

continue to have them come to the table. One of the main values in our involvement with the citizen group in the Bayshore Corridor was that they brought to the table an alternative we hadn't considered. The community was saying, "We do not want large platform structures out in the community. They are very disruptive and create some safety hazards. We would rather use low-floor platforms." The issue there became whether we could fit both a low-floor and a high-floor technology into our existing MUNY tunnel. We are still looking at that issue. There is a great deal of potential in what the citizens put on the table.

What can be done to facilitate access for citizens to the process? We have developed a travel analysis database, which takes all the data we have on level of service, land use by parcel, bus ridership, and bus routes and puts the information on a computer using GIS. We want to take computers out to the community, where the public can sit down and do analysis of its own. People can see and understand what happens if you put your station here, how much walk-on you can get in one place versus another. This tool doesn't give you an inherent answer but does have the ability to visualize what is happening and what it means for the community.

You have to have people involved, and you have to know what the decision-making process entails. That dynamic needs to be understood. Another dynamic is that if you're seeking Federal funds, there's a Federal agency involved in that decision. If you're going for a permit, there's a Federal agency involved. That needs to be explained to elected officials as well, so there's a good understanding by everyone of how the decision gets made and what it means once it is made.

## Developing 20/20 Vision for the Year 2020

*John V. Blain, Jr., Texas Department of Transportation (retired)*

The 1991 Federal ISTEA created new rules and regulations for Transportation Planners and Providers that have significantly increased the responsibility for decision-makers in their consideration of where and how to commit resources for transportation investments.

As transportation planning and design professionals, most of us are beginning to look at the year "2020" as our planning horizon year, and everyone in this room involved in this activity is expecting to exercise 20/20

vision in developing the most cost-effective decision-maker consensus and environmentally acceptable Transportation Plan for the year 2020.

The major investment process provides transportation planners with the opportunity to perform micro-transportation planning for corridors in a systematic manner and allows decision-makers of Federal, State, and local governments as well as the general public and stakeholders of many organizations a second chance for "20/20" vision if the target was missed in a specific corridor during the Transportation Plan process for horizon year 2020. Mr. Lamers from our Dallas-Fort Worth Metropolitan Planning Organization has given you an overview of the D-FW MPO process; therefore, I will not dwell on the details of the process but will attempt to furnish you with a review of concerns many of us as transportation planners and project implementors have as we begin to develop and, in some cases, come to closure on numerous major investment studies in the D-FW Metroplex. I believe these concerns are common to many other major urbanized areas of over 200,000 population in non-attainment areas.

The D-FW Mobility 2010 Plan is scheduled for update completion by the MPO by Fall 1996. (See Figure 1.) Some major investment studies scheduled for various corridors will be completed; however, many will *not* be. Therefore, the 2020 plan produced for consideration of the decision-makers of the area, including the governing body of the MPO, will primarily be based on macro-planning analysis, with the micro-analysis completed on a few corridors and several still in progress.

Other than for the environmental issue associated with air quality conformity (D-FW is currently in moderate non-attainment status), the macro-planning process will not be able to totally address environmental issues associated with corridors that have incomplete MIS studies. This does not mean that a flaw exists in our methodology, but an issue needs to be recognized by decision-makers as part of our revised transportation planning process. Our MPO in the D-FW transportation planning process has recognized this issue in its process for many years prior to the MIS requirement and accomplished the micro-planning by performing sub-area studies and utilizing work performed by the transportation providers under feasibility studies and the NEPA procedure; i.e., environmental assessments and environmental impact statements.

A summation of my comments about this process would be to draw an analogy to firing a new rifle on a range. The sights would need to be adjusted for variation in the

Figure 1

<b>MOBILITY 2010 PLAN UPDATE FINANCIALLY CONSTRAINED RECOMMENDATIONS</b>	
<b>Mode/program</b>	<b>Cost (\$ billions, 1993)</b>
Congestion management system	\$1.0
HOV system	\$1.2
Rail facilities	\$2.1
Freeways/toll roads	\$6.7
Arterial streets	\$2.1
Bicycle/pedestrian facilities, transportation enhancements	\$0.3
Roadway maintenance/transit	\$1.8
<b>TOTAL</b>	<b>\$15.2</b>

manufacture of the rifle (the MIS process) to cause the bullet to hit the bull's-eye of the target (the final transportation plan).

Next, I would like to address what is in all probability the most difficult 20/20 vision issue that faces decision-makers today in every area of the U.S., and that is financial constraint in the transportation planning process. The D-FW current 2010 Transportation Plan is a financially constrained plan based on decision-makers' best estimates in 1993 for 17 years. With the Federal funding for transportation under discussion by the U.S. Congress/Administration as a balanced budget item, among other programs, obviously our 1993 revenue estimates could be far off target.

As Mr. Lamers told you earlier, because of financial constraints the decision-makers had to use the fourth highest hour of the day in lieu of the traditional and accepted thirtieth highest hour of the year as a traffic volume for a study of level of service parameters for uniformity region-wide. This procedure provided a reduction in congestion levels for the 4.5 million people in the D-FW region, from the "do nothing" to the recommended 2010 plan.

These congestion levels mean that unless you are, as a peak-hour traveler, willing to ride a bus, carpool and use a high-occupancy vehicle lane, or use the planned rail

system, your peak-hour ride in the D-FW Metroplex in the congested area as a single-occupant vehicle operator is not going to be much fun in the era of the years 2000 to 2010 and beyond. I would remind you that the fourth highest hour of the day in the D-FW Metroplex is close to the highest non-peak hour.

As an SOV operator in the peak hour, you cannot forget level of service. Obviously, transportation planners in the D-FW area and decision-makers have come to realize that because of financing and other issues, we are not going to be able to build our way out of congestion for the single-occupant vehicle operator, not only in the 2010 Transportation Plan adopted in 1993, but also most probably in the 2020 Plan currently under study.

The D-FW area is experiencing the same opposition to major revisions in major transportation facilities as many other areas of the U.S. from well-meaning citizens who have the often-quoted frame of mind called "NOT IN MY BACKYARD." This is prevalent not only in the D-FW area in the automobile/bus side, but also in the rail and airport sides. In summary, where does this leave decision-makers, Federal Transit and Highway, State DOTs, Turnpike Authorities, Local Transit Agencies, Cities and Counties, and Metropolitan Planning Organizations composed of members from all local governments as well as State and local transportation providers as they attempt to create a 20/20 vision transportation plan for the year 2020?

For the D-FW 2010 Plan, the D-FW MPO had to acknowledge that only \$6.7 million of the total \$15.2 billion plan could be used for SOV improvements that in many instances for the system would only provide acceptable levels of service in the highest non-peak period of the normal work day. Obviously, this means congestion management must be used to tweak the portions of the system that cannot be improved, as all major urbanized areas of the U.S. are considering.

However, these were factored into the congestion analysis I presented. I believe the 2020 Plan currently being considered will not significantly improve the congestion levels projected for the 2010 Plan for the freeway system. And, although not discussed previously, not much improvement for the thoroughfare system can be accomplished outside of maintaining the

status quo. This could mean Draconian solutions may have to be considered by decision-makers for implementation such as congestion pricing for the SOV in the peak hour to further encourage HOV, bus, or rail usage; restriction of parking spaces by the private sector for employees; employer assistance for housing of employees closer to the workplace; telecommuting; restriction of movement for freight operation on highway facilities during peak hours; and perhaps taking a long look at how we allow trucks to operate on the freeway system; i.e., dedicated truck lanes, etc.

The whole issue of planning integrated freight operations in the D-FW 4.5 million population Metroplex needs to be and is being looked at by the MPO as a part of the 2010 and 2020 plan to ensure truck, rail, and air freight issues are addressed, as well as possibly considering the political implications of change. Obviously, decision-makers at local governmental levels as well as at the State level are going to have "severe nervousness" about the Draconian alternatives I have touched on, but with financing issues the way they are, we may have to face the challenge of change. This may require some changes in Federal and State laws to allow some changes to occur if they are adopted. In final summary of financing, transportation financing in Texas over the past 20 years has progressively received a smaller percentage of available public financing than other programs, and if the trend continues, transportation planners and providers are not going to be able to develop planning and implement projects to build us out of the congestion we have to plan for SOV drivers.

The last topic I would like to bring to your attention before closing is the organization Texas Department of Transportation, the City of Dallas, and the County of Dallas in cooperation with the MPO have created for a major investment study for a project located in Dallas along the Trinity River Corridor to involve decision-makers and the public as well as other interested stakeholders. Obviously, with the complex issues in this corridor, a few of which are flood control, aesthetic impact on downtown Dallas and Stemmons (IH 35E) corridor, park and recreational issues, freeway crossroads for the Dallas Metroplex, and a multi-modal corridor (freight, commuter rail, light rail, and HOV), consensus-building as a part of the MIS process is paramount.

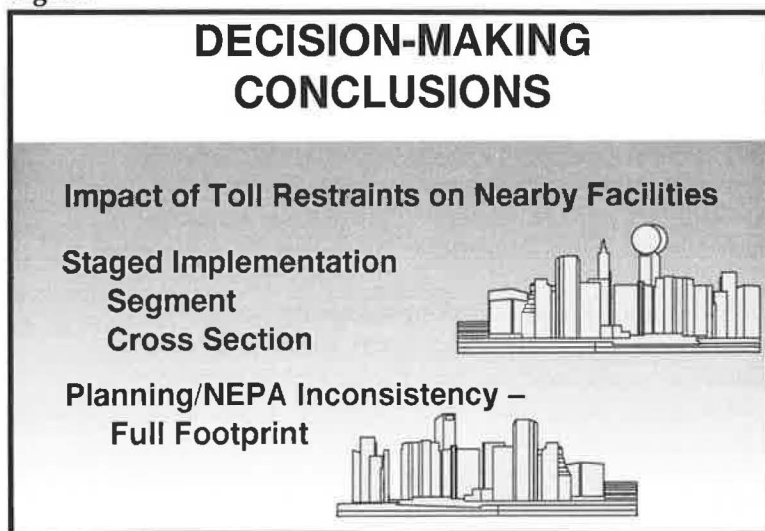
The organization proposed for the MIS to be considered for adoption through a public meeting process will be a

policy work group, a community advisory work group, and a staff support work group. A study process has been designed in accordance with procedures outlined and approved by the MPO to accomplish the MIS with a total involvement of decision-makers, stakeholders, and the general public. Utilizing this process, we hope to give decision-makers a consensus solution with a financial restraint.

In closing, because of financial restraints this corridor must be considered either wholly or in part as a toll road facility—which, in the Dallas Metroplex, because of the parallel freeway facilities, means a toll restraint in volume of about 50% of traffic that might be anticipated on the facility if constructed as a free (wholly tax-supported) highway facility. Adjustment of traffic demand on adjacent and connecting transportation facilities must be recycled into the total transportation plan system of 2010 and projected 2020 plan system once the MIS is completed.

Other corridors are being considered as toll facilities, and if this project or any of the others are selected as toll facilities, wholly or in part, the transportation plan will have to be reviewed. (See Figure 2.)

Figure 2



Second, due to the significant cost of Trinity Parkway, staging of improvements by both segment and cross-section construction may be required. Recent Federal interpretations of inclusion of transportation facility footprints (ultimate design) indicate they cannot be included in the transportation plan until they can be supported by the financial plan. This has placed decision-makers in an awkward position of not being able to present the true transportation plan for the future to the

public in the planning document; i.e., beyond 2020 and in the NEPA document for environmental clearance.

If this obstacle is not removed in the Federal process, the MIS may be the only planning document where this fact can be recorded. This procedure does not provide clearance for the purchase of right-of-way or ancillary elements to be designed in the initial construction to conform with the ultimate footprint proposed for the facility. This is an issue that needs to be addressed if decision-makers are to be considered candid and honest by the stakeholders and the public.

Finally, and in closing, thank you for allowing me to present my thoughts to you about the MIS procedure. I hope my comments have given you some insight into some problems that will be with us in the years between now and 2020 and beyond, as we all try to exercise 20/20 vision in our transportation planning process.

## **Involving Elected Officials in the Decision-making**

*Stephen J. Del Giudice, Metropolitan Washington Council of Governments*

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How do we inform and involve decision-makers? We have to first come to terms with what we mean by decision-makers. My assumption was that we were talking primarily about elected officials and that we were going to somehow involve them in the public participation process. The public involvement process must take place early and often.

Does the process take away decision-making flexibility? Yes and no. If you are from the old school of elected officials, the philosophy is, "Just tell me how to get what I want done." That takes away flexibility. If you have a different approach to the decision-making process and recognize the new realities of consensus decision-making, it probably gives you more flexibility.

Because I am not a member of an agency, the concept of interagency collaboration is a difficult one. I see a lot of collaboration. Is it working? We do not know, because no MIS has come to completion.

Is it improving our decision-making process? I would say most definitely, and that may represent some of the bias that I have about the participation process.

Have citizens influenced the outcome? I have served on

one MIS, and it definitely has been influenced by citizens. Citizens actually contribute to the decisions we make, not the ultimate decisions necessarily, but decision-making as part of work groups.

## **Getting things done**

Why can't we get things done? We did not get things done before major investment studies were put in place. To blame MIS for the failure to get things done is inappropriate. Our failure to get things done has a lot more to do with a period of extreme public skepticism about everything, fiscal responsibility, and elected officials' responsibility. As an elected official living under an imposed two-term limit, I am out of office in 1998.

The MIS was put in place because it is the only way we can address public skepticism and convince the public that spending money for new facilities is worthwhile.

## **Conflict of authority**

The fundamental paradigm we all struggle to address is the problem of the conflict between Federal and State authority over transportation and the traditional authority that Federal and State officials have had over transportation money and funding, as well as the dysfunction that exists between them and local government officials who have control over land use. The MIS process, we hope, provides a forum to address those issues.

There is the traditional notion of the role of State and local authority over these issues, state control over transportation, State governments being the appropriate depository of transportation authority, and local governments being the appropriate depository of control of land use. Frankly, it's not really a new issue.

## **The role of regionalism**

The new tool in the twentieth century may be the notion of regionalism and the development of regional government, even though that is a very new notion and one that has not really gained tremendous support among the populace.

There is another issue coming to the fore. It grows out of the problems we are having with fiscal scarcity. We have grown used to the era where transportation developed as a public entitlement. Perhaps we are now moving toward thinking of transportation as a private utility. Especially as resources get scarcer and scarcer and we start moving towards private toll roads, are we