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# Role of Transportation Planning in the Comprehensive Economic Development Strategy Process: A Nationwide Scan



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# **Role of Transportation in the Comprehensive Economic Development Strategy Process: A Nationwide Scan**

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# Executive Summary

Effective and efficient transportation systems are vital to the prosperity of regions because they link residents with employment, public services, shopping and social networks, and businesses to labor, consumer, buyer, and supplier markets. Because transportation facilities extend beyond local jurisdictions, it is essential to include them in regional development strategies. The Comprehensive Economic Development Strategy (CEDS) process, required by the Economic Development Administration (EDA) to receive funds for capital investment, is an important planning tool used by local officials, employers, and community leaders to guide future actions.

In 2008, the NADO Research Foundation conducted a national scan of EDA-designated Economic Development Districts (EDDs) to determine the extent to which transportation is incorporated into the CEDS. Research focused on the inclusion of transportation projects and representatives in the planning process, and the relationship of the CEDS to transportation plans. This report describes the policy context in which development and transportation planning occur, the research results, and recommendations by professionals in the field regarding how transportation issues could be better incorporated into development strategies.

Although the long-range transportation plans (LRTPs) and statewide and regional transportation improvement programs (STIPs and TIPs) required by federal regulations are developed to meet transportation-specific objectives, some elements are comparable to the Economic Development Administration-required CEDS. Both planning processes develop broad goals and policies for achieving their main objectives, which then guide project

selection and ranking for available funds. In addition, local officials and stakeholders have a role in both the CEDS process, through EDDs, and the transportation planning process, through the state department of transportation (DOT) or regional entities such as metropolitan planning organizations (MPOs) or rural transportation planning programs.

**CEDS Planning Partners.** By far, the two most active (“very involved” or “involved”) groups in developing and approving CEDS documents are economic development directors (91 percent of responding EDDs) and local elected officials (88 percent). Others include private employers (73 percent), and chamber of commerce representatives (78 percent). But

“Direct contact and co-located meetings between the CEDS and RPO/MPO process is the most effective approach to involving transportation agencies in the CEDS.

“It’s important to market a regional planning process led by the EDD, rather than an alphabet soup of RPOs, MPOs, and CEDS.”

—*Northwest Alabama Council of Local Governments*

direct involvement by state DOT and other transportation industry representatives is reported by under 15 percent of respondents.

However, many state DOTs offer support for regional transportation planning, with more than two-thirds (68 percent) of responding EDDs having a contract with the state DOT for rural planning. MPOs are administered by 24 percent of respondents, and another 13 percent house both an MPO and a rural

transportation planning program. EDD staff members also indicate that housing both the metropolitan and rural planning organizations in the same agency offers advantages for integrating transportation issues into development planning.

**Issues Addressed in the CEDS.** EDDs report that workforce development is the most important issue for their region’s economic future, followed by water and sewer infrastructure. But transportation access is also significant, ranking “most important” for 10



percent of EDD respondents, and “second most important” for another 18 percent. In addition, nearly three-quarters of the responding EDDs report that transportation investments rank “very important” or “important” compared with other projects in the CEDS. Nevertheless, 36 percent of respondents indicate that no specific transportation projects were included in the most recent CEDS update.

Nearly two-thirds (63 percent) of responding EDDs do include a policy section in the CEDS describing the region’s overall transportation assets. But at the same time, nearly as many (59 percent) did not provide a specific list of priority transportation projects in their last CEDS update. Most (72 percent) responding EDDs do not rank transportation projects separately from other types of projects in the CEDS document.

Respondents indicate that the most significant goals and objectives for transportation projects in the CEDS are retaining or recruiting businesses and improving economic development opportunities, with 83 percent and 82 percent (respectively) of respondents reporting those objectives as “very important” or “important.”

When identifying the role of specific transportation facilities in enhancing regional competitiveness, access to interstates is considered “very important” or “important” by 83 percent of respondents, and 82 percent emphasize upgraded or rehabilitated roads and bridges. Access roads (73 percent) and the conversion of two-lane roads to four-lanes (63 percent) are also deemed important.

**Integration of CEDS Processes with Transportation Plans and Processes.** Because of the relationship between economic growth and adequate infrastructure, having shared transportation goals in the CEDS and statewide and regional transportation plans is

important. However, EDDs report less integration between the CEDS and statewide plans than region-specific rural transportation plans.

Only 11 percent of EDDs indicate that their CEDS goals were strongly interrelated with the state DOT's

*Boonslick Regional Planning Commission in Missouri includes the region's transportation plan as an appendix to its CEDS document. Doing so demonstrates the reliance of the region's economy on effective transportation.*

L RTP and STIP. Another 18 and 13 percent feel that the CEDS was moderately integrated with the LRTP and STIP, respectively. At the other end of the spectrum, 22 percent report that there is no integration between the CEDS goals and the state DOT's LRTP for the region, with 29 percent seeing no integration with the STIP.

Nationwide, 45 percent of respondents report either strong or moderate integration between the CEDS document and the rural transportation plan. Only 6 percent of EDDs report that there is no integration between the CEDS and their rural transportation plans. There is less of a relationship with metropolitan plans, but fewer responding EDDs staff MPOs than rural planning programs. These findings suggest additional opportunities for more interaction between the state DOT and the CEDS process may be needed.

Of the EDDs who indicated transportation is their first or second most important development issue, 73 percent include a separate transportation policy section in their CEDS. Likewise, these EDDs more often list specific transportation priority projects separately from other projects. Also, in general, these respondents have more integration between their CEDS document and:

- MPO transportation plans
- rural transportation plans
- statewide transportation improvement plan (STIP)
- state DOT long-range plan (LRTP)

One strategy for better integrating transportation into the CEDS planning process is to have overlap between the EDD leadership and the rural or metropolitan transportation planning organization leadership, where possible. Some overlap is reported, with a few regions using their full EDD board as the rural transportation board or committee. In 43 percent of responding agencies, fewer than half of CEDS committee members also serve on the rural transportation committee. Only 14 percent of EDDs report no crossover.

**Measuring Success and Sharing Results.** EDDs measure progress of the CEDS process by several common criteria, including job creation (86 percent), job retention (73 percent), and additional private investment (68 percent). Using these outcomes, transportation projects would have to directly support business development to be considered in the CEDS planning process.

To have the maximum effect, the CEDS document must be shared with policymakers and others. The vast majority of respondents (90 percent) share the document with the CEDS committee, local elected officials (87 percent), and the EDD board (88 percent). Sharing with the state DOT, however, is reported by only 14 percent of respondents. Expanding the distribution list could strengthen the overall planning outcomes.

**Recommendations.** The scan results generated several recommendations for improving the integration of transportation into the CEDS process:

1. EDD personnel can work more closely with DOT to help coordinate policy goals, program design and investments for projects serving regional economic development.
2. Expand the eligibility parameters for transportation projects in the CEDS process to allow for funding of more aspects of transportation.

3. EDD staff could more fully incorporate the role of transportation as a requirement for success in development.
4. Attach the state or regional transportation plan to the CEDS document to show linkages with development even when the two planning processes are separate and distinct.
5. EDDs can share the CEDS document more widely with their DOTs and other transportation agencies and stakeholders to incorporate it more widely into regional decision-making.
6. Where possible, house the metropolitan and rural planning organizations and the EDD in the same regional planning agency.
7. Conduct joint planning meetings and develop cross representation of membership for CEDS committees and MPO and rural transportation planning committees, where they exist.

The American Recovery and Reinvestment Act of 2009 gives priority consideration to projects in distressed areas. Such areas are defined using the Economic Development Administration's criteria for distress, further reinforcing the importance of coordinating economic development and transportation planning processes.

# Introduction

Many public policy issues extend beyond municipal boundaries, necessitating regional approaches to community and economic development in both metropolitan and non-metropolitan areas. Transportation, water treatment, information technology, and environmental issues are prime examples. Planning and decision-making at the regional level, however important, often encounter problems due to issues such as conflicting interests of participating governments and the distances covered. Nevertheless, effective regional planning is needed to promote local assets.

Recognizing a need for planning at the regional level and the difficulties associated with it, the U.S. Economic Development Administration (EDA) requires that regional Economic Development Districts (EDDs) complete a comprehensive economic development strategy (CEDS) process, usually including several counties, for eligibility in receiving EDA funds for capital assistance projects. The CEDS planning document that results requires input from both public- and private-sector participants in prioritizing projects based on economic development potential of the region. The resulting CEDS document is important, but even more useful is the actual planning process that local agencies conduct to create it.

Transportation is a key ingredient in local economic development decisions, so incorporating it into the CEDS planning process is essential. In large urban areas, transportation planning is often the purview of Metropolitan Planning Organizations (MPO). In less populated rural areas, however, transportation planning is often undertaken by state Departments of Transportation (DOTs), which sometimes work with DOT district staff and regional planning entities to obtain input from local officials, stakeholders and the public.

To determine the extent to which transportation projects are included in the economic development planning process, in 2008 the National Association of Development Organizations (NADO) Research Foundation contracted with the Center for Governmental Studies at Northern Illinois University to analyze data from a national scan of Economic Development Districts designated by the U.S. Economic Development Administration.

The scan focused on the amount of consideration given transportation in the economic development planning processes, the participation of transportation decisionmakers and stakeholders in the process, and how successfully CEDS plans integrated transportation into overall development planning. Since the CEDS planning process is intended to help the public and private sectors design a strategy and action plan to create a strong, sustainable regional economy, it is essential that transportation be recognized.

Relatively little information has been systematically collected about the inclusion of transportation in the CEDS planning process or in other local decision-making arrangements. The current scan, therefore, analyzes the role of transportation investments as well as challenges identified in the CEDS process used by Economic Development Districts. The scan also examines the level of coordination and integration between local and regional transportation systems as well as economic development strategies in small metropolitan and rural regions.

This report presents the findings of the national scan in four main sections. First, it summarizes the planning processes and procedures mandated by the Economic Development Administration for the CEDS and the Federal Highway Administration for transportation planning to provide a background for subsequent discussions.

Second, the report presents the findings from the responses to the scan. This section addresses a variety of issues including the nature of planning processes, methods of obtaining input from the transportation community, the extent to which personnel from state transportation departments are involved in the process, obstacles to incorporating transportation issues, and the extent to which transportation is integrated into local development planning.

Third, the report presents a series of best practices for integrating transportation into development planning in innovative ways. These best practices are offered as examples to guide economic development districts in the planning process but not necessarily models to be replicated. However, they can be instructive for agencies interested in changing their practices.

Fourth, the report provides a series of recommendations for changes suggested by responses to the scan. These recommendations point the way to improving the process of planning economic development at the local and regional levels.

# Review of Planning Requirements and Procedures

Since the comprehensive economic development planning process mandated by the Economic Development Administration drives local planning and because transportation is an important asset, a brief review of the process follows. The intent is to provide an understanding of how the CEDS process works and who is involved. A discussion of the federally mandated transportation planning processes follows. While the two planning processes are independent, they are, nevertheless, related by their codependent subject areas.

## The CEDS Planning Process

According to EDA, the ultimate outcome of the comprehensive economic development strategy (CEDS) process is to “help create jobs, foster more stable and diversified economies, and improve living conditions.” The intent of the process, then, is to build on regional economic strengths to sustain positive economic momentum, but more importantly, to withstand unexpected economic downturns. EDA has specific requirements to help ensure that local goals and desired outcomes are reached.

The CEDS document is mainly designed as a regional development tool. A current CEDS document is an essential part of the application process for some types of EDA funding. In addition, EDA provides planning funds averaging \$54,000 per year to Economic Development

### **EDDs are Responsible for:**

- Appointing a strategy committee (CEDS Committee)
- Developing and submitting to EDA a CEDS that complies with all regulations
- Making a new or revised CEDS available for review and comment by the public for a period of at least thirty days prior to submission of the CEDS to EDA
- Obtaining EDA approval for the CEDS
- After obtaining approval of the CEDS, submitting to EDA an updated CEDS performance report annually
- Submitting a copy of the CEDS to any federal-state regional commission if any part of the EDA-approved EDD region is covered by that commission
- Submitting a new CEDS to EDA at least every five years, unless EDA or the EDD determines that a new CEDS is required earlier due to changed circumstances



Districts to prepare or update their CEDS as well as technical assistance funds to implement resulting programs.

The regional planning process is designed to be flexible and tailored to the region. It typically involves public meetings and hearings, analyses of trends, and other approaches designed to elicit input from business leaders and other groups in prioritizing regional projects. The outcome typically is a description of the region, overarching policy goals and, more recently, a list of projects that regional leaders have identified, in some way, as having high priority for regional development.

The Economic Development Administration requires that the CEDS must result from a continuing economic development planning process including broad-based and diverse community participation. It must contain seven sections:

1. Background—a history of the economic development situation of the area covered, with discussion of the economy, including as appropriate, geography, population, labor force, resources, and the environment
2. Analysis of Economic Development Opportunities—including incorporation of any relevant material or suggestions from other government sponsored or supported plans
3. CEDS Goals and Objectives—goals for taking advantage of the opportunities and solving the economic development problems of the area served
4. Community and Private Sector Participation—discussing the relationship between the community and the private sector in the preparation of the CEDS
5. Strategic Projects, Programs and Activities—section must identify regional projects, programs and activities
6. CEDS Plan of Action—including suggested projects to implement objectives and goals set forth in the strategies
7. Performance Measures—used to evaluate whether, and to what extent, goals and objectives have been or are being met

In August 2000, the Economic Development Administration evaluated its Economic Development District Planning Program, which at the time funded 323 Economic

Development Districts (Fasenfest and Reese, 2002). This evaluation provides further background on EDD characteristics and the regional planning program.

Most EDDs are part of a larger organization, as was shown in the 2000 evaluation. This arrangement permits both the integration of the CEDS with other forms of regional planning (for example, transportation, housing, or aging) and the potential to leverage EDA dollars with other projects. The 2000 study documented that economic conditions such as poverty, unemployment, and population change affect activities of the Economic Development Districts and ultimately their CEDS planning process, and also, relevant to this study, that transportation was considered a weakness in the CEDS.

## The Statewide and Regional Transportation Planning Process

In 1995, responding to the Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991, the U.S. Department of Transportation evaluated changing transportation needs in

FHWA defines three groups of rural:

- **Basic Rural**—dispersed counties or regions with population centers of 5,000 or more. Mainly characterized and natural resource based economies, stable or declining “farm-to-market” localized transportation patterns.
- **Developed Rural**—fundamentally dispersed counties or population center(s) of 5,000 or more. Economies tend to be mixed industrial and service based in the cities and natural resource based in the rural areas. Populations are growing, and transportation needs are more diverse.
- **Urban Boundary Rural**—counties or regions that border areas and are highly developed. Economic growth, population transportation are tied to the urban center, and have experienced growth

America. The focus shifted from providing mainly facilities for vehicles to a more holistic approach, including efficiency for multi-modal movement of people and goods, use of management systems in decision-making, an enhanced role for federally designated Metropolitan Planning Organizations, air quality considerations, and new statewide transportation planning requirements.

These shifts in approach were useful because of major changes in rural transportation needs due to agricultural and industrial developments and

population relocations. Likewise, the booming economy of the mid- to late 1990s strained the transportation infrastructure because the volume of shipments increased significantly.

Deregulation and expanded state and local responsibilities for surface transportation affected all areas of rural transportation from highways and passenger service (including public transportation, intercity bus, passenger rail, and passenger air) to freight transportation. This environment required more effective rural consultation in statewide transportation planning in order for growing rural needs to be met with current transportation facilities.

### **Federal Transportation Planning Regulations**

In the 1990s, federal surface transportation programs underwent a thorough makeover. These reforms began with the Intermodal Surface Transportation Efficiency Act of 1991, and continued with the 1998 reauthorization of federal surface transportation programs by the Transportation Equity Act for the 21st Century (TEA-21). Important among the reforms were changes in metropolitan and statewide transportation planning processes. These changes included: (1) strengthening the long-standing requirements for involving local officials in planning transportation systems, and (2) programming the use of federal funds for highway and transit purposes at least three years into the future, consistent with the long-range plans (Federal Highway Administration, 2008).

Outside metropolitan areas, the state departments of transportation are required to conduct their statewide planning and programming “in consultation with” local

#### **Why Is Rural Planning Treated Separately?**

- Institutional arrangements and transportation issues are different in rural areas than in metro areas with populations of over 50,000.
- In metropolitan areas, responsibility for planning lies with designated MPO; in small communities and rural areas, no one official body is so designated.
- In some states, the State DOT conducts planning for these areas, while in other states, RPOs or local governments do so.
- In addition, rural areas sometimes face transportation issues of a different nature than those encountered in metropolitan areas.

*Source: FHWA*

officials and to make decisions about spending certain federal funds “in cooperation with” local officials. No specific approach is required in the law or in related regulations for accomplishing these consultative and cooperative activities (Larson, et al, 2000).

Each state must document its process for gathering input from rural local officials on statewide transportation plans and investment programs. Furthermore, state-level officials must confer with local officials before taking major actions, must consider local officials’ views and occasionally inform them about actions. These procedures must be “separate and discrete” from the public involvement process. The result has been an increase in the number of states obtaining the expertise of local official networks through a form of sub-state regional consultation model where rural planning organizations (RPOs) are housed within existing regional entities (such as EDDs) whose leadership comprises local officials (NADO Research Foundation, 2008).

In 2005, the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU) was the next iteration of surface transportation legislation. Although the law addressed transportation challenges such as improving safety, reducing traffic congestion, improving efficiency in freight movement, increasing intermodal connectivity, and protecting the environment, it did not substantially change the roles for local officials participating in the planning process. Through the federally mandated planning process, state DOTs and other planning organizations are required to complete a few different planning processes covering different time horizons.

**Long-Range Transportation Plan (LRTP)** – The statewide LRTP presents a comprehensive picture of a state's transportation needs. It does not always include a list of

specific improvement projects; instead, it is the overarching document that sets the policies and goals for the state's multi-modal transportation network.

The long-range plan includes anticipated improvements for all modes of travel during the next 20 to 30 years, including streets and highways, public transit, railroads, and bicycle and pedestrian needs. The LRTP considers non-transportation elements as well, including land use, development, housing, natural and environmental resource and employment goals.

The plan provides a framework for future, more project-specific, plans such as the state DOT's statewide transportation improvement program (STIP) and regional plans and transportation improvement programs (TIPs). In urbanized areas with a population of 50,000 or more, the federally designated metropolitan planning organization (MPO) also creates a long-range transportation plan consistent with the statewide plan, and rural planning organizations may also complete one, depending on state and local needs (FHWA, 2008).

**Statewide Transportation Improvement Program (STIP)** – The STIP is a comprehensive transportation capital improvement program for states and a guide for implementing agencies, such as the DOT, MPOs, other planning entities, and transit authorities. It prioritizes all projects and is limited to the available funding. The STIP also serves as the reference document required under federal regulations for use by the Federal Highway Administration and the Federal Transit Administration to approve spending federal funds for transportation projects in each state. The projects identified in the STIP must be consistent with the system goals identified in the LRTP.

**Transportation Improvement Program (TIP)** – In addition to the statewide documents, each MPO is also required to develop a regional TIP, a multi-year program that prioritizes transportation improvement projects and identifies locally significant projects.

MPO TIPs are incorporated directly into the state DOT's STIP. Rural transportation planning organizations are not required by federal law to prepare rural transportation improvement programs, but many do so in collaboration or under contract with their state DOTs.

Although the long-range plans and improvement programs required by federal regulations are developed to meet transportation-specific objectives, some elements are comparable to the Economic Development Administration-required CEDS. For instance, both the CEDS and the LRTP entail discussion of their main planning objective (economic development or effective transportation) in the context of regional characteristics such as land use, housing, workforce, infrastructure, and natural resources. Both processes develop broad goals and policies for achieving their main objectives, which then inform the specific project selection. To be eligible for federal funding, projects must be included in the STIP (for U.S. DOT programs) or the CEDS (for EDA programs).

Even though state DOTs are not required to consult CEDS documents from within the state, local officials and stakeholders are expected to participate in both the CEDS process and the transportation planning process (through state or regional entities). While a single EDD's region may not include an MPO or a rural transportation planning organization, the statewide transportation plans and programs would still apply to that region, and their CEDS document would still need to describe the state and local transportation networks in the context of economic development.

As a result, much opportunity exists for shared priorities and interaction between a region's transportation and economic development planning processes and documents. Integration of the two processes could occur as a result of staff or leaders working on both issues, and projects and priorities that reflect the content of complementary plans.

# National Scan Methodology

Information was gathered for the national scan in three phases. First, the project team reviewed the professional and academic literature on ways in which transportation projects are included in regional development planning. In addition, Web sites and CEDS documents of selected Economic Development Districts were reviewed to determine the types of transportation projects included in the CEDS and the procedures followed.

Second, staff from the NADO Research Foundation and Center for Governmental Studies prepared an online scan instrument to send to EDD offices. The questions were based partly on information gathered from the literature search and Web site reviews. The scan instrument was then pre-tested on a representative sample of 16 EDDs across the United States. Comments from the pre-test were included in the final data collection instrument, which was sent electronically to EDD offices in July 2008 (see Appendix A for scan instrument).

Of the 378 funded EDDs, 362 EDDs for which current and available contact information was available were invited to participate in the scan. Of those surveyed, 134 usable responses were received, for a response rate of 37 percent, which yields a  $\pm 6.7$  percent margin of error (see Appendix B for list of respondents). An additional 18 partial responses were not included in the final results (see Appendix C for a map of the distribution of respondents). The sample was also checked for possible sample bias and was found to closely approximate the universe in population size, income, and poverty level.

Copies of CEDS documents and related materials were also requested as part of the data collection process. In addition to the electronic scan, face-to-face and phone interviews

were conducted with EDD personnel, usually the executive director, in eight EDDs to obtain more detailed information about processes used in incorporating transportation projects into the CEDS. These interviews probed deeper into transportation planning issues to supplement the information reported in the scan (see Appendix D for interview questions).

A third step involved more in-depth examinations of “best practices” in linking the transportation and economic development planning processes. Information on these practices comes from reviews of Web sites and phone interviews with EDD personnel.



# Research Results

This section presents the results of the national scan with special attention paid to the extent to which transportation projects are incorporated into the CEDS planning processes and goals, and the extent to which relationships with state departments of transportation and other transportation entities and stakeholders are developed through the CEDS.

## Characteristics of the Sample

Economic Development Districts differ widely in population, size, and number of counties and municipalities in their service area. The 134 scan respondents closely approximate all EDDs in population and other characteristics. The map shows the distribution of the scan respondents,



represented by a star at the center of the region served. The average population size of the sample is 375,926 compared with 358,476 for EDDs nationwide. On average, the sample EDDs contained 7 counties and 47 municipalities. The average median household income in the sample was \$34,270 compared with \$34,290 for EDDs nationwide. The unemployment rate was 4.8 percent in both the sample EDDs and those nationwide. The average percentage of residents in poverty in the sample is 13.5 compared with 13.7 nationwide. On average, sample EDDs include 7,787 square miles but differ widely in area (from 560 to 60,900 square

miles). The EDDs are also regionally balanced across the U.S. but with a larger number east of the Mississippi River in more densely settled areas (See above map and Appendix C).

### **Size and Responsibility of the Staff**

Planning operations in an EDD are affected by many factors, including staff size and expertise, working relationships with the boards involved in making decisions, and overall practices. EDDs receive funding from the Economic Development Administration for economic development planning, including preparing or updating the CEDS. Some EDDs use the funds to hire a specialist, while others contract for a CEDS update or use the funds to support general economic development planning services.

While EDDs with larger populations may have a sufficient number of development projects to warrant one or more full-time staff members, those with smaller populations may not have enough activity to retain a designated staff member for transportation projects. In some instances, EDD staff may play a supportive role by responding to requests for data analysis and technical assistance from other agencies with direct responsibility for economic development activities such as business recruiting. More than one-half (64 percent) of responding EDDs have either one or two full-time equivalent (FTE) staff positions dedicated to economic development planning, while 13 percent reported only a partial FTE and 22 percent reported three or more staff. Size of population and area served explain these variations.

Nearly one in five EDDs (19 percent) reported no FTEs dedicated solely to transportation issues, but 50 percent reported one or two staff with this responsibility. EDDs with no full-time employees dedicated to transportation are smaller in population, have a slightly higher regional household median income, and have higher unemployment rates

than the average. EDDs that have one or more staff positions dedicated to transportation issues tended to have larger populations.

### **Composition of EDD Board**

The board of directors of a typical Economic Development District represents a broad cross-section of the community including local elected officials. On average, the EDDs have 30 board members, with the number of board members varying with the size of population served. While the overall board has responsibility for managing the operations and the planning process, in many EDDs, primary responsibility for preparing the CEDS document rests with a CEDS committee, of which a majority must be private-sector representatives under EDA's new final rules issued in 2006.

The wide discretion allowed in forming local planning groups and in preparing the CEDS document allows EDDs to tailor the planning process to local conditions. In the national scan, EDDs reported an average of 21 persons on the CEDS committee, but the figure ranged widely with a maximum of 59 members and a minimum of 6, usually explained by the fact that EDDs with more municipalities in their service area have more people on the CEDS committees. In conducting the planning process, the CEDS committee compiles the information using a variety of techniques and approaches including scans and focus groups of residents and businesses as well as general meetings of interested persons. Since the intended outcome of the CEDS planning process is systematic regional planning, it is important to include as many groups as possible in the process especially business leaders and, in this case, transportation representatives.

The CEDS planning process takes on even greater importance because of the requirement that projects funded by Economic Development Administration must be in the CEDS to demonstrate that they are of regional importance. Ideally, however, the goal of the CEDS process is regional planning rather than compiling a list of desired projects, a fact that accounts for the prioritization requirement.

Economic Development Districts are required to update the CEDS at least every five years. The largest number of EDDs (44 percent) reported that the most recent prepared or updated CEDS document was created in 2008 with an additional 31 percent reporting the last update in 2007. Thus, the CEDS documents of respondents are current.

“Although the CEDS update requirement is only every 5 years, we know that constant updating is needed as projects end and previously unforeseen ones occur. We keep ours active by putting it in a three-ring binder. Things can easily be added and taken out, as needed.”

*Dennis Dizoglio, Executive Director,  
Merrimack Valley Planning  
Commission*

### **Groups Involved in CEDS Planning**

The effectiveness of the CEDS planning process is enhanced by broad community involvement in identifying and prioritizing projects important to the future prosperity of the region. In the scan, the Economic Development Districts reported that a diverse group of organizations were represented in the planning process with varying degrees of participation (Table 1a). Economic development directors in the region were reported as “very involved or involved” by 91 percent of respondents.

The second highest involvement is by local elected officials, at 88 percent. These officials are often involved in ultimately implementing the projects, so their input is essential to the planning process. Interactions between local officials and business interests make the

CEDS an effective planning tool. The third highest in terms of involvement were chamber of commerce representatives with 77 percent.

The fourth key group in the process includes private employers or businesses since they are most knowledgeable about the development potential of the region as well as what is possible, at least in their business sector. Nearly three-quarters of the respondents (73 percent) reported that private employers or businesses were “involved or very involved” in the process, a level that complies with the mandate of the Economic Development Administration.

**Table 1a. Involvement of Groups in the CEDS Planning Process--Groups with Highest Involvement**  
(number of respondents followed by percentage)

<i>Group</i>	<b>Very Involved/ Involved</b>	<b>Somewhat Involved</b>	<b>Not Involved</b>	<b>Not Applicable</b>
Econ. Dev. Directors	115 91%	8 6%	0 0%	0 0%
Local Elected Officials	111 88%	10 8%	1 1%	0 0%
Chamber of Commerce Reps	96 77%	21 17%	5 4%	0 0%
Private Employers or Businesses	91 73%	25 20%	7 6%	0 0%
Colleges and Universities	68 55%	36 29%	16 13%	3 2%
Local Public Works Representatives	65 53%	41 33%	16 13%	1 1%

Other groups such as colleges and universities, state economic development agencies, public works representatives, and workforce boards are involved to a much lesser degree. In some instances, these groups provide data or information or assist in supporting the overall planning process.

Noteworthy for the present analysis is the relatively low reported involvement by public transit providers, port authority personnel, state department of transportation personnel, and other transportation representatives (Table 1b). Most likely, the main input

into transportation needs and projects is provided by local elected officials who, in turn, rely on professional staff analyses to determine needs.

**Table 1b. Involvement of Groups in the CEDS Planning Process—Groups with Lowest Involvement**  
(number of respondents followed by percentage)

<i>Group</i>	Very Involved/ Involved	Somewhat Involved	Not Involved	Not Applicable
Bicycle/Pedestrian Groups	11 9%	42 33%	61 48%	7 6%
Rail Stakeholders	14 11%	39 31%	55 44%	14 11%
Private Consultants	16 13%	32 25%	60 48%	10 8%
State DOT	16 13%	40 32%	58 46%	9 7%
Public Transit Providers	18 13%	50 40%	47 37%	9 7%

The fact that transportation industry representatives are not actively engaged in the planning process does not necessarily mean that transportation projects are missing. This is especially true for roads and bridges provided with local funds. Likewise, to the extent that these representatives work with the state transportation departments planning process, it may well be that the state programs are already factored into planning decisions by local public officials.

### **Issues Facing Economic Development Districts**

The extent to which the CEDS plans include transportation goals or projects depends in large part on the overall role of transportation to economic development in the area. In the scan, EDDs were asked to rank the issues most important to the future of their region. Highest on the list was workforce development, reported by 30 percent of respondents. This finding reflects the overall importance of and concerns over adequate labor market to virtually all businesses. Interviews indicated that employment transportation is a related issue, because workers frequently commute from cities and counties other than the locations

where they work, and inadequate transportation makes attracting a sufficient number of workers difficult.

Water and sewer infrastructure was reported as the first issue of concern for another 24 percent of respondents. This issue is significant for regions' economic development because some water and sewer facilities constructed with Federal General Revenue Sharing funds in the 1970s now need repair or replacement. In other cases, recent expansions require additions to the infrastructure. These facilities are critical in attracting and retaining businesses, especially manufacturing firms, which usually pay above-average wages.

Transportation was ranked most important by only 10 percent of respondents (third highest), and another 18 percent ranked it as the second most important issue in their region. The lower ranking does not in any way mean that those transportation projects are left out in the CEDS priorities or are insignificant to meeting regional development goals. Rather, it may simply mean that they rank lower than workforce development or water-sewer projects, especially when some transportation projects may already be included in the region's and state's transportation planning efforts.

The 28 percent of the respondents who ranked transportation as either the first or second most important priority for their region had a larger population and were slightly higher in both median income and unemployment rate when compared with respondents as a group. This difference may reflect the fact that larger populations place more demands on transportation infrastructure.

The relatively low importance assigned to transportation overall may reflect EDA's transportation funding priorities, which often include very specific types of projects such as access roads, rail spurs, and port upgrades. It may also reflect the current condition of the

infrastructure. Roads and bridges may be maintained in better condition than, say, water and sewer infrastructure simply because they have high visibility to users. On the other hand, less importance may be assigned to transportation in the CEDS process simply because it is not as urgent a need as other issues.

### **Role of Transportation in Economic Development Planning**

Similar to the conclusions outlined in this report, the EDD program evaluation conducted in 2000 also identified a need to increase the scope of the CEDS process to engage in a more exhaustive projection of future trends that cannot be effectively addressed at the current funding level. More than half (58 percent) of the evaluation respondents reported transportation as a limiting factor for local economic development potential. In fact, according to CEDS documents analyzed in the 2000 scan, “one of the five most important weaknesses identified in the CEDS is transportation” (Fasenfest and Reese, 2002, p. iv). The report does not address the extent to which transportation planning processes are also linked with the CEDS planning process or whether transportation projects are simply listed.

Metropolitan planning organizations often work closely with the state departments of transportation on transportation plans and programs, and they take the lead on transportation plans in major metropolitan areas with a population over 200,000. However, only 24 percent of responding EDDs reported administering a MPO, and these EDDs have larger populations.

In the remaining 102 responding EDDs, more than two-thirds (68 percent) provide rural transportation planning services through a contract or agreement with the state DOT. Of those EDDs, an annual contract amount of between \$50,000 and \$99,999 (including local match) was most often reported. In general, these EDDs have relatively small populations.



The scan results show that only 13 percent of responding EDDs house both an MPO and RPO in the same regional entity as the EDD. A regional organization housing both the EDD and a rural or metropolitan planning program has opportunities to integrate the CEDS and regional transportation plans, and through their relationships with the state DOT, with statewide plans to a certain extent as well. Several interviews confirmed that the close proximity of both agencies encourages the inclusion of transportation in the CEDS process.

More than a quarter (28 percent) of responding EDDs reported that their organization is not involved in rural transportation activities. For the most part, these EDDs have smaller populations and therefore may also reflect relatively small staff with limited expertise on transportation issues.

### **Managing Transportation Projects within the CEDS**

It is important to understand whether transportation projects are managed and how this is done in preparing the CEDS document. EDA requires that the CEDS contain some background material on the region, including discussion of the economy, population, geography, workforce development, transportation access, resources, environment, and other pertinent information. In general, responding EDDs (63 percent) provided a specific policy section describing their overall transportation assets.

At the same time, however, nearly as many (59 percent) did *not* provide a specific listing of priority transportation projects in the CEDS document. Most (72 percent) responding EDDs do *not* rank transportation projects separately from other priority projects in the CEDS document. This practice suggests that transportation projects are considered to be part of the overall development planning effort. But 73 percent of those EDDs ranking transportation as either their region's number one or number two economic development

priority do include a separate transportation policy section in their CEDS. Likewise, these EDDs more often list specific transportation priority projects separately from other projects.

### Identifying Transportation Priorities

Although Economic Development Districts may include transportation issues in CEDS planning, are they considered at the same level or priority as other development issues?

Overall, 74 percent of respondents reported that transportation investments rank “very important or important” compared with other issues. This finding suggests that even though transportation was not reported as the highest priority by many responding EDDs, it is, nevertheless, incorporated into the CEDS process.

EDA does not specifically ask EDDs to rank each specific project; instead, it asks for a section identifying regional projects, programs, and activities. In this list, EDA then wants a designation of vital projects, programs and activities that address each region’s greatest needs or that will best enhance its competitiveness. In the scan, EDDs discussed criteria used in ranking, which help to identify the various levels of importance assigned to various projects.

<b>Table 2. Criteria in CEDS Selection Process</b>	<b>(%)</b>
No Set Criteria	39%
EDD Comm. sets criteria	17
CEDS Comm. sets criteria	25

The flexibility of the planning process is reinforced by the fact that 39 percent of responding EDDs reported that no specific criteria are used in ranking transportation projects within the CEDS (Table II). Another 25 percent reported that the CEDS committee sets the criteria, and 17 percent reported that the EDD staff determines the criteria. Smaller EDDs were more likely to report either that no criteria are used or that criteria are set by the CEDS committee. The staff tends to set the criteria in EDDs that represent larger populations. Regardless of the criteria used, projects selected for inclusion are based on public input and

the judgment of local policymakers and business leaders, as indicated by the participation in the CEDS process discussed above. In only 6 percent of the responses did the state DOT provide criteria for ranking transportation projects.

Economic Development Districts vary widely in their approaches to prioritizing projects. Over half of respondents (57 percent) do not rank transportation projects as to priority; rather they simply list the projects in the CEDS document, presumably to qualify for funding when available.

However, 34 percent of responding EDDs ranked transportation projects on a multi-county basis, consistent with the intent of regional planning and using the transportation network to serve the region's economy seamlessly. A relatively small percentage of EDDs (11 percent) reported ranking transportation projects by county. These EDDs have smaller populations than those ranking projects on a multi-county basis, and their regions have lower unemployment rates and higher median household incomes than other respondents.

The ultimate issue is the extent to which transportation is included in the regional goals and prioritized projects. Based on the data collected in the scan, 36 percent reported that no transportation projects were identified in the last CEDS update. Also of interest is that EDDs with larger populations and counties with higher median household incomes do not list transportation projects in the CEDS document. This result could mean that other resources are considered sufficient to meet transportation needs or that transportation projects are more appropriate to receive other funding, such as through the STIP or local

**Why is transportation important in the region, but not a focus in the CEDS?**

Several EDDs commented that the CEDS is an *economic development* tool, and EDA tends to fund only a few specific types of transportation projects.

In other words, the EDDs are matching the strengths of their projects with their knowledge of EDA's funding opportunities.

funds, so transportation projects are less likely to require as high a rank in the CEDS prioritization to receive EDA funding.

And although more than one-third of responding EDDs included no transportation projects in their last CEDS update, 77 percent of EDDs rank transportation as important to fulfilling regional development goals. When asked about this discrepancy, EDDs explained that while transportation is important to their regions, the CEDS document is an economic development tool funded by EDA and few transportation projects have been funded directly from the CEDS in their regions. In other words, the EDDs are matching the strengths of their projects with knowledge of what they see as funding opportunities in EDA. Respondents also emphasized that re-examining the parameters of what constitutes transportation projects within the framework of economic development may be one way to increase the number of transportation projects included.

### Development Objectives

Because transportation projects support multiple development-related purposes, responding EDDs were asked to describe the importance of a variety of development objectives in identifying and ranking transportation projects. The largest number of responding EDDs (83 percent) rated retaining or recruiting businesses as “very important” or “important” (Table 3).

This response supports the overall intent of the CEDS process. Similarly, 82 percent reported improving the economic development potential as either “very important” or “important.” Clearly, the

<b>Table 3. Development Objectives</b>	<b>Important/ Very Important</b>
Retaining or Recruiting Businesses	83%
Improving the Econ. Development Potential	82
Improving Local Infrastructure	74
Improving Safety of Transportation System	63
Enhancing Freight Mobility	63

link between transportation and local economic development is evident in the planning process for developing the CEDS, even when few specific transportation projects are included and little participation from transportation stakeholders occurs.

Enhancing freight mobility was reported as “very important” or “important” by 63 percent of responding economic development districts. Improving local infrastructure was significant for 74 percent of respondents, and 63 percent reported improving the safety of the overall transportation system as “important” or “very important.” The importance assigned to these types of goals, which directly rely on transportation infrastructure to enhance or improve the regional economic development potential, suggests that EDDs recognize the benefits of including transportation in the CEDS.

Of direct relevance to the current analysis is that 66 percent of responding EDDs reported that integration with state transportation efforts in prioritizing transportation projects is “very important” or “important” in prioritizing the region’s economic development-related projects in the CEDS (see Table 4 on the following page). A closer examination of the data suggests that both the total regional population of the EDDs, and the population of the individual counties within those regions, are larger in the EDDs that report higher levels of importance for integration with state transportation processes than those that do not.

**Table 4. Importance of Goals in Prioritizing Transportation Projects in the CEDS**  
(number and percent of respondents)

<i>Response</i>	<b>Very Important/ Important</b>	<b>Moderately Important</b>	<b>Not Important</b>	<b>Not Applicable</b>
Increase system capacity	73 58%	26 21%	6 5%	14 11%
Enhance freight mobility	77 62%	28 22%	2 2%	14 11%
Enhance personal transportation mobility	62 49%	39 31%	6 5%	14 11%
Improve safety of transportation system	77 62%	24 19%	6 5%	13 10%
Reduce traffic congestion	48 38%	34 27%	20 16%	19 15%
Meet government mandates for services	24 19%	52 41%	24 19%	19 15%
Improve local infrastructure facilities	89 71%	16 13%	5 4%	11 9%
Coordinate public transit services	47 38%	40 32%	16 13%	17 14%
Improve economic development potential	103 82%	5 4%	1 1%	11 9%
Coordinate with state projects	85 66%	22 18%	3 2%	12 10%
Retain or recruit businesses	104 83%	5 4%	1 1%	11 9%

## **Integration of Transportation and Economic Development**

### **Organizational Structure**

The intersection between transportation investment and economic development has wide-ranging implications extending beyond moving goods and people from one place to another. Transportation is essential to the structure of the economy; however, making a connection between efficient transportation systems and economic productivity can be difficult. The issue of integration should consider not only the effect of transportation on development, but also future transportation needs. Growth in demands on the national transportation system and increased competition for public dollars complicates planning

decisions. Recognizing transportation as a priority in economic development and incorporating it into the CEDS can lead to transportation projects and priorities being incorporated into other statewide plans and vice-versa.

Transportation projects are integrated into overall development planning and the CEDS process in several ways. First, an EDD staff member working on both economic development and transportation projects may automatically introduce transportation needs into the CEDS process. Since many EDDs have a small economic development and planning staff, they often need staff members to have expertise in more than one issue. In fact, nearly half of the responding EDDs reported that one or two staff members work on *both* transportation and economic development.

A second possibility is overlap between the EDD board of directors or CEDS committee and the board or committees of the rural or metropolitan planning organizations where they are housed in the same agency. Responding EDDs differed in their approaches to continuity in organizational structure between economic development and transportation planning responsibilities.

In 43 percent of the responding EDDs, fewer than half of the CEDS committee members served on the transportation planning committee, and in 14 percent no crossover existed between the CEDS committee and the transportation planning committee. Findings were similar for EDD policy boards: 39 percent reported no transportation

“Direct contact and co-located meetings between the CEDS and RPO/MPO process is the most effective approach to involving transportation agencies in the CEDS.

“It’s important to market a regional planning process led by the EDD, rather than an alphabet soup of RPOs, MPOs, CEDS and other acronyms.”

—*Northwest Alabama Council of Local Governments*

board members on their policy boards, and 37 percent reported that less than half of the EDD policy board served on the transportation planning committee. Limited overlap does not preclude coordination; it only emphasizes that communication between the CEDS and transportation committees and boards become more important when there is less overlap of the membership.

In a few areas (9 percent), such as the Northwest New Mexico Council of Governments, the North Central Wisconsin Regional Planning Commission, the Southeast Iowa Regional Planning Commission, and the Northeast Georgia Regional Development Center, the EDD policy board also served as the transportation committee. By and large, these EDDs had small populations. It was somewhat surprising, however that when the responses of the EDDs with common boards are examined in detail, those with common boards did not report a higher level of transportation projects in the CEDS than reported by other EDDs.

### **Integrating Planning Documents**

In addition to organizational structure, integrating aspects of the transportation plans appropriate to the region with the CEDS is another method for addressing the relationship between the economic development and transportation planning processes. In general, the responding EDDs who ranked transportation as the first or second most important issue for their region's economic future according to their CEDS had more integration between their CEDS and:

- MPO transportation plans
- rural transportation plans
- statewide transportation improvement plan
- state DOT long-range plans



In comparing the objectives used to rank transportation projects with the degree to which respondents think that the CEDS projects correspond with state DOT projects in the STIP, responses showed that the more importance the EDDs attributed to working with their state DOT, the more likely they were to integrate their CEDS and the STIP. Other more general goals such as coordinating public transit services, reducing congestion, and enhancing citizens' access to transportation all were much lower priorities with less of a relationship between the economic development and the STIP or other transportation plans. Integration of transportation goals in the CEDS and statewide and regional transportation plans is important, but EDDs reported less integration between the CEDS and statewide documents than rural, regional plans (Table 5).

In fact, only 11 percent of the EDDs responded that their CEDS goals were strongly interrelated with the state DOT's LRTP and STIP. Another 18 and 13 percent felt that the CEDS was moderately integrated with the LRTP and STIP, respectively. At the other end of the spectrum, 22 percent reported that there is no integration between the CEDS goals and the state DOT's LRTP for the region, with 29 percent seeing no integration with the STIP. An

**Table 5. Level of Integration of Goals, Projects and Priorities between CEDS and Transportation-specific Plans** (number of respondents and percent)

Level of Integration	State Long-Range Plan	MPO Transportation Plans	Statewide Transp. Improvement Program	Organization's Regional Transp. Plans
Strongly integrated	14 11%	10 8%	14 11%	27 21%
Moderately integrated	22 18%	15 12%	16 13%	38 23%
Somewhat integrated	49 39%	24 19%	47 37%	35 28%
No integration	27 22%	7 6%	36 29%	8 6%
Not applicable	14 11%	70 56%	13 10%	27 22%

additional 11 and 10 percent of respondents felt the LRTP and STIP were not even applicable to their region's CEDS, respectively. The larger the EDD population, the less likely it was for the CEDS and the LRTP to be integrated. In contrast, areas with the highest integration with the STIP were mainly metropolitan areas with larger populations than those EDDs with little or no integration with the STIP.

*Boonslick Regional Planning Commission in Missouri includes the region's transportation plan as an appendix to its CEDS document. Doing so demonstrates the reliance of the region's economy on effective transportation.*

Nationwide, 45 percent of respondents reported either strong or moderate integration between the CEDS document and the rural transportation plan. Only 6 percent of EDDs reported that there is no integration between the CEDS and their rural transportation plans. Because two-thirds of responding

EDDs provide rural transportation planning under a contract with the state DOT, with an additional 13 percent administering both an MPO and a rural planning program, EDDs are more likely to see a relationship between the CEDS and other planning documents produced in-house, rather than plans compiled by the state DOT. Integration with MPO plans was considered low, but only about one-third of responding EDDs house either an MPO alone or an MPO plus a rural planning program. In fact, the larger the total population of the EDD, the more integration between its CEDS and the MPO plans.

Integration of the CEDS and transportation plans is an important issue because the CEDS is a regional planning document. The findings suggest a need for better coordination between state agencies and EDDs or more involvement of local leaders in statewide planning, especially in rural areas. The low occurrence of integration with the statewide plans suggests that when projects, policies, and goals for transportation facilities are aggregated at the state

level, locally or regionally identified projects may be lower priorities for the state as a whole than they are for the communities within the region. In addition, economic development is typically only one of several factors determining regional or statewide transportation projects, while respondents indicated above that economic goals were the most significant objectives for transportation within CEDS documents.

### **Obstacles to Including Transportation in CEDS**

Although transportation was considered a weakness in the evaluation conducted in 2000, as mentioned earlier, funding was the largest roadblock to successful project development. Other important barriers included poor factors of production, a poor political environment, and poor internal characteristics. Some of these issues were also examined in the present analysis.

Transportation projects are clearly a concern in the CEDS planning processes, but many EDDs reported either that they do not prioritize projects or do not include them. Since several factors may limit participation by transportation agencies or stakeholders in the planning process, the research conducted for this report asked EDDs to identify the most serious obstacles.

The largest number (33 percent) of respondents cited lack of funding to implement projects as the most serious obstacle to involving transportation groups in the CEDS planning process. With few tangible outcomes expected at the end of the process in terms of transportation projects funded, there may be little incentive to become involved, especially for transportation agencies that receive most of their funding through other programs.

Twenty-two percent of the EDDs indicated that time constraints were a serious obstacle to involving transportation agencies in the CEDS planning process. Time constraints

may come into play not only in limited staff time to work on integrating planning initiatives, but also the time required to travel long distances to participate in planning processes.

Respondents did not rate “difficulties in making contacts with agencies” as especially troublesome, nor did they cite “conflicting priorities among participants” as an important obstacle. This finding is encouraging and once again discounts the notion that local officials do not recognize the regional importance of transportation. However, several EDD personnel indicated more guidance from EDA on state-level participation in the CEDS process would be beneficial.

### Measuring the Success of CEDS

The philosophy behind the CEDS process is that local agencies should monitor the resulting document to make sure that the action plan is pursued, sometimes with federal and/or state funding, and also that planned outcomes are realized. A significant question, then, is how the success of the CEDS process is evaluated. Respondents were asked to comment on various commonly used

measures of success.

Progress toward regional economic development is often measured by directly observable

<b>Table 6. Measuring Success of the CEDS</b>	Percentage of respondents
Job Creation	86%
Job Retention	73
Additional Private Investment	68
Additional Grant Funding	48
Wages Higher than Regional Average	48
Increased Retail Sales	11

activities such as jobs created. This proved true in the scan, with 86 percent of responding EDDs reported that job creation is one measure of a successful CEDS process (Table 6). This was followed closely by job retention, reported by 73 percent of EDDs.

These responses are consistent with the purposes of the planning process, but the best that the CEDS can provide is an environment that encourages business investment. Other

factors such as national economic conditions may be more important than the local environment for many businesses. Job creation and retention may not be sufficient to insure prosperity if the jobs pay relatively low wages. Thus, many responding EDDs (48 percent) assigned importance to generating wages higher than the regional average. This approach is becoming more common, with states withholding incentives when a prospective employer’s wages are lower than the statewide average. Responding EDDs also reported that additional private investment was a criterion for measuring the effectiveness of a CEDS process.

These findings indicate the salience of including transportation as an important issue for regional economic development, as businesses rely on efficient transportation networks for receiving and shipping their materials and products, while their employees also need effective and affordable transportation.

### Sharing the CEDS Results

A significant part of an effective regional planning process is sharing the results with a variety of decision-making groups. EDDs differed in their dissemination efforts (Table 7).

The most common groups to receive copies of the CEDS are the CEDS committee (90 percent), EDD governing board (88 percent), and local elected officials (87 percent). These groups often are already involved in the CEDS preparation process and thus are familiar with the results.

<b>Table 7. Who Receives Copies of Completed CEDS Documents?</b>	Percentage of respondents
CEDS Committee	90%
EDD Governing Board	88
Local Elected Officials	87
Local Economic Development Directors	70
State Economic Development Agencies	54
Elected State Officials	44
State DOT	15

"We always give our CEDS to our local elected officials. It gives the CEDS exposure, where an official may not see projects and priorities in the transportation plan or land use plans, they will get a chance to see it in our CEDS."

*–Bob Schrage, Northern Kentucky Area Development District*

Less common, but still important recipients of the CEDS plan are the directors of economic development agencies (70 percent). About half of the EDDs reported sharing the CEDS documents with state economic development agencies (54 percent), and even fewer (15 percent) reported sharing them with state DOT personnel. These results suggest that sharing the current CEDS may

be a way to engage DOT personnel and other transportation entities and stakeholders in the economic development planning process, and that additional methods for increasing the integration of transportation into the planning process.

## **Promising Economic Development District Practices**

It is important in this report to highlight initiatives where communities, regions, and EDDs are doing extraordinary things in the areas of transportation, economic development, and collaboration.

### **Pennsylvania—Land Use, Transportation and Economic Development**

In Pennsylvania, several state agencies came together to collaborate on a shared regional visioning and planning process. Through this process, Pennsylvania's regional planning commissions (many of which are also EDA-designated economic development districts) develop a regional action strategy (RAS) to link land use, transportation, and economic development, giving the process the nickname LUTED. This initiative is designed to make sure that transportation plans and resources are recognized without duplicating other planning efforts. The goal is to better integrate economic development decision-making with regional land use and transportation planning.

The North Central Pennsylvania Regional Planning and Development Commission (North Central) is the EDD for the counties of Cameron, Clearfield, Elk, Jefferson, McKean, and Potter, located in North Central Pennsylvania. Within the North Central region, the LUTED process was used to establish a comprehensive RAS that effectively links existing plans (CEDS, LRTP, strategic plan, county comprehensive plans) and programs to establish consensus criteria and implementation approaches leading to future investment priorities.

North Central's Director of Community Development and Regional Planning Amy Kessler explains, "LUTED is a statewide initiative that incorporates many different stakeholders, including the Pennsylvania Department of Transportation, Department of

Agriculture, Economic Development, and other agencies.” She also emphasized that the positive and reciprocal relationship with PennDOT and other partners, has been essential to the success of LUTED and regional transportation planning.

Especially important is that North Central Pennsylvania can draw on all of the existing plans to create a comprehensive regional format for planning that links land use, transportation and economic development. Essentially, LUTED removes much of the duplication in planning initiatives. It can also highlight or justify state sponsored transportation projects in the CEDS and gain EDA support. Kessler further explains, “LUTED can help to create defensible criteria, since EDDs can use LUTED as a filter to identify the most vital regional projects for their CEDS. It is a tool for preparing the transportation section of the CEDS and so much more.”

SEDA-Council of Governemnts (COG) serves as the regional planning and development commission for 11 counties in the center of Pennsylvania. From its own region’s LUTED planning process, SEDA-COG produced the Vision 2020 Plan, which establishes future directions for managing growth, change, and development in its service area.

The Vision 2020 Plan is the outcome of a regional process which SEDA-COG organized and conducted in 2007 – 2008—one that engaged citizens, community, and county leaders across municipal borders in five subregional communities within the larger SEDA-COG region.

Jerry Bohinski, chief of economic development programs for SEDA-COG, explains: “The LUTED process affords us the ability to identify more projects and get a level of public involvement that then can be funneled into the CEDS process.” As SEDA-COG was beginning its five-year comprehensive CEDS update, he also emphasized, “They were



confident that the LUTED process would make the CEDS better and more developed,” and concluded that the funding, coordination and collaboration that LUTED provides can be utilized while preparing the CEDS.

“The LUTED process affords us the ability to identify more projects and get a level of public involvement that then can be funneled into the CEDS process.”

*-Jerry Bohinski, SEDA COG*

Many supporting state agencies including the Departments of Agriculture, Conservation and Natural Resources, Community and Economic Development, Environmental Protection, and Transportation, were included in the Vision 2020 Plan and in North Central’s RAS. Pennsylvania’s LUTED process is unique in that it also serves to identify funding resources at both the state and local level. This information is useful for the CEDS specifically, since EDA often funds projects when other sources of funding have been identified and may require other local and state funding as match for a project.

Finally, LUTED gives Pennsylvania an opportunity to review redevelopment, future growth, and other aspects of economic development while still focusing on transportation and infrastructure. Although the idea of targeting existing infrastructure is not new, Pennsylvania’s statewide initiative, which uses local partnerships to look at regional needs and assets, is unique and worth a closer look.

### **Missouri—Collaboration from the Top Down**

Boonslick Regional Planning Commission (RPC) serves as the EDD for three counties centered on Interstate 70 and lies immediately west of the St. Louis metropolitan area. The region’s population growth rate spiked sharply at 22.4 percent in 1980. Newly released

population estimates for 2005 rank two of the three Boonslick counties in the top three Missouri counties for growth.

Boonslick and several other of Missouri's RPCs serve as EDA-designated economic development districts in addition to performing rural transportation planning under contract with the state DOT. Under this arrangement, a single RPC board serves as leadership for both the transportation plan and CEDS updates. Steve Etcher, executive director of the planning commission, credits the successful transportation planning in the growing region to the Missouri Department of Transportation (MoDOT) "top-down leadership approach," featuring strong leadership in the DOT, open communication regarding transportation issues, and "a willingness to accept input." Through their partnership, RPC leadership have the opportunity to contribute to the development of the STIP.

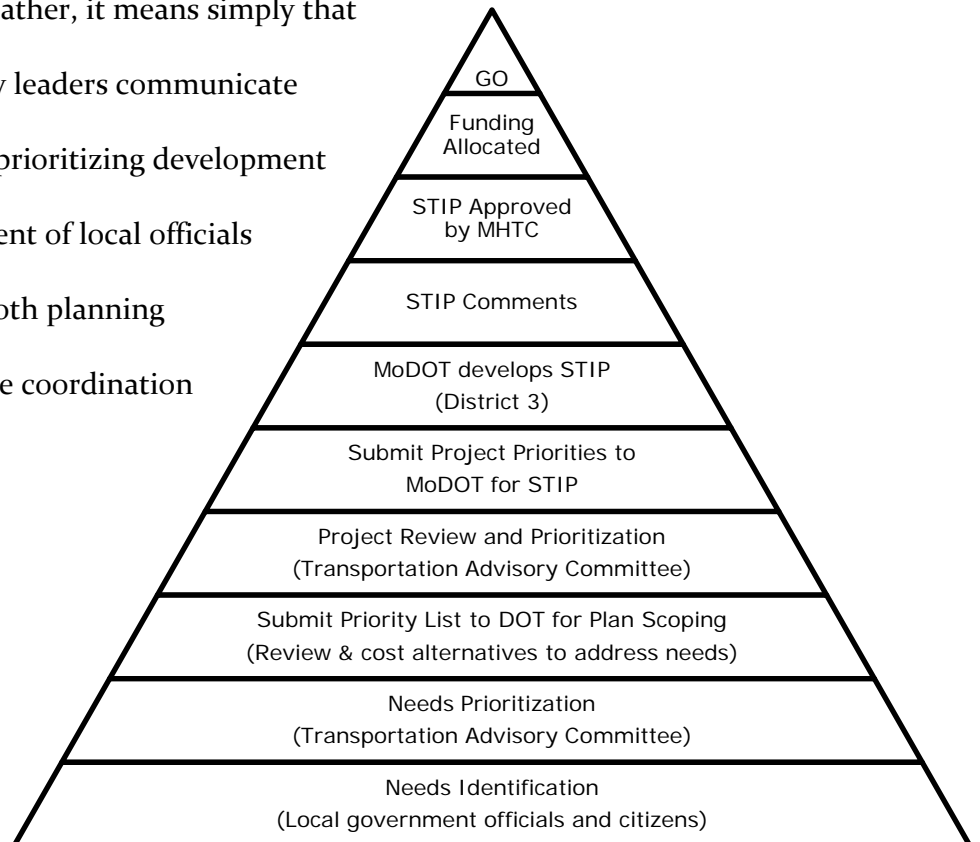
Etcher states, "There is a level of uniformity in product delivery; all 19 regional planning organizations are brought along at the same pace." Etcher added that a statewide template has been professionally developed so that everyone has the tools needed to succeed in regional planning.

One of the main goals of Missouri's transportation planning framework is to ensure that the general public and local officials actively participate in the process. MoDOT has been able to achieve this by partnering with MPOs and RPCs. MoDOT works closely with the RPCs to develop regional transportation plans that articulate long-term goals, identify needs and include public outreach. These plans must be approved by the regional planning commissions' board of directors, which includes local officials. The regional plans are then forwarded to the state for consideration in the development of the state's transportation plan. "It is important for MoDOT to maintain the relationships at the local level, to bring all of the

planning agencies to one meeting. That is what is unique about MoDOT," added Kent Van Landuyt, MoDOT's former federal liaison.

Although MoDOT does not participate directly in the RPCs' CEDS process, a unity of purpose is achieved throughout the transportation and economic development planning processes. Moving Missouri's economy is a priority for the DOT, and regional economic development is used as a transportation project selection criterion for inclusion in the STIP. Likewise, in the Boonslick region, the regional transportation plan is appended to the CEDS, signifying the essential role transportation infrastructure plays in underscoring all economic development initiatives.

It is especially important for state plans to include local transportation projects and for the local planning process to recognize DOT plans for improving and upgrading transportation facilities. This does not mean that the state DOT planning process and the CEDS process are the same; rather, it means simply that local officials and community leaders communicate effectively in evaluating and prioritizing development strategies. Greater involvement of local officials and community leaders in both planning processes should lead to more coordination and better outcomes.



## Iowa and Illinois—Making the CEDS More than a Checkmark

The Bi-State Regional Commission is an EDD that serves five counties and 43 municipalities in Iowa and Illinois. The commission is also active in multimodal metropolitan and rural transportation planning, serving as the MPO for the Quad Cities area of Iowa and Illinois and conducting rural transportation planning for Scott and Muscatine Counties in Iowa under contract with the Iowa Department of Transportation.

Just as other EDDs that house transportation programs have done, Bi-State emphasizes having a comprehensive approach to the CEDS process and resulting document. “It is important to make the CEDS more than just a checkmark. It is such a great tool for collecting data and prioritizing regional projects, and we can use it as a grant resource,” says Mark Hunt, the commission’s economic development project manager.

Hunt emphasizes a need to keep a CEDS current to maintain its relationship to other planning initiatives in its Iowa and Illinois portions of the region, and to match local economic conditions as they evolve. He says, “The CEDS document is an active document if EDDs make it one.”

For the Bi-State Regional Commission, the CEDS is an excellent communication tool, keeping the region’s projects on the agenda of political officials, DOT, businesses, and the community. The commission uses the CEDS as a “tool for notification,” highlighting regional goals and projects. If not for CEDS, some of these projects may not be seen by legislative representatives or DOT officials.

Hunt says that in the end, not every project identified by the local leadership and stakeholders will be funded, and not every project will be a priority; however the CEDS allows for connections with other stakeholders that can help the projects advance.

Hunt, like many others involved in the transportation aspect for their region's CEDS, acknowledges that many projects are identified in the various state transportation plans, before becoming a part of CEDS. But, the distribution of the CEDS is a major factor in moving these projects from being part of a plan to highlighting specific needs in a region.

### **Massachusetts—Priority Growth Strategy Initiative**

The Merrimack Valley is a diverse region of nearly 320,000 people spread over 270 square miles in northeast Massachusetts. The Merrimack Valley Planning Commission (MVPC) is the economic development district for the 15-community region and serves as the MPO for all the communities. The importance of a managed growth initiative cannot be overemphasized in dealing with a growing population and the strain on local resources such as water in large metropolitan areas. The concepts of smart growth, land use, redevelopment, and brownfields are all intertwined and create a unique opportunity for successful transportation planning initiatives to come from the CEDS. The region's "Priority Growth Strategy" initiative is changing the way the communities and transportation partners view growth.

The Priority Growth Strategy is the connection between transportation and economic development that is sometimes hard to make, according to MVPC Executive Director Dennis DiZolgio. Often transportation projects are hard to identify within a region's CEDS unless they are tied directly to jobs or stimulating economic development. The Priority Growth Strategy allows such projects to be identified and considered in terms of land use and smart growth. They can also be included in the CEDS, thereby making transportation a priority.

The communities served by MVPC have grown much faster than the rest of the state, as DiZolgio explains, “We were rediscovered by folks who sought more affordable housing.” The Commission emphasized that population growth, transportation needs, and improving its understanding of community needs were several subjects first identified in its CEDS. The Commission used the needs assessment conducted in its CEDS process and turned it into the driving force to produce its Priority Growth Strategy report.

It was first important to identify concentrated development areas where the most growth was occurring. Then, several questions were asked:

- Do the concentrated development areas have adequate transportation infrastructure? If not, this becomes the perfect opportunity to build these projects into the next transportation section of the CEDS update as well as other statewide transportation plans (such as DOT, regional plans, etc.)
- Where should growth be encouraged? This is locally-driven. It is important to determine from the community, business owners, and elected officials, where growth could be promoted.
- What are the regional transportation priorities? Using a grassroots approach, MVPC gathers suggestions on the most important issues facing each community and compiles them to see which are of regional importance.

By including public input and encouraging a relationship with the state DOT to help identify regional priorities and plans, MVPC can be “cheerleaders” for transportation projects in the region. The Priority Growth Strategy will only continue to strengthen the relationships with the state DOT and continue to keep the focus on the region as it aims for smart growth, community pride, and making the important connection between economic development and transportation planning.

## Conclusions and Recommendations

Throughout the research conducted for this report, the wide range of practices relating to the CEDS was evident. However, some common themes did emerge about the importance of linking transportation planning processes with economic development planning through the CEDS process. These themes and other recommendations mentioned by EDD staff members include the following:

1. EDD personnel can work more closely with DOT to help coordinate policy goals, program design and investments for projects serving regional economic development. Regions should look to the DOT for collaboration and to help identify possible funding sources for projects expected to encourage economic growth. The more interaction between EDDs and state DOTs, the more likely that regional transportation projects will come to fruition and foster economic development. This suggestion was mentioned frequently and adamantly by EDDs that were successful with engaging their state DOT, as well as those who were not.
2. Regions should expand eligibility parameters for transportation projects within the CEDS to include intermodal and freight projects and those that affect total system performance, which may not often be included or funded by EDA. Since projects that do not directly stimulate economic development, such as through job creation, may not be included in the CEDS, some EDDs are left without transportation projects appearing in the plan. One suggestion from the field is that EDA include different levels of funding for various projects. If a transportation project creates jobs indirectly as opposed to directly, it might have a different funding level.
3. EDDs must consciously make stronger connections between economic development and transportation, as well as with land use, housing, and workforce development, to link the disparate planning processes more tightly. Since at least

one purpose of the CEDS is to demonstrate eligibility for federal funding, expanding the purposes for which funding can be obtained could help the integration process. One angle for achieving this link is to market the CEDS as a regional planning process led by the EDD. Using a collective market approach will strengthen the connection between economic development and the transportation infrastructure needed to make it happen at a regional level. Simply listing specific projects that each individual county or community needs will not address the vital or important projects that the region must focus on to foster economic development and private investment.

4. Attach the TIP, STIP, or other transportation planning documents to the CEDS while leaving the specifics about transportation projects in that document. Including the TIP or STIP would better integrate transportation and economic development needs into one planning initiative even though the CEDS would not focus explicitly on transportation projects. EDD staff members emphasize that including a statewide plan can strengthen applications, as well as add the level of integration that transportation sometimes lacks within the CEDS.
5. Sharing the CEDS more widely with stakeholders that include not only local officials and members of the CEDS committee, but also transportation entities such as state DOTs, port authorities, transit providers, and others may provide new opportunities for engaging groups that have not had much participation in the CEDS process. It may also help to coordinate efforts among varying levels of government and private sector partners, as well as other stakeholder groups that rely on transportation, such as land use planners, workforce development professionals, and housing authorities.
6. The research results emphasized that housing an RPO and/or MPO in the same agency where the EDD is administered and considering their input will help to align goals as well as retain a vested interest in the process. If it is not possible to house them in the same agency, it is even more important that there is direct



contact between CEDS and RPO/MPO leadership and staff. Such contact will also help to match priorities among agencies. The formation of technical and policy committees that overlap on specific issues including transportation and economic development can help to bridge the collaboration gap and bring in local experts, as well as connect with local land use and other priorities.

7. Conduct joint planning meetings and develop cross-representation of membership for CEDS committees and MPO and rural transportation planning committees, where they exist. This will help to bridge knowledge and communication barriers, as well as address time constraints of traveling to multiple meetings when discussions can be held at joint meetings.

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# Appendices

Appendix A. Scan Instrument

Appendix B. Follow-Up Interview Questions

Appendix C. List of Scan Respondents

Appendix D. Map of Responding EDD Regions

## **Appendix A. Scan Instrument on Transportation and Comprehensive Economic Development Strategies (CEDS) Planning Practices**

1. Organization Name
2. State
3. Your Name
4. Title
5. Phone
6. Email
7. Web site

### **Information about Your Organization**

8. In what year was your organization designated by the Economic Development Administration as an Economic Development EDD (EDD)?
9. What is the total budget for your EDA planning grant for FY2008, including local match?  
Less than \$50,000  
 \$50,000 – \$59,999  
 \$60,000 – \$69,999  
 \$70,000 – \$79,999  
 \$80,000 – \$89,999  
 \$90,000 – \$99,000  
 \$100,000 – 109,999  
 More than \$110,000
10. What is the total population of your EDD service area?  
 Less than 50,000  
 50,000 – 249,999  
 250,000 – 499,000  
 500,000 – 999,999  
 1 million or greater
11. How many counties are in your EDD service area?
12. How many local municipalities are in your EDD service area?
13. When was your EDD's latest Comprehensive Economic Development Strategy (CEDS) prepared or updated?
14. How many members are currently on your EDD Governing Board?
15. How many representatives are on your EDD CEDS committee?

## EDD Relationship with Regional Transportation Planning Organizations

16. Does the regional organization that houses your EDD also administer a Metropolitan Planning Organization (MPO)?
- Yes
  - No
17. Does the regional organization that houses your EDD also provide rural transportation planning services?
- Yes, our regional organization has a contract/agreement with the state DOT
  - Yes, our regional organization has established a rural transportation planning organization without state DOT assistance
  - No, the organization is not involved in rural transportation activities
18. What is the annual contract amount provided by your state DOT for your rural transportation planning services (including local match)?
- Less than \$25,000
  - \$25,000 – \$49,999
  - \$50,000 – \$74,999
  - \$75,000 – \$99,999
  - \$100,000 – \$124,999
  - More than \$125,000
  - Not applicable
19. In general, do your EDD CEDS *committee members* also serve on your *organization's rural transportation planning board or committees*?
- No crossover of CEDS committee and rural transportation planning members
  - Less than 50 percent of CEDS committee members are rural transportation planning members
  - 50 percent or more of CEDS committee members are rural transportation planning members
  - Use same committee for CEDS and rural transportation planning board or committees
  - Not applicable – no rural transportation planning board or committees
20. In general, do your EDD *policy board members* also serve on your *organization's rural transportation planning board or committees*?
- No crossover of EDD committee and rural transportation planning members
  - Less than 50 percent of EDD committee members are rural transportation planning members
  - 50 percent or more of EDD committee members are rural transportation planning members
  - Use same board members for EDD and rural transportation planning board or committee
  - Not applicable – no rural transportation planning board or committee

21. In general, do your EDD CEDS *committee members* also serve on your organization's Metropolitan Planning Organization (MPO) *governing board or committees*?

- No crossover of CEDS committee and Metropolitan Planning Organization (MPO) members
- Less than 50 percent of CEDS committee members are MPO members
- 50 percent or more of CEDS committee members are MPO members
- Use same committee for CEDS and MPO
- Not applicable - no MPO committee

22. In general, do your EDD *policy board members* also serve on your organization's Metropolitan Planning Organization (MPO) *technical committees*?

- No crossover of EDD committee and MPO members
- Less than 50 percent of EDD committee members are MPO members
- 50 percent or more of EDD committee members are MPO members
- Use same board members for EDD and MPO
- Not applicable - no MPO committee

23. How many full-time equivalent positions (FTEs) in your organization are dedicated to economic development planning?

- 0
- Less than one
- 1 - 2
- 3 - 4
- 5 - 6
- 7 or more

24. How many full-time equivalent positions (FTEs) in your organization are dedicated to transportation planning?

- 0
- Less than one
- 1 - 2
- 3 - 4
- 5 - 6
- 7 or more

25. How many staff members work on both transportation and economic development issues?

- 0
- Less than one
- 1 - 2
- 3 - 4
- 5 - 6
- 7 or more

26. How would you describe the level of integration or interconnection of goals, projects and priorities between your EDD CEDS and the MPO transportation plans within your region?

- Strongly integrated
- Moderately integrated
- Somewhat integrated
- No integration
- Not applicable

27. How would you describe the level of integration or interconnection of goals, projects and priorities between your EDD CEDS and your organization's rural transportation plans?

- Strongly integrated
- Moderately integrated
- Somewhat integrated
- No integration
- Not applicable

28. How would you describe the level of integration or interconnection of goals, projects and priorities between your EDD CEDS and your state Department of Transportation's long-range plan for your region?

- Strongly integrated
- Moderately integrated
- Somewhat integrated
- No integration
- Not applicable

29. How would you describe the level of integration or interconnection between the prioritization of projects within your EDD CEDS and within your state Department of Transportation's Statewide Transportation Improvement Program (STIP)?

- Strongly integrated
- Moderately integrated
- Somewhat integrated
- No integration
- Not applicable

## Transportation and CEDS Planning Process

30. What is the most important issue area for your region's economic future, according to the CEDS findings? (check only one)

- Water and wastewater infrastructure
- Transportation
- Broadband and technology
- Workforce development
- Access to business financing
- Affordable housing
- Health and medical care
- Land use
- Education
- Entrepreneurship development
- Other (please specify)

31. What is the second most important issue area for your region's economic future, according to the CEDS findings? (check only one)

- Water and wastewater infrastructure
- Transportation
- Broadband and technology
- Workforce development
- Access to business financing
- Affordable housing
- Health and medical care
- Land use
- Education
- Entrepreneurship development
- Other (please specify)

32. Compared to other issue areas, how do transportation investments rank within your CEDS?

- Very important
- Important
- Somewhat important
- Not at all important
- Not applicable

33. How has the importance of transportation changed in your region over the past ten years?

- Became more important
- Remained the same
- Became less important
- Do not know



34. Does your EDD CEDS have a policy section describing the overall transportation assets of your region?

Yes

No

35. Does your EDD CEDS have a specific listing of individual transportation priority projects?

Yes

No

36. Are transportation projects ranked separately in your EDD CEDS from projects in other priority issue areas within the region?

Yes

No

37. How does your EDD rank individual transportation projects?

Ranked on multi-county regional basis

Ranked on county basis

Do not rank in priority order; only list

Not applicable – no transportation projects identified in last CEDS update

38. Who sets the criteria for ranking transportation projects within your EDD's CEDS?

EDD staff develop the criteria

CEDS committee sets the criteria and ranks

DOT provides criteria

No set criteria are used

Other (please specify)

39. Please rank the importance of the following transportation elements as related to the economic competitiveness of your region within the CEDS.

Transportation Mode	Very	Moderately	Important	Not	N/A
	Important	Important		Important	Important
	1	2	3	4	5
Access roads					
Rail spurs					
Intermodal transfer facilities					
Links to national rail service					
Links to regional and short-line rail service					
Commercial air service					
General aviation service					
Airport facility improvements					
Interstate expansion/improvements					
2 lane to 4 lane roadway conversion					
Implementation of regional transit system					
Improvement in regional air quality					
Enhance water port facilities and capacity					
Upgrading/rehabilitating roads and bridges					
Pedestrian and bike pathways					
Other (please specify)					

40. What types of transportation projects have you identified for EDA funding? Please explain.

41. How important are each of the following goals in prioritizing transportation projects in the CEDS?

	Very	Moderately	Important	Not	Not Applicable
	Important	Important		Important	
	1	2	3	4	5
Increase system capacity					
Enhance freight mobility					
Enhance personal transportation mobility					
Improve safety of transportation system					
Reduce traffic congestion					
Improve mobility for transportation disadvantaged					
Meet government mandates for services					
Improve local infrastructure facilities					
Coordinate public transit services					
Improve economic development potential					
Coordinate with state transportation projects					
Retain or recruit businesses					
Other (please specify)					

42. Briefly describe the most pressing transportation-led economic development issues facing your region today as outlined in your CEDS.

43. Rate the involvement of the following groups in the CEDS planning process.

Agency or Group	Very Involved 1	Involved 2	Somewhat Involved 3	Not Involved 4	Not Applicable 5
State DOT					
Public transit providers					
Civic groups and associations					
Colleges & universities					
Local airport authorities					
Community or civic groups					
Economic development directors					
Chambers of commerce representatives					
Local elected officials					
Local public works representatives					
Private consultants					
Public school officials (K-12)					
Private employers or businesses					
State legislators					
State economic development agencies					
Rail stakeholders					
Bicycle/pedestrian groups					
Port authorities					
Human service agencies					
Workforce boards					
Other (please specify)					

44. What has been the most **serious obstacle** to having *transportation agencies* actively participate in the CEDS process? (check only one)

- Making contact with agencies
- Time constraints from either party
- Conflicting transportation priorities among participants
- Identifying willing and influential transportation partners
- Lack of funding to implement projects
- Other \_\_\_\_\_

45. What have been the **most effective** approaches to involving transportation agencies in the CEDS process? Please explain.

## Evaluation and Follow-Up

46. Who receives copies of your region's CEDS upon completion and EDA approval? (*check all that apply*)

- Local elected officials
- Elected state officials
- CEDS Committee
- EDD governing board
- State DOT
- State economic development agencies
- Local economic development agency directors
- Other (please specify)

47. How does your region measure the success of your CEDS?

- Job creation
- Job retention
- Wages higher than the regional average
- Increased retail sales
- Additional private investment
- Repair or expand infrastructure
- Additional grant funding
- Other \_\_\_\_\_

48. Are you willing to fill out a follow-up online Scan to obtain more details about local practices involving preparation of CEDS if asked?

- Yes
- No

49. Would you participate in a phone interview to discuss your projects or innovative practices?

- Yes
- No

## Appendix B. Follow-Up Interview Questions

1. Could you please start by describing your transportation planning process in general. For example, does your transportation planner work with the state DOT on long range plans, regional plans, or act independently in the planning process.
2. Give some examples of “innovative uses” of the CEDS process? For example, using focus groups, CEDS committees’ member diversity, ranking process, etc.
3. What contributions has the CEDS process made to improve transportation in your Economic Development District (EDD)?
4. What are specific examples of successful transportation projects initiated or included in the CEDS process?
5. How is transportation incorporated into CEDS? For example, is your regional transportation plan submitted as an appendix or rank priorities on a regional versus county basis?
6. What role does your transportation planner play in the CEDS process? For example, does he/she chair the committee, conduct focus group, submit long-range transportation plan to DOT?
7. How do you monitor and document success in your CEDS process?
8. How do you measure successful transportation initiatives or projects? For example, project completion date achieved, budget objectives, leads to economic development, etc.
9. Give examples of how DOT participates in the development of local projects? For example, incorporated into long-range plan, regional transportation plan, roundtables, etc. Are these projects included in your CEDS?
10. How does your agency maintain partnerships with DOT?
11. Other than DOT, what are some other ways you involve transportation stakeholders in the CEDS process? For example, surveying potential partners for interest, posting notices, personal contact, etc.
12. How does the CEDS process result in a successful *regional* transportation plan?
13. How do you keep the priorities in the CEDS on the forefront of transportation decisions given that it is only updated every 4 years?

14. If transportation is not a high priority in the CEDS process, what are the main reasons it is not thought of as a high priority?
15. What changes would you make or recommend to other Economic Development Districts to make their CEDS a more active strategic document?
16. Also, specifically, are there successful instances where transportation initiatives identified in the CEDS have been accomplished?
17. How, if at all, have you changed your transportation planning process since its incorporation into the CEDS document?
18. Does your EDD have any specific “best practices” for how CEDS can be a more active strategic document?
19. Could you please indicate one or two projects, transportation related, that were an integral part of the CEDS document you submitted. In other words, are there examples of projects that were listed in the CEDS, that have since proven to be successful, as you gauge success.
20. Lastly, there are already transportation planning process requirements in place in all states, such as the regional transportation plan, long range DOT plans, and the Comprehensive plans. Do you think the CEDS process adds anything additional to the current required plans? If so, what?

## Appendix C. Scan Respondents List

Name of Agency	State
Alamo Area Council of Governments	Texas
Androscoggin Valley Council of Governments	Maine
Appalachian Council of Governments	South Carolina
Ark-Tex Council of Governments	Texas
Arrowhead Regional Development Commission	Minnesota
Association of South Central Oklahoma Governments	Oklahoma
Bay-Lake Regional Planning Commission	Wisconsin
Bear River Association of Governments	Utah
Benton-Franklin Council of Governments	Washington
Big Sandy Area Development District	Kentucky
Bi-State Regional Commission	Illinois and Iowa
Boonslick Regional Planning Commission	Missouri
Brazos Valley Council of Governments	Texas
Buckeye Hills - Hocking Valley Regional Dev. Dist.	Ohio
Buffalo Trace Area Development District	Kentucky
Capital Region Planning Commission	Louisiana
Catawba Regional Council of Governments	South Carolina
Central Arizona Association of Governments	Arizona
Central Florida Regional Planning Council	Florida
Central Shenandoah Planning District Commission	Virginia
Coastal Bend Council of Governments	Texas
Concho Valley Council of Governments	Texas
Coosa Valley Regional Development Center	Georgia
CSRA Regional Development Center	Georgia
Cumberland Valley Area Development District	Kentucky
Central Upper Peninsula Planning & Dev. Reg. Comm.	Michigan
East Tennessee Development District	Tennessee
Eastern U.P. Regional Planning & Dev. Comm.	Michigan
East Central Florida Regional Planning Council	Florida
Economic Development Council of Northern Vermont	Vermont
Eastern Oklahoma Development District	Oklahoma
First District Association of Local Governments	South Dakota
First Tennessee Development District	Tennessee
Five County Association of Governments	Utah
Grand Gateway Economic Development Association	Oklahoma
Greater Eastern Oregon Development Corporation	Oregon
Greater Wabash Regional Planning Commission	Illinois
Green River Area Development District	Kentucky
Heart of Georgia Altamaha Reg. Dev. Center	Georgia

Heart of Texas Council of Governments	Texas
Indian Nations Council of Governments	Oklahoma
Indiana 15 Regional Planning Commission	Indiana
Iowa Northland Regional Council of Governments	Iowa
Kerr-Tar Regional Council of Governments	North Carolina
Lake Cumberland Area Development District	Kentucky
Lincoln Trail Area Development District	Kentucky
Lower Savannah Council of Governments	South Carolina
Meramec Regional Planning Commission	Missouri
Merrimack Valley Planning Commission	Massachusetts
Metropolitan Area Planning Agency (MAPA)	Nebraska/Iowa
Middle Rio Grande Development Council	Texas
Mid-Minnesota Development Commission	Minnesota
Mo-Kan Regional Council	Missouri/Kansas
Mount Rogers Planning District Commission	Virginia
Northwest New Mexico Council of Governments	New Mexico
North Central New Mexico Economic Dev. District	New Mexico
North Central Regional Planning & Dev. Comm.	Pennsylvania
North Central Wisconsin Regional Planning Comm.	Wisconsin
North Country Council	New Hampshire
North East Wyoming Economic Dev. Coalition	Wyoming
Northeast Georgia Regional Development Center	Georgia
Northeast Michigan Council of Governments	Michigan
Northeast Ohio Regional Planning & Dev. Org	Ohio
Northeast Oregon Economic Development District	Oregon
Northeastern Vermont Development Association	Vermont
Northern Arizona Council of Governments	Arizona
Northern Kentucky Area Development District	Kentucky
Northern Neck Planning District Commission	Virginia
Northwest Alabama Council of Local Governments	Alabama
Northwest Kansas Planning & Dev. Commission	Kansas
Northwest Michigan Council of Governments	Michigan
Northwest Missouri Regional Council of Governments	Missouri
Ohio Mid-Eastern Governments Association	Ohio
Old Colony Planning Council	Massachusetts
Panhandle Area Council, Inc.	Idaho
Panhandle Area Development District	Nebraska
Pee Dee Regional Council of Governments	South Carolina
Pennyrile Area Development District	Kentucky
Prince William Sound Economic Development District	Alaska
Purchase Area Development District	Kentucky
Region Nine Development Commission	Minnesota



Region 6 Planning Commission	Iowa
Region 8 Planning and Development Council	West Virginia
Region 9 Economic Development District of SW CO	Colorado
Region III-A Development & Regional Planning Comm.	Indiana
Region IV Development Association	Idaho
Region Nine Development Commission	Minnesota
Region XII Council of Governments	Iowa
Roanoke Valley-Alleghany Regional Commission	Virginia
SEDA-Council of Governments	Pennsylvania
Siouxland Interstate Metropolitan Planning Council	Iowa and Nebraska
Six County AOG/Economic Development District	Utah
Southern Oregon Reg. Econ. Dev., Inc.	Oregon
South Central Council of Governments	New Mexico
South Central Oregon Economic Development District	Oregon
South Central Ozark Council of Governments	Missouri
South Georgia Regional Development Center	Georgia
Southeast Alabama Regional Planning & Dev. Comm.	Alabama
Southeast Conference	Alaska
Southeast Iowa Regional Planning Commission	Iowa
Southeast Kansas Regional Planning Commission	Kansas
Southeast Utah Economic Development District	Utah
Southeastern Illinois Regional Planning & Dev. Comm.	Illinois
Southeastern Montana Development Corp.	Montana
Southeastern New Mexico Economic Dev. District	New Mexico
Southern Alleghenies Planning and Dev. Comm.	Pennsylvania
Southern Five Regional Planning District	Illinois
Southern Mississippi Planning & Development District	Mississippi
Southern Tier West Reg. Planning & Dev. Board	New York
Southwest Alaska Municipal Conference	Alaska
Southwest Arkansas Planning & Development District	Arkansas
Southwest Iowa Planning Council	Iowa
Southwest Regional Development Commission	Minnesota
Southwest Tennessee Development District	Tennessee
Southwestern NC Planning & Econ. Dev. Commission	North Carolina
Southern Tier Central Reg. Planning & Dev. Board	New York
Three Rivers Planning & Development District	Mississippi
Upper Coastal Plain Council of Governments	North Carolina
Upper Cumberland Development District	Tennessee
Upper Minnesota Valley Regional Development Center	Minnesota

West Alabama Regional Commission	Alabama
West Central Arkansas Planning & Dev. District	Arkansas
West Central Texas Council of Governments	Texas
West Central Wisconsin Regional Planning Comm.	Wisconsin
West Florida Regional Planning Council	Florida
West Texas Economic Development District	Texas
Western Illinois Regional Council	Illinois
Western Piedmont Council of Governments	North Carolina
Western U.P. Planning and Development Region	Michigan

## Appendix D. Map of Responding EDD Regions





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