

NEW YORK METROPOLITAN TRANSPORTATION COUNCIL

A SHARED  
VISION  
FOR A SHARED  
FUTURE

ANNUAL REPORT | MARCH 2009

## ABOUT NYMTC

**T**he New York Metropolitan Transportation Council (NYMTC) is a regional council of governments that is the metropolitan planning organization for New York City, Long Island and the lower Hudson Valley. NYMTC provides a collaborative planning forum to address transportation-related issues, develops regional plans and makes decisions on the use of federal transportation funds.



### NYMTC's Mission

- To serve as the collaborative forum to address transportation-related issues from a regional perspective;
- To facilitate informed decision-making within the Council by providing sound technical analyses;
- To ensure the region is positioned to capture the maximum federal funds available to achieve the goals of the Unified Planning Work Program, Regional Transportation Plan and Transportation Improvement Program; and
- To focus the collective planning activities of all Council members to achieve a shared regional vision.

# CONTENTS

Message from the Co-Chairs	1
Message from the Executive Director	2
Our Starting Point	4
Who We Are	8
Our Shared Future	10
Our Resources and Our Needs Through 2030	14
Beyond the Down Payment: Our Strategic Improvements	18
Table 1: Strategic Transportation Investments Proposed Development Milestones	19
What Do We Need?	24
Making It Happen	26

NYMTC encourages and provides opportunities for interested stakeholders from the private sector, general public, and local government to become involved in the planning process. Visit our website @ [www.NYMTC.org](http://www.NYMTC.org) for more information, or write to NYMTC, 199 Water Street, 22nd floor, NY, NY, 10038.

# MESSAGE FROM THE CO-CHAIRS

A year ago, we came together as the Principals of the member agencies which comprise NYMTC to announce our vision for growth in our region. This vision focused on ten desired growth areas to help address anticipated increases in population and employment more sustainably over the next two decades. It grew out of a set of shared goals that we developed over previous years, and it outlined the first consensus vision for regional development in NYMTC's history.

We are very pleased that this year we are taking the next steps to make our vision a reality by unveiling strategic transportation investments to facilitate growth in the previously identified areas, and in the region as a whole. Taken together, these desired growth areas and strategic transportation investments provide the basis for *A Shared Vision for A Shared Future*, addressing sustainable future development, and our energy consumption and mounting traffic congestion.

Of course, times have changed since we announced our vision last year. Many of the assumptions on which we based the selection of these desired growth areas have been challenged by the serious national economic downturn we are experiencing. However, even in the face of this immediate uncertainty, we continue to expect that our region will grow significantly over the next two decades.

As the co-chairs of NYMTC, we believe it is incumbent on NYMTC's Principals as elected and appointed officials and as members of a regional Council to prepare for an optimistic future in anticipation of recovery from the current recession. The strategic transportation improvements we are proposing to support our ten desired growth areas and the region as a whole will help us prepare for that future by pursuing im-

mediate and long-term investments that will help our region regain economic strength, and support sustainability both now and for many tomorrows.

As this report will bear out, our needs are great and our resources are insufficient to meet them all. That is why we have identified investments that can be moved forward in the near-term, as well as those that will require a longer-term process of approvals, planning and community involvement.

The vision we share and the series of strategic transportation investments we are proposing are evidence that we have joined together as a regional Council with the understanding that collectively we are stronger than we are as individuals. We know that these investments will help not only the NYMTC region, but the surrounding counties and states as well. By coming together to address growth, sustainability and transportation investments in these difficult times, we acknowledge that these proposals can be a catalyst for economic development and opportunity, locally and throughout the region.

We will advocate with one voice for all of these improvements. Together we can transform our shared vision into actions and viable projects which we can use to make our region move more effectively and efficiently. By doing so, we will ensure economic vitality, safeguard environmental quality, address congestion, increase mobility, and improve quality of life for the region as a whole.



Astrid C. Glynn  
Commissioner, NYSDOT



Steve Levy  
Suffolk County Executive



"THE VISION WE SHARE AND THE SERIES OF STRATEGIC TRANSPORTATION INVESTMENTS WE ARE PROPOSING ARE EVIDENCE THAT WE HAVE COME TOGETHER AS A REGIONAL COUNCIL WITH THE UNDERSTANDING THAT COLLECTIVELY WE ARE STRONGER THAN WE ARE AS INDIVIDUALS."

## MESSAGE FROM THE EXECUTIVE DIRECTOR

**M**uch has changed since our last NYMTC Annual Meeting in March 2008, when we announced that the Principals of NYMTC's member agencies had developed a consensus vision for the region's future growth. In the ensuing twelve months, the context for regional planning became a great deal more complex. The previous year's focus on climate change, carbon footprints and sustainability—vast, complex issues in their own right—was quickly extended by a rapid escalation of energy prices signaling short-term instability in energy supplies and the onset of an economic crisis the likes of which has not been experienced in decades. In addition, a watershed national election will likely produce significant changes in Federal policy as it relates to transportation as a new Administration begins to make its mark.

In the Annual Report released at last year's Annual Meeting, my message focused on the unprecedented emergence of a regional development vision among NYMTC's Principals. This year, we are reporting that they have rounded out that vision through their agreement and come to consensus on proposed strategic investments for the region's transportation system. These investments will be a step toward both realizing their vision for the region's growth and development over the next two decades and toward accommodating the optimistic growth that is anticipated for our region in the long-term.

Unlike last year's announcement of the development component of their overall shared vision, this year's announcement of the now completed vision takes place in decidedly more chaotic times. Questions abound that

bear on this vision and the assumptions that underlie it: How deep will the economy sink? How long will the downturn last? What will the inevitable recovery be like and how long will it take? Are the forecasts of long-term optimistic growth in our region still viable in light of these short-term developments? How will the apparent instability in energy prices affect the region and its economy? Are the more severe effects of climate change emerging earlier than we thought? How will nascent government policies targeted to each of these areas—economy, energy, and climate—ultimately develop and how will they impact the region and its transportation system?

At this writing, none of these questions have solid answers. In fact, many have no answers at all. So, what does the regional vision that has emerged from NYMTC's Principals mean in the context of such pervasive uncertainty? More than might be initially thought. Far from being a fuzzy, idealistic view of an unattainable future, *A Shared Vision for A Shared Future* that is described in this year's Annual Report provides the basic principles that are so important when planning for uncertainty.

*A Shared Vision for A Shared Future* can become a crucial focal point in this region's thinking and planning as we move through the uncertain times ahead.

  
Joel P. Ettinger  
Executive Director

"IN THE ANNUAL REPORT RELEASED AT LAST YEAR'S ANNUAL MEETING, MY MESSAGE FOCUSED ON THE UNPRECEDENTED EMERGENCE OF A REGIONAL DEVELOPMENT VISION AMONG NYMTC'S PRINCIPALS. THIS YEAR, WE ARE REPORTING THAT THEY HAVE ROUNDED OUT THAT VISION THROUGH THEIR AGREEMENT AND COME TO CONSENSUS ON PROPOSED STRATEGIC INVESTMENTS FOR THE REGION'S TRANSPORTATION SYSTEM."





## OUR STARTING POINT

We are at a transformational time in history. A combination of environmental and energy concerns, an economic crisis spurring a renewed commitment to infrastructure investment and the upcoming authorization of a new Federal transportation program provides us with new opportunities and new challenges globally, nationally and regionally.

Our region faces mounting concerns about our carbon footprint and about instability in the price and supply of fossil fuels. The economy is still reeling from Wall Street's losses, and our fiscal outlook is uncertain, at least in the short term. At the same time, we also anticipate significant growth in our region over the next several decades.

All of these factors reinforce the need for us to plan regionally, strategically and holistically to create a shared vision for sustainable growth, and couple that vision with strategic transportation investments.

Therefore, we come together collectively and collaboratively to plan *A Shared Vision for A Shared Future* as the Principals of the member agencies which comprise the New York Metropolitan Transportation Council (NYMTC): the county executives of Nassau, Putnam, Rockland, Suffolk and Westchester counties, New York City's Transportation Commissioner and Department of City Planning Director, New York State's Transportation Commissioner, and the executive directors of the Metropolitan Transportation Authority, the Port Authority of New York and New Jersey, New Jersey Transit and the North Jersey Transportation Planning Authority.



Over the past few years, we have reached agreement on a shared vision which is rooted in our mutual desire and need for the sustainable development of our region. Last year, we announced that we will focus on ten specific desired growth areas for our region: Lower Manhattan, Hudson Yards, downtown Brooklyn, Long Island City, and Jamaica in New York City; Nassau Centre and Brentwood/Hauppauge on Long Island; Brewster Village in Putnam County; and the I-287 Corridor in Westchester and Rockland counties.

This year, we are taking the next step by announcing our agreement on strategic transportation investments to both support these desired growth areas and to meet the challenges that future growth will pose for our region's transportation system.

### OUR REGION'S TRANSPORTATION SYSTEM

Our region has historically developed along with advances in its transportation system. Prior to European colonization, Native American settlement patterns in the area were focused on access to transportation by foot and by water. Early European settlements also followed this pattern. In 1825, the opening of the Erie Canal was a major impetus to the economic growth of New York City and surrounding areas as it established the role of a major port in the region.

Later in the 19th Century, the advent of railroads knitted together outlying settlements in the region with the city, while mass transit innovations from horse-drawn

“ THE COST OF CONGESTION IN THE NYMTC REGION IS \$26 MILLION PER DAY AND IS EXPECTED TO INCREASE TO \$30 MILLION BY 2030. CONGESTION INCREASES THE COST OF GOODS AND SERVICES IN OUR REGION, WASTES FUEL, AND REDUCES QUALITY OF LIFE FOR THOSE WHO LIVE AND WORK IN THE REGION. ”

C. SCOTT VANDERHOEF, ROCKLAND COUNTY EXECUTIVE



omnibuses to steam-powered elevated rail lines allowed the population in the city to disperse to a greater degree and continue growing. As the 20th Century dawned, the subways transformed mass transit's reliability and capacity, making development and growth viable still further from the city's core. By the middle of the 20th Century, an enormous program of road building was already underway and, because of it, the private automobile became a practical means of mobility which opened vast tracts of suburban land to development.

This evolution has resulted in a massive and aging transportation system consisting of rail lines, roadways, bridges, terminals and other support structures, as well as transit rolling stock in the form of buses, rail cars and locomotives. Taken together, our region's transportation system includes nearly 50,000 lane-miles of highways and streets, thousands of roadway, rail and pedestrian bridges and tunnels, nearly 9,000 commuter rail and subway cars and nearly 7,000 buses. It is the result of massive infrastructure investments over the past two centuries and it is one of the largest and most diverse metropolitan transportation systems in the country.

This system moves millions of people every day in our region, and it is a vital component of the larger transportation systems in the New York-New Jersey-Connecticut metropolitan area and in the Northeast Corridor megaregion, both as a destination and as a corridor connecting New England with the Mid-Atlantic states.

## OUR SHARED VISION

The strategic transportation investments we are proposing are tied to our shared vision for our region's sustainable growth. We envision a growing and dynamic region over the next two decades, made more sustainable through coordinated planning and the operation, maintenance and strategic improvement of our extensive transportation system to accommodate overall growth.

Our vision rests on the common goals we've agreed to over the past few years:

- Enhance the regional environment;
- Improve the regional economy;
- Improve the regional quality of life;
- Provide convenient, flexible transportation access within the region; and
- Build the case for obtaining resources to implement regional investments.

Our focus is on ten desired growth areas where the transportation system – both in its current form and through future improvements – can most efficiently serve anticipated growth, while addressing our shared goals: Lower Manhattan, Hudson Yards, downtown Brooklyn, Long Island City, and Jamaica in New York City; Nassau Centre and Brentwood/Hauppauge on Long Island; Brewster Village in Putnam County; and the I-287 Corridor in Westchester and Rockland counties.

Taking the next step, our shared vision recognizes that the transportation system that currently exists in our region is extensive and must be maintained as well as expanded. Therefore, our vision includes our commitment to the following:

- We will define and set aside the resources in the long-term to support the day-to-day operation and maintenance of the existing transportation system, and to achieve and maintain its State-of-Good-Repair.
- We will complete the four foundation improvement

“ THE FUTURE OF THE ENTIRE NEW YORK METROPOLITAN REGION IS DEPENDENT ON THE FINANCIAL FUTURE OF OUR REGION'S TRANSPORTATION SYSTEM AND THE ASSURANCE THAT IT IS STRONG AND HEALTHY ENOUGH TO FULLY MEET THE REGION'S TRANSPORTATION NEEDS. WITHOUT STRATEGIC TRANSPORTATION INVESTMENTS, THIS REGION CANNOT GROW IN THE VERY AREAS WHERE IT MAKES THE MOST SENSE. ”

THOMAS R. SUOZZI, NASSAU COUNTY EXECUTIVE





projects to which we have all previously agreed: New Jersey Transit's Access to the Region's Core rail tunnel project; MTA New York City Transit's No. 7 subway extension; MTA New York City Transit's Second Avenue Subway; and MTA Long Island Rail Road's East Side Access extension to Grand Central Terminal. These projects are a first step toward improving mobility in our region in the long-term.

- We will pursue new strategic transportation improvements in addition to the foundation projects to facilitate development of the ten desired growth areas in a sustainable manner.

Regionally, statewide and indeed nationally, transportation services and systems are experiencing financial difficulties in the short-term due to the growing economic crisis facing our nation and the world; it is unclear how long this situation will last. At the same time, we have been

given an opportunity to participate in our nation's economic recovery. Therefore, while we envision the long-term, we are also advancing transportation improvements in the very near term that will be undertaken through national economic recovery legislation.

We are prepared to help jumpstart the region's economy by focusing on transportation projects that are ready to begin within one year, and also in the two-to-five year range. These short- and mid-term transportation investments complement our shared vision by providing an ongoing level of investment that will create jobs and economic development opportunities, while supporting more sustainable growth.

We are pleased and proud to complete *A Shared Vision for A Shared Future* by announcing our strategic transportation improvements to support sustainable growth and economic vitality in our region.





SEN. JOHN J. MARCHI

Cafe Entrance

J.J.M.

NO SMOKING

## WHO WE ARE



**N**YMTC is a regional council of governments that is the metropolitan planning organization (MPO) for New York City, Long Island and the lower Hudson Valley. Lying at the core of a metropolitan region that stretches through parts of three states, NYMTC's ten county area encompasses 2,440 square miles with a population of close to 12 million; approximately 64 percent of New York State's population in 2007.

Created in 1982, NYMTC provides a collaborative forum for regional transportation planning through sixteen members. In recognition of the size and diversity of our region, NYMTC maintains three geographical Transportation Coordinating Committees (TCCs), one each in New York City, in Long Island and in the lower Hudson Valley. These TCCs serve as subregional planning forums which respond to local needs and recommend transportation priorities to the Council as a whole.

Beginning in the 1960s and continuing today, Federal transportation legislation has mandated that all urbanized areas with a population over 50,000 must have a designated Metropolitan Planning Organization, in order to qualify for Federal transportation funding. The basic purpose of each MPO is to execute a planning process consistent with Federal regulations and to reach a consensus on transportation plans and specific programs of transportation improvements. The U.S. Department of Transportation relies on MPOs to make sure that the transportation projects that use Federal funds are the products of a continuing, comprehensive, and cooperative

planning process, and that they reflect the priorities of the metropolitan area.

As our region's MPO, NYMTC studies and defines transportation improvements, forecasts future conditions and needs, and pools the planning resources and expertise of its member agencies to plan for transportation and development in the region. Together with an interested and active community, NYMTC works to keep the region moving in the right direction in order to improve air quality, increase mobility, reduce congestion and preserve our high quality of life.

NYMTC produces three federally-required planning products to guide the planning, development, and funding of transportation improvements in the region: the Regional Transportation Plan (the Plan), which specifies long-range transportation goals and concepts over a minimum of 20 years; the Unified Planning Work Program (UPWP), which prioritizes and presents transportation planning projects to be conducted over the course of one year; and the Transportation Improvement Program (the TIP), a five year program that documents the region's transportation improvements that are eligible for Federal funding. Once projects are adopted into the TIP, they are considered 'programmed' and eligible for funding.

These products are prepared in direct consultation with our communities and are adopted by the voting members of NYMTC. Taken together, they comprise a regional transportation planning process that maintains the region's eligibility for Federal transportation funding.

**" NYMTC HAS A PRIMARY ROLE IN DEVELOPING AND IMPLEMENTING INVESTMENT STRATEGIES THAT BOTH MAINTAIN THE EXISTING TRANSPORTATION SYSTEM AND ALLOW STRATEGIC EXPANSION FOR PLANNED GROWTH. THESE MULTIMODAL INVESTMENTS MUST ALSO TIE THE REGION, AND ITS LOCALITIES, TO THE NATIONAL TRANSPORTATION SYSTEM IN ORDER TO KEEP THE REGION COMPETITIVE IN THE NATIONAL AND GLOBAL MARKETPLACES."**

ASTRID C. GLYNN, COMMISSIONER, NEW YORK STATE DEPARTMENT OF TRANSPORTATION

EAST



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TO



WEST



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## OUR SHARED FUTURE



Despite the current economic situation, it is apparent from forecasts by planners, economists and demographers that the region's future will be defined by growth: growth in population; jobs; economic activity; travel; congestion; vehicular emissions; and housing needs.

Even given the recent downturn, our current projection is that our region is facing very significant growth over the next 25 years: one million more people are expected to live in New York City; 2 million more in the ten county NYMTC region; and 4 million more in the twenty-eight county New York-New Jersey-Connecticut metropolitan area.

This is an optimistic view, predicting a dynamic future. But it is also a challenging scenario, because with that growth will come higher levels of congestion, including more vehicular traffic and freight congestion and – somewhat unique to New York – transit and sidewalk congestion. It raises pointed questions about the capacity of our current infrastructure and transportation services to accommodate such dramatic growth, while simultaneously safeguarding the quality of life and health of residents, visitors and businesses.

Unlike the trends that have historically marked periods of growth in our region and in the United States, there is currently no watershed advance in transportation technology that is opening new land to development and fueling the expected expansion over the next two decades. We anticipate growth will likely happen despite this apparent plateau in the region's mobility. It will draw its energy

from the continuing transformation of economic activity within the local and global economies.

In the face of this, there are all too obvious limitations in the capacity of our current transportation system and infrastructure. The combination of substantial growth and a constrained transportation system threaten to add significant costs, both in time and money, to moving everything from goods to people, while diminishing quality-of-life throughout the region. We need to find a way to provide new mobility to serve what can be and should be a vibrant, growing area, while limiting the costs of the growth in terms of congestion and environmental impact. This is a challenge to the region and to us, as its chief elected and appointed officials.

### PLANNING FOR A GROWING REGION

We propose that to be able to accommodate the level of growth forecast for our region, it needs to be focused, to the greatest extent possible, in the ten desired growth areas we have identified. These areas could contain up to 90 million square feet of commercial development and 70 thousand residential units. As many as 360,000 new jobs could be accommodated in these areas, nearly one-quarter of the total job growth forecasted to 2030 in the ten counties. Similarly, as many as 210,000 residents could also be housed in these ten areas, just under 10 percent of the forecasted population growth through 2030.

If we are successful in our endeavor to optimize growth in these ten areas, the increase in vehicular trips and transportation congestion that would normally result

“ IF WE ARE GOING TO ACCOMMODATE THE MILLION NEW NEW YORKERS, AND MANY MORE IN THE SUBURBS THAT WE EXPECT BY 2030, WE MUST PLAN STRATEGICALLY, CREATIVELY, AND COMPREHENSIVELY. BY LINKING OUR TRANSPORTATION AND LAND USE PLANNING, WE CAN RESHAPE OUR REGION'S BLUEPRINT AND ENSURE A MORE SUSTAINABLE FUTURE. ”

AMANDA BURDEN, DIRECTOR, NEW YORK CITY DEPARTMENT OF CITY PLANNING



from the overall increases expected in population and jobs will be mitigated through a series of land use decisions and complementary transportation investments that will yield a more sustainable future for our area.

It is important to note that the growth component of our shared vision is not a master plan for all development in the region. Such a master plan is not within our purview, either as the Principals of NYMTC or as individual officials. We fully expect that the majority of the growth we are forecasting will occur outside of the desired growth areas, and as part of our strategic investments we are proposing transportation improvements in areas that are also outside of the desired growth areas.

At the same time, we recognize that optimizing growth in these ten areas through combined land use policies and strategic transportation investments will accommodate

a significant proportion of anticipated growth more efficiently and more sustainably, and will therefore have a significant influence on the region in the future.

We further recognize that our role in helping to shape the region's future requires that we look further than NYMTC's jurisdictional boundaries. NYMTC is one of thirteen Metropolitan Planning Organizations in New York State, and one of ten in the New York-New Jersey-Connecticut metropolitan area. Conditions in the state and the larger metropolitan area affect what happens in our ten counties. It is clear that we need to collaborate and cooperate with those around us as we pursue our shared vision.

To that end, in the past year, NYMTC has entered into a Memorandum of Understanding with four adjoining MPOs in New Jersey and Connecticut to begin to provide

“ STRATEGIC TRANSPORTATION INVESTMENTS ARE VITALLY IMPORTANT FOR LOCAL AND REGIONAL GROWTH, BECAUSE ECONOMIC DEVELOPMENT REQUIRES PHYSICAL IMPROVEMENTS TO INFRASTRUCTURE IN ORDER TO ACCOMMODATE THE ADDITIONAL TRANSPORTATION DEMAND THAT COMES WITH EXPANDED GROWTH.”

ROBERT J. BONDI, PUTNAM COUNTY EXECUTIVE



a larger forum for collaborative planning. The focus of this collaboration will be on regional analysis and data collection, and planning for transportation improvements that affect all of our organizations.

We also recognize that we must consider the growth and prosperity of not just the New York-New Jersey-Connecticut metropolitan area, but also the Northeast Corridor megaregion in which it is embedded. The megaregion is comprised of a series of interrelated metropolitan regions that includes Boston, New York, Philadelphia, Baltimore, and Washington, D.C.

The importance of the Northeast Corridor megaregion should not be underestimated. With nearly 20 percent of the nation's population and an equally significant proportion of its economic output, it is one of the most populous and economically productive areas in the country. At the

same time, its component metropolitan regions share transportation facilities and services which have an impact on them individually as well as on the megaregion as a whole. Some examples of this interdependent transportation system that needs greater coordination in moving goods and people are Interstate 95, Amtrak's Northeast Corridor and the port facilities and airports. What happens in our metropolitan region affects the megaregion, and vice versa. It is time to focus on planning for growth in the megaregion as an important corollary to planning for our own region.



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## OUR RESOURCES AND OUR NEEDS THROUGH 2030

### OUR RESOURCES

In our current 2005-2030 Regional Transportation Plan, we forecast the resources we anticipate receiving through the NYMTC planning process during the period of the Plan. From Federal, state and local sources, as well as additional funding at the outset of the period authorized through national economic recovery legislation, we forecast that we will receive approximately \$592 billion to operate, maintain and improve our entire transportation system. We anticipate that these funds will accrue from the following sources:

- \$90 billion (15 percent of the total resources) from four new five-year Federal authorization Acts and the first year of a fifth. The current authorizing legislation, which expires on September 30, 2009, defines the amount which the Federal government could spend each year on transportation improvements focused on the State-of-Good-Repair and enhancement of transportation systems throughout the nation.
- \$23 billion (4 percent of the total resources) from a continuation of dedicated funding for transportation improvements from New York State through 2030, and from spending down the outstanding balance of the current New York State Bond Act for transportation. The State's dedicated funding serves as local match to Federal funding and also funds improvement projects independent of Federal funding.
- \$156 billion (26 percent of the total resources) from a continuation of municipal and agency bonding for

transportation improvements through 2030. While not members directly, the smaller cities, towns and villages within NYMTC's planning area issue bonds for transportation improvements, either as match to Federal or State funding or to independently fund improvements.

- \$323 billion (55 percent of the total resources) from a continuation of municipal and agency support for the operation and maintenance of the components of our transportation system. This support will be provided through the annual operating budgets of NYMTC's members and will be comprised of user fees such as tolls and fares, general and specific tax assessments, and New York State operating assistance. Our operating budgets support the day-to-day operation and maintenance of our buses and trains, our bridge and tunnel crossings, our roadways and trail ways and our demand management and traveler information programs.

### OUR NEEDS

In the 2005-2030 Regional Transportation Plan, we also forecast our needs for the period of the Plan. At this writing, a new Plan, which will include new forecasts, is under development for the period 2010-2035. The current Plan's needs include operating and maintaining all of the components of the transportation system on a day-to-day basis; addressing the system's State-of-Good-Repair; and beginning to expand the system to accommodate an-

"THERE IS NOTHING MORE IMPORTANT THAN STRATEGIC TRANSPORTATION INVESTMENTS, BOTH LOCAL AND REGIONAL, TO ASSURE A GROWING ECONOMY... A COORDINATED EFFORT BY FEDERAL, STATE AND LOCAL GOVERNMENTS TO IMPROVE TRANSPORTATION INFRASTRUCTURE THAT INCLUDES TRANSIT, AS WELL AS ROADWAY DEVELOPMENT AND REDEVELOPMENT IN ORDER TO MOVE PEOPLE, GOODS AND SERVICES IS ESSENTIAL IN KEEPING UP WITH, AND EXPANDING TO, A 21<sup>ST</sup> CENTURY ECONOMY."

STEVE LEVY, SUFFOLK COUNTY EXECUTIVE

2nd Avenue Subway rendering



anticipated regional growth. We estimate that \$586 billion will be needed through 2030 for these purposes, in inflation adjusted, year-of-expenditure dollars. These needs include:

- \$323 billion (55 percent of the total needs) to ensure the day-to-day operations and maintenance of our system.
- \$227 billion (39 percent of the total needs) to achieve and maintain a State-of-Good-Repair for the system.
- \$36 billion (6 percent of the total needs) to make smaller mobility and safety improvements to the system in the near term, and to advance the four major foundation projects which are focused on improving transit access to and service in the region's core.

Our financial forecasts show that the basic needs in these areas should be met over the long-term, assuming

certain key aspects of the anticipated funding are realized such as:

- Historical trends of increasing Federal funding are maintained over the five new authorization Acts during the planning period.
- Dedicated funding from New York State expands at rates matching increases in Federal authorizations.
- Municipal and agency bonding expands at rates matching increases in Federal authorizations. We recognize that in the immediate term, legislated limits to debt service at the state and local level may affect this expansion.
- Municipal and agency operating budgets are able to match escalating operating and maintenance needs. However, we are aware that our state and local municipal and authority operating budgets are all fac-

East Side Access rendering



2nd Avenue Subway rendering





ing financial crises of varying levels—some of which are unprecedented—due to the sharp economic downturn we are currently experiencing.

Despite our estimation that our basic needs will be met, our analysis demonstrates that little will be left over in the long-term—roughly \$5 billion—for the next generation of improvements to our system beyond the foundation projects.

In the immediate term, we’ve made a down payment to each of these needs in the form of our current five year Transportation Improvement Program. Our commitment to this program of transportation projects in our region totals \$35 billion, which is 6 percent of the long-term expenditures described above. Roughly 73 percent of

the program – \$25.5 billion of this five year program – is targeted to projects which will address State-of-Good-Repair. These funds will be used to reconstruct roadways, repair bridges, replace transit vehicles at the end of their lives and rebuild rail lines, subway tunnels, stations and elevated structures. In addition, the program also contains roughly \$2 billion in smaller projects which address mobility and safety improvements we’ve agreed should be advanced in the immediate term, along with just over \$7.5 billion for the four major foundation improvements we are also advancing. At this writing, this program is being amended to also incorporate an additional \$2 billion that will likely be realized from national economic recovery legislation.

“WE HAVE AN EXTRAORDINARY SET OF PROJECTS FOR THIS REGION, WHICH I THINK ARE THE ENVY OF ANY METROPOLITAN REGION IN THE WORLD. THESE PROJECTS INCLUDE THE FULL-BUILD SECOND AVENUE SUBWAY, WHICH WILL ALLEVIATE OVERCROWDING ON THE LEXINGTON AVENUE LINE. THE EAST SIDE ACCESS PROJECT WILL BRING THE LONG ISLAND RAIL ROAD INTO GRAND CENTRAL TERMINAL AND WILL CREATE ADDITIONAL CAPACITY IN PENN STATION FOR METRO-NORTH TRAINS. THE EXTENSION OF THE No. 7 SUBWAY LINE TO THE FAR WEST SIDE IS VITALLY IMPORTANT FOR THE REGION’S TRANSIT-ORIENTED GROWTH. WE ALSO SUPPORT THE ACCESS TO THE REGION’S CORE PROJECT. IF WE DON’T MAKE THESE INVESTMENTS FOR THE FUTURE, NEW YORK AS WE KNOW IT WILL NOT CONTINUE TO EXIST.”

ELLIOT G. SANDER EXECUTIVE DIRECTOR AND CHIEF EXECUTIVE OFFICER, METROPOLITAN TRANSPORTATION AUTHORITY



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## BEYOND THE DOWN PAYMENT: OUR STRATEGIC IMPROVEMENTS

Although the down payment on our four foundation projects is in hand in the immediate term, the resources to complete them are not yet secured. At the same time, we've agreed that we must improve our transportation system with new investments to sustainably accommodate the growth that we anticipate in our region and to achieve the full development potential of the ten desired growth areas. We are in agreement that these investments must also be made.

We propose to move beyond our down payment, complete the foundation projects and begin to implement our strategic improvements. But, our financial forecasts show that long-term resources will be insufficient to make all of these investments.

Our forecasts demonstrate that approximately \$5 billion will be available through 2030 for system improvements above and beyond the foundation projects. Yet, taken together, we estimate that our strategic improvements may require as much as \$50 to \$60 billion to be funded to completion, and quite possibly more. This is a preliminary and approximate cost estimate offered for planning purposes. It will be refined as projects are planned and designed.

Shifting resources to the strategic improvements from rebuilding the system that we already have and making it safer, or from completing the foundation projects, is not a viable alternative since these are needs that we agree are paramount.

Our strategic improvements are varied; some are large and some small. All impact our region's ability to grow in the future. As shown in the following table, the improvements



are in various stages. Some have been developed through planning work, design and engineering, while others are purely conceptual. All require additional work—planning, design or engineering—before their costs can be ascertained in sufficient detail to begin to program funding for their implementation (costs shown in the table represent the highest cost alternative currently under study). Those programming decisions will be made when the investments have reached the appropriate stage of planning and design.

We have a rough idea of the timeframes we would like to see the various milestones reached in the development of these projects. Those timeframes are also represented in the table. But it is important to note that these long-term investment options are somewhat fluid and may change over time as our planning work proceeds, alternatives are chosen and conditions change. At this point in time, these improvements represent our best strategic view of the development needs of the transportation system over the next two decades.



TABLE 1:  
STRATEGIC TRANSPORTATION INVESTMENTS:  
PROPOSED DEVELOPMENT MILESTONES

Proposed Investment	Area	Issue(s) Addressed	DEVELOPMENT MILESTONES			
			1) Project Planning and Environmental Assessment	2) Adoption of Preferred Alternative(s)	3) Design	4) Construction or Implementation
Completing MTA New York City Transit's Fulton Street Transit Center in lower Manhattan in New York City	New York City	Desired Growth Areas - Lower Manhattan	Completed	Completed	Completed	Underway
Potential cost (high estimate in millions): \$1,198						
Enhancing subway capacity in the borough of Queens in New York City through MTA New York City Transit's Communications-Based Train Control system	New York City	Desired Growth Areas - Jamaica and Long Island City, Queens	Completed	N/A	Underway	2009-2014 for Flushing Line and Culver test track; 2015 or later for remaining improvements
Potential cost (high estimate in millions): \$1,425						
Expanding MTA New York City Transit's subway and bus fleets, depots and stations; and instituting a program of sustainability investments	New York City	Overall Growth	Underway	N/A	Underway	2009-2014
Potential cost (high estimate in millions): \$50						
Instituting Bus Rapid Transit routes in New York City	New York City	Overall Growth	On-going	On-going	On-going	2009-2014 for first five routes; 2015 or later for remaining routes per the recommendation of a multi-agency study
Potential cost (high estimate in millions): \$1,225						
Modernizing the Port Authority Trans-Hudson (PATH) rail system between New Jersey and Manhattan	New York City	Overall Growth	Underway	N/A	On-going	2009-2014
Potential cost (high estimate in millions): \$3,300						



"THE METROPOLITAN REGION IS A REMARKABLE URBAN MACHINE THAT CREATES JOBS AND WEALTH. WE NEED TO UNDERSTAND THE FORCES THAT WILL DRIVE THAT MACHINE 30 YEARS FROM NOW AND MAKE THE INVESTMENTS IN OUR TIME THAT WILL GET US THERE."

CHRISTOPHER O. WARD, EXECUTIVE DIRECTOR, PORT AUTHORITY OF NY&NJ

Proposed Investment	Area	Issue(s) Addressed	DEVELOPMENT MILESTONES			
			1) Project Planning and Environmental Assessment	2) Adoption of Preferred Alternative(s)	3) Design	4) Construction or Implementation
Increasing bus/high-occupancy-vehicle capacity over East River bridge and tunnel crossings between Manhattan and the boroughs of Brooklyn and Queens in New York City Potential cost (high estimate in millions): \$46	New York City	Desired Growth Areas - all New York City areas	Underway	2009-2014	2009-2014	2009-2014
Enhancing parking capacity and constructing a pedestrian bridge at the Southeast Railroad Station in Putnam County Potential cost (high estimate in millions): \$75	Lower Hudson Valley	Desired Growth Area - Brewster Village in Putnam County	Underway	2009-2014	2009-2014	2009-2014
Instituting congestion mitigation measures in Manhattan Potential cost (high estimate in millions): \$236	New York City	Overall Growth	Underway	2009-2014	2009-2014	2009-2014
Instituting all-electronic toll collection on Port Authority roadways and crossings Potential cost (high estimate in millions): TBD	New York City	Overall Growth	Underway	N/A	2009-2014	2009-2014
Increasing capacity on MTA Long Island Rail Road's Main Line by constructing a third track for the line Potential cost (high estimate in millions): \$869	Long Island	Desired Growth Areas - Nassau Centre, Brentwood-Hauppauge, Jamaica, Long Island City	Underway	2009-2014	2009-2014	2009-2014
Extending MTA Metro-North Railroad's Hudson and New Haven lines to Pennsylvania Station on Manhattan's west side Potential cost (high estimate in millions): \$1,200	New York City and Lower Hudson Valley	Desired Growth Area - Hudson Yards, Manhattan	Underway	2009-2014	2009-2014	2009-2014
Replacing the Goethals Bridge between New Jersey and the borough of Staten Island Potential cost (high estimate in millions): \$1,129	New York City	Overall Growth	Underway	2009-2014	2009-2014	2015 or later

"THIS REGION REQUIRES ADDITIONAL TRANSPORTATION FUNDING TO REINFORCE THIS ECONOMY, MOVE PEOPLE AROUND EFFICIENTLY, AND REDUCE OUR CARBON FOOTPRINT."

ANDREW J. SPANO, WESTCHESTER COUNTY EXECUTIVE

**CATEGORY B CONTINUED**
**DEVELOPMENT MILESTONES**

Proposed Investment	Area	Issue(s) Addressed	1) Project Planning and Environmental Assessment	2) Adoption of Preferred Alternative(s)	3) Design	4) Construction or Implementation
Implementing transportation improvements at the Nassau Hub in Nassau County Potential cost (high estimate in millions): \$8,105	Long Island	Desired Growth Area - Nassau Centre, Nassau County	Underway	2009-2014	2009-2014	2015 or later
Constructing a replacement for the Tappan Zee Bridge and commuter rail and bus-rapid transit systems in the Interstate 287 Corridor in Westchester and Rockland counties Potential cost (high estimate in millions): \$16,000	Lower Hudson Valley	Desired Growth Area - Interstate 287 Corridor in Rockland and Westchester counties	Underway	2009-2014	2009-2014	2015 or later
Improving commuter bus travel and frequency through bridge and tunnel crossings of the Hudson River between New Jersey and Manhattan Potential cost (high estimate in millions): \$952	New York City	Desired Growth Areas - all New York City areas	Underway	2009-2014	2009-2014	2015 or later
Enhancing commuter service in the Port Jervis Line corridor and instituting transit access improvements to Stewart International Airport in Orange County Potential cost (high estimate in millions): TBD	Lower Hudson Valley	Overall Growth	Underway	2009-2014	2015 or later	2015 or later

**CATEGORY C: PROJECT PLANNING AND/OR ENVIRONMENTAL ASSESMENT TO BEGIN IN FIRST FIVE YEARS**

Improving inter-city rail service in the Empire Corridor Potential cost (high estimate in millions): \$35	New York City and Lower Hudson Valley	Overall Growth	2009-2014	2009-2014	2009-2014	2009-2014
Constructing a Tenth Avenue Station on MTA New York City Transit's No.7 subway extension to the far west side of Manhattan Potential cost (high estimate in millions): \$636	New York City	Desired Growth Area - Hudson Yards, Manhattan	2009-2014	2009-2014	2009-2014	2015 or later
Constructing a truck bypass for the Sagtikos Parkway in Suffolk County Potential cost (high estimate in millions): \$230	Long Island	Desired Growth Area - Brentwood/Hauppauge, Suffolk County	2009-2014	2009-2014	2009-2014	2015 or later
Reconstructing Route 39 and Route 58 in Suffolk County Potential cost (high estimate in millions): \$144	Long Island	Overall Growth	2009-2014	2009-2014	2009-2014	2015 or later
Providing transit service in the right-of-way of the former North Shore branch of the Staten Island Railway Potential cost (high estimate in millions): \$350	New York City	Overall Growth	2009-2014	2009-2014	2009-2014	2015 or later



**CATEGORY C CONTINUED**

Proposed Investment	Area	Issue(s) Addressed	DEVELOPMENT MILESTONES			
			1) Project Planning and Environmental Assessment	2) Adoption of Preferred Alternative(s)	3) Design	4) Construction or Implementation
Improving capacity on Interstate 84 between the Connecticut State Line and Interstate 684 in Putnam County	Lower Hudson Valley	Desired Growth Area - Brewster Village in Putnam County	2009-2014	2009-2014	2015 or later	2015 or later
Potential cost (high estimate in millions): \$66						
Enhancing transit connections between Lower Manhattan and the MTA Long Island Rail Road system and John F. Kennedy International Airport	New York City	Desired Growth Area - Lower Manhattan	2009-2014	2009-2014	2015 or later	2015 or later
Potential cost (high estimate in millions): \$3,000						

**CATEGORY D: PROJECT DEVELOPMENT THROUGHOUT THE PLANNING PERIOD**

Undertaking a long-term program of transit and ferry service enhancements and transit parking expansion	Regionwide	Overall Growth	Specific projects to be developed on an on-going basis through 2030	Specific projects to be developed on an on-going basis through 2030	Specific projects to be developed on an on-going basis through 2030	Specific projects to be developed on an on-going basis through 2030
Potential cost (high estimate in millions): \$3,010						
Implementing the Pedestrian-Bicycle Element of the NYMTC Regional Transportation Plan	Regionwide	Overall Growth	Specific projects to be developed on an on-going basis through 2030	Specific projects to be developed on an on-going basis through 2030	Specific projects to be developed on an on-going basis through 2030	Specific projects to be developed on an on-going basis through 2030
Potential cost (high estimate in millions): \$1,862						
Improving multi-modal access to the region's port facilities and airports	Regionwide	Overall Growth	Specific projects to be developed on an on-going basis through 2030	Specific projects to be developed on an on-going basis through 2030	Specific projects to be developed on an on-going basis through 2030	Specific projects to be developed on an on-going basis through 2030
Potential cost (high estimate in millions): TBD						
Improving the region's multi-modal goods movement and distribution system	Regionwide	Overall Growth	Specific projects to be developed on an on-going basis through 2030	Specific projects to be developed on an on-going basis through 2030	Specific projects to be developed on an on-going basis through 2030	Specific projects to be developed on an on-going basis through 2030
Potential cost (high estimate in millions): \$5,000						
Expanding the use of clean fuels in the transportation sector through specific projects and programs sponsored by individual counties	Regionwide	Overall Growth	Specific projects to be developed on an on-going basis through 2030	Specific projects to be developed on an on-going basis through 2030	Specific projects to be developed on an on-going basis through 2030	Specific projects to be developed on an on-going basis through 2030
Potential cost (high estimate in millions): \$695						





4143

## WHAT DO WE NEED?

Our most pressing need is to find a way to comprehensively stabilize funding for the day-to-day operations and maintenance of our transportation system and to obtain sufficient Federal, state and local capital resources to achieve and maintain a State-of-Good-Repair for the system in the long-term.

Reductions in service would be disastrous for our region's economy and environment. Our region's economy thrives on the mobility provided by the transportation system, and its environment and quality of life also depend in part on that mobility. To us, that means that more services—not less—and a reliable system are essential to moving toward the shared vision that we've defined for our region, and for rebuilding our economic vitality.

Our second most pressing need is to secure sufficient funding to complete the four foundation projects, and to identify resources to begin to design and implement the strategic transportation improvements that we've agreed are the next step beyond the foundation projects. The foundation projects are not a complete solution for the future, despite their scale and cost. They are truly a foundation, and an improved mobility structure must be built upon them. The strategic improvements are that structure.



We agree that *A Shared Vision for A Shared Future* will only be achieved through long-term focus and commitment, and that it is critical to the viability and sustainability of the region's future growth. Our vision is dependent on the strategic investments we've outlined. Resources are needed to realize these improvements: our very preliminary estimate is that as much as \$50 to \$60 billion will be needed.





## MAKING IT HAPPEN

As the Principals of NYMTC's member agencies, we have come together around *A Shared Vision for A Shared Future*. We've done so in recognition of the overarching need to collaboratively respond to the challenges of growth in the near-term and the long-term, and in recognition that these challenges cannot be effectively addressed by any one of us individually. And so, we have laid the groundwork for a collective response to the challenges of our shared future.

Now that we have come to agreement on our vision – both for the development of the region in terms of future land use scenarios and for the development of the transportation system within that context – our next step is to make as much of our shared vision a reality as possible.

This will require real commitment, and real resources, in both the immediate future and in the long-term. We know that our vision will not be realized overnight. Resources will need to be assembled and invested strategically over two decades. The patterns of regional growth that we view as more sustainable will require a similar period of time to be realized.

It will be neither simple nor easy to maintain focus on a shared vision for this period of time. Inevitably, that vision will need to respond to changing conditions and needs. Even so, our agreement now on a shared vision establishes a concept and a planning framework that can and should persist through future challenges, changes and adjustments. The basis of the vision is sound and it will serve as a touchstone and center of gravity for our



future regional planning, both when we come together as NYMTC and when we plan as individual agencies and jurisdictions. That is what we seek to institute through *A Shared Vision for A Shared Future*.

### WHAT CAN WE DO?

Making our shared vision a reality will not be an easy task. It will require our continued cooperation through the regional responsibilities we assume when we come together as NYMTC. It will require an unprecedented level of coordination with local land use policies and decisions. It will require the continued maintenance of our current transportation system. And it will require major

“ THE INVESTMENT CHOICES THAT WE MAKE NOW WILL SHAPE THE FOUNDATION FOR THE ECONOMIC GROWTH AND SUSTAINABILITY OF THE METROPOLITAN REGION AND THE STATE FOR GENERATIONS TO COME. INCREASED TRANSPORTATION INVESTMENT, ESPECIALLY IN TRANSIT AND RAIL, WILL ALSO HAVE A LASTING ENVIRONMENTAL BENEFIT, REDUCING ENERGY USE, GREENHOUSE GASES, AND PROMOTING SMART GROWTH.”

ASTRID C. GLYNN, COMMISSIONER,  
NEW YORK STATE DEPARTMENT OF TRANSPORTATION



investments to improve the transportation system strategically to make possible the level of growth in the ten areas that we've identified.

There is much that we can do within our region over the next several years to fully establish our shared vision as a basis for regional planning in the long-term. Coming together to consider the future of our ten counties has yielded a powerful result. We have forged new avenues of communication and cooperation through the NYMTC forum and can now speak with a common voice on the most pressing issues of growth in our region. When we come together in this fashion, the whole represented by our mutual aspirations is much greater than the sum of its individual parts, and much more impactful. It does not

supersede what we must do individually; rather it vastly increases the stature of what we choose to do collectively.

Thus, Step 1 in moving toward our vision is continuing our active collaboration and partnership through our responsibilities as NYMTC's Principals to collectively see our vision through to reality.

Although our continuing partnership is essential, it cannot bring our vision for the region's growth to reality on its own. We must reach out to the wider community of officials who are responsible for the land use decisions that we need to bring the vision into being, and to the public whose input will strengthen our proposals and whose support is essential to making the vision a reality.

“ FROM 2003 TO 2007, NEW YORK CITY ENTERED A FULLY TRANSIT-CENTERED PHASE OF POPULATION AND ECONOMIC GROWTH—A DEMONSTRATION OF THE PRINCIPLE OF TRANSIT-ORIENTED DEVELOPMENT ON A MASSIVE SCALE. ”

JANETTE SADIK-KHAN, COMMISSIONER,  
NEW YORK CITY DEPARTMENT OF TRANSPORTATION



Step 2 is enlisting our partners in a collaborative and integrated approach to the region's future growth that is grounded in our vision. Individually and through NYMTC, we have begun forging new partnerships with local planners, working together on sustainable development studies, county-level master planning, and larger-scale regional visioning.

Our region enjoys the advantage of an extensive system of transportation facilities and services. The existing transportation system – although it must be improved – is still critical to the region's future and to our vision for that future. We must fully and completely protect the region's investment, and support future investment, by ensuring its day-to-day operations and maintenance and by achieving and maintaining a State-of-Good-Repair for all transportation facilities and equipment in our region.

Step 3 is therefore identifying and setting aside the resources in the both immediate- and long-term to ensure the day-to-day operations and maintenance of the transportation system and to achieve and maintain a State-of-Good-Repair for the system.

Our vision is also grounded in four major foundation projects to which we have already committed by adopting them into NYMTC's fiscally-constrained Regional Transportation Plan per Federal planning requirements. Three of these projects have moved into the construction phase and the fourth, the Access to the Region's Core project, is following suit. They all address future access to and mobility within the core of the region.

Step 4 is our full commitment to the completion of these foundation projects, which are essential to the region's future.

The growth forecasted for NYMTC's region through 2030 is significant and challenging. Accommodating this growth sustainably will not be possible unless a large part of it is channeled into areas where it can be supported through the existing transportation system, supported by strategic improvements. Toward that end, the ten desired growth areas we've identified can accommodate a significant proportion of the anticipated growth in a more efficient, sustainable fashion through strategic enhancements and expansions to the existing transportation system.





Step 5 is acting on our agreement on new strategic transportation investments, in addition to the foundation projects, to facilitate the development of the ten desired growth areas in a sustainable manner.

We can also work to bring additional resources from within our region into play to contribute to the operations and maintenance and the State-of-Good-Repair of our transportation system and to its improvement through our strategic investments.

We have already begun to actively explore these possibilities. We are reviewing innovative financing options for large projects such as the improvements being planned for the Interstate 287/Tappan Zee Bridge Corridor. One of our foundation projects – the extension of the No. 7 subway to the far west side of Manhattan – will be financed through a special taxing district. Also being actively explored – through work such as the report of the Ravitch Commission – is the viability of new user fees and taxes as a means of addressing immediate shortfalls in our operating budgets.

Step 6 is continuing our work and achieving consensus on the additional resources from within our region that can be brought to bear to finance the needs of our transportation system.

## WHAT DO WE NEED?

We can make great progress toward realizing our shared vision through the actions and options outlined above. But our long-range forecasts underscore that this will not be sufficient. We will need to call upon additional national and statewide resources, beyond those that we have forecast, to fully realize our shared vision.

Ours is a region that contributes significantly to the gross domestic product of both the nation and of New York State. And it is a region that contributes significantly to both Federal and state tax receipts.

NYMTC lies at the core of a larger metropolitan region and a still larger Northeastern Megaregion stretching from Boston to Washington, D.C. These larger regions also contribute significantly to the national and statewide economies; this area of 49 million inhabitants includes 17 percent of the U.S. population on 2 percent of the land area. It is responsible for 21 percent of the Gross Domestic Product of the entire nation. The economic viability of our core section of these larger regions is essential to their overall viability.

Given the outsized contributions to these larger economies, we see a great deal of justification in greater contributions of Federal and state resources to both the continued, reliable operation of our transportation system and to the ambitious program of strategic investments we







have jointly defined. As noted, our forecasts show that as much as \$50 to \$60 billion over the next two decades will be needed to achieve our shared vision. Although we may be able to generate some of these resources ourselves, a partnership will clearly be required with the Federal and state governments if this vision is to be realized in its entirety to the benefit of the region, the megaregion, state and nation as a whole.

#### AN IMMEDIATE OPPORTUNITY

Federal programs which fund transportation improvements nationally are authorized through multi-year legislation. Each year, appropriations legislation designates authorized funding for use in the context of the Federal budget. In September 2009, the current Federal authorizing bill, entitled the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users, or SAFETEA-LU, will expire and successor legislation will need to be passed.

The expiration of SAFETEA-LU and development of successor legislation at the Federal level presents us with an opportunity to make the case for our vision and the needs we've identified in the context of national transportation policy. As the Principals of NYMTC, we have worked hard to reach agreement on a shared vision for our shared future, and we are ready to use this opportunity and to make the case for our region's needs.









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