Institutions
or, who does what and why

TTP220
Dr. Susan Handy
4/6/16
Who is involved in deciding what kind of transportation system we will have?
Players

Government

Citizens/Consumers

Industry

Federal
State
Regional
Local

Car companies
Oil companies
Construction cos
Trucking cos
Taxis/shuttle cos etc.
Key concept: Federalism

Default is power at state level.

Federal

Federal government can choose to take power.

State

States can choose to delegate power to locals.

Local
Key concept: Institutions

• Organizations: public, private or hybrids
• Norms and rules: stated & unstated
• Practices: ways of doing things
• Values: embedded in all of the above

“Organizations are the mobilization of bias”
– March & Olsen

“An organization becomes an institution when it is infused with value”
– Philip Selznick
Importance of Institutions

Changing outcomes means changing behavior.
Changing behavior means changing norms, practices, values.
Understanding institutions

• Capacities - Internal
  Resources, authority, legitimacy, decision making

• Context - External
  Political, technical, administrative, cultural, financial

• Degree of Formality

• Relationships
Key issue: “Division of labor”

- Vertical division of labor
  - By level of government
- Horizontal division of labor
  - By component of the system

Coordination? Public understanding?
## Transportation Planning Agencies

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</table>
Federal Agencies

US DOT

FHWA

FTA

Plus others...
What parts of the system are of **national** significance?
Note: even Interstates are built, owned, maintained by states
# Recent Authorization Bills

<table>
<thead>
<tr>
<th>Bill</th>
<th>Year</th>
<th>Description</th>
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<tbody>
<tr>
<td>ISTEA</td>
<td>1991</td>
<td>Intermodal Surface Transportation Efficiency Act</td>
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<tr>
<td>TEA-21</td>
<td>1998</td>
<td>Transportation Equity Act</td>
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<tr>
<td>SAFETEA-LU</td>
<td>2005</td>
<td>Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users</td>
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<tr>
<td>MAP-21</td>
<td>2012</td>
<td>Moving Ahead for Progress in the 21st Century</td>
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<tr>
<td>FAST Act</td>
<td>2015</td>
<td>Fixing America’s Surface Transportation Act</td>
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**Funding**

**Planning Requirements**
Era of Earmarks (1990-2007)

- Dollars Authorized (Billions)
  - 1982: $0.36
  - 1987: $1.40
  - 1991: $6.20
  - 1998: $9.40
  - 2004: $24.00

Authorization Year

Not Earmarked

See Sciara
Federal enables but does not require bike/ped spending...

See Handy and McCann, 2010
Other Federal Policy

- Clean Air Act
- Energy Policy Conservation Act
- National Environmental Policy Act (NEPA)
- Executive Order on Environmental Justice

US EPA
The mission of the Transportation Research Board (TRB) is to promote innovation and progress in transportation through research. In an objective and interdisciplinary setting, TRB facilitates the sharing of information on transportation practice and policy by researchers and practitioners; stimulates research and offers research management services that promote technical excellence; provides expert advice on transportation policy and programs; and disseminates research results broadly and encouraged their implementation.
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State Agencies

State DOT

Texas Department of Transportation

Oregon Department of Transportation

Georgia Department of Transportation
State Agencies

CalSTA
CALIFORNIA STATE TRANSPORTATION AGENCY

California Highway Patrol
DMV
State of California Department of Motor Vehicles
California Transportation Commission
California Office of Traffic Safety
California High-Speed Rail Authority

Caltrans
Fix50.com

Major traffic-interfering construction project

Fix50WX  @Fix_50  fix_50

Maintenance

Operations
California Transportation Commission

The Commission is responsible for the programming and allocating of funds for the construction of highway, passenger rail and transit improvements throughout California. The Commission, also advises and assists the Secretary of Business, Transportation and Housing Agency and the Legislature in formulating and evaluating state policies and plans for California’s transportation programs. The Commission is also an active participant in the initiation and development of State and Federal legislation that seeks to secure financial stability for the State’s transportation needs.

11 voting members
9 appointed by governor
1 by Senate Rules Committee
1 by Speaker of the Assembly
2 ex-officio members

http://www.catc.ca.gov/about.htm
AASHTO is a nonprofit, nonpartisan association representing highway and transportation departments in the 50 states, the District of Columbia, and Puerto Rico. It represents all five transportation modes: air, highways, public transportation, rail, and water. Its primary goal is to foster the development, operation, and maintenance of an integrated national transportation system.

http://www.transportation.org/Pages/default.aspx
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Metropolitan Planning Organizations

“A Metropolitan Planning Organization (MPO) is a transportation policy-making body... with authority and responsibility in metropolitan planning areas.” – Federal law

• Mandated by federal government in urbanized areas of 50,000+ population

• MPOs in areas over 200,000 population are Transportation Management Agencies (TMAs) with extra responsibilities
Figure S.1—Metropolitan Planning Organizations in California
MPO structure

• An MPO is required to have a decision-making “policy body”, i.e. a board
  – Board composition (and boundaries) determined by state and local governments
  – Usually consist of local elected officials, plus transit agency rep, plus state DOT rep, plus others

• MPO made up of:
  – Decision-making board
  – Technical and Citizen Advisory Committees, etc.
  – A director and staff
“Membership should be as diverse as the region”

Figure 1. Differences between unweighted and population weighted voting on MPO boards (2004)

- **Current Voting Structure**: 55% Urban, 15% Suburban, 29% Other
- **Population Weighted**: 59% Urban, 26% Suburban, 15% Other

*Source: Author's analysis of MPO data*
“Membership should be as diverse as the region”

Source: Author's analysis of MPO data

http://www.brookings.edu/~media/Files/rc/reports/2006/01transportation_sanchez/20060124_mpos.pdf
Transportation planning and programming

Planning:
• Developing a vision
• Creating policies and strategies to support the vision
• Long-term horizon

Programming:
• Prioritizing proposed projects
• Matching projects with available funds
• Short-term horizon

Long-Range Plan (LRP)
Transportation Improvement Program (TIP)
Also in California

- Regional Transportation Planning Agencies (RTPAs)
- Congestion Management Agencies (CMAs)
- County Transportation Commission (CTC) or Authority (CTA)
Councils of Government (COGs)

Aka regional councils

“a multi-service entity with state- and locally-defined boundaries that delivers a variety of federal, state, and local programs while carrying out its function as a planning organization, technical assistance provider, and “visionary” to its member local governments.”
MPO and COG Combined

MPO and COG Separate

Regarding the merger:
http://abag.ca.gov/media/2015_merger/
California Air Districts

Air Quality Management Districts (AQMDs)
# Transportation Planning Agencies

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Mission Statement
To strengthen and improve public transportation, APTA serves and leads its diverse membership through advocacy, innovation and information sharing. APTA and its members and staff work to ensure that public transportation is available and accessible for all Americans in communities across the country.
# Transportation Planning Agencies

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Key concept: Street hierarchy

- Freeway
- Major Arterial
- Minor Arterial
- Major Collector
- Minor Collector
- Local Street

Increasing Mobility:
- Shared – local, regional, state

Increasing Access:
- Local

Source: http://ops.fhwa.dot.gov/access_mgmt/what_is_accsmgmt.htm
Public Works performs administrative, technical and operational activities in support of the City’s infrastructure and related services in the following areas; Transportation, Waste Water, Storm Drainage, Water, Engineering, Solid Waste, Fleet, Building Facilities and Capital Improvements. The Department strives to protect the City’s investment in its infrastructure and public facilities, plans for future improvements to address changing needs, and ensure the health and safety of the community in the most efficient and cost effective manner.

http://public-works.cityofdavis.org/
The Institute of Transportation Engineers is an international educational and scientific association of transportation professionals who are responsible for meeting mobility and safety needs. ITE facilitates the application of technology and scientific principles to research, planning, functional design, implementation, operation, policy development and management for any mode of ground transportation.

https://www.ite.org/
Designing Walkable Urban Thoroughfares: A Context Sensitive Approach
Intergovernmentalism in U.S. Transport

Federal

$ with strings attached 

State

Regional

Local

State System

Regional System

Local System

Proposed projects
Federal Government
- Funding
- Planning reqs

State Government
- Projects
- Approvals

Metropolitan Planning Organizations
- Long-range plans
- Short-term programs

Local Governments
- Membership on MPO board
- Submission of proposed projects

Regional transportation system
Remember Susan’s Tenet

Land use and transportation are inextricably linked.

Transportation Investments → Land Use Patterns → Travel Patterns

Accessibility – land with better access is more attractive for development

Derived demand – where activities are located determines where we go
## Transportation vs. Land Use Planning

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<td>Regional</td>
<td>MPO, Transit</td>
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<tr>
<td>Local</td>
<td>City and county planning and public works departments</td>
<td>City and county planning department</td>
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“But SACOG doesn’t directly manage the growth. It only manages some of the transportation money. For a true planning exercise about the future to take place, SACOG must delicately marry the conversations about growth and transportation. It’s a touchy subject in terms of politics. All local political leaders have genetic coding that makes them defend their turf. That will never change. But these leaders also like to get re-elected and to stay in tune with the public. The public, it turns out, seems fed up with the traffic created by current development patterns and is up for change. SACOG knows this because it has been going to the public and listening.”
SB375
Sustainable Communities Planning Act of 2008

Targets for per capita GHG emissions reduction from cars and trucks for metropolitan areas, by reducing vehicle-miles-traveled (VMT)

<table>
<thead>
<tr>
<th>Region</th>
<th>2020</th>
<th>2035</th>
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</thead>
<tbody>
<tr>
<td>Sacramento</td>
<td>7%</td>
<td>16%</td>
</tr>
<tr>
<td>Bay Area</td>
<td>7%</td>
<td>15%</td>
</tr>
<tr>
<td>LA region</td>
<td>8%</td>
<td>13%</td>
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State Policy
- e.g. VMT, GHG emissions targets

Regional Policy
- e.g. funding programs

Local Policy
- e.g. mixed-use zoning

Outcomes
- e.g. VMT, GHG emissions
Critical Institutional Questions

• How much leadership can MPOs exert, given involvement of the state and local governments?

• What mechanisms can MPOs use to coordinate transportation and land use planning at a regional scale?

• What should be done about interregional issues, to coordinate across MPOs?
Next Time

• Federal policy from ISTEA to FAST Act
• Readings:
  – “Metro Power” on ISTEA changes
  – FHWA summary of FAST Act