WEATHER INFORMATION FOR SURFACE TRANSPORTATION NATIONAL NEEDS ASSESSMENT REPORT











OFFICE OF THE FEDERAL COORDINATOR FOR METEOROLOGICAL SERVICES AND SUPPORTING RESEARCH

FCM-R18-2002

U.S. DEPARTMENT OF COMMERCE/National Oceanic and Atmospheric Administration

THE FEDERAL COMMITTEE FOR METEOROLOGICAL SERVICES AND SUPPORTING RESEARCH

VADM CONRAD C. LAUTENBACHER, JR., USN (RET.), Chairman Department of Commerce

VACANT Office of Science and Technology Policy

DR. RAYMOND MOTHA Department of Agriculture

BRIG. GEN. JOHN J. KELLY, JR., USAF (RET.) Department of Commerce

CAPT FRANK GARCIA, USN Department of Defense

DR. ARISTIDES PATRINOS Department of Energy

DR. ROBERT M. HIRSCH Department of the Interior

MR. RALPH BRAIBANTI Department of State

MR. JAMES H. WASHINGTON Department of Transportation

MR. HENRY L. LONGEST (Acting) Environmental Protection Agency

MR. ANTHONY LOWE Federal Emergency Management Agency

DR. GHASSEM R. ASRAR National Aeronautics and Space Administration

DR. MARGARET S. LEINEN National Science Foundation

MR. PAUL MISENCIK National Transportation Safety Board

MR. JACK R. STROSNIDER Nuclear Regulatory Commission

MR. RANDOLPH LYON Office of Management and Budget

MR. SAMUEL P. WILLIAMSON Federal Coordinator

MR. JAMES B. HARRISON, Executive Secretary Office of the Federal Coordinator for Meteorological Services and Supporting Research

THE INTERDEPARTMENTAL COMMITTEE FOR METEOROLOGICAL SERVICES AND SUPPORTING RESEARCH

MR. SAMUEL P. WILLIAMSON, Chairman Federal Coordinator

MR. THOMAS PUTERBAUGH Department of Agriculture

MR. JOHN E. JONES, JR. Department of Commerce

CAPT FRANK GARCIA, USN Department of Defense

MR. RICKEY PETTY Department of Energy

MR. LEWIS T. MOORE Department of the Interior

MR. JEFFREY MACLURE Department of State

MR. DAVID WHATLEY Federal Aviation Administration Department of Transportation DR. JONATHAN M. BERKSON U. S. Coast Guard Department of Transportation

DR. S. T. RAO Environmental Protection Agency

MR. JOHN GAMBEL Federal Emergency Management Agency

DR. RAMESH KAKAR National Aeronautics and Space Administration

DR. JARVIS MOYERS National Science Foundation

MR. DONALD E. EICK National Transportation Safety Board

MS. LETA A. BROWN Nuclear Regulatory Commission

MS. ERIN WUCHTE Office of Management and Budget

MR. JAMES B. HARRISON, Executive Secretary Office of the Federal Coordinator for Meteorological Services and Supporting Research

<u>Front Cover Photo Credits</u> (clockwise from top left) Flooded rails: OFCM photo library USCGC Mackinaw: Courtesy, USCG 9th District Schoolbus in fog: Courtesy, Mr. Blaine K. Tsugawa Hurricane evacuation: Courtesy, AP Wide World Photos Highway crash in morning fog: OFCM photo library

OFFICE OF THE FEDERAL COORDINATOR FOR METEOROLOGICAL SERVICES AND SUPPORTING RESEARCH

8455 Colesville Road, Suite 1500 Silver Spring, Maryland 20910

WEATHER INFORMATION FOR SURFACE TRANSPORTATION

NATIONAL NEEDS ASSESSMENT REPORT

FCM-R18-2002 Washington, DC December 2002

Foreword

Surface transportation in the United States faces significant weather threats on a nearly continuous basis. This report provides a compilation of weather information needs across the six surface transportation sectors--roadway, railway, transit, marine transportation, pipeline systems, and airport ground operations--and an analysis of these needs. The findings in the report provide a framework for actions to substantially improve surface transportation operations in the future.

In September 1998, the Federal Committee for Meteorological Services and Supporting Research (FCMSSR) was briefed on the Office of Federal Coordinator for Meteorology (OFCM) "Look to the Future." The briefing identified priority areas, issues, problems, and ideas to improve the effectiveness of interagency coordination and cooperation. Surface transportation needs (including ground and marine transportation modes) were emphasized. Weather support for surface transportation was described as minimal and safety and economic productivity were at stake. Coordination among the Federal Highway Administration (FHWA), other partners from the Departments of Transportation and Commerce, state and local entities, and others in the public and private sectors would be essential for defining requirements and developing tailored decision aids. The FCMSSR agreed on the importance of addressing users' needs for weather information for surface transportation (WIST) through a coordinated effort.

Subsequently, the Interdepartmental Committee for Meteorological Services and Supporting Research (ICMSSR) directed that a Joint Action Group be formed to address mission needs and meteorological requirements for surface transportation. Two WIST symposia followed; the first (November - December 1999) helped to identify WIST user needs, and the second (December 2000) reviewed the progress of compiling and analyzing the data collected over the previous year. FCMSSR endorsed the continuation of this process in November 2000.

As I review this report in its final form, I want to emphasize four significant points:

• Environmental Support to Homeland Security. Most of the effort to identify, compile, and analyze WIST needs occurred prior to the tragic events of September 11, 2001. Nonetheless, there were WIST needs identified in each of the transportation sectors that are directly relevant to our national resolve to be better prepared for any future acts of terrorism. For example, airport ground operations will continue to be an important nexus of weather-related and security concerns. As a second example, a nationwide network (or "infostructure") to collect key transportation performance information, including road weather data, will support the needs of emergency services personnel for more timely information. Public and private entities would also be able to use this information to create more accurate models of atmospheric dispersion, in the event of an atmospheric release of hazardous materials. WIST will play a critical role in emergency preparedness at all levels of federal, state, and local planning and response. We have known this for a long time with respect to preparedness for natural disasters. *Now we also need better weather information to support the emergency response to disasters inflicted on our communities by those who would do us harm.*

- The Twin Values of Safety and Economic Productivity. The report demonstrates how the sometimes competing values of safety and economic benefits are closely intertwined when we consider the potential for improving the information available to all those who make decisions concerning surface transportation systems and activities. From the templates in this report, we find that many of the impacts that increase costs, slow down a transportation activity, or divert resources from other tasks result from actions necessary to mitigate risks to the safety of personnel across the spectrum of transportation sector activities. By meeting the requirements for provision of WIST to users, as outlined in this report, we can often increase safety and realize economic benefits at the same time.
- **Primary Use for Decision Support.** In a sense we have always used weather information as one input into life's daily decisions: what to wear, when to plant or harvest, whether to move up or delay a shipment or a ship. This study corroborates and expands on a key point made in numerous other technical and program documents on transportation weather. The weather information provider community must better understand how users can incorporate more detailed weather information (which is also more accurate and at finer spatial and temporal scales) in operational decision-making processes. These can be as simple as the new "511" telephone advisory services for travelers, or any of the prototype demonstration projects underway today. The ultimate test of these systems will be their acceptance by the users.
- Essential Cooperation among Weather Information Providers. The report stresses that the broad requirements for provision of weather information to meet surface transportation needs fall on the weather information provider community as a whole. The specificity and detail of information needed for individual users speak to important and expanding roles for private sector providers. The federal agency partners can provide basic weather and environmental observations and forecasts, encourage the transfer of research results into operations, and support the fundamental research and technology innovation needed to advance the state of the art. The report's use of the term "information provider community" is not a euphemism. Success in meeting these requirements will entail cooperative efforts and working partnerships among federal agencies; among federal, state, and "private-public" entities; and between the governmental and commercial sectors.

I wish to thank all those who participated and contributed to this report, particularly the many nonfederal participants, from whom we learned a great deal. The WIST Needs Templates, which constitute Appendix B of this report, derive much of their value from validation by representatives of the six surface transportation sectors. I am indebted to the members of the FCMSSR and ICMSSR for their support and guidance and to the members of the Joint Action Group for Weather Information for Surface Transportation for their perseverance. Without this support, our ability to identify and resolve specific, time-critical issues and projects would not have been possible.

The WIST project does not end with this report. The process is dynamic; support capabilities mature; and future needs evolve. Even the most successful weather information system requires nurturing and maintenance to remain healthy and relevant. It remains for us, the readers, and particularly the weather service providers, to make maximum use of this information on WIST

needs and requirements. We must re-invigorate existing support capabilities, initiate creative new solutions, and exercise judicious use of assets to maximize the cooperative interests of government and private sector participants for the benefit of the surface transportation public we serve.

> Samuel P. Williamson Federal Coordinator for Meteorological Services and Supporting Research

Weather Information For Surface Transportation

Table of Contents

Foreword	iii
Table of Contents	vii
List of Figures	xi
Tables	xii
Executive Summary	ES-1
1. Introduction and Background	1-1
1.0 Introduction.	1-1
1.1 Why Should We Be Concerned?	1-3
1.1.1 Adverse Weather and the Nation's Streets and Highways	1-3
1.1.2 Adverse Weather and Other Surface Transportation Sectors	1-5
1.2 Exposures, Threats, and Risks are Increasing	1-8
1.3 Meeting WIST Needs—The Time is Right!	1-11
1.3.1 The Potential for Existing and Emerging Technology to Meet WIST Needs	1-12
1.3.2 Expanding the Fundamental Knowledge Base for New Capabilities	1-17
1.3.3 Aviation Weather and Surface Transportation Weather	1-18
1.4 Roles and Responsibilities of Information Users and Providers	1-20
1.5 The Path Forward	1-20
1.5.1 Initial Endorsement for a Coordinated WIST Effort	1-21
1.5.2 FCMSSR Endorsement for Continuing the WIST Effort	1-23
1.5.3 Strategic Thrust Areas and Next Steps in the Coordinated WIST Effort	1-23
2. Needs Identification and Validation Process	2-1
2.0 Strategy	2-1
2.1 First WIST Symposium	2-1
2.2 Initial Information Gathering	2-3
2.3 Follow-up Survey	2-3
2.4 Data Extraction and Analysis for Summary WIST Needs Templates	2-4
2.5 Validation and Verification of Sector-Specific WIST Needs Templates	2-9
2.6 Second WIST Symposium	2-9
2.7 Special-Case Needs Validation Process	2-10
2.7.1 Long-Haul Railways Sector	2-10
2.7.2 Pipeline System Sector	2-11
3. Organizations Participating in WIST Validation	3-1
3.0 Overview	

3.1 Federal Entities	3-1
3.1.1 Department of Transportation	3-1
3.1.2 Department of Energy	3-5
3.1.3 Department of Defense	3-5
3.1.4 Department of Commerce and National Oceanic and Atmospheric Administration.	3-6
3.1.5 Department of the Interior	3-7
3.1.6 Department of Agriculture	3-7
3.1.7 Other Federal Entities	3-8
3.2 State and Local Agencies	3-9
3.2.1 State Departments of Transportation	3-11
3.2.2 Rural and Urban Transit Authorities	3-13
3.2.3 Public School Districts	3-14
3.2.4 Regional Airports—Airport Ground Operations	3-14
4. WIST User Needs—Analysis and Conclusions	4-1
4.0 Overview	4-1
4.1 User Needs: General Conclusions from the WIST Study	4-1
4.1.1 Users Recognize the Value of Weather Information	4-1
4.1.2 Users Want Information Tailored to Their Activities	4-2
4.1.3 WIST Needs Cover a Variety of Weather Elements, User Activities, Thresholds and Lead Times	4-3
4.1.4 Users Differ in Their Knowledge of Weather Impacts and Awareness of WIST Sources	4-6
4.1.5 Significant Differences Exist Between and Within Transportation Sectors	4-10
4.2 Introduction to Sector-Specific Analyses of Weather Impacts, Mitigation Actions,	
and Information Needs	4-11
4.3 Roadway Sector	4-12
4.3.1 Sector Activities	4-12
4.3.2 Analysis of Activity-Elements	4-13
4.3.3 Impacts and Mitigation Actions, by Weather Element Group	4-15
4.4 Long-Haul Railway Sector	4-19
4.4.1 Sector Activities	4-19
4.4.2 Analysis of Activity-Elements	4-20
4.4.3 Impacts and Mitigation Actions, by Weather Element Group	4-21
4.5 The U.S. Marine Transportation System	4-25
4.5.1 Sector Activities	4-25
4.5.2 Analysis of Activity-Elements	4-26
4.5.3 Impacts and Mitigation Actions, by Weather Element Group	4-27
4.6 Pipeline Systems Sector	4-33
4.6.1 Sector Activities	4-34
4.6.2 Analysis of Activity–Elements	4-34
4.6.3 Impacts and Mitigation Actions, by Weather Element Group	4-35

4.7 Rural and Urban Transit Sector	
4.7.1 Sector Activities	4-41
4.7.2 Analysis of Activity–Elements	4-42
4.7.3 Impacts and Mitigation Actions, by Weather Element Group	
4.8 Airport Ground Operations	4-48
4.8.1 Sector Activities	4-49
4.8.2 Analysis of Activity–Elements	4-49
4.8.3 Impacts and Mitigation Actions, by Weather Element Group	
4.9 Overarching Themes from the WIST Needs Identification and Validation Activity	
4.10 Summary: Meeting the Needs and Addressing the Concerns of WIST User Communities	4-58
5. WIST Strategic Thrust Areas	
5.0 Introduction	
5.1 Strategic Thrust Area 1: Identifying and Specifying Gaps in Coverage of WIST	C 1
5.1.1 Barriers and Challenges in Identifying Unmet WIST User Needs	
5.1.2 Next Steps for Strategic Inrust Area 1	
5.2 Strategic Thrust Area 2: Expanding Coordination Among WIST R&D Programs	5 1
and w151 Providers	
5.2.1 Barriers and Challenges to Expanded Coordination of WIST Efforts	
5.2.2 Next Steps for Strategic Thrust Area 2.	··········
5.5 Strategic Thrust Area 5. Clarifying and Defining Provider Roles and Responsibilities	5 6
5.3.1 Barners and Chanenges to Clearly Defined Roles and Responsionities	
5.5.2 Next Steps for an Open Systems Approach for WIST	
5.4 Strategic Thrust Area 4: Translating Research Posults and New Technologies	
into WIST Applications	5 10
5.4.1 Highlights of Applied Research and New Technology with Near Term	
Payoffs for WIST Users	5-10
5.4.2 Challenges to Current Technological Canabilities and Understanding	5-12
5.4.3 Opportunities in Current and Emerging Technologies	5-13
5.4.4 Next Steps for Strategic Thrust Area 4	5-18
5.5 Strategic Thrust Area 5. Providing the Fundamental Knowledge to Support	
Future Technology Development and Application	5-18
5 5 1 Highlights of Longer-Term Research Topics	5-19
5.5.2 Barriers and Challenges	
5 5 3 Next Step for Strategic Thrust Area 5	5-20
5.6 Strategic Thrust Area 6: Expanding Outreach and Education	
5.6.1 Barriers and Challenges in WIST Outreach	
5.6.2 Next Steps for Strategic Thrust Area 6	
······································	

5.7 A Vision for Surface Transportation Weather in the Future
References
Appendices
A. Entities Participating in WIST Needs Identification and Validation
B. WIST Needs Templates by Sector
B-1 Roadways.
B-1.1 Federal Highways
B-2 Long Haul Railways
B-3 Marine Transportation System
B-4 Pipeline Systems
B-5 Rural and Urban Transit Systems
B-6 Airport Ground Operations
C. Abbreviations and Acronyms Listing
D. Glossary of Terms
E. Weather Research and Technology Development Required to Meet WIST User Needs
F. Federal Entities and Program Activities Relevant to WIST

Figures

1-1	Major U.S. ports and waterways	
1-2	Major refined pipelines of the United States	1-6
1-3	Speed-flow curves for different weather conditions, assuming a free-flow speed of 120 km/hr	
1-4	OFCM federal partners in defining weather information needs	1-21
1-5	OFCM infrastructure	1-22
2-1	Distribution of desired lead times, all sectors.	2-7
2-2	Spatial grid spacing desired by weather information users.	2-8
2-3	Railroad network of the United States.	2-11
3-1	NWS regions	3-10
3-2	State and local entities participating in WIST needs validation	
4-1	Activity-element combinations by sector	4-4
4-2	Distribution of activity-elements by sector	4-4
4-3	Distribution of lead time categories (Table 4-1) by transportation sector	4-5
4-4	Bimodal lead time distribution	4-6
4-5	Sources of weather information reported by respondents	
4-6	Roadway activity-elements by weather group	4-14
4-7	Railway activity-elements by weather group	
4-8	MTS activity-elements by weather group	
4-9	Pipeline systems activity-elements by weather group.	
4-10	Transit activity-elements by group.	
4-11	Airport ground operations activity-elements by weather group.	
5-1	WIST users in each of the transportation sectors.	5-5
F-1	PMA regions	F-13

Tables

1-1	Weather Condition at Time of Vehicle Crashes	1-4
1-2	Adverse Weather and Deaths by Vehicle Type	1-4
1-3	Federal Budget for Meteorology, Fiscal Year 2003	1-19
2.1	Weather Flowerts Identified by WICT Hours, Crowned by Consers! Cotocorry	2.5
2-1	weather Elements Identified by w151 Users, Grouped by General Category	
2-2	Participating Users and Entities	2-9
3-1	Federal Agency Responsibilities and Interests by Transportation Sector	
4-1	Lead Time Categories	4-5
4-2	Roadway Activity Groups	4-13
4-3	Long-Haul Railway Activities	
4-4	MTS Sector Activities	4-26
4-5	Sector Activities for Pipeline Systems Sector	4-34
4-6	Sector Activities for Rural and Urban Transit Operations	4-41
4-7	Sector Activities for Airport Ground Operations	4-49
4-8	Activity-Elements with Safety Impacts, by Sector	
F-1	Interests of DOT Constituencies in Transportation Sectors	F-3
F-2	Interests of DOE Constituencies in Transportation Sectors	F-12
F-3	Interests of DoD Constituencies in Transportation Sectors	F-15
F-4	Interests of DOC Constituencies in Transportation Sectors	F-19
F-5	Interests of DOI Constituencies in Transportation Sectors	F-22
F-6	Interests of USDA Constituencies in Transportation Sectors	F-24
F-7	Interests in WIST Transportation Sectors of Constituencies for Other Federal Entities	F-26