

Interagency/Intermodal Coordination

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INTRODUCTION

What is the role of states in promoting cooperation among transportation modes, in promoting coordination of resources between agencies that support transit and human service client transportation, and in providing incentives for local land use guidelines that promote rational and efficient planning? Should these roles include building coalitions, allocation of resources, generation of revenues, and planning for future needs?

States are confronted with making critical decisions about selecting roles and the use of resources to carry out these roles. Therefore, establishing a state's role agenda should be accomplished by looking at the desired comprehensive result and the corresponding best use of resources. All relevant data and interests should be included in this identification of roles, and all available resources should be used to support each activity assigned to achieve the state's mission.

The overall mission of public transportation should be to deliver effective service in the face of known limited resources. To adequately respond to this mission, states must evaluate the possible roles, identifying and selecting those necessary and appropriate to accomplish each state's specific mission and its corresponding roles.

In most states, public transportation has less political and constituent support and fewer financial resources than most other state transportation programs. Yet public transportation is in a strategic position to aid other programs in accomplishing their service goals. In the following pages, a series of possible state roles are presented.

STATE ROLE: Promote cooperation among transportation modal agencies (air, rail, water, highways and transit)

States have developed a wide array of organizational structures to respond to the administration and management of the various modal programs. These organizational structures range from a centralized transportation cabinet agency containing all modal programs to the completely decentralized arrangement of separate commissions or boards, each controlling one modal program function with no single focus of administrative oversight.

Obviously, having all modes controlled by a single board or cabinet secretary allows easier and more continuous cooperation among modes than does a more

decentralized arrangement. When such a division of modal authority exists, the effort required to bridge this separation becomes important to cooperation efforts. Public transportation must adequately analyze the value of cooperation versus the expense in time and effort to accomplish the desired cooperation. This evaluation will most likely be based on a "what's in it for transit" attitude. It should be anticipated that all other modal programs will view their involvement in the cooperation effort based on an overall benefit to their mode. Exceptions to this bias occur when transit and other modal programs are directly managed by the same director. To aid in this evaluation, a matrix could be established that ranks the potential value of cooperation with other modes and compares this value with the costs associated with the cooperation effort. Values might include such items as the potential of the other modal programs to assist in achieving transit's funding and program goals, as well as the potential for using the other modal program's constituents to expand transit's constituent base. Costs could include the level of resources that would be consumed to accomplish the desired values and the possible loss of flexibility to the administration of the transit program. Table 1 presents an example of such a matrix.

TABLE 1 PUBLIC TRANIST RATER MATRIX FOR COOPERATION/COORDINATION

Modal Programs	Value Analysis			Cost Analysis		
	Assist In Achieving		Build Support Groups	Man Hours Needed	Loss Of Program Integrity	Budget Loss
	Prog. Goals (+2)	Fin. Goals (+2)	(+2)	(-2)	(-3)	(-3)
Rail (Freight)						
Highways						
Aeronautics						
Ports & Waterways						

Note: (+/-) denotes possible range of value, the total of each line's value provides that modes rated cooperation index. Any positive value should be considered and opportunity for corporation.

The questions regarding this issue are—

- Is cooperation-building among a state's modal programs a state public transportation role?
- If this is a valid state role, how is it to be undertaken and, in priority order, which modal agencies should transit cooperate with and why?

STATE ROLE: Promote cooperation between the state public transportation program and the state's economic and/or industrial development interests

The economic viability of any state is directly linked to the transportation network made possible by the various transportation modes. Public transportation is a viable partner in this network, providing work trip transportation for millions of workers daily. A question commonly asked by industries evaluating new industrial site locations is, "What is the availability of transit service to my potential employees?" For industry, the availability of transit service broadens the geographic area of the potential employee pool, reduces congestion around the plant site, reduces the need for expensive parking facilities, and has been proven to reduce employee tardiness. The dollar savings transit can bring to an industry are compounded by the development density of the area. However, real values are also present in the most rural of industrial locations.

The importance of transit as an employer and local business should not be overlooked. The volume of salaries paid and the amount of services and commodities purchased locally makes transit an important partner in the local economy.

The questions regarding this issue are—

- Does the state's public transportation program view a cooperative relationship with the state's economic and industrial development interests as a worthwhile effort?
- If this role is selected, how can it best be carried out?

STATE ROLE: Promoting the coordination of services and resources among agencies that support transit and human service client transportation

A great deal of study, literature, and experience has occurred on this topic. For years, state public transportation agencies have been aware that state health and human service programs spend large sums of money, many times that spent by the typical state transit program, for passenger transportation. These client-oriented services are usually specific to categorical programs. As a result, each local health or human service delivery agency usually operates its own program with its own vehicles. This multiplicity of service delivery agencies produces low productivity factors and excludes many transportation dependents—those not qualifying as a client of one of the categorical programs. In cases where states have supported coordinated efforts, productivity factors have improved, resulting in the availability of more client service. Where states have supported the coordination of health and human service programs with general public transportation services, transit has been made available to new geographic areas. This type of coordination role can be labor intensive, depending on the number of different health and human service agencies that must be included in the coordination effort. Here, as in attempting to cooperate with the transportation modal programs, coordination is easier when there are fewer state agencies administering the state's health and human service programs. A rate matrix,

similar to the one presented earlier, could be used to evaluate the values and cost of a coordination effort. The chief values to transit are the potential to expand transit's geographic area of coverage, enhanced productivity on existing systems, new contract revenue sources, and, perhaps most important, the building of transit's constituency to include large new groups of the handicapped and elderly.

The questions regarding the issue are—

- Should the state assume the role of promoting coordination between the general public and health and human service client transportation activities?
- How should this coordination activity be implemented?
- Can the coordination be phased in, agency by agency or by geographic area, and, if so, which agency or area should be first, second, and so on?

STATE ROLE: Providing incentives for local land use guidelines that promote rational and efficient planning

This role, more than any other discussed above, has equal relevance to each of the modal programs. Land use conflicts are frequently experienced with the placement of transportation facilities and corridors of all types. Public transportation can play a significant role in preserving the quality of life in areas beset by rapidly increasing population, rampant development, and highway gridlock. Such conflicts could be easily remedied with adequate planning, use of appropriate land use controls, and adequate enforcement of the controls. Public transportation is greatly dependent on the location and density of transportation-dependent individuals and their destinations (i.e., health and personal services, shopping, and jobs). Through proper land use, planning, and development, these individuals could be served more efficiently. Land use planning combined with the other components of the comprehensive planning process can produce rural and urban areas that are more effectively designed to use transit's services. Since few states have an adopted land use policy and since local governments are the source for land use planning and related controls, the state's public transportation program must build a cooperative network with local governments if fulfillment of this role is to be achieved. Success associated with this role is greatly dependent on the state's ability to offer incentives to local governments for their support or to enforce penalties for the lack of local government support. Of course, the use of incentives is always preferred. Whether incentives or penalties are used, the state public transportation program must develop an ability to recognize supportive and nonsupportive land use actions and respond accordingly. This ability is usually readily available and inexpensive relative to the potential long-term transit productivity gains. To evaluate the importance of this role to transit service delivery and development, consideration should be given to—

- ease of transit facility expansion
- opportunities to increase the occurrence of ridership density corridors
- potential reduction of route miles via the contiguous planning of residential and employment uses
- disincentives for auto ownership and the resulting increased transit system dependence/utilization
- potential gains in transit system productivity

The questions regarding this issue are—

- Should the state public transportation program provide incentives or penalties to encourage local land use planning that rationally and efficiently supports transit programs?
- How can these incentives or penalties best be administered?

All states take an active role in guiding the development of their economies. In the past 30 years, this role has included staffing, planning, promotional efforts, and tax incentives to industry. States have not acted as seriously when it comes to organizing and coordinating public transportation resources. It is time for public transportation to begin considering new and expanded roles to enhance its mission. By simply posing potential state roles as set forth above, the value of public transportation and related improvements and/or costs in lost opportunities is immediately brought forth. Examples of such opportunities include the ability to influence development to reduce the cost of providing and expanding public transit services, the creation of coordinated modal projects that produce networks to improve the movement of people and goods, and the elimination of multiple independent public transportation providers. Several rapid growth states, such as Florida and California, have clearly recognized the need to define and implement a state role in promoting cooperation between transportation modes and state economic interests. While the growth problems in every state may not be as burdensome and complex, the value of defining the state role and developing a program to ensure its implementation is critical to public transportation interests.