



A Guidebook for Engaging the Private Sector in Freight Transportation Planning

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We also appreciate the support of the Transportation Research Board (TRB) in facilitating a workshop session at TRB's Summer-2008 meeting in Baltimore, MD, and the support of TRB's Committees on Public Involvement in Transportation and Intermodal Freight Transport in co-sponsoring the workshop.



Forward

The Federal Highway Administration (FHWA) has supported development of this guidebook under the Surface Transportation Environment and Planning (STEP) Cooperative Research Program. This program, authorized under Section 5207 of the Safe, Accountable, Flexible, and Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU) has a general objective of improving the understanding of the complex relationship between surface transportation, planning, and the environment.

To carry out the provisions of the STEP, FHWA has developed several categories of emphasis areas, one of which is freight planning. For the Fiscal Year 2008 program, the objective of research under the freight planning emphasis area was to develop methods for the integration of freight into the transportation planning and programming processes at the state and metropolitan levels. STEP further identified research on “innovative methods for effectively engaging the private sector freight community into the State and metropolitan planning processes” as an example of a possible research topic.

The “Guidebook on Engaging the Private Sector in Freight Transportation Planning” is intended to help meet the objective of the freight planning emphasis area as well as the overall STEP program. The guidebook is intended for usage primarily by state transportation agencies and metropolitan planning organizations (MPOs) in their efforts to obtain input from private sector and other freight stakeholders in the development of transportation plans, transportation improvement programs, and other freight-related initiatives. The guidebook also may be useful for users in local governments, port districts or authorities, private sector businesses, associations, universities, and other entities.

The guidebook is intended to serve as a stand-alone document to support FHWA’s Freight Professional Development (FPD) Program. This includes FHWA’s one-day workshop on “Engaging the Private Sector in Freight Planning.” The guidebook supplements material in the workshop and is expected to be a useful resource for planners and others who are unable to formally enroll in the workshop. See Appendix 4, Parts C and D, of this guidebook for more information about the FPD program and the workshop.

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Question. *Are there any requirements that public transportation agencies engage the private sector in freight planning activities?*

Answer. *SAFETEA-LU calls for states and metropolitan planning organizations to provide freight shippers and providers of freight transportation services with reasonable opportunities to comment on transportation plans and transportation improvement programs. (See Appendix 2 of this guidebook.) Additionally, state transportation agencies and MPOs may have public involvement procedures, plans, guidance, and the like.*

1. Introduction

During the past 15 years, “public involvement” as a practice, has become an essential element of transportation planning and programming process. Input through public involvement helps transportation officials respond to citizen concerns by directing public investments to the needs of the traveling public, and results in better decision-making and quality transportation outcomes for both people and goods movement.

While most state departments of transportation and Metropolitan Planning Organizations (MPOs) have established practices and guidelines for public involvement, few have developed similar resources for engaging the private sector (i.e. the business community) in planning activities. To facilitate greater participation in state and metropolitan transportation planning, federal legislation encourages states and MPOs to provide opportunities for interested parties to provide input into the development of transportation plans and programs. Regarding freight for example, SAFETEA-LU (Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users) stipulates that states and MPOs shall provide freight shippers and providers of freight transportation services with reasonable opportunities to comment on transportation plans and programs.

The purpose of this guidebook is to further the practice of facilitating private sector involvement in freight transportation policy, planning, and programming. Moreover, the guidebook is intended to supplement materials from the Federal Highway Administration (FHWA) workshop on “Engaging the Private Sector in Freight Planning.” The guidebook focuses on the following three questions from the FHWA workshop:

- Why is getting the private sector involved in the transportation planning process important?
- Who is the private sector?
- How can the public sector best engage the private sector in freight policy, planning, and project programming?

This guidebook is intended to advance the state-of-the-practice in freight planning by providing another tool to help transportation planners build their skills and knowledge regarding techniques for understanding the concerns of freight stakeholders. Improving freight planning skills and knowledge will contribute to better quality transportation plans and policies, as well as enhance the identification of freight needs and projects for transportation improvement programs. The case studies and other material in the guidebook will be useful for updating and expanding FHWA workshop materials.

The guidebook is divided into the following sections:

- Section 1: Introduction
- Section 2: Background
- Section 3: Why Should the Private Sector Be Involved?
- Section 4: Who from the Private Sector Should Be Involved?
- Section 5: How Can the Public Sector Best Engage the Private Sector?
- Section 6: Freight Stakeholder Groups
- Section 7: Public Agency Examples of Engaging the Private Sector



- Section 8: Assessing the Effectiveness of Your Program
- Section 9: Future Directions
- Appendices

Sections typically begin with a summary of what is included in the section narrative, followed by a core discussion of the subject identified for each section. Some sections also include a review of the challenges and issues planners are likely to encounter when undertaking efforts to engage the private sector, with suggestions for navigating through potential hurdles.

Appendix 1 provides a list of acronyms used in this guidebook. **Appendix 2** details the federal planning regulations regarding freight involvement in the development of state and metropolitan transportation plans and improvement programs. **Appendix 3** shows a Freight Stakeholder Coalition proposal for a national freight advisory committee. **Appendix 4** lists references cited in this guidebook and summarizes other guidebooks that discuss engaging the private sector in freight planning. Appendix 4 also identifies training courses on freight planning and programming.

Users are encouraged to use the guidebook in several ways. First, transportation planners can use the guidebook to help answer why, who, and how questions about engaging the private sector in freight planning efforts. Answering these questions can facilitate public involvement efforts as well as the development of plans and improvement programs that adequately address freight and goods movement as well as people movements. Second, transportation planners can use the guidebook to help explain to private sector stakeholders why their input is important to the transportation planning process. Third, the guidebook provides information about professional development programs for planners wanting to further develop their freight planning skills.



Question. *What are some of the recommended “best practices” for engaging the private sector in freight planning activities?*

Answer. *Best practices to follow will vary among jurisdictions depending on a variety of factors including agency commitment to obtaining input from freight stakeholders, resources available for obtaining input, and private sector interest in and availability for providing input. Section 7 of this guidebook provides examples of how selected state transportation agencies and MPOs have engaged the private sector. Additional examples are found in other guidebooks such as those referenced in Section 2 and in the “Other Guidebooks” section of Appendix 4 in this guidebook.*

2. Background

This section of the guidebook summarizes:

- Previous work that addresses engaging the private sector in freight planning
- Results of several surveys to obtain input from state transportation agencies and MPOs about their efforts to engage the private sector
- Feedback obtained from freight stakeholders who have been involved in public sector efforts to engage the private sector

The section is intended to provide guidebook users with background information that contributes to an understanding of how their current or future work fits into the bigger picture of engaging the private sector. Appendix 4 provides additional references.

Previous Work on Engaging the Private Sector

A literature review suggests that most of the previous work on engaging the private sector in freight planning has been conducted through the Federal Highway Administration and the Transportation Research Board (TRB). Other groups investigating this topic include the American Association of State Highway and Transportation Officials (AASHTO), the Association of Metropolitan Planning Organizations (AMPO), and various other public transportation planning organizations in the U.S. and abroad.

Much of the previous work focuses on efforts of freight stakeholder groups to engage the private sector in transportation policy, planning, or programming. For example, several presentations made for the FHWA “Talking Freight” series (http://www.ops.fhwa.dot.gov/freight/fpd/talking_freight/index.htm), summarize private sector input through freight stakeholder groups operating at the state or metropolitan level. Other “Talking Freight” presentations show the results of state transportation agency and MPO freight planning surveys, discuss the role of stakeholder involvement in freight planning, and summarize shipper or carrier perspectives on freight movement.

Two publications from the TRB about freight planning also discuss engaging the private sector as an element of freight planning: 1) National Cooperative Highway Research Program (NCHRP) Report 570 is intended to serve as a “road map” on how to initiate and implement freight planning in small- and medium-sized metropolitan areas; and 2) NCHRP Report 594 provides state transportation agencies and MPOs with techniques to incorporate freight in the planning and programming process, and steps for implementing freight improvement projects. The following discussion provides an overview of the stakeholder outreach discussion found in the two NCHRP reports. A more detailed discussion of these two reports is found in Appendix 4 (Resources).

NCHRP Report 570

The *Guidebook for Freight Policy, Planning, and Programming in Small- and Medium-Sized Metropolitan Areas* (<http://wwwcf.fhwa.dot.gov/exit.cfm?link=http://www.trb.org/Main/Public/Blurbs/158567.aspx>) includes an extended discussion on stakeholder outreach and partnerships. According to the guidebook, private sector participation helps MPO planning efforts by:



Question. *For what types of activities should transportation agencies seek private sector involvement and what groups in the private sector should be involved?*

Answer. *(See “Planning and Programming Activities in Which to Engage the Private Sector” in Section 5 of this guidebook.) At a minimum, freight shippers and providers of freight transportation services should be involved. For more information, see Section 4 of this guidebook: “Who from the Private Sector Should Be Involved?”*

- Facilitating private sector acceptance of transportation program elements
- Promoting the strategic role of freight to the region’s economic competitiveness
- Improving industry support of and cooperation with freight data collection efforts
- Leading efforts for creating publicprivate freight partnerships
- Rallying political support for freight-related products

Common outreach/partnership hurdles include different planning horizons between the public and private sectors, personnel turnover in the private sector, time constraints, and proprietary issues. Potential solutions are identified, respectively, as creating quick-fix projects, focusing outreach efforts on major firms in the region, holding focused meetings and outreach events, and understanding and respecting competitive concerns.

The guidebook concludes by presenting case studies showing examples of how small, medium- and large-sized MPOs have addressed freight policy, planning, and programming topics. For a number of MPOs, this includes a discussion of how they worked with the private sector and other freight stakeholders.

NCHRP Report 594

The *Guidebook for Integrating Freight into Transportation Planning and Project Section Processes* (<http://www.trb.org/Main/Public/Blurbs/159488.aspx>) identifies seven key elements of freight planning and programming integration:

1. Freight point-of-contact/technical lead
2. Understanding the statewide or regional freight system
3. Link between freight planning activities and the transportation planning and programming process
4. Freight data needs assessment and collection
5. Effective outreach
6. Training and educational opportunities
7. Advocacy

The bulk of NCHRP Report 594 focuses on techniques for integrating freight within the transportation planning and programming process. Techniques are discussed with reference to four strategies of the transportation planning process: needs identification, plan development, programming, and project development. According to the guidebook, each element is characterized by several basic activities, each of which entails private sector involvement. Private sector involvement is most important for developing a freight industry profile; identifying needs, including hotspots or bottlenecks; and addressing land use issues affecting and affected by freight operations. As part of a “Freight Resource Tool Box,” the guidebook provides twenty-three case studies identifying best practices of state and MPO freight planning and programming activities.

International Efforts

Internationally, planning agencies in Australia, Canada, and the United Kingdom (UK) have also developed programs for engaging the private sector in freight. In



Question. *What approaches should public-sector planners use when trying to obtain proprietary private sector data for the purposes of freight planning activities?*

Answer. *Public sector planners should seek only those data for which there is a specific need for planning, programming, or project development and implementation purposes. Public sector planners should clearly and explicitly state how the data will be used and how having and using the data could potentially address freight mobility or other freight-related concerns and issues. Planners should not over-promise what will be delivered and should ask only for “need to have” and not “nice to have” proprietary data. Ideally, at some future point in time, the public sector will be able to show how the data helped decision-makers allocate resources better than they would have in the absence of the data.*

Australia, several states have established modal freight advisory councils to provide input on the planning, regulation, and operation of freight services. Freight councils serve as conduits between shippers, industry associations, freight service providers, and governments on topics such as road transport efficiency, safety, community, and environmental issues.

A Canadian report—*Integration Technologies for Sustainable Urban Goods Movement* (<http://www.tc.gc.ca/policy/report/research/integration/menu.htm>)—includes a summary of different freight stakeholder partnerships: freight advisory committees in the U.S., freight councils in Australia, and freight quality partnerships in the United Kingdom. The discussion includes a list of reasons why private sector representatives may wish to become involved in such partnerships, including:

- Identifying needs such as clearances along routes to terminals, turning radii, and cargo access/egress at airports
- Ensuring that potentially rash and unwise policies can be avoided
- Achieving working relationships with the public sector and with other companies to learn about the major players in the planning process and the freight community
- Establishing contacts for day-to-day relationships with the public sector and freight stakeholder partnership staff; and making recommendations in the planning process

In the UK, the national Department of Transport encourages local governments to develop Freight Quality Partnerships (FQPs) involving the freight industry, local businesses, community members, environmental groups, and other interested stakeholders. The Department of Transport has published several reports on the topic, including *A Guide on How to Set Up and Run Freight Quality Partnerships* (<http://www.freightbestpractice.org.uk/imagebank/GPG335.pdf>). Among the topics discussed in the guide are:

- The benefits of FQPs
- How to establish, manage, and fund an FQP
- How to identify key issues and solutions and develop an action plan
- How to sustain momentum and measure/publicize success

Much of the discussion is in the context of sustainable freight distribution strategies and the inclusion of freight considerations in local transport plans.

Surveys of State and Metropolitan Area Transportation Agencies

In 2005 and 2007, The Federal Highway Administration (FHWA) and American Association of State Highway and Transportation Officials (AASHTO) conducted surveys to identify how states and MPOs were implementing freight planning. The Association of Metropolitan Planning Organizations (AMPO) conducted a similar survey of its membership in 2003. These surveys suggest that the percentage of transportation agencies with freight advisory committees (FACs) is rising. Surveys conducted in 2007 show that 30 percent of metropolitan respondents and 25 percent of state respondents engaged the private sector through FACs. A substantially higher percentage of respondents indicate they coordinated informally with the private sector, and only a few respondents report having no efforts to coordinate with private sector stakeholders.



Question. *Do “best practices” vary by number of transportation agency employees, by population size of the area for which the agency conducts transportation planning, or by some other measure?*

Answer. *Generally, the larger the agency is, the greater are the availability of resources for engaging the private sector. Relatively more resources may mean that the agency can devote relatively more effort to engaging the private sector. If enough resources are available to enable freight staff to be hired, then over time the agency may be able to undertake a variety of activities to engage the private sector.*

In support of developing this guidebook, in 2008 AASHTO and AMPO conducted a survey of state transportation agencies and MPOs. Additionally, the National Association of Regional Councils (NARC) invited its member agencies to participate in the MPO survey. Twenty-six responses were received from state transportation agencies and thirty-one responses were received from MPOs.

More than sixty percent of the respondents reported engaging the private sector in activities such as transportation planning, special studies, and/or networking (**Figure 1**). Some states and MPOs invite private sector participation through advisory committees or solicit private sector input when developing transportation plans. Private sector input is sought for special studies on a variety of topics including freight data development, multi-state corridor coalitions, truck parking, rail improvements, and intermodal connectors. Formal and informal networking occurs through a variety of practices including advisory committees, open houses, focus groups, feedback forums, listening sessions, town meetings, and one-on-one meetings with freight stakeholders. Networking takes place through formal public involvement processes for the development of transportation plans and improvement programs.

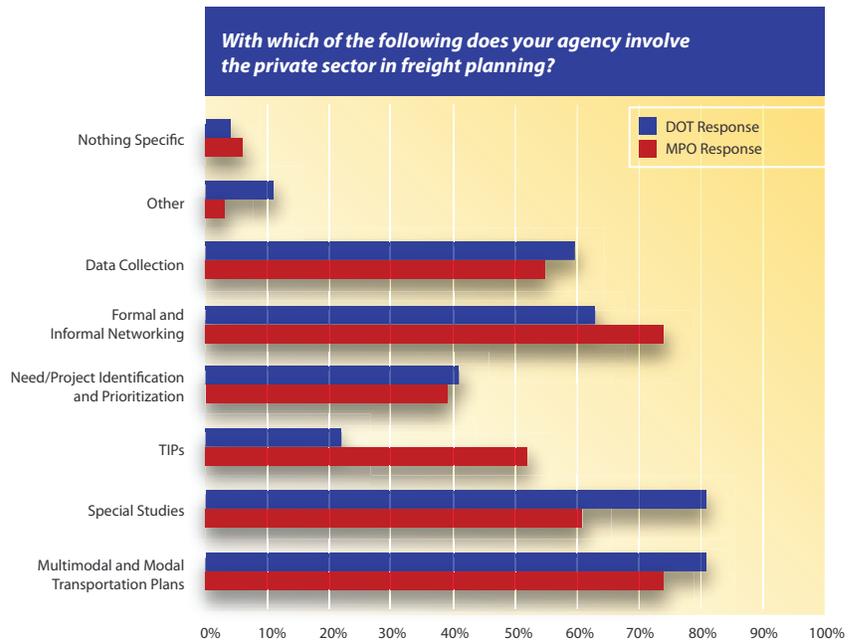
About thirty-five percent of state agency respondents and forty percent of MPO respondents report having some form of freight advisory committee. In some cases, transportation agencies establish formal or ad hoc committees for specific initiatives, which are disbanded when the initiative is complete. In general, freight-related committee meetings represent opportunities for the private sector to:

- Provide input on freight issues and needs
- Exchange information and build relationships
- Learn about and participate in public sector processes for transportation planning, project identification, funding, and implementation

Advisory committee membership structure for state transportation agencies vary somewhat from the committee membership structure for MPOs. The following groups are the most represented for state agency freight advisory committees: shipper/carrier associations, public agencies, shippers, and carriers. For MPOs, the most represented groups are carriers, public agencies, port authorities/port districts, and shippers. Colleges and universities are among the groups least represented for state agency and MPO freight advisory committees. Several respondents noted they would welcome or are thinking about seeking greater participation from chambers of commerce or economic development organizations.



*Figure 1: Reasons that States and MPOs Engage the Private Sector
(As Indicated in 2008 AASHTO and AMPO Surveys)*



About fifty percent of state transportation agency respondents and forty-five percent of MPO respondents said that in addition to committees and advisory groups they use other methods to engage the private sector in freight policy, planning, and programming. Examples include:

- Seeking private sector input on issues associated with specific construction projects
- Participating in meetings of freight stakeholder organizations
- Conducting surveys of and interviews with freight stakeholders
- Participating in site visits to freight stakeholder facilities

Reasons why state agencies and MPOs did not have freight advisory committees include the lack of a perceived need, insufficient funding or staff resources, insufficient interest among private sector stakeholders, and concerns about keeping advisory committee members engaged over time, due in part to differences between public sector and private sector timeframes. Several respondents indicated they were reviewing the establishment or re-establishment of a formal or ad hoc freight advisory committee.

Freight Stakeholder Feedback

During 2008, the guidebook project team contacted twelve freight stakeholders currently or previously involved in public sector freight transportation planning activities. These freight stakeholders were asked about their experience with public sector freight transportation planning.

Of the stakeholders contacted, nearly all indicated they were members of a FAC, and several had been involved with transportation plan advisory committees, transportation improvement program committees, special study committees, and/or university-sponsored forums. Most respondents had been involved for more than five years with public sector freight planning efforts. Stakeholders were about evenly



Question. *How should public sector representatives respond to private sector stakeholders asking why they should devote their time and energy to freight transportation planning activities?*

Answer. *Responses could include assuring private sector stakeholders that decision-makers will consider their input when developing plans and improvement programs. Private sector stakeholders may be more likely to participate if they believe their input is valued and if they see improvements made to address freight mobility and other concerns.*

divided among shippers/receivers, carriers/service providers, third party logistics providers, chamber associations/economic development groups, and carrier/shipper associations. Stakeholders indicated the following were the activities or meeting topics of interest to them:

- Transportation project identification and updates
- Freight planning and programming
- Public policy/legislative updates
- Transportation project funding

Reasons for attending and participating in public sector activities and meetings centered on providing input into the public planning process, making contacts with other freight stakeholders, and obtaining information about key issues or legislation affecting freight transportation, including project funding. Stakeholders reported that they were the most engaged in public forums for freight planning when topics affected their interests, especially their business interests.

Highlights for stakeholders participating in public sector freight planning include seeing their project ideas in planning and funding recommendations. Among the most disappointing aspects of participating in public sector freight planning were:

- The slow pace of implementation for public sector projects
- Limited private sector influence in public sector decisions
- Lack of participation by private sector stakeholders in the public planning process
- Insufficient public sector knowledge of private sector processes and freight's importance to the economy

An underlying theme among the stakeholders was their ability to see their input recognized and taken seriously by public decision-makers. For their private sector colleagues thinking about becoming involved in public sector freight planning, the stakeholders advised them to be prepared to spend the necessary time and energy (which can be significant), keep an open mind, participate and speak up, and share their experiences with other participants. Sharing the experience should include discussion about whether the process was designed to take their input seriously and address topics of interest to freight stakeholders.



3. Why Should the Private Sector Be Involved?

This section of the guidebook, and the two immediately following, address the why, who, and how of engaging the private sector. These sections are based on the three major components of the FHWA workshop on “Engaging the Private Sector in Freight Planning.” Part D in Appendix 4 of this guidebook provides more information about the workshop.

The “why” section, addresses the reasons public planning agencies should engage the private sector in freight planning. Reasons “why” include a discussion of engaging the private sector as a means for public involvement, federal planning requirements regarding public involvement, and challenges and issues relating to considerations about why the private sector should be involved.

Question . *Why should public transportation agencies try to engage the private sector in freight planning activities?*

Answer. *Public agencies can better understand goods movement needs in their area if they obtain input from private sector representatives moving freight on the transportation system. Better understanding of goods movement needs enables agencies to develop transportation plans and improvement programs that address the needs of their customers.*

Engaging the Private Sector and Public Involvement

Stated succinctly, engaging the private sector is equivalent to the public involvement process for the goods movement or freight element of transportation planning. Private sector involvement in the public planning process can:

- Help establish freight planning goals and objectives
- Identify problems and issues affecting freight mobility
- Result in opportunities for building mutual understanding about planning processes and freight mobility needs
- Generate political and public support for investments in transportation improvements
- Build trust to facilitate gaining access to private sector data and information that planners can use to help identify needs and potential projects to meet the needs

The public and private sectors share interests in a number of transportation-related topics, including economic development, congestion and capacity, funding and financing, environmental issues, and security (**Figure 2**). Many state and regional transportation plans address the connection between economic development and transportation. Similarly, state and regional economic development plans and strategies typically reflect private sector issues and concerns, including the importance of people and goods movement to economic well being. Economic development agencies and chambers of commerce can be key allies in freight planning initiatives.

Chamber of commerce organizations, economic development agencies, and other “partner” entities can often make important contributions to statewide or metropolitan freight planning activities. Many of these organizations have existing relationships with key members of the business/industry community and have a solid understanding of how freight transportation efficiency affects their ability to attract or retain industries. Engaging these organizations within the transportation planning and programming process is often critical to identifying freight-specific needs and deficiencies.

Source: TRB, NCHRP Report 594, p. 11



Figure 2: Additional Reasons for Engaging the Private Sector

Why Engage the Private Sector Freight Interests in Your Planning Process?

Engaging the Private Sector

- Links to Economic Development
- Congestion/Capacity
- Financing and Funding Projects
- Environmental Concerns
- Security Concerns

Question. What are some of the different ways that the public sector might seek to engage the private sector in freight planning?

Answer. See “Planning and Programming Activities in Which to Engage the Private Sector” and “Procedures for Obtaining Private Sector Input” in Section 5 of this guidebook.

Source: FHWA, Workshop on “Engaging the Private Sector in Freight Planning”

Congestion and capacity are some of the most significant issues facing freight transportation today. A number of national level task forces have been formed to review and analyze the issues, and various proposals have been advanced to identify potential solutions nationally and regionally. Private sector input on freight transportation bottlenecks or choke points can help public sector planners and decision-makers develop strategies and funding mechanisms to reduce congestion and improve capacity.

Public and private sector understanding of and input on environmental, security, and safety concerns can help inform freight transportation planning activities. Private sector representatives have advocated streamlining the environmental process to speed up project development and implementation, which in turn could contribute to quicker resolution of congestion, capacity, and other issues. Transportation planners are ramping up efforts to address security issues in plans and other documents. Private sector concerns about the cost and difficulty of implementing security requirements can help inform the development of plan language regarding this issue. Similarly, private sector concerns about safety issues, requirements, and solutions can help inform the public planning process.

The following are examples of other planning-related issues for which state and metropolitan transportation agencies may want to seek common ground with private sector stakeholders:

- Identifying which businesses rely on a transportation facility for product deliveries or access to customers
- Understanding commodity flows patterns and their importance to regional and state economies
- Establishing the mix of freight and passenger traffic on transportation facilities
- Understanding how to accommodate daily and seasonal freight flows
- Developing zoning and planning standards and criteria that provide buffers between transportation intensive land uses and other types of land uses



- Identifying high-accident locations involving freight carriers
- Assessing capacity needs for commercial vehicle staging and parking
- Tracking the type and amount of hazardous materials moving on the transportation system
- Developing strategies to reduce problems from hazardous material incidents

Question. *Should a transportation agency wait until new federal transportation funding legislation is in place before deciding about whether and how to proceed in engaging the private sector in freight planning?*

Answer. *Since both TEA-21 and SAFETEA-LU contained language in reference to obtaining input from freight shippers and providers of freight transportation services when developing transportation plans and improvement programs, it may be reasonable to assume that similar provisions will occur in future transportation funding legislation. Obtaining input from private sector stakeholders, regardless of provisions in future transportation funding legislation, is important to understanding freight transportation issues, concerns, needs, and contributions to economic well-being.*

While most discussions with freight stakeholders start in the planning phase, freight movement issues occur throughout the transportation development process: planning, design and construction, operation and maintenance, oversight and revenue collection. Public sector staff can obtain freight stakeholder input about all of these parts of the process. For instance, potential project design and construction issues include:

- Turning radii at intersections
- Presence and length of acceleration lanes
- Pavement materials and deterioration
- Bridge height and condition
- Forecasts of future truck traffic
- Impacts of construction work zones on through traffic and access to businesses
- Capacity of turning lanes
- Ordinances affecting the ability of freight vehicles to maneuver
- At-grade rail crossing issues
- Distance of rail trackage from parallel roadways
- Traffic signal timing
- Access restrictions

Operations and maintenance considerations include impacts of routine maintenance and weather-related conditions on freight movements and the implementation and operation of Intelligent Transportation System technologies to improve the efficiency of freight mobility. Private sector input also supports the development of informed policy and strategy related to cost allocation studies, enforcement of vehicle size and weight restrictions, evaluation of fees and procedures for obtaining permits, routing of over-dimensional vehicles, and safety.

Federal Regulations for Freight Stakeholder Public Involvement

Recognizing the importance of obtaining freight stakeholder input on goods movement in the national and regional transportation system, the U.S. Congress in the Transportation Equity Act for the 21st Century (TEA-21) and in SAFETEA-LU developed language addressing public involvement by freight stakeholders in state and regional transportation planning and programming. Legislative direction and U.S. Code of Federal Regulations stipulate that states and metropolitan areas provide freight shippers and providers of freight transportation services with reasonable opportunities to comment on transportation plans and improvement programs (see Appendix 2 of this guidebook). The requirements, however, do not establish procedures for states and metropolitan areas to use in providing for input by freight shippers and providers. Section 5 of this guidebook identifies a number



Question. *How should the public sector manage expectations about what can be delivered as a result of private sector participation on freight stakeholder groups?*

Answer. *Public sector managers and staff need to understand what their governing bodies are willing and able to deliver. This may be facilitated through participation by high level managers and governing body members in activities and initiatives of freight stakeholder groups. Further guidance on expectations is facilitated through legislation, administrative rules, or other governing body language that specifies the freight stakeholder group's role in state or regional transportation planning and improvement programming.*

of ways in which the public sector can seek private sector input on transportation planning and programming.

Challenges and Issues

One of the biggest issues is being able to convince private sector stakeholders why they should be involved in freight planning activities. Demonstrating the value of a state or metropolitan transportation plan or improvement program can be a significant challenge, especially if the plan or program contains few provisions specifically addressing concerns of freight stakeholders. Communicating goals, objectives, and benefits of plans and programs to the private sector requires an effective public involvement program and considerable skill on the part of transportation agency personnel and their governing bodies.

Public agencies stand to gain a lot from private sector input, so they need to develop public involvement activities to communicate how agencies and their private sector customers gain from working together on freight planning activities. This could include explaining how freight stakeholders can provide input into the public planning and programming processes, along with how public sector decision-makers consider private sector input when making decisions about transportation funding and other initiatives that affect freight mobility. Such explanations should be delivered so as to assure private sector stakeholders that their input was valuable even when the final decision may not be consistent with private sector recommendations or expectations.



4. Who from the Private Sector Should Be Involved?

This section of the guidebook summarizes “who” to consider engaging in public agency freight planning. Topics include what public and private sector stakeholder groups to consider involving, as well as techniques for identifying specific entities or individuals to seek out their involvement. The section concludes with a brief discussion of challenges and issues relating to considerations about who to involve.

Groups or Organizations to Consider for Involvement

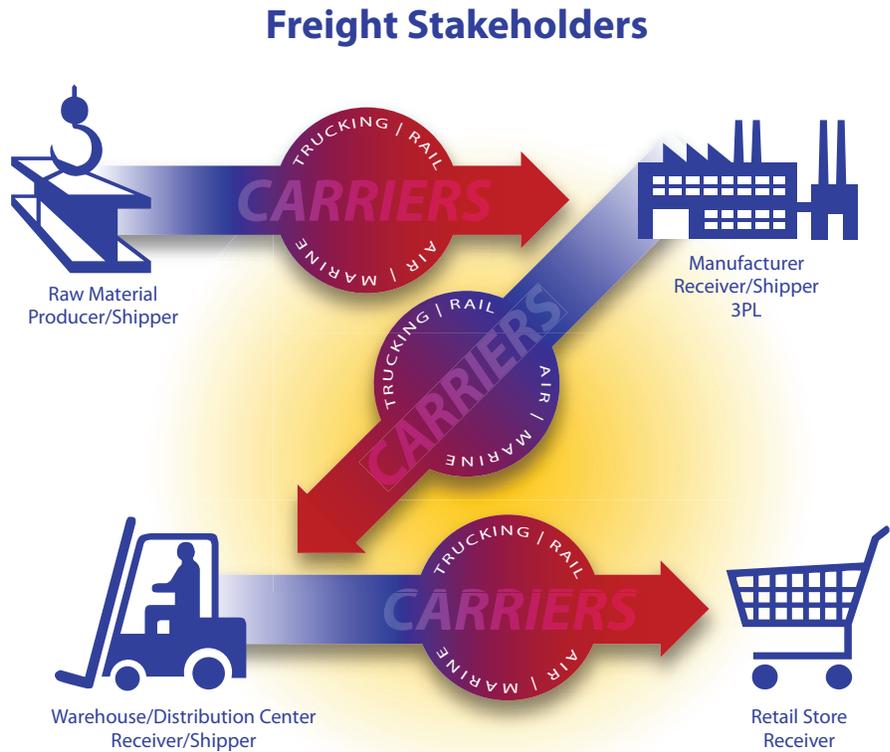
To some extent, identifying specific groups or organizations for involvement depends on the specific task for which stakeholder input is desired. For example, representatives from port and waterway organizations would be among those whose input might be sought for a special study on marine transportation. Additionally, in some situations, freight stakeholders may self-identify by inquiring about how to become involved with an agency’s freight-related activities.

Question. *How should the public sector approach private sector representatives about their potential involvement in freight transportation planning?*

Answer. *Written invitations from high level agency managers may be appropriate for meetings of advisory boards and committees established for formal initiatives such as transportation plans and freight stakeholder groups. Phone calls, e-mails, or letters from lower level managers or planning staff may suffice for less formal initiatives.*

In general, when deciding who to engage, it may be useful to view freight transportation as part of a supply chain where goods are moved between origins and destinations. Various entities are involved in the movements along these supply chains. For example, shippers are the entities which have goods to move. Carriers or transportation providers are entities that move the goods between locations. Receivers are entities to which the carriers move the goods. **Figure 3** illustrates how shippers, carriers, and receivers interact within a supply chain setting. Note that shippers also may be receivers, and correspondingly, receivers also may be shippers.

Figure 3: Shippers, Carriers, and Receivers as Freight Stakeholders



Source: FHWA, Workshop on “Engaging the Private Sector in Freight Planning”



Many types of shippers may be involved in freight transportation movements. In Figure 3, shippers include raw materials producers such as those involved in agriculture, processors of raw materials or other types of manufacturers, and warehouses and distribution centers. Carriers include trucking companies, railroad companies, ocean-going and river marine companies, airlines, and pipeline companies. At the end of the supply chain are the final consumers, who buy products in retail stores or who receive products at their homes or businesses via parcel express or similar carriers.

Question. *What resources does a public agency need if it wants to get the private sector involved in freight transportation planning?*

Answer. *The agency needs resources commensurate with the amount of work expected to be needed for the initiatives undertaken. This will vary among initiatives and among agencies. At a minimum, the agency should identify a staff person as the agency contact for the initiative undertaken. The staff person often will be assigned to other work activities too. For some initiatives, the staff person will need to allocate substantial amounts of his or her time to the initiatives until they are completed. Developing new plans or periodically updating existing plans often requires staff work for a year or more.*

Other entities to consider for involvement include logistics providers; associations representing carriers, shippers, or logistics providers; terminal operators; economic development organizations and chambers of commerce; port districts or port authorities; various governmental agencies; colleges or universities; and citizens' groups or other interested parties. Logistics companies include third-party logistics (3PL) providers, such as freight forwarders and brokers, who serve as transportation consultants for private sector shippers/receivers.

Carrier associations include those representing air cargo companies, pipeline companies, ports and waterway groups, railroad companies, and trucking companies. Organizations for shippers include agricultural associations, associations for manufacturers, and associations representing warehousing and distribution. Associations for logistics providers include those representing management consulting companies and supply chain management professionals.

Terminal operators include private companies and public agencies that operate facilities where goods are transferred between carriers of the same mode or between carriers of differing modes. In Figure 3, a warehouse or distribution center is a facility where goods are transferred between carriers. Other types of terminals include intermodal facilities where goods are transferred between modes, such as a truck-rail facility where goods are transferred between truck and rail carriers, or a pipeline terminal where liquids are transferred between pipelines and trucks.

State, regional, and local economic development organizations and chambers of commerce may have an interest in freight planning because transportation is an important factor that businesses consider when they are looking for new locations, considering expansion at existing locations, or deciding whether to stay in or move from an existing location. Port districts or port authorities often are involved with local and regional economic development as well as with intermodal transportation

An excellent example of a community working closely with the private sector to understand business transportation needs and to develop logistics facilities can be found in Tucson, AZ. In 2007, the City of Tucson transferred responsibility for exploring development of an inland port to Tucson Regional Economic Opportunities, Inc. (TREO), which was formed in 2005 to serve as the lead economic development agency for the greater Tucson area and its surrounding community partners. As part of its efforts, TREO was instrumental in developing the Southern Arizona Logistics and Education Organization (SALEO), the first of several projects developed to promote and grow the transportation and logistics industry in southern Arizona. SALEO was born of a need to raise the awareness and importance of the value of the transportation and logistics industry to the region, especially the role that industry plays as a catalyst for economic growth. SALEO provides networking opportunities for representatives of the transportation and logistics industry and the users of these services. SALEO hosts dinner meetings on different logistics topics each month.



by water, highway, rail line, air carrier, and/or pipelines. In some locations, statewide port planning and coordination occurs in economic development agencies.

In addition to state transportation agencies, MPOs, and economic development agencies, a variety of federal, state, regional, and local governmental agencies may be appropriate to engage in freight planning. Types of agencies to consider include various federal modal administrations, state agencies involved with coordinating modal transportation or resource-based industries such as agriculture or timber, regional or corridor transportation groups, and county and city governments.

Question. *What steps should be taken first to get the private sector involved in public sector planning for freight mobility and other freight-related issues?*

Answer. *The first steps are to identify the initiative for which private sector input is desired, and then to estimate the resources needed and available to begin and complete the initiative. Estimating resources needed includes developing an estimated budget and identifying staff to do the work. This may include budgeting for consultant work.*

Representatives from colleges or universities may be interested in freight planning activities of states and MPOs. In recent years, university transportation centers (UTCs) have allocated resources to freight planning and a variety of freight-related special studies. One of these UTCs—the National Center for Freight and Infrastructure Research and Education at the University of Wisconsin, Madison—focuses on education, research, outreach, training, and technology transfer relating to safe, efficient, and sustainable infrastructure for the movement of goods (<http://cfire.wistrans.org>). Additionally, a number of universities and colleges have established courses in logistics and related subjects which may cover freight planning topics; the Council of Supply Chain Management Professionals provides a listing of many of these colleges and universities at <http://cscmp.org/education/edulisting.asp>.

Citizens' groups may want to be involved in planning activities where freight movements occur near residential neighborhoods, where redevelopment from industrial to other land uses is contemplated or underway, or where real or perceived conflicts occur between goods movements and people movements. Some of the issues are discussed in a 2003 NCHRP report on *Integrating Freight Facilities and Operations with Community Goals* (<http://www.trb.org/Main/Public/Blurbs/153101.aspx>).

Identifying Specific Entities or Individuals for Involvement

One approach to begin identifying entities or individuals for involvement in freight planning activities is to look for private sector and other freight stakeholders who have been involved with previous or current planning efforts of the state transportation agency or MPO. For example, freight stakeholders may have served on advisory committees for multimodal, modal, or regional transportation plans; for transportation improvement programs; or for special studies. Individuals with previous involvement often understand the basic purposes, approaches, concepts, and other aspects of public sector transportation planning. They may be willing to assist further by serving on specific freight initiatives, especially if through their previous service they have helped develop recommendations urging transportation agencies to begin or intensify their freight planning efforts.

In addition to involvement by stakeholders who have previously served as advisors, transportation agencies may want to widen the pool to include representatives from other groups or organizations. This can be done in a variety of ways depending on the specific circumstances of the transportation agency and its staffing resources. Preparing a list of groups to consider might be a first step. Such a list might be developed by doing one or more of the following:

- Asking stakeholders from previous efforts to provide names of other groups or people that might be appropriate to engage
- Asking other staff in the transportation agency for their recommendations
- Seeking recommendations from economic development agencies or chambers of commerce



Question. *How does the public sector “cast the net” widely enough to get input from a broad section of freight stakeholders, as compared to getting input from only a few private sector individuals willing to devote time and energy to freight planning activities?*

Answer. *To the extent practical, public sector representatives should make continuing efforts to seek input from a broad variety of stakeholders, including at a minimum various types of shippers and carriers. At the state level, stakeholders should be sought from across the state geographically and by size of community or region. Obtaining input from representatives of business associations or organizations, which often represent a diverse spectrum of their membership, may be the most feasible option when representatives from individual businesses or industries are not available.*

- Contacting shipper, carrier, or other associations for their recommendations
- Checking phone book yellow pages or business directories and databases for names of organizations to consider contacting
- Contacting shippers, carriers, or other stakeholders directly to ask for their participation

Once a preliminary list of entities and individuals has been developed, agency staff will need to consider how to refine the list to meet the needs of the specific freight planning activity. For multimodal freight planning, a group of freight stakeholders would need to be broadly based representing a wide variety of interested parties. A more specific activity such as developing a transportation improvement program might need input from a less diverse group of individuals to include, at a minimum, freight shippers and providers of freight transportation services as stipulated in federal transportation funding legislation. Refining the list may include making decisions about geographic representation and other considerations as well as which specific groups to involve.

Someone from a public agency will then need to contact entities or individuals on the refined list. This could include contacting a specific individual if previous work has resulted in identifying a contact person. Or it could include contacting a group or organization, explaining the reasons for making the contact, and asking for the name or names of specific individuals if the group or organization agrees to be involved.

Getting agreement to participate in public sector freight planning initiatives may be enhanced if a high-level agency executive makes the request. Depending on the specific circumstances involved, this could be done informally or formally; e.g., by letter.

Challenges and Issues

Some agencies have experienced difficulties in identifying more than a few private sector representatives who are willing to provide input for freight planning activities. Or the participating private sector representatives do not represent a cross-section of freight stakeholders, which could result in recommendations that are narrow in scope and not representative of the larger freight community. Another issue is maintaining private sector interest over time. Many private sector stakeholders have limited time and energy for serving in an advisory capacity to public agencies. Working with the private sector on freight planning and programming is considerable work and requires an appropriate level of public sector staffing and other resources as determined by the nature of the specific initiative undertaken. To facilitate private sector involvement, transportation agencies need to provide stakeholders with clearly articulated information about the purpose, duration, expectations, anticipated outcomes, etc. of their involvement. And the results of planning and programming activities need to show that private sector involvement has made a difference in addressing freight problems and concerns.



Question. *How can public sector freight planners “get up to speed” on what transportation issues and problems matter to private sector stakeholders?*

Answer. *As the need for freight planning increases, a growing number of public sector resources are available to planners. FHWA provides extensive information through the Office of Freight Management and Operations and the Freight Professional Development Program: <http://www.ops.fhwa.dot.gov/freight/index.cfm>.*

AASHTO administers a Freight Transportation Network through which its modal and economic development policy committees address timely freight issues. For more information, see <http://freight.transportation.org>.

Private sector freight professional organizations, such as the Council of Supply Chain Management Professionals (CSCMP), afford excellent opportunities for networking and learning about freight issues. Most CSCMP local roundtable events are open to the public with a modest event fee. For more information, see <http://cscmp.org/roundtable/roundtable-lp.asp>.

5. How Can the Public Sector Best Engage the Private Sector?

This section of the guidebook discusses how to engage the private sector in freight planning activities with or without the involvement of freight stakeholder groups. The discussion begins with a general discussion of public involvement procedures. This is followed by 1) the identification of specific planning and programming activities in which to engage the private sector, and 2) a review of public involvement procedures that can be and have been used for obtaining input from freight stakeholders. Section 5 concludes with a brief discussion of challenges and issues relating to considerations about ways to involve the private sector.

General Public Involvement Procedures

To help agencies understand public involvement procedures for transportation planning, FHWA has developed a web site on Technical Resources for Transportation Capacity Building (<http://www.planning.dot.gov/default.asp>). The web site covers a variety of topics, including Public Involvement Techniques for Transportation Decision-Making (http://www.planning.dot.gov/PublicInvolvement/pi_documents/toc-foreword.asp). Especially relevant for this guidebook are the following five steps identified for setting up and implementing a public involvement program.

1. Set goals and objectives for the public involvement program
2. Identify the people to be reached
3. Develop a general approach or set of general strategies that are keyed to the goals and objectives of the involvement program and the characteristics of the target audiences
4. Flesh out the approach with specific techniques
5. Assure that the proposed strategies/techniques aid decision-making to close the loop

Sections 3 and 4 of this guidebook address steps one and two. Section 5 addresses steps three, four, and five as shown in the following discussion.

Planning and Programming Activities in Which to Engage the Private Sector

Table 1 and **Table 2**, based on materials from NCHRP reports 570 and 594, show a wide range of planning and programming activities for which to consider involving public and private sector freight stakeholders. As can be seen in Table 1, outreach and partnership needs range from low to high depending on whether the transportation agency is using the basic approach or the advanced approach in working with freight stakeholders. Under a basic approach, most activities require a low or moderate level of outreach or partnership needs. Under an advanced approach, most activities require a moderate or high level of outreach or partnership needs.

As can be seen in Table 2, most involvement activities fit into one of the following areas: needs identification, plan development, programming, and project development. Private sector involvement is most important for developing a state or regional freight industry profile, identifying needs, conducting a hotspot or bottleneck analysis, and linking freight and land use planning.

Table 1: Outreach and Partnership Needs - Basic and Advanced Approaches

Planning Area	Outreach Needs (Low, Moderate or High)	
	Basic Approach	Advanced Approach
Freight Policy Directive	Low. Requires internal staff coordination.	Moderate. Requires discussions with private sector stakeholders to facilitate development of freight policies.
Regional Freight Profile	Moderate. Requires completion of a limited number of interviews and contact and engagement of local freight organizations.	High. Requires completion of interviews, focus groups, and surveys and the development of a freight TAC.
Freight Needs and Deficiencies	Low. Requires limited interviews and focus groups with a small number of private partners.	High. Requires completion of significant interviews and focus groups with a small number of private partners and the organization and implementation of a freight TAC.
Freight Long-range Plan Element	Moderate. Requires limited outreach to private partners through interviews and focus groups. Builds on earlier outreach efforts.	High. Requires significant outreach to private partners through interviews, focus groups, public meetings, and a freight TAC.
Freight Project Identification	Low. Requires limited outreach to a small number of private partners to validate projects identified as beneficial to freight.	High. Requires significant outreach to private partners through interviews, focus groups, general public, and a freight TAC.
Freight Analysis in Corridor Studies	Low. Requires inclusion of private partners in general outreach activities. Existing advisory committees can provide valuable input.	High. Requires involvement of private partners in all the planning outreach activities, conduct of interviews and focus groups, and engagement of a freight TAC.
Freight Project Evaluation Criteria	Low. Requires limited outreach to private partners to verify evaluation criteria.	Same as for the basic approach.
Freight Performance Measures	Moderate. Requires outreach to private partners to solicit feedback on proposed freight performance measures.	Same as for the basic approach.
Funding and Innovative Financing Techniques	High. Requires significant outreach to private partners to build support for projects. Activities should consist of interviews, focus groups, and formal freight Technical Advisory Committee (TAC) meetings.	Same as for the basic approach.
Freight Project Impact Assessment	High. Requires significant outreach to private partners to build support for projects. Activities should consist of interviews, focus groups, and formal freight technical advisory committee (TAC) meetings.	Same as for the basic approach.
Data and Analytical Tools	Moderate. Requires outreach to private partners through interviews, focus groups, surveys, and formation of a freight TAC to support a wide range of activities that rely on data and input.	Same as for the basic approach.
Training and Education	Moderate. Requires outreach to private partners to collect data on the freight system as well as collecting and reviewing available research and data from available sources (e.g., other MPOs, state DOTs, FHWA).	Same as for the basic approach.

Source: Based on materials from TRB NCHRP Report 570



Table 2: Levels of Private sector Involvement in Planning Processes

Elements of the Freight Planning and Programming Process	Activities	Private sector Involvement
Needs Identification	Developing a freight industry profile	☒☒☒
	Engaging the private sector in the needs identification process	☒☒☒
	Conducting a hotspot or bottleneck analysis	☒☒☒
Plan Development	Identifying corridors and facilities of statewide or regional significance	☒☒
	Developing freight performance measures	☒☒
	Linking freight and land use planning	☒☒☒
Programming	Developing freight specific evaluation criteria	☒☒
	Evaluating economic and other public benefits of freight improvement projects	☒
	Using alternative funding and financing approaches	☒☒
Project Development	Addressing National Environmental Policy Act requirements within freight projects	☒☒
	Incorporating context sensitive solutions into freight projects	☒☒
Less Important ☒ ☒☒ ☒☒☒ More Important		

Source: based on materials in TRB NCHRP Report 594.

Procedures for Obtaining Private Sector Input

Examples of procedures for engaging the private sector include information exchange, surveys and interviews, and regular input through stakeholder groups such as freight advisory committees (**Figure 4**). While the graphic in Figure 4 suggests that engaging the private sector for the purposes of making programmatic investment decisions is a journey, it doesn't have to be. For most MPOs and state planning agencies engaging freight stakeholders is a progressive learning experience. Note, none of the examples referenced in the graphic are mutually exclusive.



Figure 4: Examples of Procedures for Obtaining Private sector Input



Source: FHWA, Workshop on "Engaging the Private Sector in Freight Planning"

Information Exchange

Exchanging information enables public sector planners and decision-makers to better understand issues and concerns of freight stakeholders, and enables private sector representatives to better understand how public transportation planning and funding processes work. Information exchange may occur in a variety of ways, such as:

- Attending industry meetings, conferences, and other events
- Hosting seminars for freight stakeholders
- Establishing working groups for specific topics or initiatives
- Conducting or participating in freight research that involves the private sector

Information exchange through formal and informal networking is one of the most common ways for public agencies to involve the private sector in freight planning activities. The FHWA's monthly "Talking Freight" seminar series, for example, provides opportunities for freight planners to learn more about private sector issues and concerns as well as how other freight planners have engaged the private sector.

Additionally, several transportation agencies have conducted seminars or forums where representatives from the public and private sectors exchange information. State-level examples include:

- The Colorado DOT, which in 2008 hosted a one-day Colorado FAC Seminar where public and private sector representatives made presentations on various freight-related topics
- The Minnesota DOT co-sponsors an annual half-day Freight and Logistics Symposium with the Twin Cities Roundtable of the Council of Supply Chain Management (CSCMP). The event is planned and hosted by the



Question. *How should public sector representatives address what they can and may be able to do in view of private sector expectations about finding and delivering solutions for freight transportation problems?*

Answer. *Public sector representatives should be cautious about over-promising what they can deliver. With funding shortfalls, public sector representatives may want to concentrate on addressing policy guidance and relatively low-cost freight mobility projects and concerns. Low-cost solutions that are easily implemented, sometimes referred to as “quick-start” or “fast-action” projects, also serve to provide private sector representatives with recognizable feedback resulting from their participation.*

University of Minnesota’s Center for Transportation Studies. One of the goals of the annual symposium is to bring together public and private sector freight professionals to explore timely issues. For more information visit: <http://www.cts.umn.edu/Events/FLOGSymposium/2008/>

At the MPO level there are also a variety of means that planning agencies have undertaken to broaden freight information exchange opportunities, for example:

- The Baltimore MPO has paid the membership fees for some freight staff to join and participate in activities of the Baltimore CSCMP Roundtable.
- The Delaware Valley Regional Planning Commission has hosted several networking events, including a “Freight for a Day” event in 2006 (http://www.dvrpc.org/announce/2006-04_freight.htm)

Other public sector organizations hold events that provide for information exchange between agencies, the private sector, and the general public. Port districts or authorities in many states are public agencies that work extensively with the private sector on transportation, economic development, and other initiatives. Some ports hold outreach activities to tell what they do and how what they do impacts regional economies. An example is the Port of Portland’s (Oregon) annual Seaport Celebration (http://www.portofportland.com/PortDispatch/PortDispatch.aspx?contentFile=Issue_2008_09/Content/page2.ascx) which provides visitors with an opportunity to view exhibits and demonstrations about port facilities and to tour a container terminal.

Formal interviews and surveys go beyond information exchange by enabling public agencies to obtain information and/or data in a structured format administered uniformly across businesses and stakeholders. Interviews and surveys may be useful for helping decision-makers set policy to guide planning activities. Other types of research and evaluation may help decision-makers establish benchmarks for existing programs as well as develop targets for future performance.

Policy Guidance

Private sector representatives can provide policy guidance in several ways. The most common way probably is through providing input to the development of multimodal and modal transportation plans. This could include helping develop freight-related language for goals, objectives, policies, strategies, actions, priorities,

In 2002, the Minnesota Department of Transportation’s (Mn/DOT), District 4 sponsored an industry bus tour of the district. Bus tour participants included the district’s management team, central office department heads, including the deputy commissioner, and local officials. The bus made impromptu visits to regional businesses to discuss transportation issues and learn about business transportation concerns, including:

- **The need for timely response on oversize permit requests**
- **Greater cooperation between states on permitting and trucking regulation**
- **Timely information on road construction and seasonal weight restrictions**

The information from the tour was used to help update the district’s transportation plan.

Districts 4 and 2 also hold meetings annually with haulers in key industries, like timber and sugar beets, to exchange information about harvest areas and upcoming road construction projects.



Question. *What practices should the public sector avoid when working with private sector stakeholders on freight planning and programming?*

Answer. *Public agencies should avoid over-committing what they can deliver. As noted elsewhere, they should seek to offer opportunities for freight shippers and providers of freight transportation services with reasonable opportunities to provide input on freight transportation plans and improvement programs. Once the input is obtained, public agencies need to be able to show that they listened to what the stakeholders said even if the stakeholders' concerns were not implemented due to funding or other reasons.*

performance criteria and targets, and other plan components. Results from the AASHTO and AMPO surveys, referenced in Section 2 of this guidebook, showed that multimodal and modal plans, along with special studies, were the most common types of activities in which state and metropolitan transportation agencies had involved private sector participants.

The AASHTO and AMPO surveys and other sources have shown that public agencies seek freight stakeholder policy guidance in a variety of ways, including through:

- Meetings of policy, technical, citizens, and other committees formed for plan development
- Meetings of agency governing bodies such as boards and commissions
- Public information/listening meetings, feedback forums, “think tank” sessions, and workshops conducted by transportation agencies
- Formal meetings of carrier, shipper, and other freight-related groups, including modal and multimodal advisory committees
- Informal contacts between agency personnel and stakeholders
- Agency surveys of and interviews with stakeholders
- Regional working groups and regional tours

Committees for specific purposes, such as plan development, often are disbanded after reaching specific endpoints such as plan adoption, but may be re-formed later for other planning initiatives where private sector input is desired. Input may be ongoing from formal meetings of carrier, shipper, and other freight-related groups, including modal and multimodal advisory committees.

A recent Freight Plan Showcase meeting is an example of freight stakeholder involvement in policy development. On October 15, 2008, the Delaware Valley Regional Planning Commission (DVRPC) sponsored the showcase to support development of the 2035 long-range transportation plan for the Philadelphia metropolitan area in Pennsylvania and New Jersey. Participating private and public sector representatives explained various steps of moving commodities through a supply chain from origin to destination. DVRPC staff also presented a draft set of projects intended to maintain and improve the region’s freight network as identified through research and discussion with the region’s stakeholders. See the following for more information about the showcase: http://www.dvrpc.org/announce/2008-09_freight.htm.

Developing freight-related performance measures is another form of policy guidance. Numerous planners and researchers have developed performance measures in reports completed or in progress such as the following:

Freight Performance Measures Guide (http://www.utexas.edu/research/ctr/pdf_reports/0_5410_P3.pdf), prepared in 2006 for the Texas DOT

Measurement Sources for Freight Performance Measures and Indicators (<http://www.lrrb.org/pdf/200812.pdf>), prepared in 2008 for the Minnesota DOT

Forecasting Statewide Freight Toolkit (<http://www.trb.org/Main/Public/Blurbs/159781.aspx>), prepared in 2008 for the Transportation Research Board, National Cooperative Highway Research Program



“Freight Performance Measures: Approach Analysis,” research in progress for the Oregon DOT (http://www.oregon.gov/ODOT/TD/TP_RES/docs/Reports/2010/Freight_Performance_Measures.pdf)

“Performance Measures for Evaluating Multi-state Projects,” research in progress for the Mississippi Valley Freight Coalition (<http://www.wistrans.org/cfire/Research/MVFC/11/index.html>)

“Performance Measures for Freight Transportation,” project #03 in progress for TRB’s National Cooperative Freight Research Program (NCFRP) (<http://www.trb.org/TRBNet/ProjectDisplay.asp?ProjectID=1575>)

Web links to additional information on freight performance measurement are available on an FHWA web page at (http://ops.fhwa.dot.gov/freight/freight_analysis/perform_meas/index.htm).

Programmatic Input

Establishing regular and consistent stakeholder feedback and interaction over time may be a target or goal for agencies wanting to demonstrate ongoing engagement with the private sector in the development of transportation plans and improvement programs. With regular feedback over time, freight stakeholders are meaningfully involved with the development of specific projects and investments, share strategies with infrastructure providers, and see the development of infrastructure that responds to freight mobility needs (**Figure 5**). Freight stakeholders actively participate in identifying needs and projects and in recommending project priorities. Public agencies obtain information and data directly and indirectly from private sector stakeholders for usage in evaluating needs and projects and for improving freight components of travel models. With input, data, and other information from stakeholders, public sector decision-makers can choose projects and investments that respond to freight mobility needs and other policy goals and targets.

Working with a freight stakeholder group may be the most effective way of obtaining private sector involvement over time. Such a group would meet at regular intervals and would have specific goals, objectives, or other guidance about what the group seeks to accomplish or is legislatively directed to accomplish. Freight stakeholder groups may be modal or multimodal in nature. In some states, modal stakeholder groups have been formed for air, motor carriers, rail (freight and passenger), and/or waterways/ports. In a few states, multimodal freight stakeholder groups have been established. Section 6 of this guidebook provides more detail on state and metropolitan freight stakeholder groups.

Performance Measures for Freight Transportation

The objective of this project is to identify measures to gauge the performance of the freight transportation system. The measures should support investment, operations, and policy decisions by a range of stakeholders, both public and private, and reflect local, regional, national, and global perspectives. Areas of emphasis should include, but not be limited to, efficiency, effectiveness, capacity, safety, security, infrastructure condition, congestion, energy, and environment.

Source: TRB, NCFRP 03 project description



Figure 5: Attributes of Active Freight Stakeholder Involvement



Source: FHWA, Workshop on “Engaging the Private Sector in Freight Planning”

Question. *What real world examples can public sector planners show as solutions that were identified and implemented wholly or partly as a result of private sector involvement in freight planning activities?*

Answer. *In Section 7, this guidebook identifies a number of state and metropolitan examples, as well as case studies in other guidebooks, showing how public agencies have engaged the private sector, including in implementing solutions. A number of the examples and case studies show how private sector input has helped in identifying needs and in prioritizing projects that are then included in transportation improvement programs and are subsequently built or otherwise implemented.*

Challenges and Issues

A major issue is determining the appropriate level of staff and other resources to allocate toward engaging the private sector, and correspondingly, finding the budget to conduct the desired set of activities. This will depend in part on the specific activities for which the public sector wants to obtain private sector involvement, but at a minimum should include obtaining their input for state and metropolitan multimodal plans and transportation improvement programs. For state transportation agencies, the activities and budgeted amounts may be shown when identifying planning-related activities to be carried out with funding obtained through the federal state planning and research (SPR) program. For MPOs, the activities and budgeted amounts are often formalized through unified planning work programs.

Related issues include developing skills of planning staff to a level adequate for gaining credibility with the private sector, and the commitment of high-level public sector managers/decision-makers to incorporating freight issues and concerns into plans, improvement programs, and other freight-related activities. The specific methods for engaging the private sector and obtaining their input will depend on how commitment from publicagency decision-makers, staff skills and availability, and private sector interest and involvement uniquely come together in a state or metropolitan area.



6. Freight Stakeholder Groups

This section of the guidebook discusses freight stakeholder groups at the federal, state, and regional levels; provides information on missions, purposes, objectives, and other guidance statements for existing freight stakeholder groups; summarizes reasons for and against working with freight stakeholder groups; and identifies organizations to consider for freight stakeholder group membership along with ideas about roles and responsibilities of the members. Where applicable, examples from existing stakeholder groups are used for illustration. The section concludes by outlining potential public and private sector challenges and issues relating to freight stakeholder groups.

Question. *What levels of public sector officials and private sector representatives should be involved in freight stakeholder groups?*

Answer. *For major initiatives such as transportation plans, the public sector may want to seek involvement from high level representatives of businesses and associations. Public agencies may want to involve high level managers if they are seeking high level private sector representatives. For lesser initiatives, planning staff, lower level agency managers, and lower level private sector managers or staff may be appropriate.*

Guidebook users are reminded that federal legislation does not require state transportation agencies or MPOs to start and maintain stakeholder advisory groups. Some jurisdictions, however, have found that such groups provide valuable input as part of the state or regional public involvement process for transportation planning and programming.

Types of Freight Stakeholder Groups

Freight stakeholder groups are typically categorized as boards, coalitions, committees, councils, partnerships, or task forces. These groups are established at national, regional, state, metropolitan, and local levels.

National Level

The Freight Stakeholders Coalition, administered through the American Association of Port Authorities, is a national freight advisory group. The coalition's mission is to represent "shippers and public and private transportation providers working together to support policies to promote freight mobility in the United States." One of the coalition's major activities has been to develop a nine-point Freight Stakeholders TEA-21 Reauthorization Agenda. Among the nine points was a proposal to "form a national freight industry advisory group pursuant to the Federal Advisory Committee Act to provide industry input to USDOT." This proposal was not included in SAFETEA-LU legislation but may be reconsidered during reauthorization discussions for future surface transportation funding legislation. See Appendix 3 for details about the coalition's proposal. More information about the coalition is available at: <http://www.freightstakeholders.org>.

National-level advisory groups also include two commissions established in SAFETEA-LU: the National Surface Transportation Policy and Revenue Study Commission and the National Surface Transportation Infrastructure Financing

Members of the Freight Stakeholders Coalition

- American Association of Port Authorities
- Association of American Railroads
- American Association of State Highway and Transportation Officials
- Association of Metropolitan Planning Organizations
- American Trucking Associations
- Coalition for America's Gateways and Corridors
- Intermodal Association of North America
- Inland Rivers Ports and Terminals Association
- National Association of Manufacturers
- National Association of Regional Councils
- National Association of Waterfront Employers
- National Industrial Transportation League
- National Retail Federation
- Retail Industry Leaders Association
- U.S. Chamber of Commerce
- Waterfront Coalition
- World Shipping Council



Question. *Should a freight stakeholder group be administered formally or informally? What are the characteristics of formal versus informal freight stakeholder groups?*

Answer. *State or metropolitan legislators, boards, commissions, or administrators will decide whether stakeholder groups will be formal or informal. A formal group is one that has legislation, bylaws, or similar guidance governing the group's responsibilities, membership, and so forth. An informal group has less formal guidance. Formal groups may be formed when decision-makers want to formally commit to obtaining input from freight stakeholders. Sometimes the freight stakeholders work with decision-makers to influence the type of formal arrangement developed.*

Commission (<http://financecommission.dot.gov/index.htm>). SAFETEA-LU requires both commissions to obtain input from freight providers to help address policy, financing, and infrastructure financing needs of the surface transportation system, including its freight components.

Regional Level

Regional stakeholder groups have been established to coordinate and advocate for improvements in support of people and goods movement. Examples include the Mississippi Valley Freight Coalition, the I-95 Corridor Coalition, and the West Coast Corridor Coalition. The Mississippi Valley Freight Coalition is a 10-state organization that cooperates in the planning, operation, preservation, and improvement of transportation infrastructure in the central and northern Mississippi Valley region (<http://www.mississippivalleyfreight.org/>). The I-95 Corridor Coalition is a partnership of transportation agencies and related organizations to accelerate improvements for people and goods movement from Florida to Maine (<http://www.i95coalition.org>). The West Coast Corridor Coalition advocates for solutions to transportation system challenges in Alaska, Washington, Oregon, and California by developing and supporting projects of corridor significance, sharing best practices, encouraging joint efforts and cooperation, and advocating for funding of transportation system improvements in the region (<http://www.westcoastcorridors.org>).

State Level

Several states have freight stakeholder groups or advisory committees. In a 2007 AASHTO survey, about 25 percent of responding states reported engaging the private sector through FACs. In a 2008 AASHTO survey conducted in support of this guidebook, about 35 percent of state transportation agency respondents reported having standing committees or freight advisory committees for obtaining input from the private sector. Among the states that in the past or currently have freight stakeholder groups are California, Colorado, Florida, Indiana, Massachusetts, Minnesota, New Jersey, Oregon, Virginia, and Washington. Additionally, in several states, modal freight stakeholder groups (e.g., for rail) provide input to transportation agencies.

Metropolitan Level

At the metropolitan level, the percentage of MPOs with freight stakeholder groups appears to be similar to the percentage of states with stakeholder groups such as a freight advisory committee. About 18 percent of respondents to a 2003 Association of Metropolitan Planning Organizations (AMPO) survey reported having a FAC. In a 2007 survey by the FHWA, 30 percent of respondents reporting having formal arrangements for communicating with freight stakeholders. In a 2008 AMPO survey conducted in support of this guidebook, about 40 percent of metropolitan planning organization respondents reported having standing committees or freight advisory committees for obtaining input from the private sector. Several MPO freight stakeholder groups have operated for more than 10 years; these include the Goods Movement Task Force of the Delaware Valley Regional Planning Commission, the Intermodal Advisory Task Force (now the Chicago Metropolitan Agency for Planning Freight Committee), and the Freight Mobility Round Table of the Puget Sound Regional Council.

Local Level

Several cities, including Seattle, Washington and Portland, Oregon, have freight stakeholder groups. The Seattle Freight Advisory Committee, established in 2002, makes recommendations, supports city implementation of regional



Question. *Who or what organizations should be represented in a freight stakeholder group?*

Answer. *At a minimum, freight shippers and carriers or transportation providers should be represented.*

planning initiatives, and serves as a forum for exchange between stakeholders and government agency staff on freight mobility transportation improvements, problem identification, ideas for solutions, and funding opportunities (<http://www.seattle.gov/transportation/fmac.htm>).

The Portland Freight Committee, established in 2003, advises the city's Office of Transportation and City Council on issues related to freight mobility. Its mission is to support and enhance the economy of the City of Portland by advancing a balanced and well-managed multimodal freight network (<http://www.portlandonline.com/TRANSPORTATION/index.cfm?a=86660&c=38846>).

Mission, Purpose, Objectives, and Other Guidance for Freight Stakeholder Groups

State and regional freight stakeholder groups provide input to transportation agencies, transportation commissions, and other groups about concerns, needs, priorities, and other issues affecting freight mobility. The issues often include capacity, congestion, cost, environmental concerns, financing, infrastructure needs, land use, mobility, rates, regulations, reliability, safety, and security.

State freight stakeholder groups often adopt formal language to guide their activities. Guidance language can take several forms such as mission statements, purposes, goals, objectives, and key roles. **Table 3** shows guidance language for freight stakeholder groups in Colorado, Minnesota, Oregon, Virginia, and Washington. Key themes include:

- Advise DOTs, transportation commissions, and legislatures on freight issues, policies, planning processes, priorities, projects, research, and funding needs
- Educate the private sector on public sector planning processes
- Serve as a forum for improving the public's understanding of freight's economic importance and needs

The examples in Table 3 illustrate different themes among freight stakeholder groups.



Table 3: Examples of State Freight Stakeholder Group Guidance Statements

Colorado Freight Advisory Council
<p>Objectives</p> <ul style="list-style-type: none"> • Serve as a forum for discussion regarding freight movement and freight infrastructure within Colorado • Educate freight interests regarding local, regional, and statewide transportation planning processes • Educate the public sector regarding the importance of freight infrastructure improvements throughout the state • Work with the State Transportation Advisory Committee to incorporate freight interests into transportation planning to improve freight infrastructure • Improve statewide understanding of the importance of freight transportation to Colorado <p>Source: Tamela Lang, Colorado DOT</p>
Minnesota Freight Advisory Committee
<p>Objectives</p> <ul style="list-style-type: none"> • Ensure freight transportation needs are addressed in planning, investment, and operation of Minnesota's transportation system • Establish guidelines to measure and manage the state's freight transportation needs • Provide input and direction to Mn/DOT's freight investment committee on freight transportation policies, needs and issues • Recommend program and research areas for Mn/DOT follow-up and direction • Represent the needs and requirements of freight transportation to the public, elected officials, and other public agencies and organizations <p>Source: http://www.dot.state.mn.us/ofrw/mfac.html</p>
Oregon Freight Advisory Committee
<p>Mission</p> <p>To advise the Oregon Department of Transportation, Oregon Transportation Commission and Oregon Legislature on priorities, issues, freight mobility projects and funding needs that impact freight mobility and to advocate the importance of a sound freight transportation system to the economic vitality of the State of Oregon.</p> <p>Source: http://www.oregon.gov/ODOT/TD/Freight/docs/OFAC_Bylaws_5-18-05_final2.pdf</p>
Virginia Freight Advisory Committee
<p>Key Roles</p> <ul style="list-style-type: none"> • Provide input on the freight study, including recommendations on how to structure the study, identification of major issues and where to target resources, and insight into the freight business • Provide a mechanism for communication with the larger freight community • Facilitate partnerships to improve freight mobility and planning • Assist in developing an Action Plan to ensure implementation of recommendations identified in the study <p>Source: http://www.virginiadot.org/projects/vtrans/resources/VFAC_Minutes_060919_rev2.pdf;</p>
Washington State Freight Mobility Strategic Investment Board (FMSIB)
<p>Mission</p> <p>To create a comprehensive and coordinated state program to facilitate freight movement between and among local, national and international markets which enhances trade opportunities. The Board also is charged with finding solutions that lessen the impact of the movement of freight on local communities.</p> <p>Washington's economy is very dependent upon trade and reliant on our ability to compete in a global economy. To remain competitive we need to move our products and goods efficiently. Freight mobility depends, to a great extent, on the efficiency of the State's multimodal transportation network to maintain our competitive position.</p> <p>The Board will propose policies, projects, corridors and funding to the legislature to promote strategic investments in a statewide freight mobility transportation system. They will also propose projects that soften the impact of freight movement on local communities.</p> <p>Source: FMSIB web site http://www.fmsib.wa.gov/</p>



In Colorado, Minnesota, and Oregon, the groups provide advice for planning, policy, programming, and funding. A major role of the FAC in Virginia is to provide input for a statewide freight study and action plan for implementing recommendations identified in the study. In Washington, the FMSIB proposes policies, projects, corridors, and funding to the legislature to promote strategic investments in the statewide freight transportation system. Additionally, the FMSIB is charged with finding solutions that lessen the impact of freight movement on local communities.

As with state freight stakeholder groups, metropolitan area stakeholder groups are guided by formal language such as statements of mission, purpose, and objectives. Table 4 shows guidance language for freight stakeholder groups in the Atlanta, Baltimore, Des Moines, Philadelphia, and Puget Sound (Washington State) metropolitan areas. Key themes in the guidance language are:

- Provide a voice for the freight community in regional transportation planning
- Share information, discuss concerns, and serve as an advocate for local freight operations and improvements for freight and goods movement
- Identify and prioritize needs and investments to promote the safe, efficient, cost-effective, and environmentally responsible movement of freight
- Educate policy makers on interdependence of freight and passenger systems
- Implement regional congestion and intermodal management programs
- Promote economic development
- Improve data/technology sharing for freight analyses and planning



Table 4: Examples of Metropolitan Freight Stakeholder Group Guidance Statements

Atlanta Regional Commission (ARC) Freight Advisory Task Force
<p>Objectives</p> <ul style="list-style-type: none"> • Provide input on policies and improvements for freight mobility • Identify freight mobility characteristics and needs • Highlight the significance of freight to the region • Improve safety of the transportation system • Prioritize freight transportation needs and investments <p>Source: http://arc.prod.bridgelinesw.net/transportation/freight</p>
Baltimore Metropolitan Council (BMC) Freight Movement Task Force
<p>Purpose</p> <p>To provide the public and the freight movement community a voice in the regional transportation planning process. The FMTF is a forum for Baltimore region freight stakeholders to share information and discuss motor truck, rail, air, and waterway concerns.</p> <p>Source: http://www.baltometro.org/content/view/351/277/</p>
Delaware Valley Regional Planning Commission (DVRPC) Goods Movement Task Force
<p>Purpose</p> <p>Maximize the Delaware Valley's position in the global economy by promoting local freight operations and implementing a regional goods movement strategy.</p> <p>Objectives</p> <ul style="list-style-type: none"> • Insure the participation of the freight industry in the planning process • Identify improvements to facilitate the safe and efficient movement of freight • Implement regional congestion and intermodal management programs • Improve communications and data and technology sharing <p>Source: http://www.dvrpc.org/Freight/freightplanning.htm</p>
Des Moines Area Metropolitan Planning Organization (DMAMPO) Freight Roundtable
<p>Mission</p> <p>To work with the public and the private sector to maximize the Des Moines metropolitan area's, central Iowa's, and Iowa's economic opportunity through development of and advocacy for an efficient transportation system to promote economic development and trade in the North American trade corridor centered on I-35/I-29 and connecting Canada, the United States, and Mexico.</p> <p>Source: http://www.psrc.org/about/advisory/roundtable/</p>
Puget Sound Regional Council (PSRC) Freight Mobility Roundtable
<p>Mission</p> <p>To engage leaders in the central Puget Sound region in a publicprivate partnership for our economy and, as a critical part of this, for the mobility of freight and goods. To provide the freight movement community with a voice, and to advance the region's freight movement in a reliable, multimodal and intermodal, efficient, cost-effective, safe and environmentally responsible manner.</p> <p>Objectives</p> <ul style="list-style-type: none"> • Frame issues of concern to the freight community and serve as an advocate for policies and improvements to freight and goods mobility • Participate in the transportation planning and investment decision processes recognizing the need for coordination between personal and freight mobility • Review data and information used in freight analyses and planning • Educate policy makers about the interdependence of freight and passenger systems and the significance of freight mobility to the continued growth of the regional economy • Serve as the sounding board for the sponsors and all participant organizations on freight concerns and issues <p>Source: http://www.fhwa.dot.gov/freightplanning/puget.html#council.</p>



Reasons For and Against Working with Freight Stakeholder Groups

A primary reason for public sector agency involvement with a freight stakeholder group is to obtain input on private sector concerns and needs regarding the movement of freight to and from their businesses locally, regionally, nationally, and internationally. A freight stakeholder group provides a forum where private sector representatives can voice their concerns and where they can learn how the public sector decision-making process works for transportation project funding and implementation.

Question. *What strategies should a transportation agency employ to keep private sector stakeholders engaged over time in freight planning activities?*

Answer. *The best way to keep the private sector involved is by showing that their input has been considered in transportation funding decisions and project implementation. This includes the inclusion of freight-related projects in transportation improvement programs and the construction/implementation of projects that address mobility and other concerns of freight stakeholders.*

A transportation system that works well for freight movements can support and enhance local economic well-being of residents in the area served by the transportation agency. Obtaining input from freight stakeholder group members helps transportation agencies meet federal legislative direction for state transportation agencies and MPOs to obtain input from freight shippers and providers of freight transportation services when developing long-range transportation plans and transportation improvement programs (see Appendix 2 of this guidebook).

Additionally, NCHRP Report 570, *Guidebook for Freight Policy, Planning, and Programming in Small- and Medium-Sized Metropolitan Areas*, indicates that private sector participation in freight policy, planning, and programming is important for

- Facilitating private sector acceptance of transportation program elements
- Promoting the strategic role of freight to the region's economic competitiveness
- Improving industry support of and cooperation with freight data collection efforts
- Leading efforts for creating publicprivate freight partnerships
- Rallying political support for freight-related products

Insufficient funding or staff resources are reasons why a state transportation agency or MPO might choose not to work with a freight stakeholder group. Starting and maintaining a stakeholder group requires allocating staff to work with group members on setting and distributing agendas, maintaining mailing lists, and coordinating a variety of related activities. Ideally, the publicagency stakeholder group coordinator understands freight-related issues and can convey this understanding in a manner that resonates with the group's leadership and members.

A freight point-of-contact is critically important when dealing with the private sector, because that person often can become the “face” of the DOT or MPO. In addition, designation of a point-of-contact helps to demonstrate a commitment to freight planning in an organization and allows the DOT/MPO to build and sustain relationships with key members of the private sector freight community. These relationships are critical during the needs identification phase of the transportation planning process, because significant private sector outreach is typically required to fully identify and understand freight needs.

Source: TRB, NCHRP Report 594, p. 7



Question. *To what extent should freight planners seek involvement from the private sector in public-private partnerships?*

Answer. *Planners may want to seek involvement from the private sector if they are developing public-private partnership language for transportation plans, improvement programs, special studies, and other materials. With the increased interest in public-private partnerships, a number of resources have become available for planners and others to use. Resources include an FHWA web site on public-private partnerships at <http://www.fhwa.dot.gov/PPP>, and several publications from the U.S. Government Accountability Office and the Congressional Research Service (see the “References Cited in this Guidebook” section of Appendix 4).*

A transportation agency might decide not to work with a freight stakeholder group if the agency has had difficulties finding private sector representatives willing to devote time and energy to public sector transportation planning activities. Related to this are the difficulties associated with:

- Maintaining stakeholder interest in public sector activities that may be slower and more cumbersome than the private sector prefers or experiences
- Obtaining sufficient public sector funding to address freight mobility needs
- Over-promising what can be delivered
- Failing to use available funding to address the needs identified by freight stakeholders

Membership of Freight Stakeholder Groups

Freight stakeholder groups typically include private sector and public sector representatives. Private sector members may include shippers such as manufacturers, wholesalers, retailers, and other businesses with products to ship; carriers or transportation providers moving products between origins and destinations; logistics companies that provide a variety of services to shippers; and associations representing carriers, transportation providers, or shippers. Public sector members may include representatives from federal, state, regional, and local governments. Where navigable waterways are present, freight stakeholder groups may include representatives of port districts or authorities. Chambers of commerce or economic development organizations sometimes are represented. Other represented organizations may include universities and consulting companies.

Figure 6 shows the types of organizations represented in the membership of freight stakeholder groups at state transportation agencies and MPOs responding to the 2008 AASHTO and AMPO surveys referenced in Section 2 of this guidebook.

For state transportation agencies, the following entities are most represented: associations, public agencies, shippers, and carriers. For MPOs, the most represented entities are carriers, public agencies, port authorities/port districts, and shippers. Colleges and universities are among the entities least represented for state agency and MPO freight stakeholder groups.

Provisions for membership in freight stakeholder groups may be informal or formal. With informal groups, membership often is open to a variety of organizations interested in freight transportation. For example, membership in the Delaware Valley Regional Planning Commission’s Goods Movement Task Force is “open to all trucking, railroad, port, airport, shipper, freight forwarder, economic development, and member government representatives” (<http://www.dvrpc.org/Freight/DVGMTF.htm>).

In a few jurisdictions, more formal arrangements are stipulated by agency or legislative directive. The Colorado Freight Advisory Council has an operating charter stipulating number and type of organizations represented on the council. Legislation authorizing the Oregon Freight Advisory Committee (OFAC) stipulates that “committee membership shall include, but not be limited to, representatives from the shipping and carrier industries, the state, local governments and ports, including the Port of Portland.”

OFAC bylaws (http://www.oregon.gov/ODOT/TD/FREIGHT/docs/OFAC_Bylaws_5-18-05_final2.pdf) further stipulate the maximum committee size (32) and provisions for general and associate members. In Washington State, the Revised

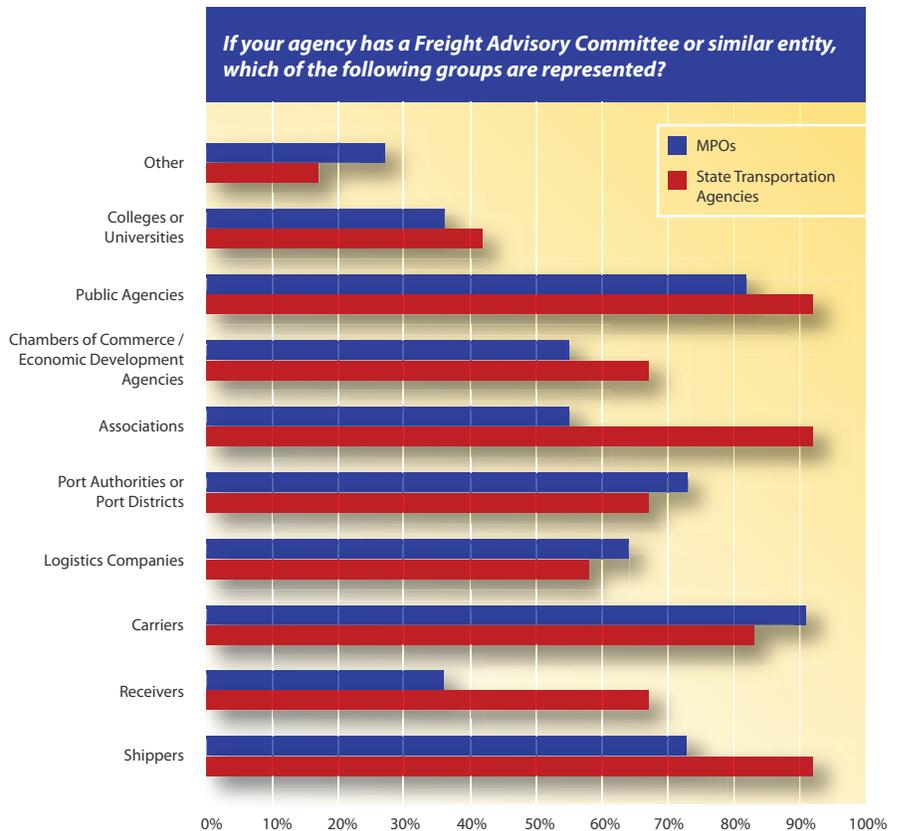


Code of Washington details provisions for membership on the Freight Mobility Strategic Investment Board.

Roles and Responsibilities of Freight Stakeholder Groups

Statements of mission, purpose, objectives, and the like, as shown in Tables 3 and 4, provide general guidance about roles and responsibilities of freight stakeholder groups. The roles and responsibilities are carried out when the stakeholder groups provide input on state transportation agency and MPO initiatives, such as transportation plans and improvement programs, special studies, and needs/project identification and prioritization.

Figure 6: Organizations Represented on Freight Stakeholder Groups



*Warehouses, consultants, governor's office, energy company, truck stop consortium, AAA, developers, airport

Source: 2008 AASHTO and AMPO Surveys

Roles and responsibilities are more formal in a few jurisdictions. This has occurred primarily through legislative action at the state level, and is formalized in statute. In Washington, state law specifies “duties” of the Freight Mobility Strategic Investment Board (<http://apps.leg.wa.gov/RCW/default.aspx?cite=47.06A.020>). These include what the board “shall” do and what the board “may” do. The FMSIB also has developed a set of bylaws (<http://www.fmsib.wa.gov/documents/bylaws918.pdf>) further clarifying its duties and functions.

In Oregon, state law directs the statewide freight advisory committee to (http://www.oregon.gov/ODOT/TD/FREIGHT/docs/ORS_366_212.pdf)

- Elect a chairperson and a vice chairperson
- Meet at least four times a year



Question. *What factors should be considered in deciding whether a freight stakeholder group should be on-going or ad hoc?*

Answer. *An important consideration is whether the agency has sufficient staff and other resources to maintain a freight stakeholder group over time. Another consideration is whether stakeholder group members are willing and available to engage in freight planning activities over time.*

- Provide input on statewide and regional policies and actions that impact freight mobility
- Provide input on the development of policy and planning documents that impact freight mobility
- Advise the commission and regionally based advisory groups about the Statewide Transportation Improvement Program and the program's consideration and inclusion of highest priority multimodal freight mobility projects in each Department of Transportation region

Additionally, the committee “may make recommendations for freight mobility projects to the commission. In making the recommendations, the committee shall give priority to multimodal projects.”

Challenges and Issues

Probably the biggest challenge for the public sector is finding the resources to fund and staff a position to work with the freight stakeholder group. Managing a freight stakeholder group requires a significant amount of staff time depending on a variety of factors such as

- Frequency of meetings and number of stakeholder group initiatives
- Amount of coordination needed between staff and the freight stakeholder group chair and other members (e.g., chairs of stakeholder group subcommittees)
- Amount of work staff does on behalf of the stakeholder group (e.g., finding meeting rooms, helping set agendas, distributing meeting notices and agendas, writing meeting minutes, maintaining stakeholder group files, contacting guest speakers, developing materials for stakeholder group review, and writing draft documents such as letters, memorandums, and reports on behalf of the stakeholder group)

At a minimum, 0.25 of a staff position is needed for managing stakeholder group activities, though requirements could be greater depending on the specific circumstances associated with the stakeholder group. Managing stakeholder group activities may require time from executive-level staff as well as from clerical and other staff.

Another issue is whether freight stakeholder group members believe the public sector is able to deliver results that are meaningful to the private sector. This may require a sustained relationship between the public sector and the stakeholder group due to the long time periods that often are needed to implement public sector transportation projects. Ideally, in the near term, public sector representatives can respond to the private sector's more immediate needs, however defined, and maintain the stakeholder group as a forum in which participants' comfort levels grow over time.

If the public agency does not have the resources to maintain a freight stakeholder group over time, then it should at a minimum devote enough resources to insure that private sector representatives provide input into state and regional transportation plans and improvement programs. This may mean establishing freight stakeholder groups on an ad hoc basis whereby group members provide input during the development of plans and improvement programs, then disband once the input has been provided. Or it may mean identifying stakeholders to serve with other stakeholders on policy-level, technical, or citizens' advisory committees for plans, improvement programs, or special studies.



Another challenge may be finding enough private sector representatives to serve on freight stakeholder groups. Many stakeholders do not have much time, energy, or patience for serving on public sector committees, especially if the stakeholders do not see results that address their concerns. This is true for longer-duration freight stakeholder groups as well as those that are formed for specific purposes such as transportation plans or improvement programs. And it's important for the public sector to show appreciation for private sector involvement, especially to people or businesses that participate on stakeholder committees over long periods of time.

Barriers to Industry Involvement

- **Different time horizons**
- **Time commitments**
- **Understanding of public processes**
- **Relevance of process**
- **Trust**
- **Competitive pressures**
- **Public understanding of private sector issues**

Source: National Center for Freight and Infrastructure Research and Education, Best Practices in Freight Planning, p. 9



7. Public Agency Examples of Engaging the Private Sector

This section of the guidebook provides brief examples of how selected state transportation agencies and MPOs have engaged the private sector in freight policy, planning, and programming. The examples are intended to give guidebook users ideas about developing or expanding public involvement opportunities for freight stakeholders. Included in the examples are transportation agencies for 1) states with less than three million population (North Dakota), three million to ten million population (Colorado and Washington), and more than 10 million population (California and Michigan), and 2) metropolitan areas with a population of less than 250,000 (Bend [OR] and Duluth [MN]-Superior [WI]), 250,000 to one million population (Des Moines [IA] and Nashville [TN]), and more than one million (Chicago and Philadelphia).

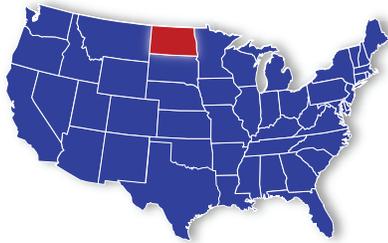
In addition to examples in this section, readers may want to look at case studies in NCHRP Reports Number 570 and 594 for states, metropolitan areas, and other locations as follows:

Question. *Does population size of the state or metropolitan area matter when deciding whether or not to start and maintain a freight stakeholder group?*

Answer. *Transportation agencies in states and metropolitan areas with relatively greater populations generally have more resources than agencies in states and metropolitan areas with smaller populations. Relatively more resources may mean that the agency can devote relatively more effort to engaging the private sector, including through freight stakeholder groups.*

NCHRP Report Number 570	NCHRP Report Number 594
<p>Small/Medium-Sized MPOs Brownsville (TX) MPO Duluth-Superior Metropolitan Interstate Committee Lancaster County (PA) Transportation Coordinating Committee Michiana Area Council of Governments (COG) Association of Central Oklahoma Governments Pima (AZ) Association of Governments Polk (FL) Transportation Planning Organization Roanoke Valley-Alleghany (VA) Regional Commission San Joaquin (CA) COG Southwest Michigan Commission Susquehanna (PA) Economic Development Association—COG Syracuse (NY) Metropolitan Transportation Council Toledo (OH) Metropolitan Area COG Tri-County (PA) Regional Planning Commission Whatcom (WA) COG</p> <p>Large MPOs Metropolitan (Oakland) Transportation Commission New York Metropolitan Transportation Commission Delaware Valley Regional Planning Commission East-West (St. Louis) Gateway Coordinating Council Puget Sound (WA) Regional Council</p>	<p>Chicago Department of Transportation Delaware Valley Regional Planning Commission Michigan Department of Transportation Rhode Island Department of Transportation Maine Department of Transportation Minnesota Department of Transportation Metropolitan (Oakland) Transportation Commission City of Reno (NV) Delaware Department of Transportation Texas Department of Transportation Toledo (OH) Metropolitan Area COG East-West (St. Louis) Gateway Coordinating Council Washington State Freight Mobility Strategic Investment Board Puget Sound (WA) Regional Council Florida Department of Transportation Port of Seattle Washington State Department of Transportation and Transportation Center Southern California Association of Governments</p>

Source: TRB, NCHRP Report 574, *Guidebook for Freight Policy, Planning, and Programming in Small and Medium-Sized Metropolitan Areas*, <http://www.trb.org/Main/Public/Blurbs/158567.aspx>; and TRB, NCHRP Report 590, *Guidebook for Integrating Freight into Transportation Planning and Project Selection Processes* <http://www.trb.org/Main/Public/Blurbs/159488.aspx>.



Examples from States with Populations under Three Million

North Dakota

In the last decade, there has been an increasing demand for specialty grains, especially from foreign markets that demand identity preservation and product traceability in agricultural product purchases. Specialty and identity preserved grains have particular logistics requirements such as smaller lot sizes and a traceable “chain of custody.” The ability to ship specialty grains in containers makes it much easier to satisfy consumers with specific shipping needs, and allows producers greater control over products from field to customer. While North Dakota has become a key producer of specialty and identity preserved (IP) grain products, farmers in the region often struggle to access competitive transportation options for moving these products.¹

In the spring of 2006, the North Dakota Department of Transportation (NDDOT) and the cities of Minot and Fargo signed a joint powers agreement creating the Regional Intermodal Co-Service Coordinating Board (RICCB). The RICCB was created to assist NDDOT carry out one of 16 initiatives identified in *TransAction, North Dakota’s Statewide Transportation Plan*. *TransAction*, Initiative 7, states:

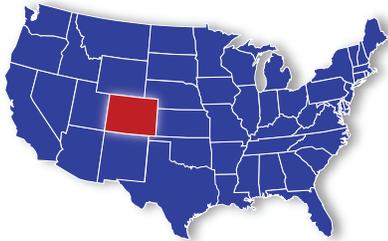
North Dakota will determine the feasibility of, and identify the conditions necessary for, developing an intermodal freight facility or facilities.

The seven-member RICBB represented both public and private entities, including agricultural shippers, carriers, and state government. After forming, the RICCB met and developed a scope of work to guide the selection of a consultant to advance the state’s unified state rail strategy. A prominent element of the strategy was to investigate the feasibility of developing an intermodal loading facility in Minot, ND, that a Class I railroad would serve in conjunction with an existing, but underutilized facility near Fargo, ND, to allow direct loading/unloading and transportation of specialty grains and other products.

After selecting a consultant, the RICCB acted as the project oversight committee and facilitated project-related stakeholder outreach activities by making meeting arrangements, issuing public announcements, participating in news conferences, and encouraging North Dakota businesses seeking intermodal rail options to participate through interviews and on-line surveys. Following completion of the feasibility study, the RICCB was disbanded as the board had achieved its intended objectives.

The NDDOT continues to develop a statewide freight mobility strategy through *TransAction II*, which includes a rail freight strategy for intermodal co-service and transload facilities. For more information on the statewide freight mobility strategy, see <http://www.dot.nd.gov/manuals/planning/TrActII-07.pdf>.

¹ Identity preservation refers to the ability to trace how agriculture commodities were grown and how they are handled from field to market.



Examples from States with Populations from Three Million to Ten Million

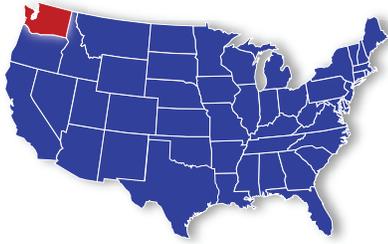
Colorado

The Colorado Department of Transportation (CDOT) seeks input from the private sector through surveys coordinated with MPOs and Transportation Planning Regions on statewide plans and project proposals, on rail relocation projects and special studies, and through attendance at meetings of the statewide motor carrier association. For transportation plans and special studies, CDOT creates subgroups or special outreach efforts that include representatives with freight industry expertise.

The 2002 *Eastern Colorado Mobility Study* was a special initiative in which CDOT sought input from the private sector. The study's purpose was to evaluate the feasibility of improving existing and/or constructing future transportation corridors and intermodal facilities to enhance the mobility of freight services within and through eastern Colorado. The study's steering committee consisted of a variety of public and private sector members, including representatives from railroads and the state motor carrier association. Study findings included a recommendation to establish a statewide freight advisory council to provide input on issues related to all modes involved in the movement of goods, and to introduce and advance freight-related projects into the statewide planning and funding process and the development of regional transportation plans.

Another CDOT study with private sector involvement is looking at moving the majority of through freight rail traffic away from the Denver to Pueblo Front Range corridor to the eastern plains of Colorado. Working with the BNSF Railway and the Union Pacific Railroad, CDOT and a consultant team in 2005 found that sufficient public benefits warranted further evaluation of a publicprivate partnership. More recently, CDOT sponsored a rail relocation study to analyze potential benefits, determine the costs of a potential project, determine steps needed to form a publicprivate partnership, investigate funding and finance sources, develop strategies for carrying out the necessary environmental clearances, and begin the public outreach process.

To implement a recommendation from the Eastern Colorado Mobility Study, CDOT in 2003 established a Freight Advisory Council (FAC) as a forum for discussion on freight movement and freight infrastructure in Colorado. The council is chaired by CDOT's Executive Director and includes 14 other members representing aviation, consultants, logistics companies, railroads, shippers, trucking, universities, and the Statewide Transportation Advisory Committee. FAC members engage in relationship building where members learn the role of various entities in the freight system. This includes FAC members hosting meetings and giving presentations and tours pertaining to their organization or business. In January 2008, the FAC co-sponsored a freight seminar focusing on problems Colorado and the surrounding region are facing now and over the next 30 years. The FAC also has been active in the statewide planning process (e.g., forming focus groups to provide input for the Statewide Transportation Plan).



Washington

The State of Washington engages the private sector in freight transportation planning through the activities of the Freight Mobility Strategic Investment Board (FMSIB) and the Washington State Department of Transportation (WSDOT).

The FMSIB, created in 1998, is an independent state agency that offers 1) railroads, trucking, shipping, and others in the private sector an opportunity to participate in governmental decision-making to improve freight capacity in Washington; 2) proposes policies, projects, corridors, and funding to promote strategic investments in the state's freight transportation system; 3) looks for solutions that lessen the impact of freight movements on local communities. The Board identifies, evaluates, and prioritizes freight mobility projects every other year, and encourages the private sector to provide matching funds for projects identified through the Board's review and analysis. Since its inception, the Board has helped fund 35 completed projects costing \$284 million, of which \$63 million was FMSIB grant funding. In late 2008, another 21 projects were in varying phases of construction; these projects were valued at \$697 million with an FMSIB share of \$92 million.

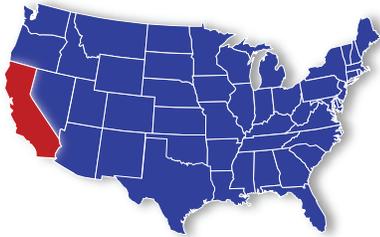
For more information, see: <http://www.fmsib.wa.gov/>.

WSDOT works regularly and continuously with the private sector to accomplish three primary freight-related functions: 1) preserve, maintain, and improve the state's highway and ferry systems to meet freight transportation and general mobility needs; 2) manage and direct the state's freight (and passenger) rail programs; and 3) conduct strategic planning and analysis for the state's freight systems.

To develop the State's Strategic Investment Plan for Freight Systems, WSDOT conducts short, focused interviews with hundreds of shippers and carriers at their places of business. Their input helps identify how the freight system is functioning, what the performance requirements are, where priority performance gaps are located, what future trends might change demand on the system, and why freight system performance matters to the state's economy. WSDOT regularly conducts these interviews to gain market intelligence on the freight system's performance. Strategies to address high-priority performance gaps are identified and documented in WSDOT's statewide surveys and interviews with high-volume shippers and carriers, such as members of the Washington Trucking Associations.

WSDOT also works with the private sector through one-on-one meetings throughout project selection, design, and implementation. Two recent efforts, which can be found online, include a truck parking study to guide improvement and investment decisions on additional parking needs and an economic impact analysis of storm-related road closures. WSDOT is also working with local distribution companies in the Central Puget Sound area to determine and track performance of the road system via GPS technology. Regular communication and involvement with the private sector ensures that WSDOT is aware of developing trends affecting the freight system, targets projects and programs that benefit system users, and is able to track performance with metrics that matter to the customer.

For more information, see: <http://www.wsdot.wa.gov/freight/>.



Examples from States with more than Ten Million Population

California

The Office of Goods Movement (OGM) in the California Department of Transportation (Caltrans) is charged with developing strategy, policy, and methods to improve freight transportation in California, the most populous state in the nation and third largest by area. Due to the expansive geography and many strong freight planning efforts at the metropolitan and regional planning agencies, the OGM chooses to work with and through these organizations to implement freight policies, strategies, and projects.

“Aside from the state highway system, much of the freight transportation network is privately owned and operated. For this reason, partnerships with the private sector and local and regional agencies are critical to fostering and maintaining coordinated and efficient freight planning and implementation.”

The OGM supports the development of goods movement policies and then works with Caltrans District Offices, MPOs, and Regional Planning Agencies in California for implementation. Caltrans planners are members of many freight related advisory councils and groups across the state. The Sacramento Area Council of Governments, Goods Movement Advisory Group, provides but one example of how partnerships at the local level work to integrate freight into the planning process in California:

“The movement of goods or freight has always been one of the most important functions of the transportation system and is certainly of vital importance to the health of the economy and to ensuring a high quality of life. SACOG works with the region’s jurisdictions as well as other state and local agencies and the private sector through its Goods Movement Advisory Group (GMAG) to make certain that planning for goods movement is incorporated into the overall transportation planning process.” (<http://www.sacog.org/about/advisory-committees.cfm>).

In 2004, the Schwarzenegger Administration embarked on an effort to assemble goods movement stakeholders to learn more about future issues facing the movement of freight in California. The outcome of the three-year effort was the *Goods Movement Action Plan*, released in January 2007. The “Plan was the result of a stakeholder-based process, with input from the public in an open and transparent public setting...an Integrating Work Group comprised of regulators and industry, community, and environmental leaders [was assembled] to provide input to the Cabinet Work Group regarding a framework for decision making regarding candidate actions.”

According to Richard Nordahl, Chief of the OGM, “funding is what made goods movement real, and motivated people to come to the table.” Following development of the *Goods Movement Action Plan*, the California Assembly passed legislation creating a \$2 billion Trade Corridor Improvement Fund, which has since been expanded to \$3.1 billion. Mr. Nordahl also stressed that the real challenge moving forward is to bring freight and environmental interests together in a constructive dialogue.

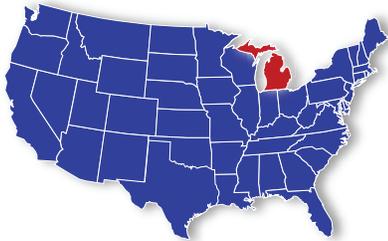
For more information: (<http://www.dot.ca.gov/hq/tpp/offices/ogm/index.html>):



Michigan

In 2003, at the request of Governor Jennifer M. Granholm, the Michigan Department of Transportation (MDOT) hosted the Transportation Summit. In preparation for the summit, MDOT invited key partners from industry, local and federal governments, not-for-profit organizations, and other state agencies to help assist in the planning effort. The Summit Planning Team was comprised of over 40 individuals representing 35 organizations throughout Michigan.

As a first step, the Summit Planning Team created an operating charter and then identified nine key issues regarding a vision for the future of Michigan's transportation system. Next, planning teams were each assigned the task of addressing one of the key issues that were identified. Each team held meetings where experts on the issues were invited to make presentations on the topic. The Commerce and Trade Planning Team heard the following expert presentations from private sector representatives:



- **Impact of Transportation on the Auto Industry** - Gabrielle Bagnasco, Manager Logistics & Strategy, Daimler-Chrysler Corporation
- **Role of Railroads in Transportation** - Tom Drake, Regional Vice President State Relations, CSX Transportation
- **Aviation and Commerce** - Dick Lilly, Director Michigan Business Aviation Association
- **Trucking and Trade** - Walt Heinritzi, President Michigan Trucking Association
- **Maritime and Trade** - David L. Knight, Project Manager Transportation & Sustainable Development, Great Lakes Commission

As a result of the Commerce and Trade Planning Team meeting, a list of *Issues, Goals and Actions* (IGA) were formulated on the topic of commerce and trade. The IGA document on commerce and trade was then presented at the Transportation Summit on December 4, 2003, and discussed further in small group break-out sessions. The first Summit was attended by over 500 people and spanned two days. A second Summit was held in 2004 to bring MDOT's partners "back to the table" and review the progress that had been made during the previous year toward achieving the vision established at the first Summit in 2003. That vision was:

"Michigan will lead the 21st century transportation as it led the innovation in the 20th century. We will move people and goods with a safe, integrated and efficient transportation system that embraces all modes, is equitable and adequately funded, and socially and environmentally responsible. Michigan's transportation community will work together to ensure that resources are in place to deliver the system."

This vision statement was then incorporated into MDOT's State long-range transportation plan update that was initiated in 2005.

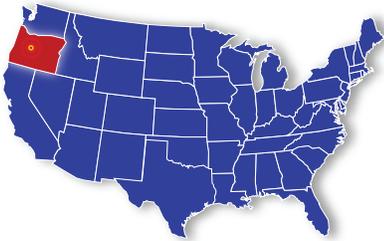
For more information on the Michigan Transportation Summit and Visioning process go to: http://www.michigan.gov/mdot/0,1607,7-151-9623_31969_52029---,00.html



Examples from MPOs with up to 250,000 Population

Bend (OR) Metropolitan Area

The Bend Metropolitan Statistical Area (MSA) is located in central Oregon approximately 160 miles from the state's largest city—Portland. In 2007, the Bend metropolitan area had a population of just over 154,000, of which the Bend MPO's population is about one-half. Between 2000 and 2007, the Bend MSA was the 5th fastest growing metropolitan area in the U.S. Bend is the largest city in the eastern two-thirds of the state.

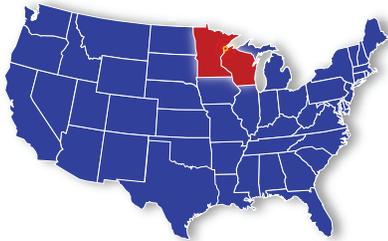


Historically, the Bend area economy was heavily dependent on timber processing. Most of the wood products manufacturing plants have closed in recent years. Today the economy is largely services based, with a heavy emphasis on tourism. Two major highways—US 97 and US 20—pass through the Bend area. US 97 is Oregon's most heavily traveled north-south highway after Interstate 5. In central and eastern Oregon, US 20 is the most heavily traveled east-west highway after Interstate 84. Two Class I railroads—the BNSF and the Union Pacific—serve the area. Most locally destined or originating freight moves by truck. Local freight traffic represents a relatively small proportion of total freight traffic in the area.

City of Bend staff provide support for the day-to-day business of the MPO, which has two full-time staff people. The MPO has established a Freight Advisory Committee (FAC) to assist with the development of transportation plans and the transportation improvement program. The FAC has six members consisting of local shippers, receivers, and carriers. It advises the MPO's Policy Board on freight issues and priorities, local mobility issues, and concerns as they relate to the movement, transfer, and delivery of freight-related goods and services. To date, the FAC has been involved primarily with helping guide the development of freight components of the MPO's long-range Metropolitan Transportation Plan (MTP). This included recommending improvements to the freight system, identifying freight origins/destinations and routes to access those locations, and assisting with the development of policy action language.

Subsequent to the MPO Policy Board's adoption of the MTP, the FAC has not met for nearly two years. MPO staff, however, expects to re-convene the FAC to review the MTP and discuss options for moving forward on MTP freight-related actions, as well as whether the FAC should be broadened to include additional members (e.g., the chamber of commerce or economic development organizations). Specific freight-related actions will include designation of preferred freight routes and development and placement of freight route signage. The City of Bend is undertaking a comprehensive evaluation of its transportation design standards and specifications. The FAC will be consulted about freight specific concerns. Individual FAC members also are participating on project development teams (e.g., a highway corridor EIS (Environmental Impact Statement) and a city corridor project). Staff anticipates that in the future the FAC will become more involved with project prioritization and data collection.

For more information, see: http://www.ci.bend.or.us/depts/bend_mpo/index.html.



Duluth (MN)-Superior (WI) Metropolitan Area

The Duluth-Superior Metropolitan Interstate Council (MIC) is the MPO for the Duluth-Superior metropolitan area located at the western end of Lake Superior. The metropolitan area is a major transshipment center for bulk cargos, especially coal, grain, and taconite. In 2007, the exports from marine terminals in Duluth and Superior ranked 7th nationally in tonnage. Four Class I railroads serve the area, as do an international airport and several major highways including Interstate 35, which has its northern terminus in Duluth. While most freight moves through the area as bulk cargo, interest continues in developing intermodal facilities to handle containers.

The MIC engages the private sector in several ways. This includes providing administrative support for the Harbor Technical Advisory Committee (HTAC), the mission of which is to:

- Provide a forum for the discussion of issues and concerns pertaining to the Duluth-Superior harbor
- Promote the harbor's economic and environmental importance to the community
- Provide sound planning and management recommendations to the MIC

The HTAC meets quarterly and consists of 30 voting members, including business owners, representatives of environmental groups, and federal, state, and local governmental officials. Private sector members represent businesses involved with coal, general bulk, general cargo, grain, harbor engineering, harbor services, pilot/vessel operations, ore, and recreational activities. Non-voting technical advisors are encouraged to attend and participate in HTAC meetings.

Two HTAC subcommittees address specific issues. The Dredging Subcommittee looks at short- and long-term strategies for dredge material replacement. Strategies include developing a local pier as a processing and re-use facility for dredged materials. A second subcommittee is the Great Lakes Ports Advocacy Coalition, whose mission is to raise awareness about funding Great Lakes maritime infrastructure. This includes obtaining funding for dredging and other projects.

The MIC also has worked with the private sector in the development of the metropolitan area's long-range transportation plan. Business associations and freight-related businesses and operators, for example, have served on stakeholder advisory committees for the plan. In developing the 2030 long-range plan, the MIC identified several issues and challenges related to private sector involvement in the freight transportation plan. One of the issues is that the freight community needs to be more involved in the planning and investment decision-making process. Similarly, the plan notes that engaging the private sector is an ongoing challenge due to differing timelines for public sector and private sector planning horizons, and due to insufficient private sector staff time or resources for involvement in public sector planning processes.

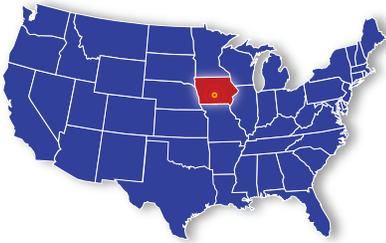
For more information, see: <http://www.dsmic.org/>.



Examples from MPOs with 250,000 to One Million Population

Des Moines Metropolitan Area

The Des Moines Area Metropolitan Planning Organization (DMAMPO) encompasses parts of four counties in central Iowa. The Des Moines area is served by an international airport, three Class I railroads, and one Class II railroad. Interstate highways 35 and 80 pass through the area. Larger metropolitan areas lie within 300 miles to the north (Minneapolis-St. Paul), east (Chicago), south (Kansas City), and west (Omaha-Council Bluffs). Most freight moves through the area by truck.



DMAMPO established a Freight Roundtable in 2004 to pursue freight issues more aggressively and to help the area's economy remain competitive regionally, nationally, and internationally. The roundtable meets at least quarterly and consists of about 25 public and private sector representatives from central Iowa.

Discussion items have included:

- Development of a virtual inland port (Port Des Moines)
- Access management along the Heartland Highway Freight Corridor
- Participation in the Blue Skyways Collaborative
- Freight models for distribution centers
- Trans-Iowa/Illinois Freight Corridor Study
- North American Supercorridor Coalition
- North American Inland Ports Network
- Des Moines International Airport Master Plan Update
- Port Des Moines Concept
- Goods Movement 2006 Update Report
- Truck Routes and Freight Inadequacies
- Intermodal Survey
- Iowa Foreign Trade Zone
- Iowa Railroad System
- Altoona Cold Storage Spur Line
- Bondurant Rail Spur

In Fall 2005, the roundtable formed a Goods Movement Study working group to facilitate preparing a *Goods Movement 2006 Update Report*, concluding that the DMAMPO should more aggressively pursue an efficient freight transportation system and promote economic development and trade using the freight system. Since Fall 2008, the roundtable has been working to develop Port Des Moines, a virtual inland port proposed in the 2003 Port Des Moines study. The Port Des Moines interactive website will be a centralized location for information about domestic and international trade, economic development organizations, and local freight-related companies, and will be a 'Container Clearinghouse' for tracking and obtaining shipping containers for local companies.

For more information, see: <http://www.dmampo.org/committees/freight.html>.



Nashville Area MPO

In 2003, the Nashville Area MPO conducted its first regional freight study: *The Nashville Area Freight and Goods Movement Study - Phase I*. The goal of the study effort was to institutionalize freight into the overall planning process by modifying existing planning tools and priorities. To meet this goal, two intermediate objectives were established for the study effort:

- Establish the basis for subsequent freight planning efforts by assembling a regional freight planning advisory committee and developing a regional freight profile
- Produce freight-related strategies, policies, and projects specific to the Nashville Area that can be implemented within the Nashville Area MPO planning process in the near term

Establishing a Freight Advisory Committee (FAC) to provide input and act as a technical resource was the first task completed in the Phase I study effort. The composition of the initial FAC was as follows:

Tennessee DOT	CSX, Nashville
Local Governments	Tennessee Trucking Association
Metropolitan Nashville Airport Authority	Nissan North America, Inc.
Vanderbilt Center for Transportation Research	Nashville & Western Railroad
Fortna (supply chain consulting firm)	TN Department of Economic and Community Development
UT Center for Transportation Research	

In early 2008, the Nashville Area MPO embarked upon Phase II of the *Freight and Goods Movement Study*, which called for an update of the FAC established in 2003. Other objectives of the Phase II study now underway include:

- Development of a regional freight model
- Identification of primary truck routes and congestion choke points on those routes
- Possible congestion mitigation strategies on key truck routes
- Strategies for integrating the study results into the next Nashville Area MPO long-range transportation plan

Since 2003, the FAC has expanded to include 25 private and public sector members. The stated purpose of the Nashville FAC is:

To help public sector policy-makers, planners, and engineers better understand the complexities associated with freight movement to more effectively guide public investment in the transportation infrastructure.

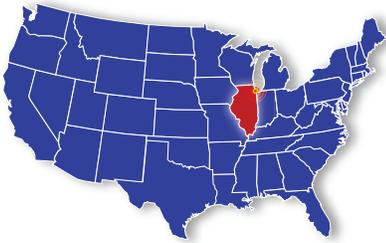
For more information, see: http://www.nashvillempo.org/regional_plan/freight/fac.aspx.



Examples from MPOs with more than One Million Population

Chicago Metropolitan Area

In 2005 the Illinois General Assembly passed a bill combining the Northeastern Illinois Planning Commission and the Chicago Area Transportation Study (CATS) into the Chicago Metropolitan Agency for Planning (CMAP). The new agency assumed oversight for the Intermodal Advisory Task Force (IATF) created by CATS in 1994. The IATF, made up largely of private sector representatives from area freight industries, served as the principal group providing input into CATS freight planning efforts.



In the spring of 2008, CMAP freight staff surveyed IATF members to decide how and whether to refocus task force efforts. Survey respondents expressed:

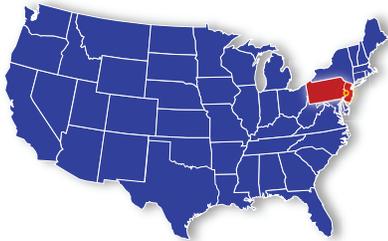
- The need to define IATF's role in the context of CMAP's organizational structure, to engage more industry representatives in IATF, to have the IATF viewed as the acknowledged freight advisory group for the region, and to provide opportunities to exchange information
- A desire to participate in and influence the long-range planning process as well as the project selection process, to encourage and participate in the completion of a stand-alone freight plan for the region, and to work on more short-term key products

In mid-2008, CMAP replaced the IATF with a new Freight Committee comprised of representatives from freight industry organizations, private railroads, trucking companies, consultants, researchers, planners, and representatives of local, regional and state governments. The Freight Committee's charge is to identify, assess, and respond to goods movement travel issues and opportunities and to provide overall guidance for the development of the regional goods movement component of the Regional Comprehensive Plan. Examples of key issues include safety, congestion relief, air quality, economic development, and community impacts.

One of the CMAP's recent efforts is to develop freight-related information via a Regional Snapshot, the purposes of which are to:

- Establish and explore linkages between CMAP policy and planning areas
- Provide focus for working committees (economic and community development, environment/natural resources, housing, human services, land use, and transportation)
- Gather background information on issues for the 2040 Regional Comprehensive Plan
- Identify potential strategies to be analyzed or modeled during the 2040 Regional Comprehensive Plan development process
- Help develop vision for 2040 Regional Comprehensive Plan
- Provide data and analysis for use by other regional or local groups
- Receive media coverage of CMAP and its mission

For more information, see: <http://www.cmap.illinois.gov/intermodal/default.aspx>.



Philadelphia (PA-NJ) Metropolitan Area

The Delaware Valley Regional Planning Commission (DVRPC) is the MPO for four counties and the City of Philadelphia in Pennsylvania and four counties in New Jersey. The DVRPC engages the private sector in several ways, including through the Delaware Valley Goods Movement Task Force, which was established in 1992. Co-chaired by DVRPC's Deputy Executive Director and by a Deputy Secretary of the Pennsylvania DOT or the New Jersey DOT, the task force meets quarterly, with occasional additional meetings for specific issues. This may include meetings for subcommittees on data, planning, and shippers. Membership is open to shippers, carriers, logistics companies, port authorities or port districts, associations, chambers of commerce or economic development agencies, public agencies, warehousing, and consultants.

DVRPC uses a "3-C" (continuous, coordinated, and comprehensive) approach in seeking private sector input for freight planning activities. This includes regular meetings of the Goods Movement Task Force, where important initiatives and topics are brought to the attention of task force members. DVRPC freight staff work with task force co-chairs to develop meeting agenda items that cover a wide range of topics as well as include examples of successful efforts related to task force discussions and initiatives. Private sector input is sought on freight transportation policies, identification and prioritization of needed improvements, and development of key documents (e.g., the long-range plan, the transportation improvement program, and special studies).

Freight Forward, Freight for a Day, and a Freight Plan Showcase are examples of initiatives to encourage and support private sector involvement in regional planning activities. Freight Forward is a clearinghouse for suggestions on small projects which can be quickly investigated and potentially implemented to make freight operations more efficient and safer. Candidate projects include fixing potholes, installing directional signs, providing increased protection at roadway/railroad grade crossings, increasing turning radii at intersections, re-timing traffic signals, or modifying parking restrictions.

Freight for a Day was a region-wide scan designed as a public education tool on the magnitude and types of commodities moving, origins and destinations of shipments, and modes used in the Philadelphia area on a typical day (September 20, 2006) during the pre-Holiday season. This included field visits to truck parking facilities, operations centers, and National Highway System intermodal connectors.

The Freight Plan Showcase was held on October 15, 2008, in conjunction with the development of DVRPC's long-range transportation plan. The showcase used a series of stations staffed by industry specialists and DVRPC personnel to show how commodities move from source to shelf through a supply chain. At the final station, DVRPC staff presented a draft set of projects intended to maintain and improve the region's freight network as identified through research and discussion with the region's stakeholders.

For more information, see: <http://www.dvrpc.org/Freight/>.



8. Assessing the Effectiveness of Your Program

This guidebook for engaging the private sector presents ideas and techniques for broadening the well developed practice of “public involvement” to include private sector business stakeholders as well. One key aspect of stakeholder involvement that must also be addressed is: “How do we measure whether the steps we are taking to involve the private sector are successful?”

While public transportation agencies use public involvement practices for an increasing variety of decision-making processes, the existing literature suggests that assessing the effectiveness of these programs remains a developing practice. In a *State of the Practice: White Paper on Public Involvement*, the TRB Committee on Public Involvement in Transportation made the following observation:

A challenge to the profession is to develop commonly accepted methods for evaluation of public involvement programs. Agency heads and managers consistently and correctly question the benefits of costly public involvement programs, which sometimes drive up the cost of planning and design. Typically, public involvement practitioners argue that public involvement expenditures are justified in that they prevent delays, lawsuits, and costly reassessment of policies. But such a response has been insufficiently quantified.

Among the resources identified during the development of this guide was the Transportation Planning Capacity Building (TPCB) website sponsored by FHWA: <http://www.planning.dot.gov/default.asp>.

The TPCB website offers advice and tools for a wide variety of transportation planning topics. The Resource Index page includes the topic area “public involvement.” One of the resources provided on the public involvement page includes *Public Involvement Techniques for Transportation Decision-Making*. The guide offers five steps to systematically establish and implement a public involvement program for a specific plan, program, or project, including step 5:

Assure that proposed strategies and techniques aid decision-making to close the loop. Ask agency staff the following questions:

- Are many people participating with good ideas?
- Are key groups participating?
- Is the public getting enough information as a basis for meaningful input?
- Are decision-makers getting adequate public information when it is needed?
- How can missing participants be attracted?
- Do participants think discussion is full and complete?
- Do they think the agency is responsive?

The TPCB website also provides several case studies, including experiences from Florida and Minnesota, in developing formal public involvement programs (PIP). The Florida case study offers several lessons for gathering feedback regarding public involvement activities, including:

- **Ask Staff What Works and What Doesn't.** The Florida Department of Transportation (FDOT) queried employees about techniques that worked and those that didn't. They conducted telephone interviews with individuals directly involved in the public involvement activities associated

Question. *What measures should be used to evaluate whether efforts to engage the private sector are successful?*

Answer. *Measuring success may differ in the public sector from in the private sector. In the public sector, success may be associated with whether input on freight-related initiatives has been obtained from a broad cross-section of freight stakeholders. In the private sector, success may be associated with whether transportation plans and improvement programs include freight needs and projects and whether projects are built or otherwise implemented to address stakeholder concerns. Success may vary depending on time frame of the interested party. For example, private sector participants may feel that their efforts have been less than successful when public sector processes take too long to address critical needs. Or they may feel that success is only partial if funding constraints results in projects being partly completed or phased with long intervals between phases. Through continuing and informed public involvement activities, public and private sector participants may over time re-define how they measure success.*



with the 2020 Florida Transportation Plan (FTP). FDOT ultimately hired a consultant to design a training program and PIP materials. FDOT's PIP guide—*Public Involvement Handbook*—contains an entire chapter on evaluating effectiveness of public involvement programs.

- **Design Resource Materials to Promote Periodic Evaluation.** As part of the training materials developed for its PIP, FDOT established standards and provided practical guidance to staff on how to initiate and sustain effective partnerships with the public.

The Minnesota Department of Transportation (Mn/DOT) case study offers four lessons from their PIP development process. Two of these lessons focus directly on performance and assessment activities:

- **Lesson 3: Identify performance measures.** To begin evaluating the success of Mn/DOT's PIP, a family of measures for public involvement, complete with desired outcomes and measures, was included in the program. It was intended that these measures would continue to be evaluated and refined to help Mn/DOT achieve its vision for public involvement.
- **Lesson 4: Design resource materials to support periodic evaluation.** As agencies struggle to balance limited resources against the need to provide citizens with ample access to the transportation decision-making process, it is important to assess what works and what doesn't. Mn/DOT was diligent in defining and documenting a set of objectives, methods, and techniques to guide their outreach efforts. To be effective, applicability of the tools/techniques identified will need to continue to be examined to determine the appropriate context for their use.

Materials supporting these two case studies provide a variety of techniques for evaluating the effectiveness of public involvement/stakeholder outreach activities.

Surveys: These typically consist of short specific questions regarding stakeholder involvement tools or techniques that were used for a specific program or project. Surveys can be conducted in-person, by phone, mail, or email. In the case of Freight Stakeholder Groups, feedback surveys can be administered at the conclusion of each meeting. **Figure 7** provides a sample of possible questions.

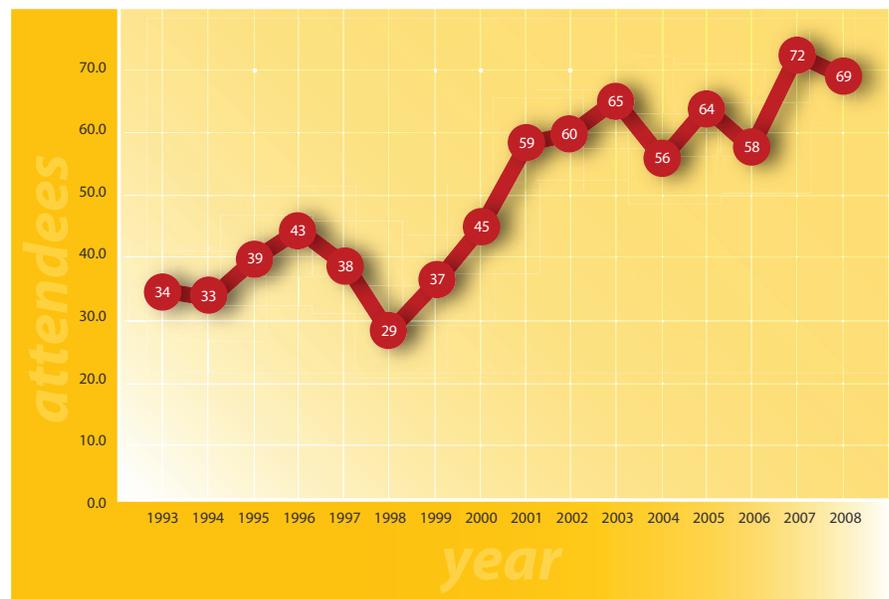


Figure 7: Example Freight Stakeholder Meeting Feedback Questions



Statistical Analysis: Data and statistics about private sector involvement programs can also be used to measure and track the level of engagement. **Figure 8** below shows metrics used by the Delaware Valley Regional Planning Commission (DVRPC) to track attendance at meetings of their Goods Movement Task Force. When attendance began to wane in the late 1990s, the DVRPC undertook a series of steps to determine how to make meetings more useful to participants. Those steps resulted in significantly increasing meeting attendance.

Figure 8: Average Meeting Attendance of the DVRPC Goods Movement Task Force



Source: http://www.dvrpc.org/Freight/pdf/2004-03_FinalFHWA.pdf;
DVRPC Goods Movement Task Force web page <http://www.dvrpc.org/Freight/DVGMTF.htm>



Self-Assessment: Another way to gauge and measure the effectiveness of engaging the private sector is to conduct internal reviews with staff and managers involved in the process. Self assessments can take several forms such as internal staff debriefings, internal surveys, and score cards based on decision-making and cost effectiveness metrics. **Figure 9** provides an example of a self-assessment instrument for examining and scoring the current level private sector engagement in the planning process.

Figure 9: Example Self-Assessment Score Card for Engaging the Private Sector

The agency routinely engages the following private sector stakeholder's groups in the transportation planning process?

1	<input type="checkbox"/>	<input type="checkbox"/>	Shippers and Receivers
2	<input type="checkbox"/>	<input type="checkbox"/>	Trucking Companies
3	<input type="checkbox"/>	<input type="checkbox"/>	Railroads
4	<input type="checkbox"/>	<input type="checkbox"/>	Ports and Water Carriers
5	<input type="checkbox"/>	<input type="checkbox"/>	Airports and Air Cargo Carriers
6	<input type="checkbox"/>	<input type="checkbox"/>	Supply Chain Management Firms / Freight Forwarders (3PLs)
7	<input type="checkbox"/>	<input type="checkbox"/>	Chambers of Commerce / Industry Trade Associations
8	<input type="checkbox"/>	<input type="checkbox"/>	Academia
9	<input type="checkbox"/>	<input type="checkbox"/>	Other: _____

The agency actively engages the private sector freight community to:

10	<input type="checkbox"/>	<input type="checkbox"/>	Exchange information
11	<input type="checkbox"/>	<input type="checkbox"/>	Request information about business activities
12	<input type="checkbox"/>	<input type="checkbox"/>	Request information about business transportation needs
13	<input type="checkbox"/>	<input type="checkbox"/>	Seek input to transportation projects
14	<input type="checkbox"/>	<input type="checkbox"/>	Seek input to project rankings / priorities for planning
15	<input type="checkbox"/>	<input type="checkbox"/>	Other: _____

Does the agency's current means of engaging the private sector:

16	<input type="checkbox"/>	<input type="checkbox"/>	Increase planners' understanding of business transportation needs?
17	<input type="checkbox"/>	<input type="checkbox"/>	Provide meaningful input to the development of long range plans?
18	<input type="checkbox"/>	<input type="checkbox"/>	Provide useful information for analysis (traffic modeling, modal forecasts, etc.)?
19	<input type="checkbox"/>	<input type="checkbox"/>	Provide direction on project priorities and selection?
20	<input type="checkbox"/>	<input type="checkbox"/>	Provide input and answers to questions from key decision-makers?
21	<input type="checkbox"/>	<input type="checkbox"/>	Other: _____

Self Assessment Score (Number of YES responses)

Sample Score Card Rankings:
 16-21 = Excellent | 11-15 = Very Good | 6-10 = Good | 0-5 = Need Improvement



9. Future Directions

On October 1, 2009, the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU) expires. The USDOT, Congress, and various other groups currently are developing recommendations for the next surface transportation funding legislation.

As noted in Section 3 of this guidebook, SAFETEA-LU and the Transportation Equity Act for the 21st Century (TEA-21) both require that states and metropolitan areas provide freight shippers and providers of freight transportation services with reasonable opportunities to comment on transportation plans and improvement programs. The similarities in SAFETEA-LU and TEA-21 provisions for reasonable comment suggest that it may be reasonable to assume future legislation will retain an emphasis on the need for obtaining private sector input in state and metropolitan freight planning and programming.

State and metropolitan area transportation agencies will need to keep informed of, and provide input as needed into, discussions and proposals for freight shipper, provider, and other stakeholder involvement in transportation planning and programming. Continuing emphasis on obtaining private sector input suggests that freight planners would benefit from further developing their public involvement skills, their awareness of private sector decision-making, and their understanding of the steps required to move an identified need from project scoping and development to inclusion in a transportation plan to inclusion in a transportation improvement program to project implementation.

Materials in this guidebook are intended to provide a basic overview of how to involve the private sector in the planning and programming steps. Planners may want to supplement the materials herein by developing a better understanding of how freight concerns are addressed in various programmatic activities of their agency and agency partners, by increasing their involvement with private sector groups or associations, by obtaining additional training from the FHWA or other vendors, and by networking with other state and MPO planners who are working to engage freight stakeholders in transportation planning and programming.



Appendices

- Appendix 1: Acronyms Used in This Guidebook
- Appendix 2: Code of Federal Regulations Provisions Regarding Freight Participation in Transportation Planning and Programming
- Appendix 3: Freight Stakeholders Coalition Reauthorization Agenda Item for a National Freight Advisory Committee
- Appendix 4: Resources
- A. References Cited in this Guidebook
 - B. Other Guidebooks
 - C. FHWA Freight Professional Development Program
 - D. FHWA Workshop on “Engaging the Private Sector in Freight Planning”
 - E. National Highway Institute Courses
 - F. I-95 Corridor Coalition Freight Academy
 - G. Mississippi Valley Freight Coalition Training Course on Logistics for the Public Sector

Appendix 1: Acronyms Used in This Guidebook

Acronym	Meaning
AASHTO	American Association of State Highway and Transportation Officials
AMPO	Association of Metropolitan Planning Organizations
ARC	Atlanta Regional Council
BMC	Baltimore Metropolitan Council
Caltrans	California Department of Transportation
CATS	Chicago Area Transportation Study
CDOT	Colorado Department of Transportation
CMAP	Chicago Metropolitan Agency for Planning
CRP	Cooperative Research Program
DMAMPO	Des Moines Area Metropolitan Planning Organization
DOT	Department of Transportation
DVRPC	Delaware Valley Regional Planning Commission
FAC	Freight Advisory Committee (Council)
FDOT	Florida Department of Transportation
FHWA	Federal Highway Administration
FMFT	Freight Movement Task Force (Baltimore Metropolitan Council)
FMSIB	Freight Mobility Strategic Investment Board (Washington State)
FPD	Freight Professional Development (FHWA Program)
FSD	Freight Systems Division (Washington State DOT)
FQP	Freight Quality Partnership
FTP	Florida Transportation Plan
GAO	Government Accountability Office
GMAG	Goods Movement Advisory Group
HTAC	Harbor Technical Advisory Committee (Duluth-Superior)
IATF	Intermodal Advisory Task Force (Chicago)
IGA	Issues, Goals, and Actions
LLC	Limited Liability Company
MDOT	Michigan Department of Transportation
Mn/DOT	Minnesota Department of Transportation
MIC	Metropolitan Interstate Council (Duluth-Superior)
MPO	Metropolitan Planning Organization
MSA	Metropolitan Statistical Area
MTP	Metropolitan Transportation Plan
NARC	National Association of Regional Councils
NCFRP	National Cooperative Freight Research Program

Acronym	Meaning
NCHRP	National Cooperative Highway Research Program
NHI	National Highway Institute
OFAC	Oregon Freight Advisory Committee
OGM	Office of Goods Movement (Caltrans)
OST	Office of the Secretary of Transportation (U.S.)
PIP	Public Involvement Program(s)
PSRC	Puget Sound Regional Council
SACOG	Sacramento Area Council of Governments
SAFETEA-LU	Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users
SALEO	Southern Arizona Logistics and Education Organization
SPR	State Planning and Research (Program)
STEP	Surface Transportation Environment and Planning (FHWA CRP)
TAC	Technical Advisory Committee
TEA-21	Transportation Equity Act for the 21st Century
TPCB	Transportation Planning Capacity Building
3PL	Third Party Logistics (Provider)
TMA	Transportation Management Area
TRB	Transportation Research Board
TREQ	Tucson Regional Economic Opportunities
UTC	University Transportation Center
WBT	Web Based Training
WSDOT	Washington State Department of Transportation



Appendix 2: Code of Federal Regulations Provisions Regarding Freight Participation in Transportation Planning and Programming

SAFETEA-LU identifies requirements for metropolitan and statewide transportation planning in Section 6001: Transportation Planning. Section 6001 includes provisions for participation by interested parties in the development of statewide and metropolitan transportation plans and improvement programs. These provisions subsequently were codified in the U.S. Code of Federal Regulations as indicated below.

Code of Federal Regulations

Title 23: Highways

Part 450—Planning Assistance and Standards

Subpart B—Statewide Transportation Planning and Programming

450.210 Interested parties, public involvement, and consultation

- (a) In carrying out the statewide transportation planning process, including development of the long-range statewide transportation plan and the STIP, the State shall develop and use a documented public involvement process that provides opportunities for public review and comment at key decision points.

- (1) The State's public involvement process at a minimum shall:

- (i) Establish early and continuous public involvement opportunities that provide timely information about transportation issues and decision making processes to citizens, affected public agencies, representatives of public transportation employees, freight shippers, private providers of transportation, representatives of users of public transportation, representatives of users of pedestrian walkways and bicycle transportation facilities, representatives of the disabled, providers of freight transportation services, and other interested parties.

450.214 Development and content of the long-range statewide transportation plan

- (k) In developing and updating the long-range statewide transportation plan, the State shall provide citizens, affected public agencies, representatives of public transportation employees, freight shippers, private providers of transportation, representatives of users of public transportation, representatives of users of pedestrian walkways and bicycle transportation facilities, representatives of the disabled, providers of freight transportation services, and other interested parties with a reasonable opportunity to comment on the proposed long-range statewide transportation plan. In carrying out these requirements, the State shall, to the maximum extent practicable, utilize the public involvement process described under §450.210(a).

450.216 Development and content of the statewide transportation improvement program (STIP)



- (f) The Governor shall provide all interested parties with a reasonable opportunity to comment on the proposed STIP as required by §450.210(a).

Subpart C—Metropolitan Transportation Planning and Programming

450.316 Interested parties, participation, and consultation

- (a) The MPO shall develop and use a documented participation plan that defines a process for providing citizens, affected public agencies, representatives of public transportation employees, freight shippers, providers of freight transportation services, private providers of transportation, representatives of users of public transportation, representatives of users of pedestrian walkways and bicycle transportation facilities, representatives of the disabled, and other interested parties with reasonable opportunities to be involved in the metropolitan transportation planning process.

450.322 Development and content of the metropolitan transportation plan

- (i) The MPO shall provide citizens, affected public agencies, representatives of public transportation employees, freight shippers, providers of freight transportation services, private providers of transportation, representatives of users of public transportation, representatives of users of pedestrian walkways and bicycle transportation facilities, representatives of the disabled, and other interested parties with a reasonable opportunity to comment on the transportation plan using the participation plan developed under §450.316(a).

450.323 Development and content of the transportation improvement program (TIP)

- (b) The MPO shall provide all interested parties with a reasonable opportunity to comment on the proposed TIP as required by §450.316(a). In addition, in nonattainment area TMAs, the MPO shall provide at least one formal public meeting during the TIP development process, which should be addressed through the participation plan described in §450.316(a). In addition, the TIP shall be published or otherwise made readily available by the MPO for public review, including (to the maximum extent practicable) in electronically accessible formats and means, such as the World Wide Web, as described in §450.316(a).

For more information, see: <http://ecfr.gpoaccess.gov/cgi/t/text/text-idx?c=ecfr&sid=7f5985b5d2fe301f3fd5a6f537e6bfb8&crgn=div5&view=text&node=23:1.0.1.5.11&idno=23>



** The Freight Stakeholders Coalition, administered through the American Association of Port Authorities, is a national freight advisory group. The coalition's proposal is not necessarily endorsed by the Federal Highway Administration.*

Appendix 3: Freight Stakeholders Coalition Reauthorization Agenda Item for a National Freight Advisory Committee*

Proposal

Establish a Congressionally mandated Freight Advisory Board to the U.S. Department of Transportation (USDOT).

Background

Since 1991 with the passage of ISTEA, the concept of an integrated freight transportation system has been recognized as integral to US transportation policy. In particular, freight dynamics are fast-paced, multi-faceted, and institutionally challenging. As USDOT transitions into a more significant role with freight transportation planning and infrastructure integration, it will be necessary to have available to USDOT leadership the opportunity to speak with industry leaders on an on-going basis, about building and maintaining an efficient and secure freight system.

Specifics

The Freight Advisory Board should consist of 15 members, representing major freight stakeholders including but not limited to carriers, shippers, ports, and state and local transportation officials, with expertise in international trade and freight transportation. The Secretary of Transportation would appoint standing and rotating members. This Freight Advisory Board should be empowered to:

- Provide advice and consultation on freight productivity, security, and major trade corridor initiatives, and other issues, as determined by the Secretary
- Provide timely and factual information about multimodal freight flows and data interchange issues (also refer to proposal for Freight Cooperative Research Program)
- Create opportunities to share these facts with DOT leadership and other policy makers
- Educate and advise about the commercial issues and the new security issues facing the freight industry
- Serve as an Ombudsman Board to serve as an unbiased resource to USDOT professionals, and other public sector leaders concerned with complex freight transport issues

The Freight Advisory Board might be built upon a number of models. For example (ranging from most to least formal):

- Presidential and/or Congressional Appointments resulting from Legislation
- Appointed by the Department itself
- Designation by the Department of a "Utilized Board"

The model selected will define how funding and staffing will be addressed. The Board should meet at least quarterly and be directly engaged with the USDOT/OST.

Benefits

- Allows market based national perspective on productivity and options to balance the state and local perspective



- A Board that is regularly convened and in regular contact with USDOT leadership will greatly assist progress on planning and programming for freight transportation needs

Source: *Freight Stakeholders Coalition, National Freight Advisory Committee* http://www.intermodal.org/stakeholders_files/documents/Freight%20Advisory%20Committee.pdf



Appendix 4: Resources

A. References Cited in this Guidebook

Cambridge Systematics, Inc.; Transmanagement, Inc.; TransTech Management, Inc.; and Heanue, K., *Guidebook for Freight Policy, Planning, and Programming in Small- and Medium-Sized Metropolitan Areas*, NCHRP Report 570, 2007, Washington, D.C.: Transportation Research Board.
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<http://www.tc.gc.ca/policy/report/research/integration/menu.htm>

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Powell, Fragala & Associates, *Public Involvement Handbook*, Prepared for the Florida Department of Transportation, October 2003.
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Strauss-Wieder, A., *Integrating Freight Facilities and Operations with Community Goals*, NCHRP Synthesis 320, 2003, Washington, D.C.: Transportation Research Board.
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Varma, A., *Measurement Sources for Freight Performance Measures and Indicators*, Prepared for the Minnesota Department of Transportation, July 2008, St. Paul, MN.
<http://www.lrrb.org/pdf/200812.pdf>



B. Other Guidebooks

National Center for Freight and Infrastructure Research and Education, *Best Practices in Freight Planning*, 2008, Madison: University of Wisconsin.

This report provides a framework and ideas on how states and metropolitan areas can begin freight planning. The guidebook is based on a review of state and MPO plans and on conversations with people who have been involved in freight planning. The following topics are covered: Getting Started, Industry Involvement, Public Involvement, Multimodal Planning, Performance Measures, Implementation and Monitoring, Data, Integrated Data Systems, and Demand Forecasting. The section on “Industry Involvement” covers barriers to industry involvement, steps in private sector participation, freight advisory committees, and defining the freight community. The section on “Public Involvement” covers tools for involvement such as surveys, focus groups, interviews, public meetings, workshops, working groups, advisory groups and task forces, and web tools. The guidebook is available on line at http://www.wistrans.org/cfire/Research/MVFC/03/MVFC03_FR.pdf

2. Cambridge Systematics, Inc. et al., *Guidebook for Freight Policy, Planning, and Programming in Small- and Medium-Sized Metropolitan Areas*, NCHRP Report 570, 2007, Washington, D.C.: Transportation Research Board.

This guidebook explores how freight policy, planning, and programming processes can be most effectively designed, initiated, and managed in small (less than 250,000 population) and medium-sized (250,000-1,000,000 population) metropolitan areas. The guidebook examines lessons learned from experiences in small- and medium-sized metropolitan areas that resulted in more effective consideration of freight issues in policy, planning, and programming decisions. According to the guidebook, private sector participation helps MPOs by facilitating private sector acceptance of transportation program elements, promoting the strategic role of freight to the region’s economic competitiveness, improving industry support of and cooperation with freight data collection efforts, leading efforts for creating publicprivate freight partnerships, and rallying political support for freight-related products.

The guidebook is available in hardcover from TRB or on-line at <http://www.trb.org/Main/Public/Blurbs/158567.aspx>

3. Cambridge Systematics, Inc. et al., *Guidebook for Integrating Freight into Transportation Planning and Project Selection Processes*, NCHRP Report 594, 2007, Washington, D.C.: Transportation Research Board.

The guidebook explores a framework for incorporating freight needs for all modes into transportation planning and priority programming by state, regional, metropolitan, local, and special transportation agencies. The guidebook covers technical issues organizational suggestions, and communication requirements of freight planning and programming. The bulk of the document’s guidance focuses on techniques for integrating freight within the transportation planning and programming process. These techniques are discussed with reference to four elements of the transportation planning process: needs identification, plan development, programming, and project development. According to the guidebook, each element is characterized by several basic activities entailing private



sector involvement. Of most importance for private sector involvement are the following: developing a freight industry profile; identifying needs, including hotspots or bottlenecks; and addressing land use issues affecting and affected by freight operations. The guidebook is available in hardcover from TRB or on-line at <http://www.trb.org/Main/Public/Blurbs/159488.aspx>.

4. Federal Highway Administration, *PublicPrivate Freight Planning Guidelines*, 2005, Washington, D.C.: U.S. Department of Transportation.

The guidelines cover the following topics: Examples of PublicPrivate Freight Planning, Freight Planning Organizational Issues, Long-Term Viability/Maintaining Private sector Interest, and “How-To” Freight Planning Principles. Regarding maintaining private sector interest, the guidelines discuss time management of meetings, effective communication, education of public and private sector participants, short-term results of private sector participation, consideration of participant interests and conflict avoidance, and systematic review of focus and purpose. The section on “how to” freight planning principles discusses setting the scope of a freight advisory committee, recruiting participants, holding successful meetings, communicating public sector processes and private sector concerns, and reviewing performance. The guidelines are available online at: <http://www.fhwa.dot.gov/freightplanning/guidel2.html>

5. Collings, Simon, *A Guide on How to Set Up and Run Freight Quality Partnerships*, Good Practice Guide 335, Prepared for the United Kingdom Department of Transport, 2003, London, UK

The guide focuses on using freight quality partnerships (FQPs) to develop an understanding of freight transport issues and problems, and to promote solutions that reconcile the need for access to goods and services with local environmental and social concerns. The guide is designed primarily for local authorities but could also be used by regional authorities, chambers of commerce, businesses, and freight operators. According to the guide, FQPs are partnerships between the freight industry, local government, local businesses, the local community, environmental groups, and other interested stakeholders. Topics covered include the following: Why FQPs, Initiating an FQP, FQP Action Plans, Maintaining Momentum, and Contacts and Sources of Information. The guide is available on line at <http://www.freightbestpractice.org.uk/imagebank/GPG335.pdf>



C. FHWA Freight Professional Development Program

Overview

In response to the growing need for freight expertise at the state and MPO level and in support of the goals set forth for the Federal Highway Administration (FHWA) and OneDOT, the FHWA initiated the Freight Professional Development (FPD) Program.

The FPD Program offers a broad range of professional capacity building opportunities, including course workshops, seminars, and peer-to-peer exchanges. It provides access to information, resources, and tools that improve the understanding of how freight moves across our transportation network and how best to enable that movement while minimizing its impacts.

A description of the need for freight professional development, and what FHWA is doing to meet this need, is in an FHWA Office of Operations brochure on the FPD Program: <http://www.ops.fhwa.dot.gov/publications/fhwahop09020/capacity.pdf>

FPD Program Objective: To enable transportation professionals to improve their skills and knowledge to fully integrate freight movement into our transportation systems' development and operation.

FPD Program Core Elements: The FPD Program consists of five major elements for reaching the target audiences. Each element is crucial to meeting program objective.

- Education (<http://www.ops.fhwa.dot.gov/freight/fpd/education.asp>)
- Institutional Building (http://www.ops.fhwa.dot.gov/freight/fpd/institution_bldg/index.htm)
- Peer-to-Peer Program (<http://www.ops.fhwa.dot.gov/freight/fpd/p2p/index.htm>)
- Talking Freight (http://www.ops.fhwa.dot.gov/freight/fpd/talking_freight/index.htm)
- Training (<http://www.ops.fhwa.dot.gov/freight/fpd/training/index.htm>)



D. FHWA Workshop on “Engaging the Private Sector in Freight Planning”

A lack of understanding of business needs and public sector planning timelines hinders the effective integration of freight into many statewide and regional plans and transportation investment decisions. Developing and sustaining relationships, either formally or informally, with private sector stakeholders are critical to effective freight planning.

This free one-day workshop is designed for professionals tackling freight issues at MPOs, state departments of transportation, local governments, and economic development agencies. The workshop focuses on building a better understanding of the of freight stakeholder input to the public sector planning process, identifying freight stakeholders, and engaging freight stakeholders in the planning process. Participants should be familiar with freight terminology, issues, and trends before taking this workshop. Participants may consider attending the National Highway Institute (NHI) course, “Integrating Freight in the Transportation Planning Process,” to prepare for the workshop. See the next part of this guidebook for more information about the NHI course.

Why Engage?

Private sector stakeholders are a valuable resource in the overall statewide and metropolitan transportation planning process. Their involvement could help identify regional, statewide, and multijurisdictional challenges and influence transportation programming and investment decisions by local and state decision-makers.

Who to Engage?

A cross section of all freight stakeholders in a state or region should be engaged, including: shippers, carriers, terminal operators, economic development agencies, seaport and airport authorities, and state and local governments and other public agencies.

How to Engage?

Here are several ways to engage the private sector.

- **Attend industry meetings.** Reach out to freight stakeholders to learn about their issues, identify representatives, and build awareness of the public sector role.
- **Interview stakeholders.** Scan or survey businesses to obtain first-hand knowledge about logistics patterns in a particular area and transportation issues, challenges, and opportunities.
- **Identify quick fixes with stakeholder input.** Identify small-scale projects such as retiming traffic signals, installing directional signage from Interstate highways to freight facilities, and designating loading zones.
- **Establish a Freight Advisory Committee (FAC).** Meet with key stakeholders to accomplish a specific activity or, on an ongoing basis, to integrate freight business perspectives in project selection and prioritization.

For more information, see: <http://www.ops.fhwa.dot.gov/freight/fpd/Docs/sector.htm>.



E. National Highway Institute Courses

Course Title: Integrating Freight in the Transportation Planning Process – Web-Based Standard Version

Course Number: FHWA-NHI-139006

<i>Fiscal Year</i>	<i>Length</i>	<i>Ceu</i>	<i>Fee</i>
2009	6 Hours	0.6 Units	\$0 Per Participant

Training Level: Beginner

Class Size: Minimum:1; Maximum:1

Description: Freight transportation issues can be complex and involve many different stakeholders, all of whom have different perspectives on the freight transportation system. The challenge faced by many public sector transportation planners is how to best incorporate these freight perspectives into the transportation planning process in a way that results in a safe and efficient transportation system for both people and goods. This Web-based training course will provide a greater understanding of freight trends, its stakeholders, and its issues, so that public sector transportation planners are better able to incorporate freight into their respective transportation planning processes and programs.

This WBT course is an update of and replaces the instructor-led course FHWA-NHI-139001. If you are taking this course as a prerequisite for FHWA-NHI-139003 Advanced Freight Planning, you **MUST** provide your certificate of completion to the lead instructor on the first day of class. You will be able to print out your certificate after you complete your online exam. In accordance with the Rehabilitation Act of 1973, as amended, this WBT is also available in an accessible 508 compliant version. See course number FHWA-NHI-139006A for more information.

Outcomes: Upon completion of the course, participants will be able to:

- Identify the stakeholders involved in freight transportation
- Explain the role of different modes in freight transportation
- Describe some trends affecting freight transportation, and their impact on a State's transportation system and communities
- Discuss some of the common issues that prevent freight from being fully incorporated into the planning process
- Identify key resources to help guide statewide and metropolitan freight planning effort

Target Audience: Transportation planners and freight transportation planners from State DOTs, MPOs, local governments, and Federal agencies

NHI Training Information:

NHI Scheduler (703) 235-0534



Course Title: Advanced Freight Planning

Course Number: FHWA-NHI-139003

<i>Fiscal Year</i>	<i>Length</i>	<i>Ceu</i>	<i>Fee</i>
2009	2 Days	1.2 Units	\$320 Per Participant

Training Level: Intermediate

Class Size: Minimum: 20; Maximum: 30

Description: This course expands on freight topics covered in other FHWA-developed freight planning courses to provide techniques and strategies designed for those individuals directly involved in the implementation of transportation planning, programming, and allocation of resources. It provides participants with the skills needed to identify, prioritize, develop, and implement freight supportive projects. This is an advanced level course and it focuses heavily on resources and solutions, and how those solutions can be applied to developing plans and programs for public and private sectors.

Participants must successfully complete either FHWA-NHI-139001 (prior to 31 March 2008) or FHWA-NHI-139006 (after 1 April 2008) Integrating Freight in the Transportation Planning Process prior to attending 139003. Participants **MUST** bring a copy of their certificate of completion to their scheduled session of FHWA-NHI-139003 and provide it to the lead instructor.

Outcomes: Upon completion of the course, participants will be able to:

- Discuss how freight transportation needs differ for major industry sectors
- Describe the role of the freight transportation systems in supporting economic competitiveness
- List the economic drivers that influence private sector freight transportation decisions
- Discuss how private sector needs can inform public sector performances measures
- Summarize methods for identifying and prioritizing freight projects
- Discuss the benefits of engaging private sector stakeholders in project identification
- List potential funding mechanisms for freight projects

Target Audience: Mid-level State DOT transportation and freight planners, City and County Planners (who deal with freight planning issues), MPO staff, mid- and high-level public sector transportation and freight planners, consultants, private sector freight managers, economic development analysts, and FHWA Employees.

NHI Training Information:

NHI Scheduler (703) 235-0534



F. I-95 Corridor Coalition Freight Academy

The I-95 Corridor Coalition Freight Academy is a unique immersion program designed to efficiently train public sector agency staff whose planning, operational, and/or management work impact goods movement decisions, investments, and interactions. Agencies in the Corridor proposed this project as a result of a number of trends that have emerged through their work on freight projects. These include: large increases in freight movements; dynamic changes in the goods movement industry; the need to understand freight as an integral part of the transportation system; and an increasing need to integrate freight facilities and operations with community goals. These important trends, combined with the knowledge that many experienced members of transportation agencies are scheduled to retire in the next 5 to 10 years, prompted the Coalition to sponsor the development and implementation of the Freight Academy.

Thirty people will be selected from a pool of applicants to participate in the Freight Academy program. The individuals selected are anticipated to be the next generation of public sector staff tasked with managing the freight system.

The academy's practical orientation to what the private sector needs and how the private sector works to move freight is essential to make sure that public sector decisions and investments are made with a solid understanding of the supply chain. To that end, participants will have unique opportunities to see and learn about the inner workings of the goods movement system, including maritime terminals, the distribution centers of major corporations, air cargo operations, trucking operations, and rail operations. Academy participants will also undertake a Capstone Project on important subjects submitted by Coalition agencies. The Capstone Project findings will be presented by the participants at the I-95 Corridor Coalition Annual Meeting to the senior executives of the agencies.

The inaugural freight academy was held October 26-31, 2008. For future dates and other information about the academy, see: <http://www.freightacademy.org>.



G. Mississippi Valley Freight Coalition Training Course on Logistics for the Public Sector

This is an on-line course designed to acquaint the public sector with information about contemporary logistics practice and theory. The audience of this course includes staff at DOTs and MPOs who work with freight providers or in freight planning. This course intends to help the public sector better understand the needs of the freight community and the driving forces behind the ebb and flow of freight on the roads.

Two parts, each intended for one day, comprise the course. Part I is on transportation and general introduction to logistics management. Part II provides more details on contemporary logistics. The accompanying video clips voice opinions from the private sector representatives. They are mainly based on interviews with practitioners and executives in the transportation and logistics sector. They talk about operations, application of technologies, challenges, and concerns about public policies. Adobe Flash Player is needed to watch the modules, while Windows media player is needed to watch the video clips.

The course is organized into modules in various formats with and without narration. The lecture notes are available for downloading, as well as note sheets for participants. A vocabulary of logistics terminologies is available at the end of the lecture notes for Part II.

For more information, see: <http://www.wistrans.org/cfire/Research/MVFC/02/index.html>.