



"A New Vision & Mission for America's Federal Surface Transportation Program"

*ARTBA Recommendations
for SAFETEA-LU Reauthorization*

Executive Summary



ARTBA American Road &
Transportation Builders
Association



About ARTBA

Established in 1902, the Washington, D.C.-based American Road & Transportation Builders Association (ARTBA) advocates strong investment in transportation infrastructure to meet public demand for a safe and efficient business transportation network. The association has more than 5,000 members from the public and private sectors. The U.S. transportation construction industry that ARTBA represents generates more than \$200 billion in annual economic activity and sustains 2.5 million American jobs.

About ARTBA-TDF

The ARTBA Transportation Development Foundation (ARTBA-TDF) was established in 1985 as a 501(c)3 tax-exempt entity to “promote research, education and public awareness.” It supports an array of initiatives, including the “It’s Our Future!” image/branding campaign.

The ARTBA Building • 1219 28th Street, N.W., Washington, D.C. 20007

202-289-4434 • 202-289-4435 (fax)

www.artba.org

Introduction



Think for a moment about America’s transportation network... and fast forward to October 1, 2034...

Visualize “Critical Commerce Corridors” that seamlessly connect America’s high-speed Interstate highways with all major U.S. water ports, airports and rail hubs into a single cohesive system...

Envision state-of-the-art corridors that create new capacity by utilizing existing Interstate Highway System right-of-way and incorporating tunnels and overpasses, which resulted in:

- Significantly reduced truck freight and passenger vehicle trip times...
- Lower energy costs for American businesses...
- Improved air quality...
- A big drop in the number of 43,000 annual highway fatalities... and
- Additional roadways to help the public evacuate in times of national emergencies or natural disasters.

Imagine a revitalized economy in which America preserves its position as the global economic superpower.

The reauthorization of the federal highway/transit investment law—known as the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU), due by October 1, 2009, provides a unique opportunity to make this vision a reality within the next 25 years.

The American Road & Transportation Builders Association (ARTBA) believes it’s time to begin charting a new mission and direction for the nation’s surface transportation network. But, it will not be easy. It will require political will and

leadership and a “can do” attitude from the federal government, working in partnership with state governments, the business community and other private sector stakeholders.

More than 40 percent of all public capital investment in surface transportation comes from the federal government. And while most people don’t think about it, transportation is intertwined with, fosters, or impacts, virtually every major area of national interest, be it security, defense, economic growth, air and water quality.

The safe and efficient movement of goods and people is a fundamental necessity for a thriving society. Yet each year, America's aging highway, road, bridge and rail/transit infrastructure network falls further behind in meeting the demands being placed on it by a dynamic economy and growing population. The August 2007 bridge collapse in Minnesota vividly illustrates the scope of the problem and the need to do something about it now.

As Congress prepares for SAFETEA-LU's reauthorization, ARTBA believes there are at least six major challenges facing America's transportation system for policymakers to consider:

1. Traffic Congestion: It's getting worse in cities of all population sizes and increasingly threatens business productivity and the environment. Traffic gridlock is an annual \$78 billion "hidden tax" on the American economy and productivity. It also causes 4.2 billion hours of travel delay and 2.9 billion gallons of wasted fuel annually, according to the Texas Transportation Institute.

2. Global Competition: China has a massive strategic transportation plan underway, building 42,000 miles of new interstates in just 20 years. India is building 25,000 miles of expressways, and the European Union is busy adding nearly



10,000 miles of new highway and rail capacity. It raises the question: **Where is the U.S. plan for the future of its transportation network?**

3. Tsunami of Freight: America is in the early stages of a "freight bottleneck" crisis, according to the Federal Highway Administration (FHWA). The agency reports more than 200 freight bottlenecks are costing the trucking industry \$8



"The 2009 federal highway and transit program reauthorization presents an unparalleled opportunity to restore and revitalize the federal government's role in fostering transportation solutions for all Americans."

- Charles Potts, CEO, Heritage Construction & Materials, Indianapolis, Ind.

billion in economic losses annually and 243 million hours of delay each year. The amount of freight tonnage shipped on roadways by truck is projected to double by 2035 and trucking's share of total freight tonnage is estimated to grow from 76 percent to 80 percent. America needs a long-term strategic plan to facilitate the safe and efficient movement of freight.

4. Crumbling Roads & Bridges: Nearly 161,750 miles of federal-aid highways have pavement rated unacceptable and 153,990 bridges nationwide are structurally deficient or functionally obsolete, according to U.S. Department of Transportation (U.S. DOT) data. The department's 2006 "Condition & Performance Report" shows that for FY 2010 through 2015, Highway Trust Fund revenues will each year fall \$19 billion short of the federal share of investment needed to maintain current road and bridge conditions, and to prevent traffic delays from getting any worse.

5. Transportation Financing Solvency: Federal highway investment to the states faces a nearly 40 percent cut in FY 2009, unless Congress enacts legislation to secure the solvency of the Highway Trust Fund's Highway Account.

6. Public Health & Safety: Highway crashes cost society an estimated \$230 billion each year in insurance, health care expenses and lost productivity. According to National Highway Traffic Safety Administration (NHTSA) data, poor road conditions or outdated alignments are a contributing factor in one-third of the 43,000 annual highway fatalities. The human and economic toll of highway crashes will grow, absent significant new federal investment.

POLITICAL CLIMATE

Beyond these challenges, the reauthorization of SAFETEA-LU will be considered in a broader political context, including:

- 2008 U.S. Presidential and congressional elections that will bring new leaders at both ends of Pennsylvania Avenue who have not been involved in previous highway/transit reauthorization debates.
- Continued focus on the war on terrorism and in Iraq, and a heated debate about federal government investment priorities.
- Anti-tax groups using the federal gasoline tax as a political wedge issue rather than the investment tool it was created to be.
- Conservative "think tank" and other advocacy groups calling for devolution of the federal highway program or advocating public-private partnerships as the sole solution to the nation's transportation challenges.
- Growing public frustration and impatience with ever-growing highway congestion that has become front-page news and a "hot button" local political issue.
- Highly visible and well financed attacks on any proposals that add new highway/transit capacity mounted by professional environmental groups espousing "no growth" policies under the guise of "smart growth" and/or "environmental protection."



ARTBA and its volunteer leaders recognized these transportation challenges and context for the political debate shortly after SAFETEA-LU became law in August 2005.

Over a two-year period, nearly 75 ARTBA volunteer leaders from the transportation design and construction industry developed innovative recommendations to ensure the 2009 federal highway/transit reauthorization bill transforms the U.S. transportation infrastructure network from a liability to a competitive advantage in the global marketplace and daily lives of all Americans.

At the heart of ARTBA's vision for the future and to be included in the next reauthorization bill: a new, more accountable, structure for the federal highway program consisting of **two, equally important components**, each with a clearly defined mission.

The first proposes to increase federal investment through an increase of at least 10 cents-per-gallon in the federal user fee to **preserve** and **improve** existing highway and transit systems. The second is creation of an integrated, national strategy—“**Critical Commerce Corridors**”—to facilitate the safe and efficient movement of freight and to reduce the impact of truck traffic on other highway users.



On the pages that follow, ARTBA provides more detailed information about the need for a new American transportation vision and highlights its other legislative recommendations on future public transit investment, environmental, safety and transportation research issues.

For more information, contact ARTBA's government affairs team at 202-289-4434 or visit www.artba.org.



“This challenge is about more than congestion, bottlenecks and delayed deliveries. It is about securing America's place in the global competitive market. If we fail to act in a meaningful way, our position as world economic leader may be at risk.”

- Mike Walton, E.H. Cockrell Centennial Chair in Engineering, University of Texas at Austin

Overview

Today, six distinct and immediate transportation challenges are confronting policymakers:

1. CONGESTION

Traffic gridlock is an annual \$78 billion “hidden tax” on the American economy and productivity. It also causes 4.2 billion hours of travel delay and 2.9 billion gallons of wasted fuel annually, according to the Texas Transportation Institute. Congestion increasingly threatens American business productivity and negatively impacts the environment.

It is no mystery why congestion continues to worsen on the nation’s highways. Since 1982, the amount of car and truck traffic has almost doubled while highway capacity has grown just 6.6 percent. As a result, the average driver spends about

40 hours each year in traffic gridlock—nearly triple the amount in 1982.

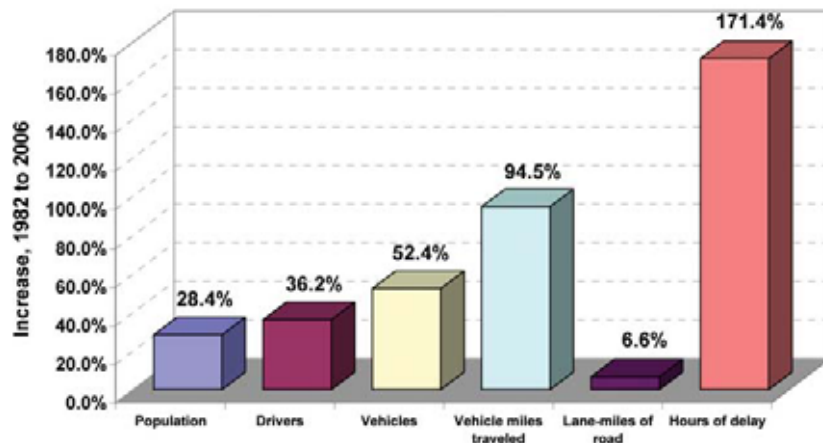
During the next 30 years, the U.S. population is expected to grow by 100 million and highway traffic will double again. If highway capacity grows no faster than in the past 25 years, Americans can expect to spend 160 hours—four work weeks—each year in traffic congestion by 2035.



2. GLOBAL COMPETITIVENESS

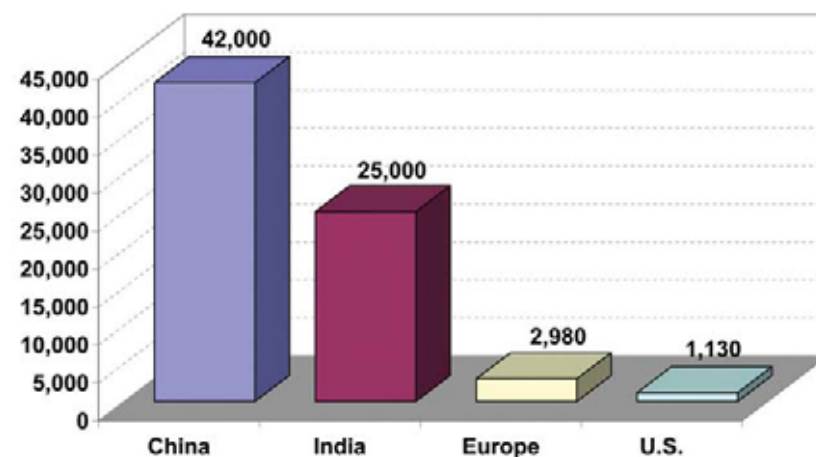
China, India and the European Union, among others, are “eating America’s lunch” when it comes to making transportation improvements, and if this doesn’t change soon,

Growth of Highway Demand, Capacity and Congestion 1982-2006



Sources: U.S. Census Bureau, Statistical Abstract of the U.S., 2005; Federal Highway Administration, Highway Statistics, Various Years; Texas Transportation Institute, 2007 Urban Mobility Report

Miles of New "Interstate" Highways to be Constructed, 2000 - 2020



Source: The World Bank, India's Ministry of Finance, The European Commission, and ARTBA calculations

they will be “eating our breakfast and dinner.” In a 21st century global economy, it raises the question: Where is the U.S. transportation plan?

By 2020, current trends suggest the **United States will add just 1,130 miles** to our Interstate Highway System, which currently handles much of the truck and passenger vehicle traffic. In that same period, China will build 42,000 miles of interstate quality highways and India will build 25,000 miles. And Europe plans to add more 10,000 new miles of road and rail

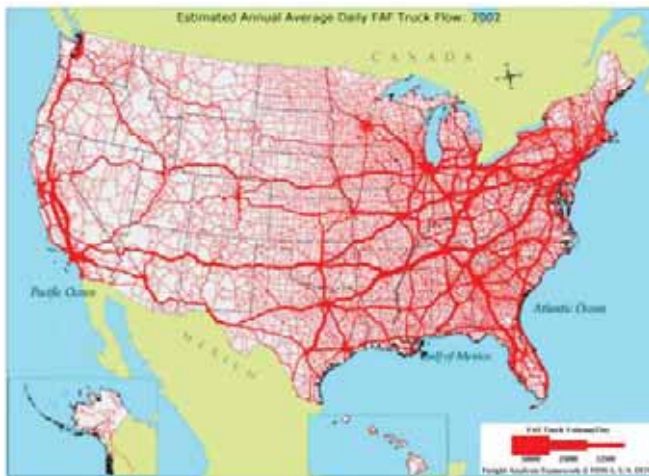
capacity. By 2050, according to an analysis by Michael Gal-
lis & Associates, **China will have passed the U.S. and North America as the single largest national/trading bloc economy.** The United States will move to a distant second place.

3. FREIGHT “TSUNAMI”

America is in the early stages of a “freight bottleneck crisis,” according to FHWA. The agency reports more than 200 freight bottlenecks are costing the trucking industry \$8 billion in economic losses annually and 243 million hours of delay and lost productivity each year.

The amount of freight tonnage shipped on roadways by truck is projected to double by 2035 and trucking’s share of total freight tonnage is estimated to grow from 76 percent to 80 percent. Expected economic growth in China and India will increase global trade, propelling U.S. exports and also resulting in increased imports. It all adds up to a “tsunami of

Current Truck Traffic



Future Truck Traffic



Source: Federal Highway Administration, Freight Analysis Framework



“The American Trucking Associations is very much prepared to pay increased diesel fuel taxes in support of a new transportation plan. But the taxes we pay must be tied to strategic investment beneficial to people in our industry and most importantly the users of our industry, the shipping community.”

- Bill Graves, President, American Trucking Associations

freight.” America needs a long-term, strategic national plan to facilitate the safe and efficient movement of this freight and to reduce the impact of truck traffic on other highway users.

4. CRUMBLING INFRASTRUCTURE

Current investment levels are not keeping pace with increased usage and deterioration along our highway network.

Nearly 161,750 miles of federal-aid highways have pavement rated unacceptable and 153,990 bridges nationwide are structurally deficient or functionally obsolete, according to U.S. DOT data.

ARTBA’s analysis of the U.S. DOT 2006 “Condition & Performance Report” finds that **just to maintain** current physical conditions and levels of safety and traffic flow on the **nation’s highway network will require \$19 billion annually**

in new investment revenues flowing into the Highway Trust Fund over the life of the next federal surface transportation investment bill. To improve conditions would require doubling the annual level of federal highway investment.

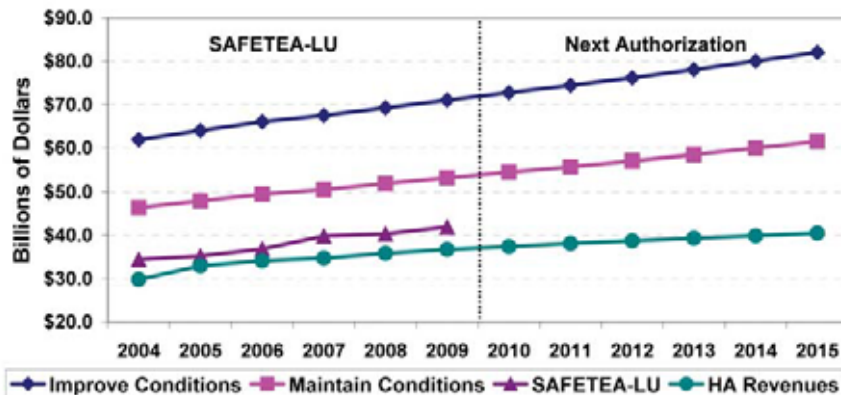


5. TRANSPORTATION FINANCING: AT “CLIFF’S EDGE”

Federal highway investment faces a massive funding shortfall in FY 2009 unless Congress enacts legislation providing additional revenue to the Highway Trust Fund’s Highway Account.

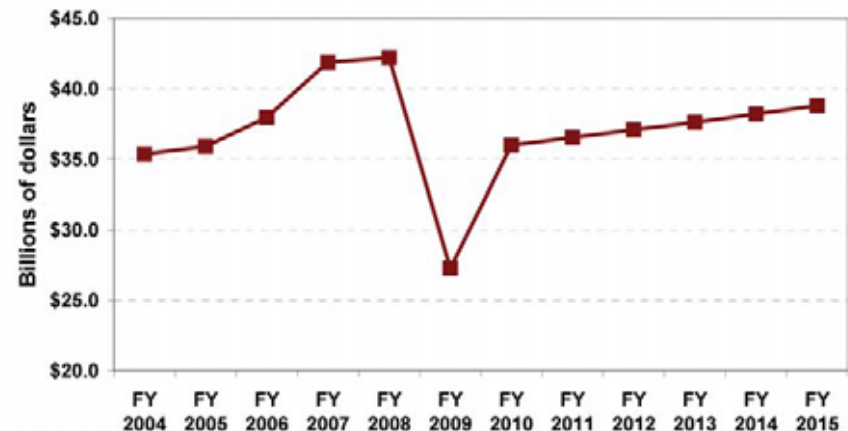
Absent new revenues, FY 2009 federal highway and highway safety investment will be \$27.3 billion, which is about \$16 billion less than SAFETEA-LU guarantees for

Federal Share of Needed Highway Investment Is Far Above SAFETEA-LU Funding and Future Highway Account Revenues



Source: ARTBA analysis of data from U.S. DOT 2006 Conditions and Performance Report

Federal Highway Investment Will Fall \$16 Billion in FY 2009 Without New Revenues



Source: ARTBA analysis of FHWA, U.S. Treasury Department data

that year. There is a simple explanation for this precipitous drop in investment: SAFETEA-LU's funding levels could be supported only through the liquidation of the Highway Trust Fund Highway Account (HA) balance. The Bush Administration now estimates HA revenues will fall \$4.3 billion short of what is necessary to fulfill SAFETEA-LU's highway investment guarantee in FY 2009. As a result of this shortfall, existing revenues could only support a \$27.3 billion highway program in FY 2009, which is \$16 billion less than SAFETEA-LU's promised level.

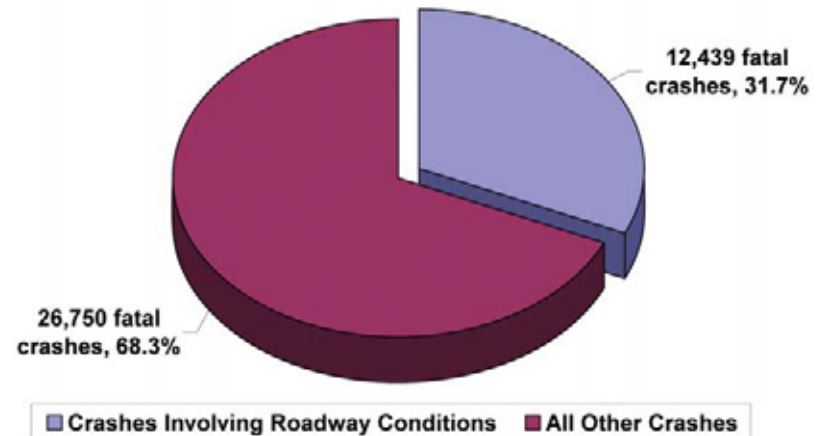
Without new revenues prior to 2009, **every state will face a nearly 40 percent cut in federal investment for highway improvements.** And even after FY 2009, the maximum federal highway investment will be less than under SAFETEA-LU.

6. HEALTH AND SAFETY

There are many factors affecting highway safety that cannot be controlled such as driver behavior, speed and impairment—but **we can directly control roadway conditions.**

According to NHTSA, more than 43,000 people die and three million are injured annually on the nation's roadways. The agency's data indicate poor road conditions or outdated alignments are a contributing factor in one-third of these fatalities¹.

Poor Road Conditions Are a Factor in One Third of the 43,000 Annual U.S. Highway Fatalities

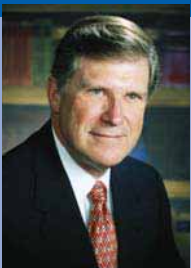


Source: ARTBA analysis, NHTSA, Traffic Safety Facts 2005, Table 32. In 2005, 39,189 fatal crashes resulted in 43,443 fatalities.

Highway crashes cost society \$230 billion each year in insurance, health care expenses and lost productivity. According to the federal government, traffic accidents are also the leading cause of death of Americans age 5 to 34 years.

The human and economic toll of these crashes will grow, absent significant new federal highway investment.

¹According to the National Highway Traffic Safety Administration (NHTSA), there were 39,189 fatal highway crashes in 2005, resulting in 43,443 deaths.



“The secure and efficient movement of freight and people is the lifeblood of the American economy and should be the driving force behind development of a new federal transportation vision and strategic plan.”

- Leo Vecellio, Chairman/President/CEO, The Vecellio Group, West Palm Beach, Fla.

ARTBA's SAFETEA-LU Reauthorization Recommendations



Addressing these challenges will require a new strategic vision—and a national plan—recognizing both short- and long-term needs.

The U.S. Constitution provides a foundation for a strong and permanent federal role in surface transportation policy by giving Congress the responsibility of regulating commerce among the states and among other nations.

A new approach and vision for improving America's surface transportation network clearly requires a strengthened federal government role. Individual states do not compete with China or the European Union, and individual states don't have the authority to ensure mobility beyond their borders. Such responsibilities belong to the federal government, and only through federal leadership will the potential economic and quality of life benefits of the nation's transportation network be realized in the future.

As part of the scheduled 2009 reauthorization of SAFETEA-LU, ARTBA believes the federal highway program should be restructured to consist of **two separate, but equal priority components**:

Part I: Enhanced Core Highway & Transit Investment Programs

ARTBA is advocating an evolutionary approach to meeting the nation's growing infrastructure demands by proposing significantly better-funded and more efficient federal highway/transit programs aimed at improving regional mobility and protecting past investments in the nation's transportation infrastructure network, particularly in Interstate highways and bridges.

Accomplishing this goal will require a multi-modal strategy that includes new capacity, programmatic improvements, and a wide array of funding options. There is no silver bullet or single solution to the nation's transportation challenges.

Public-private partnerships, innovative financing, tolling, and new user fees are all part of the solution. The foundation of any successful financing structure for the next surface transportation reauthorization bill, however, should continue to be the federal motor fuels tax.

ARTBA's recommendations in key areas include:

1. **Meeting Highway & Transit Investment Needs:** Increase the federal motor fuels tax by at least 10 cents-per-gallon and index the tax to inflation to help: reduce traffic congestion; preserve highway and bridge physical conditions and performance levels; upgrade and expand critical public transportation facilities; and restore purchasing power for both programs lost through inflation and increased construction material prices.
2. **Utilizing All Revenue Options:** ARTBA supports providing states with toll financing options, including congestion pricing, high occupancy toll lanes, and truck only lanes, if the revenue raised is used for transportation capital improvements. Furthermore, states should be able to use appropriately structured toll systems on existing portions of the Interstate Highway System. Debt financing is also a viable funding source for long-term capital improvements to complement the core highway and transit programs.
3. **Preparing for the Future:** Start to transition to new financing mechanisms, such as a motor vehicle mileage tax, recognizing that alternative fuels and fuel efficiency will eventually dilute the ability of the federal gasoline tax to be the primary financing source for surface transportation im-



provements. ARTBA believes the next reauthorization bill should implement a specific transition timeline to ensure the implementation of this new financing architecture.

4. **Improving Project Delivery & Protecting the Natural Environment:** Ensure the timely delivery of transportation benefits by enhancing the U.S. DOT's authority over the planning process and provide opportunity for all interested and qualified states to have control over environmental



“Critical Commerce Corridors is an idea whose time has arrived, given the challenges facing our economy. This program will deal with the three Cs everyone is talking about—Congestion, Capacity, Competitiveness.”

- Pete Ruane, President & CEO, ARTBA

reviews. Transportation Enhancement Program funds should also be eligible for environmental stewardship measures—above and beyond minimum mitigation requirements.

5. **Defending Public Safety:** Boost infrastructure investment to improve motorist and highway worker safety in pursuit of a zero traffic fatality goal. ARTBA is also recommending increased resources for SAFETEA-LU’s High Risk Rural Road Safety Program to improve roadways that represent a documented safety threat.

Part II: “Critical Commerce Corridors”

There is currently no comprehensive strategic initiative to address America’s freight challenges and handle the expected doubling of truck traffic in the next 25 years. Once again, strong federal leadership is necessary to fill this policy void. To complement the expanded investments in existing federal highway and transit programs outlined above in Part One, ARTBA is calling for the creation of a bold new program—“**Critical Commerce Corridors**” (3C)—to provide new surface transportation system capacity and operational improvements exclusively focused on securing the safe and efficient movement of freight. These corridors could also be used to help evacuate the American people in times of national emergencies or natural disasters.

The 3C program is a logical evolution of the existing federal surface transportation programs. The current highway and public transportation programs must continue and be strengthened, but 3C is also necessary to help ensure future U.S. economic strength.

The 3C initiative would be financed with dedicated and protected user fees levied on freight shipments. Public-private partnerships and debt financing could also play roles in supporting the 3C program, as freight capacity enhancements are well-suited to these financing mechanisms. The U.S. DOT would assume the lead role in developing the 3C system in collaboration with public and private sector stakeholders. This cooperative public-private sector process would develop the specific components of the 3C system and its costs.



The 3C network could include:

- Most—if not all—of the existing Interstate Highway System and a portion of the non-Interstate National Highway System;
- New multi-modal trade corridors;
- New capacity “truck only” lanes allowing increased productivity and improved safety through commercial/personal vehicle separation;
- “Last mile” military base, port, airport, inland waterway and rail connections;
- Tunneling and elevated road and railways on existing right-of-way;
- International gateways;
- Bottleneck relief;

- Multi-modal freight transfer centers; and
- Integrated telecommunications corridors.

ARTBA’s 3C plan also calls for:

- Utilization of existing right-of-way to the greatest extent possible to minimize environmental footprint;
- Use of “best-of-class” environmental protection/mitigation design and construction techniques and environmental stewardship principles; and
- Application of the world’s most advanced materials, communications and safety technologies.

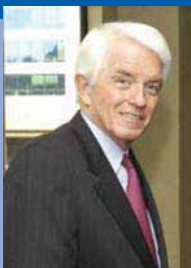
Part III: Other Legislative & Regulatory Recommendations

While ARTBA’s new vision of a restructured, two-part federal surface transportation program offers a holistic solution to the nation’s transportation challenges, the association is also advocating a host of other legislative recommendations aimed at achieving specific goals.

Potential “Critical Commerce Corridors” Freight-related Funding Sources

Potential Funding Source	Mechanism for Fee Generation	Amount Raised per 1% Fee	Amount Raised per Penny Fee	Amount Raised per Dollar Fee
U.S. Truck Freight Bills	Total annual U.S. billing > \$622.9 Billion	> \$6.2 Billion	N.A.	N.A.
U.S. All Modes Freight Bills	Total annual U.S. billing > \$739 Billion	> \$7.4 Billion	N.A.	N.A.
Ton-Based Freight Movement by Trucks	> 10.69 billion tons shipped	N.A.	> \$107 Million (at each 1¢ per ton assessment)	\$10.7 Billion (at \$1 per ton assessment)
Ton-Based Freight Movement by All Modes	> 15.5 billion tons shipped	N.A.	> \$155 Million (at each 1¢ per ton assessment)	\$15.5 Billion (at \$1 per ton assessment)
Trucking Ton-Mile Freight Movement	> 1.2 trillion ton-miles traveled	N.A.	> \$12 Billion (at 1¢ per ton-mile traveled assessment)	N.A.
All Modes Ton-Mile Freight Movement	> 4.1 trillion ton-miles traveled	N.A.	> \$41 Billion (at 1¢ per ton-mile traveled assessment)	N.A.
National Vehicle Safety Inspection Tag	241 million registered vehicles	N.A.	N.A.	\$241 Million

“U.S. Freight Transportation Forecast to 2017.” (2006 edition) American Trucking Associations (by Global Insight). ARTBA revenue extrapolation.
 “Transportation in America” (2007 edition) Eno Transportation Foundation. ARTBA revenue extrapolation.
 “2005 Highway Statistics.” Federal Highway Administration. ARTBA revenue extrapolation.



“We are going to have to face this fundamental fact—we are a growing people and a growing country. If we want a new road, a new runway, or a new transit system, we’ve got to buy it. No one is giving them away for free. Therefore, along with other options, we are going to have to consider an increase in the federal gasoline user fee. This could take the form of a straightforward increase in a fee that hasn’t been raised in 14 years, or it may be in the form of a carbon tax designed to address global warming—as long as the proceeds are dedicated to transportation.”

- Tom Donohue, President & CEO, U.S. Chamber of Commerce

Among them:

- **Earmark Reform**—all congressional or executive branch designated spending under the next federal surface transportation reauthorization bill should include a requirement that funds provided be committed during the bill’s life. This reform would ensure earmarked projects have appropriate support at the state and local level.
- **Maintenance of Effort Requirement**—to ensure necessary financial commitments to improve the nation’s transportation network from all levels of government, a maintenance of effort requirement should be adopted that makes increased federal highway or transit investment

contingent on a state or local government, at minimum, maintaining its own level of transportation infrastructure investment.

- **Transportation Research**—increased federal investment and a stakeholder-developed strategic transportation research plan are essential to an integrated and effective national surface transportation system.
- **Hours of Service**—existing regulations of the amount of time drivers may operate commercial motor vehicles should be re-crafted to reflect the fact that transportation construction industry drivers do not drive long distances.



Conclusion

Today, the U.S. is living in a world market. The American people have heard the phrase “global economy” for the last 10 to 15 years. Now, they believe it!

ARTBA’s comprehensive approach that advocates for significant increases in the current core highway and transit investment programs, creation of “Critical Commerce Corridors” and specific programmatic improvements to improve the effectiveness of federal transportation policy are the keys to meeting the America’s infrastructure challenges and ensuring its competitiveness in the 21st century global economy.

To view a more comprehensive report about ARTBA’s SAFETEA-LU reauthorization and “Critical Commerce Corridors” proposals, visit the “government affairs” section of www.artba.org. Or for more information, you can also contact ARTBA’s government affairs team at 202-289-4434.

What Others Are Saying About ARTBA's SAFETEA-LU Reauthorization Proposal:

The leadership of the American Road & Transportation Builders Association rolled out a new vision for the federal highway program and began selling it on Capitol Hill... **This is a vitally important proposal because it shines a bright light on the direct connection between roads and commerce, and because it makes a powerful case for the pressing need to expand our transportation capacity or bear the economic consequences.**

- *Better Roads*

As in past years, leading the charge is ARTBA. Yet, **rather than stick with the status quo of pushing for more adequate funding, ARTBA has proposed a more visionary approach...** In order to not only maintain but grow the U.S. highway system, the federal government needs to seriously consider this proposal, and we all need to lend our voice of support.

- *Equipment Today*

The '3C Initiative' is a 25-year vision this country has **been feeling around for in the darkness of denial...** ARTBA hopes this is only the beginning of strategies to be launched by industry associations and other visionaries. The real dilemma is coming up with the political presence and stamina in Washington."

- *Roads & Bridges*

The American Road and Transportation Builders Association is making it clear how vitally important a new 25-year federal initiative is to enhance the secure and efficient movement of freight under a proposed Critical Commerce Corridors (3C) Program... **For the United States to remain a global competitor, the 3C program makes sense and it deserves serious consideration.**

- *Asphalt Contractor*



The ARTBA Building • 1219 28th Street, N.W., Washington, D.C. 20007

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