

HOW TO KEEP AMERICA

MOVING

ISTEA

Transportation for the 21st Century



How To Keep America Moving

Report on the

U.S. Department of Transportation's

Outreach on Reauthorization of the

Intermodal Surface Transportation

Efficiency Act (ISTEA)

Report Prepared under the direction of the Office of the
Assistant Secretary for Governmental Affairs by
Donald H. Camph, Sarah Siwek and Francesca Forestieri;
Edited by Alexander Elles-Boyle, Office of Public Affairs
Design by Tomara Arrington, TASC, Information Services
Contact John Horsley, Office of Governmental Affairs
at (202) 366-4563

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LETTER FROM THE SECRETARY

Dear Friends:

The most important statement the Clinton Administration will make on the future of the Nation's transportation system will be our proposal for the reauthorization of the Intermodal Surface Transportation Efficiency Act (ISTEA).

DOT intends to submit legislation to the Congress in early 1997. To help us prepare that proposal, the U.S. Department of Transportation conducted a national outreach program to gather citizen input at the State and local levels. We held regional Forums in every section of the country and convened over one hundred focus groups in 40 States. This Administration believes that we are here to serve our customers and listen carefully to their views.

In that process we heard from the stakeholders in the Nation's transportation system: Members of Congress and elected leaders at the State and local levels; transportation operators; freight and transit interests; business and labor leaders; safety advocates and environmentalists; and a broad range of public-minded citizens. We heard how important ISTEA's programs have been to communities and their quality of life. We heard what is working and what is not. We heard what programs are succeeding and how Federal transportation programs could be improved in some respects. And through it all, we heard one clear and consistent message: ISTEA is working and making America a better place to live.



This report provides a summary of the major themes highlighted by participants during this outreach and is intended to serve as a resource during consideration of ISTEA's reauthorization. I want to thank the hundreds of citizens who took the time to participate in this effort and share their ideas. Their input has helped enormously to shape a proposal I believe will be responsive to meeting the country's needs.

ISTEA was visionary legislation. After listening to our customers, I am convinced that its central elements—strategic infrastructure investment, intermodalism, flexibility, intergovernmental partnership, a strong commitment to safety, the environment and an inclusive decisionmaking process—should be preserved. I am also convinced of the need for continuing strong Federal leadership. The case for both is laid out in the report which follows.

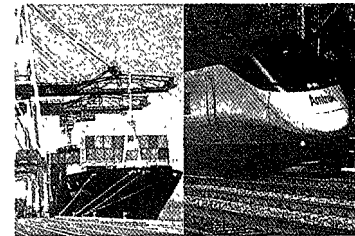
Again, my thanks to all of those who participated and helped make this report possible.

Sincerely,

Federico Pena

INTRODUCTION

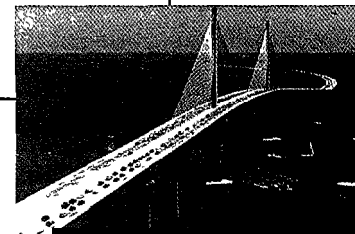
Listening To America



The Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991 broke new ground in how America's States and metropolitan regions approach transportation planning and investment decision-making. ISTEA's hallmarks may be found in its "Declaration of Policy," the very first paragraph of which states:

"It is the policy of the United States to develop a National intermodal Transportation System that is economically efficient, environmentally sound, provides the foundation for the Nation to compete in the global economy, and will move people and goods in an energy efficient manner."

As we prepare to take up the issue of ISTEA's reauthorization, we need to reflect on five years of experience in implementing its provisions. Discussions about ISTEA have focused attention on issues that are critical to America's transportation future, and are helping to articulate the principles which will carry the Nation's transportation system into the next century.



"ISTEA is a sound framework for the next surface transportation reauthorization effort."

William Burnett, Executive Director, Texas (DOT), and President, American Association of State Highway and Transportation Officials, 1995/96, New Orleans Forum

To help in articulating these principles, the US Department of Transportation sponsored a series of 13 Regional Forums during 1996 with the goal of hearing how ISTEA's promise has translated into reality.

"In much of the discussion about ISTEA, a point that is sometimes overlooked is that ISTEA works. With all of its apparent complexities, during its short five-year duration, ISTEA has helped improve the transportation infrastructure."

Howard Maier, Executive Director
Northeast Ohio Area-wide
Coordinating Agency,
St Louis Forum.

This was an opportunity to benefit from the insights of the stakeholders in the Nation's transportation system: Members of Congress; State, city, county, and other elected officials; transportation practitioners at all levels; business people and organized labor; community activists and environmentalists; shippers and transporters of freight; and our ultimate customers - the American people.

We heard about the importance of transportation to economic development and job creation, and to America's competitiveness in international markets. We heard about the reality of fiscal constraints, and about investing our transportation dollars to get the greatest return. We heard about a new spirit of partnership, and the need for continued flexibility in making transportation choices. And we heard how ISTEA has caused people to focus on the outcomes of those choices on the economy, on safety, on the environment, and on our quality of life.



Through it all, we heard one clear and consistent message: ISTEA works. It isn't perfect, nor has its implementation always been easy. But it has compelled us to reexamine how our transportation system works, and to consider how it can focus on results: on improved mobility, economic prosperity, greater safety **and** a healthier environment.

"My first recommendation, therefore, would be that we should not turn the clock back on ISTEA. Reauthorization should build on the momentum that now exists."

Gil Carmichael, Vice-Chairman, MK Rail Corporation, New York Forum.



From governors and State departments of transportation (DOTs), from mayors and metropolitan planning organizations (MPOs), from business and community leaders, from environmentalists, and from ordinary citizens, one message rang clear above all others – ISTEA is making America a better place to live. We heard Americans say that they want to improve ISTEA, and to build on its foundation. However, few want to turn back the clock, or to lose sight of what ISTEA is doing – and can do in the future – for America.

"During the past months, countless groups and individuals have provided input to the U.S. DOT I ask you not to lose sight of the many areas of agreement. Most wish to see increased transportation expenditures, the continuation of the direction and partnerships established and flexibility in the administration of ISTEA programs."

Iowa DOT Director, Darrel Rensink, President, American Association of State Highway and Transportation Officials, 1996-97, St. Louis Forum.

"We take seriously the concept stressed by both the President and Vice President that we are here to serve our customers, that we should regularly ask them what they want, and listen carefully to their views. Based on what we heard, I am convinced, more than ever, of the need for strong Federal leadership in transportation."

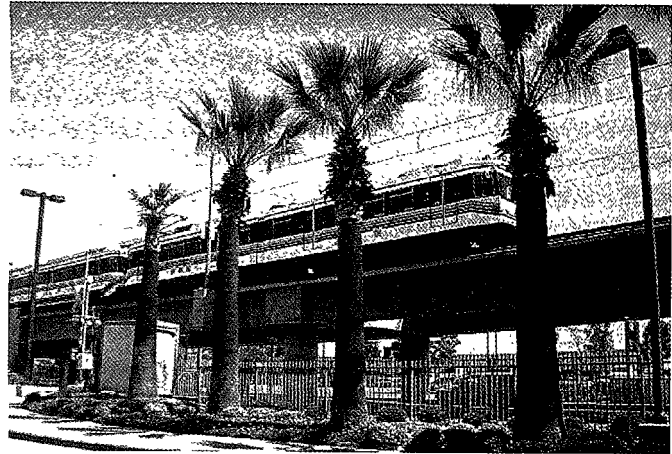
Secretary of Transportation, Federico *Peña*

This report provides a summary of the principal themes raised in the Regional Forums, and is intended to serve as a resource as ISTEA's reauthorization begins the legislative process. The ideas offered by Americans of every stripe can - and should - offer us insights into how reauthorization can help us to create and sustain a transportation system for the 21 st century.

In addition to the Regional Forums, each surface modal agency participated in the most extensive program of continuous outreach in Department history. In 1996, The Federal Highway Administration, Federal Transit Administration, Federal Railroad Administration, National Highway Traffic Safety Administration, Federal Maritime Administration, and Bureau of Transportation Statistics together held over 100 focus groups in over 40 States to gather detailed opinions and information on particular ISTEA topics. These focus groups helped to assess and identify aspects of ISTEA that should be retained in reauthorization legislation and those that should be changed.

In addition, Federal Highway Administrator Rodney E. Slater participated in several road tours, in which he talked with officials and citizens from virtually all parts of America, from the Canadian to the Mexican border. He brought back real stories about our transportation system and its success in meeting people's needs.

Federal Transit Administrator Gordon J. Linton held 17 town meetings and community outreach Forums across the country as part of the Livable Communities through Transportation Initiative to gather citizen and local views on how transit investments positively impact people, their neighborhoods and their lives. The success of the Livable Communities Initiative builds on the principles of ISTEA, which incorporates coordination, participatory community-based planning and people-oriented design.



Another initiative was the first-ever nationwide open house, to celebrate signing of the National Highway System Designation Act. On Jan. 23, 1996, more than 3,000 visitors were welcomed to about 60 offices throughout the country to talk with agency employees. Finally, the Department has sponsored several surveys to assess how our customers can best be served.

HOW THIS REPORT IS ORGANIZED

ISTEA was built on four policy cornerstones:

■ **Economic Development and Competitiveness in Global Markets:**

From its statement of National policy, to its targeting of funds to the National Highway System, to its advancement of American leadership in transportation technology, to its emphases on fiscal responsibility and better, more cost-effective investment decisions, ISTEA was designed to support and enhance America's economic leadership and prosperity. Competitiveness, prosperity, jobs: these comprise ISTEA's first cornerstone.

- **Maximizing Return on Investment and System Performance:**

The "E" in ISTEA is efficiency - through better decisions and investments, through innovative financing, through deployment of new technologies that improve effectiveness, and through a new emphasis on performance: efficiency is ISTEA's second cornerstone.

- **Partnerships and Flexibility in Making Transportation Choices:**

ISTEA empowered State and local governments by shifting decision-making authority and flexibility to them, and enabling them to make sound investment choices. ISTEA also promoted partnerships through means as diverse as a more inclusive planning process that brought in new players and innovative financing strategies which attracted private sector resources. Partnerships, flexibility, and better investment choices: this is ISTEA's third cornerstone.

□ **Focusing on Outcomes for People and Communities:**

ISTEA focused on transportation's bottom line: making America a better place to live. It emphasized consideration of how transportation investment and policy choices affect safety, community quality of life and the environment. This focus on outcomes is ISTEA's fourth cornerstone.



"We held forums in every region of the country. The input we received definitely improved our proposal for ISTEA reauthorization."

Deputy Secretary Mortimer Downey

The four cornerstones provide the organizing framework for this Report. Within each are the themes and policy issues raised by the participants in the Regional Forums.

It would be impossible for this Report to include every issue raised and every opinion offered during these forums. Some issues were unique to a particular area, while others were beyond ISTEA's purview. And while we listened carefully to every witness, only those views which were shared by a significant number of people are reflected in this Report. This Report, then, is a concise but comprehensive overview of what we heard America say about ISTEA and about the many specific issues to be considered during the reauthorization process.

THE FIRST CORNERSTONE OF ISTEAL

Economic Development, Competitiveness in International markets.

The "I" in ISTEAL



In the 21st century Americans will compete in a truly global marketplace. It will be, and in fact

"In today's post-Cold War global marketplace, the competition is economic. America's place in the world will be determined largely by our ability to produce and market goods and services and deliver them efficiently into that global marketplace."

U.S. Senator Barbara Boxer,
California, San Diego Forum.

already is, a marketplace with fierce competition which demands the safe, reliable and cost-effective movement of people, goods, and information.

From its statement of National policy, to its targeting of funds to the National Highway System, to its advancement of American leadership in

transportation technology, to its emphases on fiscal responsibility and better, more cost-

effective investment decisions – ISTEAL was designed to support and enhance

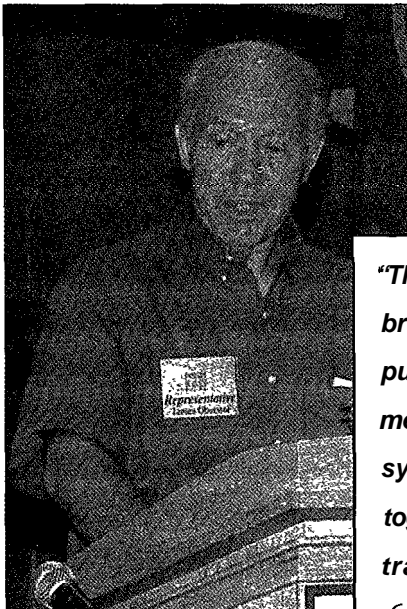
America's economic leadership and prosperity.

The "I" in ISTEAL is "Intermodal," and ISTEAL placed goods movement and intermodal and multi-modal connections to global markets at the very center of America's transportation agenda. American business and jobs depend on the Nation's transportation systems for the efficient movement of people and goods, and so ISTEAL emphasized sound planning and investment decision-making to ensure that those systems could meet the challenges of the next century.

Seamless connections, infrastructure at border crossings, and ground access to airports and ports are all necessary to a high-performing, efficient, intermodal national transportation system. ISTEAL both encourages and directs transportation investments at every level – State, regional and local – to these crucial elements of the National system.

America's prosperity is driven by the economic engines in its metropolitan and rural areas. ISTEAL provides the tools for both, in partnership with the States, to ensure their transportation future.

Competitiveness, prosperity, jobs: these comprise the first cornerstone of ISTEAL.



"Those who see the Interstate as merely highways, and ISTEAL with its broad transportation vision as a diversion of highway money to other purposes, must raise their sights. As the Interstate was transportation, meeting the emerging needs of the 1960-90s, so today an Intermodal system, tying the nation's ports, airports, rail heads and highways together, providing flexibility and local choice, best meets the transportation needs of the 21st Century."

Congressman James Oberstar, 8th District, Minnesota, Minneapolis Forum.


Metropolitan Economies are the
Engines of national Competitiveness

"The national interest in transportation extends beyond the Interstate and NHS. It includes the effective functioning of metropolitan transportation systems in regional economies, which are the building blocks of the nation's global competitiveness."

John Poorman, Executive Director, Capital District Transportation Committee, Albany, New York Forum.

Although ours was still a predominantly rural, agrarian society when most transportation agencies were founded around the turn of the twentieth century, Americans soon began moving to our metropolitan areas. By the time ISTEA was enacted in 1991, nearly 200 million Americans lived in those metropolitan areas.

Today our urbanized areas account for roughly 80% of America's economic output. We were told that our metropolitan areas are vital building blocks of the National economy and for them to perform at their best they need safe, efficient and reliable transportation systems.



"It is in all of our interests to make sure that metropolitan regions, which are supporting overall national economic growth, are bolstered through further transportation investment."

Atlanta Mayor Bill Campbell,
Miami Forum.

"Congestion annually costs more than \$45 billion in wasted time and fuel in fifty metropolitan areas. Transit's greatest economic contribution is its ability to move many people efficiently, providing access to jobs, and reducing the economic costs imposed by congestion."

James J. Florio, National Chairman,
Transit Now, New York Forum.

We heard over and over again about how congestion both for passenger and cargo movements in urban and suburban areas hurts America. We heard how it causes frustration and aggressive driving behavior, lost productivity and wages, absenteeism, and shipments that arrive late or not at all. And we heard how it results in a competitive disadvantage for American businesses and in impacts on families, communities, and the environment. We heard that a commitment of resources for highways, transit and passenger rail is needed in the reauthorized ISTEA to make congestion reduction a National priority.

Many people thought that ISTEA's funding sub-allocations to metropolitan areas are important to ensuring a match between resources and needs and to focusing investment where it will have the greatest economic return. Others believed that States rather than local officials, through Metropolitan Planning Organizations (MPOs), should retain greater latitude in the allocation of funds because States have a better perspective in balancing metropolitan against statewide needs.

Many speakers felt that priority should be put on maximizing the effective use of existing highway and transit systems before seeking to expand them. System capacity enhancements were seen as desirable where cost-effective, especially in areas experiencing rapid growth.

Access to Rural Areas Needs Improvement

"In the rural West, the future of our economy, the welfare of our citizens and their quality of life is linked to the mobility and access provided by our highways."

U.S. Senator Max Baucus Montana, Missoula Forum.

The needs of rural areas, while different from metropolitan areas, are also important. In rural States the National Highway System transports the necessary raw materials for manufactured

goods and agricultural products which boost the National economy. We heard that tourism is critical to many rural States' economies, with seventy-seven percent of American adults driving for pleasure to view mountains, lakes, streams and historic sites and over 45 million foreign tourists spending \$77 billion in America in 1995.

Rural States emphasized in the Regional Forums that they cannot be forgotten in reauthorization if the nation is to succeed in fulfilling its objectives for a National, intermodal transportation system that provides mobility for people and efficient travel for goods.

"Countless people living in small towns would either have to accept a lower quality of life, or migrate to larger urban areas in the absence of Federal funding for rural transit."



Tom Ashby,
Executive
Director, South
Central Illinois
Mass Transit
District,
Centralia,
Illinois, Chicago
Forum.

Transit systems in these areas also play a critical role since many of their riders are transit dependent. In these cases, transit provides crucial links to employment, education, health care, and social opportunities. Although the low densities in rural areas make operating transit expensive, it is often the only option available to many rural residents, especially the elderly. Several participants emphasized the importance of providing additional aid for rural transit agencies, including lowering the local match for capital purchases and operating expenses.

Many speakers emphasized the need for increased transportation funds dedicated to rural area needs. Participants asserted that additional funds are necessary for both roads and for transit, especially as rural railroads are abandoned. They highlighted the critical role that rural road investments play in ensuring efficient freight transport, which benefits the National economy. Furthermore, these investments dramatically improve local

economies, increasing jobs and income. Participants in the Regional Forums felt that rural transportation needs would not be met without a strong Federal role.

"As recently as the early 1950s, West Virginia had fewer than 50 miles of four-lane road. Today it is served by nearly 550 miles of highways. As a result, West Virginians enjoy a mobility undreamed of by their parents and jobs. It happened because a highly effective Federal-State partnership was forged. Now, as we debate ISTEA's reauthorization, that partnership must be strengthened, not weakened."

James Casto, Transportation Chairman, Huntington Regional Chamber of Commerce, Huntington Forum.

Connections to Global Markets Are a Key to Economic Prosperity

"U.S. exports and imports doubled in the past decade. The two key factors now in doing business successfully are speed and global reach. Production facilities with immediate access to air, highway, rail and sea transportation and state-of-the-art communications will be best equipped to compete."

Mark Cramer, North Carolina Global Transpark Authority, Miami Forum.

ISTEA recognized how critical transportation is to linking American business to the global marketplace, and that National transportation policy must be geared towards making America more competitive. Prior to ISTEA, goods movement and intermodal connections often were low among government priorities



Deputy Maritime Administrator Joan Ym and Deputy Federal Railroad Administrator Don Itzkoff, Chicago Forum.

because, as one observer commented, freight doesn't vote.

We heard how the passage of NAFTA has increased economic opportunities for American business, but how cross-border transport systems need to be greatly improved if these opportunities-and the jobs that go with them are to be realized.

Specifically, the current system for allocating resources isn't meeting the need. Local and State governments do not have the resources to build highway linkages to handle growing volumes of international truck traffic which often benefit national rather than local or State interests.

Because of this and competing demands, border crossing facilities also rarely receive priority for Federal funds. We heard in San Diego from Senator Barbara Boxer and Congressmen Bob Filner, Brian Bilbray and Jay Kim that bipartisan support is emerging for targeted Federal funding.

"States and local jurisdictions simply have too many competing needs to bear sole responsibility for funding border infrastructure."

Rick Otis, President of the Otay Mesa Chamber of Commerce, San Diego, *Forum*.

"The Border Trade Alliance believes that ISTEA needs to earmark projects of national priority which link ports of entry to the Federal highway system."

Dr. Donald Michie, Border Trade Alliance El Paso, Texas, Miami *Forum*.

We heard testimony about the need for shippers to have better access to airports and seaports. We were urged to think about freight in terms of both weight and value, and to improve our transportation investment strategies to account for each. And we also heard about the importance of international tourism to America's economy, with an annual trade surplus of \$21 billion creating hundreds of thousands of jobs.

Freight interests asserted that goods movement, especially access to ports, rarely received the priority needed in funding or

planning decision-making. The successes that were cited as examples of what DOT should encourage came about when MPOs, such as those in the Seattle and San Francisco areas, had formed public-private freight advisory groups. We were urged to encourage more of these. We were also requested to encourage States to actively develop freight mobility planning elements in their required transportation infrastructure plans.

"Left out are the transportation gateways of National significance, with their enormous impact on jobs, wages and salaries, and economic benefits along with regional and global competitiveness."

Cruz Russell, Director, Corporate Policy and Planning, Port Authority of New York and New Jersey, *New York forum*.



In Philadelphia, New York, Chicago, San Diego, and Miami, we heard that even in areas heavily involved in trade, providing access to international markets still had

difficulty competing for priority with other State and local needs. Because of this, we heard a demand for a strong Federal role in this arena, as witnesses cited the nationwide importance: of assuring that goods and services produced in America reach global markets as efficiently as possible; of minimizing the price that American consumers pay for the transport of imported goods; and of making America's tourist destinations easily accessible to visitors. One idea put forward is that State and MPO plans be required to spell out how they provide for improved access to international markets.

Finally, we heard in several forums from advocacy groups urging that priority be given in reauthorization to multi-state trade corridors such as the proposed Interstate-69.

Intermodalism Needs More Emphasis

"ISTEA's emphasis on intermodal connections and efficiency has resulted in better connections between our ports, highways, and transit; it has allowed us to add bicycles and pedestrian facilities to our regional rail and transit system; and it has led to a great increase in cooperative planning and action on the part of all modes of transportation concerned with the movement of freight."

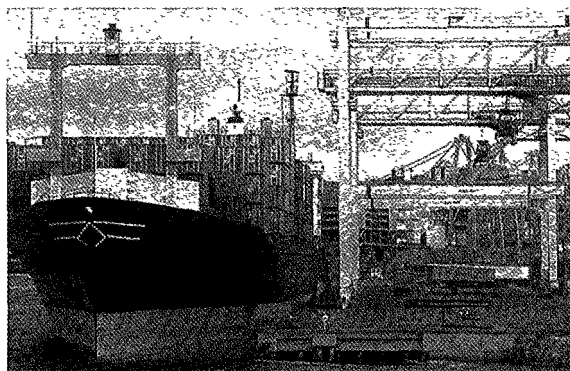
Happy Fernandez, Philadelphia City Councilmember, Philadelphia Forum.

The "I" in ISTEA is "Intermodal," and it indicates the significance of safe and efficient connections between transportation modes. The importance of good intermodal connections to our competitiveness, and the need to place even more emphasis on improving the Nation's intermodal network, was a point heard over and over.

"Since the amount of international cargo moving through U.S. ports has been projected to triple by the year 2020, the need for efficient land side access to the interstate highway system and railroads must be planned for today."

Paul DeMariano, President, Port of Philadelphia and Camden, Philadelphia Forum.

We were told that the problem is multi-modal: rail, highway, bus, and air transport facilities all need to be upgraded, and in some cases new ones need to be built. And we were told that the problem is intermodal: poor



linkages and connections between modes are often as significant a barrier as inadequate facilities.

The importance of intermodal connections for the movement of people was another consistent theme. The interface between the Nation's airports and its surface transport system needs substantial improvement, as do convenient transit-highway and rail-bus connections.

"We strongly favor improved connections between different modes of transportation."

*Terence Moakley,
Associate Executive
Director, Eastern
Paralyzed Veterans
Association, New York
Forum.*

There was not, however, universal agreement on the answer for intermodalism—specifically, whether there should be special categories or set-asides of funding for intermodal projects. Some people observed

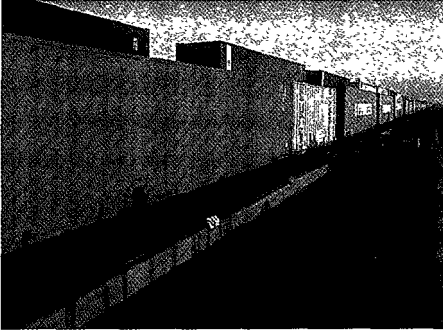
that some intermodal projects are neither "fish nor fowl" and have difficulty competing for highway or transit funding. Others believed that a special intermodal category would be a step backward from ISTEA's empowerment of State and local decision-making. There was also concern about the wisdom of government support for investments on privately owned facilities, such as rail lines, unless a clear public benefit could be demonstrated.

The importance of Intelligent Transportation Systems (ITS) to an efficient National intermodal transportation network was also noted. Advanced systems for global tracking of vehicles

"Intercity buses are an essential part of the intermodal passenger transportation network ISTEA was intended to foster; the new ISTEA must contain stronger incentives for their inclusion."

*Craig Lentzsch,
President of
Greyhound Lines,
Inc., New York
Forum*



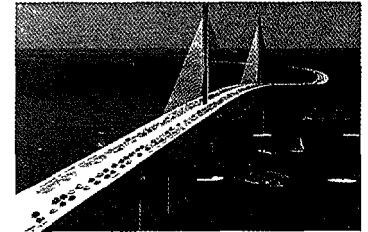


and shipments, traffic management and traveler information, commercial vehicle operations, and electronic toll collection were all cited as examples of how ITS technologies can play a role in improving transportation.

There was general agreement that the Federal role in intermodalism should be continued and strengthened. The interstate nature of the intermodal transportation system and the development and deployment of cost-effective and compatible ITS technologies were but two examples cited of the need for strong leadership at the Federal level.

THE SECOND CORNERSTONE OF ISTEA:

Maximizing Return on Investment and System Performance.



The “E” in ISTEA is “efficiency”-through maximizing return on investment and improving productivity, through innovative financing, through deployment of new technologies that improve effectiveness, and through a new emphasis on performance: efficiency is ISTEA’s second cornerstone.

Although the Interstate Highway System was the key to connecting America and unleashing the Nation’s economic might, the era of the Interstate System was drawing to a close when ISTEA was enacted. However, the work was not finished, and better and more efficient transportation systems were needed at all levels. That is why ISTEA created the National Highway System, and funded programs for critical needs in both rural and metropolitan areas.

“The concept of innovative financing has led to a climate of doing more with less and involving the private sector as a partner in financing projects. Rather than requiring new Federal money, this innovative financing initiative has allowed us to make progress on several important projects by making more efficient use of the Federal dollars we already had.”

David Winstead, *Secretary*
Maryland DOT Philadelphia
Forum.

Budgetary pressures and the entire results-oriented approach to government dictate fiscal discipline and accountability for results. And so ISTEA features a new approach to planning and decision-making which asked States and regions to live within their means, and which placed a premium on investments which would yield improved system performance.

New and creative approaches and partnerships were needed to get the

most out of the dollars that are available, and to expand the resource envelope through innovative fiscal strategies. And so ISTEA and the initiatives taken by the Administration encouraged State and local governments to work together to stretch their transportation investment dollars, and to learn from one another in identifying where the biggest payoffs lie.

A big part of the return on transportation investment is in the competitiveness of American business and productivity of American workers. And so ISTEA attacks congestion and poor intermodal connections, inefficiencies in the transportation system which could cost billions in lost wages and profits.

With the advent of the information superhighway, the role which technology could play in improving the efficiency of America’s transportation systems became clear, and so ISTEA strongly encouraged the development and deployment of these technologies.

Finally, the importance of fairness in deciding how scarce fiscal resources would be distributed also became clear. And so ISTEA attempted to balance the National interest with an equitable return of resources to States, and also encouraged new and more flexible arrangements between State and local governments for sharing those resources.

Efficiency. Through better decisions and investments, through innovative financing, through deployment of new technologies, and through a new emphasis on performance: efficiency is ISTEA’s second cornerstone.



Federal Highway Administrator Rodney Slater

Resources Continue to be Needed

ISTEA increased authorized funding for transportation, and the Clinton Administration, working with Congress, has made good on ISTEAS promise by supporting larger budget commitments. Federal transportation investment levels are now 25% higher than prior to ISTEA.



Assistant Secretary for Budget and Programs
Louise E. Stall, San Diego Forum

Its programs have helped States to keep pace with ever-increasing demands on highway and transit systems. ISTEA did this by funding significant programs such as the National Highway System, allowing States and MPOs the flexibility to target resources to their most cost-effective uses, and setting the stage for innovative ways of leveraging additional nonfederal funds from both the public and private sectors.

We heard that the size of the resource base must be sustained or increased in reauthorization. Although there was no call for an increased Federal gas tax, speakers did endorse a number of ideas: having appropriations closer to the levels authorized by ISTEA; moving the 4.3c per gallon gas tax, now going to deficit reduction, into the Highway Trust Fund; and taking the Highway Trust Fund off budget.

“Scaling back the federal level of investment at this time will eventually cripple the Nation’s mobility and economy. At a minimum, the Federal government should continue user taxes at the current level and deposit into the Highway Trust Fund the 4.3 cents per gallon now sent to the General Fund.”

Fred VanKirk, Secretary/Commissioner of Highways, West Virginia DOT, Huntington Forum.

There was widespread endorsement of ISTEA’s flexibility, with the belief that ISTEA had

made better use of resources by giving States and MPOs the ability to target them to their most cost-effective uses.

“Reauthorization’s primary focus should be on capital reinvestment in existing infrastructure – our bridges, roadways and transit.”

Elliot Sander, New York City Commissioner of Transportation New York Forum.

Many participants explained that more money is needed to maintain and operate existing highway and transit systems, and that common sense dictated that higher priority be given to maintenance so that existing transportation assets do not deteriorate.

Local officials argued that, when people leave home to go to work, and when goods leave the factory to go to market, they start their journey on a local street or arterial. In their view, that underscored the need for assuring that local facilities be given a chance to compete for funding on a more equal footing with State facilities.

“The entire system must be improved, preserved, and maintained in a coordinated manner. If any link in the multi-jurisdictional network of interstate, principal, and secondary highways, roads, and streets breaks down due to inadequate funding, the entire system will suffer and the national interest will be damaged.”

Eric Berger, Director, Washington State County Road Administration Board. Portland Forum.

“Any retreat by the Federal government from fully funding transportation will only magnify the consequences of the Loma Prieta and Northridge earthquakes and deny us the revenues we were counting on to reverse 30 years of neglect for our transportation systems.”

Richard Katz, Democratic Leader, California Assembly, San Diego Forum.

Fairness of Funding Distribution is at Issue

"18 States get back less than 90 cents on the dollar because ISTEAs guarantee doesn't apply to all highway funding returned to States. Fairer funding is especially needed for States with growing populations."

Ben Watts, Secretary, Florida DOT, Miami Forum.

Like every authorization bill before it, ISTEAs involved compromises on how Federal funds would be distributed. As a result, some States annually pay more into the Highway Trust Fund than they receive. Others believe they have been short-changed historically and need rebalancing. How States allocate funds to metropolitan areas was another point of contention.

As the Regional Forums made clear, all of these questions are still hotly debated. Speakers endorsed or decried provisions of ISTEAs which, from their perspective, supported or unfairly disadvantaged their priorities.

"Indiana only sees 82 cents returned to our highways for every dollar we send to Washington. The Simplified Surface Transportation Program our STEP 21 Coalition has developed guarantees that each State receive a 95 cent return."

Dennis Faulkenberg, Deputy Commissioner, Indiana DOT, Chicago Forum.

Much of the discussion at the forums centered around a State's return on payments made to the Highway Trust Fund. Many participants, especially those representing so-called "donor" States, supported programs in which States were guaranteed at least a 95 percent return on their contribution. Others, especially from "donee" States, argued in favor of maintaining a system based on need and National priorities, and expressed concern over the programs that would have to be sacrificed to make the 95 percent return possible.

"Without continued levels of Federal funding, Nevada will not be able to adequately maintain our Interstate Highways."

Tom Stephens, Director, Nevada DOS; San Diego Forum.

"When California has an earthquake, Florida has a hurricane or the Mississippi River floods, the entire Nation addresses these needs without regard to whether the taxes used were raised in the affected states."

John Daly, Commissioner, New York State DOT, New York Forum.

"STEP 21 eliminates CMAQ, a program vital to cities."

Atlanta Mayor Bill Campbell, Miami Forum.

Another important topic was the idea of devolution, the use of block grants to give States greater control of transportation programs by granting them more flexible use of those funds. Many witnesses argued strongly against block grants because non-traditional transportation investments and National priorities, such as border crossings and intermodal corridors of National significance, would not be funded without Federal involvement.

"Based on our experience, block grant funding would never get to Michigan's local government road agencies."

Edward McNamara, County Executive, Wayne County, Michigan, Chicago Forum.

A variation on devolution was the proposal to link block grants to States with a reduction in the Federal gas tax, leaving only a very limited Federal role. States would have even greater latitude on how to invest the funds, although they would have to increase their own gas taxes to make up the difference. Proponents argued that this would match accountability with responsibility. But opponents said that this would place too much authority in the hands of the States to the detriment of metropolitan regions, and noted that 33 State constitutions forbid spending gas tax monies on transit.



“We feel that a combination of tax devolution and consolidated block grants will best ensure that tax dollars are used most effectively at the State and local level.”

Dean Dunphy, Secretary, California, Business, Transportation and Housing Agency, San Diego Forum.

“Since the establishment of the Interstate Highway System, it has been in the national interest to construct roads which transcend the needs of a single State. This system is now threatened by a proposal for “turnback” which would eliminate the Federal interest in our highway system.”

Congressman Nick Rahall, 3rd District, West Virginia, Huntington Forum.

Even as issues of “devolution” and “turnback” were being debated in Congress, we heard overwhelming support for ISTEA in the forums. “Turnback” and “devolution” were seldom mentioned. However, we heard that, if budget caps were to reduce highway and transit programs well below the level which Trust Fund revenues can support, then “turnback” would become a more appealing alternative, despite its flaws and risks.

A final issue was the division of funding-and the responsibility for decision-making-between States and MPOs. We heard testimony

that many States and MPOs, after some awkward first steps, had formed useful and productive relationships. In these cases, there was general satisfaction regarding the respective roles they played by in the allocation of Federal funds. Some States observed that local decision-makers lacked the perspective to understand what was truly good for the entire State, and that more decisions should, therefore, be made at the State level. Likewise some MPOs urged continued Federal oversight to assure that their metropolitan areas receive a fair share of the Federal resources allocated to their States.

Innovative Financing Strategies Should be Encouraged

“A continued Federal commitment to innovative financing initiatives is critical. The program fosters private/public partnerships that effectively leverage limited public funds.”

Jess Deventer, Chairman, San Diego Unified Port District, San Diego Forum.

ISTEA introduced important changes in how transportation projects are funded, allowing greater flexibility, encouraging private sector involvement, and providing State and local authorities with new tools for leveraging additional dollars and for accessing capital markets.

Forum participants praised ISTEA-inspired innovations in financing, asserting that these new methods are highly effective at “getting more for the dollar” and at reducing project delays. Several participants discussed their optimism about using Federal aid to leverage private dollars, and wide support was voiced for promoting more innovation in financing.

Participants mentioned specific innovative financing methods which they found to be useful, especially State Infrastructure Banks.

Many people felt that public-private partnerships offered great potential for bringing private sector expertise and resources to bear to solve public problems. Some suggested that private participation could be increased if the high “front-end” risk of the environmental and project approval processes could be assumed by the public sector.

Of particular interest were “market-based” strategies which use a variety of pricing mechanisms to link supply and demand. There was substantial support for such strategies to fund new facilities, but their use for congestion and air pollution reduction appeared more controversial. One idea was for “selling” excess capacity on underutilized high-occupancy vehicle lanes to commercial vehicles, and another was to extend this idea to single-occupant automobiles.

John Horsley, Deputy Assistant Secretary for Governmental Affairs, Jane Garvey, Deputy Administrator Federal Highway Administration, San Diego Forum.



Receiving strong general support were innovative financing techniques such as Federal lines of credit, credit enhancements, loan guarantees, and revolving loan funds. These were seen as excellent mechanisms for the Federal government to leverage maximum State, local, and private investment without increasing the deficit.

“We will continue using innovative financing techniques, but we offer a caution. Innovative financing doesn’t necessarily mean more money. For concepts, like infrastructure banks, new sources or increased levels of the traditional sources are needed to retire debt.”

Sid Morrison, Secretary, Washington DOT, Portland Forum.

Despite enthusiasm for innovative financing, several participants underscored the importance of realizing the limitations of such methods. They asserted that, while these techniques play a critical role, areas eventually will reach a limit on what they can accomplish without additional funds.



“ITS is visionary. It can provide additional capacity at one-quarter the cost, and generate jobs. For every \$1 in Federal funds, ITS generates \$4 in private investment.”

U.S. Senator Frank Lautenberg,
New Jersey, New York Forum.

Deployment of New Technologies Should be Accelerated

ISTEA established a strong Federal role in the development of Intelligent Transportation Systems (ITS) technologies, and set the stage for ITS public-private partnerships throughout government. During the ensuing years, impressive progress has been made on

multiple fronts. Advanced vehicle safety systems, commercial vehicle operations, traveler information and traffic management technologies, and emergency management systems are but a few areas where public and private entities have partnered to bring technological expertise to bear on the problems of safety and security, congestion, and efficient and reliable transportation.

During the Regional Forums we heard widespread support for the continued development of ITS, and we heard even stronger views on the need for deployment of those technologies.

“Legislators think that ITS is high-tech, space age technology, but that is not the case.”

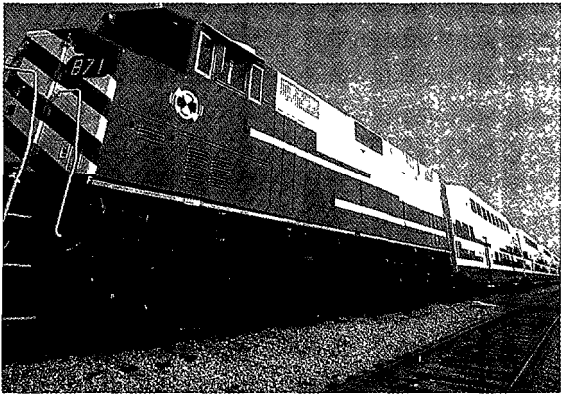
Charles Thompson, Secretary, Wisconsin DOT Minneapolis Forum.

We heard State and local officials say that, far from being futuristic, Buck Rogers fantasies, ITS can and should make important contributions to solving transportation problems now. From the Atlanta Olympic Games to Yosemite National Park, we heard how traveler-information and traffic-management systems can spell the difference between gridlock and a smoothly-functioning, multi-modal transportation system.

We heard how driver fatigue and collision-avoidance systems can save lives and billions of dollars in accident costs. We heard how commercial applications, such as fleet management, hazardous-materials incident response, and automated on-board and roadside safety monitoring systems can enhance the safety and reliability of the goods movement industry, and give a competitive edge to American manufacturers who depend on just-in-time deliveries to minimize their costs and keep consumer prices down.

Some spoke about barriers to ITS deployment. State and local officials alike commented on the need for more and better trained personnel to operate these systems, and about their operating and maintenance costs. They suggested that restrictions on the use of Federally-funded systems for revenue generation be relaxed.

We also heard how important advances in areas other than ITS research and technology are being made.



From development of new and more durable construction materials to seismic retrofit and bridge design innovations, we heard that we need to pursue

an aggressive and diversified transportation research agenda.

There was widespread agreement as to the need for a continued strong Federal role in both

development and deployment of new transportation technologies. Reasons cited include assuring uniformity and consistency among systems, enhancing American leadership in global technology markets, and facilitating technology transfer and enhancing the skills and abilities of the transportation community.

“ISTEA is helping us demonstrate new applications of advanced technology. Our Positive Train Separation project will speed the operations of rail freight and passenger service while simultaneously improving safety. And our project Green Light will speed commercial truck traffic while reducing the operating costs for commercial carriers and the State.”

Grace Crunican, Director, Oregon DOT, Portland Forum.

THE THIRD CORNERSTONE OF ISTEA:

Partnerships and Flexibility in making Transportation Choices.

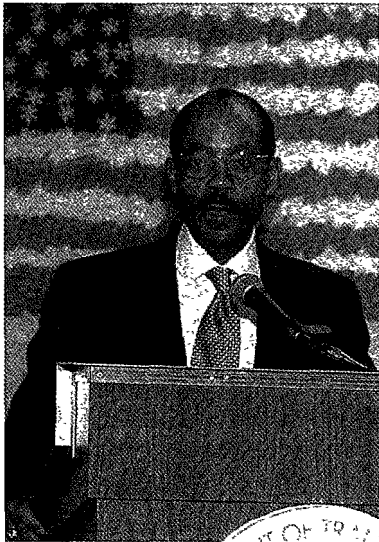


ISTEA empowered State and local governments by giving them greater flexibility and decision-making authority. It brought new players to the table through a more inclusive planning process and gave State and local officials the ability to target funds to projects that best address their priorities.

“Clearly, efficient freight movement is critical to our local and National economic survival. We must continue the momentum that has been initiated under ISTEA and allow these partnerships to blossom, developing effective and efficient solutions to mobility in the 21st Century.”

Jenny Oropeza, Chair, Goods Movement Advisory Committee, Southern California Association of Governments, San Diego Forum.

Transportation partnerships have been formed all across America, involving both traditional transportation players and other groups and individuals who are relative newcomers. These



Federal Transit Administrator Gordon Linton.

partnerships have discovered new and innovative ways to address diverse issues, ranging from freight movement to bicycle and pedestrian mobility. And this has broadened the base of support for transportation programs.

The partners bring both new perspectives and new energy to the planning and decision-making process, and have organized to address a variety of issues, such as environmental quality, economic

development, and the link between transportation and other local, regional or State policy objectives. ISTEA encouraged special efforts to increase participation by businesses, the elderly, people with disabilities, low-income residents, minorities, and others who may have been underserved previously.

ISTEA also offered unprecedented flexibility to State and local officials to make decisions on how they invest funds. It reduced the overall number of funding programs, equalized local match requirements for different modes, and allowed funding to be “flexed” from one program to another.

People who depend on public transit have benefited from new funding flexibilities. By giving State and local decision-makers discretion in how to invest funds, ISTEA enabled intercity rail in some areas to continue operations, improved access to ports and airports, and opened the door to nontraditional projects and innovative approaches to problem-solving.

We also heard from States such as those involved in the STEP 21 Coalition (Streamlined Transportation Efficiency Program for the 21st Century). In their view, ISTEA didn’t go far enough in providing flexibility. But they use that term in a different sense than simply expanding the range of eligible uses for Federal funds. They urged that ISTEA reauthorization should provide States greater flexibility by reducing requirements, consolidating programs and eliminating earmarks.

“The partnership concept was reinforced by a formula to allocate ISTEA’s Surface Transportation Program funds to metropolitan areas and by the requirement for joint State/local approval of the Transportation Improvement Program. As a result, States and MPOs have engaged in extensive collaborative decision-making. Strong State/MPO

partnerships are evolving that serve needs at all four levels National, State, metropolitan and local. We strongly believe these partnerships should be strengthened.”

Jean McCowen, City Councilmember, Palo Alto. California and Commissioner, Metropolitan Transportation Commission, San Diego Forum.

Since its enactment, ISTEA's flexibilities have, for the most part, been hailed as one of its positive elements. Adapting to the new flexibility has sometimes proven difficult because it brought new players into long established processes, and has caused traditional players to reexamine their relationships. But, we heard that in the end, better solutions have resulted.

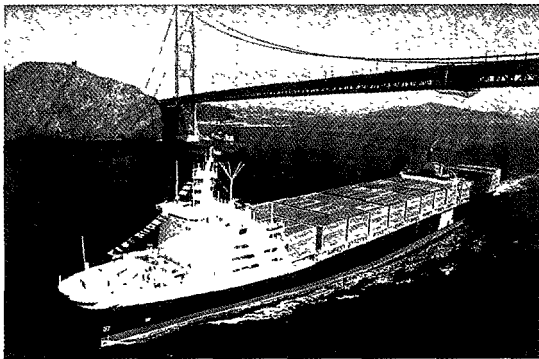
Partnerships, flexibility, and better investment choices: this is ISTEA's third cornerstone.

Enhanced Planning and Public Participation Mean Better Decisions

“It is very important that the Administration stay the course with the ISTEA innovation, especially in the areas of planning, public involvement and moving toward a balanced transportation system.”

Hank Dittmar, Executive Director, Surface Transportation Policy Project, St. Louis Forum.

The challenges of global competition and surging travel demand are testing the nation's capacity to move people and goods safely and efficiently. During the forums we were told how ISTEA's planning framework is leading to more efficient and safer transportation. Transportation systems connect Americans to jobs and America



to global markets, but at the same time are now more environmentally friendly and sensitive to communities. We learned about how transportation and land use planning are being

coordinated and that their efforts hold great potential for reducing sprawl and vehicle miles traveled.

“ISTEA and Washington State's Growth Management Act gave us the opportunity to turn rhetoric about “linking transportation and land use” into real action.”

Bob Drewel, County Executive, Snohomish County, Washington, Portland Forum.

We heard how State and local agencies have been rethinking and revising how they plan in response to ISTEA, and how investment decisions are resulting that will better serve all customers of the transportation system.

“Sprawl is a terribly inefficient way for a region to grow. The linkage of transportation and land use is our best defense against it.”

Chuck Armstrong, CEO, Bank of America, Oregon, Portland Forum.

‘ We have demonstrated our commitment to the involvement of all interested citizens – whether a mother concerned about getting her kids to school safely, a business owner needing good customer access, or a railroad or trucker needing to move more goods faster and cheaper. And they all know that we will be developing a transportation plan that will truly reflect all our needs.’

Nettie Seabrooks, Deputy Mayor, City of Detroit, St. Louis Forum.

We heard about the progress that has been made in adopting new approaches to planning and public participation. Both States and MPOs are facilitating participatory decision-making, but we also heard that there is a need for even greater involvement by the private sector, especially the goods movement industry.

Participants asserted the need to increase consideration of rural communities needs in the planning process. A number of different suggestions were offered, including more extensive incorporation of rural constituencies in the State planning process and the encouragement of more urban-rural partnerships.

While most participants supported ISTEA's planning provisions, suggestions were offered on how to improve the process. Much discussion

“Changes need to be made regarding representation. First, MPOs should include Transit Agencies as voting members; Second, State veto power over MPO actions should be removed; and Third, central cities, like Philadelphia, should have representation which reflects their share of the region’s population.”

Congressman Robert Borski, 3rd District Pennsylvania, Philadelphia Forum.

revolved around the role of the MPOs, with representation raised as one concern.

States and MPOs alike are challenged by the need to evaluate existing systems and services to ensure that limited resources are directed and managed more efficiently, all the while recognizing the unique problems of their geographic areas. Under ISTEA, enhanced planning, more

public input, and new partnerships are leading to a new bottom line: more cost-effective and fiscally-responsible decisions which are more closely focused on the most urgent needs.

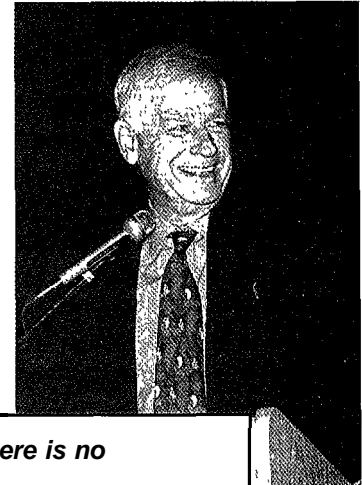
“There is a natural and inherent conflict between National objectives and metropolitan and urban needs. The Federal interest in movement of goods and the local interest in moving people can be resolved only by planning within an MPO region.”

Buddy Wines, Chairman, Association of Metropolitan Planning Organizations, Little Rock, Arkansas, St. Louis Forum.

Witnesses supported the fiscal constraint provisions of ISTEA and commented that developing plans which are fiscally realistic has resulted in greater budget discipline and accountability. That is leading to more cost-effective solutions, maximizing the performance of existing facilities as a complement to, or instead of building additional capacity.

State and Local Officials Have Been Empowered

ISTEA brought about profound changes in the transportation planning and funding process by providing State officials new decision-making authority while changing their relationship with metropolitan areas. By drawing local communities and officials into transportation decision-making through the MPO process, ISTEA gave them more responsibility – and a greater stake – in the outcome of transportation decisions.



“There is no substitute for local planning and coordination.”

U.S. Senator Mark Hatfield, Oregon, Portland Forum.

“It is an axiom that power attracts leaders. ISTEA gave ownership to local officials through the MPO’s. As a result, there are more local officials today who are willing to speak plainly about the need for additional transportation investment, including both new projects and the preservation of the existing infrastructure.”

Scott Parne, Tampa City Councilmember, Hillsborough, Florida, MPO Chairman, Miami Forum.

We heard a great deal about these relationships in the Regional Forums, and were told that shared decision-making has often been difficult. Participants believe that ISTEA shifted the decision-making process closer to States and communities, and that this has improved the effectiveness of planning and decisions. Local officials asked for Federal assistance in assuring that they would receive more complete and timely information from their States on the Federal funds available annually for distribution, and the decisionmaking process involved.

While many speakers talked about the benefit of State empowerment and involvement by local officials, most people emphasized the importance

of maintaining a strong Federal role in transportation planning to ensure that National priorities are met. But we also heard that there is less agreement among State and local officials about the best way to share responsibility between States and MPOs.

"I can think of no better example of the strength of ISTEA than our most recent

experience in Michigan. ISTEA prohibited our Governor's plan to unilaterally reprogram Federal dollars and forced the state back to the negotiating



table. Because ISTEA made us co-equals in this process, we were ultimately able to find a position that was a win-win for both."

Anita Ashford, Vice-Chair, Southeast Michigan Council of Governments, Chicago Forum.

On the whole, States and MPOs support the new authority and responsibility they have been granted through ISTEA, and want to see it increased. We heard testimony from States and MPOs asking to minimize Federal oversight in the future, and expressing their willingness to be held accountable in return.

"I am concerned that some MPOs will push for greater control over funding presently allocated to State DOTs, even advocating direct block grants to MPOs. Reducing the State's role would Balkanize this program. I urge FHWA to look closely before bypassing the States."

Jom Stephens, Director, Nevada DOTI San Diego Forum.

ISTEA's Funding Flexibility Should Be Increased

"ISTEA works because it allows flexibility and rewards innovation."

Philadelphia Mayor Ed Rendell, Philadelphia Forum.

A vital component of ISTEA is the unprecedented flexibility provided to State and local officials to decide how Federal funds can be invested most effectively. This increased flexibility has prompted State DOTs and MPOs to adopt new ways of coordinating their planning and has been a catalyst for changing how Federal funds are used. We were told that flexing of funds has proven a success, especially for urban areas shifting funding to transit, and should be maintained.

"The transportation enhancements and CMAQ programs have been very effective in protecting environmental and historic resources; promoting a greater degree of intermodalism; and encouraging greater local decision-making through flexible funding provisions. These programs should be maintained and, where possible, expanded."

Louis Gambaccini, Executive Director, Southeast Pennsylvania Transit Authority, Philadelphia Forum.

While flexing of funds for transit projects has been widespread, ports and rail interests, both intercity passenger and freight, have argued that ISTEA's flexibility should be further expanded to explicitly include as eligible expenditures projects that improve intermodal connections and intercity rail passenger services.

"We endorse a National Highway System that encompasses our nation's seaports, airports, rail-truck interchange points and river terminals. Direct investment to intermodal facilities should be made eligible in the new

ISTEA, where the public interest is served. It should also make funding separate rail grade-crossings on the NHS a priority to improve safety and speed delivery.”

T. Martin Florentino, Vice President, Corporate Communications & Public Affairs CSX Transportation, Miami Forum.

“ISTEA’s intercity transportation objectives cannot be fully achieved until flexibility is provided to allow States to invest in intercity rail service.”

Frank Wilson, Commissioner, New Jersey DOT; New York Forum.

On the other hand, highway interests have argued that unmet highway needs are so substantial that we cannot afford to shift scarce resources from highways to transit and other transportation uses. This position was widely held by State DOTs, which are struggling to keep up with ongoing highway and bridge maintenance needs. Speakers representing all transportation modes asserted that appropriations levels have been insufficient to meet needs and that funding at the ISTEA – authorized levels would reduce some of the tensions between modes resulting from flexible funding.

“The flexibility provisions of ISTEA should be broadened to permit States to shift funds freely among highway program categories so long as national needs within their States are met.”

Bob Burleson, Florida Transportation Builders Association, Miami Forum.

Additional Streamlining is needed

“The emphasis of the reauthorization of ISTEA should include minimizing regulatory burdens and constraints. This will reduce costs and reduce the time needed to implement transportation projects. ISTEA II should focus on simplifying the project programming and implementation requirements.”



Carol Roberts, President, Florida Association of Counties, Miami Forum.

Guidance and regulations were developed for ISTEA's new programs and provisions. We heard comments on the difficulties State and local agencies have had with these requirements, and received many suggestions about how the Federal government can streamline them.

Much testimony discussed the need for streamlining the regulatory process, reducing the number of federal approvals, and removing unnecessary sanctions and mandates. Speakers suggested that, while the National Highway System Designation Act of 1995 made some progress in these areas, the Federal government should set safety, design, and planning guidelines or standards that further national objectives, and allow State and local officials to find the best ways to meet them.

“Simplify and reduce the number of Federal regulations and clearances needed for transportation program delivery. Overly prescriptive interpretations by Federal agencies have led to overly restrictive or unworkable regulations. These matters are further complicated by multi-agency approval requirements.”

Sandra Straehl, Montana DOT; on behalf of the Standing Committee on Planning, American Association of State Highway and Transportation Officials, St. Louis Forum.

We also heard that Federal planning and project approval processes are needlessly time-consuming. Broad support was given to the idea of a “one-stop” consolidated FHWA and FTA plan and project approval process that would eliminate overlap and duplication.

Protection of workers’ rights was one area where we were urged in several forums to retain the approach adopted by ISTEA legislation in 1991.

“Laws like Section 13(c) of the Federal Transit Act and the Davis-Bacon Act, which were retained in ISTEA, have been instrumental in allowing workers to earn a living wage. I cannot underscore how important these protections are.”

Ed Talley, President Transport Workers Union, Local 29 I, Miami Forum.

Some participants felt that the Federal government should be more of a partner and less of a policeman in the delivery process and that State and local officials can determine the best solutions to transportation problems in their areas, in partnership with Federal agencies. In sum, we were told that the challenge facing the Federal government is to redefine the Federal role so it is appropriate to the new flexibilities and empowerment of State and local officials while also ensuring achievement of national objectives.

Participants also urged the DOT to work with other Federal agencies to streamline regulations related to ISTEA, such as those of the Clean Air Act.

“The ISTEA and NEPA environmental processes should be integrated to eliminate duplication at the planning and project levels. State environmental programs should be evaluated and, where applicable, States should be authorized to self-certify compliance. ISTEA legislation should be modified to simplify the planning process and avoid redundant activities. Federal agencies should eliminate overlapping regulations and requirements.”

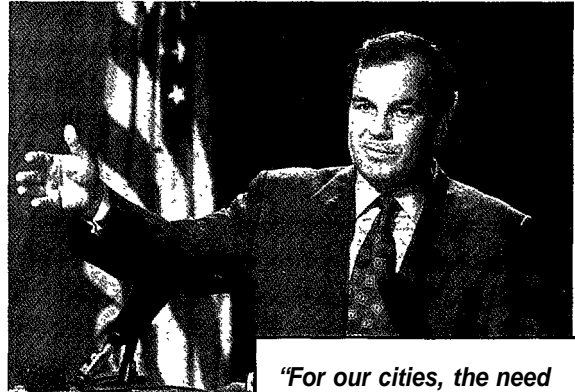
John Trent, President, National Association of County Engineers, Portland Forum.

Improved Public Transportation Means less Congestion and Better Access

“Transit serves suburban commuters, city residents and rural families. It allows riders to choose the best way to commute to work, while providing access to schools, medical facilities and economic advancement. People must have physical access to the location of jobs if they are to move from welfare to work successfully.”

Congressman John Fox, Philadelphia, Co-Chairman, House Commuter Caucus, Philadelphia forum.

ISTEA recognized the key role transit plays in reducing congestion and providing mobility. We heard that it is vital to metropolitan areas and to the national economy, and ISTEA's emphasis on



multi-modal transportation has been a catalyst for changing the overall mix of transportation options.

Representatives from AMTRAK emphasized the importance of intercity rail services, particularly on densely-populated corridors. The importance of AMTRAK services to congestion relief in these areas was echoed by many speakers

and the critical role it plays in serving both commuter and intercity travel in these areas was highlighted. Speakers argued that States should have the option to use some of their apportionments to fund AMTRAK services.

Another message we heard was that transit is vital to Americans' well-being because it provides access to jobs, education, health care, and other vital services. Speakers emphasized the vital role ISTEA plays in funding transit capital investments such as bus replacements and light rail. The importance of operating assistance was stressed, especially for smaller urban and rural transit systems. Several made the point that as we move forward to reform welfare, transit will play a vital role in providing access to jobs, especially transporting low-income, central

“For our cities, the need for continued mass transit funding is clear. Without transit, traffic on our expressways would increase by roughly a third – damaging our economy and the Interstate commerce that flows through it. These systems must be considered national – not just local – assets. Maintaining them should be a priority of Federal transportation policy.”

Chicago Mayor Richard M. Daley, Chicago Forum.



“State and local authorities should be able to buy what they want, including intercity trains.”
Amtrak President Thomas Downs, New York Forum.

city residents who cannot afford cars, to jobs in the suburbs.

“Transit helps move millions of people to jobs, the elderly to health care and children to school. Keeping it alive will also help drivers because it will prevent the gridlock that we face in the next century.”

Congressman Thomas M. Foglietta, 1st District, Pennsylvania, Philadelphia Forum

Several speakers noted that the programmatic and financial requirements of such unfunded mandates as the Americans with Disabilities Act and the Clean Air Act strained

the budgets of transit agencies. Tax credits for people who use transit or employers who promote transit was suggested as a way to make transit more attractive.

Changing demographics and the “graying of America” were discussed as emerging concerns, particularly in suburban and rural areas where public transit services are limited. Participants noted that, while there is a clear need for such services, they may have to be curtailed or eliminated in the absence of funding.

“The elderly, who are particularly dependent on public transit, are the fastest growing component of the U.S. population. Meeting the mobility needs of this population will be a significant social, economic, and health concern as ISTEA is reauthorized.”

John G. Daly, Commissioner, New York State DOT, New York Forum.



Deputy Federal Transit Administrator Janette Sadik-Khan, New York Forum.

THE FOURTH CORNERSTONE OF ISTEA:

Focusing on Outcomes for People and Communities.



ISTEA has caused people to think harder about the outcomes of transportation investment and policy choices on the economy, on the environment, and on the quality of life. ISTEA requires States and MPOs to forge a vision of the role that transportation will play in shaping the future, and to develop plans that reflect that vision. This has presented difficulties in reaching consensus about investment choices among an expanded constituency, but these difficulties are being overcome.

“One overriding goal that should be incorporated into the next surface transportation bill is improvement to the economic health of the Nation in a way that improves the quality of life of its citizens.”

Kirk Brown, Secretary, Illinois DOT, Chicago Forum.

There has been an increased emphasis on safety under ISTEA, with resources focused on both conventional measures and new technologies to make America's transportation systems even safer. Under

Federal leadership, States and MPOs, commercial vehicle operators, safety advocates, insurance companies, and health professionals have joined together to find new ways to reduce transportation-related deaths and injuries.

Concerns about transportation's impact on natural and built environments are reflected in ISTEA. Thus, ISTEA forged a stronger link between transportation and air quality planning. Although there are differing opinions about the best way to reduce air pollution, ISTEA has encouraged the transportation community to address this problem.

By targeting funds for National priorities of safety and environmental enhancement, ISTEA leveled the playing field for such projects to compete with more traditional investments. This has caused some tension for State and local

governments, but ISTEA promoted new partnerships to convert this tension into better and more balanced investments.

“Transportation's bottom line is to make America a better place to live. So ISTEA placed unprecedented emphasis on how transportation can contribute to a better quality of life for every American. This focus on outcomes is ISTEA's fourth cornerstone.”

Improving Safety is Essential

“Safety is at the very core of ISTEA. The Federal government is the only entity that can effectively develop and manage partnership among the health care industry, business, and States that will reduce traffic accidents and their accompanying cost to every American taxpayer.”

Martm Orinski, University of Memphis, on behalf of the Institute of Traffic Engineers, Vienna Forum.

Throughout the Regional Forums there was solid support among participants for the need to improve

transportation safety and for a strong Federal role in doing so. Some speakers recommended that Federal standards be performance-based, with States given the flexibility to attain predetermined goals. Speakers disagreed over whether there should be sanctions for not achieving those goals.

“Despite budget limitations much progress has been made. We should not fool ourselves, however, into thinking that we can continue to get by with insufficient resources and still



Federal Railroad Administrator Jolene M. Molitoris, Assistant Secretary Steven Palmer, and Deputy Assistant Secretary John Lieber, New York Forum.

hope to increase, or even maintain, our current level of highway safety."

Jane Roemer, Executive Director of Public Policy, National Safety Council, Vienna Forum.



Notional Highway Transportation Safety Administrator Ricardo Martnez, Vienna Forum.

We were told that ISTE A funding is an essential element in State and local efforts to increase highway and transit safety. Several suggestions were made how to assure a continuing commitment of sufficient resources for safety programs. We were also told that those funds would be more effectively spent if Federal safety program categories were consolidated, simplified, and streamlined.

"If, in fact, safety is the first and primary concern of public officials, then funding to enhance life saving should be taken off the top of the next ISTE A bill so that the resources are secured."

Katherine Prescott, National President of Mothers Against Drunk Driving (MADD), Vienna Forum.

Four specific areas of on-going safety concern were raised: the increasing number of older drivers and the impact that this will have on safety; the impacts of eliminating the national speed limit and motorcycle helmet requirements in the National Highway System Designation Act and their long-term effects on safety; aggressive driving; and, alcohol-related safety incidents.

Participants agreed that more needs to be done to increase commercial vehicle safety. Although specific suggestions differed, participants voiced their support for performance-related trucking safety practices, the Motor Carrier Safety Assistance Program, and the use of dedicated funds for safety

programs. The cost effectiveness of safety programs was hailed as one of the Federal government's significant accomplishments, with estimates that the direct economic benefits of highway safety programs exceeding their costs by 9 to 1.

"One of the most successful government/industry partnerships has been the Motor Carrier Safety Assistance Program. It is the best deterrent available to keep motor carriers from operating a defective vehicle and for getting a few bad truck drivers off the road."

John Collins, Senior Vice President, Government Affairs, American Trucking Association, Vienna Forum.

Highway-rail grade-crossing safety was also raised as a concern, and the new Federal education campaign to address this problem was highlighted as a necessary role for DOT. In addition, we heard strong support for more funding to eliminate or improve grade crossings. Other comments included: opposition to weakening safety standards through exemptions for commercial motor vehicles; increasing border inspections of freight; and prohibiting exemptions on hours of service.

"We oppose further efforts to weaken safety standards, as was done last year, exempting commercial motor vehicles between 10,000 and 26,000 pounds."

Harry Lombardo, President Transport Workers Union #234, Philadelphia Forum.

We heard conflicting advice on truck size and weight, with many recommending a freeze and truckers in both Missoula and Portland speaking of the potential benefits if their regions were allowed to permit larger trucks.

We were told that new technologies could help to make transportation not only more efficient but also safer. Deployment of ITS technologies such as crash-avoidance systems and systems to enhance driver vision at night and during poor weather were cited as being promising.

Environmental Protection Continues as a Priority

“We can’t have Big League quality of life with Little League transportation . . . Protect the environment, manage growth and be sensitive to economics all at the same time.”

U. S. Senator Ron Wyden, Oregon, Portland forum.

ISTEA established environmental protection as a national priority. Its planning provisions require consistency between transportation and air quality planning, and that attention in the planning process be focused on such concerns as wetlands, energy conservation, and land use.

We heard in the Regional Forums that these provisions have made transportation planning more outcome-oriented: transportation agencies focus on both the immediate physical elements of investments, such as design characteristics, and the broader impacts on their communities and regions. Some speakers indicated that the linking of transportation, land use, and environmental issues in planning may lead to more informed, or even different, investment choices.

“The public understands that travel distances are getting longer, travel times between the same two points are growing, travel delays are getting longer and more frequent, and driver frustration with congestion is rising.”

Robert Yuhnke, Counsel, Task Force on Transportation and the Environment, Portland Forum.

We heard that many Americans now understand that meeting their demands for mobility may require a change in approach to transportation. We were told that achieving National goals for global warming, energy conservation, and air quality may require reduction in vehicle miles traveled (VMT) because traffic is growing faster than the roads needed to carry it.

Oregon has made reduction in the rate of VMT growth a priority by encouraging development patterns which are less dependent on automobiles and which can be served by transit.

“Oregon’s Benchmarks sought to reduce per capita VMT in metropolitan areas by 20 percent. We have learned that while VMT can be reduced, achieving the 20 percent objective will be extremely difficult and require substantial pricing increases.”

Susan Brady, Vice-Chair Oregon Transportation Commission, Portland Forum.

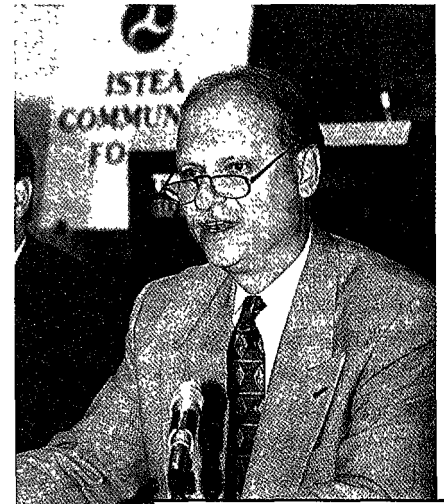
Over the last four years the most extensive environmental effort under ISTEA has gone into reducing air pollution and achieving conformity between Clean Air Act planning and regional transportation investment plans.

Based on what we heard, there remains strong support for continuing the effort to achieve clean air, but we also heard frustration with some of the prescriptive approaches being required. We were urged to translate ISTEA’s planning factors and the Clean Air Act’s conformity provisions into performance objectives, and then to allow regions greater latitude in how they attain those objectives. EPA was urged to be flexible and creative in supporting alternative ways of cutting pollution, especially innovative market-based programs.

“Market-based programs are not command and control programs and should not be treated as such in EPA’s enforcement process.”

Mark Pisano, Executive Director, Southern California Association of Governments, Portland Forum.

We also heard considerable support, especially from local governments, for the Congestion Mitigation and Air Quality



“I hope ISTEA does not abandon or diminish its commitment to clean air goals. It is disheartening to find that in many State capitals, the phrase clean air has become a dirty word...ISTEA’s commitment to clean air should be enhanced...not abandoned.”

Bob Janiszewski County Executive, Hudson County, New Jersey, New York Forum.

Improvement (CMAQ) Program. Overall, speakers urged the Federal government to stay the course and continue to make the achievement of cleaner air a priority.



Federal Highway Deputy Administrator
Jane F. Garvey, St. Louis Forum.

The interaction between transportation and land use was raised in several Regional Forums, and participants commented on the difficulties of fully integrating planning processes to account for these interactions. Many voiced their enthusiasm for ISTEA's approaches, and some pointed out that these policies have helped them to make their communities more livable and to manage growth more effectively. We

heard from the States of Oregon and Washington which had adopted statewide growth management, and they shared success stories with us about the possibilities and challenges in integrating land use and transportation planning.

We were encouraged to work toward better coordination of Federal environmental reviews such as the National Environmental Policy Act (NEPA), the Endangered Species Act, and Section 404 of the Clean Water Act dealing with wetlands protection. One presentation outlined the need to take a more comprehensive and cost-effective approach to wetlands preservation and mitigation.

"By merely meeting Federal wetland mitigation requirements on a project by project basis, States are wasting transportation dollars. Giving them the flexibility to pursue watershed planning before project design is a more cost effective approach and the way of the future."

Connie Niva, Chair, Washington State Transportation Commission,
Portland Forum.

Set-Asides for Enhancements,
Scenic By-ways, and Congestion Programs

"The transportation enhancements and scenic by-ways programs have widespread support in cities, counties, and local communities. Through local sponsorship, these programs have leveraged millions of dollars creating tremendous public support for the ISTEA program. These projects reflect local needs and priorities, improve quality of life, and are a catalyst for increased tourism and economic development."

Charles W. Dean, Chairman Mississippi River Parkway Commission,
St. Louis Forum.

Citizens groups and local governments warmly endorsed innovative, community-oriented programs like transportation enhancements, scenic byways, recreational trails and CMAQ.

They commented that, without ISTEA's set-asides for them, these projects could not successfully compete for funding against more traditional projects.

While States also embraced the objectives of these programs, many asked for the flexibility to decide whether and at what levels to fund them. They noted the administrative burdens the programs have imposed, and tended to oppose the set-asides and

"Through enhancements such as historic preservation, a little bit of Federal funding has gone a long way to preserve and return to community life old railroad stations and historic bridges. It has been a catalyst for the preservation of Connecticut's beloved Merritt Parkway and the creation of numerous corridors along old railroad beds and canals. These projects have preserved important parts of America's heritage."

Wendy Nicholas, Northeast
Regional Director, National Trust for
Historic Preservation,
Providence Forum.

to support greater State flexibility in how funds would be expended.

“The set-asides for the Enhancements and CMAQ programs have been very beneficial and *should be* retained.”

Suzie Stephens, Executive Director, Northwest *Bike* Federation, Seattle, Portland Forum.

The Regional Forums included much discussion of the CMAQ Program. We heard mixed opinions about whether the types of projects funded under these programs would indeed be funded under alternative funding allocations, such as a consolidated block grant approach, or even whether they should be funded at all. Nevertheless, to date, CMAQ has been the primary source of highway funds flexed to transit and to intermodal freight projects, and has been enormously helpful to cities in fighting congestion.

“Mayors call upon Congress to extend the CMAQ Program and to make CMAQ available for both non-attainment areas as well as maintenance areas striving to stay in compliance.”

Atlanta Mayor Bill Campbell, Miami Forum.

Emphasis on Quality-of-life Should Continue

“We must continue to look at transportation in the context of the communities it serves. Transportation policies and programs should seek to enhance communities, protect and improve the environment, safeguard national historic heritage and preserve our scenic resources.”

U.S. Senator John Choke, Chairman, Environment and Public Works Committee, Providence Forum.

ISTEA recognized that transportation investments are not ends in themselves, but a way to serve broader community purposes, and that transportation’s impacts must be considered in making investment choices. The Act’s emphasis on community-based planning

and public participation improves the chances that concerns about historic preservation, environmental justice, livable communities, and transportation access are heard.

“Transportation projects are accused of visual pollution, sprawl and undermining America’s historic city cores and rural villages. ISTEA addresses these problems in several positive ways—through community-based planning, alternative design standards and the funding of transportation enhancements.”



Assistant Secretary for Transportation Policy, Frank Kruesl, New Orleans Forum

Edward Sanderson, Executive Director, Rhode Island Historic Preservation Commission, Providence Forum.

At several Forums, we heard how community groups are using transportation improvements to bring about positive change. The State of Rhode Island, as an example, uses enhancement dollars to fund a statewide greenway system of bike paths and trails which they said will “improve the character of the communities they connect.” Advocates for “walking” told us that pedestrian improvements should be considered an important component of the overall system and eligible for funding.

“Walking is much more than just transportation. Walking is about neighborhood livability, public health and wellness and about the opportunity for spontaneous exchange that is at the heart of our communities.”

Ellen Vanderslice, Co-Chair America Walks, Portland Forum.

We were urged on several occasions to continue, and, if possible, expand the Department’s “Livable Communities Initiative.” *Livable Communities* is an effort to bring back downtowns, both in the suburbs and the central city, and to revitalize neighborhoods as lively, safe and appealing centers, where people want to be, through improvements to streets and public transportation.

Speakers from communities which have benefitted from ISTEA-funded investments such as HuntingtonWestVirginia or the Los Angeles Neighborhood Initiative told us how helpful these improvements had been. We heard that livable communities projects work because they bring a sense of place, a sense of pride and a sense of purpose to neighborhoods.



Associate Deputy Secretary Michael Huerto
Providence Forum

We heard from groups such as New England's Conservation Law Foundation, which has worked with communities to pursue traffic design alternatives which make it possible to preserve neighborhood character while still improving safety. What we heard neighborhoods desire are: safety from speeding traffic and crime; green space; less traffic noise; freedom to walk or bike

to the store or library; and revitalized commercial districts. What they asked for were ISTEA programs which continued to put people and neighborhoods first and vehicle traffic second.

We heard that ISTEA can foster economic development in inner-city communities, to preserve cultural diversity and that environmental justice in transportation investments is central to promoting transportation equity for those without access to automobiles. The empowerment of local communities was highlighted as a major benefit of ISTEA and we heard that public participation requirements should be maintained and strengthened.

We also heard how important ongoing investment in transit will be to the successful implementation of the Americans with Disabilities Act. We were urged to give local agencies the widest possible latitude in the use of ISTEA funds to meet ADA requirements,

including the flexibility to transfer capital funds to operations.

"Public transportation helps disabled individuals access medical, social, recreational and employment services. These individuals would not be able to lead lives of dignity and independence without accessible public transit."

Erlene Roth, Commissioner, Regional Transit Authority,
New Orleans Forum.

We heard that people are paying increased attention to quality-of-life issues in deciding where they live and work. Testimony supported the theory that communities which have maintained their attractiveness and livability have taken steps to ensure that transportation plans are integrated into their local planning process.

Finally, we heard that although it is difficult to integrate land use and transportation planning, the pay-off is high. In discussing a recent study on urban sprawl, a private sector official told us that, contrary to popular opinion, business will work with public agencies to develop commercial and retail facilities that complement transit, and that the attractiveness of private development is heavily influenced by diverse transportation options.

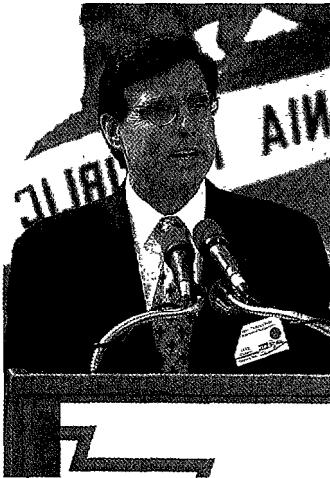
"The Federal Government should continue programs that support growth management policies that enhance the environment and foster a business climate that builds livable, economically prosperous, and stable communities. ISTEA is a program that lets regions be the best they can be."

Charles Armstrong, Chairman and
CEO, Bank of America Oregon,
Portland Forum.

SECRETARY'S OBJECTIVES FOR ISTEA REAUTHORIZATION:

ISTEA set the stage for the 1990's. Its passage was a revolutionary effort to redefine the Federal, State and local roles in surface transportation. As we reauthorize ISTEA, we must develop similarly forward-looking legislation for the demands of the 21st Century. In preparing the Department's proposal for reauthorization we believe there are four factors which need to be addressed: the National interest in transportation, the Federal role in transportation, U.S. DOT's policy principles for ISTEA and finally our objectives for reauthorization.

Secretary Pena's statement at the September 11, 1996 hearing on Reauthorization of ISTEA before the Senate Environment and Public Works



Committee Subcommittee on Transportation and Infrastructure gave him the opportunity to address the first two: the National Interest and the *Federal Role in Transportation*. These are summarized below. The Department's policy principles for ISTEA were set forth in a concise publication

entitled, "ISTEA Reauthorization Policy Statement and Principles," which was printed and widely distributed in May, 1996 and published in the Federal Register for comment June 14, 1996. Its key points are summarized below. Further detail will be forthcoming when the President's ISTEA reauthorization proposal is formally communicated to Congress next year. However, what we can do at this point, with the input received during this year's extensive national outreach effort, is outline the broad objectives for reauthorization which the Secretary intends for that proposal to address. They conclude this section.

The National Interest in Transportation*

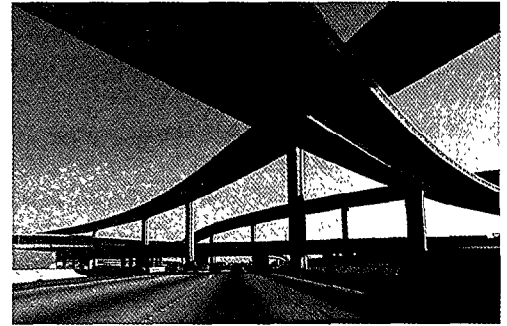
If America is to retain our high standard of living

and economic competitive edge, Federal leadership in transportation must continue.

To stay competitive, nations around the world are making huge commitments to transportation infrastructure. Fast-growing Asian economies are planning to invest over \$500 billion in transportation alone over the next decade, and the Europeans and Japanese are making similar commitments. These countries are pursuing national transportation investment strategies to position themselves to be competitive in the next century. We must do likewise.

DOT's latest report on America's surface transportation infrastructure concludes that we have an annual investment shortfall of at least \$ 17 billion – just to maintain current highway and bridge conditions and over \$7 billion for transit. We must address these needs. As a first step we can begin to close the gap by investing in intelligent transportation systems (ITS) technologies and by using innovative financing and encouraging private sector involvement.

The Administration has kept faith with ISTEA's efforts to increase infrastructure investment. Working with Congress, we have increased surface transportation investment to the highest levels ever – averaging 25% higher than investment prior to the passage of ISTEA. The challenge now is whether Federal leadership will continue to assure that the nation's surface transportation needs are met.



* Summarized from the "Statement of the Honorable Federico Peña, Secretary Of Transportation before the Senate and Environment and Public Works Committee, Subcommittee on Transportation and Infrastructure, September 11, 1996."

Our Federal government cannot abdicate our leadership role in transportation with the assumption that our partners at the State and local levels can, on their own, assume the burden of meeting national needs. Just like the Federal government, State and local governments face severe budget constraints and pressure to meet competing demands. And it is by no means clear that the fifty states, operating separately, would meet our need for a truly National system. Instead, the Federal government, in partnership with States and localities and the private sector, must ensure that we have a well-maintained system, capable in capacity and performance to support National economic productivity and connect us to global markets.

Linking Americans to jobs, health care and education are national priorities we cannot achieve without efficient and accessible transportation. And the critical challenges we

face in the areas of safety and the environment do not stop at state borders.

Finally, especially in these times of fiscal austerity, we have a national interest in a transportation

system that works better and costs less. That means assuring system maintenance so facilities last for the future. It means a transportation workforce with up-to-date skills to increase productivity. And it means cutting red tape so our Federal/state/local partnership can achieve common objectives and protect the public interest, without unnecessary costs, delays and duplication of effort.

The Federal Role in Transportation*

America's economic progress and the well-being of its people have been closely linked to advances in transportation. Some of the most dramatic advances in transportation occurred

through strong Federal programs and leadership. At the Federal level, our major areas of emphasis are to support economic growth, improve safety, protect the environment, develop new technologies and ensure mobility within our great metropolitan centers and throughout the country.

Ensuring the safety of the traveling public is a fundamental duty – one we take very seriously. Any waning in the Federal commitment could erode important safety gains. Our highway safety program is a textbook example of how a small amount of Federal funding can leverage great outcomes, in this case save many lives. From 1975 to 1994, the strategies we encouraged – the use of safety belts, motorcycle helmets, child safety seats, and the minimum drinking age laws have contributed to saving an estimated 90,000 lives – and an estimated economic benefit of about \$70 billion.

Protecting the environment is a responsibility for all levels of government. Environmental concerns, however, transcend local, state and even regional boundaries. Only with a Federal perspective can we assure that future generations will have a safe and healthy environment in every community.

Although research and technology activities are undertaken at all levels of government and by the private sector, there are some areas where only benefits to the Nation as a whole make it cost effective. For example, with Intelligent Transportation Systems, as with other new and improved technology, we are working to close the gap between what we can do and what we know is ultimately possible.

We recognize that surface transportation needs are great, and will continue to seek appropriate funding levels. We have been successful in securing substantial funding for transportation investment in these times of tight budgets. Our primary concern in ISTEA reauthorization will be to maximize investment, consistent with the President's objective to achieve a balanced Federal budget, recognizing that transportation's role in creating a thriving national economy is also essential to the achievement of that objective.

* Summarized from the "Statement of the Honorable Federico Pena, Secretary of Transportation before the Senate and Environment and Public Works Committee, Subcommittee on Transportation and Infrastructure, September 11, 1996."

Principles for ISTEA Reauthorization*

We believe that the reauthorization of our surface transportation programs must be based on several key principles that have made ISTEA a success.

Promote Intermodalism.

To benefit all users, each mode must complement and connect to the others. ISTEA brought us closer to that goal. A key component of the National Highway System, its intermodal connectors, will greatly enhance intermodal connectivity by linking this 160,000-mile system of the Nation's most strategic highways with ports, airports, rail-truck terminals and transit stations.

Improve planning and public participation.

ISTEA brought new players to the table. And a more inclusive process does yield results in the form of better, more feasible and publicly acceptable plans. The fiscal constraints ISTEA applied to transportation plans means that hard choices must be made based on realistically available funding.

Empower State and local officials.

ISTEA created flexible programs, such as STP and CMAQ, and increased state and local officials ability to target funds to projects that make sense for their communities. They responded enthusiastically to increased flexibility; more than \$2.8 billion has been transferred from highway programs to transit programs. And by their own actions, these officials have demonstrated a commitment to even greater flexibility.

Promote innovative financing.

We began our Partnership for Transportation Investment program to jump-start the innovative financing effort suggested by ISTEA. The response was overwhelming. Barely a year later

we had approved more than 74 new projects – at least \$4.5 billion worth that would have been delayed or never built. The new pilot program for State Infrastructure Banks (SIBs) builds upon this progress. We believe still more innovation, leveraging even more capital for transportation is possible.

Encourage new technologies.

Advanced technology is vital to improving safety, system capacity, efficiency, longevity and travel times. We have expanded investment in research and development through increased funding and new private sector partnerships. And with a deployment-oriented strategy, we have focused on closing the gap between state-of-the-art and state-of-the-practice. We must continue our commitment to develop and deploy technologies that benefit Americans in their daily lives and position American industry to be world leaders in transportation technology.



National Perspective.

Efficient national cargo movement is key to our ability to benefit from expanding trade opportunities. Truckers and other freight operators need access to a well-connected national transportation system and national uniformity in regulatory standards to prevent artificial barriers to commerce. We also need national consistency if we are to move forward with deployment of new technology. A strong Federal presence in partnership with State and local governments is essential in these key areas.

* Summarized from the U.S. Department of Transportation publication, ISTEA Reauthorization, Policy Statement and Principles, May, 1996.

DOT's Objectives for ISTEA Reauthorization.

To prepare for the development of the Department's proposal for ISTEA reauthorization and assure that it reflects the views of our customers, the Department conducted the national outreach described in this report, including regional forums, numerous modal focus groups, as well as seeking public comments. All these efforts helped us understand the strengths and shortcomings of the current program and to make adjustments to better serve the Nation. The near unanimous

message has been: Build on the strengths of ISTEA.



ISTEA outreach highlighted the need to ensure that the economy is well served by our surface transportation system, improve safety, enhance the environment, promote innovative finance, and encourage the adoption of new technologies. It also focused attention on the importance of more efficient connections

between modes of transportation, the benefits of flexible programs and of ISTEA's enhanced planning and public participation requirements.

The four major themes we heard were:

- support domestic economic development and strengthen our ability to compete effectively in international markets;
- maximize system performance and return on investments;
- foster partnerships at all levels of government and with the private sector, and provide sufficient flexibility to allow decisionmakers to make the best choices; and
- focus on outcomes for people and communities, particularly improved safety, access to jobs, enhanced environment and a better quality of life.

We have listened to those views and have developed objectives for ISTEA reauthorization which address all four. While we may propose that many of the core programs remain the same, we may also propose additional program flexibility, significant program restructuring and streamlining, and the creation of selected new programs targeted toward emerging needs.

• Economic Development and Global Competitiveness.

The Nation's infrastructure is critical for a healthy economy. Transportation infrastructure affects the cost of moving people and goods and, therefore, the price of our goods in this country and our competitiveness abroad. For metropolitan regions our objectives will be to reduce congestion and increase system performance through the use of intelligent transportation system technologies, better management to increase efficiency, better connections between modes of transportation, and, where needed, improvements to capacity. For rural areas our objectives will be to improve access to regional and national markets. And for all parts of the nation, our objective will be to improve access to global markets, improving capacity along international trade corridors, eliminating bottlenecks and working with industry to make our system of moving people and goods efficient and competitive.

• Maximize System Performance and Return on Investments.

President Clinton emphasized the need to maximize performance of existing infrastructure and the return on investment with new projects. Part of our effort to achieve this goal has been to invest in technology that will improve the performance of the transportation system nationwide. We have also moved forward aggressively to maximize the generation of capital from both public and private sectors, through our promotion of innovative finance techniques and the establishment of State Infrastructure Banks.

For the future our objectives are to:
Encourage deployment of Intelligent Transportation Systems technologies to improve

transportation system performance and strengthen broader transportation research and development efforts, with increased emphasis on technology deployment; expand our innovative finance program; to assure an appropriate distribution of Federal transportation assistance to States and their communities by assisting Congress in the development of a better approach; and sustain ISTEA program funding at the highest level consistent with the President's overall deficit reduction objectives.

- Foster Partnerships and Provide Flexibility for Decisionmakers.

To ensure best use of resources, we need to give State and local officials the flexibility they need to make the best investment and policy choices and continue an inclusive planning process which involves the public. To do so our objectives are to: Improve and strengthen MPOs; strengthen the involvement of rural communities in decisionmaking concerning Federal transportation funds; streamline the State and local planning process; and continue the effective deployment of advanced technologies.

- Focus on Outcomes for People and Communities - improved safety, enhanced environment and better quality of life.

Good transportation is critical in ensuring access to jobs, health care, education and other services. It can play a key role in economic development and creating attractive and livable communities. Transportation makes it possible to enjoy recreational opportunities and the nation's scenic beauty. Taking a drive, walking and riding a bike are prized as recreational outlets in themselves. There is also growing recognition of the need to deal with the impacts of transportation on the environment - including air and water quality, wetlands, noise and other factors.

Transportation safety improvements are critical to the health of our people and to achieve substantial savings in Medicare, Medicaid and health care costs and taxes for every household in America. Transportation crashes result in costly injuries, productivity losses, lost travel time, and increased congestion, placing a huge burden on the economy.

Our objectives are to: Continue the emphasis on safety in all modes of transportation; improve the effectiveness of safety grant programs; and encourage a focus on results, in terms of reducing injuries and deaths. And continue efforts to improve the environment, community quality of life and through public transportation, access to jobs, health care, education and other key services for all Americans.

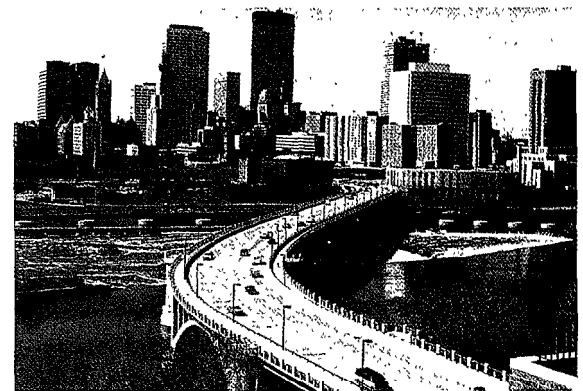
Conclusion.

ISTEA is visionary legislation. Its central elements - strategic infrastructure investments, intermodalism, flexibility, intergovernmental partnership, a strong commitment to safety, enhanced planning and the environment - should be preserved.

The forces shaping the debate over the role of government in our society will influence reauthorization. What should the Federal role in surface transportation be? What has

worked under ISTEA and what has not? How can we assure an appropriate distribution of funds amongst the States? What level of resources can the Federal government commit to transportation at this time? How can we benefit more from the resources we have? Should flexibility be expanded or not?

Most of these questions will require further study, discussion and debate. But we are confident that in one case - the Federal role - the answer is clear. We need strong Federal leadership. As President Clinton recently stated, "the Interstate Highway System brought Americans closer together, connecting region to region, city to city, and family to family in ways that were undreamed of a half-century ago." Clearly, we can all agree that investment in our Nation's transportation infrastructure is vital to preserving our competitive advantage throughout the world and maintaining the well-being of our citizens.



NATIONWIDE ISTEA REAUTHORIZATION FOCUS GROUPS CONDUCTED BY FHWA, FRA, FTA, MARAD, & NHTSA DURING 1996.

In addition to the 13 Regional Forums, FHWA, FRA, FTA, MARAD, and NHTSA held over 100 focus groups throughout the country to gain input on ISTEA in preparation for reauthorization. These focus groups were held from February to October, 1996, and took place in approximately 40 States. The purpose of this outreach program was to take stock of where we are with respect to ISTEA by gathering information from a diverse group regarding recommendations for changes in ISTEA II.

Each meeting focused on a specific topic area, such as safety, motor carrier issues, National Highway System, Transportation Enhancements, environmental concerns, and freight, and resulted in a detailed level of discussion. Focus groups included a small number of invite participants from diverse groups who are practitioners in the field -those who are directly affected by legislative language, such as members of associations, industry partners, representatives from metropolitan planning organizations, States and local governments, citizen activist groups and environmental groups. Meetings were framed by three issues: what's working, what's not working, and what changes should be made in ISTEA II. These sessions were not intended as forums to resolve issues or draft legislation but as venues for practical discussions of particularly difficult or complex issues.

The following pages present a summary of what we heard in these focus groups. Because of the number of sessions held and the vast amount of feedback we obtained, it was necessary to distill the information. Therefore, we have extracted the major themes and ideas from the meetings; however, it is important to remember that all the feedback is being considered as we develop and shape the reauthorization proposal.

Economic Development, Competitiveness in International Markets

*Quality of Life Attracts
High-Tech Employees*



A transportation system that can move people and goods efficiently and effectively is the key to the quality of life that attracts and retains the highly skilled employees necessary to the high-tech industry, focus group participants agreed. The major themes of this focus group discussion included funding, specifically the retention and expansion of flexible funding provisions: public/private funding of transportation projects; the availability of user-fee revenues for use for all transportation projects; and funding for bicycle facilities, recreational trails and enhancement projects that are related to transportation projects.

Group members also stressed the need to continue to fund ground access to airports and reinforce their importance to economic development. They emphasized the importance of economic development as a priority in long-range regional and statewide planning, as well as the importance of public involvement in major projects.

Federal Government Must Help Border Communities

Focus group participants from border communities noted that international trade benefits the whole country, but the problems of increased congestion at border crossings affect only their communities. They said the Federal Government has a responsibility, either by itself

or in partnership with State and local governments, to provide adequate infrastructure to support cross-border trade. But they said a greater problem may be continued operational and staffing difficulties, and these can be best addressed by a combination of additional staff and the enhanced use of technology.

Border community representatives called for a discretionary set-aside of Federal aid and/or administrative provisions to ensure that adequate Federal and State assistance is available to address community concerns. They called for apportionment factors to be developed to measure the contributions of border communities to the regional and national economies. And they called for the Federal



Government to act as a facilitator and leader, providing international liaison and supporting binational and multi-state efforts to improve border crossings and

development and connect with international trade transportation corridors.

"Efficient Freight Mobility Supports Better International Transportation and Competitiveness."

Focus group participants identified several freight projects that are in line to be funded by MPO's throughout the United States. However, they recognize that the number of projects falls short of addressing some of the critical freight infrastructure requirements needed to maintain or improve U.S. global competitiveness. Several believe that operational freight concerns are local and day-to-day, while transportation policy and programs are developed in a long-range time horizon that may or may not coincide with the needs of shippers. "Freight doesn't vote" and "ISTEA is intermodal in name only" were among their comments. They favored expanded eligibility and flexibility for Federal-aid highway funds, allowing their use on freight-improvement projects such as rail freight and port access that

may currently be ineligible. They also favored improved access to the transportation development process and a mechanism to ensure that freight projects are given a higher priority in the competition for limited funds.

Freight interests who were focus group participants also expressed frustration with Surface Transportation Program (STP) enhancements and other projects that they perceived as unrelated to transportation. They favored either an administrative approach or a legislated set-aside that would help ensure that freight's needs are met. They also said DOT should establish senior-level positions in the largest port of entry to act as contacts for all interactions between the freight communities and government agencies, a variation on the "one-stop shopping" theme.

MARAD's outreach meetings, which included national and regional organizations, such as the American Association of Port Authorities (AAPA) and the Metropolitan Transportation Commission of Oakland, California, specifically commented on the critical importance of waterside and landside access to U.S. ports. In general, several representatives recommended that the Department in its reauthorization process, in addition to landside access, "Stress that transportation planning at the State and local level should consider waterside access as an integral portion of the system to be connected." AAPA was further quoted as saying that, "Like a pipeline, our Nation's transportation system is only as efficient as its narrowest, most congested point, which is often the landside access from the port to the closest Interstate Highway or rail yard. No matter how productive ports make their marine terminal facilities, our Nation's intermodal transportation system cannot operate to maximum efficiency unless ports are accessible by ship on the waterside and cargo can move quickly and easily in or out of ports from the landside."

Participants in the Maritime Administration's focus groups stressed that the U.S. waterborne transportation system plays a vital role in not only freight transportation, but the U.S. transportation network as a whole. It facilitates the Nation's intrastate, interstate, and international trade, economic and defense needs,

as well as provides an essential link to the land transportation modes, interconnecting the origin-to-destination movement of freight and passengers. Therefore, they believe that it is vital to a community's transportation system and for international competitiveness that State and local governments include comprehensive planning and funding for freight requirements in their transportation infrastructure plans. One member indicated that without a strong marine freight infrastructure system, the U.S. competitive position would suffer and manufacturing companies would choose to operate overseas.

Mobilization Plan Depends on Timely, Accurate Information

Department of Defense (DOD) participants in the focus groups noted that following a logistics analysis of the Gulf War, stateside redeployment of units previously deployed abroad, and efforts under the Base Closure Program, DOD has adopted a just-in-time mobilization and deployment system. This system relies on timely and accurate information on the condition, load-bearing capacity, and current operational capabilities of STRAHNET, STRACHNET and connector systems, particularly those used as direct base links to port for embarkation. Discussion centered around FHWA's current efforts to map all highway sections and structures on these critical routes and develop a system for tracking conditions and measuring improvements to support DOD's just-in-time mobilization requirements.

DOD participants also expressed concern about the continuation of military roads programs and their administration by the Federal Lands Program. And DOD representatives favored size and weight exemptions for large military vehicles, notably heavy-equipment haulers, to enable field commanders to obtain permits more efficiently for training purposes.

Rail Projects Need Access to Funding

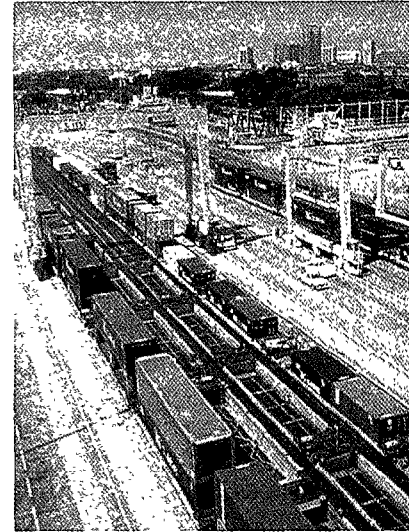
Although ISTEA acknowledged the importance of considering all transportation modes when making investment decisions, rail

focus group participants agreed, funding limitations and the omission of railroad eligibility from the legislation had frustrated ISTEA's purpose of encouraging rational decisions on infrastructure investments. As one railroad official said, "ISTEA spoke intermodally but did not fund intermodally."

There was strong support among focus group participants from the rail freight community for increased funding and flexibility in ISTEA's STP and National Highway System (NHS) programs for rail-related projects. There was also support for giving rail projects access to innovative financing sources. The Section 130 grade-crossing program was hailed as a success, and participants from the rail freight and passenger communities agreed more funds are needed, including ITS funds, to improve and consolidate grade crossings.

Focus group members said that with increased use of just-in-time delivery, the opening of global markets, and increased urban congestion, freight movements must be efficient and good connections between highways, ports, and rail systems and for intermodal terminals are needed. Some railroad representatives suggested "empowerment zones" for intermodal activities as well as increased MPO and State cooperation with the freight industry.

Although generally unable to benefit from ISTEA's provisions because of funding-category restrictions, short lines believe they can provide competitive service, improve air quality, keep trucks off local roads, and contribute to "livable communities." And, as one short-line operator remarked, "short lines invested their own dollars into small rail lines shed by the major railroads" and these smaller railroads "have the connections to work with local areas on projects, such as transloading facilities to take trucks off the highways" and to "encourage



economic development - those positive contributions that short lines, in particular, foster.”

While short-line operators who participated in the focus groups cited successful examples of partnering with MPOs, they were concerned that smaller MPOs are not required to consider freight transportation in their plans. An MPO official from a large Northeastern state suggested that the ISTEA reauthorization legislation include both a clear definition of intermodal transportation to reflect the short-line railroads specific niche in the transportation system.

Maximize Return on Investment and System Performance

Give Priority to the National Highway System

“Overall funding levels for transportation are inadequate to meet the Nation’s “needs,” focus group participants said.

Considering the limited funds available, they said, the Federal Government should give priority to programs that improve the Nation’s economy and enhance its competitiveness most notably, the National Highway System. Other programs that participants said should receive a higher priority for Federal funding included emergency relief, research and development, and intelligent transportation systems. There was also general support

for continued funding for transportation enhancements. Focus group members agreed the money in the Highway Trust Fund, along with other fuel-tax revenues, should be used for transportation improvements.



The Federal-aid Highway Program, participants said, should be simplified by reducing categories and providing more flexible use of the funds. Other candidates for simplification are Federal apportionment formulas, since this can help the States anticipate future Federal funding. The group participants also agreed that the Federal Government should assure an equitable distribution of funds to urban and rural areas and that innovative finance techniques are needed to attract private funds and enhance credit, although these techniques should remain optional.

FHWA Should Take Lead in Closing Technology Gap

The focus group discussions of research and technology centered around the theme of “closing the gap” between the state of the art and the state of the practice. Participants agreed the gap exists in all areas of technology, including pavements, structures, safety and ITS. The gap is growing because of the loss of expertise through the retirement of Interstate-era experts, the downsizing of transportation entities, and the need for new skills and expertise in areas such as telecommunications, new materials, and people-machine interface. The problem is compounded by institutional barriers and a risk-averse culture. FHWA should take the lead in closing the innovation gap within the transportation community, participants said.

Examples of needed innovations include longer-lasting yet economical road-building materials, ways to build roads that minimize traffic disruption during construction, and improvements in visibility and driving conditions during inclement weather. Participants generally supported the existing ISTEA framework for advancing R&T but there was considerable support for increasing the resources. Some participants said the Federal Government should “push the envelope” by focusing on high-risk, high-potential-payoff research, while continuing to work with the transportation community to put advanced technology into practice. US DOT needs to help improve the skills of transportation practitioners and provide incentives for the use of advanced technology.

Continuing Need for Strong Federal Role in Intelligent Transportation Systems

The consensus of focus group participants was that there is a continuing need for a strong Federal role in ITS and a separate emphasis on ITS is necessary in ISTEA reauthorization legislation. Standards-development leadership, high-risk research, and training were frequently mentioned as activities that should have a high priority. Long-range defined as five-plus years ITS deployment goals should be explicitly stated in the reauthorization legislation, and the overall level of funding for the ITS program should be increased.

There was strong support for a new program of incentive funding for deployment projects to focus on system-integration issues and the removal of institutional barriers to ITS deployment. But there was general opposition to a major categorical Federal-aid set-aside for ITS projects. Local officials in particular stressed the importance of having the option to implement ITS programs with 100 percent Federal funds because of the difficulty of raising matching funds at the local level. State and local officials in the focus groups also stressed the importance of extending the eligibility of Federal-aid funding for the operation and maintenance of ITS projects. They said failure to expand this eligibility will hinder ITS deployment efforts.

There was general agreement that the development and distribution of ITS deployment design guidelines should be continued. State transportation department officials in particular felt that the compatibility of systems should be required when necessary. Focus group participants consistently favored the continuation of innovative financing, nontraditional procurement methods and public-private partnerships.

Localities Lack Technical Expertise on Advanced Traffic Control Systems

Focus group participants on traffic operations expressed concern about the operations and maintenance of advanced traffic control systems. They cited a lack of technical expertise by local

staff to maintain the system and the high costs of operating and maintaining Intelligent Transportation Infrastructure and ITS technologies. Without adequate personnel and funding support, the full benefits of advanced technologies will not be realized, they said. Maintenance activities don't qualify for Federal aid, and while system operation is eligible, it can't successfully compete for funds with such high-profile projects as roads and bridges. Focus group participants stressed that system operations and maintenance must be emphasized and that State and local transportation managers and decision makers must be made aware of the need to invest in these areas. Participants said State and local officials should be given more flexibility in allocating Federal funds for maintenance and system operations, since these issues are most effectively addressed at the local level.

ITS Program Should Be Extended to Railroads

Participants in rail passenger focus groups said ITS is a showcase of public/private partnership in technology development and should be extended to railroad projects such as positive train control and public communications and information systems for rail stations. Short-line railroad operators, the major Class I railroads, and participants in rail-safety focus groups also cited the opportunity to use ITS funds for grade-crossing and other advanced rail-related technology.

Partnerships and Flexibility in Making Transportation Choices

Coordination Is Key for Counties, Localities

Focus group participants said improved coordination is needed among federal agencies. One suggestion was that a lead Federal agency be empowered to resolve conflicts whenever Federal agencies are required to issue a joint decision or approval. Among members suggestions was that more funding should be provided to maintain the existing county-level infrastructure and to repair the deteriorating infrastructure in central cities. They said that more input should be required from local

governments on project selection; and the role of States in sending Federal funds to counties should be limited. Others said problems could arise if the Federal program were administered by the numerous entities below the state level. There was general agreement that local governments should have more opportunities to receive Federal funds for planning, mobility, transit, and intelligent transportation systems (ITS).

In the area of funding, participants agreed that flexibility should be maintained along with financial-reasonableness requirements. In a discussion of ISTEA policy, group participants agreed that Federal involvement in bridges, urban congestion, and rural roads is desirable and should be continued, and that these programs should not be rolled into larger programs and funding categories, where they might disappear. Regarding enhancements, some participants said the program should be expanded with more funds, more flexibility, and less Federal red tape, while others argued that the program should be discontinued, since it diverts limited transportation funds.

In a discussion of metropolitan planning, group members agreed that the results of local planning should be a key consideration in State and metropolitan planning and that existing plans and policies should be a major consideration. There was also consensus that requirements for public involvement should be maintained. Some participants went so far as to say that evidence of adequate local planning should be a condition of Federal funding. Members of metropolitan planning organizations (MPOs) liked the requirements linking transportation and land use, explaining that they were using MPO funds to pay for county activities, including transfer of development rights, subdivision regulations, and updated transportation plans. In contrast, local government representatives expressed a dislike of many Federal requirements, which they said undermined local land-use planning.

Set-Aside Programs Have Been Crucial for Bicycle, Pedestrian Programs

Many bicycle-pedestrian projects have been implemented because ISTEA broadened the

eligibility of such projects to almost all major Federal transportation funding programs and legitimized their inclusion in State and metropolitan planning processes, focus group participants agreed. But they noted that set-aside programs like Transportation Enhancements, Congestion Mitigation and Air Quality Improvement (CMAQ) and Scenic Byways have provided the majority of funds for bicycle-pedestrian projects under ISTEA, although other sources have been available. Participants expressed concern that this set-aside funding may become an excuse for not using other available funds such as NHS and Bridge. If set-aside projects are not reauthorized, the future of bicycle-pedestrian projects could be in jeopardy, group members said. They recommended that reauthorization legislation be more explicit about the eligibility of these projects.

The group participants also noted that most bicycle and pedestrian projects to date have been stand-alone projects. The reauthorization should require that all transportation projects be planned, designed and constructed to accommodate all users, including bicyclists and pedestrians where they are allowed. There was clear support among the participants for continuing the National Recreational Trails Funding Program. Combining this program with other set-asides was considered, but the differences among the programs argued for maintaining this as a separate program.

Incorporate Decision-making into the MIS process

In a discussion of major investment studies, participants urged the Federal Government to clarify the relationships between the Major Investment Study (MIS) process and the National Environmental Protection Act (NEPA), so that plans, policies, studies and public involvement at the local level can be credited as partially satisfying Federal and State requirements. They also asked the Federal Government to incorporate decision-making into the MIS process.

Focus group participants called for closer coordination and partnerships between business and Federal, State and local governments, as well

as cooperation between the transportation and economic development communities. Government should expedite the decision making process in order to retain and attract business, group participants said, and should provide coordination between local planning and economic development activities.

ISTEA Has forced Parties to Ask the Right Questions

Representatives of metropolitan planning organizations said the quality of MPO-State relations varies. In some States, relationships were already in place well before ISTEA, and the legislation provided further opportunities to strengthen these partnerships. In other cases, ISTEA has forced an open discussion of roles and relationships, resulting in an improved planning process. MPOs are now more involved in decisionmaking, focus group members said, with a role in sorting out projects and identifying priorities. In a few cases, there is a tension related to representation on the MPO body and recognition of the authority of the various participants in the planning process. ISTEA has forced all parties to ask the right questions about financing, land use, air quality and the environment, and public involvement.

On funding, an MPO representative stated, "fiscal constraint has forced a financial planning element and discipline in the process." A State official said, "fiscal constraint in the STIP [State Transportation Improvement Plan] and TIP [Transportation Improvement Plan] is a cornerstone of the whole decisionmaking process, but there is a need for more flexibility in the application of the concept." In light of the fact that there is as yet little evidence of a multimodal approach to the flexibility of funds, an MPO official said the key is to ask, What is the best use of the funds to move people and goods? Although most States and MPOs support the public-involvement provisions of ISTEA, group participants emphasized that the statute is fine but the subsequent regulations and guidance should not have been issued.

Participants agreed that there is an important Federal role in transportation within metropolitan areas, focused on encouraging all planning process participants to look at

intermodal opportunities and facilitating political balancing among Governors, big-city mayors, and leaders of other jurisdictions, including rural and small urban areas. Changes in Federal interpretation of ISTEA's provisions are more important than changes in the law, but there is a need to clarify the intent and understanding of project selection to emphasize further the importance of cooperative TIP development.

Focus group participants from the railroad community agreed that ISTEA planning requirements brought rail passenger and freight issues into appropriate focus. But participants said the regulations are too prescriptive, and, as one railroad executive indicated, the State government paperwork requirement is mountainous. There was also the sentiment that dollars for planning assistance might be more appropriately directed at investment. As one participant said, We have done our planning. Now we need capital.

Federal lands Highway Program Should Be Continued

Focus group participants, including State and local officials.

Federal land management agency representatives, Indian tribal representatives and industry members, reached consensus on the proposition that the Federal Lands Highway

Program (FLHP) should be continued. Without the FLHP and the involvement of Federal lands highway and Federal land management agencies, State transportation officials said, transportation infrastructure improvements to Federal lands would not receive funding priority.

Participants recommended retaining separate funding categories for Indian reservation roads (IRR), park roads and parkways (PRP), forest highways (FH), and public lands highways (PLH).



Overall FLHP funding should be increased. The administration of the IRR, PRP and FH categories should remain unchanged, participants said, but the PLH category should be converted from a discretionary program to a program that funds



roads not currently funded by the FLHP, including land management highways serving Bureau of Land Management lands, military installation roads, wildlife refuge roads, Corps of

Engineers recreation roads, and orphan roads and bridges. The PLH funds would be distributed on the basis of an administratively determined formula.

Focus group members also recommended that provisions be included to allow FLHP and Federal land management agency funds to be used for the non-Federal share of Scenic Byway funds and funds apportioned under 23 U.S.C. 104 and 144, providing increased opportunities to leverage funds. Also, the transportation planning procedures should be revised to improve the development and coordination of transportation improvement programs for programs funded under FLHP

Current Level of NHS Funding Fails to Reflect System's Importance

A strong federal role in the National Highway System is essential, focus group participants said, and the current level of funding fails to reflect the system's importance. One group of participants indicated the NHS should receive 30 to 40 percent of ISTEA funding, although innovative financing techniques can help fill the funding gap. FHWA customers and partners agreed that links to other systems, with a focus on intermodal connectors, should be an NHS priority. Participants also agreed that national performance standards are difficult to establish, so performance criteria should be set at the State and local levels.

There were two schools of thought regarding NHS transferability and eligibility. The majority of participants indicated that NHS fund transfers should be limited in order to reflect the importance of the system, while others supported continued flexibility in both transferability and eligibility. Some participants said the NHS program should do more to encourage intermodalism, favoring expanded eligibilities to both freight rail and intermodal facilities.

Surface Transportation Program Should Be Part of ISTEA's Successor

Focus groups on the Surface Transportation Program agreed that it should be included in the successor to ISTEA. It has afforded local governments, MPOs and the public a greater role in identifying and prioritizing projects through the metropolitan and/or Statewide planning process. The program has also helped form new partnerships and created cooperative working relationships. The group members strongly endorsed the flexibility allowed in the use and application of STP funds, and some said this feature has built public support for the program and Federal funding of transportation in general. The question of STP set-asides evoked differing responses. Western group members favored eliminating the set-asides as a hindrance to flexibility, while the Eastern group favored retaining set-asides but recommended consolidating the various safety- and population-based suballocations.

The major concern about STP voiced by the participants was the fact that low-cost local projects take too long to implement once they are placed in the metropolitan or StateTIP. There was general agreement that the project delivery process could be simplified; some participants suggested that local projects be funded as grants rather than through the reimbursement method, and some said the States add costs and requirements to local projects. Though members favored a reduced Federal role in project oversight, there was sentiment that FHWA should take a more active role as a facilitator or mediator between local government and the States. Western

participants proposed a “one-stop” Federal surface transportation presence in each State that could be achieved by adding Federal Transit Administration personnel to FHWA division offices.

Highway and Bridge R&D Should Be fully funded, Stafid

The major theme that emerged from the engineering focus groups was the continued need for highway and bridge research and development, technology transfer and technical expertise. Several State transportation department officials said this should be one of the FHWA's main functions and that the department needs to be fully staffed and funded in order to provide the States, local governments, and industry with technology and assistance in the most vital areas of highway engineering. This includes strengthening the National Highway Institute by increasing its capacity to conduct technical training.

Focus group participants also favored retaining the bridge rehabilitation and replacement and Interstate maintenance programs. The Common Rule (49 CFR 18) should be allowed to streamline procedures for small purchases. Quality principles and innovative contracting principles also received support.

Local officials who participated in the focus groups expressed concern over the perception left by ISTEA's elimination of the Secondary Roads Program that local roads are not important. Counties feel left out of both funding and access to technical information and assistance. Local officials also said their contact with FHWA engineers has diminished, and this has limited their access to technical information and assistance. They supported retention of the Local Technical Assistance Program.

High-Speed Rail Part of Solution to Congestion

Amtrak service should be considered the foundation on which high-speed rail will be built, railroad focus group participants said. While individual States should be the initiators and sponsors of high-speed service in corridors, there is a continuing need for a Federal role in facilitating corridor development. High-speed rail was seen by many participants as part of the

solution to congestion and the inability to build new highways and airports, but with some exceptions, very-high-speed systems on exclusive rights-of-way are not part of current or longer-term plans.

There was overwhelming support among railroad participants for making rail passenger investment, including high speed ground transportation (HSGT), eligible for STP funding and, when it involves services parallel to NHS highways, NHS funding as well. Extending that eligibility for at least some operating expenses, such as maintenance or startup costs, also received support, particularly from State sponsors. Focus group members said other surface transportation programs, such as State infrastructure banks and ITS, need to extend eligibility to rail projects. A number of participants said there should be a way of assisting a limited number of projects of national significance, which could include high-speed rail. Liability for passenger-related accidents is an important obstacle to HSGT development on existing railroads.

Participants strongly supported maintenance of a national rail passenger system, well connected to local and intercity transportation systems. This is not something States can do on their own, group participants said. Amtrak must build partnerships with other transportation providers.

While many group participants believed it would be possible to eliminate Amtrak's operating subsidy, they also said rail passenger service will need significant continued public-sector financial assistance for capital investment, just as other modes now enjoy, if it is to prosper. The set-aside of part of the fuel tax to support rail passenger investment was especially popular, though some State officials wanted a role in spending this resource rather than giving Amtrak carte blanche.

Focus on Outcomes for People and Communities

Good Data Crucial for Safety Planning

FHWA focus group participants on safety issues were unanimous in citing the need for

improved data, including more accurate and complete crash and roadway information. They noted that good data is integral to the planning process and must be in place before valid performance measures can be established. A focus group participant from a citizens' lobby group went so far as to say, "Decisionmaking is sometimes based on pooled ignorance."

The overall level of safety funding needs to increase, participants said, agreeing with a representative of an association of government officials who asserted, "Dollar amounts are currently too small, hampering planning, and are not allocated properly." If more money were available, States could plan better and, in the words of the representative of a national safety organization, "less of a hit-and-miss approach would result."

Overall, little interest in block grants was shown. Earmarked funds were generally favored, accompanied by increased flexibility that is still not so flexible that programs lose their identity, as a rail industry executive put it. While government association executives backed flexible funding without earmarks or set-asides, industry participants said they feared that without set-asides, funding for their specific programs would disappear. Participants agreed that problems exist in fund distribution and transferability. Sanctions work if they have public support, but overall, they "poison the well." In general, incentives are a better way to target problem areas. Focus group participants also said comprehensive, integrated Statewide safety planning should be encouraged and the Federal-State partnership should be strengthened.

Participants in National Highway Traffic Safety Administration focus groups emphasized the need for good data to identify key safety programs at the State and local levels, to find solutions, and to track progress. One suggestion was a data grant program for the States. There was strong support for Section 402 and the new performance-based management approach, and for increasing the funding available. Some participants proposed that speed be made a priority. Suggestions included applying ITS technology to the issue and making speed limits commensurate with highway design. The Section

4 IO program got strong support, and participants said more money is needed for the program. Some opposition was expressed to using .02 blood alcohol content as a basic criterion. Group participants were in agreement that a percentage of trust fund money should be used for behavioral safety programs. It was also said that States should have the flexibility to focus safety resources on their greatest safety needs, and a fair share of funds should continue to go to the local areas.

Section 130 Program Should Be Continued

Focus group participants expressed enthusiasm for the Section 130 program and supported continuing it as a source of dedicated funds for grade separations and rail-related projects. There was concern that the reauthorized ISTEA be fully funded for this safety activity and not be capped at the expense of increased flexibility in other ISTEA programs. One State transportation department official said that although the State has been successful with highway rail crossing closures, it would take some 100 years for completion and thus the State is strongly in favor of earmarking funds for crossing safety rather than for block grants. Focus group participants also favored competitive bidding and project completion guidelines; the establishment of either a separate research and development fund or the use of ITS funds for this purpose; and directing Section 130 funds for nonengineering solutions to improve highway rail crossing safety.

While rail focus group members consistently expressed approval of using the program to address the grade crossing safety issue, they expressed frustration about the difficulty of addressing this issue on a systemwide basis. Some participants said incentive payments to communities for consolidating grade crossings might be more cost-effective than other mitigation measures. Others recommended Federal standards for highway rail crossing consolidations and more Federal coordination. There was consensus that the selection process for funding grade-crossing improvements must include area effects of one improvement on the entire community.

Motor Carrier Program Should Be Performance Based

Focus group participants generally agreed that the motor carrier program should be more results oriented and should move toward a performance-based system. States should have flexibility in deciding how best to address their particular safety problems. The Federal role should be to facilitate setting national safety and efficiency measures and to continue to establish effective partnerships with all stakeholders. The program should be data driven and comprehensive. Participants agreed that an integrated safety information system at both the Federal and State levels is crucial in supporting a data-driven program. Commercial Vehicle Operations and other technologies should be used to replace paperwork requirements.

Some concern was expressed about the lack of uniformity in State enforcement of the Federal Motor Carrier Safety Regulations, including roadside inspections, fines, and penalties. A number of recommendations were made to improve driver safety, including driver training, State driver's licensing systems, commercial driver's license testing, and development of a graduated license. Participants agreed that efforts to eliminate duplicative, burdensome requirements through regulatory reform and zero-based review should continue. There should continue to be dedicated funding for North American Free Trade Agreement (NAFTA) enforcement activities.

Complexity of Reviews, Lack of Trust Hurt Environmental Process

The environmental process is compromised by the complexities of multiagency and multiparty reviews and the general lack of trust among all the organizations and individuals involved in the process, focus group participants agreed. Another detriment to the environmental process, they said, was inadequate personnel resources on the part of Federal resource agencies and their resulting inability to participate effectively in agency coordination meetings. One suggestion was that FHWA accept compliance with State laws in States that have environmental laws that are as strict as, or

stricter than, NEPA as meeting NEPA requirements.

There was general agreement that CMAQ and STP-E are good programs that have brought new, nontraditional partners into the transportation process and should be continued. CMAQs funding flexibility and emphasis on innovative



projects came in for special praise. But the current administrative requirements of these set-aside programs, particularly interagency consultation, can delay projects and should be streamlined. STP-E projects should be narrowed in scope to be more transportation-related, focus group participants said, and the success of the CMAQ program in making significant improvements in air quality is questionable. Participants agreed overwhelmingly that if set-aside funds for these two programs are eliminated, the number of projects of this type would be significantly reduced. They also said States are not, to any significant degree, using their normal Federal-aid highway funds for environmental enhancements beyond those required for mitigation and the STP-E program.

Civil Rights Compliance Should Have Higher Priority, More Resources

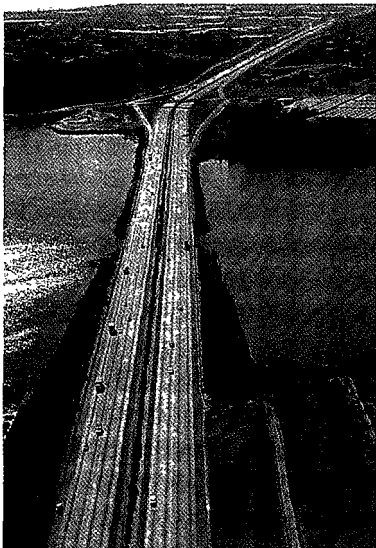
Civil rights practitioners who were focus group participants wanted FHWA to take a stronger compliance stance and to urge State officials and contractors to give compliance with civil rights laws a higher priority and more resources. Many participants said top-level support, at both the State and Federal level, is absolutely critical to success in civil rights program areas. The need for strong and expert technical assistance from FHWA in all program areas was also stressed, with many participants advocating more of a hands-on approach by the agency, especially in Title VI /

Nondiscrimination and Supportive Services program areas.

Many participants saw coordination and communication initiating partnership efforts, encouraging pilot programs, recognizing innovative initiatives, and sharing information through training and contacts with the electronic and print media as FHWA's most productive civil rights role. The agency needs to do a better job of getting information to program participants, particularly by making use of the information superhighway.

State partners, community-based organizations and contractors all asked FHWA to identify its goals clearly, then allow flexibility and reward successful innovation. Many stated that a one size fits all approach is outdated, and goals must be narrowly tailored to the specific needs of local areas.

Supportive services for both on-the-job training and disadvantaged business enterprise programs provoked particularly lively discussion. Representatives of community-based organizations were particularly vocal in urging FHWA to place greater emphasis on encouraging States to use the 0.5% optional funding currently available under ISTEA for on-the-job training supportive services.



Performance Measures Must Be Customer-Based

Focus group members agreed that performance measures are the key to directing agency efforts. An important point is that the customer must relate directly to the performance measure and be able to see improvements based on commonly accepted criteria. For example, customers judge

improved mobility through a reduction in congestion and travel times, enhanced safety through a reduction in accident rates and fatalities, environmental preservation through fewer spare the air days, and infrastructure improvements through sufficient bridges and an absence of potholes.

Group members agreed on measures for each of the four cornerstones of ISTEA. They agreed FHWA should help ensure competitiveness in foreign markets by developing financial or investment goals that can be accepted by the transportation community. While the optimal use of funds is the objective of all agencies, participants noted, it is not specifically identified as a strategic goal and is not directly measured. Tools that would ensure the best use of agency funds are management-system use, economic planning based on the knowledge of needs, and costs of alternate plans.

Participants made the following proposals to maximize return on investment and system performance: preserve the infrastructure by improving pavement condition and the health of the bridge inventory; develop new, longer-lasting materials that will extend service lives of transportation system components; enhance safety by eliminating problem areas; and enhance the transfer of technology in areas which contribute to the health of the network.

FHWA should develop and exploit partnerships that improve the efficiency of the highway system through the optimal use of high-occupancy vehicles and the reduction of travel times along priority corridors, focus group participants said. The partnership approach can also maintain and improve air quality.

Well-defined performance measures, group members said, cause a focus on products outcomes rather than process. Processes must be developed, and existing processes refined, to produce measurable products.

U.S. DOT REGIONAL FORUMS ON ISTE REAUTHORIZATION:

Forums on ISTE Reauthorization were held in every region of the country, including a special meeting on safety. Generally, during the morning of these day-long sessions, speakers representing State and local governments and other transportation interests would address the ISTE program in general. In the afternoon, panels of speakers with more specialized expertise discussed an important facet of ISTE, so these subjects could be covered in greater depth. Below is the list of sites, themes, dates and forum chairs:

Philadelphia: Urban Needs, May 13,

Chaired by FTA Administrator Gordon Linton and FHWA Administrator Rodney Slater.

Chicago: Intermodal Freight, May 21,

Chaired by FRA Deputy Administrator Donald M. Itzkoff, MARAD Deputy Administrator Joan Yim and FHWA Administrator Rodney Slater.

New York: Intercity Passenger Needs, June 7,

Chaired by Deputy Secretary Mortimer L. Downey.

Vienna, Virginia: Safety, June 12,

Chaired by Deputy Secretary Mortimer L. Downey.

San Diego : Innovative Finance, June 21,

Chaired by Secretary Federico Pena.

Portland, Oregon: Environment, July 2,

Chaired by Deputy Secretary Mortimer L. Downey.

New Orleans: Special Community Needs, July 30,

Chaired by Assistant Secretary Frank Kruesi and FHWA Administrator Rodney Slater.

Huntington, West Virginia: Economic Development, August 5,

Chaired by FHWA Administrator Rodney Slater.

Missoula, Montana: Rural Needs, August 20,

Chaired by Secretary Federico Pena.

Minneapolis: Intelligent Transportation Systems, August 23,

Chaired by Deputy Secretary Mortimer L. Downey.

Providence: Community Quality of Life, September 9,

Chaired by Associate Deputy Secretary Michael Huerta and FTA Administrator Gordon Linton.

St. Louis: Planning, September 18,

Chaired by Deputy Secretary Mortimer L. Downey.

Miami : Global Economy, September 25,

Chaired by Secretary Federico Pena



Forum Agendas

Philadelphia: May 13, 1996, Urban Needs , Speakers:

Congressman Thomas Foglietta

Congressman Robert Borski

Congressman Chaka Fattah

Congressman Jon D. Fox

Philadelphia Mayor, Edward Rendell

Pennsylvania DOT Secretary, Brad Mallory

Delaware DOT Secretary, Anne Canby

Maryland DOT Secretary, David L. Winstead

Pennsylvania State Representative, Dwight Evans

Philadelphia City Councilmember, Happy Fernandez

Port of Philadelphia and Camden, Inc., President, Paul DeMariano

Allegheny County, Pennsylvania, Board of Commissioners, Chairman Lawrence Dunn

Washington Council of Governments, Chairman, Steve Del Giudice

Southeastern Pennsylvania Transit Authority, General Manager, Louis Gambaccini

Philadelphia Clean Air Council, Deputy Director, Andrew Altman

Mothers Against Drunk Driving (MADD), National Vice President for Public Policy, Karolyn Nunnallee

Transport Workers Union #234, President, Harry Lombardo

US DOT Principals:

Federal Transit Administrator Gordon Linton,

Federal Highway Administrator Rodney Slater

Deputy National Highway Traffic Safety Administrator Phillip R. Recht

Deputy Assistant Secretary for Governmental Affairs John Horsley

Chicago, May 21, 1996, Intermodal Freight, Speakers:

Chicago Mayor, Richard Daley

Illinois DOT Secretary, Kirk Brown

Wayne County, Michigan, County Executive, Ed McNamara

Southeast Michigan COG, Vice Chair, Anita Ashford, City Councilmember, Port Huron, Michigan

Chicago Transit Authority, Chair, Valerie Jarrett

Chicago DOT Commissioner, Thomas R. Walker

Indiana DOT Deputy Commissioner, Dennis Faulkenberg

Infrastructure Technology Institute, Northwestern University, Director, David Schulz

Center for Neighborhood Technology, President, Scott Bernstein

I-69 Mid-Continent Highway Coalition, Chairman, John Caruthers

South Central Illinois Mass Transit District, Executive Director, Tom Ashby

Chicago Area Transportation Study, Deputy for Operations, David Zattero

Illinois DOT, Bureau Chief of Railroads, Merrill Travis

Illinois Transportation Association, Executive Director, Fred Serpe

Alameda Corridor Association, Program Manager, John Rinard

UPS, Chicago Area Manager, Mike Johl

Chicago Department of Aviation, Chief Administrative Officer, John Kallianis

Norfolk Southern, Director of Strategic Planning, Bill Schafer

National Intermodal Commission, Representative, Ken Bird

CI? Rail, Assistant Vice President Government Affairs, Larry Long

Port of Seattle, Deputy Executive Director, Andrea Riniker

Intermodal Association of North America, President, John A. McQuaid

Chrysler Corporation, Manager of Supply Systems, Bill Lamott

CATS Intermodal Advisory Task Force, Chairperson Tom Zapler

DRI-McGraw Hill, Executive Consultant, Mike Sclar

Greenbrier Intermodal, President, David DeBoer

US DOT Principals:

Federal Highway Administrator Rodney Slater

Federal Railroad Deputy Administrator Don Itzkoff

Federal Maritime Administrator Joan Yim

Director of Congressional Affairs Peter Halpin

New York, June 7, 1996, Intercity Passenger Rail , Speakers:
U. S. Senator Frank R. Lautenberg, New Jersey
State Director for Senator Daniel Patrick Moynihan, Alex Washburn
New York State DOT, Commissioner, John B. Daly
New York City, Commissioner Of Transportation, Elliot G. Sander
Transport Workers Union of America International, President, Sonny Hall
Transit Now, National Chairman, Former Governor James Florio
New York Metropolitan Transportation Authority, Executive Director, Marc Shaw
New Jersey State DOT, Commissioner, Frank J. Wilson
Hudson County, New Jersey, County Executive, Robert Janiszewski
Tri-State Transportation Campaign, Executive Director, Janine Bauer
Albany Capitol District Transportation Committee, Executive Director, John Poorman
Eastern Paralyzed Veterans Association, Associate Executive Director, Terry Moakley
Amtrak, President, Thomas M. Downs
Greyhound Bus, President, Craig Lentzsch
High Speed Rail Maglev Association, Vice President, William Nevel
Empire State Passengers Association, Legislative Affairs Director, Frank Barry
National Association of Railroad Passengers, Executive Director, Ross Capon
Virginia Railway Express, Director of Operations, Steve Roberts
Regional Plan Association, Senior Fellow-Transportation, Jeffrey M. Zupan
Port Authority of New York & New Jersey, Deputy Executive Director, John J. Haley, Jr.
New Jersey Transit Corporation, Executive Director, Shirley DeLibero
Metro North Railroad, President, Donald Nelson
Public Strategies-Impact, Representative, Carol R. Katz, New Jersey Motor Bus Association

US DOT Principals:

Deputy Secretary Mortimer L. Downey
Assistant Secretary for Governmental Affairs, Steven Palmer
Deputy Assistant Secretary for Transportation Policy John N. Lieber
Federal Railroad Administrator Jolene Molitoris
Federal Transit Deputy Administrator Janette Sadik-Khan
Deputy Federal Railroad Deputy Administrator Don Itzkoff
Federal Maritime Deputy Administrator Joan Yim

Vienna, Virginia , June 12, 1996, Safety , Speakers:

Advocates for Highway & Auto Safety, President, Judith Lee Stone
American College for Emergency Physicians, B. Tilman Jolly, M.D.
Citizens for Reliable and Safe Highways, Co-Chair, Gerald A. Donaldson, Ph.D.
Mothers Against Drunk Driving, National President, Katherine I? Prescott
National Association of Governors Highway Safety Representatives, Chair, John Conger
National Safety Council, Executive Director of Public Policy, Jane Roemer
American Coalition for Traffic Safety, President, Phil Haseltine
American Insurance Association, Assistant General Counsel, David F. Snyder
American Trucking Associations, Senior Vice President for Governmental Affairs, John J. Collins
Bicycle Federation and Pedestrian Foundation, Executive Director, William C. Wilkinson, III
Roadway Safety Foundation, Executive Director, Kathleen F. Hoffman
Union Pacific Railroad, Cliff Shoemaker, Director of Public Policy

DOT Principals:

Deputy Secretary Mortimer L. Downey
National Highway Traffic Safety Administrator Ricardo Martinez, M.D.
Deputy Federal Highway Administrator Jane Garvey
Deputy Assistant Secretary for Transportation Policy John N. Lieber
Deputy National Highway Traffic Safety Administrator Phillip R. Recht

San Diego, California, June 21, 1996, Innovative Financing, Speakers:

U. S. Senator Barbara Boxer
Congressman Bob Filner
Congressman Brian Bilbray
Congressman Jay Kim
California Assembly, Democratic Floor Leader, Richard Katz
City of San Diego, Councilmember, Barbara Warden
California Business, Transportation and Housing Agency, Secretary, Dean Dunphy
San Diego Association of Governments, Chairman, Imperial Beach Mayor Mike Bixler
Otay Mesa Chamber of Commerce, President, H. Rick Otis
Metropolitan Transit Development Board, Chairman, Leon Williams
Nevada DOT, Director, Thomas Stephens
Metropolitan Transportation Commission, Palo Alto City Councilmember Jean McCown
CALSTART, President, Michael Gage
Southern California Association of Governments, Jenny Oropeza, Long Beach City Councilmember
San Diego Unified Port District, Commissioner, Jess Van Deventer
Port of Los Angeles (WORLDPORTLA), Chief Financial Officer, James P Preusch
Port of San Francisco Waterfront Development, Projects Manager, Paul Osmundsen
Public Financial Management, Managing Director, Keith Curry
CS First Boston, Associate, Bruce Hurd
Texas Turnpike Authority, Executive Director, James Griffin
Ohio DOT Chief of Staff, John R. Platt
California Business, Transportation and Housing Agency, Deputy Secretary, Carl Williams
Transportation Corridor Agencies, Executive Vice President, Walter Kreutzen

U.S. DOT Principals:

Secretary Federico Peiia
Assistant Secretary for Budget and Programs Louise Stall
Deputy Federal Highway Administrator Jane Garvey
Deputy Assistant Secretary for Governmental Affairs John Horsley

Portland, Oregon, July 12, 1996, Environment, Speakers:

U. S. Senator Mark Hatfield
U. S. Senator Ron Wyden
Congresswoman Elizabeth Furse
Congressman Earl Blumenauer
Metro, Executive Officer, Mike Burton
Washington State, Legislative Transportation Committee Chair, State Representative Karen Schmidt
City of Portland, Commissioner, Charlie Hales
Clackamas County, Commissioner, Ed Lindquist
Norris, Beggs and Simpson, President, Clayton Hering
Port of Portland, Executive Director, Mike Thorne
Bank of America Oregon, Chairman and CEO, Charles Armstrong
Oregon DOT, Director, Grace Crunican
Washington DOT Secretary, Sid Morrison
Idaho DOT, Director, Dwight Bower
Intertribal Transportation Association, Executive Director, Kenneth W. Webster
Task Force On Transportation and the Environment, Counsel, Robert Yuhnke
Southern California Association of Governments, Executive Director, Mark Pisano
Oregon Transportation Commission, Vice Chair, Susan Brody
1000 Friends of Oregon, LUTRAQ Project Director, Keith Bartholomew
Puget Sound Regional Council Transportation Policy Board, Chair, Bob Drewel, Snohomish County
Washington, County Executive
Washington State Transportation Commission, Chair, Connie Niva
National Association of County Engineers, President, John Trent, Public Works Director, Pierce County,
Washington
Northwest Bike Federation, Executive Director, Suzie Stephens
Jones and Jones Architects, Principal, Grant Jones
American Trucking Association, Representative, Don Lemmons, President, Interstate Wood Products,
Kelso, Washington

U.S. DOT Principals:

Deputy Secretary Mortimer L. Downey
Deputy Assistant Secretary for Transportation Policy John N. Lieber
Deputy Assistant Secretary for Governmental Affairs John Horsley
U.S. Environmental Protection Agency:
Deputy Administrator Fred Hansen

New Orleans, Louisiana, July 30, 1996, Needs of Special Communities, Speakers:

American Association of State Highway and Transportation Officials, President, Bill Burnett, Executive Director, Texas Department of Transportation
American Public Transit Association ISTEA Reauthorization Task Force, Chair, John Bartosiewicz, General Manager, Transit Authority Fort Worth, Texas
City of New Orleans, Deputy Chief Administrative Officer, Cedric Grant
Louisiana Department of Transportation Secretary, Frank Denton
Port of New Orleans Planning and Engineering Department, Director, Pat Gallwey
Louisiana Associated General Contractors, Representative, Ken Naquin
Extension of I-49, Dr. Kam K. Movassaghi, Department of Civil Engineering, University of Southwestern Louisiana
New Orleans Regional Planning Commission, Director of Planning, Jim Harvey
Arkansas State Highway and Transportation Department, Director, Dan Flowers
"I-69 Coalition" Greater Housing Partnership, Vice President, Roger Hord
Mississippi DOT Director, Dr. Robert Robinson
Meridian, Mississippi, Mayor, John Robert Smith
PODER, Austin, Texas, Empowerment Campaign Coordinator, Raul Alvarez
Thurgood Marshall School of Law, Texas Southern University, Grover Hankins
New York City Environmental Justice Alliance, Executive Director, Michelle DePass
Alliance for Transportation Research, Vice President for Public Policy, Judith Espinoza
Austin Texas, Office of Client Transportation Services, Project Director, Tina Janek
Community Action Agency, Brazos Valley, Texas, Chief Administrator, Dale Marisco
Shreveport, Louisiana, Mayor, Robert Bo Williams
New Orleans Trinity Counseling and Training Center, Director of Training, Orissa Arend
New Orleans Regional Transit Authority, Commissioner, Earlene Roth
San Antonio, Texas, VIA Metropolitan Transit, Assistant General Manager, Ray De Arriguanaga
Jefferson Parish DOT, Director, Pat Johnson

U.S. DOT Principals:

Assistant Secretary for Transportation Policy Frank Kruesi
Federal Highway Administrator Rodney Slater
Director of Intergovernmental Affairs Barbara Leach

Huntington, West Virginia, August 5, 1996, Economic Development, Speakers:

Congressman Nick Rahall
City of Huntington, Mayor, Jean Dean
West Virginia DOT, Secretary, Fred VanKirk
Tri-State Transit Authority, General Manager, Vickie Shaffer
Appalachian Regional Commission States, Washington Representative, Mike Wenger
West Virginia Labor Federation, AFL-CIO President, Joe Powell
Huntington Regional Chamber of Commerce, Transportation Chairman, James Casto
Summit County, Ohio, County Executive, Tim Davis
Marshall University Business School Associate Professor of Marketing and Coordinator for Transportation
Logistics, Dr. Craig A. Hollingshead
Contractors Association of West Virginia, Executive Director, Mike Clowser
Louisville Area Chamber of Commerce, Regional Economic Development Strategy Executive Director, Steven Spalding, Louisville, Kentucky
South Branch Valley Railroad, Chairman, Leo Howard

U.S. DOT Principals:

Federal Highway Administrator Rodney Slater
Assistant Secretary for Governmental Affairs Steven Palmer

Missoula, Montana, August 20, 1996, Rural Needs, Speakers:
 U. S. Senator Max Baucus
 Montana DOT, Director, Marvin Dye
 Montana Association of Counties, President, Vern Peterson, Fergus County Commissioner
 Confederated Salish and Kootenai Tribe, Vice Chair, Mickey Pablo
 Montana Logging Association, Executive Director, Keith Olson
 Montana Transit Association, President, Philip Pumphrey
 Montana Motor Carriers Association, Board Chairman, Alan Williams
 Montana Contractors Association, President, Dewey Skelton
 Montana District Council of Laborers, President, Eugene Fenderson
 Montana Farmers Union, President, Norman Sullivan
 Glacier Waterfront Visitors Association, Director, Don Jermunson
 Montana Chamber of Commerce, Board Member, Tom Pew
 Montana Transportation Project, Director, Paul Reichert
 Central Montana Railroad, General Manager, Carla Allen, representing American Shortline Railroad Association
 and Regional Railroads of America
 Western Transportation Institute, Director, Steve Albert
 Montana Innkeepers Association, Executive Director, Stuart Doggett
 Colorado DOT, Director of Office Policy, Carla Perez
 Colorado DOT Transportation Commissioner, Bernie Beuscher
 North Dakota DOT, Director, Marshall Moore
 North Dakota Motor Carriers Association, President, Robert Lewis, Jr.
 South Dakota DOT, Director of Intergovernmental Relations, Richard L. Howard
 Associated General Contractors of South Dakota, Executive Vice President, James R. Keyes
 Utah DOT, Executive Director, Thomas Warne
 Box Elder County, County Commissioner, Lee Allen
 Wyoming Statewide Long-Range Transportation Steering Committee, Chairman, Bob Wyatt
 Coastal Chemical Inc., Executive, Peter Illoway

US DOT Principals:
 Secretary Federico Peña
 Deputy Assistant Secretary for Governmental Affairs, John Horsley

Minneapolis, Minnesota, August 23, 1996, Intelligent Transportation Systems, Speakers:
 Congressman James Oberstar
 Minnesota State Senate Transportation and Public Transit, Chair, Carol Flynn
 Minnesota DOT, Commissioner, James Denn
 Blaine, Minnesota, Mayor, Elwyn Tinklenberg
 Arrowhead Regional Development Commission, Transportation Planning Division Director, Gary Tokin
 Duluth Transit Authority, General Manager, Dennis Jensen
 Metropolitan Council (Minneapolis), Transportation Director, Natalio (Nacho) Diaz
 Wisconsin DOT, Secretary, Charles Thompson
 Transportation Development Association of Wisconsin, Executive Director, Philip J. Scherer
 Minnesota AFL-CIO, President, Bernard Brommer
 Minnesota DOT Scenic Byways Program, Dennis Adams
 Hennepin County, Minnesota, Commissioner, Mark Andrew
 Intertribal Transportation Association, Executive Director, Ken Webster
 University of Minnesota, ITS Institute Director, Dennis Foderberg
 Minnesota DOT, Intelligent Transportation Systems Program Director, James Wright
 Bechtel Corporation, Washington, DC., Infrastructure and Transportation Manager, Edith Page
 Orbital Sciences Corporation, Germantown, Maryland, Business Development Vice President, Lawrence Schulman
 Maryland DOT, former State Highway Administrator, Hal Kassoff
 Minnesota Guidestar, Executive Committee Co-Chairman, Richard Braun
 University of Minnesota Center for Transportation Studies, Director Designate, Gerard McCollough
 Hubert Humphrey Institute, Director of State and Local Programs, Lee Munnich
 Transportation Research Board, Washington, D.C., Executive Director, Robert E. Skinner, Jr.
 3M, St. Paul, Minnesota, Intelligent Transportation Systems Director, Charles G. Sprado

U.S. DOT Principals:

Deputy Secretary Mortimer L. Downey
Research and Special Programs Administrator Dharmendra Sharma
ITS Joint Program Director Christine Johnson
Deputy Assistant Secretary for Governmental Affairs John Horsley
Bureau OfTransportation Statistics Deputy Director Robert Knisely

Providence, Rhode Island, September 9, 1996, Livable Communities, Speakers:

U. S. Senate Environment and Public Works Committee, Chairman, Senator John H. Chafee
Rhode Island, Governor, Lincoln Almond
City of Providence, Mayor, Vincent Cianci
AAA South Central New England, Vice President for Corporate Affairs, Robert Murray
Rhode Island Public Transit Authority, Chair, Anna Prager
National Corridors Initiative, President and CEO, James Repass
Rhode Island Historic Preservation and Heritage Commission, Deputy State Historic Preservation Officer, Ted Sanderson
Metropolitan Area Planning Council, President, William (Buzz) Constable, Boston, Massachusetts
International Association of Chiefs of Police, Highway Safety Chairman, Earl Sweeney, Concord, New Hampshire
New England Passenger Transportation Association, President, David Lee, General Manager, Connecticut Transit
Connecticut DOT, Policy and Planning Bureau Chief, Richard Martinez
Boston Public Works, Division Engineer, Gordon Barnes
Ministerial Road Preservation Association, Vice President, Kate O Malley, Wakefield, Rhode Island
Town of Washington, Connecticut, First Selectman, Alan Chapin
Massachusetts Turnpike Authority, Board Member, Ann Hershfang, Founder Walk Boston
East Hartford, Connecticut, Mayor, Robert DeCrescenzo
Rhode Island School of Design, School of Architecture and Design, Dean, Michael Everett
Stull & Lee, Inc., Vice President and Architect, David Lee, Boston, Massachusetts
Greater Portland Transit District, General Manager, Sarah deDoes
Conservation Law Foundation, Senior Attorney, Steve Burrington, Boston, Massachusetts
Vermont Agency OfTransportation, Chief Policy Analyst, Barry Driscoll

U.S. DOT Principals:

Associate Deputy Secretary Michael Huerta
Federal Transit Administrator Gordon Linton
Deputy Assistant Secretary for Transportation Policy John N. Lieber
Federal Railroad Associate Administrator for Policy Sally Hill Cooper
Deputy Director of Congressional Affairs Nadine Hamilton
U.S. Environmental Protection Agency:
Mobile Air Sources Director Margo Oge

St. Louis, Missouri, September 18, 1996, Planning Process, Speakers:

City of St. Louis, Mayor, Freeman Bosley, Jr.
Missouri Highway and Transportation Department, Chief Engineer, Joe Mickes
East-West Gateway Coordinating Council, St. Louis, Executive Director, Les Sterman,
St. Louis Regional Commerce and Growth Association, President, Richard Fleming
The Livable Communities Campaign, St. Louis, Treasurer, Tom Purcell
American Consulting Engineers Council, Sverdrup Corporation Vice President, James K. Van Buren, Maryland Heights,
Missouri
Iowa DOT Director, Darrel Rensink, President-elect, American Association of State Highway and Transportation
Officials
Mississippi River Parkway Commission, National Chairman, Charles Dean, Cleveland, Ohio
Detroit, Michigan, Deputy Mayor, Nettie Seabrooks
Mid-Ohio Regional Planning Commission, Executive Director, Bill Habig, Columbus, Ohio
Transportation Trades Department, AFL-CIO, Amalgamate Transit Union, Associate Counsel, Chris Tully
Association of Metropolitan Planning Organizations, Chairman, Buddy Villines, Pulaski County Judge, Little Rock,
Arkansas
Amtrak President, Thomas Downs
American Association of State Highway and Transportation Officials, Sandra Straehl, Chief of Program and Policy
Analysis, Montana Department of Transportation
Surface Transportation Policy Project, Executive Director, Hank Dittmar, Washington, DC.

Transit Authority of River City, Louisville, Kentucky, Executive Director, J. Barry Barker
American Planning Association, T. Joseph Marking, AICR Senior Transportation Planner, Booker Associates, Inc.
Texas DOT, Deputy Executive Director for Transportation Planning and Development, Robert Cuellar
Arkansas Transit Association, Executive Director, Ann Henderson Gilbert
National Association of Development Organizations, Vice President, Richard Cavender, Executive Director, Meramec
Regional Planning Commission, Rolla, Missouri
Institute of Transportation Engineers, Steven B. Gayle, Binghamton Metropolitan Transportation Study, Binghamton,
New York
Missouri Motor Carriers Association, Director of Public Affairs, Chris Buruss

DOT Principals:

Deputy Secretary Mortimer L. Downey
Federal Transit Administrator Gordon Linton
Deputy Federal Highway Administrator Jane Garvey
Deputy Assistant Secretary for Governmental Affairs John Horsley
Director of Bureau of Transportation Statistics Dr. T.R. Lakshmanan

Miami, Florida, September 25, 1996, Global Economy, Speakers:

Metro Dade County Commission, Katie Sorenson
Florida Department of Transportation Secretary, Ben Watts
Florida MPO, Advisory Council Chairman, Scott Paine, Councilmember City of Tampa
Transportation Workers Union of America, Local 29 I President, Ed Talley
City of Atlanta, Georgia, Mayor, Bill Campbell, Chair, U.S. Conference of Mayors Transportation Committee
Palm Beach County, Florida, Commissioner, Carol Roberts, Chair, National Association of Counties Transportation
Committee
Georgia DOT, Director of Planning and Programming, George Boulineau
Dade County Expressway Authority, Executive Director, Servando Parapar
HARTline, Tampa, Florida, General Manager, Sharon Dent
Florida Transportation Builders, Chapter President, Bob Burleson
Former Florida Secretary of Commerce, Charles Dusseau, Americas Group
Border Trade Alliance, Co-Chair, Dr. Donald Michie, El Paso, Texas
NC Global Transpark Authority, Representative, Mark C. Cramer
Greater Miami Convention & Visitors Bureau, Chief Operating Officer, William D. Talbert
Metro Dade County Transit Agency, Director, Chester E. Colby
Port of Miami, Director, Carmen Lunetta
Miami International Airport, Director, Gary Dellapa
Metropolitan Planning Organization for the Miami Urbanized Area, Director, Jose Luis Mesa

U.S. DOT Principals:

Secretary Federico Peña
Deputy Federal Maritime Administrator Joan Yim
Deputy Assistant Secretary for Governmental Affairs John Horsley