

NIRPC Freight Visioning Meeting

Meeting

report

prepared for

Northwestern Indiana Regional Planning Commission

prepared by

Cambridge Systematics, Inc.

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Northwest Indiana Regional Planning Commission Freight Workshop Meeting Report

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Position

John Swanson Executive Director

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Hubert Morgan Outreach Coordinator

Stephen Sostaric Planner

Bill Brown Transportation Program Manager

Chase Morris Inter

On December 15, 2010, 36 freight stakeholders including rail carriers, developers, municipalities, and planners gathered for the region's first freight visioning workshop. The goals of the workshop were to develop a cohesive vision for freight in the region, to identify target locations for freight investment, and to identify specific freight projects and policies for inclusion in the comprehensive regional plan.

The results from this workshop will be included in the freight element of the NIRPC 2040 Comprehensive Regional Plan (CRP), the first long-range plan to address transportation, land use, economic development, environmental management and social equity in Lake, Porter and LaPorte counties. Drawing on an unprecedented level of public and stakeholder involvement, the CRP defines a comprehensive vision for Northwest Indiana as a vibrant, revitalized, accessible and united region.

2040 CRP recommendations are rooted in a preferred scenario, shown in Figure 1, which is based on a set of assumptions about future population and employment growth that reflects existing policy and the vision, goals and priorities expressed during extensive public workshops. The 2040 *Growth and Revitalization Vision* contains the following elements:

- Recognizes a possible increase of approximately 170,000 people in the next 30 years;
- Embraces constrained, planned growth, and encourages sustainable development within existing communities whose population centers will be livable and vibrant;
- Values and protects natural, rural, and agricultural assets;
- Helps implement the best parts of local plans including multiple, strategic centers;
- Renews urban core areas by encouraging redevelopment of evolving communities, cities, and towns that have been losing population and experiencing higher poverty and vacancy rates.

Throughout the 2040 CRP process, improved freight mobility and development of the transportation, distribution and logistics sector have been identified as key strategies for implementing this vision, revitalizing Northwest Indiana and building a strong and competitive economy. Stakeholders at the Regional Freight Workshop heard a briefing on the priorities of the 2040 CRP, which are reflected in the multimodal and urban emphases of the freight vision identified here.

At the workshop, consultant Cambridge Systematics presented data from the Freight Study developed in July 2010. The region has significant freight assets, including water ports, an airport, three Class I rail lines, short line railroads and major highways. The data showed that freight volumes (by value) would nearly double in the region by 2035, although with the economic downturn that rate may be tempered somewhat. Figure 2 shows the extent of existing freight infrastructure in the region. Figures 3 and 4 show existing and future levels of traffic congestion. Following a review of the freight landscape in the region, participants broke into three discussion groups to discuss the vision for freight-oriented development in the region. At the initiation of this discussion, the three freight rail representatives present gave short overviews of their perspectives on goods movement in the region and how the NIRPC region fits into the larger global supply chain. Following the discussions, the groups reported out results, which are summarized in the following section.

Next, the groups reassembled to discuss potential freight projects and policies to be considered for inclusion in the NIRPC 2040 Comprehensive Regional Plan. Projects and policies derived from the NIRPC Freight Study, Indiana Multimodal Freight and Mobility Plan, South Suburban Mayors and Managers Freight Study, and Chicago Metropolitan Agency for Planning Regional Freight System Planning Recommendations Study were presented to the groups for discussion. Participants were asked if there were any policies or projects they did not feel were appropriate for the region and should be deleted, as well as if additional projects should be added. No projects were deleted. Following the discussion each group reported out which additional projects they recommended adding to the plan.

The projects and policies were then prioritized by participants. A master list of projects and policies was assembled, including new projects and policies added during discussion. Each participant was provided 20 dot stickers – 10 for voting on policies and 10 for voting on projects. Each person identified the projects and policies they thought were most important to the region's future success in growing freight-oriented development in the region. The prioritized lists of policies and projects are shown in Tables 1 and 2. The potential projects that could be mapped are shown in Figure 5.

Figure 1. 2040 Growth and Revitalization Vision

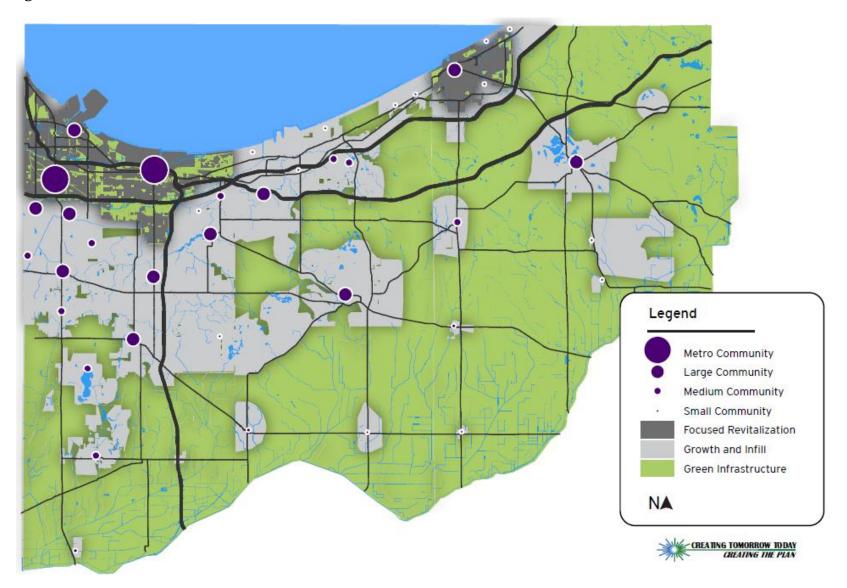


Figure 2. Existing Freight Infrastructure

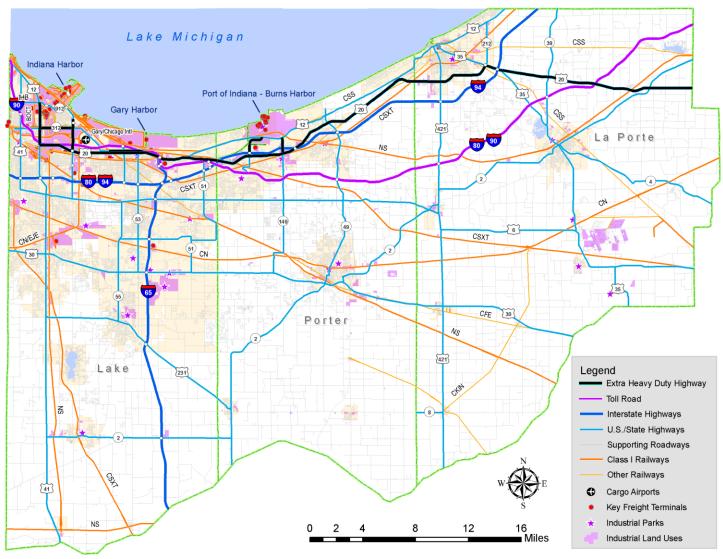
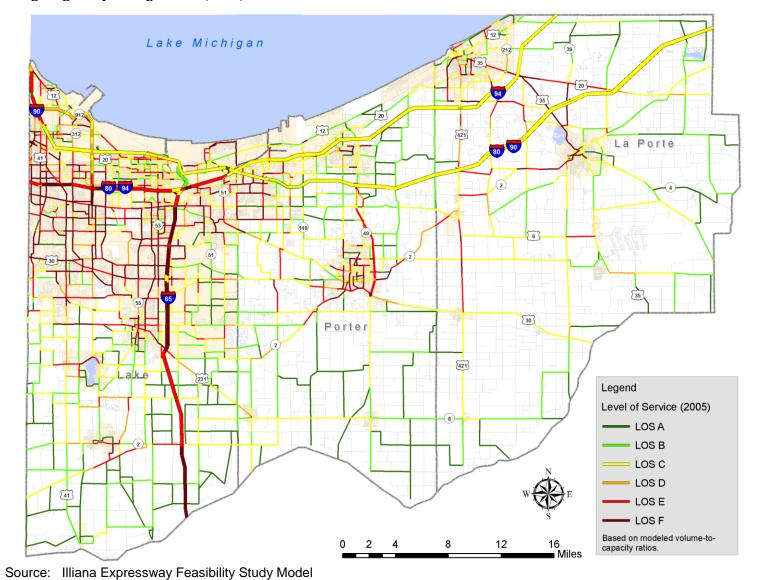
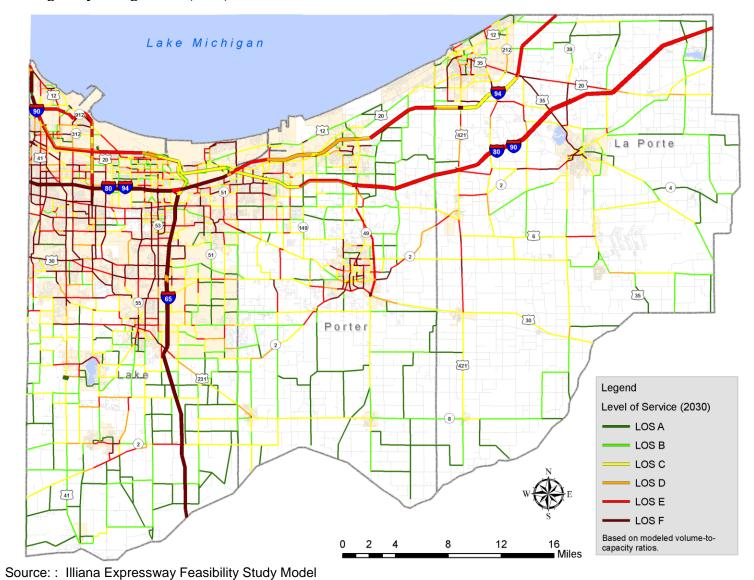


Figure 3. Existing Highway Congestion (2005)



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Figure 4. Future Highway Congestion (2030)



Needs and Deficiencies

A number of freight-oriented needs and deficiencies have been identified via the NIRPC Freight Study and other related freight studies, as well as through stakeholder input at the Freight Workshop.

Highway

- Increased capacity, improved operations and safety on key freight highway facilities, both roadways and interchanges
- Improved traffic flow and safety at highway-rail grade crossings
- Improved truck flow and throughput on roadways with high truck volumes
- Identification of locations and development of logistics facilities and industrial parks
- Locations/facilities for truck parking/rest areas

Rail

- Capacity improvements and improved track utilization for both Class I and shortline/regional railroads
- Increased connectivity between freight rail lines
- Access to ports by multiple rail operators
- Rail access to industrial parks, ports and business locations
- Rail-oriented facilities (e.g. intermodal) in marketable locations

Water

Improved access to ports by highway and rail, including by transit

Air

Identification of opportunities for air cargo growth in the region

Education/Outreach

- Education of key stakeholders (e.g. elected officials, public) about the benefits of freightoriented development and impact mitigation strategies
- Increased freight planning capacity and coordination among key planning and economic development agencies
- Increased communications with freight community, including about strategies to mitigate regional impacts
- Development of regional identity as freight-supportive area

Economic Development

- Understanding of types of businesses, types of products and services in the region, and use of freight system
- Policies to ensure freight and economic development benefits are considered in transportation project selection
- Strategies to speed process for developers
- Identification and preservation of potential freight corridors
- Increased national, state and regional funding for increased freight-oriented investments

Freight Vision

During the freight vision discussion, NIRPC stakeholders noted that the region has already been pursuing freight in recent years and plans to continue to do so. Participants noted that there is an ongoing Transportation Distribution and Logistics (TDL) initiative in the region and that this is also a priority at the state level. Representatives of the development community said that they receive many requests for assistance in identifying locations for commercial and industrial development in the NIRPC region. Participants felt that given the relatively large amount of heavy manufacturing and industry in the region it will make sense to target freight generated by those sectors. Intermodal development may be more difficult given the massive amount of land needed, the regional goal identified to protect undeveloped areas as green space, and a desire on the part of stakeholders to keep their intermodal efforts focused closer to market opportunities in the Chicago area. According to stakeholders, advanced manufacturing may also be difficult to pursue, because the region does not have the workforce to support significant efforts in this area.

The area most requested by developers looking for sites in Northwest Indiana is northern Lake County due to its proximity to Chicago and to freight infrastructure. Directing development to this area is consistent with the NIRPC 2040 Comprehensive Regional Plan, which seeks to focus future development in already developed areas and to protect green space. The "gray" sites near the lakefront offer an opportunity for redevelopment. The challenge in the northwest portion of the region, however, is that it is more difficult to assemble enough parcels to prepare larger tracts of land for development. The lack of an at-grade highway crossing program also presents a challenge to rail and truck operators in this area, where the street network is relatively dense. There is a need to help local officials understand the opportunity presented by the demand for freight-oriented development and to develop strategies for enabling development to occur more easily in the part of the region in most demand.

Based on input received from workshop participants, an overarching freight vision for the region was conceived:

The Northwest Indiana region will maximize economic development opportunities by continuing to aggressively pursue freight-oriented development utilizing its existing transportation assets of all modes, with particular focus on heavy manufacturing and industrial opportunities in northern Lake County.

Table 1. Freight Policies, Priority and Phasing

Policy	Priority (High, Medium, Low)	Votes	Phasing (Short, Medium, Long)
Develop rail or maritime policies to encourage mode shift and reduce truck volumes	High	35	Short
Educate local officials about freight	High	29	Short
Advocate for full funding and completion of CREATE	High	20	Short
Conduct a study of local businesses and the products or services they offer	High	15	Short
Develop streamlined processes for permitting and development	High	13	Short
Support development of intermodal facilities	High	13	Short-Medium
Modify Transportation Improvement Program Criteria (TIP) criteria to include freight	High	13	Short
Study truck freight being carried on I-80/I-94 and determine potential for mode shift to rail or water	High	12	Short
Advocate for a national freight program, such as the proposed Freight Act of 2010	High	11	Short
Develop a tax incentive for rail infrastructure investment	Medium	9	Short-Medium
Preserve existing and potential corridors for logistics development	Medium	8	Short-Medium
Implement strategic plan for freight-oriented development, including "certification" of communities interested in freight development.	Medium	8	Short
Develop educational materials for the public promoting the benefits of freight	Medium	7	Short
Identify economic impacts of potential projects as part of project development	Medium	7	Short-Medium
Review state truck size and weight restrictions	Medium	7	Short-Medium
Increase funding for short line/regional rail improvements	Medium	6	Short-Medium
Maintain a designated freight lead role, potentially with dedicated freight funding	Medium	4	Short
Consider truck-only lanes for all future highway expansion	Low	4	Short-Medium
Pursue greater diversity of rail options for ports	Low	4	Short-Medium

Policy	Priority (High, Medium, Low)	Votes	Phasing (Short, Medium, Long)
Develop low-cost funding for businesses to build access to rail network	Low	4	Medium
Evaluate real-time communication methods for the freight community	Low	3	Short
Evaluate the potential of designating a truck route system and reprioritize funding allocation for improvements	Low	3	Short-Medium
Monitor truck diversion as Indiana Toll Road tolls increase	Low	3	Short-Medium
Develop program to educate and incentivize clean operations by trucks	Low	2	Short
Conduct increased regional outreach on freight, e.g. briefings	Low	2	Short
Conduct advocacy efforts to communicate the value of goods movement to regional stakeholders	Low	2	Short
Strengthen regional freight identity; develop branding concepts	Low	2	Short-Medium
Establish freight performance measures for the region and collect freight data	Low	1	Short-Medium
Explore regional potential and desire to develop a logistics corridor along I-80/94	Low	1	Short-Medium
Continue to build MPO's knowledge about freight via educational opportunities	Low	0	Short-Medium
Identify opportunities to improve goods movement and mitigate impacts	Low	0	Short-Medium
Explore the potential of developing a methodology for sharing benefits of a regionally significant investment among multiple communities	Low	0	Short-Medium
Identify need to preserve right of way for future rail corridors as part of highway improvements	Low	0	Short-Medium

Note: Phasing is defined as Short (within 5 years), Medium (6-15 years), and Long (16-30 years)

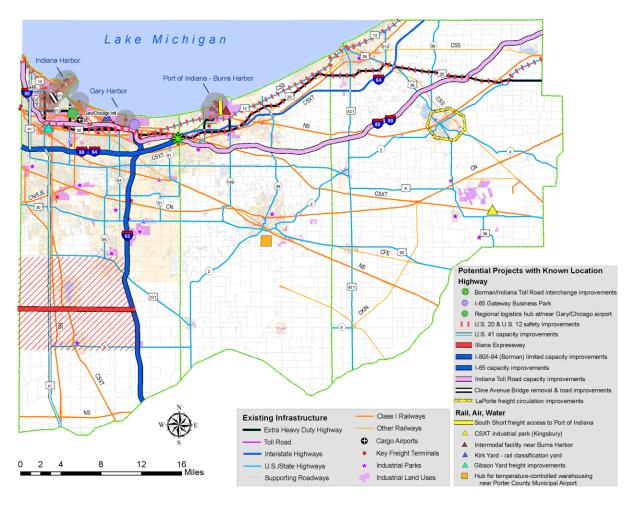
Table 2. Freight Projects, Priority and Phasing

Project	Priority (high, medium, low)	Votes	Phasing (Short, Medium, Long)*
Highway-rail grade crossing improvements	High	24	Short- Medium
Illiana Expressway	High	21	Medium
South Shore freight access to Port of Indiana	High	16	Medium
Improvements around the IHB Gibson yard to enable development, including maintaining the height and length of the nine-span Hammond Bridge when it is replaced	High	15	Medium
CSXT Industrial Park in Kingsbury	High	15	Short
Gary Airport as a hub for logistics in the region	High	15	Long
Capacity improvements on Indiana's short lines/regional rail to handle 286,000 lbs.	High	14	Medium
Rail access to industrial parks	Medium	13	Medium
Cline Avenue bridge removal and freight improvements to alternative routes	Medium	9	Short
Truck-only lanes as part of roadway improvements	Medium	7	Medium-Long
Improvements to NICTD commuter rail line to enable use by double-stacked freight trains (e.g. raising catenary)	Low	6	Long
U.S. 41 capacity improvements	Low	5	Medium
Access improvements to ports by highway and rail, including improved transit access	Low	3	Medium
Improved South Shore freight connections to CSXT	Low	3	Medium
I-65 capacity improvements	Low	2	Medium
La Porte loop development (switch designation of state route between Boyd Ave and SR 4)	Low	1	Short-Medium
Truck-oriented regional consolidation and distribution facility near Gary Airport	Low	1	Short-Medium

Project	Priority (High, Medium, Low)	Votes	Phasing (Short, Medium, Long)
I-65 Gateway Business Park at north terminus of I-65	Low	1	Short-Medium
Kirk Yard (CN) development into a rail classification yard	Low	1	Short-Medium
Capacity improvements to Class I rail lines	Low	1	Medium
Further investment in ITS and coordinated traffic signals, e.g. variable message signs	Low	1	Short
Potential track consolidation to address underutilized short lines	Low	1	Short
Intermodal facility near Burns Harbor	Low	1	Short
Indiana Toll Road capacity improvements	Low	0	Short
Truck parking/rest areas	Low	0	Short
I-80/I-94 limited capacity improvements, e.g. ITS, geometrics	Low	0	Short
Maintenance of key truck routes, e.g. 15th Ave. between Cline and Colfax in Gary	Low	0	Short
U.S. 20 and U.S. 12 safety improvements	Low	0	Medium
Improvements to Borman Expressway/Indiana Toll Road interchange	Low	0	Medium
Potential intermodal connectors to the National Highway System	Low	0	Long
Hub for temperature controlled warehousing near Porter County Airport	Low	0	Medium

Note: Phasing is defined as Short (within 5 years), Medium (6-15 years), and Long (16-30 years)

Figure 5. Potential Freight Projects



Source: Cambridge Systematics

Note: only projects with defined locations were mapped.

Next Steps

The projects and policies will be included in the freight section of the NIRPC comprehensive regional plan, which is currently in the final stages of development.

<u>Appendix</u>

Comments on Meeting Results

From: Libby Ogard [mailto:logard@new.rr.com] Sent: Thursday, December 23, 2010 3:02 PM

To: Tom Vander Woude

Subject: RE: NIRPC Freight Workshop Draft Report

Tom

This looks good

However there are two items I would like to make sure you capture

Chuck Allen went into detail about the rail yard in Gary and the need to preserve that facility. (I think the details focused on the replacement of a bridge (overpass) which might require that yard be segmented beneath the span.

This might be too much detail but I think a comment about preserving existing rail infrastructure and right of way is an important concept.

Second - heavy haul - high wide --- is not specifically mentioned. Connecting the ports to heavy haul/high wide dimensional - capable freight corridors might be a good bullet. These corridors -designed for heavy loads (potentially high wide too for the movement of wind mill blades and turbines) will help support the ag industry and alternative energy.

Libby Ogard logard@new.rr.com<mailto:logard@new.rr.com> 920-217-7222

Julie Roesler 11888 S. Hunsley Rd. Union Mills, IN 46382 (219) 797-4955 December 27, 2010

Tom Vander Woude Regional Planner NIRPC 6100 Southport Rd. Portage, IN 46368

Dear Mr. Vander Woude:

As a member of the SISOC (Stop Intermodals Save Our County) leadership council, I am writing to express some of our concerns regarding the developing vision for freight in the region, which may become part of the 2040 Comprehensive Regional Plan. We have watched and attended workshops to help develop the CRP, and were impressed as citizens across the region spoke loudly and clearly in favor of a plan that "embraces constrained, planned growth, and encourages sustainable development within existing communities" and "values and protects natural, rural, and agricultural assets." This vision considers important real physical restraints on our future We have all witnessed sprawl, and seen the unconstrained growth of government, and the handouts of tax money for pet projects that benefit certain large corporations, developers, or trades. Few of us have jobs where we can work on "pipe dreams" with unrealistic projections and generous funding taken from taxpayers and handed out from Washington. We are concerned that if \$45 million in projects are selected annually, the projects selected improve many lives, and repair, enhance, and improve already existing infrastructure, rather than continually building new. If we cannot afford to maintain existing infrastructure, where will the money come to maintain more? In real terms there is already a mountain of a deficit.

How is such an unlikely projection of 170,000 growth in population accepted from planning bureaucrats? A reliably sourced figure of 55,000 can be arrived at from www.stats.indiana.edu. Neighboring communities have competed rather than cooperated for the well being of the region, and may sometimes put economic development numbers over the long term interests of their own citizens.

This study predicts the demand for freight to nearly double by the year 2035, and increased transportation demand is also predicted to increase congestion on our railways and highways. These predicted deficiencies are solved by increasing supply. There are however some factors that weren't predicted or may not be seriously considered that will likely decrease demand. With our high national debt, there seems a likely hood of increased taxes and probable inflation of commodity prices like oil, grain, and food. Increased population, automation and higher productivity have made it more difficult to decrease unemployment. Gasoline is predicted to hit \$5 a gallon in the next couple of years and we will drive less. Less money in our pockets will lessen demand for consumer goods, which will most likely mean less freight. Doesn't it make sense to work to enhance the quality of lives and the environment in our neighborhoods and region now and uncouple our happiness from buying more and more unnecessary stuff?

We participated in the Forum on the Future of Northwest Indiana and are as interested in anyone in "a vibrant, revitalized, accessible and united region." We support and remind you of our common Goals and Objectives:

- A globally competitive, diversified economy that protects and enhances our natural environment;
- Brownfield reuse;
- Managed growth and concentrated development around existing infrastructure;
- Increased mobility, accessibility and transportation options for people and freight

The reality of our situation; growing world population, increased automation in manufacturing and industry, heavy government debt and increasing competition from other countries for a decreasing supply of the earth's resources will best be served by a new vision that values and encourages conservation of our own resources. Like it or not there are real limits to the "carrying capacity" of a region, and resources such as productive land and clean water. Livable neighborhoods and nearby green spaces and pleasant areas for relaxation and community interaction will be very important. Because goods or shipping to or from distant regions will be more expensive and less efficient, there will be growing demand and exchange of quality, regionally produced products and services.

We agree that "intermodal development may be more difficult given the massive amount of land needed, the regional goal identified to protect undeveloped areas as green space, and a desire on the part of stakeholders to keep their intermodal efforts focused closer to market opportunities in the Chicago area." We caution that such a facility even beginning of modest size in Kingsbury in LaPorte County requires much more road infrastructure, is too far away from the major market, and may ultimately fail. We keep putting developments in rural areas where there is no infrastructure in place, which has a tendency to create a sprawling, inefficient, expensive, and ugly type of growth that contributes to neglect of areas with existing infrastructure.

There remains large opposition in the region to new intermodal facilities in LaPorte County and the Illiana and other new highways that would be needed to support them. We understand the need for investment in our country's and region's infrastructure. We especially support the redevelopment, repair, improvement and enhancement of already existing highways and infrastructure, especially in our urban areas. Selected projects for future investments should be done in ways that conserve our resources, farmland and remaining open spaces and enhance the quality of life in the region.

Thank you.

Julie Roesler

Dec. 29, 2010

Tom Vander Woude

NIRPC

Re: Freight Workshop comments

Dear Mr. VanderWoude,

From attending most of the Freight Workshop, it is apparent that it was mostly a special interest group of intermodal and Illiana supporters. The Illiana got the second highest vote total on projects by far. That is fine, interest groups should be heard, but it appears that this interest group is dictating NIRPC policy on freight and possibly even looking to get dedicated funding from NIRPC.

Maintain a designated freight lead role, potentially with dedicated freight funding

Medium

Short

The weakness of this approach to public policy is that the environmental, social, and economic impacts are not being analyzed prior to decisions to support these projects. There should be a fair and transparent analysis of logistics' benefits and burdens. Also, there should be analysis of the future outlook for intermodals given the constrained resources of the future that will probably spur more local production of goods rather than overseas trade. Rail travel for goods is a real energy saver and environmental benefit, but huge over expenditure of land and infrastructure for intermodals dependent upon overseas consumer goods is not a benefit.

The demand for intermodals in the north Lake County cities with the hurdle of lack of land assembly of at least 100 acres was discussed at the Freight Workshop. There was never a question of whether this is even a desirable type of economic development. It certainly isn't a high tech, high education type of industry. Diesel ship, truck, and train engines are eventually going to be cleaner, but for now, their air emissions would add to the disproportionate industrial (and transportation) pollution burden borne by north Lake County citizens. Merely moving the existing industries' freight around the closed Cline Avenue bridge on neighborhood streets has created a hazard in East Chicago.

Similarly, the development of the Gary airport area as an intermodal hub is questionable. Even the environmental justice aspect of the airport expansion itself has not been adequately vetted. Using the airport as a cargo hub may be more successful

than the failed passenger ventures, but where exactly would this intermodal be located? The airport is surrounded by state nature preserves—Ivanhoe, Clark and Pine, Pine Station with globally endangered dune and swale habitat. Tolleston Ridges and Gibson Woods State Nature Preserves on the other side of Cline Ave were on an intermodal map in the past.

The strange thing about the urban intermodal discussion is the question why there is pressure for INDOT to remove the 9 span bridge on Indianapolis Blvd. over the CSX and IHB-served former railroad yard. Reportedly there are about 600 acres here, already assembled with infrastructure in place. There are already overpasses over the tracks for Columbia, Kennedy, and Cline. If an urban intermodal is fairly determined to be socially, environmentally, and economically beneficial, why not pursue the Hammond site instead?

The Kingsbury intermodal site reportedly involves brownfield reuse. However, it seems to be linked to the Illiana expressway construction which would spur a lot of poor land use decisions in the Kankakee watershed in Porter and LaPorte counties. The truck traffic has to go somewhere and sure does need to be routed away from downtown LaPorte with a bypass. The preferred alternative, 4 lane "inner loop" bypass was estimated to cost \$163.3 million with the LaPorte Economic Development Corridor Feasibility Study in 2007. (www.gledc.com/pdf/Corridor-Study.pdf) Is the benefit to LaPorte County from intermodal expansion at Kingsbury enough to justify the costs of all this road infrastructure (which has associated costs of sprawl development and disinvestment), air and water pollution and loss of farmland and wild land? Are wages for all intermodal workers enough that local communities won't end up funding social services to make up for what the jobs don't provide?

Going back to the fatally flawed NIRPC map for "The 2040 Growth and Revitalization Vision", the "priority growth" area around Kingsbury is huge—about the size of Hammond and East Chicago combined. Wouldn't that be taking up a lot of farm land and wild land? Does this include Kingsbury Fish and Wildlife area? What would be the consequences of industrial development of that size in the flood prone Kankakee watershed? Intermodals have a great deal of impervious surface. The ground water is close to the surface and easily contaminated. What would the consequences of increased impervious surfaces in the upper Kankakee watershed be on southern Lake and Porter Counties? Isn't there a limit on how much Kankakee River water can go into Illinois?

Environmentally, support for freight travel by rail rather than trucks is warranted, but it isn't a blank check for projects that do not meet long term sustainability goals.

Sincerely,

Sandy O'Brien Conservation chair, Dunelands Sierra Club 5500 S. Liverpool Rd., Hobart, IN 46342 From: Morris, Leigh E (IEDC) [mailto:LEMorris@iedc.IN.gov]

Sent: Monday, January 03, 2011 10:01 AM

To: Tom Vander Woude **Cc:** John Swanson

Subject: RE: NIRPC Freight Workshop Draft Report

Thanks for sharing this, Tom. One issue I don't see addressed as clearly as I would like is the Extra Heavy Truck Route. No one seems to be managing it (or advocating for it) and it ends in the middle of a residential area in Hammond rather than connecting to Illinois (and the large Ford plant that generates much truck traffic.

Leigh Morris

Director, Business Recruitment, Northwest Indiana, Indiana Economic Development Corporation (IEDC)

Chairman of the Board, Northwest Indiana Regional Development Authority (RDA)

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e-mail: lemorris@iedc.in.gov

From: Morris, Leigh E (IEDC) [mailto:LEMorris@iedc.IN.gov]

Sent: Monday, January 03, 2011 10:42 AM

To: Tom Vander Woude **Cc:** John Swanson

Subject: Freight Logistics

Tom:

I meant to mention the desirability of discussing the creation of Freight Exchange Centers. The concept is described below:

Bringing a multi-modal transportation system together requires a seamless interface, a place of interchange between various modes.

Freight exchange centers allow shipments from large inter-regional trucks to be broken down and transferred to smaller trucks for local and regional delivery. Cargo between trucks and rapid rail can be off-and on-loaded. Rail spurs connect the centers with traditional rail facilities, ports and airports. In areas of close proximity to water ports, special heavy-truck corridors could be built. Implementation of these freight exchange centers assure efficient flow of goods while greatly reducing congestion on approaches to urban areas.

If this has not already been discussed, I hope that Cambridge Systematics can at least give reference to the potential desirability.

Leigh Morris

Director, Business Recruitment, Northwest Indiana, Indiana Economic Development Corporation (IEDC)

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