

Book Proposal

Cities and Transportation

Keith Bartholomew

1. Describe the contents of the book. What is its thesis? What do you hope to accomplish by writing this book? What need does it fill (Be very specific on this point.)? Why is the subject important?
2. How would you characterize the book? Is it policy analysis or practical how-to information? Does it develop a theory? Is it a practical tool that professionals will use? Does it shed new light on current controversies? Does it provide historical or analytical information? On what level is it written? Does the reader require specialized knowledge to understand it? What is unique about this book?

Cities are inventions created by humans to facilitate exchange, and to do so while minimizing non-productive transaction costs, especially those related to transportation. By contrast, transportation planning, as it has been practiced in the U.S. since the 1950s, has as its direct or implicit objective to increase mobility--that is, to *increase* transportation. This disjuncture between the purpose and meaning cities and the purpose and object of transportation planning underlies the conclusion, asserted by others, that U.S. transportation planning for the past half century has been decidedly anti-city. The purpose of this book is to trace how this happened, to highlight new currents in transportation planning practice that are seeking to correct the situation, and to project where these might lead in the future under different policy contexts.

The crux of transportation planning reform is shifting the practice's focus from increasing mobility to facilitating accessibility. A mobility based paradigm seeks to enable increased motion of bodies (vehicles, mainly) through space and time. This has the effect of inducing additional, unnecessary travel. An accessibility based paradigm, on the other hand, seeks to increase the ease and convenience of accomplishing needed daily tasks, implying an efficiency dimension aimed at reducing amounts of travel per unit of activity. Transportation planning's near universal focus on mobility since 1950 is sourced, to large degree, in governmental policies and institutional structures. This book will address how the planning practice became obsessed with mobility by tracking policies and institutions over the last half-century and will evaluate current proposals for new climate change and transportation policies and structures using the mobility vs. accessibility dichotomy.

This is the right time for this book. Three threads are coalescing simultaneously that suggest the prior transportation planning regime may be coming to an end. The Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA) marked a significant break from prior federal transportation planning and funding laws, though many were disappointed that ISTEA's implementation delivered less than the Act seemed to promise (largely because of institutional structures). The subsequent two acts—TEA-21

and SAFETEA-LU—more or less continued along ISTEA’s path. SAFETEA-LU expires this October and there are very few voices calling for a continuation of the “TEA” structures and traditions—most are urging some measure of reform, from the moderate to the revolutionary. This development arises just as climate change policy finally appears ripe for adoption and action at the federal level and is already being actively pursued at state, regional, and local levels. Finally, a professional and academic literature connecting land use development patterns, travel behavior, and greenhouse gas emissions is maturing (e.g., *Growing Cooler*, by Ewing, Bartholomew, and others), providing the intellectual basis for stitching together climate and transportation policies. Potentially, these three threads could lead to a major shift in urban policy and a new definition of transportation planning practice, one that supports the purposes and functions of cities, rather than subverting them.

My aim, through this book, is to provide an assessment for understanding the quagmire past planning practice has helped to create and a blueprint for structuring a new practice that will assist in moving America toward greater environmental, economic, and social sustainability. The book will be written to occupy a central position that weaves together theoretical and historical analyses and assessment of new policy proposals, while maintaining a practice-based perspective. It is intended to be equally approachable and useful to researchers, teachers, and practitioners.

3. Who is your audience? Be as specific as possible and identify both primary and secondary markets. For professional audiences, please give job titles (city planners or wetland managers, for example). Is the book likely to be used as a primary or supplemental text for college courses? If so, please provide course titles for which it would be appropriate. (If you know how many of such courses are taught nationally or how many students they involve, please include that information.) If you think it will be of interest to citizen activists, list names of organizations and membership numbers. Also provide names of newsletters or other publications that reach that audience. Are there any other groups or associations that may have a particular interest in this book? If you know of possibilities for bulk sales through organizations or conferences include that information.

Key audiences for this book include transportation planning and urban planning practitioners at federal, state, regional, and local governmental agencies; in consulting firms and private companies; and in the non-profit advocacy community. Academics in urban planning, transportation engineering and planning, political science, public policy, urban studies, and public administration comprise another key audience.

Among government agencies, the audience includes professional planners, engineers, and policy professionals at the U.S. Department of Transportation, in the departments of transportation for each of the 50 states, in the 385 regional transportation planning agencies established under federal law (Metropolitan Planning Organizations), in the more than 1200 U.S. transit agencies, and in the thousands of metropolitan municipalities and counties. The associations that are connected to these professionals

include the Institute of Transportation Engineers, the American Planning Association, the American Institute of Architecture, the American Society of Landscape Architects, the American Association of State Transportation Officials, the American Public Transportation Association, the U.S. Conference of Mayors, the National League of Cities, the National Association of Counties, the Association of Metropolitan Planning Organizations, and the National Association of Regional Councils.

The continued professionalization of non-governmental organizations provides another market opportunity for this book. Planners, policy advocates, and other professionals in national, state, and local environmental and planning non-profit organizations will be interested in the book. Coming, as I do, from a non-profit practice background, I will be writing the book especially for this audience. Example organizations include Environmental Defense Fund, NRDC, Sierra Club (and its state and local chapters), and the various "1000 Friends" organizations.

For the academy, I will target the book for upper-division undergraduate and masters level courses in transportation planning, public policy, sustainability, and climate change. Examples from my own institution include: Introduction to Transportation Planning (URBPL 4710/6710); Transportation Law and Policy (URBPL 6721); Community Transport (URBPL 5720/6720); Transportation II (CVEEN 5560); Global Climate Change (GEOG 3210/5210); and Community and Environmental Change (FCS 5730).

4. What topics does your book cover? Are there any topics that have not been covered before?

The topics covered by the book include: the purpose of cities, the functions of transportation planning, the historical development of transportation policies and institutions, the environmental, land use, and social impacts of transportation systems, transportation planning practices, non-governmental organizations and their role in transportation planning practice and policy development, the regional visioning and scenario analysis, climate change policy, prospects for future transportation policy and practice.

Although a number of books cover these topics individually, no single book covers all of the subjects and integrates them for a broad audience.

5. If you are proposing a contributed volume, please discuss the origin of the project (is it based on a conference, for example?), how much (if any) of the material has been previously published, and what you as editor plan to do to make the book cohere. How will you work with the contributors? Will the contributors see other chapters? How much editing and/or rewriting will you do? What level of consistency of style and quality do you plan to achieve?

N/A

6. What other books have been published on this subject (Include author, publisher, and date of publication.)? What are their strengths and weaknesses? How will your book differ in organization, level, approach, and content? How will your book relate to other books in the field?

The literature on transportation policy in the U.S. is quite large, and is impossible to summarize here. Many of these books identify problems with current transportation systems and outcomes. Some point to social equity issues (e.g., *The Right to Transportation*, by Sanchez (APA 2008)), others to traffic congestion (e.g., *Still Stuck in Traffic*, by Downs (Brookings 2003)), many others to environmental consequences (e.g., *Sustainability and Cities*, by Newman & Kenworthy (Island 1999)). None, however, stitch together the purposes/functions of transportation with those of cities and assess the state of transportation planning practice as a function of policy and institutions, as this book aims to. Furthermore, many of the books in the literature (e.g., *Urban Transportation in the United States*, by Weiner (Praeger 1999)) are intended for a limited academic audience.

7. What is the approximate length of the final typed manuscript? Assume 8-1/2-x-11 double-spaced pages with one-inch margins.

I estimate that the manuscript will be 250-300 pages in length.

8. What elements will the manuscript include: charts, graphs, tables, photographs, glossary, index, bibliography, and so on? Please be as specific as possible.

The book will include a number of charts and graphs. There may be reason for a limited number of photographs. I will certainly include a glossary, index, and bibliography.

9. Do you have any particular conception of the production, design, or marketing of the manuscript that we should know about?

The professional associations listed in my answer to question #3, above, should provide good marketing avenues.

10. Has your proposal (or manuscript) been read by anyone else whose opinions would be of value to us? Can you suggest the names of three persons who would be competent to read and review your proposal or manuscript?

Arthur "Chris" Nelson at the University of Utah has read and commented on the proposal. Other reviewers that I would suggest include: Sam Seskin, transportation planner at CH2MHill in Portland; Will Schroeer, policy director at Smart Growth America; Robert Puentes at Brookings; Jeff Zupan, transportation planner at Regional Plan Association; Peter Newman at Murdoch University; Bob Dean, principle planner at the Chicago Metropolitan Agency for Planning; Greg Chew, senior planner at the Sacramento Area Council of Governments; Keith Schneider, director of the Michigan Land Use Institute.

11. When will the manuscript be complete?

My target completion date is February 1, 2011.

Book Outline

Cities and Transportation

By Keith Bartholomew

Purpose of the book

There are many of books that present the problems with transportation in the United States. Some point to social equity issues (e.g., *The Right to Transportation*, by Sanchez), others to traffic congestion (e.g., *Still Stuck in Traffic*, by Downs), many others to environmental consequences (e.g., *Sustainability and Cities*, by Newman & Kenworthy). Not many, however, stitch together the purposes/functions of transportation with those of cities.

Cities are inventions created by humans to facilitate exchange, and to do so while minimizing non-productive transaction costs, especially those related to transportation. On the other hand, transportation planning, as it has been practiced in the U.S. since the 1950s, has as its direct or implicit objective to increase mobility--that is, to *increase* transportation. This disjuncture between the purpose and meaning cities and the purpose and object of transportation planning practice underlies the conclusion, asserted by others, that U.S. transportation planning for the past half century has been decidedly anti-city. The purpose of this book is to trace how this happened, to highlight some new currents in transportation planning practice that are seeking to correct the situation, and to project where these might lead in the future under different policy contexts.

This is the right time for this book. Three threads are coalescing simultaneously that suggest the prior transportation planning regime may be coming to an end. The Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA) marked a significant break from prior federal transportation planning and funding laws, though many were disappointed that ISTEA's implementation delivered less than the Act seemed to promise (largely because of institutional structures). The subsequent two acts—TEA-21 and SAFETEA-LU—more or less continued along ISTEA's path. SAFETEA-LU expires this October and there are very few voices calling for a continuation of the "TEA" structures and traditions—most are urging some measure of reform, from the moderate to the revolutionary. This development arises just as climate change policy finally appears ripe for adoption and action at the federal level and is already being actively pursued at state, regional, and local levels. Finally, a professional and academic literature connecting land use development patterns, travel behavior, and greenhouse gas emissions is maturing (e.g., *Growing Cooler*, by Ewing, Bartholomew, and others), providing the intellectual basis for stitching together climate and transportation policies. Potentially, these three threads

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Key audiences for this book include transportation planning and urban planning practitioners at federal, state, regional, and local governmental agencies; in consulting firms and private companies; and in the non-profit advocacy community. Academics in urban planning, transportation engineering and planning, political science, public policy, urban studies, and public administration comprise another key audience.

I. Introduction

I will start with a section on the purpose of cities – which is to facilitate/maximize exchange while minimizing travel – through an abbreviated historical review of city building from ancient times through modern periods. [N.B.: This, essentially, will expand upon the first section of my 2007 article in the Environment Law Reporter (ELR)].

Because cities are really about exchange, the point of transportation is, or should be, accessibility, not mobility. This section will discuss the difference between the two concepts and emphasize the centrality of the former to urban quality of life. [N.B.: This will depart from and expand on the second section of the ELR article.]

Despite the importance of accessibility, transportation planning, as it's actually practiced by government agencies and the consultants hired by agencies, is almost entirely focused on mobility. This raises two questions: (1) How did this mis-directed practice arise? (2) How can we correct it in the future? The mobility focus of the practice, I assert, is fundamentally the result of governmental policies (mainly but not entirely at the federal level) and institutional structures (ditto).

This simple flow model (policy + institutional structure -> mobility based practice) provides the structure for the remaining chapters. Each chapter will trace the policy and institutional factors that are key for understanding a discrete era of transportation planning and will draw connections between those influences and resulting planning practice. Chapters II through VII will address how these influences in the past/present have given us the current situation, while Chapter VIII will explore possible future policy and institutional paths that could reform the practice and redirect it toward more sustainable results. Because this is a book that is more about the future than the past, the early chapters will be shorter and will use broad brushstrokes to focus on the key elements for understanding the general trajectories of those periods. As the chapter progress, they will become longer and more detailed.

II. The Early Days (pre 1940)

The Lincoln Highway – an emblem of pre-WWII U.S. transportation policy

The Bureau of Public Roads & State Highway Departments

The Geography of Transportation Planning – planning practice was fundamentally about mapping

III. The Days of Fins (the 1950s)

Crossing State Lines: The Interstate Juggernaut

The Rise of a Federal Transportation Bureaucracy

Counting the Lanes on the Head of a Pin – the advent of travel demand models and their application to determining the parameters of the Interstate Program

IV. Summer of Asphalt (the 1960s)

The Dawn of Metropolitan Transportation Policy – the introduction of the “3 C” planning requirements

Highways Are U.S.: The Creation of the U.S. DOT and the Rise of the Federal Highway Administration

Are We There Yet? How Comprehensive, Continuing, and Cooperative Do We Have to Be? – the travails of attempting a 3C planning practice

V. The Decade of Our Discontent (the 1970s)

The Poor Cousin: UMTA and the Implosion of Private Sector Transit

The final demise of private transit companies and their absorption by regional transit agencies with little money and less power

The creation of UMTA at HUD – the fact it wasn't even in the DOT speaks volumes

Congress' first feeble attempts at providing funding for transit

Cities: Where Art Thou?

The suppression of city interests through the Interstate Program and the U.S. DOT / State DOT alliance

The heroic responses by a handful of cities (e.g., Moscone's stand against the Central Freeway; the Southwest Corridor in Boston; Portland's elimination of Harbor Drive and the Mt. Hood Freeway), capitulation by others.

Creation of Metropolitan Planning Organizations and the Rise of Regional Planning

The creation of MPOs in 1973

The hydra-like creation of federal programs targeted at metropolitan concerns

The dawn of interactive land use-transportation modeling and planning

VI. The Empire Strikes Back: The Reagan Years (the 1980s)

The Incredible Shrinking MPO and the Power Shift to the State DOTs

Reagan's elimination of regional planning programs across the board

The MPOs' loss of power and what that meant to metro areas

The policy vacuum – the interstate program was coming to end but there was no national policy direction to replace it.

Planning practice muddled along

VII. The Dawning of the Age of the TEAs (the 1990s and early 2000s)

The dream of multimodalism

"Flexible" funding programs

Multimodal institutional changes at U.S. DOT

A Stab at Policy Integration

Clean Air Act Amendments of 1990 and the conformity requirements

Land use policy sneaks in under the edge of the tent

The Fifth Column: NGOs Become Players

Charting the rising participation and sophistication of NGOs in transportation planning and decision making (Regional Plan Association, MSN Regional Council, 1000 Friends of Oregon, Environmental Defense Fund, NRDC, Sierra Club)

What If? The Rise of Scenario Planning [N.B.: this builds on and extends my extensive prior/present work in the area]

Tracing the rapid rise of visioning/ scenario planning processes

The motivations/agendas driving the scenario train

To include the public or not – variations in public participation

Making the Vision Real -- How scenario planning/visioning connects (or doesn't) to regional transportation planning

What about the other 90%? Only 10% of MPOs engage in some type of scenario analysis/visioning. Why is this so? (A: federal transportation and environmental laws fail to require or even encourage the practice).

VIII. Beyond the TEAs

The End of An Era/The Beginning of a New One?

With the expiration of the current transportation funding/planning bill in September 2009, the policy process for determining a replacement is now engaged, but only partially. The administration is pushing (and will likely get) an 18-month extension on the existing bill, which means that the next two years are likely to see a wide range of policy proposals and debates. Many in high (or at least strategic) places see an end to the regime instituted in 1991 with ISTEA, and are pushing hard to make sure that is realized. This is creating a certain degree of chaos, which could provide a reasonably good opening for transformative policy developments. The purpose of this chapter will be to create a structure for understanding the contexts and proposals for policy and institutional reform and to assess what these changes may mean for planning practice. The final question is whether these changes will be sufficient to reform the practice in ways that will redirect transportation planning toward the means and ends outlined in the first chapter.

The Climate of Climate Change Policy

Science and the Media: The IPCC, Inconvenient Truth, and Fox News

The Federal Policy Vacuum: Death of Environmentalism and other explanations for the lack of federal initiative

All (Climate) Politics is Local: The Rise of State and Local Policy Development on Climate

A survey of state/local climate policies with emphasis on land use/transportation initiatives.

Special focus on California's SB 375 and Oregon's HB 2001 and 2186.

Finally Federal – the passage of the Waxman/Markey bill and the Senate response.

Transportation Policy Responses

The View from K Street – many think tanks, professional associations, and lobbying groups have proposals and policy statements already on the table; many more will be unveiled in the next 12 months.

The View from Official Washington – two blue ribbon panels and a number of federal agencies have offered reports that directly or indirectly suggest transportation policy reform.

The View from the Hill – at this writing four significant transportation policy bills have already been introduced. More will be thrown in the hopper soon. In addition, numerous policy positions have been and will continue to be announced.

The Future of Practice

Where will these policy options lead and what are the likely impacts on practice? This section will rely on a series of structured interviews with leading transportation planning practitioners as primary source material.