

July 20, 2005



Correspondence leading to the scheduling of  
the July 20 Work Session from the TPB  
Citizens Advisory Committee, the TPB,  
VDOT, MDOT, and DDOT

April 19 – June 27, 2005



**CITIZENS ADVISORY COMMITTEE**  
**For The National Capital Region Transportation Planning Board**

Metropolitan Washington Council of Governments  
777 North Capitol Street, NE, Suite 300  
Washington, DC 20002

April 19, 2005

Daniel Taughherlini, Director, District of Columbia Department of Transportation  
Robert Flanagan, Secretary, Maryland Department of Transportation  
Pierce Horner, Secretary, Virginia Department of Transportation  
Phil Mendelson, Chair, National Capital Region Transportation Planning Board (TPB)  
Michael Knapp, First Vice Chair, National Capital Region Transportation Planning Board  
Catherine Hudgins, Second Vice Chair, National Capital Region Transportation Planning Board  
David Snyder, Chairman, Management, Operations, and Intelligent Transportation Systems Policy  
Task Force (MOITS) for the Transportation Planning Board  
Michelle Pourciau, Deputy Director, District of Columbia Department of Transportation  
Marcia Kaiser, Director, Office of Programming and Planning, Maryland Department of Transportation,  
JoAnne Sorensen, Virginia Department of Transportation  
Rati Kirby, Director, Department of Transportation Planning, Metropolitan Washington Council of  
Governments

Dear Sirs and Madams:

Much constructive effort and discussion have taken place through the National Capital Region  
Transportation Planning Board concerning incident response coordination and communication by our  
region's transportation agencies.

It has been understood that efforts by the TPB's Management, Operations, and Intelligent Transportation  
Systems Policy Task Force have led to a consensus among the local Departments of Transportation in  
support of establishing CapCom, a transportation coordination program, to bolster the region's  
preparedness. It has been proposed that CapCom be housed under the Mid-Atlantic Communications  
Inter-Operability Partnership (MACIP) at the University of Maryland.

On behalf of the Citizen Advisory Committee (CAC) for the Transportation Planning Board, I am writing  
to encourage a deliberative but prompt conclusion to the exploratory stage of this effort and a clear and  
concerted, region-wide commitment to take expeditious action to implement the recommendations of the  
MOITS Policy Task Force. It is now more than three and one half years since 9/11.

Do you support the establishment of CapCom? If you do not, could you articulate the reasons? Any  
meritorious perspective warrants careful – and expeditious – consideration. It is particularly critical at  
this point that there be a clear consensus of top-level, regional support for establishing CapCom – or, in  
the alternative, at least clarity and urgency with respect to considering any other option or viewpoint.

If you do support establishing CapCom, do you favor your local department of transportation committing its proportionate share of \$3.2 million for the estimated, ongoing annual capital and operating costs? Assuming the \$2 million approved recently by the U.S. House of Representatives is approved by Congress and signed into law by President Bush, it is expected to reach our region at the end of 2005. But without securing sufficient monies sooner to meet start-up costs, the need for CapCom remains unfulfilled.

On behalf of the CAC, I urge all recipients of this letter to meet together for a deliberative and conclusive discussion on: our region's needs relative to the ability of transportation agencies to respond to and communicate with the public regarding consequential incidents; appropriate solutions; and a financial plan to implement them. A group "summit" discussion would provide the opportunity to air and address any significant questions or concerns so that we can overcome compartmentalization and delay. This region cannot afford to see this critical issue languish.

Soon, the constructive conversation and effort on this issue will have gone on for four years. The time has come for a deliberative conclusion and expeditious action to honor our paramount obligation to ensure public safety.

Sincerely,

*Dennis Jaffe*

Dennis Jaffe  
Chair

Citizen Advisory Committee for the Transportation Planning Board

cc: Judith Davis, Chair, Metropolitan Washington Council of Governments  
Jay Fisette, Vice Chair, Metropolitan Washington Council of Governments  
Anthony Williams, Vice Chair, Metropolitan Washington Council of Governments  
Bruce Williams, Chair, National Capital Region Emergency Preparedness Council  
Phil Tamoff, Center for Advanced Transportation Technology



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 Prince George's County  
 Rockville  
 Silver Spring  
 Washington County  
 Fairfax  
 Loudoun County  
 Manassas  
 Manassas Park  
 Prince William County

May 11, 2005

Mr. Dennis Jaffe, Chairman  
 Citizens Advisory Committee for the  
 National Capital Region Transportation Planning Board  
 777 North Capitol Street, N.E., Suite 300  
 Washington, D.C. 20002-4296

Subject: Support of the CapCom Regional Transportation Coordination Program

Dear Mr. Jaffe:

Thank you for your April 19, 2005 letter regarding the proposed regional transportation coordination program known as "CapCom". Several actions of the National Capital Region Transportation Planning Board (TPB) in recent months demonstrate the TPB's support for establishment of such a program. TPB Resolution R7-2005 of November 17, 2004 endorsed the concept of using the Capital Wireless Integrated Network (CapWIN) Program and governance structure as the basis for a regional transportation coordination program, and requested action from the departments of transportation and the University of Maryland to prepare a proposed work program.

That work program was presented to and endorsed by the TPB on January 19, 2005, for an organization to perform regional transportation coordination activities, and addressed potential startup and ongoing funding needs, funding sources and mechanisms, schedule, and a pilot program of activities and staffing. The TPB also directed that this support be communicated to the Chief Administrative Officers Committee, including a request for initial funding from the FY 2005 Urban Area Security Initiative (UASI) Program.

The Chief Administrative Officers and the states' Senior Policy Group (SPG) for Homeland Security considered CapCom and numerous other proposals for F.Y. 2005 UASI funding in deliberations during March and April. On May 4, the SPG announced a \$1 million UASI grant toward establishment of CapCom.

While the TPB is pleased that UASI funding has been obtained, the TPB also recognizes that the operation of CapCom presents a long-term funding issue that will have to be supported through regular transportation funding sources. Since we are now in the period of updating our National Capital Region financially Constrained Long-Range Transportation Plan (CLRTP), I have asked that department of transportation submissions to the CLRTP reflect support for the regional coordination program. The exact level of funding from each possible source is still under exploration, but it must be sufficient for undertaking the core activities of CapCom.

Mr. Dennis Jaffe  
May 11, 2005  
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An ad hoc steering committee of key personnel from the District of Columbia, Maryland, and Virginia Departments of Transportation, the Washington Metropolitan Area Transit Authority, the University of Maryland, and TPB has been meeting over the past year to shepherd CapCom as well as other activities to strengthen regional transportation coordination. Actions under this committee have included improvements to current communications procedures and protocols, identification of opportunities for technological improvements and interoperability, and guidance for the University of Maryland's development of the detailed CapCom UASI funding application. The TPB has been briefed on a regular basis on these activities by Mr. Tarnoff, TPB member David Snyder, and John Contestabile of MDOT. The ad hoc committee also has been laying the groundwork both regionally and on an individual agency basis for senior-level transportation agency consideration of how to proceed with a regional coordination program.

Your suggestion of a regional high-level discussion is timely, and is consistent with the groundwork laid by TPB and the ad hoc committee. In this regard, a TPB Work Session devoted to the topic of CapCom has been scheduled at 10:30 A.M. on July 20, 2005, immediately prior to the TPB meeting that day. Transportation agency leadership, TPB members, and other stakeholders will be invited to participate.

I share your sense of urgency on establishment of CapCom, and, by copy of this letter, will share my concerns with the senior leadership of our region's transportation agencies. Thank you again for the attention you and the members of the Citizens Advisory Committee have given this topic. If you have any further questions, please contact Andrew Meese of TPB staff at (202) 962-3789. I appreciate your support of this top priority of the TPB.

Sincerely,



Phil Mendelson  
Chairman  
National Capital Region Transportation Planning Board

Cc: Secretary Robert Flanagan  
Secretary Pierce Homer  
Director Dan Tangherlini  
General Manager Richard White





# COMMONWEALTH of VIRGINIA

Office of the Governor

P.O. Box 1475  
Richmond, Virginia 23218

Lincoln R. Hunter  
Secretary of Transportation

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May 31, 2005

Mr. Dennis Jaffe, Chairman  
Citizen Advisory Committee for the National  
Capital Region Transportation Planning Board  
Metropolitan Washington Council of Governments  
777 North Capitol Street, N.E., Suite 300  
Washington, D. C. 20002

Dear Mr. Jaffe:

Thank you for my copy of your letter regarding CapCOM. The Virginia Department of Transportation (VDOT) is strongly behind the concept of a regional operation coordination process, protocol, and structure and shares your concern on the commitment and financial support from all regional stakeholders. VDOT has been working cooperatively with its counterparts in Maryland, the District of Columbia, WMATA, and the University of Maryland in an Ad Hoc Steering Committee format in planning such a structure and securing start-up funding support. Virginia will do what it can to contribute the success of CapCOM.

I am happy to inform you that the region was awarded \$1 million from the FY05 Urban Area Security Initiative (UASI) Program as the start-up fund. The initial work on developing a work plan can readily leverage this fund. Once a detailed work plan is developed, VDOT will carefully review and program financial support appropriately into our budget process. VDOT is hopeful that the \$2 million Congressional earmark that still remains in the House Transportation Bill will be approved. VDOT will contribute to the required matching funds as it has been contributing to regional projects ever since the region started receiving earmark funding. It is, however, too premature to provide a tangible financial commitment on the annual operating fund without a detailed plan available for consideration as VDOT views CapCOM as a long-term operating entity instead of a one-time project.

You indicated in your letter that a tentative institutional structure for CapCOM was proposed and then approved by the Transportation Planning Board (TPB). VDOT supported, and funded, the work in developing such an institutional structure for CapCOM. This financial support indicated VDOT's commitment, support, and leadership from the beginning on the establishment of CapCOM.

Mr. Dennis Jaffe  
May 23, 2005  
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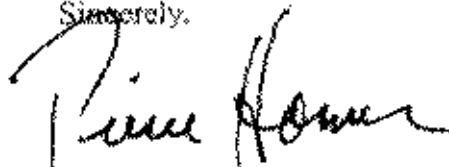
You suggested a regional high-level discussion and I am happy to inform you that a TPB Work Session is planned for July 20, 2005 on this topic. VDOT will participate in this important regional dialogue.

If you have more questions in the future regarding CapCOM, please contact Dick Steeg at (703) 383-2459. Mr. Steeg is VDOT's representative to the ad hoc steering committee developing CapCOM and other regional operational issues.

Let me assure you that it is in VDOT's best interest to establish a regional transportation coordination entity, like CapCOM, to oversee the planning, communications, and dissemination of status information associated with the region's transportation system during major incidents.

Again, thank you for your letter.

Sincerely,



Pierce R. Homer

PRH:es

Copy: Mr. Philip A. Shucet, VDOT Commissioner  
Ms. Dennis Morrison



**Maryland Department of Transportation**  
The Secretary's Office

**Robert L. Ehrlich, Jr.**  
Governor

**Michael S. Steis**  
Lt. Governor

**Robert L. Flanagan**  
Secretary

**James F. Ports, Jr.**  
Deputy Secretary

June 1, 2005

Mr. Dennis Jaffe, Chair  
Citizen Advisory Committee for the  
Transportation Planning Board  
Metropolitan Council of Governments  
777 North Capitol Street, NE, Suite 300  
Washington, D.C. 20002

Dear Mr. Jaffe:

Thank you for your letter of in which you expressed your support for the region's transportation coordination program known as CAPCOM. Mr. John Contestabile, Director of the Office of Engineering, Procurement, and Emergency Services here at the Maryland Department of Transportation, has been working for several months with an ad hoc group of transportation leaders to develop this concept.

Please understand that we fully realize the importance of transportation coordination during incidents: both everyday occurrences as well as those related to homeland security. The ad hoc group has been exploring and implementing a number of improvements in our respective agency's practices, procedures and communication methods toward the goal of improved coordination. We are pleased that the Senior Policy Group members also view this activity as important and awarded \$1 M for this effort. Notwithstanding, you correctly point out that there is an ongoing cost to continue to support this initiative that would fall to the region's transportation agencies.

I will be meeting with my staff to discuss this issue in some detail prior to the planned Transportation Planning Board work session slated for July 20, 2005. We would expect to have a Department position we can share at that meeting. Thank you for your interest in and support of this initiative.

Sincerely,

  
Robert L. Flanagan  
Secretary

My telephone number is 410-865-1000  
Toll Free Number 1-888-712-1414 TTY User Call Via MD Relay  
7201 Corporate Center Drive, Hanover, Maryland 21076

Mr. Dennis Jaffe, Chair

Page Two

cc: Mr. John M. Contestabile, Director, Office of Engineering, Procurement & Emergency Services, MDOT  
Mr. Pierce Homer, Secretary, National Capital Region Transportation Board  
Ms. Marsha Kaiser, Director, Office of Planning and Capital Programming, MDOT  
Mr. R. Earl Lewis, Jr., Assistant Secretary for Administration, MDOT  
Mr. Phil Mandelsen, Chairman, National Capital Region Transportation Planning Board  
Mr. James F. Ports, Jr., Deputy Secretary, MDOT  
Mr. Dan Tanagerini, Director, National Capital Region Transportation Planning Board  
Mr. Richard White, General Manager, National Capital Region Transportation Planning Board

GOVERNMENT OF THE DISTRICT OF COLUMBIA  
DEPARTMENT OF TRANSPORTATION



OFFICE OF THE DIRECTOR

**JUN 27 2005**

Mr. Dennis Jaffe  
Citizen Advisory Committee for  
National Capital Region Transportation Planning Board  
777 North Capitol Street, N.E., Suite 300  
Washington, DC 20002-4290

**Subject:** CapCom Regional Transportation Coordination Program

Dear Mr. Jaffe:

This is in response to your letter regarding the need for the National Capital Region (NCR) to come to a consensus on CapCom. Over the past three years, the region has made significant improvements in incident response coordination and communication. However, much more needs to be accomplished.

The District Department of Transportation staff has been involved in guiding the CapCom effort through their active participation in the Ad Hoc Steering Committee. We believe that your suggestion about a TPB working session devoted to the topic of CapCom is timely. The outcome of this discussion should help us reach consensus on this subject.

Sincerely yours,

A handwritten signature in black ink, appearing to read "Dan Tangherlini".

Dan Tangherlini  
Director

Cc: Councilman Phil Mendelson, Chair, NCR Transportation Planning Board

# **“CapCom” Background and Status**

Special Work Session  
National Capital Region  
Transportation Planning Board

Ronald F. Kirby

Director, Department of Transportation Planning, COG/TPB  
July 20, 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



# Actions

- 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

# 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 DOT's and transit agencies, otherwise inconsistent
  - Timeliness of initial notifications and ongoing situation updates have been challenges

# “CapCom” Benefits

- Take full advantage of RICCS and other means for timely recognition of when an incident becomes regional
- 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
  - Availability, timeliness, accuracy of transportation information are key

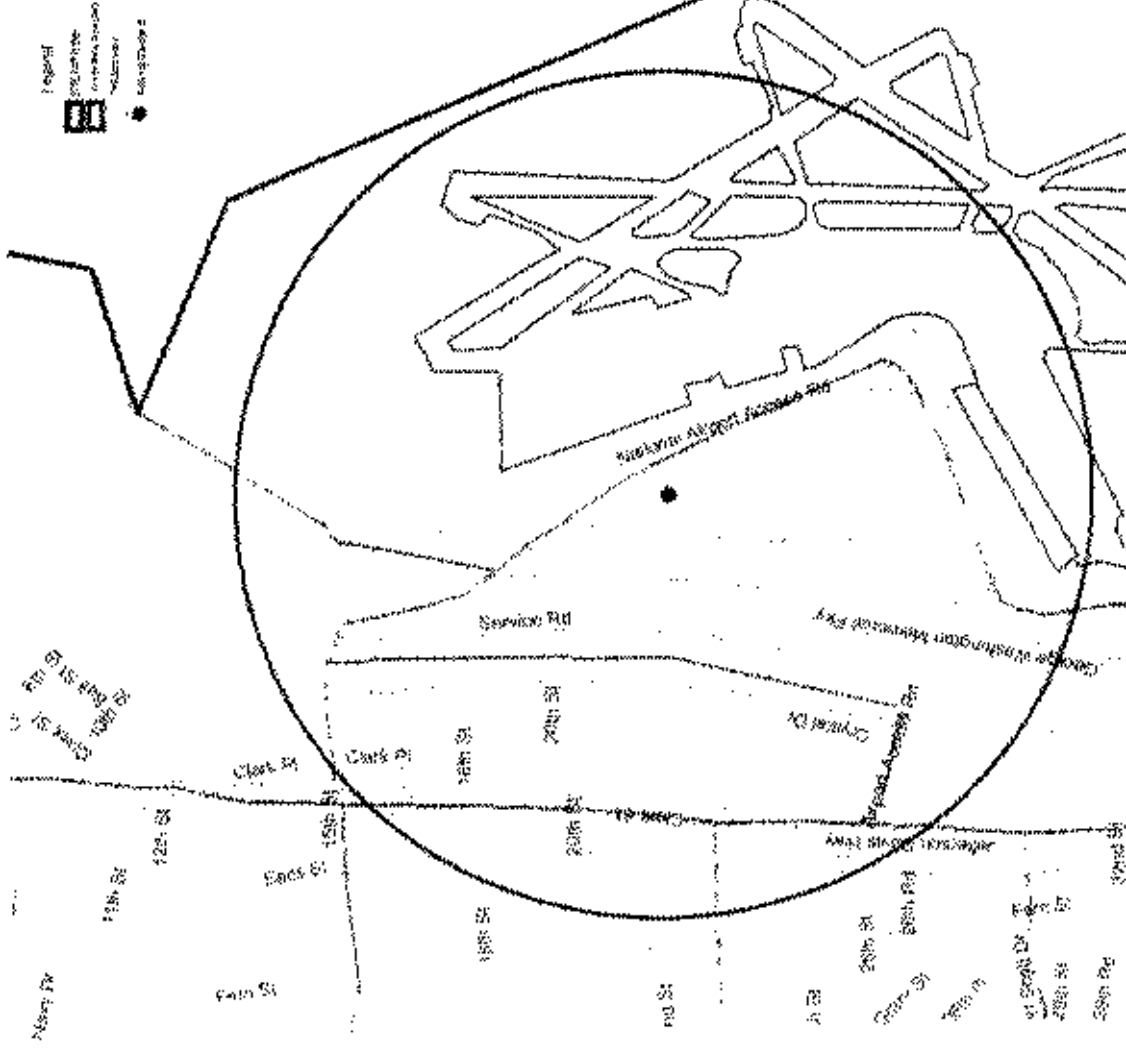
# With “CapCom”

- There will be designated responsibility and accountability for coordinating transportation information sharing during incidents
- A small staff will take the information sharing burden off the shoulders of busy transportation agency personnel
- Full use of information technologies and automated systems will aid cost-efficiency and effectiveness
- Individual agencies will retain complete autonomy for their actions, but will be better able to act in concert

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

Step	What Happens Now	If CapCom Existed
Discovery	First responders	First responders
IID as regional incident	Varies (if lead agency is uncertain, can lead to delays)	“CapCom” in consultation with responding agencies
Regional coordination, ongoing communications, and information dissemination	Varies (if lead agency is uncertain, can lead to delays)	“CapCom” initiates and follows through on regional coordination (e.g. conference calls) and information dissemination
Tracking regional impacts	Ad hoc	“CapCom”
Closeout & lessons learned	Lead agency and other agencies	Lead & participating agencies with “CapCom” assistance

# Hypothetical Scenario Example - Reagan National Airport Bomb Threat



Impacts to:

- Metrorail, Metrobus, local and other buses
- VRE; freight rail
- GW Parkway/Nat'l Park Service
- US 1/VDOT
- Arlington County
- Airport access

Incident command is busy with on-scene activities

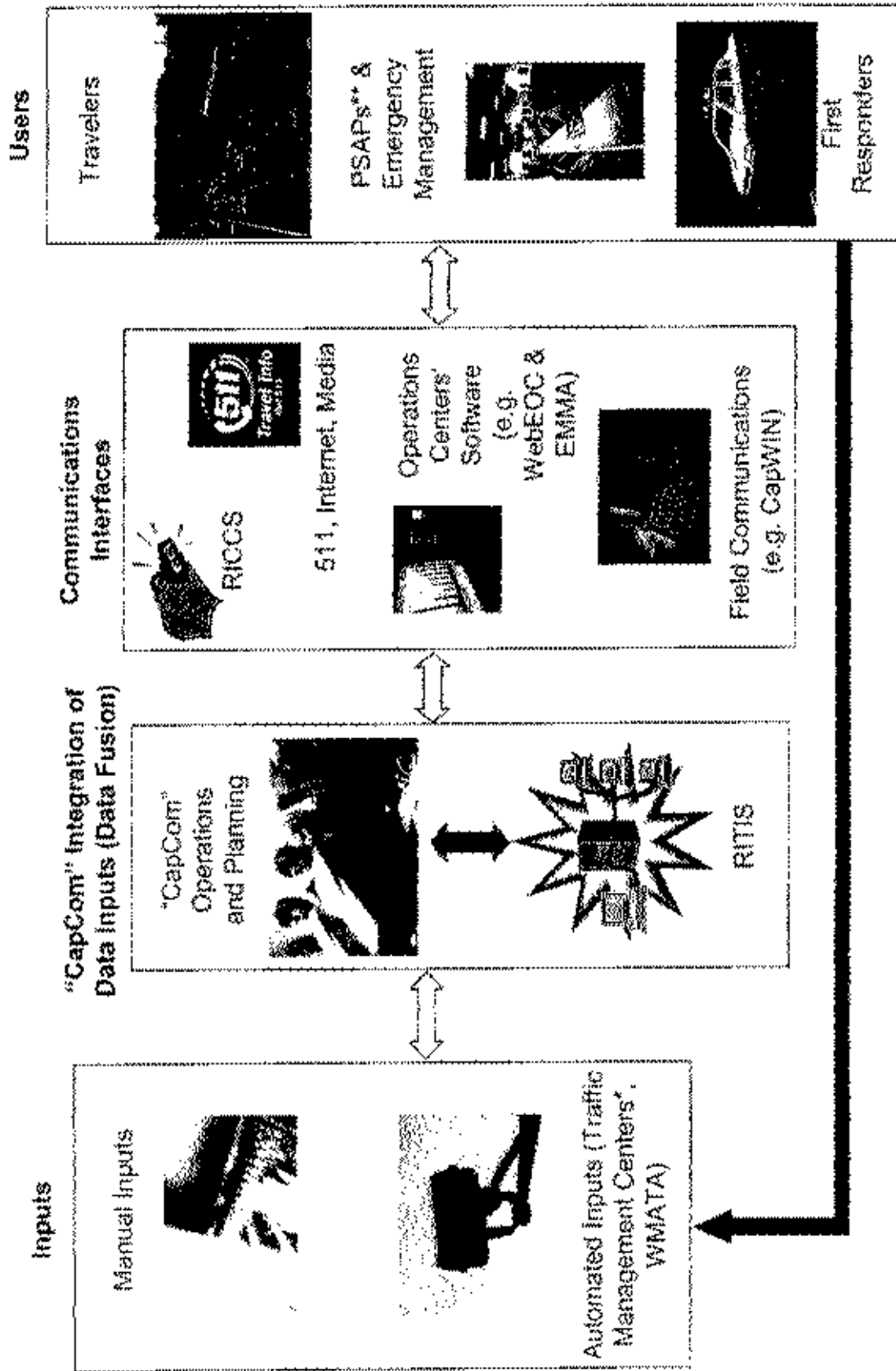
Multi-agency information sharing by "CapCom" addresses off-scene transportation ripple effects

# 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

# Anticipated Regional Systems and Information Flow

## Information Flow



\* Traffic management centers include DDOT, MDOT (CHART), 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 (RTTTS).

# Upcoming Activities

- Hiring of initial 1-2 staff dedicated full-time to developing program aspects
- “RTIS” regional transportation database prototype anticipated this fall – will provide an initial test of automated information sharing
- Ad hoc steering committee of transportation agencies will continue its work and study



# Potential for Leveraging CapWIN to Implement CapCom

Special Transportation Planning Board Work Session  
Development of Regional Transportation Coordination Program

Tom Jacobs

Operations Manager, Mid-Atlantic Interoperability Partnership

July 20, 2005

# Background

- TPB, in November 2004 and January 2005, declared creation of a regional transportation coordination program as a top priority
- 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
- Endorsed the concept of using the CapWIN Program and governance structure as the basis for a regional transportation coordination program

# Rational for Leveraging CapWIN Program

- Institutional
  - Established Governance Structure – Executive Leadership Group
    - Includes Regional Transportation and Public Safety Leadership
  - Established Program Support Structure
    - Professional Staff (management, operations, technical)
      - Already supporting regional operations and technical coordination
    - Facility (network center, training center, 24/7 help desk, offices)
- Technical
  - Existing secure application designed for multi-agency/discipline/jurisdictional coordination and communication
  - Synergies with CAT<sup>®</sup>-Lab Activities (e.g., RTTIS)
  - In-house development staff



# CapWIN / CapCom Closing Points

- Original CapWIN ELG was developed to serve as a regional transportation and public safety governance structure
  - MACIP ELG enhancements seek to strengthen transportation involvement - CapCom can take advantage of this
- CapCom UASI Grant request leveraged the CapWIN Program to facilitate CapCom Prototype Implementation
- Issues related to CapWIN are being addressed by the MACIP ELG
- More Info on CapWIN at: [www.capwin.org](http://www.capwin.org)