

In Florida, the populace travel on the Interstate system for their long distance travel. The state is spending more in adding additional lanes than it cost to build the road originally. The state now has a policy not to build any more than 10 lanes on any one corridor. This will be a lane distribution of 2-3-3-2 which is designed to serve Interstate commerce. There is a definite need to let longer trips travel at greater speeds than shorter more local trips. Therefore, with the new design, the express lanes in the center will have very few access and egress points. These express lanes can also serve as carpool lanes in mixed traffic with the longer distance traffic. There needs to be a different approach to serving travel.

There is a need to provide fast public transit alternatives, but it is difficult to provide fast transit. Regarding land use and growth management, the state now has laws in this area and local governments have developed 457 local land use plans. These are available for transportation analysis. These local land use plans will determine the eventual level of service available in that area.

Ronald F. Kirby

Local officials want and need simple measures, not confusing indexes. They understand level of service C. In fact, they invented a new level of service G which means more problems than level of service F.

Travel monitoring data are very specific. Household travel behavior and cordon counts, need to be delivered in a timely manner. These data highlight the problems. Elected officials respond to political issues. They are not like engineering officials who look for the details and specificities. Long term items are not interesting to elected officials. Resident displacement issues are very important. They are interested in development patterns.

One of the questions that continues to arise is the issue of the degree of correlation between transportation improvements and high density development. The issue that must be answered is how much development does a transportation improvement cause?

Land use forecasts are critical to the planning process. Projects will be most affected by significant land use changes. Will the system be better in the future.

There needs to be an air quality performance factor built into both land use and transportation plans. The build/no build decisions can not be determined by air quality analysis and subsequent decisions. The whole plan can only change the air quality in an area by only one percent or less.

There needs to be specific federal guidance in this area of work. Also needed are good practice manuals on how to do planning activities. These are very

important, and U.S. DOT should start developing them again.

Our next year's work program will be based on ISTEA of 1991. It was enacted into law December 1992. Final approval of the work program was in March. It will take time to modify work activities and to follow the requirements of the new law. Another problem, will be the retention of staff that have had the experience and education to solve problems. Local government staff do not like the intrusion of the MPO into their perceived responsibility areas. In some cases, the MPO is not welcomed by local government officials.

Finally, there needs to be better knowledge of the interaction between transportation and land use. If transportation and land use are put together right, the need for significant expenditures could be eliminated.

In retrospect, it seems that the federal government policy in the 1980s of delegating responsibility to local governments to certify their own process has proven to be an error.

WORKSHOP REPORTS

Gloria J. Jeff, Michigan Department of Transportation,
and Charles Goodman, Federal Highway Administration

Gloria J. Jeff

It's interesting that we've spent all this time talking about the data that we've collected, as opposed to deciding what is the framework in which we need to do it, and what is the importance of having an original vision, a set of goals and objectives, which then, drives what set of data becomes important.

The interesting issue is truly an agent of change that challenges us and gives us choices to make, or is it simply an affirmation of what we've always done? I think the debate over the next 18 to 24 months is going to be interesting because I think the crux of the issue is going to be are we simply doing the same things as we have always done them?

Policy, finance, and evaluation are very mushy kinds of issues in the sense that the management systems are very clear. I mean, you know what you do with bridges. You know what you do with pavement.

We found that there is really no clear division between MPOs and state DOTs. The interesting thing may well be that we have found that in ISTEA one of the changes is indeed the nature of the relationship, that there is not this rigid line of what MPOs do and what states do.

Our first key point is that the various data systems must be integrated between the states and MPOs.

The other key point is that we not only have to be

concerned about how we collect data, but how we translate data into usable statistics and in turn translate that into information. Once we have done that, it becomes important because it becomes the mechanism by which we influence decisions, inform and educate the public, and receive information from the public.

The need also exists to broaden the perspective under which we look at the data that become information and that we had to look at what are the values of the community? What is the mechanism by which we establish what those community or statewide values are?

The euphemism we are utilizing here is the "quality of life" concept. It's a shorthand for a whole range of activities. It's whether or not transportation is a utility. Is it a social service, or is it an industry that is just responsible for generating profits and making money? That applies to highways, public transit, marine transit, port, rail, and intercity passenger movements. Just what is it that we're trying to do?

The final point is that it's important that we do trade-offs, that there is no single set of goals that we can all move forward to that are now, somehow or another, self-supporting, that there are trade-offs.

It may well be appropriate today, to decide that the most important decision we make is whether or not we put in an HOV lane on a freeway or add a couple of additional lanes of capacity. The trade-off that we may be making is not between transit in terms of an HOV lane and a freeway additional capacity, but rather, whether or not we're going to provide access to certain members of our society to jobs and opportunities by not dealing with the capacity issue on that particular corridor in which there is automobile movement, but rather, whether or not we provide it to an area that has not traditionally been a provider or recipient of public transportation, or for that matter, any other transport mode.

It goes to the fundamental concept that we are no longer simply dealing with those who use our system, but also with those who are impacted by the quality of our transport system and may, indeed, not be users.

We also need to, as part of the evaluation process, look at the whole question of did we obtain the objectives that we set out to do?

One of the things this industry does very, very well is spend money. You never have to worry about years of unspent obligation authority running around at the end of an authorized period. We will spend money.

The issue has now become what have we bought for the money that we have spent? That becomes a key element. Have we achieved or moved toward a particular set of objectives with the investment? Did the project that we set out to do, indeed, achieve an increase

in vehicle occupancy? Did we go from 1.0 riders to 1.5 or 1.6? Were we able to improve the modal split? Were we able to reduce the actual amount of air pollution occurring in a particular area? It is something that we have not traditionally really looked at. We've said, "Did we finish the project on time, within budget?" That became our mechanism of evaluation.

We're going to have to broaden that to look at what are the impacts? What are effects? Did we get what we wanted out of it?

The question of a research agenda was discussed and the outcome included the following items.

- Incident Prediction—the statement was made that about sixty percent of the delay experienced on most urban highway systems is the result of incidents. What are the predictions of incidents? What are the characteristics associated with non-recurring incidents?
 - Definition of Needs—we have done a good job of doing deficiency definitions of needs. As we begin to look at multimodal considerations, how do we define needs? It is the carrying capacity of goods or people, or is it something else?
 - Surveys—how do you coordinate surveys to make sure the data are replicable and usable to multiple sources?
 - Stakeholders—we can no longer simply deal with individuals the way we have always dealt with, in terms of, the "road gang", the "transit gang", and the "planning gang", but we have to expand to a new "gang." That is, the gang of folks who are impacted by the quality of the transport system that we provide, that we have to look at when we talk about the environment, not simply the physical environment. We can talk at great length about air, noise, wetlands, hazardous material sites, historical and cultural preservation activities, but if you say socioeconomic, everybody goes, "Okay. All we need to do is go to the census, and that takes care of it."
- Well, it doesn't. There are examples of where the presence of actions of a high quality transport system has a very real impact on the quality of life an individual has, and a very real impact on the values of the community in which they live.
- I'm sorry I missed the discussion earlier this week in which one of the development community's came in and chatted about the third and fourth order of development, and that it was

indeed motivated, in part, by the whole question of race, the whole concept of the white flight that took place away from many of our central cities. Transportation people cannot sit back and say, "That's not our issue." It is.

I heard a very interesting definition of what transportation was, and that definition was the whole concept that transportation is equal access to the opportunities, both financial and fiscally, of the community, city or nation within which an individual resides.

Notice, it didn't talk about movement by modes. It talked about equal access to opportunities. That's why transportation has to be concerned about the ability of people to get to jobs, to live in particular areas because transportation is a mechanism by which people have access. It doesn't matter how well educated you are. If your skills do not permit you — if you cannot take those skills and get to a place of employment, you're at a total loss to utilize those skills.

Transportation folks now have to realize that we have broadened the group of stakeholders to these individuals for whom the impact of the quality of transport systems is much more important than how many vehicles pass a particular point at any given moment.

- Environmental Survey—picking up on the environmental concept, our group talked about the need for an environmental survey and the need to put together an inventory of the physical environment. Not just those things associated with the social environment we should survey wetlands, endangered species, historical and cultural sites, hazardous material sites, and any other environmental hot spots that may take place in a community.

Concentration of air pollution impacts, for example, associated with a transit maintenance and cleaning facility within an urbanized area need to

be considered. Again, we went back to the concept that one needs to educate, and the key to education is the translation of data into information that can be communicated in a useful and effective way.

Charles Goodman

The integration of the comprehensive plan, land use forecast, and zoning issues are key in the development of forecasts. The interface between the land use plan and the TIP requires a very careful line item budget schedule. The short range element of the long range plan needs to be very carefully developed to ensure the proper timing of growth of the area. There needs to be some procedure to smooth the process between developing a long range plan and the TIP. What criteria should be used for priority setting? It is a major effort to stage the various requirements of a plan. Regional-type data are the least critical of the whole TIP development process. What is really needed is specific data for specific projects. Interim forecasts are critical for product development in the forecasting process.

One of the weakest items in the development of a financial program is determining the cost of different types of projects. Some tracking mechanism needs to be established for this purpose. A cooperative effort between MPOs to determine this may be helpful. How much do projects really cost?

Another element is the education of staff. In the planning arena, there are packaged courses that are available, but sometimes there are needs that should be satisfied that are not covered by such training courses.

There is a need for between community and intercity travel surveys, both people and goods.

A surveillance report should be developed like a report card to determine how well the plan is being achieved. There needs to be some research on land use forecasting. Alternative land use plans need to be developed along various strategies. There is a need for more household surveys as well as employer-based surveys. Hazardous materials mapping—the whole system needs to be organized around a GIS system.