REPORT

TPB Citizens Advisory Committee March 19, 2008 Larry Martin, CAC Chairman

The monthly meeting of the CAC on March 13 included a briefing on regional bus issues, a conversation with TPB Chair Phil Mendelson, and a discussion of how the Vision, which is the TPB's policy framework, relates to the TPB's Constrained Long-Range Plan (CLRP).

Briefing and Discussion on the Regional Bus Subcommittee

Jim Hamre, 2007 Chair of the Regional Bus Subcommittee, provided an overview of the inaugural year activities of the TPB's Regional Bus Subcommittee. These activities included mapping transit service coverage for the region, establishing regional bus levels of service standards for planning, coordinating with other TPB committees to share perspectives on common policy issues, and developing a status report on the region's bus systems. Mr. Hamre said that in 2008, the subcommittee will identify ways to improve fare and service coordination among regional and local services, create a brochure to highlight the major points of the 2007 status report, and continue activities started in 2007.

The CAC asked Mr. Hamre questions about the Regional Bus Subcommittee and the region's bus systems, including the following points:

- Are there opportunities for the CAC to get involved in the activities of the Regional Bus Subcommittee? Mr. Hamre answered that the subcommittee would welcome CAC involvement. He also suggested that the CAC might want to coordinate with the Riders Advisory Council at WMATA.
- Do the region's bus providers have plans in place to handle increased ridership on buses? Mr. Hamre responded that bus ridership has been increasing steadily and providers are prepared to accommodate near-term growth with existing services. But he noted that the challenges of long-term ridership growth are significant.
- Has the "Metro Extra" service on Georgia Avenue been successful and are there plans to add more express routes around the region? Mr. Hamre said that the Metro Extra service, an express bus service operated on the existing Georgia Avenue route, has exceeded ridership expectations and that WMATA plans to expand operations beyond the current rush-hour service. He noted that Metro Extra is intended to be the regional "brand" for express service and WMATA is looking at operating it in other heavily traveled corridors. However, he said that Metro Extra cannot be fully implemented because there are not enough buses and funding is inadequate.

• What is the status of "Next Bus," an automated service that provides riders with information about bus travel times? Mr. Hamre said "Next Bus" was piloted on 32 routes, but the automated integration program was faulty and is being updated. He said WMATA will provide the revised service on priority corridors. CAC members commented that it in some ways it could be even more important to provide this information on routes with less frequent service.

The CAC will form a subcommittee to discuss regional bus issues and determine how to participate in the activities of the TPB's Regional Bus Subcommittee.

Discussion with TPB Chair Phil Mendelson

Chair Mendelson described his goals as 2008 chair of the TPB. These included furthering the implementation of the Metropolitan Area Transportation Operations Coordination (MATOC) Program, seeking adequate funding for Metro and other transit, and ensuring that environmental challenges are addressed.

Mr. Mendelson commended the CAC for its recent recommendation that public input should be solicited earlier in the CLRP and TIP development cycle. He suggested that it might be a good idea for the CAC chair to periodically remind the TPB of this recommendation in his monthly report.

The committee's discussion with Chair Mendelson included the following questions and comments:

- How can the CAC be most effective in its advisory role to the TPB? Chair
 Mendelson responded that the CAC's recent recommendations on the scenario
 study and on the CLRP/TIP development process have resonated with the TPB.
 He emphasized the importance of reminding the TPB of past CAC
 recommendations and pushing for followup.
- The committee and Mr. Mendelson discussed the manner in which the jurisdictions and agencies on the TPB coordinate their planning activities and their votes. One member expressed a belief that interjurisdictional coordination was inadequate. Another member asked why and how certain voting blocs are formed on controversial issues, such as the Intercounty Connector. Chair Mendelson described some of the dynamics of the TPB's composition. He noted that some Metropolitan Planning Organization (MPOs) around the country do not have state DOTs on their boards, while other MPOs are largely dominated by DOTs. He said that the DOTs do not dominant the TPB, but their influence is very strong. He emphasized that TPB members usually reach their positions on controversial projects before those projects reach the TPB.

- A member pointed out the emerging awareness of the connection between climate change and transportation. He said that greenhouse gases have been directly linked to vehicle miles of travel (VMT) and yet, every year the TPB approves a TIP that increases VMT. He noted that the TPB Vision called for a decrease in VMT.
- A member asked whether the TPB is the final "money man" for projects. Mr.
 Mendelson said the TPB has very little funding of its own for projects and is very
 limited in its ability to lobby state legislators and Congress for funding. However,
 in order to receive federal funding, all regionally significant projects must go
 through the TPB planning process.

Discussion of the TPB Vision and its Relation to the CLRP and TIP: What Does the Vision Mean and How Is It Used?

In recent years, the CAC has extensively discussed the TPB's annual planning cycle and the scenario study. But a number of CAC members have recently asked whether the TPB has an underlying policy framework for its long-range plan (the CLRP) and 6-year program (the TIP). The committee spent some time at its March meeting discussing this broad policy issue.

Mr. Martin said that the Vision, adopted by the TPB in 1998, is supposed to serve as the TPB's policy framework. However, he said it is very difficult to see a strong connection between the TPB Vision and the projects that are submitted for the CLRP and TIP. He suggested it might be time to take a new look at the Vision and see whether and how it can be more closely linked to the TPB's planning process.

Mr. Martin said that in 2000, the CAC attempted to evaluate the CLRP projects against the Vision. He said that the committee at that time found the Vision was not a very useful tool for evaluating CLRP projects. *That CAC report from 2000 is attached to this report.*

Ron Kirby noted that regional criteria might be easier to develop and use if there were one big pot of money for transportation in this region, but that is not the case. He said that insufficient funding continues to keep ambitious plans and projects from moving forward. In the near future, he said he did not foresee any major changes regarding transportation funding sources, so "we are running hard to stay in place."

Some CAC members countered that transportation planning issues, at least from the citizens' perspective, should not simply be framed by the funding question. They said that long-range planning should seek to bridge the gap between a "desired" transportation system and the actual state of things. These CAC comments included a concern that the committee should not be overly concerned about the details of transportation funding, but should instead encourage regional leaders to think about goals and performance measures.

Mr. Martin said that scenario study is currently developing an "Aspirations Scenario" that might provide an opportunity to refine some of the region's goals and priorities. He noted that the TPB should directly link the development of this Aspirations Scenario to the development of a "Regional Priorities Plan," which the CAC has called for on a number of occasions. Such a "Regional Priorities Plan," according to past CAC recommendations (January 2006 and February 2007), would be "a list or plan of unfunded priority projects that would provide a 'big-picture' context for understanding project selection for the Constrained Long-Range Plan (CLRP)."

Mr. Martin said he was interested in further exploring whether regional criteria or performance measures can play a stronger role in project selection. He asked TPB staff to review how other MPOs across the country use regional criteria to influence project selection. The CAC will continue this discussion at the April meeting.

Other Business

- Ron Kirby, Director of Transportation Planning, provided an overview of items on the March 19 TPB Agenda.
- John Swanson of the TPB staff told the committee about the upcoming session of the Community Leadership Institute, a workshop on regional transportation issues for community leaders. He said all new members of the CAC are invited to attend. The session will be held on April 17 and April 19.

ATTENDANCE CAC Meeting, March 13, 2008

Members in Attendance

- 1. Larry Martin, DC, Chair
- 2. Harold Foster, DC
- 3. Farrell Keough, MD
- 4. Bill Klenke, MD
- 5. Grace Malakoff, DC
- 6. Daniel Malouff, VA
- 7. Robin Marlin, DC
- 8. Allen Muchnick, VA
- 9. Suresh Narasimhan, VA
- 10. Daphne Sahlin, VA
- 11. Lynn Shanton, MD
- 12. Shirley Williams, DC

Alternates in Attendance

Gail Parker, VA

Members Not in Attendance

- 1. Jim Larsen, VA
- 2. Todd Reitzel, MD
- 3. Emmet Tydings, MD

Staff/Others

Phil Mendelson, TPB Chair Ron Kirby, COG/TPB John Swanson, COG/TPB Sarah Crawford, COG/TPB Michael Eichler, COG/TPB Jim Hamre, WMATA Bill Orleans

TPB Citizens Advisory Committee Constrained Long-Range Plan Subcommittee Report to the Transportation Planning Board On the Year 2000 CLRP Update

December 2000

TPB Citizens Advisory Committee Constrained Long-Range Plan Subcommittee Report to the Transportation Planning Board On the Year 2000 CLRP Update

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PART I: GENERAL INTRODUCTION

In 1998, the Metropolitan Washington Council of Government's Transportation Planning Board (TPB) approved a VISION that laid out the National Capital Region's consensus on how to meet its transportation needs while simultaneously promoting economic growth, environmental quality, and intermodal connectivity. The Constrained Long-Range Plan (CLRP) is the official implementing instrument of that plan. Updated every three years and statutorily constrained by available financial resources, the CLRP lays out the official list of projects across a variety of categories, including roads and bridges, transit, intelligent transportation systems, and pedestrian and bicycle facilities. The Year 2000 CLRP Update addresses the National Capital Region's expected travel needs through 2025.

This report should be regarded as a hybrid document, i.e., both a straightforward accounting of the process—procedures, criteria, and decisions rendered by the CLRP Review Subcommittee, and content—the actual analysis or ratings of projects submitted by the jurisdictions where such analysis was possible. Unfortunately, the TPBs own process, especially the delay in project submissions rather severely handicapped the CLRP Subcommittee's work. The CACs compromise to evaluating the whole of the CLRP as a finished entity was to submit a series of recommendations to the TPB. These five recommendations arose from the ongoing evaluations of the projects. In the end, the CLRP Review Subcommittee decided to submit to the TPB this document as a delineation of its efforts. As with the TPBs own decisions this year with regard to the CLRP, it is not a "finished" product.

CLRP Review Subcommittee Objectives.

The Year 2000 TPB Citizen's Advisory Committee took as its primary task an evaluation of the projects submitted by Suburban Maryland, Northern Virginia, and the District of Columbia for the Year 2000 CLRP Update. To accomplish this objective, the CAC designated a CLRP Review Subcommittee who established the following broad objectives for its review.

- Select for review the most significant projects (from among all submissions from the jurisdictions).
- Using performance indicators contained in the TPB VISION, develop a set of criteria.
- Rank the selected projects using those criteria.
- As appropriate, identify significant missing projects.
- Examine the relative spending on each mode (roads and bridges, transit, pedestrian and bicycles), as well as on intelligent transportation systems and other technical and technological improvements, e.g., telecommuting.
- Formulate comments on the adequacy of the comprehensive, regional transportation planning process, as well as on the jurisdictional budgeting strategies used for meeting mobility, congestion, quality-of-life, and air

quality goals.

As appropriate, formulate comments on finding additional funding sources.

Creation and Application of the Methodology for Rating Project Submissions.

Using the stated goals and objectives of the VISION and to aid in its evaluation of projects, the CAC identified seven criteria to evaluate the projects submitted by the District of Columbia, Suburban Maryland, and Northern Virginia. Because project information was not all submitted at one time, however, and in an attempt to begin its analysis, the CLRP Review Subcommittee first looked at the larger-sized projects submitted by Maryland and a representative selection of projects submitted by Virginia and the District of Columbia. These projects covered most forms of transportation: highways, heavy and light rail, buses, high-occupancy vehicle (HOV) lanes, ITS, and trails. The CLRP Review Subcommittee also rated some projects that were not submitted for the CLRP but that the Subcommittee deemed to be highly consistent with the VISION. The CAC did not address projects on the submission list that were funded for construction by 2005 or, in the case of Maryland, that were smaller than \$35 million dollars. The actual details of the project evaluations and the delineation of the scoring marks and their meanings appear in Part III of this report.)

PART II: CAC RECOMMENDATIONS TO THE TPB

The CLRP Review Subcommittee work led to a series of recommendations to the TPB that were the logical by-product of its deliberations. In all, the Subcommittee deliberated over eight different recommendations. Of these, five survived a full Subcommittee review, compromise, and vote, and were ultimately submitted to the CAC. All five of these recommendations were approved by the CAC. Recommendation #1 was presented to the TPB on September 20, 2000 and was approved for action on that date. Recommendations #2-4 were approved by the CAC on October 12 and submitted to the TPB on October 18, 2000. The CAC approved recommendation #5 on November 9 and it was presented to the TPB on November 15, 2000.

The recommendations ask the TPB to:

- 1. Prepare a proposed work plan to evaluate alternative transportation, land use and pricing scenarios
- 2. Allocate Funding in the UPWP to Promote Implementation of the Recommendations in the Greenways and Circulation System Reports
- 3. In future CLRP updates and amendments, allocate funds to cover Metro's anticipated ridership growth.
- 4. Improve the information in its project submissions database and on its website to ensure timely, clear, and accurate information.
- 5. Incorporate demand management alternatives, including pricing, in planning and modeling assessments of regional strategies and project-level alternatives.

CAC Recommendation #1 Approved by the CAC September 14, 2000 Presented to the TPB September 20, 2000 Approved by the TPB September 20, 2000

TPB Citizens Advisory Committee Recommendation # 1 to the TPB That Staff Prepare a Proposed Work Plan to Evaluate Alternative Transportation, Land Use, and Pricing Scenarios

CAC

Recommendation: To broaden the base of information for making decisions about the National Capital Region's long-range transportation needs and to advance the goals of the regional Transportation VISION, the CAC recommends that the TPB direct its staff to evaluate several pricing, transportation, and land -use scenarios. Version 2 (or later) of the COG/TPB travel-demand model should be used along with the performance measures of the TPB staff analysis of the Year 2000 CLRP update. Further, the CAC recommends that a designated representative of the CAC participate in the scenario development and modeling process.

Issues:

Developing, modeling, and evaluating alternative scenarios would require resources in the budget for the 2000-2001 fiscal year.

The usefulness of this project would depend on the alternative scenarios tested, the assumptions used, and the evaluation criteria.

Background:

Staff modeled alternative land use and transportation scenarios in 1994 and modeled scenarios including pricing alternatives in 1995. Since then the COG/TPB travel-demand model has been improved significantly, the TPB has adopted the VISION and the region has continued to grow. The CAC believes scenario modeling using Version 2 (or later) of the model, criteria drawn from the Vision, and updated data may provide a useful framework for regional discussion of transportation, land use, and pricing options for the future, especially when additional funding is being considered. At our August 10, 2000, CAC meeting we discussed the possible usefulness of further scenario testing, as well as features we would like to see in any testing. On August 22, 2000, the TPB/CAC co-chairs, along with the chair of the CLRP Update Subcommittee, met with TPB staff to ascertain what approaches would be feasible in a scenario modeling exercise. The CLRP Update Subcommittee met subsequently and agreed on a set of recommendations for developing, modeling and evaluating scenarios.

At the September 14, 2000, CAC meeting the CAC adopted Recommendation #1—that the TPB direct its staff to prepare a proposed work plan to evaluate several pricing, transportation, and land-use scenarios using Version 2 (or later) of the COG/TPB travel-demand model. Further, the CAC recommends that CAC representatives participate in developing the work plan and ultimately in the scenario development and modeling process. At a future meeting the full CAC will consider in more detail the specific recommendations agreed on by the subcommittee. The CAC looks forward to providing input to the staff as it develops a proposed work plan. The CAC also plans to make a recommendation to the TPB on any scenario evaluation work plan the staff develops.

NOTE: The information that follows was not part of the recommendation as forwarded to the TPB. It is included here to illustrate some of the components that were discussed among the CLRP Subcommittee members and with the TPB staff.

The CACs interest in scenario modeling is to provide a framework for regional discussion of the transportation and land use options for the future, especially when additional funding is being considered. On August 22, 2000, the TPB/CAC co-chairs, along with the chair of the CACs CLRP Update Subcommittee, met with TPB staff to ascertain what actions/decisions would be feasible in a scenario modeling exercise. Following are their recommendations that were adopted by the CLRP Subcommittee.

- Model at least one land use scenario using balanced jobs and housing components, and at least one scenario with a focus on increased housing in the region's core. Also, model the high and low growth rates from the COG forecasts.
- Coordinate the transportation alternatives with pricing and land use alternatives to
 provide for some "synergy" scenarios. An expert panel should be assembled to
 estimate how land use would change with the various transportation facilities.
- Use the alternatives in the current corridor (MIS/EIS) studies, to perform HOV, transit, and no-build scenarios.
- Use pricing scenarios that are more aggressive than those used in 1996, i.e., not just being revenue neutral. For example in the transit scenario, hot lanes, parking surcharges, and additional revenue from HOV pricing could provide additional transit fare reductions and/or provide additional service.
- Use the COG model, version 2, to conduct the analysis, once it has been properly validated using the most recent Metrorail ridership study.
- Use the performance measures, e.g., accessibility and VMT/capita, used by the TPB staff analysis for the year 2000 Update to the CLRP.
- Model land use changes beyond 2025, in order to more fully understand the potential impact of land use.
- If time and funds permit, carry out some analysis of the effect of induced demand using the findings of the TPB consultant study on induced demand.

Approved by the CAC October 12, 2000
Presented to the TPB October 18, 2000
Approved by the TPB

TPB Citizens Advisory Committee Recommendation # 2 to the TPB That Funding Be Allocated in the UPWP To Promote Implementation of the Recommendations Identified in the Greenways and Circulation Systems Reports

CAC

Recommendation:

To determine cost estimates and to provide guidance on how projects identified in the TPB Greensways and Circulation Systems TCSP¹ Task Force efforts can be sequenced and implemented, the CAC recommends that the TPB allocate funds in the Unified Planning Work Program to promote the implementation of the recommendations in the Greenways and Circulation Systems reports by identifying funds, providing assistance to the jurisdictions, and monitoring implementation.

Issues:

Money must be allocated in the Unified Planning Work Program to perform such an analysis and implement this recommendation.

Background:

Strategic investment in pedestrian, bicycle, and circulation facilities is needed to create a seamless, regional transportation network with better neighborhood circulation and better connections between all modes. Currently, investment for these and other priority pedestrian, bicycle, and circulation facilities in the region is uncoordinated and insufficient. The Greenways and Circulation Systems reports developed through the TPB/TCSP grants provide guidance on the most desirable (in terms of providing a regional system) pedestrian, bicycle, shuttle and other transit improvements.

¹ TCSP (Transportation and Community and System Preservation pilot program.) The Federal Highway Administration awarded the TPB two grants that support key components of the TPB Vision: improving circulation systems within the regional core, and integrating green space into a regional greenways system.

	CAC Recommendation #3
Approved 1	by the CAC October 12, 2000
Presented	to the TPB October 18, 2000
Approved	by the TPB

TPB Citizens Advisory Committee Recommendation #3 to the TPB That Funds in Future CLRP Updates and Amendments Be Allocated to Cover Metro's Anticipated Ridership Growth

CAC

Recommendation: In the Year 2000 CLRP Update, no money is allocated to fund Metro's ridership growth, even though there is every reason to believe such growth will occur. So as not to turn away new- and long-term riders alike, especially in the region's core, the CAC recommends that additional funding be allocated in the CLRP to fund the anticipated ridership growth in the existing Metro system.

Issue: Projected WMATA ridership growth is not funded in the year 2000 CLRP update.

Background: The TPB/CAC rated many transportation projects, within individual jurisdictions and at the regional level, against the TPBs Vision. Of those unfunded projects that we rated "high," one project stands out above all others: accommodating WMATAs projected ridership growth (system expansion). The decision to not fund this expansion is unfortunate:

- \$10 billion has already been invested in the Metrorail system. It is important to leverage this investment by accommodating the projected 37-percent increased demand for the system.
- Core riders in Arlington County and on the Red Line between Takoma Park and Union Station would be severely and adversely affected by this disinvestment. Passengers at these stations already have difficulty boarding trains during rush hour, a situation that can only get worse. Smart Growth, Restore the Core, subsidies for Federal employees using transit (through the Executive Order that takes effect on October 1, 2000), and transit-oriented development efforts can be expected to bring new riders, as can improved circulation, pedestrian, and bicycle facilities. It makes no sense to create "gridlock" on the Metrorail system.

TPB Citizens Advisory Commendation #4 to the TPB That the TPB Project Submissions Data Base and Website Be Improved to Ensure Availability of Timely, Clear, and Accurate Information.

CAC

Recommendation #4: To facilitate having a meaningful public participation process, the COG should improve its project submissions database and Web site and it should provide clear and consistent project descriptions, including relevant budget information. Project submissions should be presented by corridor. During the public comment period, the TPB staff should prepare and make publicly available a summary of key aspects of the project submissions, e.g., breakdown of funding for roads and bridges, all forms of transit, ITS. and pedestrian and bicycle. Jurisdictions should make their project submission information available in a timely manner.

Issue:

Need to improve public participation and meaningfulness of regional transportation planning process.

Background: The TPB and its participating public officials and transportation agencies should be concerned about having a public participation process that is understood and meaningful. Public participation is a legal requirement for receiving federal highway dollars. As important, in a resource-constrained situation such as the one the region now faces, an informed public can support public officials in making the difficult decisions about how to allocate transportation resources when making those decisions is complex and politically sensitive.

> The public needs information to develop opinions and to intelligently and effectively contribute to the decision-making process. The CACs recent experience in reviewing the CLRP showed that there are significant barriers to meaningful public participation in the transportation planning process. The information from the transportation agencies and the TPB was complex, inconsistent, and often inaccessible. Even after extensive review of numerous project submission documents and close work with the TPB staff, the CAC representatives found it difficult to identify what was a "definitive submission" along with its corresponding funding information. Further, most jurisdictions submitted only their major projects for the "public" lists. Even this limited information came too late for meaningful public comment.

CAC Recommendation #5
Approved by CAC on November 9, 2000
Presented to TPB November 15, 2000
Approved by the TPB

TPB Citizens Advisory Committee Recommendation #5 To the TPB
That Transportation Planning and Modeling
Fully Incorporate Demand Management Alternatives, Including Pricing, in
Assessment of Regional Strategies and Project-level Alternatives

CAC Recommendation #5: Alternatives Analysis of major projects and of regional strategies (including project MIS's and COG modeling) should incorporate substantial demand management alternatives. In addition to traditional inclusion of a TSM scenario in Alternatives Analysis, scenarios that include infrastructure pricing, both alone and as an element of other Alternatives, should be included in studies.

Issues: The TPB would agree to place this requirement on all (not-yet-studied) projects before they will be included in the TIP or CLRP

Background: Widespread, appropriate use of demand side strategies can help better leverage our region's investment in transportation and improve the efficiency of our transportation system. Appropriate measures, such as value pricing (under study in Maryland) and conversion of regular lanes to HOT lanes, can specifically assist in relieving peak-period congestion.

The recent COG VISION survey has found user-pricing strategies to be the region's politically preferred means of generating additional transportation funds. The COG survey found that user-fees, tolls, and the region's citizens preferred all gasoline taxes to increased sales taxes or income taxes. Sales and income taxes place a brake on the region's economy while subsidizing increased travel that only exacerbates congestion.

Pricing levels and strategies similar to that used in other jurisdictions can be used as a baseline of comparison and for development of alternatives. For example, using the George Washington and Tappan Zee bridges as facilities of comparable size and roles, the Woodrow Wilson Bridge could have been evaluated with EZPass-collected toll of \$2.00, \$4.00 during peak periods. Such an alternative may have prevented multiple project barriers by 1) providing the funding that nearly was a show-stopper, and 2) reduced the forecast peak period demand sufficiently to make a ten-lane bridge viable.

PART III: PROJECT CRITERIA AND RANKINGS

This section first sets forth the criteria the CLRP Review Subcommittee used to evaluate the projects submitted by the jurisdictions comprising the National Capital Region of the Transportation Planning Board. The discussion, in addition to a detailed delineation of the criteria themselves, includes information about the internal workings of the CLRP Review Subcommittee, as well as actual project rankings where such analysis was possible.

It is important to realize at the outset that, when taken as a whole, the project rankings are uneven, at best. First, most project submissions came too late for a full assessment. Second, the nature of projects is vastly different from jurisdiction to jurisdiction. With the District of Columbia, the CLRP Review Subcommittee decided to move to a level of detail beyond that submitted by the District for the CLRP Update. Ratings for Maryland projects started with projects having at least a \$35 million threshold. A complex set of difficulties contributed to producing a settled set of Virginia rankings and the Review Subcommittee simply ran out of time to complete ratings within the timeframe allotted for the 2000 CAC Work Program.

Criteria for Evaluation of Projects

Evaluation criteria were based on themes drawn from the VISION Document. Additionally, the CLRP Review Subcommittee wanted to use criteria that were:

- Limited in number (five to seven);
- Significant to a broad range of interests;
- · Comprehensible by the general public;
- Appraisable by informed non-technical persons (TPB, CAC);

Among the criteria considered, the reviewers found significant overlap, as explained in Figure 1 below. Additionally, reviewers noted a particularly complex interaction between VMT, congestion, and emissions:

- Vehicle Miles Traveled Decreases in VMT usually cause decreases in congestion and emissions.
- Congestion Decreases in congestion can cause increased VMT and can cause either increased or decreased emissions.
- Emissions Increased emissions are caused by increased VMT and either increased or decreased congestion, among other factors (vehicle maintenance, trip length, etc.)

An initial set of criteria was developed along with a detailed explanation of each criterion. The CLRP Review Subcommittee then tested these criteria by applying them to the various projects being submitted by the jurisdictions. Following this test application, a number of constructive suggestions were made. A revised set of criteria was then presented in front of the CAC at its April 2000 meeting. The results of this iterative process was the selection of the following criteria for evaluation of projects, presented in alphabetical order:

Activity Centers - promotion of regional activity centers and regional core

Connections and Choices - enhancement of multi-modal connections and choices

Congestion Reduction—reduction in congestion

Emissions Reduction—reduction in air pollutant emissions

Infrastructure Impacts—effects from infrastructure expansion

Equity and EJ—improvement in equity and environmental justice

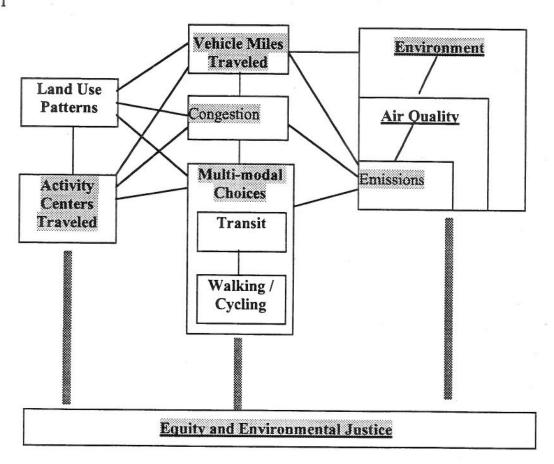
VMT Reduction—reduction of vehicle miles traveled

The CLRP Review Subcommittee considered one additional criterion: Finance - financial and economic sustainability. However, the Subcommittee judged this to be present implicitly in the project list, as the CLRP is already financially constrained. It was also deemed too difficult for evaluation at the level of effort that was available.

Two additional factors were stressed that are crosscutting for the criteria in question, but too often overlooked:

- Transitory disruptive effects, such as construction impacts, which may have adverse impacts that are inadvertently discounted in informal projects evaluations.
- Long-run and very-long-run adverse impacts (inter-generational transfers), which
 may be overly discounted in project evaluations. (Many economists have begun
 to suggest that "irreversible" decisions have a discount rate of or near zero placed
 on their corresponding adverse impacts to reflect a more accurate accounting of
 inter-generational costs.)

FIGURE 1



Detailed Criteria for Evaluation of Projects

Criterion:	Promote and Provide Improved Access to Regional Activity Centers						
	and Regional Core						
Shorthand:	ACTIVITY CENTERS						
VISION s	Objectives:						
Language on	2(1): Economically strong regional core.						
Objectives and Strategies:	2(2): Economically strong regional activity centers with a mix of jobs, housing, services, and recreation in a walkable environment.						
	2(3): A web of multi-modal transportation connections which 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.						
	2(4): Improved internal mobility with reduced reliance on the automobile						
	within the regional core and within regional activity centers.						
	Strategies:						
	2(2): Encourage local jurisdictions to provide incentives for concentrations						
	of residential and commercial development along transportation/transit						
	corridors within and near the regional activity centers						
	2(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 mode to another.						
	2(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.						
Factors	+ Promotes development at activity centers or core.						
considered:	+ Increases access to activity centers and core, in the short and long-term.						
	+ Increases circumferential and multi-modal access between and to						
	activity centers and core.						
	+ Decrease automobile dependency for access to, and especially within,						
	activity centers and the core.						
	- Promotes development away from activity centers or core.						
	- Promotes development away from existing transportation facilities.						
	- Decreases access to activity centers or core.						
	- Increases automobile reliance within activity centers or core						
-+	Project directly encourages appropriate development at activity centers						
	or the core, or substantially improves access by rail or transit to activity						
	centers or intermodal transfer points.						
-							
	Project <u>facilitates</u> development at activity centers or the core, or <u>improves</u>						
	access by rail or transit to activity centers or intermodal transfer points.						
	Project has no discernible effect on regional activity centers.						
-	Project <u>discourages</u> development at activity centers or core, or <u>indirectly</u>						
	promotes development outside regional activity centers and the core, or						
	discourages mixed-use, walkability, or transit access to activity centers or the core.						
	Project directly promotes development outside regional activity centers						
	and the core, or directly worsens mixed-use, walkability, or transit access						
	to activity centers or the core.						

Criterion:	Enhancement of Multi-Modal Connections and Choices
Shorthand:	CONNECTIONS AND CHOICES
VISION s Langu	Objectives:
Objectives and S	1(1): A comprehensive range of choices for users of the region's transportation system. 1(4): Convenient bicycle and pedestrian access. 2(3): A web of multi-modal transportation connections which 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 transportation connections where appropriate. 5(2): Reduction in reliance on the single-occupant vehicle (SOV) by offering attractive, efficient, and affordable alternatives. 5(3): Increased transit, ridesharing, bicycling, and walking mode shares. Strategies: 1(1): Plan, implement and maintain a truly integrated, multi-modal regional transportation system. 2(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. 2(7): Develop a system of water taxis serving key points along the Potomac and Anacostia Rivers. 5(5): Provide equivalent employer subsidies to employees with the intent of "leveling the playing field" between automobile and transit/ridesharing. 5(7): Implement a regional bicycle/trail/pedestrian plan and include bicycle and pedestrian
Factors	facilities in new transportation projects and improvements. + Provides infrastructure improvements for transit, bicycles, pedestrians, and ferries.
considered:	Horeases mobility and access between and within activity centers and the core by means that reduces reliance on the automobile. Horoduces incentives or subsidies to encourages shifts from SOV to other modes. Promotes automobile dependency through corridor development or facilities realistically unsuitable for any other modal use.
++	Project <u>directly</u> introduces a new modal connection between activity centers, or <u>substantially</u> improves access for under-utilized mode between activity centers or <u>substantially</u> improves access to an intermodal transfer point.
+	Project <u>facilitates</u> a new modal connection between activity centers, or <u>improves</u> access for under-utilized mode between activity centers or to an intermodal transfer point.
0	Project has no discernible effect on multi-modal connections.
-	Project <u>increases</u> reliance on a single or dominant mode for access between activity centers, or <u>discourages</u> access for under-utilized mode between activity centers or to an intermodal transfer point
	Project <u>discourages</u> a new modal connection between activity centers, or <u>directly</u> worsens access for under-utilized mode between activity centers or to an intermodal transfer point.

Criterion:	Reduction in Congestion
Shorthand:	CONGESTION
VISION s Langu	Objectives:
Objectives and S	
200 - 200 -	4(4): Improved reliability and predictability of operating conditions on the region's
	transportation facilities.
	Strategies:
	4(2): Improve incident management capabilities in the region through enhanced detection
	technologies and improved incident response.
	4(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.
	5(1): Implement a regional congestion management program, including coordinated regional
	bus service, traffic operations improvements, transit, ridesharing, and telecommuting
_	incentives, and pricing strategies.
Factors	+ Provides short-term and/or long-term congestion relief, avoiding countervailing sprawl and
considered:	induced demand effects.
	+ Provides smoothing of traffic flow, reducing "speed then slam" characteristics, and
	prioritizing relief of severe congestion (stop-and-go conditions).
	+ Increases safety through decreased incidents from stop-and-go conditions or from high-speed approaches to bottlenecks.
	- Causes substantial construction-related impacts that significantly worsen congestion.
	 Increases reliance on bottleneck facilities or merely encourages the shift of bottlenecks to downstream locations
	 Encourages more travel to non-activity center areas under-served by current transportation facilities.
++	Project significantly reduces short-term and long-term congestion, or substantially
	improves the reliability and predictability of travel.
+	Project reduces short-term or long-term congestion without worsening the other, or
	improves the reliability and predictability of travel.
0	Project has no discernible net effect on congestion or reliability.
_	Project worsens either short-term or long-term congestion, or lessens the reliability and
	predictability of travel.
	Project significantly increases short-term and/or long-term congestion, or substantially
	worsens the reliability and predictability of travel.

Criterion:	Reduction in Air Pollutant Emissions
Shorthand:	EMISSIONS
VISION's Language on Objectives and Strategies:	Objectives: 5(4): Compliance with federal clean air, clean water and energy conservation requirements, including reductions in 1999 levels of mobile source pollutants. 5(5): Reduction of per capita vehicle miles traveled Strategies: 5(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. 5(8): Reduce energy consumption per unit of travel, taking maximum advantage of technology options.
Factors considered:	 + Increases compliance with vehicle emission standards + Decreases amount of travel (VMT per capita) by pollutant emitting vehicles + Reduces emissions per VMT through reducing severe congestion (average speeds 13 mph or below) on freeways, or through reducing congestion (average speeds 20 mph or below) on arterials/collectors, or through alternative fuels, energy efficiency, or other technology. + Decreases number of vehicle "cold starts." - Encourages long-distance high-speed (55 mph or greater) automobile travel
++	- Encourages automobile travel on congested arterial, collector, or local streets Project substantially reduces emissions (e.g., reducing VMT without countervailing congestion; creating a more stable, but not necessarily faster, flow of traffic)
+	Project <u>reduces</u> emissions (e.g., reducing VMT without countervailing congestion creating a more stable, but not necessarily faster, flow of traffic).
0	Project has no discernible net effect on air quality.
	Project increases emissions (e.g., increases VMT, congestion and/or less stable traffic flow).
	Project <u>substantially</u> increases emissions (e.g., increases VMT, congestion and/or less stable traffic flow, i.e. shift from transit)

Criterion:	Impacts from Infrastructure Expansion (including Safety)					
Shorthand:	INFRASTRUCTURE IMPACTS					
VISION s Language on Objectives and Stra	Objectives: 2(5): Efficient and safe movement of people, goods, and information, with minimal adverse impacts on residents and the environment. 3(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. 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. 5(1): The Washington region becomes a model for protection and enhancement of natural, cultural, and historical resources. 5(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. Strategies: 5(6): Plan and implement transportation and related facilities that are aesthetically					
¥	pleasing. 5(8): Reduce energy consumption per unit of travel, taking maximum advantage of technology options.					
Factors considered:	(Note: This criterion is intended to focus on the physical impacts on communities or the environment of developing new rights of way or expanding existing facilities) + Enhances physical and operational safety of transportation systems + Protects natural environment by avoiding or minimizing new rights-of-way, wetlands disruption, habitat fragmentation, etc. + Protects built environment by reducing, avoiding or minimizing noise, vibration, safety, at other adverse impacts on communities. - Causes adverse impacts on natural or human environment, even if mitigatable.					
++	Project directly reduces adverse impacts on the environment, by shifting activity from more adverse activities.					
	Project avoids or minimizes significant adverse impacts.					
0	Project has no discernible net effect on safety or the natural or human environment. Project has significant net adverse impacts on safety or the natural or human environment. Project has significant unmitigatable adverse impacts on safety or the natural or human					

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Criterion:	Equity and Environmental Justice							
Shorthand:	EOUITY							
VISION s	1: The Washington metropolitan region's transportation system will provide reasonable							
Language on	access at reasonable cost to everyone in the region.							
Objectives and	1(3): Fair and reasonable opportunities for access and mobility for persons with special							
Strategies:	mobility needs.							
	5(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.							
	7(3): Users of all modes pay an equitable share of costs.							
	Strategies:							
	1(5): Adopt a regional transit planning process and plan, with priority to uniformity,							
	connectivity, equity, cost effectiveness and reasonable fares.							
Factors	+ Provides access to jobs for lower-income communities							
considered:	+ Improves accessibility and mobility for persons unable to own or operate an automobile,							
**	especially off-peak, non-work access to activities.							
	+ Collects costs based on the principle of "the user pays"							
	- Causes disproportional adverse impacts in low-income or minority communities							
++	Project directly improves accessibility and mobility of underserved populations, inclusive of							
	various modes, trip times, and purposes -and- does not cause disproportionate adverse impacts							
	in minority or low-income communities.							
+	Project improves accessibility and mobility of underserved populations, perhaps inclusive of							
	various modes, trip times, and purposes -and- does not cause disproportionate adverse impacts							
	in minority or low-income communities.							
0	Project has no differentiable effect on underserved populations, and does not cause							
	disproportionate adverse impacts in minority or low-income communities.							
-	Project indirectly or relatively impairs accessibility and mobility of underserved populations,							
	or indirectly causes disproportionate adverse impacts in minority or low-income communities.							
	Project directly impairs accessibility and mobility of underserved populations, or causes							
	disproportionate adverse impacts in minority or low-income communities.							

Criterion:	Reduction of Vehicle Miles Traveled							
Shorthand:	VMT							
VISION s Language on Objectives and Strategies:	5(5): Reduction of per capita vehicle miles traveled 2(4): Improved internal mobility with reduced reliance on the automobile within the regional core and within regional activity centers.							
Factors considered:	 + Shifts users away from single occupant vehicle travel + Encourages trip-chaining, "park once," and other demand modification strategies. - Encourages longer trips - Facilitates sprawl style development that leads to automobile dependency 							
++	Project directly encourages substantial mode shifts away from automobile use (including shifts from SOV to HOV) -or- very substantially reduces trip lengths for existing automobile trips (including through encouraging development in regional core).							
+	Project <u>directly or indirectly</u> encourages mode shifts away from automobile use (including shifts from SOV to HOV)							
0	Project has no discernible effect on per capita VMT							
_	Project <u>facilitates</u> increased trip length or numbers of automobile trips by existing drivers, or <u>indirectly</u> encourages mode shifts to automobile.							
	Project <u>directly</u> encourages shifts from transit or non-motorized transport to automobiles, or shifts from HOV to SOV, or <u>directly</u> facilitates increased development of auto-dependent locations outside the regional core and regional activity centers.							

General Remarks about Outcomes and Recommendations about Maryland Projects.

While all the projects submitted for the CLRP (presumably) advance the goal of meeting future travel needs, some projects will do a better job than others with meeting the overall stated objectives and policy goals that comprise the regional transportation VISION. The CACs rating exercise, in effect, provides a methodology for identifying projects in terms of their consistency (most, mixed, and less) with the VISION. Further, the exercise suggests a process that the TPB could use to develop a CLRP scenario that would include projects assigned consistency ratings of "most" or "mixed," but that excluded projects rated "less."

In the ideal, projects rated "less" consistent would merit lower preference in terms of funding, especially given the limited resources available in the region under current financial and political arrangements. In this year's CLRP, most resources will be applied to maintaining the existing system. Little money is available for new, big projects and finding new revenue sources should be another priority. To demonstrate this link between priority projects and the VISION, the CAC makes its recommendations to the TPB.

Most Consistency with the VISION

- Reconstruct US 1 from Univ. of MD to Sunnyside Ave (above Beltway)
- Add ramp off Capital Beltway at Greenbelt Metrorail station
- Add Capital Beltway interchange at Branch Avenue Metrorail station
- MD 28 Rockville Town Center interchange improvements, if decked option chosen
- Preserve WMATA system (IRP) and Accommodate Ridership Growth
- Restore previous Metrobus cuts, add service on key travel routes
- Corridor Cities Transitway: Shady Grove to Germantown (new)
- Rail on Wilson Bridge: Alexandria to Branch Avenue or Suitland (new)
- Purple Line Light Rail- New Carrolton to Bethesda via Univ. Of Md. (new)

Mixed Consistency with the VISION

- I-95@ Contee Road Interchange and addition of CD Lanes
- MD 97(Georgia Ave.) Interchange at MD 28/Norbeck, if designed with bus lane
- MD 5, Branch Avenue interchange upgrades
- I-270@ Watkins Mills Interchange
- MD 450, widen to mostly 4 lane, no HOV involved
- Roads for National Harbor Project

Less Consistency with the VISION

- MD 201 (Kenilworth Ave.) widen to 6 lanes from Capital Beltway to Sunnyside Ave., construct new road to MD. 198
- US 29 Grade separated interchanges (Stewart Lane, Tech Rd. Greencastle Rd. Musgrove Rd.)
- MD 97 (Georgia Ave.) Grade separated interchange at Randolph Road
- Frederick County: I-70, widen to 6 lanes, reconstruct interchanges
- MD 210 (Indian Head Highway) add HOV Lanes to existing 6 lane highway
- Widen MD 4 (I-495 to Md. 223) to 6 lanes then two additional HOV Lanes
- US 301, widen to 6 lanes

Factors that gave projects positive ratings

- + Promotes development at activity centers.
- + Increases circumferential and multi-modal access between and to activity centers and core.
- + Reduces traffic congestion
- + Provides infrastructure improvements for transit, bicycles, pedestrians, and ferries.
- + Decrease automobile dependency for access to, and within, activity centers and the core
- + Encourages trip-chaining, "park once," and other demand modification strategies
- + Provides access to jobs for lower-income communities and provides mobility for persons unable to own or operate an automobile

Factors that gave negative rating Factors

- Promotes development away from activity centers or core and existing transportation facilities.
- Encourages more travel to non-activity center areas under-served by current transportation facilities.
- Increases automobile reliance within activity centers or core
- Encourages long-distance high-speed (55 mph or greater) automobile travel
- Causes adverse impacts on natural or human environment, even if mitigatable.
- -Encourages automobile travel on congested arterial, collector, or local streets
- Facilitates sprawl style development that leads to automobile dependency

TPB/CAC Review of the 2000 Update of the Constrained Long Range Plan Rating of Larger Maryland Projects beyond 2005

- 0 to + 0 - for Waldorf bypass bypass	0 - 0 0 + + + +	0 0 - 0 0 0 + 0 0 0 + 0 0 0 + 0 0 0 + 0 0 0 + 0 0 0 + 0 0 0 + 0
	- +	- 0 +
		- ot 0 + +

	VMT	Choice	Centers	AQ	Equity	Impact	Congest.	
	,		0	1	0		+	78 Mil. \$
								3/15/00 TPB Action Item
	+	+	+	0	0	0	+	22/33 Mil. \$
	0	+	+	0	+	0	+	39 Mil. \$
						,		Addition to FY 1999 TIP 2/98
L	ı	ï	+		+	0	+	87 Mil. \$
								3/15/00 TPB Action Item
			Highest					however not a "blank
			Priority					check" for WMATA
	+	+	+	+	+	+	+	
1							Contragation and the	
	+	+	+	+	+		+	400 Mil. \$ (@50 Mil\$ per Mile)
1	+	+	+	+	+	,	+	500 Mil \$
				8	8			(Estimate)
	+	+	+	+	+	r	+	750 Mil \$
								(From WMATA Transit Service
								expansion Plan)
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*TPB/CAC Review of the 2000 Update of the Constrained Long-Range Plan

Rating of D.C. Projects

	ents	Γ							
	FY 2000 Costs and Comments	\$2,380 M	\$8,356 M	\$225 M	\$75 M	\$1,058 M	\$5,156 M	\$8 M	
	Reduce VMT	+	‡		+		0	+	
RATINGS	Infra- structure Impact	‡	+		0	+	+	+	
RA	Equity + EJ	0	0		‡	0	0	‡	
	Emis- sions	0	‡		0	+	+	‡	
	Choice	0	+		++	0	0	++	
	Congestion Relief	+	+		0	+	0	+	
	Activity Centers	+	++		+++	+	+	++	
PROJECT/COST		WMATA IRP (Preservation)	WMATA Operations	WMATA Studies / IRP / New Projects	New York Avenue Metro Station	Highway Operations	Highway Preservation	Metropolitan Branch Trail	H Street Passengerway to Union Station

In CLRP but unfunded:								
	Activity Centers	Congestion Relief	Choice Emissions	Emis- sions	Equity + EJ	Infra- structure Impact	Reduce	FY 2000 Costs and Comments
WMATA Operating (Ridership Growth)	++	‡	+	++	0	+	‡	\$600 M
WMATA IRP due to Ridership Growth	+	+	0	0	0	‡	+	\$195 M

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Projects not in the CLRP that should be considered:

DC Project Ratings, cont.

TOPCES NOT IN THE CLIM THAT SHOULD BE COUNTED FOR	PROJECT/COST	Activity Congestion Choice Emis- Equity Infra- Reduce FY 2000 Costs and Comments Centers Relief sions + EJ structure VMT Impact	+ 0 0 0 ++	Parking Lots (6) ++ ++ + 0 + 0 0 0 0 \$45 M	ol / Benning Grade 0 + 0 + 0 \$26 M	ie / Bladensburg Grade 0 ++ 0 ++ 0 \$39 M	ie/Florida Avenue Grade 0 + 0 + 0 \$33 M	i Docks (9) ++ + + + + 0 + + \$5 M (capital only)	Georgetown – Navy Yard Light Rail (6 ++ + + + + 0 - + \$135 M / \$300+ M miles)	innesota Avenue ++ ++ + + + + + + + + + + + + + + + +	ue – Barney Circle Light + + + + + + + + + + + + + + + + + + +	Georgetown – Ft. Lincoln MetroRail (7 ++ + + + + + + + + + + + + + + + + +	+ + + + + + + +	Feeder Service (13 routes) + 0 + + + + 0 + \$7 M (capital only)	ine Network (22 routes) + ++ ++ ++ ++ + \$30 M	Corridor Development (17 + + + + + + + + + + + (Inclusive in regular road rehabilitation work)	0 - + ++ + 0
	PROJECT/CO		Signage, Gateways, and Kiosks	Municipal Parking Lots (6)	East Capitol / Benning Grade Separation	NY Avenue / Bladensburg Grade Separation	NY Avenue / Florida Avenue Grade Separation	Water Taxi Docks (9)	Georgetown - Navy Yard miles)	Adams Morgan – Minneso Light Rail (6 miles)	Georgia Avenue – Barney Rail (9 miles)	Georgetown – Ft. Lincoln miles)	Bus Priority Corridors (7 Corridors)	Small Bus Feeder Service (13 routes)	Bicycle Spine Network (22 routes)	Pedestrian Corridor Development (17 Corridors)	Intermodal Rail Freight Facility

Year 2000 TPB Citizens Advisory Committee Constrained Long-Range Plan Review Subcommittee

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