

THE INFLUENCE ON RURAL COMMUNITIES OF INTERURBAN TRANSPORTATION SYSTEMS

VOLUME II

TRANSPORTATION AND COMMUNITY DEVELOPMENT: A MANUAL FOR SMALL COMMUNITIES

CHAPTER I: The Transportation Planning Process

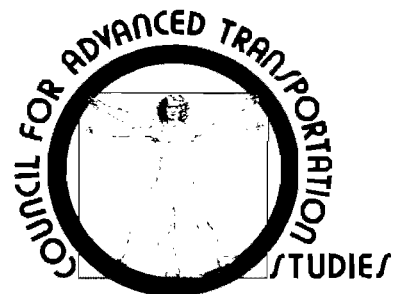
C. MICHAEL WALTON
JOHN HUDDLESTON
RICHARD DODGE
CHARLES HEIMSATH
RON LINEHAN
JOHN BETAK

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C. Michael Walton

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PREFACE

BACKGROUND

This document is one in a series developed as an outgrowth of research sponsored by the U. S. Department of Transportation, Office of University Research, through the Council for Advanced Transportation Studies, The University of Texas at Austin. The topic of this research project, "The Influence on Rural Communities of Interurban Transportation Systems," was one of five conducted under the general title, "Transportation to Fulfill Human Needs in a Rural/Urban Environment." The overall objective of this project was to investigate the nature of interurban transportation influence on small "rural" communities (below 25,000 in population) and to assess the relationship between changes in the interurban system and the potential for growth and development of small communities.

The project consisted of four basic stages:

- (1) a review and analysis of transportation impact studies leading to the identification and investigation of areas deemed important to rural communities and intercity transportation systems,
- (2) an investigation of high probability areas of impact to ascertain data availability and appropriateness of various methodological concepts in studying transportation impacts on rural communities,
- (3) a detailed case study of selected rural communities in terms of their response, real and perceived, to changes in their intercity transportation systems and accessibility, and
- (4) the development and field testing of a set of transportation planning guides designed for use by the layperson in the rural community and the regional planner.

The research is documented in two volumes:

Volume I: The Influence on Rural Communities of Interurban Transportation Systems, and

Volume II: Transportation and Community Development: A Manual for Small Communities.

The first volume is the description of the study process and the findings of the various research phases during the project. This document would be of interest to professional planners in regional governments having small, rural communities within their jurisdiction. The report may aid in facilitating their interactions with representatives of smaller cities and enhance their appreciation of the uniqueness of those areas as reflected in their needs and issues.

The set of planning guides contained in Volume II would be of interest to the community representatives. The guides are designed for the layperson and are written in non-technical language. The purpose of the manual is twofold:

- (1) to promote a more informed participation in the national state, and regional decision-making process as it relates to transportation and
- (2) to provide the basis for initiating and continuing comprehensive local planning for small urban places (cities and towns with a population of 25,000 or less).

The MANUAL is divided into an executive summary and seven chapters, each individually bound and designed for use separately or in conjunction with others. The seven chapters are:

- Chapter I. The Transportation Planning Process,
- Chapter II. Transportation Impact,
- Chapter III. Goals and Objectives,
- Chapter IV. Community Inventory,
- Chapter V. Development of Alternatives and Preliminary Assessment,
- Chapter VI. Evaluation, and
- Chapter VII. Glossary and Bibliography.

Chapter one covers information about transportation planning. The transportation system which will likely serve your community in twenty years is being planned today. If you want the future system to have a positive effect on your community, then you must know how to influence the transportation planning process. This entails 1) knowing who is responsible for the planning which will affect your area; 2) understanding -- at least broadly -- the planning agencies at the state and regional levels through participation in the organization and conduct of their planning activities.

CHAPTER 1: THE TRANSPORTATION PLANNING PROCESS
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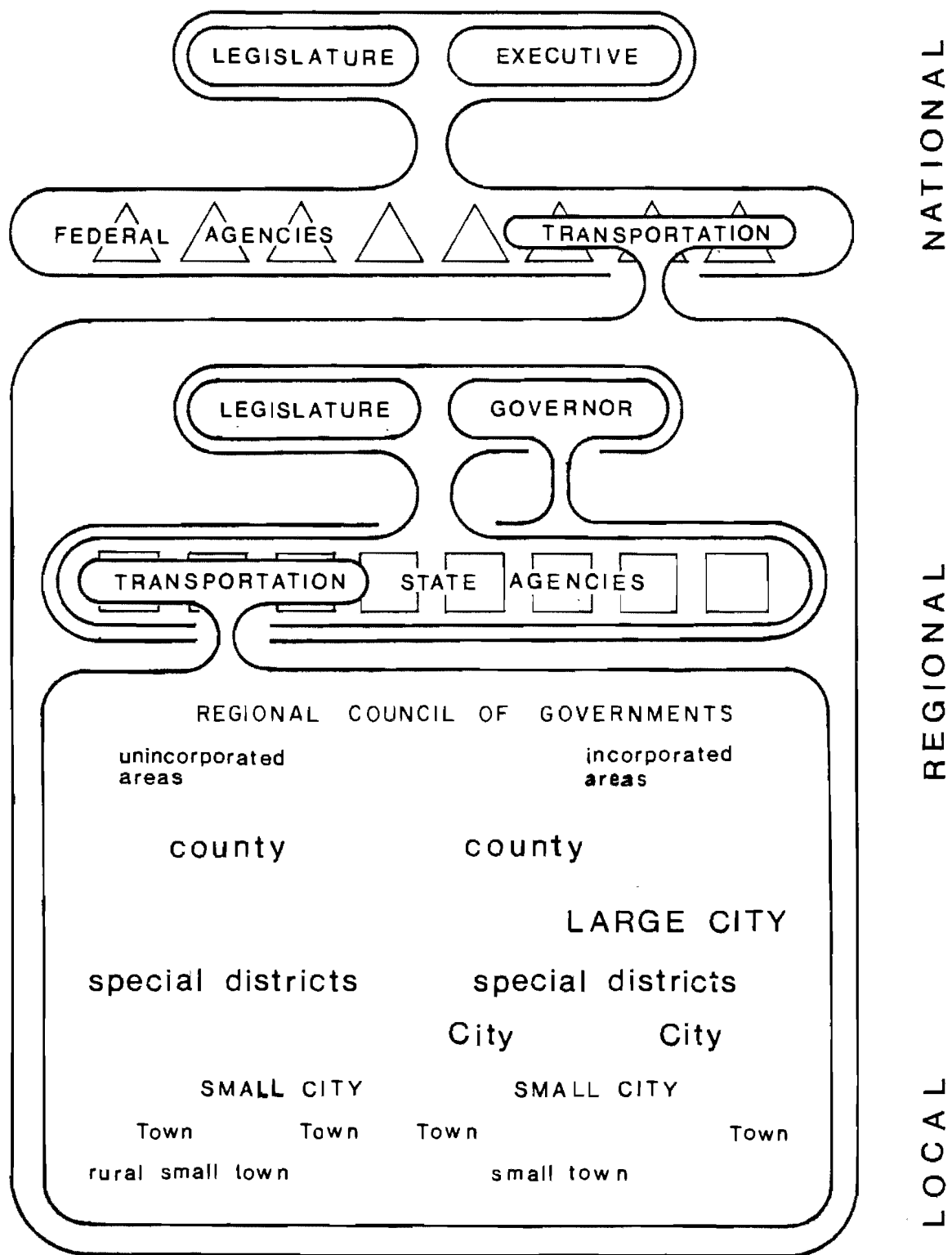


Figure 1.1
Government Involvement
in Transportation Planning

CHAPTER I

THE TRANSPORTATION PLANNING PROCESS

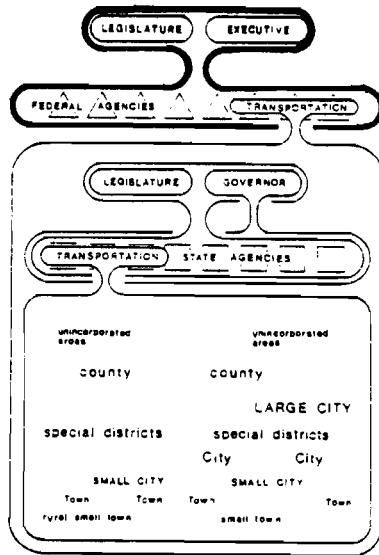
1.1 This chapter describes the TRANSPORTATION PLANNING PROCESS *INTRODUCTION* with an emphasis on state and regional planning. Hopefully, this description will facilitate the matching of local goals with those of the state and the region. Most importantly, knowledge about who makes which decisions in what manner should be very helpful in achieving local input to the transportation planning process.

1.2 Figure 1.1 illustrates the various levels of government *CITIZEN INVOLVEMENT* involved in transportation planning. Citizens may potentially influence the process at any level -- from promoting changes in federal regulations down to participating in decisions concerning local transportation projects. It is obvious, however, that the kind of influence the public can exert differs from one level of contact to another. Actual participation in planning occurs primarily through contacts between citizens and local or regional units of government or through contacts between citizens and state agencies. Meaningful participation requires a general understanding of the roles of various agencies and specific knowledge of the steps in the planning process.

The remaining sections of this chapter describe the actors and the operations involved in the transportation planning process. The emphasis throughout will be on the "points of entry" for citizen participation and on the considerations which are important in order to evaluate the development of transportation plans.

To develop a specific basis for community participation, we have included evaluation sheets and worksheets at the end of the chapter.

THE ROLE OF THE FEDERAL GOVERNMENT



1.3 Transportation is important to the national interest. As a result, the federal government provides funds to the states and their designated substate units for both planning and constructing most transportation systems. Consequently, much of the transportation planning process is guided by policies formulated at the federal level. Federal policy

originates with legislation passed in Congress or with directives issued by the executive branch and the appropriate regulatory agencies (which are not discussed in this document). Regulations in support of Federal policy are then written by the appropriate agency in the Department of Transportation (DOT) or by other agencies in other departments when their interests are involved.¹ Together, the laws and regulations constitute a "policy package"

¹The agencies of DOT mainly involved in planning are the operating administrations: Federal Highway Administration (FHWA), the Urban Mass Transportation Administration (UMTA), the Federal Aviation Administration (FAA), and the Federal Railroad Administration (FRA). Regulations that pertain to the acts can be obtained at any library that is a repository for government documents. For an overview, see National Transportation Trends and Choices (To the Year 2000), U. S. DOT, Superintendent of Documents, U.S. Government Printing Office, Washington, D. C., January 12, 1977.

which is intended to foster uniform sets of actions among the states with adaption to meet the specific needs of the state and local units.

Federal guidelines usually require the state, regional (e.g. MPO), or local agency to perform very specific tasks and to follow specific application procedures in order to qualify for federal funds. Primarily, these guidelines concentrate on planning in urbanized areas, to airport system planning, and to specific projects funded in part or in whole by federal monies. Federally funded projects include all highways on the FEDERAL AID HIGHWAY SYSTEM, many forms of public transit programs, certain airports, and numerous other programs, some of which are discussed in Chapter IV. Agencies of the federal government review planning programs and activities and federally funded projects to see that they conform with federal guidelines. (See A-95 REVIEW in the Glossary, Chapter VII)

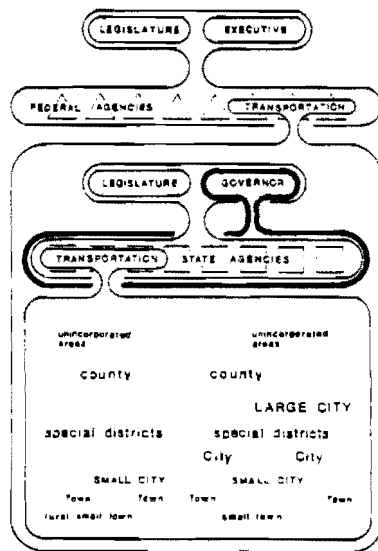
1.4 Nevertheless, the state government remains a primary actor in the transportation planning process. It is the state's responsibility to develop and coordinate plans for the Intercity TRANSPORTATION. This may include activities from preliminary planning through maintenance. In some cases urban transportation assistance is provided to the designated planning agency in the area or local governments. Until recently, most of the transportation planning effort has been devoted to highways, although PUBLIC TRANSPORTATION, air transportation and waterways have been increasingly integrated in a comprehensive, coordinated, continuous, and

*THE STATE'S
ROLE IN
PLANNING*

consolidated transportation planning process. State structure for promoting and regulating transportation activities vary extensively, as do the responsibilities and activities. Regardless, the state role in transportation is significant and the appropriate agencies should be consulted on matters of critical importance to the small rural communities. Many state agencies have regional offices which may facilitate communication on transportation matters between governmental units.

**COORDINATION
OF PLANNING
FUNCTIONS**

1.5 State transportation agencies are generally divided into district or regional offices which are involved in much of the planning in each of these sub-state areas. However, the districts are

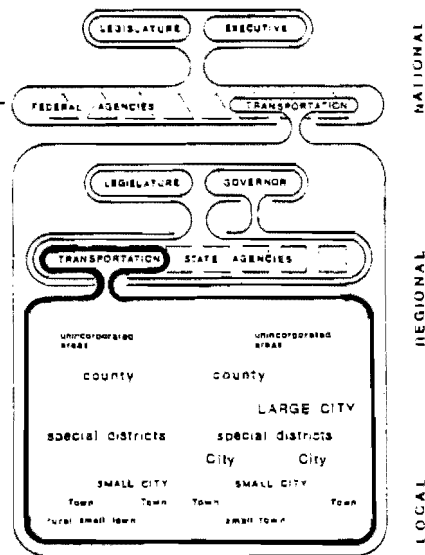


not autonomous in their planning functions. They coordinate their activities with those of adjacent districts and the central offices.

The state transportation agency(s) must also act in coordination with other agencies, ensuring that transportation plans are in harmony with plans for other activities. Typically these

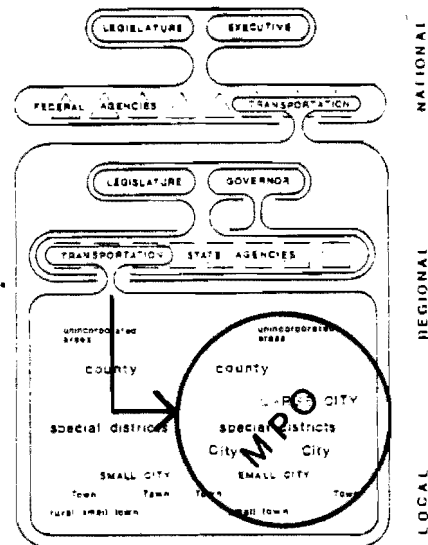
include such areas of concern as economic development, open space and recreation facilities, health services, and municipal development. All states have a designated agency which serves as a "clearinghouse" for coordination of planning activities. (See Chapter VII for definitions.)

In addition to coordination between state agencies, planning procedures require coordination between the state and local or regional units of government. The nature of this coordination differs somewhat in metropolitan and non-metropolitan areas.



1.6 In so-called "urbanized areas," i.e., single cities or twin cities of 50,000 or more population and their surrounding areas, a "cooperative, comprehensive, and continuing" planning process is conducted. This process (often called "the 3-C PROCESS") requires the involvement within the state of the municipalities, the counties (other regional units), and other jurisdictions in the urbanized area. The Governor of each state is responsible for involvement which takes the form of participation in the activities of designating a planning agency for each of these areas. This agency, referred to as THE METROPOLITAN PLANNING ORGANIZATION (MPO) may take many different forms. The MPO is given the charge of cooperatively

METROPOLITAN PLANNING ORGANIZATIONS



executing the transportation planning and programming activities as defined in the agreement or memorandum of understanding between the State and MPO.

An urban transportation planning process includes the development of a PROSPECTUS and a UNIFIED WORK PLAN (UWP). The PROSPECTUS establishes a multiyear framework within which the UWP is to be accomplished. The UWP provides the document for all the coordination and integration of direct transportation or related activities in the area. The transportation development plan includes a LONG-RANGE ELEMENT and a TRANSPORTATION SYSTEMS MANAGEMENT (TSM) ELEMENT. The long range element has a planning horizon of approximately 20 years and the TSM element is short range (about 0-5 years) and more operational oriented in its programming.

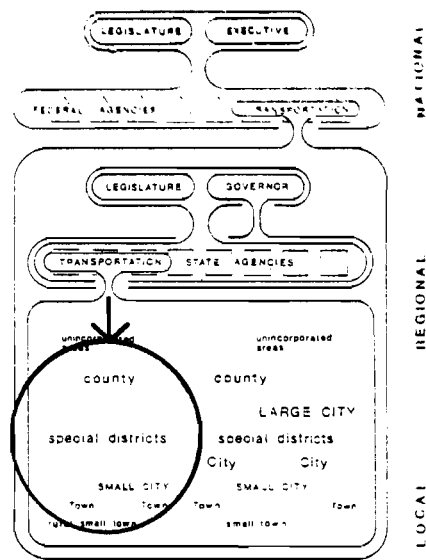
Together these elements are used to produce a program of implementation called the TRANSPORTATION IMPROVEMENT PROGRAM (TIP). The TIP identifies specific projects and the time table of 3 to 5 years for their implementation. It includes an ANNUAL ELEMENT reflecting the year-to-year project of the TIP. These components of the process are required as one phase of the certification process which leads to participation in the federally funded activities.²

*NON-
METROPOLITAN
PLANNING*

In areas of a state not covered by an urban transportation plan, developed through an MPO, the planning process is usually conducted by state agencies, in cooperation with regional and local units of government (counties, cities, etc.).

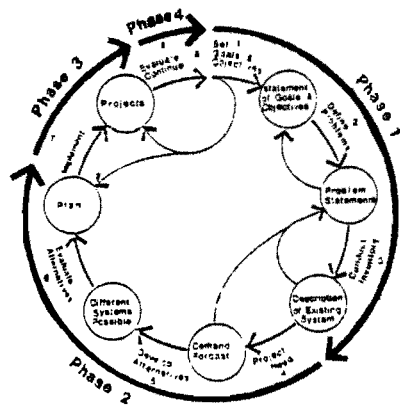
²For more detailed discussion see Federal Register, Vol. 40, No. 181, Transportation Improvement Programs, Part II, Sept. 17, 1975.

The relationship between a state agency and these units of government differs from the relation between a state agency and the MPO. The state agency serves less in the capacity of a consultant than it does as the originator and developer of the plan. Although the governing bodies affected must concur in the final plan, their relationship with the planning agency is usually much less formalized, and the planning process itself is left more to the discretion of the state agency.



1.7 Whether conducted for a city, a region, or a whole state, transportation planning activities are normally conducted at two general levels simultaneously: the SYSTEMS LEVEL and the PROJECT LEVEL. Systems-planning applies to the development of an overall transportation network in a metropolitan area, a region, or a state. A systems plan identifies TRANSPORTATION CORRIDORS (general locations within which volumes of traffic will move.) Project planning applies to the individual components of the system. For example, a project plan may be more concerned with specific design, operational alternatives, the acquisition of right-of-way, the construction of facilities, etc.

*SYSTEMS
PLANNING
VS.
PROJECT
PLANNING*



Once initiated, systems planning is a continuing process. System plans are subject to different levels of review, usually at intervals of one, five, and ten years. These reviews determine whether the plan is being implemented on schedule, whether it is in agreement with actual needs, and whether the methods used to develop the plan are actually working.

Very often, the individual citizen comes into contact with the planning process only during project planning -- when right-of-way is being considered, for example, or when a new project otherwise seems to affect his interests directly. The result is that there may be considerable momentum behind a plan before an individual or a community actually enters the process. Both the planning agency and the citizen or his community are consequently at a disadvantage if local goals are in conflict with the systems plan. Involvement in systems planning helps ensure that future transportation systems meet local needs and goals.

DIFFERENCES IN PLANNING AMONG MODES

1.8 Ideally, transportation planning at the systems level is "multimodal," i.e., the planning process is aimed at creating a unified plan which integrates a balance of all modes into a single system. A basic division for planning of transportation

activities by facilities and mobility programs may be considered as follows:

1. Highways
2. Transit
3. Rail
4. Air (domestic and international)
5. Water (domestic and international)
6. Pipelines

In terms of public planning activity, however, the current emphasis is placed on four systems. Listed in order of the priority given them by the states,³ these are

1. Highways (and parking),
2. Transit (public and mass),
3. Airport facilities, and
4. Rail.

Planning does take place for other modes, of course, most notably for the development of inland waterways and mariner terminals. Nevertheless, the major emphasis nationally is essentially devoted to the four systems above.

There are different degrees of public and institutional involvement in the planning process of each mode and there may be different planning considerations appropriate for the different modes.

³Source: 1974 National Transportation Report, U. S. Department of Transportation, Washington, D. C., p. 41.

We may describe the differences in planning for the various transportation activities in terms of

1. the type and degree of public and institutional involvement; and
2. the main focus of the planning activity (i.e., facilities or service).

HIGHWAYS

Highway and street transportation planning is conducted at the four major governmental levels: national, state, regional, and local. A primary role of the federal government is to foster state, metropolitan, and local transportation planning of highway facilities through the provision of FORMULA MATCHING FUNDS for the creation of highway and street facilities. The basic premise for the provision of these funds is through the Highway Trust Fund, which is founded on the principle of user charges.

A principal planner for transportation facilities normally is the responsible state transportation agency. For many years this has been the responsibility of the state highway agency and in more recent times has fallen within the purview of the newly created Departments of Transportation in many states. Regardless of the organization of the transportation agencies within the state, a major transportation planning responsibility falls within the purview of the agency responsible for coordinating federal transportation programs and financial resources. Many communities located near SMSA's or large urban areas may find many of these activities performed by the MPO or regional planning agency. In the more rural areas the agency in the State government responsible for highways will be the primary contact. Also, the regional

office of U. S. DOT should be contacted for assistance and information. For every municipality, regardless of size, there is a focal point for transportation activities. This may range from a department within the city administration for traffic and transportation responsibility to the city engineer to the city manager, depending upon the size of the community and its form of local government. In all cases, there is a focal point for every level of government for transportation planning activities, and in this case, highways and streets.

The planning for transit falls in the same major categories as defined for highways. At the federal level, the program responsibility for transit is found in the Urban Mass Transportation Administration (UMTA), U. S. Department of Transportation. There are numerous programs available within current legislation which permit and encourage transit planning in all areas, urban and rural. There is normally an appropriate agency at the state level that is available to aid regional and local governments involved in transit planning and administering programs at the state level. In the larger metropolitan or local communities, there may be an agency or office that is responsible for transit activities in the community. The MPO is the designated agency for transit in the area. Inherent features of the MPO require its playing a transit role. The transit activities may be private or public service activities. These may range from basic taxi programs within small communities to major bus fleets and combinations of many other forms of transit service in larger areas. The ultimate responsibility for transit

*TRANSIT
(PUBLIC
AND MASS)*

planning within a community is the responsibility of the community itself. However, there are many programs and agencies at higher levels of government which can serve as catalysts and provide assistance for the development of transit within the local or metropolitan areas. To differentiate local transit from intercity transit, one must recognize that most intercity transit is provided by private transportation companies operating as a common carrier or transit authorities serving special purposes such as commuter rail service to and from large population centers.

Transit planning within the private sector is usually proprietary and requires communication between the local government and the private transportation company to facilitate any changes or modifications which may be desired in local service. It may also require approval of appropriate regulatory agencies responsible for overseeing rate structure and route. For transit planning activities, local initiative is required.

AIRPORT FACILITIES

Airport facilities are the responsibility of local government or special transportation authorities. As in the other cases, there is a hierarchy of governmental involvement. The Federal Aviation Administration within the U. S. Department of Transportation is responsible for promotional and some regulatory activities of airports, and the Civil Aeronautics Board is responsible for the most regulatory aspects of air carriers. State governments may have both promotional and regulatory agencies to oversee the development of a statewide air systems plan which is an integral part of the national systems plan maintained by the Federal Aviation

Administration. Financial support is provided both at the national level and at the state level to assist local or regional areas in master planning and development of their airport systems. As previously stated, local initiative is required to begin the airport planning process, with financial support being made available at the state and national level, depending upon the classification and need assessment of the airport master plan. In many cases a state agency will assist the local agency in determining the need and identification of the resources that might be available to the local community.

Rail until recently was the primary responsibility of private industry. Today there exists within the U. S. Department of Transportation a Federal Railroad Administration which is primarily a promotional organization for rail development and maintenance programs at the national level.

RAIL

In addition, there are special agencies with regional authority created to maintain a desirable level of rail service within specific areas of the nation. Amtrak, is responsible for a national rail passenger system. Consolidated Rail Corporation (ConRail), a corporation which is an outgrowth of many northeast and mid-west railroads, is presently receiving federal support to provide rail service to many localities throughout the northeastern U. S.

In most cases, local communities will have to work with the private rail firms for provision or modification in freight service and with the Amtrak agency for consideration or modification in rail passenger service. Again, local initiative is required.

Through new initiative in rail activities, the FRA has a program to provide support to a designated state agency for the development of a State Rail System Plan.

Rail abandonment is a critical issue to the vitality of smaller communities. The Interstate Commerce Commission's Rail Services Planning Office may assist in evaluating a community's opportunities for service, expanded service, or the possibility of loss of service. The Railroad Ruralization and Regulatory Reform (RRRR) Act of 1976 provides for more promotional programs which will have an increased effect on the more active role of state, regional, and local governments.

The subsequent sections of this chapter describe the steps followed in the general transportation planning process at the various agency levels previously described.

It is recommended that, before proceeding, the reader fill in Evaluation Sheet #1, which is appended to this chapter. The evaluation sheet permits the user of the manual to determine the current status of planning activities relevant to his or her community. At the conclusion of the evaluation sheet is a listing of roles appropriate for different classes of communities at different stages of the planning process.

1.9 To enact the roles available to the community requires an understanding of the steps and the operations involved in developing and evaluating transportation plans and projects.

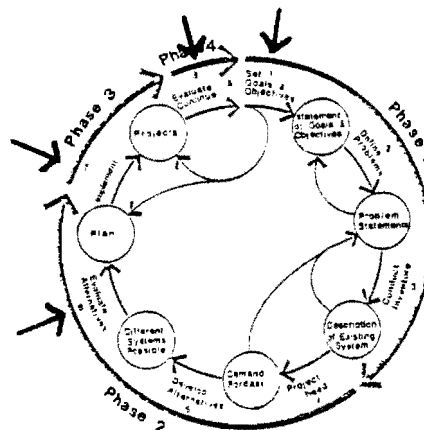
*THE STEPS IN
THE TRANS-
PORTATION
PLANNING
PROCESS*

The remainder of this chapter describes the transportation planning process and outlines the considerations necessary for local participation at the various stages of the process.

While specific procedures may be unique to different modes and different areas, transportation planning as a whole follows a series of interrelated steps.

1. Express desired future through goals and objectives
2. Define problems
3. Inventory present system
4. Project future needs
5. Develop alternatives
6. Evaluate alternatives
7. Implement selected alternatives
8. Evaluate and continue planning process

Figure 1.2 illustrates the sequence of steps and their interrelationships. Steps 1, 6, 7, and 8 of the diagram contain the operations which usually call for specific citizen input. While there are important contributions which can be made in all areas, the layperson must usually rely upon the professional for most of the tasks in steps 2, 3, 4, and 5.



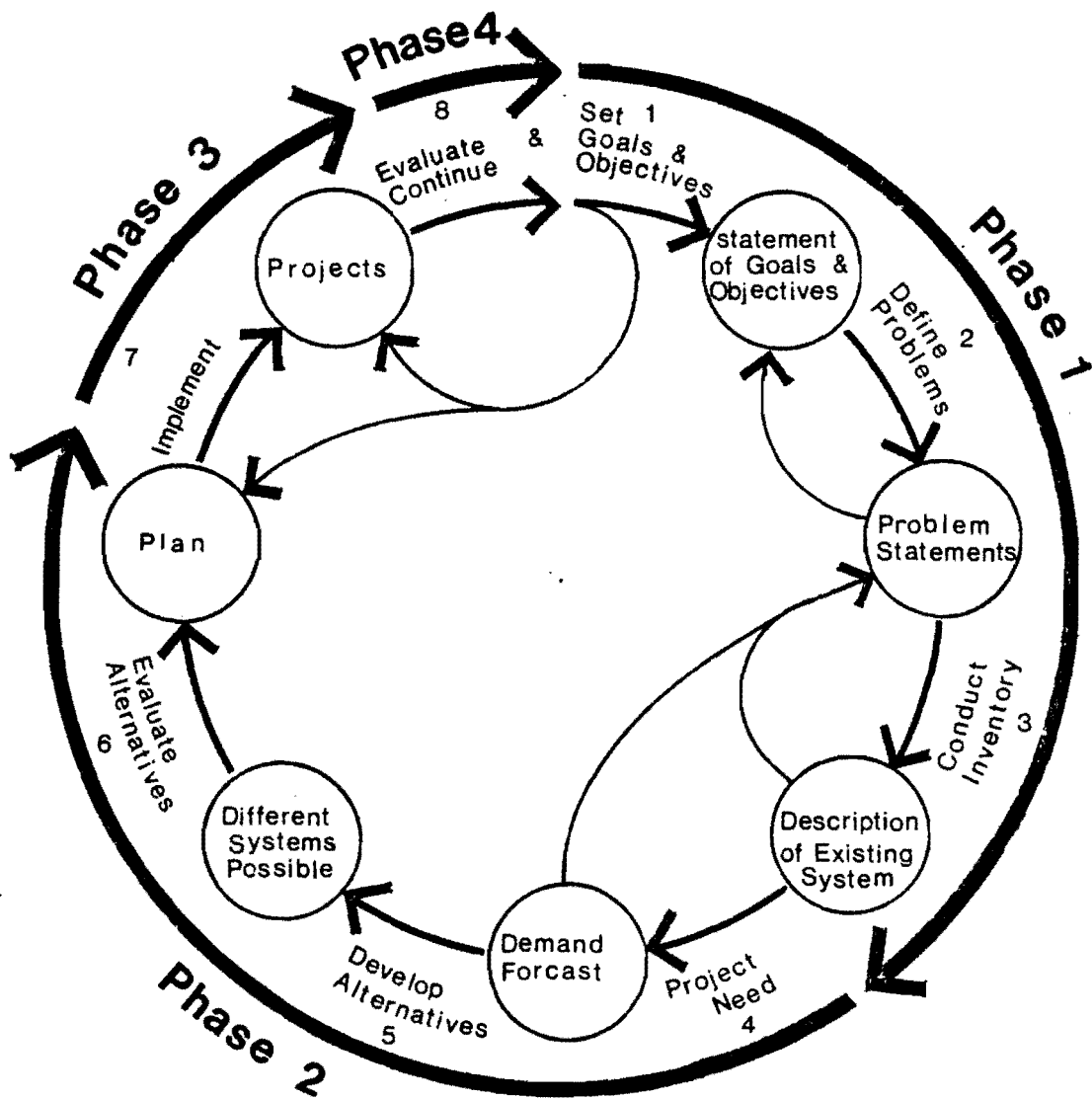


Figure 1.2
The Transportation Planning Process

As the "return arrows" in Figure 1.2 indicate, operations in each step are often mutually dependent and concurrent. Nevertheless, the process involves a logical sequence which begins with goals and objectives and progresses through the implementation of specific programs to re-evaluation of the entire procedure. It is convenient for the purposes of this manual to group the sequence of steps into four basic phases:

- I. Study Phase
 1. Express desired future through goals and objectives
 2. Define problems
 3. Inventory present system
- II. Plan Development Phase
 4. Project future needs
 5. Develop alternatives
 6. Evaluate alternatives
- III. Implementation Phase
 7. Implement selected alternatives
- IV. Continuous Planning Phase
 8. Evaluate and continue planning process

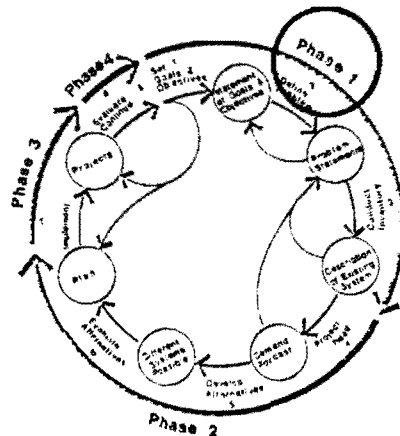
PHASE I

1.10 The transportation planning process usually begins with the development of a transportation study comprised of the inter-related operations in steps one, two, and three. The setting of goals and objectives, the definition of problems, and the inventory of the existing system are carried out simultaneously since they

*STUDY
PHASE:
STEPS ONE,
TWO AND
THREE*

are mutually dependent tasks. Developing goals obviously depends upon an inventory of the present system. Conversely, establishing goals helps to identify problems, which in turn helps determine the scope of the inventory.

ORGANIZATION OF A TRANS- PORTATION STUDY



1.11 At the outset of a transportation study, two decisions must be made; the first concerns the organization of the study, the second the division of infra-structural responsibility for the different study elements. The tendency is to give more decision making power to citizens and their elected representatives than formerly was the case, especially in the setting of goals and in reviewing plan development.

Figure 1.3
Metropolitan Planning Organization

Composition

Elected Officials of area

Elected officials, representatives of state and local transportation agencies, DOT representative

Appointed or elected members of the steering committee

Local and area-wide transportation planners, engineers, etc.

Structure

Policy Advisory Committee

Steering Committee

Executive Committee

Technical Staff

Responsibility

Adopt goals and policy, review procedures and adopt plan.

Interpret routine policy matters, prepare annual reports, etc.

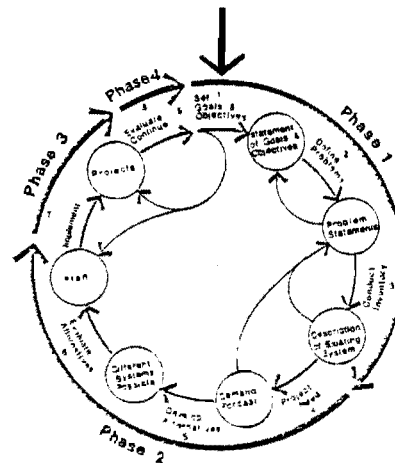
Guidance to technical staff and reports to executive committee

Technical studies

While the responsibility for most of the technical procedures remains with the technical staff of city, county, and state agencies, the final plan is the product of both technical expertise and citizen input and approval. The organization of a study and the division of responsibility may vary depending upon the particular state or area; however, citizens and their representatives will usually find the opportunity to sit on task groups or subcommittees to review recommendations of the technical staff. The initial organization of a transportation study should include maximum opportunity for citizen participation in setting goals and objectives and in reviewing the conclusions of the technical staff.

1.12 At the heart of the whole planning process is the development of goals and objectives. Goals are ideal states desired for the future. Since they are ideals, they are abstract conceptions of what ought to be, not objects to be achieved. Objectives, on the other hand, are concrete and measurable. They are specific aims to be reached within a specified period of time.

*STEP ONE:
ESTABLISH
GOALS AND
OBJECTIVES*



In general, transportation goals and objectives are related to the values of efficiency, safety, and economy. Thus, an "ideal" transportation system would be one which supplied safe and rapid

movement of goods and people at the lowest cost. It is obvious, however, that there will be conflicts between values and goals in the real world; the safest system is not always the most economical, and the most efficient is not always the safest. In addition, there are other values which must be considered in developing goals for transportation systems. These include preservation of the environment, the promotion of economic opportunity, and special consideration for the disadvantaged. Thus, transportation planning must include ecological, economic and social goals as well as those relating strictly to the transportation system.

Goals and objectives are likely to change as a transportation study proceeds. Initially, some goals will be independent of the way things are, based purely on the ideal state wanted. As the study proceeds, and as problems become more clearly identifiable, the goals and objectives should reflect attempts to correct deficiencies or alter the system's potential. Generally speaking, the goals statement should serve as guidelines for specific programs and as ways of evaluating the total performance of the system. (See Chapter III, Goals and Objectives.)

Table 1.1 contains a partial set of goals and objectives developed in one regional transportation study. It might be noted that many of the "objectives" in the table are in reality merely somewhat

TABLE 1.1

EXAMPLE OF TRANSPORTATION GOALS STATEMENT

GOALS	OBJECTIVES
TO PROVIDE A REGIONAL TRANSPORTATION SYSTEM THAT WILL BE OPERATED EFFICIENTLY AND ECONOMICALLY AND WILL MINIMIZE COSTS CONSISTENT WITH AVAILABLE FINANCIAL RESOURCES AND IMPLEMENTATION CAPACITY.	<ol style="list-style-type: none"> 1. Develop a transportation system which achieves the regional goals at minimal system capital costs. 2. Develop a transportation system that minimizes the operating and user costs consistent with service benefits. 3. Maximize the use of the capacity of existing and future transportation facilities.
TO PROVIDE A REGIONAL TRANSPORTATION SYSTEM THAT WILL REINFORCE EXISTING LAND USES	<ol style="list-style-type: none"> 1. Locate the transportation system to reinforce and strengthen existing business and industrial assets. 2. Plan the transportation system to support the internal development of all high activities centers including central business districts.
TO PROVIDE A BALANCE AND COORDINATION BETWEEN LAND USE AND TRANSPORTATION SYSTEM DEVELOPMENT	<ol style="list-style-type: none"> 1. Plan the transportation system to complement established land use plans. 2. Develop the transportation system at a rate that is compatible with desired community growth as determined by the local governments. 3. Encourage development in those areas already equipped with sewers, roads, and other municipal services. 4. Plan the transportation system applying the principles of minimum right-of-way acquisition and joint use of land for related transportation purposes.

Source: Adapted from the 1976 Transportation Program, North Central Texas Council of Governments. Appendix 1, pp. 1.1 - 1.5.

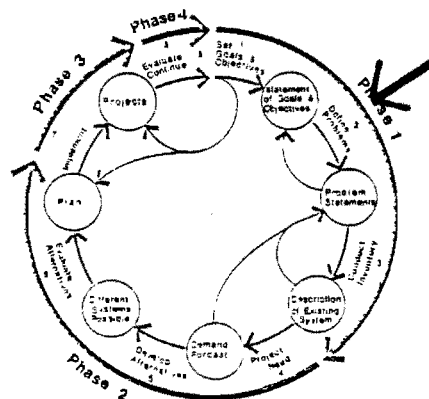
more specific restatements of the goals. Ideally, a set of objectives should provide specific performance measures and specified time periods for their accomplishment. Such an ideal may be hard to meet at the outset of a study, but as problem identification and system inventory and analysis proceed, specific work programs should incorporate concrete objectives so that the success of the planning activity may be judged in terms of its actual performance.

In cases where a regional planning activity is already being conducted, the community should obtain a statement of the agency's goals and objectives along with summaries of system plans and work programs. These should be examined for their impact on the long and short range future of the local community. Goals and objectives oriented toward the regional system may or may not be agreement with the goals and objectives of the individual communities in that region. Even when there is no direct conflict, regional goals and objectives may have implications which will have strong impacts on particular communities. (See Chapter 11 for a discussion of transportation impact.)

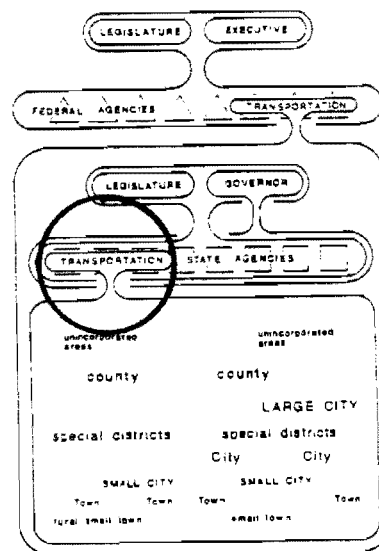
*STEP TWO:
IDENTIFY
PROBLEMS*

1.13 Problems are usually identified as gaps between the ideal state (as expressed by goals and objectives) and actual conditions. Problems may be expressed in general terms (e.g. "To achieve regional parity, there is a need to lower shipping costs for remote areas.") or in very specific terms (e.g., "To

achieve an adequate level of service,
the bridges on Section 4 of Highway 1
must be widened.")



Transportation agencies keep detailed records on travel volumes, accidents, road conditions, etc., which enable planners to identify and anticipate many specific problems. Other usually general problems are identified not only by planning agencies, but also by legislative committees, executive agencies, and others in the policy-making process. Studies prepared by special commissions or legislative committees usually depend heavily on the testimony provided by local officials and representatives of the private sector. Thus, a periodic review of transportation needs and deficiencies should be made by the local community for input into the planning and policy-making processes.



It is recommended that the community institute a procedure for preparing an annual problem statement, with supporting data, for

presentation and distribution to planning agencies, legislative committees, etc. (Recommendations for keeping data files are contained in Section 1.14, "Transportation Inventory," and in Chapter IV.)

Table 1.2 contains some of the categories of transportation problems which should be considered in preparing a local problem statement and also shows examples of specific problems. The table is divided into two major problem areas: transportation service and transportation impact. The first area covers problems connected with transportation users; the second covers problems which principally affect non-users.

The important role to be played by small communities in a regional transportation study is to ensure that local problems are acknowledged and incorporated in development of regional goals and objectives. Very often a problem identified at a regional scale will not express problems at a local level. A regional problem may be the movement of people and/or goods between major metropolitan areas. A local problem could be too much traffic on the major street through town. If the district office or regional transportation planning agency goals statement does not include specific references to problems in small towns, then the regional plans may not develop solutions which are in the best interest of these communities.

STEP THREE: 1.14 The inventory of the existing system covers the transportation system proper and those conditions closely related to the
INVENTORY
EXISTING
SYSTEM

Table 1.2

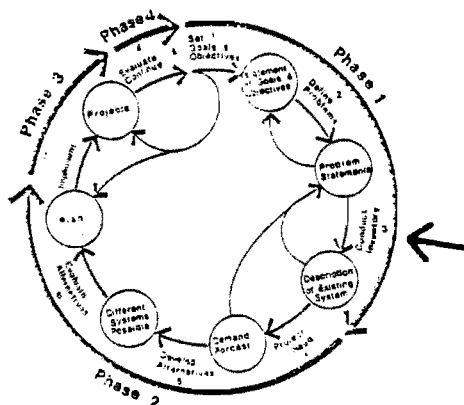
CATEGORIES OF TRANSPORTATION PROBLEMS (a)

TRANSPORTATION SERVICE ^(b)		TRANSPORTATION IMPACT ^(c)	
Problem Area	Sample Specific Problems	Problem Area	Sample Specific Problems
1. <u>Congestion and Capacity</u>	Too much through-traffic in city (e.g., heavy trucks)	1. <u>Air Pollution</u>	Through-traffic emissions and dirt
	Poor mix of local and through traffic (both using same streets)		Poor location of facilities (e.g., near residential areas)
2. <u>Safety</u>	Highways serve as barriers to local traffic (vehicle or pedestrian)	2. <u>Noise Pollution</u>	Excessive through traffic
	Poor design of interchanges and access roads		Design of ramps and grades
3. <u>Access and Convenience</u>	Inadequate signing or control	3. <u>Land Use</u>	Poor location of facilities used for through-traffic
	Lack of emergency recovery service		Poor use or control of right-of-way
	Poor maintenance of facilities		Poor land use development along highways (access to commercial establishments causes congestion, for example)
	Insufficient facilities for user needs		Poor location of terminal and transfer facilities
	Insufficient service - rail, intercity transit, local transit		
	Poor schedules of service		

(a) The problems listed in the table are those which should be of concern to extra-local planning agencies. Local planning problems are considered in Chapters IV and V.

(b) For discussion of how to measure some of these problems, see Chapter IV.

(c) For discussion of transportation impact, see Chapter II.



future requirements of the system. The inventory of the transportation system proper includes two major categories: the facilities and the operational characteristics (i.e., the ways the system is used). The inventory of related conditions includes economic factors affecting development, population, land use, financial resources,

community controls, and social and community value factors.

The following is a brief outline of the elements considered in a transportation system inventory.

1. The Transportation System Proper

A. Facilities

1. The Guideway (i.e., highways, rails, and other fixed pathways)
2. Vehicles (autos, taxis, vans, buses, trucks, rolling stock, etc.)
3. Terminal and Transfer Facilities (including parking, freight and passenger terminals, etc.)
4. The Control System (including speed regulations, signals, turn lanes, etc.)

B. Operational Characteristics

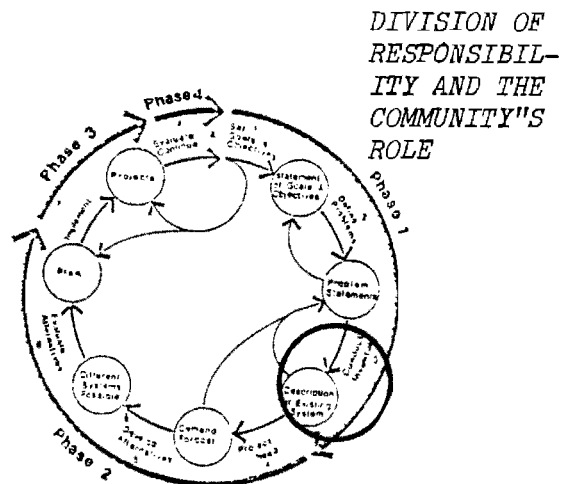
1. Traffic Volume, Types and Capacity
2. Travel Patterns (trip types, purposes, origins, and destinations)
3. Public Transit Service (routes, schedules, etc.)
4. Frequency and Location of Accidents

II. Related Conditions

- A. Economic Factors (including income, employment, labor force, and consumption patterns)
- B. Population (including size, composition, and growth rate)
- C. Land Use (including distribution and intensity of various activities, flood hazards, and public and private plans for future development)
- D. Community Controls (zoning, licensing powers, building codes, etc.)
- E. Financial Resources (sources of revenue, financial conditions, and expected revenues)
- F. Social and Community Value Factors (need for open space and recreation, neighborhood integrity, etc.)

The above list is based upon basic elements for an Urban Transportation study as it is conducted by a Metropolitan Planning Organization. However, this set of categories serves as the model for inventories in all transportation studies, although the level of detail may vary considerably from one study area to another.

1.15 As stated earlier, the inventory of the existing system is primarily the responsibility of a technical staff, and thus there is little opportunity for formal public involvement. Nevertheless, the community's leadership has an important role in this step of the transportation planning process.



Under any study agreement between a public agency and a local unit of government, the responsibility for certain elements of the inventory will be either shared with or assigned to the city or county. Table 1.3 contains an example of the division of responsibility between a state agency and county/city units of government for an actual study. Even in cases where a private firm is conducting the study, a current inventory may facilitate quick response to emergencies and reduce the cost of each study in the community.

For large cities, assuming responsibility for conducting at least part of the inventory presents less of a major problem than for small communities where technical capability is often limited or even non-existent. This fact is the source of one major stumbling block to increased involvement in transportation planning by many small towns and cities.

To overcome this problem, and to facilitate a more extensive local planning effort, it is recommended that all communities develop and institute procedures for keeping up-to-date information on particular elements of the system proper and on certain of the factors related to transportation.

At a minimum, the city should maintain records in the following areas:

1. Population
2. Land-use
3. Street use (functional classification)

TABLE 1.3

EXAMPLE OF DIVISION OF RESPONSIBILITY FOR CONDUCTING
A TRANSPORTATION SURVEY

Study Element	Responsibility	
	Primary	Secondary
Economic Factors	State	City-County
Population Estimates	City-County	State
Land Use Data	City-County	State
Transportation Facilities		
Street-Use Classification	City-County	State
Travel Volumes	State	City-County
Travel Time	State	-----
Capacity Data	State	-----
Accident Data	City-County	State
Bus Transit	City-County	State
Travel Patterns	State	-----
Terminal and Transfer Facilities	City-County	State
Traffic Engineering Features	City-County	State
Community Controls	City-County	State
Social and Community Value Factors	City-County	State
Financial Resources	State, City, and County to be responsible for records of expenditures by their agency.	

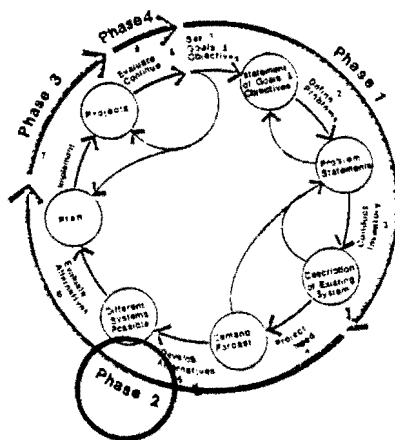
Source: Urban Planning Manual, Urban Transportation and System Planning
Section, Highway Design Division, Texas Highway Department, 1971.

4. Accident frequencies and location
5. Traffic volumes on selected streets
6. Terminal and transfer facilities (including parking facilities, rail or air terminals, schools, and shopping areas)
7. Other facilities (control devices and lighting)
8. Community value factors (including proposed schools, parks, etc.
9. Financial resources (including current maintenance and operating costs, debt, and projected revenue)

Much of the needed information may be obtainable from existing files (police accident reports, for example). Since some information will be needed for other planning purposes (population figures and land use maps, for example), the community can up-date its transportation file as part of its over-all planning activity. Chapter IV contains suggested procedures and references to other manuals which may be used in keeping an adequate inventory of the transportation system proper.

PHASE II

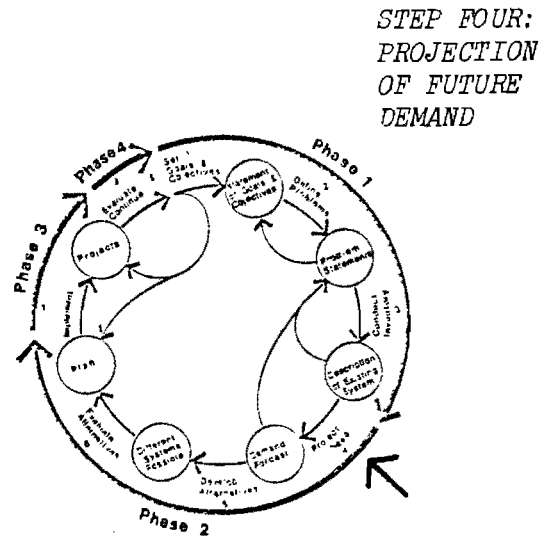
Once a basic set of goals and objectives has been established, preliminary problems identified, and the inventory completed, the first phase of planning has been concluded. The next phase involves the three steps necessary for the development of either a short-range or a long-range transportation plan. These steps are:



- * Projection of future demand and resources
- * Development of alternatives
- * Evaluation of alternatives to select the best system

These steps are necessarily sequential, although each may be repeated as conditions or goals change, new techniques are developed, or information is refined.

1.16 When the inventory phase is complete, the planner has two basic sets of information, one concerning the existing transportation system, the other concerning the conditions related to transportation. Together, these two sets of information will be used to 1) analyze and evaluate the current transportation system, and 2) develop and analyze future alternatives.⁴



The degree of sophistication of this phase is directly related to the size of the community, its infrastructural characteristics, and its role in the region. The large, more complex urban areas have traditionally used computer based simulation models to assess its existing systems, the adequacy of the system to satisfy future needs, and to test alternatives. The process is long, complicated, and expensive. The smaller cities addressed by this study, as a

⁴For detailed discussion of the modeling procedures used in transportation planning, see Urban Transportation Planning, General Information, U. S. Department of Transportation, Federal Highway Administration.

rule, do not require as extensive a process.

The major issues which a small community might wish to address in this phase would be, for example

- 1) opportunities and their accessibility by the citizen,
- 2) quality of transportation service,
- 3) congestion, safety, etc.,
- 4) efficient utilization of equipment and facilities,
- 5) land use trends and future,
- 6) pollution abatement, and
- 7) institutional issues.

Transportation demand and supply components of this phase are tied to the Phase I products. To assess demand one might consider a very simple approach of intuition or subjectivity on growth of transportation facilities and services needed over time. A more detailed procedure could involve a series of surveys conducted to gain a better insight into the travel behavior of selected socio-economic population segments of the community.

Demand forecasting is a function of the following areas:

- 1) policy input - makers and decisions,
- 2) socio-economic and land use forecasts,
- 3) transportation planning process,
- 4) impact of policy, goals, objectives and forecasts upon the existing transportation network,
- 5) costs; capital - operating - maintenance: mobility, environment, esthetics, etc., and
- 6) analysis of impacts and implications.

Some examples of factors which have been used to estimate transportation demand in urban areas include:

- 1) family size,
- 2) auto ownership,
- 3) income,
- 4) stage of family in life cycle, and
- 5) occupation of head of household.

In addition, factors relating to the nature of the community in a regional context include measures of accessibility (e.g. highway access, rail and air service, etc.), economic and employment values, retail sales, and the like.

An assessment of these and others considered pertinent to each individual community can be used to estimate demand over time.

Supply characteristics refer to such elements as level of service of streets and highways, quality of transit (if any), and number and characters of "informal" transportation services (e.g. church bus programs, pooling operations, social service agency transportation programs). Supply refers to facilities and mobility transportation options.

The level of effort and degree of complexity of demand and supply analysis varies with the type of study area. Many professional planners and engineers employ a variety of mathematical techniques and complex computer simulation programs in most of the operations involved in forecasting. In these cases, intercity and urban systems planning is thus a highly technical process, and the layperson must depend on the transportation professional for the projection

*THE VARYING
COMPLEXITY
OF THE
PROCESS*

and forecasting procedures which form the basis of future system planning.

For small towns and cities, transportation planning may be based on simplified operational and forecasting procedures. For small towns, demand forecasting can be a largely intuitive process.

*ROLES OF THE
COMMUNITY
IN THE
FORECASTING
PROCEDURE*

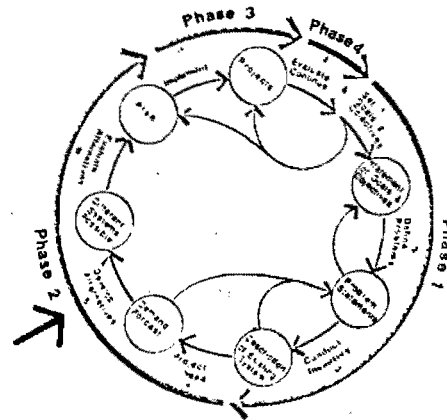
Since demand forecasting at the state, regional, or metropolitan level can be technically complex, direct public participation in this phase of planning may not be possible or even desirable.

Nevertheless, there is an important advisory role which the community can play at this stage of plan development. The extent of this role will depend both on the kind of plan being developed (urban transportation plan, county plan, etc.) and the relationship of the community with the planning agency. In any case, however, there are certain general considerations which should be kept in mind.

The results of any demand forecasting procedure depend upon certain assumptions about future land use, population, etc. Since all later stages of planning proceed from the results of the initial forecast, it is important that these assumptions be both realistic and consistent with community goals. By keeping informed of those planning activities which may affect the community interest and by exercising potential powers of review, local officials and interested citizens can help ensure that extra-local planning is in keeping with local needs and desires. In particular, the community should examine the assumptions made about future socio-economic characteristics, land use, and transit use (modal split). The community should also keep itself informed concerning the transportation corridors to which future traffic has been assigned.

1.17 The projection of future demand helps to identify the deficiencies in the current system's capacity to handle growth, but it does not necessarily provide the planner with a clear solution to the problem of how best to handle those deficiencies. The question now becomes, what future systems will meet future demand and accomplish

*STEP FIVE:
DEVELOP
ALTERNATIVES*



the goals established by the community, the region, and the state?

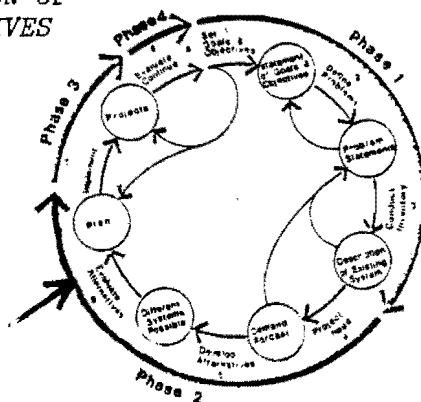
Alternative system plans are usually developed under different assumptions about the mix of travel using different modes (highway, transit, general aviation, etc.) and different assumptions about land use (population densities; location of industrial, commercial, and residential activities, etc.)

In developing each alternative, the planner must project the capital expenditures associated with the future system and must also identify the impacts of the system on travel behavior, on the economy, and on the environment. The development of alternatives includes the consequences of leaving the system as it currently exists. This alternative is referred to by many as the "do nothing" or "null" case.

In this step of the process all possible alternatives are required to be generated. The purpose behind generating a comprehensive list of possibilities, including the do-nothing alternative, is to insure that all approaches to the future mobility standards of

the community will have been considered. Obviously, many alternatives can be eliminated on the basis of non-feasibility, prohibitive cost, lack of adequate technological innovations, and other related circumstances. Usually a list of five alternatives will fall out as having a high likelihood of being implemented. Given the list of five feasible alternatives, the professional or technical staff will investigate each to determine its implications and ramifications. Each alternative may involve a combination of modes proposed to satisfy the overall travel behavior of the community, or it may be a unimodal option. During the phase of studying and developing alternatives, citizen input can be most helpful in both defining possible alternatives for consideration as well as responding to those alternatives being proposed by the technical staff of the responsible transportation planning agency. The citizen input will be solicited and is desired by the technical staff, and it is the community's responsibility to see that an adequate degree of citizen input is achieved at this stage of development.

STEP 6:
EVALUATION OF
ALTERNATIVES



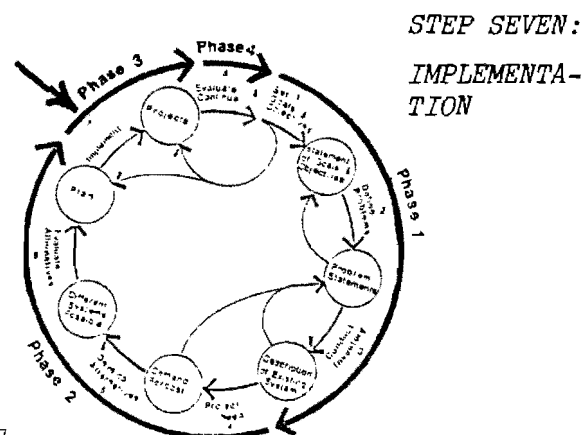
1.18 The next step of the study is to evaluate the alternatives which have been proposed for satisfying the future travel demands of the community. As indicated throughout this manual, citizen input is possible at all levels and at all phases of the transportation planning process. The process used to

evaluate alternatives is not standard within the profession. As indicated in Chapter VI, one traditional process has been the cost-benefit approach, which is geared toward showing the comparison between direct costs of implementing a particular alternative and the savings to be accrued as a result of altering travel behavior and patterns upon implementation of the proposed alternative. This has not been an exceedingly satisfactory concept. (See Chapter VI for more detailed discussion.)

Another approach has been to use various forms of "goals achievement matrices" which reflect both costable, quantitative, and qualitative considerations appropriate to various alternatives. The concept of this technique is to relate goals, objectives, and performance measures of objectives to the possible consequences the alternatives may have. Citizens' groups can have a major role in evaluating alternatives. Again it is the responsibility of the community and of the citizenry to insure an adequate understanding of their role in evaluating the alternative transportation systems being investigated which impinge on their area of concern.

PHASE III

1.19 Once alternatives have been evaluated and a selection has been made, a plan and a program of implementation are developed. The plan depicts what the desired transportation system is expected to be and how it will be produced



over the next two decades. The plan not only shows the phased schedule of implementation, but also the resources required of the community or communities involved in the study. Programs of Implementation are produced, listing specific projects and work elements, which are usually revised and updated on an annual basis. A program of implementation identifies recommended projects, the priorities attached to their implementation, and estimates of their cost.

*PUBLIC
INVOLVEMENT
IN
IMPLEMENTATION*

Public involvement is mandated for a wide variety of public projects and programs, including many which relate to transportation. The basic rule of thumb is that, if the program or project is deemed a "major action," then a specific program of public involvement is required. Minor improvements, such as resurfacing roads, etc., are not deemed major actions and therefore do not require public involvement unless there has been substantial public opposition.

The implementation of a project usually follows discrete stages, many of which will require or at least allow public examination and input. In the development of a highway, for example, the stages involve moving from the choice of a corridor, to the choice of a specific route, the development of design alternatives, the choice of a particular alignment and design, the acquisition of right-of-way, and finally, actual construction of the facility.

In most states, a series of informal public meetings or task force meetings will be held to keep the public informed and to solicit

its recommendations at each stage of the project. In addition to these more or less informal avenues of citizen participation, there is a mandated formal public hearing on many highway projects. Since the most wide-spread form of citizen participation is still the public hearing, which is mandated by the requirements of federal funding and has been adopted by most states for many projects not receiving federal aid, it deserves further discussion at this point. In the case of highways, for example, at least one public hearing is required prior to the final approval of the location and/or design of a new facility or an improvement where the project would require the taking of additional right-of-way, have a significant impact on abutting property, or change the layout or function of existing streets or roads.

The Public Hearing

The conduct of most public hearings is relatively formal, consisting of presentations by agency officials, whose role is to describe the proposed plan or project, explain its consequences, provide information on assistance programs, and attempt to answer questions from the public. The hearing and transcripts of the hearing are required by law.

In practice, many meetings do not achieve the original purpose for public meetings, that being to solicit public opinion and advice. Often the public meeting becomes a forum for one special interest group who is only trying to manipulate public opinion. Other times the meeting becomes a one-way communication from the agency to the public and only meets the formal requirements set by law.

A recent study of actual practices in conducting hearings notes that there is a wide variation among the states in their approaches to public hearings.⁵ The effectiveness of the public hearing

TABLE 1.4

Factors Which Determine the Effectiveness of Public Hearings

- I. Type of Agency Organization
 - a) Centralized - only few state or national offices with liaison officer being only vaguely aware of local situation
 - b) Decentralized - with several offices within the region or locality with the liason actively involved in local problems
- II. Type of Pre-Hearing Public Involvement
(One or a combination of the following:)
 - a) Public Meetings
 - b) Citizen Advisory Groups
 - c) Opinion solicitation procedures
- III. Type of Communication Prior to Hearing
(One or a combination of the following:)
 - a) News media announcements
 - b) Mail-outs
 - c) Direct personal contact with interested parties
- IV. Type of Moderator at Hearing
 - a) Public Affairs Officer or Specialist
 - b) District Engineer
 - c) Non-agency public speaker
- V. Location and Time of Hearings
- VI. Post-Hearing Procedures
 - a) Publication of transcript and/or
 - b) Response to unanswered questions through personal contact or mail

⁵Michael A. Perfater, "Citizen Participation and the Role of the Public Hearing," Virginia Highway and Research Council, February, 1975 (VHRTC 75-R36).

depends upon a variety of factors relating to administrative procedures, the effort expended prior to the hearing, and the actual conduct of the hearing. Some of the more important factors and their variations are noted in Table 1.4.

The report's conclusions concerning the effectiveness of the various practices may be summarized as follows.⁶

1) The decentralized administration is preferred because of the greater accessibility of the regional or district office and because, ideally, such an office would be more familiar with the local population and with the area's transportation problems and projects. A full-time public liaison officer should be employed in each region or district.

2) The tendency to increase the amount of pre-hearing citizen involvement can lead to greater agency credibility. Further, the use of informal public meetings as stepping stones to the public hearing is likely to reduce controversy by "ironing out" problems beforehand. The hearing thus becomes primarily a ratification of previous decisions and "a formal milestone--signalling to public and private participants that a decision is about to be made."⁷

3) The moderator at the public hearing should be a non-agency person in order to eliminate bias. He should be a professional with expertise that might be relevant to his role as moderator. Lawyers, for example, have served effectively as moderators.

⁶For a complete list of the report's recommendations, see ibid., pp. xiii-xiv.
⁷Ibid., p. 15.

4) The type of communications prior to and after the hearing should be as thorough as possible, emphasizing ease of communication. News releases, advertisements (as opposed to legal notices), billboards, and personal contact with those most likely to be affected by the project are some of the techniques which should be employed prior to the hearing. Return forms, toll-free numbers, and other provisions for citizen-initiated response should be used to encourage citizen input.

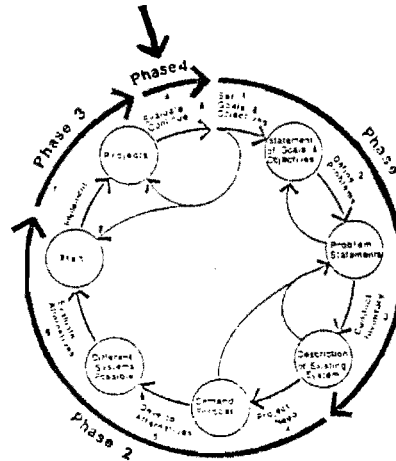
5) The location and time of the hearings should be convenient for the citizens most likely to have an interest in the project. Though variations in appropriate locations and time may occur depending on the project, the best location is as near the project site as is feasible, and the best times are, for obvious reasons, in the evening or on weekends.

Perhaps the most important conclusion of the Virginia report, is that the public hearing is no longer regarded as the most important form of citizen participation, even if it is still the most widely used. The public hearing is now being superceded by other less formal but more extensive forms of consultation or by strategies that delegate more decision-making power to citizens or their representatives.

PHASE IV

1.20 The next phase is the continuing element of the transportation planning process. This involves the continued evaluation and feedback of the transportation planning process and the resultant programs. Transportation planning is a continuous process by definition and requires annual updates as well as major revisions scheduled on five and ten year frequencies.

STEP EIGHT: CONTINUATION AND EVALUATION



It is the responsibility of the citizen groups to be informed of the timing and scheduling of the modifications to the plan, and local officials may be required to participate in the updates and revisions as they are scheduled. It is on the basis of their comments and recommendations that plan alterations can be implemented where required. It is very important for citizens to reevaluate the transportation plan in light of changing characteristics of the community and changes in goals and objectives of the community over time. Only through the involvement of the citizens and citizen groups can the transportation systems be updated to satisfy their needs and considerations.

SUMMARY

1.21 This chapter has described the primary actors involved in the transportation planning process, summarized their roles, and provided a general overview of the process as it is now conducted. It must be remembered that the roles of various agencies will change and that the planning process is undergoing constant revision and evolution.

However, we have throughout advocated the need for citizen input to the planning process. While particular roles and mechanisms for citizen participation will change, the need for citizen involvement in the development of future transportation systems remains a constant. It will, in fact, be a necessity if the planning process is to evolve toward better serving the goals and values of society by developing a transportation system whose ends are adequate mobility for all segments of the population.

Evaluation Sheet

Transportation Planning Status

The purpose of this evaluation sheet is to help you assess the status of transportation planning in your area and locality. Please answer the questions as directed in order to make the assessment for your community.

1. Is your city currently within an area covered by a SYSTEMS PLAN developed through an MPO?

____ YES (Answer 1a and 1b; then proceed to 6 on page 3)

____ NO (Proceed to 2.)

*If the answer to Question 1 is YES, answer Questions 1a and 1b, and then proceed to p. 3, No. 6.

*If the answer to Question 1 is NO, proceed to Question 2.

- 1a. What is the current status of the MPO's planning activity? (Check more than one box if applicable.)

____ Agreement to initiate study established

____ Long-range element being developed

____ Long-range element completed

____ Transportation Systems Management element being developed

____ TSM element completed

____ Continuing phase agreement established

- 1b. Is the plan sponsored by the MPO used as a guide in your community for its development plans?

____ YES

____ NO

2. Is your city likely to be within an area covered by an MPO within the next twenty years? (To answer this question, you may need to consult with the Metropolitan Planning Organization in the nearest urbanized area or with the planning division of the Governor's office.)

____ YES (Answer all remaining questions.)

____ NO (Proceed to 3.)

*If the answer to Question 2 is YES, answer all the remaining questions.

*If the answer to Question 2 is NO, proceed to Question 3.

2a. Is there an elected official (e.g., a Congressman, a county official) who sits on the policy committee of the nearby MPO?

_____ YES

_____ NO

2b. What is the status of the planning activity of the nearby MPO?

_____ Agreement to initiate study established

_____ Long-range element being developed

_____ Long-range element completed

_____ Transportation Systems Management element being developed

_____ TSM element completed

_____ Continuing phase agreement established

3. Does your city have a formal agreement with a state or regional planning agency to develop a local transportation plan for your city?

_____ YES

_____ NO

3a. What is the status of the plan for your city?

_____ Study being performed (Study phase only)

_____ Implementation program developed

_____ Program being implemented

_____ Plan review process established

3b. Is the plan developed for your city consistent with your financial resources?

_____ YES

_____ NO

4. Is there a formal agreement between the county and a state or regional transportation agency to develop a county or regional plan?

_____ YES (Answer 4a and 4b)

_____ NO (Proceed to 5)

*If the answer is YES, answer 4a and 4b.

*If the answer is NO, proceed to Question 5.

4a. What is the status of the county transportation plan?

- ☐ Study phase underway
- ☐ Study completed
- ☐ Implementation Program developed
- ☐ Program being implemented
- ☐ Review process established

4b. Is the county transportation plan consistent with local needs?

- ☐ Yes
- ☐ No

5. Is there a regional agency (such as a council of governments) which conducts any transportation planning for your area?

- ☐ Yes
- ☐ No

6. Is your city included in a state airport system plan developed in connection with funds provided by the Airport and Airway Development Act of 1970?

- ☐ Yes
- ☐ No

7. List all agencies which are responsible for transportation planning in your region including highways, air facilities, public transportation, waterways, rail, and others. _____

DETERMINING THE COMMUNITY'S ROLES

The answers given to the questions on the preceding pages should help you to determine the most appropriate roles for your community to play in the extra-local planning process.

The nature of these roles depends upon the community's relation to the planning agency and the status of its planning activity. The following pages provide a summary of the appropriate roles for different community groups at different stages of plan development.

Based on your answers to the questions on the evaluation sheet, first, determine the group from among those listed below which includes your community and, then, turn to the appropriate summary table. Determine the role which your community can play in the process, noting the references to sections of the manual which are relevant for a particular role.

COMMUNITY GROUPS

GROUP I: MPO COMMUNITY. Includes towns, cities, and counties within the area designated by the state's governor as an official metropolitan planning area.

GROUP II: Community likely to be within MPO. Includes communities presently outside urbanized areas but likely to fall within the boundaries of an MPO during the next 20 years. Such communities may not be immediately affected by the MPO's activities, but the long-range plans now being formulated will have implications which are of current importance to local planning activities.

GROUP III: Community under formal agreement to develop plan. Includes communities which now have or probably will have formal agreements with a state or regional planning agency to conduct a local plan.

GROUP IV: Community in county or region developing a plan. Includes communities in counties or regions which are developing formal systems plans.

GROUP V: Community where some regional planning activity is occurring. Includes communities in counties where no formal systems plan is being developed, but where various levels of planning activity are being performed by extra-local agencies.

COMMUNITY GROUP	PLAN STATUS	SUGGESTED ROLES IN PLANNING PROCESS
GROUP I: MPO Community	Study Initiated	<ol style="list-style-type: none"> 1. Form advisory group for elected officials on MPO policy committee. 2. Review study organization. 3. Provide information on local goals and objectives.
	Long range/TSM elements being developed	<ol style="list-style-type: none"> 1. Attend meetings of steering and/or policy advisory committees. 2. Review study procedures and assumptions. 3. Provide information on local transportation needs and objectives.
	Long range/TSM elements completed	<ol style="list-style-type: none"> 1. Review plan for potential impact on community. 2. Attend public hearings or project conferences on particular projects of importance to the community. 3. Provide suggestions for plan revision.
	Continuing phase	<ol style="list-style-type: none"> 1. Keep informed of changes in systems plan. 2. Provide information on important changes in local community. 3. Attend project public hearings and meetings of MPO committees. 4. Use plan as a guide for local policy decisions.

COMMUNITY GROUP	PLAN STATUS	SUGGESTED ROLES IN PLANNING PROCESS
GROUP II: Community likely to be within an MPO in next twenty years	Study agreement initiated	<ol style="list-style-type: none"> 1. Determine who can represent community's interests in the MPO (elected official, state or FHWA representative). 2. Establish liaison with study office. 3. Provide information on local goals and objectives.
	Long range/TSM element being developed	<ol style="list-style-type: none"> 1. Receive minutes and reports of MPO policy meetings. 2. Review study assumptions for implications relating to local goals and objectives. 3. Provide state agency representative with knowledge of local transportation needs.
	Long range/TSM elements completed	<ol style="list-style-type: none"> 1. Review systems plan for potential long-range impact on region outside present MPO boundaries.
	Continuing phase	<ol style="list-style-type: none"> 1. Keep informed of changes in systems plan which might affect community. 2. Use plan as guide for local decisions on long-range policy.

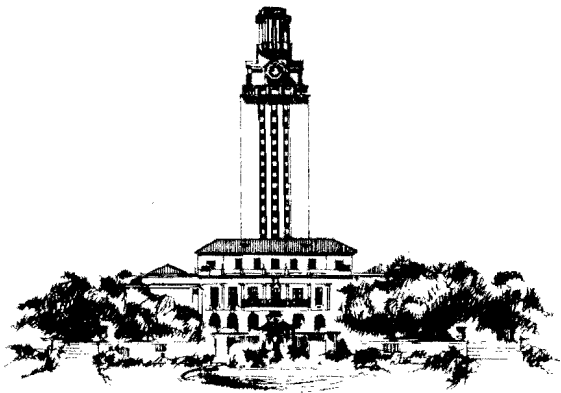
COMMUNITY GROUP	PLAN STATUS	SUGGESTED ROLES IN PLANNING PROCESS
GROUP III: Communities with formal agreement to develop local plan	Study Phase	<ol style="list-style-type: none"> 1. Participate in transportation inventory. 2. Review study assumptions. 3. Form neighborhood groups to develop goals and objectives and identify needs. 4. Establish criteria for evaluation of plan.
	Implementation Program Developed	<ol style="list-style-type: none"> 1. Review plan for consistency with local needs and resources. 2. Hold public meetins to explain and review plan. 3. Establish information file necessary for plan review and revision. 4. Establish funding priorities and mechanisms.
	Program Being Implemented	<ol style="list-style-type: none"> 1. Establish procedures for periodic review of program elements. 2. Hold neighborhood meetings on particular projects. 3. Maintain and update information.
	Plan Review Process	<ol style="list-style-type: none"> 1. Review plan assumptions about land use, population growth, etc. 2. Revise elements or priorities.

COMMUNITY GROUP	PLAN STATUS	SUGGESTED ROLES IN PLANNING PROCESS
GROUP IV: Communities in counties or regions which are developing a systems plan	Study Phase	<ol style="list-style-type: none"> 1. Participate in study organizations. 2. Provide information on local goals and objectives. 3. Establish liaison with other communities in region. 4. Participate in transportation inventory. 5. Review study assumptions.
	Study Completed	<ol style="list-style-type: none"> 1. Hold public meetings on recommendations. 2. Review and evaluate alternatives. 3. Establish information file necessary for review of plan's effectiveness and impact on local goals and objectives.
	Implementation Program Developed	<ol style="list-style-type: none"> 1. Review plan for impact on local community programs. 2. Establish review procedures on local level. 3. Evaluate projects and inform state agency of changes in local conditions.
	Review Process Established	<ol style="list-style-type: none"> 1. Review annual work program. 2. Receive information on plan review at county or state level.

COMMUNITY GROUP	PLANNING ACTIVITY	SUGGESTED ROLES IN PLANNING PROCESS
GROUP V: Communities where some regional planning activity is taking place	Regional Plan for highways, air facilities, and waterways	<ol style="list-style-type: none"> 1. Determine level of effort being applied and assess need for a formal planning agreement. 2. Establish advisory committee for permanent liaison with regional or state agencies. 3. Provide information on local goals and objectives to regional planning agency. 4. Attend public meetings of advisory groups or planning staff. 5. Assess local available and required financial resources for needed facilities (airports,etc.)
	Regional Plan for public transit and human service delivery	<ol style="list-style-type: none"> 1. Determine level of effort being applied and programs being considered by Plan. 2. Develop information on local transit needs, emergency services required, etc. 3. Provide information and advisory aid in needs assessment studies. 4. Aid in the assessment of local resources for program implementation.

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