2.
TRANSPORTATION PLANNING PROCESS

Since 1965, the National Capital Region Transportation Planning Board (TPB) has been responsible for developing long-range transportation plans for the Washington region. Such plans are required for each metropolitan region receiving federal transportation funds. The 2003 CLRP has been shaped in response to federal laws and regulations for metropolitan transportation planning. Two pieces of federal authorizing legislation for transportation enacted in the last decade, provide the foundation for many requirements reflected in the plan. The Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA) first established the requirement that metropolitan long-range transportation plans must be financially constrained, among other things. The Transportation Equity Act for the 21st Century (TEA-21), which was enacted in 1998, upheld and streamlined many of the provisions of ISTEA.

The purpose of this chapter is to review the major federal requirements for the long-range plan, describe how the plan meets those requirements, and present the policy framework provided by the TPB Vision. Chapter 5 describes the plan's performance in relation to the TPB Vision.

OVERVIEW OF FEDERAL REQUIREMENTS

Federal regulations cover all aspects of the long-range planning process that the TPB must follow to remain eligible for federal funding. The CLRP must meet federal regulations involving financial constraint, air quality conformity, Title VI, and other requirements including a Congestion Management System (CMS). A financial plan must show how the long-range plan can be implemented with expected revenues. The regulations also affect the programming of projects in the Transportation Improvement Program (TIP) that must accompany the plan, the way in which the air quality impacts of transportation are to be assessed in each document, and the scope of the resulting plan and TIPs.

Some of the major federal planning process requirements include the following:

- Consideration of "planning factors" specified in federal law and regulation that deal with the efficient management of existing facilities, including the effect of transportation policy

decisions on land use and development, the efficient movement of freight, the social, economic, and environmental effects of transportation decisions, and several other issues. The TPB Vision incorporates all of the planning factors;

- A demonstration of conformity with plans for meeting national air quality standards;

- The development of a financial plan that demonstrates how the long-range plan can be implemented with revenues "reasonably expected to be available";

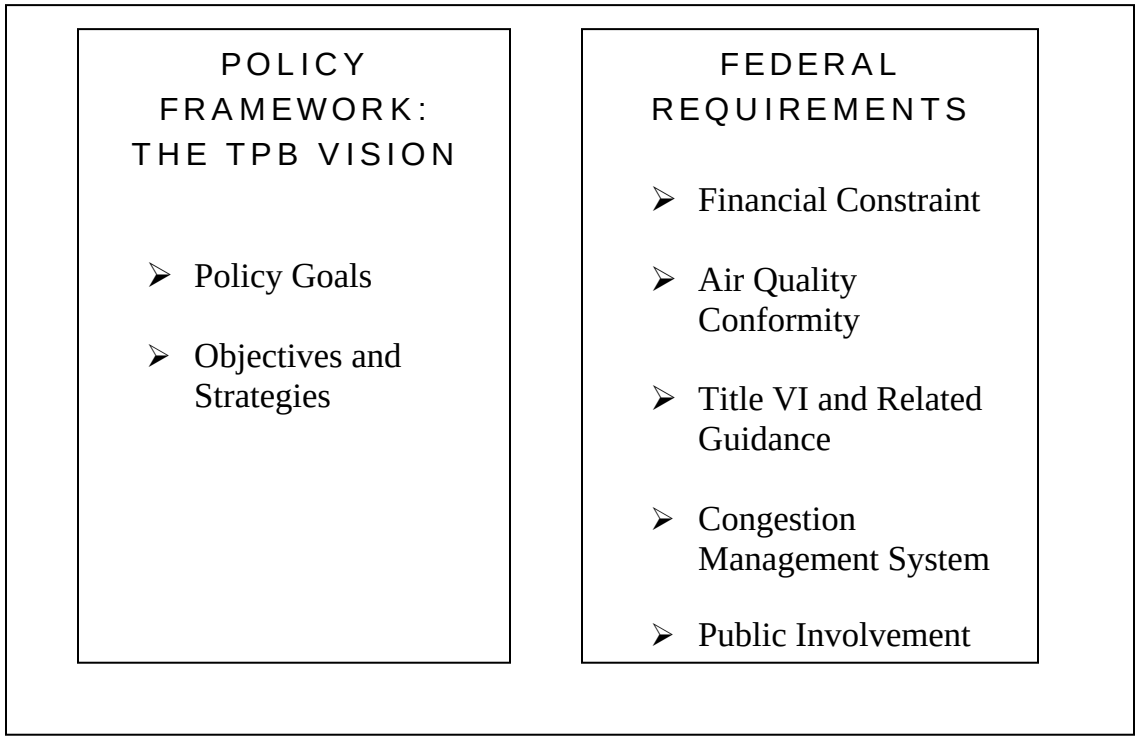
- The development of a Congestion Management System "that provides for effective management of new and existing transportation facilities through the use of travel demand reduction and operational management strategies";

- The inclusion of "a proactive public involvement process...that supports early and continuing involvement of the public in developing plans," with a formal comment period of at least 30 days for plan amendments;

- Review of the formal plan in an annual meeting. The plan must be updated at least every three years; and

- Consideration of the needs of low-income and minority populations and persons with disabilities; and a review of the impacts of the plan on low-income and minority populations as Title VI and related guidance require.

Figure 2-1: Key Criteria for Developing the Constrained Long-Range Plan (CLRP) and Transportation Improvement Program (TIP)



MEETING THE FEDERAL REQUIREMENTS

Air Quality Conformity

The Clean Air Act Amendments (CAAA) of 1990 require that the transportation actions and projects in the CLRP and TIP support the attainment of the federal health standard for ozone, which was violated three times last year. The CLRP and the TIP have to meet air quality conformity requirements as specified in the amended Environmental Protection Agency (EPA) regulations issued in August 1997 and in supplemental guidance issued periodically thereafter.

Background

As the Washington area was classified as a "serious" non-attainment area for ozone in the 1990 CAAA, requirements for the District of Columbia, Maryland and Virginia included submission of State Implementations Plans (SIPs) that demonstrated how the Washington region would reduce emissions sufficiently to ensure the following: a 15 percent reduction in emissions from 1990 levels by 1996, an additional 9 percent reduction between 1996 and 1999, and the attainment of the federal health standard for ozone by 1999. The Washington area developed plans demonstrating achievement of each of these milestones; following approval by the Metropolitan Washington Air Quality Committee (MWAQC), the state air agencies submitted each in turn to the EPA. The Attainment Plan, which demonstrated attainment by 1999 but for ozone transport, was completed and submitted to EPA in April 1998. When the region did not meet the air quality standards in 1999, an updated Attainment Plan, focusing on attainment of the ozone standards by 2005, was approved by MWAQC in March 2000 and subsequently was approved by EPA in January 2001.

In July 2002 a court decision remanded EPA's approval of the region's Attainment Plan to EPA for reconsideration. As a result, in a January 2003 Federal Register notice EPA published a proposed rule which reclassified the region to a "severe" area. The action required the region to re-analyze the rate of progress and other planning requirements, demonstrating attainment of the standards by the year 2005.

Recent SIP Planning Updates

Using EPA's new Mobile6 model, the region addressed these requirements leading to a severe area ozone attainment SIP through the development of two separate SIP documents. The first SIP document was approved by MWAQC in August 2003 and submitted to EPA by the states in September 2003. This plan identified new mobile emissions budgets for VOC and NOx which, following EPA's determination as being adequate for conformity, set maximum allowable emissions levels for TPB's conformity assessments. Specifically, these budgets were used as conformity criteria for assessment of the 2003 CLRP. The second SIP document, approved by MWAQC and submitted to EPA in February 2004, awaits formal action by EPA. Next steps will include air quality planning activities to address eight hour ozone standards and fine particulate matter (PM2.5).

The Results of the Air Quality Conformity Assessment of the Plan

The air quality conformity assessment of the proposed long-range plan was conducted by COG staff and is presented in a technical report[1]. The air quality conformity analysis of the 2003 CLRP and the FY2004-2009 TIP involved tests to determine that future emissions will be within the mobile source emissions budgets for VOC and NOx established as part of the attainment planning. This assessment included the projected emissions for the actions and projects expected to be completed in the 2005, 2015, 2025, and 2030 analysis years. The analysis showed that estimated emissions are within the mobile source budgets for each pollutant and no additional emission reduction measures (TERMs) needed to be programmed to demonstrate conformity. TERMs previously programmed are described further in Chapter 4. Interagency agreements on air quality conformity assessment are spelled out in a set of TPB consultation procedures.[2] The air quality determination found that the 2003 CLRP and FY 2004-2009 conform to the requirements of the Clean Air Act Amendments of 1990.

Financial Feasibility

Under federal planning regulations, the region must be able to implement the projects in the long-range plan within the time frame of the plan with revenues that are reasonably expected to be available. In other words, the plan must be financially realistic about expected transportation costs and revenues and only include new facilities that can be funded while maintaining the existing transportation infrastructure. For this reason, the plan is termed a financially "constrained" long-range plan (CLRP). Specifically, the plan must do the following:

- Forecast the annual revenues from federal, state, local, and private funding sources that can reasonably be expected to be available, such as dedicated tax revenues, bond proceeds, impact fees, transit fares, and tolls;

- Project the annual costs of operating and maintaining the existing system;

- Estimate the annual costs of constructing and operating the improvements and new facilities in the plan; and

- Propose new revenue sources to cover any shortfalls.

In order to update the plan, the TPB requested that the region's transportation agencies and local jurisdictions project the total expected revenues, identify the expenditures to operate and preserve the existing highway, Metrorail, bus, commuter rail, bicycle and pedestrian systems, and then include only those improvements and projects that can be accommodated within the remaining revenues. The state and local transportation agencies worked closely with Cambridge Systematics, Inc., to coordinate the assumptions and

[1] Air Quality Conformity Determination of the 2003 Constrained Long-Range Plan and the FY2004-2009 Transportation Improvement Program for the Washington Metropolitan Region. National Capital Region Transportation Planning Board. Metropolitan Washington Council of Governments, December 31, 2003.
[2] Transportation Planning Board Consultation Procedures with Respect to Transportation Conformity Regulations Governing TPB Plans and Programs, National Capital Region Transportation Planning Board, Metropolitan Washington Council of Governments, May 20, 1998.

methodologies used to make the 27-year forecasts of revenues and expenditures.[3] The extensive financial analysis and the project submissions were reviewed by the TPB Technical Committee and the TPB at work sessions and meetings during the spring of 2003.

Revenue and cost projections were developed for the District of Columbia, Suburban Maryland, Northern Virginia, and a regional category and then totaled. Projections were not made at the county or city level. All of the revenue and cost projections were made in constant 2003 dollars.

Summary of Revenues in the Long-Range Plan

The total anticipated revenues over the 27-year period of the plan are $93.3 billion. Table 2-1 presents the expected revenues in columns for the District of Columbia, Suburban Maryland, Northern Virginia, and the region. Regional revenues are not allocated to specific jurisdictions and include forecasted WMATA fares and federal funds anticipated for WMATA preservation.

The combined category of federal/state and District revenues account for about 57 percent of the total forecasted revenues. Revenues from local jurisdictions in Maryland and Virginia account for about 11 percent of the total. Private/tolls, including developer contributions, represent about 5 percent of the total. Transit fares provide about 18 percent of the total. Special and regional federal revenues provide about 9 percent of the total. The special federal revenues are anticipated federal grants under the Federal Transit Administration Section 5309 New Starts or other federal grants. These total about $3 billion over 27 years, or an average of $120 million per year, which is about 10 percent of the current level of national spending under the federal transit program.

Summary of Expenditures in the Long-Range Plan

The total expenditures over the 27 years of the plan are equal to the total expected revenues or $93.3 billion. Table 2-2 shows the expenditures in columns for the District of Columbia, Suburban Maryland, Northern Virginia, and a regional category. Regional expenditures not allocated to specific jurisdictions include the use of fares for WMATA transit operation and federal funds for WMATA preservation and system expansion.

Overall, almost $72 billion or **77 percent of the total expenditures are for operations and preservation of the region's transportation system**. About $22 billion, or 23 percent, are for expanding the transportation system. Transit expenditures are $56 billion or 60 percent of the total and highway expenditures are $37 billion or 40 percent.

Funding Limitations Identified

In the previous financial analyses of the 1997 and 2000 CLRPs, issues were raised about the region's projected revenues being sufficient to adequately rehabilitate and preserve the region's transit and highway systems. For this 2003 CLRP update, WMATA identified the funding needed for operating, preserving, and providing the additional equipment and services needed to meet the maximum design capacity of the Metrorail system. As shown at the bottom of Table 2-2, the requests by WMATA for operating, preservation, and system

[3] Cambridge Systematics, Inc., Analysis of Resources for the Financially Constrained Long-Range Transportation Plan for the Washington Area, prepared for MWCOG/TPB, October 2003.

access and capacity are nearly funded over the 27 year period. However, these aggregate expenditures and revenues do not fully address year-by-year expenditure requirements relative to year-by-year availability of revenues. As part of the CLRP financial analysis, WMATA identified a need for a substantial "ramp-up" in preservation funding of $1.5 billion beginning in 2006. A critical issue is how these substantial increases in preservation funding can be made available to meet the cash flow requirements of this early ramp-up in preservation funding.

Addressing Funding Limitations

Since the approval of the 2000 CLRP, the TPB undertook several activities to inform local officials, state legislators, representatives from Congress, and the general public about the region's short-term and longer-term transportation funding needs. In a 2001 booklet titled "A System in Crisis," the TPB publicized the regional unfunded transit and highway needs and identified a $1.74 billion per year revenue gap.[4] Also in 2001, the TPB passed a resolution that declared "unmet preservation, rehabilitation, and capacity expansion for the existing Metrorail system to be a regional priority" and urged that reliable sources of funding be identified by the federal, state, and local governments at the earliest possible time to address the unmet needs.

In 2002, the TPB distributed a brochure titled "Principles for Reauthorization of the Federal Surface Transportation Programs" to publicize the case for increased funding from the reauthorization of the federal surface transportation programs. One of the key TPB principles asked Congress to "address the unmet preservation, rehabilitation, and capacity expansion needs for the existing Metro system, a regional priority."

By 2003 the region had made several serious attempts to increase revenues for transportation, but had not succeeded in securing the funding needed. To address short-term critical funding needs that involve cash flow and ramp-up issues, in fall of 2003 the TPB conducted a six-month study to quantify highway and transit funding needs and recommend specific sources of revenue over the period from 2004 to 2010. The study found that the region must double its anticipated transportation revenues in the next six years in order to fund key transportation priorities. This analysis was compiled in a brochure called "Time to Act." Released by the TPB in February 2004, this brochure was covered by major newspapers and the media and informed federal, state and local funding partners on critical regional transportation needs.

[4] For a description of the analysis and report, see the 2001 *Region* magazine at <http://www.mwcog.org/publications/>.

Table 2-1
Anticipated Revenues for the 2003 Update of the Financially Constrained Long-Range Plan
2004-2030

	Millions of Constant 2003 Dollars				
	District of Columbia	**Suburban Maryland**	**Northern Virginia**	**Regional**	**TOTAL**
Federal/State	$10,151	$26,981	$15,593		$52,725
Local Jurisdictions		4,255	6,258		10,513
Private/Tolls/Bonds	2,383	359	1,981		4,723
Subtotal	*$12,534*	*$31,595*	*$23,832*	*$0*	*$67,961*
Local Transit Fares		$301	$1,458		$1,759
WMATA Fares/Others				$14,985	14,985
Subtotal	*$0*	*$301*	*$1,458*	*$14,985*	*$16,744*
WMATA Fed Preservation (IRP)				*$5,486*	*$5,486*
Special Federal					
New York Avenue	(Incl. Above)				$0
Largo Extension		$141			141
Dulles Corridor			$1,353		1,353
Other Transit					0
Woodrow Wilson Bridge		1,013	618	$0	1,631
Subtotal Special Federal	*$0*	*$1,154*	*$1,971*	*$0*	*$3,125*
GRAND TOTAL	**$12,534**	**$33,050**	**$27,262**	**$20,471**	**$93,317**

Table 2-2
Expenditures of the 2003 Update of the Financially Constrained Long-Range Plan 2004-2030

	Millions of Constant 2003 Dollars				
	District of Columbia	**Suburban Maryland**	**Northern Virginia**	**Regional**	**TOTAL**
Highway					
Operation/Preservation	$4,323	$10,600	$7,259		$22,182
Expansion	452	6,356	4,148		10,956
Other		97	1,116		1,213
Woodrow Wilson Bridge	(Incl. Above)	1,425	1,123		2,548
Highway Subtotal	***$4,775***	***$18,478***	***$13,646***	***$0***	***$36,899***
Transit					
Local/Commuter Rail		$6,629			$6,629
Operations & Preservation			$3,918		3,918
Expansion			1,196		1,196
Local/Commuter Rail Subtotal		*$6,629*	*$5,114*		*$11,743*
WMATA					
Operating[5]	$6,578	$4,724	$4,647	$14,985	$30,934
Preservation (IRP)	619	767	588	5,441	7,415
System Expansion (SEP)	4	4	15	45	68
System Access & Capacity (SAP)	558	973	532		2,063
WMATA Subtotal	*$7,759*	*$6,468*	*$5,782*	*$20,471*	*$40,480*
New Starts					
New York Avenue	(Incl. Above)				$0
Largo Extension		$167			167
Dulles Corridor			$2,720		2,720
Other Projects & Studies					0
Other New Starts – Federal[6]					
MD/BiCounty Transitway		381			381
MD/Corridor City Transitway		871			871
MD/Other New Starts		56			56
New Starts Subtotal	*$0*	*$1,475*	*$2,720*	*$0*	*$4,195*
Transit Subtotal	**$7,759**	**$14,572**	**$13,616**	**$20,471**	**$56,418**
GRAND TOTAL	**$12,534**	**$33,050**	**$27,262**	**$20,471**	**$93,317**
Revenues – Expenditures	$0	$0	$0	$0	$0
WMATA Request					
Operating	$6,578	$6,584	$4,650	$14,985	$32,797
Preservation (IRP)	803	767	588	5,441	7,599
System Expansion (SEP)	4	4	15	45	68
System Access & Capacity (SAP)	1,062	973	765		2,800
TOTAL	*$8,447*	*$8,328*	*$6,018*	*$20,471*	*$43,264*

[5] Maryland forecasts were for the Maryland WMATA operating subsidy growing with inflation.
[6] Please see detailed breakdown for Maryland in Table 2-2A.

Table 2-2A
Details of Maryland/Other New Starts
2004-2030

Maryland Other New Starts	Millions of Constant 2003 Dollars
MD/BiCounty Transitway	
Bethesda to Silver Spring	$371
Silver Spring to New Carrollton – Study Only	10
MD/BiCounty Transitway Subtotal	*$381*
MD/Corridor City Transitway	
Metropolitan Grove to COMSAT	$356
Shady Grove to Metropolitan Grove	515
MD/Corridor City Transitway Subtotal	*$871*
MD/Other New Starts	
Maglev (study only)	$10
Southern Maryland Commuter Bus Initiative	36
Southern Maryland Mass Transportation Analysis (study only)	10
MD/Other New Starts Subtotal	*$56*
Total	**$1,308**

Public Involvement Process

After passage of ISTEA, the TPB took immediate steps toward setting up a new public involvement process. Workshops and special forums were hosted throughout the region. A monthly bulletin, the TPB News, was established. By 2000, the distribution for TPB News was more than 2,500. A 20-minute public comment period is held before every TPB meeting. A Citizens Advisory Committee (CAC) was set up in 1993 to discuss key issues and proposals scheduled for discussion by the TPB.

During development of the Vision, the TPB gained practical experience with active forms of outreach. The TPB conducted public opinion surveys and brainstorming sessions throughout region. Special sessions were held for low-income and minority communities.

The Citizens Advisory Committee (CAC) provides civic-, environmental-, and business-oriented input into the deliberations of the TPB. The CAC has a two-part mission: 1) promote public involvement, and 2) provide independent, region-oriented citizen advice to the TPB. The CAC holds at least six of its monthly meetings outside of the offices of COG—two in each of the three main TPB jurisdictions. The CAC is composed of 15 appointed members. The existing CAC votes for six individuals to serve on the Committee for the following year and the TPB appoints nine additional members. Furthermore, the public involvement process states that CAC members should represent environmental, business, and civic interests in transportation, including appropriate representation from low-income groups, minority groups, and persons with disabilities. For more information on the CAC, go to <http://www.mwcog.org/transportation/committee/>.

In addition to the CAC, the TPB established the Access for All Advisory (AFA) Committee to provide ongoing input to the TPB on transportation issues, programs, policies, and services that are important to low-income communities, minority communities and people with disabilities. The AFA reviewed the 2003 CLRP projects in relation to the spatial distribution of low-income and minority communities, as described in the following section on Title VI requirements.

In 2003, during the preparation of the CLRP, the TPB received numerous public comments. As required, a 30-day period was provided for public comments on the plan. The public comments that were received and information on how these comments were addressed was disseminated in a memorandum that was approved by the TPB. See Chapter 6 for details on the dates of comment periods and the comments received.

Title VI Requirements and Related Guidance

Executive Order 12898, *Federal Actions to Address Environmental Justice in Minority Populations*, dated February 11, 1994, requires Federal agencies to identify and address disproportionately high and adverse human health and environmental effects, including interrelated social and economic effects of their programs, policies, and activities on minority and low-income populations.

In December of 1998 the US Department of Transportation/Federal Highway Administration released Order 6640.23 “FHWA Actions to Address Environmental Justice In Minority and Low-Income Populations.” Order 6640.23 “establishes policies and procedures for the

Federal Highway Administration (FHWA) to use in complying with Executive Order 12898".[7] The document states that Executive Order 12898 is "primarily a reaffirmation of the principles of Title VI of the Civil Rights Act of 1964 (Title VI) and related statutes, the National Environmental Policy Act (NEPA), 23 U.S.C. 109(h), and other Federal environmental laws, emphasizing the incorporation of those provisions with the environmental and transportation decision-making processes."

Furthermore, "these requirements will be administered to identify the risk of discrimination, early in the development of FHWA's programs, policies, and activities so that positive corrective action can be taken. In implementing these requirements, the following information should be obtained where relevant, appropriate, and practical:

(1) population served and/or affected by race, or national origin, and income level;
(2) proposed steps to guard against disproportionately high and adverse effects on persons on the basis of race, or national origin; and,
(3) present and proposed membership by race, or national origin, in any planning or advisory body that is part of the program."

The TPB's Unified Planning Work Program for FY 2003 described several activities to address the social, economic, and environmental impacts of candidate projects and actions on minority and low-income populations for the 2003 update of the CLRP.

For the first time, the TPB undertook a special study in 1999 to assess how the long-range plan impacted low-income and minority populations. The study, titled "A Regional Accessibility Analysis of the 1999 Constrained Long-Range Plan (CLRP) and Impacts on Low-Income and Minority Populations", measured the number of jobs in the year 2020 that will be accessible within 45 minutes by auto and transit. Accessibility for low-income and minority citizens was compared with accessibility for the population at large. The study found that high levels of congestion on the major interstates and arterials are expected to contribute to a significant loss in accessibility to jobs by auto for the regional population at large. Accessibility to jobs by transit will generally increase. In general, these trends were roughly the same for low-income and minority groups as for the entire regional population. The results of this study were used as an input to the development of the 2003 CLRP.

To ensure on-going participation from low-income and minority communities and persons with disabilities in 2001 the TPB created the Access for All Advisory (AF) Committee to advise the Board on transportation issues, programs, policies, and services that are important to these communities and individuals. The committee is chaired by a TPB member, currently Mayor Kathy Porter from Takoma Park, MD. The mission of this committee is to identify concerns of low-income and minority populations and persons with disabilities, and to determine whether and how these issues might be addressed within the TPB process. The committee membership is composed of TPB-appointed community leaders from around the region. The committee also includes ex-officio representation from five key transportation agencies that are active in the TPB process— the District Department of Transportation, the Maryland Department of Transportation, the Virginia Department of Transportation, the Washington Metropolitan Area Transit Authority, the Federal Transit Administration, and the Federal Highway Administration.

[7]This order can be viewed online at <http://www.fhwa.dot.gov/legsregs/directives/orders.htm>.

A review of the 2003 CLRP projects and the spatial distribution of low-income and minority communities was conducted in the fall of 2003. The review did not attempt to quantify or identify disproportionate or adverse impacts; this type of analysis occurs at the project planning level and during the environmental assessment process. Maps of the CLRP projects and Census data showing concentrations of Asian, African-American, and Hispanic/Latino as well as the population below the poverty line were reviewed by the AFA committee. The AFA comments from this review were presented to the TPB by Chair Porter in October 2003, and are included in Appendix B along with maps showing the distribution of minority, low-income, and disabled populations within the Washington region.

In 2003, the committee detailed its recommendations in a report to the TPB. The four main categories of recommendations included 1) develop more effective communication of regional transit information; 2) prioritize regional and local transportation services for low-income populations; 3) improve transit services for people with disabilities; and 4) promote more development around transit stations, but take care of the community that is already there. The AFA committee report can be found on the committee's web page at <http://www.mwcog.org/transportation/committee/>.

Congestion Management System

Federal regulations established a set of management systems to enhance the performance of federally funded transportation facilities. The TPB is responsible for developing a Congestion Management System (CMS), defined as a "systematic process that provides information on transportation system performance and alternative strategies to alleviate congestion and enhance the mobility of persons and goods." The CMS is intended to enhance the region's planning procedures by providing information and proposing measures to deal with congestion on major corridors in the region. The CMS component of the CLRP documents that serious consideration has been given to strategies that provide the most efficient and effective use of existing and future transportation facilities, including alternatives to highway capacity increases for single-occupant vehicles (SOVs).

CMS requirements are addressed in both ISTEA and TEA-21; federal regulations published in the *Federal Register* on December 19, 1996 are in effect. Federal regulations require consideration of congestion management strategies in cases where single-occupant-vehicle capacity is proposed. A congestion management documentation form was completed for any project to be included in the CLRP or Transportation Improvement Program (TIP) that significantly increases the single-occupant-vehicle carrying capacity of a highway. The form documents how alternative strategies to reduce congestion were considered as alternatives to single-occupant vehicle capacity expansion in the study or proposal for the project. A sample of the congestion management form is shown in Figure 2-2.

The states of Maryland and Virginia and the District of Columbia also undertake management systems activities that may provide information and input to the region's plans and programs. Pavement Management Systems and Bridge Management Systems keep track of the conditions, reconstruction, and replacement needs of bridges and roadways. Also undertaken are state-level congestion management studies or programs, focusing on congested corridors or traffic management during major construction projects.

Figure 2-2: Questions From the Congestion Management Documentation Form for The 2003 CLRP

Sample Questions From the Congestion Management Documentation Form Used in the Electronic 2003 CLRP Submission Process

a. Description of the traffic congestion conditions that necessitate the proposed project

b. Indicate whether the proposed project's location is subject to or benefits significantly from any of the following in-place congestion management strategies:

- ☐ Metropolitan Washington Commuter Connections program (ridesharing, telecommuting, guaranteed ride home, employer programs)
- ☐ A Transportation Management Association is in the vicinity
- ☐ Channelized or grade-separated intersection(s) or roundabouts
- ☐ Reversible, turning, acceleration/deceleration, or bypass lanes
- ☐ High occupancy vehicle facilities or systems
- ☐ Transit stop (rail or bus) within a 1/2 mile radius of the project location
- ☐ Park-and-ride lot within a one-mile radius of the project location
- ☐ Real-time surveillance/traffic device controlled by a traffic operations center
- ☐ Motorist assistance/hazard clearance patrols
- ☐ Interconnected/coordinated traffic signal system
- ☐ Other in-place congestion management strategy or strategies (briefly describe below)

c. List and briefly describe how the following categories of (additional) strategies were considered as full or partial alternatives to single-occupant vehicle capacity expansion in the study or proposal for the project.

a. Transportation demand management measures, including growth management and congestion pricing
b. Traffic operational improvements
c. Public transportation improvements
d. Intelligent Transportation Systems technologies
e. Other congestion management strategies
f. Combinations of the above strategies

d. Could congestion management alternatives fully eliminate or partially offset the need for the proposed increase in single-occupant vehicle capacity? Explain why or why not.

e. Describe all congestion management strategies that are going to be incorporated into the proposed highway project

f. Describe the proposed funding and implementation schedule for the congestion management strategies to be incorporated into the proposed highway project. Also describe how the effectiveness of strategies implemented will be monitored and assessed after implementation.

National Capital Region Transportation Planning Board
Metropolitan Washington Council of Governments

CMS Forms

RELATIONSHIP OF THE CLRP TO OTHER PLANNING EFFORTS

The development of the long-range plan took place in the context of several interrelated planning efforts, including:

- The development of the Transportation Improvement Program (TIP);
- State and metropolitan air quality planning activities, including identification of transportation control measures;
- The design of a Congestion Management System;
- The preparation of state, local and WMATA transportation plans;
- Revisions to the region's demographic forecasts; and
- Technical improvements to the travel demand forecasting models used to assess the plan and TIP.

The intricate procedural and technical connections among these activities made the development of this plan a highly complex process.

The Transportation Improvement Program

Each year, the TPB prepares a program for implementing the long-range plan and other transportation projects using federal, state or local funds. This document, known as the Transportation Improvement Program (TIP), provides detailed funding and phasing information showing which of the planned projects and strategies will be implemented in the next six fiscal years and how they will be funded and staged.

The TPB Vision, CLRP, TIP and Other Planning Efforts

The TPB Vision is the *policy framework* for long-range regional transportation planning. The TPB Vision includes goals and objectives for the transportation system but does not include specific projects or programs.

The financially **Constrained-Long Range Plan (CLRP)** is a *comprehensive plan of transportation projects* that the TPB realistically anticipates can be funded and implemented over the next 27 years.

The **Transportation Improvement Program (TIP)** provides detailed information showing *projects in the CLRP that will be completed over the next six-year period.*

COG's **Cooperative Forecasts** *measure future population, households and employment growth over the next 20 to 30 years* through a cooperative process with its local governments. These forecasts are used as inputs to the regional transportation models.

The 2000 CLRP was amended to undertake a "**Regional Mobility and Accessibility Study".** The study will *analyze the 2000 CLRP and alternative land use and transportation scenarios* in order to better understand the plans inadequacies to address the goals of the TPB Vision.

Like the long-range plan, the TIP is subject to a federal review process and must meet certain air quality requirements. The TIP includes portions, or phases, of major highway and transit construction projects selected for implementation from the long-range plan, as well as many smaller projects including bicycle trails, bus and rail vehicle rehabilitation, traffic signal systems, park-and-ride lots, and other types of projects. The TIP may also include

Transportation Emissions Reduction Measures (TERMs), which are actions or strategies to reduce emissions from motor vehicles by reducing the number of vehicle trips or the distance traveled. TERMs have a special status within the TIP. Once committed, they must receive funding priority.

Many of the facilities and projects in the TIP are staged over several years. For example, a highway improvement project typically consists of a preliminary engineering phase, a right-of-way acquisition phase, and one or more years of construction. Although the entire project is contained in the long-range plan, in some instances only portions, or phases, of the project are programmed in the six-year TIP.

The preparation of the 2003 CLRP was integrated with the TPB's preparation of the TIP for fiscal years 2004-2009. Those projects included in the previous year's TIP for which funding had already been committed were considered a starting point for the plan and the FY 2004-2009 TIP. Additional projects of interest to the implementing agencies and local governments were selected for inclusion in the CLRP, with particular attention to their contributions to the Vision, their likely effects on air quality, and the availability of projected revenues to implement them.

State, Local, and WMATA Plans

The TPB planning process is integrally linked to transportation planning efforts at the state and local levels. Historically, the TPB's role has been to foster regional consensus on a set of projects developed by state, regional, and local agencies. This process has been termed a combination "bottom up, top down" approach in which most project proposals are developed by the implementing agencies, while regional priority projects and coordinated strategies are encouraged, where appropriate, by the TPB.

This plan reflects the contributions of numerous state and local planning efforts conducted throughout the region. Many of the studies and plans that underlie the proposals in this document were years in the making and themselves reflect consensus-seeking efforts at the local and state levels.

Coordination with Other Metropolitan Areas

The TPB coordinates its technical activities with neighboring metropolitan areas to ensure consistency across regional boundaries. The Baltimore Metropolitan Council is the metropolitan planning organization for the Baltimore region. Some Baltimore region projects are included in TPB analysis networks; TPB travel demand forecasts include demographic inputs for Carroll, Howard, and Anne Arundel counties in Maryland. Similarly, Stafford County, Virginia, is a member of the Fredericksburg Area Metropolitan Planning Organization (FAMPO); FAMPO has transportation planning and programming responsibilities for Stafford County. As part of the Washington air quality non-attainment area, Stafford County projects are included in the transportation networks for air quality conformity analysis and are included in this plan for informational purposes. The urbanized area of St. Charles in Charles County is now part of the TPB. The remaining areas in Charles County and all of Calvert County are also included in the air quality non-attainment area, but are not members of the TPB. The Maryland Department of Transportation conducts transportation planning for these counties.

POLICY FRAMEWORK: THE TPB VISION

In 1998, the TPB unanimously adopted its long-range transportation Vision, which is the transportation policy framework intended to guide regional transportation investments into the new century. It contains eight goals and associated objectives and strategies that will help the region reach those goals. The TPB Vision incorporates all of the "planning factors" specified in federal law and regulations.

The Vision is the product of a three-year development process. Through the “Getting There” outreach component, which included public opinion surveys and brainstorming sessions in every part of the region, the TPB collected more than 2,200 ideas. The outreach brought in low-income people, including those who depend on public transportation, and sought out the participation of minorities, senior citizens and non-English speaking residents. Three citizen task forces met almost every other week for several months to develop three different alternatives for the development of the region’s transportation system over the next 50 years. More than 130 individuals and representatives of interested organizations regularly attended these meetings.

In the final phase of the visioning process a consensus was developed based on the three task force reports, other regional studies, and public input. As chairman of the steering committee overseeing this final phase, Mayor John Mason of Fairfax guided the Vision to completion.

In the 2003 CLRP, the Vision provides the general policy framework for transportation system planning and implementation for the National Capital Region.

To develop the plan, each implementing agency—those state, local, and regional agencies with the authority to fund projects and programs, construct facilities, or implement policies—submitted to the TPB a set of proposed capital improvements and strategies that, in its view, would meet one or more regional goals and objectives. The agencies were asked to describe each project and its anticipated contributions to the TPB Vision goals on project description forms, along with the estimated cost and time frame for completion. Hundreds of forms were prepared. These forms were used by TPB staff in preparing the assessment and documentation of the plan. The major projects submitted for the plan were presented to the TPB and the public in the spring of 2003.

It is important to note that the goals and objectives of the TPB Vision, which include the planning factors, are **designed to guide long-range planning at the system level**. While individual projects contribute to the attainment of these goals, and prospective information on their contributions is useful in reviewing the projects, the objectives have not been used to formally "rank" potential projects and strategies against one another. The TPB Vision, which contains overlapping themes and subjective, non-quantifiable terms, provides broad direction for developing individual projects, but all of the projects together create the plan. Chapter 5 presents a system-level assessment of the plan using the TPB Vision goals and objectives.

The Vision statement is provided below, along with its goals, objectives, and strategies.

The TPB Vision

Vision Statement

In the 21st Century, the Washington metropolitan region remains a vibrant world capital, with a transportation system that provides efficient movement of people and goods.

This system promotes the region's economy and environmental quality, and operates in an attractive and safe setting—it is a system that serves everyone.

The system is fiscally sustainable, promotes areas of concentrated growth, manages both demand and capacity, employs the best technology, and joins rail, roadway, bus, air, water, pedestrian, and bicycle facilities into a fully interconnected network.

Policy Goals, Objectives and Strategies

Goal 1. The Washington metropolitan region's transportation system will provide reasonable access at reasonable cost to everyone in the region.

A. Objectives:

(1) A comprehensive range of choices for users of the region's transportation system.

(2) Accurate, up-to-date, and understandable transportation system information which is available to everyone in real time, and is user-friendly for first-time visitor and residents, regardless of mode of travel or language of the traveler.

(3) Fair and reasonable opportunities for access and mobility for persons with special accessibility needs.

(4) Convenient bicycle and pedestrian access.

B. Strategies:

(1) Plan, implement, and maintain a truly integrated, multi-modal regional transportation system.

(2) Plan and implement a tourist-friendly system that encourages the use of transit and provides international signage and information.

(3) Make the region's transportation facilities safer, more accessible, and less intimidating for pedestrians, bicyclists, and persons with special needs.

(4) Plan and implement a uniform fare system for transit and commuter rail.

(5) Adopt a regional transit planning process and plan, with priority to uniformity, connectivity, equity, cost-effectiveness, and reasonable fares.

Goal 2. The Washington metropolitan region will develop, implement, and maintain an interconnected transportation system that enhances quality of life and promotes a strong and growing economy throughout the entire region, including a healthy regional core and dynamic regional activity centers with a mix of jobs, housing, and services in a walkable environment.

A. Objectives:

(1) Economically strong regional core.

(2) Economically strong regional activity centers with a mix of jobs, housing, services, and recreation in a walkable environment.

(3) A web of multi-modal transportation connections that provide convenient access (including improved mobility with reduced reliance on the automobile) between the regional core and regional activity centers, reinforcing existing transportation connections

and creating new connections where appropriate.

(4) Improved internal mobility with reduced reliance on the automobile within the regional core and within regional activity centers.

(5) Efficient and safe movement of people, goods, and information, with minimal adverse impacts on residents and the environment.

B. Strategies:

(1) Define and identify existing and proposed regional activity centers, taking full advantage of existing infrastructure, for the growth and prosperity of each jurisdiction in the region.
(2) Encourage local jurisdictions to provide incentives for concentrations of residential and commercial development along transportation/transit corridors within and near the regional core and regional activity centers, such as zoning, financial incentives, transfer of development rights, priority infrastructure financing, and other measures.

(3) Encourage the federal government to locate employment in the regional core and in existing and/or planned regional activity centers.

(4) Give high priority to regional planning and funding for transportation facilities that serve the regional core and regional activity centers, including expanded rail service and transit centers where passengers can switch easily from one transportation mode to another.

(5) Identify and develop additional highway and transit circumferential facilities and capacity, including Potomac River crossings where necessary and appropriate, that improve mobility and accessibility between and among regional activity centers and the regional core.

(6) Intercept automotive traffic at key locations, encouraging "park once," and provide excellent alternatives to driving in the regional core and in regional activity centers.

(7) Develop a system of water taxis serving key points along the Potomac and Anacostia Rivers.

Goal 3. The Washington metropolitan region's transportation system will give priority to management, performance, maintenance, and safety of all modes and facilities.

A. Objectives:

(1) Adequate maintenance, preservation, rehabilitation, and replacement of existing infrastructure.

(2) Enhanced system safety through effective enforcement of all traffic laws and motor carrier safety regulations, achievement of national targets for seatbelt use, and appropriate safety features in facility design.

B. Strategies:

(1) Factor life-cycle costs into the transportation system planning and decision process.

(2) Identify and secure reliable sources of funding to ensure adequate maintenance, preservation, and rehabilitation of the region’s transportation system.

(3) Support the implementation of effective safety measures, including red light camera enforcement, skid-resistant pavements, elimination of roadside hazards, and better intersection controls.

Goal 4. The Washington metropolitan region will use the best available technology to maximize system effectiveness.

A. Objectives:

(1) Reduction in regional congestion and congestion-related incidents.

(2) A user-friendly, seamless system with on-demand, timely travel information to users, and a simplified method of payment.

(3) Improved management of weather emergencies and major incidents.

(4) Improved reliability and predictability of operating conditions on the region's transportation facilities.

(5) Full utilization of future advancements in transportation technology.

B. Strategies:

(1) Deploy technologically advanced systems to monitor and manage traffic, and to control and coordinate traffic control devices, such as traffic signals, including providing priority to transit vehicles where appropriate.

(2) Improve incident management capabilities in the region through enhanced detection technologies and improved incident response.

(3) Improve highway lighting, lane markings, and other roadway delineation through the use of advanced and emerging technologies.

(4) Establish a unified, technology-based method of payment for all transit fares, public parking fees, and toll roads in the region.

(5) Utilize public/private partnerships to provide travelers with comprehensive, timely, and accurate information on traffic and transit conditions and available alternatives.

(6) Use technology to manage and coordinate snow plowing, road salting operations, and other responses to extreme weather conditions, and to share with the public assessments of road conditions and how much time it will take to clear roadways.

(7) Use advanced communications and real-time scheduling methods to improve time transfers between transit services.

(8) Develop operating strategies and supporting systems to smooth the flow of traffic and transit vehicles, reduce variances in traffic speed, and balance capacity and demand.

(9) Maintain international leadership in taking advantage of new technologies for transportation, such as automated highway systems and personal rapid transit.

Goal 5. The Washington metropolitan region will plan and develop a transportation system that enhances and protects the region's natural environmental quality, cultural and historic resources, and communities.

A. Objectives:

(1) The Washington region becomes a model for protection and enhancement of natural, cultural, and historical resources.

(2) Reduction in reliance on the single-occupant vehicle (SOV) by offering attractive, efficient, and affordable alternatives.

(3) Increased transit, ridesharing, bicycling, and walking mode shares.

(4) Compliance with federal clean air, clean water, and energy conservation requirements, including reductions in 1999 levels of mobile source pollutants.

(5) Reduction of per capita vehicle miles traveled (VMT).

(6) Protection of sensitive environmental, cultural, historical, and neighborhood locations from negative traffic and developmental impacts through focusing of development in selected areas consistent with adopted jurisdictional plans.

B. Strategies:

(1) Implement a regional congestion management program, including coordinated regional bus service, traffic operations

improvements, transit, ridesharing, and telecommuting incentives, and pricing strategies.

(2) Develop a transportation system supportive of multiple use and higher density (commercial and residential) in the regional core and regional activity centers as a means of preserving land; natural, cultural, and historic resources; and existing communities.

(3) Support regional, state and federal programs which promote a cost-effective combination of technological improvements and transportation strategies to reduce air pollution, including promoting use of transit options, financial incentives, and voluntary emissions reduction measures.

(4) Develop a regional tourism initiative to encourage air and train arrival in the region, and additional transit access and automobile parking at the termini of Metrorail/rail services.

(5) Provide equivalent employer subsidies to employees with the intent of “leveling the playing field” between automobile and transit/ridesharing.

(6) Plan and implement transportation and related facilities that are aesthetically pleasing.

(7) Implement a regional bicycle/trail/ pedestrian plan and include bicycle and pedestrian facilities in new transportation projects and improvements.

(8) Reduce energy consumption per unit of travel, taking maximum advantage of technology options.

Goal 6. The Washington metropolitan region will achieve better inter-jurisdictional coordination of transportation and land use planning.

A. Objectives:

(1) A composite general land use and transportation map of the region that identifies the key elements needed for regional transportation planning—regional activity centers, principal transportation corridors and facilities, and designated "green space."

(2) Region-wide coordination of land-use and transportation planning in accordance with the recommendations of the Partnership for Regional Excellence report approved by the COG Board of Directors in 1993.

B. Strategies:

(1) Develop a regional process to notify local governments formally of regional growth and transportation policy issues, and encourage local governments to specifically address such issues in their comprehensive plans.

(2) Identify an agreed-upon set of definitions and assumptions to facilitate regional cooperation.

(3) Ensure that major corridor studies include options that serve the regional core and regional activity centers shown on the regional map.

(4) Develop, in cooperation with local governments, model zoning and land use guidelines that encourage multiple-use development patterns and reduce non-work automobile dependency.

(5) Plan for development to be located where it can be served by existing or planned infrastructure.

Goal 7. The Washington metropolitan region will achieve an enhanced funding mechanism(s) for regional and local transportation system priorities that cannot be implemented with current and forecasted federal, state, and local funding.

A. Objectives:

(1) Consensus on a set of critical transportation projects and a funding mechanism(s) to address the region's growing mobility and accessibility needs.

(2) A fiscally sustainable transportation system.

(3) Users of all modes pay an equitable share of costs

B. Strategies:

(1) Conduct outreach and education activities to promote public participation.

(2) Develop public support and approval for a specific set of regional and local transportation priorities and a funding mechanism(s) to supplement (and not supplant) priorities to be implemented with current and forecasted federal, state, and local funding.

Goal 8. The Washington metropolitan region will support options for international and inter-regional travel and commerce.

A. Objectives:

(1) The Washington region will be among the most accessible in the nation for international and inter-regional passenger and goods movements.

(2) Continued growth in passenger and goods movements between the Washington region and other nearby regions in the mid-Atlantic area.

(3) Connectivity to and between Washington Dulles International, National, and Baltimore/ Washington International airports.

B. Strategies:

(1) Maintain convenient access to all of the region's major airports for both people and goods.

(2) Support efficient, fast, and cost-effective operation of inter-regional passenger and freight rail services.

(3) Support the development of a seamless regional transportation system.

(4) Support coordinated ticketing and scheduling among Amtrak, MARC, VRE, WMATA, local bus, and inter-city bus service.

(5) Develop a regional plan for freight movement.

PROCESS FOR FUTURE PLAN UPDATES

The region's long-range transportation plan is an evolving document reflecting an ongoing consensus-building process. In accordance with federal regulations, the CLRP will be updated at least every three years, and a public meeting will be scheduled at least annually to discuss the plan. In the past, the CLRP has typically been amended annually in a process that includes an air quality conformity determination.