditional government revenue sources, tax incentives, tolling, and other innovative approaches to leverage private capital.
- Support AASHTO's safety goal to reduce fatalities by one-half by 2030. Vehicle safety technology, highway safety, VII, and tougher enforcement and laws for high-risk behavior all can contribute to the goal.
- Adopt state-of-the-art emergency evacuation procedures. Incorporate considerations of increasing sea levels, storm frequency, and surge strength related to climate change.
- Address transportation security including considerations of bio-threats, dirty bombs and other potential terrorist threats throughout the multimodal systems in the region.
- Sustain and enhance the I-95 Corridor Coalition's multistate leadership role including advocating for these regional vision principles. Enhance the Coalition's leadership role in data and information sharing, training, public-private collaboration, multistate operations, and policy analysis.

I-95 CORRIDOR COALITION

October 16, 2008

The Honorable Peter A. DeFazio, Chairman
Subcommittee on Highways and Transit
U.S. House Committee on Transportation and Infrastructure
Washington, DC 20515

Dear Chairman DeFazio,

Thank you for your letter requesting additional information to support the Subcommittee on Highways and Transit's recent hearing on Transportation Planning.

On behalf of the I-95 Corridor Coalition, the attached responses are provided to your questions for the hearing record.

Please do not hesitate to contact me should additional information be helpful. I can be reached by telephone at 410-545-0400, by e-mail at npedersen@sha.state.md.us, or by mail at 707 N. Calvert St., Baltimore, MD, 21202.

Sincerely,

Neil J. Pedersen

Neil Pedersen, Executive Board Chair
I-95 Corridor Coalition

Encl.

1. The GAO found that freight-related projects have a difficult time being programmed for construction under the current planning process. Recognizing there is a number of reasons for this situation (private sector benefits, benefits accrued to areas outside of the jurisdiction making the investment.) Can you give us your thoughts on how the process could better integrate or account for the benefits of freight-related projects?

RESPONSE

The transportation planning process has long focused on passenger transportation issues, especially in large metropolitan areas. The I-95 Corridor Coalition has sponsored a number of studies aimed at identifying critical highway bottlenecks and rail chokepoints in its sixteen state region. These studies have shown that the many of the highway bottlenecks and rail chokepoints in our large metropolitan areas are, in fact, the primary causes of inefficient freight movement, contributing directly to increased costs of goods and services. So, we agree that it is imperative that we find ways to better account for these economic costs in our planning processes.

As a multi-state Coalition that concerns itself with longer-distance travel issues, we believe that there first must be a policy mandate for public sector transportation agencies to consider the potential benefits to freight movements (and, therefore, economic efficiency) in determining project priorities. Since these trips typically involve interstate travel, we believe that the policy should be promulgated by the Federal government. The need for new Federal surface transportation legislation provides an opportunity to include such a policy mandate.

Each state and metropolitan region should be required to enhance their planning processes to demonstrate that longer-distance freight movement issues are being addressed and considered in project priority decision-making. For example, the evaluation criteria/performance measures used to inform the project priority process should include measures designed to capture the potential economic benefits of improvement freight movement.

Because freight operations are often organized at a multi-state scale (e.g., truck distribution operations from ports and major distribution centers typically serve an area extending 100 to 250 miles from the port or distribution center; and Class I railroads work with markets that may cover a dozen states), it is also important that metropolitan planning organizations and state transportation and economic development agencies have a mechanism or forum that allows them to coordinate policy, planning, and programming activities across city and state boundaries, matching the scale of operations of private sector shippers and carriers. The I-95 Corridor Coalition is one approach to meeting this need.

We would like to draw your attention to the proceedings of a Freight Planning workshop conducted by the FHWA in August of 2005. The entire proceedings

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document can be found at: www.fhwa.dot.gov/freightplanning/freightworkshop.pdf. This document identifies a number of key issues in the areas of long-range planning, engaging the private sector freight community, use of data and analytical tools, organizing to facilitate freight planning, and multi-jurisdictional planning. The document recommends a number of actions designed to improve the ability of planning organizations to incorporate freight into the transportation planning process, for consideration by AASHTO, FHWA and other funding organizations.

2. You talk about the development of a "national strategy." It is clear that lack of direction, mission and strategy have undermined the program. How do you suggest we prevent this strategy from becoming every states and/or regions wish list, and create a process to develop a truly targeted, performance-based prioritization?

RESPONSE

In our view, a successful national strategy will not be one handed down by the Federal government. A successful national strategy will be one that evolves from discussion and consensus among the states, shippers, and carriers with Federal leadership and guidance in the consensus process. Buy-in will be essential to success. We believe such a process would result in a national strategy that ensures that freight can be moved efficiently among all major markets by improved highway and rail connections.

The I-95 Corridor Coalition undertook such a process in the development of its 2040 Strategic Vision. Our consensus vision was informed by input from our members, from regional planning organizations, and from a wide variety of public and private stakeholders. It was guided by our Policy and Strategic Planning committee, with leadership provided by our Executive Board. And it was supported by our technical staff and consulting team.

The Coalition has no authority to impose its vision on any of its state members or any other of its member organizations; that would be impractical and inappropriate. But by conducting a transparent, consensus process, we believe that our work will influence the future transportation policies of our member organizations, particularly as they relate to issues that require a multi-state approach such as reduction of greenhouse gas emissions, expansion of intermodal freight movement, development of intercity rail, and the financing of the mega-projects that will be need to alleviate critical highway bottlenecks and rail chokepoints that are threatening regional and national economic vitality.

We have found that states and regions, as well as private sector firms, benefit from a broader, strategic understanding of how transportation systems work. The pooled effort is cost-effective, and the larger system view allows individual states to target their investments with less risk that their improvements will be off the mark.

3. Do you agree that the Projects of National and Regional Significance, created by SAFETEA-LU, structure as a more targeted, competitive program (as it was originally designed) could sufficiently fund the large-scale, national and regional corridor projects that our surface transportation system needs?

RESPONSE

We do agree that the Projects of National and Regional Significance, if structured as a more targeted, competitive program, could serve as a vehicle through which the Federal government contributes towards critical projects necessary to implement the national consensus strategy.

We would like to share with you input that we provided to the Federal Highway Administration February 2007 relative to grant criteria for the program (see Appendix). We believe it directly addresses your point for a more targeted, competitive program.

Your question also addresses the need for a sufficiently funded program. That is certainly a critical issue, as many highway sections, highway bridges, and rail infrastructure are aging and must be replaced. Moreover, many of our highway bottlenecks and rail chokepoints will require massive investment. These are mega-projects that no single state can, or should, pay for alone.

To cite two examples, the replacement of the Woodrow Wilson Bridge in the Washington, DC region cost $2.4 billion. The cost of replacing the Howard Street Rail Tunnel in Baltimore, a critical link in the national rail network, may be $2 to 3 billion or more. Projects such as these exist throughout the Coalition region and throughout the nation. The I-95 Coalition has inventoried the location of major highway bottlenecks and rail chokepoints in its region, but we have not calculated the cost of improving them. A back-of-the-envelope estimate suggests that the present value of recaptured time achieved by reducing delays to cars and trucks by 25 percent at the top 30 bottlenecks in the amounts to $15 billion to $20 billion over the next 20 years. This first order estimate suggests that there is a positive economic benefit to a Projects of Regional and National Significance program. We believe that a national inventory and cost estimate should be developed to inform the process of deciding funding needs for a targeted Projects of Regional and National Significance program in the next Federal Surface Transportation authorization legislation.

While calling for an important Federal role in funding these improvements, we also acknowledge the role of state and local governments in providing fair and affordable funding. We also acknowledge the potential role of private financing of these improvements, although the events of recent weeks in international markets may affect the ability of the private sector to raise capital for longer-term infrastructure projects.

4. According to the U.S. Department of Transportation, land use and transportation are symbiotic: development density and location influence regional travel patterns and, in turn, the degree of access provided by the transportation system can influence land use and development trends.

- In your opinion, are land use and transportation planning sufficiently linked? If you would argue that they are, please provide us with examples. If you would argue that they are not, please provide us with specific strategies that can be employed at the Federal, state or metro area levels.

RESPONSE

Transportation and land use decisions are usually made by different levels of government that have different interests, and therefore the linkage which should logically occur between land use and transportation planning often is not as strong as it should be. Most land use decisions are made by local government, and often these decisions are driven by economic development and tax base considerations more than any other factor. The degree to which impacts of development on the transportation system or adequacy of the transportation system is taken into account in these decisions varies considerably by local jurisdiction, but it frequently is a secondary factor, or not an important consideration at all. Local jurisdictions are often in competition with each other for economic development, and therefore development will occur where it is economically most advantageous to developers rather than where it is most efficient from a transportation standpoint. In fact, development patterns that are more efficient from a transportation standpoint, such as transit-oriented development often are more costly for developers, and therefore are at a competitive disadvantage. Developers will often shop around until they find a local jurisdiction that will give tax breaks or other economic incentives in order to land the development.

Based on our experience in Maryland, I would recommend that economic incentives be provided when transportation and land use planning are done in a coordinated manner and in a manner that supports more transportation efficient development patterns. Similarly, disincentives could be used when land use and transportation planning are not well coordinated or inefficient land use patterns are promoted by transportation investments. For example, higher matching ratios could be provided for transportation improvements that support planned transit-oriented development and lower matching ratios for transportation improvements that primarily serve sprawl development. Similarly programs could be developed that encourage the transportation component of well planned communities that reinforce efficient transportation. This was partially the intent of the TCSP program; however if a program such as this is heavily earmarked the monies will not be spent in a way that best reinforces the intent of the program, as was demonstrated through the TCSP program.

5. The Surface Transportation Policy Project (STPP) recently released a study on performance measures in transportation planning. It suggested that an expanded list of performance indicators could include: financial transparency; efficient land use; transportation choice and mode share; energy efficiency; health impacts; and environmental impacts.

- What types of performance measures, in your opinion, should states and MPOs be required to consider when fulfilling their transportation planning roles?

RESPONSE

Performance measures should be tied to the goals established for a program. The federal surface transportation program has lost its focus due to much of the funding going to projects that are not supporting the most important national goals for surface transportation. I believe that both funding eligibility and the structure of the federal program should be refocused on objectives of national interest. I have had the opportunity to be involved in the development of AASHTO's reauthorization policy proposals, and I believe they have proposed an appropriate set of national goals for the federal surface transportation program:

- Preserve and renew the System and maintain urban and rural accessibility and connectivity
- Enhance economic competitiveness, interstate commerce and national defense through an enhanced freight system
- Improve transportation safety
- Reduce congestion and improve urban and rural accessibility and connectivity using multimodal solutions
- Support system reliability, national security and natural disaster response
- Enhance the environment and community quality of life

AASHTO is also proposing to restructure the federal program to align funding programs with these goals of national interest, with the following program areas:

- Preservation
- Freight/economic development
- Safety
- Congestion Relief and Connectivity (mobility and accessibility in both urban and rural areas)
- System Operations
- Environment
- Intercity Passenger Rail
- Federal Lands
- Research
- National Defense

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I believe that a limited set of uniform performance measures should be developed for each program area that would then have to be used to demonstrate that projects that are being proposed to be funded in each program area actually support the national goal that program category is associated with. States or MPOs could develop additional performance measures, but these would have to be related to the national goal associated with the program category. This would have the effect of increasing accountability for the federal-aid program being related to a national purpose.

Appendix

Grant Criteria for Project Evaluation
Projects of National and Regional Significance

Based on our work to date, we would like to share the following observations with the FHWA relative to grant criteria for the PNRS program. FHWA has adhered closely to current legislative language in developing the proposed criteria; however, given that these criteria are being developed for future program applicants beyond this authorization cycle, we suggest the following broader set of criteria that ideally would guide such a program in the future:

1) National Transportation System Function – What function does the proposed project serve in the national transportation system?

- A highly recommended freight and/or passenger project should address transportation needs and connectivity at an international trade gateway or domestic trade hub; along a national trade, commerce, or military corridor; or along a multi-state regional trade, commerce, or military corridor.

2) Condition and Performance – What is the condition and performance of the gateway, hub, or corridor?

- A highly recommended freight transportation project should demonstrate that it serves a high volume and value of commodity movements; that current and forecast performance are negatively affecting freight carrier travel time, operating cost, and reliability; and that current and forecast conditions create significant safety or environmental problems for carriers and adjacent communities.
- A highly recommended passenger transportation project would demonstrate that it serves a high volume of personal, business, and recreational travel; that current and forecast performance are negatively affecting passenger trip travel time, cost, and reliability; and that current and forecast conditions create significant safety or environmental problems for travelers and adjacent communities.

3) Economic Value and Benefits – What is the economic value of the proposed actions?

- A highly recommended freight transportation project should demonstrate that it serves commodity movements supporting a wide variety of domestic and international supply chains critical to the growth and competitiveness of significant business and industry sectors or to military preparedness and mobility.
- A highly recommended passenger transportation project should demonstrate that it serves a high volume and value of personal, business, and recreational travel critical to the growth and competitiveness of significant business and industry sectors.
- A highly recommended freight or passenger project should demonstrate a positive benefit to the national and multi-state regional economies compared to the cost of the project and the opportunity cost of taking no action or suffering failure of the facility. Benefits should include

jobs, business development opportunities, contribution to the gross national product (GDP), and to our international competitiveness.

Projects that meet these criteria should then be evaluated on four additional criteria:

4) Technical Feasibility – Is the proposed solution technically feasible?

- A highly recommended project should demonstrate that the proposed actions—which may include proven and innovative capital, operating, pricing, and regulatory solutions—are feasible and effective at addressing the identified problems and achieving the anticipated benefits.

5) Funding Feasibility – Is the proposed funding approach feasible?

- A highly recommended project should demonstrate evidence of sufficient, stable, and dependable financing sources—with appropriate contingency amounts—to implement the project within a proposed and reasonable schedule.
- A highly recommended project should demonstrate an allocation of public and private cost responsibility in proportion to public and private shares of benefits and risks.
- A highly recommended project should leverage Federal investment with non-Federal contributions, including contributions from public-private partnerships.

6) Institutional Feasibility – Who has jurisdiction to finance and implement the proposed project?

- A highly recommended project should demonstrate that the proposed project cannot be readily and efficiently realized without Federal support and participation because multiple states or other jurisdictions and private sector interests are affected by the project and there is no non-Federal mechanism to fully finance and implement the project.
- The project should, however, demonstrate that the public and private interests have a well thought out institutional approach to development of the project.

7) Political Support – Do major stakeholders support the project?

- A highly recommended project should demonstrate the commitment of public and private sector support for the project from planning through financing, implementation, and operation.

A project that meets all seven criteria should be considered for funding as a high-priority Project of National and Regional Significance.

Eligibility for Federal Assistance

In regard to eligibility, we recognize that FHWA has attempted to foster a multimodal approach to the program, however, we find that the limitation of Federal funds under this program to Title 23 eligibility is restricting the types of intermodal projects we envision for our multistate region. We encourage a more flexible interpretation of eligibility as we move forward and encourage the FHWA to embrace the broad intermodal approach advocated by the Department and surface transportation legislation since ISTEA. For example, we believe that eligibility under this program could now be interpreted to include rail projects that were made eligible for Title 23 TIFIA funds in SAFETEA-LU. In any case, we encourage the Department and the Surface Transportation Policy and

Revenue Commission to advocate wider eligibility for Projects of National Significance as we move toward the next reauthorization.

A further question relates to Section 506.7 which says that projects should be equal to or greater than $500 million or 75 percent of a state's apportionment. How might this apply to a multi-state project?

Project Development and Environmental Streamlining

We believe the Notice should address this important topic with language to the effect that such nationally significant projects would automatically be identified by FHWA for inclusion in the Department's environmental streamlining initiative and also for public-private partnership flexibility embraced under SEP-15.

TESTIMONY OF

James D. Ritzman, P.E.
Deputy Secretary for Planning
Pennsylvania Department of Transportation

Regarding

Transportation Planning

before the

House Transportation and Infrastructure:
Subcommittee on Highways and Transit

United States House of Representatives

Thursday, September 18, 2008

Transportation Planning in Pennsylvania

Good Morning. My name is Jim Ritzman. I serve as the Deputy Secretary for Planning at the Pennsylvania Department of Transportation (PennDOT). I have worked in various highway safety, design, construction, and planning roles in my twenty-three years of employment at PennDOT. I appreciate the opportunity to appear before you and provide a perspective on transportation planning from Pennsylvania.

It is said that "Discipline is the bridge between goals and accomplishments". In a like fashion, so is planning – the bridge between goals and accomplishments. Planning is a discipline, that when focused, yields better decisions and better results. Planning without results, or in the transportation business, without implemented projects – is a good read at best.

Long Range Transportation Plan

To that end, Pennsylvania developed a statewide long range transportation plan called the Mobility Plan. The Mobility Plan was developed in partnership with the many entities that influence transportation in Pennsylvania, along with interested members of the general public. The Mobility Plan articulates a vision "Provide the best performing transportation system for people, business, and places" for transportation investment through 2030. It further sets direction by cascading from that one broad, overarching vision through to increasingly specific steps – goals, objectives, strategies, detailed actions and initiatives – that will carry us forward.

Mobility Plan Goals and Objectives

Goal 1: Move people and goods safely and securely.

- Reduce the number of fatalities and crashes.
- Ensure the uninterrupted operation of vital transportation services.

Goal 2: Improve quality of life by linking transportation, land use, economic development, and environmental stewardship.

- Direct resources to support economic and community development.
- Integrate land use and transportation.
- Preserve natural, historical, and cultural resources.
- Promote energy conservation.

Goal 3: Develop and sustain quality transportation infrastructure.

- Advance a program to achieve desired maintenance cycles.
- Accelerate the use of innovative construction techniques, better materials, and improved maintenance practices.

Goal 4: Provide mobility for people, goods, and commerce.

- Improve connectivity and accessibility throughout the transportation network.
- Improve transportation system operating efficiency.
- Improve transportation system reliability.

Goal 5: Maximize the benefit of transportation investments.

- Improve transportation investment decision-making.
- Focus statewide planning and investments on a Core PA Transportation System.
- Secure funding to preserve Pennsylvania's transportation infrastructure and to make strategic capacity improvements.
- Improve project delivery to expedite project development and reduce cost.

As I noted previously, the value in planning should be seen in its results. The influence of the Long Range Transportation Plan should be seen in the four-year Statewide Transportation Improvement Program (STIP). The STIP takes the vision, goals and objectives from the Long Range Plan and identifies specific projects to be advanced through to construction. It is where the results of prioritization decisions and many difficult choices are seen.

Statewide Transportation Improvement Program

The official federal programming document is the Statewide Transportation Improvement Program. The STIP includes the Metropolitan Planning Organization (MPO) Transportation Improvement Programs (TIPs). The Commonwealth has fifteen MPOs (county and regional bodies covering all urbanized areas over 50,000 population). MPOs are mandated to establish and carry out a cooperative, continuous, and comprehensive planning process in order to meet various planning and programming responsibilities that were established in legislation - Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU). MPOs develop and approve regional Transportation Improvement Programs. The Governor or his designee (currently the Secretary of the Pennsylvania Department of Transportation) must also approve the individual TIPs and submit the entire STIP to the US Department of Transportation for their approval.

The STIP also includes projects from the rural portion of the state. PennDOT and the Rural Planning Organizations (RPOs) and independent counties under contract to PennDOT are jointly developing and approving rural TIPs. Therefore, for transportation planning and programming purposes, RPOs function as MPOs. The Governor or his designee also approves these rural TIPs, as well as the overall STIP. Presently, there is only one rural county in Pennsylvania (Franklin County) that is not functioning as an RPO; in this case, PennDOT develops the TIP on their behalf.

PennDOT works closely with planning partners to develop regional TIPs. The process begins with jointly establishing our financial framework in which we work. Ten years ago the first financial guidance was issued. In a collaborative effort among a representative group of MPOs, RPOs, the FHWA and PennDOT, a Financial Guidance Work Group was formed to develop a method to fairly distribute all federal aid highway and state capital funds among the 23 planning regions across the state. A proposed Financial Guidance is adopted by the planning partners prior to the formal update of each Transportation Improvement Program (TIP). The guidance insures that each TIP is developed within a fiscally constrained envelope and that funds are fairly distributed across the state. The development of General and Procedural Guidance further defines the expectations and focus areas of the TIPs. These guidance documents include discussion on items such as emphasizing system preservation investment, establishing

investment targets for bridge funds to be utilized to eliminate structural deficiencies, strengthening the linkage between land use and transportation decision-making, and ensuring linkage with the Long Range Transportation Plan. Expectations for additional topics such as timing, coordination requirements, public involvement, program development, program administration, program monitoring are also elaborated and clarified.

Planning Issues

A basic building block of transportation planning is financial capacity. A stable and predictable financial budget is necessary to set priorities with transportation's many stakeholders. Relationships and credibility can be strained when funding assumptions and funding realities do not match.

Planning has become increasingly difficult because of the economic realities of construction cost escalation and the multiplying effect of inflation and related erosion of buying power. In addition, high fuel prices have reduced state motor license fund and federal highway trust fund revenues.

The Interstate Era, which led to increasing independent mobility with personal automobiles, set the stage for continual demands for capacity expansion and other interstate look-a-like projects. These types of projects cannot be afforded with current financial constraints or at the expense of not addressing our huge backlog of system preservation needs. Focusing attention on existing infrastructure is oftentimes contentious.

Communicating how transportation projects are funded can be very challenging. The general public, as well as the transportation community, has great difficulty in understanding project eligibilities in the many different federal funding categories.

Congressional earmarks maximize value when they are focused on the existing transportation infrastructure or other projects included in the STIP.

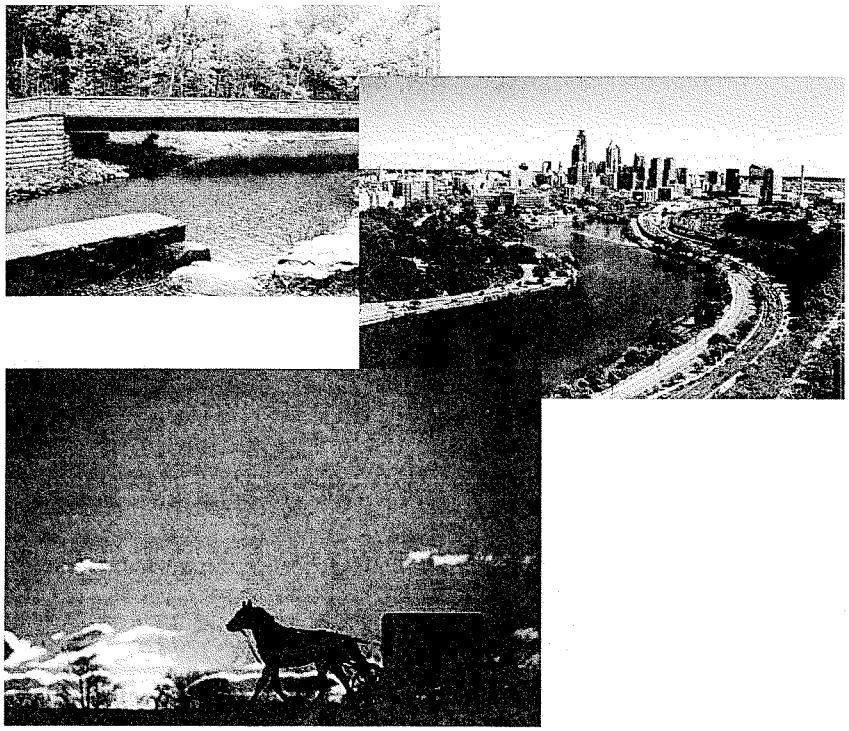
Energy security and climate change issues are closely linked to transportation and are emerging challenges that must be addressed.

Additional Detail can be found at...

- Pennsylvania Mobility Plan – Executive Summary
  http://www.pamobilityplan.com/pubs/MP-ExecSum-9-11-06-lowres.pdf
- Pennsylvania's Statewide Transportation Improvement Program (2009-2012) Executive Summary, August 11, 2008
  ftp://ftp.dot.state.pa.us/public/Bureaus/Cpdm/2009-2012%20STIP1.pdf
- Smart Transportation Guidebook
  ftp://ftp.dot.state.pa.us/public/Bureaus/design/SMART%20TRANSPORTATION%20.pdf

pennsylvania
DEPARTMENT OF TRANSPORTATION

STATEWIDE TRANSPORTATION IMPROVEMENT PROGRAM 2009-2012



EXECUTIVE SUMMARY
AUGUST 11, 2008

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pennsylvania
DEPARTMENT OF TRANSPORTATION

2009 STIP OVERVIEW

In compliance with all applicable State and Federal requirements, the Pennsylvania Department of Transportation, in cooperation with the Federal Highway Administration (FHWA) and its planning partners at the county and regional levels, has developed a 2009-2012 Statewide Transportation Improvement Program (STIP).

The 2009-2012 STIP includes $12.2 billion in federal, state, local and private resources over the four year period. The STIP consists of a list of projects and/or project phases identified for funding, and these projects are prioritized by year. The package also provides air quality conformity determinations and other supporting documentation.

The 2009-2012 STIP is the sixth Program to be developed through Pennsylvania's "re-engineered" transportation planning and programming process. The emphasis on openness, participation and partnerships continues to be the focal point. General and Procedural as well as Financial Guidance were developed in a cooperative manner. FHWA and all Planning Partners involved in the development of the 2009 Program concurred with the update guidance prior to final issuance. Throughout this report the term "Planning Partners" refers to Metropolitan Planning Organizations (MPOs), Rural Planning Organizations (RPOs) and one Independent County (IC) involved in the planning and programming process.

This STIP submission includes TIPs and program supporting documentation as adopted by each metropolitan and rural Planning Partner. Appendix 1 indicates the specific dates of public comment periods and the dates on which adoptions took place for each Planning Partner.

Key aspects in the development of the STIP were:

- The Department and the Planning Partners reached consensus on the development schedule and the General and Procedural, as well as Financial Guidance for program development during 2007. Final guidance was issued September 14, 2007.

- The State Transportation Commission (STC), Planning Partners and the Department coordinated on a number of public involvement initiatives during August and September of 2007.

- Planning Partners, with input from the Department, the STC and transit providers produced draft Transportation Improvement Programs (TIPs) for their areas or regions and submitted them to the Department by February 29, 2008 for its review and response.

- The Department responded on April 21, 2008 with proposed refinements to the TIPs along with the Secretary's "Spike" decisions. From this point, issues were identified, differences were negotiated, and consensus was achieved.
- Air quality analyses were undertaken in ozone and PM2.5 non-attainment areas and conformity determinations were completed. A formalized interagency consultation

process was used by the federal and state agencies to review and comment on the draft conformity determinations. Subsequently, public comment periods were held, comments were addressed, and the TIPs were adopted by each planning partner.

- Planning Partner TIPs have been incorporated directly into the STIP, without modification.
- The State Transportation Commission endorsed the STIP through their adoption of the Commonwealth's Twelve Year Program on August 7, 2008.
- The STIP is a financially responsible and fiscally constrained program. It reflects the best estimate of federal, state, local, and private funds available over the next four years.
- The STIP is consistent with the Department's long range plan: The Mobility Plan and Planning Partner TIPs are consistent with their long range plans.
- The Highway and Bridge portion of the STIP continues the Commonwealth's maintenance first philosophy, improves safety, and continues improvement in the condition and performance of Pennsylvania's highway system. The capacity expansion and new facility projects are consistent with the Mobility Plan and Planning Partner long range plans.
- The STIP for Public Transit is based on the projects and line items included on the Planning Partner TIPs as developed in cooperation with transit agencies.
- The STIP includes all regionally significant projects regardless of funding source.

The following sections of this document summarize the funding in both the highway and transit portions of the STIP. Additional information is provided on air quality conformity, public participation and other specifics related to TIP development and management. Planning Partner submissions include regional TIP listings, air quality conformity reports, public comment documentation, TIP administrative procedures, and various resolutions where required.

FINANCIAL GUIDANCE

The development of the FFY 2009-2012 STIP was based on Financial Guidance. The Department, FHWA and the Planning Partners jointly developed the Financial Guidance, first through a Financial Work Group, and later through agreement by all parties. This guidance was reviewed with all Planning Partners during the July 19, 2007 Planning Partners conference, and concurrence was achieved. Final Financial Guidance was issued on September 14, 2007.

The funding for development of the Program anticipates all federal and state funding over the 2009-2012 period. For highways and bridges, federal funding assumptions were based on the last year of SAFETEA-LU. State revenues were based on the latest budget estimates for highway and bridge capital appropriations. Allocations were provided to each Planning Partner for highway and bridge funds based on jointly developed formulas. A portion of highway funding was reserved for distribution by the Secretary of Transportation to offset the impact of high cost projects, special initiatives, or program "spikes", which are beyond a region's allocation. It was recommended by the Financial Guidance Work Group that an Interstate Management (IM) Program continue to be a separate centrally managed program.

For transit, the Financial Guidance included a combination of federal and state resources. Federal funding was based on SAFETEA-LU levels. State funding was based on formulas established in Act 26 of 1991, Act 3 of 1997, and Act 44 of 2007. As part of an agreement between the Commonwealth and the transit agencies, a total of $25 million per year in federal highway funding was reserved to be flexed to transit agencies.

Federal funding included in the Financial Guidance included guaranteed authorizations for FFY 2009. Based on an average of past reauthorization funding levels, a four percent increase was assumed for Federal Fiscal Years 2010 through 2012. Each transit operator was responsible for determining specific amounts for capital improvements and operating assistance.

STATE TRANSPORTATION IMPROVEMENT PROGRAM

Highway and Bridge Summary

Funding contained in the highway STIP includes all federal and state capital funds which are anticipated to be available over the next four years, 2009 – 2012. This funding has been assigned to projects consistent with an integrated and cooperative process between the Pennsylvania Department of Transportation and its Planning Partners. Local and other sources of revenue are included as identified for individual projects.

The 2009 – 2012 STIP includes funding for capital improvements, restoration of the existing system, safety improvements, congestion reduction, operational improvements and preservation of bridges. While operations and maintenance is addressed, the STIP does not account for the state maintenance appropriation, except where maintenance funds are used to match federal funds.

The following table shows a summary of funding contained in the highway and bridge portion of the STIP from all sources by federal fiscal year

STIP – Highway and Bridge Funding Summary ($M)

Source	2009	2010	2011	2012	Total
Federal	$1,881	$1,822	$1,765	$1,847	$7,315
State	$1,200	$1,211	$1,130	$1,126	$4,667
Other	$65	$40	$50	$25	$180
Totals	**$3,146**	**$3,073**	**$2,945**	**$2,998**	**$12,162**

Assumptions

This submission includes certain assumptions regarding the availability of funding. The following summarizes the funding assumptions for the highway and bridge portion of the STIP:

- Available funds are consistent with Financial Guidance with certain exceptions noted below.
- FFY 2009 Federal funds are based on SAFETEA-LU guaranteed authorizations. A four percent increase was assumed for fiscal years 2010 through 2012 based on historical rates of federal aid highway and bridge funding. A 2.6 percent increase was assumed for the same period of time for federal transit funding. The increase is also based on historical rates of federal transit increases from ISTEA through SAFETEA-LU.

- State funds are based on the latest budget estimates in the years covered by the STIP.
- Most federal funding categories assume a 4-year apportionment. Although the Commonwealth has significant balances of various federal funding categories, these balances were not considered.
- Financial Guidance did not assume any carry-over balance of State highway or bridge funds. However, the Commonwealth ended the state fiscal year ending June 30, 2008 with considerable cash balances in both categories. A portion of these cash balances were included in the 2009 -2012 STIP. This includes $200 million in highway funds and $80 million in bridge funds.
- Certain federal funds are associated with specific projects and/or programs and are available as additional financial resources above and beyond the dollar amounts shown in Financial Guidance. This includes categories such as: earmarked Special Federal Funds (SXF), Interstate Construction Funds (FAI), Federal Lands (FLH) and various federal discretionary program funds.
- As part of Governor Rendell's Rebuild Pennsylvania Initiative, the 2009-2012 STIP assumed a $200 million per year bond issue based on the Governor's 2008-09 proposed budgets.
- The Pennsylvania General Assembly passed a one year $350 million bond initiative in July 2008. The General Assembly has indicated that further bond issues will depend on project delivery.
- Act 44 funding; which is derived from an agreement with the Pennsylvania Turnpike Commission assumes federal approval of tolling I-80.

Interstate Management Program Summary

The decision to treat the Commonwealth's Interstate system, as a separate program removed from MPO and RPO TIPs with projects programmed based on statewide need, was an outgrowth of the Department's Financial Guidance Committee whose membership includes representatives of the Department and our Federal and State Planning Partners.

From a programming standpoint, the Interstate Management Program (IM) is constrained to an annual funding level of approximately $472 million a year; or, an overall four year program worth $1.89 billion. Out of the annual allocation, an amount ($18.5M) is set aside as a line item to address programmatic contingencies.

Initial IM programming consideration is given to "pipeline projects": projects which carry over from one Program to another. Once the financial magnitude of the carry over projects has been determined, an estimate can be made on the amount of program funds available for candidate IM projects.

PennDOT's Center for Program Development and Management solicits candidate IM projects from the Districts. Once candidate projects are received from the Districts, this information is shared with the Bureau of Maintenance Operations (BOMO) and the Bureau of Design's Bridge Unit for field views, project evaluation, and relative project ranking based on asset management principles.

The 2009 Interstate Management (IM) Program is based on the project evaluations and available financial resources over the four year TIP period. For roadway projects, BOMO's project evaluation criteria checklist was utilized to rank projects (that criteria includes pavement condition, pavement age, treatment cycle, etc.). For bridges, the Bridge Risk Assessment tool was used to determine the priority of bridge project candidates.

Financial Constraint

The 2009-2012 Statewide Transportation Improvement Program Available Funds vs. Programmed funds table provides additional detail by category of all highway and bridge funding for each of the four STIP years as well as a total of the four years. This funding is compared to available funding for each year.

The table is also divided by core funding categories and those categories which bring additional resources to the STIP. Funding categorical definitions are provided in Appendix 2.

Further detail of funds by federal categories and sub-categories is included in Appendix 3, as supporting material to the table. The full printout displaying federal, state and other categorical breakdowns from the Multi-modal Project Management System is included as Appendix 4.

The table demonstrates the financial capacity of the STIP. Projects are programmed based on asset management principles and state and local priorities. Specific funding categories are matched to the extent possible; however, some categories do not match expected four year apportionments. With the available balances in state and federal categories, coupled with the transferability provisions of the federal program, this can be managed. Appendix 5 shows balances of various federal categories as of July 29, 2008. The STIP contains slightly more federal funds than apportionments may dictate in some years, but it is under-programmed in state funds. This can be managed throughout implementation of the STIP in the following ways:

- The annual obligation limitation will ultimately control the level of federal dollars obligated in any particular year.

- Developing projects based on federal procedures will allow flexibility to make decisions to implement projects using either federal or state funds at a later time. Project development based on state standards will not allow a switch to federal. This will allow Pennsylvania to react to variations in annual obligation authority.

- Programmed projects reflect year of expenditure requirements (see Appendix 11).

2009-2012 Statewide Transportation Improvement Program
Available Funds vs. Programmed Funds ($M)

	2009		2010		2011		2012	
	Financial Guidance	Programmed	Financial Guidance	Programmed	Financial Guidance	Programmed	Financial Guidance	Programm
Highway Funds								
National Highway System	232.0	142.3	241.3	90.5	250.9	91.6	260.9	1
Surface Transportation Program/Equity Bonus	235.7	291.1	245.2	331.6	255.0	337.8	265.2	2
Urban	85.5	83.2	89.0	85.2	92.5	88.5	96.2	
Interstate Maintenance	213.5	205.3	222.0	205.2	230.9	165.0	240.1	2
State Highway	277.7	257.7	277.6	254.4	275.2	200.7	272.6	1
Highway Sub-Total	**1,044.4**	**979.7**	**1,075.0**	**966.9**	**1,104.4**	**883.6**	**1,135.0**	**9**
Bridge Funds								
Federal Bridge	460.6	540.5	479.0	602.6	498.2	620.0	518.1	6
State Bridge	194.1	195.5	195.5	206.0	195.9	204.9	196.4	2
Bridge Sub-Total	**654.7**	**736.1**	**674.5**	**808.7**	**694.1**	**824.9**	**714.5**	**8**
Other Funds								
Cong. Mitigation/Air Quality	106.0	124.2	110.2	126.6	114.6	128.1	119.2	1
Rail/Hwy Crossings to Allocate	7.3	7.3	7.6	7.6	7.9	7.9	8.2	
Safety	46.3	46.2	48.1	51.4	50.1	48.1	52.1	
Safe Routes to Schools	6.3	6.3	6.5	6.5	6.8	6.8	7.1	
Appalachian Development	103.4	103.4	107.6	107.6	111.9	111.9	116.3	1
Interstate Construction (FAI)	40.8	40.8	40.8	40.8	40.8	40.8	40.8	
Enhancements	28.0	31.2	29.1	29.2	30.3	30.3	31.5	
Act 44	390.0	388.8	390.0	390.2	400.6	400.6	411.5	4
Subtotal Other Funds	**728.0**	**748.2**	**739.9**	**759.9**	**762.9**	**774.4**	**786.7**	**8**
Financial Guidance	**2,427.2**	**2,464.0**	**2,489.5**	**2,535.5**	**2,561.5**	**2,483.0**	**2,636.2**	**2,5**

Additional Funding Included in STIP								
Act 44 Discretionary	0.0	75.0	0.0	75.0	0.0	76.9	0.0	
Bond	0.0	180.3	0.0	176.0	0.0	160.0	0.0	1
SPR/PL	0.0	43.5	0.0	43.5	0.0	43.5	0.0	
Carryover State Highway	0.0	50.0	0.0	50.0	0.0	50.0	0.0	
Carryover State Bridge	0.0	20.0	0.0	20.0	0.0	20.0	0.0	
Carryover Economic Development	0.0	10.7	0.0	23.5	0.0	0.0	0.0	
Other (582, Local, SXF, etc.)	0.0	302.7	0.0	149.0	0.0	111.8	0.0	
Subtotal Additional Funding		**682.2**		**537.0**		**462.2**		**3**
Total	**2,427.2**	**3,146.1**	**2,489.5**	**3,072.5**	**2,561.5**	**2,945.2**	**2,636.2**	**2,9**

* Apportionments Reflect 2% set-aside for Statewide Planning

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Transit Summary

The following table provides a summary of funds included in the transit portion of the STIP.

STIP – Transit Funding Summary ($M)

Source	2009	2010	2011	2012	Total
Federal	$411	$429	$450	$470	$1,760
State	$1,223	$1,309	$1,350	$1,392	$5,274
Other	$119	$124	$127	$131	$501
Totals	**$1,753**	**$1,862**	**$1,927**	**$1,993**	**$7,535**

Funding for transit improvements in Pennsylvania is a combination of federal, state and local monies. Federal funding is based on SAFETEA-LU. Federal funding includes a mix of urban formula, non-urbanized, fixed guideway, new starts, elderly and persons with disabilities and bus and bus related facilities. State funding is provided through formulas established in Act 26 of 1991, Act 3 of 1997, as well as thru Act 44 of 2007. In addition, state capital budget funding is released annually for capital improvements. Categorical definitions are shown in Appendix 2.

Funding assumptions for Public Transit include federal funds based on the SAFETEA-LU authorization, annual appropriation acts, and guaranteed levels of funding. Congressional projects and Capital Investment grant projects (such as New Start projects) have been incorporated.

State funding for transit programs is completely restructured as provided for in Act 44 of 2007. Public Transportation funds will be deposited into a Public Transportation Trust Fund. The previous General Fund sources are replaced with a dedicated portion of the Sales and Use Tax to ensure that transit programs have a reliable and growing source of funding. The Public Transportation Trust fund consists of a Capital Facilities fund for Asset Improvements ($175 million/year), Capital Improvements ($66 million/year), Programs of Statewide Significance ($52 million/year) and a discretionary program for New Initiatives. Operating Assistance is provided at an average of $785 million per year.

All regional TIPs have completed Coordinated Public Transit-Human Services Transportation Plans as required by the Final Rule issued on February 14, 2007.

Assumptions

- For federal funds, assumptions include estimated apportionments of federal categories based on levels in SAFETEA-LU and annual appropriations bills.
- State funds are based on the most recent revenue projections.
- A total of $25 million in federal highway funding per year will be flexed to transit.

Financial Constraint

The following summarizes transit funding included in the transit STIP along with available funds. Transit and other funds in the STIP are shown by category. Line items have generally been included for Sections 5310 and 5311. Specific projects are determined early in the calendar year following the beginning of the federal fiscal year. Once these approvals are obtained, actual projects will be programmed and the appropriate line item will be reduced. Please note that some agencies have included line items/actual projects which represent carry-over approved projects or in anticipation of receiving these funds. The Multi-modal Project Management System transit STIP summary is included in Appendix 6. Programmed projects reflect year of expenditure requirements.

The 2009 Program Financial Guidance contained estimates for Sections 5307, 5310, 5311 and 5317. These figures are shown as available dollars in the following table. State funds are assumed to be available but have not been accounted for by category. Sections 3037 and 5309 are discretionary allocations and are programmed based on known allocations or reasonable assumptions.

State transit funds are derived from Act 44 which established a Public Transportation Trust Fund that combines old and new transit revenue sources and dedicates a portion of the state sales tax to transit funding. In combination with Act 44 funding, state transit funding is expected to average $414 million per year over the next 10 years.

2009-2012 Statewide Transportation Improvement Program
Transit Funding Summary Chart
Available Funds vs. Programmed Funds ($M)

Fund Type	2009		2010		2011		2012	
	Financial Guidance	Programmed	Financial Guidance	Programmed	Financial Guidance	Programmed	Financial Guidance	Programmed
Fed Highway								
CMAQ	1.1	1.1	0.0	0.0	0.0	0.0	0.0	0.0
FTAD	19.0	19.0	84.7	84.7	102.0	102.0	123.1	123.1
STP	0.9	0.9	0.7	0.7	0.6	0.6	0.6	0.6
SXF	1.4	1.4	0.4	0.4	0.4	0.4	0.0	0.0
TTE	0.9	0.9	1.0	1.0	0.9	0.9	1.1	1.1
Sub-Total	**23.3**	**23.3**	**86.8**	**86.8**	**103.8**	**103.8**	**124.8**	**124.8**
Fed Transit								
3037	5.1	5.1	5.1	5.1	5.9	5.9	5.5	5.5
5307	189.2	189.2	184.0	184.0	195.3	195.3	192.0	192.0
5309	177.6	177.6	142.1	142.1	135.0	135.0	137.5	137.5
5310	2.7	2.7	2.6	2.6	2.6	2.6	2.6	2.6
5311	11.0	11.0	6.8	6.8	4.8	4.8	4.9	4.9
5317	2.1	2.1	2.1	2.1	2.2	2.2	2.2	2.2
Sub-Total	**387.8**	**387.8**	**342.6**	**342.6**	**345.6**	**345.6**	**344.7**	**344.7**
Total Federal	**411.0**	**411.0**	**429.4**	**429.4**	**449.5**	**449.5**	**469.5**	**469.5**
State								
160	0.9	0.9	0.8	0.8	1.3	1.3	1.2	1.2
163	0.3	0.3	0.0	0.0	0.0	0.0	0.0	0.0
164	2.2	2.2	0.0	0.0	0.0	0.0	0.2	0.2
26 OPER	5.7	5.7	5.9	5.9	5.8	5.8	5.8	5.8
338	219.6	219.6	221.7	221.7	232.1	232.1	232.8	232.8
339	66.1	66.1	130.7	130.7	124.6	124.6	117.5	117.5
340	80.3	80.3	65.9	65.9	67.1	67.1	66.7	66.7
341	6.5	6.5	6.6	6.6	6.7	6.7	6.7	6.7
342	0.4	0.4	0.4	0.4	0.4	0.4	0.4	0.4
Act 3	1.4	1.4	0.1	0.1	1.6	1.6	1.7	1.7
CB	797.3	797.3	833.4	833.4	876.5	876.5	919.3	919.3
PTAF	42.0	42.0	43.4	43.4	33.7	33.7	39.9	39.9
SPOPR	0.1	0.1	0.1	0.1	0.1	0.1	0.1	0.1
Total State	**1,223.0**	**1,223.0**	**1,309.0**	**1,309.0**	**1,349.9**	**1,349.9**	**1,392.3**	**1,392.3**
Other								
Local	116.7	116.7	121.8	121.8	125.5	125.5	129.4	129.4
Other	2.4	2.4	1.8	1.8	1.7	1.7	1.9	1.9
Other-F	0.2	0.2	0.0	0.0	0.0	0.0	0.0	0.0
Total Other	**119.2**	**119.2**	**123.7**	**123.7**	**127.3**	**127.3**	**131.3**	**131.3**
Grand Total	**1,753.3**	**1,753.3**	**1,862.0**	**1,862.0**	**1,926.6**	**1,926.6**	**1,993.1**	**1,993.1**

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DEPARTMENT OF TRANSPORTATION

MANAGING STIP FUNDING

Funding included in the STIP and summarized in the earlier tables includes resources that can reasonably be assumed to be available over the 4-year period. Actual obligation of federal funds will be controlled by annual obligation limitations as determined through annual Federal Transportation Appropriation Acts.

Funding categories for specific highway and bridge categories will not precisely match funding anticipated over the four year period. As has been past practice, the Department will manage within the core highway categories and within the core bridge categories. This includes managing between federal and state dollars. For example, projects have not been assigned to federal Equity Bonus funding. Projects designated for NHS or STP funding will be assigned to Equity Bonus or to 100% State funding as necessary. The same holds for managing bridges. The Department, if necessary, will utilize transfer provisions to provide necessary funding for the STIP's aggressive bridge program.

Due to annual obligation limitations, Pennsylvania's balance of federal funds continue to increase. Therefore, balances of any particular category may be available and can be directed to projects in accordance with Planning Partner and Department priorities. For example, the Highway STIP contains CMAQ projects in several years which are greater than the annual CMAQ apportionment. However, the current balance of CMAQ is $10.7 million. A summary of the federal highway balances as of July 29, 2008 is included in Appendix 5.

The program will be managed in each planning region based on agreed upon TIP modification procedures. The Department, the Federal Highway Administration and the Federal Transit Administration have entered into an agreement establishing the framework for these procedures. This agreement is included in Appendix 7. Each Planning Partner has adopted specific procedures for their area. These TIP modification procedures define an amendment and an administrative action. They define how the MPO or RPO will act upon these items and set thresholds for approval authority.

The Department provides Planning Partners with quarterly and year-end status reports that indicate federal funds obligated and state funds encumbered/spent for projects listed on each region's TIP. Progress towards meeting targets is also monitored over a multi-year basis. The goal is to have all Planning Partner areas meet targets over time.

As part of a Memorandum of Understanding (MOU) with FHWA and FTA, PennDOT has agreed to continue to provide a STIP/TIP financial report to each Planning Partner and FHWA on a quarterly basis. In addition the Department has agreed to establish targets for federal obligation and state encumbrance of funds within 90 days after the enactment of federal legislation.

Line Items

Line item funding reserve amounts have been used in several ways throughout the development of the TIPs and STIP:

- Within specific TIPs, line items are used for certain types of projects, such as Betterments, Bridge Preservation, Low-Cost Safety and Highway/Rail Crossings. Individual projects will be identified at a future date and will be drawn down from the line item.

- At the Statewide level, line items are used to reserve funding for specific purposes. Examples include the statewide Economic Development Reserve, contracts with Environmental Review Agencies, and state and local bridge inspection.

- Transit statewide line items are used for Section 5310 and Section 5311 funds. Specific projects are defined each year based on established processes.

- Line item amounts are also used to reserve highway categories of funds for projects to be identified later. This applies to Transportation Enhancements, which may involve another application process coinciding with the next Program update. It also applies to Statewide Planning, Metropolitan Planning and Research.

Cash Flow Programming

Cash flow programming continues to be employed as part of the programming process. The 2009-2012 STIP lists funds required to complete a project or phases of a project. If federal funds were obligated or state funds previously encumbered, they do not appear in the Program. The Department will continue to use tools such as advance construct and partial conversions to manage federal funds required for each project or phase.

Project Cost Estimating and Scheduling

The Bureau of Design developed cost estimating guidance to update the process and procedures found in the Estimating Manual, Publication 352. The cost estimating guidance covers planning through the Final Design Office Meeting.

The guidance emphasizes updates of construction cost estimates at the project milestones of TIP development, Engineering and Environmental Scoping, NEPA Approval, Design Field View, Final Design Office Meeting, and Final Estimate. The document highlights the need to carefully consider the cost estimate at the planning and programming phases.

This guidance also emphasizes the importance of documentation and review of estimates. Tools were developed to facilitate documentation with respect to analyzing the cost

drivers that affect the project estimate and the Estimate Review Report. Training has been offered to all Engineering Districts.

AIR QUALITY

One of the comments received from USDOT on the previous STIP submission was the need to streamline the interagency consultation process used to review the conformity determinations. This was accomplished in the 2009 STIP submission by implementing a more formalized process at both the MPO and PennDOT (central office and district) levels. The process was developed in consultation with the Air Quality Work Group and was documented in a PennDOT publication. Acceptance of the new process was well received by all parties involved in the interagency review process.

As part of this STIP submission, air quality conformity determinations were performed for Pennsylvania's metropolitan ozone non-attainment areas. These areas comprise 30 counties and include the following MPOs: Altoona, Centre, DVRPC, Erie, Harrisburg, Johnstown, Lancaster, Lebanon, Lehigh Valley, Reading, Scranton/Wilkes-Barre, Shenango Valley, SPC and York. Of these MPO areas, DVRPC, Lancaster, Lehigh Valley, Reading, SPC, Harrisburg and York all have travel demand models and perform their own conformity analyses. The Department, through a consultant contract, performs the conformity determinations on behalf of the other MPOs.

Additionally, conformity determinations are performed for 7 rural ozone non-attainment counties. For all these counties, PennDOT coordinates the conformity process through the consultant contract.

Conformity determinations were also performed for Pennsylvania's PM 2.5 non-attainment areas. These areas involve all or parts of the following MPOs: Harrisburg, Johnstown, Lancaster, Lebanon, DVRPC, SPC, Reading and York.

In these non-attainment and maintenance areas, all regionally significant non-exempt projects (regardless of funding source) are included in the appropriate conformity analyses. Additionally, there are no formal transportation control measures (TCMs) in Pennsylvania's State Implementation Plan (SIP).

PUBLIC PARTICIPATION SUMMARY INFORMATION

The Department and its Planning Partners, along with the State Transportation Commission jointly conducted public involvement for the development of the 2009 Transportation Program.

The State Transportation Commission, Planning Partners and the Department coordinated seven public hearings around the state during August and September of 2007. Planning Partners also used various methods of gaining public input early in the process. Many Partners solicited project suggestions and comment through direct communication with municipalities, elected officials, the business community and others. For example, the Southwestern Pennsylvania Commission conducted public participation panels in each of the ten counties in their region.

After draft TIPs were developed and air quality conformity determinations were completed, each Planning Partner conducted minimum 30-day public comment periods. Block advertisements were placed in area newspapers; and in some cases, public service announcements were aired on local radio or TV stations. The draft documents (TIP, air quality conformity determination (if appropriate) and the TIP Modification Procedures) were also placed in public buildings and other locations that are accessible to the general public. A number of Planning Partners also placed the documents on their web sites, and comments were emailed to their offices for consideration.

Long before the 30-day comment periods were opened, each planning partner agency and the Department began the environmental justice (EJ) outreach efforts, by using Census Track information and other data to determine the locations/concentrations of low income and minority populations within the study area. Outreach efforts were then initiated through local elected officials, community/civic leaders, religious organizations, housing projects, and the like to obtain comments on the documents. In Pennsylvania, we intend to continually refine and improve our public outreach efforts to low income groups and minorities to gather more input early and often on long range plans and short range program.

To address "Visualization in Planning" requirements, the Department provided the draft TIPs on a Commonwealth website with links between projects and location maps. Links to each Planning Partner's website were also provided.

All comments, concerns and questions were summarized after the 30-day comment period closed. The planning partner agency, transit authority/authorities and the Department then met to consider the comments and to prepare appropriate responses for consideration by the required decision making body in each area.

In each metropolitan and rural area, these summaries are attached to the TIPs as they were submitted to USDOT as part of the STIP.

For the one county not covered by a planning partner agreement (Franklin), the Department worked with the county planning office to gather their input to develop the draft program. In the future, we hope to have this county under contract to the Department to handle planning and programming activities just as occurs elsewhere in the Commonwealth.

CONSULTATION WITH RURAL LOCAL OFFICIALS

The ongoing reengineering of the transportation planning and programming process in Pennsylvania has led the Department and its rural Planning Partners (Rural Planning Organizations and Independent County) into many joint planning and programming ventures. As with the development of previous Programs, the 2009 Transportation Program was guided by a schedule and procedures which were jointly developed by metropolitan and rural officials. Rural officials sat with the State Transportation Commission as testimony was offered on the update of the 12 Year Program in Pennsylvania (of which the first four years is the STIP).

Each RPO and independent county that is under contract to PennDOT functions much like their MPOs counterparts across the state. The Department and each rural Planning Partner work together cooperatively to develop the TIP for that region or county. The Department continues to work with each rural Planning Partner to establish long range transportation plans where they do not yet exist.

STATE CERTIFICATION OF THE PLANNING PROCESS

As with the MPO self-certifications, the state certification has been updated and expanded to reflect new requirements. Deputy Secretary of Planning, James D. Ritzman, P.E. has signed this certification, and it is included as Appendix 8 to this document.

LONG RANGE PLANNING

The Commonwealth's statewide long range plan is the Pennsylvania Mobility Plan. The Mobility Plan was issued in September 2007. The following tables highlight the status of long range planning in the Commonwealth for the metropolitan Planning Partners.

The 2009-2012 TIPs have been coordinated with each area's long range plan.

Status of Metropolitan Long Range Plans

Planning Partner	Latest Plan Completion Date	New Plan Due Date
Altoona	June 2007	June 2011
Centre Region	September 2006	September 2010
Erie	July 2007	July 2011
Harrisburg	December 2006	December 2010
Johnstown	June 2007	June 2011
Lancaster	September 2008	September 2012
Lebanon	June 2006	June 2010
Lehigh Valley	July 2006	June 2010
Philadelphia	June 2007	June 2011
Pittsburgh	June 2007	June 2011
Reading	December 2005	December 2009
Scranton/Wilkes-Barre	June 2007	June 2011
Shenango Valley	May 2006	May 2010
Williamsport	December 2007	December 2012
York	July 2006	July 2010

The following table summaries the status of long range plans by each rural Planning Partner. While not required by federal regulations, the Department continues to encourage each rural Planning Partner to work towards establishing a long range plan.

Status of Rural Long Range Plans

Planning Partner	Latest Plan Completion Date	New Plan Due Date
NEPA	*	TBD
North Central	June 2007	June 2011
Northern Tier	December 2002	September 2008
Northwest	December 2007	December 2011
SEDA-COG	*	July 2009
Southern Alleghenies	December 2003	December 2008
Adams County	**	December 2008

* No Current Plan in Place
** Adams County is currently updating the transportation element in their County Comprehensive Plan. The Plan is to be completed in 2008.

SUMMARY OF RESPONSES TO THE 2007 STIP PLANNING FINDINGS AND ACCOMPLISHMENTS

Response to 2007 STIP Findings

- Clarify STIP Financial Constraint Documentation

  Our MPMS system was updated to enable financial guidance to be loaded into the system by planning partner for the 2009 TIP development. Edits were placed in the system to ensure that financial constraint was adhered to in each region. As projects were attached to the TIPs, a draw down was made from the planning partner financial guidance share until a zero balance was achieved.

- Strengthen Cost Estimating and Project Scheduling/Insure Project Eligibility Screening is Complete

  Cost estimating and scheduling were addressed in the publication of PennDOT's Cost Estimating document. As part of the TIP Development Process, the MPO's, RPO's, and FHWA were invited to participate in face to face reviews of the draft TIPs to ensure fiscal constraint, funding eligibility, appropriate cash flow, and project scheduling.

- Strengthen non-TMA MPO Self Certification Documentation and Project Prioritization

  All non-TMA MPO's were requested by the Department to provide documentation related to their self certification resolution and TIP project prioritization.

- Provide Definition of "Regionally Significant" Transportation Project

  What's "regionally significant" is routinely debated in Pennsylvania and other states as well. The detail of the regional modeling network varies widely with some regions concentrating only on the highest classification facilities while other go as far down as some collectors. Clearly a "regionally significant" definition is best left to individual MPO's and RPO's

- Streamline Interagency Consultation Process

  The air quality interagency consultation process was strengthened and improved through implementing a formalized process. The process was developed in consultation with the Air Quality Work Group.

Accomplishments

- Collaborated with DVRPC and State of New Jersey to develop a Smart Transportation Guidebook and embark on a statewide effort to educated planners and engineers on Smart Transportation principles.

- Visualization in planning implemented on Department's website for draft TIPs/STIP.

- Year of Expenditure was addressed on 2007 TIPs and 2009 STIP.

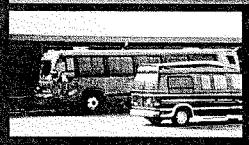
- Initiated Linking Planning and NEPA process and plan to implement prior to next TIP update.

- Embarked on effort to implement a Statewide Public Participation Plan prior to next TIP update.

- Provided MPO's, RPO's access to data from Bridge Risk Assessment tool to assist in project selection.

Executive Summary

PENNSYLVANIA MOBILITY PLAN



The Pennsylvania Mobility Plan, our statewide long-range transportation plan, sets direction for transportation investment for 2006 through 2030.

The Mobility Plan VISION:

Provide the best performing transportation system for people, business, and places.

The Mobility Plan GOALS:

1. Move people and goods safely and securely.
2. Improve quality of life by linking transportation, land use, economic development, and environmental stewardship.
3. Develop and sustain quality transportation infrastructure.
4. Provide mobility for people, goods, and commerce.
5. Maximize the benefit of transportation investments.

PENNDOT

1 Summary | 2 Direction | 3 Implementation | 4 User's Guide

1 Summary

www.pamobilityplan.com

The Pennsylvania Department of Transportation (PennDOT) developed the Mobility Plan to be:

- **Responsive**...to federal and state policy
- **Supportive**...of economic growth and quality of life
- **Strategic**...in how we invest our time and money
- **Unified**...in the priorities we pursue
- **System-Oriented**...in supporting all modes
- **Collaborative**...in establishing and working toward a desired future direction
- **Focused**...on implementation and results

Challenges and Opportunities

Pennsylvania's economy continues to evolve. We face growing congestion. The average age of our residents is increasing, and homes and workplaces are more spread out from city and town centers. Transportation funding falls short of transportation needs.

These and many other current challenges, as well as opportunities offered by technology, the global economy, and the broader "quality of life" factors considered in transportation planning today, make this an important time for strategic thinking and bold action.

The statewide long-range transportation planning process is an opportunity to consider what we would like life in Pennsylvania to be like in the future, how transportation can support that future, and how we can move toward that vision amid the trends and challenges we face today and are likely to face down the road.

The Pennsylvania Mobility Plan builds on the strengths of Pennsylvania's previous statewide long-range transportation plan, PennPlan MOVES!, and updates it for the 2006 through 2030 planning horizon. The Mobility Plan articulates a transportation vision and establishes five goals for achieving that vision.

Working collaboratively to achieve those goals will make transportation more multimodal, entrepreneurial, and collaborative, and will better link investment decisions with goals for Pennsylvania's economy and quality of life.

Mobility Plan Documents: One Plan, Four Parts

1 Summary	2 Direction	3 Implementation	4 User's Guide
Description:			
Provides highlights of the planning and implementation process and the three other plan documents.	Presents the broad direction for Pennsylvania transportation through a vision, goals, objectives, and strategies.	Details the actions for achieving plan strategies. Includes specific responsibilities and timelines for implementation.	Assists planning partners and other stakeholders in integrating the statewide long-range plan into their day-to-day work.
Most useful for:			
Those who want a quick overview of the Mobility Plan.	Those interested in a more detailed look at Pennsylvania's transportation priorities.	Those who want specifics on how the plan's strategies will be achieved.	Those involved in implementing the plan.

Unprecedented Public Involvement

17 focus groups provided their viewpoint on transportation priorities.

Telephone surveys of 751 Pennsylvanians and 250 PA businesses formed the basis of the transportation vision.

A Mobility Plan "Summit" considered feedback from 36 regional outreach meetings involving 800 people.

The Mobility Plan is a Pennsylvania plan, not strictly a PennDOT plan. PennDOT led the development of the Mobility Plan in partnership with the many entities that influence transportation in Pennsylvania, along with interested members of the general public.

Detailed web-based surveys of nearly 150 transportation stakeholders and public officials identified top transportation issues and tradeoffs.

14 transportation "visionaries" across the U.S. offered insight and ideas.

A 75-member Development Team representing state and local government, businesses, and other organizations met at the start of the planning process and at key milestones to guide Mobility Plan development. The Development Team helped ensure that the plan's direction and implementation are "appropriately bold," address our most pressing needs, and are broadly supported across the state.

The general public had several formal and informal opportunities to participate throughout the two-year process. Focus groups, telephone and written surveys, workshops, and the project web site and online feedback forms encouraged individuals to contribute ideas and weigh in on statewide priorities.

Surveys on the project web site provided another means for the public and stakeholders to provide feedback.

50 tourists from other states were interviewed, as were freight shippers and carriers and representatives of all modes.

As the plan's direction began to take shape in the form of a vision and supporting goals, objectives, and strategies, nearly 350 stakeholders participated in implementation workshops. These 20 workshops brought together representatives of organizations with a common focus—from bicycling advocates and environmental groups to real estate developers—to evaluate the Mobility Plan's direction and develop specific actions to effectively implement the plan's strategies.

In a state as diverse as Pennsylvania, many voices must be heard and difficult decisions must be made about how to best serve all Pennsylvanians. The Mobility Plan set a new precedent for public and stakeholder involvement in statewide long-range transportation planning.

20 implementation workshops involved 347 stakeholders in developing actions to implement the plan's direction.

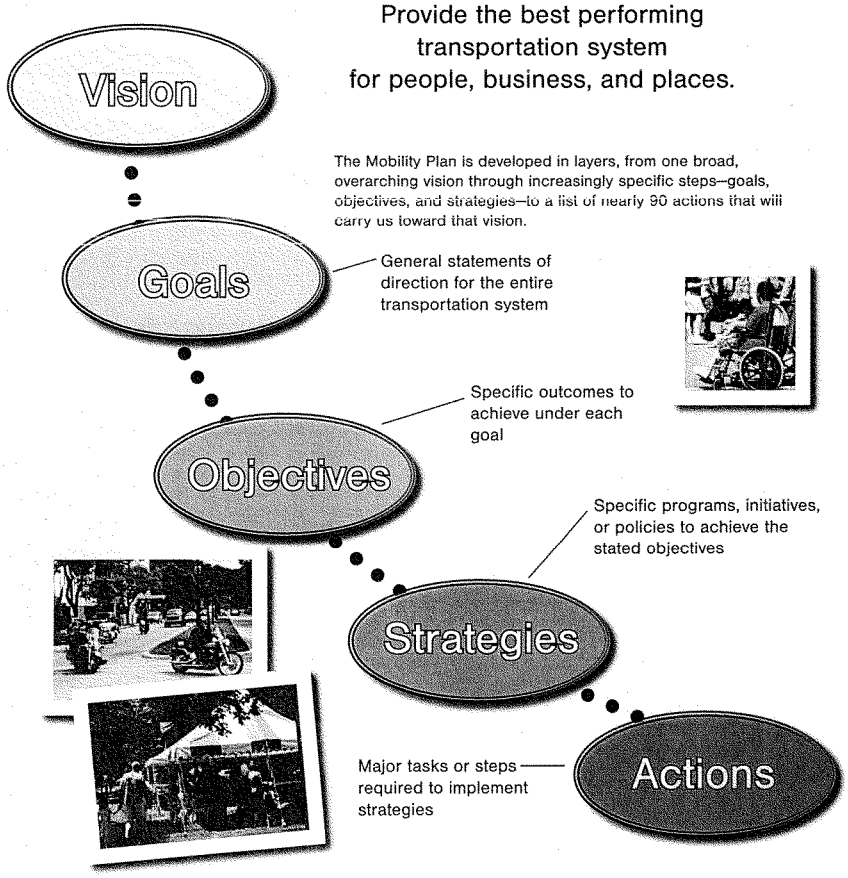
The 75-member Development Team and its sub-committees met regularly throughout the two-year planning process.

This is truly *Pennsylvania's* plan.

From a Broad Vision to Specific Actions

The Mobility Plan VISION is to:

Provide the best performing transportation system for people, business, and places.



The Mobility Plan is developed in layers, from one broad, overarching vision through increasingly specific steps—goals, objectives, and strategies—to a list of nearly 90 actions that will carry us toward that vision.

Mobility Plan Goals & Objectives

Goal 1: Move people and goods safely and securely.

- Reduce the number of fatalities and crashes.
- Ensure the uninterrupted operation of vital transportation services.

Goal 2: Improve quality of life by linking transportation, land use, economic development, and environmental stewardship.

- Direct resources to support economic and community development.
- Integrate land use and transportation.
- Preserve natural, historical, and cultural resources.
- Promote energy conservation.

Goal 3: Develop and sustain quality transportation infrastructure.

- Advance a program to achieve desired maintenance cycles.
- Accelerate the use of innovative construction techniques, better materials, and improved maintenance practices.

Goal 4: Provide mobility for people, goods, and commerce.

- Improve connectivity and accessibility throughout the transportation network.
- Improve transportation system operating efficiency.
- Improve transportation system reliability.

Goal 5: Maximize the benefit of transportation investments.

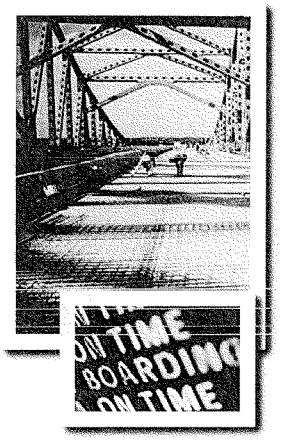
- Improve transportation investment decision-making.
- Focus statewide planning and investments on a Core PA Transportation System.
- Secure funding to preserve Pennsylvania's transportation infrastructure and to make strategic capacity improvements.
- Improve project delivery to expedite project development and reduce cost.

Breakthroughs: Shifts in How PennDOT Does Business

The Mobility Plan also identifies four "breakthroughs" that are essential to successful implementation:

- Improving guidance and planning linkages
- Implementing a Core PA Transportation System
- Implementing Smart Transportation
- Encouraging institutional change to support plan direction

Each breakthrough is discussed in Part 2 of the Mobility Plan, the Direction Document.



From Objectives to Strategies

Each objective is further defined by supporting strategies. The example below presents one of the Goal 4 objectives and its three strategies:

Goal 4: Provide mobility for people, goods, and commerce.

Objective 4-A: Improve connectivity and accessibility throughout the transportation network.

- Strategy 4-1: Expand cost-effective transportation options for all Pennsylvanians.
- Strategy 4-2: Invest in technologies that improve connectivity.
- Strategy 4-3: Implement PennDOT's Transportation System Operations Plan (TSOP) to reduce congestion while improving safety.

For more detail on the vision, goals, objectives, and strategies, see Part 2 of the Mobility Plan, the Direction Document.

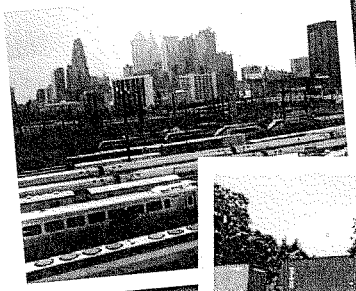
The Implementation Plan: Action!

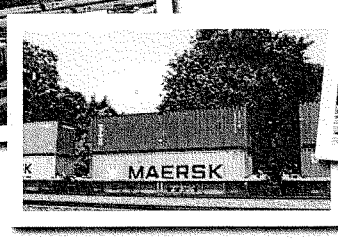
Part 3 of the Mobility Plan, the Implementation Plan, translates the plan's general direction into specific actions. It identifies parties with lead and support roles in implementing the actions, along with timeframes and expected results.

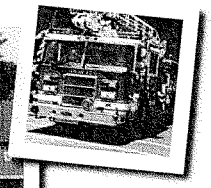
In all, the Implementation Plan contains nearly 90 actions that will lead Pennsylvania closer to its vision of a best performing transportation system for people, business, and places.

Certain actions will be implemented immediately and others will be implemented gradually. Similarly, while some actions are expected to produce near-term measurable results, others will produce gradual advancement over 10 or more years.

Sample actions are shown on the following page.

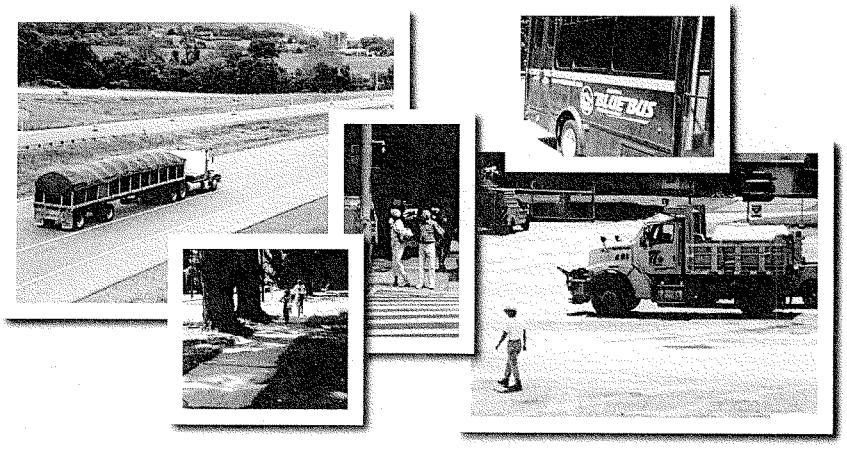






Sample Mobility Plan Actions

Sample Action Item	When fully implemented, this means...
Build upon a major bridge rehabilitation initiative for Pennsylvania.	Renewed emphasis will be placed on repair of Pennsylvania's aging bridges to ensure mobility and safety.
Use infrastructure condition and performance data as the primary basis for prioritizing transportation investments.	The transportation infrastructure most in need of improvement will be fixed first.
Advance a comprehensive statewide initiative to identify priority goods movement investments, operating improvements, and related partnering opportunities.	PennDOT will develop a plan to improve freight movement through and within Pennsylvania.
Support non-traditional service delivery methods for human/social services transportation.	PennDOT will support the efforts of other state agencies to better coordinate paratransit service (such as special bus transportation for the elderly or disabled to medical appointments) across human service organizations.
Reinforce the Keystone Principles and Criteria through regional long-range transportation plans, county and municipal comprehensive plans, and Transportation Improvement Programs.	Transportation will be better linked with economic development, environmental stewardship, and land use. For more information on the Commonwealth's Keystone Principles and Criteria, see www.landuseinpa.com.
Expand the Pennsylvania Infrastructure Bank's capitalization to leverage funding for public and private investment.	PennDOT will seek additional funds to help accelerate transportation projects.



Moving Forward through Partnership

Part 4 of the Mobility Plan, the User's Guide, assists PennDOT staff and other transportation professionals in integrating the plan's directions into day-to-day work activities, including strategic planning, regional and county transportation and land use planning, project evaluation and prioritization, and coordination among modes. Guidance focuses on desired project outcomes, and includes techniques to enhance communication and coordination among entities.

Implementation efforts will be monitored and updated annually, ensuring accountability while providing flexibility for adjustments. The Mobility Plan's Implementation Plan—the action level of the plan—is being integrated into PennDOT's strategic planning effort. Tracking the implementation and completion of the plan's many actions (which include timelines and responsible parties) will become part of PennDOT's business planning process. Progress will be reported annually.

A State of the System report will also be produced annually. It will focus on the performance of the transportation system as a whole, rather than on a checklist of Mobility Plan actions. The State of the System will analyze progress toward outcomes sought through Mobility Plan objectives. Those outcomes may be influenced by, but not directly controlled by, PennDOT. Still, they are vital indicators of how well we are achieving the vision of a best-performing system, and what adjustments, if any, are needed to sharpen our focus and produce stronger results.

The Mobility Plan seeks to produce major progress for improving each transportation mode and the integrated system. The foundation for all progress from this point forward is partnership.

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SMART TRANSPORTATION GUIDEBOOK

Planning and Designing Highways and Streets that Support Sustainable and Livable Communities

New Jersey Department of Transportation

Pennsylvania Department of Transportation

MARCH 2008

March 2008

The Pennsylvania and New Jersey Departments of Transportation have partnered in the development of the Smart Transportation Guidebook — a roadmap to a successful future!

The goal of the Guidebook is to integrate the planning and design of streets and highways in a manner that fosters development of sustainable and livable communities. The Guidebook has equal applicability to rural, suburban and urban areas.

Transportation needs will always outweigh available resources. Smart transportation means incorporating financial constraints, community needs and aspirations, land use, and environmental constraints during project development. The result will be an effective use of resources and a lasting community asset.

Deep appreciation is extended to the design and planning personnel from both the New Jersey and Pennsylvania Departments of Transportation who participated in the preparation of this Guidebook. Their creativity was critical to the success of this effort.

Thanks also go to the Federal Highway Administration Division Offices from both New Jersey and Pennsylvania for their contributions and review of the guidebook. And special appreciation goes to the Delaware Valley Regional Planning Commission for administering the work of the consultant production team.

The principles and concepts in the Smart Transportation Guidebook are offered for use and thoughtful deliberation in all communities throughout Pennsylvania and New Jersey.

Sincerely,

Allen D. Biehler
PennDOT Secretary

Kris Kolluri
NJDOT Commissioner

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HOW TO USE THIS BOOK

The Smart Transportation Guidebook *provides guidance on planning and designing non-limited access roadways in New Jersey and Pennsylvania, from local streets through multi-lane state highways.*

Turn to the following chapters for information:

What is "Smart Transportation"?

For an understanding of this new approach to planning and designing roadways, see the key principles of Smart Transportation in **Chapter 1: Introduction**.

Project planning on state roadways.

For assistance in project planning on NJDOT and PennDOT roadways, see **Chapter 2: Smart Transportation Tools and Techniques.** County and local governments should also review this chapter for ideas on how to create the best projects on their roadways. To understand the role of the local government in NJDOT and PennDOT projects, see **Chapter 3: A Local Commitment.**

Planning and designing the roadway.

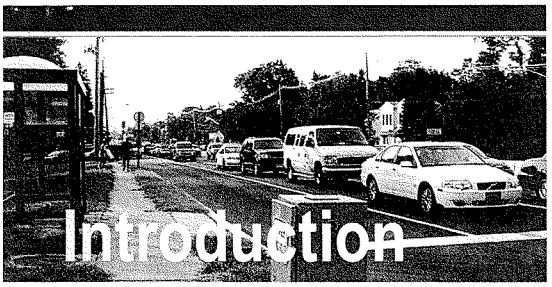
For all roadway projects, proceed using the following steps:

- Identify the land use context; see **Chapter 4: Land Use Context.** Choose the land use context that best describes the study area. If there are plans for the study area, choose the land use context based on those plans.
- Identify the transportation context; see **Chapter 5: Transportation Context**. Choose the roadway type that best describes the role of the roadway in the community. Also evaluate the surrounding roadway network; in Smart Transportation, the relationship of the road to the larger network should always be understood.
- Choose design values for the roadway, appropriate to land use context and roadway type. See **Chapter 6: Designing the Roadway**.

Guidance on roadway and roadside design.

What factors should be considered in planning and designing the roadway? See Chapters 7 through 9:

- For guidance on the appropriate design of roadway elements – travel lanes, on-street parking, shoulders, bicycle facilities, medians, and intersections – see **Chapter 7: Roadway Guidelines**.
- For guidance on the appropriate design of roadside elements – pedestrian facilities, transit facilities, landscaping and streetscaping – see **Chapter 8: Roadside Guidelines**.
- For guidance on general systems issues – access management, traffic calming, operations and maintenance, and emergency response – see **Chapter 9: Road System Issues**.



1.0

The New Jersey Department of Transportation (NJDOT) and the Pennsylvania Department of Transportation (PennDOT) have commissioned the preparation of the *Smart Transportation Guidebook*. Its focus is to guide the development of non-limited access roads as context sensitive roadways, with the goal of creating transportation facilities that work well for all users, are affordable, and support smart growth community planning goals.

1.1 WHY IS SMART TRANSPORTATION IMPORTANT? WHY THIS BOOK?

NJDOT and PennDOT cannot always solve congestion by building more, wider and faster state roadways. There will never be enough financial resources to supply the endless demand for capacity. Further, both states realize that the "wider and faster" approach to road construction cannot ultimately solve the problem. Sprawling land uses are creating congestion faster than roadway capacity can be increased. Figure 1.1 illustrates this never-ending cycle of transportation and land use changes.

Smart Transportation proposes to manage capacity by better integrating land use and transportation planning. The desire to go "through" a place must be balanced with the desire to go "to" a place. Roadways have many purposes, including providing local and regional mobility, offering access to homes and businesses, and supporting economic growth.

The Guidebook intends to help agencies, local governments, developers and others plan and design roadways that fit within the existing and planned context of the community through which they pass.

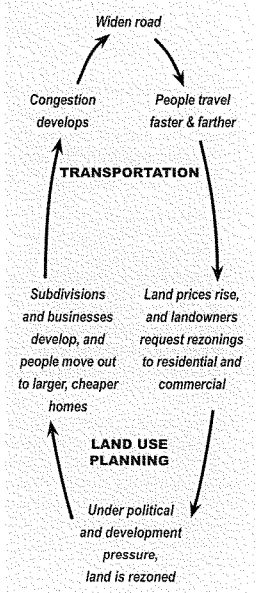


Figure 1.1 Transportation and Land Use Cycle

1.2 WHAT IS SMART TRANSPORTATION?

Smart Transportation recommends a new approach to roadway planning and design, in which transportation investments are tailored to the specific needs of each project. The different contexts - financial, community, land use, transportation, and environmental - determine the design of the solution. The best transportation solution arises from a process in which a

6. Scale the solution to the size of the problem.

Find the best transportation solution that fits within the context, is affordable, is supported by the communities, and can be implemented in a reasonable time frame. Examine lower scale alternatives like network additions or transportation system management before developing alternatives such as new or widened roadways. If safety and not congestion is the problem, consider focused solutions that can improve safety without increasing capacity. Safety must be considered on all roadway projects.

1.3 BACKGROUND OF SMART TRANSPORTATION

Smart Transportation is informed by two important concepts that have taken root in transportation and land use planning: Context Sensitive Solutions (CSS) and Smart Growth.

As defined by the Federal Highway Administration (FHWA), CSS is "a collaborative, interdisciplinary approach that involves all stakeholders to develop a transportation facility that fits its physical setting and preserves scenic, aesthetic, historic and environmental resources, while maintaining safety and mobility. CSS is an approach that considers the total context within which a transportation improvement project will exist."

Smart Growth has been defined many different ways but generally emphasizes environmental preservation, compact development patterns, alternative transportation, and social equity.

The ideas behind Smart Growth and CSS have permeated the operating philosophies of both NJDOT and PennDOT. PennDOT has developed 10 Smart Transportation themes:

1. Money counts
2. Understand the context; plan and design within the context
3. Choose projects with high value/price ratio
4. Enhance the local network
5. Look beyond level-of-service
6. Safety first and maybe safety only
7. Accommodate all modes
8. Leverage and preserve existing investments
9. Build towns not sprawl
10. Develop local governments as strong land use partners

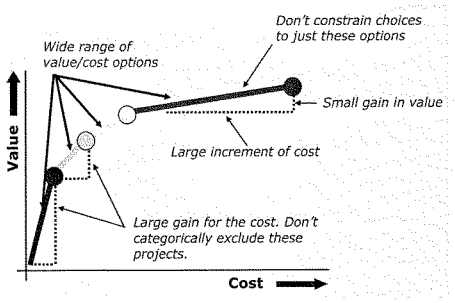


Figure 1.3. As shown here, it is important to look beyond choices of high cost and to develop solutions that have large gain in value for the cost.

The History of CSS

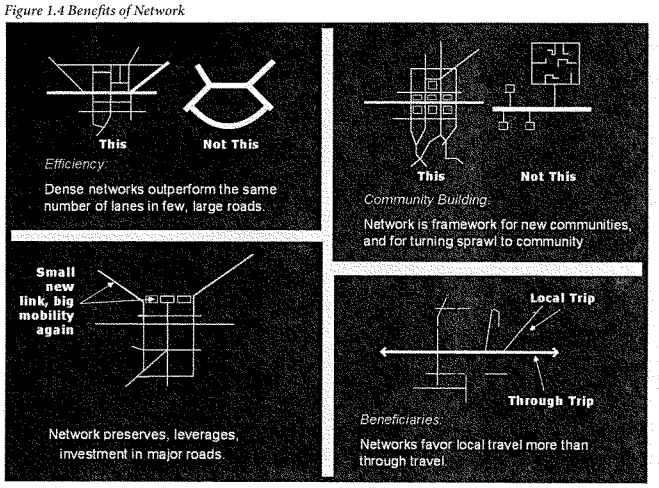
As this timeline shows, the idea that roadways should be planned for place is revolutionary, but not new:

1991 Intermodal Surface Transportation Efficiency Act, a landmark transportation funding bill, emphasizes the importance of sensitivity to community resources in all transportation projects.

1995 National Highway System Designation Act states that roadway designs may consider impacts of transportation projects on both the built and natural environment.

1998 "Thinking Beyond the Pavement" conference sponsored by the Maryland State Highway Administration in conjunction with the FHWA and AASHTO coins the term "context sensitive design." Following the conference, five pilot states – Connecticut, Kentucky, Maryland, Minnesota, and Utah – are asked by FHWA to implement CSD principles and report on their experience.

Figure 1.4 Benefits of Network



NJDOT's definition of context sensitive design says that "CSD maximizes the integration of the roadway into the surrounding environment/community, while providing for the road user's needs in a manner which is fiscally feasible."

The NJDOT proactive design policy includes the following statements supportive of smart transportation:

- Our designs should result in motorists driving freeways like freeways, arterials like arterials, collectors like collectors, and local streets like local streets;
- Designers may include elements that encourage drivers to slow down to speeds appropriate to local conditions; yes, this includes traffic calming (below 35 MPH).

1.4 FLEXIBLE DESIGN STANDARDS

The preparation of the *Smart Transportation Guidebook* has benefited from the promotion of flexible standards by the federal government and experiences in other states.

Like most states, the design manuals for both New Jersey and Pennsylvania are heavily drawn from the AASHTO Green Book (officially, American Association of State Highway and Transportation Officials, *A Policy on Geometric Design of Highways and Streets*, Fourth Edition, 2001). It is important to note that the Green Book is not a design manual, but rather a series of recommended design values for roadways, and that not all its criteria is based on safety. FHWA has adopted the Green Book

2004 Transportation Research Board publishes Context-Sensitive Design Around the Country, providing examples of CSD implementation throughout the United States.

2006 Institute of Transportation Engineers (ITE), partnering with the Congress of New Urbanism (CNU), and in conjunction with the FHWA and EPA, issues a proposed "Recommended Practice": Context Sensitive Solutions in Designing Major Urban Thoroughfares for Walkable Communities (2006). Some of the practices from that text are referenced in this guidebook.

for all roadways on the National Highway System (NHS). Both the FHWA (*Flexibility in Highway Design*, 1997) and AASHTO (*A Guide for Achieving Flexibility in Highway Design*, 2004) recommend flexibility in application of the Green Book design values, particularly when considering impacts on the community. Even greater flexibility is possible for non-NHS roadways; on these roads, states can set their own standards.

Despite this, standards in most state design manuals hew closely to AASHTO values, and sometimes surpass them. This is the case in both states. It is now recommended that both states take advantage of the flexibility offered in FHWA and AASHTO guidance. Application of flexible design will allow for greater improvements to the overall network by maximizing limited funding.

The use of seven different "land use contexts" as an organizing framework is key to providing flexibility for the designer. Smart Transportation recognizes the major differences between urban and suburban land use areas, and the different expectations of motorists in these areas. By tailoring design values to both land use context and transportation context, and tying both context types to the desired operating speed, the Guidebook promotes driving behavior consistent with roadway design.

Smart Transportation has benefited from the opportunity to learn from successful experiences in other states, where flexible design has been implemented and safety maintained.[1] For example, Vermont revised its State Standards in 1996 to reduce lane widths from the previous standards. The roadway design speed is permitted to be equal or less than the posted speed. There has been no apparent reduction in safety on Vermont roads from application of the new standards.[2]

PRINCIPLES OF SMART TRANSPORTATION

1. Tailor solutions to the context.
2. Tailor the approach.
3. Plan all projects in collaboration with the community.
4. Plan for alternative transportation modes.
5. Use sound professional judgment.
6. Scale the solution to the size of the problem.

1.5 PURPOSE OF GUIDEBOOK

This book provides guidelines for improving the roadway system in accordance with Smart Transportation principles. It can be used in the planning and design of non-limited access roadways of all classifications, from principal arterial highways owned by the state government to local roadways. At the state level, it will serve as a link between context sensitive philosophy and the DOT design manuals as well as the AASHTO Green Book. All county and local governments in both states, and their private sector partners, are encouraged to use this Guidebook.

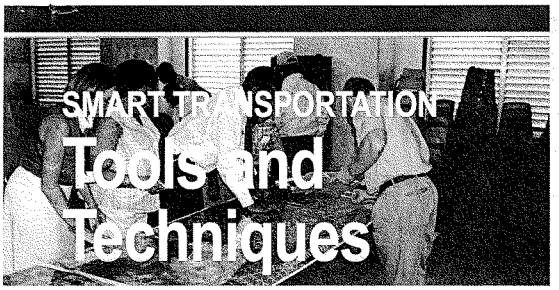
1.6 PROJECT SPONSORS AND USE OF THIS GUIDEBOOK

DVRPC is the metropolitan planning organization (MPO) for the Philadelphia-Camden-Trenton metropolitan area, including Burlington, Camden, Gloucester and Mercer Counties in New Jersey, and Bucks, Chester, Delaware, Montgomery and Philadelphia counties in Pennsylvania. Although overseen by the DVRPC, the potential application of the Guidebook extends beyond the region, since NJDOT and PennDOT are key partners and other parts of New Jersey and Pennsylvania have similar land use and roadway characteristics.

Both NJDOT and PennDOT require use of context sensitive practices in all projects. Now for the first time, the two states are working together to establish common design guidelines, and to link land use context to roadway values for every roadway type in the region.

This Guidebook has potential application for a wide range of users in New Jersey and Pennsylvania:

- MPOs and RPOs (Rural Planning Organization) in the two states – serve as guidelines for integrated land use and transportation studies.
- NJDOT and PennDOT – serve as guidelines for applying the NJDOT and PennDOT design manuals in a context sensitive manner.
- Municipalities and Counties – serve as guidelines for land use and roadway development projects.
- Developers – provide tools to realize "smart growth" goals for developments.
- Residents of New Jersey and Pennsylvania – guide community development and better understand their role in the transportation project development process.



2.0

This chapter describes tools and techniques that can be employed by PennDOT and NJDOT to develop transportation solutions that are context-sensitive and affordable, and that receive support from the community and resource agencies. These tools are not intended to replace the project development processes of NJDOT or PennDOT, but rather should be applied to existing processes in order to achieve smarter solutions. They are consistent with state and federal regulations, such as the National Environmental Policy Act (NEPA) and the federal transportation legislation referred to as SAFETEA-LU. Counties and municipalities can also benefit from the application of these tools.

2.1 WHY USE THESE TOOLS?

Project delays and escalating costs are discouraging to everyone involved. Planning and designing solutions that are not affordable and cannot be implemented do not solve problems. Projects that are built but do not meet the expectations of the community, the transportation agency or the general public are also frustrating.

The application of these tools will permit a better understanding of the problem, key issues, and potential solutions; agency and community opinion; and schedule and budget early in the process. In this manner, projects listed on the TIP can be implemented with more certainty, and completed within the estimated timeframe and budget.

Use of these tools will also help enable the following outcomes:

- Allocate financial resources to projects that address local, regional and statewide priorities.
- Achieve consistent expectations between project proponents and communities, and entities that evaluate and fund projects.
- Achieve the optimum accommodation for all modes.
- Ensure context sensitivity in the planning and design of projects.
- Decrease the amount of re-work in the preliminary engineering and final design phases of a project.

Early Project Budget Planning

Project planning is a complex undertaking, which involves identifying the transportation problems to be solved and finding the best alternative to solving the problems. Unfortunately, all too often, a project is defined, public commitments are made and then the news is delivered that the project is unaffordable.

In Smart Transportation, project planners and designers consider the potential project cost and funding resources at the earliest possible time. A cost estimate must be included when a project is introduced and continue to be updated as the project becomes better defined through the development process. As the project advances to decision points on whether it should move onto a TIP or into final design, the cost estimate must be up-to-date to enable decision makers to determine the project's future. A concerted effort must be made to fit a given project at the beginning of the pipeline into the window of available funding at the end. Projects that grow to exceed the available funding envelope must be evaluated to bring the scope in line with the established project budget, or be at risk of cancellation.

These Smart Transportation tools are applied in conventional transportation planning, but differ significantly by broadening many of the already-familiar steps. The tools are:

A. Understand the problem and the context before programming a solution for it.
B. Utilize a multi-disciplinary team.
C. Develop a project-specific communication plan.
D. Establish the full spectrum of project needs and quality of life objectives.
E. Focus on alternatives that are affordable and cost effective.
F. Define wide-ranging measures of success.
G. Consider a full set of alternatives.
H. Compare and test alternatives.

2.2 TOOLS AND TECHNIQUES

Both NJDOT and PennDOT implement a wide range of projects, from simple maintenance and roadway resurfacing projects to the construction of new highways. The tools and techniques described in this chapter can be applied at different levels, depending on the complexity and needs of each project.

NJDOT has organized each of their projects into four different "pipelines". Projects in pipelines 1 and 2 are more complex and will therefore require the greatest effort in planning and preliminary engineering to determine the best "fit" solution. On the other end of the spectrum, projects in pipeline 4 are much simpler and are often implemented through maintenance activities which require little preliminary engineering but will still benefit from early planning and coordination.

PennDOT has three categories of projects – minor, moderately complex and major. Although all of these projects include some level of problem identification and planning activities, the moderately complex and major projects will require the greatest effort in planning and preliminary engineering to determine the best solution.

For the purpose of this chapter, the terms "simple, moderate and complex" will be used to describe the general type of project. "Simple" projects will include PennDOT minor projects and NJDOT pipeline 4 projects. "Moderate" projects will include PennDOT moderately complex projects and NJDOT pipeline 3 projects. "Complex" projects will refer to PennDOT major projects and NJDOT pipeline 1 and 2 projects.

Tool A – Understand the problem and the context before programming a solution for it.

The purpose of the investment must be defined by project stakeholders from the beginning. Sufficient information must be gathered to understand the problem and its context, issues and opportunities, potential solutions and estimated costs, and draft implementation schedule.

What is the transportation problem? How much money is available for this problem? Is the problem related to safety, capacity, or roadway or bridge condition? Is the project intended to provide access for a specific economic development opportunity? Is it consistent with regional and state priorities? What is the role of the roadway within the study area?

To understand the problem and determine the project needs and objectives, the following activities should be conducted:

1. Review data that identified the need for the project. For some projects, this may simply be the output of the preservation and maintenance program. For more involved problems, such as safety or capacity, this should include crash data, projected traffic volumes, and future traffic generators in and around the study area.

2. Understand the existing and future context of the problem. This includes the financial context (order-of-magnitude costs, benefits and regional funding priorities), transportation context (function and use of the roadway), land use and community context (type of area that is served by the roadway), and environmental context. Evaluate regional and state priorities; if the problem is inconsistent with these priorities, it will likely not be funded. See Chapters 4 and 5 for information on determining the context.

3. Understand the project needs and objectives from the perspectives of the project sponsor, project team, local governments, potential users, and other interested parties. Establishing this understanding at the

beginning of the project will help to manage expectations. This activity will require more coordination for moderate and complex projects. For simple projects, the minimum activity involves coordination with municipal representatives and utilities on the anticipated schedule and potential impacts to their property, community or operations. Utilities should be notified even for routine resurfacing and rehabilitation projects to coordinate needed work.

Table 2.1 identifies techniques that can be used to achieve a solid understanding of the project, listed from least to greater effort. Routine maintenance and system preservation projects should use techniques that require the least effort. The full range of techniques could be used on more complex projects.

It can take many years for a transportation project to be implemented; it is important that the needs and objectives identified at the onset of the project are still valid and able to be addressed by the alternatives at the project's end. If a project has been in the development process for a few years, a review of the project, cost estimate, and its consistency with current priorities should be completed at major decision points in the process. NJDOT and PennDOT both employ go/no go decision points in their development processes.

Application

The following questions can be asked to determine if this tool was used effectively:

- Is there a clear understanding of the problem?
- How often, and for how long, does the problem occur?
- Has recent data been mapped and analyzed for a safety problem?
- Have the project team and stakeholders agreed to or adopted the project needs and objectives?
- What are the current and future transportation, environmental, land use and financial contexts of this problem?
- What alternatives should be developed?
- What are the order-of-magnitude costs for the potential alternatives? Are they consistent with state and regional priorities?
- What is the implementation schedule for the alternatives? Is the construction schedule understood by all potentially impacted parties?
- What is the agency and community opinion of this problem and potential solutions? What issues or concerns do municipal representatives have?
- Do the local municipalities, utilities, or private land owners have projects scheduled that may be facilitated or harmed by the project?

Table 2.1 Techniques to Understand Problems, Issues, and Opportunities - In Order from Most Simple to Most Complex

	Mapping	Collecting & Analyzing Data	Gathering Input from Municipalities and other Stakeholders
SIMPLE	Aerial Map of Existing Roadway or Bridge with 100' buffer on either side (Scale: 1" = 200')	Data from asset or performance management systems (pavement, bridge inspection, road safety audit, etc.)	Telephone calls to municipal representatives and utilities
		Crash history	Meeting with municipal representatives, on site
		Roadway Function – vehicle types, pedestrian activity, bicycle activity, trip characteristics, trip types, etc.	Small group discussion, conducted on site
	Regional Transportation Map	Major natural and environmental systems	One-on-one stakeholder interviews; conducted on site
		Existing context, land use and activity centers (trip generators)	Series of focus group meetings throughout the project area
COMPLEX		Anticipated future context, land use and activity centers	Meeting with regional elected officials

Tool B – Utilize a Multi-Disciplinary Team

The project team should encompass the skill sets and perspectives needed to address diverse viewpoints. A multi-disciplinary team contributes to a broader evaluation of data and measures of success, ensuring that the community's vision is well represented. The collaborative participation of all members of the team will permit a broad range of alternatives to be considered. Through local partnerships, network improvements and alternatives not located within the right-of-way can be implemented more easily.

Table 2.2 illustrates the relationship between specific problems or issues, the knowledge or skills needed to address these issues, and the internal and external team members that can provide that knowledge or skill. This table is merely an illustration of this idea and is not a complete list of issues or skills needed.

Solutions might target a single mode of transportation, or address the range of road users including pedestrians, bicyclists, transit operators, automobile drivers, and truckers. The issues and opportunities identified should inform the makeup of the team.

Table 2.2 Example Characteristics of Multi-Disciplinary Teams

Potential Problem or Issue	Specific Knowledge or Skills Needed	Potential Internal Team Member with Knowledge/Skills	Potential External Team Member with Knowledge/Skills
Drainage	Hydraulics	Drainage Engineer	DEP
Parklands	Section 4(f) Process	Environmental Specialist	County or Municipal Planner
Community Opposition	Communication & Conflict Resolution	Project Manager, Public Relations Representative	Municipal Manager, Community Groups, Elected Officials
Staged or Complex Construction	Construction Methods	Representative of Construction Unit	Construction Contractors
Soils with High Sinkhole Potential	Geotechnical/Hydrology	Geotechnical Engineer	DEP
Historic Bridge Structure	Structural Engineer Historic Resources	Bridge Unit, Environmental Unit	DEP, PHMC/SHPO
Pedestrian Fatalities	Safety, Pedestrian	Traffic & Safety Unit, Bike/ Pedestrian Coordination	Municipal Planner/Engineer
Speeding/Aggressive Driving	Safety, Roadway Design Traffic Calming	Traffic & Safety Group, Project Engineer, Traffic Calming Specialist	Municipal Planner/Engineer, Local Law Enforcement

Table 2.3 Example of Project-Specific Communications Matrix

	Communication Techniques				
Intended Audience/ Users of Facility	**Website**	**Visuals**	**Special Topic Meetings**	**General Meetings, Workshops, & Public Hearings**	**Radio/Press/ Newsletters**
General Public	X	X		X	X
Traveling Public	X	X		X	X
Resource Agencies	X	X	X	X	X
Elected Officials	X	X	X	X	X
Special Populations	X	X	X	X	X
Sounding Board	X	X	X	X	X

Complex projects often require input from many perspectives, including transportation planners, community leaders, citizens, environmental specialists, landscape architects, resource agencies, public works officials, design engineers, and agency executives. For complex problems, the roles and responsibilities should be defined at the beginning of the process. On federal and state-funded projects, the ultimate decision-makers will be the Federal Highway Administration and NJDOT or PennDOT.

Application

The following questions can be asked to determine if this tool was used effectively:

- What are the specific issues related to this project?
- Do team members have the specific knowledge and skills to address the project issues?
- Does the composition of the team reflect the complexity of the project?

Tool C – Develop a Project-Specific Communication Plan

A critical element of any project is gathering input from all interested parties, including resource agencies, project stakeholders, municipalities, users of the roadway, property owners, and citizens. Current transportation legislation requires that agencies and the public be provided an opportunity to comment on the purpose and need and potential alternatives as early as practicable in the decision-making process.

A Communications Plan should be developed for most projects. (The needed communication strategy should be determined during the scoping phase of the project.) The plan should consider all substantive issues likely to arise in the development and evaluation of alternatives. It can be a simple matrix that outlines the intended audiences and tools or techniques that will be used to reach these audiences. An example of this approach is shown in Table 2.3.

The communications plan should be developed with representatives of the intended audience, as they often know what tools and techniques have worked well in the past. During the course of the project, the effectiveness of the plan should be evaluated by the project team on a regular basis, and the plan and tools/techniques changed if necessary.

In general, the number of stakeholders and the level of agency and community coordination will grow with the increase in complexity and the number of sensitive issues that are associated with the project. Both PennDOT (Public Involvement Handbook) and NJDOT provide guidance on public involvement.

Table 2.4 lists the tools available to engage the public and agencies, ranging from tools that are applicable for simple projects to those that would be applied on more complex projects. Simple visualization tools, in particular, can be very effective in communicating ideas and gathering input on intended project outcomes.

Table 2.4 – *Example Techniques for Community Engagement*

- Phone calls
- Letters
- Meetings
- Newspaper advertisement/article
- Public meeting(s)
- Press releases
- Posters of upcoming events
- Project newsletters
- Advertisements
- Interactive project website
- Stakeholder interviews
- Visualization tools
- Open houses
- Public hearing(s)
- Neighborhood meetings
- Surveys
- Walking audits
- Design workshops/ charrettes
- Citizens Advisory Committee
- Field offices
- Steering committee
- Formalized partnerships or inter-local agreements
- Conflict resolution

Application

The following questions can be asked to determine if this tool was used effectively:

- Does the communication plan include techniques that will appeal to all intended audiences?
- Have the techniques proven effective in gathering input and fostering project understanding? If not, how should the communications plan be modified to better achieve this?
- Has the project team opened a dialog with the stakeholders, potentially interested parties, community leaders and elected officials?
- Is there a summary of issues and opportunities that can be easily understood by the project stakeholders and the general public?
- Is there project support from the community/stakeholders? If not, how will outstanding issues be addressed?
- What municipal representatives and stakeholders should be included in the next phase of project development?

Tool D – Establish the Full Spectrum of Project Needs and Objectives

The statement of purpose and need should include the objectives that the proposed project is intended to achieve. Consistent with SAFETEA-LU, objectives may include:

- Achieving a transportation objective identified in the statewide or metropolitan transportation plan;
- Supporting land use, economic development, or growth objectives in applicable federal, state, local or tribal plans; and
- Serving national security, or other national objectives as established in federal laws, plans or policies.

Project needs and objectives should be developed in collaboration with the study team and stakeholders. Following are some common examples of project objectives:

1. Structural integrity. For many projects, the primary objective is to provide safe and structurally-sound roads and bridges. Does this require full reconstruction, rehabilitation, or preventative maintenance? The character and design of the structure, and treatment of pedestrians and bicyclists, may also be important objectives for the community.

2. Safety. Crash data should be reviewed to determine if safety problems exist. Safety must be addressed for all users, including pedestrians and bicyclists. Is safety increased through the raising of design speed (crashworthiness) or through the reverse method of matching desired operating speeds with the context (context sensitive design)? The solution must be commensurate with the documented problems.

3. Traffic service. This is a common measure on projects, but it is possible to refine the goal to a greater degree than typically seen. For example, do traffic service goals apply to service for all users? For daily local travel to destinations or for distant weekend ones? Is there a concern with traffic service all day, a peak hour, or something in between? Is mobility (the ability to get from origin to destination, possibly by a variety of routes), really the traffic issue, rather than speed or delay? Is parking part of the traffic service?

4. Non-motorized user service. Do the goals of "pedestrian-friendly," "bicycle-friendly," or "transit oriented" apply? If these are important goals in the study area, consideration could be given to the use of formal level of service measures for pedestrian, bicycle and transit service.

5. Community character. As a starting checklist, identify the character types defined in Chapters 4 of this guidebook. Variations on these basic context types within the study area could be identified, such as "Main Street" or "neighborhood business center."

6. Economic development. The role of economic development can be analyzed in numerous ways. Will the facility result in opening up more area to development? Is the project located in a growth area identified by the MPO, RPO and/or municipalities? Will it serve to attract "big-box" retail or regional distribution uses? Will it strengthen a "Main Street," or otherwise compete with sprawl? Will it add to the visitor appeal of a scenic or historical asset?

All objectives should be developed with, and accepted by, the project team and stakeholders. For simple projects, documenting agreement may involve a phone call, email and/or letter with the municipal representative. For complex projects, these goals must be vetted with the project team and stakeholders, and documented ***before*** project alternatives are developed.

Application

The following questions can be asked to determine if this tool was used effectively:

- Are the project needs and objectives understood by the project team and stakeholders?
- Were agencies and the public involved in the development of project needs and objectives?

Tool E - Focus on Alternatives that are Affordable and Cost-Effective

No matter how good a solution is, if it is not affordable, it will not solve the problem. Financial resources are very limited in both New Jersey and Pennsylvania. Construction costs have increased significantly (30-40% over the last few years) and federal and state funds are not keeping pace with demand. Wise investment in transportation infrastructure requires sensitivity to available funding.

Virtually all projects offer a range of options with different costs, corresponding to different levels of value. However, the importance of understanding alternatives based on the value to price ratio is often overlooked. Current guidance is fairly silent on this subject, and does not direct projects toward the most effective value to price yield. Frequently, one objective is given as an absolute mandate, which must be met at all costs. The concepts of "return on investment" and "right sizing" recognize the growing importance of evaluating the value to price ratio on proposed alternatives. Performance measures such as cost per existing trip, cost per new trip, and cost per time savings for a representative trip may be used to better understand the return on a proposed investment.

Both NJDOT and PennDOT have capital investment committees that review cost estimates for all major projects and determine if the project should move forward. Acting as "gatekeepers," these committees are tasked at key decision points with evaluating the proposed investment in relation to potential benefits and federal, state and regional priorities. To ensure fiscal responsibility, the total estimated project costs should be determined for all alternatives at several steps within the project development process.

An evaluation of project costs and benefits can help define reasonable alternatives; the best alternative will often be one that achieves the greatest balance. For example, if Alternative A meets 100% of the defined project needs and objectives, while Alternative B meets 80% of these same needs and objectives, but costs 50% of Alternative A, then Alternative B may be a better investment than Alternative A. If Alternative A meets 100% of the project needs and objectives but is not a regional or state priority and cannot be funded for the foreseeable future, then it is not a good choice for solving the problem.

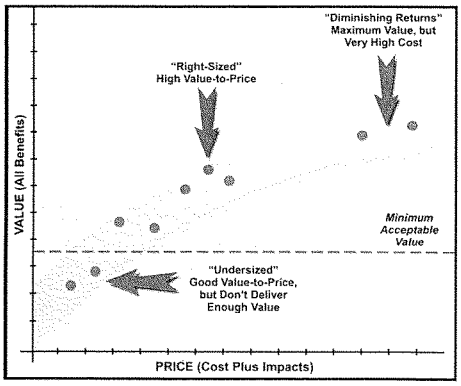


Figure 2.1 Value to Price Curve

Application

The following questions can be asked to determine if this tool was used effectively:

- Is the total estimated cost of each alternative known before programming the project on a TIP? Is the cost known before a recommended alternative for final design is selected?
- Are each of the alternatives affordable given the current financial situation and state/regional priorities?
- What are the cost/benefits of the alternatives?

Tool F – Define Wide-Ranging Measures of Success

Setting measures of success is not unique to context-sensitive design; most road design projects measure the success of alternatives in meeting project needs and objectives. In Smart Transportation, it is recommended that measures represent the full spectrum of project needs and objectives, such as transportation for all modes, safety, economic development, community character, and land use (see Tool D: Establish Full Spectrum of Project Needs and Objectives). Wide-ranging measures are used to assess alternatives against these needs and objectives.

Although broad in outlook, measures of success (MOSs) can be simple to calculate, calculable from readily available data (for simple projects) and readily reproducible. It is completely acceptable for MOSs to be redundant, measuring different aspects of the same qualities. For example, the "volume to capacity ratio" and "queue length" computations as defined in the Highway Capacity Manual are both measures of effectiveness about a single quality (traffic service) but each is useful in its own way.

Measures of success should be directly related to the accepted project needs and objectives. For objectives relating to vehicular traffic service, measures should be chosen from the standard, widely used measures (for example, "level of service", "seconds of delay"). For objectives that capture community character, measures should be developed based on the specific concerns of the community. Chosen measures should be transparent and easily conveyed to all stakeholders.

Including measures of success that address community goals as well as traffic performance is critical to reaching a smart transportation solution. For example, traditional traffic-only measures, while accurate for their single goal (moving traffic) are usually devoid of context. Thus, an evaluation measure calling for "attaining peak hour traffic level of Service C" would gauge success only by that measure. The fact that the roadway may be located within a "Main Street" environment or a heritage neighborhood is not considered. Using this single measure, any alternative that attains the level is considered satisfactory, and any alternative that does not is often eliminated as "failing". Because projects have wide-ranging needs and objectives, no single measure of success should be used to determine the preferred solution for a problem.

Measures of success that address the full set of needs and objectives should be simple and yield a great deal of understanding with a minimum of computation. For example, the measure of pedestrian mobility (a critical element where the context is a "Main Street") is furnished by information as simple as the number of signalized crossings, the presence of pedestrian signal indications, the width of pavement to be crossed or the posted speed. All of this information is readily available from project inventories, photographs, GIS files or field visits.

The absence of a wide range of evaluation measures in transportation planning is generally not due to the difficulty of computing such measures. Rather, it is because they were not identified as issues earlier in the process. Even if only a few measures are finally selected for project evaluation, consideration of a wide range of measures at the beginning of a project can help identify important community values that may otherwise be overlooked.

Table 2.5 provides examples of measures and how they can be calculated. All measures of success should be tailored to the specific project. Some characteristics of effective measures include:

- Simple compilation, from readily available data (rather than complex computation using extensive new data – particularly for simple projects).
- Transparent, using a method understandable to the non-technical public.
- Reproducible results (rather than yielding different answers to different analysts, for same conditions).
- Objective (not judgmental).
- Yields degrees of success (not just "pass/fail").

Application

The following questions can be asked to determine if this tool was used effectively:

- Have the alternatives been compared using a wide-ranging list of measures of success?
- Do all needs and objectives have corresponding measures of success?

Table 2.5 Examples of Smart Transportation Measures of Success

Measure of Success	Units	Potential Source
TRAFFIC		
Peak Hour LOS (intersection) **Non-Peak Hour LOS (intersection)**	• Level of Service • Seconds of delay • Queue lengths • Daily Profile	HCS intersection – or SIDRA roundabout runs, existing and design year
Screen line capacity (at *X* segments throughout the corridor)	Peak hour/peak direction vehicles	HCM source flows on planned lane count
Volume/Capacity (at *X* segments throughout the corridor)	Peak hour volume/capacity ratio	• HCM source flows on planned lane count • Traffic Study
Corridor travel times between selected origins and destinations	Minutes	Simulation such as Synchro, VISSIM
Reduction in existing VMT	VMT	Simulation such as Synchro, VISSIM
Desired travel speeds in Area X, Area Y	MPH expected based on roadway design and characteristics	NJDOT/PennDOT Design Manual/ AASHTO Green Book
SAFETY		
Reduction in number of driveways	Number of driveways	Field Count
Reduction in unprotected left turns	Peak hour vehicles	Signalized intersection analysis and existing turning movements
Potential safety improvements at documented high-crash locations	Potential for increasing safety	Crash data and safety audit
Median that meets certain criteria	Linear feet (lf)	Map take-off
Shoulders that meet certain criteria	Linear feet (lf)	Map take-off
ALTERNATIVE MODES		
Sidewalk	If of new sidewalk	Map take-off or GIS
Restored sidewalk	If of replaced sidewalk	Map take-off or GIS
Safe pedestrian crossings	Number of well-marked crosswalks,and/or speed and volume of crossing traffic	Map take-off or GIS
Bicycle access	If of bike lanes, paved shoulders, or wide curb lanes	Map take-off or GIS
Public transportation	Bus stops with safe pedestrian crossings	Map take-off or GIS
Ease of crossing for farm equipment in rural areas	• Crossings • Desired speed based on road design	Map take-off or GIS NJDOT/ PennDOT Design Manual/ AASHTO Green Book

Measure of Success	Units	Potential Source
Rural road-front in purchased farm land, conservation easement	If, Acres	Map take-off or GIS
Town streetscape	If	Left turn lane placement and existing turning movements
Historic resources	• Number of NRHP-Eligible Buildings Impacted/Displaced • Number of NRHP-Eligible Districts Impacted	Map take-off or GIS
Businesses	Number Impacted/Displaced	Map take-off or GIS
Residences	Number Impacted/Displaced	Map take-off or GIS
Community facilities	Number Impacted/Displaced	Map take-off or GIS
Land use/growth management	Consistency with local and regional plans and policies	Comprehensive Plans or similar documents
Open space/parklands	Number Impacted/Displaced	Map take-off or GIS
Wetlands	• Number Impacted • Acreages Impacted • Quality	Map take-off or GIS
Stream crossings	• Number of New Crossings • Acreage of New Crossings	Map take-off or GIS
Floodplains	Acreages Impacted	Map take-off or GIS
Total project costs	Dollars in Year of Expenditure	Estimated
Cost per new trip	Dollars per trip	Estimated cost, new capacity added
Cost per new VMT	Cents per mile	Estimated cost, new VMT capacity added
Cost per user	Dollars per user	Estimated cost, new users

Tool G – Consider a Full Set of Alternatives

A critical element of Smart Transportation is a structured search through a wide range of alternatives at an early stage in the process. Consistent with NEPA, this range will always include a no-build alternative, and, depending on the complexity of the project, could include one or many build alternatives. These alternatives should address the project needs and objectives identified earlier in the process.

The following pages provide some examples of potential solutions for common transportation problems. These are not listed in any particular order. However, consistent with Smart Transportation principles, the first alternatives to be developed should be low cost and low impact. High-cost, high-impact alternatives should be developed only if the low build alternatives do not address enough of the needs and objectives.

After full consideration of project context and objectives, a solution that requires a design exception may be the best project alternative. In these cases, the evaluation process and rationale for incorporating a design exception into the alternative must be well documented, in accordance with NJDOT or PennDOT procedures. The review process for design exceptions should determine the appropriateness of the alternative.

As discussed in greater detail in Tool E, an analysis of the "value to price" ratio should be conducted for all potential alternatives. This technique, and other techniques for exploring alternatives, are listed in Table 2.6.

Application

The following questions can be asked to determine if this tool was used effectively:

- Was a full range of alternatives developed? Were low cost, low impact alternatives considered?
- Do the alternatives address the needs and objectives that were agreed upon by the stakeholders and project team?

Table 2.6 Checklist for Exploring Alternatives

Strive For	Avoid
Multi-Party Input – DOT, engineering consultant, specialists (historic, environmental), stakeholder representatives.	Project Staff Only Input – Inside project team, generalists where specialists are needed.
Collaborative – Participants sift through wide range of alternatives, with no exclusions. Alternatives are discussed in structured dialogue sessions.	Prescriptive – Range of alternatives is prescreened and limited. Some alternatives are dismissed early as "fatally flawed."
Iterative – Alternatives are considered again, with the same process as described above, as further understanding and evaluation is gained.	One Time – Alternatives are "closed down" after an early "final screening."
Aware of Value/Price – Some understanding of value/price relationship at early stage and throughout.	Focusing only on High Price Solutions – Little understanding of value/price during alternatives stage.
Expansive – Process seeks alternatives that yield multiple quality-of-life benefits.	Constrained – Alternatives are limited to narrow range that addresses only one issue or concern.

There is a wide range of solutions that can address mainline congestion, from increasing efficiency to managing demand. One choice that some areas have made is to evaluate the level of service that can reasonably be accommodated for all modes.

RANGE OF SOLUTIONS FOR MAINLINE CONGESTION

INCREASE EFFICIENCY (ON-ROUTE)

- Signal Coordination
- Manage Access
- Change Intersection (See Intersection Congestion)
- Time Based Changes (Reversible Lanes, Off-Peak On-Street Parking, etc.)
- Corridor-wide ITS
- One Way/Two Way Corridor Conversion

USE ALTERNATIVE MODES

- Bicycling
- Walking
- Transit Use

EVALUATE LEVEL OF SERVICE STANDARDS

INCREASE CAPACITY (ON-ROUTE)

- Add Lanes
- Reconfigure

USE ALTERNATIVE ROUTES (OFF-ROUTE)

- Build New Route
- Re-Direct Traffic to Existing Routes
- Augment Existing Network

MANAGE DEMAND (ON & OFF-ROUTE)

- TDM (Telecommuting, Employee Transit Passes, Employee Shuttles, etc.)
- Land Use Policies

The following provides some ideas for solutions related to roadway resurfacing.

RANGE OF SOLUTIONS FOR RESURFACING

RESURFACE TO CURRENT CONFIGURATION

EVALUATE THE NEED FOR MILLING TO IMPROVE ACCESS & DRAINAGE

RESTRIPE

- Add bicycle lanes
- Modify number of lanes
- Modify lane widths
- Modify on-street parking
- Allow for streetscape opportunities

There are a wide range of solutions that can address congestion at intersections. The focus is often limited to solutions at the specific location, but a number of solutions may be found by using or enhancing the surrounding network.

RANGE OF SOLUTIONS FOR INTERSECTION CONGESTION

RECONFIGURE (AT LOCATION)

- Change Lane Configuration
- Grade Separate
- Roundabout

CHANGE OPERATIONS (AT LOCATION)

- Reconfigure Signal
- Restrict Turns

DEVELOP NETWORK (AT A DIFFERENT LOCATION)

EVALUATE LOS STANDARDS (AROUND LOCATION)

The following provides some ideas for solutions related to deficient bridges.

RANGE OF SOLUTIONS FOR BRIDGE DEFICIENCY

REHABILITATE

- Focus only on structural integrity (may require design exceptions)
- Upgrade to current geometric standards
- Introduce Roadway Elements
- Restore historic character of structure
- Use for another function- i.e. vehicular to pedestrian bridge

REBUILD

- In- place
- At another location

REMOVE

Safety problems can be very difficult to diagnose and to solve. This table outlines a range of solutions for increasing intersection safety.

RANGE OF SOLUTIONS FOR INTERSECTION SAFETY

MODIFY INTERSECTION CONTROL

- 2-Way Stop
- 4-Way Stop
- Signal
- Roundabout
- Grade Separation

SIGNAL TIMING

- Extend Yellow Phase
- Extend All Red
- Modify Cycle Length
- Consider Activated vs. Pretimed
- Protected Instead of Permissive Left Turn

MODIFY GEOMETRY

- Relocate Signal Mast Arms
- Add Turn Lanes
- Modify Alignment
- Increase/Decrease Curb Radius
- Evaluate Proximity of Curb Cuts to Signal
- Restrict/Modify Turning Movements
- Review Bicycle Striping

IMPROVE ROAD SURFACE

ENHANCE SIGHT LINES (ROADSIDE ELEMENTS)

- Vertical Curve
- Horizontal Curve
- Relocate Landscaping

EVALUATE INTERSECTION CONTROL MEASURE

- Relocate Signage
- Move Stop Bar Location

INCREASE ENFORCEMENT

- Camera
- Police

IMPROVE PEDESTRIAN/ADA ELEMENTS

- Ramps
- Pedestrian Crossing Signals
- Pedestrian Refuge
- Review Location of Bus Stops
- Review Markings

PROVIDE OR UPGRADE ILLUMINATION

Tool H – Compare and Test Alternatives

The purpose of this tool is to assess the full range of alternatives using the broad range of measures of success. The measures are "balanced" against one another to determine the best solution to meet project needs and objectives. The assessment process not only computes measures of success but also portrays the tradeoffs between measures, such as a reduced traffic level of service balanced against a corresponding increase in civic value associated with on-street parking.

The following steps are recommended in using this tool:

Summarize the assessment – Collapse the assessment to simple and appealing summary products, such as charts, tables, matrices and spreadsheets. Illustrations (photographs, sketches or even somewhat abstract computer graphics) should be used for those measures best described graphically.

Understand important tradeoffs – Illustrate the balance ("tradeoff") between important competing measures. One criterion should offset another, such as pairing vehicular traffic service and pedestrian level of service. Successful Smart Transportation understands these tradeoffs and achieves a balance of values that can gain community consensus.

Most important measures needing to be balanced are usually "apples and oranges," impossible to collapse to a single common measure. Although disparate measures cannot be directly compared in common terms, simply computing and comparing them represents an improvement under Smart Transportation. The "apples and oranges" dilemma is not a fault of the process, but more likely an indicator that a meaningful set of evaluation measures has been included.

Avoid weighting and scoring schemes – These are likely to be cumbersome and contentious. At this nearly final stage in the Smart Transportation planning process, participants' energy is far better directed toward arriving at a solution that addresses the wide range of project needs and objectives, rather than in creating numerical weighting schemes for disparate measures of success that do not lend themselves to such treatment.

Collaborate, not vote, on a recommended solution – Avoid putting the decision on a recommended solution to a vote, regardless of how representative the study group is of broad community viewpoints. Rather, informed consent or negotiated recommendation should be reached through a collaborative process. At this point a "third party" facilitator, skilled in consensus building, may be a valuable input.

Application

A successful outcome of this tool can be tested by asking the following questions:

- Have the agreed upon measures of success been used to compare and test the range of alternatives?
- Are the results summarized in a manner that is easily understood by a non-technical audience?
- Are the analyses repeatable by others?

2.3 TESTING THESE TOOLS AND TECHNIQUES

Use of the tools outlined in this document does not guarantee a context sensitive solution, but it greatly improves its likelihood because:

1. Smart Transportation brings a wide range of viewpoints into the process, assuring a thorough look at alternatives and success criteria.
2. The process reduces or eliminates adversarial counter-planning, by including issues at the very beginning that may be important to stakeholders and project opponents alike. The same energy which can serve to obstruct non-inclusive projects is channeled in a positive direction on Smart Transportation projects.
3. The analytical steps of the recommended process – broadened goals, structured search through alternatives and wide-ranging evaluation – serves as a systematic checklist for all stakeholders and decision-makers. It is also a transparent process that everyone can follow and in which everyone can participate.

Questions for Mr. James Ritzman
Deputy Secretary for Transportation Planning
Pennsylvania Department of Transportation
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1. ***You note that Pennsylvania has 15 MPOs and 23 different planning regions across the state. What tools or incentives can be developed at the Federal level to foster more collaboration between State DOT's and MPOs?***

Pennsylvania is in the process of advancing two major initiatives designed to improve the project identification and project development process that takes place in all areas of our state.

The Pennsylvania Department of Transportation (PennDOT) is integrating a concept called "Smart Transportation" into the way we do business. Smart Transportation simply asks us to understand and embrace our evolving financial, environmental, technological, and social contexts as we approach our transportation challenges. It is about consistently applying the most innovative tools and ideas to solve our new transportation challenges, while also helping to build great communities across Pennsylvania. This initiative first recognizes that there are significant costs responsibilities associated with sustaining our existing infrastructure. We need to think differently about transportation system improvements. There will never be enough financial resources to supply the endless demand for capacity in the traditional manner. Further it realizes that the "wider and faster" approach to road construction cannot ultimately solve the problem. Sprawling land uses are creating congestion faster than roadway capacity can be increased. Smart Transportation proposes to manage capacity by better integrating land use and transportation planning. The desire to go "through" a place must be balanced with the desire to go "to" a place. Roadways have many purposes, including providing local and regional mobility, offering access to homes and businesses, and supporting economic growth. Smart Transportations intent is to help agencies, local governments, developers and others plan and design roadways that fit within the existing and planned context of the community through which they pass. (http://www.smart-transportation.com/resources.html)

Also, guidance to better link our planning process with our transportation project development process is currently under development. The focus of this initiative is to improve the process for performing long-range transportation planning, and the ultimate identification, definition, and advancement of projects. It will require that our transportation planning process yield the projects to be advanced rather than having transportation solutions first envisioned as isolated project improvements. Procedures for developing transportation proposals from conception in a Metropolitan Planning Organization (MPO)/Rural Planning Organization (RPO) Long-Range Transportation Plan (LRTP), through construction are included. The process is designed to strengthen the relationship between the Transportation Improvement Program (TIP) and Statewide Transportation Improvement Program (STIP), National Environmental Policy Act (NEPA)/PA Act 120, decision-making, and final design.

Any tools developed at the Federal level to support or strengthen the aforementioned initiatives would be welcomed.

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2. ***Could you describe the planning processes that take place in rural areas of your state, and suggest ways that they can be improved?***

The transportation planning process has been established in 15 metropolitan areas, 7 rural planning organizations and 1 independent county to promote federal, state, and local transportation objectives. The collaborative process provides a forum where decision-makers (PennDOT Central Office, the PennDOT Districts, FHWA, FTA and the MPO/RPO) identify issues/opportunities and make informed decisions regarding the programming and implementation of transportation projects and services that address these issues and opportunities. Key issues that we are focused on include updating Long Range Transportation Plans, adopting Transportation Improvement Programs (TIPs) and Air Quality conformity determinations where needed and integrating Congestion Management System (CMS) planning and Intermodal Management System (IMS) planning into the planning and programming process. Other issues include trend analyses and cumulative & secondary impact assessments on major transportation projects, completing environmental justice mandates as part of all ongoing long range planning and short range programming activities, ensuring consistency between land use plans and transportation decisions, initiating Needs Studies as appropriate, promoting transportation projects that provide for the maintenance and/or restoration of transportation infrastructure, providing a safer environment for the traveling public, and enhancing personal mobility and the movement of goods.

Please see the question 1 for our initiatives on how this process can be improved.

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3. ***The PA Mobility Plan established as one of its goals to improve quality of life by linking transportation, land use, economic development, and environmental stewardship. How do you plan to implement that goal, and what can the federal government do to facilitate your success.***

The goal is supported by four objectives in the plan. Strategies to implement objective are bulleted below. Support for these objectives and strategies would be appreciated.

Direct Resources to support economic and community development.

- Support economic development by leveraging transportation investments. PennDOT aims to increase the impact of transportation investment on the Commonwealth's economic performance. This strategy is intended to optimize the use of limited state resources to leverage private investment and to direct funding to the most economically beneficial improvements.
- Assign a higher priority to transportation investments that yield economic development, land use, environmental stewardship, and public safety outcomes. This strategy will result in a stronger connection between Pennsylvania's priority policies and transportation plans, program, and project development.

Integrate land use and transportation.

- Promote efficient land use through transportation investment and supporting policies. This strategy is designed to provide a more sustainable transportation system that promotes public transportation usage and more efficient design and operation of transportation facilities.
- Accelerate "Smart Transportation" initiatives to implement projects as an appropriate scale and improve transportation's compatibility with its surrounding environment. Smart Transportation principles typically include corridor and access management, street design, network connectivity and capacity issues, preservation of open space and farmland, and developing the best transportation solutions for communities and regions.

Preserve natural, historical, and cultural resources.

- Define strategic environmental, cultural, and historic conservation areas and integrate with transportation planning, programming, project development.

Promote energy conservation.

- Establish a state-level modal program to demonstrate energy conservation leadership and innovation. This strategy recognizes that transportation is a primary consumer of energy. As such it is important to promote more efficient usage leading to an increase in conservation.

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4. ***According to the U.S. Department of Transportation, land use and transportation are symbiotic: development density and location influence regional travel patterns and, in turn, the degree of access provided by the transportation system can influence land use and development trends.***

   - ***In your opinion, are land use and transportation planning sufficiently linked? If you would argue that they are, please provide us with examples. If you would argue that they are not, please provide us with specific strategies that can be employed at the Federal, state or metro area levels.***

Transportation planning and land use are not sufficiently linked. In this country, control over land use is varies by state and is generally vested at the city, county or regional levels. State departments of transportation have no authority over land use so collaboration and partnership is essential: the states need to work more closely with city and county elected officials who have control over land use.

In Pennsylvania, we believe that smart transportation is about linking transportation and land use decisions and investments. We have joined with New Jersey Department of Transportation to produce a *Smart Transportation Guidebook -- Planning and Designing Highways and Streets that Support Sustainable and Livable Communities*. This guide is a tool to assist us in collaborating with local communities to invest our transportation dollars wisely, efficiently and sustainably. For example, reconfiguring our networks to a more grid-like pattern can help to keep local trips on the local network, a more efficient use of existing capacity. In other cases streets can be reconfigured to encourage walking and biking. On arterials, access management, which controls access points, can help preserve safety and capacity.

Please see the answers to question 1 and 3 for our initiatives on how this process can be improved.

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Deputy Secretary for Transportation Planning
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5. ***The Surface Transportation Policy Project (STPP) recently released a study on performance measures in transportation planning. It suggested that an expanded list of performance indicators could include: financial transparency; efficient land use; transportation choice and mode shared; energy efficiency; health impacts; and environmental impacts.***

   - ***What types of performance measures, in your opinion, should states and MPOs be required to consider when fulfilling their transportation planning roles?***

AASHTO's Board of Directors has embraced the concept of a Performance Management Approach that is outcome-driven and results-oriented. The following steps identify an approach to implement this concept:

Step 1. Establish National Goals through which National Objectives can be achieved.

- National goals should be established in six areas including ***safety, preservation, congestion, system operations, freight and environment***. For safety, the Congress should enact the national goal of halving fatalities in two decades.
- Authorization legislation should direct AASHTO in consultation with APTA, the MPOs, and the USDOT to establish national performance goals for each of the other five areas within two years of enactment.

Step 2: Develop a State Driven Performance Management Approach

- Each state, with its MPOs and transit agencies, adopts a planning and programming process to focus federal funding on meeting national performance goals.
- Each state will adopt state developed performance targets for each of the six key national goals.
- Changes to the eight planning factors to be goal oriented objectives are recommended.

Step 3: State Measurements and Reports

- Each state will be called on to develop a process to track and report on performance results in each of the six key national goal areas of safety, preservation, congestion, system operations, freight/economic development, and environment.
- AASHTO must recommend a process by which states self-define targets that would work in their unique context rather than have measures and targets imposed through some other process including federal statute, regulation or funding distribution.

In addition to establishing performance goals as part of the long range planning process and making project selection decisions more performance-oriented, each state will need to monitor and

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report actual performance results. As previous AASHTO reports have indicated, many states are already tracking and reporting performance results across a wide range of areas including system performance. As part of this reform proposal, each state will be called on to develop a process to track and report on performance results in each of the six key national goal areas. These areas include safety, preservation, congestion, system operations, freight/economic development, and environment.

Each of these areas is discussed briefly below, along with a set of performance measures that are recommended for consideration. The candidate measures represent an initial list for discussion and review.

1) Safety – Safety is often gauged by the number, frequency, severity, and cost of accidents. In addition, safety is affected by driver behavior, vehicle operations, and other factors which may be outside the control of the state DOT. Safety measures recommended:
   - Number of fatalities
   - Fatality rate (using VMT)
   - Number of serious injuries
   - Rate of serious injuries (using VMT)
   - Number of pedestrian serious injuries/fatalities
   - Number of bicyclist serious injuries/fatalities

2) Preservation – Measures the condition of the transportation system and actions to keep the system in a state of good repair. Measures are often specific to the type of asset. Preservation measures recommended:
   - Pavement – remaining service life and ride quality (IRI)
   - Bridge – functional and structural condition indices
   - Transit – remaining useful life of the fleet (buses and rail cars)

3) Congestion: (Mobility and Accessibility) – Measures the efficient movement of people and goods. Accessibility is the ability of people and goods to reach desired activities or destinations. Mobility measures include the time and cost of making a trip and the relative ease or difficulty and predictability with which a trip is made. Congestion measures recommended for consideration in state performance management:
   - Hours of delay (vehicle hours and person hours) on the Interstate and National Highway Systems
   - Hours of delay (per VMT) on the Interstate and National Highway System
   - Travel Time Index on the Interstate and National Highway System
   - Transit usage and load factors

4) System Operations and Management – Measures the operational efficiency and reliability provided by the existing system. The focus is on improving system operations through a broad range of operational strategies, rather than through investments in new capacity alone. System operations measures recommended:

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- Travel Time Index,
- Incident management clearance time
- Lane closures - lane-hours-lost due to work zones and weather events (track separately)

5) Freight/Economic Development – Measures direct and indirect impacts of transportation on the economy. Freight/economic development measures recommended:
   - Average speed on Interstate and National Highway System corridors Agency operations
   - Average time to cross borders
   - Number and percent of bridges allowing clearance for double stack containers
   - Freight volume by mode including TEU throughput at ports

6) Environment– Measures transportation effects on the environment, including air quality, stormwater and agency operations. Environmental measures recommended:
   - Transportation related air quality emissions, including green house gases
   - State DOT use of stormwater best management practices.
   - Agency operations. Examples include:
     - Energy usage
     - State DOT use of recycled products
     - "Carbon Footprint" of State DOT organizations

TESTIMONY OF
SAMUEL KEITH SELMAN
DIRECTOR OF PLANNING & ZONING AND DIRECTOR OF LAREDO MPO
CITY OF LAREDO, TEXAS

BEFORE THE

U.S. HOUSE OF REPRESENTATIVES
COMMITTEE ON TRANSPORTATION AND INFRASTRUCTURE
SUBCOMMITTEE ON HIGHWAYS AND TRANSIT
"TRANSPORTATION PLANNING"

SEPTEMBER 18, 2008

Good morning, Mr. Chairman and members of the Subcommittee. I am Keith Selman, Director of Planning for the City of Laredo, Texas where I also serve as the Director of the Laredo MPO. I have been invited to testify before this subcommittee to outline the uniqueness and significance of just one, small MPO.

This City of Laredo is located on your border between the United States of America and the Republic of Mexico. Historically a city of modest population and often times experiencing depression-like economic indicators, Laredo is now a thriving community of approximately 225,000 people. This boom in growth can in large part be attributed to trade between the two nations.

Laredo is the largest inland port on the U.S./Mexico Border. There are 2 international bridges owned and operated by the City of Laredo for over the road commercial loads and one international rail bridge owned by Kansas City Southern but utilized by Union Pacific, Kansas City Southern, Kansas City Southern Mexico, and occasionally Burlington. In 2007, 2.15 million loaded trucks crossed Laredo's bridges while 396,749 rail cars crossed the rail bridge. The combined value of goods crossing the border in 2007 was $347.3 billion.

As you can easily surmise, Laredo is a major player in the economies of both nations as thousands of jobs are dependent upon the expeditious flow of goods. However, the impact on quality of life and the transportation network within the community cannot be over exaggerated. Neighborhoods bisected by rail and truck traffic have seen increases in both of approximately 60% in one decade.

The problems created from these two modes are unique. Neighborhoods in the vicinity of our 80 plus at-grade crossings that for decades experienced one or two trains per day now endure constant engine and whistle noise. Roadway systems (both on and off) are challenged daily in signal timing, turning radii, and the roadway structure as thousands of trucks move throughout the community on any given day. While just a snapshot of only two issues, I hope this exemplifies the impact the movement of the nations goods can have on a smaller community.

The MPO provides the only local forum for cooperative and comprehensive transportation planning. It meets the needs of a booming community of international significance while ensuring a local voice in the expenditure of Federal transportation dollars. Despite its growth, Laredo remains a relatively poor community with a large population base living at or below the poverty level. Simply stated, without the resources of the MPO, and without the franchising of local participation created by the MPO, mobility solutions for the wellbeing of the community and the defining of projects to enhance and ensure the movement of goods for the nation's wellbeing would not be communally realized.

Laredo Urban Transportation Study

October 16, 2008

Congressman Peter A. DeFazio, Chairman
Subcommittee on Highways and Transit
Room B370A, Rayburn House Building
Washington, DC 20515

Dear Congressman DeFazio,

I want to thank you for providing me the opportunity to testify on behalf of small MPO's and the City of Laredo at the July 9, 2008 hearing. Please find attached brief responses to the questions submitted earlier this month. I consider it a great honor to have had the privilege to present my thoughts on these very important issues and am available to assist the Subcommittee on future endeavors if you so desire.

Sincerely,

Samuel Keith Selman

Samuel Keith Selman, AICP
MPO Director

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QUESTIONS FOR MR. SAMUEL KEITH SELMAN, AICP
DIRECTOR OF PLANNING & ZONING AND DIRECTOR OF LAREDO MPO
CITY OF LAREDO, TEXAS

HIGHWAYS AND TRANSIT SUBCOMMITTEE HEARING

SEPTEMBER 18, 20008

Questions from Chairman DeFazio

1. Should MPO's be more engaged in the defining and the planning of our nation's trade corridors as we try to address the issue of goods movement?

Currently MPO's are engaged in the planning of the goods movement as the major urban centers are our transportation network hubs. However, I'm not sure that MPO's have to date focused on this issue as they look to reconcile mobility issues. They should. While the MPO must be kept abreast of major transportation improvements and should have a voice in those creating intercity links, MPO authority should not be expanded to encompass the links between the nodes/hubs.

2. A number of witnesses discussed efforts to link "authority with funding." Do you believe creating that linkage will develop more accountability in the surface transportation program? Would this affect how project programming decisions are made?

Will the link create more accountability? No.
If linked, can project decisions be affected? Potentially, as empirical project identification and programming could be compromised by political desires.

3. How are MPO's adjusting to changing transit ridership demands in the planning process? For example, transit agencies are reporting record ridership numbers, how will MPO's capture this increase and build it into longer-range planning? How will this impact future investments decisions?

While inclusion of transit is required in the MTP update currently underway, it will likely get increased and renewed emphasis given the ridership spike. Transit supporters have always claimed that transit can reduce congestion on the roadway systems. While recent numbers support this, the notion that availability alone will provide the mode shift is not substantiated given the external circumstances (gas prices) that likely attributed to the spike. However, I think transportation planners are generally excited by the trend and will look for, and expect, transit to provide congestion relief and transit options are more likely to be incorporated into the MTP updates. Scenario planning should be incorporated into the MTP and allowable by FHWA.

4. How are MPO's integrating emissions reduction approaches into the planning process? What more can be done?

Non-attainment areas are presumably complying.

5. Moving freight by rail has increased substantially. Has this increase caused the freight railroads to be more active participants in the planning process? If so, what steps have been taken? If not, what needs to be done to bring the freight railroads to the table as active participants in the planning process?

a. The increased freight has not caused the railroads to be more active in the planning process. The railroads do what they want, when they want, how they want, and appear to be most keen on protecting their interests. If not true, appearances are truly deceiving.
b. Union Pacific and Kansas City Southern both have rail lines bisecting the community. Both have representation on the MPO Technical Committee. Both seldom attend.
c. They will likely never acquiesce to being a true partner in reconciling mobility issues until such time that public needs and profits juxtapose.

6. Is there a need to adjust the size or the make-up of MPO's? We have indications that the size and organization of MPO's has an impact on performance.

From the perspective of a small MPO, the answer is no. However, large MPO's may have efficiency deficiencies.

7. Do you feel that you and your MPO colleagues around the country have the authority necessary to carry out comprehensive missions?

Yes, but only if those missions are planning in nature. In theory, the planning effort should be comprehensive.

8. Recently there has been a push for increased private investment in the nation's infrastructure. Given the magnitude of the nation's surface transportation investment needs and the limited resources available to make the necessary improvements, can you discuss the impact private resources and private partners have – or will have – on your planning efforts, particularly in the case of proposals that are generated through unsolicited bids.

Privatization will have very little impact on planning efforts as long as the private improvements are channeled and authorized through the MPO. In the absence of MPO review and approval, privatization will have a drastic, unaccountable, and potentially devastating impact to any planning effort.

9. According to the U.S. Department of Transportation, land use and transportation are symbiotic: development density and location influence regional travel patterns and, in turn, the degree of access provided by the transportation system can influence land use and development trends.

   - In your opinion, are land use and transportation planning sufficiently linked? If you would argue that they are, please provide us with examples. If you would argue that they are not, please provide us with specific strategies that can be employed at the federal, state, or metro area levels.

They are not sufficiently linked.
Various options: (1) Highways could be designed and built based on reasonable land use projections and trip generation. (2) Access can be determined and permitted in the planning stages of a new facility. (3) Substantial improvements to existing roadway facilities could trigger a mandate to plan and implement access management. (4) Substantial improvements to existing facilities could trigger a mandate to plan for and incorporate transit facilities. (5) Require or perform traffic impact analysis on any new development along a facility and mandate mitigation. (6) Purchase additional land along the corridor and resale with covenants prohibiting

certain activities. (7) Purchase certain use activities on properties adjacent to a facility and thereby establishing through acquisition essentially an inverse easement.

10. The Surface Transportation Policy Project (STPP) recently released a study on performance measures in transportation planning. It suggested that an expanded list of performance indicators could include: financial transparency; efficient land use; transportation choice and mode share; energy efficiency; health impacts; and environmental impacts.

    - What types of performance measures, in your opinion, should states and MPO's be required to consider when fulfilling their transportation roles?

In addition to the above include: congestion relief (travel times, etc.), access to jobs, and environmental justice.

11. What changes do you believe would be necessary to the current planning process and surface transportation governance structure to be truly effective and performance driven? In other words, do you believe such a program could be developed in a cost-effective manner without looking at the way resources are allocated under the current programs and is there a better way to do this to create a more accountable, performance-driven program?

Speed. Millions and possibly billions of dollars have been lost due to the time consumed between project inception and construction. Projects can be, and frequently are, waylaid due to simple scrivener errors. While we spin our wheels constantly ensuring the "i's" are dotted and the "t's" are crossed, resources are being absorbed by inflation and material cost increases.

(1) Remove barriers to project changes and amendments.
(2) Remove one layer of review either by the state DOT or FHWA.
(3) Establish a more equitable balance between accountability and project facilitation as true accountability is compromised when millions of taxpayer's dollars are lost or wasted in the very processes designed for accountability.

12. What tools or incentives can be developed at the federal level to foster more collaboration between State DOT's and MPO's?

True collaboration can only occur in an atmosphere of equality. Currently, MPO's are operating in a subordinate role to the DOT's.

(1) Provide a DOT performance evaluation to include measurable standards for collaboration to be conducted by the MPO, with poor performance scores resulting in definitive consequences.

○