

Conference Overview

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The need for a Conference on Transportation Issues in Large U.S. Cities was identified by practicing transportation professionals and officials who found that an organization that could focus solely on transportation issues of large cities was needed. They created the National Association of City Transportation Officials (NACTO), a group that represents 10 cities and is dedicated to open exchange of information, the solving of common problems, and the sharing of best practices.

Support for the conference also came from officials in the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) who believe that the concerns of central cities are critical to the national and global economy and that traditional federal relationships do not necessarily provide an opportunity for optimum communication with city officials. (For highways, the primary relationship is between FHWA and the states; for public transportation, the relationship is between FTA and transit service providers.) Whereas the establishment of several metropolitan U.S. Department of Transportation (DOT) offices has helped improve communications, the concept of a focus on large city issues was welcomed by both agencies, which provided funding for the conference.

Additional conference support came from leaders of the Transportation Research Board (TRB), which believed that a large city focus was missing from its current structure and agenda. TRB agreed to host the conference and provided staff support to organize and manage it.

Since the conference would deal with the issues of transportation in central cities, location in the business district of a central city was desired. Detroit was chosen as host city, and a downtown location was selected. This allowed the participants to view current day central city transportation systems and concerns and to hear from local officials directly on issues and trends. The city of Detroit provided outstanding facilities and logistical support.

A Steering Committee was established to guide the direction and preparation of the conference. Members were selected from central cities, states, academia, and national organizations; transit operators and consultants as well as liaison members from federal agencies were included. A membership list is included in these proceedings.

The Steering Committee established the three key conference objectives:

- Identify common problems, issues, and emerging opportunities.
- Facilitate information exchange on strategies that integrate social, economic, and environmental benefits for addressing the problems, issues, and emerging opportunities.
- Identify and advance a research agenda and an action agenda that include specific activities to develop, demonstrate, and continue information exchange to improve the state of the art in planning, finance, implementation, operation, and maintenance of the nation's largest metropolitan areas.

The primary focus of the conference was to be on the transportation issues of the 14 central cities in the 12 largest metropolitan areas in the United States: New York; Los Angeles; Chicago; San Francisco; Philadelphia; Detroit; Boston; Washington, D.C.; Baltimore; Dallas; Fort Worth; Houston; Miami; and Atlanta. Officials from other large cities were also invited.

The Steering Committee also recommended that the conference develop information on at least three themes:

- Identify the costs of bringing the physical infrastructure to a state of good repair. Discuss the implications of repairing facilities versus building new facilities.
- In the rebuilding of old facilities, the mistakes of the past should not be repeated. What are the opportunities for redevelopment?
- Operations and maintenance costs and activities are becoming more critical since we cannot build many new facilities. What are the operations and maintenance issues? How can cities respond to this challenge?

Six resource papers were commissioned to address specific topics of central cities. They were made available to conference participants before the conference and are included in these proceedings. The authors and titles of the papers are as follows:

- Peter Dreier, "Trends, Characteristics, and Patterns in Urban America";
- Regina Armstrong, "Economic and Social Relevance of Central Cities in the Nation's 12 Largest Urban Regions";
- Henry Peyrebrune, "Institutional and Governance Issues for Large Cities in Transportation";
- Joseph Giglio, "Financing";
- David Schulz, "Urban Transportation System Characteristics, Condition, and Performance"; and
- Elizabeth Deakin, "Transportation and Central Cities: Environment and Quality-of-Life Issues."

The conference was held June 28–30, 1998, with 92 registrants providing an excellent balance of representation among central cities, states, metropolitan planning organizations (MPOs), and transit providers. This balance allowed the six workshop groups to have multiple representation from each type of organization, thereby facilitating the exchange of ideas. Additional representation at the conference came from academia, national organizations, consultants, and federal agencies. A copy of the conference agenda and list of registrants is included in these proceedings.

The conference was organized on the basis of the areas that the Steering Committee recommended be examined. Following the keynote address by Detroit Mayor Dennis Archer, the first session provided background information on

- The current situation in large cities;
- The importance of large cities in the local, national, and global economy; and
- Current transportation issues.

The remainder of the conference included workshop sessions dealing with the three objectives. Before each workshop session, a reporter presented a summary of the resource

papers as the papers related to the particular objective. At the end of each of the three workshop sessions, a plenary session was held at which the workshop chairpersons presented the results of the workshop discussions.

This overview presents the highlights of the conference. Whereas the conference proceeded through three steps that corresponded to the conference objectives, this overview combines the sequential process into the major issues raised during the conference. For each major issue, the challenges and opportunities raised by the participants are presented. The strategies or actions developed for each issue are included.

Checklists, which cities can review and accomplish either individually or in cooperation with other agencies, are identified. Finally, research needs are presented for a number of issues. Research needs are created for review by the federal agencies, TRB, the American Association of State Highway and Transportation Officials (AASHTO), NACTO, the Association of Metropolitan Planning Organizations (AMPO), the American Public Transit Association (APTA), the Institute of Transportation Engineers (ITE), and other national organizations.

The conference leaders requested that participants develop action and research agendas for seven specific issues. Action and research agendas are also presented for a number of other issues that were raised during the conference.

SETTING THE STAGE: CHALLENGES AND OPPORTUNITIES FOR CENTRAL CITIES

The conference was opened by introductory remarks from

- Gloria Jeff of the Federal Highway Administration;
- Michael Winter of the Federal Transit Administration; and
- Elliot Sander, conference chairman.

Five presentations set the stage for the discussion of transportation issues in large central cities. The opening session presentations were followed by a panel discussion of city transportation officials, who transitioned from general stage-setting to the specific transportation issues to be discussed in the following 2 days.

The five stage-setting presentations were by

- Dennis Archer, Mayor of Detroit and keynote speaker;
- Peter Dreier, Occidental University;
- Regina Armstrong, Urbanomics;
- Roy Roberts, General Motors; and
- Gloria Jeff, Federal Highway Administration.

All the presentations examined both challenges and opportunities for central cities. Mr. Dreier summarized the situation, stating, "There are contradictory trends in America's large cities, both different cities, some on the upswing, some on the downswing, and within cities themselves and in the metropolitan areas, both optimistic and pessimistic trends. The problems facing American cities are basically a mirror image in geographic terms of the larger trends facing the nation, a widening disparity of income, persistent racial segregation, and increasing concentration of poverty."

Challenges for Central Cities

The challenges for central cities are well documented in the first two resource papers. Among them are the following:

- Central city per-capita income as a percentage of suburban per-capita income fell in the past decade.

- The poverty rate in central cities and inner suburbs went up even during a time of economic prosperity.
- The increasing concentrations of poverty lead to social, criminal, and behavioral issues.
- Increasing geographic segregation of the poor is intertwined with increasing racial integration.
- We have seen increasing economic disparities between regions and metropolitan areas of the United States during the past decade.
- Political isolation of the cities in terms of voter representation and congressional representation has increased.

Opportunities for Central Cities

Many examples of central city revitalization have been reported in the national media and attributed to new political leadership, partnerships with private industry, and regional cooperation. For example, Detroit is undergoing a renaissance described by Mayor Archer and emphasized by Mr. Roberts with the commitment of General Motors to relocate its world headquarters to downtown Detroit. We are seeing the emergence of community development organizations operating in partnership with private industry.

The economic importance of the 12 urban regions and the 14 central cities is indicated by the following:

- The 12 urban areas comprise 3 percent of the land, contain about one-third of the jobs, and produce 45 percent of the gross domestic product, testifying to the productivity advantages of urban regions.
- In central cities, the demand for employment has outstripped the supply of resident workers, leading to an increase in commutation from 1990 to 1996.
- There is a transfer of about \$160 billion in earnings of suburban workers in the 14 central cities, representing 18 percent of the labor payments and about 15 percent of the income of suburbanites.
- Central cities serve as command posts for multinational businesses, managers of global financial markets, and providers of advance corporate services.
- Central cities are centers of culture, art, fashion, and entertainment with a strong tourism draw. They serve as world-class office centers and centers of world government. (See Ms. Armstrong's paper for details.)

Mayor Archer commented:

Our challenges are great. Every major city faces financing, infrastructure, employment and training, and political issues inherent in the management of transportation systems that involve numerous cities and towns. The difficulties of large cities are rooted in our constant challenge to maintain our tax bases and also grow in the face of social trends and government policy that seem to benefit the suburbs more than the city. . . .

We're proving in Detroit that the futurists underestimated the resiliency and appeal of big cities. They also missed the call on the potential for an alliance between major cities, older suburbs, and the rural areas on the issue of urban sprawl. . . . In addition the futurists have underestimated forces such as the global economy, which requires us to think of ourselves as part of a region rather than an individual community. . . . Thoughtful leaders now recognize that the economic destinies of both cities and suburbs are completely interdependent. . . . Because Detroit is the center of the region, investment in Detroit translates directly into more prosperity for the region.

Gloria Jeff discussed the opportunities for central cities under the recently passed Transportation Equity Act for the 21st Century (TEA-21) legislation. She commented on how the conference was being held at an opportune time because DOT was beginning to

gather comments on how to implement TEA-21 programs and that this conference could serve as one of the communications to DOT. The focus in Washington, according to Ms. Jeff, will be on a one-DOT concept rather than a number of independent holding companies, and this move should be positive for central cities.

Ms. Jeff emphasized that FHWA and FTA recognize the importance of central cities to the national and global economy and they understand the challenges and opportunities discussed at the conference. "We are focusing on outcomes rather than processes as we look toward solutions," she said. "And as we look toward the 21st century and the road ahead, central cities will be the engines of tomorrow. They were the engines of the past and of today. We need . . . to recognize that we have to continue the renaissance that we are experiencing from an economic standpoint and continue to make transportation a vital element of it."

Following the presentations, there was a panel discussion with Francis Banerjee, Los Angeles Department of Transportation; Al Martin, Detroit Department of Transportation; Tom Walker, Chicago Department of Transportation; and Mr. Dreier and Ms. Armstrong. The discussion brought out issues relating to both challenges and opportunities for transportation to deal with the broader social, economic, and political issues raised in the papers. Among the key points were the following:

- There is a need to look at intermodal and multimodal opportunities relating to freight, tourism, and the global economy. Airports and ports must be part of the equation.
- We must develop and bring to a state of good repair the existing infrastructure in our central cities, not at the expense of our suburban areas but in conjunction with planned development.
- Transportation can strengthen the inherent economic advantages of central cities by improving the linkages to the suburbs, the public transportation systems within cities, the connectivity between major urban regions using high-speed rail systems, direct public transportation access to airports, and the transportation services that make the central city a 24-hour-a-day operation.
- Transportation officials should work cooperatively with local media representatives to help improve the public image of cities and draw attention to major public policy issues, such as the condition of the infrastructure and the economic consequences of a dysfunctional transportation system.
- Transportation resources in central cities are scarce; most of the money is going toward maintenance and operation. We need to build a constituency for more funding, which will allow an expansion of the infrastructure. The efficiency, environmental, and equity arguments presented previously for central cities can also be used for transportation to help build the case for funding.

From these presentations and the ensuing discussions, a number of precepts can be stated to guide the discussion on transportation:

1. Cities do not exist in isolation; they provide important linkages to the inner and outer suburbs and to state, multistate, national, and global economies.
2. Opportunities for regional governments are limited, but models for regional cooperation should be pursued—including creating a linkage between community development organizations and regional forums.
3. Cities are very different from one another. They have different economies, strengths, and weaknesses, and one-size solutions do not fit all.
4. Cities are natural competitors for economic development, but they can cooperate in their mutual interest through national and regional organizations.
5. Problems of central cities are not primarily economic or social, but political. The increasing political isolation of central cities should be a major focus of local political and business leaders.
6. There is a growing recognition that the fate of suburbs is tied to the fate of the central city, and this reality can be used to level the playing field at the federal level and to deal with

the issue of political isolation. There are efficiency, environmental, and equity arguments for increased regional cooperation.

7. The transportation infrastructure is a major competitive advantage of central cities.

8. The Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA) and TEA-21 are outstanding examples of federal programs that foster regional cooperation.

SUMMARY OF RESOURCE PAPERS

Before each workshop session, summary presentations were made on how the resource papers deal with specific objectives of the conference. Three reporters were selected from the Steering Committee to make the presentations, and their remarks are summarized in this section. (Their complete presentations are published later in these proceedings.)

Problems, Issues, and Emerging Opportunities

Michael Meyer of Georgia Tech University presented a summary of the problems, issues, and emerging opportunities examined in the six resource papers. The papers start from a common point: central cities remain the key to regional and national productivity, growth, and competitiveness; they anchor the attractiveness of the urban region.

Mr. Meyer stated a number of challenges from the resource papers, many arising from changing demographics. Among the challenges were the widening gap in income and wealth, the different economic health of different regions and cities, labor force and job location issues, different fiscal abilities of central cities and increased geographic segregation, the political isolation of cities, the fragmentation of transportation institutions, the condition of the infrastructure (including congestion), the connectivity of transportation to global and national economic markets, and financing issues (including backlogged capital investment in transit).

Mr. Meyer also noted a number of opportunities that were cited in the resource papers, including the competitive advantage of cities, the community-building efforts under way in some cities, the diversity of the population, increasing corporate citizenship, the recently passed TEA-21 legislation, innovative financing techniques, and the renewed interest in regional cooperation.

Strategies and Best Practices

Doug Wiersig of Houston Transtar, the city of Houston, presented a summary of the resource papers on strategies and best practices. He commented that the papers generally did not present specific strategies, since that was the purpose of the conference. The papers show that there is no one strategy that fits all cities. In developing strategies, there is a need to consider the interrelationship between the social, economic, and environmental issues as well as the competition between the cities. Strategies must factor in the trade-off between capital funding and funding for operations and maintenance, and the need to be intermodal and multimodal in scope.

Finally, strategies should be outcome-based, so that the decision makers and the public know what they are getting. Mr. Wiersig discussed trade-offs of social issues and economic and environmental factors when developing strategies, using traffic-calming strategy as an example. He also discussed the Houston Transtar program, which has a multiagency center to manage all transportation operations and is an example of a successful effort to deal with all these trade-offs.

In the final analysis, the successful strategy must have political support, and the agency implementing the strategy must have the management capability to achieve the objectives of the strategy.

Research Agendas

The third summary presentation was by Brigid Hynes-Cherin, BHC Transportation, concerning action and research agendas. Again, the presenter noted that the resource papers were more for background and raising issues rather than proposing specific actions or research ideas. A number of action and research ideas, however, were identified.

Many of today's problems in central cities, for example, are the result of federal programs. Actions to address these problems and create a level playing field include the following:

- Promoting metropolitan cooperation and strengthening the ties between regional development and community-building,
- Undoing the antiurban bias of existing policies,
- Strengthening the capacity of metropolitan areas to address their own problems,
- Reducing inequality and deconcentrating poverty,
- Improving physical and social conditions in urban and inner suburban neighborhoods, and
- Reducing political isolation of cities and urban constituencies.

Ms. Hynes-Cherin indicated that cities need to become more skilled in such actions as using innovative financing strategies; developing alliances with suburban communities; administering federal housing, workforce development, welfare reform, and land use planning programs at the metropolitan level; administering continual investment in the transportation infrastructure; and collecting data that differentiate the central city from other jurisdictions.

Research ideas contained in the resource papers include evaluating the interrelationships between the different transportation strategies (for example, the interrelationship between traffic calming and sustainable development) and the effect of different institutional arrangements on the performance of the transportation system.

RESULTS OF CONFERENCE: CHALLENGES, OPPORTUNITIES, ACTION, AND RESEARCH AGENDAS FOR THE MAJOR ISSUES

Financing for Central City Transportation Systems

Within central cities there is a continual struggle to finance transportation projects and programs. Cities rely on a number of funding sources, including federal and state programs and, in some cases, regional and local financing programs. In addition, some cities have been successful in obtaining increased funding by using innovative financing methods and nontraditional funding sources and techniques.

Challenges

A number of challenges were identified: lack of total resources for transportation, equitable allocation of current federal and state resources to central cities, funding programs that are inconsistent with central city priorities because of modal or programmatic restrictions or legislative earmarking of projects, fragmentation of funding sources, declining capacity of central cities to raise their own funding, deteriorating infrastructure due to lack of funding, the high cost of maintaining and reconstructing existing facilities and providing mobility improvements to the central city transportation infrastructure (current funding levels are probably insufficient), inequity of funding allocations in federal and state programs between rural and urban areas, lack of operating and maintenance funding for transit systems, and proper funding of operations and maintenance to avoid higher costs in the future.

Infrastructure conditions and costs in older suburbs may compete with central city needs since suburban construction was generally to lower standards than original city infrastructure construction and will need replacement more rapidly.

Central city transit systems are deteriorating while funding for transit is going to expanding suburban systems.

Because of the political isolation of central cities and the increase of congressionally earmarked funding, cities are not getting their fair share of federally earmarked funds.

Rebuilding the infrastructure in central cities is very expensive, given the urban environment with utility relocation, maintenance of traffic programs, and amenities tied to mitigating project effects.

Opportunities

Different methods and techniques are available for financing transportation, including commuter taxes, impact fees, parking fees, event fees, roadway pricing, and preferential tax increment financing. Other opportunities include higher funding levels in TEA-21 and new programs such as job access programs and innovative financing provisions; use of performance arguments instead of political arguments to increase funding levels; use of intermodal, multimodal, and regional benefits of viable central cities and global economy arguments that are evident in central cities to expand and restructure funding programs; and use of nontraditional, nontransportation programs to fund transportation projects and programs (i.e., social service programs).

Checklist

- Evaluate the potential of value pricing, impact fees, event fees, tax increment financing, tax abatements, benefit assessment districts, value capture, and other methods of developer-financed improvements to increase the total transportation funding pot.
- Develop procedures for pooling funds and/or combining fund sources among several agencies to advance regional and city projects.
- Review the relative advantages of sales, property, and gasoline taxes for transportation and develop a public education program on the benefits and uses of these sources for transportation.
- Develop fare policies that reduce administrative costs and increase use.
- Pursue Congestion Mitigation and Air Quality (CMAQ) and enhancement funding to meet local goals.
- Look at programs from the Department of Labor and the Department of Health and Human Services for transportation funding.
- Review the way that states finance transportation projects, including any restrictions in state laws that limit state flexibility to participate in or match funds for city projects; also review the potential for using state toll revenues for city projects.
- Begin planning for the next transportation reauthorization bill to broaden the flexibility for funding use; consider transportation funding versus highway and transit funding, and leveling the playing field between highways and transit concerning income tax rebates.
- Evaluate the potential for collecting tolls from single-occupant vehicles in high-occupancy vehicle lanes, the so-called HOT lanes.

Research Agenda

- Prepare a summary of stories of central cities that have been successful in revitalizing their economic and social situation. Describe the role of transportation in this revitalization

and how transportation was financed. Pittsburgh, Cleveland, and Detroit were mentioned as starting points for the effort.

- Prepare a compendium of available financial techniques for financing transportation in central cities and document both successes and failures.

How To Make the MPO Process Work for Central Cities

There are many different MPO structures in the country and many different ways in which cities participate in the various MPOs. The conference participants felt that the role of the central city in the regional and local planning efforts was a critical issue. TEA-21 continues the emphasis from ISTEA on the expanded role of the MPO, and the participants felt that the central city should play an important role in the MPO—not only to meet federal requirements but to address regional and local planning issues.

Challenges

- Lack of cooperation and coordination at the regional level for improving the infrastructure; dealing with sprawl and with the integration of systems, including coordination of land use and transportation planning.
 - Lack of an accepted vision of the future central city in the planning process.
 - Limited ability to add new capacity and facilities.
 - Deteriorating city public transit services.
 - Inability to handle increasing volumes of truck travel.
 - Including all factors—social, economic, and environmental—in the transportation planning process.
 - Need to look at issues on an intermodal or multimodal basis.
 - Redefining the role of facilities, especially highways in central cities. Is maximum throughput still the proper objective? Or do quality-of-life issues—different travel patterns and purposes and livable cities concerns—dictate a different approach to highway planning and design?
 - A lack of data across the board that relate directly to the central city and that differentiate the central city from other jurisdictions in the region.
 - Decisions based on local concerns, not necessarily regional concerns in some MPOs.
 - Transportation performance measures that need to be expanded to include issues important to central cities, such as economic development, community livability, and emergency response.
 - Limited financial resources for MPOs to do all that is desired.
 - The weakness and ineffectuality of some MPOs.

Opportunities

- Use life-cycle cost benefit analysis when planning new facilities.
- Include consideration of pedestrians and bicyclists in the planning and design of transportation facilities and services to improve the quality of life, reinforce neighborhood structure and connections, and reduce the pressure on other transportation systems.
 - Share best practices and success stories among cities.
 - The new generation of transportation professionals have a broader understanding of the need to integrate transportation into the community-based landscape.

Other opportunities include the development and integration of new technologies such as intelligent transportation systems (ITS); new transportation practices such as management systems, performance-based programs, and preventive maintenance programs that have pos-

itive future implications for transportation systems; needs-based versus equity or fair-share funding analyses within the MPO process; new performance measures that are customer- or user-based as opposed to facility-based; new roles for the metropolitan offices of the federal transportation agencies; and restructuring of fragmented transportation bureaucracies and increasing communication and cooperation.

Checklist

- MPOs should have a commonly accepted vision for the future of the central city incorporated into the planning process, and programs and funding should be geared to achieving that vision.
- Emphasize transit-oriented designs when planning new developments or redevelopment projects.
- Build coalitions with older suburbs to emphasize infrastructure renewal and maintenance of existing facilities before expanding the infrastructure to outer suburbs.
- Strengthen the role of the MPO by involving the transit operators in the process and by having the MPO set priorities for critical issues through a negotiated annual work program.
- Review the current MPO structure to ensure adequate city representation. If the MPO operates on a consensus, city voting membership may be sufficient. If the MPO uses majority voting, proportional membership should be explored.
- Consider the management and reuse of the existing transportation assets before pursuing new developments that need new transportation infrastructure.
- Create a linkage between planners, developers, housing specialists, social service specialists, waste managers, police, and other groups affected by transportation projects to encourage the connection between transportation planning and land use planning.
- Use geographic information systems (GIS) at the parcel map level as a tool for planning.
- Develop performance measures tied to user concerns with outcome parameters that can be understood by users and decision makers.
- Conduct ongoing customer satisfaction surveys and benchmark performance.
- Reevaluate the planning time frames to emphasize more short-term activities related to customer and stakeholder needs to increase customer and user interest in the planning process.
- Initiate proactive programs to seek out the needs of businesses to develop a cooperative process toward project development.
- Consider “life-support” systems such as day care, health care, and senior care in the transportation project process in central cities.
- Develop partnerships with community groups, environmental groups, social agencies, and public safety groups.
- Meet with neighborhood organizations and communicate with neighborhood newspapers on issues involving the neighborhood.
- MPOs should build up staff capability in financial analysis techniques and knowledge of the various financial methods so that they can be effective brokers.
- MPOs should document the economic importance of central cities within the region and the state, then develop methods to convey this information to leaders in the region.

Research Needs

- Conduct research on the various MPO structures currently in existence and the various relationships and roles for the central city within the MPO. Review MPOs that have undergone structural changes in the past few years and assess what has worked and what has not, especially from the central city standpoint. Contrast MPOs that have undergone recent change with some of the more stable MPOs; again, assess the situation from a central city standpoint. The review should include best practices for dealing with voting practices, pro-

grams to increase participation in the planning process, methods of suballocation of funding, the use of broad-based committees to address issues, the incorporation of freight planning issues, combining land use and transportation planning within the same agency, special outreach techniques for minority and ethnic groups, and methods to handle issues in multi-state urban areas.

- Conduct research on the benefits of coordinated land use and transportation planning.
- Develop tools for evaluating nontransportation effects and measures on a project-by-project basis, including the concerns of the various stakeholder groups in central cities.
- Develop new methods to relate the economic benefits of projects to the customers and stakeholders, especially at the neighborhood level.
- Identify the tools and institutional capabilities needed to provide MPOs with greater ability to leverage development and transportation connections.
- Evaluate metropolitan areas such as Dallas that have a consortium of government and nongovernment groups beyond the MPO. Do these groups deal with central city issues more effectively? What are the best practices in these types of organizations?

How To Improve Maintenance and Operations Practices in Central Cities

Maintenance and operations programs are especially critical to central cities for a number of reasons: many cities have older facilities requiring increased maintenance, there are limited opportunities and funding for building new facilities within central cities, research is proving that preventive maintenance programs are very cost-effective, and the availability of new technology can increase the effectiveness of operations and maintenance programs.

Challenges

- Lack of dedicated funding for maintenance and operations programs.
- Funding insufficient to prevent deterioration.
- Lack of operating and maintenance funding for transit operations.
- Inability to handle growing volumes of truck travel.
- Lack of pavement and bridge management systems at the local level.
- Backlog of facilities not in a state of good repair and not receiving preventive maintenance.
- Fragmentation of responsibility for maintenance and operation, and lack of agreement between the various jurisdictions.

Opportunities

- Increased flexibility in TEA-21.
- Development and integration of new technologies, such as ITS, toll collection systems, and fare collection systems.
- New transportation practices, such as pavement and bridge management systems, performance-based programs, and preventive maintenance programs.
- New approaches to funding infrastructure maintenance, such as sinking funds and dedicated sources.

Checklist

- Focus public attention on the importance of maintenance and preservation by such means as sponsoring public events highlighting maintenance achievements (e.g., ribbon-cutting ceremonies).

- Integrate capital and operating funds so that real trade-offs can be made on a cost-effectiveness basis.
- Develop performance measures and standards to help prioritize preservation and maintenance activities.
- Investigate the feasibility of dedicated revenue sources for maintenance.
- Create partnerships or cooperative agreements or consolidate responsibilities between jurisdictions for maintenance, traffic management, and competitive contracting.
- Include nontraditional groups in maintenance activities, such as adopt-a-highway programs.

Research Needs

- Continue current research on maintenance practices, including problem solving, better materials, and maintenance methods.
- Develop information on the benefits of proper maintenance and operations and examine how the benefits can be portrayed to political leaders and the public.
- Research the benefits of ITS in central cities; examine the positive and negative effects.
- Develop a report on best practices for managing utility cuts and integrating utility cut programs with transportation infrastructure programs.
- Conduct research on how traveler information influences travel behavior and examine the benefits to nontransportation agencies, such as police and emergency services.

How To Deal with Congestion in the Central Business District

A subset of the preceding issue that is unique to large central cities is how to deal with congestion in the central business districts (CBDs). Congestion in CBDs is viewed as both a positive factor (if the CBD were not viable, there would not be congestion) and a negative factor (people and businesses will avoid CBDs because of the congestion).

Challenges

Many of the previously listed challenges of fragmentation, funding, maintenance, infrastructure deterioration, and operation are evident in dealing with CBD problems. The statement, “We cannot build our way out of congestion” is especially relevant in CBDs. Other challenges include coordination of CBD transportation programs with other city programs, involvement of the private sector in the redevelopment of the CBD, the location of existing freeways, and lack of an agreed-upon definition of congestion and methods to measure all dimensions of congestion.

Opportunities

Again, many of the opportunities previously cited are available for programs within the CBD. They include

- Considerations for pedestrians and bicyclists in the planning and design of transportation facilities and services to improve the quality of life, reinforce neighborhood structure and connections, and reduce the pressure on other transportation systems;
- The integration of housing programs with CBD redevelopment; and
- The resurgence of central cities for such efforts as niche housing, cultural centers, and global economic centers.

Checklist

- Investigate implementation of traffic-calming plans in CBDs.
- Develop real-time information systems for travelers using information from ITS, not only for public transit systems but also for automobile and truck drivers to reroute travel around congestion areas.
- Develop a program to regulate the use of curb space to achieve transportation goals.
- Design major activity centers to be more accessible to pedestrians and transit systems.
- Promote intermodalism and intermodal solutions that include seamless transfers.
- Investigate tax incentives to guide redevelopment and include transportation amenities.

Research Needs

Prepare a “toolbox” or best practices document that presents the various traffic demand management (TDM) and traffic system management (TSM) strategies that are being used or have been tried in CBDs. What is the benefit-cost relationship of the various TDM and TSM strategies? What are the institutional, technical skills, or other barriers that inhibit the implementation of beneficial strategies? Items studied should include but not be limited to bus storage facilities, use of buses in nonpeak periods, bus priority streets and signals, effect of fare policies, effectiveness of enforcement strategies, real-time congestion measurement, and freight delivery strategies. Best practices should include the Seattle bus tunnel, the Boston Red Line park-and-ride, and the Fort Wayne Mixmaster reconstruction.

Other elements of the research agenda included the following:

- Conduct research on the relationship between CBD density and vehicle miles traveled. What level of congestion is tolerable in a viable CBD? How can cities manage congestion and a viable CBD through land use and transportation programs?
- Do transportation management associations in CBDs work? What are the best practices?
- How can congestion pricing help central cities address congestion and raise revenues? What are the equity issues and how can they be handled?
- How can curb space be regulated or controlled to help manage CBD congestion? What is the effect on the demand for curb space by goods movement vehicles, delivery vehicles, buses, sanitation trucks, private vehicles, and pedestrians? How effective are the various parking programs and strategies?
- Study the economic effects of automobile restraint policies on CBDs.
- What would be the effect of equalizing the transit commute tax benefits with the parking tax benefits?
- Conduct research on the effects of programs and initiatives by local governments on location decisions by the private sector. How can these programs be integrated with transportation programs?

How Can Relationships Between Central Cities and States and Between Central Cities and the Federal Government Be Improved?

The central city depends on funding and support from both the state government and the federal government. The ability of central city transportation officials to participate in state and federal planning and policy decisions varies among cities, and there is a desire among city transportation officials to have greater consistency and more cooperative actions. In addition, there is a desire on the part of city officials to have a closer working relationship with state and federal officials.

Challenges

- The relationships between the central city and state governments vary greatly among states in terms of funding programs, jurisdiction, extent of state facilities in central cities, and sharing of information and responsibilities.
- There are limited opportunities for city transportation officials to participate in national transportation issues because of budget restrictions, lack of knowledge of opportunities, and time pressures.
- Some states have a tendency to micromanage projects in central cities.
- The political environment also creates challenges.

Opportunities

- TEA-21 provides new opportunities for central city participation.
- Cooperative arrangements, such as NACTO, also provide new opportunities for participation.
- Existing organizations such as TRB, AASHTO, and ITE have expressed interest in aiding central city transportation officials.
- FHWA and FTA have supported efforts for better coordination by creating metropolitan offices for transportation.

Checklist

- Support and strengthen a unified national voice for cities (NACTO).
- Ensure adequate representation of cities on MPO boards.
- Encourage central city participation in the congressionally mandated TEA-21 studies, including the study of the effectiveness of the participation of local elected officials in transportation planning and programming.
- Cities should examine their internal institutional and governance structures to ensure coordination on transportation issues.
- Identify a “transportation champion” for the city.
- DOT should reexamine its metropolitan offices to establish a clear role, mission, and need for the offices and strengthen the offices wherever possible.
- Develop joint AASHTO-NACTO technical activities.
- TRB should establish a committee on transportation issues of central cities.

Research Agenda

Document the various relationships between state departments of transportation, MPOs, and central cities, and identify some best practices. How do other levels of government and state DOTs work together? What is the relationship between the governors and state DOTs? What are some of the recent changes in state DOTs and what are the implications of these changes for central cities? Which relationships are working and what makes them work—organizational factors, attitudinal factors, or something else? What is the effect of factors concerning proportional voting, consensus voting, rational prioritization processes for selecting projects, negotiated suballocations for central cities, broad-based MPO policy committees, combination of land use and transportation decision making in the same agency, collaborative problem-solving, and programs to reach out to minority and ethnic groups in central cities? The study should present an “ideal construct” for a structure to meet the needs of central cities.

Study ways and best practices to streamline state reviews of city projects. Evaluate the linkages of other federal programs that have transportation effects—such as Housing and

Urban Development and Health and Human Services programs—and develop relationships with these programs.

Lack of Good Data on Central City Transportation

The authors of the resource papers and the participants concluded that there was a lack of differentiation between data on central cities and data on regions and states. This lack inhibits the analysis of some issues. Is the transportation infrastructure in central cities in better or worse condition than the infrastructure in other parts of the region, state, and country? How do cities compare concerning the performance of the transportation system?

Challenges

- Existing national transportation databases are not set up to separate central cities' statistics from regional, state, and national summaries.
- There is some resistance to making this level of comparison.
- Regional and state databases vary in their ability to extract city-specific data.

Opportunities

- New technology in data collection, including GIS, make the differentiation of city data more cost-effective and feasible.
- The existence of the Bureau of Transportation Statistics in DOT has greatly expanded the availability and quality of transportation data.

Checklist

- Create a database on the extent, characteristics, and physical condition of the transportation infrastructure within the region, including the ability to differentiate systems in the central city as opposed to other political jurisdictions.
- Develop good information on central city freight movements to facilitate freight and intermodal planning.
- Use the Internet and GIS as resources for sharing information.

Research Needs

- What are the current best practices concerning central city databases at the city, regional or MPO, and state levels?
- What is the federal responsibility for integrating these data into the national transportation database?
- What is the institutional capacity of central cities to collect and maintain this data inventory?
- Prepare a digest of existing software available for collection and analysis of data.
- Develop definitions and standards for data on transportation in central cities that include consumer-based performance indicators and measures of the “livability” of central cities, including person-travel measures as well as vehicle measures.
- Research which data items and measures are useful for political and program decision makers in central cities.

Is Fragmentation of Transportation Responsibilities Among Different Agencies in Central Cities a Problem? How Can Coordination Be Accomplished?

The resource paper documents the different institutional and governance arrangements in eight central cities. In most cases the responsibility for transportation is spread among several agencies. Each city has a different mechanism for coordinating transportation decisions.

Challenges

- Most cities studied have different institutional and governance structures.
- Information on city transportation institutional and governance structures is limited.
- Transportation responsibilities are fragmented in most cities.

Opportunities

- Institutional and governance issues are becoming recognized as critical in the transportation profession.
- TRB is proposing research on institutional and governance issues.
- There are new models of cooperative decision making and operations in many areas.

Checklist

- Investigate establishing a central city transportation office or department in cities where fragmentation is viewed as a problem.
- Review and take appropriate steps to improve coordination between the following functions: traffic management, police and fire, parking (public and private), transit, sidewalks, taxis, emergency management systems, street maintenance, utilities, snow removal, suburban design and land use, parks, railroads, ports, airports, bridges and tunnels, special events, and community interests.

Research Needs

- Conduct research on the various models of organizations for transportation in central cities. Evaluate best practices for coordination and program delivery. What is the role of a “transportation champion”?
- What functions within city government need to be coordinated with transportation? Is there a relationship between organizational structure and system performance?
- What skills are needed by city transportation employees today and in the future? What programs are needed to provide these skills to current and future employees?

How Can the Central City Be Made More “Livable”? Can Transportation Programs with Environmental, Social, and Sustainable Development Benefits Be Integrated in Central Cities?

There is a recent trend to emphasize programs that make the central city more livable. The programs include concerns for pedestrians, bicyclists, transit, and traffic calming. Such programs are consistent with concerns for creating a sustainable environment, meeting current environmental objectives, and minimizing some of the social problems described in the stage-

setting portion of the conference. The conference participants were concerned with integrating these various programs and raising the visibility of transportation and “livable cities” on the national, state, and local political agenda.

Challenges

- Transportation is not at the top of the priority list for our political leaders, and we have not done an adequate job of making the case for the benefits of the transportation system.
- There is a lack of leadership and common vision for the future of central cities and the desired role of transportation in that vision.
- How should the concerns of stakeholders in central cities be defined and mobilized?
- How can the political isolation of central cities be overcome?
- The quest for tax dollars from new development and redevelopment tends to outweigh the concerns over the transportation effects and required mitigation.
- Development decisions are often made on the basis of “least resistance” without regard for transportation effects.

Other challenges include changing leadership and agendas, lack of adequate representation and presentation of central city issues, decisions on nontransportation programs with significant effects on transportation that were not intended or analyzed, and gated communities that increase safety and security but isolate neighborhoods.

Opportunities

When properly planned, transportation investments can attract economic investments. Central city freight facility improvements, for example, can create a competitive advantage for attracting economic investment. Transportation can be a means of reducing inner-city poverty.

Other opportunities include

- Making the cities attractive and providing services for the aging population;
- Capitalizing on the environmental quality, energy efficiency, and sustainability arguments for the need for viable central cities;
- Focusing on the existing value of the transportation infrastructure in central cities; and
- Creating a vision for the future of the central city that has the support of the business community and the public and developing a defined role for transportation to achieve that vision.

Other considerations include performance measurement programs relating to the interests and needs of the political leadership; programs in TEA-21, including enhancements, CMAQ, pedestrian, and biking; and increased flexibility in the use of federal funding.

Checklist

- Promote the benefits of central cities in terms of sustainable environment and meeting existing environmental and social programs as an economic development tool.
- Provide better pedestrian traveler information, including maps for pedestrian travel, at key intersection and activity centers.
- In project planning and development certification, use amenities—such as bus stops, landscaping, aesthetics, and pedestrian and biking facilities—for community and consensus building.
- Develop safe and attractive walking plans from neighborhoods to major activity centers.
- In northern climates, ensure that removal of snow from sidewalks is a priority.

- Accommodate bicycles on transit systems.
- In traffic-calming plans, ensure that pedestrian and biking concerns are addressed.
- Consider noise abatement programs other than noise walls.
- Include concerns for an aging population in neighborhood and transit designs.
- Support the Clean Cities program.
- Consider such issues as race, poverty, crime, safety, education, and health when examining transportation investments in central cities.
 - Develop and use a broadly supported vision for the future of the city and use transportation projects to support that vision; the vision should address long-term needs as well as short-term programs.
 - Build community amenities into the reconstruction of facilities.
 - Conduct a study of the “livable cities strategies,” including adequacy of pedestrian and biking facilities, reclaiming streets, transit enhancements, and intermodal coordination.
 - Since transportation has a low political priority, package transportation projects with other, higher-priority programs such as police, safety, emergency services, and environmental, social, and economic development programs.

Research Needs

- Develop tools and techniques for environmental justice analysis.
- Improve the coordination between DOT and the Environmental Protection Agency on regulations concerning transportation.
- Examine which pedestrian environment programs have the best chance of success in central cities.
- Examine the relationship between pedestrian and vehicle management strategies.

What Are the Opportunities for Development or Redevelopment Projects To Avoid the Mistakes of the Past? How Can Construction Be Expedited?

One of the three conference themes was to examine the processes for development or redevelopment of projects in central cities and discuss whether there were opportunities to avoid some of the mistakes of the past. The conference participants were concerned about the effect of commercial and residential developments on transportation facilities as well as the processes for the construction or reconstruction of transportation projects.

Challenges

- Balance the rehabilitation of existing facilities against the construction of new or different facilities with different objectives in the same corridor.
 - Address the trend toward “big box developments” and the effects on the central city, that is, loss of pedestrian and transit access.
 - Brownfields provide opportunities for redevelopment, but the issue of “who pays for what” needs to be resolved.
 - Federally funded projects take 3 to 5 years of processing before construction is started, which is incompatible with the short political life of public officials.
 - Use of federal standards in developed cities is often difficult and expensive.

Opportunities

- Tie redevelopment projects to intermodal system links.
- Use TEA-21 process streamlining initiatives to shorten project schedules.

- Have concurrent reviews as opposed to the current linear review process.

Other opportunities include

- Professional capacity to support redevelopment of central cities;
- New project development techniques, such as design-build-operate-maintain, and variations of these techniques to increase efficiency and productivity;
- Tax incentives to encourage transit-oriented development or development to promote the livable cities agenda;
- Active involvement of the private sector as partners in the revitalization of central cities;
- Ability of cities to reclaim and reuse lands and integrate the transportation infrastructure in the redevelopment; and
- The need for new housing in the city and the opportunity to integrate development of new housing with the transportation system.

Checklist

- Use existing rights-of-way, such as freight rights-of-way, to cut costs.
- Use life-cycle costing to determine total infrastructure costs.
- Use incentives, such as development rights, to target developments that meet specific city objectives.
 - Consider using design-build-operate-maintain contracts or a variation of these four steps as a way to cut project costs and time.
 - Streamline the project development process, including conducting concurrent reviews rather than linear reviews, and participate in TEA-21 efforts to reduce the time and cost of project development.
 - To speed project implementation, develop methods of dispute resolution among the various agencies involved in transportation projects.
 - Look for opportunities to reduce costs of services, including adopt-a-station, adopt-a-bus stop, and adopt-a-highway programs.
 - When retrofitting or reconstructing an existing freeway, evaluate incorporating instrumentation that could support high-occupancy vehicle lanes, tolling, or congestion pricing.

Research Needs

- NACTO, AASHTO, and FHWA should review existing highway design standards and adopt urban standards for densely populated areas, when appropriate.
- NACTO and AASHTO should review methods to streamline state reviews of city projects exploiting the best practices currently used in some states.

There Is a Need To Develop Education Systems To Train Transportation and City Officials in the New Skills Required To Meet the Challenges of the Future

Dealing with many of the issues and actions discussed at the conference will require a new set of skills for urban officials. The conference participants discussed this issue and recommended some areas that need to be emphasized in the education system.

Checklist

- Universities should expand their interdisciplinary education programs to include courses on planning, political and business decision-making practices, the interrelationship

between transportation and land use development, and the interrelationship between transportation and the economic vitality of cities.

- Universities should develop partnerships with governments, associations, and private developers to upgrade the transportation curriculum and create additional opportunities for co-op programs.
- Cities should use existing National Highway Institute and National Transit Institute programs to educate city transportation employees.

How Can Transportation Programs Support the Welfare-to-Work Program?

There is a need to close the gap between where people work and live, especially as it relates to the welfare-to-work initiative. The resource papers and the keynote address framed the issue of poverty levels and the concentration of unemployed persons in central cities. The participants suggested several different approaches to this issue:

- Explore reversing the current approach by bringing jobs to where people live, including analyzing job skills of central city residents and marketing the information to the private sector.
- Expand transit service to 24 h/day to accommodate 24-h/day businesses.
- Develop brownfield and empowerment zone areas to locate jobs where people live.

BEST PRACTICES

Throughout the conference, participants stressed the importance of gathering and sharing information on the best practices for dealing with many of the issues raised at the conference. NACTO has started the development of a Web site where its 10 member cities can share information on best practices. The current content and operation of the site was demonstrated at the conference. Many examples of best practices were also cited during the workshop sessions.

To start cataloging the various best practices, the participants were asked to write down the best practices that, to their knowledge, related to issues discussed at the conference. More than 100 suggestions were submitted, which are described in these proceedings. The Center for Transportation Policy and Management at New York University currently provides staff support to NACTO. As part of that support, many of the best practices submitted at the conference will be added to the NACTO Web site: <http://www.nacto.org>.

CONFERENCE SUMMARY

The final session consisted of summary comments by Frank Francois, Executive Director of AASHTO; Tom Walker, Commissioner, Chicago Department of Transportation and NACTO Chairman; Arthur Gazzetti of the American Public Transit Association; and Gloria Jeff, Deputy Highway Administrator, FHWA.

Summary Comments by Frank Francois

It has been a privilege for me to be a part of this conference for a lot of reasons, as I will explain. I certainly congratulate Elliot Sander and the Steering Committee for putting together what I regard as a very meaningful event, and the role of the National Association of City Transportation Officials is the key to a lot of this. I think the resource papers here were right on target, and I think collectively they present a host of very valuable information.

Most important, I think the mixture of attendees was really unique for a discussion of large-city transportation—city transportation professionals, some state department of transportation people, people from MPOs, academia, and federal officials—and overall I think it has been a very good mix.

For me it is a special treat. I spent 18 years in local government as an elected official of a large urban area, worrying about planning and zoning issues and regional planning, and helping to create the Washington Metro system and a few other things, and then the last 18 years as executive director of AASHTO, which is composed of the 52 state departments of transportation with the U.S. Department of Transportation as a member also. AASHTO is unique in that we do represent all five modes—aviation, highways, public transportation, rail, and water—and work in all of them, although predominantly we work in highways.

Let me first offer some observations on what I have heard and what I think is important, a little bit of some issues I see that lie ahead, and then I have my own six-point agenda that I will discuss.

My first observation is that large cities are important for the United States. I think we know that, that they are at the center of regions, and those regions are the economic engines that drive everything that happens in this country. But I do emphasize that the large cities are at the center of regions, and we need to understand that.

My second observation is that transportation in all modes is important for our large cities for them to function efficiently internally, but perhaps more important or equally important, to connect them throughout their region and with the rest of the state and with other large cities.

A third observation is that no two large cities are the same. There are differences in geography, climate, the population mix, and in the capabilities and the age groupings and the economic status, skills, and education of the people. All of that means that the cities are all a little bit different. So there is no one size that fits everything. And they all have somewhat different goals.

Another observation is that large cities do not exist in isolation. As I listened to a few of the conversations here, one would get that feeling, but it simply is not true. The suburbs are important, and we have to somehow work with that. Competition, yes, I sense that, I understand that. But the region is ultimately the real group that we are working with.

We need to remember that the big cities are part of states. Often, unfortunately or fortunately, they are part of more than one state. And we do not talk enough about that. New York, St. Louis, Kansas City, Cincinnati, and Washington, D.C., just to name a few, are multistate metropolitan areas. And if you do not have enough problems with an in-state area, then try a multistate area. It's just a lot more fun to get involved with things.

Cities are also established under state constitutions and laws. All of them are. There is no federal chartering of a city, Washington, D.C., being a possible exception to that. But the others are all creatures of states, which means that what your governor thinks and what your state legislators think are very important, and you have to keep it in mind.

Now generally as I listen around here the large cities do not have too high a regard for the MPO process or for long-range planning as it fits into their transportation program. They also question the role of states, quite obviously, and we know that, and there is reason for that.

What is in the future? I think that state transportation agencies must come to better understand the role of big cities. Too often our state departments of transportation concentrate primarily on the rural portions of the state, the wide-open spaces connecting cities to each other, but more or less ignore what really happens inside the city and the municipal issues that you folks wrestle with every day.

The role of metropolitan regions as an economic engine is not understood well enough by the states. We have been doing a lot of research lately into the linkage of transportation and the economy, and we understand better than we ever have how important that linkage is. We need to extend that research into the cities.

Just last week we released a monograph in this area, *Transportation and the Economy*, that draws on some new information that the Bureau of Transportation Statistics and others

have helped pull together, and some work that AASHTO has been doing and some prior work that FHWA has done, all of which gives the overall picture. We need to translate that into what the big city does and its role in all of this and the importance of that.

The governors and state legislatures and other state agencies need to learn to look at big cities as major assets, not burdens. That is going to take a long educational process, which all of us, I think, have to be a part of. Big cities, on their part, must recognize that they are part of a region, as I said.

What does a city on a hill look like for the 21st century? If you could cure all the problems, what would be of most value there? Well, the big city on a hill in the 21st century will have a diverse, well-educated population, a flexible workforce that can move from one field to another in a dynamic economy that changes almost every day. It can be a centerpiece of providing the kind of help, the kind of work that we need for manufacturing, yes, maybe, but for services and for a variety of other activities.

It will bring together a well-capitalized and well-maintained infrastructure. The elements are there, but we must take care of them. We must improve them—streets, sewers, parks, libraries, all those things that are only found in central cities and that are necessary for most of the economic activities of a region and state.

We need to have leadership in this big city that recognizes that change is constant and that there is no returning to a period of time; you must always work with today and tomorrow and be ready to redevelop to meet whatever the changes are and the new demands that are placed on it.

What else is the city, the ideal city? It is the place to be, the center of activity, cultural activity, universities, sports, architectural leadership—all of that will be found only in big cities, because it takes big cities to put it together.

Now if we recognize all that, then I think we have something that we can build on. Coming to that, there are six action items that I will mention. On the part of cities, I think the first step is to develop your vision of what your city wants to be. If you do not have that vision, then you don't know where you are going. And if you don't know where you're going, you're not going to get there. So vision, vision, vision. And it's a vision that has to be supported by many people—political leadership, obviously, but well beyond that.

You also need the buy-in of the funders. Who are the funders? They're the people, they're the states, they're the federal government. They're also the private sector—General Motors Corporation in this city, other organizations like that in other cities. And I would say to you that if you have that vision, if everybody has bought into it, you will find the mechanisms to make it happen. If you don't have that vision, you will never make it happen, because you really won't know where you're headed.

AASHTO and the states. What is it that we need to be doing? Well, as I said, we need to listen better, to understand our urban areas, and to recognize their value, and our state departments of transportation should be concerned with the whole state's transportation system, not just the state highway system or the transit systems that we become involved with or the specific rail issues that we deal with. All of those are important. But the whole system is important, and that is a state responsibility. I think we tip our hats to that, but we don't really get involved in it as much as we should. We need to find ways to work with big-city transportation professionals like yourselves on an ongoing basis.

Now AASHTO does its work through committees, and we have already worked with NACTO in getting you involved in at least one of those committees. I think we can do more in others. But we need to know where you want to be involved and how we can function.

We have some new projects that we are working with right now. One of those flows out of a conference that was held at the University of Maryland a month or so ago called "Thinking Beyond the Pavement: Aesthetic Design Issues." We will be picking that up within our Subcommittee on Design over the next couple of years. There will be changes. There will be objections. There will be fights. I know there will. But we also need to do it, because it's the way the people are heading, it's the way a lot of other places want to go. You should be involved in that. We need to explore to see how we can get you involved in it.

We talk about ITS. AASHTO's ITS activities are basically concentrated within the Subcommittee on Advanced Transportation Systems. About 35 states are very active in that subcommittee. These are the things that you're talking about here, ITS tools that can be important for cities. As we work with those in AASHTO, we need to understand what your thoughts and ideas are and see where we go with some of them.

We are one of the standard-setting organizations, together with ITE and some other organizations. So we will be getting involved in those arenas. Brad Mallory, the Secretary of Transportation of Pennsylvania, is the current chairman of our Standing Committee on Planning, which is where much of the activity that we're talking about here centers. I know he cares about cities. How can we structure ourselves to talk more about the big-city issues as we work within AASHTO?

My third action item is that we need to work together to improve the MPO process. It has come a long way. It is working pretty well in some parts of the country. It is not working as well as it could. But it's really up to us working with each other to make sure it works the way we want it to work.

We need to work together to develop better funding tools, a kit of funding tools, Joe Giglio calls it, and he's right. There is much that we can do working with each other to make things mutually available and to better understand how we do things.

The states have moved beyond the gasoline tax—way beyond. And indeed all of us will have to before too much longer. When you hear General Motors talk about an 80-mile-per-gallon vehicle, that means you're going to collect one-fourth of the fuel tax you do now. The fuel tax has a limited life. Where do we go next? And does that involve cities and counties? Probably, as we move our way through.

The fifth item is to sponsor a research agenda that is mutually agreed upon. You have research that you want and we have research that we want. There are mutual issues, and we just heard a list here. Then we need to decide how we're going to fund that research.

Unfortunately, this is one of the places where TEA-21 went the other direction. TEA-21, through cutting research funding in the highway arena and through earmarking it, has effectively destroyed a central research program. How we put it back together is going to be a major question. By working with each other, we can probably do some things. AASHTO will get more money available because of a growth in the National Cooperative Highway Research Program funding sources. There are probably some ways we can pool funds and do things there so that we can work some of these things out.

Finally, we need to develop a joint approach to our federal partners. The Federal Transit Administration, the Federal Railroad Administration, the National Highway Traffic Safety Administration, the Federal Aviation Administration, the Bureau of Transportation Statistics, and so on are all there to help state and local governments. They don't deliver services; they're supposed to help us deliver them. We need to talk to them jointly in areas where we have mutual interests.

And we need to get some other players at the table. If we are going to talk about transportation policy-setting in big cities and in states, then we need to involve the U.S. Conference of Mayors, the National League of Cities, the National Association of Counties (at least the county executives group within that), the National Governors Association, and the National Conference of State Legislators. Those are the people who write the laws that we complain about. If we have a problem, we need to get them involved.

Beyond these groups are the American Public Works Association, AMPO, the Urban Land Institute, the U.S. Chamber of Commerce, the American Trucking Associations, and the Association of American Railroads. All of them are involved in the kinds of problems that we are working with, and we need to reach out to them.

So let me wind up and say that I think this conference has been a great beginning, but beginning is exactly what it is. Its true value depends on what happens next. And the work that lies ahead will not be easy, but I think it's very important for the American people, and if we work long enough and hard enough, everything's going to be better than it is. And that's why we're all here.

Thank you.

Summary Comments by Tom Walker

Those were very good comments, Frank, and I would like to start my comments where you left off, and that is by talking about this as a good start, and just a beginning. Elliot started us off with a little bit of history of the reasons why NACTO came into being. This event is, I think, the first big step in moving in the direction that we would like to see things go in, and that is really refocusing and reprioritizing how we approach setting standards and policies, which gets into all levels of funding and policies and all other things, recognizing, as Frank says, the importance of large cities to our national economy. We believe that it's even more important in light of where we are in terms of a global economy that we do that and focus on that.

This is not to say, however, that we have any fear of this global competition, and it's also not to say that we should fear competition among cities. That is why, I believe, one of the things that underlies all of what we have been talking about here is the sharing of information. None of us needs to fear that sort of competition. We believe that it's going to be a healthy competition that is going to benefit the various regions of our nation and that will benefit our nation in terms of this global competition. And in fact we are going on to another conference in Philadelphia as we leave here to share information with other cities from around the world.

So we believe that we have lots to learn from each other, and that we are far from perfecting the system by which we provide transportation, mobility, access, and opportunities on an equitable basis to our people around the globe.

So I believe that it really is just a beginning, although all of these various agencies, all of us who are involved in providing transportation, have been at it for a long time. I think we are only now beginning to perfect the process. It is demanded of us that we become much better at managing the systems. In fact, I believe that in Chicago our major challenge is how we manage our transportation system. That includes, of course, a lot of things.

Frank, one of things you talked about was the lack of planning or strategic analysis of things. What we are trying to do in Chicago is to base our entire efforts at budgeting for transportation on a strategic plan, so that we talk about who are the stakeholders in terms of the transportation system, who are the people who would be most affected by it, who are the decision makers, who must be on board, and who must be the major supporters of our programs for them to be successful and garner the resources that are going to be necessary for us. We need to do that on a much broader scale. It certainly needs to include all of the entities that Frank talked about in terms of major stakeholders.

What that means for us, and we talked in our workshop in terms of the public relations aspects of promoting a transportation plan, is that we must do that locally. We have mayors and other public officials who really do not understand what we're talking about when we talk about our transportation plans. And when we advance ideas on the types of programs that need to be funded, I don't think we've done a very good job of explaining these things to them and pointing out how important it is to fund these kinds of things.

So we must be promoters in some sense, and we must be clearer about making the case and sending the message in a format that can be understood by political leadership and by the customers we have to serve so that they understand the importance of supporting financially the initiatives that we're talking about.

I have been very impressed in terms of the participation level of all of you who have come to this conference, and I want to extend my thanks and appreciation for that participation, because I can see the benefit to Chicago of your input.

NACTO as a group will benefit tremendously by the input. I believe, Frank, that a conscious decision was made to broaden and keep open the attendance, because we need to hear back from all elements of the transportation community so that we can get a better focus on our role and how we can participate and what sort of allies we will need to advance the causes that we think are important for cities to take their rightful place in the transportation arena. We need to interact with each other, and we need to approach this without fear, understanding that there are turf issues and jurisdictional issues and so forth, but I do not believe we need to fear discussing those things.

When President Clinton can go to China and disagree about our approach to almost everything—civilization, economics, politics, and so forth—we can, within this community, not fear those differences, but talk about it understanding that we all have as a goal our systems and our national transportation functioning at the highest possible level. That means accepting the fact that we will have different perspectives; we will have different values and different views that all have to be taken into consideration for us to come out with the best possible system in the end.

I would like to close by again thanking Elliot, TRB, DOT, and all those who personally spent the time and effort that it took to put together what has been a very good conference. I am looking forward to a continuation of this. We are also looking forward to your participation in helping NACTO in its efforts to disseminate best practices, to ensure that we continue the dialogue and that we can come together to do the things that are most important so that our systems perform as well as they can.

Thank you.

Summary Comments by Arthur Gazzetti

Frank gave a very outstanding global view, strategic emphasis on stakeholders. Tom picked up on that, talking about beginnings and next steps. I'm going to stick with what I know best—legislative agenda. We have talked a lot about the research agenda, which feeds other things we want to do. At the beginning of the session on Sunday we talked about the weakened political base for cities. That was the emphasis in many ways of Peter Dreier's paper. However, that does not mean that if we work hard and pull together that we can't do well.

I believe that TEA-21 is an example of that. In my view it is the best bill yet for urban transportation. Further, FTA and FHWA have already begun their outreach, and I am convinced that they want to implement that bill in the best way and make it work for cities, regions, and states.

The conference we have just been through together has been nothing short of superb, from the inspiration of Detroit Mayor Dennis Archer and Roy Roberts of General Motors to the insight of Gloria Jeff. Papers prepared for this conference have provided background and food for thought that will be valuable on an ongoing basis far beyond this conference.

At APTA, we try to build on the research of other people. We provide a number of reports ourselves. Some are for reference. Often they are for advocacy purposes. But they usually build on research products that are done through TRB and elsewhere. I want to mention a few recent reports that were effective as advocacy tools during ISTEA. Conservative commentator Paul Weyrich did a report, "Conservatives and Mass Transit: Time for a New Look," which was very effective in dealing with the Republican majority. Another report, "Dollars and Sense: The Economic Case for Public Transportation in America," was also very useful in advocacy during ISTEA.

I want to mention another report by an APTA task force, "Mobility for the 21st Century," chaired by Shirley DeLibro of New Jersey Transit. Members of the task force looked into their crystal ball with the help of a futurist and came up with four scenarios in this report: Scenario 1, boundless sprawl; Scenario 2, dying cities; Scenario 3, community-oriented growth; and Scenario 4, reinventing the city.

The jury is out on which way we go. However, the group engaged in a long series of discussion and exercises to create a vision of the preferred future, and I think it would be useful for those who are not familiar with this report if I follow up after this conference and get it to everyone.

Here are some of the things APTA has been doing. We have had a series of transit-oriented development workshops. We focused a lot on the new urbanism, the Portland experience, and tried to play on those ideas.

Let me spend just a few minutes talking about TEA-21 and other opportunities in the federal legislative agenda. It has been interesting how bills have evolved over the years. In 1982, the Surface Transportation Efficiency Act, STEA, was the first time transportation trust fund

resources were made available for public transit. A mass transit account was created and supported by a half cent of the federal gasoline tax. In 1987 legislation cemented the linkage between highways and transit and the federal surface transportation program. In 1991 the landmark ISTEA legislation broke new ground for local decision making, community involvement, intermodalism, and a host of other beneficial concepts for cities.

The 1998 legislation, TEA-21, builds on ISTEA and provides significant increases for transportation investment. As an example, ISTEA, a very favorable bill, provided \$24 billion for transit. In addition a good amount of flexible funds has been provided. TEA-21 will provide \$36 billion over a comparable 6-year period. That is a 50 percent increase. And those are guaranteed funds. I will not go into that concept now, but it is a significant one that will help us in planning for the future. That is congressional parlance, “guaranteed funds.” That is not a word I’m using; I’m just picking up on what they’re using. But it’s backed by what started as a half cent for transit out of the federal gasoline tax and is now 2.85 cents.

There are new funding programs. There is a welfare-to-work access to jobs initiative on top of \$3 billion—billion with a “b”—provided through the Department of Labor, through significant TANA funds available from Health and Human Services. There is an alternative fuels program, new grant programs available to cities. I would advise getting your grants persons ready to go after these funds.

I want to mention two other bills to keep our eyes on, because I think they are important in terms of funding for cities. First, airport legislation is under consideration. It has been a struggle, but some urban transportation needs have been able to be funded through certain airport programs. The passenger facilities charges (PFCs), \$3 a ticket, can go to airport access and transportation needs. In New York they are building a link to the airport through those funds. There is another—an airport improvement program. In San Francisco, they are looking at that to do some good things. As the legislation comes along, we need to weigh in. The airlines would like to wipe these things out. They would like to see money used for air-line-related needs rather than transit-related needs.

Finally, as we focus on the legislative agenda and as we build new rail systems in our urban areas, it behooves us to use existing corridors rather than condemn urban neighborhoods to build lines. It makes sense where capacity exists to use freight lines.

However, the rules are such that freight railroads do not always have to cooperate on that, or even consider the public interest. If they want, they can say we’re fine without you, no thanks. In other urban development projects and transit projects, eminent domain powers typically are available, but that does not apply to railroads that come under the interstate authority of the federal government, what is now called the Surface Transportation Board. Amtrak has a statutory right to use the freight corridors. I say it’s good for urban transportation too, and there will be legislation pending in the coming year to consider that.

Thanks. My comments were a little less global than those of the two previous speakers, but that is what my mind is on. We have a research agenda. We have an urban agenda. We have an urban legislative agenda, and APTA wants to be a partner with you in that. Thanks.

Summary Comments by Gloria Jeff

Well, we were supposed to be focusing on big cities, and I just left a meeting with a big city about its transportation issues. Rather than try and leap into this dialogue, what I would like to do is revisit where we started on Sunday and look at what I have seen between Sunday at 2:00 o’clock and today at about noon.

We started out with a fundamental charge, which was to identify issues facing our central cities with respect to transportation, exchange information on success stories, on pitfalls to avoid. We agreed that we would come up with recommendations for areas of policy deliberations and research recommendations. And we have done all of that.

Within the workshop groups there has been a tremendous exchange of ideas about what are the issues. We seem to be focusing on three categories of issues.

First, how to get your house in order as a city, as a central city entity dealing with transportation, be it parking, be it planning, whatever the case may be, coming together and doing that.

Second, working out your role with respect to your involvement and participation as an entity in the metropolitan planning organization. Establishing your relationships with state departments of transportation and then wrestling with one DOT and its various component elements and how you come together to focus on those. And those seem to be the issues. In dealing with those roles and responsibilities you exchanged some success stories and best practices. I understand that more than 100 were presented that are going to be put on the Web site, and I think they speak for themselves.

In the final area of providing recommendations for policy deliberations, I believe you have done that job. You have talked about how the federal Department of Transportation needs to step up and provide leadership, in many instances through the division offices of the Federal Highway Administration, in working with relationships among the various partners at the metropolitan area and at the regional level.

You have talked about how we need to be more proactive in funding research and in being involved in data collection and analysis and information-sharing. And, in terms of the information-sharing and providing some assistance in the area of research, we stand ready within the resources we have available.

I understand that we have had a number of research recommendations. The first couple of white papers that were presented provided a fairly clear indication of where the needs resided in terms of things we just did not know. We don't know what the conditions in the performance of central city transport elements are, be it their highways, roads, and streets, or their public transit systems, their airports, their water ports, their port authorities, or whatever the case may be.

We also saw a recommendation that we continue the kind of dialogue that took place today. I understand that the Transportation Research Board has indicated a willingness to explore the creation of a committee to focus on the issues of big cities as part of its technical committees, and I think that is a major step forward, because it keeps the cast of characters working together.

I have also heard that AASHTO has very graciously indicated a willingness to provide some of its fiscal resources to assist in the area of research. We heard Roy Roberts say very passionately on Sunday that General Motors, and hopefully not only General Motors but also other elements of the private sector, will step forward as well in looking at what we must do to keep the critical economic engines of this nation functioning in our central cities.

We accomplished a lot for a first effort. There is a lot of territory yet to be covered. We are indeed exploring a new world. But what we do know, we will be exchanging information on. Momentum need not end here. The involvement of the state departments of transportation has been critical, as has been that of the metropolitan planning organizations. I think the dialogue between them and the central cities is unique, and we need to begin to focus on how we make those happen and where we make those happen.

I would like to thank all of you for working so hard. To Lee Sander, Lee, thank you for you and Henry Peyrebrune, catching me up in a corner in Buffalo, New York—I was trying to remember if it was on the outskirts, in one of the dark alleys somewhere—but catching me up and saying that we haven't really focused on the issues of the central city; we haven't really focused on what is needed to make these central cities work. We've talked about urban regions; we've talked about states; but if we ignore our cities, we ignore that which keeps us successful. So well done to both of you in bringing this issue to the fore, and for the rest of us, I challenge us to take up their mantle and move ourselves forward in making this indeed a first step in the 21st century resurrection of our central cities.

WHAT WAS ACCOMPLISHED AND WHERE DO WE GO FROM HERE?

The conference was viewed by its sponsors and the Steering Committee as a beginning, not an end, to dialogue dealing with issues of transportation in large cities. As such, it met the

expectations of its sponsors and the Steering Committee and in several instances exceeded those expectations.

The conference produced 2 days of dialogue and sharing of ideas between nearly 100 transportation experts from all parts of the country representing federal, state, and city governments; metropolitan planning organizations; transit operators; academia; consultants; and national organizations. It produced a number of products that can be used both by those participating and by those not participating in the conference:

- Six resource papers on issues of large cities.
- Potential action items related to 11 major issues for city officials to consider.
- Proposed research items for TRB, FHWA, FTA, AASHTO, ITE, APTA, AMPO, and NACTO for the major issues. These research items will be converted into research statements by a subcommittee of the Steering Committee.
 - A catalog of best practices, which will be expanded and added to the NACTO Web site.
 - This conference proceedings, which documents the highlights of the conference and incorporates the major presentations from the conference.
 - A detailed transcript of the plenary sessions, which is also available from TRB.

Some immediate actions coming out of the conference are as follows:

1. Establishment of a TRB committee on transportation issues in large cities. It is anticipated that the first meeting of this committee will occur at TRB's 1999 Annual Meeting.
2. Development of a program session at TRB's 1999 Annual Meeting to present the results of this conference to a larger audience and establish linkages to other TRB committees looking at the major issues from a programmatic perspective.
3. Presentation of the conference findings at the 1998 annual AASHTO meeting to follow up on opportunities for joint NACTO-AASHTO activities.
4. Preparation of research proposals by the Steering Committee members for submission to the appropriate TRB committees, FHWA, FTA, and other organizations.