

**Community Visioning in Long-Range Transportation Planning:
A Case Study of Virginia**

Bethany Marie Stich

A Dissertation Submitted to the Graduate Faculty of
The Center for Public Administration / Public Affairs, Virginia Polytechnic Institute
and State University in Partial Fulfillment of the Requirements for the Degree

DOCTOR OF PHILOSOPHY
in
Public Administration and Policy

Gary Wamsley
Larkin Dudley
Goktug Morcol
Ray Pethtel
Jim Wolf

May 5, 2006
Blacksburg, VA

Keywords: Community Visioning, Transportation Planning, Participatory Democracy

Community Visioning in Long-Range Transportation Planning: A Case Study of Virginia

Bethany Marie Stich

ABSTRACT

This research is an evaluation of the addition of a citizen involvement process that has come to be known as “visioning” or “community visioning” to the traditional process of developing a state’s transportation plan, a process which has typically been very much an in-government and esoteric province of professionals in transportation planning. The research specifically focuses on the Commonwealth of Virginia and its addition of three citizen participation components the Commonwealth labeled “community visioning” to the traditional transportation planning process. The research examines the three components of “community visioning” with regard to: (1) their impact on the state’s transportation plan (VTrans2025); (2) the degree to which they met the expectations of the regulations and best practices requirements of federal oversight; (3) the degree to which they met the expectations of the advocates of visioning and of more “democratic participation” in public administrative and policy processes; and (4) the degree to which they could affect the final outcome of transportation policy.

Visioning is a relatively new approach to citizen involvement in the planning process. It places the citizen involvement at the beginning of the process instead of the end. Visioning asks citizens key questions about what they envision as a positive future for their community. The purpose or goal of this new visioning is to have the final plans reflect the vision drawn from the citizens and public officials and reached through consensus.

This dissertation determined that Virginia put forth a good faith effort to involve citizens of the Commonwealth. Collectively, the citizen involvement activities in VA’s visioning process were reasonable and meaningful. Additionally, Virginia’s vision statement *was* heavily influenced by the citizen participation activities.

However, there are three aspects of Virginia's vision that are troubling from an implementation standpoint. In short, this dissertation found that the vision is what the people want, but the comprehensive plan does not tell the citizens how the Commonwealth intends on achieving that vision.

TABLE OF CONTENTS

ABSTRACT	<i>ii</i>
List of Figures	viii
List of Tables	ix
ACKNOWLEDGEMENTS	x
CHAPTER 1: Overview	1
Purpose of Study	1
Citizen Involvement in Administrative and Policy Processes	4
Visions and Visioning	7
Community Visioning	9
Community Visioning in Transportation Planning	13
Long-Range Planning and Community Visioning in Tandem: VTrans2025 Overview	17
The Research Question	24
Objective 1: Review the Commonwealth of Virginia’s visioning process by:	25
Objective 2: Does Virginia’s long-range plan explain how to achieve the vision statement within it?	26
Organization of the Dissertation	26
CHAPTER 2: Pursuit of Citizen Participation in the Face of the “Complexification” in Transportation Planning	28
Public Administration Theory and Public Involvement Literature Review	28
Professional Expertise and Self-Governance	28
Participatory Democracy	32
Transportation Legislation and Literature Review	35
Transportation Legislative Background	35
Transportation’s Public Participation Background	40
Review of Other States	42
CHAPTER 3: Research Design and Methodology	50
Case Study Research Model	51
Methodological Approach	54
Definitions and Operationalization of Terms	56
Data Sources and Triangulation	59
Strengths, Weakness and Limitations	60
CHAPTER 4: Visioning and Vision Statements Review	63
Socio-Political-Economic Landscape of Virginia’s Long-range Planning	63
VTrans2025 Citizen Outreach Overview	65
CHAPTER 5: Citizen Deliberative Forums	70
Introduction	70
Role of Citizen Deliberative Forums	72

Issue Framing _____	73
Discussion Guide _____	75
Deliberative Forums Overview _____	76
The Eight Deliberative Forums _____	79
Pre-Test Forums _____	80
VDOT District 3, Lynchburg Pre-Test _____	80
VDOT District 1, Big Stone Gap Pre-Test _____	81
VDOT District 1, Wytheville Pre-Test _____	83
Deliberative Forums _____	84
VDOT District 4, Richmond _____	85
VDOT District 5, Newport News _____	87
Analysis of Forum Comments _____	96
Types of Comments _____	96
Comments on the Approaches _____	97
Comments on Themes or Characteristics _____	98
Priorities _____	102
Evaluating the Citizen Deliberative Forums _____	103
Reasonableness _____	103
Meaningfulness _____	104
The Degree to which the Comments were included in the Vision Statement _____	107
Summary _____	110
CHAPTER 6: Stakeholder Vision Sessions _____	111
Introduction _____	111
Role of Stakeholder Sessions _____	111
Stakeholder Sessions Overview _____	112
The Six Stakeholder Sessions _____	113
VDOT District 4, Richmond _____	114
VDOT District 6, Fredericksburg _____	115
VDOT District 7, Charlottesville _____	116
VDOT District 9, Northern Virginia _____	117
VDOT District 5, Hampton Roads _____	118
VDOT District 2, Roanoke _____	118
Analysis of Session Comments _____	119
Issues Ranking _____	119
Goals Comments _____	120
Alternative “Visions” Comments _____	122
Evaluating the Stakeholder Sessions _____	124
Reasonableness _____	124
Meaningfulness _____	125
Comments to Vision Statement _____	128
Summary _____	131
CHAPTER 7: Telephone Survey Data _____	132
Introduction _____	132
Role of the Telephone Survey _____	132

Telephone Survey Overview _____	133
Telephone Survey Data _____	135
Locality-Type Data _____	135
Rural _____	136
Counties with Independent Cities (Small Urban) _____	136
Small Metropolitan _____	137
Large Metropolitan _____	138
Major Metropolitan _____	139
Analysis _____	140
Race Data _____	141
Analysis _____	142
Data on Disability Concerns _____	142
Analysis _____	143
Public Transportation Users versus Driver Data _____	143
Analysis _____	144
Vision Data _____	144
Data on Transportation Goals _____	145
Evaluation of the Telephone Survey _____	146
Reasonableness _____	146
Meaningfulness _____	147
Comments to Vision Statement _____	150
Summary _____	152
CHAPTER 8: Summary Discussions, Conclusions and Recommendations _	153
Overview _____	153
Research Objectives Analysis _____	153
Objective 1: Review the Commonwealth of Virginia’s visioning process. _____	153
<i>Inclusion of Citizen Involvement Outcomes</i> _____	153
<i>Visioning Processes Evaluation</i> _____	156
Objective 2: Does Virginia’s long-range plan tell us how to achieve the vision statement within it? _____	158
Research Question: _____	162
Summary Statement of Findings _____	163
Conclusions and Recommendations _____	165
Questions for Future Research _____	168
REFERENCES _____	170
Appendix A: Issue Framing Workshop _____	177
Appendix B: First Issue Framing Matrix _____	178
Appendix C: Discussion Guide _____	190
Appendix D: Moderator Training Information _____	209
Appendix E: Issue Framing Agenda _____	210
Appendix F: Forum Survey _____	212
Appendix G: Stakeholder Session Folder Information _____	215
Appendix H: Comment Received and Included in the Long-Range Plan _____	252

<i>Appendix I: VTrans2025 Goal, Objectives and Measures</i>	<i>253</i>
<i>Appendix J: State Comparison Matrixes</i>	<i>257</i>
<i>Appendix K: Types of Public Involvement Activities</i>	<i>277</i>

List of Figures

Figure 1: From Visioning to Performance Evaluation.....	15
Figure 2: VTrans2025 Timeline (Modified).....	18
Figure 3: Community Visioning Activities	22
Figure 4: Transportation Legislation Timeline	36
Figure 5: Interagency Coordination Process	67
Figure 6: VTrans2025 Timeline (Modified).....	70
Figure 7: Steps in Issue Framing.....	73
Figure 8: VDOT District 3.....	80
Figure 9: Lynchburg (Detail)	80
Figure 10: VDOT District 1	81
Figure 11: Big Stone Gap (Detail)	82
Figure 12: VDOT District 1	83
Figure 13: Wytheville (Detail)	83
Figure 14: VDOT District 4.....	85
Figure 15: Richmond (Detail)	85
Figure 16: VDOT District 5.....	87
Figure 17: Newport News (Detail)	88
Figure 18: VDOT District 9.....	90
Figure 19: Arlington (Detail).....	90
Figure 20: VDOT District 8.....	92
Figure 21: Winchester (Detail)	93
Figure 22: VDOT District 3.....	94
Figure 23: Danville (Detail)	95
Figure 24: VTrans2025 Timeline (Modified)	111
Figure 25: VDOT District 4.....	114
Figure 26: Richmond (Detail)	114
Figure 27: VDOT District 6.....	115
Figure 28: Fredericksburg (Detail).....	115
Figure 29: VDOT District 7.....	116
Figure 30: Charlottesville (Detail)	116
Figure 31: VDOT District 9.....	117
Figure 32: VDOT District 5.....	118
Figure 33: VDOT District 2.....	118
Figure 34: Roanoke (Detail)	119
Figure 35: VTrans2025 Timeline (Modified)	133
Figure 36: Counties with Independent Cities.....	137
Figure 37: Small Metropolitan Areas.....	137
Figure 38: Large Metropolitan Areas	138
Figure 39: Major Metropolitan Area.....	139
Figure 40: Support for Approaches	145
Figure 41: Importance of Goals	146

List of Tables

Table 1: Vision Comparison Matrix	44
Table 2: National Comparison of Public Involvement Activities, Vision Statement Inclusion and Implementation Tools.....	45
Table 3: Representativeness.....	58
Table 4: Plan for data collection from multiple sources (adapted from Yin, 1994)	61
Table 5: Kinds of Comments Sorted per Theme.....	99
Table 6: Percent and Number of Themes by Location	101
Table 7: Citizen Outreach Reasonableness	104
Table 8: Citizen Deliberative Forums Fulfillment of FHWA Best Practices	106
Table 9: Representativeness.....	107
Table 10: Forum Comments Reflected or Not Reflected in the Vision Statement ..	109
Table 11: Issue Rankings	120
Table 12 : Relative Importance of VTrans2025 Goals	122
Table 13: Citizen Outreach Reasonableness.....	125
Table 14: Stakeholder Sessions Fulfillment of FHWA Best Practices.....	127
Table 15: Stakeholder Sessions Representativeness.....	128
Table 16: Comments Reflected or Not Reflected in the Vision Statement	130
Table 17: Citizen Outreach Reasonableness.....	147
Table 18: Telephone Survey Fulfillment of FHWA Best Practices	149
Table 19: Representativeness	150
Table 20: Comments Reflected in the Vision Statement	152
Table 21: Vision Statement and Comments Received	155
Table 22: All Citizen Outreach Reasonableness	156
Table 23: Representativeness	157
Table 24: Outreach Activities Fulfillment of FHWA Best Practices.....	158

ACKNOWLEDGEMENTS

The following dissertation, while an individual work, benefited from the insights and direction of several people. First, it is with sincere gratitude I wish to acknowledge my Dissertation Chair, Gary Wamsley, who exemplifies the high quality scholarship to which I aspire. Next, I wish to thank the complete Dissertation Committee respectively: Larkin Dudley, Goktug Morcol, Ray Pethtel, and Jim Wolf. Each individual provided insights that guided and challenged my thinking, substantially improving the finished product. Additionally, as my employer, Mr. Pethtel provided support at every stage of the Ph.D. process, allowing me to complete this project in a timely manner and on schedule.

In addition to the technical and instrumental assistance above, I received equally important assistance from friends and family. It is with deep appreciation I acknowledge the following:

Chad Miller, for partnering up and making it a race to the finish!

Tammy Trimble, for listening and listening and listening;

Edie Moussa, for her constant collaboration and collegial spirit;

Jason Sonnenfelt, for always being there when the words were not;

Jacob Parcell, for hanging in there with me from orientation day to graduation day; and

Dave Hotchkiss, for staying close no matter where we move.

Finally, I would like to thank my family. My sister, Katie Stich, who is always fiercely on my side, provided on-going support throughout the dissertation process, as well as technical and research assistance critical for completing the project. My mother, Kathryn Stich, instilled in me, from an early age, the desire and skills to obtain the Ph.D and provided invaluable editing assistance. Lastly, I wish to thank my supportive, forgiving, generous and loving husband, Mark Duncan, without whom I could not have survived the process.

CHAPTER 1: Overview

Purpose of Study

This research is a case study evaluating the addition of a citizen involvement process that has come to be known as “visioning” or “community visioning” to the traditional process of developing a state’s transportation plan, a process which has typically been very much an in-government and esoteric province of professionals in transportation planning. The research specifically focuses on Virginia and its addition of three citizen participation components to the traditional transportation planning process. The research examines the three components of citizen involvement that the Commonwealth labeled “community visioning” with regard to: (1) their impact on the state’s transportation plan (VTrans2025); (2) the degree to which they met the expectations of the regulations and best practices requirements of federal oversight; (3) the degree to which they met the expectations of the advocates of visioning and of more “democratic participation” in public administrative and policy processes; and (4) the degree to which they could affect the final outcome of transportation policy.

This research attempts to speak to advocates of greater public participation in the policy process and to those putting forth “visioning” or “community visioning” as the means of fulfilling that perceived or felt need for such participation in the transportation planning process. It will do this by taking as its “touchstones” for analysis the three quotes below:

- Democratic theory is an effort “to reconcile the policy sciences with an expanded version of the American democratic dream so that the two work cooperatively toward mutual goals instead of being at odds with one another (Peter de Leon, 1997 p. 9).”

- “Republican politics is risky politics, a politics without guarantees (Michael Sandel, 1996 p. 321).”
- “The vision describes what the people want and the comprehensive plan describes how to get there (Maine Planning Office, *Community Visioning Handbook*, 2003 p. 2).”

The structure of the American State is that of a complicated republic; it is as Madison stated, “a compound and extended republic¹”; a republic with a plethora powers that overlap both horizontally between branches and vertically between levels. When we address citizen involvement of any kind, this government structure makes such participation very problematic in terms of both effective means and final outcomes. It is even more difficult to *reconcile* citizen participation, one of the basic principles of democracy with such things as public administration and planning particularly transportation planning which has been overwhelmingly the province of “in government professionals.” Prominent differences exist as to what the basic principles of democracy are, and how these should be reflected in the design of a more democratic system. The idea of democratic participation may be a worthy ideal but it is difficult to reconcile with either administration or planning (Benn and Peters, 1965). The issues that arise are not as easily dealt with by our current practitioners as de Leon and others might want us to believe.

This difficulty is articulated by Michael Sandel. His comments about republican politics highlight that our system is not designed as a straightforward citizen input to policy output mechanism. After all the American political system is not simply a democracy, rather it is a republic that has been democratized and

¹ Federalist 51, (1788) by James Madison.

continues to be in the process of democratization. This is not to state that community involvement could fit only, "a simple form of culture, a small state, a face-to-face society where everyone knew his neighbors, and where all men were more or less equal" (Cranston, 1968). Instead, it is to highlight the difficulties an agency may face combining citizen involvement with the regulatory and legislative mandates which shape the behavior of administrators and planners.

According to Peter de Leon, the point of democratic public administration is to reconcile public administration with citizen participation. Sandel however, reminds us "republican politics is one without guarantees," meaning that many things agreed to at one level of government or within the context of one branch often are negated by actions or failure to accept or act on another. If there is to be a reconciliation with PA and citizen participation in America, it must be done in the face of both risky republican politics, and with intelligent and thoughtful awareness of the limitations and problematics of creating a plan that can presume to "tell us how to get there."

This research examines an instance of public participation in the very heart of the modern administrative state. It presents a case study of public participation in a long-range transportation planning process by examination of the efficacy of a "visioning" sub-process. Specifically, this research seeks to answer the question, can a "community visioning" process lead to a vision statement reflective of mutually agreed upon goals of what the citizens want? If so, can the long-range transportation plan describe how to achieve them in the face of legislative and regulatory mandates?² In essence, such an examination explores the operational realities of

² The wording of the research question is reflective of quotes from Peter de Leon and the state of Maine. Peter de Leon notes, democratic theory is an effort "to reconcile the policy sciences with an

bringing democratic theory in the form of visioning to bear in planning and governance in the face of regulatory and legislative mandates.

Citizen Involvement in Administrative and Policy Processes

“How best to involve citizens in government decision processes has been a concern since the creation of the nation when the Founding Fathers struggled with questions of representation” (Franklin and Ebdon, 2005 p. 168). Participation is seen by deLeon and others (Glaser and Bardo, 1994; Box, 1992, Stivers, 1994; Thomas, 1993) as a corollary outcome or product that is equal in value to the plans themselves. “Participation is thought to lead to increased satisfaction with and trust in government when the input is used to align citizen preferences with decisions made by their representatives” (*ibid*, p. 168). For example, Berman (1997) conducted a national survey of city managers and chief administrative officers and found that “cities that use frequent information, participation, and reputation strategies experience less cynicism, even when we take into account a broad range of community conditions” (p. 111). This reduction in cynicism is in itself a highly valued outcome in visioning. Yang and Callahan note that “citizen involvement in government decision making improves government performance, decision legitimacy, citizen responsiveness, and trust in government” (2005, p. 191). However, even they admit that broad pronouncements such as these “obscure the fact that it is often difficult to know how, when, and to what extent to include citizens in the administrative process” (*ibid*).

expanded version of the American democratic dream so that the two work cooperatively toward mutual goals instead of being at odds with one another.” Maine’s Planning Office states, “The vision describes what the people want and the comprehensive plan describes how to get there.”

The question of who to involve is also a difficult one for planners. The regulations, laws, and the language of practice may not define the clear difference between citizens, stakeholders, and publics that is often found in the literature. Parsing such distinctions is not easy. Svendsen (1998) notes that involving citizens could be taken to mean involving, “stakeholders,” “publics” or the “general public.” Stakeholders are individuals or groups who not only have an interest but more importantly *know* they have an interest and want to act for their own benefit (i.e. material or financial). Stakeholders are considered (by themselves and others) to have a “legitimate” stake in the outcome and, therefore, a right to be involved. After the stakeholders are identified, who remains?

Another approach is to identify various kinds of “publics,” one or more groups of people who have a shared perspective on an issue and *may or may not* be conscious of their opportunity to participate in discussions about these issues (e.g. employees, neighbors, investors, customers, suppliers, civic associations, non-profit organizations). Publics are usually identified by public administrators (or other community leaders or stakeholders) as persons or groups that have a stake in the issue and, are thus, recruited and asked to participate. Publics are expected to understand the complexities of the issue as they relate to the public they represent and be able to substantially contribute during the outreach activity, though not at the same level as a stakeholder.

Finally, there is the general public. These are people that may or may not have a stake in the issue but have a right to (perhaps a civic desire to take advantage of) participation opportunities. Usually the general public does not

recognize or is unaware of their interest and, thus, are substantially less likely to participate in citizen involvement activities.

This research reflects a keen awareness of the significant conundrum involved in determining how to involve citizens as well as in determining who should be considered a stakeholder, a public or a citizen; however, the terms used in this dissertation concerning public participation are not taken from academic literature but directly from the VTrans2025 report. The Commonwealth of Virginia labeled three activities together as “community visioning.” These consisted of “citizen deliberative forums,” “stakeholder sessions” and a “statistically valid, random sample” telephone survey. The VTrans2025 describes the attendees at the stakeholder sessions as “business and community leaders representing a wide variety of interests and organizations;” the participants at the deliberative forums as “individuals with differing interests in transportation;” and the sampling plan for the statewide telephone survey “ensured that reliable observations could be made about the perspectives of the major ethnic/racial groups in the Commonwealth and for major geographic areas, including major metropolitan regions, small urban areas, and rural areas.” This researcher is aware that these definitions in-use are not critically developed in anyway and are not reflective of the rich discussion surrounding the concepts of “stakeholder” and “public” provided in the public participation literature. They are, however, the kind of definitions expected to be found in a transportation plan. Indeed, they are found in VTrans2025 and, are thus, the definitions this dissertation used.

Visions and Visioning

The concept of a vision is not new; and its origin is not in planning. Planners have borrowed and adopted visioning from a variety of fields including sports motivation, holistic healing, education, and business management (Shipley and Newkirk, 1998). Initially, planning visions were created by planners or community leaders who were “visionaries.” These first visionaries include planners and leaders such as Frederick Law Olmsted, Jr., Daniel Burnham, Robert Moses and Alfred Bettman. This type of vision was held and expressed by a singularly special type of person. Consequently, there was no vision without a corresponding visionary. As visions by such persons were increasingly perceived as impractical and labeled “hopelessly nostalgic, dreamy or romantic” (Shipley and Newkirk, 1998 p. 409) a transformation began to occur.

By the late 1980s, visions were becoming less identified with a champion or visionary and more with a group effort provided by a core of community leaders and planners. Thus, where vision and vision-related words are rarely found in the periodical literature of planning before the late 1980s, they became commonplace by the early 1990s (*ibid*). This transformation was indicated when the word “vision” was modified by the word “strategic.” “Vision (then) changes from being the special view of a single visionary to the goal-like statement created by a select group of leaders (who then) serve as the focus for long-range or strategic plans” (*ibid*, p. 410 emphasis added). This type of visioning is best articulated by the president of the American Planning Association speaking of visions in 1996. He said:

I have been impressed by the potential of the *planning community* to provide vision and hope for the future. Such vision is particularly

needed at a time when the nation's political leadership seems unwilling to address the problems that face us all (Codd, 1996 p.31, emphasis added).

Shipley (2000) argues this type of visioning, conducted by the planning professionals, should be considered akin to forecasting because he believes it is nothing but an attempt to project current trends into the future and, thereby, predict what would happen, then, "backcast" these trends into current action. He uses the following quote from Gabor to make this point:

The first step of the technological or social inventor (planner) is to visualize by an act of imagination a thing or a state of things which does not yet exist and which to him appears in some way desirable. He can then start rationally arguing backwards from the invention and forward from the means at his disposal until a way is found from one to the other (Gabor, 1964). As quoted in Shipley, 2000 p. 234

This kind of visioning emphasizes the role of the experts (planners) with minimal input from citizens. The strategic vision is no longer created by just one visionary but by a group of administrators and planners who forecast a vision and, then, back cast that vision into a strategic plan. Though some community leaders may be consulted, it is still the agency planners that, relying on their expertise and acting on behalf of the citizens and in the best interest of the state, create the strategic vision.

A second transformation in visioning occurred in the mid to late 1990s, just as strategic visioning gained wide acceptability. This time the change was a move toward greater citizen participation in planning. This is different from strategic visioning by the planning community because the citizens are perceived as the "owners" of their government and communities and should, therefore, be involved in the creation of the vision statement. For the purposes of this dissertation, this latest

visioning approach is called “community³ visioning” because it is the term used in VTrans2025. Though “community visioning” is the dominant label given to this new vision process, other labels for this process include “collaborative visioning,” “holistic visioning” or just plain “visioning (see note)⁴.” Shipley (2000) states,

Around the world use of the term ‘vision’ has grown enormously over the last 10-15 years...Where the word vision itself has not been used the relatively new verb, ‘visioning’, often appears...While this sort of use is very common there is no explanation of precisely what is meant. (p. 225-226).

Unfortunately, Shipley does not provide us with a definition of vision, visioning, or community visioning either.

Community Visioning

What is community visioning and where did it come from? Descriptions of community visioning, from a variety of authors (McCann, 2001; Shipley, 2000; Saint-Martin, 1998; Staeheli, Kodras, and Flint, 1997), include the following: community visioning involves looking at the future; it provides opportunities for citizens to share their ideas and to imagine what their community would look like in the future; community visioning helps citizens, stakeholders and government officials determine a direction for their communities and provides a plan for how those communities will arrive at their desired future; community visioning can be one of the first steps in comprehensive or long-range planning. Ideally, community visioning articulates a “big picture” view created through a citizen involvement process that guides short-

³ Community in this dissertation and by the planners in Virginia refers to a simple, traditional geographically bounded community. They did not use it in the sense of a group of people with shared norms and values. This dissertation is not concerned with the broader normative concept of community.

⁴ For the remainder of this dissertation, the term community visioning will be used because it is the term used by the Commonwealth of Virginia.

term decisions and long-term initiatives. The exact origins of community visioning are not known. However, the literature suggests it began in the mid to late 1990s and is tied to the New Public Management paradigm and the ongoing devolution and privatization of state functions. McCann states that

“There is a clear rise in a new planning ‘consultocracy,’ in which consultants are hired as part of the privatization and outsourcing of planning functions. Their activities mean that planning – once seen as a local, public activity – is increasingly private and non-local, as private consultants now provide similar services... Visioning is an increasingly widespread and popular element of the private consultant’s tool kit, and it has recently been identified by the American Planning Association as the profession’s latest buzzword” (2001, p.209).

Many different groups and sizes of jurisdictions have undertaken visioning programs. As the creation of a vision has evolved from a single visionary to community visioning, the diversification of techniques available to involve citizens has grown to include options like electronic town meetings and/or town suppers; additionally, there now emerges a belief that this community visioning approach results in a more meaningful participation process. Community visioning reaches beyond obligatory public hearings into creative attempts to elicit ideas, concerns and insights into community issues. Many planners and commissions are devoting much more energy and resources to this approach.

Rodney Cobb, the former president of the American Planning Association, notes that the following ten points differentiate community visioning from older models of citizen participation:

emphasis on front-end participation; one size does not fit all; it seeks to be inclusive; leadership is impartial; great attention to detail; risks are

taken; projections are made; a more sophisticated use of media; long-range thinking; and results are validated⁵ (1996).

Visioning activities are being conducted across the country and around the world. States, major metropolitan regions, smaller regions, and even rural areas have undertaken public participation visioning processes in response to concerns about global competitiveness, sustainability and quality of life.

These community visioning activities are associated with participatory, collaborative or consensus-driven planning processes that include a large citizen involvement component (McCann, 2001). Indeed, celebrated visioning processes all include a substantial public participation component⁶. Lurcott points to the extensive investment in visioning:

The fact that all of the successful visioning efforts have made a substantial investment in time and money in such public involvement is a strong argument for inclusion of such a component in the visioning process (2005, p. 5).

As evidenced by the experiences in states and regions throughout the country, it takes a considerable commitment to ensure a meaningful level of involvement by a substantial and representative segment of the public. However, what makes community visioning unique is “that it prescribes the development of a vision that represents *new* knowledge, *created* by a community through democratic processes” (Morse, 2002 p. 4). McCann notes that what makes this kind of visioning different from strategic visioning, (the standard expert-driven planning) is that the

⁵ Rodney Cobb’s reply to a request to please comment on the community visioning process as a means to guide comprehensive planning

⁶ Some examples include: Atlanta Vision 2020; Baltimore Vision 2030 (Baltimore Metro Council); Georgia Department of Transportation; Greater Cleveland partnership; The Citizens’ Agenda for Houston’s Future; Portland Metro 2040 Framework; SACOG (Sacramento) Blueprint Land Use and Transportation Study; Washington State Department of Transportation

process of *constructing* a vision is intended to be open to all, and the end goals are to be defined in concrete terms, rather than abstract or scientific ones. He states this new kind of visioning

involves three broad procedural impulses: to gather groups of 'stakeholders' in order to identify issues of concern; to motivate those involved to think about problems in new ways...; and finally to generate solutions (p.209).

Community visioning is an integrated approach to policy-making, integrated in the sense that the vision helps avoid piecemeal and reactionary approaches to addressing problems because it provides an overarching statement guiding these approaches. Additionally, the visioning approach is considered integrated because it attempts to account for the relationship between issues, and how one problem's solution may generate other problems or have an impact on another level of government. It fosters cooperation by creating a vision with multi-agency involvement, frequently with joint interagency leadership and extensive community discussion (such as deliberation or dialogue). Cuthill (2004), quoting Healey (1998), suggests that successful community visioning processes can help generate, "integrative conceptions of place and supporting arguments" and facilitate "a degree of mutual understanding and even ownership among the stakeholders" (p. 427).

What is consistent in community visioning processes is that they invite a broad range of citizens to participate in setting their community's future plans because such visioning is thought to lead to plans that have the best chance of being implemented (Klein et al. 1993). It places the citizen involvement at the beginning of the process instead of the end. Visioning asks citizens key questions about what they envision as a positive future for their community. The purpose or

goal of this new visioning is to have the final plans reflect the vision drawn from the citizens and public officials and reached through consensus (with the officials seeing themselves as making no prejudgments on the deliberation outcomes)⁷. When visioning is applied to transportation planning, a number of questions should be asked: If planners could assume that the outcome of a visioning process is in fact what “citizens” or “the public” want, and if they assume that it is their responsibility to try to get citizens what they want, could they in fact fulfill their professional responsibilities by transforming this vision into actionable steps with achievable goals and objectives that can be measured? Can they be held accountable for achievement of that vision?

Community Visioning in Transportation Planning

The Inter-modal Surface Transportation Equity Act⁸, which will be described in more detail later, states that the statewide transportation planning process should provide for participation by interested parties. It states that:

- "(i)n developing the long-range transportation plan, the State shall:
1. Provide citizens, affected public agencies, representatives of transportation agency employees, freight shippers, private providers of transportation, representatives of users of public transit, providers of freight transportation services, and other interested parties with a reasonable opportunity to comment on the proposed plan."

An Internet search of community visioning and public participation in the visioning process displayed thousands of entries. These included comprehensive

⁷ The attempt here is to prescribe a role for public administrators (planners) where they enter a *deliberative community* visioning process with *no prejudgments* about the outcomes. This is substantially different from the previous role for planners where they act as *experts* conducting public hearings and *informing* the citizens of the outcomes. Clearly, this is difficult if not impossible for the planners but it is still the recommended role (goal) in the new community visioning processes.

⁸ (23 USC, Section 135, (e)(3))

visioning initiatives, as well as efforts related to transportation planning. Clearly, there is a great deal of interest in visioning. This study is particularly concerned with the use of community visioning processes in transportation planning.

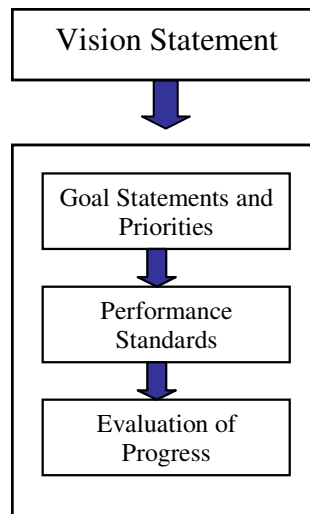
Long-range transportation plans in the past were often a collection of micro plans and/or individual projects which lacked a clear, comprehensive indication of a desired future. Often plans included goals and objectives but without their comprising an overarching plan for the future. In the last decade or so however, there has been new emphasis on including a vision statement or conducting visioning activities to guide long-range transportation planning⁹. According to Maine's Planning Office:

The vision should be the driving force behind the community's comprehensive plan. The community creates the vision through a (deliberative) process and the comprehensive planning committee takes the vision and translates it into the community's blueprint or comprehensive plan (2003, p. 3).

This visioning, which should be a comprehensive and integrated perspective, should lead to goal statements. Ideally, these statements should lead to priorities and performance standards which are part of the implementation process of vision statements themselves. Performance standards would allow for the evaluation of progress toward the goals statements over time. Figure 1 illustrates how a vision statement could provide the foundation for the comprehensive plan.

⁹ This emphasis can be seen in the planning and public participation literature as well as in the publications of our federal, state and local agencies and professional associations. However, though the importance of visioning is emphasized widely, it is not yet happening everywhere nor are there any universally accepted standards for visioning activities.

Figure 1: From Visioning to Performance Evaluation



A community vision statement is not the work of one visionary; nor is it a vision *discovered* by a relatively small group of leaders forecasting and back casting. It is a community vision. We see this reflected in the FHWA's guidance documents for state transportation agencies. According to the Federal Highway Administration (2006):

“Community visioning¹⁰ offers the widest possible participation for developing a long-range plan. It is democratic in its search to include opinions which may be disparate from all stakeholders. It directly involves a cross-section of constituents from a State or region in setting a long-term policy agenda. It looks for common ground among participants in exploring and advocating strategies for the future. It brings in often-overlooked issues about quality of life. It helps formulate policy direction on public investments and government programs with citizen input; and enhances support of the public for the plan (<http://www.fhwa.dot.gov/reports/pittd/vision.htm>).”

Though vision statements are not specifically required in any regulation, they have simply become the state of practice and are embedded in the federal guidance documents concerning long range plan creation. The methods for visioning have

¹⁰ The Federal Highway Administration uses different terms interchangeable when referring to community visioning though they all mean about the same thing. In their guidelines, they use the terms community visioning, collaborative visioning or just visioning.

evolved over time and notions about best practices have been specified by FHWA, the lead agency in approving long-range transportation plans. Unfortunately, neither the methods nor the best practices are precisely spelled out. FHWA notes,

“Community visioning uses participation as a source of ideas in the establishment of long-range policy. It draws upon deeply-held feelings about overall directions of public agencies to solicit opinions about the future. After open consideration of many options, it generates a single vision for the future based on the consideration of many people with diverse viewpoints. When completed, it presents a democratically-derived consensus” (<http://www.fhwa.dot.gov/reports/pittd/vision.htm>).

This dissertation focuses on visioning, but to get a full appreciation of the difficulty of including community visions in long-range planning, it is important to note that federal regulations also require that the plans include the following seven planning factors, which still dominate the bulk of the long-range plan:

- Economic vitality,
 - Safety and security,
 - Accessibility and mobility for people and freight,
 - Quality of life and environmental protection,
 - Integration and connectivity,
 - System management, and
 - System preservation
- (<http://www.fhwa.dot.gov/hep10/state/evalplans.htm>).

Unfortunately, community visioning, however desirable it might be, is an added and substantial burden because it entails extensive deliberative public participation¹¹.

This research raises the question, as transportation policies and professionals continue to emphasize citizen involvement in long-range planning, are the results of

¹¹ These factors are included to better appreciate how difficult it is to add visioning by keeping in context the complexity of the plan and the heavy statutory demands placed upon planners for each factor as well as for the entirety of the plan itself.

this involvement being included in vision statements¹²? And if the results were contained in the vision, other questions still remain. For example, is a community vision statement really created by the community through a democratic process? Shipley and Newkirk note a few problems which may exist in conducting this kind of visioning.

They say:

The problem is that when planners embraced visioning as a motivation and catalyst for action, they borrowed most of the visioning techniques from the business management literature. The management thinkers have almost always talked about vision as a function of leadership and as a tool to increase productivity and competitiveness. It is not clear whether these approaches are transferable to a community setting where the goals are much more diverse (1998, p. 413).

Long-Range Planning and Community Visioning in Tandem: VTrans2025 Overview

At the direction of Governor Mark R. Warner and spearheaded by Secretary of Transportation Whittington W. Clement, the Commonwealth's top-level transportation policy leaders engaged in a formal planning effort to analyze the future trends and needs of highway motorists, rail and transit passengers, freight shippers, air travelers, cyclists, and pedestrians. The importance and uniqueness of VTrans2025 lies in its role in shaping Virginia's transportation future by linking the traditional transportation planning at the agency and interagency level (Phase I) to a broad community vision effort (Phase 2) covering the entire state.

VTrans2025 was developed in three phases as Figure 2 illustrates.

¹² In Virginia, the research contained in this dissertation indicates that they were.

Figure 2: VTrans2025 Timeline (Modified)



According to VTrans2025 Final Report, Phase 1 began in 2001 with the traditional planning meetings and discussions among in-government transportation professionals. These are labeled in VTrans2025 as “stakeholder discussion group meetings”¹³. These meetings of in-government professionals are the traditional startup points for transportation planning and were designed to develop goals and objectives for the long-range plan¹⁴. (They should not be confused with the “stakeholder sessions” which took place in Phase 2 and include stakeholders from

¹³ Traditionally referred to as a steering committee in visioning literature

¹⁴ In terms of Virginia’s visioning, there are two kinds of stakeholders. The first kind is referred to in Phase 1 as Stakeholder Discussion Group Meetings. These stakeholders are made up of just transportation professionals. The second kind is referred to in Phase 2 in the stakeholder sessions. These stakeholders include community and business leaders. The Phase 1 stakeholder meetings could be considered as the traditional planning committee meetings found in the late 1980s and early 1990s as “strategic” visioning took hold. VTrans2025 states that this stakeholder group was convened to assist in determining a process for proceeding with development of the statewide plan. They reviewed best practices from other states and provided various perspectives on goals and objectives for the plan. The group consisted of transportation agency representatives and interested stakeholders. It should be noted, however, that the group that participated in these stakeholder meetings are an entirely different group and those persons that participated in the Phase 2 Stakeholder Sessions.

outside the government). The meetings of in-government professionals traditionally established the foundation upon which the rest of the plan was built¹⁵.

Then in Phase 2, formation of the vision component of the plan began with numerous citizen deliberative forums (which is the “publics” outreach effort) and stakeholder sessions (a variety of community and business leaders) to obtain an evaluation of various transportation-related policies and create a vision based upon several kinds of public participation¹⁶.

During Phase 3, two activities took place. A randomly based telephone survey (the general public) was conducted to provide input and feedback concerning the citizen deliberative forums and stakeholder sessions. Though the telephone survey was not deliberative in nature and provided for limited dialogue, it was part of the visioning process because it provided a large, statistically valid, random sample through which confirmation could be obtained that the ideas developed in the forums and sessions were widely held throughout the Commonwealth.

Additionally, the in-governmental transportation professionals identified the Commonwealth’s multimodal transportation needs. The Phase 3 report also serves as the final report and summarizes the entire effort. It serves as both a vision plan that establishes broad multimodal transportation policy goals, objectives, and

¹⁵ By having these meetings prior to the citizen outreach activities, one is left to question the actual impartiality of the transportation planners or their ability to come to the deliberations with no prejudgments as to the outcomes as is their suggested role by the literature.

¹⁶ Community visioning reaches beyond obligatory public hearings into creative attempts to elicit ideas, concerns and insights into community issues. Community in this dissertation refers to a simple, traditional geographically bounded community. This dissertation is not concerned with the broader normative concept of community.

strategies and a multimodal transportation needs assessment that identifies large-scale systems of multimodal projects¹⁷.

VTrans2025 discusses the citizen outreach activities and phases of the long-range plan creation (the three phases just discussed) as follows:

Phase 1 outreach activities centered on gathering information on what should be in the plan and identifying long-range goals. A three-pronged approach was initiated to obtain this input primarily through a series of discussion group meetings, informal questionnaires, and steering committee meetings.

Phase 2 efforts built upon the Phase 1 activities and centered on development of a long-range community vision for transportation in Virginia. Using the input gathered during Phase 1, several long-range visions alternatives and scenarios for transportation in Virginia were developed and presented to citizens and stakeholders for feedback. Input was sought primarily through a series of citizen deliberative forums stakeholder sessions¹⁸.

Whereas Phase 1 and Phase 2 efforts largely focused on gathering stakeholder and public input, Phase 3¹⁹ efforts primarily involved processing that input and providing feedback to participants via a telephone survey (VTrans2025, Phase 3 Report, 2004 p. 79-80).²⁰

¹⁷ This multimodal needs assessment was not part of the community visioning process, though it happened chronologically with the telephone survey. The assessment was conducted to meet the federal requirement for the seven planning factors.

¹⁸ The three outreach activities in Phase 2 were conducted as general citizen involvement activities. The outcomes of these activities were used by the VTrans2025 in the visioning process for the vision statement creation.

¹⁹ A random statewide telephone survey was used to determine the representativeness of the values and opinions obtained in the citizen forums and stakeholder sessions. This survey will be covered in detail in this research.

²⁰ Due to the limited nature of discourse in public meetings held during Phase 3, they are not studied in detail in this research. It is, however, necessary to note they did take place as is required by federal regulation. These meetings were held after the vision statement was created and included a presentation of the entire long-range transportation plan, VTrans2025. They used an open format to present the plan. USDOT explains the open format as the following: Members of the public are free to interact informally with agency staff one-on-one and view the exhibits which may include a slide show or video presentation. As appropriate, agency specialists such as cultural resources or wetlands specialists are available at tables in the center of the room. There may be a short or no formal agency presentation and the public may submit written comments and/or speak to a court reporter or recorder at any time. The comments received at these meetings were a reaction to the already created visions statement – not proactive comments for the *creation* of the vision statement like those received in the

One of the things that makes Virginia's visioning process of particular interest is the fact that it distinguished between, and held separate involvement activities for, stakeholders and citizens. Virginia's long range plan, VTrans2025 states,

Stakeholder groups and the public were invited to participate in developing the plan and a series of 40 forums and focus groups were held around the state. Values and perspectives were obtained from these meetings and a statistically valid telephone survey was performed to determine the opinions of Virginians (p. 13).

Also, the plan notes, "Although the deliberative forums and stakeholder meetings were conducted using different formats and a somewhat different focus, the perspectives of participants tended to converge on major issues (p. 92)."

This research examines the different formats and foci involved in the outreach effort described above in order to analyze the comments resulting from these public outreach efforts in the Commonwealth. In doing so, this researcher (just as did the agency) had to grapple with and explore the meaning of such phrases as "reasonable citizen involvement" and "meaningful public participation" because this is what is specified for the agency in the legislation, the regulations, and the planning and public participation literature. Though there are many definitions that could be appropriate, this study used the Merriam-Webster's Dictionary 2005 which defines the terms as such: *reasonable*, marked by showing reason or sound judgment, moderate, fair; *meaningful*, having function or purpose.

forum or sessions. Additionally, many of the comments received pertained to other sections of the long-range plan and were not vision specific. Therefore, they were not included in this research.

The following figure represents the main steps of *any generic* visioning process. It is presented here along side the functional elements of Virginia’s community visioning. In juxtaposing them in this way, we see the many and varied additional steps undertaken by the Commonwealth as compared to a skeleton outline of a generic visioning process as utilized by the “consultocracy.”

Figure 3: Community Visioning Activities

**Figure adapted from Morse, 2002*

Typical Visioning Projects	VA’s Community Visioning
1) Steering Group of Stakeholders	Stakeholder Interviews: <i>Phase I</i> <i>Establish Committee: Long-range Plan Committee</i>
<i>Technical</i> 2) Community Assessment	Issue Framing Process: <i>Conducted by Virginia Tech with Transportation Professionals</i> Drafting and production of Discussion Guide: <i>Virginia Tech</i> Stakeholder Worksheet Creation: <i>(Cambridge Systematics)</i> Telephone Survey Creation <i>(Cambridge Systematics, VDOT, VDRPT and SIR)</i>
3) Draft Vision Statement	Community Forums: <i>Conducted by Virginia Tech in Phase 2</i> Stakeholder Session: <i>Cambridge Systematics in Phase 2</i> Telephone Survey: <i>Conducted by SIR in Phase 3</i> Committee drafts vision statement: <i>Long-range Plan Technical Committee with VT, Cambridge Systematics and SIR recommendations from citizen and stakeholder comments and feedback in Phase 3</i>
4) Establish Goals, Action Plans	Working groups established, further study of the issues, next step decisions: <i>Long-Range Plan Creation in Phase 3</i>
5) Monitor Progress	Monitoring to be determined by Committee <i>(Not yet underway)</i>

As this dissertation has already stated, in community visioning planners are facing something new. Generally, they understand what is expected of them in creating vision statements for long-range plans but only in vague terms. They are

aware they are supposed to conduct some kind of community visioning activities and have the results of these activities lead to a vision statement that guides the long range plan. But there is no guidance available that is helpful in this governmental setting that Sandel labels “republican politics.” As, Shipley and Newkirk note, there are still many issues facing transportation planners in their efforts to involve the public, particularly involving the public in community visioning.

Transportation planning has evolved from a simple compilation of local or regional plans to more integrated and comprehensive statewide plans that comply with a complicated set of requirements and “best practices²¹” as prescribed by federal laws, regulations and guidelines. These not only require the inclusion of seven major planning factors, but, now, most recently, the expectation by federal agencies and planning professionals of the inclusion of a community vision²². What particular issues are raised when a state makes an effort to create a community vision for a long-range plan? How would the outcomes of these efforts affect transportation planning? How can the community visioning issues be addressed or what barriers are there to addressing these issues? What would be necessary for states to achieve their community-based long-range plan visions? If community involvement is taken seriously, how does it affect transportation policy?

This dissertation cannot answers all of the proceeding questions, but it can examine a good faith effort by a state to meet the legislative and regulatory

²¹ Best Practices Guidelines are provided to transportation agencies by the USDOT and FHWA through their websites, federal agency administrators, training sessions and booklets. These guidelines are intended to be taken seriously and are expected to be reflected in the long-range plans created by state department of transportations.

²² The seven planning factors include: economic vitality, safety and security, accessibility and mobility for people and freight, quality of life and environmental protection, integration and connectivity, system management, and system preservation. Again, this point is intended to demonstrate the increasing complexity of transportation planning.

mandates for long-range planning, as well as the best practices guidelines discussed by the federal agencies and the planning and public participation literature. For purposes of this research then, the following question has been formulated.

The Research Question

Research Question: “Can a community visioning process lead to a vision statement of mutually agreed upon goals that reflect what the citizens want? If so, can they be meaningfully integrated into the long-range transportation plan in a way that ‘tells us how to get there’²³?”

To answer this question above, this research is not looking at citizen participation from a citizens’ perspective but from an agency/state perspective. Morse (2002) notes that an important assumption of community visioning programs is that the *process* is inherently valuable, and that there are benefits that, although in many ways are immeasurable, are still of great worth to the community. He notes that for many advocates, the most important aspect of community visioning lies in its ability to engender civic dialogue and discourse. This research is not an attempt to refute these claims, but, instead, through the evaluation of one longitudinal case study, to determine what this community vision meant for the agency responsible for its creation and its inclusion in a long-range transportation plan (VTrans2025).

An evaluation of this nature is necessary to add to a sparse literature on visioning, particularly because it is conducted from the viewpoint of a state agency’s utilization of the outcomes of participation conducted in visioning processes. Specifically, Shipley notes, “Vision and visioning... terms are used by planners as

²³ While this dissertation cannot answer this for all planning contexts it does give some insight as to what happened in Virginia.

though their meanings were clear but the concepts have not been critically examined” (2000, p. 225). The literature on visioning takes one of two forms. Either they are instructive ‘how to’ documents or they resemble ‘infomercials.’ The former explains how to conduct visioning or create a vision and the latter describes how successful and revolutionary the practice is. They are generally written by consultants who are available to come and ‘do’ a vision for you (Shiple, 2000; Okubo, 1997; Oregon, 1993; Klein *et al.*, 1993). Shiple states:

Planning professionals and academics seem to have assumed that the definition of a vision is implicit and that the practice of visioning is good, effective and progressive. They appear to have done this without ever having examined the concepts critically (2000, p. 226).

The evaluation of the visioning process conducted in Virginia and the utilization of the outcomes of the citizen involvement activities from this process are intended to help fill this gap.

Additionally, an evaluation of this nature is necessary to add to a sparse literature concerning citizen involvement at the state level. Most work on citizen involvement has been at the local government level. Indeed, the infomercial type literature discussed above is generally geared to local or regional visioning efforts.

Therefore, this dissertation accomplishes the following three objectives to assist in answering the central research question as stated above.

Objective 1: Review the Commonwealth of Virginia’s visioning process by:

- Reviewing the Commonwealth of Virginia’s visioning process as a longitudinal case study.
- Examining the different formats for, and foci of, Virginia’s outreach effort involving visioning.
- Determining what comments resulted from Virginia’s outreach effort during the visioning process.

- Analyzing Virginia's citizen outreach activities process for reasonableness and meaningfulness²⁴.
- Determining if the comments resulting from this public visioning outreach were included in the vision statement
- Determining if there were any differences between the inclusion of stakeholder concerns versus those of citizens²⁵

Objective 2: Does Virginia's long-range plan explain how to achieve the vision statement within it?

- Do the transportation professionals in charge of writing the long-range plan attempt to link the vision statement to goals and performance measurements of these goals?
- Can Virginia's vision be implemented in the current political and institutional climate?
- What barriers exist?

Virginia Case Study Justification

A study of the way Virginia's visioning plan was developed is particularly relevant for a better understanding of the efficacy of, and problems associated with, the introduction of a visioning process into long-range transportation planning. This is particularly true because this research is quite recent with the final draft of the long-range plan approved by the Commonwealth Transportation Board and being sent to the Governor and Virginia General Assembly on November 18, 2004. Also, the selection of Virginia for this case study is justifiable due to the fact that Virginia used two techniques of citizen involvement in community visioning, one for citizens and another for stakeholders.

Organization of the Dissertation

The remainder of this dissertation develops the several subjects and areas of the case study briefly introduced in this overview chapter. Chapter 2 describes the

²⁴ This dissertation is interested with reasonableness and meaningfulness from the agency perspective. This analysis will use legislation, FHWA best practices guidelines and a public participation matrix.

²⁵ As defined by the VTrans2025 Report

relation of the study to the relevant literature to which it is intended to contribute.

Chapter 3 describes the overall research methodology. The bulk of the description and analysis of the research is contained in Chapters 4 through 8. Chapter 4 reviews the Commonwealth's vision process. Chapters 5 and 6 describe the techniques utilized to involve citizens in community visioning: citizen deliberative forums; and stakeholder sessions. Chapter 7 documents and analyzes the data collected via a statistically valid telephone survey. Finally, Chapter 8 presents conclusions and recommendations for follow-up research.

CHAPTER 2: Pursuit of Citizen Participation in the Face of the “Complexification” in Transportation Planning

Public Administration Theory and Public Involvement Literature Review

Professional Expertise and Self-Governance

Yang and Callahan state:

Typically, a tension exists between professional expertise and self-governance in a representative system. Some argue for indirect involvement, whereas others favor direct and deliberative models of collaboration. Indirect involvement acknowledges that elected officials and professional administrators in a representative democracy should act on the behalf of citizens and in the best interest of the state. Direct democracy, on the other hand, suggests that citizens are the “owners” of government and should therefore be involved in the decisions of the state (2005, p. 192).

Current streams of public administration discussion divide along the lines of competence on the one hand and participation on the other. One stream of thought emphasizing the need for a public administration role in fostering citizenship and public participation, while the other stream emphasizes the need for competence in professional public administrators and the institutional contribution that public administration makes to society (Warner, 2001). Combining these two streams to determine when, what kind, and how much public participation versus professional competence should be involved in policy making continues to be a daunting challenge for both public administration practitioners and theorists.

Federal agencies have been conducting public participation processes since the 1960s. Over the decades, our understanding of public participation has grown and the procedures for involving the public have been refined. From the late 1940s through the early 1960s, most government agencies focused on public information - that is, getting information to the public. The premise seemed to be that all an

agency needed to retain support and legitimacy was to let the public know the positive work it was doing. Until the 1960s, this approach seemed to work. There was a considerable effort to involve the public in planning and administrative processes during the 1960s as part of the War on Poverty and the Model Cities program. In some cases, this went as far as setting up community councils that actually administered the funds in those programs. As both the War on Poverty and the Model Cities programs faded, so did the public participation expertise and knowledge gained during that era. As public concern about the environment came to the forefront, little of the information and few of the people involved in public participation in the Great Society issues appeared in the new wave of public participation in environmental issues (Creighton, 1999).

Though the Reagan administration was openly “antipathic²⁶” toward public participation and even acted to suppress it, the 1990s witnessed an increased interest among policy makers, scholars, and participatory democracy advocates in expanding and deepening citizen participation processes. The Clinton Administration, under the leadership of Vice President Al Gore, worked on numerous citizen participation initiatives as part of its “reinventing government” program. Scholars, most notably, Robert Putnam, in books such as Bowling Alone, called attention to the decline in civil society. Redburn and Buss, in their monograph, Modernizing Democracy, called attention to the power of new information technology and the internet to engage citizens in public life in more sophisticated ways, and

²⁶ \An`ti*path`ic\, a. [NL. antipathicus, Gr. ? of opposite feelings.] (Med.) Belonging to antipathy; opposite; contrary; allopathic

an·tip·a·thy (ān-tīp`ə-thē) *n. pl. an·tip·a·thies* A strong feeling of aversion or repugnance. An object of aversion. .(Webster's Revised Unabridged Dictionary, © 1996, 1998 MICRA, Inc.)

outlined a program to accomplish this goal. The current Bush Administration, early in its tenure, philosophized about the idea of a “citizen-centric” government but this idea soon disappeared (Buss, Redburn and Tribble, 2002).

Specifically, Buss et. al. note,

Advocates, such as the Orton Family Foundation, have invested heavily in the development and marketing of software e.g. CommunityViz (www.communityviz.com). Representatives from neighborhood groups, the planning profession, think tanks, and universities met in Tampa in January 2002 to form a national association to raise the visibility of and expand opportunities for, citizen participation in building communities (www.PlaceMatters.com). Hundreds of web sites on citizen participation now dot the Internet landscape (e.g., <http://www.democracyinnovations.org>) (p.1-2).

Buss et. al. further point out that that political theorists as diverse as Robert Dahl, Charles Lindblom, Mancur Olson, William Riker, Anthony Downs, and Alexis D’Tocqville, have long been interested in citizen participation as a requisite for democracy. There is no single source for this recent explosive rise of interest in citizen participation but the questions about how and when to involve the public is much older than this new wave of debate.

Peter de Leon notes there have been two different democratic dreams since our nation’s founding: Madisonian and Tocquevillian. The Madisonian dream reflects the concept of a compound and extended republic that does not include direct participation, while the Tocquevillian dream foresees one in which we would expect to find functioning civic associations and direct participation. Each dream continues to be reflected in a series of historical precedents, movements and philosophies. de Leon argues that the Madisonian dream does not and cannot cope with the contemporary civic malaise and political frustrations. He also argues bureaucracies

now have too much responsibility concentrated in too few people with too little accountability. Thus, he feels that we need to concern ourselves with newer versions of democracy that entail a focus on a greater respect for, and involvement of, its citizen members.

This leads to the perennial question of who should govern. de Leon considers the debate and illustrates it by comparing Walter Lippmann to John Dewey.

Lippmann believed the public's stake in governing themselves is more procedural than substantive, that the frontier's "omnipotent citizen" is yesteryears anachronism. Further, he believed that questions of vital public importance had to be decided by experts with valid information as opposed to the more "visceral," nature of citizen involvement. For Lippmann it was a question of the quality of information – quality outweighed quantity.

John Dewey, on the other hand, argued that everyday discourse rather than scientific wisdom was the basis of the knowledge needed for democratic governance. Personal judgments and discursive interactions augmented by public education were the principal means for achievement. He believed it was constantly necessary to open the polity to challenge and alteration. His reasoning lay in the idea that the conditions of action, inquiry and knowledge are always changing. Therefore, he viewed the democratic process as an experiment that must always be retried.

For the purposes of this dissertation, the debate on who should govern is narrowed to a discussion of who in society has the qualifications and power to plan. Seen in this light community visioning is a new tool by means of which the planning

community can attempt to foster participatory democracy. In discussing community visioning, proponents assert that the consensus-building nature of visioning makes it particularly suited to addressing issues that involve multiple interests. Additionally, they argue that “its broad themes make it more responsive to new social and economic problems... and allow emerging issues to be dealt with more efficiently than traditional (expert driven) planning” (McCann, 2001 p. 210). On the other hand, critics of community visioning note the de-emphasizing of planners as experts weakens the planning process. Myers and Kitsuse (2000) state, “In the absence of strategies for achieving goals and the authority to implement them, visions risk devolving into inconsequential and expensive wish lists for the future” (p. 228).

Participatory Democracy

Community visioning can be viewed as a component of a broader theoretical framework of participatory democracy. Current discussions of democracy and democratic participation are exemplified by theorists like Denhardt, de Leon, Mansbridge, Lindblom and Webber. These scholars are interested in what democracy means to the citizen but rarely deal with what democracy means for the agency in practice. For example, Denhardt encourages us to

ask in what ways members and clients of public bureaucracies might better understand the resultant limitations placed upon them by their (bureaucracies’) actions, and in turn, develop new modes of administrative praxis (1981, p. 632).

de Leon notes that while organizations are undoubtedly important to carrying out public purposes, our key concern ought to be gaining the attention of individual citizen and attracting them to participation in policy processes. Mansbridge argues, “A direct democracy was a more fulfilling democracy in terms of citizen’s goals, not

so much in their actual attainment of consensus or a strong economy but a least for their general understanding (de Leon 1997, p. 107).” Lindblom adds, “instead of serving the needs of officials alone, (public administration provides) help for the ordinary man” (1986, p. 361). And finally, Webber’s words have relevancy to our current case study when he states, “the planner’s role is as a facilitator of debate rather than as substantive expert” (1978, p. 158-159).

Buss, Redburn and Tribble (2002) suspect that five independent, yet interrelated, forces are behind this current discussion of democracy:

- ♦ A renewed interest in democracy, likely arising out of efforts to assist former Soviet Bloc countries in their transition away from communism;
- ♦ A concerted effort, now worldwide, to “devolve” government so as to make it as close to the people as possible;
- ♦ The “reinventing government” movement, almost single-handedly launched by David Osborne in his books, Laboratories of Democracy and Reinventing Government; anticorruption and civil society movements promoted by multilateral and bilateral aid organizations operating in the Third World;
- ♦ And interest in collaborative decision-making models of government inspired separately in business management and public administration leadership literatures (*ibid*).

Many of the above efforts have the concern for accountability at their root.

There is consistent assertion by authors like de Leon, that there is too much responsibility, with too little accountability, from too few. Daniel Yankelovich sums up the current situation in this way:

Americans are increasingly unwilling to accept the traditional constraints of representative democracy whereby their representatives make the key decisions, and then in theory the public holds them accountable through the electoral process. All too often, this remote form of accountability does not work. People crave a more direct say in truly important policies – especially if such policies demand sacrifice (1994, p. 51).

Though this dissertation cannot be written so as to address all the issues that a debate about participatory democracy entails, it can, however, address the issue that it raises for planning. Yan and Callahan (2005) point out that citizen involvement activities (in planning) are thought to lead to an increase in government accountability, building trust in government and enhancing service quality (Putnam, 2000; Box, 1998; King and Stivers, 1998). Yang and Callahan also note that, “Citizens and public managers must go beyond mandated techniques such as public hearings and citizen advisory boards and constantly pursue better citizen involvement strategies” (2005, p. 211). Therefore, community visioning is a new strategy aimed at improving how citizens are involved in long-range planning by going beyond traditional hearings or meetings. However, as discussed in the introduction, there is no evidence to support the assertion that visioning activities *do* improve government performance and accountability.

In spite of mandates for, and the prevalence of, citizen participation activities across the United States, few have ever been evaluated, particularly as it relates to implementing the information gathered from the participation itself. Research about how and why public participation should occur is widespread and growing. For example, some authors look at the characteristics and nature of the participants as playing a key role in participation effectiveness (Boschken, 1992, 1994; Franklin, 2001). Others argue that, to have effective participation, public officials must pay attention to the mechanisms used to gather input (Bryson, 1995; Simonsen & Robbins, 2000). Still others claim that citizen input is valid only if participants have

ranked their preferences and indicated their willingness to pay (Glaser & Hildreth, 1996; Wilson, 1983).

Franklin and Ebdon (2005) note that further evaluation of implementation has not taken place, in part, because public officials may not be concerned with what works and what does not work in citizen participation processes, believing that investing in evaluation simply reduces funding available for programs. Franklin and Ebdon believe these arguments against evaluation are unfounded. They argue evaluation *can* be useful in determining what works and what does not, so that funding from all sources can be better spent.

Thus far, this dissertation has highlighted the difficulty public administrators confront when deciding when, who, how and to what extent to involve citizens. However, these decisions are not the only obstacles planners face in the long-range planning process. There are a variety of other legislative and regulatory mandates and best practices guidelines that have evolved and expanded over time as they relate to additional planning factors.

Transportation Legislation and Literature Review

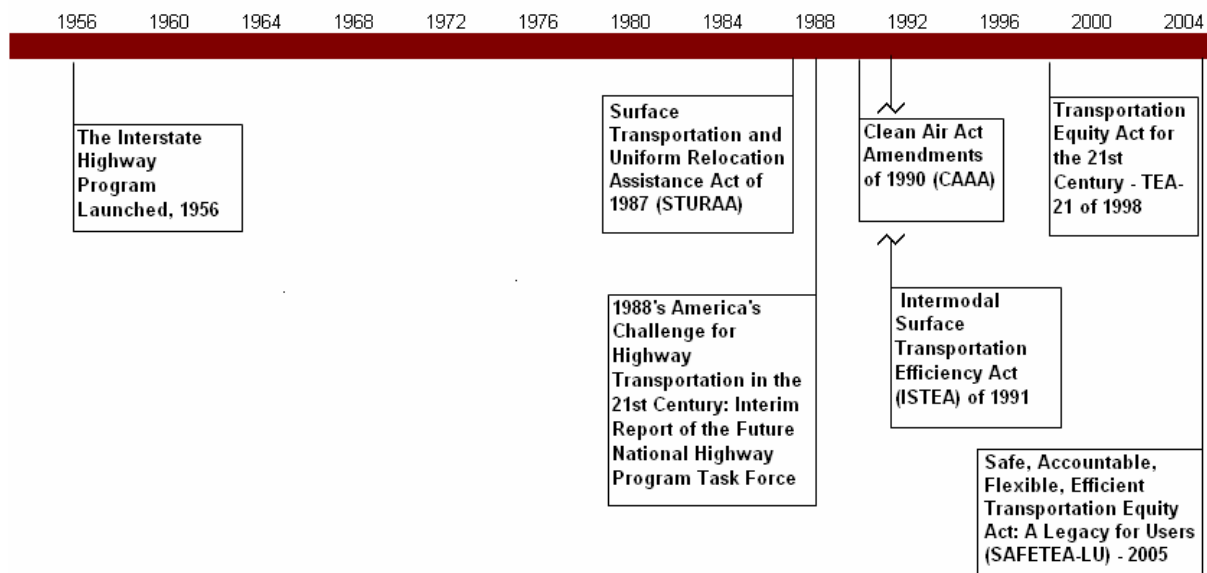
Transportation Legislative Background

This dissertation will now describe the high degree of “complexification” of transportation planning and the labyrinth of legislations and regulations that are meant to guide, but inadvertently greatly complicate, the long-range planning process. Transportation planning has evolved from relatively simple planning for federal and state highway construction and maintenance, to planning for a federally supported, complex nationwide interstate system, to multimodal planning which

includes railways, airports, public transit systems, bikeways and walkways. Additionally, long-range plans must provide for environmental and social preservation and the needs of multiple levels of government, as well as include opportunities for citizen involvement throughout the entire planning process.

The Interstate Highway Program launched in 1956 has often been called the greatest public works projects in history. It also has been one of the country's most successful federal programs, more than fulfilling President Dwight D. Eisenhower's prediction that it "would change the face of America." Figure 4 illustrates how the Interstate era operated with relative ease under simple legislation for over thirty years. However, the last twenty years have shown a marked increase in modifications, adjustments and amendments to the transportation legislative landscape.

Figure 4: Transportation Legislation Timeline



The Interstate era began with consensus about the desirability of building the Interstate System despite the spectrum of transportation interests and political

shadings. However, by the end of the 1980s, the Interstate System was 97.5 percent completed, and after the 30 year period of accomplishments and controversies, that consensus had disappeared (Beimborn and Puentes, 2003). Competition for federal funding, environmental concerns and the fragmentation of authority made reauthorization of transportation legislation a challenge.

At the same time the interstate highway system was nearing completion, our state and local public transit systems²⁷ had gone from a private industry to a public utility, and were creating another set of demands for federal funding.

The environmental movement, which had not entered the public consciousness in 1956 but was well-established by the 1980s, had created national commitments that challenged the builders of the Interstate System. These environmental commitments impacted the debate, and passage of, future transportation legislation.

State and city officials had often conflicting transportation goals (*ibid*). As a result, federal policy began to shift. President Ronald Reagan, who favored a “New Federalism” under which activities he believed to be state responsibilities under the Constitution would be devolved to the states, thus challenging the federal government's role in transportation. So, when the Surface Transportation and Uniform Relocation Assistance Act of 1987 (STURAA) became law on April 2, 1987, it was widely seen in Congress and the transportation community as the last authorization bill of the Interstate era. It authorized \$87.6 billion over five years, including \$17 billion for Interstate construction, which the conference report said “will

²⁷ This includes modes such as buses, trolleys, light rail and jitneys.

provide the states sufficient funds to complete the system" (*ibid*). As Senator Moynihan, who would continue to consistently be a major player in transportation legislation creation, told the Senate during the STURAA debate, "We are about to enter a new era." Everyone agreed that the post-Interstate era would be established in 1991 when STURAA authorizations ended. The mystery was what would replace it (*ibid*). Transportation planning was no longer simply a federal road building enterprise.

In early 1987, the Federal Highway Administration (FHWA) formed a task force known as the Futures Group. This group was comprised of senior managers divided into 19 "working groups." The charge from Executive Director Richard D. Morgan was to take a "strategic look" at the issues, trends, technologies, and program options that would ultimately impact highways in the mid-range future (2005) and the long-range future (2020). This would be, he said, "a zero-based review." If the conclusion was that the federal-aid highway program was no longer needed after the completion of the Interstate System, so be it. Each working group created papers on all aspects of surface transportation, and the role of government as input for policy-makers.

One of the most important events impacting transportation legislation occurred on November 15, 1990. On that day, President Bush signed the Clean Air Act Amendments of 1990 (CAAA). Although CAAA, like all bills, was a result of collaboration, it was chiefly the product of the Senate Committee on Environment and Public Works and especially Sen. Moynihan, chairman of the Water Resources, Transportation, and Infrastructure Subcommittee.

CAAA is yet another example of the “complexification” of transportation planning. It established criteria for attaining and maintaining National Ambient Air Quality Standards (NAAQS) developed by the U.S. Environmental Protection Agency (EPA). It mandated that transportation plans, programs, and projects conform to a "State Implementation Plan" for attaining the NAAQS standards of air quality. Areas that had not met the NAAQS standards must act within a set time frame to reduce emissions. EPA was given the authority to impose sanctions, including the loss of federal-aid highway funds, to force compliance with the requirements of the NAAQS (*ibid*).

CAAA reflected the growing sentiment that the automobile was at the center of the air quality problem as well as many other problems. CAAA established strong requirements, but it provided no federal funds to state and local governments to help them comply.

This new law, which placed surface transportation at the center of the fight for cleaner air, was a landmark product of the same committee that would develop the Inter-modal Surface Transportation Equity Act, ISTEA. The committee, and especially Moynihan, would see ISTEA as an opportunity to provide the funds and flexibility that were lacking in CAAA (*ibid*).

President George H. Walker Bush declared ISTEA to be, "the most important transportation bill since President Eisenhower started the Interstate System 35 years ago ... This bill also means investment in America's economic future, for an efficient transportation system is absolutely essential for a productive and efficient economy." He added, "The future of American transportation begins today" (*ibid*).

ISTEA (1991) and its reauthorization legislation, Transportation Equity Act for the 21st Century - TEA-21 (1998), emphasized public participation in the transportation planning and programming processes. TEA-21 for example requires, not just state DOTs, but also Metropolitan Planning Organizations (MPOs) to involve interested citizens. This legislation requires public involvement opportunities during the development and amendment of several transportation planning activities [viz. metropolitan and rural long range transportation plans, Transportation Improvement Plans (TIPs), the long range Statewide Transportation Plan (SWTP), the State Transportation Improvement Program (STIP), and individual project plans]. It is particularly on state long-range transportation plans that this research is concerned.

Transportation's Public Participation Background

In all three major pieces of legislation, ISTEA, TEA-21 and SAFETEA-LU, public involvement is clearly expected to be taken seriously and substantively, and, therefore, reflected in transportation planning at all levels.

- ISTEA and TEA-21 "(i)n developing the long-range transportation plan, the State shall:
Provide citizens, affected public agencies, representatives of transportation agency employees, freight shippers, private providers of transportation, representatives of users of public transit, providers of freight transportation services, and other interested parties with a reasonable opportunity to comment on the proposed plan.
- SAFTEA-LU
To enhance the public participation process, the State should: conduct public meetings at convenient and accessible locations at convenient times; employ visualization techniques to describe plans; and make public information available in an electronically accessible format, such as the Web.

Many of the state long range plans being used today were written under ISTEA or TEA-21, but are still in force under SAFETEA-LU. The law does not specify steps that need to be taken to provide for public participation; the process is left to the discretion of the individual states. The strategies developed to obtain this input can and do differ from state to state. State DOTs seek public input at many different stages in the planning process. These stages can be generally characterized as prior to starting the planning process, during the course of the process, or after the process is largely completed.

The methods through which Virginia and other states obtain input from the public are varied. Public meetings, open to the general public, are the most common means used. Almost half of the plans indicate that the state engages in meetings to inform the public about the planning process, to answer questions and receive feedback. Though public hearing are the traditional citizen involvement technique used by transportation agencies, there are some disadvantages to using hearings as the sole source of public participation. The USDOT notes that public hearings rarely provide opportunities for two-way communication between the citizens and the planners or between citizens themselves; and hearings can disintegrate into a prolonged debate between members of the public and/or with agency personnel.

Specifically, this research is concerned with Virginia which seeks input at the beginning of the process from a large group of stakeholders and/or citizens in order to generate multiple scenarios or alternative futures for the transportation system and to gauge the importance of various issues and modes of transportation. This

type of input is helpful because it facilitates citizens and stakeholders²⁸ in forming an overall vision presented in the final statewide plan. The Federal Highway Administration, the lead federal agency in reviewing transportation plans, notes that visioning should fulfill the following objectives:

- Offers the widest possible participation for developing a long-range plan
- Democratic in its search for disparate opinions from all stakeholders
- Directly involves a cross-section of constituents in setting a long term policy agenda
- Looks for common ground among participants in exploring and advocating strategies for the future
- Brings in often-overlooked issues about quality of life
- Helps formulate policy direction on public investments and government programs

Review of Other States

Though this research only looked in depth at one state, other state visions were reviewed to determine commonalities and differences between state visions, to address the extent to which this research data can be generalized to support the visioning issues of other states and to aid in future research ideas. A review of all available statewide long range plans (50 states plus the District of Columbia and Puerto Rico) for the inclusion of a vision statement or visioning activities was conducted. The visions of other states were compared to Virginia to determine similarities and differences in the major issues and challenges identified, and goals or performance measures included in them. The visions statements of other states were compared using a matrix in order to determine how similar/dissimilar Virginia's Vision is to other states.

²⁸ As defined by the VTrans2025 Report

Every vision statement published in a state's long range plan is compared in Table 1. Each state's vision statement is compared to the statements made in Virginia's vision statement. If there were statements made in other state's visions that were not consistent with Virginia's, it was noted in the last column under "other." Table 1 lists the issues discussed in Virginia's vision statement across the top. Then each state with a vision statement is listed on the left.

From this analysis we can see Oregon's vision is the most similar to Virginia's, with Georgia and California second and Colorado third. The most likely issues to be found in vision statements include: protecting the environment; safety; the efficient movement of both people and goods; protecting the quality of life; enhancing economic opportunity and respecting the needs of diverse communities and regions²⁹. Interestingly, Virginia's vision statement is the only one calling for full accountability in transportation planning. However, it is important to note that out of a universe of 52 long-range plans, only 18 included vision statements, and in those 18, there is little consistency. The outcome of visioning processes in long-range planning is far from consistent³⁰.

²⁹ Appearing in 10, 7, 7, 6, 6, 6 visions respectively.

³⁰ A more detailed table can be found in Appendixes J.

Table 1: Vision Comparison Matrix

State	Multimodal	Safe	Strategic	Seamless	People and Goods	Full Accountability	Protect the Environment	Protect the Quality of Life	Enhance Economic Opportunity	Respect and Reflect Needs of Diverse Communities and Regions	Adequate Investments for Current and Future Needs	Sustained Involvement of Community Leaders and Citizens	Other
Arkansas		X					X						X
California	X	X			X		X			X	X	X	X
Colorado		X			X		X			X	X		X
Delaware							X	X	X	X			X
District of Columbia													
Georgia		X	X	X	X		X	X				X	X
Idaho	X						X		X				X
Illinois													X
Maryland													X
Michigan													X
Minnesota		X			X								X
New York			X	X	X								
North Dakota			X					X	X	X			
Ohio							X	X					X
Oregon	X	X	X	X	X		X		X	X	X		X
Rhode Island							X	X		X			X
Tennessee		X		X	X		X		X		X	X	X
Vermont				X				X	X				X
Total	3	7	4	5	7	0	10	6	6	6	4	3	15

The following table illustrates the universe of the jurisdictions whose long-range plans were reviewed for the inclusion of a vision statement. The first column lists the jurisdiction; the second column lists what type and how many citizen outreach activities were conducted; the third indicates whether or not a vision statement is indicated in the plan; the fourth and final column lists what implementation tools (e.g. goal statements and/or performance measures) are in place for the implementation of the vision statement.

Table 2: National Comparison of Public Involvement Activities, Vision Statement Inclusion and Implementation Tools³¹			
State	Public Involvement Activities	Vision Statement	Implementation Plan
Alabama	Advisory Group of citizens (2 meetings); public meetings (3 meetings in 2 months of 1999); newsletter to 500 participants (Feb 2000);	No	Four goals and recommendations
Alaska	Public Review Group, 600 members; Policy Advisory Committee of 24 transportation stakeholders; public meetings; set up phone and fax numbers for comments; two radio call-in programs; booth at state fair for comments; newsletter name "Call for Ideas" printed comments;	No	Policies with corresponding objectives
Arizona	10 public meetings; 10 open houses for comments; 6 newsletters	No	Recommendations included
Arkansas	16 public meetings; survey for comments;	Yes	None
California	None noted.	Yes	Six goals listed
Colorado	Public meetings; liaison for each engineering region(6);	Yes	None
Connecticut	Listening sessions (7); email; statements for civic groups; direct mailings; print advertisements; internet;	No	None
Delaware	None stated	Yes	None
District of Columbia	Citizens Advisory Committee; workshop and forums; 20 min public comment period before Transportation Board meetings;	Yes	No stated measures
Florida	"effective public involvement"	No	Goals listed
Georgia	Direct mailing; public meetings; outreach via media outlets; developed Public Involvement Program (PIP);	Yes	Eight goals listed
Hawaii	Citizen Advisory Committee meetings (4); telephone survey (1,100); resource group interviews (70);	No	Five goals listed
Idaho	Symposium; survey; regional workshops (6); Future Search session to predict what would be needed in 30 years; Transportation Summit for gathering data for modeling software; Performance Measures	Yes	None listed

³¹ More detailed tables can be found in Appendix J and K.

Table 2: National Comparison of Public Involvement Activities, Vision Statement Inclusion and Implementation Tools³¹			
State	Public Involvement Activities	Vision Statement	Implementation Plan
	Workshop;		
Illinois	Focus group sessions; surveys; questionnaires; newsletters and brochures;	Yes	None stated
Indiana	MPO Conference; Purdue Road School; Focus Groups (2); Futures Symposium; annual district meetings (6);	No	None stated
Kansas	Survey; Road Rallies – small group driving around rating roads on defined characteristics (3); 12 public hearings; web site;	No	Sixty recommendations
Kentucky	None stated. Enhancements to obtaining public input listed.	No	Four goals listed
Maine	Public forums for comments;	No	Eight goals listed
Maryland	1,050 telephone surveys; seven regional workshops; interactive web page; four meetings with local governments regarding the State Report on Transportation	Yes	Four goals listed
Massachusetts	10 public meetings; targeted forums; establish a statewide transportation advisory committee; website;	No	Objectives listed
Michigan	9 meetings from select group of customers and providers; 21 public meetings;	Yes	Goals listed and Performance Measure identified
Minnesota	800 telephone surveys (Omnibus Survey); 24 focus groups and 2,350 telephone surveys (Segmentation Survey); 400 telephone surveys along I-394 corridor for multi-modal, 810 telephone surveys and 4,000 on-board questionnaires (Transit survey); 1000 telephone surveys (Maintenance survey); Market research - 8 transportation dialog meetings; seven focus groups with minority/immigrant populations; two general citizen focus groups; 1,000 citizen poll at Minnesota State Fair; on-line survey by 200;	Yes	Nine recommendations
Mississippi	4 public meetings at MPOs; addresses how to keep public informed, not what they have done.	No	Performance measures
Missouri	Road Rallies for public input on current conditions of roads; 2,400 surveys; consensus building sessions with random citizens for with emphasis on where to spend money.	No	Goals listed
Montana			
Nebraska	11 public group meetings; Long Range Transportation Workshop;	No	Fourteen issues defined
Nevada	States they will involve the public but doesn't give specifics.	No	Goals listed and Measures identified
New Hampshire	Citizen Advisory Committee meetings (monthly); Listening sessions; Alternative Futures Meetings;	In process.	Purpose statements discussed
New Jersey	Website; 800 telephone surveys; interviews; five focus groups; four information centers for viewing web site and making comments;	No	Goals listed
New Mexico			

Table 2: National Comparison of Public Involvement Activities, Vision Statement Inclusion and Implementation Tools³¹			
State	Public Involvement Activities	Vision Statement	Implementation Plan
New York	Nine public hearings.	Yes	Issues noted
North Carolina			
North Dakota	Focus Group meetings with city, county, and township organizations, MPOs and tribal planners; Public involvement process begins: website, newsletter, meetings, surveys, interviews; NDDOT staff conduct interviews with businesses, organizations, and individuals; Statewide business and public surveys conducted; NDDOT conducts public hearings on the draft Statewide Strategic Transportation Plan	Yes	Strategies and Next Steps
Ohio	Statewide random sample telephone satisfaction survey; Statewide random sample mail survey of local officials and transportation stakeholders	Yes	Performance measures known as Organizational Performance Indicators
Oklahoma	conducting public meetings; decision-maker meetings with individuals and groups; ODOT web site; "Notices of Availability"; forming and using advisory boards; issuing press releases; providing traditional and electronic informational mailings; advertising; - newsletters; and making available documents on compact discs (CDs), on the ODOT web site, and in printed form.	Yes	Short and long term strategies by mode
Oregon	It is the policy of the State of Oregon to involve Oregonians to the fullest practical extent in transportation planning and implementation in order to deliver a transportation system that meets the diverse needs of the state.	Yes	Discussion of regulation and vision compliance options given outside constraints
Pennsylvania	2000 phone interviews	No	Stated Goals and Objectives
Puerto Rico			
Rhode Island	Six focus groups met, Eight Walkable Community workshops, survey by mail and website	Yes	Strategies given for each mode.
South Carolina (paper)	None stated.	No	Recommendations listed
South Dakota	The plan will be reviewed every year but will only be updated as needed. The public will be involved in the development and annual review of the plan, and any updates by public hearings which will be conducted around the state in coordination with the STIP. The Department during the public comment period will accept both written and oral comments. The public will also be given an opportunity to comment on the plan at the Transportation Commission Meeting when the plan is adopted.	No	Goal statements
Tennessee	9 regional working groups; 62 member Statewide	Yes	None stated, but

Table 2: National Comparison of Public Involvement Activities, Vision Statement Inclusion and Implementation Tools³¹			
State	Public Involvement Activities	Vision Statement	Implementation Plan
	steering committee; printed materials; website; speakers bureau for community groups; traveling exhibit; 36 public meetings		explanation of objectives with vision statement given
Texas			
Utah			
Vermont	1,200 person telephone survey; 8 public forums;	Yes	Implementation strategies listed
Washington	Numerous public meetings;	TBD	TBD
West Virginia (paper)	None stated.	No	Goals and objectives listed
Wisconsin	33 stakeholder meetings; 15 regional meetings; 1,000 telephone surveys;	TBD	TBD
Wyoming	Stakeholder meetings; customer satisfaction surveys; developed Public Involvement Handbook and Resource Guide;	No	Goals listed paralleling the departments mission

* The data for this table is taken from each state's long-range plan, either found on line or in a paper copy received from the state's department of transportation.

Essentially, this table shows us the overwhelming inconsistency that exists in long-range planning, particularly in the citizen involvement techniques and implementation tools employed.

In looking at the types of citizen involvement activities used, 39 differing techniques were found. Not surprisingly, the most popular technique used was public meetings or hearings (18 states). Surveys were used by 17 states; Internet/Web-site/Email was used by ten states; and focus groups and advisory groups/committees were used by eight states each³².

Of the eighteen states that have vision statements, just over half (eleven) made an attempt to tie these statements to some kind of implementation tools. Furthermore, the tools (regardless of whether or not the tools were tied to a vision statement) vary widely with goals being the predominant next step (15 states total) but recommendations, objectives, performance measures and strategies were also

³² A detailed list of each tool used as well as how many states used each tool can be found in Appendix K.

employed (with four states using each). Perhaps the most striking finding from this table is that regardless of the inclusion of a vision statement, 13 long-range plans neglected to identify any implementation tools (goals, objectives or performance measures) whatsoever³³. Without these measures, it is impossible to tell if the public involvement activities influenced the administrative decisions made by the agencies responsible for the long range plan creation. Additionally, without these measures this research is unable to tell if the participation was conducted with even *an effort* to involve citizens in decision making. Certainly if they were, there is no way to hold the agency accountable. Clearly, additional research needs to be conducted to determine if citizen participation outcomes can be linked to agency decisions, merely advocating additional citizen involvement activities does not seem to be sufficient.

This research, therefore, attempts to fill a gap in the visioning literature as it relates to transportation planning. There is extensive research on reasons for including the public and documentation on mechanisms and processes for public participation in transportation planning. However, there is little or no research reviewing how public involvement is conducted in transportation planning visioning. Furthermore, the literature neglects to explain how the outcomes of public participation activities relate to actual state visions.

³³ This raises serious questions as to the sincerity of the creators of the plan as well as to their accountability.

CHAPTER 3: Research Design and Methodology

This dissertation has described the complexity and vagueness of legislative and regulatory requirements placed on the states by the federal government that make it necessary for them to carry out a continuing, comprehensive, and coordinated transportation planning process, including the development of a statewide long-range transportation plan. Additionally, it has provided an overview of the issues surrounding visioning in the literature. This research is primarily an evaluation of the public participation involved in a visioning process and the outcomes of that process through a longitudinal case study of the Commonwealth of Virginia's visioning process.

Virginia Case Study Justification

Virginia's visioning plan is particularly relevant for this research as it is quite recent. The final draft of the long-range plan was approved by the Commonwealth Transportation Board and being sent to the Governor and Virginia General Assembly on November 18, 2004. The selection of Virginia for this case study is also apt because the fact that Virginia used two differing citizen involvement community visioning techniques, one for citizens and another for stakeholders. Such an evaluation by means of a case study is also worthwhile because of the sparse literature on visioning, and particularly because it examined the impact on, and consequences for, a state's planning agency when it seriously attempted to make a "reasonable" and "meaningful" effort to involve citizens through a visioning process and utilize the outcomes in developing the state's long-range transportation plan.

The following is an overview of the limitations and the value of case studies and an overview of general case study methodology.

Case Study Research Model

In Tellis' introduction to case studies he notes that the history of case study research is marked by periods of intense use and periods of disuse (1997). Zonabend (1992) as quoted by Tellis (1997) stated that case studies are done by giving special attention to completeness in observation, reconstruction, and analysis of the cases under study. Such studies are one of the best ways to gain an understanding of the views of the "actors" involved in a particular situation.

Tellis notes that a frequent criticism of the case study methodology is that its dependence on a single case renders it incapable of providing a generalization. Hamel (Hamel et al., 1993) and Yin (1984, 1994) forcefully argued that the relative size of the sample, whether 2, 10, or 100 cases are used, does not transform a multiple case into a macroscopic study. According to Tellis, the goal of such a study should be to establish the parameters which can then be applied to all research. In this way, even a single case could be considered acceptable, provided it met the established objective (Tellis, 1997).

The methodological literature provides insight into the value to be derived from a case study. Hamel (Hamel et al., 1993) characterized such singularity of purpose and study as a concentration of the global in the local. Yin (1989) stated that general applicability (global applicability) results from the set of methodological qualities of the case and the rigor with which the case is constructed. He details the procedures that would meet the required methodological rigor. He holds that a case

study can satisfy the three tenets of the qualitative method: describing, understanding, and explaining.

Yin (1994) recommended the use of case-study protocol as part of a carefully designed research project that would include the following sections:

- Overview of the project (project objectives and case study issues)
- Field procedures (credentials and access to sites)
- Questions (specific questions that the investigator must keep in mind during data collection)
- Guide for the report (outline, format for the narrative)

The quintessential characteristic of case studies is that they strive towards a holistic understanding of cultural systems of action (Feagin, Orum, & Sjoberg, 1991). Tellis discusses how cultural systems of action refer to sets of interrelated activities engaged in by the actors in a social situation. The case studies must always have boundaries (Stake, 1995). Case study research is not sampling research, which is something asserted by all the major researchers in the field, including Yin, Stake, Feagin and others. However, selection of cases must be done so as to maximize what can be learned in the period of time available for the study.

Case study should incorporate a triangulated strategy of research. Snow and Anderson (cited in Feagin, Orum, & Sjoberg, 1991) asserted that triangulation can occur with data, investigators, theories, and even methodologies. Stake (1995) stated that the protocols that are used to ensure accuracy and alternative explanations are called triangulation. The need for triangulation arises from the ethical need to confirm the validity of the processes. In case studies, this can be done by using multiple sources of data (Yin, 1984).

Stake (1995) and Yin (1994) identify at least six sources of evidence in case studies. The following is not an ordered list, but reflects the research of both Yin (1994) and Stake (1995):

- Documents
- Archival records
- Interviews
- Direct observation
- Participant-observation
- Physical artifacts

It is important to keep in mind that not all sources are relevant for all case studies (Yin, 1994). Documents could be letters, memoranda, agendas, administrative documents, newspaper articles, or any document that is germane to the investigation. In the interest of triangulation of evidence, the documents serve to corroborate the evidence from other sources. Documents are also useful for making inferences about events. Documents collected for this dissertation include agendas, handouts and the documentation of comments. Direct observation occurs when a field visit is conducted during the case study. It could be as simple as casual data collection activities or formal protocols to measure and record behaviors.

Observations of a field visit can be useful in providing additional information about the topic being studied. The reliability is enhanced when more than one observer is involved in the task. Participant observation makes the researcher into an active participant in the events being studied. In this case, this researcher was an active member of the research team conducting the visioning outreach activities. Physical artifacts can be tools, instruments, or some other physical evidence that may be collected during the study as part of a field visit. This case has such artifacts as a

discussion guide, a citizens' guide, and pre and post surveys, and PowerPoint slide presentations that were used in this analysis.

Methodological Approach

This dissertation uses documents, participant observation, direct observation and physical artifacts. These sources of evidence are drawn from three citizen outreach activities. The first source is direct research and participant observation as conducted by the author and other members of the Virginia Tech research team during the Citizen Deliberative Forums. The second source is secondary data collected from Cambridge Systematics and direct observation by the author and other members of the Virginia Tech research team during the Stakeholder Sessions. Finally, the third source is secondary data from a statistically valid telephone survey conducted by the Southeastern Institute of Research, Inc., (SIR's), VTrans2025, The Future of Transportation in Virginia telephone survey.

The Citizen Deliberative Forums, the first community visioning exercises, were conducted using a Charles F. Kettering like approach to citizen involvement. The National Issues Forum network explains the use of forums, such as those used by the Virginia Tech research team, as follows:

The forums provide a way for people of diverse views and experiences to seek a shared understanding of the problem and to search for common ground for action. Forums are led by trained, neutral moderators, and use an issue discussion guide that frames the issue by presenting the overall problem and then three or four broad approaches to the problem. Forum participants work through the issue by considering each approach; examining what appeals to them or concerns them, and also what the costs, consequences, and trade offs may be that would be incurred in following that approach (<http://www.nifi.org/forums/about.aspx>, 2006).

For these forums, the author was either a participant or a participant observer in seven of the eight forums. The author was able to use field notes collected by her and other team members from each forum for the analysis. Additionally, during the forums, citizen comments were written down verbatim and posted during the forum sessions. These sheets were collected and analyzed for this dissertation. The Virginia Tech's team's final report, *Virginia Tech's Final Report 2003, A Long-Term Multimodal Transportation Vision for Virginia: Public Participation through Deliberation* is also used extensively and was written by the author of this dissertation and other members of the Virginia Tech team.

The Stakeholder Sessions, the second kind of activity undertaken during community visioning, were conducted by Cambridge Systematics with selected regional and local leaders. The sessions were designed to discuss alternatives for a long-range vision for transportation with stakeholders throughout the Commonwealth of Virginia. For these sessions, the author was a direct observer in four of the six sessions. Field notes were taken by either the author or other members of the Virginia Tech research team at all of the sessions and were used in the analysis for this dissertation. Additionally, secondary data from the information provided in Cambridge Systematics final report, *VTrans2025 Synthesis of Findings from Six Stakeholder Vision Sessions*, was used.

Finally, a telephone survey was conducted by SIR, though not a typical means of citizen involvement in visioning processes, the survey was a

means of testing the concepts and observations arising from the prior citizen and stakeholder visioning activities. The survey was conducted to ensure the findings from the citizen and stakeholder meetings were representative of the Commonwealth as a whole. Both the raw data and SIR's *Summary Report: VTrans2025, The Future of Transportation in Virginia* were used in the analysis for this dissertation.

For each of the three citizen involvement activities discussed above, the author evaluated the “reasonableness,” “meaningfulness,” and “representativeness” of that activity. Then, the three activities were considered as a whole and evaluated for reasonableness, meaningfulness, and representativeness. Additionally, the comments received from each activity were reviewed to see if the comments collected during the activity were included in Virginia’s vision statement. Then, the comments were considered collectively to determine if Virginia’s vision statement was developed with any bias toward one involvement activity over another. Finally, the long-range plan VTrans2025 was reviewed to see if the plan indicated how the Commonwealth intended to achieve the vision statement documented within it. In other words, does Virginia’s vision tell us what the citizens of Virginia want and does the long-range plan tell us how the Commonwealth intends on getting there?

Definitions and Operationalization of Terms

This research grapples with and explores the meaning of such phrases as “reasonable” and “meaningful” because this is what is specified in the legislation, the

plans and the literature. Though there are many definitions that could be appropriate, this study uses the Merriam-Webster's Dictionary 2005 which defines the terms as such: *reasonable*, marked by showing reason or sound judgment, moderate, fair; *meaningful*, having function or purpose. To operationalize these definitions, again we look to the regulations and literature.

SAFETEA-LU expands on the meaning of reasonable for us by adding that the State should:

conduct public meetings at convenient and accessible locations at convenient times; employ visualization techniques to describe plans; and make public information available in an electronically accessible format (Public Law 109-59, p. 412).

Thus, this research determined if Virginia's citizen outreach effort was reasonable by investigating forum and session locations, times, visualization techniques and availability of information. Both field notes and the final reports were used to obtain this data.

Determining if the outreach effort was meaningful was more difficult. This dissertation used FHWA's recommendations for "best practices" and a "participation representativeness" table to operationalize meaningful. First, the use of the FHWA "best practices" captures what kinds of information public involvement activities should try and capture³⁴. They note public participation should:

- offer the widest possible participation for developing a long-range plan
- be democratic in its search for disparate opinions from all stakeholders

³⁴ Statewide transportation planning processes are governed by Federal law (23 USC 134 and 135). Applicable state and local laws are required if Federal highway or transit funds are used for transportation investments. Federal planning regulations are codified in 23 CFR 450. In order to obtain federal funds for transportation projects, FHWA must approve and sign each state's long-range transportation plan. According to FHWA, their role in transportation planning is as follows: FHWA carries out the Federal highway programs in partnership with the State agencies to meet the Nation's transportation needs. FHWA adds value to the delivery of the Federal highway programs by administering and overseeing these programs to ensure that Federal funds are used efficiently.

- directly involve a cross-section of constituents in setting a long term policy agenda
- look for common ground among participants in exploring and advocating strategies for the future
- bring in often-overlooked issues about quality of life
- help formulate policy direction on public investments and government programs

The second aspect of the typology is the *representativeness* of citizen involvement. Table 3 represents the dual goals of representativeness and full participation created by Donald Moynihan, drawing from fairly well established standards and models in the public participation literature, most of which share similar values (e.g., Arnstein, 1969; Pateman, 1989). He explains the table as such:

The typology considers the public in terms of their involvement and impact in setting public decisions. Moving left to right on Table 2 increases the range of participation and moving top to bottom increases the level of participation. The top left-hand box portrays participation as symbolic and restricted to a handful of citizens. The bottom right-hand box presents the fulfillment of the dual goals of participation (Moynihan, 2004 p.9-10).

Table 3: Representativeness		
Level	Narrow	Broad
<i>Pseudo</i>	Decisions: lack transparency, made by public officials Participation: symbolic, using a handful of citizens	Decisions: made by public officials Participation: symbolic, but involves large diverse group of citizens
<i>Partial</i>	Decisions: made by government elite with limited influence of chosen interest groups Participation: interest groups exert influence; most citizens lack opportunity to participate	Decisions: made by public officials, with limited influence of participation Participation: large diverse group of citizens engage in limited discourse with government
<i>Full</i>	Decisions: made by public officials and chosen interest groups Participation: interest groups exert substantive influence, most citizens lack opportunity to participate	Decisions: made by public officials with strong influence of participation Participation: large diverse group of citizens engage in meaningful discourse with government

* Table by Donald Moynihan March, 2004³⁵

³⁵ This table is taken verbatim from Moynihan's work. In his article he notes, "The table assumes a logical and desirable movement from limited public participation to highly active participation, and use

Data Sources and Triangulation

How do Virginia's citizen outreach efforts fare according to the standards of broad and full participation? And, if the participation was broad and full and the comments were used to create Virginia's vision statement, does VTrans2025 "tell us how to get there?" This third and final test, being the one from Maine's planning department which this researcher takes to mean: that the vision statement is reflected throughout the plan and that the plan is indeed the implementation of the vision and thus "tells us how to get there." Did Virginia's citizen outreach effort result in a meaningful vision in which, as the Maine's Planning document states, "The vision describes what the people want and the comprehensive plan describes how to get there (2003, p. 2)."

To answer these questions, the author's observations combined with the final reports written by the consultants, and raw data from the citizen forums and telephone survey were examined. For the analysis of the citizen forums, the research conducted by the author and fellow Virginia Tech team members was used. Portions of the final report are incorporated into this dissertation, though the final report itself was written to fulfill a contractual obligation with VDOT. Thus, many portions of the report were rewritten or excluded for the purposes of this analysis. The final reports obtained from Cambridge Systematics and SIR provided the necessary data for this dissertation and, when possible, field notes and/or raw data were consulted.

degree of public influence on decisions and quality of dialogue as important criteria. A difference between this table and other models is that it adds representativeness as a criterion" (p. 27).

Therefore, though the final reports provided the bulk of the data necessary for this dissertation's analysis, they were *never* the only source of data for evaluation. The author was directly involved in the research conducted in the citizen forums as a participant observer and the raw data, her field notes combined with those of other team members, as well as the agenda, citizen's guide, and the pre and post survey instrument were available for consultation. The author was a direct observer for a majority of the stakeholder sessions and her field notes, combined with those of other Virginia Tech team members were consulted, as well as the agenda, handouts, session exercise instruments, and PowerPoint presentation, in concert with the data provided in Cambridge Systematics' final report. Finally, the author had no involvement in the telephone survey itself, but original raw data and the original survey instrument were consulted to verify the accuracy of SIR's final report.

Strengths, Weakness and Limitations

The following table illustrates the methodological approach to this case study. It lists the sources of evidence used, the strengths and weakness of that source, the use of the evidence in the case study, efforts taken by the author to mitigate the weaknesses in this approach and, finally, a percentage illustrating the extent to which the research involved in the creation of the source of evidence was conducted by the author.

Table 4: Plan for data collection from multiple sources (adapted from Yin, 1994)

Source of Evidence	Strengths	Weaknesses	Case Study Use	Efforts to Mitigate Weaknesses	Percentage of author's personal involvement in evidence collected
Documentation	<ul style="list-style-type: none">• Stable, repeatedly reviewable• Unobtrusive• Exact details of event• Broad coverage	<ul style="list-style-type: none">• Retrievability can be problematic• Selectivity biased if collection is incomplete• Reporting bias of author• Access problematic	<ul style="list-style-type: none">• Deliberative Forums• Stakeholder Sessions• Telephone Survey Data• Other State Vision Data	<ul style="list-style-type: none">• Documentation was made readily available by VDOT, the hired consultants, or collected on site while being a direct or participant observer by either the author or a member of the Virginia Tech research team.	<ul style="list-style-type: none">• VT Final Report – 70%• Cambridge Systematics Final Report – 0%• SIR Final Report – 0%• Agendas – 20%• Handouts – 0%
Direct Observation	<ul style="list-style-type: none">• Reality – covers events in real time• Contextual – covers context of event	<ul style="list-style-type: none">• Time-consuming• Selectivity unless broad coverage• Reflexivity – event flow affected by observation• Costly (due to human observation hours)	<ul style="list-style-type: none">• Stakeholder Sessions	<ul style="list-style-type: none">• Time and cost absorbed in that tracking and observing cases was part of author's job. Observation was broad in coverage due to multiple locations and sessions• Field notes by both the author and other members of the research team were used to maximize reliability and validity.	<ul style="list-style-type: none">• Stakeholder Sessions – 65%
Participant Observation	<ul style="list-style-type: none">• Reality – covers events in real time• Contextual – covers context of event• Insightful into inter-personal behavior and motives	<ul style="list-style-type: none">• Time-consuming• Selectivity unless broad coverage• Reflexivity – event flow affected by observation• Costly (due to human observation hours)• Bias due to event manipulation by investigator	<ul style="list-style-type: none">• Deliberative Forums	<ul style="list-style-type: none">• SAA• The author played different roles in different forums in an attempt to limit bias. Also, the author was only one of a group of researchers ranging from four to seven per session.	<ul style="list-style-type: none">• Citizen Deliberative Forums – 85%
Physical Artifacts	<ul style="list-style-type: none">• Insightful into cultural features• Insightful into technical operations	<ul style="list-style-type: none">• Selectivity• Availability	<ul style="list-style-type: none">• Deliberative Forums• Telephone Survey Data• Other State Vision Data	<ul style="list-style-type: none">• All actual data collected was provided by VDOT and the consultants hired for each activity for review.	<ul style="list-style-type: none">• VDOT Phase 1 data – 10%• Discussion guide – 40%• A citizens' guide – 70%• Pre and post surveys – 20%• PowerPoint slide presentations -0%• Field Notes – 70%

A limitation of this analysis is the exclusion of the opinions, reflections and/or reactions of the participants of the outreach activities. It is not the purpose of this research, however, to determine how the outreach activity affected the citizens themselves but to evaluate the effects of the process for the agency responsible for the long-range plan creation. Another limitation of this analysis is the inability of the research to identify why or why not the information obtained by the agency was or was not used in the vision statement creation. However, it is not the purpose of this dissertation to determine why but instead to evaluate the outcome of the outreach activities themselves, and determine if the citizen involvement activities influenced the agency decision-making process, at least minimally, in regards to the vision statement creation.

CHAPTER 4: Visioning and Vision Statements Review

Socio-Political-Economic Landscape of Virginia's Long-range Planning

If you asked someone what a “vision” for transportation would encompass, they would likely refer to the general ability to move people and goods effectively and efficiently from one point to another. In a democratic society, however, the vision would have to include more than just moving people and goods; it is also important to consider how the public transportation system supports each citizen's ability to become fully productive members of society. Adequate connections to jobs, childcare, health care, education, and shopping are vital for all users, but immensely important to low-income, handicapped, elderly, and those who cannot drive. Therefore, accessibility to transportation resources has become an essential issue in transportation planning.

America's heavy reliance on the automobile produces a keen challenge for citizens who are unable, or less likely, to be able to depend on the personal automobile for mobility. The U.S. Census reports show that 16 percent of all Virginians, age five and older, live with a disability (2001); 11.2 percent of the population is older than 65 (2001); 9.6 percent of the population lives below the poverty line (1999); and 30.6 percent of the population lives in rural areas (1990). An estimated 30% of all citizens do not have access to an automobile, which has been and continues to be, the primary means of transportation in Virginia. Additionally, by the year 2030, it is projected that older Virginians, those individuals who are age 60 or older, will constitute one of every four Virginians. VTrans2025

asserts the need to accommodate the demands of an increasing number of older Virginians will require changes to the Commonwealth's transportation systems. Noting that high levels of mobility help create and sustain independence and freedom for seniors, the report identified a need for more accessible public transit services and even specialized transportation services to meet the needs of older residents who are no longer able to drive.

VTrans2025 also remarks that transportation serves as a critical foundation for modern society affecting every person every day. In order to support a modern lifestyle, people depend on the efficient movement of people, goods, and services. Virginia's economy requires a transportation system that includes highways, railroads, bus and passenger rail, watercraft, and aviation facilities and services. The quality of life that Virginians enjoy is directly related to the quality and accessibility of affordable transportation systems.

Transportation is the third largest expenditure of the average American's household budget. Collectively, jurisdictions in the United States spend \$800 billion annually on transportation services. A quarter of the GNP is directly related to transportation. Virginia spent \$3.656 billion in FY 2004 for transportation. Compelling transportation needs involve safety, convenience and choice, and efficiency in modal operations, facilities, and services.

Typically, transportation in Virginia has been approached by considering each mode separately: roads, mass transit, aviation, rail, ports, biking, and pedestrian facilities. Now, in response to Section 33.1-23.03 of the *Code of Virginia*, the long-range transportation plan must be multimodal.

VTrans2025 Citizen Outreach Overview

Virginia's General Assembly mandated the development of a comprehensive plan but in this particular instance it is something new, a long-range multimodal plan called VTrans2025. Like all transportation plans it is meant to be a "blueprint" for shaping the transportation future, but VTrans2025 purports to be something different in that it claims to establish a commonly held vision to guide and direct decision-making across transportation modes. It does this on the basis of a public involvement process called "visioning" that was integral to the plans development.

To begin the process of creating the long-range plan, an in-government Steering Committee³⁶ was formed to serve as staff to the Deputy Secretary of Transportation for Inter-modal Issues. The Steering Committee was comprised of senior planning staff from the Department of Aviation (DOAV), Virginia Department of Rail and Public Transit (VDRPT), the Virginia Port Authority (VPA), and the Virginia Department of Transportation (VDOT). The Steering Committee's function was to produce the legislative deliverables (the Phase 1, 2 and 3 reports), approve other products and reports for presentation to the Commonwealth Transportation Board³⁷ (CTB), and to monitor the consultants³⁸ involved in the statewide transportation plan.

³⁶ The following is a list of Steering Committee members: Jim Bland, Manager of Airport Services, DOAV; Cliff Burnette, Chief Airport Planner DOAV; Jeff Florin, Chief Engineer, VPA; George Connor, Assistant Director for Rail, VDRPT; Bill LaBaugh, Richmond and Hampton Roads Regional Manager; Alan Tobias, Rail Passenger Projects Manager, VDRPT; Ranjeet Rathore, Rail Special Projects Manager, VDRPT; Gus Robey, TDM and Marketing Section Manager, VDRPT; Ken Lantz, Transportation Planning Division Administrator; Diane Mitchell, Transportation Planning Assistant Division; Marsha Fiol, Statewide and Special Programs Section Manager; Katherine Graham, Transportation Planning Engineer, VDOT; Kimberly Spence, Statewide Multimodal Transportation Plan, VDOT; and Frank Dunn, Transportation Planning Engineer, VDOT

³⁷ The CTB establishes the administrative policies for Virginia's transportation system. It allocates highway funding to specific projects, locates routes and provides funding for airports, seaports and

Additionally, a Phase 1 Stakeholder Group³⁹ was formed from stakeholders in the multimodal transportation planning process to provide feedback to the Steering Committee on selected draft products prior to their presentation to the public. The Phase 1 Stakeholder Group, despite this name, is comprised of professionals in transportation planning and was a precursor to the public involvement in Phase 2. This is NOT the same group of stakeholders that were involved in the Phase 2 Stakeholder Sessions. The Phase 1 Stakeholder Group served as a sounding board and precursor to the community visioning outreach efforts.

Finally, a Policy Committee⁴⁰ comprised of in-government transportation professionals in Virginia was established. This committee was composed of the heads of each transportation agency, members from each of the agency boards, and representatives from the Secretary of Transportation's office and was created to provide some preliminary guidance to policy direction and provide oversight throughout development of the statewide transportation plan. The Policy Committee

public transportation. The Board consists of seventeen members: the Secretary of Transportation, the Commonwealth Transportation Commissioner, the Director of the Department of Rail and Public Transportation, and fourteen citizen members. The citizen members shall be (i) appointed by the Governor as provided in § 33.1-2, (ii) subject to confirmation by the General Assembly, and (iii) removable from office during their respective terms by the Governor at his pleasure. Appointments of citizen members are for terms of four years. The CTB is governed by legislation § 33.1-1 Code of Virginia.

³⁸ Virginia Tech, Cambridge Systematics and SIR

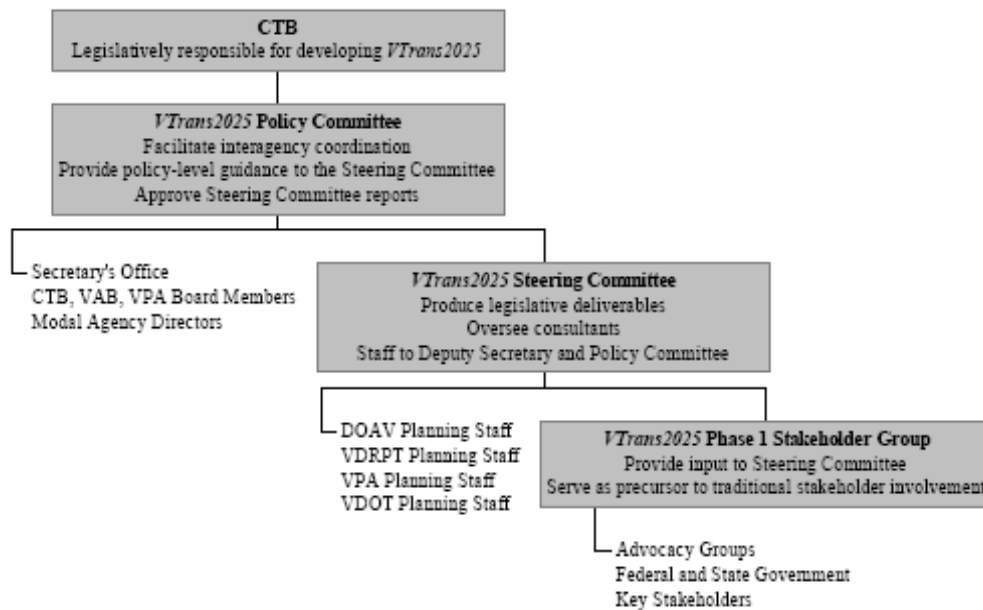
³⁹ The following groups were represented on the Phase 1 Stakeholder Group: AMTRAK; CSX; Economic Development Partnership; Federal Highway Administration; Federal Transit Administration; Metropolitan Planning Organizations; Norfolk Southern; National Park Service; Virginia Chamber of Commerce; Virginia Conservation Network; Virginia Commonwealth University, Virginia Department of Aviation; Virginia Department of Rail and Public Transportation; Virginia Department of Transportation; Virginia EcoTourism Association; Virginia High Speed Rail Development Committee; Virginia Port Authority; and Virginia Trucking Association

⁴⁰ The following is a list of Policy Committee members: Julia Connally, CTB Member, Chair; Gerald McCarthy, CTB Member; Hunter Watson, CTB Member; Harry Lester, CTB Member; James Keen, CTB Member; Kenneth Klinge, CTB Member; William Kehoe, VAB Member; John Milliken, VPA Board of Commissioners Chairman; Philip Shucet, VDOT Commissioner; Karen Rae, Director VDRPT; Charles Macfarlane, DOAV Director; Robert Bray, VPA Executive Director; and Ralph Davis, Deputy Secretary of Transportation for Inter-modal Issues

was comprised of representatives of each mode and staffed by the Steering Committee. The primary role of the Policy Committee was to provide input on the interpretation of legislative requirements, guidance related to policy recommendations in the plan, and final approval of reports produced by the Steering Committee.

The diagram below illustrates the interagency coordination process and the relationship between the parties involved in developing VTrans2025.

Figure 5: Interagency Coordination Process



*As presented in the VTrans2025 Phase 1 Report

** CTB (Commonwealth Transportation Board)

Commonwealth transportation professionals first met in a series of 12 Discussion Group Meetings. These meetings were conducted across the state during the fall of 2001 to obtain stakeholder input on a long-range vision for transportation in the Commonwealth. Input from the meetings was reviewed and categorized into a series of common themes. These common themes were further

consolidated into goal and objective statements. Additionally, a vision statement was developed by these transportation professionals to guide the development of the plan based on input from the Discussion Group Meetings. The statements were revised based on comments from the Phase 1 Stakeholder Group and presented to the Steering Committee for review. Additional refinements were made by the Steering Committee based on a review of other statewide transportation plans, metropolitan plans, federal and state legislation, and transportation agency mission and goal statements. Finally, the vision statement was revised to reflect feedback from the Deputy Secretary of Transportation for Inter-modal Issues. The final vision statement reflects the vision for transportation articulated by the Governor in his January 2002 “State of the Commonwealth Address” and by the Secretary of Transportation in “The First 100 Days Report,” April 2002⁴¹.

Draft Vision Statement:

Build a world-class multimodal transportation system that sets the standard for the rest of the nation

Subsequent work during Phase 2 involved the development of a vision plan that builds upon the broad goals and objectives established in Phase 1. The VTrans2025 noted,

In recognition of the fact that the statewide plan must be built upon a solid foundation of stakeholder input that ensures well-rounded representation, a Stakeholder Involvement Plan workgroup was formed to identify strategies for stakeholder outreach, feedback, and participation. The workgroup was made up of public affairs staff from each of the transportation agencies. To develop the Stakeholder Involvement Plan, the workgroup reviewed the stakeholder outreach

⁴¹ These steps would fulfill the requirements for strategic visioning as discussed earlier in this dissertation. However, what makes Virginia's vision process different is the community visioning outreach activities conducted in Phase 2. We will see the difference the outreach activities make when we compare this Phase 1 vision to the final vision statement created after the citizen and stakeholder involvement.

processes used by other states in support of their statewide transportation plans. In addition, federal, state, and transportation agency guidelines for public involvement were used to develop the Stakeholder Involvement Plan. The resulting plan was reviewed by each of the transportation agencies as well as other stakeholders (Phase 1 Report, p.ii).

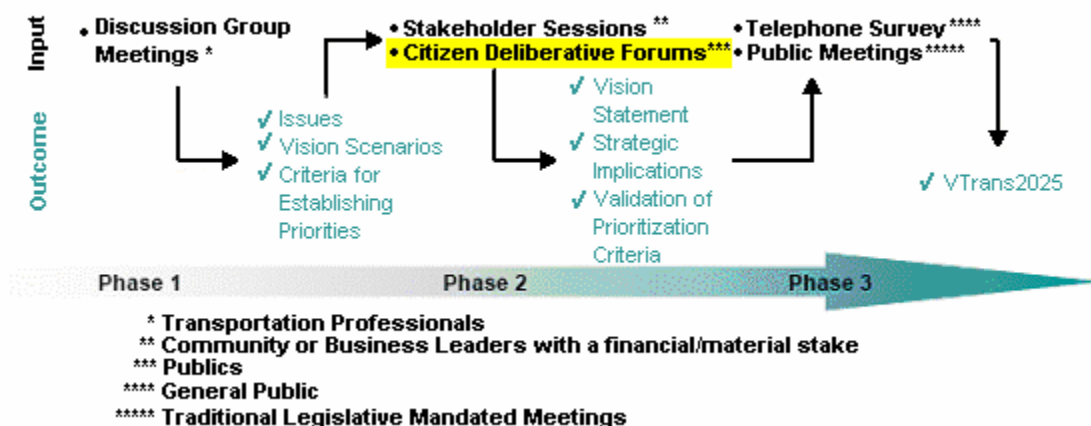
Specifically, this Stakeholder Involvement Plan included the need for additional outreach activities in the form of Citizen Deliberative Forums, Stakeholder Sessions and a telephone survey. The information from Phase 1 was used to develop alternative future transportation scenarios. These scenarios illustrated various long term transportation visions for the Commonwealth. For the Citizen Forums, these alternative futures were categorized into three approaches for the future of transportation in Virginia. For the stakeholder sessions and telephone survey, four parallel alternatives were developed and focused on differences such as funding levels, modal priorities, capital improvements, quality of life, etc. Inter-modal use and connectivity were assessed for each alternative. Stakeholder and citizen input (telephone survey) was sought on all of the alternative future transportation approaches and scenarios.

CHAPTER 5: Citizen Deliberative Forums

Introduction

The first citizen outreach activity this dissertation looks at in detail is the citizen deliberative forums. Virginia Tech (VT) was awarded a contract by the Virginia Department of Transportation (VDOT) to conduct citizen deliberative forums throughout the Commonwealth. The VT team was led by Mr. Ray Pethtel who served as Commissioner of the Virginia Department of Transportation from 1986 to 1994 and, again, as Interim Commissioner from January, 2001 to April, 2001. The contract was awarded to Virginia Tech at Mr. Pethtel's request in recognition of his intense interest in the planning process and for serving in the interim capacity. Mr. Pethtel was trained in the Charles F. Kettering "deliberative dialogue process" by the Kettering Institute and after consultation with the team, decided to use this process (or something closely akin to it) for the citizen forums. The citizen deliberative forums occurred concurrently with the stakeholder sessions in Phase 2 of the VTrans2025 process as illustrated in Figure 6.

Figure 6: VTrans2025 Timeline (Modified)



The information in this chapter is taken from Virginia Tech's Final Report 2003, *A Long-Term Multimodal Transportation Vision for Virginia: Public Participation through Deliberation*. This report was written by the Virginia Tech team of which this author was a member.

In discussing public involvement through deliberation, the VT Final Report 2003 made the point that in recent years, there has been a growing interest in obtaining meaningful citizen participation in the planning process. The most common form of involvement -- public hearings -- has come under critical scrutiny. Even though they are required by law at both the state and federal levels, it is thought hearings often give voice to extremes or specific interests and silence viewpoints that may be more thoughtful but different from the prevailing viewpoints. Public hearings accomplish too little public education and may not give an accurate sense of the relationship of the public to their agencies (FHWA, 2006). In discussing traditional public meetings and hearings, the VT team notes:

"Making decisions based on technical expertise alone excludes the public and limits possible outcomes. An excluded public is not likely to experience a sense of trust, so additional ways of involving the public were explored by the Commonwealth of Virginia for the creation of a vision statement" (Virginia Tech Final Report, 2003 p.10).

These additional outreach activities in the form of citizen deliberative forums did not supplant the traditional public hearings or meetings but were in addition to them. The first of these "alternate" outreach activities to be discussed is the citizen forums.

Role of Citizen Deliberative Forums

The Virginia Tech Final Report 2003 notes that deliberation does not aim at consensus building, direct decision-making, or supplanting politics. In properly conducted forums, it does provide an opportunity for participants with differing viewpoints to consider relevant information and viewpoints other than their own. This is what makes it distinct, what makes it possible to create a community vision – bringing people of differing view points together. This is substantially different from what happens at public hearings or meetings and is distinct from what took place at the stakeholder sessions as well. The most valuable information to be derived from deliberation is insight into “trade-offs” – what people are willing to give up in order to achieve an identified outcome.

The deliberative forums were based on the work of the Kettering Foundation and the National Issues Forums. The idea behind deliberative forums is rooted in the simple notion that people need to come together to reason and talk — to deliberate about common problems. Indeed, democracy requires an ongoing deliberative public dialogue. These forums, offer citizens the opportunity to join together to deliberate, to make choices with others about ways to approach difficult issues and to work toward creating reasoned public judgment. The National Issues Forums (NIF) describes the role of forums as follows:

The forums provide a way for people of diverse views and experiences to seek a shared understanding of the problem and to search for common ground for action. Forums are led by trained, neutral moderators, and use an issue discussion guide that frames the issue by presenting the overall problem and then three or four broad approaches to the problem. Forum participants work through the issue by considering each approach; examining what appeals to them or

concerns them, and also what the costs, consequences, and trade offs may be that would be incurred in following that approach” (<http://www.nifi.org/forums/about.aspa>, 2006).

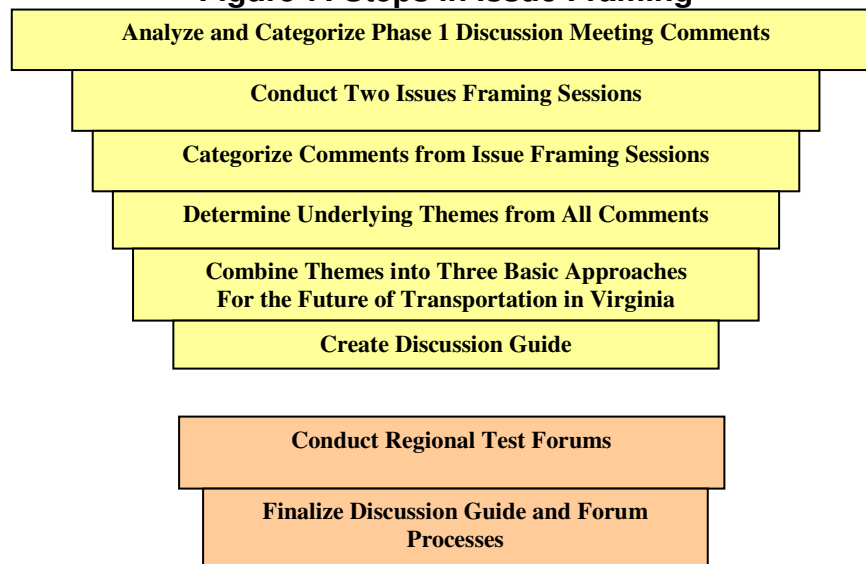
Issue Framing

Richard Morse has said of issue framing that it is:

“Issue framing is a deliberative activity that corresponds generally with the community assessment stage of the generic visioning model but also in some ways with vision development. Here the committee’s task was to frame the issue of choosing a direction for the future. This included identifying concerns or issues; grouping those concerns according to similar perspectives and identifying what those perspectives are; outlining the positives and negatives of each approach as well as identifying possible actions and tradeoffs” (Morse, 2002).

In order to prepare a discussion guide for the public forums and to frame the issues of the future of transportation in Virginia, the Virginia Tech team assessed the data collected from VDOT’s Discussion Group Meetings conducted in Phase 1 and held two issue framing sessions. Figure 7 displays the steps taken by the Virginia Tech team to frame the issue and create the discussion guide.

Figure 7: Steps in Issue Framing



First, the team analyzed comments from the Phase 1 Discussion Group Meetings (of which there were 12) regarding the future of transportation. Comments were catalogued and categorized into various attitudes toward and perspectives about Virginia's transportation session. Each group of comments was categorized by two people to increase coder reliability, and the resulting categorization was reviewed by the entire team. The categorization was accepted or changed by consensus in meetings of the entire team. The following were the resulting categories: (1) Conserve, Preserve, and Protect the Environment; (2) Improve Mobility and Access; (3) Change Institutions and Processes; (4) Build, Maintain, and Correct Transportation Systems; (5) Rely on Technology; and (6) Raise Adequate Funding.

Following the Kettering model, the team then conducted two issue-framing sessions. Approximately 25 transportation agency professionals representing all transportation modes (the Long-range Plan Technical Committee) comprised the first issue framing session. The second issue framing session consisted of approximately 40 participants (both in-government and outside government), including a wide range of transportation stakeholders, such as planners, developers, engineers, environmental advocates, and advocates for the disabled. To begin, each participant in each issue framing session was asked to record three or four answers to this question: *How can Virginia create a world class transportation system?* Then, the participants themselves grouped the comments according to their similarity to an underlying theme. After the comments were grouped together, participants named the categories. The first issue framing session with transportation professionals

resulted in five categories: (1) Provide Adequate Funding; (2) Keep Us Safe and Secure; (3) Preserve Our Quality of Life; (4) Have Greater Mobility and Access; and (5) Bring About Institutional Change. The second issue framing also resulted in five categories: (1) Choices/Alternatives; (2) Policy or Process; (3) Funding/Financing; (4) Access Efficiency; and (5) Linkage and Safety. The agenda used for the issue framing sessions as well as the matrixes used for grouping comments can be found in Appendix A.

Discussion Guide

Next, the VT team considered the categorized comments of the two issue framing sessions alongside the categorized comments from the Phase 1 Discussion Group Meetings. Through multiple group meetings, the team reached consensus on what were the underlying themes of all the categorized comments. The themes were combined into three basic approaches for the future of transportation in Virginia: (1) Build and Maintain Roads; (2) Preserve and Protect the Cultural and Natural Environment; and (3) Improve Mobility and Access for People and Goods. The three approaches form the nucleus of the 15-page issue booklet, *Transportation for the Future: A Discussion Guide* which was used as the basis for deliberation during the citizen forums.

For each approach: the essence of the approach is described; the pros and cons of each approach are given; and the trade-offs for accepting one approach over another are identified. The guide also contains a discussion of what is meant by developing a long-range transportation vision, describes the deliberative process,

and gives a description of Virginia's current transportation systems. A copy of the discussion guide can be found in Appendix C.

Deliberative Forums Overview

Forums were held in multiple locations across the Commonwealth with an effort to capture the perspectives from diverse regions, such as urban and rural, small town and city, as well as from Southwest, Central, Tidewater, and Northern Virginia regions. The following sites were chosen: Arlington, Big Stone Gap, Danville, Lynchburg, Newport News, Richmond, Winchester, and Wytheville.

As discussed in VT's Final Report 2003, participants were chosen using a non-random snowball sample. Beginning with a group of civic/non-profit organizations obtained from local chambers of commerce, the team purposefully contacted citizens with differing interests in transportation planning. When inviting members of a particular civic or non-profit group, the team asked for individuals in that group who might be in the best position to participate in a forum on the future of Virginia's transportation system. The team then invited those additional individuals and continued in the same way until achieving attendance for that group. Given the short timeframe for the forums, the research team felt this was a good method for gathering different viewpoints in an area, particularly those of the local public interest, the social service communities and of the transportation disadvantaged.

At the forums, light snacks (usually cookies and soft drinks and water) were provided. The team was dressed business casual and the atmosphere was congenial and relaxed. There were minimally three team members present at each forum, though usually there were four or more. In the more rural areas, participants

were more likely to be acquainted, but overall, they were unfamiliar with each other and with the members of the Virginia Tech team.

Prior to conducting a forum, each moderator was trained. Most senior members of the team had received training from the Kettering Institute. All members were given training materials on moderating and conducting forums. Those with the least experience assisted with at least two forums before conducting one. The moderator-training material which details the steps in moderating a forum and the agenda each forum followed can be found in Appendix C and D respectively.

In addition to deliberating about a community vision, participants were asked to complete pre- and post-forum surveys. The objective of the surveys was to gauge citizens' opinions on transportation and to see in what ways, if any, the dialogue in the forums caused changes in participants' perspectives. The format of the pre- and post-forum surveys is used by the Kettering foundation in their work on multiple issues.

The surveys were constructed to mirror VDOT's surveys used in Phase 1. (VDOT had conducted three surveys from August 2002 to November 2002 with 32, 51, and 77 respondents, respectively). The VT team compiled and analyzed the data for each at VDOT's request. Our team found that VDOT's surveys, though meaningful, needed to be more structured so that more quantitative analysis could be accomplished. Thus, the team transformed most of the open-ended questions in the stakeholder analysis into either five- or ten-scale questions. Each question was constructed to understand the trade-offs between values and priorities of alternatives that were related to Virginia's future transportation. Having constructed the survey in

this manner, it was pre-tested with two classes of Wytheville High School Advanced Program students and at the Environment Virginia Conference, 2003. The Virginia Tech team then revised the questionnaire and distributed it at each forum. A copy of the survey forms can be found in Appendix E.

The survey results indicated that participants who had expressed extreme viewpoints about transportation responded more moderately after the dialogue session in which the participants heard and responded to other participants' points of view. Furthermore, participants tended to be more supportive of transportation generally and understood policy issues better. The VT Final Report states:

After the forums, the number of Don't Knows was substantially reduced (from 158 to 102); And, the number of extreme opinions such as "Strongly Disagree" or "Strongly Agree" dropped as well (respectively, from 155 to 134; from 257 to 228)... Two trends were identified. The first change is similar to "regression to the mean." Opinions moved toward middle ground opinions as opposed to extreme viewpoints. Thirty-two percent of opinion changes can be explained by this trend. The second trend was a tendency toward progressiveness, meaning participant's supported higher taxes, desired a more proactive role for the government, and understood the need for environmental protection. About half (47%) of the changed opinions showed this tendency.

Though de Leon and others will point to this as a success, which indeed in many ways it is, it is important to keep these results in perspective. According to the 2000 census, the Commonwealth of Virginia has a population of just over seven million. There were 163 citizen participants at the deliberative forums. It is unlikely that the moderation of about 2 percent of opinions will have much of an impact for Virginia as a whole. In fact, the impact may be negligible.

The Eight Deliberative Forums

In selecting the sites for the forums, an attempt was made to obtain representation from each region of Virginia. The discussion that follows describes the nature of each forum. The forums were conducted with the support of the 15-page issue booklet, *Transportation for the Future: A Discussion Guide* which included the three basic approaches for the future of transportation in Virginia: (1) Build and Maintain Roads; (2) Preserve and Protect the Cultural and Natural Environment; and (3) Improve Mobility and Access for People and Goods.

In order to identify the characteristics that citizens would like to see in a long-range vision statement, Virginia Tech asked participants in deliberative forums to say what their priorities were. In every forum, participants identified the issues of: congestion; accessibility; alternatives for the underserved and disabled; expanded opportunities for walking, biking and freight rail; and a desire for trustworthy decisions and performance.

To ensure quality deliberation, four pretest forums were conducted. Specifically, these pretest forums were to ascertain the following: that the discussion guide and survey wording was uniformly understood; participants were willingly to engage in discussion; and the moderators were adequately trained. The team invited citizens in two areas (Lynchburg and Big Stone Gap) to participate in a pre-test of the discussion guide. Two additional test forums were held with high school students in Wytheville. Once the four regional pretest forums were completed then five citizen deliberative forums were held in Richmond, Alexandria, Newport News,

Winchester, and Danville. The following is a discussion of the forums by location, including the pre-test forums, which comes from Virginia Tech's Final Report 2003.

Pre-Test Forums

VDOT District 3, Lynchburg Pre-Test
Lynchburg, VA is in Central



Figure 8: VDOT District 3

Virginia with a population of 65,269

(67% white) and a median age of 35

years (19% 62 years or older). The average per capita income is \$18,263 with 4% unemployment; 86% of the population earns less than \$75K/year; and 77% of the workforce commutes to work alone while 3% use public transit.

Lynchburg is located in the eastern foothills of the Blue Ridge Mountains. The area has an extensive history beginning with its founding on the James River in the 1760's by John Lynch as "Lynch's Ferry." Lynchburg was one of the earliest manufacturing cities in America and its economy is still based on the manufacturing companies located there including cellular communications, nuclear



Figure 9: Lynchburg (Detail)

energy, and machinery. This manufacturing and research orientation represents a shift from the mill-based economy of the past, which included foundries, shoes and

textiles. Education is well-represented with four area private colleges and a public community college.

Thirty-one citizens attended the Lynchburg forum. Dialogue was plentiful and productive due to the varied backgrounds of participants, including small-business owners, professors, local government, law enforcement, and chamber-of-commerce members. Discussion on the three approaches was balanced, with one overarching theme seen through all approaches: Participants felt a need for improved land-use planning in transportation projects note this is something different. It was felt that the lack of correlation between land-use controls and transportation is having a detrimental affect on the way communities develop.

After the discussion of approaches, participants described aspects of transportation they felt were common among all modes. One of the main points was that Approach III (Improved Accessibility) has to include aspects of Approach II (Preserve and Protect), and that Approach I (Build More Roads) is “not the future.” Another point addressed was that each approach might apply best to different regions throughout the State, that one size does not fit all. The need for regionalized transportation plans was stressed.

VDOT District 1, Big Stone Gap Pre-Test
Big Stone Gap, VA is in far

Southwest Virginia with a population of
4,856 (94% white) and a median age of 40
years (21% 62 years or older). The average



Figure 10: VDOT District 1

per capita income is \$13,284 with 2% unemployment; 93% earn less than \$50K/year; and 85% of the workforce commutes to work alone while less than 1% use public transit.

Big Stone Gap, established as a Town in 1891. It is nestled in the upper Powell Valley adjacent to the coalfields of Southwest Virginia. The "Gap" functions as a trade center for southwestern Virginia and northeast Tennessee. Development and jobs have long been major concerns of the populace.

Nine citizens attended the Big Stone Gap forum. Dialogue was plentiful and varied due to attendees' knowledge and willingness to participate.

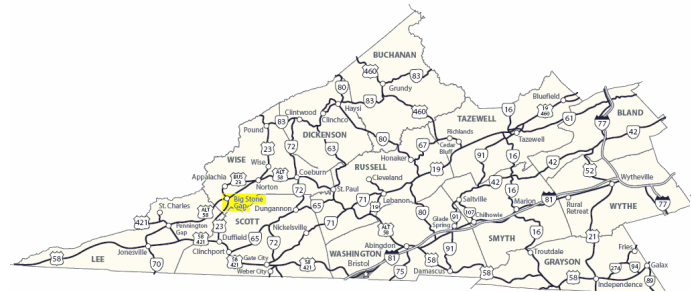


Figure 11: Big Stone Gap (Detail)

Comments on the three approaches were equally distributed; however, the importance of highway accessibility was of key concern and was the main theme discussed during the forum. Participants felt that, without improved accessibility to and from the region, economic development and growth would be hindered.

After the discussion of approaches, participants described aspects of transportation they felt were common among all modes. Of the many ideas brought up, two should be highlighted. The first was the need for the Commonwealth to work together with localities to simplify the procedures necessary to bring transportation projects to rural localities. Participants felt that the amount of "red tape" in the process hinders the ability to improve upon transportation options. The second was the need to integrate inter-modal options for improved accessibility in the current

transportation system. Participants felt that the whole transportation journey should be considered in the planning process, and from there, the gaps should be filled with alternative forms of transportation.

VDOT District 1, Wytheville Pre-Test
Wytheville, VA is in Southwest

Virginia (but in the northernmost part of
that region) with a population of 7,804

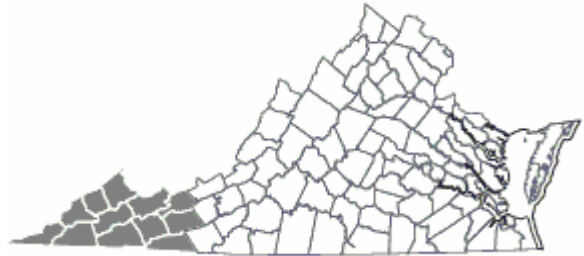


Figure 12: VDOT District 1

(91% white) and a median age of 44 years (26% 62 years or older). The average per capita income is \$20,233 with 3% unemployment; 88% earn less than \$75K/year; and 82% of the workforce commutes to work alone while less than 1% uses public transit.

Wytheville was founded in 1792 as Evansham. At the time, it was at the junction of two great western roads, the Ingles Ferry and the Peppers Ferry trails.

Over two hundred years

later, Wytheville still

serves as a convenient

transportation junction.

Today, two federal

highways, Interstates 77

and 81, cross there.

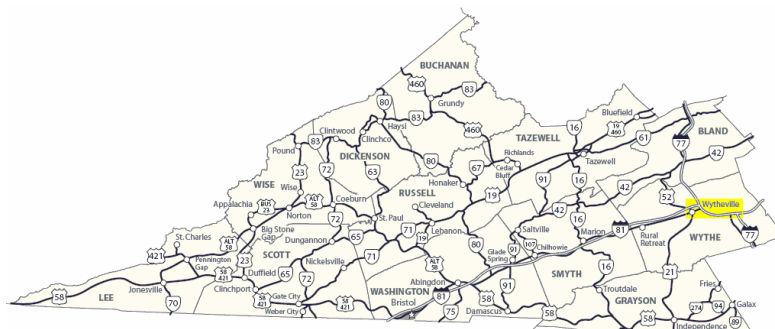


Figure 13: Wytheville (Detail)

Approximately sixty students attended the Wytheville forums. Because the forums are designed to provide citizens with an opportunity to create a community

vision for the future of the Commonwealth, the Virginia Tech team thought it was imperative to include a forum conducted specifically to get a youth perspective. Dialogue was abundant and creative due to the students' inquisitive natures. Interestingly, the main theme that quickly surfaced through discussion of the approaches was the need to maintain and improve upon the highways and other transportation systems Virginians currently have. The students felt that, in the Wytheville area, transportation was not a problem and intuitively felt that there was not a need for other transportation options.

Following discussion of the approaches, participants described tensions facing transportation officials throughout the state. Of the many ideas discussed, several stand out. First, students felt that Approaches I (Build More Roads) and II (Preserve and Protect) should be combined, as aspects of each were felt to be equally important to any future transportation planning. Second, students were skeptical about the success of past plans of long-range transportation. Students wondered if past plans accurately predicted future transportation patterns. Lastly, the students discussed the ability of the current highway infrastructure to continue to expand as more vehicles travel on it. Students stressed the need for continual maintenance and improvement of the transportation infrastructure we already have in place.

Deliberative Forums

Based on the observations of the previous test forums, five deliberative forums were scheduled, and the process was modified to include a ranking process in order to determine what citizens felt were key indicators or characteristics of an

ideal future transportation system in the Commonwealth. The process was added after the discussion of the approaches and participants were asked to order the pros, cons, and trade-offs participants they listed during the forums. This process was added to get to the underlying features of an ideal transportation system.

VDOT District 4, Richmond

Richmond, VA is in East Central

Virginia with a population of 197,790 (38%

white) and a median age of 34 years (15% 62

years or older). The average per capita income

is \$20,337 with 5% unemployment; 61% earn between \$15-75K/year; and 71% of the workforce commutes to work alone while 8% use public transit.

Richmond was founded in 1607 by Captains Christopher Newport and John Smith. Richmond is so named because the bend in the James River is similar to that of the Thames in Richmond, England. Richmond was the second successful English settlement, the site of Patrick Henry's famous "Give me liberty or give me death" speech and the former capital of the Confederacy. Richmond is, of course, the state capital and is strategically

located to be a manufacturing and transportation hub. It is located at the junction of I-95 and I-64, and is within two hours' drive of the Atlantic Ocean, the Blue Ridge



Figure 14: VDOT District 4

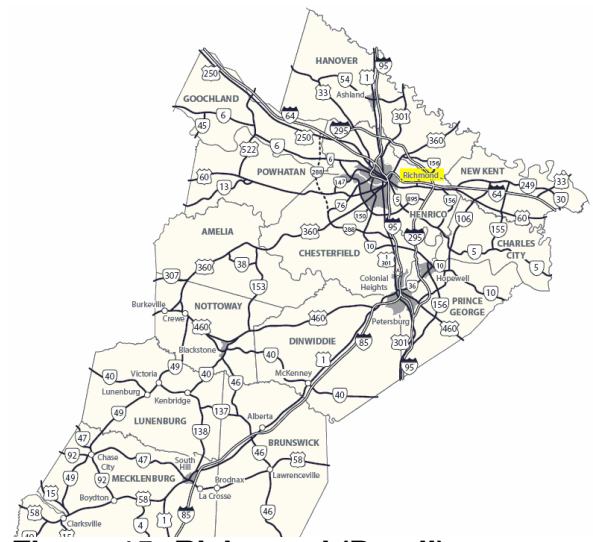


Figure 15: Richmond (Detail)

Mountains and Washington D.C. Richmond is also within a half a day's drive of more than half the U.S. population.

Thirteen citizens attended the Richmond area forum. Participants represented groups and organizations from the non-profit sector, educational system, and private business. Dialogue was not hard to facilitate and attendees were quick to speak their mind on the three approaches discussed during the forum. The group was quick to weigh the costs and benefits of each approach. Approach I (Build More Roads) was deemed old-fashioned and not able to keep up with the transportation needs of our changing times. Approach II (Protect and Preserve) had a balanced amount of pros and cons and was seen as the most balanced of the three approaches. Participants were interested in what Approach III (Improved Accessibility) suggested, but did not believe it was a realistic or viable choice.

As the forum proceeded, several themes emerged. The clearest theme was related to trust. The group overwhelmingly supported increased taxes for improved transportation options, yet rejected the idea unless taxes for transportation were guaranteed to be spent on transportation (a concern that later became center of a legislative battle and pro-longed budget stalemate in the state legislature).

Participants wanted to improve the accountability and trust of state decision-makers (including legislators and other elected officials) when it came to transportation taxation and spending. The other theme was the need for more long-term solutions when it came to transportation problem solving, participants felt that although the long-term solutions might initially be more expensive, long-term planning would show savings in convenience and money in the future.

After discussion of the approaches, facilitators then asked participants to list indicators they felt were most desirable for Virginia's future transportation decisions and mark what they felt were the top five. Several were ranked highest (7 marks), including the need to improve government funding for rail infrastructure; developing better ways to include bike and pedestrian trails in transportation planning; better understanding the impact of transportation systems on land use patterns; and the need for improved economic incentives for mixed use development. Other top indicators among attendees (5-6 marks) included the following: participants were willing to pay more taxes for better transportation options; the need for better long-term transportation solutions and problem solving; and the need to improve trust and accountability when it came to transportation spending.

VDOT District 5, Newport News
Newport News, VA is in Southeast Virginia

with a population of 180,150 (54% white)

and a median age of 32 years (12% 62

years or older). The average per capita

income is \$17,843 with 3% unemployment; 68% earn between \$15-75K/year; and

79% of the workforce commutes to work alone while 3% use public transit.

The City of Newport News is located where the James River meets the Chesapeake Bay. The City runs approximately 25 miles along the James River and the Hampton Roads Harbor. The Newport News community is one of diverse trades including shipbuilding, technological research and international commerce.



Figure 16: VDOT District 5

Newport News was named for Christopher Newport, captain of the Susan Constant, the lead ship of the three ship fleet that carried the Jamestown settlers to the new world in 1607. Since the turn of the 19th century, Newport News has been known as the provider of the nation's finest, technologically advanced military ships. In more recent years, Newport News has also become a center for

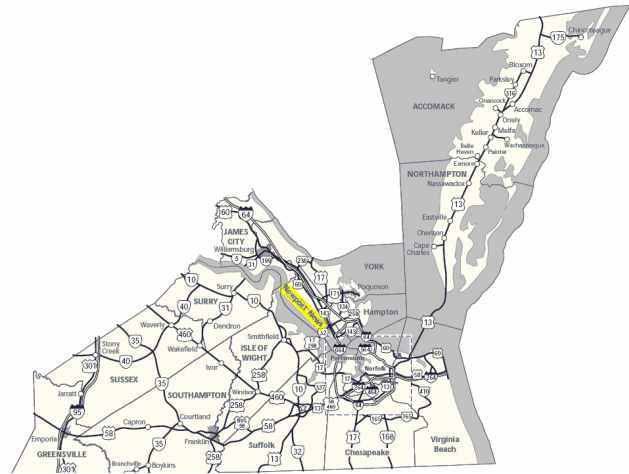


Figure 17: Newport News (Detail)

international commerce, research and technology. The economy is strengthened by a strong military presence in Hampton Roads.

Fourteen participants attended the Newport News forum. Attendees ranged from city planners, administrators, and executives to teachers, disability advocacy supporters and small business owners. Participants quickly began discussing the pros and cons of each approach. Aspects of Approach I (Build More Roads) were seen as important, but this approach was not seen as a total answer for various reasons, ranging from funding to safety to accountability concerns. Approach II (Protect and Preserve) was a clear favorite of participants due to anticipated improvements in land use planning coordination it would bring to the crowded peninsula region. Approach III (Improved Access) was received with hopeful skepticism. Participants believed it was a good idea yet were unsure if people would be willing to give up their cars for other transportation options. In addition, improving planning functions between the peninsula's governments was specifically raised.

Two main themes emerged during the forum. The first was the need for regional multimodal planning. The peninsula has several city and county governments that operate independently, which limits transportation planning and service delivery across boundaries. The second theme was the need to better involve the public in the transportation planning process, because it was felt the list of eligible stakeholders should be expanded in order to gather greater citizen input.

Toward the end of the forum, participants listed indicators they felt were desirable for Virginia's future transportation decisions and marked what they felt were the top five. Ranked highest (7 marks) was the need to have transportation planning processes more open to the public. Participants wished that the range of eligible stakeholders would be expanded because it was felt the public voice was not being adequately addressed. Participants also felt major education issues about transportation policies and practices needed to be addressed (6 marks). Public relations campaigns that stress the affordability, safety, and convenience of transportation alternatives were needed to persuade citizens to drive less. Other top indicators (3-4 marks) from attendees included the need for improving the land use planning relationship for rail and other transportation options, the need for a series of regional and interlocking transportation plans for the State, possible incentives for using alternative transportation, the need for maintaining the current transportation infrastructure, and finally, the need for strategic planning with incremental steps to achieve long term transportation goals.

VDOT District 9, Arlington

Arlington, VA is in Northern Virginia with a population of 189,453 (69% white) and a median age of 34 years (20% 62 years or older). The average per capita

income is \$37,706 with 2% unemployment; 65% earn between \$35-150K/year; and 55% of the workforce commutes to work alone while 23% use public transit.

Arlington is an urban county of about 26 square miles located directly across the Potomac River from Washington DC. Originally part of the area surveyed for the nation's capital, the portion on the west bank of the Potomac River was returned to the Commonwealth of Virginia by the U.S. Congress in 1846. This area was known as Alexandria City and Alexandria County until 1920 when the county portion was renamed Arlington County. Arlington is home to the Pentagon and Arlington National Cemetery.

Eleven participants attended the Arlington forum. Discussion was pertinent and varied due to the level of knowledge attendees had on transportation issues. Many participants represented civic and/or neighborhood associations. One represented an organization dedicated to addressing issues of the disabled. This citizen had first-



Figure 18: VDOT District 9

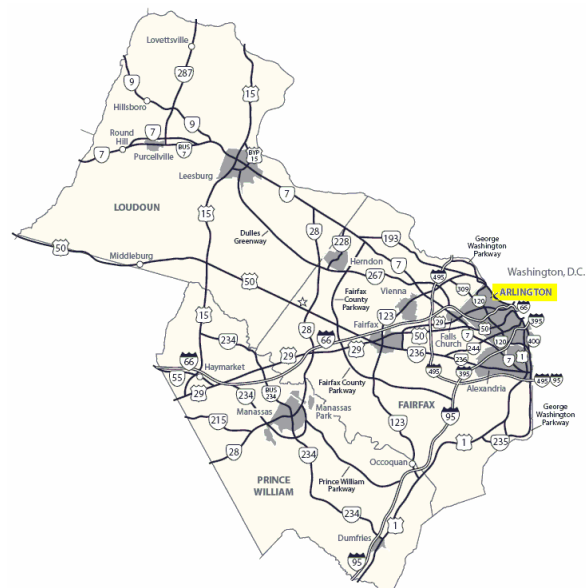


Figure 19: Arlington (Detail)

hand knowledge of the challenges faced by those who work but were unable to drive due to a disability. At least two participants were avid recreational bicyclists and a number of participants had walked or biked to the meeting.

As the meeting started, around 4:35 p.m., fewer than half of the eventual participants had arrived. During the introduction, the building's fire alarm sounded, and attendees were forced to evacuate and walk at least one block away from the building. Rather than detracting from the quality of the discourse, this disruption may have actually improved it.

Back in the meeting room, discussion was lively and constant. All participants spoke at least once and most were completely engaged, speaking often. As the comments below reveal, the discussion focused primarily on the desire of this group to see transportation planning begin with consideration of the overall health of the community. Participants were quick to embrace many aspects of Approach II (Protect and Preserve) and equally quick to dismiss Approach I (Build More Roads) as unworkable. Consistent with Approach II, the main theme throughout the forum was the need to improve and reevaluate local land use practices within the context of transportation planning. Participants felt that current land-use patterns encouraged sprawl and that the Commonwealth should be more consistent with smart growth practices.

Agreement appeared to be strong and evenly shared as participants discussed their desire to see effective mass transportation systems. Desire for better mass transit seemed to be grounded in the assumptions that it would (1) reduce traffic congestion, (2) improve air quality and community aesthetics, (3)

increase the physical activity of citizens, thereby improving physical health, and (4) contribute to the civic capital of communities, improving social and emotional health. Additionally, there was significant discussion concerning the need to ensure that the transportation system provided for the needs of those who do not or cannot drive.

After discussion of the approaches, participants listed elements they felt would be indicative of an ideal transportation system and then marked what they felt were the top three elements. Ranked highest (8 marks) was the need to first start with land-use planning in cities and towns. Participants felt that this localized planning was needed to ensure transportation plans would fit within the communities they inhabit. Participants also felt that transportation systems should be accessible to everyone and that this should be considered from the beginning (6 marks). The need for the Commonwealth to have an inter-modal and truly multimodal transportation system was also stressed (both 5 marks). Without such a system, participants questioned whether the Commonwealth would meet citizens' future transportation needs.

VDOT District 8, Winchester
Winchester, VA is in Northwest
Virginia with a population of
23,585 (82% white) and a
median age of 35 years (17% 62



Figure 20: VDOT District 8

years or older). The average per capita income is \$20,500 with 3% unemployment; 62% earn between \$15-75K/year; and 72% of the workforce commutes to work alone while 2% use public transit.

Winchester, founded in 1744, is the oldest Virginia city west of the Blue Ridge Mountains. Located at the northern entrance of the Shenandoah Valley, the City encompasses 9.3 square miles and

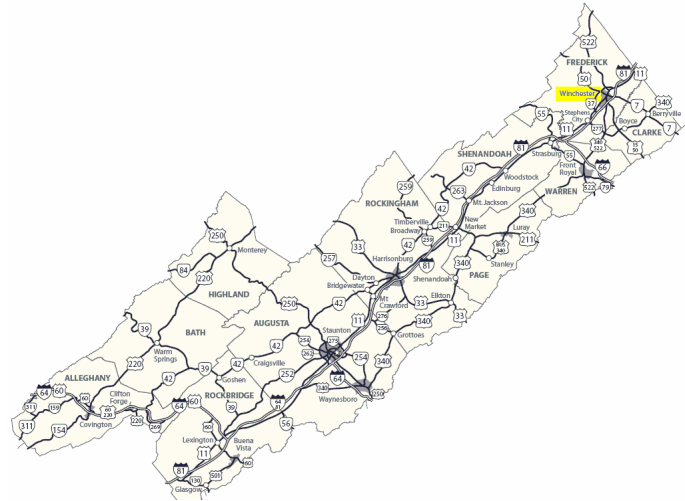


Figure 21: Winchester (Detail)

is the medical, industrial, commercial and agricultural center for the surrounding areas. Winchester is rich in history and historical sites from both the American Revolution and the Civil War, but perhaps is best known for one of its major items of commerce—the apple. The city has an Apple Blossom Festival every May and is nicknamed the Apple Capital of the World.

The Winchester forum was one of the larger forums with more than twenty participants. The dialogue was varied and beneficial as a result of the broad range of interests and professions of the participants. For example, one participant is responsible for providing transportation for terminally ill patients, another owned a local Bed & Breakfast and another is a local artist. Comments around the three approaches were balanced. Yet, one theme seemed to be especially important to the group. Most of the participants preferred their habit of driving cars to a possible

adoption of public transit and they were willing to pay more taxes to keep their well-established mobility.

After the dialogue, participants listed the characteristics they felt were most desirable for Virginia's transportation system of the future and then all marked what they thought were the top three. Ranked highest (5 marks) was the participants' concern for less expensive, as well as more responsive, transportation planning, which was followed by the uncompromising hope for better safety and the integration of land use and transportation planning (4 marks each). A keen interest in keeping their mobility and quality of life (3 marks, respectively) followed. Forum attendees felt transportation planning needed to allow for more regional demands (1 mark). Finally, it was noted that better long-range planning was necessary (1 mark).

VDOT District 3, Danville

Danville, VA is in South Central

Virginia (called Southside) with a

population of 48,411 (54% white)

and a median age of 41 years (22%

62 years or older). The per capita income is \$17,151 with 6% unemployment; 90% earn less than \$75K/year; and 80% of the workforce commutes to work alone while 2% use public transit.

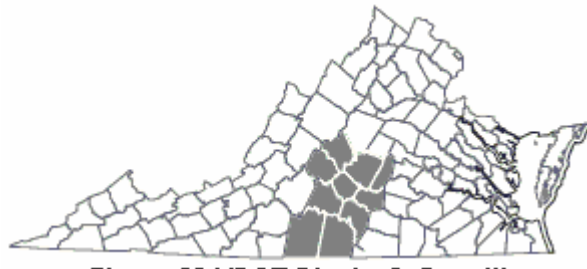


Figure 22: VDOT District 3

Danville is located in the foothills of the Blue Ridge Mountains in the Piedmont region of Virginia. The Dan River flows through the city dividing the 43.9 square miles within the city limits. An average of 1.6 billion gallons of water per day

makes the journey from the Blue Ridge Mountains to the Albemarle Sound. Danville and the region have been hard-hit by plant closure (particularly in the textile industry) and recruiting industry and jobs to the area has been a constant and serious concern.

The Danville forum was the smallest forum, with less than ten participants. However, the dialogue was rich and diverse as

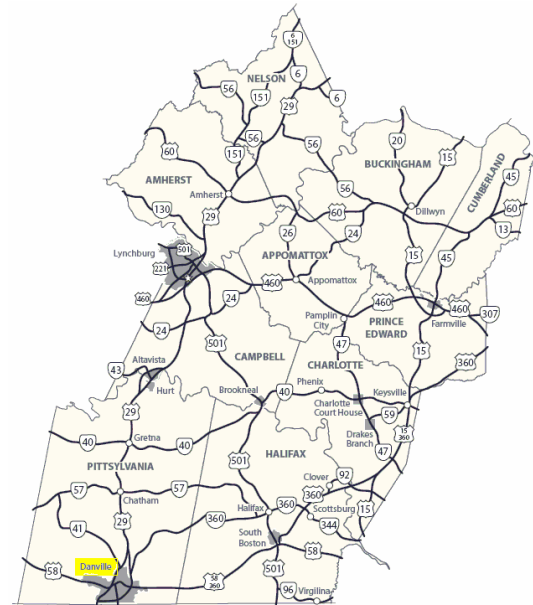


Figure 23: Danville (Detail)

participants' professions and interests ranged from being responsible for transportation planning and implementation of busing for special needs to those who did not know the issues surrounding transportation. Comments around the three approaches were balanced. Two themes seemed to be especially important to the group. One was the need for transportation to support economic development in Southside Virginia, an area that has suffered several economic setbacks. The second was the need for flexibility internal to the system, for example, having smaller buses that could be on a more flexible schedule, and the need for more flexibility in statewide transportation funding to take into account the size and density of localities.

After a spirited dialogue, participants listed the characteristics they felt were most desirable for Virginia's transportation system of the future and marked what they thought were the top three. Ranked highest (5 marks) was recognizing the correlation between economic development and transportation planning, followed by

maintaining flexibility for different areas or local variation (4 marks). The desire for more local control of transportation was expressed.

Forum attendees felt government needed to become cost effective before they were willing to trade off the flexibility of personal automobiles, but were willing to pay more taxes for transportation that could benefit the economic development of the area (2 marks each). They wanted uniform support for transportation planning from elected officials and did not want to see anyone left out of the planning process (1 mark each). Finally, it was noted that transportation performance needed to be built into funding transit systems because state funding is built on operation costs, not performance (1 mark).

Analysis of Forum Comments

In order to assess the participant comments, each statement was coded and transferred to a qualitative research program, N5 (QSR International Proprietary Limited, September 2000). To ensure inter-coder reliability, each set of forum comments was coded by one team member and then checked by another. Comments were coded as to the type of comment and for the theme (characteristics) the comment represented. A total of one thousand fourteen comments (1,014) were recorded from approximately 160 participants.

Types of Comments

Comments were coded by location, by type (Keyword, Pro or Con Comment, and Trade-Offs for Approach I, II, or III), and for a comment made to identify common ground, characteristics for the future, or about a specific mode.

Comments on the Approaches

As discussed in VT's Final Report 2003, participants were asked to summarize what they thought were the main ideas or keywords for each approach, what they saw as the main advantages (pro) or disadvantages (con) of that approach, and what the trade-offs would be for taking that approach. When asked what they saw as the main advantages or disadvantages of an approach, participants were asked to respond to what they believed those were, but they did not necessarily have to hold that opinion themselves. In other words, the comments concerning advantages, disadvantages, and trade-offs reflect how the respondents understood these approaches, not necessarily what they themselves believed.

For Approach I, Build More Roads, participants noted that arguments in favor of the approach would include the contribution of roads to economic development, the investment already made, and the importance of roads for personal freedom. Comments in opposition included the lack of transportation alternatives, the number of citizens left out (e.g., disabled, elderly, young), and congestion. The trade-off for this approach was seen primarily as environmental quality, urban sprawl, and higher personal transportation costs.

In support of Approach II, Preserve and Protect Virginia's Natural and Cultural Resources, the most frequent comments centered on the benefits of planned growth, tourism, and alternative transportation modes. Participants in opposition noted that Virginians would not like to give up their cars, that environmental standards are too complicated and slow down projects, and that there is a risk of extremism. The trade-offs were seen as trying to balance the environment versus

loss of freedom, property values, and increased taxes to pay for alternative transportation.

Finally, Approach III, Improve Mobility and Access for People and Goods, had comments in support, such as that this approach would be comprehensive, would increase equity, and would be driven more by the needs of all. In opposition, this approach seemed to be too idealistic, would have political obstacles, and would be costly in the short run to change the delivery transportation services. Trade-offs would include long-run benefits versus short run costs, tax raises, and the costs of getting political and organizational units to agree.

Comments on Themes or Characteristics

The ideas that the participants felt were most important for Virginians to consider in planning for the future can be derived from filtering the information from the forums three different ways. The first is the categorization of all the comments by theme. The second is how the themes ranked by location. The third is the ranking that participants gave to the ideas in the forum in answer to the question “What do you think are the most important characteristics to consider for the future of transportation?”

Table 5 clarifies what kinds of comments were categorized under each theme. Thirteen themes were identified by the VT research team and then all comments received were sorted into one theme or another. In this way, the research team was able to compare the number of comments, both by locality and collectively, surrounding particular issues or themes.

Table 5: Kinds of Comments Sorted per Theme
Planning: The planning theme includes comments on land-use, strategic and long-range plans, coordination, smart growth, and geographic sensitivity.
Mobility: The mobility theme includes comments on congestion, accessibility, convenience, underserved and disabled citizens, social justice issues, access to employment, flexibility and freight.
Overall Health of the Community: The health of the community theme includes comments on biking and pedestrian paths and concern for the environment.
Funding: The funding theme includes comments on taxes, user fees, and other means to finance transportation alternatives and improve the system. However, this also reflects the need for an assurance that the money would be spent for priorities such as travel accessibility and system improvements. Comments also included the distribution of funds, the funding supply, and issues of equity.
Safety: Any comments about the safety of the current transportation system, as well as future projects are included in the safety theme.
Modal: The modal theme includes comments centering on inter-modal and multimodal connections, more choices, appropriate linkages, support for rail and air services.
Trust: The trust theme includes comments about accountability, realistic planning, efficiency, and political support.
Implementation: The implementation theme includes comments on project speed and delivery, organizational management and collaboration, government regulations, cost effectiveness, and delegation of authority/decision making.
Economic Development: The economic development theme includes comments on nodal development, density, accessible resources and labor, and planning coordination.
Education: The education theme includes comments concerning citizen and decision-maker education.
Environment: The environment theme includes comments on cost of protection or no protection, air quality, open spaces, and cultural and natural resources.
Maintenance: Any comments about maintaining the current transportation system are included in the maintenance theme.
Technology: Any comments about technology or research and development are included in the technology theme.

Out of the 881 comments coded by theme, the most common pertained to planning, mobility, funding, multimodal and overall community health (8.4% - 18%). Other categories that received from 4 to 5 percent are education, trust, environment, and economic development. A lower number of comments from 2.5 percent to 1.4 percent were recorded for maintenance, incentives, safety, technology, and other.

One other way to look at these themes is to note how they are dispersed among the different forums. Table 6 displays the total number and percent of comments by theme and location. The top three themes for each location and for the Commonwealth as a whole are highlighted. Interesting representations include the

level of importance of planning and mobility in all of the locations. Funding and the overall health of the community were also concerns throughout the Commonwealth getting a high number of comments in three of the forums. Themes garnering little attention in the forums included safety and technology.

Locality differences of note include the overall importance modal choices in Danville and the amount of comments concerning implementation in Big Stone Gap and Danville. Richmond had almost as many comments on funding as on mobility and implementation.

Table 6: Percent and Number of Themes by Location

	Arlington	Big Stone Gap	Danville	Lynchburg	Newport News	Richmond	Winchester	Wytheville	Total
Planning	9.9% n=13	16% n=31	24% n=31	17% n=25	16% n=19	13% n=18	19% n=16	9.2% n=7	18% n=160
Mobility	18% n=24	18% n=34	16% n=21	16% n=23	9.8% n=12	15% n=20	14% n=12	17% n=13	18% n=159
Funding	6.1% n=8	10% n=19	6.9% n=9	9.7% n=14	11% n=13	15% n=21	9.6% n=8	1.3% n=1	10.6% n=93
Modal	6.1% n=8	7.9% n=15	8.4% n=11	8.3% n=12	6.6% n=8	11% n=15	2.4% n=2	5.3% n=4	8.5% n=75
Overall Health of Community	11% n=15	5.3% n=10	7.6% n=10	12% n=17	4.1% n=5	6.6% n=9	8.4% n=7	7.3% n=6	8.4% n=74
Implementation	0	11% n=20	8.4% n=11	4.1% n=6	4.1% n=5	1.5% n=2	8.4% n=7	0	5.9% n=51
Trust	0.76% n=1	9.0% n=17	6.9% n=9	3.4% n=5	3.3% n=4	5.8% n=8	6.0% n=5	0	5.7% n=50
Education	0	3.2% n=6	7.6% n=10	6.9% n=10	8.2% n=10	5.8% n=8	3.6% n=3	3.9% n=3	5.2% n=46
Environment	5.3% n=7	5.8% n=11	3.8% n=5	6.2% n=9	3.3% n=4	3.6% n=5	6.0% n=5	0	4.8% n=42
Economic Development	0.76% n=1	7.9% n=15	6.9% n=9	6.9% n=10	0.82% n=1	0.73% n=1	4.8% n=4	1.3% n=1	4.8% n=42
Maintenance	1.5% n=2	3.7% n=7	1.5% n=2	2.1% n=3	4.9% n=6	0	1.2% n=1	3.9% n=3	2.7% n=24
Incentives	0	0.53% n=1	1.5% n=2	0.69% n=1	5.7% n=7	5.1% n=7	2.4% n=2	2.6% n=2	2.5% n=22
Safety	1.5% n=2	0	3.8% n=5	0	4.1% n=5	1.5% n=2	2.4% n=2	3.9% n=3	1.9% n=17
Other	6.9% n=9	0.53% n=1	0	0.69% n=1	0.82% n=1	0	0	2.6% n=2	1.4% n=14
Technology	0	2.6% n=5	0	1.4% n=2	2.5% n=3	0	2.4% n=2	0	1.6% n=12
Total**	n=131	n=189	n=131	n=145	n=122	n=137	n=83	n=76	100% n=881

Therefore, while there seems to be some statewide consensus as to the importance of planning and mobility, there are also differing issues of concern by locality and indicate the Commonwealth should consider not only the overarching needs of the state but also be sensitive to the regional differences that are apparent and illustrated in Table 6.

Priorities

Another categorization of the information is from the priorities that participants set in the forums. In five of the forums, participants were asked to mark three to five of the most important comments from all those listed on flip chart paper around the room. This exercise yielded the number of marks that participants gave to different ideas *generated in the forums*. When the marks were summarized, the following priorities were revealed. Overwhelmingly, the most important issues at all five forums were:

- A need for a better planning process
- The improvement of the speed and cost effectiveness of the process,
- The coordination of transportation planning with land use planning and economic development
- Making the process more open to the public.

Additionally, the following issues were identified in all five forums though not necessarily ranked as most important:

- The need to consider a better mix of modes and better coordination among the modes for travel in Virginia.
- Accessibility for all
- Plans with flexibility and incentives to accomplish goals

Evaluating the Citizen Deliberative Forums

To evaluate the citizen outreach activities, this dissertation poses two questions that were also a part of the legal requirements the agency is expected meet: Was the citizen involvement reasonable? Was it meaningful?

Reasonableness

The term “reasonableness” is used because it is specified in the law⁴². The Inter-modal Surface Transportation Equity Act and the Transportation Equity Act for the 21st century - the two previous transportation bills -stated: "(i)n developing the long-range transportation plan, the State shall:

1. Provide citizens, affected public agencies, representatives of transportation agency employees, freight shippers, private providers of transportation, representatives of users of public transit, providers of freight transportation services, and other interested parties with a reasonable opportunity to comment on the proposed plan."

The new legislation, the Safe Accountable Flexible Efficient Transportation Equity Act – A Legacy for Users (SAFETEA-LU) added:

To enhance the public participation process, the State should: conduct public meetings at convenient and accessible locations at convenient times; employ visualization techniques to describe plans; and make public information available in an electronically accessible format, such as the Web.

If the outreach activities meet these legislative qualifications, for the purpose of this research, they will be considered reasonable. The agency determined that the forums were “reasonable” because they were held at times and places which the agency felt would have to be judged at least somewhat convenient and accessible;

⁴² A detailed discussion of the definition and reasoning for use of these terms can be found in Chapter 3.

they employed visualization techniques; and they also provided information electronically. The following table lists each requirement and discusses degree of fulfilled for each.

Table 7: Citizen Outreach Reasonableness	
SAFETEA-LU Requirements	Forums
Convenient and Accessible	Somewhat – Though the forums were held during business hours; plenty of notice was provided. The forums were held throughout the Commonwealth
Employ Visualization Techniques	Yes – A discussion guide was provided; comments were recorded on a large flip chart and posted around the room
Information Available in Electronically	Yes – The Policy Guide, Discussion Guide and Final Report are all available

Meaningfulness

To operationalize “meaningful” this dissertation uses the FHWA best practices and a participation representativeness table. The FHWA best practices are important in this analysis as the Federal Highway Administration is the lead organization responsible for signing off on a state’s long-range plan. Satisfying these recommendations is important to the agency’s efforts to receive federal approval.

FHWA notes that public participation activities should:

- offer the widest possible participation
- be Democratic in their search for disparate opinions
- directly involves a cross-section of constituents
- look for common ground
- include Quality of Life Issues and
- help formulate policy direction.

If the outreach activities followed these recommendations, they will be considered to meet the first burden of meaningful. It was determined the forums fully

conformed to four of the six recommendations. The forums were “democratic in their search for disparate opinions”; they “directly involved a cross-section of constituents;” they “looked for common ground” (indeed that is a main tenant of deliberation); and “quality of life issues were included.” Two additional best practice recommendations were partially met. They offered “wide participation possibilities” in the sense that forums were held throughout the commonwealth, but the small number of citizens involved overall limits the degree to which it meets FHWA’s recommendation of “widest possible participation;” also, the comments received from the forums certainly “helped formulate policy direction” as we will see in the discussion of the participation outcomes. But a more meaningful evaluation of “helped formulate policy direction” than can be achieved based on the vision statement is not available at this time. It is, however, something that should be pursued in future research.

Thus, it would seem, that although there is room to interpret the effort in citizen participation in different ways it is fair to say that Virginia’s effort in this regard met the legal burden for “meaningfulness.” The following table lists each recommendation and discuss why it was determined the citizen deliberative forms at least partially conformed to each.

Table 8: Citizen Deliberative Forums Fulfillment of FHWA Best Practices		
FHWA Guidelines	Did the forums meet the guideline?	Analysis
Offers the widest possible participation for developing a long-range plan	Somewhat	The citizen forums were held throughout the Commonwealth so there was regional representation but the small number of citizens involved limits the assessment of widest possible participation.
Democratic in its search for disparate opinions from all stakeholders	Yes	The citizens involved were specifically targeted by membership and association to ensure a broad spectrum of views.
Directly involves a cross-section of constituents in setting a long term policy agenda	Yes	The forums were held in different regions of the Commonwealth and were attended by citizens of different ages, races, genders.
Looks for common ground among participants in exploring and advocating strategies for the future	Yes	One of the main assets of deliberation is the ability to find common ground concerning the alternate approaches.
Brings in often-overlooked issues about quality of life	Yes	Quality of life was discussed and comments were recorded concerning the quality of life in every forum.
Helps formulate policy direction on public investments and government programs	Somewhat	The comments received from the forums can be seen in the Commonwealth's vision. However, deeper policy directions and any affect on government programs is difficult to tell at this time.

This dissertation also uses a public participation representativeness table developed by David Moynihan. This table represents the dual goals of representative and full participation drawing from fairly well established standards and models in the public participation literature. The typology considers the public in terms of their involvement and impact in setting public decisions. Moving left to right increases the *range* of participation and moving top to bottom increases the *level* of participation. The top left-hand box portrays participation as symbolic and restricted to a handful of citizens. The bottom right-hand box presents the fulfillment of the dual goals of participation.

Thus, by the literature standard this dissertation finds the “participation” broad due to the deliberation and sampling methods used. However, the level participation can only be determined as partial due to the limited number of people involved, meaning most citizens did not have an opportunity to participate. Because deliberation requires the participants to struggle with the hard choices that transportation decisions entail, consider the pros and cons of different policy options, and make tough choices about the direction of the Commonwealth through reasoning and talking together, the participation is considered broad. Therefore, this dissertation considers the second burden of meaningfulness to be met as well.

Table 9: Representativeness		
Level	Narrow	Broad
<i>Pseudo</i>		
<i>Partial</i>	Citizen Deliberative Forums: Level of Participation	
<i>Full</i>		Citizen Deliberative Forums: Range of Participation

*Modified: Original Table by Donald Moynihan March, 2004

The success of this full range of participation is seen in the following section which discusses how the vision statement was written by public officials, but done with definite awareness of the results of citizen participation.

The Degree to which the Comments were included in the Vision Statement

So, if the citizen deliberative forums met the legal burden of “reasonable and meaningful,” what impact did they have on the final vision? Were the comments incorporated into Virginia’s vision statement? According to participants’ comments the vision should highlight economic development, inter-modal connectivity, environmental quality, accessibility for people and freight, and transportation safety.

The result should be an interconnected transportation system among the different modes, which will have developed in cooperation with the needs and preferences of the public it serves. This vision should have clear objectives and goals⁴³.

The citizen comments show that participants favor much more attention to the overall results, including the environment, quality of life and land-use planning, of transportation planning in Virginia. Citizens were interested in planning processes being more attentive to coordination between land use planning, including using economic incentives for mixed use development, and transportation. They also favored a better approach to regional and strategic planning with attention to bringing the public into the process and yet making the process faster and less expensive.

Connectivity was also important, including an emphasis on exploring the use of more modes other than roads and particularly improving access to rail and bicycle and pedestrian modes. The quality of life focus included discussion of the use of incentives to reduce harmful environmental effects and the emphasis on land-use coordination.

Funding was mentioned in various ways by participants. At most of the forums, participants noted that they would be willing to pay more for transportation choices that they truly felt were more efficient, effective, and benefited their areas. Finally, accessibility and flexibility comments stressed the desire for a system that considered the requirements of all—handicapped, aging, and other diverse needs.

⁴³ This is the assessment of the Virginia tech team as found in the VT Final Report and is supported by the research in this dissertation.

The following table lists the VT recommendations about what the vision statement should include if it is to be reflective of the citizen comments received through the deliberative forums. These recommendations are juxtaposed with the actual language in the vision statement. From this table, we can see what was included in the vision statement and how. But, also, just as important, we can see what was left out.

Table 10: Forum Comments Reflected or Not Reflected in the Vision Statement	
Comments	Vision Statement Inclusion
Highlight Economic Development	Transportation improvements enhance economic opportunity
Planning Processes more attentive to coordination between land use planning including economic incentives for mixed use development	
Highlight Inter-modal Connectivity	Envision a multimodal transportation system
Highlight Environmental Quality	Transportation improvements protect the environment
Accessibility for People and Freight	
Transportation Safety	Travel for people and goods is safe
Interconnected Transportation System among modes	Travel for people and goods is uninterrupted
System Develops in coordination with needs and preferences of the public	Transportation improvements respect and reflect the varied needs of Virginia's diverse communities and regions; Transportation decisions are guided by sustained, informed involvement of Virginia's community leaders and citizens
Bring the public into the planning process	
Clear Objectives	
Clear Goals	
Planning Processes more attentive to coordination between land use planning including economic incentives for mixed use development	Transportation improvements protect the quality of life in Virginia's communities while enhancing economic opportunity
Planning Process should be faster and less expensive	
Improve access to other modes	Envision a transportation system that is seamless
Protect the quality of life through the use of incentives	
Desire for a transportation system that considers the requirements of all (handicapped/aging)	

Summary

This is *not* a vision created by a transportation planner or even a team of planners. The citizen forums added a number of points that such planners would have left out⁴⁴. This dissertation has illustrated that the deliberative citizen forums could fairly be said to have met the burdens of “reasonable and meaningful”. Additionally, we can clearly see much of the citizen comments are reflected in the Virginia’s vision. Thus, it is considered a community vision in the sense that it represents *new* knowledge (found only through the process of deliberation), *created* by a community (citizens of Virginia) through “democratic processes” (open forums). Additional observations about the outcomes of this outreach activity will be discussed in Chapter 8.

⁴⁴ This is illustrated by comparing the citizen comments for a vision statement to the draft vision statement crafted by the transportation professionals participating in the Phase 1 stakeholder group meetings which merely stated: *Build a world-class multimodal transportation system that sets the standard for the rest of the nation*

CHAPTER 6: Stakeholder Vision Sessions

Introduction

A different format was used by another consultant for VDOT, Cambridge Systematics. They conducted six VTrans2025 “vision” sessions throughout the Commonwealth in the summer of 2003. The information in this chapter comes from Cambridge Systematics *VTrans2025 Synthesis of Findings from Six Stakeholder Vision Sessions*. As illustrated by Figure 24, the sessions were held during Phase 2 of VTrans2025.

Figure 24: VTrans2025 Timeline (Modified)



Role of Stakeholder Sessions

The purpose of the sessions, which generally lasted half a day, was to discuss with *selected* regional and local leaders their long-range vision for transportation throughout the Commonwealth, and aspects of how that vision could be realized in future years. Twenty to 40 regional stakeholders representing a wide variety of interests and organizations in each region attended.

The stakeholder sessions were designed to compliment the citizen deliberative forums. Whereas the forums were open to the public, the stakeholder

sessions were by invitation only and participants were selected specifically for their knowledge of their communities and the Commonwealth. The session formats reflected this level of expected knowledge and, thus, limited background information was given. Worksheets were the basis for the meetings and the primary tool for data collection. The sessions were not as geared for deliberation as much as the forums. Instead, these sessions used directed discourse to gather the knowledge the stakeholders brought to meetings. However, just because the sessions were not intended for open deliberation does not mean they were the same kind of closed door meetings reflective of “old” visioning models. Instead, the sessions were key components in this new community visioning model with transportation professionals extensively and actively courting the “local” knowledge the stakeholders possessed.

Stakeholder Sessions Overview

According to the Cambridge Systematics Synthesis Report, the session locations and dates included: Richmond – July 8, 2003; Fredericksburg – July 9, 2003; Charlottesville – July 14, 2003; Northern Virginia – July 24, 2003; Hampton Roads – July 25, 2003; and Roanoke – August 27, 2003.

Each of the six regional sessions was introduced by the Honorable Whit Clement, Secretary of the Virginia Department of Transportation, or Mr. Ralph M. Davis, Deputy Secretary. These sessions were formal in nature. Most Cambridge team members as well as most participants were dressed in formal business attire. There were heavy hors d'oeuvres or a continental breakfast served prior to the start of each meeting. These meetings were usually held in hotel conference facilities or something similar. Participation was by invitation only. The bulk of participants

present were well acquainted with one another and with the VDOT staff though not with the Cambridge Systematic Team. Discussion was guided and limited by the handout format which participants were continually requested to refer to or to fill out. Each participant was provided with a folder which included a brochure about the VTrans2025 long-range plan; a stakeholder discussion exercises packet; and a stakeholder discussion vision and scenarios packet. A copy of these documents is available in Appendix F.

The discussions were organized around a presentation describing the transportation planning context in the Commonwealth, including facts and figures about the existing transportation network, socioeconomic trends in the Commonwealth, and new approaches and strategies in long-range, multimodal planning that are emerging elsewhere. Interwoven with the presentation were a series of questions and exercises that focused participant discussion on the following issues:

- Identification of the most important issues/problems in passenger and freight transportation in the respective regions;
- Relative importance of six VTrans2025 goals;
- The most urgent unmet needs in System Preservation, Operational Improvements, and/or Capacity Expansion;
- A preferred vision (from among four alternatives) for enhancing transportation and travel throughout the Commonwealth over the next 20 years and beyond;
- What changes in current state policies and procedures are most needed to pursue the vision effectively; and
- How to best measure the success of VTrans2025.

The Six Stakeholder Sessions

Participants in the vision sessions were asked to identify the top three issues or problems in passenger transportation in their respective regions. Additionally,

participants were asked to determine the relative importance of six goals⁴⁵ by assigning the goals points from a 100-point “budget.” The following is a summary of analysis of the issues by location.

VDOT District 4, Richmond

Richmond, VA is in East Central

Virginia with a population of 197,790

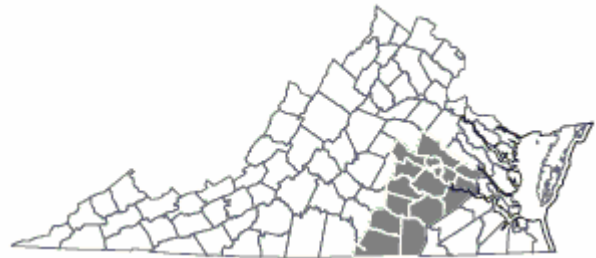


Figure 25: VDOT District 4

(38% white) and a median age of 34 years (15% 62 years or older). The average per capita income is \$20,337 with 5% unemployment; 61% earn between \$15-75K/year; and 71% of the workforce commutes to work alone while 8% use public transit.

The most important issue of concern by participants at the

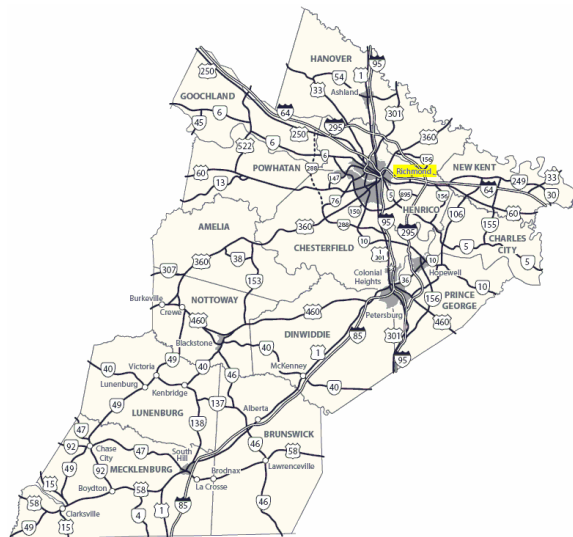


Figure 26 VDOT District 4, Richmond (Detail)

Richmond session was overwhelmingly resources, followed by inter-modalism.

Increased mobility through the integration of modes and multimodal networks were discussed as a surrogate for adding

Figure 26: Richmond (Detail)

capacity and was ranked highest among the six goals. However, most of the

⁴⁵ The six goals are: Safety/Security; System Management; Inter-modalism/Mobility; Economic Competitiveness; Quality of Life; and Program Delivery

congestion discussion was not focused on the Richmond area. Instead it was driven to some degree by overwhelming interest in the Northern Virginia area. These discussions focused primarily on adding capacity where congestion is most prominent. In relationship to the goals provided for discussion, inter-modalism search throughout dissertation and hyphenate and mobility were considered the most important while economic competitiveness was ranked second and safety and security were ranked third.

VDOT District 6, Fredericksburg

Fredericksburg, VA is in Eastern Virginia with a population of 19,279 (73% white) and a median age of 30 years (15% 62 years or older). The average per capita income is

\$21,527 with 6% unemployment; 63% earn between \$15-75K/year; and 71% of the workforce commutes to work alone while 4% use public transit.

Congestion and resources were the top issues of concern in the Fredericksburg session. As in Richmond, participants were more interested in increasing modal coordination and cooperation instead of just adding capacity. Economic competitiveness and program



Figure 27: VDOT District 6



Figure 28: Fredericksburg (Detail)

delivery tied for first in relative importance with system management ranking third relative to the goals provided in the exercises.

VDOT District 7, Charlottesville

Charlottesville, VA is in Central Virginia with a population of 45,049 (70% white) and a median age of 26 years (12% 62 years or older). The average

per capita income is \$16,973 with 2% unemployment; 61% earn between \$15-75K/year; and 60% of the workforce commutes to work alone while 5% use public transit.

Congestion and resources were top issues of concern in Charlottesville as well as Fredericksburg. Connectivity ranked highly as well. As for the goals, program delivery ranked first. There are a two interesting notes about the Charlottesville session. First, economic competitiveness did not rank as goal 1, 2, or 3. This is the only session that did not see economic competitiveness as a high priority. Also, there was an “uninvited” participant at this session.

The uninvited participant was not allowed to sit at the conference table with the other participants. He was asked to sit in a chair in the back of the room with the rest of the research

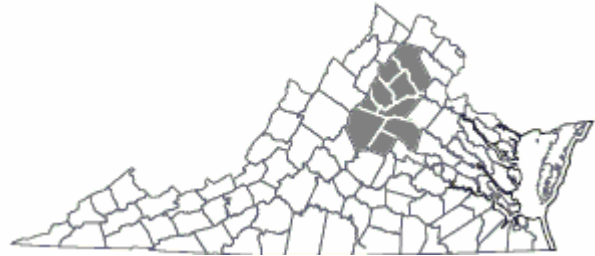


Figure 29: VDOT District 7



Figure 30: Charlottesville (Detail)

team, VDOT and members of the Virginia Tech team – all of whom were there for observation only. His comments were often dismissed and occasionally ignored by the moderator. This is important for two distinct reasons. First, it was an indication that all opinions were not valued equally and perhaps nor were all participants. But more importantly, it underscored the control over the conversation the moderator had and how the worksheets limited open and honest deliberation. It appears that VDOT was not happy with the actions of this moderator of this session because a different moderator was used for all other sessions. The new moderator allowed more open communication in the remainder of the sessions but the worksheets were still limiting in nature.

VDOT District 9, Northern Virginia

The Northern Virginia session focused mostly around the issues of

congestion and resources. The most important goal in this session was

inter-modalism and mobility which scored significantly higher than all the other goals, over 32 percent higher. Interestingly, program delivery was not ranked in the top three in importance in NOVA (similar only to Richmond). In Northern Virginia, participants strongly favored the more aggressive, “fully integrated” system vision for both their regions and the Commonwealth as a whole.

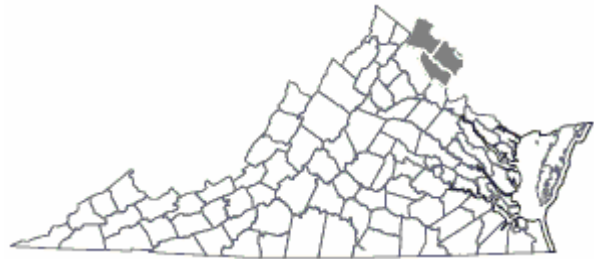


Figure 31: VDOT District 9

VDOT District 5, Hampton Roads

As with the other large regions, congestion and resources were the biggest issues of concern at the Hampton



Figure 32: VDOT District 5

Roads session. As for the goals, economic competitiveness and system management tied for first while inter-modalism and mobility came in a close third. There are a few things to note about this session. It was the only session to put as strong an emphasis on system management. And, it had an “uninvited” participant. However, unlike the session in Charlottesville, this participant was permitted to sit at the table with the other session participants and discussed issues freely. He was allowed a folder and his exercise handouts were collected and added to the data base of session comments. In Hampton Roads, participants strongly favored the more aggressive, “fully integrated” system vision for both their regions and the Commonwealth as a whole.

VDOT District 2, Roanoke

Roanoke, VA is in Southwest Virginia with a population of 94,911

(69% white) and a median age of 38 years (19% 62 years or older).

The average per capita income is \$18,468 with 4% unemployment; 66% earn between \$15-75K/year; and 80% of the workforce commutes



Figure 33: VDOT District 2



to work alone while 3% use public transit.

Resources were the major issue of concern in the session in Roanoke followed by transportation choices.

Economic competitiveness was the first ranked goal, followed closely by safety and security and, then, economic competitiveness. Interestingly, system management was ranked highly in all sessions but Roanoke; and safety and security was only ranked highly in Roanoke and Richmond.

Figure 34: Roanoke (Detail)

Analysis of Session Comments

Issues Ranking

Table 11 summarizes the responses from each stakeholder session, indicating the number of times an issue was ranked #1 and the number of times it was ranked as one of the top three by individual participants. Congestion and inadequate resources were the dominant issues identified by participants concerned about passenger and freight transportation. There was a high degree of consistency in the ranking of issues across the various regions of the Commonwealth. In looking at Table 9 we can see congestion and inadequate resources (funding) were the number one and number two concerns; together they received more than 70 percent of the #1 votes cast. They were the only two issues receiving #1 votes in all six sessions. Congestion received more than twice as many #1 votes as inadequate resources; but the two were of equal importance when combining #1, 2, and 3 votes. Connectivity and choices were roughly comparable in importance but clearly secondary concerns, overall. Thus, according to the stakeholder rankings, any vision

statement for Virginia should strongly emphasize solutions to congestion and address the concern of limited resources. The vision statement should also include particulars about connectivity and mobility choices.

Table 11: Issue Rankings

Issues/Rank	Number of Participants Ranking Each Issue						TOTAL	RANK
	Richmond	Fredericksburg	Charlottesville	NOVA	Hampton	Roanoke		
Congestion								
Ranked #1	4	10	10	17	25	2	68	1 (52%)
Ranked 1, 2, or 3	13	16	16	21	29	5	100	1 (26%)
Connectivity								
Ranked #1	5	1	5	0	0	1	12	
Ranked 1, 2, or 3	14	8	12	12	9	10	65	3 (17%)
Choices								
Ranked #1	4	2	2	1	0	5	14	3 (11%)
Ranked 1, 2, or 3	16	5	7	5	11	10	54	
Service Access								
Ranked #1	1	0	0	0	0	1	2	
Ranked 1, 2, or 3	3	0	0	2	1	3	9	
Job Access								
Ranked #1	3	1	0	0	1	3	8	
Ranked 1, 2, or 3	12	10	8	8	7	7	52	
Resources								
Ranked #1	10	3	1	6	2	4	26	2 (20%)
Ranked 1, 2, or 3	20	12	10	20	24	13	99	2 (26%)

VTrans2025 – Synthesis of Findings from Six Stakeholder Vision Sessions

Goals Comments

Earlier activity in the VTrans2025 long-range planning process (Phase I) identified five long-range goals for transportation in the Commonwealth. For the stakeholder discussions, a sixth was added. The additional goal is “Program Delivery,” refers to the ability of the various state departments responsible for transportation to execute programs and policies consistently, efficiently, equitably, and in a timely manner. The goals are:

- Safety/Security -Provide safe and secure transportation for people and

goods.

- System Management- Manage the existing transportation system to its fullest potential.
- Inter-modalism/Mobility- Provide a transportation system that facilitates efficient movement of people and goods (a surrogate for expanding system capacity, generally).
- Economic Competitiveness- Improve Virginia's economic competitiveness and provide access to opportunities for all Virginians.
- Quality of Life-Provide a transportation system that enhances Virginia's natural, cultural, and historic resources and the quality of life for all Virginians.
- Program Delivery-Assure timeliness in decision-making and effective resources use.

The following table illustrates the average allocation of points for each goal by location and for the Commonwealth as a whole. There are significant regional differences over which goals are most important. For example, Inter-modalism received 47 out of 100 points in Northern Virginia but only 15.6 out of 100 in Fredericksburg. Another way to illustrate the regional differences is to note that Program Deliver was the most important goal in Charlottesville but the least important goal in Richmond and Northern Virginia. On the other hand, some goals were ranked high in importance consistently throughout the Commonwealth such as, Inter-modalism and Mobility which ranked 1, 2, or 3 in all six regions and quality of life was not a top three vote-getter in any region, and ranked last overall. Like the comments in the citizen deliberative forums, these rankings indicate that Virginia's community created vision statement should address the issues of inter-modalism and mobility but the vision statement should also reflect the varying importance of each goal by region.

Table 12 : Relative Importance of VTrans2025 Goals

Goals	Average Points Allotted out of 100						TOTAL	RANK
	Richmond	Fredericksburg	Charlottesville	NOVA	Hampton	Roanoke		
Safety/Security								
Average	16.4	15.3	9.7	7.5	9.9	21.6	13.4	5
Range	5 - 40	5 - 30	0 - 25	0 - 30	0 - 40	0 - 100	0 - 100	
System Management								
Average	17.4	16.1	16.3	15.0	20.9	14.7	16.7	3
Range	5 - 35	5 - 30	0 - 50	0 - 40	0 - 75	0 - 30	0 - 75	
Intermodalism/Mobility								
Average	23.9	15.6	16.6	47.0	20.3	16.6	23.3	1
Range	10 - 50	5 - 30	0 - 50	0 - 50	0 - 45	0 - 30	0 - 50	
Economic Competitiveness								
Average	17.6	19.4	15.3	13.3	20.9	21.7	18.0	2
Range	10 - 30	10 - 50	0 - 35	0 - 50	0 - 65	0 - 60	0 - 65	
Quality of Life								
Average	13.4	14.2	14.0	10.6	10.4	10.5	12.2	6
Range	5 - 30	5 - 40	0 - 25	0 - 40	0 - 50	0 - 30	0 - 40	
Program Delivery								
Average	11.1	19.4	28.4	6.6	17.9	15.0	16.4	4
Range	0 - 25	5 - 55	10 - 100	0 - 40	0 - 50	0 - 40	0 - 100	

VTrans2025 - Synthesis of Findings from Six Stakeholder Vision Sessions

Alternative “Visions” Comments

In thinking about the long-term vision of what the Commonwealth’s transportation system should look like and how it should operate 20 years or more from now, participants were given a choice of four different options that represented successively more aggressive and expansive notions of a transportation future. Though these visions were different from the three approaches presented in the citizen forums, the use of differing vision options was intended to stimulate dialogue and aid in the creation of a community vision just as the approaches did in the forums. Stakeholders were asked to consider the advantages, disadvantages and trade-offs inherent in each vision.

According to the Cambridge Systematics Synthesis Report, the stakeholders

were provided with the following four vision examples for discussion. A “Status Quo” vision was characterized by continuing to conduct transportation planning and investment over the next 20 years or more much the same way it has been done. An “Opportunistic” vision was characterized by doing business much as it is done today, but with added emphasis and energy directed at claiming a greater share and amounts of Federal funds as well as leveraging greater investment through local priorities and project commitments. A “Strategic” vision was characterized by a commitment to focus effort and resources on the most critical, strategic state and regional priorities and a series of related major milestones over a 20- year period in recognition of obvious constraints that are likely in terms of consensus building and resource availability. Finally, a vision of a “fully integrated, multimodal network” operating statewide was characterized as the fulfillment over the next 20 years of a plan to expand and fully integrate multimodal systems and services that will accommodate the full spectrum of existing and projected travel demand throughout the Commonwealth.

Participant sentiments about an appropriate long-term “vision” for transportation in the Commonwealth were highly consistent from one region to another. By more than 12 to 1, participants rejected the “Status Quo” and “Opportunistic” vision scenarios. At the regional level, participants were somewhat more reserved in what they felt their focus ought to be, with the “Strategic” and “Fully Integrated System” visions receiving equal support, overall. For the Commonwealth as a whole, participants overall endorsed the most ambitious 20-year vision, “a Fully Integrated Multimodal network,” by a 2:1 margin. This is consistent with the

approaches findings from the forums. Citizens and stakeholders alike rejected the status quo vision and the build and maintain approach. Therefore, Virginia's community vision statement should reflect this desire for a change in the state of affairs or a rejection of "business as usual" in the Commonwealth.

Evaluating the Stakeholder Sessions

To evaluate the citizen outreach activities, this dissertation poses two questions that were also a part of the legal requirements the agency is expected meet: Was the citizen involvement reasonable? Was it meaningful?

Reasonableness

The term "reasonableness" is used because that is what is required by law. The Inter-modal Surface Transportation Equity Act and the Transportation Equity Act for the 21st century - the two previous transportation bills -stated: "(i)n developing the long-range transportation plan, the State shall:

1. Provide citizens, affected public agencies, representatives of transportation agency employees, freight shippers, private providers of transportation, representatives of users of public transit, providers of freight transportation services, and other interested parties with a reasonable opportunity to comment on the proposed plan."

The new legislation, the Safe Accountable Flexible Efficient Transportation Equity Act – A Legacy for Users (SAFETEA-LU) added:

To enhance the public participation process, the State should: conduct public meetings at convenient and accessible locations at convenient times; employ visualization techniques to describe plans; and make public information available in an electronically accessible format, such as the Web.

If the outreach activities meet these legislative qualifications, for the purpose of this research, they will be considered reasonable. The agency determined that the

sessions were “reasonable” because they were held at times and places which the agency felt would have to be judged at least somewhat convenient and accessible; they employed visualization techniques; and they also provided information electronically. The following table lists each requirement and discusses degree of fulfilled for each.

The sessions were determined to be reasonable because, they were somewhat convenient and accessible; they employed visualization techniques, and provided information electronically. The following tables lists each requirement and discusses why it was determined they were fulfilled in the stakeholder sessions.

Table 13: Citizen Outreach Reasonableness	
SAFETEA-LU Requirements	Sessions
Convenient and Accessible	Somewhat - Though the forums were held during business hours; plenty of notice was provided. The forums were held throughout the Commonwealth
Employ Visualization Techniques	Yes – A packet of information was provided
Information Available in Electronically	Yes – The final is available electronically by request

Meaningfulness

To operationalize “meaningful,” this dissertation uses the FHWA best practices discussed earlier and a participation representativeness table. The FHWA best practices are important in this analysis as the Federal Highway Administration is the lead organization responsible for signing off on a state’s long-range plan. Satisfying these recommendations is significant to the agency’s success for federal approval. These practices note: Public Participation activities should

- offer the widest possible participation
- be Democratic in their search for disparate opinions
- directly involves a cross-section of constituents

- look for common ground
- include quality of life issues and
- help formulate policy direction

If the outreach activities followed these recommendations they will be considered to meet the first burden of meaningful. Table 12 illustrates how the sessions complied with the FHWA Best Practices recommendations. The Sessions scored about average in looking at the Federal Highway Best Practices with two of the six recommendations being complied with completely. They “looked for common ground among participants;” and they “included quality of life issues.” The other four recommendations were complied with partially. The sessions, like the forums, offered “wide participation possibilities” in the sense that sessions were held throughout the commonwealth but the small number of citizens involved and the fact that participation was by invitation only limits the assessment of widest possible participation. They were somewhat “democratic in their search for disparate opinions” because the stakeholders involved were allowed to discuss differing opinions but the guided nature of the session as well as the “homogeneity” of the group invited, limited this to a great extent. They somewhat “involved a cross-section of constituents” if you consider regional differences, but the sessions were attended by recognized community leaders and influential business group representatives, not a broad spectrum of citizens; and finally, like the forums, they somewhat “helped formulate policy direction” but a true evaluation of policy direction, deeper than just vision statement creation is difficult to tell at this time.

Table 14: Stakeholder Sessions Fulfillment of FHWA Best Practices		
FHWA Guidelines	Did the forum meet the guideline?	Analysis
Offers the widest possible participation for developing a long-range plan	Somewhat	The stakeholder sessions were held throughout the Commonwealth so there was regional representation but the small number of stakeholders involved, as well as the guided participation format, limits the assessment of widest possible participation.
Democratic in its search for disparate opinions from all stakeholders	Somewhat	The stakeholders involved were allowed to discuss differing opinions but the guided nature of the session as well as the “homogeneity” of the group invited limited this to a great extent.
Directly involves a cross-section of constituents in setting a long term policy agenda	Somewhat	The forums were held in different regions of the Commonwealth but were attended by recognized community leaders and business groups, not a broad spectrum of citizens
Looks for common ground among participants in exploring and advocating strategies for the future	Yes	Though the format did not lend itself to much deliberation, the focus of the exercises was to determine common ground and analysis of the exercises indicates this was achieved.
Brings in often-overlooked issues about quality of life	Yes	Quality of life was discussed and answers were recorded concerning the quality of life in every forum.
Helps formulate policy direction on public investments and government programs	Somewhat	The comments received from the forums can be seen in the Commonwealth’s vision. The people invited were encouraged to be politically active and to aid in public policy and investment decisions. However, deeper policy directions and any affect on government programs is difficult to tell at this time.

Thus, it would seem, that although there is room to interpret the effort in citizen participation in different ways it is fair to say that Virginia’s effort in this regard met the legal burden for “meaningfulness.” This dissertation also uses a public participation representativeness table developed by David Moynihan. This table represents the dual goals of representative and full participation drawing from fairly well established standards and models in the public participation literature.

This dissertation considers the stakeholder session participation to be narrow but full. The vision statement was written by public officials with strong influence of the stakeholder's full range of participation which will be discussed in more detail next. However, that participation was scripted by exercises and was not full and open deliberation. Additionally, given that individuals were asked to participate by invitation only and these invitations were sent solely to community leaders and local business groups these outreach activities were designed to get "interest group like" information and, therefore the level of participation is only partial. Most "regular" citizens lacked an opportunity to participate. However, given that the stakeholder comments were indeed used in the community vision statement creation and that the sessions were held throughout the Commonwealth, this dissertation considers the second burden of meaningfulness to be met as well.

Table 15: Stakeholder Sessions Representativeness		
Level	Narrow	Broad
<i>Pseudo</i>		
<i>Partial</i>	Stakeholder Sessions: Level of Participation	
<i>Full</i>	Stakeholder Sessions: Range of Participation	

*Modified: Original Table by Donald Moynihan (March, 2004)

Comments to Vision Statement

So, if the stakeholder sessions were reasonable and meaningful, what impact did they have on the creation of the vision? Were the comments incorporated into Virginia's vision statement? According to the participants' comments, Cambridge Systematics determined (and this dissertation supports) that the stakeholder participants overall emphasized a desire to expand the capacity of the multimodal system in order to support increased mobility and economic growth and

competitiveness. Managing today's existing systems, networks and assets, and delivering the Commonwealth's programs effectively are the next most important goals, in the aggregate.

There was broad recognition that more resources are needed in both passenger and freight transportation, and that investment throughout the Commonwealth should be directed to relieving congested conditions, current and future, as well as toward improving connectivity and linkages between systems and services. Connectivity is of greater concern in freight than in passenger transportation. The importance of attending to these issues is broadly held across regions of the Commonwealth.

The Cambridge Systematics Synthesis Report notes:

Stakeholders in each region have a relatively clear set of concerns about priority transportation needs that are going unmet. There is a general balance of interest across strategies that would increase maintenance, improve operations, and add capacity. Not surprisingly, concerns focus on various elements of the road network but also include a strong interest in more expanding transportation alternatives, implying: 1) more balance in planning and investment across transportation modes; and, 2) a better balance in the State's contribution to regional as well as statewide system priorities. Stakeholders clearly want to abandon the status quo approach to transportation planning and investment in the Commonwealth and are willing to embrace a much more ambitious vision of the future, a larger role for investment in transportation, and, by implication, policies and programs that can be effective in pursuing these visions more aggressively and effectively.

Suggested changes in existing policies and programs were focused on several major areas, including expanding the transportation resource base at both the state and regional levels, enhancing regional decision-making, including better efforts at communications and education, and improving delivery of the State's

transportation programs at both the political and technical level with better modal balance and needs-based funding allocation.

The following table lists the recommendations from the Cambridge Systematics Synthesis Report to the Commonwealth of what Virginia's vision statement should include if it is to be reflective of the stakeholder comments received through the sessions and worksheet collection. These recommendations are juxtaposed with the actual language in the vision statement if such language actually appeared. From this table, we can see what was included in the vision statement and how. But, also, just as important, we can see what was left out.

Table 16: Comments Reflected or Not Reflected in the Vision Statement	
Comments	Vision Statement Inclusion
Multimodal system that supports increased economic growth and competitiveness	Envision a multimodal transportation system; Transportation improvements enhance economic opportunity
Manage the transportations systems, networks and assets and deliver programs effectively Improved delivery of the State's transportation programs at both the political and technical level	
Enhance regional decision-making Better balance in the State's contribution to regional and statewide system priorities	Transportation improvements respect and reflect the varied needs of Virginia's diverse communities and regions
Improved Connectivity and Linkages among modes (particularly for freight)	Envision a multimodal transportation system that is strategic and seamless; Travel for people and goods is uninterrupted
More resources are needed Better modal balance and needs-based funding allocation	Investments in transportation are adequate to meet current and future needs
Better efforts at communications and education	Transportation decisions are guided by sustained, informed involvement of Virginia's community leaders and citizens
Add capacity through road network and expanding transportation alternatives	

Summary

Again, we can observe this is *not* a vision created by a transportation planner or even a team of planners. Clearly, we can see much of the stakeholders' input is reflected in the Virginia's vision. It is a community vision in the sense that represents *new* knowledge (found through deliberation, structured dialogue and worksheet data collection), *created* by a community (citizens, community leaders and business representatives of Virginia) through "democratic processes" (citizen deliberative forums and visioning sessions). Though these sessions cannot and should not be categorized as deliberative in nature, they were conducted with a sincere attempt at dialogue and collecting the opinions of community leaders and as such, are a key step Virginia's community vision creation and compliment the information obtained from the citizen deliberative forums nicely.

CHAPTER 7: Telephone Survey Data

Introduction

The Virginia Department of Transportation undertook this telephone survey to measure citizens' views and attitudes towards state transportation systems and to expand on and test concepts and observations arising from the prior citizen and stakeholder outreach activities carried out by Virginia Tech and Cambridge Systematics.

As an exploratory study, the primary objective centered on identifying Virginians' attitudes, preferences and relative importance of the six VTRANS2025 goals established in Phase I. The *specific goals* addressed by the questionnaire include:

- Examination of public opinions, attitudes, and visions about transportation in Virginia's future.
- Expansion on and testing of concepts and observations arising from prior outreach activities carried out by Virginia Tech and Cambridge Systematics.
- Specific testing on alternative preferences and relative importance of the six VTRANS2025 goals established in Phase I of the VTRANS2025 project
- Measurement of attitudes and perceived importance of the values that are implied in the currently defined VTRANS2025 vision and goals.

Role of the Telephone Survey

The Southeastern Institute of Research, Inc. (SIR) team, a full-service marketing research firm, worked closely with representatives from Virginia Department of Transportation, Virginia Department of Rail and Public Transportation, and Cambridge Systematics to create the survey instrument. The impetus for the survey was to ensure the findings from the citizen and stakeholder

meetings were representative of the Commonwealth as a whole. Would the comments be the same when a large number of Virginia's citizens were contacted and asked for input? The information in this chapter comes from SIR's *Research Top Line Summary Report: VTRANS 2025, The Future of Transportation in Virginia*. The telephone survey was conducted during Phase 3 as shown in Figure 35.

Figure 35: VTrans2025 Timeline (Modified)



Telephone Survey Overview

According to the Summary Report, the universe studied was residents of Virginia who were 18 years of age or older. Quotas were set for each major region of the state. They were as follows:

- (400) Major Metropolitan Area
- (400) Large Metropolitan Areas: for purposes of analysis, this region is broken down into three areas – Norfolk/Virginia Beach (150), Hampton/Newport News (100), and Richmond/Petersburg (150)
- (100) Smaller Metropolitan Areas
- (100) Counties with Independent Cities
- (200) Rural Areas

Quotas were set for racial groups as well. There were:

- (725) Whites
- (300) Blacks

- (75) Asians
- (75) Hispanics
- (25) Other races or ethnic backgrounds

SIR states:

Sampling was accomplished by calling households randomly selected from Virginia by Survey Sampling. By using a random sample, the data can be projected to the universe using standard statistical analysis techniques. SIR purchased the sample from Survey Sampling, a recognized leader in the field. The sample provided was pre-screened by Survey Sampling to increase the propensity of reaching minorities in the state (2004, p. iii).

The survey questionnaire was pre-tested prior to actual fielding in an effort to eliminate confusing questions or wordings and to ensure that the survey was meeting objectives. SIR conducted all interviews with direct supervision over all calls. The use of CATI (computer-assisted telephone interviewing) software ensured identical scripting and skip patterns for all interviews. Responses to open-ended questions were captured verbatim and then coded into key categories to show trends in responses. Weighting was done to reflect the actual geographic distribution of the population in the seven geographic areas. The sampling was disproportionate to ensure adequate samples for each of the seven markets. Both the field services staff (telephone interviewing supervisor as well as interviewers) and data processing professionals reviewed the data to ensure the highest possible level of accuracy. The total sample of 1212 yields a maximum statistical error of $\pm 2.8\%$ at the 95% level of confidence. The statistical error was calculated based on the formula: $E = \pm (Z * \sqrt{(p*(1-p))/N})$ where E is the sample error, Z is a factor based on sample size and confidence interval (1.96 for samples of more than 120 and confidence interval

of 95%); p is the proportional split in the survey (for example if a 50/50 split was anticipated, $p=0.5$), and N is the size of the sample. So, for the telephone survey, $E = \pm(1.96 * \sqrt{(0.5*(1-0.5))/1212}) = \pm(1.96 * 0.0144) = \pm 0.028$ or $\pm 2.8\%$.

Telephone Survey Data

Respondents were asked about their area's biggest transportation needs, which transportation issues were of the most concern, current transportation needs, the importance of the transportation goals⁴⁶, vision approaches and what they were willing to trade off⁴⁷, budget allocations, transportation expansion and improvement, funding statements, and citizen involvement statements. The remainder of this section summarizes this data by locality type, race and mobility.

Locality-Type Data

The data in this section has been sorted by locality types which include rural, small urban, small metropolitan, large metropolitan and major metropolitan.

⁴⁶ The goals and vision approaches were identical to those used in the stakeholder sessions which included: Safety/Security -Provide safe and secure transportation for people and goods; System Management- Manage the existing transportation system to its fullest potential; Inter-modalism/Mobility- Provide a transportation system that facilitates efficient movement of people and goods (a surrogate for expanding system capacity, generally); Economic Competitiveness- Improve Virginia's economic competitiveness and provide access to opportunities for all Virginians; Quality of Life-Provide a transportation system that enhances Virginia's natural, cultural, and historic resources and the quality of life for all Virginians; and Program Delivery-Assure timeliness in decision-making and effective resources use.

⁴⁷ As stated by Cambridge Systematics, the visions were: A "Status Quo" vision was characterized by continuing to conduct transportation planning and investment over the next 20 years or more much the same way it has been done. An "Opportunistic" vision was characterized by doing business much as it is done today, but with added emphasis and energy directed at claiming a greater share and amounts of Federal funds as well as leveraging greater investment through local priorities and project commitments. A "Strategic" vision was characterized by a commitment to focus effort and resources on the most critical, strategic state and regional priorities and a series of related major milestones over a 20- year period in recognition of obvious constraints that are likely in terms of consensus building and resource availability. Finally, a vision of a "fully integrated, multimodal network" operating statewide was characterized as the fulfillment over the next 20 years of a plan to expand and fully integrate multimodal systems and services that will accommodate the full spectrum of existing and projected travel demand throughout the Commonwealth.

Rural

This regional classification includes counties like Bath, King William, Lancaster, Page, Louisa and Lee. Rural residence are just as concerned with improved road conditions as they are with additional access to public transportation. However, rural area respondents are the least likely to want more money spent on expanded and improved public transportation, perhaps because they are less concerned than other areas with congestion issues. In fact, rural area Virginians are less likely than others to rate the goal of mobility important (69%). Furthermore, almost twenty percent of rural citizens disagreed with the statement, “more and better travel choices, like train, bus, bicycle and pedestrian facilities, will help protect the quality of life in my local area,” partially because those living in rural areas are less likely to find the ability to move around easier and faster as important as those that live in large or major metropolitan areas.

Instead, rural area residents are more concerned about the economy with more willing to accept an unfavorable impact to the environment if it would mean boosting their local economy. One other particularly interesting note, rural area residents are least likely to believe funds raised for transportation are spent only on transportation-related projects (71% vs. an average 78%). In fact, they are more likely to “disagree strongly” with this statement (11% vs. an average 7%).

Counties with Independent Cities (Small Urban)

This regional classification includes cities like Lexington, Emporia, Harrisonburg, Martinsville, Staunton, Waynesboro, and Winchester.

Those living in small urban areas place the least amount of importance on protection of the environment when compared to other regions of the state



Figure 36: Counties with Independent Cities (Small Urban)

and are least concerned with the personal cost of transportation services. Also, those living in small urban areas are less likely to find the ability to move around easier and faster important than those that live in large or major metropolitan areas. Not surprisingly then, a below average number of residents living in small urban areas consider mobility important and, thus, small urban communities are least likely to support the Strategic or Fully Integrated visions. They are, however, just as supportive of these visions as they are to support the Opportunistic vision (49%).

Small Metropolitan

This regional classification includes cities like Charlottesville, Danville, Lynchburg, Roanoke, and Salem.

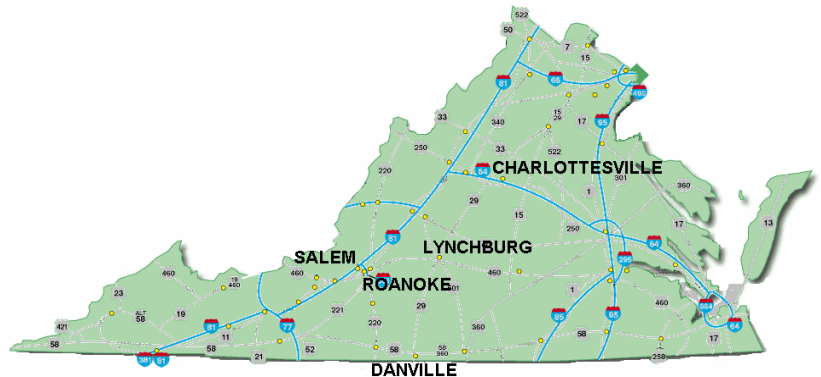


Figure 37: Small Metropolitan Areas

Smaller metro area residents are more likely than others to rate program delivery as unimportant in the development of a long-

term transportation plan. However, they would be more supportive of tax increases if they knew that funds raised for transportation projects are guaranteed to be spent only on transportation-related projects. Over half of those living in small metropolitan areas support the Opportunistic vision and they are more likely than those living in other areas to do so.

Some other interesting findings of note, small metropolitan Virginians are split on their views of maintaining versus expanding freight and freight rail services and facilities (45% - 54% expanding/improving vs. an average of 37%; 43% - 48% maintaining vs. an average 57%) and smaller metropolitan areas place less importance on safety and security when compared to other areas.

Large Metropolitan

This regional classification includes cities like Norfolk/Virginia Beach, Hampton/Newport News, and Richmond/Petersburg.

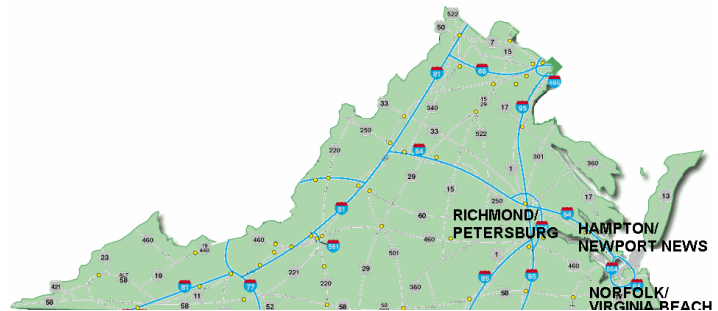


Figure 38: Large Metropolitan Areas

Few large metropolitan residents express concern with local roads. However, these residents voice a greater concern than most for the need to finish all road construction around the state. They also place the greatest importance on enhanced transportation safety. Over four out of five rate this need no less than a '4' on the 5-point scale, with close to two thirds rating it the highest score of '5', "very important." Nine out of ten Hampton/Newport News residents believe program

delivery is important in the development of a long-term transportation plan but, these respondents are least willing to support more taxes in favor of safer transportation.

A majority of citizens from major metropolitan areas feel “more and better travel choices, like train, bus, bicycle and pedestrian facilities will help protect the quality of life in my local area;” and, also find special needs of transportation challenged populations more important than those in other areas. However, a majority of Richmond/Petersburg area residents want to drive their car regardless of congestion, mobility concerns though they would rather not have those concerns.

There are differences in the large metropolitan areas over some issues such as mobility, taxes and congestion. Four out of five Hampton/Newport News residents consider the ability to move around easier and faster important but the Richmond/Petersburg residents are less likely to find this important.

Interestingly, almost three out of five Richmond/Petersburg residents believe their views have been adequately considered in past transportation decisions and perhaps that is why these residents are more supportive of the Status Quo planning vision than others.

Major Metropolitan

This regional classification includes the Northern Virginia area.

Major issues for these residents include the ability to move around easier and

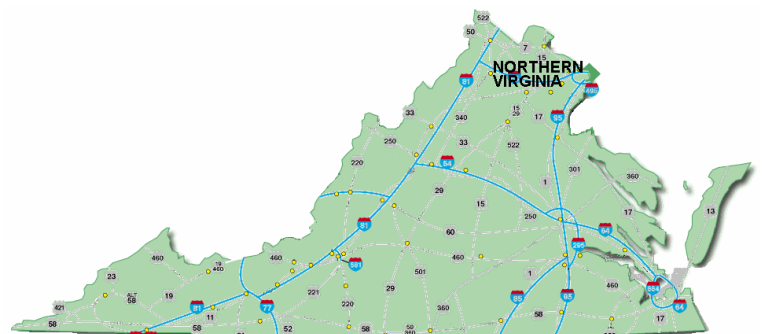


Figure 39: Major Metropolitan Area

faster; the protection of the environment; a wider range of options; and better connections.

Northern Virginia residents believe program delivery is important in the development of a long-term transportation plan; mobility is also important. Fewer Northern Virginia area citizens prefer to drive their car if other ways of traveling reduce congestion.

And, Northern Virginia residents have a lower tolerance level for truck traffic even if it means faster and cheaper delivery of goods.

In considering a vision, Northern Virginia residents are twice as likely to support the Strategic and Fully Integrated visions, as they are to support the Opportunistic or Status Quo visions (71% - 74% vs. 18% - 37%), and they are more likely to do so when compared to other areas of the state (66% - 68%). Though a majority agrees on what kind of vision the Commonwealth should have, how to get there is a different matter. Half of those living in the Northern Virginia area do not believe transportation improvements should be driven by state decisions while the other half believes it should.

On the issue of taxes, Northern Virginia area residents appear more supportive than most on issues of tax increases. An above-average number agree with the statements “I am willing to support more transportation investment if public transportation and other non-highway transportation improvements could be made,” “I support safer transportation even if I have to pay more.”

Analysis

By sorting the data in this manner, we can see differences not only by locality but also by locality type. This means Virginia’s community vision statement should

not only reflect regional needs but, also, the variety of issues noted as important by different types of localities. If we look at the locality data collectively, we see the vision statement should include the issues of access, mobility (faster and easier), environmental protection, improved program delivery, adequate funding, safety, options (multimodal), and improved modal connections.

Race Data

Minorities are more in favor of expanding and improving public transportation than whites (72% - 85%, or an average of 75% vs. 66% of whites). Minorities are particularly concerned about *access* to public transportation and transportation connection issues. For example, African American citizens place more importance on the special needs of transportation-challenged populations (74% vs. 64% white) and better connections (65% vs. 50% white). Cost is also important to African Americans. They tended to be more concerned than whites about the cost of transportation to local government (62% vs. 58% white) and the personal cost of transportation services (63% vs. 50% white). African American Virginians are more likely to place importance on a transportation system that ensures safe, secure transportation for people and goods when compared to other ethnic groups. At the same time, they are less likely than others to consider a transportation system that enhances Virginia's quality of life and the character of the communities important.

Racial differences can also be found among Asians and the level of importance placed on better connections (69% vs. an overall average of 56%), and among Hispanics, who place a high level of importance on protection of the environment. Two thirds of all Asian respondents express concern over adequate

public investment for meeting the state's transportation needs and nearly all Asian Virginians feel the state should balance the emphasis placed on road and non-road transportation investments and improvements. Additionally, Asians strongly felt that funds raised for transportation are spent only on transportation-related projects. Interestingly, minorities are more inclined to believe citizen viewpoints have been considered in past transportation decisions. Over half of all minorities agree with this statement compared to just over two out of five whites (55% vs. 44%).

Analysis

The data collected from the telephone survey is the only data that was broken down by race and some interesting patterns emerge. There are definite differences between issues of importance for each race. For example, African Americans and Asians are more interested in better access and connections while whites are more interested in quality of life issues and protecting the character of their communities and Hispanics are more concerned about protecting the environment. Thus, the Virginia community vision statement should account for these differing points of view and include comments about all of these issues.

Data on Disability Concerns

Not surprising, those with a personal disability or disabled family member think accessible transportation for the disabled or elderly is a big transportation challenge facing Virginia. Availability of transportation choices and connections, both local and statewide are major concerns (63% - 64% vs. an average 50% statewide transportation choices; 64% vs. an average 50% local transportation choices; 52% -

57% vs. an average 42% statewide transportation connections; 53% vs. 42% local transportation choices).

Disabled Virginians place greater importance on many local transportation needs. An above average number of disabled citizens consider the following needs and services important: “special needs of transportation-challenged populations, such as the disabled, elderly, or lower income individuals” (80% vs. 68% average), “cost to local government to subsidize transportation facilities and services” (76% vs. 56% average), “better connections among different types of available transportation choices” (73% vs. 56% average), “wider range of options” (69% vs. 58% average), and “cost of transportation services to you” (65% vs. 55% average). Those personally disabled are also more likely than others to support the Opportunistic planning vision (56% vs. an average 43%).

Analysis

In order to represent the concerns and needs of Virginia’s disabled citizens, the community vision must include statements about accessibility, connectivity and choices. These statements should also include a reference to the cost of the services or at least address the funding needs of localities that chose to provide options for the transportation disadvantaged.

Public Transportation Users versus Driver Data

Virginians who most often drive a vehicle tend to be more concerned with improved road conditions and the addition of more lanes when compared to those who most often use mass transit/public transportation. To be expected, mass transit

users more often think to mention more access to public transportation and more bus routes as the biggest needs in their local areas.

Mass transit/public transportation users are not as concerned with statewide road congestion when compared to those who most often drive a vehicle. They are more concerned, however, with local transportation connections, or the ability to transfer from one transportation type to another. Mass transit/public transportation users place more importance on “better connections among different types of available transportation choices” (66% vs. 56% average) and “cost of transportation services to you” (68% vs. 55% average). Over three quarters of those who use mass transit/public transportation most often support the Fully Integrated vision compared to two thirds overall (78% vs. 66% average).

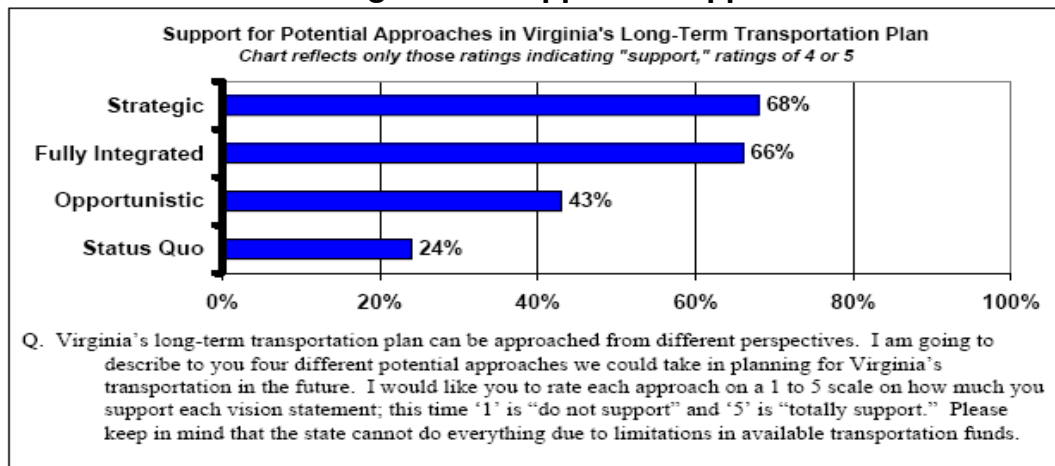
Analysis

Virginia’s vision statement needs to address the concerns of both public transportation users and drivers. Therefore, completing Virginia’s roadways and improving road conditions should be mentioned, but so should improved modal connections and funding for public transportation.

Vision Data

Virginians are most in favor of the strategic approach to planning for the state’s transportation future (68% rate the approach 4 or higher on a 5-point scale where 5 is “totally support”). Slightly fewer support the Fully Integrated Multimodal Network approach, though not significantly (66% give ratings of 4 or above). On the other hand, citizens are least supportive of the Status Quo approach (24% support this approach).

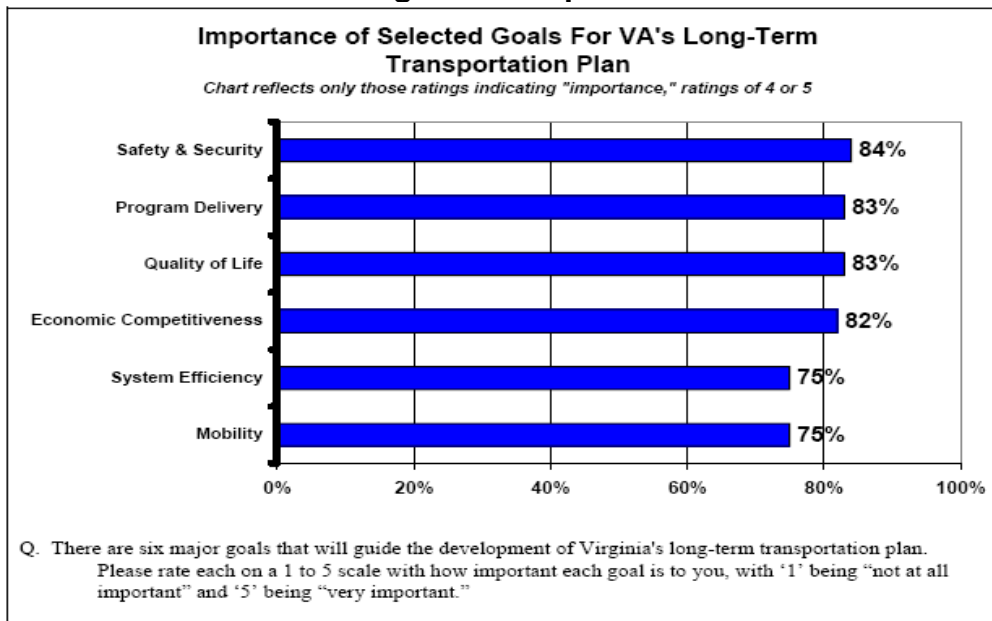
Figure 40: Support for Approaches



Data on Transportation Goals

Enhanced transportation safety, protection of the environment, ability to move around easier and faster, and special needs of transportation challenged populations are most important to local area transportation needs. Safety and security, program delivery, quality of life, and economic competitiveness are equally important transportation goals for the future of Virginia transportation. Over four out of five rates these goals at least a '4' on a 5-point scale where '5' is "very important", and '1' is "not at all important" (82% - 84% a 4 or higher, with 57% - 61% rating them "very important"). And, while all of the rated goals are found to be important, the least important to Virginians are system efficiency and mobility (75% each rate them important, with 45% - 47% finding them "very important").

Figure 41: Importance of Goals



Evaluation of the Telephone Survey

To evaluate the citizen outreach activities, this dissertation poses two questions that were also a part of the legal requirements the agency is expected meet: Was the citizen involvement reasonable? Was it meaningful?

Reasonableness

The term "reasonableness" is used because that is what is required by law. The Inter-modal Surface Transportation Equity Act (ISTEA) and the Transportation Equity Act for the 21st century (TEA-21), the two previous federal transportation bills, stated: "(i)n developing the long-range transportation plan, the State shall:

1. Provide citizens, affected public agencies, representatives of transportation agency employees, freight shippers, private providers of transportation, representatives of users of public transit, providers of freight transportation services, and other interested parties with a reasonable opportunity to comment on the proposed plan."

The new legislation, the Safe Accountable Flexible Efficient Transportation Equity Act – A Legacy for Users (SAFETEA-LU) added:

To enhance the public participation process, the State should: conduct public meetings at convenient and accessible locations at convenient times; employ visualization techniques to describe plans; and make public information available in an electronically accessible format, such as the Web.

As with the forums and sessions, if the survey meets these legislative qualifications for the purpose of this research they will be considered reasonable.

The telephone survey was somewhat reasonable in that it was convenient and accessible and provided information electronically. Obviously, visualization techniques were not used. The following tables lists each requirement and discusses why it was determined they were fulfilled in the survey.

Table 17: Citizen Outreach Reasonableness	
SAFETEA-LU Requirements	Survey
Convenient and Accessible	Yes – Participants were called at various times throughout the day
Employ Visualization Techniques	No – Surveys were conducted via telephone
Information Available in Electronically	Yes - The final is available electronically by request

Meaningfulness

To operationalize “meaningful,” this dissertation uses the FHWA best practices and a participation representativeness table. The FHWA best practices are important in this analysis as the Federal Highway Administration is the lead organization responsible for signing off on a state’s long-range plan. Satisfying these recommendations is significant to the agency’s success for federal approval. These practices note: Public Participation activities should

- offer the widest possible participation
- be Democratic in their search for disparate opinions
- directly involves a cross-section of constituents
- look for common ground
- include Quality of Life Issues and
- help formulate policy direction

If the outreach activities followed these recommendations by the Federal Highway Administration they will be considered to meet the first burden of meaningful. It was determined the survey scored above average in looking at the Federal Highway Best Practices with four of the six recommendations being complied with fully. The survey offered the widest possible participation; it was democratic in its search for disparate opinions (even goes as far as to create and meet quotas for assurance of this point); it directly involved a cross-section of constituents (again with quotas); and included quality of life issues; One best practice was not met. The survey did not look for common ground among participants. One best practice was somewhat achieved. Like the other outreach activities, the survey somewhat helped formulate policy direction but a true evaluation of policy direction is difficult to tell at this time. Thus, this dissertation determined that the first burden for meaningfulness was met by the telephone survey. The following tables lists each recommendation and discusses why it was determined the survey did or did not conformed to each.

Table 18: Telephone Survey Fulfillment of FHWA Best Practices		
FHWA Guidelines	Did the forum meet the guideline?	Analysis
Offers the widest possible participation for developing a long-range plan	Yes	By conducting a telephone survey, VDOT was able to reach out to far more citizens than would have been available in personal settings.
Democratic in its search for disparate opinions from all stakeholders	Yes	The consulting firm made a conscience effort to engage citizens throughout the Commonwealth.
Directly involves a cross-section of constituents in setting a long term policy agenda	Yes	The consulting firm made a conscience effort, using quotas, to ensure there was ample representation from disparate groups getting a cross section of Virginia.
Looks for common ground among participants in exploring and advocating strategies for the future	No	Because the interviews were by telephone, there was no way to accomplish this. However, the data was filtered to allow comparisons so VDOT could look for common ground. Clearly, this is not the same as finding common ground through discussion.
Brings in often-overlooked issues about quality of life	Yes	Quality of life was discussed as part of the survey.
Helps formulate policy direction on public investments and government programs	Somewhat	The comments received from the survey can be seen in the Commonwealth's vision. However, deeper policy directions and any affect on government programs is difficult to tell at this time.

This dissertation also uses a public participation representativeness table developed by David Moynihan. This table represents the dual goals of representative and full participation drawing from fairly well established standards and models in the public participation literature.

This dissertation considers the participation as partially broad and full. The telephone survey allowed large and diverse group of citizens to provide information about vision statement preference but this information was collected through limited discourse given the nature of the telephone survey instrument, limiting the level of participation. The final community vision statement was created with strong influence

from the data collected, indicating full and broad participation in decision-making.

Therefore, this dissertation considers the second burden for meaningfulness met as well.

Table 19: Representativeness		
Level	Narrow	Broad
Pseudo		
Partial		Telephone Survey: Level of Participation
Full		Telephone Survey: Range of Participation

*Modified: Original Table by Donald Moynihan March, 2004

Comments to Vision Statement

So, if the telephone survey was reasonable and meaningful, what impact did it have on the final vision? Were the comments incorporated into Virginia's vision statement? According to the survey respondents' comments, SIR (the consultant) determined (and this dissertation supports) the vision should highlight the possibility that transportation projects may threaten the quality of the environment or the quality of life. No other statement so strongly influenced the level of support expressed by respondents. Also, the survey reflected the opinion of the respondents that it is more important that transportation projects be completed within budget than that they be completed on time. In fact, Virginians are indifferent to problems of untimely completion so long as projects are done within budget. In matters of safety and security, Virginians are more concerned about the possibility of reductions than in the promise of increases. Transportation projects that result in reduced safety are not acceptable trade-offs for system efficiency, mobility, economic competitiveness

or any other concern. Independent of all other aspects of transportation projects, reduced safety results in significantly less support.

Concerns about economic competitiveness exist, though they are considerably less relevant to Virginians' support of transportation projects than are other issues. At best, a project that would significantly attract major business and jobs to a local area make the project only marginally more attractive.

Surprisingly, the ability to travel whenever and however one wants, though attractive, is no more attractive than other issues, especially protecting the environment, maintaining safety, and meeting budgets. Virginians value the transportation options they currently have. The results show that reductions in transportation options are unattractive.

Nearly all Virginians agree that elected officials and transportation agencies should ensure that funds raised for transportation are spent only on transportation (93%). Virginians are looking for balance in transportation improvement decisions. Almost all respondents agree improvements should be driven largely by a balance between local, regional, and state decisions.

The following table lists the recommendations from SIR to the Commonwealth of what Virginia's vision statement should include if it is to be reflective of the data collected through the telephone survey. These recommendations are juxtaposed with the actual language in the vision statement if such language actually appeared. From this table, we can see what was included in the vision statement and how. But, also we see that none of the recommendations by SIR for inclusion in the vision statement were left out.

Table 20: Comments Reflected in the Vision Statement	
Comments	Vision Statement Inclusion
Protect the quality of life	Transportation improvements protect the quality of life in Virginia's communities
Protect the environment	Transportation improvements protect the environment in Virginia's communities
Transportation Projects should be completed within budget	Full accountability is the hallmark of transportation planning and investment decisions throughout the Commonwealth
Safety should remain a priority	Virginians envision a multimodal transportation system that is safe
Funds raised for transportation should only be spent on transportation	Full accountability is the hallmark of transportation planning and investment decisions throughout the Commonwealth
Improvements should balance local, regional and state concerns	Transportation improvements respect and reflect the varied needs of Virginia's diverse communities and regions

Summary

Again, we can observe this is *not* a vision created by a transportation planner or even a team of planners. Clearly, we can see much of the citizen comments and concerns are reflected in the Virginia's vision. It is a community vision in the sense that represents *new* knowledge (found through deliberation and dialogue and verified through survey data), *created* by a community (citizens and stakeholders of Virginia) through democratic processes (open forums, visioning sessions and a telephone survey).

CHAPTER 8: Summary Discussions, Conclusions and Recommendations

Overview

This final chapter is organized into three sections. In the first section seeks to answer to the research question posed at the outset of the dissertation. In the second section, a concise summary statement of the findings is provided. The final section presents conclusions and recommendations relating to substantive and scholarly implications of the research.

Research Objectives Analysis

Objective 1: Review the Commonwealth of Virginia's visioning process.

As was discussed in Chapters 5 through 7, this dissertation was able to ascertain what kinds of comments were received through the visioning process and to verify which citizen comments appeared in the final vision statement. Now, this dissertation looks back to the vision statement to see where the comments originated.

Inclusion of Citizen Involvement Outcomes

Table 21 lists each issue addressed in the Commonwealth's vision statement in the first column. Then, the remaining columns indicate in which activity of the visioning process the comments were gathered. The table reveals several important facts. First, every issue included in Virginia's vision statement could be said to have arisen through one or more of the outreach activities of the visioning process. Second, it appears that the way the comments were received (stakeholder sessions,

deliberative citizen forums or telephone survey) made little difference as to whether or not they were included in the vision statement.

Although one might have expected a difference between the citizens and stakeholders outcomes, as a real point of interest, the citizen forums and stakeholder sessions were not vastly different. Many of the comments received at the citizen forums also related to issues that were of concern in the stakeholder sessions. These include: the need for a multimodal system⁴⁸; the idea that the transportation system should be seamless among and between modes; the Commonwealth should enhance economic opportunity, respect and reflect the needs of the diverse communities and regions, and provide opportunities for sustained involvement of community leaders and citizens.

Now, if we add the telephone survey and compare all three community visioning activities, eight of the twelve points in Virginia's vision statement were reflective of comments received through at least two of those activities. Remarkably, one - the desire for the Commonwealth to respect and reflect the needs of the diverse communities and regions was specified in all three outreach activities.

Interestingly, having a safe transportation system and full accountability for transportation decision-making were comments received through the telephone survey only. Perhaps the issues of safety and accountability were not expressed clearly in the comments from the community visioning activities but they were issues raised through the telephone survey. This reflects the importance of the role of the

⁴⁸ Though multimodal reflects the language of the in-governmental professional involved in the stakeholder meetings in Phase 1, this idea was reaffirmed in both the citizen forums and stakeholder sessions as the preferred alternative or scenario for Virginia's future.

telephone survey. It was not only able to confirm the results of the citizen and stakeholder processes but it was also able expand on and test concepts and observations rising from the forums and sessions as intended. These observations can be seen more clearly in Table 21.

Table 21: Vision Statement and Comments Received			
Vision Statement	Deliberative Citizen Forums	Stakeholder Sessions	Telephone Survey
Multimodal	X	X	
Safe			X
Strategic		X	
Seamless	X	X	
People and Goods	X		
Full Accountability			X
Protect the Environment	X		X
Protect the Quality of Life	X		X
Enhance Economic Opportunity	X	X	
Respect and Reflect Needs of Diverse Communities and Region	X	X	X
Adequate Investments for Current and Future Needs		X	X
Sustained Involvement of Community Leaders and Citizens	X	X	

Most puzzling is the fact that there were issues raised through both the citizen deliberative forums and the stakeholder sessions that were not included in the final vision statement. Nonetheless, these issues and comments were included in the final transportation plan, VTrans2025. In fact, all six categories of comments that were not specifically addressed in the vision *are discussed* in the long-range plan. These include comments such as: clear goals and objectives; planning process should be faster and less expensive; transportation system that provides service for all (disabled and aging); improved management of current systems and networks; improved delivery of transportation programs at both the political and technical

levels; and add capacity in both road networks and transportation alternatives.

Appendix H includes a table representation of these issues.

This dissertation is unable to determine why some comments were included in the vision statement itself while other comments were included in the body of the long-range plan. However, for the purposes of this analysis, it is still important to note that *all* the issues discussed by citizens and stakeholders during the citizen involvement activities *are* included in VTrans2025. The use of outcomes of the visioning processes is evident.

Visioning Processes Evaluation

When considering the Commonwealth's citizen involvement activities as a whole⁴⁹, the outreach activities are even more impressive in regards to the standards of "reasonable" and "meaningful" as per the SAFETEA-LU requirements, public participation representativeness table and FHWA best practices. Table 22 illustrates that through the use of three differing public involvement techniques, the Commonwealth met all of the SAFETEA-LU public participation requirements.

Table 22: All Citizen Outreach Reasonableness			
SAFETEA-LU Requirements	Forums	Sessions	Survey
Convenient and Accessible	Somewhat	Somewhat	Yes
Employ Visualization Techniques	Yes	Yes	No
Information Available in Electronically	Yes	Yes	Yes
Convenient and Accessible	Somewhat	Somewhat	Yes

⁴⁹ As noted, this dissertation did not review the information obtained from the public meetings and hearings that were held as part of Phase 1 and Phase 3 because they were not involved in the visions statement *creation* or *specific* to the vision statement itself. It should be noted, however, that the vision statement and the long-range plan were presented, and comments were received, at a Planning District Commission and Metropolitan Planning Organization Summit and 11 public meetings held in nine locations across the Commonwealth. The meetings were an open house format. In total, there were 372 participants generating 233 written responses regarding the VTrans2025 effort.

Table 23 demonstrates that by combining all the visioning activities, Virginia's public involvement scores in the bottom right box in public participation representativeness. This indicates that both the level and range of the participation was broad and full⁵⁰.

Table 23: Representativeness		
Level	Narrow	Broad
Pseudo		
Partial	Stakeholder Sessions and Deliberative Citizen Forums: Level of Participation	Telephone Survey: Level of Participation
Full	Stakeholder Sessions: Range of Participation	Telephone Survey and Deliberative Citizen Forums: Range of Participation Citizen Outreach Activities Combined: Both Level and Range

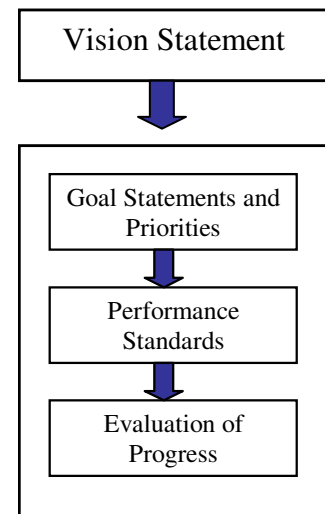
Finally, in regards to “best practices,” the Commonwealth’s outreach activities fulfilled all of FHWA’s recommendations. Table 24 indicates which activities fulfilled which recommendation. It is important to note that one recommended best practice was met by all three citizen participation activities; three recommended best practices were fulfilled by two activities; and one best practice recommendation was met by one activity. The final best practice in the table, “helps to formulate policy direction,” was initially met by the creation of the vision statement.

⁵⁰ Although it appears that the level of participation remains partial, it has actually been ranked as full. It is important to remember that the forums and the sessions have been ranked as “partial” only because of the limited number of citizens able to participate in outreach activities that are based on discourse and dialogue. On the other hand, the survey included a lot of participation in the sense that it was drawn from a well developed random sample of Commonwealth citizens, but ranked as partial because there was no real chance for discourse. In looking at the three activities together, and particularly in light of the fact that the survey followed the sessions and forums, this dissertation considers the level of participation as well as the range of participation as broad and full.

Table 24: Outreach Activities Fulfillment of FHWA Best Practices			
FHWA Guidelines	Deliberative Citizen Forums	Stakeholder Sessions	Telephone Survey
Offers the widest possible participation for developing a long-range plan	Somewhat	Somewhat	Yes
Democratic in its search for disparate opinions from all stakeholders	Yes	Somewhat	Yes
Directly involves a cross-section of constituents in setting a long term policy agenda	Yes	Somewhat	Yes
Looks for common ground among participants in exploring and advocating strategies for the future	Yes	Yes	No
Brings in often-overlooked issues about quality of life	Yes	Yes	Yes
Helps formulate policy direction on public investments and government programs	Somewhat	Somewhat	Somewhat

Objective 2: Does Virginia's long-range plan tell us how to achieve the vision statement within it?

In order to answer this question, we must determine if the long-range transportation plan links the vision statement to goals, objectives, and performance measurements of those goals. In Chapter 1, this dissertation discussed the role of visioning in long-range planning and provided the following figure to illustrate how visioning activities could initiate the planning process. The issues in Virginia's vision statement appear in its long-range plan, VTrans2025, however we do not know if they would have appeared regardless of the outreach activities in the visioning process. Not only do the issues appear in the plan, some of them have goal statements, performance objectives and performance



measures associated with them. There is no evidence that the agencies drew upon the visioning process to write the plan or the implementation tools provided for the plan's success.

However, what we do know is that nowhere in Virginia's long-range plan is the vision statement specifically linked to goals, objectives or performance measures. Without these, it is impossible to evaluate the progress being made by the agencies toward making Virginia's vision a reality. Even though advocates of citizen participation and of visioning would like to see a neat process that reflects the figure above; one in which citizen participation clearly influences the creation of the vision statement which would then lead to goals, objectives, measures and evaluation, it is unfortunately not that simple. This dissertation has demonstrated that the visioning process as conducted by the Commonwealth included a substantial and important citizen participation component, but we do not know if there is a causal arrow from this participation to the plan and, therefore we certainly do not know the about the connection between the implementation and evaluation of that plan.

This is not to say the long-range plan is devoid of goals and measures or other implementation tools. There are goal statements linked to performance objectives which are in turn linked to performance measures. However, they are relegated to the Appendix of the plan; specifically they are in Appendix C of VTrans2025. These goal statements are similar to the six goals used in the stakeholder sessions and telephone survey but are *not* inclusive of the issues in the vision statement; *nor* are these goal statements clearly linked to, or indicative of

being drawn from, the vision statement itself. A copy of these *independent* multimodal performance objectives and measures⁵¹ can be found in Appendix I.

Perhaps the lack of implementation tools designed to turn the vision statement into measurable outcomes has more to do with the vision statement itself and than it does with some oversight (or negligence) by the Commonwealth. For instance, three aspects of Virginia's vision statement are troubling from an implementation standpoint. If we go back to Maine's Planning Document which stated that: "the vision describes what the people want and the comprehensive plan describes how to get there," there are a few institutional issues that are problematic:

- 1) Protecting quality of life and enhancing economic opportunities throughout the Commonwealth is something that goes well beyond the responsibility or capacity of the transportation agencies involved in the long-range plan's creation. Although, the agencies are not averse to these issues and they have an influence in these matters, achieving this item in the vision statement would require intergovernmental cooperation that is again well beyond what is the capacity of the agencies and beyond what is traditional in Virginia. This would have to be handled at a much higher level. Additionally, there are no regulations (state or federal) that require such cooperation⁵², and though transportation decisions certainly affect these areas, they are traditionally the

⁵¹ The reader will remember these multimodal goals and objectives came from the in-government stakeholders in Phase 1, not from the citizen involvement processes.

⁵² Often, agencies are told to consider issues such as quality of life (like the FHWA best practices recommendations) and economic development but there are no set guidelines or regulations dictating how or to what extent this should be done. Additionally, even if there were regulations, at present there is no convenient enforcement tool available.

purview of local governments⁵³. Finally, being able to enforce this protection could be an issue for all transportation agencies and for other agencies of the state and federal government because it is not solely in their power to do so.

- 2) Funding is not beyond the agency's influence but final funding decisions are well beyond the control of all transportation organizations; this is a legislative matter. The agency may ask for levels of funding to implement the vision the citizens want, but it is Virginia's General Assembly that decides how much funding to appropriate. Here is where public participation exultation fall victim to "republican politics."
- 3) Full accountability for transportation planning and investment decisions would require some kind of measurement tool by which the agency can be held accountable. Even if we consider the performance objectives and measures provided in Appendix C of VTrans2025, the objectives and measures do not indicate *who* should be accountable for the measurement of objectives and goals⁵⁴!

Therefore, though it would seem fair to say that Virginia's vision was heavily influenced by the citizen participation activities – the comprehensive plan *does not* clearly show how the citizens wishes expressed in the visioning process will be met by inclusion in the plan or to paraphrase Maine's Planning Office – it does not tell us how the transportation agencies "intend to get there."

⁵³ Not only is it the purview of local governments, it is the preference of the localities that the state NOT interfere in these matters. Any regulation or encroachment by the state concerning these issues would be strongly discouraged and perceived with disdain as "bullying."

⁵⁴ Nor does it give anyone specific authority to hold said agency (or agencies) accountable.

If we recall Peter de Leon's concern that agencies and citizens should "work cooperatively toward mutual goals instead of being at odds with one another," we can see through the vision statement developed with citizen input that the citizens and agencies did reach agreement on common goals. The difficulty lies in working toward the accomplishment of at least a few of those goals in the face of the realities of republican politics. In other words, responsibilities are spread vertically through levels of government and horizontally through agencies of government, which is the very nature of our "compound and extended republic."

Research Question:

So, to answer our research question, "Can a community visioning process lead to a vision statement of mutually agreed upon goals that reflect what the citizens want? If so, can they be meaningfully integrated into the long-range transportation plan in a way that 'tells us how to get there'⁵⁵?"

The research in this dissertation, at least for this case study, should raise some concerns about the ability of transportation planners to take community created visions and make them a reality. It appears some of Virginia's vision statement, as constructed with citizen input, has at least a few points at which the issues in the vision statement are at odds with the agencies' authority and capability (e.g. adequate funding), and the transportation agencies' missions and statutory charges (e.g. protecting quality of life and enhancing economic opportunity).

⁵⁵ While this dissertation cannot answer this for all planning contexts it does give some insight as to what happened in Virginia.

Summary Statement of Findings

This dissertation discussed the literature on participatory democracy and noted that authors like Yang and Callahan call for public managers to go beyond mandated techniques such as public hearings. This dissertation has demonstrated that the Commonwealth of Virginia made a “good faith” effort at creating a transportation vision statement with citizen input that extended beyond the traditional public meetings and hearings. These additional outreach activities included not just one or two methods of participation but three. Furthermore, two of the activities - the citizen deliberative forums and stakeholder sessions - put a strong emphasis on discourse and deliberation rather than just one-way communication. These outreach activities were designed to tap into the personal judgments, everyday knowledge and discursive interaction that Dewey and others argue should be the principle means for achieving democratic governance. The final activity, the telephone survey, provided the agencies with a mechanism to test the concepts and observations obtained through the two earlier community visioning activities, thereby providing a representative sample of the Commonwealth’s population.

This dissertation does not refute, and in fact in some ways this dissertation supports, the theory that enhanced public participation decreases cynicism and increases trust in government. Comments received in all three outreach activities certainly seem to support citizen’s desires to be more involved and gratitude for being asked for their contribution to the vision statement creation. This was expressed strongly enough through the comments received that it became a part of

Virginia's vision statement, "sustained involvement of community leaders and citizens."

Due to the processes used in the forums and sessions, the vision can be said to represent (at least partially) new knowledge, *created* by citizens and stakeholders in a participative process involving discourse. Additionally, this dissertation acknowledges the intrinsic value gained through community deliberation and dialogue. Morse (2004) notes that there is a need to have citizens engage one another, as well as with the public agency.

When participation is "managed," the thought process tends to be in terms of citizens providing input to the agency and the agency providing information for the citizens...Thinking in terms of the community process, one would want to think of processes and structures that enable the participants to interact with one another so that learning can take place (Morse, 2004 p.225).

Deliberation provides an opportunity for social learning and is a means by which citizens can make tough choices about basic purposes and directions for their communities and their country. There is undoubtedly value in encouraging civic participation through citizens coming together to talk about issues that are important to them through "deliberation with one another - eye-to-eye, face-to-face, exploring options, weighing others' views, and considering the costs and consequences of public policy decisions" (www.nifi.org).

However, this dissertation does raise questions about the proper relationship between the visioning process and long-range transportation planning. The problem is not in the creation of a transportation vision statement through outreach activities that meet the expectations of those calling for more democratic participation. It is in the agencies' ability to take all that input, put it in a vision statement *and, then,*

illustrate in the long-range plan what actions will be taken, by whom, and who is to be accountable for those actions.

This is precisely the concern discussed in Chapter 2 as articulated by Myers and Kitsuse. They remind us that in the absence of strategies and authority for achieving the vision in a democratized republic, i.e. in the face of republican politics, vision statements always risk devolving into inconsequential and expensive wish lists for the future. According to Helling (1998) this was indeed the case in Atlanta. Helling asserts that the visioning process conducted for Atlanta 2020 produced no plan capable of providing a roadmap to the vision. This appears to be the case in Virginia as well.

The comments received during the visioning process led to decision-making for the actual statement included in VTrans2025. However, this vision is *not* the driving force for the remainder of the plan. Though the literature states community visioning processes are intended to allow citizens the power to make planning decisions, at least in the cases of Atlanta and Virginia, this did not happen. In both instances the planners and the elected officials, the people with the power (statutory obligation) to write the long-range plans and the people with the power to decide which parts of those plans to act upon, are still the people with the decision making power for the future.

Conclusions and Recommendations

Regarding the substantive objective of addressing visioning in long-range planning, this dissertation should be viewed as a cautionary tale. The Commonwealth of Virginia made an excellent effort (more than reasonable and

arguably meaningful) to get citizens involved in the creation of the vision statement. We know that the issues stated in the vision statement appear in the long-range plan, Vtrans2025. We cannot know if transportation planners drew from the vision statement itself to write the long range plan but we do know the comments gathered through the visioning processes are reflected in both the vision statement and the long-range plan.

We return to the three quotes discussed in the introduction of this dissertation:

- Democratic theory is an effort “to reconcile the policy sciences with an expanded version of the American democratic dream so that the two work cooperatively toward mutual goals instead of being at odds with one another (Peter de Leon, 1997, p. 9).”
- “Republican politics is risky politics, a politics without guarantees (Michael Sandel, 1996, p. 321).”
- “The vision describes what the people want and the comprehensive plan describes how to get there (Maine Planning Office, *Community Visioning Handbook*, 2003, p. 2).”

It is fair to say that Virginia’s visioning process was an effort “to reconcile the policy sciences with an expanded version of the American democratic dream so that the two work cooperatively toward mutual goals instead of being at odds with one another” (de Leon, 1997). Citizens perceived the visioning process as well done and were appreciative of the chance to participate. Therefore, many would hold this visioning process up as an exemplar of citizen involvement in democratic processes, one to be emulated throughout the country. However, according to the transportation planning literature there is more to the story for those involved in the long-range plan creation.

Despite the fact that the vision statement described “what the citizens want,” and the long-range plan contained some of items that were specified by the citizens, we can’t say that VTrans2025 told citizens of the Commonwealth how they were going to “get there” (Maine, 2003). Most of the things developed in the vision statement appear in the plan and though there are goals and benchmarks, they are relegated to the appendix and do not reflect a vigorous effort to attempt to move on to performance measurement; importantly, not all aspects of Virginia’s vision statement were transformed into related goals and benchmarks by which to evaluate the Commonwealth’s effort to make that vision a reality.

The fact that some of the items in the vision statement do not appear in the plan’s goals and benchmarks may be due to risky politics - the “politics without guarantees” to which Sandel speaks. That is to say in a “compound and extended republic” it is hard to see that plans are carried out in a neat and tidy way.

As discussed earlier in this chapter, transportation agencies can only influence policy surrounding the issues that relate to funding, quality of life and the economy. They simply do not have the jurisdictional wherewithal to ensure that these items in the vision happen. Doing so calls for coordination across levels of government and various state and federal agencies. Here again, de Leon and others make citizen involvement in democratic processes sound too simple. By including some of the comments in a vision statement (specifically those related to funding, the economy and full accountability), the long-range planning committee is drifting beyond its ability to ensure these become a reality due to statutory and regulatory limitations. This begs the question, who is to be accountable for the fulfillment of this

vision?” Though de Leon may be right in stating that “bureaucracies have too much responsibility, concentrated in too few people, with too little accountability,” the accountability issue still remains problematic, at least in this case study and probably many others, regardless of how much effort is put into a democratic process.

Questions for Future Research

This analysis has raised many additional questions that should be considered for future research. This study has only examined the visioning process by looking at the comments received in the public outreach activities and the final vision statement itself; and, this dissertation only looked to the impact of the comments gathered in the activities on the vision statement itself. Future research will need to be conducted to see in what other ways the citizen outreach activities, and the vision statement itself, are affecting transportation policy in the Commonwealth. For example, we cannot explore or say with certainty here, but it is of interest to determine if the visioning process or its outcomes led the Lt. Governor, upon acceding to the Governorship, to make transportation the leading issue of his agenda.

Additionally, this dissertation did not attempt to determine why some comments were included in the vision statement while others were included in the long-range plan (remembering that all kinds of comments received were included somewhere in the comprehensive plan); nor does this dissertation make any assertion if or how much the vision statement (or long-range plan for that matter)

would vary if it was crafted solely by the transportation planners themselves⁵⁶.

These are questions raised by the analysis but require future research to answer.

Finally, this dissertation is simply one case study. Similar case studies should be conducted in transportation and other fields, where visioning takes place in order to determine how best to involve citizens in visioning processes while avoiding unnecessarily compounding the challenges of implementation, evaluation and accountability.

⁵⁶ Although comparing Virginia's final vision statement created with citizen input to the draft vision statement, "*Build a world-class multimodal transportation system that sets the standard for the rest of the nation*," created by the transportation professionals in Phase 1 certainly indicated that it must have.

REFERENCES

- Arnstein, S.R. 1969. A ladder of citizen participation. *Journal of American Institute of Planners* 35:216-224.
- Beimborn, Edward and Robert Puentes. 2003. *Highways and transit: Leveling the playing field in federal transportation policy*. The Brookings Institution Series on Transportation Reform.
- Benn, S.I. and R.S Peters. 1965. *The principles of political thought*. New York: The Free Press.
- Berman, Evan. 1997. Dealing with cynical citizens. *Public Administration Review* March/April.
- Boschken, H. L. 1992. Analyzing performance skewness in public agencies: The case of urban mass transit. *Journal of Public Administration Research and Theory* 2, no. 3:265-288.
- , 1994. Organizational performance and multiple constituencies. *Public Administration Review* 54, no. 3:308-312.
- Box, Richard C. 1998. *Citizen governance*. Thousand Oaks, CA: Sage.
- , 1992. The administrator as trustee of the public interest. *Administration & Society* 24 (November):325-345.
- Bryson, J. M. 1995. *Strategic planning for public and non-profit organizations*. San Francisco: Jossey-Bass.
- Buchanan, James M, and Gordon Tullock. 1999. *The calculus of consent: Logical foundation of constitutional democracy*. Indianapolis, IN: Liberty Fund, Inc.
- Buckwalter, Boyle, Robert Parsons, and Norman Wright. 1993. Citizen participation in local government: The use of incentives and rewards. *Public Management* 23 (September):11-15.
- Buss, Terry F., F. Stevens Redburn, and Marcela Tribble. 2002. *Economic development and citizen participation*. Encyclopedia of Public Administration and Public Policy. New York, NY: Marcel Dekker.
- , 2002. *Citizen participation and economic development*. National Academy for Public Administration (April).

- Cobb, Randy. 1996. Since you asked.
<http://www.planning.org/thecommissioner/spring96-1.htm>.
- Codd, Richard. 1996. Vision for the future. *Planning* 62, no. 1 (February):31.
- Cambridge Systematics. 2003. *Synthesis of findings from six stakeholder vision sessions*.
- Carr, Deborah S. and Kathleen Halvorsen. 2001. An evaluation of three democratic, community-based approaches to citizen participation: Surveys, conversations with community groups, and community dinners. *Society and Natural Resources* 14:107-126.
- Coglianese, Cary. 2003. *The internet and public participation in rulemaking*. KSG Paper Series No. RWP03-022.
- Cohen, Joshua. 1986. An epistemic conception of democracy. *Ethics* (October):26-38.
- Commonwealth Transportation Board. 2004. Virginia's statewide multimodal long-range transportation plan. Phase 3 Report to the General Assembly. *VTrans2025*.
- Cranston, M. 1968. *Introduction to J.J. Rousseau's the social contract*. Harmondsworth: Penguin Classics.
- Creighton, James L. 1999. Public participation in federal agencies' decision making in the 1990s. *National Civic Review* 88, no. 3 (Fall):249.
- Cuthill, Michal. 2004. Community visioning: Facilitating informed citizen participation in local area planning on the gold coast. *Urban Policy and Research* 22, no. 4 (December):427-445.
- Dahl, Robert A. 1990. American hybrid in *Classic Readings in American Politics* (Pietro S Nivola and David H. Rosenbloom).
- de Leon, Peter. 1997. *Democracy and the policy sciences*. New York, NY; State University of New York Press.
- Denhardt, Robert B. 1981. Towards a critical theory of public organization. *Public Administration Review* 41, no. 6 (November/December).
- Feagin, J., Orum, A., and Sjoberg, G. (Eds.), 1991. *A case for case study*. Chapel Hill, NC: University of North Carolina Press.

- Federal Highway Administration. 2002. Office of Intermodal Statewide Planning. *Evaluation of statewide long-range transportation plans*.
- , 2006. US DOT Federal Highway Administration. *Public involvement techniques for transportation decision-making*.
<http://www.fhwa.dot.gov/reports/pittd/vision.htm>.
- Fishkin, James S. 1995. *The voice of the people: public opinion and democracy*. New Haven, CT: Yale University Press.
- Franklin, A. L. 2001. Involving stakeholders in organizational processes. *International Journal of Public Administration* 24, no. 3:385-403.
- Franklin, Aimee L. and Carol Ebdon. 2005. Are we all touching the same camel? Exploring a model of participation in budgeting. *American Review of Public Administration* 35 no. 2 (June).
- Freeman, Jody. 2000. The private role in public governance. *New York Law Review* 75, no. 543.
- Gabor, D. 1964. *Inventing the Future*. New York, NY: Alfred A. Knopf. (As Cited in Shipley, 2000)
- Glaser, Mark A and James W Bardo. 1994. A five-stage approach for improved use of citizen surveys in public investment decisions. *State and Local Government Review* 26 (Fall):161-172
- Glaser, Mark A., and W. B. Hildreth, 1996. A profile of discontinuity between citizen demand and willingness to pay taxes: Comprehensive planning for park and recreation investment. *Public Budgeting and Finance* 16, no. 4:96-113.
- Hamel, J., Dufour, S., and Fortin, D. 1993. *Case study methods*. Newbury Park, CA: Sage Publications.
- Healey, P. 1998. Collaborative planning in a stakeholder society. *Town Planning Review* 69, no.1:1-21.
- Heinz, John P. et al., 1993. *The hollow core: Private interests in national policy making*. Cambridge, MA: Harvard University Press.
- Helling, Amy. 1998. Collaborative visioning: Proceed with caution! Results from evaluating Atlanta's Vision 2020 Project. *Journal of the American Planning Association* 64, no. 3:335-349.

- King, Cheryl Simrell, Kathryn M. Feltey and Bridget O'Neill Susel. 1998. The question of participation: Toward authentic public participation in public administration. *Public Administration Review* 58, no. 4:317(10).
- King, Cheryl Simrell and Camilla Stivers. 1998. *Governance is us*. Thousand Oaks, CA: Sage.
- Klein, Virginia Lee Benson, John Andersen, Pamela Plumb, Nancy Davis and Philip B Herr. 1993. Visions of things to come. *Planning* 59, no. 5 (May):10.
- Lindblom, Charles E. 1986. Who needs what social research or policy-making. *Knowledge: Creation, Diffusion, Utilization* 7 (June).
- Lurcott, Robert H. 2005. *Regional visioning public participation best practices*. Prepared for Sustainable Pittsburgh, FAICP (January).
- Maine Planning Office. 2003. *Community visioning handbook*. Augusta, Maine.
- Mansbridge, Jane J. 1980. *Beyond adversary democracy*. New York, NY: Basic.
- Masey, Jonathan. 2002. Cynicism and trust in politics and constitutional theory. *Cornell Law Review* 80:280.
- McCann, Eugene J. 2001. Collaborative visioning or urban planning as therapy? The politics of public-private policy making. *Professional Geographer* 53, no. 2:207-218.
- Morse, Ricardo S. 2002. *Deliberative visioning*. Paper presented at the 63rd National Conference of the American Society for Public Administration, Phoenix, Arizona.
- Moynihan, Donald. 2004. *Public Participation after 9/11: Rethinking and Rebuilding Lower Manhattan*. Bush School Working Paper #408, March.
- Nation Issues Forum. 2006. About NIF forums.
<http://www.nifi.org/forums/about.aspx>.
- Okubo, D. 1997. *The community visioning and strategic planning handbook*. Denver, CO: The National Civic League.
- Oregon Chapter of the APA. 1993. *A guide to community visioning*. Chicago, IL: Planners Press.
- Pateman, Carol. 1989. *The disorder of women*. Stanford, CA: Stanford University Press.

- Putnam, R. D. 2000. *Bowling alone: The challenge and revival of American community*. New York, NY: Simon & Schuster.
- Saint-Martin, Denis. 1998 The new managerialism and the policy influence of consultants in government: An historical-institutionalist analysis of Britain, Canada, and France. *Governance: An International Journal of Public Policy and Administration* 11, no. 3:319-356.
- Sandel, M. 1996. *Democracy's discontent*. Cambridge, MA: The Belknap Press of Harvard University Press.
- Shipley, Robert and Ross Newkirk. 1998. Visioning: Did anybody see where it came from? *Journal of Planning Literature* 12, no. 4:407-416.
- Shipley, Robert. 2000. The origin and development of vision and visioning in planning. *International Planning Studies* 5, no. 2:225-236.
- Simonsen, W., and Robbins, M. D. 2000. *Citizen participation in resource allocation*. Boulder, CO: Westview.
- Staeheli, Lynn, Jan Kodras, and Colin Flint. 1997. Introduction. In *State devolution in America: Implications for a diverse society*, ed. Lynn Staeheli, Jan Kodras, and Colin Flint, xii-xxxiii. Thousand Oaks, CA: Sage.
- Stake, R. 1995. *The art of case research*. Thousand Oaks, CA: Sage Publications.
- Streib, Gregory. 1991. Professional skill and support for democratic principles. *Administration & Society* 24 (May):22-40.
- Stivers, Camilla. 1994. The listening bureaucrat: Responsiveness in public administration. *Public Administration Review* 54 (July-August):364-369.
- Svendsen, A.C. 1998. *The stakeholder strategy: Profiting from collaborative business relationships*. San Francisco, CA: Berrett-Koehler.
- Tellis, Winston, 1997. Introduction to case study. *The Qualitative Report* 3, no. 2 (July).
- Thomas, John C. 1993. Public involvement and governmental effectiveness: A decision-making model for public managers. *Administration & Society* (February): 444-469.
- University Transportation Fellow and the Institute for Policy Outreach of Virginia Polytechnic Institute and State University. 2003. *A long-term multimodal transportation vision for Virginia: Public participation through deliberation*.

- SAFETEA-LU, Safe Accountable Flexible Efficient Transportation Equity Act: A Legacy for Users*, Public Law 109-69, 108th Cong., 2nd sess. (August 10, 2005).
- TEA-21, Transportation Equity Act for the 21st Century*, Public Law 105-178, 105th Cong., 1st sess. (June 8, 1998).
- ISTEA, Intermodal Surface Transportation Efficiency Act of 1991*, Public Law 102-240, 102nd Cong., 1st sess. (December 18, 1991).
- Virginia's Commonwealth Transportation Board. *VTrans2025 phase 3 final report*. Virginia: 2004.
- Warner, M, 2001. Building social capital: The role of local government. *Journal of Social Economics* 30.
- Webber, Melvin M. 1978. A different paradigm for planning. In *Planning Theory in the 1980s*, ed. Robert W Burchell and George Sternlieb. New Brunswick, NH: Center for Urban Policy Research, Rutgers University.
- Weingroff, Richard F., 2001. Creating a landmark: The Intermodal Surface Transportation Efficiency Act of 1991. *Public Roads* (November/December).
- Wilson, L. A., II. 1983. Preference revelation and public policy: Making sense of citizen survey data. *Public Administration Review* 43, no. 4:335-342.
- Yang, Kaifeng and Kathe Callahan, 2005. Assessing citizen involvement efforts by local governments. *Public Performance & Management Review* 29, no. 2 (December):191-216.
- Yankelovich, Daniel. 1994. How changes in the economy are reshaping American values. In *Values and Public Policy*, ed. Henry J Aaron, Thomas E Mann, and Timothy Taylor. Washington, DC: Brookings Institution.
- Yin, R. 1994. *Case study research: Design and methods*. Beverly Hills, CA: Sage Publishing.
- , 1993. *Applications of case study research*. Beverly Hills, CA: Sage Publishing.
- , 1989. *Case study research: Design and methods*. Beverly Hills, CA: Sage Publishing.
- , 1984. *Case study research: Design and methods*. Beverly Hills, CA: Sage Publishing.

Zonabend, F. 1992. The monograph in European ethnology. *Current Sociology* 40, no. 1 (Spring):49-60 (as quoted in Tellis, 1997).

Appendix A: Issue Framing Workshop

I. Welcome

Introduction of The Faculty...

Ray Pethtel, University Transportation Fellow
Dr. Larkin Dudley, CPAP Associate Professor
Dr. Joseph Freeman, Lynchburg College Professor
Mary Beth Dunkenberger, Ph.D. Student, CPAP
Bethany Stich, Ph.D. Student, CPAP
Andrew Sorrell, MPA Student, CPAP
Kathryn Young, Ph.D Student, CPAP

II. The Program: Exercise in Issue Framing for Deliberative Dialogue

The Process:

What is Deliberative Dialogue
The Issue Framing Experience

Desired Outcomes:

Understand deliberation as a tool of leadership
Recognize the strengths and trade-offs of alternative approaches
Develop proposed action plans

III. Steps in Framing an Issue

We will frame three or four approaches to answering the question posed below. The product of our work will feed into an issue booklet to help citizens have a more informed and effective public involvement process.

The Question: Building a world-class multi-modal transportation system in Virginia: How can it be done?

Identifying the Concerns: Entire group identifies their concerns and suggestions around the question.

What bothers you about the question?
What in your experience alerts you to concerns or possibilities?
Who is not here?
What would they say?
Anyone else left out?

Grouping the Concerns: Two or three volunteers categorize the concerns into different possible approaches and the entire group names them.

IV. Constructing A Matrix

Describe the Approaches: Each small group takes an approach. Identify someone to record and to report out to the entire group when finished.

Write out on flip chart paper:

- Describe the essence of the approach.
- What would you do if you took this approach--what actions would follow?
- List arguments in favor of this approach.
- List the arguments against the approach.
- What is the trade-off(s) for taking this approach?

Report out Group Outlines to entire group.

V. Find Common Ground

Appendix B: First Issue Framing Matrix

Original developed February 2003

Table B1: Issue Framing Matrix							
Adequate Funding	Safe/Secure	Preserve QOL	Mobility/Access	Institutional Change	Stay the Course	Let Technology do it	Change Demand Change Behavior
Gain public support for more funding	Encourage enforcement of existing laws	Use trans. To create better communities	Develop a strategic plan that focuses on integrating modes	Examine ways to prioritize and assess needs	Improve the existing roads. Plan for high speed rail service	Substitute communication for travel	Expected outputs should drive modal priorities and needs
toll roads	Improve visibility of markings, pavement markings, signage and warning devices.	Poor have constrained access to private trans. & must use public (*D7)	Expand choices available (especially for seniors)	Determine new ways to measure modal needs based on policy objectives	Recognize each mode is unique	Technology is driving social and economic change (*D6)	Land use planning to facilitate non-motorized trips
Examine state and local roles in decision making and funding for highways and transit (*E5)	Change/enforce design standards	Visual quality = economic attractiveness	Single mode choice is no choice at all; multi modal means choice	Foster a better communication among the agencies & between administration, leg., PDCs and special interest groups	Maintain the existing state funding mechanisms	Design management/improve traffic flow through traffic signals	Use incentives to buy new technologies
More funding & more flexibility	Define safety in realistic terms, not as a substitute for other issues that may be at hand.	(+/-) road relocation affects business activities	Promote passenger rail (*H3)	Create a transportation finance agency (*A4)	Build a world class multi modal system	Connect to tourism information	Offer pre-boarding payment for bus transit (*D8)
Reinstate the car tax.	Design for security for all modes (police	Provide incentives for using existing	Technology is driving social and economic change	Improve context sensitive design	Incorporate surveillance/communication into ITS	Incentives to buy new technologies	Use incentives to change behavior toward van pool,

Table B1: Issue Framing Matrix

Adequate Funding	Safe/Secure	Preserve QOL	Mobility/Access	Institutional Change	Stay the Course	Let Technology do it	Change Demand Change Behavior
	observation)	buildings (*H8) And promote jobs in existing urban areas.	(*G3)				car pool, and ride share
Address funding inequity btw/ small and large towns.		Offer pre-boarding payment for bus transit (*H5)	Poor have constrained access to private trans. & must use public (*C3)	Foster communication between agencies and communities	Maintain primary road system to promote tourism	Expand ITS such as standardizing electronic toll systems & integration into transit. High speed weigh in motion, variable message signs, and traveler information systems.	Develop Impact fees for private developers
Public/Private partnerships (*E30)		Improved access to industry	Be more sensitive to how roads affect development	Organize and develop smart growth strategies (*H11)	Continue to promote adopt-a-highway, and adopt-a-stream programs (*C13)	Provide incentives for using existing buildings (*C6)	Organize and develop smart growth strategies (*E11)
	Reduce the number of at grade crossings	Focus more attention to the underserved through expansion of communications to underserved populations	Develop set asides for disabled/handicap populations	Make VDOT the highway dept. and make multi modal planning part of an umbrella agency	Maintain cleaner roads to prevent run off and protect bike facilities	Congestion Pricing	Control vehicle emissions (*C2)
	Research on safety issues such as wind shear, fog, wet	Employ environmental practices to preserve soil,	Change education and enforcement of laws pertaining to ADA	Consider the rationalization of the planning of multi modal	Ensure maintenance funding	Integrate modes to reduce automobile use	Private sector based incentives to encourage car pools, van pools,

Table B1: Issue Framing Matrix							
Adequate Funding	Safe/Secure	Preserve QOL	Mobility/Access	Institutional Change	Stay the Course	Let Technology do it	Change Demand Change Behavior
	reflectivity	air, and water. Also protect natural habitats and cultural resources.		programs			and telecommuting
	Consider shares use of the shoulders for bicycles	Balance economic development and access	Take handicap access into consideration	Take the politics out of transportation	Build and maintain safe bridges	Research on safety issues such as wind shear, fog, wet reflectivity (*B12)	Consider two tiered transportation system, one free, one paid.
	Fund more driver education and awareness	Protect and enhance scenic beauty/aesthetics (e.g. mountains & streams)	Divert freight from roads to rail	Educate people about future road placement	Maintain open space (farmlands) (*C21)	Educate, communicate, and process through internet and Cable TV.	
	Develop traffic calming strategies and design	Continue to promote adopt-a-highway, and adopt-a-stream programs (*F7)	Increase access to public transportation	Recognize the env. Goals are often conflicting	Improve more North/South corridors	Incorporate fiber optic with new road construction	
	Use technology for enforcement	Increase dark skies (lower light pollution)	Increase capacity, accommodate greater volume	streamlining the env. Process	Reduce the number of interstate interchanges to reduce congestion	Use signal technology to reduce congestion	
	Educate against driver distraction	Consider urban growth boundaries	Highlight pedestrian and bicycles in all modal plans	Reexamine the relationship between land use planning, statutes, transportation, & zoning ordinances		Context appropriate use of technology	
		Let's stop trying to pave the world.	Providing for the movement of goods and people inter and	Build and improve relationships with		Explore use of more env. Friendly	

Table B1: Issue Framing Matrix

Adequate Funding	Safe/Secure	Preserve QOL	Mobility/Access	Institutional Change	Stay the Course	Let Technology do it	Change Demand Change Behavior
			intra- regionally	universities and research institutes		vehicles, including clean fuel.	
		Reduce sign proliferation	Maximize connectivity, connect growth areas	Proactive v. reactive transportation development		Let cyclists trigger traffic signals (*D28)	
		Recognize the tradeoff of safety for trees	Promote intermodalism e.g. bikes and wheelchairs on busses	Focus funding on growth areas, retarget funding			
		Affects of volume on urban neighborhoods	Most public transit doesn't provide service at night	Awareness of different needs, rural v. urban			
		Pedestrian access in towns and cities (*D22)	Support access programs (industrial, recreation, rail)	Give VDOT land use authority, power to require adequate public facilities, and to refuse access to new developments.			
		Maintain open space (farmlands) (*F12)	Focus on the mobility of the person not the vehicle.	Encourage flexibility in subdivision road standards.			
		Control vehicle emissions (*H9)	Pedestrian access in towns and cities (*C20)	Develop a vision.			
			Use more coordinated street grids	Coordination of road and economic development,			

Table B1: Issue Framing Matrix

Adequate Funding	Safe/Secure	Preserve QOL	Mobility/Access	Institutional Change	Stay the Course	Let Technology do it	Change Demand Change Behavior
				planning between local, regional, and state entities			
			Dual usage of public transportation and school busses	Coordination btw/ trans. Planning and tourism development			
			Transportation alternatives in rural areas	Eliminate inequity in funding between urban and rural areas			
			Alternatives to interstate travel such as parallel local routes	Use levels of mobility as measures of effectiveness—seamless intermodal system			
			Take into account the relationship btw/ port needs and community mobility	Involve residents in transportation planning			
			Let cyclists trigger traffic signals (*G28)	Fast tracking projects (planning, design, construction) for economic development opportunities			
			Transit service for job access	Increase public education and involvement			
			Incentives to localities for transit	Public/Private partnerships			

Table B1: Issue Framing Matrix							
Adequate Funding	Safe/Secure	Preserve QOL	Mobility/Access	Institutional Change	Stay the Course	Let Technology do it	Change Demand Change Behavior
			oriented development	(*A8)			
				Devolve allocation of funds and projects to local level			
				Transit should get more equal share of transportation dollars			
				Establish cost-benefit criteria for comparing investments btw/ modes.			
				Require localities to adopt access mgt. claims			

Further Refined Issue Framing Matrix

Originally Developed February 2003

Table B2: Further Refined Issue Framing Matrix			
Conserve, Preserve, and Protect the Environment	Improve Mobility and Access For People and Goods	Change Institutions and Processes	Build, Maintain, and Correct Deficiencies in Infrastructure
Use trans. To create better communities	Develop a strategic plan that focuses on integrating modes	Examine ways to prioritize and assess needs	Improve the existing roads. Plan for high speed rail service
Poor have constrained access to private trans. & must use public (*D7)	Expand choices available (especially for seniors)	Determine new ways to measure modal needs based on policy objectives	Recognize each mode is unique
Visual quality = economic attractiveness	Single mode choice is no choice at all; multi modal means choice	Foster a better communication among the agencies & between administration, leg., PDCs and special interest groups	Maintain the existing state funding mechanisms
(+/-) road relocation affects business activities	Promote passenger rail (*H3)	Create a transportation finance agency (*A4)	Build a world class multi modal system
Provide incentives for using existing buildings (*H8) And promote jobs in existing urban areas.	Technology is driving social and economic change (*G3)	Improve context sensitive design	Incorporate surveillance/communication into ITS
Offer pre-boarding payment for bus transit (*H5)	Poor have constrained access to private trans. & must use public (*C3)	Foster communication between agencies and communities	Maintain primary road system to promote tourism
Improved access to industry	Be more sensitive to how roads affect development	Organize and develop smart growth strategies (*H11)	Continue to promote adopt-a-highway, and adopt-a-stream programs (*C13)
Focus more attention to the underserved through expansion of communications to underserved populations	Develop set asides for disabled/handicap populations	Make VDOT the highway dept. and make multi modal planning part of an umbrella agency	Maintain cleaner roads to prevent run off and protect bike facilities

Table B2: Further Refined Issue Framing Matrix

Conserve, Preserve, and Protect the Environment	Improve Mobility and Access For People and Goods	Change Institutions and Processes	Build, Maintain, and Correct Deficiencies in Infrastructure
Employ environmental practices to preserve soil, air, and water. Also protect natural habitats and cultural resources.	Change education and enforcement of laws pertaining to ADA	Consider the rationalization of the planning of multi modal programs	Ensure maintenance funding
Balance economic development and access	Take handicap access into consideration	Take the politics out of transportation	Build and maintain safe bridges
Protect and enhance scenic beauty/aesthetics (e.g. mountains & streams)	Divert freight from roads to rail	Educate people about future road placement	Maintain open space (farmlands) (*C21)
Continue to promote adopt-a-highway, and adopt-a-stream programs (*F7)	Increase access to public transportation	Recognize the env. goals are often conflicting	Improve more North/South corridors
Increase dark skies (lower light pollution)	Increase capacity, accommodate greater volume	Streamlining the env. Process	Reduce the number of interstate interchanges to reduce congestion
Consider urban growth boundaries	Highlight pedestrian and bicycles in all modal plans	Reexamine the relationship between land use planning, statutes, transportation, & zoning ordinances	Design management/ improve traffic flow through traffic signals
Let's stop trying to pave the world.	Providing for the movement of goods and people inter and intra- regionally	Build and improve relationships with universities and research institutes	Connect to tourism information
Reduce sign proliferation	Maximize connectivity, connect growth areas	Proactive v. reactive transportation development	Expand ITS such as standardizing electronic toll systems & integration into transit. High speed weigh in motion, variable message signs, and traveler information systems.
Recognize the tradeoff of safety for trees	Promote intermodalism e.g. bikes and wheelchairs on busses	Focus funding on growth areas, retarget funding	Research on safety issues such as wind shear, fog, wet reflectivity (*B12)
Affects of volume on urban neighborhoods	Most public transit doesn't provide service at night	Awareness of different needs, rural v. urban	Use signal technology to reduce congestion

Table B2: Further Refined Issue Framing Matrix

Conserve, Preserve, and Protect the Environment	Improve Mobility and Access For People and Goods	Change Institutions and Processes	Build, Maintain, and Correct Deficiencies in Infrastructure
Pedestrian access in towns and cities (*D22)	Support access programs (industrial, recreation, rail)	Give VDOT land use authority, power to require adequate public facilities, and to refuse access to new developments.	Context appropriate use of technology(*B
Maintain open space (farmlands) (*F12)	Focus on the mobility of the person not the vehicle.	Encourage flexibility in subdivision road standards.	Let cyclists trigger traffic signals (*D28)
Control vehicle emissions (*H9)	Pedestrian access in towns and cities (*C20)	Develop a vision.	Public/Private partnerships (*E30)
Expected outputs should drive modal priorities and needs	Use more coordinated street grids	Coordination of road and economic development, planning between local, regional, and state entities	Encourage enforcement of existing laws
Land use planning to facilitate non-motorized trips	Dual usage of public transportation and school busses	Coordination btw/ trans. planning and tourism development	Improve visibility of markings, pavement markings, and signage and warning devices.
Use incentives to buy new technologies	Transportation alternatives in rural areas	Eliminate inequity in funding between urban and rural areas	Reduce the number of at grade crossings
Offer pre-boarding payment for bus transit (*D8)	Alternatives to interstate travel such as parallel local routes	Use levels of mobility as measures of effectiveness--seamless intermodal system	Research on safety issues such as wind shear, fog, wet reflectivity
Use incentives to change behavior toward van pool, car pool, and ride share	Take into account the relationship btw/ port needs and community mobility	Involve residents in transportation planning	Change/ enforce design standards
Develop Impact fees for private developers	Let cyclists trigger traffic signals (*G28)	Fast tracking projects (planning, design, construction) for economic development opportunities	Define safety in realistic terms, not as a substitute for other issues that may be at hand.

Table B2: Further Refined Issue Framing Matrix

Conserve, Preserve, and Protect the Environment	Improve Mobility and Access For People and Goods	Change Institutions and Processes	Build, Maintain, and Correct Deficiencies in Infrastructure
Organize and develop smart growth strategies (*E11)	Transit service for job access	Increase public education and involvement	Use technology for enforcement
Control vehicle emissions (*C2)	Incentives to localities for transit oriented development	Public/Private partnerships (*A8)	Educate against driver distraction
Private sector based incentives to encourage car pools, van pools, and telecommuting	Incentives to buy new technologies	Devolve allocation of funds and projects to local level	Evaluate cost/benefit of ITS applications
Consider two tiered transportation system, one free, one paid.	Incorporate fiber optic with new road construction	Transit should get more equal share of transportation dollars	
Substitute communication for travel	Design for security for all modes (police observation)	Establish cost-benefit criteria for comparing investments btw/ modes.	
Congestion Pricing	Improve safety for cyclists and pedestrians	Require localities to adopt access mgt. claims	
Integrate modes to reduce automobile use (*C36)	Incorporate rail infrastructure along new highway bridge construction	Provide incentives for using existing buildings/developed land (*C6)	
Educate, communicate, and process through internet and Cable T.V.	Promote light/ high-speed rail	Integrate modes to reduce automobile use (*A35)	
Explore use of more env. Friendly vehicles, including clean fuel.	Congressional/ Federal Funding for Rail	Gain public support for more funding	
Technology is driving social and economic change (*D6)	Use ITS to improve connectivity	toll roads	

Table B2: Further Refined Issue Framing Matrix

Conserve, Preserve, and Protect the Environment	Improve Mobility and Access For People and Goods	Change Institutions and Processes	Build, Maintain, and Correct Deficiencies in Infrastructure
Consider shared use of the shoulders for bicycles	Regionalize ITS between states	Examine state and local roles in decision making and funding for highways and transit (*E5)	
Fund more driver education and awareness	Clarify meaning of environmental justice	More funding & more flexibility	
develop traffic calming strategies and design	Recognize changing definition of mobility	Reinstate the car tax.	
T21 Funding to reduce vehicle/wildlife conflict		Address funding inequity btw/ small and large towns.	
Preserve historic resources		Legislative change to encourage/ enforce smart growth	
Continue median planting program		State level control of sprawl	
Improve pervious surfaces for runoff		HES program to reflect true cost of construction	
Transportation as integrated with environment not just mover of people and goods		Provide information prior to public meetings via internet/ mobile units, etc.	
Recognize impact of "light pollution"		Consider traits or targeted populations (language, internet access, etc.)	
		Integrate mission/ objectives of state transportation officials	

Table B2: Further Refined Issue Framing Matrix			
Conserve, Preserve, and Protect the Environment	Improve Mobility and Access For People and Goods	Change Institutions and Processes	Build, Maintain, and Correct Deficiencies in Infrastructure
		Recognize funding as major planning issue/ find alternative forms of funding	

Appendix C: Discussion Guide

Transportation for the Future



A Public Discussion Guide

Transportation for the Future



A Public Discussion Guide

Prepared for VTrans2025 Public Input Forums
by
Virginia Tech's Institute for Policy Outreach and
The University Transportation Fellow at Virginia Tech
104 Draper Road (0520)
Blacksburg, VA 24061
(540) 231.1546
rpethel@vt.edu

About This Discussion Guide

In 1964, the Virginia General Assembly authorized the creation of a four-lane arterial highway system to complement the growing interstate system. The interstate joined all cities with populations greater than 50,000. This arterial system would link those cities that were not on interstate highways with those that were. Legislators recognized the close tie between highways and economic development and anticipated a steady growth in automobile and truck use. For decades, this innovative step paved the way for the development of the Commonwealth's transportation network. Now, 39 years later, that goal is nearly complete.

The Commonwealth has experienced many social and economic changes since 1964. For example:

- The population has grown by a million people each decade.
- There is a growing number of senior citizens.
- Growth and economic development have been concentrated in the urban corridor running from Northern Virginia to Richmond and on to Hampton Roads.
- Agriculture is no longer a major source of income.
- Virginia's open spaces and rich natural environment, once taken for granted, are now the objects of questions and concerns.
- Old industries and the communities they supported have been in a long decline.

Virginia's transportation systems have evolved as a result of this growth. Virginia transportation facilities now serve both the state and the global economy. For example:

- Automobile use is reaching the saturation point; virtually all those citizens who are eligible to drive are using the Commonwealth's roadways.
- Dulles Airport is an international air transportation hub.
- Hampton Roads is one of the world's major shipping ports.

These changes have been accompanied by significant questions and concerns. Many

transportation planners and decision makers believe it is time to rethink the future of transportation in Virginia. In 2001, the Virginia General Assembly passed legislation requiring the creation of a long-range transportation plan that will include all modes of transportation and will consider the public view.

Citizen input is important because decisions made regarding the future of Virginia's transportation system will influence the public's social, economic, and travel concerns. Many questions must be answered:

- An extensive highway system has been built, but some portions of it are clogged with traffic. How can this problem be solved?
- How can those who do not drive get around without being dependent on others?
- What is the relationship between transportation, economic development, and the environment?
- Is there a larger role for aviation?
 - Are our ports served well enough by the transportation network to continue to be economically viable and competitive?
 - How does rail help move people and freight?
 - Can Virginia remain economically competitive in the increasingly global economy?
 - How can we sustain a healthy environment?
- What are the characteristics of the transportation network we want to leave future generations in 2025 and beyond?

This issue book invites you to join in a deliberation on a long-range "vision" for transportation in Virginia. The future may well depend on your willingness to join with your fellow citizens to consider what is at stake.

This discussion book invites you to join in a deliberation on a long-range "vision" for transportation in Virginia. The future may well depend on your willingness to join your fellow citizens in considering what is at stake. The public forums being held around the Commonwealth will give you an opportunity to state your views and to listen to the views of others. Through this process, the Commonwealth Transportation Board and the Secretary of Transportation hope to gain insight into the public's perspectives, concerns, and desires as they prepare a multimodal, long-range transportation plan for the Commonwealth that is built on a clearly defined, long-range vision.

Developing a Long Range Transportation Vision

Transportation provides a critical foundation for modern society. Virtually all aspects of mobility, including the quality-of-life choices that we make to support our modern lifestyles, depend on the efficient movement of people, goods, and services.

Transportation is the third largest expenditure from the average American's household budget, following only housing and medical expenses. The United States spends over \$800 billion annually on transportation services, and a quarter of the Gross National Product is directly related to transportation products and services. Virginia spent approximately \$3.416 billion for all transportation programs in 2002-2003 alone.

Because transportation plays such an important role in modern society, the Virginia General Assembly directed the Commonwealth Transportation Board to develop a long-range multimodal plan using public input. This long-range "vision" must address the Commonwealth's economic need for a sound transportation system that includes highways, railroads, buses, passenger and freight rail, watercraft, and aviation facilities and services. The most critical aspect to be considered is the continued maintenance of an efficient surface transportation system comprised of interconnected highways, railroads, and urban transit facilities.

This discussion booklet is designed to generate discussion and deliberation in public forums helping mold the future vision for Virginia's transportation system.

Using Deliberation in Public Outreach

In recent years, a growing lack of trust in government institutions has led to an examination of the nature of citizen and stakeholder involvement in the public processes. The most common form of involvement – public hearings – has come under critical scrutiny. Though required by law at both the state and federal levels, many public hearings give voice to extreme opinions and silence viewpoints that are more thoughtful. It is further

believed that they can easily be used to rouse public opposition to projects.

Furthermore, public hearings do not place enough focus on educating the public on critical issues, giving policy-makers an inaccurate sense of the public's relationship with their agencies. As a result, decisions are often made based on technical expertise alone, leading to narrow viewpoints and, most importantly, the exclusion of the public. An excluded public is not likely to experience a sense of trust, so additional ways of involving the public are essential.

Market research is often used to make up the gap between project planning and public opinion. While marketing can accomplish much and assess individual opinions, it cannot deal with one critical element: the change in individual opinions that can take place in interactions with other citizens.

Deliberation is one practice gaining attention in response to these barriers facing public participation in government. Deliberation does not aim at consensus building, direct decision-making, or supplanting a political process. Instead, through properly conducted forums, it provides an opportunity for participants with differing viewpoints to consider relevant information and viewpoints other than their own. Insight into "trade-offs," what people are willing to give up, is the most valuable information derived from deliberation. In addition, identifying different perspectives on transportation needs and desires can point out where there may be "common ground" upon which to build a "vision" agreeable to all parties.

By adding the element of deliberation to the construction of the long-range planning process (VTRANS 2025), decision-makers can form a deeper understanding of how elements of the public and stakeholders respond to a range of information and conflicting approaches. By disseminating accurate information and considering a variety of views, Virginia transportation agencies can develop stronger relationships with a more astute public.

The purpose of this booklet is to establish a collaborative relationship between the Commonwealth's transportation decision-makers and Virginia's citizens to develop a long-range vision for the future of our transportation system.

In order to provide a framework for public discussion, three perspectives about possible approaches to transportation choices are presented. These alternatives have been printed here, along with brief descriptions of transportation responsibilities, policies, and systems. Each approach is described in general terms and includes some of the views raised by both its supporters and opponents. A summary of

Virginia's Transportation System

- 3rd largest state maintained highway system in the US.
- 56,987 miles of highways
- 67 commercial and general aviation airports
- 40 Transit Systems
- 5 Ports
- 2 Major Railroads
- 9 Short Line Railroads

each approach is also presented to outline the most significant points for consideration.

Virginia's Transportation System Introduction

Virginia's significant growth over the past four decades has raised questions and concerns about its transportation facilities. While its population has grown by a million citizens each decade, and demographic trends, land use adaptations, and economic shifts have changed the economy and lifestyles of many people and places, the transportation system has not grown in proportion to the population.

A growing number of people are now raising questions and concerns about the impact of Virginia's current transportation system on congestion, on the natural environment, and on the regions and people who don't have ready access to the newest and most advanced facilities. There are also demands for more choices in transportation options.

There are seven principal transportation modes to consider in an evaluation of Virginia's transportation system: highways, bus, rail, aviation, water, bicycle, and pedestrian. Some professionals also consider

pipelines and telecommuting as independent modes, but they are not discussed here.

Each mode and the agency responsible for its leadership are described on the following pages.

Highways

Virginia has about 56,987 miles of highway under state jurisdiction and 10,287 under local jurisdiction. State roads are classified for administrative purposes as Interstate, Primary, Secondary, or Frontage roads. These highways are identified as numbered routes by administrative class. For example, routes with numbers from 1 to 599 are in the Primary system, and routes with numbers greater than 600 are in the Secondary system. Even-numbered Interstate highways (I-64, I-66) run westbound to eastbound, and odd-numbered Interstates (I-81, I-77, I-85) run southbound to northbound.

This administrative classification is also used in the formulas that have been adopted by the General Assembly to allocate financial resources for highway construction across the Commonwealth. Each highway has a functional classification that is used to describe how that road serves traffic. These classes – Major and Minor Arterials, Collector Roads, and Local Roads – are principally used by transportation planners and designers.

The highway program is the responsibility of the Virginia Department of Transportation (VDOT). VDOT has nine Districts and a Central Office in Richmond. The agency employs about 10,200 people at approximately 300 locations. VDOT is responsible for planning, constructing, operating and maintaining the state highway program, administering financial assistance to localities, and promoting bicycle and pedestrian services. VDOT's budget for 2002-2003 is approximately \$2.79 billion. Of that amount, \$1.14 billion has been allocated for the construction program, \$878 million for highway maintenance, and \$249 million for financial assistance to localities.

Bicycle and Pedestrian Programs

Virginia's Biking and Pedestrian Program is also coordinated through the Virginia Department of Transportation (VDOT).

Virginia enjoys some of the most extensive and beautiful biking and pedestrian trails in the nation. However, for bicycling and walking programs to be a supporting part of the transportation system, facilities and programs need to be promoted by local governments, regional planning agencies, and various state agencies.

VDOT currently requires localities to adopt bicycle and pedestrian plans in order to be considered for state or federal funding for the design or construction of bicycling and pedestrian facilities. A recent VDOT survey indicated that 44% of Virginia's localities have a bicycle plan. Many of the recently constructed, freestanding bicycle and pedestrian facilities in Virginia were built using funds from the federal Transportation Enhancement Program.

Infrastructure for bicycling and pedestrians includes shared-use paths (biking, walking, skating), bike lanes, wide outside lanes (shared between cyclists and motor vehicles), and enhanced shoulders and sidewalks. Other facilities that support bicycling and pedestrian traffic include bike racks, bike lockers, showers, and bike carriers for transit connections.

The primary issues to be considered while planning for bicycling and pedestrian facilities include recognizing bicycling and walking as viable transportation modes, providing equitable funding, identifying and promoting the needs of different users (recreation, tourism, commuting), and coordinating plans within and between localities and the state.

Transit, Ridesharing, and Rail

The Department of Rail and Public Transportation (VDRPT) focuses on moving goods and people by rail, transit systems, and ridesharing. This department provides planning, financial, and technical assistance to locally operated transit systems, privately operated railroads, and ridesharing programs. DRPT gives needed funds to trains, buses, and ridesharing agencies that support carpools and vanpools, as well as everything from subways to shuttle services.

Forty public transit systems in Virginia provide over 160 million passenger trips annually. These range in size from a two-bus system in a southwestern

Virginia town to the Washington Metropolitan Area Transit Authority (METRO), a system that operates over 500 subway cars and buses in Northern Virginia and the Washington, D.C. metropolitan area. All types of transportation vehicles are included in these systems: trains, buses, vans, subways, and passenger ferries.

Virginia has one of the most aggressive support programs for commuter assistance in the nation. Ridesharing programs work to promote carpools, vanpools, and public transportation for Virginia's commuters; the fourteen ridesharing programs currently operating in the Commonwealth provide extensive information, ride-matching services, business incentives, and telecommuting assistance.

The scope of commuter services and activities supported by DRPT and offered by local agencies varies, according to market need and availability, and may include carpool, vanpool, bus, commuter train, subway, passenger ferry, HOV, telecommuting, walking, and bicycling. The scope of DRPT's Employer Assistance Programs may include help administering surveys to assess the commuting needs of employees or facilitating on-site ride matching, vanpooling, transportation incentives, telework programs, parking incentive programs, and shuttle programs. The agency also participates in the planning and implementation of programs dealing with emission measures, HOV lanes, and congestion management.

Virginia has the second fastest growing commuter rail system in the nation, exceeding all projections at 15,000 daily trips. One important passenger project in cooperation with other projects includes the Dulles Corridor Project, the planned extension of Metrorail from the existing Metrorail Orange Line to Reston, Herndon, Washington Dulles International Airport, and eastern Loudoun County. Until the new Metrorail extension is operational, the existing enhanced express bus service is being modified to incorporate elements of bus rapid transit to meet the increasing travel demands in the Dulles Corridor.

Rail is also an important mode for moving freight. Two major railroads and nine short line railroads transport 2.3 million carloads each year — the equivalent of what 9.2 million tractor-trailers would

move on the road. Rail transportation in Virginia includes working with railways owned and operated by private railroad companies. There are more than a dozen railroad companies operating in Virginia, such as Norfolk Southern, CSX, Amtrak, and nine short line railroads. The Rail Division of VDRPT coordinates planning of high-speed intercity rail, fosters rail development for industry, preserves and develops Virginia's short line railroads, and performs demand analysis for rail.

Aviation

A viation programs in Virginia are the responsibility of the Department of Aviation (DOA). DOA provides financial and technical assistance to eligible airports for planning, developing, promoting, building, and operating commercial and general aviation airports. The department plans for a state aviation system, licensed aircrafts, airports, and landing areas.

There are nine commercial airports and 58 general aviation airports in Virginia. The economic impact of Virginia's airport system is estimated to be over \$20 billion annually. The long-range goal is for 99% of Virginia's population to live within a 45-minute drive of a commercial airport and/or 30 minutes from a general aviation airport. Since 1986, DOA has received 2.4% of the Transportation Trust Fund for capital improvements of eligible airports.

As a step toward this growth in service, the DOA has administered the Small Aircraft Transportation System (SATS) partnership between NASA, FAA, the aviation industry, and universities. This partnership

aims to develop a new way of air travel between cities by taking advantage of new technologies that make flying safe, practical and cost-effective. NASA plans to host a demonstration of new technologies and information, and DOA has tentatively designated Blacksburg/Montgomery Regional, Manassas Regional, and Newport News/Williamsburg International Airports as appropriate sites.

Ports

Virginia's Hampton Roads ports are the largest on the east coast of the United States. Shippers have access to two-thirds of the U.S. population. There is a 50-foot-deep channel with easy access and maneuvering room, and the ports are ice-free. The ports are the responsibility of the Virginia Port Authority (VPA) and are operated by Virginia International Terminals Inc., a non-profit affiliate of the Authority.

There are four general cargo ports: Newport News Marine Terminal, Portsmouth Marine Terminal, Norfolk International Terminal, and the Inland Port near Front Royal. VPA and VIT offer a complex array of services for Virginia International Terminals Inc., whose responsibilities range from handling and storing cargo to providing financial services for the shippers and the Commonwealth.

The ports provide an economic boost to the Commonwealth, handling billions of dollars in cargo and returning millions in tax revenue. The Port Authority receives 4.6% of the Transportation Trust Fund to spend on capital improvements at its four facilities.

Summary of the Approaches

Three Approaches for Deliberation

The following section presents three distinct approaches that have been discussed during previous public-involvement sessions. These approaches summarize and classify many stakeholder comments but do not represent all viewpoints. Consequently, we would like to hear yours.

As you will see, tension and conflict exist among and within the approaches. Therefore, we would like for you to think about these perspectives, to discuss them, to listen to others, and to focus on trade-offs you would have to make to your perspective if one approach or another is adopted. Would you be willing to make those trade-offs? How do these approaches fit your view of a long-range transportation vision for Virginia?

We invite you to add a different perspective for deliberation.

This section serves as a quick reference to some of the key points presented in the three approaches in the discussion booklet. During the course of the dialogue, you may want to refer to this summary to help better understand each approach. This summary, however, does not provide an in-depth view of

Approach I: Build and Maintain More Roads

Virginia should focus on maintaining highways and other transportation systems and should expand or correct deficiencies in increments. This plan is important because, for at least the next fifty years, people and goods will be moved primarily on rubber-tired vehicles. Moreover, mass transit by rail or bus is desirable in urban areas, and bike and pedestrian paths are suitable if there is local interest. Aviation and ports should also continue to receive Transportation Trust Funds.

Some things that could be done:

- Virginia could build more highways to catch up with population increases.
- Maintenance of existing highways could have first priority for funding.
- Some highway funds could be diverted to transit usage in urban areas.

Some things supporters might say:

- Highways serve statewide mobility best.
- We must protect Virginia's tremendous investment in its highway systems.
- Virginians do not want to give up their cars.
- Staying close to the "Status Quo" gives all modes an equitable share of available funds.

Some challenges opponents might raise:

- Continuing current transportation policies results in the same limitations we have now.
- This plan will not result in expanding transportation choices for people in many parts of Virginia.
- Expanding existing highways does not meet the need for mobility in urban Virginia.

A Trade-Off to Consider:

If travel by car and truck improves in some parts of the Commonwealth, *then* environmental quality and transportation alternatives may diminish.

Approach II:

Preserve and Protect Virginia's Natural and Cultural Resources

Protection of our environmental and cultural resources is as important as moving people and goods. This approach makes environmental protection one of the primary goals of transportation decisions, particularly through coordination of transportation and land-use policies.

Some things that could be done:

- Transportation decisions could incorporate concepts such as sustaining existing communities and discouraging sprawl.
- Local governments could require higher density development and mixed land use.
- Incentives could encourage public transit, carpools, vanpools, and telecommuting.
- Transportation projects could include sidewalks, bikeways, and better connections to public transportation facilities.

Some things supporters might say:

- Uncontrolled growth threatens our future quality of life and our cultural heritage.
- Planned development protects our environment and makes communities more attractive.
- Education and incentives can change the way people think about travel.
- Once the beauty of the environment is spoiled, it cannot be restored.

Some challenges opponents might raise:

- Environmental regulations increase the cost and time for completion of all transportation projects.
- The personal automobile is here to stay; it is the first choice for mobility of people and goods.

A Trade-Off to Consider:

If preservation and protection of our environmental and historic resources are given priority, *then* property rights may be restricted and the large investment into our highway infrastructure may be diluted due to emphasis on other modes of transportation that are more environmentally friendly.

Approach III:

Improve Mobility and Access for People and Goods

This approach considers transportation needs through a new lens. Instead of focusing on existing infrastructure and its deficiencies, the approach asks, "What is the best way for people and goods to move around and through Virginia?" This approach seeks to provide improved access for everyone and the maximum number of feasible choices.

Some things that could be done:

- Comprehensive transportation plans could focus on integrating transportation for the best movement of people and goods.
- Appropriate funding could be allocated for all transportation modes.
- Planners and decision-makers could increase sensitivity to special needs.

Some things supporters might say:

- This approach addresses the total needs of the entire transportation system.
- Increased mobility and efficiency will make Virginia more attractive for economic development.
- We can improve the quality of life for all by improving access to work, school, healthcare, shopping, entertainment, and recreation.

Some challenges opponents might raise:

- Providing many transportation choices requires very complex planning for connecting different modes of transportation.
- Building more transportation infrastructures to allow choice may disrupt the environment.
- Maintenance costs for current systems are already a problem. How can we handle more?

Trade-Offs to Consider:

If Virginia provides transportation mobility and choice to **all** of its citizens, *then* citizens will have to pay higher taxes and/or transportation user fees. This alternative may also change the planning process and distribution of resources which could create anxiety and disruption.

Approach I

Build and Maintain More Roads

Virginia has an extensive network of transportation facilities. The facilities consist of about 67,000 miles of highways, forty transit systems, two major freight railroads and nine short line railroads, nine commercial service airports, 58 general aviation airports, and one of the world's best harbors with three marine ports and one inland port. This massive transportation system has required a tremendous investment of public funds over many years. The cost of maintaining this system is growing rapidly and will require additional substantial investments to keep up with population and economic growth.

People who support this kind of approach argue that Virginia should focus on maintaining the existing highway system through expansion and by correcting deficiencies in highways incrementally. They argue that there is considerable agreement in transportation literature that, for at least the next 50 years, the primary movement of people and goods will continue to be on rubber-tired vehicles. Therefore, bus systems, high-occupancy-vehicle lanes, and carpooling should be encouraged in order to relieve congestion in densely populated urban areas.

While those who share this view look for ways to divert both people and freight to rail, transit, and air, they point out that Virginia's highway system will still provide the greatest mobility for all citizens. They also argue that the growth of port traffic is expected to be important for the Commonwealth's economy and recommend that the Commonwealth continue to support and promote its ports.

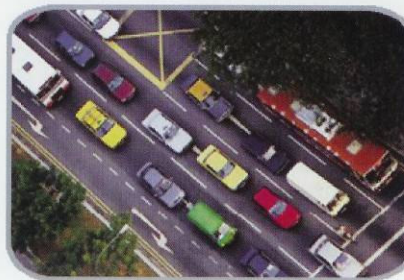
Moreover, people argue that Virginia cannot afford to change current policies and approaches and still expect to sustain existing transportation systems. The cost of just catching up with population growth, growing amounts of freight entering the ports, and the provision of adequate facilities for moving people and freight between northern and southern centers, will be very high. More funds will be needed to keep highways in good condition and to make personal mobility safer and more convenient.

Advocates of this approach point out that new technology can improve access, safety, capacity, and throughput of people, while also enhancing the

environment. They also believe that transit systems, including buses and rail, serve local communities and should be primarily the responsibility of those localities. Moreover, they assert that airports and ports pay most of their own way and that shippers and buyers pay for the movement of freight. Supporters praise Virginia's level of mobility and ask their opponents: Why change direction?

What Would Have to be Done to Achieve This Approach?

- Virginia would have to build more highways to catch up with population increases.
- Maintenance of existing highways would have first priority for funding.
- More revenue would be needed to fund construction and reconstruction of many interstate and primary roads to catch up with population increases.



- Statewide fuel taxes would have to be increased, or more toll facilities would have to be built.
- Virginia would continue to use funding formulas that distribute funds to all regions, systems, cities, and counties.
- Funding for mass transit would continue to be made available for transit systems where local population density is sufficient to justify the capital costs and where fare box revenue could cover most of its operating costs. Local governments would pick up a larger share of operating subsidies.

What Would People Say Who Support This Approach?

- Most passenger trips and freight movement will continue to be on rubber-tired cars, trucks, and buses. Highways serve statewide mobility best.

- We must protect Virginia's tremendous investments in its highway systems.
- Virginians do not want to give up their cars.
- This approach may be costly, but not nearly as much as changing direction.

What Would People Say Who Oppose This Approach?

- If we continue current transportation policies, in 20 or more years, we will have the same inefficient and limited systems we have now. Virginia will not be able to compete in the global economy.
- This approach sounds like keeping the status-quo; it will not result in expanding transportation choices to people in many parts of Virginia.
- Expanding existing highways will not adequately meet the need for mobility in urban Virginia.
- This approach is not a vision of the kind of transportation systems we want in 20 or more years;

on the contrary, it just continues to do what Virginia has done for years.

- People in the urban areas of eastern Virginia, where most of the transportation congestion occurs, have already voted down additional taxes for new transportation systems. Obtaining additional taxes will be difficult.

What Are The Likely Trade-Offs of Using This Approach?

- Travel by car may improve in some parts of the Commonwealth, even if congestion increases and safety diminishes in densely populated areas.
- Virginians are still likely to have to pay higher transportation taxes, even if they do not see many new alternative transportation systems.
- Transportation agencies will continue to react to problems even if the public expects them to be proactive and to solve transportation problems.

Approach II

Preserve and Protect Virginia's Natural and Cultural Resources

Protection of our environmental and cultural resources is as important as moving people and goods efficiently. Transportation projects currently undergo varying degrees of environmental analysis. This approach emphasizes meeting standards and makes environmental protection a primary goal of, particularly through the coordination of transportation and land use. The National Environmental Protection Act, strengthened by recent transportation legislation (ISTEA and TEA-21), was designed to ensure that environmental protection exists in transportation projects. State departments of transportation and metropolitan/county/district-level planning organizations comply with these requirements and sometimes go beyond the statutory minimums. While Virginia currently has a state environmental review process, advocates of this approach argue that much more needs to be done.

First, many individuals and groups point out that adopting this kind of approach recognizes that the coordination of land use and transportation planning may be the most important key to a healthy environment in Virginia. As Virginia's population grows by almost 100,000 people a year, new residents move



disproportionately to metropolitan areas; thus, the metropolitan areas extend across larger areas, increasing the amount of "sprawl."

Since new development is often separated from the existing network of streets, most trips must be on new arterial roads. As a result, these places can only be reached by private cars or trucks because people live too far apart for bus service or other public transportation to be economically viable. Moreover,

current development patterns that encourage sprawl are not in the long-term interest of Virginia's cities, small towns, rural communities, and wilderness areas. Experts urge in-fill and redevelopment within our cities rather than continued absorption of open space and prime agriculture lands for development at the suburban fringe

One complication to coordinating these types of effort in Virginia, however, is that land-use control and control over transportation are the responsibility of different governmental bodies. The public power to control the use of land rests in the hands of cities and counties and strategies must be implemented through comprehensive plans, zoning, and other regulatory actions. Planning for and control of the location and major design features of transportation facilities, including roads and mass transit, are exercised primarily by the Metropolitan Planning Organizations, the Commonwealth Transportation Board, and state agencies. The involvement of numerous unrelated organizations causes a constant struggle to coordinate land use with transportation. For example, more cars may clog the roads, and at the same time, new developments may arise from expanding transportation facilities to alleviate congestion.

Supporters of this approach urge all levels of government to collaborate in developing livable communities that are transit-oriented, have abundant green space and parks, and work toward reducing air, water, and thermal pollution. One successful example they often cite is the Chesapeake Bay partnership, a collaborative effort created in June 2000 by Maryland, Virginia, Pennsylvania, the District of Columbia, the Chesapeake Bay Commission, and the U.S. Environmental Protection Agency. This group was formed in recognition of the adverse impact that development can have on the Chesapeake Bay system. Its goal is to work together to restore the bay's ecosystem. The signatory states will collaborate with local governments to promote sound land use practices, maintain reduced pollution levels for the bay and its tributaries, and restore aquatic life.

Virginia is expected to follow transportation trends predicted for the United States over the next 25 years. These trends include a 68% increase in passenger miles traveled and an increased demand for

freight. These increases could have a dramatic effect on the environment. Currently, approximately 80% of Virginians drive to work alone, and the toxins (NOx) that cause smog continue to increase, up 15% in the U.S., although most other forms of air pollution have decreased since 1970. Vehicle miles traveled have increased 149% since 1970 and are continuing to grow. Therefore, stricter air quality standards should be enforced and support for alternative fuel vehicles and new technology should be encouraged.

Other resources are also being threatened by growth. For example, our extended development of roads and parking lots prevents the recharge of groundwater below them. More run-off during periods of heavy rain increases flooding and degrades wildlife habitat. Noise pollution is also a concern when land use and transportation use are incompatible.

Finally, supporters of this view believe that preserving our historic and cultural resources is also crucial. Historic preservation programs across the country are fighting for survival. With most states facing budget problems, successful programs that protect historic places, rehabilitate historic buildings, revitalize traditional neighborhoods, and teach the next generations about America's history are threatened with funding cuts and even complete elimination.

What Would Have to be Done to Achieve This Approach?

- Transportation decisions and funding priority would need to consider sustaining existing communities rather than promoting sprawl.
- Local governments would have to require higher density developments and mixed land use, combining residential, public, and commercial uses in target areas.
- Both private and public incentives would have to be used to encourage the use of public transit systems, car pools, van pools, and telecommuting
- Transportation projects would have to include sidewalks, bikeways, and better connections to public transportation facilities.
- The Commonwealth would need to encourage the use of alternative fuels to limit pollution.

What Would People Say Who Support This Approach?

- Uncontrolled growth threatens our quality of life and the cultural heritage for the children of Virginia through traffic jams and polluted air and water.
- Planned development will protect our environment and will make our communities more attractive to potential workers and businesses.
- Through education and incentives, we can change the way our citizens and agencies think about moving from one location to another. We must reverse the increasing trend of workers driving alone.
- Once the beauty of the environment is spoiled, it cannot be restored.
- Vehicle emissions will decrease, which may result in a lower incidence of childhood asthma and pulmonary disease and stress for the elderly.

What Would People Say Who Oppose This Approach?

- Environmental regulations are already overbearing and increase the costs and timely completion of projects.
- The personal automobile is here to stay. It is the first choice for mobility of people and goods.
- Although consumers complain about congestion, there has not been widespread support to increase taxes or to use other means, such as higher tolls for using roads during peak times.
- Efforts to protect the environment sometimes have unexpected consequences, such as habitat fragmentation.

What Are The Likely Trade-Offs of Using This Approach?

- Preservation and protection of our environmental and historic resources should be given priority, even if economic growth is reduced, property rights are restricted, travel time is increased, and the large investment in the current transportation infrastructure is diluted.
- Environmental protection should be the guiding principle for all transportation decisions, even if there is less opportunity to provide expanded transportation services for the entire population of Virginia.

Approach III

Improve Mobility and Access for People and Goods

This approach considers transportation needs through a new lens. Instead of focusing on the existing infrastructure and its deficiencies, the approach asks, "What is the best way for people and goods to move around and through Virginia?"

Mobility, in this sense, concerns the best whole journey for people and goods, regardless of the method of travel. Currently, transportation requirements are identified by each modal agency, with isolated focus on the needs of that transportation mode. The mobility-focused multimodal transportation system of the future will require a new kind of collaboration among modal transportation planners and a more intense cooperative arrangement among governmental jurisdictions. It will also consider the array of possibilities provided by new technologies, both for providing appropriate transportation choices and for facilitating connections between various transportation modes.

People who advocate this approach seek to provide improved access for everyone with the maximum number of feasible choices. Planning in this manner acknowledges that providing transportation choices will result in a more effective transportation system. Thus, the approach moves away from a concentrated focus on individual modes to a balance among various modes of travel, incorporating highways, transit, pedestrian, bicycle, air, rail, and water. This approach also recognizes the vast differences in both geography and populations around the state and seeks to account for the different transportation perspectives when evaluating overall transportation needs.

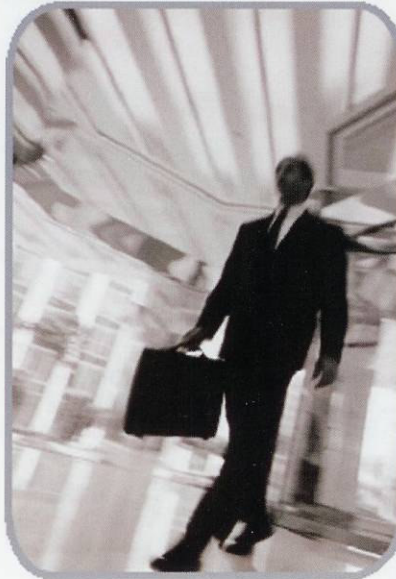
Creating this kind of system will undoubtedly require a different allocation of transportation funding. Funding a mobility-based system must focus on the priorities of the system as a whole and not on specific types of infrastructure. Transportation funding, allocation, and prioritization would have to shift. Supporters insist that a change in the way we develop Virginia's transportation system will make the state more attractive for economic development, will produce new opportunities for public/private partnerships, will improve the quality of life, and will be environmentally friendly. However, decision-makers will have to be acutely sensitive to the hidden costs of

such partnerships and their effect on underserved populations. While it comes with countless benefits, economic and otherwise, changing the way we think about prioritizing transportation needs in the short-term is likely to be a tremendous challenge.

Virginians will have to become more knowledgeable about the diversity of the state's transportation needs and the resources that would be required to develop a system that aims to provide choice and access for all.

What Would Have to be Done to Achieve This Approach?

- Transportation agencies would have to perform a comprehensive transportation- needs evaluation, which would account equally for all transportation modes and for differences among the regions of Virginia.
- Virginia would need to develop a comprehensive transportation plan that focuses on integrating transportation for the best movement of people and goods.



- We would need to provide appropriate funding for all transportation modes in response to the comprehensive plan.
- Planners and decision-makers would need to be more sensitive to disparate geographic needs in planning and funding.
- The needs of those underserved by transportation would need to be assessed, and transportation alternatives available to the poor, elderly, and disabled would need to be expanded.
- Existing multimodal connection points, including facilities, and infrastructure, would need to be maximized. (For example, combine bus stops with park and ride lots; add bike racks on all buses.)
- Programs would have to be expanded to make it easier for people to bike and walk by incorporating bicycle and pedestrian facilities into new and existing transportation infrastructure.
- More research would be needed on emerging technologies and techniques that facilitate efficient intermodal connection.
- Transportation agencies would need to provide new rails, roads, and transit to provide increased mobility and choice for people and goods.

What Would People Say Who Support This Approach?

- This approach addresses the total needs of the entire transportation system.
- Increased mobility and efficiency will make the state more attractive for economic development.
- This approach provides modal choices for both people and freight from departure to destination.
- This notion takes local circumstances into account when transportation decisions are made.
- We can improve the quality of life for all Virginians by improving access to work, school, healthcare, shopping, entertainment, and recreation.

What Would People Say Who Oppose this Approach?

- Providing multiple choices would be very expensive.
- Virginia would have to obtain new revenue and raise transportation taxes.
- Building such a complex system could detract attention and/or funding from other priorities.

- This approach requires a major change in mindset, priorities, and current planning practices.
- More transportation choices may mean more underused infrastructure and/or services.
- Providing many transportation choices requires very complex planning for intermodal connectivity and strong interagency cooperation.
- More choices means higher costs and may price some users out of the market for some transportation options
- Building more transportation infrastructure to allow for choice may be disruptive to the environment.
- Maintenance costs for current infrastructure are already problematic – how would we handle higher maintenance costs for more infrastructure?

What Are The Likely Trade-Offs of Using This Approach?

- Transportation planning will focus on the whole journey, even if changing the planning process and distribution of resources creates anxiety and disruption in the legislature, among modal agencies, and among localities.
- The planning focus will begin and end with the whole transportation system, even if traditional decision authority has to change.
- The transportation system will provide mobility and choice for the whole Commonwealth, even if tax revenue from one part of the state supports transportation needs in another.
- Resources will be distributed based on the needs of the whole system, even if the changes in the funding formula increase the costs for localities to build some types of new infrastructure.
- The Commonwealth's transportation system will have adequate infrastructure to provide the maximum feasible choice, even if building new infrastructure is environmentally disruptive.
- Building the most effective and responsive transportation system possible will be top priority, even if it detracts attention and/or funding from other public priorities.
- Virginia will provide transportation mobility and choice to all of its citizens, even if citizens have to pay higher taxes and/or transportation user fees.

Summary: Transportation for the Future

The Commonwealth has undergone many changes over time. Its population has grown by a million people each decade, primarily in Northern Virginia, Richmond, and Hampton Roads. Open space and a rich natural environment, once taken for granted, are now objects of questions and concerns. Furthermore, Virginia transportation facilities now serve both the state and the global economy: Dulles Airport has become an international air hub, and Hampton Roads has become one of the world's major shipping ports.

In 2001, the Virginia General Assembly passed legislation requiring a long-range plan to identify a new "vision" for the future of transportation in Virginia. The plan is to consider and incorporate all transportation modes and viewpoints.

Questions to be addressed through this visioning process abound: Why is our highway system clogged with traffic? How can those who do not drive get around without being dependent on others? What is the relationship between transportation, economic

every day. Virtually all aspects of mobility, including the quality of life that we enjoy, depend on the efficient movement of people, goods, and services.

The Importance of Transportation

Transportation is the third largest expenditure from the average American's household budget, following only housing and medical expenses. The United States spends over \$800 billion annually on transportation services, with Virginia spending \$3.416 billion for transportation programs in 2002-2003. The Commonwealth's economy requires a sound transportation system that includes highways, bicycle paths, pedestrian facilities, railroads, buses, passenger and freight rail, watercraft, and aviation facilities and services.

Because transportation plays such an important role in Virginia's modern society, the Virginia General Assembly directed the Commonwealth Transportation Board to require that the public be asked to participate in identifying and developing a long-range multimodal plan.

Virginia's Transportation System

- 3rd largest state-maintained highway system in the U.S.
- 56,987 miles of highways
- 67 commercial and general aviation airports
- 40 Transit Systems
- 5 Ports
- 2 Major Railroads
- 9 Short Line Railroads

development, and the environment? Is there a larger role for aviation? Can our ports continue to be economically viable and competitive? How can the rail system move people and freight? What transportation network will we leave to future generations in 2025 or after?

We must address these and many other questions because transportation serves as a critical foundation of our modern society. It affects every single person

Three Approaches for Deliberation

The following section presents three distinct approaches that have been discussed during previous public-involvement sessions. These approaches summarize and classify many stakeholder comments but do not represent all viewpoints. Consequently, we would like to hear yours.

As you will see, tension and conflict exist among and within the approaches. Therefore, we would like for you to think about these perspectives, to discuss them, to listen to others, and to focus on trade-offs you would have to make to your perspective if one approach or another is adopted. Would you be willing to make those trade-offs? How do these approaches fit your view of a long-range transportation vision for Virginia?

We invite you to add a different perspective for deliberation.

Summary of Approaches

This section serves as a quick reference to some of the key points presented in the three approaches in the discussion booklet. During the course of the dialogue, you may want to refer to this summary to help better understand each approach. This summary, however, does not provide an in-depth view of each approach and is intended to supplement, not replace, the booklet.

Deliberation in Public Forums

In recent years, there has been an interest in looking at the nature of citizen and stakeholder involvement in public processes. The most common form of involvement, public hearings, has come under critical scrutiny. Though required by law at both the state and federal levels, many public hearings give voice to extreme opinions and silence viewpoints that are more thoughtful. Furthermore, public hearings do not place enough focus on educating the public on critical issues, giving policy-makers an inaccurate sense of the public's relationship with their agencies.

"Deliberation" is one practice gaining attention in response to these barriers facing public participation in government. Deliberation does not aim at consensus building, direct decision-making, or supplanting a political process. Instead, it provides an opportunity for participants to consider relevant information and perspectives other than their own.

Insight into "trade-offs," what people are willing to give up, is the most valuable information derived from deliberation. In addition, identifying different transportation needs and desires can point out "common ground" upon which to build a "vision" agreeable to all parties.

Approach I: Build and Maintain More Roads

Virginia should focus on maintaining highways and other transportation systems and should expand or correct deficiencies in increments. This plan is important because, for at least the next fifty years, people and goods will be moved primarily on rubber-tired vehicles. Moreover, mass transit by rail or bus is desirable in urban areas, and bike and pedestrian paths are suitable if there is local interest. Aviation and ports should also continue to receive Transportation Trust Funds.

Some things that could be done:

- Virginia could build more highways to catch up with population increases.
- Maintenance of existing highways could have first priority for funding.
- Some highway funds could be diverted to transit usage in urban areas.

Some things supporters might say:

- Highways serve statewide mobility best.
- We must protect Virginia's tremendous investment in its highway systems.
- Virginians do not want to give up their cars.
- Staying close to the "Status Quo" gives all modes an equitable share of available funds.

Some challenges opponents might raise:

- Continuing current transportation policies results in the same limitations we have now.
- This plan will not result in expanding transportation choices for people in many parts of Virginia.
- Expanding existing highways does not meet the need for mobility in urban Virginia.

A Trade-Off to Consider:

If travel by car and truck improves in some parts of the Commonwealth, *then* environmental quality and transportation alternatives may diminish.

Approach II:

Preserve and Protect Virginia's Natural and Cultural Resources

Protection of our environmental and cultural resources is as important as moving people and goods. This approach makes environmental protection one of the primary goals of transportation decisions, particularly through coordination of transportation and land-use policies.

Some things that could be done:

- Transportation decisions could incorporate concepts such as sustaining existing communities and discouraging sprawl.
- Local governments could require higher density development and mixed land use.
- Incentives could encourage public transit, carpools, vanpools, and telecommuting.
- Transportation projects could include sidewalks, bikeways, and better connections to public transportation facilities.

Some things supporters might say:

- Uncontrolled growth threatens our future quality of life and our cultural heritage.
- Planned development protects our environment and makes communities more attractive.
- Education and incentives can change the way people think about travel.
- Once the beauty of the environment is spoiled, it cannot be restored.

Some challenges opponents might raise:

- Environmental regulations increase the cost and time for completion of all transportation projects.
- The personal automobile is here to stay; it is the first choice for mobility of people and goods.

A Trade-Off to Consider:

If preservation and protection of our environmental and historic resources are given priority, *then* property rights may be restricted and the large investment into our highway infrastructure may be diluted due to emphasis on other modes of transportation that are more environmentally friendly.

Approach III:

Improve Mobility and Access for People and Goods

This approach considers transportation needs through a new lens. Instead of focusing on existing infrastructure and its deficiencies, the approach asks, "What is the best way for people and goods to move around and through Virginia?" This approach seeks to provide improved access for everyone and the maximum number of feasible choices.

Some things that could be done:

- Comprehensive transportation plans could focus on integrating transportation for the best movement of people and goods.
- Appropriate funding could be allocated for all transportation modes.
- Planners and decision-makers could increase sensitivity to special needs.

Some things supporters might say:

- This approach addresses the total needs of the entire transportation system.
- Increased mobility and efficiency will make Virginia more attractive for economic development.
- We can improve the quality of life for all by improving access to work, school, healthcare, shopping, entertainment, and recreation.

Some challenges opponents might raise:

- Providing many transportation choices requires very complex planning for connecting different modes of transportation.
- Building more transportation infrastructures to allow choice may disrupt the environment.
- Maintenance costs for current systems are already a problem. How can we handle more?

Trade-Offs to Consider:

If Virginia provides transportation mobility and choice to **all** of its citizens, *then* citizens will have to pay higher taxes and/or transportation user fees. This alternative may also change the planning process and distribution of resources which could create anxiety and disruption.

Prepared for VTrans2025 Public Input Forums
by
Virginia Tech's Institute for Policy Outreach and
The University Transportation Fellow at Virginia Tech
104 Draper Road (0520)
Blacksburg, VA 24061
(540) 231.1546
rpethel@vt.edu

Appendix D: Moderator Training Information

Steps in Moderating an Approach

- I. Open – outline very briefly the approach/perspective. Here, the moderator tells the forum participants the key point of the approach/perspective. The idea here is to focus the group on:
 - A. The main problem as this perspective sees it, and
 - B. The broad solution advanced by advocates of this perspective/approach.
 - a. The goal here is to clarify for participants how advocates of the perspective/approach frame or define the issue and to make the perspective seem as reasonable or attractive as possible.
- II. Starting deliberation: understanding the approach.
 - A. Your initial questions are designed to help participants voice what it is about this approach/perspective on the larger problem (that interpretation of the problem) that does/does not make sense to them.
 - B. Initial questions should be designed to find out what participants like or dislike, find useful or valuable or worrisome about this approach or perspective that people like or don't like, what does or does not make sense, etc.
- III. Continuing deliberation by understanding pros and cons; benefits, costs and consequences.
- IV. Going deeper into deliberation.
 - A. Here you pick up on what has already been said and dig deeper. Pick a key point for participants in the problem statement, a specific policy option they do or do not like, or perhaps something left unsaid that you, as moderator, think is key to their work.
 - a. “Dig deeper” includes asking questions that require participants to weigh costs and consequences, examine the impact of a policy or action on others, question assumptions, explore why (values) they do or do not like the perspective or specific actions.
 - b. “Dig deeper” also includes helping people consider the downside of what they like, as well as the upside of what they dislike, and trade-offs involved.
 - B. Here you want participants to expose and explore their opinions and thinking to critical reflection, testing and evaluating them against others' ideas and facts.
- V. Conclusion and transition.
 - A. There are two goals here:
 - a. to conclude work on this approach/perspective and
 - b. to transition into the next phase of the forum (another approach or the reflections)
 - B. The point in concluding is to help people recall the main points covered in the deliberation of this approach/perspective. You might ask participants to think about where there was common ground and where they still have work to do.
 - C. In making a transition to next phase of the forum, either use a main point that links to the next approach (either in support of the next approach or which proponents of the next approach would find problematic) or segue by noting that you have concluded work on this approach and are moving into the next approach, or to reflections.

Appendix E: Issue Framing Agenda

Issue Framing for a Long Range Multi-modal Transportation Vision

TIMES on AGENDA FOR MODERATORS: Total: 90 Minutes

5 minutes for I, II, AND III combined

I. Introductions

II. Issue-to-Public Policy Evolution Model

Concern: What is the situation?

Involvement: Who is affected? Who needs to be included?

Issue: What is the problem?

Alternatives: What are the choices/all the alternatives?

Consequences: What are the pros and cons of each choice?

Common Ground: What is the common ground for action?

Implementation: Who is going to do what? How do we develop and implement a plan of action?

Evaluation: How is the policy working? What do we need to amend or fix it?

III. Purpose of a Forum

To discover public knowledge and come to common ground for action. Only *the public* can generate public knowledge

IV. Forum

50 Minutes--A and B combined

A. Ground Rules: The forum is not a debate. There is work to do and the work is to move toward making a choice on a public policy issue. The work will be done through deliberation and the responsibility for doing the work of deliberation belongs to the group.

For Participants:

Express and reflect about ideas on their honest opinion on the topic; all views are to be respected.

Though disagreement and conflict about ideas can be useful, disagreements will not be personalized.

It is important to hear from everyone. People who tend to speak a lot should make efforts to allow others the opportunity to speak.

For Moderators:

Guide discussion according to the ground rules. Remember, a forum is not a debate but a group dialogue.

Keep the discussion on track.

Remain neutral.

For Recorders:

Capture the essence of comments.

Ask the group for guidance when needed.

B. Overview:

An overview of each choice/option giving the pros and cons of each. See Handouts

Deliberation: Each approach needs to be discussed by the group. The moderator is responsible to see that an equal amount of time is spent on each approach and that the pros and cons of each choice have been identified and discussed. Moderator questions:

What seems to be the point here? Of those holding this opinion, about what do they care?

What do you think a person who supports this choice would say?

What do you think a person who opposes this option would say?

What changes or additions should we make to this approach?

10 MINUTES--C, D, E combined

C. Identify Expected Outcomes

You will have identified what trade-offs seem to be acceptable for each approach and for this group. :

What shared sense of purpose or direction – a common ground for action--would this group make?

D. Reflection on the Forum

What did you notice?

What didn't happen?

How was this different than a debate? A discussion?

E. 1) Ending the Forum: Before ending the forum, ask participants to take time to reflect both individually and as a group on what has been accomplished. Moderator questions:

How has your thinking changed?

How has your thinking changed about others' views?

How has your perspective changed?

What characteristics are most important for the future of transportation?

Are there specific suggestions for each mode?

Can we identify any shared sense of direction?

What are we NOT willing to give up?

2) After the Forum--What Should We Do?

Initiate further study. Gather additional information.

Conduct more forums.

Establish deliberative habit for use on other issues.

Develop action strategies.

15 Minutes--Part V

V. Summary: Further Steps and Recommendations for Public Participation

10 Minutes—VI

VI. Questions and Answers

Appendix F: Forum Survey

Citizen Forum Survey

The following questions are about Virginia's transportation plan for the next 20 years. The goal of this survey is to learn more about Virginians' desire for our future transportation system. Your input is very important to the success of this plan, and ultimately to the success of transportation in Virginia. The survey will take less than 10 minutes to complete. Please be assured that your responses will be treated confidentially. **Institute for Policy Outreach, Virginia Tech**

To what extent do you agree or disagree with the following statements? (Please circle one for each question.)

SD=Strongly DISAGREE, D=Somewhat DISAGREE, A=Somewhat AGREE, SA= Strongly AGREE, DK=Don't Know

1. Having a faster roadway is as important as preserving natural beauty.

SD D A SA DK

2. I want to have a more convenient and faster roadway even though I have to pay more taxes.

SD D A SA DK

3. I am willing to drive my car even if it is less safe than public transit.

SD D A SA DK

4. I want to have a more convenient and faster roadway even though it takes up some funds allotted for other public programs.

SD D A SA DK

5. I want to drive my car even though it takes more time and money than public transit.

SD D A SA DK

6. I prefer to drive my car even if other ways of traveling (for example, public transit, rail, bicycle, walking) were available and would reduce congestion.

SD D A SA DK

7. I would tolerate congested roads to preserve the environment.

SD D A SA DK

8. In order to boost local economy, it may be necessary to sacrifice clean air and some natural habitat.

SD D A SA DK

9. I am willing to pay more taxes if road congestion can be substantially reduced.

SD D A SA DK

10. Transportation solutions should be evolving more from the private sector than they are now.

SD D A SA DK

11. Even if it means higher taxes, I would support transportation access to underserved population, such as the rural poor and the elderly.

SD D A SA DK

12. I think Virginia elected officials and transportation agencies should be more active about solving transportation problems than they are now.

SD D A SA DK

Please let us know your opinion on the following questions.

13. The chart below shows how resources from the Transportation Trust Fund are currently distributed among transportation modes. How do you think the resources should be allocated over the next 20 years? (For each mode, check one circle)

MODE	Current spending	Spend less	Spend same	Spend more
131. Highways	79%	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
132. Mass Transit	15%	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
133. Airports	4%	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
134. Ports	2%	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
135. Rail	0%	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
136. Bike/Pedestrian Path	0%	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

How important do you think each of the following is in deciding how transportation dollars are spent? (For each factor, please circle one number.)

1=Not important at all, **10**=Very important, **DK**=Don't Know

14. Protection of natural resources
(e.g., reducing air pollution)

Not Important Very Important
1 2 3 4 5 6 7 8 9 10 DK

15. Increased mobility of the services
(e.g., reducing congestion, increasing speed)

1 2 3 4 5 6 7 8 9 10 DK

16. Enhanced safety of the services
(e.g., lowering fatality rate)

1 2 3 4 5 6 7 8 9 10 DK

17. Special needs of transportation-challenged population (e.g., disabled, elderly)

1 2 3 4 5 6 7 8 9 10 DK

18. Better quality of public transit
(e.g., more frequent schedule, more route)

1 2 3 4 5 6 7 8 9 10 DK

19. Economic development of localities
(e.g., business growth of town)

1 2 3 4 5 6 7 8 9 10 DK

20. Better linkages among different methods of transportation (e.g., bus to subway)

1 2 3 4 5 6 7 8 9 10 DK

21. Cost of service for transportation modes
(e.g., bus fares, highway tolls)

1 2 3 4 5 6 7 8 9 10 DK

Please let us know about yourself.

22. How often do you use the following modes? (Please check the one that best describes your use.)

MODES	Daily	Weekly	Monthly	Occasionally	Rarely	None
221. Highways	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
222. Mass Transit	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
223. Airports	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
224. Ports	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
225. Rail	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
226. Bike/ Pedestrian Path	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

23. Please circle your gender.

1. Male

2. Female

24. How old are you?

1. under 20 2. 20s 3. 30s 4. 40s 5. 50s 6. over 60

25. In what county or city do you currently live?

City/County

26. What is your highest level of formal education you have completed? (Please circle one.)

- 1. Grade School**
- 2. Some High School**
- 3. High School Grad**
- 4. Some College**
- 5. Completed College**
- 6. Grad School/Professional School**
- 7. Don't Know**

27. What is your occupation?

28. By what organization are you employed?

29. If you are representing a civic or local government organization, please list.

Thank you very much for your cooperation.

Appendix G: Stakeholder Session Folder Information

Creating a Statewide Multimodal Plan: Vision and Focus

Stakeholder Discussion Sessions
July - August 2003

facilitator
Cambridge Systematics, Inc.



Creating a Statewide Multimodal Plan: Vision and Focus

Today's Agenda

Purpose: *Discuss long-term directions for Commonwealth transportation program*

- **VTrans2025: Scope and Status**
- **VTrans2025 Issues and Goals**
- **Context for Long Range Planning: Key Trends and New Directions**
- **VTrans2025 Scenarios**

Approach: *Presentation, discussion, series of short exercises*



The VTrans2025 Process and Timetable

▪ **Three Phases**

- | | |
|---|---------------|
| 1. Issues, Opinions, Goals
<i>Continuous outreach</i> | December 2002 |
| 2. Inventory, Evaluation, Forecasts, Needs, Performance Measures
<i>Continuous outreach</i> | October 2003 |
| 3. Plan development
<i>Continuous outreach</i> | December 2004 |

▪ **Current Focus**

- | | |
|---|-------------------------|
| • "Visioning" through outreach
<i>Stakeholders and the public</i> | Concluding in July 2003 |
| • Modal inventories, assessments | October 2003 |



VTrans2025 Vision

“...Build a world-class multimodal transportation system that sets the standard for the rest of the nation...”



VTrans2025

The Multimodal “Network”

- Local streets
- Highways
- Freight and passenger rail systems
- Local and regional transit services
- Local and regional ridesharing services
- Private, for-hire services
- Non-motorized systems
- Airports *(General and Commercial)*
- Ports *(Sea and inland)*
- Ferry services



VTrans2025 Focus

VTrans2025 is targeted to address:

- Congestion
- Connectivity
- Choices
- People and goods
- Livable communities
- Preserving transportation assets
- Urban and rural needs

Which issues are most important in your region?

AMERICAN
SYSTEMS

The Context for Long Range Planning **The Network**

▪ Combined passenger and freight network

Streets, highways, transit, TDM, bicycle, pedestrian, ferry, air, rail, ports
3rd largest state highway system – 57,000 miles, 12,600 bridges
65% growth in vehicle-miles of travel (2025)
81% increase projected in truck tonnage
41% increase projected in rail tonnage
Port terminals at capacity by 2010
Increase in per capita income
Decrease in household size

- Spreading congestion; limited options
- Substantial preservation and maintenance requirements
- Resource demands of “mega-projects”
- Fragmented roles and responsibilities

AMERICAN
SYSTEMS

The Context for Long Range Planning (cont'd.)

Socio-economic Trends

- **Addition of 1.4 to 2.0 million residents (up to 28%)**
 - 75% in NoVA, Richmond, Hampton, Rappahannock areas*
 - Largest percentage increases in rural and suburban settings*
 - 65+ age group will grow 50% as a percent of population (12 to 18%)*
 - Increase in per capita income*
 - Decrease in household size*
- **Addition of 1.9 million jobs (up to 43%)**
 - Same geographic concentration as population increases*
 - 59% growth in services; 48% in wholesale/retail*
- **Travel**
 - Increase in number of households w/o auto (decrease in percentage)*
 - Increase in auto ownership*
 - Decrease in auto occupancy*
 - Virginia drivers and passengers spent 74 min/day in vehicles*
 - 68% increase in Port traffic (4.3%/year); 75% by truck and rising*
- **Significant variability across regions of the state**
- **Extreme pressure on resources/funding**

AMERICAN
SYSTEMATICS

The Context for Long Range Planning (cont'd.)

Implications

- **Travel demand is growing far faster than system capacity**
- **Decision-making across modes and on land use is fragmented, uncoordinated**
- **Maintenance is taking up an increasing share of available funding**
- **"Mega Project" funding demands are large**
- **No new substantial revenue sources are planned**
- **System efficiency and capacity are declining**
- **Quality of life, economic opportunity and competitiveness are threatened**

AMERICAN
SYSTEMATICS

The Context for Long Range Planning (cont'd.) Broadening Scope and New Creativity

1. Focus on “outcomes” vs. “outputs”

VTrans2025 goals suggest preferred outcomes

2. Focus on the “balance” of system investment

Preservation vs. Operational Improvements vs. System Expansion

3. Comprehensive combinations of strategies, actions

<i>Analysis</i>	<i>Planning</i>	<i>Policy</i>
<i>Operations</i>	<i>Management</i>	<i>Capital Investment</i>
<i>Partnership/collaboration (across modes, agencies, levels of govt.)</i>		
<i>Technology</i>	<i>Educ./Training</i>	<i>Marketing</i>
<i>Communications</i>	<i>Advocacy</i>	

4. Multimodal systems integrated with land use

AMERICAN
SYSTEMATICS

VTrans2025

Goals

- 1. Safety and security** – *crash reduction, preparedness/response*
- 2. System management** – *asset preservation and operating efficiency*
- 3. Intermodalism and mobility** – *more alternatives, choice, connectivity*
- 4. Economic competitiveness** – *fast, reliable access to job, product markets*
- 5. Quality of life** – *protect community character, environmental quality*
- 6. Program delivery** – *Timely decisions and effective use of resources*

What emphasis should be placed on these goals?

AMERICAN
SYSTEMATICS

Exercise 1: How important are the issues...

Identify the three (3) most important transportation issues or problems facing your region (Select 1, 2 and 3).

Passenger Transportation		Freight Transportation
_____	Congestion	_____
_____	Poor connectivity	_____
_____	Inadequate travel choices	_____
_____	Poor access to personal and human services	_____
_____	Poor access to jobs and economic opportunity	_____
_____	Inadequate resources and investment	_____
_____	Other _____	_____

AMBERDOCK
SYSTEMATICS

Exercise 2: How important are the VTrans2025 goals...

If you had 100 points, how many would you assign to each goal as a measure of its importance? (Assign 100 points only.)

_____	Safety and security <i>Crash reduction, preparedness/response</i>
_____	System management and operations <i>Transportation asset preservation and operating efficiency</i>
_____	Intermodalism and mobility <i>More alternatives, more choices, connectivity</i>
_____	Support for economic development <i>Fast, reliable access to key job and product markets</i>
_____	Improvements that improve quality of life <i>Protect community character, environmental quality</i>
_____	Program delivery <i>Timely decisions and effective use of resources</i>

AMBERDOCK
SYSTEMATICS

Exercise 3:
Investment balance and priorities

Identify your region's most urgent unmet investment priority(s) in each major category of investment (Fill in the blank)

Identify principal reasons WHY progress is not being made.

Infrastructure preservation _____

Operational improvements _____

System/service expansion _____

CAMBRIDGE
SYSTEMATICS

Alternative 2025 "Visions" and Focus

- 1. Status Quo** – *Business as usual*
- 2. Opportunism** – *Aggressive pursuit of Federal and local initiatives*
- 3. Strategic investments and milestones** – *Balance in addressing key state and regional priorities*
- 4. Fully integrated, multimodal network, statewide**

Which "vision" of transportation in Virginia do we all share?

CAMBRIDGE
SYSTEMATICS

Alternative 2025 "Visions"

Status Quo

Characteristics

- Business as usual
- Independent modal planning, programming and investment
- Pressures from "mega-project" funding demands
- Increasing share of resources to preservation/maintenance
- Separate land use and transportation decision-making
- Limited flexibility in use of available funds
- Decline in condition and performance of the infrastructure
- Erosion in quality of life, economic opportunity/competitiveness



Alternative 2025 Visions

Status Quo

Trade-Offs and Values

- | | |
|---|--|
| 1. Hold the line on spending | OR Provide more transportation choices |
| 2. Priority to maintenance/preservation | OR Improve operations, expand the system |
| 3. Priority to new construction/new capacity | OR Priority to new technologies |
| 4. State priority to highways | OR Balance state/local responsibility across modes |
| 5. Allocate funds based on mode | OR Allocate funds based on system benefit |
| 6. Allocate funds by fixed statutory formula | OR Provide local/regional flexibility |
| 7. Separate land use/transportation decisions | OR Integrate land use/transportation decisions |
| 8. Limited political will to change | OR Political support for change can be built |



Alternative 2025 "Visions"

Opportunism

Characteristics

- **Based on business as usual**
- **Continued independent planning, programming and investment**
- **Aggressive pursuit of funding from Federal and local initiatives**
 - Security initiatives
 - Rail crossing / safety programs
 - Clean fuel initiative
 - Highway "demonstration" projects and earmarks
 - Highway "operations/management" demonstrations
 - Livable/sustainable community investments
 - Transit-Oriented Development (TOD)
 - ITS Deployments
 - Transit "New Start" projects
 - FTA "New Freedom" initiative
- **Pressures from "mega-project" demands dominate**
- **"Plan" defined by available funding skews system priorities**
- **Separate land use and transportation decision-making**
- **Limited effect on system wide condition, performance: decline**
- **Mixed progress on quality of life, economic opportunity**

CAMBRIDGE
SYSTEMATICS

Alternative 2025 "Visions"

Opportunism

Trade-Offs and Values

- | | |
|------------------------------|--|
| 1. React to outside agenda | OR Support Virginia system-wide multimodal Plan priorities |
| 2. Hold the line on spending | OR Modest funding increases to match Federal funds |

CAMBRIDGE
SYSTEMATICS

Alternative 2025 "Visions" **Strategic Investments**

Characteristics

- Statewide and strategic regional networks identified as priorities
- Outcome-oriented criteria applied - statewide, regionally
- Targeted joint planning, programming and investment
- Integrated, coordinated land use, transportation decisions in key corridors, locales, sites
- "Context Sensitive Design" applied collaboratively in key corridors, locales, sites
- "Opportunistic" funding pursued, focused on Plan priorities
- Better balance in preservation / operations / expansion
i.e. balance between current and future needs
- Meaningful improvement in system condition
- Most severe performance problems resolved
- Sustained improvement in quality of life, economic opportunity

CAMBRIDGE
SYSTEMATICS

Alternative 2025 "Visions" **Strategic Investments** **Trade-Offs and Values**

- | | |
|---|---|
| 1. Investment dictated by revenue availability | OR Driven by goals-oriented benefits |
| 2. Hold the line on spending | OR Pursue significant, sustained increases in investment |
| 3. Independent modal planning | OR Integrated multimodal planning on strategic system |
| 4. State funding responsibility defined by mode | OR Defined by multimodal systems needs/benefits |
| 5. Allocate funds to modes | OR Allocate funds on basis of system needs/benefits |
| 6. Separate land use/transportation decisions | OR Direct transportation investments to good land use decisions |
| 7. Measure success, performance as outputs | OR Measure as outcomes |

CAMBRIDGE
SYSTEMATICS

Characteristics

- Builds on identified statewide and strategic regional networks
- Broad reliance on joint, multimodal planning, investment
- Outcome-oriented criteria applied - statewide, regionally
- "Opportunistic" funding pursued, focused on Plan priorities
- Optimum balance in preservation / operations / expansion
- Broad integration, coordination of land use and transportation decisions
- Continuous improvement in system condition and performance
- Continuously enhanced quality of life, economic opportunity



Alternative 2025 "Visions" Fully Integrated, Multimodal Network Trade-Offs and Values

- | | |
|---|--|
| 1. Investment dictated by revenue limitations | OR Driven by goal-oriented benefits |
| 2. Hold the line on spending | OR Pursue significant, sustained increases in investment |
| 3. Continuous independent modal planning | OR Integrated, multimodal planning on all levels |
| 4. State funding responsibility defined by mode | OR Defined by multimodal system needs/benefits |
| 5. Allocate funds to modes | OR Flexible use of resources to meet system needs/benefits |
| 6. Separate land use/transportation decisions | OR Direct transportation investments to good land use decisions, statewide |
| 7. Measure success, performance as outputs | OR Measure as outcomes |



Exercise 4:

What should be the preferred "vision" for 2025?

Pick the "vision" preferred in your region and for the state. (check one)

Your Region Statewide

<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/>	<input type="checkbox"/>

Status Quo

Opportunism

Strategic investments and
milestones

Fully integrated, multimodal
network

CAMBRIDGE
SYSTEMATICS

Exercise 5:

Resource Delivery by the State

What change in state policies or procedures are most urgently needed
to allow more attractive, convenient, reliable and efficient travel
throughout your region and the state?

<input type="text"/>
<input type="text"/>
<input type="text"/>
<input type="text"/>
<input type="text"/>
<input type="text"/>
<input type="text"/>

CAMBRIDGE
SYSTEMATICS

Exercise 6:
The Success of VTrans2025...

Provide one or more ideas... (complete the following thought)

VTrans2025 can be successful if...

**CAMBRIDGE
SYSTEMATICS**



...across organizations
...across modes
...across programs
...across resource bases

**CAMBRIDGE
SYSTEMATICS**



Stakeholder Discussion: *Exercises*

Roanoke, VA
August 27, 2003

VTrans2025 Stakeholder Exercises

Discussion of the issues and questions specific to each of the four scenarios will be captured in notes compiled from the outreach sessions, then synthesized. In addition, more definitive responses will be solicited from participants through a brief series of exercises. The exercises will provide a simple, clearer means to distinguish attitudes, preferences and the relative importance of key issues and options identified or implied in the scenarios.

1. Identify the three (3) most important transportation issues or problems facing your region/community/household/business affecting passenger travel, freight travel.
(Select 1, 2 and 3).

Passenger Transportation

- _____ Congestion
- _____ Poor connectivity
- _____ Inadequate travel choices
- _____ Poor access to personal and human services
- _____ Poor access to jobs and economic opportunity
- _____ Inadequate resources and investment
- _____ Other _____

Freight Transportation

- _____
- _____
- _____
- _____
- _____
- _____
- _____

2. If you had 100 points, how many points would you assign to each goal as a measure of its importance? (Assign 100 points only.)

- _____ **Safety and security**
Crash reduction, preparedness/response
- _____ **System management and operations**
Transportation asset preservation and operating efficiency
- _____ **Intermodalism and mobility**
More alternatives, more choices, connectivity
- _____ **Support for economic development**
Fast, reliable access to key job and product markets
- _____ **Improvements that improve quality of life**
Protect community character, environmental quality
- _____ **Program delivery**
Timely planning and investment decisions; predictable resource delivery; equity/fairness

3. Identify your region's most urgent unmet investment priority(s) in each major category of investment (Fill in the blanks. Identify mode.)

Identify principle reasons why progress has not been made.

Asset/infrastructure preservation _____

Operational improvements _____

System/service expansion _____

4. Pick the "vision" preferred in your region...and for the state. (check preferred vision for each)

<i>Region</i>	<i>Statewide</i>	
_____	_____	Status Quo
_____	_____	Opportunism
_____	_____	Strategic investments and milestones
_____	_____	Fully integrated, multimodal network, statewide

5. What change in state policies or procedures are most urgently needed to allow more attractive, convenient, reliable and efficient travel throughout your region and the state?

6. Complete the following thought *(Provide one or more ideas...)*

VTrans2025 can be successful if...



Stakeholder Discussion:
Vision and Scenarios

Roanoke, VA
August 27, 2003



Transportation Vision and Scenarios

Introduction

Most of us share a common “vision” of what we want the future to be like – peace, prosperity, opportunity, comfort, security, etc. Much of our shared vision of the future is affected directly by *our ability to move throughout our communities*, our regions, the state and the nation. In other words, by how well our transportation network functions.

The “Transportation Network”

Our transportation network is a complex mix of facilities - “infrastructure” - and services that are planned, owned, operated and paid for by an equally wide mix of public and private entities.

The transportation network in Virginia includes:

- Local streets
- Highways
- Freight and passenger rail systems
- Local and regional transit services
- Local and regional ridesharing services
- Private, taxi and limousine services
- Non-motorized systems (bicycle and pedestrian)
- Airports
- Ports
- Freight and passenger ferry services

The characteristics of this interconnected, *multimodal* network – its physical condition and how well it performs - play a large part in whether Virginians can realize a shared vision of the future.

Travel today on Virginia's transportation network is becoming an ever more difficult, time-consuming and dangerous chore for many residents as well as visitors. Prior planning and investment in transportation have supported steady economic growth and a high quality of life, but these advantages are threatened as *increasing travel demand outstrips capacity* on the current network, and by the *limited transportation choices* available to meet changing needs. On a daily basis, more and more Virginians encounter a *transportation network under severe strain*, including...

- ...Longer commute times that waste time and money, lower productivity and take us away from home and family;
- ...Increasing costs for routine travel;
- ...Increased pain, suffering and economic loss from vehicle crashes;
- ...Lack of useful or affordable transportation options for urgent personal needs;
- ...Polluted air and waterways from vehicle exhaust and emissions;
- ...Loss of open space and productive agricultural land taken for sprawling development; and
- ...Increasing costs for maintenance of the current network, and prohibitive costs for network expansion.

The material that follows has been prepared to assist Virginians in discussing the future of transportation across the Commonwealth. It includes:

- A brief introduction to *the VTrans2025 Plan*, Virginia's Statewide, Multimodal, Long-Range Transportation Plan;
- Facts and figures describing *the context*, current conditions and important trends affecting transportation; and
- *Alternative scenarios* exploring the potential form and function of Virginia's future transportation system.

VTrans2025

The VTrans2025 effort was initiated by Virginia's transportation agencies at the direction of the *Governor* and is intended to avoid, and where necessary, address the troubling trends noted above. The starting point for VTrans2025 is the establishment of a *shared vision and goals* for our multimodal transportation network, a vision that will allow us to sustain and enhance the quality of life throughout the Commonwealth in the decades ahead. *We have choices* in shaping our transportation vision ...and choices in how our vision is pursued.

VTrans2025 Partnering Agencies

Department of Transportation (VDOT)
Department of Rail and Public Transportation (DRPT)
Port Authority (VPA); and
Department of Aviation (DOAV)

Overview

Figure 1 highlights major elements of the VTrans2025 effort and the relationship between them. The ultimate success of the multimodal long-range plan will lie in the linkage between policy and investment decisions and the shared VTrans2025 vision and goals of the Plan.

VTrans2025 Goals

From extensive statewide outreach activities conducted in 2002, a series of *general goals have been established* that describe what Virginians want and expect from the state's future multimodal transportation network. These represent the fundamental 'yardsticks' by which we can judge the success and performance of the transportation network over time. Progress in meeting these goals depends, in part, on:

- A clear *understanding of the context* and conditions we face today - current circumstances and emerging trends that affect mobility and ease of access throughout the Commonwealth; and
- The *vision we share* of our transportation future.

VTrans2025 Goals

Safety and security

Provide safe and secure transportation for people and goods

System management

Manage the existing transportation system to its fullest potential

Intermodalism and mobility

Provide a transportation system that facilitates efficient movement of people and goods

Economic competitiveness

Improve Virginia's economic competitiveness and provide access to opportunities for all Virginians

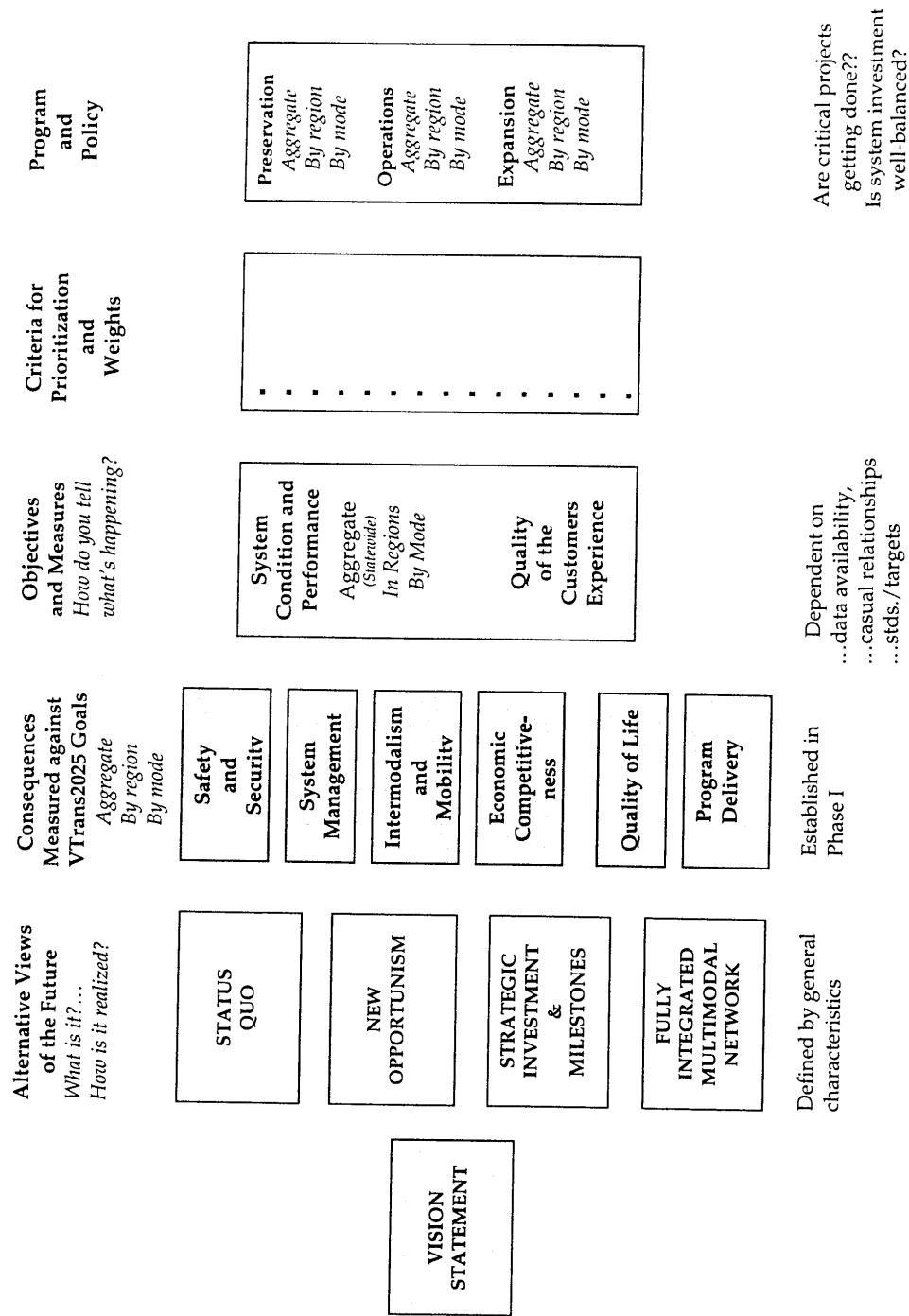
Quality of life

Provide a transportation system that enhances Virginia's natural, cultural and historic resources and the quality of life for all Virginians

Program delivery

Assure timeliness in decision-making and effective resource use

Figure 1. "Visioning" and the VTrans2025 Plan, Program and Policy



The Context for VTrans2025

Key Conditions and Trends

Current circumstances and emerging trends in travel and transportation across the Commonwealth present a complex picture and a mounting challenge. Rapid change is occurring in many facets of our lives; yesterday's comfortable travel habits and channels of communication are being affected, often dramatically. In Virginia, as in many states, it has become *increasingly difficult to improve and expand transportation infrastructure and services* to keep pace with population and employment growth as well as broader changes in the economy.

Nationally, travel has increased almost four times faster than population:

- 24 percent growth in population over the past 20 years.
- 46 percent increase in vehicle registrations.
- 80 percent increase in vehicle-miles of travel

The same burgeoning travel growth is occurring across Virginia.

In addition, Virginia is a state with rich diversity. Trends and the impact of change may vary markedly from one region to another, and the function of various parts of our transportation network vary by region as well. Still, there are essential facts that describe *current circumstances* which can help frame a future transportation vision. Included below are a few key facts about: the characteristics of *today's multimodal network* and its operation; emerging *socioeconomic trends*; and key *steps in decision-making* for transportation planning and investment.

Virginia's Multimodal Transportation Network

Virginia's multimodal transportation network is comprised of infrastructure essential to passenger travel and goods movement, assets that must be maintained and preserved, improved and expanded in the years ahead.

Passenger travel occurs over a partially interconnected system of:

- Local streets and state highways;
- Local and regional bus, rail transit and ride-sharing services;

-
- Non-motorized systems for bicyclists and pedestrians;
 - Air services; and
 - Freight and passenger ferry services.

Freight traverses Virginia largely on the same infrastructure:

- Via trucks over streets and highways;
- Via freight rail lines;
- Via air services; and
- Via ships and port facilities, coastal and inland.

Virginia's Passenger Transportation Network

The extent, condition, performance and linkages between various forms of passenger transportation are of vital importance to the future of Virginia's economy and to the quality of life of Virginia's residents and visitors. *Key characteristics* of Virginia's passenger transportation infrastructure are highlighted below.

Streets and Highways

57,082 miles of highway under state jurisdiction
(*third largest state system in the U.S.*);
1,118 miles of Interstate;
8,500 miles of Primary road (2 to 6 lanes)
47,600 miles of Local and county roads
12,603 bridges on the state system;
4 underwater crossings; 2 mountain tunnels
13,869 miles of highway under local jurisdiction;

Over 6.0 million vehicles registered;
Over 5.0 million licensed drivers (2000 HS)
Over 200,000 households w/o a private vehicle

935 highway fatalities (2001)
80,137 highway injuries (2001)
\$3.4 billion cost of motor vehicle crashes
65% growth in vehicle-miles of travel through 2025

Public Transportation

40 public transit systems across the state
158 million trips (2002)
14 commuter assistance programs covering half the state and two-thirds of the population;
1 commuter rail system serving 2 routes and 22 stations; carrying 14,000 trips a day (VRE)
1 interstate rail operator serving 8 intercity stops
3 major rail passenger projects in planning (Dulles rail, Hampton Roads Light Rail Transit (LRT), high speed rail)
4 Transportation Management Organizations (TMOs)

Bicycle & Pedestrian Systems *44% of localities have adopted bicycle plans*

Ferry Services *6 ferry services* (4 public, 2 private)

Air Passenger Service *9 commercial airports*
58 general aviation airports
97% of population lives within FAA standard travel time from airports

Virginia's Freight Transportation System

The extent, condition, performance and linkages between elements of the freight transportation network are also of vital importance to the future of Virginia's economy and to the quality of life of Virginia's residents and visitors. *Key characteristics* of Virginia's freight transportation infrastructure are highlighted below.

Trucking	<i>68% market share of goods hauled by truck, in 2025 up from 63%</i> <i>81% increase projected in truck tonnage</i> <i>Majority of freight on trucks, 2020 (72% by weight, 83% by value)</i> <i>3-fold increase in value of goods hauled by truck projected</i>
Freight Rail Service	<i>2 major railroads – Norfolk Southern, CSX</i> <i>9 short line railroads</i> <i>41% growth in tonnage projected</i> <i>Declining market share (from 30% to 26%)</i> <i>Value of goods on rail projected to double</i> <i>Major infrastructure constraints (bridges and tunnels)</i>
Ports	<i>Largest ports on the east coast</i> <i>50' channels, 1,100 acres/21 cranes serving 75 shipping lines</i> <i>Second largest market share on the east coast</i> <i>Terminals reach capacity in 2010; no land remaining</i> <i>No direct Interstate connections</i>
Air Freight	<i>9 commercial airports</i> <i>58 general aviation airports</i> <i>Land-side capacity constraints</i>

Network Implications

1. Large, diverse network and services create substantial, continuing preservation and maintenance needs.
2. Network performance (condition, safety, access, mobility) is threatened as travel growth – passenger and freight - exceeds capacity expansion.
3. Travel options are limited, uneven.
4. Not all elements of the network are of equal importance across regions of the Commonwealth.
5. Substantial economic consequences for declining network performance.

Key Socio-Economic Trends, Issues and Implications

There are a number of emerging trends that can impact the quality of the travel experience throughout Virginia, both directly and indirectly, for people as well as for shippers of goods and materials. *Together, these trends clearly point to the need and importance of improving operation of the current network and accomplishing strategic network expansion.*

Population	<i>7.1 million residents (2000) 12th most populous state; rank is not projected to change 20 to 30% population increase projected 74% will occur in the four largest markets (Northern Virginia, Hampton, Richmond, Rappahannock) 52% in suburban settings 37 of 59 non-metro counties border metro areas High percentage growth in non-urban areas Immigration will add 600,000 people by 2025 Declining household size (from 2.6 to 2.4 people per hsd.) Aging population (18% over age 65, up from 12%) 1.2 million disabled Virginians today</i>
Employment	<i>43% increase in employment projected 59% increase in the service sector 48% increase in the wholesale/retail sector Job concentrations highest in the three largest markets Northern Virginia, Hampton, Richmond)</i>
Income	<i>50% increase in per capita income projected Narrowing gap in per capita income 10% below poverty level today</i>
Growth/development	<i>Development pressures focused on suburbs Increasing density, varying across the state</i>

Travel demand	<p><i>Trends mirror national experience (VMT growing nearly four times faster than population, and twice as fast as vehicle registration)</i> <i>60 to 70% increase in passenger-miles (2025)</i> <i>Higher per capita auto trips projected</i> <i>Increasing travel time (74 min. spent in vehicles daily, statewide)</i> <i>Constant congestion expected in major corridors (I-81, I-95)</i> <i>200,000+ households have no autos</i> <i>Transit availability and reliance varies widely</i> <i>71% increase in freight tonnage in 16 southern states</i> <i>Larger share on the road network</i> <i>4.3% annual growth in container use</i></p>
Environment	<p><i>Declining air quality</i> <i>3 areas currently do not meet air quality standards</i> <i>7 additional counties will fail to meet air quality standards</i> <i>4 other counties may fail to meet air quality standards</i> <i>Lost open space, habitat to sprawling development</i></p>
Transportation funding and investment	<p><i>\$3.6 billion budget for transportation (2003-04 budget)</i> <i>44 % for highway construction</i> <i>24% for highway maintenance</i> <i>7% for local assistance</i> <i>7% for priority transportation projects</i> <i>6% for transit, ports and airports</i> <i>Modest increases forecast in most major categories</i> <i>Reduced project deficits</i> <i>Revenue allocations to major modes set in 1986 state statute</i></p>
Emerging policy trends and opportunities (Local, state, Federal)	<p><i>"Intelligent Transportation Systems" and advanced communications technologies</i> <i>Growth management initiatives locally</i> <i>Reliability and speed rise in importance (vs. cost to travelers)</i> <i>Federal policy initiatives provide targets of opportunity</i> <i>Congressional funding reauthorization</i> <i>Environmental law and regulation</i> <i>Health and human services reforms and coordination</i> <i>Environmental law and regulation</i> <i>Tax law</i></p>

Socio-Economic Implications

1. Highest *absolute* growth – population and jobs – is focused on major markets and suburban settings where solutions are more difficult and more costly. High *percentage* growth in some non-metro areas also strains local systems, resources. A challenge exists in addressing needs vs. assuring equity across regions and modes.
2. Aging and immigration introduce new travel profiles, requirements, needs.
3. Growth in travel demand continues but travel options remain limited, uneven.
4. Access to financial resources and limited flexibility in their use limit responsiveness to trends, change.

The Planning and Project Development Process

The context within which current and future transportation planning and investment takes place is characterized by processes and procedures for decision-making that are evolving. The *major steps and sequencing* for transportation planning, project development and budgeting in Virginia include:

Planning	<i>Project inquiries/requests</i> <i>Analysis, public input</i> <i>State revenue estimates</i> <i>Federal obligation levels</i> <i>Board adoption of the VTDP</i>	6-24 months
Design	<i>Board Location/design approval</i>	15-24 months
Environment	<i>Up to 27 agencies participate</i>	9-36 months
Right-of-Way		6-21 months
Construction		12-36 months

Emerging Strategic Frameworks for Future Investments

Among many transportation agencies and organizations, it has become useful to view planning and investment decisions in terms of their *broad, strategic purpose*, regardless of mode. Increasingly, the focus is on striking the right balance between investments aimed at:

- *Preservation* of existing assets and infrastructure;
- *Operation* and performance of existing infrastructure; and
- *Expansion* of the existing network.

Viewing the use of scarce resources in this way can help to: (1) move beyond isolated decision-making for individual modes; (2) introduce a more customer-oriented focus to decision-making; and (3) reinforce a truly multimodal perspective in planning and decision-making.

Types of Strategies and Actions

An efficient and functional, comprehensive multimodal transportation system involves planning coordination that goes well beyond traditional capital investment programming and budgeting for operations. Effective execution of the VTrans2025 Plan will likely involve combinations of the following strategies or activities.

- Analysis
- Planning
- Operations
- Management
- Policy
- Investment
- Partnership / collaboration
- Technology
- Education / Training
- Marketing
- Communications
- Advocacy

Process and Policy Implications

1. Growing gap between the pace of economic growth and the ability of public decision-making to react makes timely responses difficult and invites changes in process.
2. New strategic imperatives are emerging:
 - Increased focus on the quality of the customer's travel experience as a strategic measure of performance;
 - Balance across types of investment preservation/operations/expansion;
 - Heightened attention to collaboration and integration across, agencies, programs, jurisdictions, modes;
 - Heightened reliance on state-of-the-art information technologies to get maximum performance from existing infrastructure and to best serve customers;
 - New creativity in management and the use of resources; and
 - Multimodal techniques for project/program prioritization and system performance monitoring.

Alternative Transportation Scenarios

There are many scenarios for how the Commonwealth might respond to the forces and factors highlighted above. As a starting point for defining the best one, four possible alternatives are described broadly below. For each scenario, *key characteristics* are identified along with *critical trade-offs* that may be required to ensure the success of each. The essential question to be considered is:

Which of the alternative scenarios can move us toward our goals most effectively? What trade-offs are required to do so?

Arriving at the best transportation scenario involves evaluating the strengths and weaknesses of the system today, choosing *what* kind of transportation network we wish to have in the next 20 years, as well as choices in *how* we should proceed in making it happen. The alternative visions described in the pages that follow include:

- **Status Quo** – An alternative that relies almost exclusively on *current approaches, responsibilities and resources* for planning, constructing, operating and maintaining individual elements of the transportation network;
- **New "Opportunism"** – A vision that has current practice at its core, but includes a more aggressive strategy to capture funds from new initiatives and funding available at the Federal level and from local initiatives around the state, i.e. *the availability of external funding defines the Plan rather than the Plan defining the investments we make.*
- **Strategic Investment and Milestones** – A scenario based on identification of a subset of *strategic statewide and regional multimodal networks representing the highest state investment priority*, and new program delivery mechanisms that can balance statewide and regional goals.
- **Fully Integrated, Multimodal Network** – A scenario that makes available *effective transportation choices for all residents, visitors, business and industry*, linked together physically as well as by information networks that allow all users informed choices reflecting circumstances and conditions in their community and region.

Scenario 1: Status Quo

Key Characteristics

- Transportation planning process remains the same
- Independent highway, transit, rail, aviation and port planning and investment
- Emphasis on preserving existing infrastructure, and on the highway network
- Little planned "system" integration or intermodal focus
- Maintenance takes an increasing share of available funding
- Cost to maintain condition and performance likely will not be met
- No new substantial revenue sources
- Little flexibility in investment; levels of state investment to modes fixed in statute
- "Mega-project" funding demands overshadow system priorities
- Land use decisions continue unrelated to transportation investment decisions
- System efficiency and capacity declines

Values in Decision-Making: Important Trade-Offs

1. Hold the line on spending OR Provide more transportation choices?
2. Priority to maintenance/preservation OR Improve operation, expand the system
3. Priority to new construction/added capacity OR Priority to new technologies, options
4. State priority to highways OR Balance state/local responsibility across modes
5. Allocate funds based on mode OR Allocate funds based on system benefit
6. Allocate funds by fixed statutory formula OR Provide local/regional flexibility
7. Separate land use/transportation decisions OR Integrate land use/transportation decisions
8. Limited political will to change OR Political support for change can be built
9. Others?

How does this Scenario Impact Goal-Achievement? (Enhances / Harms)

VTrans2025 Goal

Safety and security	_____
System management and performance	_____
Intermodalism and mobility	_____
Economic development	_____
Quality of life	_____
Program delivery	_____

Is the *status quo* in transportation planning, investment an acceptable model for the next 20 years? Y/N Why?/Why not?

What is working well today? What is not?

Scenario 2: "New Opportunism"

Key Characteristics

- Builds upon "business-as-usual" as the base
- Continued independent modal planning, programming and investment processes
 - Emphasis on preserving existing infrastructure
 - Emphasis on the highway system – maintenance, deficiencies, expansion
- Adds increased investment from aggressive pursuit of Federal/local funding initiatives

Highway "demonstration" projects/earmarks	Clean fuel initiative
Highway "operations/management" demos	FTA "New Freedom" initiative
ITS deployments	Livable/sustainable community/TOD
Rail crossing/safety programs	Similar freight/rail/air initiatives
Transit "new start" projects	Security initiatives
- "Mega-project" funding demands continue to overshadow system priorities
- "Plan" defined by available funding; External agendas skew system priorities
- Land use decisions continue unrelated to transportation investment decisions
- Benefits are largely localized, limited, seldom system-wide
- Limited, isolated improvement in quality of life, economic opportunity, competitiveness

Values in Decision-Making: Other Important Trade-Offs

1. React to outside agenda OR Support Virginia system-wide multimodal Plan priorities
2. Hold the line on spending OR Modest funding increases to match Federal funds

How does this Scenario Impact Goal-Achievement? (Enhances / Harms)

VTrans2025 Goal

Safety and security	_____
System management and performance	_____
Intermodalism and mobility	_____
Economic development	_____
Quality of life	_____
Program delivery	_____

Does the *New Opportunism* scenario satisfy the long-term needs of the region or the Commonwealth as a direction for decision-making?

N/Y Why?/Why not?

Scenario 3: Strategic Investment and Milestones

Key Characteristics

- Statewide, regional strategic multimodal corridors of priority as focus for state investment
 - Priority to projects that have value in multiple ways, achieve multiple goals
 - Multimodal corridor network and planning responsibilities clarified
- Outcome-oriented criteria used for system-wide priority setting, statewide, regionally
 - Increased collaboration to define "livable communities," measures
 - Increased focus on non-transport outcomes (Air Quality, Environmental Justice, economic impact, access to jobs, services, etc.)
- Multimodal planning, programming and investment is targeted
 - Emphasis on connectivity and modal linkages in key locales, sites, areas, corridors
 - Addressing sprawl in most sensitive areas
- Integrated, coordinated land use, transportation decisions in key corridors, locales, sites
- "Context Sensitive Design" applied collaboratively in key corridors, locales, sites
- "Opportunistic" funding pursued, focused on Plan priorities
- Clearer goal-oriented benefits reinforce political will to enhance decision-making
- Balance in meeting state vs. regional system needs under any resource assumption

Values in Decision-Making: Important Trade-Offs

1. Investment dictated by revenue availability OR Driven by goal-oriented benefits
2. Hold the line on spending OR Pursue significant, sustained increases in investment
3. Independent modal planning OR Integrated multimodal planning on strategic system
4. State funding responsibility defined by mode OR Defined by multimodal system need/benefits
5. Allocate funds to modes OR Allocate funds on system need/benefit
6. Separate land use/transportation decisions OR Direct transportation investment to good land use decisions
7. Measure success, performance as outputs OR Measure as outcomes

How does this Scenario Impact Goal-Achievement? (Enhances / Harms)

VTrans2025 Goal

Safety and security	_____
System management and performance	_____
Intermodalism and mobility	_____
Economic development	_____
Quality of life	_____
Program delivery	_____

Does satisfying *strategic investment* requirements statewide, and at the regional level on a sustained basis constitute a responsible long-term direction for the Commonwealth?

Y/N Why?/why Not?

Scenario 4: Fully Integrated, Multimodal Network

Key Characteristics

- Builds on commitment to strategic investment and milestones
- Statewide and strategic regional networks identified as the focus of investment priority
- Increases reliance on joint, multimodal planning, investment, statewide
- Outcome-oriented criteria applied statewide and regionally
- "Opportunistic" funding pursued, focused on Plan priorities
- Optimum balance in preservation/operations/expansion under any resource assumption
- Broad integration, coordination of land use, transportation decisions
- "Context Sensitive Design" applied collaboratively through all programs, projects
- Political decisions based on clearer sense of goal-oriented benefits and the consequences of failing to respond

Values in Decision-Making: Important Trade-Offs

1. Investment dictated by revenue limitations OR Driven by goal-oriented benefits
2. Hold the line on spending OR Pursue significant, sustained increases in investment
3. Continue independent modal planning OR Integrated multimodal planning on all levels
4. State funding responsibility defined by mode OR Defined by multimodal system need/benefits
5. Allocate funds to modes OR Flexible use of resources to meet system need/benefit
6. Separate land use/transportation decisions OR Direct transportation investment to good land use decisions, statewide
7. Measure success, performance as outputs OR Measure as outcomes

How does this Scenario Impact Goal-Achievement? (Enhances / Harms)

VTrans2025 Goal

Safety and security	_____
System management and performance	_____
Intermodalism and mobility	_____
Economic development	_____
Quality of life	_____
Program delivery	_____

Does creation of a fully integrated, multimodal transportation network constitute a responsible, realizable long-term direction for the Commonwealth? Y/N Why?/why Not?

Appendix H: Comment Received and Included in the Long-Range Plan

Table H1: Comments Received but <i>Not Included</i> in the Vision Statement			
Comments	Deliberative Citizen Forums	Stakeholder Sessions	Telephone Survey
Clear Goals and Objective	X		
Planning Process Should be Faster and Less Expensive	X		
Transportation System that Provides Service for All (Disabled and Aging)	X		
Improved Management of Current Systems and Networks		X	
Improved Delivery of Transportation Programs at both the Political and Technical Levels		X	
Add Capacity in both Road Networks and Transportation Alternatives		X	

Appendix I: VTrans2025 Goal, Objectives and Measures

VTrans2025 Phase 3 and Final Report

APPENDIX C. MULTIMODAL PERFORMANCE OBJECTIVES AND MEASURES

Goal	Performance Objective	Performance Measure
Provide a safe, secure, and integrated transportation system that reflects the diverse needs throughout the Commonwealth.	Improve safety for system users and operators within the system and at mode origins/destinations.	Reduction in crashes and/or incidents
	Increase the security of the transportation system and its users.	Reduction in security breaches or loss due to theft, vandalism, or other incidents
	Provide infrastructure, facilities, and communications to meet strategic and emergency transportation needs.	Ability to meet strategic and emergency transportation needs; ability to perform in the event of an attack or natural disaster
	Preserve transportation infrastructure to achieve the lowest lifecycle costs (most efficient maintenance cost) and prevent failure.	Reduction in long-term capital cost; critical need addressed; bridge condition (if applicable)
Preserve and manage the existing transportation system through technology and more efficient operations.	Encourage access management techniques that preserve the operational integrity of existing infrastructure while ensuring appropriate access to adjacent land uses.	Consistency with local comprehensive plans, MPO plans, or other regional plans; number of access breaks
	Maximize system utilization by increasing the efficiency of existing facilities and services through use of technology and demand management techniques.	Tons of freight moved; number of people moved; ease of transition to new technology
	Maintain the effective and predictable operation of the transportation system to meet customers' expectations by using technology and demand management techniques.	Reduction time to clear non-recurring events; on-time performance of system and services; reduction in travel time variability; reduction in unexpected delay

VTTrans2025 Phase 3 and Final Report

Goal	Performance Objective	Performance Measure
Facilitate the efficient movement of people and goods, expand travel choices, and improve interconnectivity of all transportation modes.	Reduce transfer time between modes.	Reduction in transfer time
	Reduce congestion for all modes.	Reduction in VMT; level of service improvement; reduction in travel delay
	Ensure seamless connections between modes by providing networks of facilities that facilitate the journey from origin to destination and all connections between.	Number of barriers removed; number of links added; increase in the number of modal connections; number of bus turnouts, park-and-ride spaces, and bicycle/pedestrian accommodations
	Increase capacity for the movement of people and goods.	Increase in system capacity
	Improve access to major activity centers.	Number of modes serving activity center; frequency of service to activity center
	Meet basic transportation needs for special needs populations (e.g., the elderly, lower socioeconomic groups, and the disabled).	Number of mode choices provided; service to special needs populations
	Expand modal choices	Number of modes choices provided; number of alternatives to highway travel

VTTrans2025 Phase 3 and Final Report

Goal	Performance Objective	Performance Measure
Improve Virginia's economic vitality and facilitate the coordination of transportation, land use, and economic development planning activities.	Improve accessibility of the workforce to employment opportunities.	Number of mode choices; proximity of service or facility to desired destination, unemployment rate
	Improve accessibility of goods to markets.	Number of modes serving market; travel time; travel cost
	Improve accessibility of people to goods and services (including recreation, tourism, cultural resources, and markets).	Number of mode choices; proximity of service or facility to desired destination
	Promote efficient use of current and future transportation facilities and services by coordinating transportation planning and implementation with local land use planning and economic development goals.	Consistency with local comprehensive plans, MPO plans, or other regional plans; consistency with local zoning and land uses; consistency with local economic development goals
	Maintain and improve air quality by meeting applicable air quality standards.	Projects in conformity (where applicable); reduction in pollutants
Improve environmental quality and the quality of life for Virginians.	Maintain and improve water quality by meeting applicable water quality standards.	Compliance with applicable water quality standards, including the Chesapeake Bay 2000 Agreement; reduction in pollutants
	Maintain habitat and watershed quality and connectivity.	Improvement in habitat or watershed condition

VTtrans2025 Phase 3 and Final Report

Goal	Performance Objective	Performance Measure
Improve program delivery.	Preserve Virginia's rich cultural and historic resources.	Number of resources protected and/or enhanced
	Ensure that transportation facilities and services are compatible with the communities and destinations they serve.	Consistency with community and/or destination
	Maximize use of non-state funds (e.g., federal, PPTA, tolls).	Percentage of non-state funds; funding availability
	Maximize the system benefit of investments.	Level of investment risk; number of purposes project serves (needs addressed); anticipated return on investment
	Minimize long-term maintenance costs (i.e., life-cycle cost).	Anticipated life-cycle costs
	Leverage opportunities between modes	Number of modes supported; reliance on another mode/project
	Coordinate completion/implementation schedules and funding of interdependent multimodal projects.	Alignment of schedules and funding; project readiness

Appendix J: State Comparison Matrixes

Table J1: Long-Range Plans Reviewed				
State	Name, Year	Public Involvement Activities	Vision Statement	Implementation Plan
Alabama	Alabama Statewide Transportation Plan, 2000	Advisory Group of citizens (2 meetings); public meetings (3 meetings in 2 months of 1999); newsletter to 500 participants (Feb 2000);	No vision statement.	<i>Goal 1: Provide safe and efficient transportation for people and goods; Goal 2: Protect the public and private investment in Transportation; Goal 3: Provide an interconnected transportation system that supports economic development objective; Goal 4: Provide a transportation system that preserves the quality of the environment and enhances the quality of life. No benchmarking for goals. Recommendations provided.</i>
Alaska	Vision 2020, Nov 2002	Public Review Group, 600 members; Policy Advisory Committee of 24 transportation stakeholders; public meetings; set up phone and fax numbers for comments; two radio call-in programs; booth at state fair for comments; newsletter name "Call for Ideas" printed comments;	No vision.	Section One presents the policies that provide the direction for transportation system development in Alaska for the next 25 years. Along with each policy, specific objectives are presented. These objectives were developed in part from comments we received from the public and in part from our technical planning analyses. These policies and objectives guide project selection and transportation investment decisions. By guiding the expenditure of transportation funds, this plan directly affects every citizen of Alaska.
Arizona	Vision 21, Dec. 2001	10 public meetings; 10 open houses for comments; 6 newsletters;	No vision.	Recommendations: Require performance based planning and programming; develop and adopt a long-range, statewide, multimodal transportation plan; coordinate land use planning and transportation planning; establish comprehensive financial management; establish urban regional transportation and land use districts; strengthen the Arizona Transportation Board; increase dedicated transportation revenues; prioritize system preservation; prioritize congestion

Table J1: Long-Range Plans Reviewed				
State	Name, Year	Public Involvement Activities	Vision Statement	Implementation Plan
				relief and commuter services; implement immediate and obvious system improvements.
Arkansas	Statewide Long-Range Intermodal Transportation Plan, 2002	16 public meetings; survey for comments;	Provide a safe, Efficient, and aesthetically pleasing and environmentally sound intermodal transportation system for the users	
California	California Transportation Plan, 2025	None noted.	California has a safe, sustainable transportation system that is environmentally sound, socially equitable, economically viable, and developed through collaboration; it provides for the mobility and accessibility of people, goods, services, and information through an integrated, multimodal network.	See table in California.doc
Colorado	Statewide Transportation Plan, 2030	Public meetings; liaison for each engineering region(6);	A transportation system that integrates all modes of transportation and travel demand management to effectively and safely move people, goods and information to mee Colorado's mobility needs in a manner that is environmentally, economically and social responsible.	None found.
Connecticut	2004 Long-Range Transportation Plan	Listening sessions (7); email; statements for civic groups; direct mailings; print advertisements; internet;	None stated.	None found.
Delaware			To maintain and improve mobility and access within the state, while also helping to preserve our communities, improve quality of life, protect the environment, and allow business and industry to expand and prosper.	
District of Columbia	Financially Constrained Long Range Transportation Plan, 2004	Citizens Advisory Committee; workshop and forums; 20 min public comment period before Transportation Board meetings;	See dc.doc	No stated measures.
Florida	2025 Florida Transportation Plan, 2005	"effective public involvement"	None stated	Goals: A safer and more secure transportation system for residents, businesses, and visitors; Enriched quality of life and responsible environmental stewardship; Adequate and cost-efficient maintenance and preservation of Florida's transportation assets; A stronger economy through enhanced mobility for people and Freight; Sustainable transportation

Table J1: Long-Range Plans Reviewed				
State	Name, Year	Public Involvement Activities	Vision Statement	Implementation Plan
				investments for Florida's future
Georgia	Statewide Transportation Plan, 2001	Direct mailing; public meetings; outreach via media outlets; developed Public Involvement Program (PIP);	Georgia's transportation system will always be a vital component of the state's future success and ability to compete in a global economy. Our team of motivated professionals and quality driven management will maintain and improve mobility by providing a safe, seamless, intermodal and environmentally sensitive transportation system. Through transportation leadership and wise use of human and financial resources, innovative technology, public/private partnerships, and citizen input, we will ensure a balance of transportation options so that people and goods arrive at their destination in a timely and efficient manner.	See Georgia.doc
Hawaii	Hawaii Statewide Transportation Plan, 2002	Citizen Advisory Committee meetings (4); telephone survey (1,100); resource group interviews (70);	None stated.	GOAL I: Achieve an integrated multi-modal transportation system that provides mobility and accessibility for people and goods. GOAL II: Ensure the safety and security of the air, land, and water transportation systems. GOAL III: Protect and enhance Hawaii's unique environment and improve the quality of life. GOAL IV: Support Hawaii's economic vitality. GOAL V: Implement a statewide planning process that is comprehensive, cooperative, and continuing. Also Hawaii.doc.
Idaho	Idaho's Transportation Future: getting there together,	Symposium; survey; regional workshops (6); Future Search session to predict what would be needed in 30 years; Transportation Summit for gathering data for modeling software; Performance Measures Workshop;	The citizens of Idaho aspire to have a transportation system that provides convenient access throughout the state and region. They want different means of transport to support the vitality of the state's economy, an abundance of family wage jobs, and "the Idaho way of life." They recognize the need for the efficient flow of freight and other "through traffic" along highways and between airports. They appreciate the ability to slow down to enjoy recreational opportunities afforded by Idaho's natural beauty. Across every region, they desire well-connected pedestrian and bicycle facilities so they do not always have to move in vehicles.	None listed.

Table J1: Long-Range Plans Reviewed				
State	Name, Year	Public Involvement Activities	Vision Statement	Implementation Plan
Illinois	Transportation Policies and Goals for the 21 st Century, 2005	Focus group sessions; surveys; questionnaires; newsletters and brochures;	To be recognized as the premier department of transportation in the nation.	None stated.
Indiana	INDOT 25-Year Long Rang Plan, 2003	MPO Conference; Purdue Road School; Focus Groups (2); Futures Symposium; annual district meetings (6);	None stated.	None stated.
Kansas	Long Range Transportation Plan, 2002	Survey; Road Rallies – small group driving around rating roads on defined characteristics (3); 12 public hearings; web site;	None stated.	See Kansas.pdf
Kentucky	1999 Statewide Transportation Plan	See Kentucky.pdf	None stated.	Goals: Preserve and Manage the Existing Transportation Infrastructure to Ensure Mobility and Access; Support Economic Development by Providing System Connectivity; Strengthen Customer Relationships Through Coordination and Cooperation in the Transportation Planning Process; Enhance Transportation Safety and Convenience To Ensure Mobility and Access
Maine	2004-2005 Long-Range Transportation Plan	Public forums for comments;	None stated	Global Competitiveness; Improved access and mobility; Environmental protection; public involvement; intergovernmental coordination; system preservation; improved system efficiency; increased safety.
Maryland	2004 Maryland Transportation Plan, 2004	1,050 telephone surveys; seven regional workshops; interactive web page; tour meetings with local governments regarding the State Report on Transportation	The Department's vision is to provide a transportation system that works for people.	Goals: maximize the effectiveness of existing systems; provide critical new system additions; ensure customer and workforce safety and enhance system security; improve program and project delivery;
Massachusetts	A Framework for Thinking- A Plan for Action: Transportation in the Commonwealth of Massachusetts, 2005	10 public meetings; targeted forums; establish a statewide transportation advisory committee; website;	None stated.	Themes: objective, coordinated, transparent, and inclusive decision-making; system preservation; sustainable development; operational efficiency and cost-effectiveness; mobility; safety; security; special constituencies;
Michigan	State Long-Range Plan 2000-2025 – Mobility is Security, 2002	9 meetings from select group of customers and providers; 21 public meetings;	MDOT is committed to improving Michigan's total transportation system by efficiently delivering transportation products, services and information.	Goals: 1. Preserve our current mobility. 2. Modernize the transportation system. 3. Improve the management of our transportation Assets at all levels. 4. Improve the safety and security of

Table J1: Long-Range Plans Reviewed				
State	Name, Year	Public Involvement Activities	Vision Statement	Implementation Plan
				<p>our transportation system.</p> <p>5. Improve intermodal connectivity between modes of transportation.</p> <p>6. Improve connectivity and continuity within modes of transportation.</p> <p>7. Identify transportation revenues for the future.</p> <p>8. Implement the State Long Range Plan throughout the MDOT Regions;</p> <p>Performance Measurements:</p> <p>Customer Satisfaction Survey;</p> <p>Roadway, runway pavement condition; bridge and bus fleet condition; crash rates and trends; level of service; seasonal load restrictions; intermodal facilities with NHS connections; percent of population served by transit; passenger terminals served by two or more modes; number of buses eligible for replacement and the percent unfunded; airports with all weather access; adequate primary runway system;</p>
Minnesota	Minnesota Statewide Transportation Plan MOVING PEOPLE AND FREIGHT FROM 2003 TO 2023 , 2003	800 telephone surveys (Omnibus Survey); 24 focus groups and 2,350 telephone surveys (Segmentation Survey); 400 telephone surveys along I-394 corridor for multi-modal, 810 telephone surveys and 4,000 on-board questionnaires (Transit survey); 1000 telephone surveys (Maintenance survey); Market research - 8 transportation dialog meetings; seven focus groups with minority/immigrant populations; two general citizen focus groups; 1,000 citizen poll at Minnesota State Fair; on-line survey by 200;	A coordinated transportation network that meets the needs of Minnesota's citizens and businesses for safe, timely and predictable travel.	See Minnesota.pdf
Mississippi	The Mississippi Unified Long Range Transportation Infrastructure Plan, 2002	4 public meetings at MPOs; addresses how to keep public informed, not what they have done.	None stated.	<p>Performance measures: <input type="checkbox"/> Travel Time</p> <p><input type="checkbox"/> Accidents</p> <p><input type="checkbox"/> Fatalities</p> <p><input type="checkbox"/> Throughput</p> <p><input type="checkbox"/> Cost</p> <p><input type="checkbox"/> User Satisfaction</p>
Missouri	Long-Range Transportation Plan, 2001	Road Rallies for public input on current conditions of roads; 2,400 surveys; consensus building sessions with random citizens for with emphasis on where to spend money.	None stated.	Goals: Ensure safety and security in travel, decreasing the risk of injury or property damage on, in and around transportation facilities.

Table J1: Long-Range Plans Reviewed				
State	Name, Year	Public Involvement Activities	Vision Statement	Implementation Plan
				Take care of the existing system of roads, bridges, public transportation, aviation, passenger rail and ports. Relieve congestion to ensure the smooth flow of people and goods throughout the entire system. Broaden access to opportunity and essential services for those who cannot or choose not to drive. Facilitate the efficient movement of goods using all modes of transportation. Ensure Missouri's continued economic competitiveness by providing a safe, reliable and efficient transportation system. Protect Missouri's environment and natural resources by making investments that are not only sensitive to the environment, but that also provide and encourage environmentally beneficial transportation choices. Enhance the quality of our communities through transportation.
Montana				
Nebraska	Future Transportation in Nebraska 1995-2015, 1995	11 public group meetings; Long Range Transportation Workshop;	None stated.	14 issues defined.
Nevada	Statewide Long Range Multimodal Transportation Plan, 2002	States they will involve the public but doesn't give specifics.	None stated.	Goals: 1) Mobility and Accessibility, 2) Safety, 3) Environmental, 4) Efficiency and Effectiveness, 5) Technology, and 6) Economic Development-Diversification. For measures see table in Nevada.pdf.
New Hampshire	Transportation Business Plan	Citizen Advisory Committee meetings (monthly); Listening sessions; Alternative Futures Meetings;	In process.	Purposes: Identify key customer issues; Develop a transportation vision for the State of New Hampshire; Look at realistic strategies and actions to achieve the vision; and Develop recommendations to improve policies and transportation investment decisions of the Department of Transportation.
New Jersey	Transportation Choices 2025, 2001	Website; 800 telephone surveys; interviews; five focus groups; four information centers for viewing web site and making comments;	None stated.	Goals: Maintain and Preserve Our Transportation System for Present and Future

Table J1: Long-Range Plans Reviewed				
State	Name, Year	Public Involvement Activities	Vision Statement	Implementation Plan
				Generations; Improve the Safety and Security of the Transportation System; Improve the Effectiveness, Efficiency, and Attractiveness of Transportation Services Responsive to the Needs of the Customer; Improve the Process of Providing Transportation Facilities and Services; Promote Economic Development; Improve the Quality of Life for Users of the Transportation System and Those Affected by Its Use; Use Transportation to Shape Desired Development Patterns Consistent with the <i>State Development and Redevelopment Plan</i>
New Mexico				
New York	Transportation Strategies for a New Age: New York's Transportation Plan for 2030, 2005	Nine public hearings.	"...seamless system in which travelers can conveniently shift between modes and operators to complete trips that meet their individual and business needs."	Issues: Mobility and reliability; economic sustainability; safety; environment; security; financing.
North Carolina	Long-Range Statewide Multimodal Transportation Plan, 2004			
North Dakota	TransAction – North Dakota' Statewide Strategic Transportation Plan	Focus Group meetings with city, county, and township organizations, MPOs and tribal planners; Public involvement process begins: website, newsletter, meetings, surveys, interviews; NDDOT staff conduct interviews with businesses, organizations, and individuals; Statewide business and public surveys conducted; NDDOT conducts public hearings on the draft Statewide Strategic Transportation Plan	"North Dakota's transportation system is an important part of regional, national, and global systems, developed strategically to help grow and diversify the economy and enhance our quality of life."	<ol style="list-style-type: none"> 1. Strategically prioritize use of transportation resources. 2. Define levels of transportation service the state will strive to provide and maintain. 3. Enhance communication, facilitate cooperation and collaboration between and within governmental units, tribal authorities, modes of transportation, and the public and private sectors. 4. Improve performance of priority transportation corridors and facilities. 5. Incorporate economic competitiveness as integral component of transportation investment strategies. 6. Analyze economic impacts of load limits and benefits of establishing statewide program to coordinate administration of load limits. 7. Determine feasibility of, and

Table J1: Long-Range Plans Reviewed				
State	Name, Year	Public Involvement Activities	Vision Statement	Implementation Plan
				<p>identify conditions necessary for, developing intermodal freight facility or facilities.</p> <p>8. Determine opportunities for, and economic and safety impacts of, regional uniform truck size, weight, and permitting system.</p> <p>9. Appropriately use intelligent transportation system technologies.</p> <p>10. Conduct statewide freight origin and destination study and identify priority transportation corridors and facilities.</p> <p>11. Create a special transportation program (infrastructure funding and technical assistance) to facilitate economic development and competitiveness.</p> <p>12. Take lead role in promoting public-private partnerships to bring about selected transportation initiatives.</p> <p>13. Actively participate in regional and national transportation initiatives, programs, studies, and projects.</p> <p>14. Increase emphasis on safety and security as an integral component in planning, developing, and maintaining the transportation system.</p> <p>15. Develop a statewide personal mobility plan.</p> <p>16. Monitor trends in agriculture, manufacturing, tourism, and energy to identify potential transportation impacts and opportunities.</p>
Ohio	ACCESS OHIO 2004-2030	<p>Findings from a statewide random sample telephone survey of ODOT customers which addressed their level of satisfaction and vision for Ohio's transportation system.</p> <ul style="list-style-type: none"> Findings from a statewide random sample mail survey of local officials and transportation stakeholders which addressed their level of satisfaction and vision for Ohio's transportation system. 	"Our mission is to provide a world class transportation system that links Ohio to a global economy while preserving the State's unique character and enhancing its quality of life."	<p>ODOT has established performance measures known as Organizational Performance Indicators.</p> <ul style="list-style-type: none"> Identify measurable "targets" toward which ODOT is working. Establish funding levels needed to reach these targets. Evaluate ODOT's success in achieving the vision and goals.

Table J1: Long-Range Plans Reviewed				
State	Name, Year	Public Involvement Activities	Vision Statement	Implementation Plan
Oklahoma	2005 - 2030 Statewide Intermodal Transportation Plan	conducting public meetings; - making available decision-makers, as possible and reasonable, for meetings with individuals and groups; - using the ODOT web site (www.okladot.state.ok.us) for information notices, documents, and comment forms; - providing telephone contacts for input and comment; - publishing "Notices of Availability"; - forming and using advisory groups as appropriate; - issuing press releases; - providing traditional and electronic informational mailings; - providing informational pamphlets; - advertising as appropriate; - publishing periodic newsletters; and - making available documents on compact discs (CDs), on the ODOT web site, and in printed form.		Short and long term strategies by mode
Oregon	OREGON TRANSPORTATION PLAN 2005	It is the policy of the State of Oregon to involve Oregonians to the fullest practical extent in transportation planning and implementation in order to deliver a transportation system that meets the diverse needs of the state.	By 2030, Oregon's transportation system supports people, places and the economy. We travel easily, safely and securely, and so do goods, services and information. Vehicles powered by efficient and renewable fuels move all transportation modes. Community design supports walking, bicycling, travel by car and transit wherever appropriate. Our air and water are dramatically cleaner, and community sensitive and sustainable transportation solutions characterize everything we do. Oregonians and visitors have real transportation choices and transfer easily between air, rail, motor vehicles, bicycles and public transportation while goods flow just in time through interconnected highway, rail, marine, pipeline and air networks. Our communities and economies—large and small, urban and rural, coastal and mountain, industrial and agriculture—are connected to the rest of Oregon, the Pacific Northwest and the world. Land use, economic activities and transportation support each other in environmentally responsible ways. We excel in using new technology to improve safety and	Implementation of the OTP will take place through the planning process, increased coordination and cooperation, investment strategies and key initiatives. Integrated state multimodal and modal/topic plans and regional and local transportation system plans will refine the OTP's broad policy and investment strategies and further the key initiatives. Effective coordination and cooperation that go beyond the current practices will enable the state to develop an efficient, seamless transportation system. At various levels of funding, we will be able to care for the transportation system in different ways: If no increases in funding are made, we will strive to maintain and preserve the system as well as possible. But over time the system

Table J1: Long-Range Plans Reviewed				
State	Name, Year	Public Involvement Activities	Vision Statement	Implementation Plan
			mobility. We maximize the use of existing facilities across traditional jurisdictions and add capacity strategically. Public/ private partnerships respond to Oregonians' needs across all transportation modes. Transportation system benefits and burdens are distributed fairly, and Oregonians are confident transportation dollars are being spent wisely. By 2030, Oregonians fully appreciate the role transportation plays in their daily lives and in the region's economy. Because of this public confidence, Oregonians support innovative, adequate and reliable funding for transportation.	will deteriorate. If increases in funding keep up with inflation, we can maintain the system about at its present condition and address bottlenecks. If funding increases more than inflation, we can address projects of statewide significance.
Pennsylvania	PennPlan Moves, 2000	2000 phone interviews	None stated.	<p>Stated Goals: Promote safety of the transportation system.</p> <ul style="list-style-type: none"> • Improve the environment. • Retain jobs and expand economic opportunities. • Make transportation decisions that support land use planning objectives. • Maintain, upgrade, and improve the transportation system. • Inform and involve the public and improve customer service. • Advance regional and corridor-based planning. • Develop transportation alternatives and manage demand. • Promote smooth, easy connections between transportation alternatives. • Ensure accessibility of the system and mobility for everyone. <p>See penn.pdf for goals and objectives.</p>
Puerto Rico				
Rhode Island	Element 611: Transportation 2025 Long Range Transportation Plan: 2004 Update	Six focus groups met, Eight Walkable Community workshops, survey by mail and website	Our common vision recognizes transportation as a core function that threads through other elements of our society. Transportation connects the state with the global and regional economies, the home with the workplace, the individual with the community, and all of us with one another. It must equitably benefit all communities, and must be reconciled with quality of life issues, as vital as the air we	Strategies given for each mode.

Table J1: Long-Range Plans Reviewed				
State	Name, Year	Public Involvement Activities	Vision Statement	Implementation Plan
			breathe, the water we drink, and the preservation of our natural and historical heritage and beauty of the natural and built environments. It cannot exist independently of these concerns.	
South Carolina (paper)	At a Crossroads; Multimodal Transportation Plan, 2002	None stated.	None stated.	Recommendations: Safety Upgrades; System preservation and maintenance; National highway system upgrades; Primary highway system capacity upgrades; secondary highway system capacity upgrades; system management; transit; Rail facilities; Railroad right-of-way preservation; pedestrian and bicycle facilities; intermodal connections; freight movement; Funding.
South Dakota	SDDOT / Planning and Programs / Project Planning / Long Range Plan	The plan will be reviewed every year but will only be updated as needed. The public will be involved in the development and annual review of the plan, and any updates by public hearings which will be conducted around the state in coordination with the STIP. The Department during the public comment period will accept both written and oral comments. The public will also be given an opportunity to comment on the plan at the Transportation Commission Meeting when the plan is adopted.		The South Dakota Department of Transportation (SDDOT) seeks to improve the movement of people and products, to encourage competition and lower transportation costs within and among the transportation modes, and to facilitate economic development. This plan will accomplish these objectives by identifying opportunities, new trends, new technology and by depicting and facilitating the planning and coordination process that will allow the Department to take advantage of these factors. the detailed description of future conditions we desire and the methods for achieving them will be depicted in the Department's Strategic Plan, the STIP, the Statewide Airport Systems Plan, the State Rail Plan, the State Highway Needs Analysis, the Local Roads Needs Study, the Public Transportation Needs Study, the Urban Streets Needs Study, the Highway Systems Studies, the MPO's Long Range Plans, the Intermodal Data, the Financial Forecasting Study, Corridor Studies, and other

Table J1: Long-Range Plans Reviewed				
State	Name, Year	Public Involvement Activities	Vision Statement	Implementation Plan
				special studies.
Tennessee	Plan Go, A Long Range Multimodal Strategy, 2005 (draft)	9 regional working groups; 62 member Statewide steering committee; printed materials; website; speakers bureau for community groups; traveling exhibit; 36 public meetings	<p>Preserve and Manage the Existing Transportation System:</p> <p>Protect existing assets and maintain efficiency of the system through cost-effective management and new technologies.</p> <p>Build Partnerships for Livable Communities:</p> <p>Provide early and ongoing opportunities for broad public input on plans and programs; work closely with local public and private planning efforts; coordinate land use and transportation planning.</p> <p>Move a Growing, Diverse and Active Population:</p> <p>Optimize the movement of people and goods by providing greater access to transportation services for all people and by building better connections among different modes of transportation.</p> <p>Promote Stewardship of the Environment:</p> <p>Maintain the integrity of communities and historical sites; minimize impacts on natural resources and conserve energy.</p> <p>Support the State's Economy:</p> <p>Make transportation investments that support economic growth, competitiveness and tourism; build partnerships with communities and regions to link employment, commercial/retail areas and other key activity centers.</p> <p>Emphasize Financial Responsibility:</p>	None stated.

Table J1: Long-Range Plans Reviewed				
State	Name, Year	Public Involvement Activities	Vision Statement	Implementation Plan
			<p>Provide accountability; maximize Tennessee's share of federal transportation funding; develop alternative funding strategies; select projects based on identified regional needs; allow flexibility in local management of projects where feasible.</p> <p>Maximize Safety and Security:</p> <p>Reduce injuries and fatalities in all modes of transportation; minimize construction-related safety incidents; improve disaster preparedness and incident response.</p>	
Texas				
Utah				
Vermont	Vermont Long Range Transportation Plan, 2002	1,200 person telephone survey; 8 public forums;	The Vermont Agency of Transportation's (VTrans') vision is to preserve, develop, and enhance an integrated transportation system to support Vermont's quality of life and economic well-being.	Implementation strategies: Manage the state's existing transportation system facilities to provide capacity, safety, and flexibility in the most effective and efficient manner; Improve all modes of Vermont's transportation system to provide Vermonters with choices; Strengthen the economy, protect and enhance the quality of the natural environment, and improve Vermonters' quality of life; develop performance measures.
Washington	Washington Transportation Plan, begin developed	Numerous public meetings;	TBD	TBD
West Virginia (paper)	Statewide Transportation Policy Plan, 2002	None stated.	None stated.	Goals and objectives: create and maintain and outstanding transportation system; serve the motoring public effectively and efficiently; coordinate with other state agencies to plan and foster long range economic development.
Wisconsin	Connections 2030, begin developed	33 stakeholder meetings; 15 regional meetings; 1,000 telephone surveys;	TBD	TBD
Wyoming	Statewide Long-Range Transportation Plan, 2005	Stakeholder meetings; customer satisfaction surveys; developed Public Involvement Handbook and Resource Guide;	None stated.	Goals: Pursue adequate funding to accomplish the Department's mission; Enhance

Table J1: Long-Range Plans Reviewed				
State	Name, Year	Public Involvement Activities	Vision Statement	Implementation Plan
				safety on the transportation system; Preserve the quality of the existing transportation system; Provide for the efficient transportation of people and goods in Wyoming; Provide transportation mode choices to the people of Wyoming; Fairly and equitably fulfill our regulatory and revenue generating responsibilities.

*Data gathered from each state's long range plan

Table J2: Vision Comparison Matrix													
State	Multimodal	Safe	Strategic	Seamless	People and Goods	Full Accountability	Protect the Environment	Protect the Quality of Life	Enhance Economic Opportunity	Respect and Reflect Needs of Diverse Communities and Regions	Adequate Investments for Current and Future Needs	Sustained Involvement of Community Leaders and Citizens	Other
Arkansas		X					X						Efficient, Aesthetically Pleasing, Intermodal
California	X	X			X		X			X (Socially Equitable)	X (Economically Viable)	X (Developed through Collaboration)	Sustainable, Mobility and Accessibility of people, goods services and information through an integrated multimodal network
Colorado		X			X		X			X	X		Integrates all modes of transportation and travel demand management to effectively move people, goods and information
Delaware							X	X	X	X			To maintain and improve mobility and access within the state,
District of Columbia													
Georgia		X	X (Balance of Transportation Options)	X	X		X	X				X	Improve Mobility, Intermodal, Through Transportation Leadership and Wise use of human and financial resources, innovative technology, public/private partnerships and citizen input, Timely

Table J2: Vision Comparison Matrix													
State	Multimodal	Safe	Strategic	Seamless	People and Goods	Full Accountability	Protect the Environment	Protect the Quality of Life	Enhance Economic Opportunity	Respect and Reflect Needs of Diverse Communities and Regions	Adequate Investments for Current and Future Needs	Sustained Involvement of Community Leaders and Citizens	Other
													and Efficient
Idaho	X (Different Means)						X (Enjoy recreational opportunities afforded by Idaho's natural beauty)		X (support the vitality of the state's economy, an abundance of family wage jobs)				Convenient access throughout the state and region, support "the Idaho way of life;" efficient flow of freight and other through traffic along highways and between airports, well-connected pedestrian and bicycle facilities
Illinois													To be recognized as the premier department of transportation in the nation
Maryland													The department's vision is to provide a transportation system that works for people
Michigan													Improving Michigan's total transportation system by efficiently delivering transportation products. Services and information
Minnesota		X			X (Citizens and Businesses)								Timely and Predictable
New York			X (travelers can conveniently	X	X (Individual and								

Table J2: Vision Comparison Matrix													
State	Multimodal	Safe	Strategic	Seamless	People and Goods	Full Accountability	Protect the Environment	Protect the Quality of Life	Enhance Economic Opportunity	Respect and Reflect Needs of Diverse Communities and Regions	Adequate Investments for Current and Future Needs	Sustained Involvement of Community Leaders and Citizens	Other
			shift between modes an operators)		Business needs)								
North Dakota			X					X Enhance our quality of life	X	X ND's transportation system is an important part of regional, national, and global systems			
Ohio							X Preserving the State's unique character	X Enhancing Quality of Life					World Class transportation system that links Ohio to a global economy
Oregon	X Community design supports walking, bicycling travel by car and transit wherever appropriate	X	Our communities and economies—large and small, urban and rural, coastal and mountain, industrial and agriculture--are connected to the rest of Oregon, the Pacific Northwest and the world	Oregonians and visitors have real transportation choices and transfer easily between air, rail, motor vehicles, bicycles and public transportation while goods flow just in time through interconnected highway, rail, marine, pipeline and air networks	X Goods, services and information		X Our air and water are dramatically cleaner		Land use, economic activities and transportation support each other in environmentally responsible ways.	community sensitive and sustainable transportation solutions characterize everything we do;	Oregonians fully appreciate the role transportation plays in their daily lives and in the region's economy. Because of this public confidence, Oregonians support innovative, adequate and reliable funding for transportation		Vehicles powered by efficient and renewable fuels move all transportation modes; We excel in using new technology to improve safety and mobility. We maximize the use of existing facilities across traditional jurisdictions and add capacity strategically. Public/ private partnerships respond to Oregonians' needs across all transportation modes. Transportation system benefits and burdens are

Table J2: Vision Comparison Matrix													
State	Multimodal	Safe	Strategic	Seamless	People and Goods	Full Accountability	Protect the Environment	Protect the Quality of Life	Enhance Economic Opportunity	Respect and Reflect Needs of Diverse Communities and Regions	Adequate Investments for Current and Future Needs	Sustained Involvement of Community Leaders and Citizens	Other
													distributed fairly, and Oregonians are confident transportation dollars are being spent wisely
Rhode Island							Transportation is as vital as the air we breathe, the water we drink, and the preservation of our natural and historical heritage and beauty of the natural and built environments. It cannot exist independently of these concerns.	Transportation must be reconciled with quality of life issues		It must equitably benefit all communities			Our common vision recognizes transportation as a core function that threads through other elements of our society. Transportation connects the state with the global and regional economies, the home with the workplace, the individual with the community, and all of us with one another.
Tennessee		Maximize Safety and Security; Reduce injuries and fatalities in all modes of transportation; minimize construction-related safety incidents; improve disaster preparedness and incident response.		Move a Growing, Diverse and Active Population: Optimize the movement of people and goods by providing greater access to transportation services for all people and by building better connections among different	X		Promote Stewardship of the Environment: Maintain the integrity of communities and historical sites; minimize impacts on natural resources and conserve energy.		Support the State's Economy: Make transportation investments that support economic growth, competitiveness and tourism; build partnerships with communities and regions to link employment, commercial/retail areas and other key activity		Emphasize Financial Responsibility: Provide accountability; maximize Tennessee's share of federal transportation funding; develop alternative funding strategies; select projects based on identified regional	Build Partnerships for Livable Communities: Provide early and ongoing opportunities for broad public input on plans and programs; work closely with local public and private planning efforts; coordinate land use and	Preserve and Manage the Existing Transportation System: Protect existing assets and maintain efficiency of the system through cost-effective management and new technologies

Table J2: Vision Comparison Matrix													
State	Multimodal	Safe	Strategic	Seamless	People and Goods	Full Accountability	Protect the Environment	Protect the Quality of Life	Enhance Economic Opportunity	Respect and Reflect Needs of Diverse Communities and Regions	Adequate Investments for Current and Future Needs	Sustained Involvement of Community Leaders and Citizens	Other
				modes of transportation.					centers.		needs; allow flexibility in local management of projects where feasible.	transportation planning.	
Vermont				X (Integrated)				X (Preserve)	X (Economic Well-being)				Preserve Develop and Enhance an integrated transportation system

*Data collected from each state's long range plan

Appendix K: Types of Public Involvement Activities

Table K1: Public Involvement Activities Nationwide	
Public involvement activities	States Using this Method
Advisory Groups/Committees	8
Public Meetings/Hearings	18
Newsletters/brochures	7
Public review group	1
Radio shows (call-in programs)	1
Workshops	6
Internet/Web site/E-mail	10
Print Advertisements	2
Surveys	9
Focus groups	8
Road rallies	2
Obtaining public input	1
Forums	3
Symposiums	2
Questionnaires	2
Telephone Surveys	8
Phone/fax lines for comments	1
State Fair booth	1
Public open house	1
Liaison for each engineering region	1
Listening sessions	2
Statements for civic groups	1
Direct Mail	3
Comment period before Trans. Board meetings	1
Public involvement	6
Outreach via media outlets	1
Developed Public Involvement Programs	1
Resource group interviews	1
District meetings	1
Conference	1
Tour meetings	1
Customer meetings	1
Consensus building sessions	1
Interviews	2
Steering committee	1
Speakers	1
Traveling exhibits	1
Stakeholder meetings	2
Regional meetings	1

* Data gathered from each state's long-range plan