

July 6, 2005



# Conceptualization, History, and Status of Establishing a Regional Transportation Coordination Program (“CapCom”)

Chief Administrative Officers Committee and Senior Policy Group  
Special Briefing and Discussion

Hon. David Snyder  
Chair, RESF-1-Transportation

Ronald F. Kirby

Director, Department of Transportation Planning, COG/TPB

July 6, 2005

# Background

- Regional Emergency Transportation Coordination Annex (REETC) approved by TPB, COG Board in March/April 2004
- Key findings:
  - Timely public communications during incidents are essential and can be highly effective in managing transportation
  - The greatest potential for improvement of travel conditions is reduction of demand
  - Incident ripple effects necessitate timely communications and coordinated actions
- Follow-up actions explored how to strengthen transportation communications during incidents

# Exploration of Options for Strengthening Transportation Coordination Leading Up to CapCom

- Four strategies have been explored:
  - Integration of transportation agencies' technical systems and databases
  - Procedural changes by transportation agencies, and associated staff training
  - Duty rotation among existing transportation agency staffs
  - Creation of a new regional organization to be responsible for transportation communications and coordination, referred to as "CapCom" (name likely will be changed due to copyright)
    - Modeled after an organization for metropolitan NYC called "TRANSCOM"
- A growing number of stakeholders came to the conclusion that the non-CapCom strategies were insufficient

# History of New York's TRANSCOM as a Background to CapCom

- TRANSCOM began in 1986 hosted by Port Authority of NY/NJ
- Initially TRANSCOM just coordinated road construction schedules to ensure better management of NYC-area roadways
  - E.g., not closing outbound lanes on two parallel bridges at the same time
- Evolved over years to take on more “real-time” roles
- Became an independent membership-owned entity
  - Roadway agencies, toll roads, transit, police agencies – [www.xcm.org](http://www.xcm.org)
- Played a critical role in coordinating management of transportation ripple effects of 9/11 attacks in metro NYC through information sharing
- TPB, Greater Washington Board of Trade urged consideration of a TRANSCOM-like organization for Metropolitan Washington after 9/11

# Existing Situation

- On-scene incident response is the priority of existing organizations - and they're good at it
  - On-scene transportation incident clearance times have been reduced
- Significant agency-by-agency communications and coordination improvements have been made since 9/11 – reaction would be much better now to such an incident
- Still, no single entity has coordination of regional transportation information as a primary job
  - Regional coordination left to the busiest responders, relying on a limited number of key individuals
  - Notification good within state DOTs and transit agencies, otherwise inconsistent
  - Timeliness of initial notifications and ongoing situation updates have been challenges

# Anticipated Components of the Regional Transportation Coordination Program

- Information backbone – based upon the Regional Integrated Transportation Information System (RTIS) real-time database of traffic and transit conditions
- Live transportation information exchange among agencies – focal point for transportation status information to facilitate coordination
- Public information – single place where press, public, fellow agencies can find automated transportation status information via Web, phone interfaces
- Planning – focal point for coordinated regional transportation operations planning



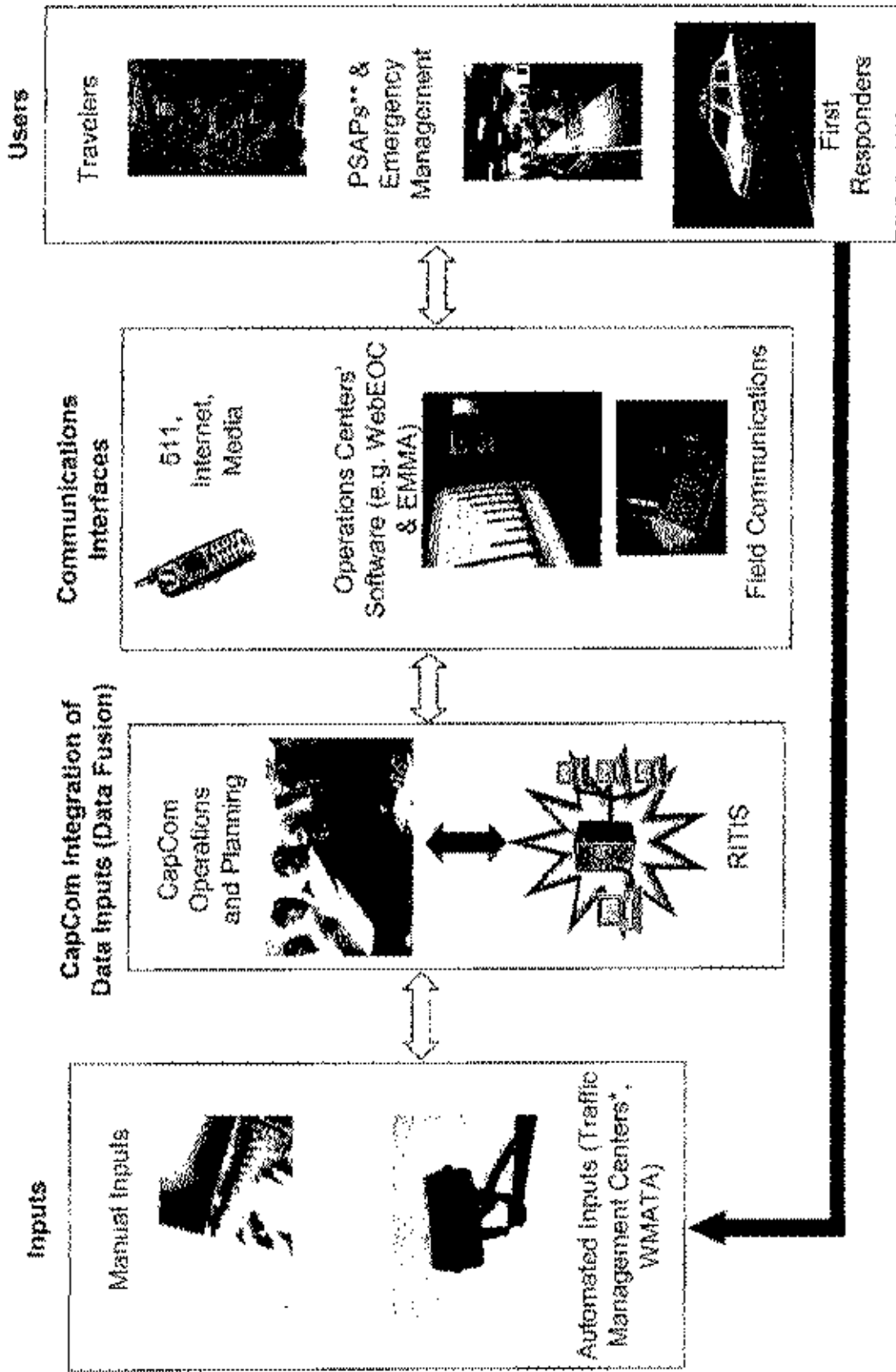
# CapCom Benefits

- Take full advantage of RICCS and other means for timely recognition of when an incident becomes regional and facilitated communications among multiple transportation agencies
- Improve coordination of transportation management during major incidents (often not “transportation” per se); e.g., 9/11, “Tractor Man”, bomb threat near RFK
- Serve as a source for information verification and ongoing situation updates to affected agencies, the media, general public
  - CapCom offers equivalent of “one-stop shopping” for automated transportation information
  - Availability, timeliness, accuracy of transportation information are key

# Chronology of Regional Transportation Management During Incidents – Now and with CapCom

Step	What Happens Now	If CapCom Existed
Discovery	First responders	First responders
ID as regional incident	Varies (if lead agency is uncertain, can lead to delays)	CapCom in consultation with responding agencies
Facilitate regional coordination	Varies (if lead agency is uncertain, can lead to delays)	CapCom initiates (e.g. conference call)
Ongoing communications	Varies (if lead agency is uncertain, can lead to delays)	Scheduled - CapCom ensures it occurs
Information dissemination	Varies (if lead agency is uncertain, can lead to delays)	CapCom in coordination with lead & participating agencies
Tracking regional impacts	Ad hoc	CapCom
Closeout & lessons learned	Lead agency and other agencies	Lead & participating agencies with CapCom assistance

# Anticipated Regional Systems and Information Flow



\* Traffic management centers include DDOT, MDOT (CHARI), VDOT (STC), local governments

\*\* PSAP = Public Safety Answering Point

# Current and Potential CapCom Funding Sources

Funding Source	Process	Requirements for Matching Funds	Status
UASI (Homeland Security)	Proposal submission and selection	No match required	\$1 million FY2005 UASI subgrant
Congressional Earmark	Congressional action requested by the region	At least 20% match using state transportation funding	\$2 million one-time earmark pending in House bill*
Transportation Federal Aid	Agreement of three state DOTs	At least 20% match using state transportation funding	Under discussion
TPB Member Contributions	TPB members' agreement	Not applicable	Not under active consideration at this time

\*Some related technical systems development has begun at the University of Maryland through a portion of previous years' federal transportation grants (RTTIS).

# Outlook

- TPB, in November 2004 and January 2005, declared creation of a regional transportation coordination program as a top priority
  - Endorsed the concept of using the CapWIN Program and governance structure as the basis for a regional transportation coordination program
  - Requested that the region's transportation agencies collaborate with the University of Maryland to prepare a proposed work program for an enhanced CapWIN organization to perform regional transportation coordination activities
- Basics of how CapCom will work can be modeled on the experience of New York's TRANSCOM
- Since the fall of 2004, the region's transportation agencies have been participating in an ad hoc steering committee to work out the implementation details of CapCom, and some may wish to add comments now



# **CapWIN Briefing**

**Chief Administrative Officers Committee and  
Senior Policy Group  
Special Briefing and Discussion**

**Chief Rick Rappoport  
Fairfax City Police Department  
Interim Chair, Mid-Atlantic Communications  
Interoperability Partnership**

**July 6, 2005**

## **What is CapWIN?**

- **First multi-state and multi-discipline interoperability program in the United States.**
- **Program is a partnership.**
- **Regional agencies are the owners and the users of the system.**



# History

- **CapWIN was initiated as a result of the Woodrow Wilson Bridge “jumper” in the fall of 1999.**
- **Public safety and transportation officials developed a Steering Group to lead the effort in 2000.**
- **Work began on the system in August 2002 after a long procurement process.**
- **User Groups have been involved in all aspects of program development**

## **Governance**

- **The Executive Leadership Group has equal representatives from Maryland, Virginia, District of Columbia, and federal agencies.**
- **The structure places emphasis on local, state, and federal representation.**
- **The Group has the ultimate authority to set direction, budgets, and policy.**

## **Governance**

- **In 2005, the CapWIN Executive Leadership Group in cooperation with transportation officials formed the Mid-Atlantic Communications Interoperability Partnership.**
- **This new umbrella organization will provide governance for CapWIN and CapCOM.**
- **Four new members were added to the Executive Leadership Group.**

## Technology

- **CapWIN was built to be an “open system” from its inception.**
- **Decision was made not to purchase a proprietary, off-the-shelf solution that would force the region to be dependent on a single vendor.**
- **CapWIN has access to all developed software code and documentation**
- **Today, CapWIN staff is doing all software maintenance and development.**

## **CapWIN Services**

- **MDT/PDA/Desktop interoperability**
- **Law enforcement database access: VCIN, MILES, WALES, NCIC via commercial wireless and state networks**
- **End-to-End secure communication via FIPS certified VPN Client**
- **Regional L.E. database host – PAWN**
- **24x7 Ops Center and Help Desk**

## **CapWIN Users**

- **High Tech L.E. agencies – PDA, data-sharing**
- **Low Tech L.E. agencies – MDT, messaging, state/federal database access, data-sharing**
- **Transportation agencies (VDOT, MDT, DCDDOT) – MDT, messaging**

## **Financial Overview**

- **In 2002 CapWIN received \$19.1 million**
- **As of May 2005 there is \$6.4 million available**
- **At current service levels, funding will expire in April 2007**
- **ELG Financial Sub-Group is working on long term solutions.**
- **They have reviewed eleven options.**
- **No decisions have been made by the board.**

## **Future Vision**

**CapWIN should be an operationally-oriented, regional information technology organization of local governments and representatives of Maryland, Virginia, the District of Columbia and the federal government.**



## **Basis for Action**

**We are driven to regional solutions and operational initiatives:**

- **Logical – Effective, efficient, synergistic public safety & transportation services**
- **Financial – Funding and grants requirements linked to regional solutions**
- **Political -- Public and media pressure to collaborate effectively**

## **Requirements: Regional IT Entity**

- **Governance**
- **Facility**
- **Technology (Hardware, Software, Equipment, Materials)**
- **Personnel Resources**
  - **Management**
  - **Technical Staff**
  - **Support Staff**
- **Funding**

## **Requirements met by CapWIN**

- **Governance – national model in place, needs organizational structure for future**
- **Facility – in place, needs reassessment**
- **Technology – in place, needs ownership transfer**
- **Personnel – Strong staff, need to reassess needs**
- **Funding – need to determine fair and equitable funding formula**

## **Short Term Needs**

- **Collaboration with our regional partners**
- **Legal Support**
- **Bridge funding**
- **Long term financial model**

## **Closing Thoughts**

**“We’ve not paid attention to it because we’ve not funded it; now that we’re being asked to fund it, we’re paying attention to it.”**

**Chief Bob Murray, Falls Church PD**

**“Interoperability is not just a “Sniper case” issue, it’s an everyday need.”**

**Deputy Chief Steve Sellers, Fairfax County PD**



# Capital Wireless Integrated Network

CapWIN Registration  
Agencies: 75  
Total Users: 627

Search Capwin:

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### CapWIN Home

#### What Is Capwin?

The Capital Wireless Integrated Network (CapWIN) is a partnership between the States of Maryland and Virginia, and the District of Columbia to develop an interoperable first responder data communication and information sharing network. CapWIN's application suite enables:

- Incident management & coordination across agencies, regions, and disciplines
- Secure one-to-one & group public and private discussions
- A robust and searchable directory of individual first responders -- a "411 Directory" for public safety and transportation agencies
- Access to operational data/resources, including multiple state and federal law enforcement criminal databases

[More Info](#)

#### Capwin User Profiles

Maryland State Police (MSP) Troopers have been using CapWIN since the first beta release in early 2004. Since that time, over 75 MSP users have been added to the CapWIN system from multiple barracks across the State.

#### Incident Coordination & Communication

Query Lease  
Query Registration  
Query Name  
Rebuild  
Refresh  
Create on this View  
Add Contacts  
Refresh Profiles  
User Details  
User Search  
Chat Rooms  
Chat Rooms by  
Create Team

MSD (1)  
VA (1)  
Marylands (9)  
Washington County (1)  
-TEST Stop You Bounding PCA (MSD) (8)  
-Current Subsystem List (12) (3)  
-Users Not in the Ready  
@jamescoak@MSPoke (Email) (MS)  
@jamescoak@MSPoke (Email) (MS)  
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Building a Bridge in Transportation and Public Safety Communications

**CHIEF ADMINISTRATIVE OFFICERS COMMITTEE  
and  
SENIOR POLICY GROUP**

**Summary**

**Special Briefing and Discussion Regarding the  
National Capital Region Transportation Coordination Program  
("CapCom") and the  
Capital Wireless Integrated Network (CapWIN)**

**Date: July 6, 2005**

**Time: 10:00 a.m. – 12:00 noon**

**Place: Metropolitan Washington Council of Governments  
Training Center, First Floor  
777 North Capitol Street, NE  
Washington, DC 20002**

This special work session convened approximately 75 stakeholders from the public safety, emergency management, information technology, transportation, and other sectors, as well as CAO and SPG representatives, with opening comments by Edward Reiskin of the SPG and Chairman Anthony Griffin of the CAOs.

Council Member David Snyder of the City of Falls Church, also Chairman of the Regional Emergency Support Function #1 -- Transportation Work Group, and Ron Kirby, COG Director of Transportation Planning, presented. They provided a Transportation Planning Board (TPB) perspective on the need to establish the "CapCom" regional transportation coordination program, and described the activities expected in such a program. "CapCom" would be responsible for regional-scale information gathering, exchange, and dissemination for the transportation sector both during major incidents and in everyday traffic situations, utilizing existing technologies. ("CapCom" is a provisional name, and is likely to be changed due to copyright issues.) In the wake of the 9/11 attacks, the TPB became interested in establishment of a transportation coordination program for the National Capital Region, modeled after the longstanding TRANSCOM organization in the New York metropolitan area. Mr. Kirby also described from his perspective the distinctions between the proposed "CapCom" program (to address regional transportation information sharing), and the CapWIN Project (focusing on interoperable field communications equipment and software for first responders).

Representatives of the Washington Metropolitan Area Transit Authority and the District of Columbia, Maryland, and Virginia Departments of Transportation

provided brief comments in follow-up to Mr. Snyder and Mr. Kirby on their agencies' perspectives on "CapCom".

City of Fairfax Police Chief Rick Rappaport, Interim Chairman of the CapWIN Executive Leadership Group, presented an overview and status of the CapWIN Project, including its history, governance, technology, and services provided as the first multi-state, multi-functional interoperability program in the nation. CapWIN is in use in the region every day, and has been particularly helpful to agencies that had not had previous opportunities to invest in high-tech communications and data-sharing equipment. The availability of CapWIN on personal digital assistants (PDAs) has been particularly popular with users. Chief Rappaport described the future vision for CapWIN to be an operationally-oriented, regional information technology organization of local governments and representatives of Maryland, Virginia, the District of Columbia and the federal government. Needs included collaboration with regional partners on CapWIN system activities, legal support to become a full-fledged organization, interim bridge funding, and a long term financial model for support.

Participants made a number of comments on these two programs.

Regarding "CapCom", several participants expressed strong support for proceeding with this program, because of transportation coordination needs demonstrated in previous regional incidents. Other participants expressed reservations, or suggested additional study, for reasons including consideration of similar needs for all emergency preparedness functions, not just transportation; dislike of creating new bureaucracies; and the implications of ongoing funding needs once startup funds are exhausted.

Regarding CapWIN, a number of participants indicated strong support for this system already in everyday use in the region. Other participants indicated concerns about costs and effectiveness; about the level of jurisdictional input to decision making on the project; about the need to look at a broad scope of interoperability considerations; and about ongoing funding needs once the previously received grants have been exhausted.

It was agreed that this day's special briefing and discussion provided a good exchange of information, but no consensus was reached on these issues. Future discussions would be needed in a number of forums. One specific request, however, was for the National Capital Region Executive Interoperability Committee (NEIC) to identify the advantages and disadvantages of CapWIN for the National Capital Region that would address as a minimum the following areas:

- Governance



- Control and operations
- Feasibility, need, and ability to operate with emergency operations centers (EOCs) and pending information technology and interoperability initiatives
- Funding, duplication of existing activities, and cost-effectiveness.

