

Commission Briefing Paper 5C-01

Evolution of the Federal Role in Surface Transportation

Prepared by: PB Consult

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Introduction

This paper is part of a series of briefing papers to be prepared for the National Surface Transportation Policy and Revenue Study Commission authorized in Section 1909 of SAFETEA-LU. The papers are intended to synthesize the state-of-the-practice consensus on the issues that are relevant to the Commission's charge outlined in Section 1909, and will serve as background material in developing the analyses to be presented in the final report of the Commission.

This paper presents information on the evolution of the federal role with regard to surface transportation modes. It introduces themes that will be explored in four related papers: 5C-01B Current Mechanisms through which the Federal Interest in Transportation is Exerted, 5C-02 Characteristics of the Federal-aid Surface Transportation Program, 5C-03 Development of Future Federal Surface Transportation Program Options, and 5C-04 Identification of Opportunities to Improve the Leveraging Potential of Federal Transportation Funding with other Public Sector and Private Sector Resources.

Background and Key Findings

The federal role in transportation is an agglomeration of diverse and changing roles adopted as the nation adapted the exercise of other federal interests, such as national defense, interstate commerce and foreign trade, economic development and safety, to:

- Specific issues of the time in the development of the nation over the past nearly 250 years
- The respective roles of the private sector and of state/local government in responding to those issues
- Shifts in the nation's economic base, and demographic shifts in geography
- Evolution of transportation technologies
- Based on that history, federal policy of the future is likely to continue to be defined by a determination of the appropriate federal response to prevailing contemporary issues and the adaptability of current programs to those issues.

Introduction

The federal role in transportation over the past nearly 250 years has reflected the dynamic tension, inherent in the Constitution's compromise on federalism, regarding the role of the federal government in general. That ongoing American debate has pushed and pulled the federal government's transportation role(s) in different directions in response to other federal interests, such as foreign trade and interstate commerce and to events and issues of the time. Three dynamics have been particularly influential:

1. the evolution of the American economy from agrarian, to industrial, to the post-industrial/information age

This paper represents draft briefing material; any views expressed are those of the authors and do not represent the position of either the Section 1909 Commission or the U.S. Department of Transportation.

2. the demographic shift in the population from rural areas to urban metropolitan areas
3. changes in transportation technology that mark distinctive modal eras, notably: waterborne transportation (ocean, river and, later, canal), the primary mode of travel at the time of our nation's birth in the 18th century, the railroad era beginning in the 19th century, and the interstate highway and urban public transit that were predominant in the 20th century

Rather than a linear evolution, the federal role in transportation is more an agglomeration of evolving roles -- and means or mechanisms to carry out those roles -- that were adopted in response to the aforementioned factors. The federal government has not been the only sector responding to these factors, and to some extent, the federal role also reflects what the roles of the private sector and local and state governments have been at any one time. Today's federal roles and mechanisms largely reflect historical issues and political compromises, and may not be well-suited to address emerging challenges, such as global economic competition, of the 21st century. This paper describes the federal role in relationship to four surface transportation modes and intermodal facilities.¹

Overview of Federal Interest and Roles in Transportation

In the 18th century years immediately following adoption of the Constitution, surface transportation was not the dominant mode, but the federal government played a robust role in waterborne transportation through the U.S. Coast Guard and the earlier agencies that preceded the Coast Guard. The federal role included protecting the collection of federal revenues, including those imposed on the transportation of goods; aiding marine travelers in distress; charting the nation's coastlines; licensing marine vehicles; marine vessel safety, and maintaining the country's aids to navigation. The Coast Guard's law enforcement powers, federal enforcement of federal laws related to transportation, continue today.

In the 19th century, national defense, commercial development and inland transportation were often viewed as interdependent and complementary². The 19th century generally coincided with an era of unbridled capitalism, and the private sector was the major developer and operator of such transportation infrastructure as the railroads and early public transportation. Yet, the Army Corps of Engineers (established as a separate Corps in 1802) played an active role in developing transportation infrastructure, mapping the nation's navigation channels and developing, or assisting in developing, lighthouses, jetties and piers, canals, rivers, roads and railroads. Still, the federal role in constructing new transportation infrastructure evolved in fits and starts, with considerable congressional and executive debate about federal intrusion into state affairs. (Such ongoing debate never resulted in limiting the federal government's authority to build transportation projects.³) In 1824, the Supreme Court ruled that federal authority covered interstate commerce including river navigation; Congress passed the General Survey Act authorizing the president to have surveys made of routes for roads and canals "of national

¹ The federal role in transportation described in this paper is predominantly focused on transportation infrastructure. However, primarily because of the federal role in protecting and enhancing safety, the vehicles, too, have been the subject of federal policy and regulation, including such factors as passenger protection in accidents and pollutant emissions (automobiles), uniform identification and crash resistance (freight rail and intercity passenger rail), etc.

² U.S. Army Corps of Engineers, "History," www.hq.usace.army.mil/history

³ Wallis, John Joseph, "American Government and the Promotion of Economic Development in the National Era, 1790 to 1860," for Conference on The Role of Government in U.S. Economic History, Tucson, AZ, January 2004

importance, in a commercial or military point of view, or necessary for the transportation of public mail."⁴

In the mid-20th century, the nation launched the largest federal transportation infrastructure program in its history, the Interstate Highway System, in order, in the words of then President Dwight Eisenhower, “to strengthen the nation's defenses, to reduce the toll of human life exacted each year in highway accidents, and to promote economic development.” The mechanism for implementing that program, however, was different: it was largely funded and planned on the national scale by the federal government and built to federal standards, but with individual components planned, partially funded and constructed by state governments (see Section 4. Federal Roles in Highways). That federal-state partnership in transportation, and the “federal aid” programs through which it has been implemented, were a prevailing theme of the latter 20th century.

In advocating the creation of the U.S. Department of Transportation (USDOT) in 1966, then President Lyndon Johnson asserted that an up-to-date transportation system was essential to the nation’s economic health and well-being, including employment, standard of living, accessibility, and the national defense. National defense and the movement of goods between states and internationally are clearly federal interests. Among the variety of other purposes to which the federal role in transportation has been linked are: expansion of the nation’s boundaries and opening of the frontier to settlement and development; support for American industry; assisting the farmer; protection of labor; preservation of competition; environmental protection and, specifically, attainment of air quality standards; energy efficiency; technological innovation; supportive land use; mitigation of traffic congestion; increased safety; welfare reform; civil rights, environmental justice and citizen participation in the planning process.

Over time and in response to a variety of such federal interests, the federal role(s) in relationship to highways, public transit, freight rail, passenger rail and intermodal facilities has changed and remains varied, as illustrated in the following figure.

⁴ The Corps' canal-building efforts continued in the 20th century through federal purchase and reconstruction of the Chesapeake and Delaware Canal as part of an intercoastal waterway (still a Corps responsibility), and the post-World War II development of new systems such as the McClellan Kerr waterway and American portion of the St. Lawrence Seaway (still an operating division of the U.S. Department of Transportation).

Private Sector Roles		
Highways	<i>Historical Role</i>	<ul style="list-style-type: none"> ▪ "Turnpike" infrastructure development, ownership, operation
	<i>Recent Roles</i>	<ul style="list-style-type: none"> ▪ Public-private partnerships in financing and delivery mechanisms ▪ Some infrastructure development, ownership, operation ▪ Some long-term leasing and operation
Transit	<i>Historical Roles</i>	<ul style="list-style-type: none"> ▪ Infrastructure development, ownership, operation (initially unconstrained; later under local concessions for specific routes)
	<i>Continuing Historical Role</i>	<ul style="list-style-type: none"> ▪ Ownership/operations (some special services) ▪ Operations, maintenance (under contract with local government/regional transit authorities)
	<i>Recent Roles</i>	<ul style="list-style-type: none"> ▪ Financial support for infrastructure and some operations
Railroads	<i>Historical Roles</i>	<ul style="list-style-type: none"> ▪ Infrastructure development, ownership, operation (long-distance passenger rail)
	<i>Continuing Historical Roles</i>	<ul style="list-style-type: none"> ▪ Infrastructure development, ownership, operation (freight railroads)
Intermodal	<i>Continuing Historical Role</i>	<ul style="list-style-type: none"> ▪ Developer/employer development/use/financing of transportation coordinators, TMAs, innovative mechanisms to encourage high vehicle occupancy, transit and other demand management
	<i>Recent Roles</i>	<ul style="list-style-type: none"> ▪ Development and coordinated use of freight systems and facilities
Multimodal	<i>Recent Roles</i>	<ul style="list-style-type: none"> ▪ Development and deployment of ITS and related technologies
	<i>Continuing Historical Role</i>	<ul style="list-style-type: none"> ▪ Construction/Provision - all modes

Federal Roles in Highways

Federal Infrastructure Development. In the early 19th century, the federal government, on a very limited basis, was directly involved in the construction of roads. The Corps of Engineers constructed the Cumberland or National Road extending from Cumberland, Maryland, to Vandalia, Illinois.⁵ By 1840 Corps engineers had overseen construction of 268 miles of macadamized surface with bridges across all but the widest rivers. In the first decades of the 20th century, there was strong interest in development of a national system of federally-owned roads, but Congressional leaders and the states, as well as the American Association of State Highway Officials for which the principle of a federal-state partnership as promulgated in the 1916 Federal Aid Road Act (see Federal Infrastructure Funding below) was a founding principle, were divided on the issue, and ultimately, inaction on the national system resulted in the continuation of the 1916 federal aid program in a series of measures over the succeeding years.⁶

Federal Infrastructure Funding. In the 20th century, a new model was created for furthering the federal interest in the construction of better roads. The 1916 Federal Aid Road Act instituted federal grants to states for highway construction, beginning a national highway construction effort on a system of U.S.-numbered, through highways.⁷

⁵ Constitutional questions regarding the federal role were avoided by first having the states request the federal government to build it, and later, when the issue arose of how revenues might be raised to maintain the road, by ceding the road back to the respective States beginning in 1836 [Mertz, Lee. "Origins of the Interstate," www.fhwa.dot.gov/infrastructure/origin]

⁶ Mertz, Origins of the Interstate

⁷ The concept, if not the use, of federal subsidies for internal improvements (roads and canals) -- by the private sector -- was actively promoted by Thomas Jefferson's Treasury Secretary, Albert Gallatin, who presented a detailed proposal to Congress in 1806 for a comprehensive national plan of internal improvements to enhance the prosperity of struggling new states and to fulfill the need for rapid, simple, and accessible transportation.

The 1916 Federal Aid Road Act followed upon years of efforts in the late 19th century to promote good roads as the key to helping agriculture get its products to market. In signing it, President Woodrow Wilson said of the bill, “it tends to thread the various parts of the country together and assist the farmer in his intercourse with others.” By facilitating farmers, rural interests also had hoped to slow the loss of population to the cities. The Office of Public Roads and Rural Engineering (OPRRE) in the U.S. Department of Agriculture had considered how to assure that federal monies were used wisely, and as part of that consideration, settled on a partnership with the states as the responsible party.

The 1916 Act provided federal aid to the states upon application, without mandating criteria for which roads could be built with the funds; it provided for no particular system of roads and set no standards of design and construction other than that projects “be substantial in character.” World War I interrupted road construction, and the shortcomings of the Act led to calls for its elimination, but the Federal Highway Act of 1921, restricting federal-aid highway funding to a system comprising no more than 7 percent of each state's roads with three-sevenths of the system consisting of roads classified as “interstate in character,” successfully overhauled the program, and road construction progress proceeded rapidly. The 1920s saw the establishment across the states of the current system of highway development and administration, including the state-federal partnership, engineering professionalism, dedicated highway user revenues at the state level, highway research, highway classification, transfer of highway jurisdiction from counties and townships to the states, et al.

Federal Aid Acts followed one after another, each correcting problems of earlier bills or reflecting new policy directions. Authorizations for the federal aid highway and transit programs eventually were combined in Surface Transportation Assistance Acts, and later in more comprehensive multi-year transportation funding packages with the acronyms of ISTEA, TEA-21, and currently SAFETEA-LU. In terms of the federal role in highways, the most important of the Acts were the 1956 Federal Aid Highway Act, which effectively launched the Interstate Highway program, and the Intermodal Surface Transportation Efficiency Act (ISTEA), which ushered in the post-Interstate era. The 1956 Federal Aid Highway Act (and Interstate Highway Program) and ISTEA, as well as important features of selected other Federal Aid Highway, Surface Transportation and Related Acts, are described in an appendix to this report.

The following table shows the growth in authorizations for federal aid to surface transportation in the various bills from 1982 through the present (sources of federal funds are described in the appendix to this paper).

Federal Funding for Surface Transportation, 1982-Present, in Billions of Dollars				
Year	Authorization Act	Highways	Transit	Amtrak*
1982-1987	STAA	56.4	4.1	4.0
1987-1991	STURAA	61.2	14.0	3.2
1991-1997	ISTEA	120.8	30.2	4.9
1998-2003	TEA-21	161.9	36.3	5.0
2003-2005	TEA-21 Extensions	60.5	16.4	2.3
2005-2009	SAFETEA-LU	193.1	52.6	N/A
*Amtrak bills are separate authorizations and appropriations not included in the surface transportation bills NOTE: The Federal Aid Road Act of 1916 authorized \$5 million in spending				

Federal Highway Operations Funding. As construction of the interstate system was completed, concern turned to preserving the infrastructure investment and assuring its efficient operation. New federal programs provided dedicated funds for addressing these needs, and federally-supported technology research, particularly in Intelligent Transportation Systems (ITS), matured and was encouraged to move into deployment. Among the many innovations of the landmark ISTEA bill of 1991 were its support for ITS, for innovative financing mechanisms leverage federal funding and encourage public-private partnerships in financing infrastructure, and for the first federally-funded demonstration program in pricing highway use to manage congestion.

Federal Highway Regulation. Most federal highway regulation is imposed as a condition of receipt of federal funds; by accepting federal aid highways funds, states are subject to a number of regulations related to planning, funding and decision-making processes. While flexibility as to how states/regions may use federal funds has increased, so has complexity in the regulations regarding processes, e.g., early involvement and consultation with all interested parties in planning and project development and mandating special efforts to engage all communities. Also, Federal requirements for the planning of transportation infrastructure have evolved and become linked with federal policy and practices related to the National Environmental Policy Act, including requirements for the involvement of resource agencies and affected communities earlier in the planning process. Changes in planning techniques and processes were introduced to make the planning process more responsive and sensitive to concerns that have agglomerated over time, such as land use development patterns, dislocation of homes and businesses, environmental degradation, energy consumption, transportation for the disadvantaged, traffic congestion, and environmental justice.

Federal Roles in Transit

Federal Capital/Infrastructure and Operations Funding. If the initial impetus for federal funding of highways arose from the needs of agriculture, federal funding for public transportation was a response to urbanization. In 1880 about 14 million people lived in cities. In the 2000 census, 246.4 million people, or 88 percent of all Americans, lived in metropolitan statistical areas, defined on the basis of a central urbanized area and surrounding counties with strong social and economic ties to the central city(ies) as measured by commuting and employment.

The federal role in urban mass transportation originated in 1961 with legislation authorizing federal capital loans to state and local governments, through the then U.S. Housing and Home Finance Administration, to help purchase transit capital equipment, such as buses, trolleys and trains. The Housing Act also authorized grants for transit demonstrations and research and for comprehensive transit planning. In 1962, President John F. Kennedy proposed federal capital assistance for mass transportation, declaring, "Our national welfare...requires the provision of good urban transportation, with the properly balanced use of private vehicles and modern mass transport to help shape as well as serve urban growth [to promote economic efficiency and livability in areas of future development]." The Urban Mass Transportation Act of 1964 authorized federal capital grants for construction, reconstruction, or acquisition of mass transportation facilities and equipment. The Act also authorized a program of research,

development, and demonstrations. Under President Richard Nixon federal transit operations assistance was added to the capital grants (since reduced for larger metropolitan areas).

The federal role in financing transit infrastructure and vehicles was provided increased stability with the five cent increase in user fees in the 1982 Surface Transportation Act, out of which one cent was dedicated to transit programs. These revenues were placed in a Mass Transit Account of the Highway Trust Fund. Federal support for transit includes both the revenue from fuel taxes (since 1997 now 2.86 cents per gallon) from the Mass Transit Account of the Highway Trust Fund and general fund appropriations.

The Surface Transportation and Uniform Relocation Assistance Act of 1987 (STURAA) established grant criteria for new fixed guideway projects modeled on those that UMTA had been using (projects had to be based on alternatives analysis and cost effective and supported by an acceptable degree of local financial commitment). In order to qualify for federal “New Start” capital funds, FTA has continued to develop and refine the use of a rigorous set of evaluation factors that provide nationally comparable ratings in regard to the costs and benefits, effects on land use and other factors, life cycle financial feasibility and degree of non-federal financial support for capital projects. Congress has continued to be engaged in the criteria and outcomes of the FTA evaluation process for “New Starts” projects. Important features of selected other Federal Aid Surface Transportation and Related Acts are described in an appendix to this report.

The Federal Transit Administration (FTA) now supports locally planned and operated public mass transit systems throughout the nation, providing services that further urban economic development goals and plans, complement national and local policies regarding protection of the environment and local efforts to reduce congestion and improve community livability, and address the travel needs of suburban and rural as well as urban populations. In 2005, Federal funding for transit totaled nearly \$8 billion, representing approximately 25% of the non-farebox revenues that support transit operations and capital improvements. The growing federal role also reflects the national economic benefits of transit services (see appendix). State and local government provide the remaining 75% of the non-farebox funding. Farebox revenues provide approximately 40% of the cost.

Federal Regulation. As with highways, federal transit regulations, including those related to planning and funding processes, are imposed as a condition of receiving federal funds. In addition, transit rail operations are subject to some federal regulations related to rail operations in general. The 1990 Americans with Disabilities Act imposed specific requirements on public transit for accessibility. The 1991 Omnibus Transportation Employee Testing Act requires drug and alcohol testing of safety-sensitive public transit employees, as well as railroad and other transportation workers.

Federal Role in Freight Rail

Private railroad companies provided both freight and passenger rail services until the 1970s, and the federal role was the same for both until that time.

Early Federal-Private Partnerships. The federal government provided some assistance to the private railroads; after 1824, for example, Corps of Engineer officers frequently superintended

railroad work, and officers were granted furloughs to work on private railroads in construction or surveying activities until 1838, when Congress prohibited the practice. Authorized by the Pacific Railway Act of 1862 and heavily backed by the federal government through the issuance of bonds and land grants to the railroads, the first transcontinental railroad in the US was completed in 1869 by the Union Pacific Railroad and the Central Pacific Railroad, two federally chartered enterprises, encouraging the rapid population and economic growth of the West.

Federal Infrastructure Development and Operations. The federal government built, owned and operated the Alaska Railroad, providing freight and passenger service to facilitate economic development and access to mineral deposits, from 1914 until 1985; in 1985, the railroad was sold to the Alaska Railroad Corporation, a public corporation of the State of Alaska.

Federal Infrastructure/Capital Rehabilitation and Creation of Quasi-Federal Agencies to Own/Operate. From 1976 until 1991, the Consolidated Rail Corporation (Conrail) was formed as a federally-funded takeover of certain lines of six failing major railroad companies in the Northeast. Although the federal government funded rebuilding of the infrastructure and rolling stock, Conrail itself fell subject to the regulatory restrictions that had hampered the private railroads in maintaining economic competitiveness and profitability until passage of the Railroad Regulatory Act, better known as the Staggers Rail Act, in 1980 and the Northeast Rail Service Act in 1981, relieving Conrail of commuter rail service in the Northeast Corridor. The then profitable Conrail was privatized in 1986 and sold off to two other railroads in 1987.

Federal Loan/Loan Guarantee Financing. The Transportation Equity Act for the 21st Century (TEA-21) created the Railroad Rehabilitation & Improvement Financing (RRIF) Program, continued as amended under SAFETEA-LU, through which the Federal Railroad Administration (FRA) provides direct loans and loan guarantees up to \$35.0 billion to acquire, improve, or rehabilitate intermodal or rail equipment or facilities; refinance debt incurred for those purposes, and develop or establish new intermodal or railroad facilities. A portion of the funds is reserved for non-Class I freight railroads, and the program also is used by Amtrak.

Federal Regulation. The federal role historically has remained primarily regulatory – extensive economic regulation from 1887 until the 1971 formation of Amtrak and 1980 Staggers Act, lesser economic regulation (continuing under the United States Railway Association and Interstate Commerce Commission) until 1995, and still lesser ongoing regulation since then (by the Surface Transportation Board), and ongoing safety regulation through the Federal Railroad Administration. Railroads continue to be subject to the Railway Labor Act and the Railroad Retirement Act, Railroad Unemployment Insurance Act and Railroad Retirement Tax Act.

Federal Roles in Intercity Passenger Rail

Federal Infrastructure/Capital Development and Operations. The federal government continued to own and operate the Alaska Railroad until 1985.

Federal Infrastructure/Capital Rehabilitation and Creation of Quasi-Federal Agencies to Own/Operate. Congress created the National Railroad Passenger Corporation (now Amtrak) to consolidate, subsidize and oversee intercity passenger rail operations. Participating freight railroads were freed of the obligation to operate intercity passenger service after May 1971

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(except for certain services that would be paid for with federal funds); railroads that chose not to join the Amtrak were free to pursue the Interstate Commerce Commission's (and briefly United States Railway Association's) discontinuance process after 1975.

Federal Planning and Technology Development. The Swift Rail Development Act of 1994 established a high-speed rail corridor planning and technology development program, under which USDOT is authorized to provide financial assistance for up to 50 percent of the publicly financed costs of corridor planning activities and up to the full cost of technology improvements.

Federal Regulation. While still subject to most of the other railroad collective bargaining and retirement regulations, the "labor protection" provisions were removed for Amtrak by the 1997 Amtrak Reform Act.

Federal Roles in Intermodal Facilities

Such events as the creation of the USDOT in 1966 and passage of ISTEA in 1991 have reflected the need to improve management of the transportation system as a whole. Intermodal transportation is the connecting of separate transportation modes, such as mass transit systems, roads, aviation, maritime, and railroads, and allowing travelers and/or shippers to easily use more than one mode for a trip or shipment.⁸ As cited earlier, much of the progress in developing intermodal transportation and facilities has been in relationship to goods movement and led by the private sector, including the movement to containerization, trailer on flat car and container on flat car services by the freight rail and trucking companies that began in the 1950s.

As noted earlier, the USDOT was created, in President Johnson's words, to meet the need for "coordinated" intermodal travel "to move conveniently and efficiently from one means of transportation to another." President Nixon's Secretary of Transportation John Volpe gave priority to the development of a "balanced" transportation policy among modal agencies that had largely been independent.

ISTEA, under President George H. W. Bush, and TEA-21, under President Bill Clinton, required state governments to develop intermodal plans to improve the connectivity of the various modal systems, required USDOT to establish an Office of Intermodalism to promote and coordinate efficient intermodal transportation policies among the modes, and established the aforementioned RRIF Program of loans to acquire, improve, or rehabilitate intermodal (as well as railroad) equipment or facilities; refinance debt incurred for those purposes, and develop or establish new intermodal facilities. USDOT reassessed its program and the efficiency of its performance and produced a strategic plan that included the goal, among others, of tying together an effective intermodal transportation system.

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⁸ As early as 1826 investigation by the Corps of Engineers considered whether it was practical to unite the Kanawha River with the James and Roanoke rivers by canals, railroads, or both.

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CONSOLIDATED COMMENTS FROM MEMBERS OF THE BLUE RIBBON PANEL OF TRANSPORTATION EXPERTS - PAPER 5C-01

One reviewer commented as follows:

Papers 5C-01, 5C-02, 5C-03, and 5C-04 should provide the Commission with a broad review of possible future alternatives roles for federal policy and financing of the surface transportation system. I will not comment on the many good parts of these papers, but rather describe issues that may be missing or not sufficiently highlighted in order to allow the Commission to thoroughly review this subject area.

While the papers provide a good description of existing federal programs and some broad options for a possible future program, the options seem to be limited to living within the existing federal modal program silos. These papers do not provide the Commission with some out of the box thinking on alternative federal program structures which abandon the individual program silos and propose a new integrated multimodal approach to developing policy and financing surface transportation in order to achieve the national transportation goals identified by the Commission. Getting the maximum efficiency from the existing transportation system, or future additions to it, requires greater integration of the modes. This modal integration is inhibited by

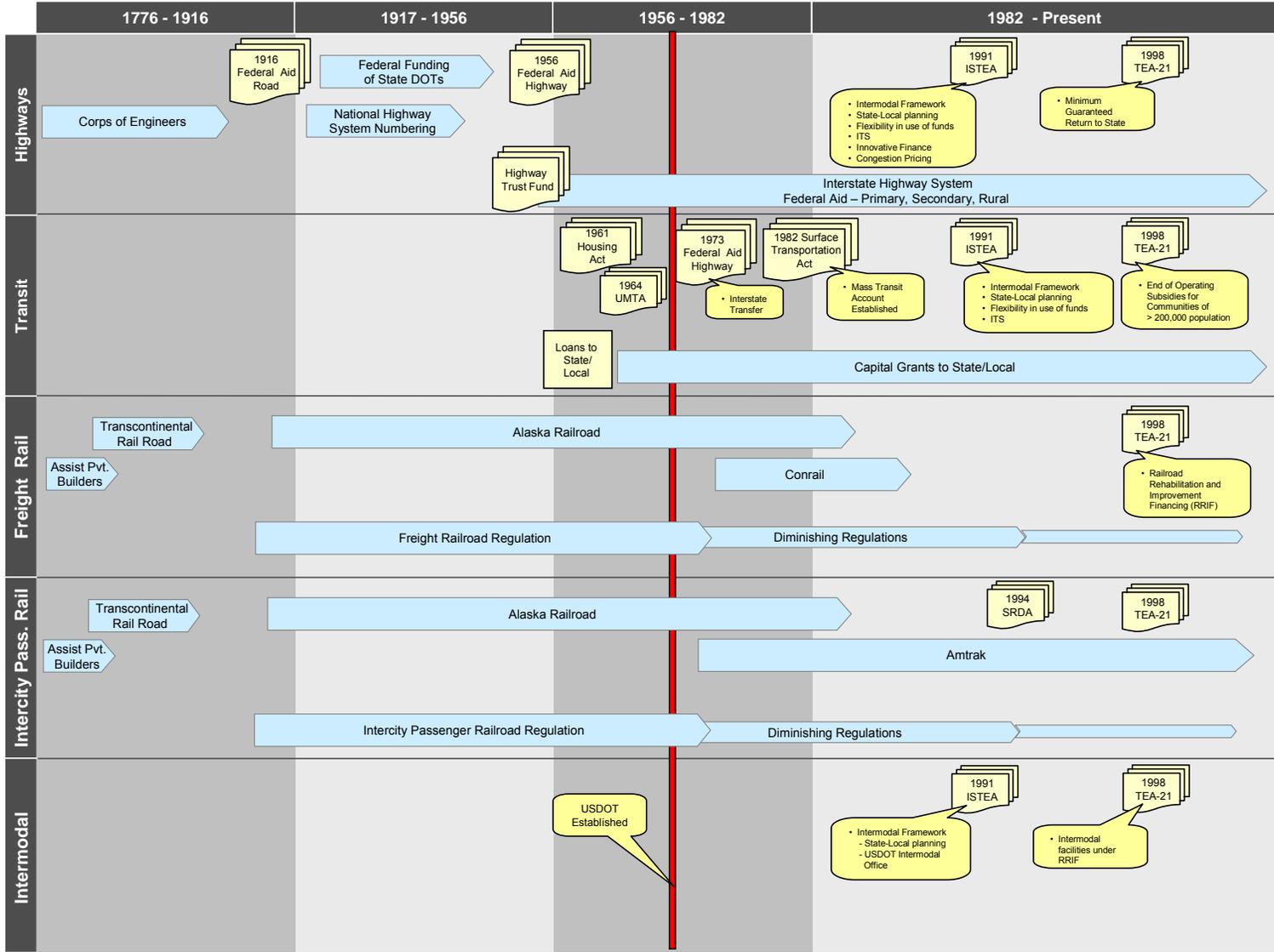
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the existing modal planning and funding silos. The Commission's work would benefit from additional options for future federal roles in planning and financing surface transportation that seek greater integration between modes and transportation operators with the goal of providing seamless service to users.

It would be helpful for these papers to provide the Commission with possible options to use as a basis for describing the "national interest" in surface transportation. Some specific examples could include:

- The need to maintain and rebuild the national Interstate highway system, which was the focus of national policy for 50 years.
- The importance of interstate transportation to our nation's ability to compete in the global economy.
- The importance of ports of entry (international border crossings, seaports, airports) in trade and travel, and balancing the federal role in homeland security with efficient international commerce.
- The need for balanced transportation systems, including highway, transit and rail that also address national environmental and energy goals.
- The need for increased management, operation and maintenance of long distance transportation corridors, to ensure consistency between states and seamless flow of interstate commerce across regions.

Evolution of Federal Role by Mode



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