

November 17, 2004



## **ITEM 12 - Information**

November 17, 2004

### **Endorsement of Actions to Improve Regional Transportation Communications and Coordination During Incidents**

#### **Staff**

**Recommendation:** Adopt Resolution R7-2005 endorsing actions to improve regional transportation communications and coordination during incidents.

**Issues:** None

#### **Background:**

At the May 19 TPB meeting, the Board approved a recommended course of action to be implemented over the next six months to improve regional transportation communications and coordination during incidents. At the July and September meetings, the Board was briefed on progress on the implementation of technical and operational improvements to regional transportation communication and coordination procedures. The Board will be asked to endorse a specific set of actions to improve regional transportation communication and coordination procedures during incidents.



**NATIONAL CAPITAL REGION TRANSPORTATION PLANNING BOARD  
METROPOLITAN WASHINGTON COUNCIL OF GOVERNMENTS  
777 NORTH CAPITOL STREET, N.E.,  
WASHINGTON, D.C. 20002-4239**

**RESOLUTION TO ENDORSE ACTIONS TO IMPROVE REGIONAL  
TRANSPORTATION COMMUNICATIONS AND COORDINATION DURING  
INCIDENTS**

**WHEREAS**, the National Capital Region Transportation Planning Board (TPB), as the metropolitan planning organization for the Washington Metropolitan area, is responsible under the provisions of the Transportation Equity Act for the 21<sup>st</sup> Century (TEA-21) for developing and carrying out a comprehensive, continuing and coordinated transportation planning process for the metropolitan area; and

**WHEREAS**, among the planning factors that TEA-21 requires to be addressed in the metropolitan transportation planning process is consideration of projects and strategies that will promote efficient system management and operation; and

**WHEREAS**, on September 11, 2002, the Metropolitan Washington Council of Governments (COG) Board of Directors adopted the Regional Emergency Coordination Plan (RECP<sup>SM</sup>) which was developed in response to the attack of September 11, 2001; and

**WHEREAS**, the RECP includes a Regional Emergency Support Function 1- Transportation Chapter and a Regional Emergency Evacuation Transportation Coordination (REETC) Annex, which were developed by representatives of all of the transportation agencies in the region, endorsed by the TPB March 17, 2004, and approved for inclusion in the RECP<sup>SM</sup> by the COG Board of Directors on April 14, 2004; and

**WHEREAS**, the new REETC Annex identified key recommendations for future regional emergency preparedness activities, including the urgent need to strengthen emergency communications and coordination in the transportation sector; and

**WHEREAS**, on May 19, 2004, the TPB endorsed a course of action by the region's transportation agencies to strengthen communications and coordination during incidents, including development of a work program identifying the specific technical and operational improvements and duty rotation procedure, funding requirements, and schedule to ensure the expeditious implementation of the course of action over the following six months; and

**WHEREAS**, in May 2004 working groups of key Washington Metropolitan Area Transit Authority, District of Columbia, Maryland, and Virginia Department of Transportation

representatives were established to foster implementation of the course of action; and

**WHEREAS**, on July 21 and September 15, 2004, the TPB was briefed on progress on the course of action; and

**WHEREAS**, the Greater Washington Board of Trade has been instrumental in focusing attention on regional emergency transportation coordination by holding a series of discussions with representatives of the Washington region's transportation agencies and of the TRANSCOM organization of the New York-New Jersey-Connecticut metropolitan area, and has encouraged establishment of a transportation coordination functionality and staffing for metropolitan Washington similar to TRANSCOM; and

**WHEREAS**, the Capital Wireless Integrated Network (CapWIN) Program, an incident response field communications and data sharing system, has been developed under a partnership of the transportation and public safety agencies of the Washington metropolitan area, aided by the technical expertise of the University of Maryland Center for Advanced Transportation Technology, George Mason University, the University of Virginia, the International Association of Chiefs of Police, and the International Association of Fire Chiefs; and

**WHEREAS**, on November 17, 2004, the TPB was briefed on the CapWIN Program, including that CapWIN currently contains the fundamental governance structure, staff, and other elements required for a program that can be expanded and can accommodate regional transportation and public safety technology and operations coordination; and

**WHEREAS**, using the CapWIN Program as the basis for a regional transportation coordination program will ensure the development of a program that can be rapidly implemented and efficiently operated, while avoiding duplication with other ongoing activities; and

**WHEREAS**, the District of Columbia, Maryland, and Virginia Departments of Transportation and the CapWIN Executive Leadership Group in the attached letters have endorsed the concept of using the CapWIN Program as the basis for a regional transportation coordination program;

**NOW, THEREFORE, BE IT RESOLVED THAT** the National Capital Region Transportation Planning Board:

1) Urges continued progress by the region's transportation agencies in improving regional transportation communication and coordination during incidents;

2) Endorses the concept of using the CapWIN Program and governance structure as the basis for a regional transportation coordination program in the Washington

metropolitan area; and

3) Requests that the District of Columbia, Maryland, and Virginia Departments of Transportation and the Washington Metropolitan Area Transit Authority collaborate with the University of Maryland Center for Advanced Transportation Technology to prepare a proposed work program for presentation to the TPB on January 19, 2005, for an enhanced CapWIN organization to perform regional transportation coordination activities, including potential startup and ongoing funding needs, potential funding sources and mechanisms, a schedule of phases of implementation, and a description of a near-term pilot program of coordination activities and staffing.







# COMMONWEALTH of VIRGINIA

## DEPARTMENT OF TRANSPORTATION

14885 Avion Parkway  
Charlottesville, VA 22911  
(703) 383-VDOT (8368)

LIP A. SHUCET  
COMMISSIONER

September 7, 2004

The Honorable James P. Moran, Jr.  
Member, US House of Representatives  
2239 Rayburn House Office Building  
Washington, DC 20515-4608

Dear Congressman Moran:

This letter is to express the Virginia Department of Transportation's (VDOT) support for exploring the concept of using the CapWIN System as the basis for a regional transportation coordination program in the Washington DC Metropolitan area. CapWIN's current government structure, staff, and infrastructure provide a good foundation for developing such a program. Its use as the basis for regional transportation coordination will ensure the development of a program that can be rapidly implemented and efficiently operated, while avoiding duplication with other ongoing activities.

VDOT has been using technology to enhance its traffic management in the Northern Virginia region since the 1980s. We believe that everyone benefits when the Washington DC metropolitan area operates cooperatively as a region. The need for a regional transportation coordination program has been identified. Since VDOT is one of leading agencies that initiated and supported the development of CapWIN and understands its capability and potential, we could very likely leverage the investment we have made to CapWIN.

We recognize that more work needs to be done and consideration must be given to ensure an appropriate balance of transportation, police, and fire representation in the program's operation. In addition, the CapWIN System must be expanded to ensure around-the-clock staff coverage. These issues and many more details must be addressed prior to final regional approval of the concept.

As an active provider of transportation services in the Washington, DC region, we are confident of the success of this approach and are requesting your support.

Sincerely,

Richard W. Stagg  
Assistant District Engineer for Maintenance and Operations

Copy: Connie Sorrell  
E. E. Hull  
Amy McElwain

VirginiaDOT.org  
WE KEEP VIRGINIA MOVING

GOVERNMENT OF THE DISTRICT OF COLUMBIA  
DEPARTMENT OF TRANSPORTATION



Office of the Director

September 9, 2004

The Honorable Congressman Jim Moran  
US House of Representatives  
2239 Rayburn Building  
Washington, DC 20515-4608

Dear Congressman Moran:

This letter is written to express our support for the concept of using the CapWIN project as the basis for a regional transportation coordination program in the Washington, DC metropolitan area. We believe that CapWIN currently contains the fundamental government structure, staff, and other elements required for such a program. Its use as the basis for regional transportation coordination will ensure the development of a program that can be rapidly implemented and efficiently operated, while avoiding duplication with other ongoing activities.

We recognize that more work needs to be done. Consideration must be given to ensuring an appropriate balance of transportation, police and fire representation in the program's operation. In addition, the CapWIN must be expanded to ensure round-the-clock staff coverage. These issues and many more details must be addressed prior to final regional approval of the concept.

As an active provider of transportation services in the Washington, DC region, we are confident of the success of this approach.

Sincerely,



Michelle Pourciau  
Deputy Director

Robert L. Ehrlich, Jr., Governor  
Michael S. Steele, Lt. Governor



Robert L. Flanagan, Secretary  
Neil J. Pedersen, Administrator

Maryland Department of Transportation

September 8, 2004

The Honorable James Moran  
United States House of Representatives  
2239 Rayburn Building  
Washington DC 20515-4608

Dear Congressman Moran:

This letter is written to express the Maryland State Highway Administration's (SHA) support for the concept of using the Capital Wireless Integrated Network (CapWIN) project as the basis for a regional transportation coordination program in the Washington, DC metropolitan area. We believe that CapWIN currently contains the fundamental governance structure, regional participation, staff, and other elements required to provide a firm foundation for such a program. Its use as the basis for regional transportation coordination will ensure the development of a program that can be rapidly implemented and efficiently operated, while avoiding duplication with other ongoing activities.

The SHA recognizes that more work needs to be done. Consideration must be given to ensuring an appropriate balance of transportation, police, and fire representation in the program's operation. In addition, the CapWIN must be expanded to ensure round-the-clock staff coverage. These issues and many more details must be addressed prior to final regional approval of the concept.

As active provider of transportation services in the Washington, DC region, we see significant potential benefits and are confident of the success of this approach. If you need further assistance, please do not hesitate to contact Mr. Michael Zezeski, SHA's Director of the Coordinated Highway Action Response Team (CHART), at 410-582-5605, [mzezeski@sha.state.md.us](mailto:mzezeski@sha.state.md.us), or 1-800-543-2515. SHA will be pleased to assist you. Of course, you should never hesitate to contact me directly, if you prefer.

Sincerely,

Neil J. Pedersen  
Administrator

cc: Mr. Michael Zezeski, Director of CHART, SHA

My telephone number/toll-free number is 410-545-0400 or 1-800-306-8773  
Maryland Relay Service for Impaired Hearing or Speech: 800-735-2256 Sunwide Toll Free

Street Address: 707 North Calvert Street • Baltimore, Maryland 21202 • Phone: 410-545-0300 • [www.marylandroads.com](http://www.marylandroads.com)



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Greenbelt, MD 20770

[www.CapWIN.org](http://www.CapWIN.org)

September 10, 2004

The Honorable Jim Moran  
U.S. House of Representatives  
2239 Rayburn Building  
Washington, D.C. 20515

**Subject: Regional Transportation Coordination Program**

Dear Representative Moran:

I am writing this letter to express our support for the concept of using the Capital Wireless Integrated Network (CapWIN) system as the basis for a regional transportation coordination program in the Washington, DC metropolitan area. We believe that CapWIN currently contains the fundamental governance structure, staff, technical resources, and other elements required for such a program to be successful. CapWIN's use as the basis for regional transportation coordination will ensure the development of a program that can be rapidly implemented and efficiently operated, while avoiding duplication with other ongoing activities. CapWIN already provides mobile communications to transportation and public safety agencies in the region and could readily facilitate traditional wire-line networks as well. The proposed Coordination program could take advantage of the existing network and staff without having to build a duplicate system. We believe that a partnership with CapWIN would save time, resources and better serve the region.

The Executive Leadership Group of the CapWIN System is comprised of public safety, transportation and political leaders in the Washington Metropolitan Region. This unique governance structure has been in place for nearly three years. Our members have first hand knowledge as to the value and potential benefits of developing integrated communications systems such as the Regional Transportation Coordination Program. It is our belief that the Regional Transportation Coordination Program and the CapWIN System have potential for becoming national models for demonstrating new technology, the benefits of partnerships, and successful outcomes when community, transportation, and public safety leaders work together towards a common goal.

As Chair of the CapWIN Executive Leadership Group, I wish to express our support and willingness to host the Regional Transportation Coordination Program. We will need additional resources to provide operational support and to develop additional functionality. Our Executive Leadership Group looks forward to developing an even closer partnership within the region.

Respectfully,

Chief Edward Plaughter (Ret.)  
Arlington County, Virginia  
Chair, CapWIN Executive Leadership Group

Course of Action For  
Strengthening Transportation  
Communications and  
Coordination In the National  
Capital Region

Presented by John M. Contestabile  
Maryland Department of Transportation

# Regional Coordination Plan

- **Objective –Shepherding the communications process for major incidents**
- **Three phases with increasing capability**
- **Parallel developments of system interconnection and databases**
- **Immediate implementation**
- **First year accomplished without supplemental funding**

# Three Phase Development

Activity	Phase I Present - 12/31/04	Phase II Calendar year 2005	Phase III Calendar year 2006
Organization	<ul style="list-style-type: none"> <li>• Formation of transportation steering committee</li> </ul>	<ul style="list-style-type: none"> <li>• Regional organization established</li> <li>• Regional concept of operations</li> </ul>	<ul style="list-style-type: none"> <li>• Institutionalizing</li> </ul>
Operations	<ul style="list-style-type: none"> <li>• Operating procedures</li> <li>• Phone directory</li> <li>• Cross training</li> </ul>	<ul style="list-style-type: none"> <li>• Pilot the use of CapWIN for 10x5 operation of CapWIN and RITIS</li> </ul>	<ul style="list-style-type: none"> <li>• Full scale 24x7 operation of CapWIN and RITIS</li> </ul>
Technology	<ul style="list-style-type: none"> <li>• RITIS Prototype</li> <li>• Installation of CHART Terminals</li> </ul>	<ul style="list-style-type: none"> <li>• Full scale RITIS</li> <li>• 511 operation</li> <li>• Status of other systems displayed in windows</li> </ul>	<ul style="list-style-type: none"> <li>• RITIS integrated into CapWIN</li> <li>• Integration of systems with compatible architectures</li> </ul>

# Phase I Activities – Details and Status

- **CapWIN organization to accept regional coordination role including:**
  - Information sharing planning
  - Information coordination
  - Management of CapWIN and RITIS systems
- **Operations**
  - Operating Procedures
  - Draft pager Notification List prepared
  - More than 500 CapWIN users trained to date
- **Technology**
  - Prototype
  - VDOT and CHART data integration
  - Montgomery County interface
  - CHART terminals installed at VDOT and DDOT
  - CHART terminals installed at more than 70 additional locations



## Phase II Activities – Details

- **Organization**
  - CapWIN organization modified as necessary to accept regional coordination role
  - Concepts of operations prepared for regional activities
  - Coordination planning and tools in place for expanded inter-agency communication

## Phase II Activities – Details

- **Operations Pilot**
  - **Add to CapWIN staff for minimum 10x5 support of CapWIN and RITIS capabilities**
  - **Participation in incidents focused on monitoring dissemination of information among centers, to the media and ISPs**
  - **Continue development of coordination procedures and protocols**

# Phase II Activities – Continued

- **Technology**
  - **Expand interface activities to include WMATA and DDOT**
  - **Interface with regional geographic information system (mapping)**
  - **Develop 511 system**
  - **Develop user interface that displays status of systems to operators in separate windows on their workstations**
  - **Display developed to eliminate the need for separate workstations for each interface**

# Phase III Activities – Details

- **Operations - Full scale 24x7 coordination activity operation**
  - Design based on results of pilot
  - Alternatives include expansion of CapWIN role vs. enhanced coordination procedures for existing Centers
- **Database – Integrated into CapWIN to permit access to integrated transportation information by CapWIN users**
- **Integration – Interconnection of similar systems to permit seamless display of transportation system status on a single map and/or report page**

# Schedule

Project Phases	2004	2005	2006
Phase I – Enhanced Operations	■		
Phase II – Pilot & Transition		■	
Phase III – Full Operation			■

# Conclusions

- **The program proposed is readily achievable**
- **It has significant support from the region's transportation agencies**
- **The phased approach is necessary to implement changes in existing regional structure**
- **Future phases will be driven by availability of funding**
- **We are on schedule with Phase I activities**

**METROPOLITAN WASHINGTON COUNCIL OF GOVERNMENTS  
NATIONAL CAPITAL REGION TRANSPORTATION PLANNING BOARD**

777 North Capitol Street, NE  
Washington, D.C. 20002-4226  
(202) 962-3200

**MINUTES OF THE  
TRANSPORTATION PLANNING BOARD  
November 17, 2004**

Members and Alternates Present

Chris Zimmerman, Arlington County Board  
Phil Mendelson, D.C. Council  
Michael Knapp, Montgomery County Council  
Cicero Salles, Prince George's DPW&T  
Catherine Hodgins, Fairfax County Board of Supervisors  
Kathy Porter, City of Takoma Park  
Bill Wren, City of Manassas Park  
David Snyder, City of Falls Church  
JoAnne Sorenson, VDOT-NOVA  
Rick Canizales, Prince William County  
Linda Smyth, Fairfax County Board of Supervisors  
Kanti Srikanth, VDOT  
Michelle Pourciau, DDOT  
Carol S. Petzold, Maryland House of Delegates  
Sandra Jackson, FHWA  
Rodney Roberts, City of Greenbelt  
Patrice Winter, City of Fairfax  
Hilda Barg, Prince William County  
Ludwig Gaines, City of Alexandria  
Andrew Fellows, City of College Park  
Skip Coburn, DC Councilmember Sharon Ambrose  
Marsha Kaiser, MDOT  
John A. Giunetti, Maryland Senate  
Robert Dorsey, City of Rockville  
Jeff Jennings, DC Councilmember Jim Graham  
Lora Byala, WMATA  
Brian A. Glenn, FTA

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Vice Chairman Mendelson and Chairman Zimmerman noted that the current route of the CSX rail line passes through the District of Columbia, Alexandria, and Arlington, past the Pentagon and National Airport. Vice Chairman Mendelson stated that if a proposed alternate route is outside the Washington region he is not interested in asking NCPC to focus on mitigating the impacts outside the region.

Ms. Porter stated that she supports the inclusion of the word "further" in the letter, as suggested by Mr. Snyder, but does not support the language proposed by Mr. Gaines, because she would like the whole letter to emphasize a region-wide perspective.

Chairman Zimmerman quoted the portion of the letter that states "as the rail line goes through several jurisdictions outside of the District of Columbia, the impact of any relocation of this stretch, or of changing the operation... must be assessed for the entire region." He suggested that this language is consistent with all of the comments made by Board members. Chairman Zimmerman asked if Vice Chairman Mendelson approved the addition of the word "further."

Vice Chairman Mendelson stated that he accepted the addition.

Mr. Gaines withdrew his recommendation.

Chairman Zimmerman asked if there was any objection to the letter with the addition of the word "further." Hearing none, Chairman Zimmerman declared the letter agreed to by unanimous consent of the Board.

## **12. Endorsement of Actions to Improve Regional Transportation Communications and Coordination During Incidents**

Mr. Snyder, chair of the TPB's Management, Operations, and Intelligent Transportation Systems (MOITS) task forces, introduced this item and noted the recent press article on the incident on the Metro Red Line and the road closures around the Capitol. He said the transportation system is under stress. He said that communications and coordination are important not only for addressing security issues, but also for improving the lives of commuters on a day-to-day basis. He recognized the continuing efforts to address the challenges by the departments of transportation in Virginia, Maryland, and the District of Columbia, as well as WMATA and other agencies, including COG staff.

Referring to the handout presentation, Mr. Contestible briefed the Board on the proposed course of action for strengthening transportation communications and coordination in the region. The main thrust of the regional coordination plan is the designation of an agency responsible for shepherding the communications process for major incidents. The plan includes three phases. Phase one



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involves the enhancement of current operations using existing tools; much of this phase has been completed or will be completed by the end of 2004. Phase two involves the development of funding, staffing and operations plans for the coordinating agency. Phase three involves the full operation and integration of all regional communications and coordination systems.

Chairman Zimmerman asked Mr. Snyder to address three points: 1) How the proposed plan relates to the model used by New York; 2) How the plan relates to concerns raised by the Citizens Advisory Committee (CAC); and 3) What the plan would mean for a typical incident.

Mr. Snyder explained that when an incident occurs, the coordinating agency will assure that all transportation agencies are notified and coordinate their responses accordingly, making operational changes when appropriate. He further noted that the proposed system will facilitate communication between transportation and public safety agencies.

Regarding CAC concerns, Mr. Snyder stated that the MOITS task forces will commit to exploring the participation of the emergency management agencies. Mr. Snyder stated that the proposed system is similar in concept to the New York model called TRANSCOM. However, he said it will use a governance structure like that of CapWIN in this region. He said that if you go into the CAPWIN website, that board includes state transportation agencies, local agencies and police agencies. He said that the emergency management agencies will be less involved for day-to-day traffic incidents but must be involved when a big event occurs. He further noted that support from the Board of Trade has been critical to the communications and coordination planning process.

Mr. Snyder called for everyone involved to work together and not let funding be an obstacle. He noted that the cost will be several million dollars per year, and suggested that this is not a significant amount compared to the size of the potential payback.

Ms. Winter inquired about 511 operations.

Mr. Contestible explained that 511 is the telephone number the FCC has set aside for traveler information, similar to 411. He noted that a 511 system requires information to be compiled in real time, which is also an asset for emergency management.

Chairman Zimmerman inquired about how widely 511 has been implemented.

Mr. Contestible stated that North Carolina and Florida have 511 systems, but to his knowledge, Maryland does not.

Chairman Zimmerman suggested that the reason 511 systems have not been implemented yet is because the system is not useful unless a method for compiling relevant information is in place.

Mr. Contestible agreed.

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Mr. Snyder moved to endorse the proposed actions. The motion was seconded by Vice Chairman Mendelson.

Chairman Zimmerman inquired if there was further discussion.

Ms. Pourciau noted that currently there is some integration between emergency management and transportation agencies through the Capital Wireless Integrated Network (CapWIN), and that adding to this system and making it more robust is a goal the TPB should pursue.

Chairman Zimmerman inquired about the next "major milestone" after the TPB endorses the proposed actions.

Mr. Kirby stated that CapWIN staff will develop a proposal for moving forward, including cost and staffing requirements, and will report back to the TPB at the January 19 meeting.

Chairman Zimmerman inquired whether his understanding was correct, that the plan will in fact move forward and be implemented by next year.

Mr. Kirby stated that that was the intention.

Chairman Zimmerman thanked Mr. Snyder for his diligent work on this matter, and noted the significance of the proposed actions.

Chairman Zimmerman called for a vote to endorse the proposed course of action. The Board voiced unanimous consent.

### **13. Review of Comments Received and Acceptance of Recommended Responses for Inclusion in the Air Quality Conformity Assessment, the 2004 Constrained Long-Range Plan, and FY2005-2010 Transportation Improvement Program (TIP)**

Mr. Kirby said the mailout included a memorandum from him to the Board listing the process of receiving and responding to comments on the actions that were scheduled for the later part of the agenda. He said that almost 1,200 comments were received, approximately 500 in support of the CLRP amendments and 650 in opposition. He said that citizens were encouraged to submit comments electronically reflecting a recommendation by the Citizen Advisory Committee. He said the website was improved and almost all of the comments were received through the internet.

Mr. Kirby said that staff went through all the comments received and identified 34 key and distinct comments that were listed in his memorandum. He reviewed a number of the most important points and responses provided in the memorandum.