



## Working Paper

# Arizona State Freight Plan

(ADOT MPD 085-14)

## Working Paper 1

## Freight Vision Statement and Associated Goals and Objectives

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### Working Paper 1

This is the first working paper relating to the development of the Arizona State Freight Plan. The purpose of Working Paper 1 is to establish the freight vision statement and associated goals and objectives for the State Freight Plan.

### Acknowledgements

The CPCS team would like to thank the Arizona Department of Transportation (ADOT) for its guidance and input in developing this working paper, as well as the input and comments of the Technical Advisory Committee (TAC) and Freight Advisory Committee (FAC).

### Opinions

Unless otherwise indicated, the opinions herein are those of the author and do not necessarily reflect the views of ADOT, the TAC, FAC, or the State of Arizona.

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# Executive Summary

Arizona's State Freight Plan will define immediate and long-range investment priorities that will generate the greatest return for Arizona's economy, while also advancing other key transportation system goals, including in particular the national freight goals outlined in MAP-21. This first working paper puts forward a vision statement and associated goals and objectives for Arizona's State Freight Plan.

Since Arizona's State Freight Plan is to be primarily focused on enabling economic competitiveness and growth of the State's goods movement sectors, we propose a simple vision statement focused directly on these ends:

**Vision:** Arizona's freight transportation system enhances economic competitiveness and quality growth through effective system performance and management.

To achieve this vision, we propose three foundational goals:

**Goal 1 - Enhance Economic Competitiveness:** Arizona's freight transportation system to enhance economic competitiveness and growth of Arizona's key goods movement sectors, leading to an increase in the State's economic activity and outputs.

**Goal 2 - Increase System Performance:** To reduce freight transportation cost, travel time and improve system reliability from the perspective of shippers and carriers, while minimizing negative externalities, such as emissions, congestion, and noise relating to freight transportation in the State.

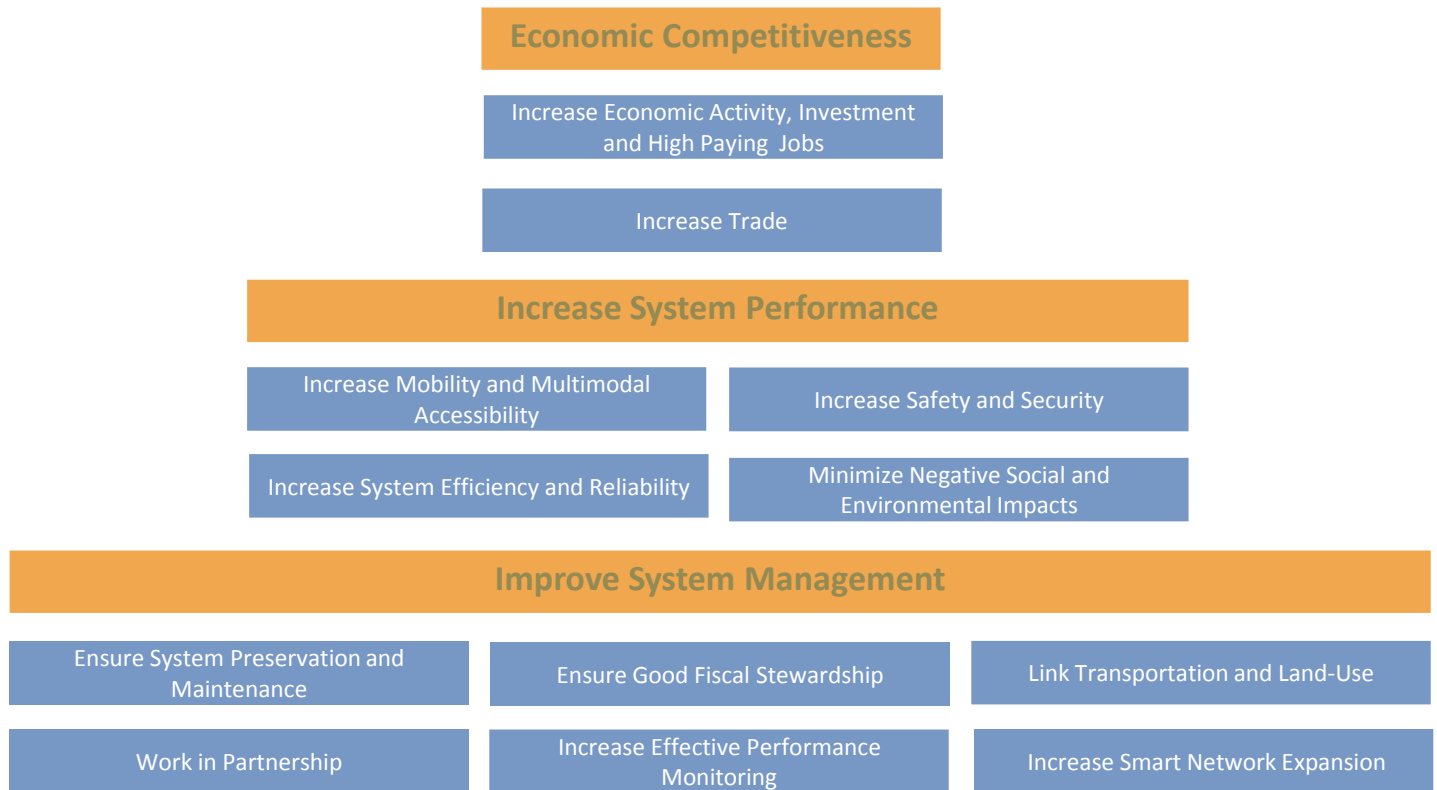
**Goal 3 - Improve System Management:** To increase the effectiveness of system planning, investment and management, including through the use of innovative technologies.

The first goal – to enable economic competitiveness – is an output of the two other overarching goals – system performance and system management – which serve as a necessary foundation to increase the economic competitiveness of the state's goods movement sectors.

Each of the three overarching goals is complemented by supporting objectives, which are closely aligned with national freight goals set out in MAP-21 (derived from a Federal Highway Administration (FHWA) rulemaking), and the Guiding Principles outlined in Building a Quality Arizona (bqAZ) and the related goals of Arizona's Long-Range Transportation Plan (LRTP).

The following figure displays the relationship between the three overarching goals and provides a simplified representation of the proposed Arizona State Freight Plan goals and supporting objectives.

Figure 1-1: Framework for Arizona State Freight Plan Goals and Objectives



Source: CPCS

# Acronyms / Abbreviations

ACA	ARIZONA COMMERCE AUTHORITY
ADOT	ARIZONA DEPARTMENT OF TRANSPORTATION
bqAZ	BUILDING A QUALITY ARIZONA
CPCS	CPCS TRANSCOM, INC.
DOT	DEPARTMENT OF TRANSPORTATION
FAC	FREIGHT ADVISORY COMMITTEE
FHWA	FEDERAL HIGHWAY ADMINISTRATION
FY	FISCAL YEAR
ISTEA	INTERMODAL SURFACE TRANSPORTATION EFFICIENCY ACT OF 1991
KCCS	KEY COMMERCE CORRIDORS
LRTP	LONG-RANGE TRANSPORTATION PLAN
MAP-21	MOVING AHEAD FOR PROGRESS IN THE 21ST CENTURY ACT
MAG	MARICOPA ASSOCIATION OF GOVERNMENTS
MPD	MULTIMODAL PLANNING DIVISION
PAG	PIMA ASSOCIATION OF GOVERNMENTS
RIC	"RECOMMENDED INVESTMENT CHOICE"
RTP	REGIONAL TRANSPORTATION PLAN
RFP	REQUEST FOR PROPOSALS
SAFETEA-LU	SAFE, ACCOUNTABLE, FLEXIBLE, EFFICIENT, TRANSPORTATION EQUITY ACT - A LEGACY FOR USERS
TAC	TECHNICAL ADVISORY COMMITTEE
TTCA	TRANSPORTATION AND TRADE CORRIDOR ALLIANCE
U.S.C.	UNITED STATES CODE

# 1

## Introduction

### Key Messages

The Arizona Department of Transportation, Multimodal Planning Division, retained a team led by CPCS Transcom, Inc. to assist in the development of Arizona's State Freight Plan.

The State Freight Plan will define immediate and long-range investment priorities that will generate the greatest return for Arizona's economy, while also advancing other key transportation system goals, including the national freight goals set out in MAP-21.

The aim of this working paper is to establish a clear freight vision statement for the State of Arizona and associated goals and supporting objectives. It is informed by a review of public documents outlining national, state and regional freight transportation goals and objectives as well as stakeholder input.



## 1.1 Introduction: Why an Arizona State Freight Plan?

Arizona's economic potential is supported by the state's transportation infrastructure, which connects sources of production to markets.

When transportation infrastructure and related services are efficiently designed and competitively positioned, businesses benefit from lower transport costs, faster and better transportation services, and increased reliability, which in turn contribute to their own competitiveness and growth, and that of the broader region.

A more competitive freight transportation system also enables enhanced trade-related and value-added activity. As noted by the Arizona Trade and Corridor Alliance, "Businesses that 'export' goods and 'import' money are keys to bringing new wealth to Arizona."<sup>1</sup> This will require access to competitive freight transportation infrastructure and services. This is also one of the key foundations for long term economic growth within the state.

**Jurisdictions with access to competitive transportation infrastructure and services are at a competitive advantage in attracting investment, creating jobs and realizing economic growth.**

Of course, Arizona will need to balance economic competitiveness aims with other goals, including safety, state of good repair of infrastructure, and environmental sustainability. The Arizona State Freight Plan should also recognize other goals such as those established in MAP-21, and in Arizona's Long-Range Transportation Plan, among other state and regional plans.

Moreover, the Arizona State Freight Plan will need to balance a range of stakeholder interests and objectives. Indeed, optimizing the state's freight transportation system means very different things to different stakeholder groups, as summarized in the adjacent figure. An effective State Freight Plan should provide the Arizona Department of Transportation (ADOT) with a guide for *enabling* many of these desired stakeholder outcomes.

### Multiple Stakeholder Interests

**Freight Shippers:** Faster, cheaper, more reliable

**Consumers:** Right price, right place, right time

**Carriers:** Maximize utilization of assets, profits

**Society:** Maximize benefits, minimize impacts

**Government:** Enable all of the above

(With limited resources, differing priorities)

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<sup>1</sup> Transportation and Trade Corridor Alliance, The Roadmap, Arizona's Path to Global Market Expansion (2014)

Yet, Arizona faces a constrained fiscal environment in which freight transportation system investment needs exceed available funding. Arizona's Long-Range Transportation Plan (2010-2035) estimates the State's 25-year capital needs and operating costs to be in the order of \$90 billion, with the majority share, or close to \$50 billion, relating to highways.<sup>2</sup> Adding to the financial need, Arizona's *Key Commerce Corridors* are expected to cost an additional \$20 billion over the next 20 years if fully implemented. Arizona's current revenue base, not to mention declining federal funding for surface transportation from the Highway Trust Fund, will not be sufficient to pay for these investments.

Clearly, Arizona cannot address all transportation system needs and constraints. Rather, it will have to be strategic in defining and prioritizing its investments and system improvements.

To this end, the ADOT's Multimodal Planning Division (MPD), is developing Arizona's State Freight Plan which will provide strategic guidance to achieve its vision, goals and objectives.

## 1.2 Project Objectives

The State Freight Plan will define immediate and long-range investment priorities and policies that will generate the greatest return for Arizona's economy, while also advancing other key transportation system goals, including national goals outlined in MAP-21. It will identify freight transportation facilities in Arizona that are critical to the State's economic growth and give appropriate priority to investments in such facilities.

The State Freight Plan will ultimately provide Arizona with a guide for assessing and making sound investment and policy decisions that will yield outcomes consistent with the state's visions, goals, and objectives, and notably, promote regional competitiveness and economic growth.

## 1.3 State Freight Plan Development Phases

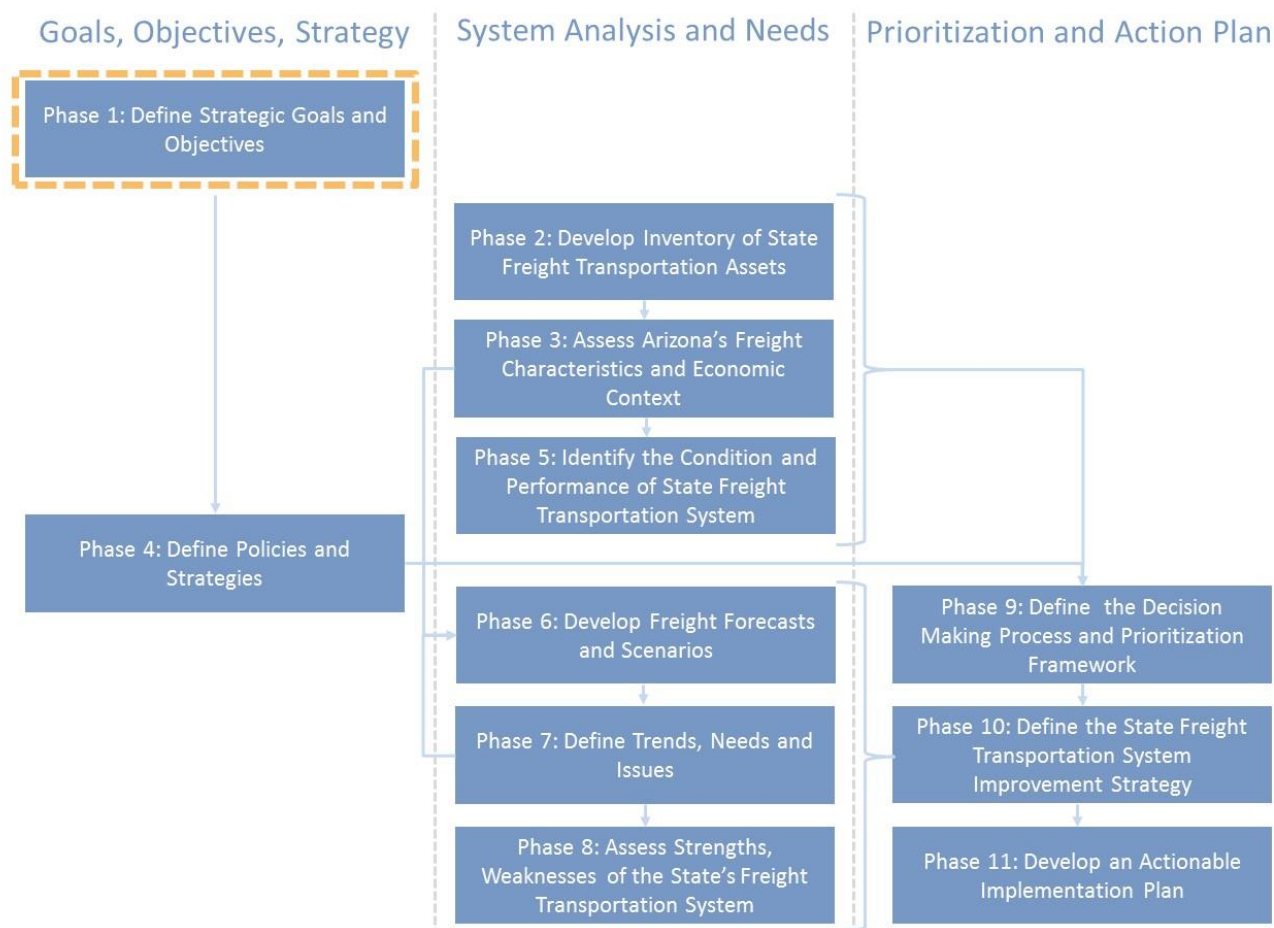
The State Freight Plan is being developed in 11 phases, organized under three overarching headings, as summarized in the Figure 1-1.

The present working paper is the output of **Phase 1**.

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<sup>2</sup> *What Moves You Arizona*. Arizona Department of Transportation, 2011. <http://www.azdot.gov/docs/default-source/planning/lrtp-2011-1129.pdf?sfvrsn=2>. Accessed September 9, 2014.

Figure 1-1: Phased Approach to the Development of Arizona's State Freight Plan



Each of the above phases will yield one or more working paper(s) or other deliverables, which will form the key building blocks of the Arizona's State Freight Plan.

## 1.4 Purpose of this Working Paper

The aim of the Phase 1 working paper is to establish a clear freight vision statement for the State of Arizona and associated goals and objectives.

Specifically, it addresses the following key questions:

**What vision, strategic goals and objectives should underpin Arizona's State Freight Plan for freight transportation investment?**

- Which statement best reflects Arizona's vision for short and long-term freight transportation investment and establishes the desired economic outcomes of the State Freight Plan?
- Which strategic goals and objectives will most effectively guide actions to achieve Arizona's State Freight Plan Vision?

- How should the strategic goals and objectives incorporate and connect to national, state, and regional freight planning goals—including the MAP-21 National Freight Goals, Arizona LRTP goals, and economic goals developed by the Arizona Commerce Authority and Transportation and Trade Corridor Alliance?
- How do Arizona’s freight vision, strategic goals, and objectives advance national freight goals established by MAP-21 (23 U.S.C. 167)?

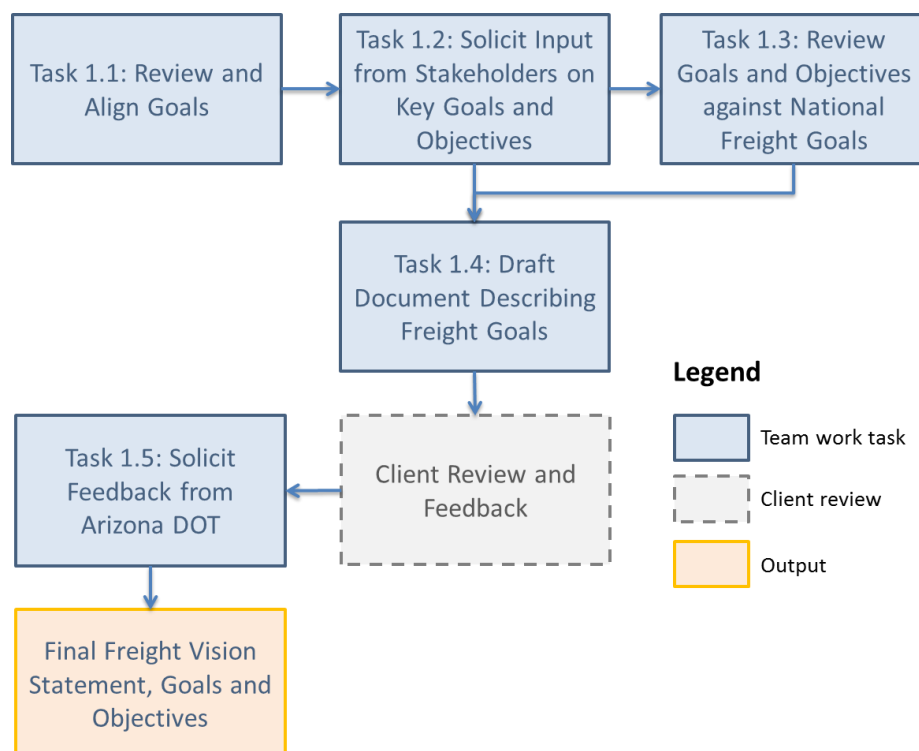
## 1.5 Methodology

This working paper is informed by a review of public documents outlining national, state and regional freight transportation goals and objectives as well as other guiding policy documents relevant to the development of a State Freight Plan for Arizona. The full list of documents reviewed is provided in Appendix A.

This working paper was also informed and validated through input and comments from the Technical Advisory Committee (TAC) and Freight Advisory Committee (FAC) as well as other Arizona freight transportation sector stakeholders.

The following figure summarizes the key Phase 1 tasks.

Figure 1-2: Phase 1 Task Organization



# 2

## Defining the Arizona State Freight Plan Vision, Goals and Objectives

### Key Messages

The Arizona State Freight Plan vision statement is:

*Arizona's freight transportation system enhances economic competitiveness and quality growth through effective system performance and management*

To achieve this vision, the Arizona State Freight Plan is guided by three foundational goals:

- Goal 1 - Enhance Economic Competitiveness
- Goal 2 - Increase System Performance
- Goal 3 - Improve System Management

Each of the three overarching goals is complemented by supporting objectives, which are closely aligned with national freight goals set out in MAP-21, and the Guiding Principles outlined in bqAZ and the related goals of Arizona's LRTP.

## 2.1 Vision, Goals and Objectives to Provide Direction

There is no optimal path to an unspecified point.

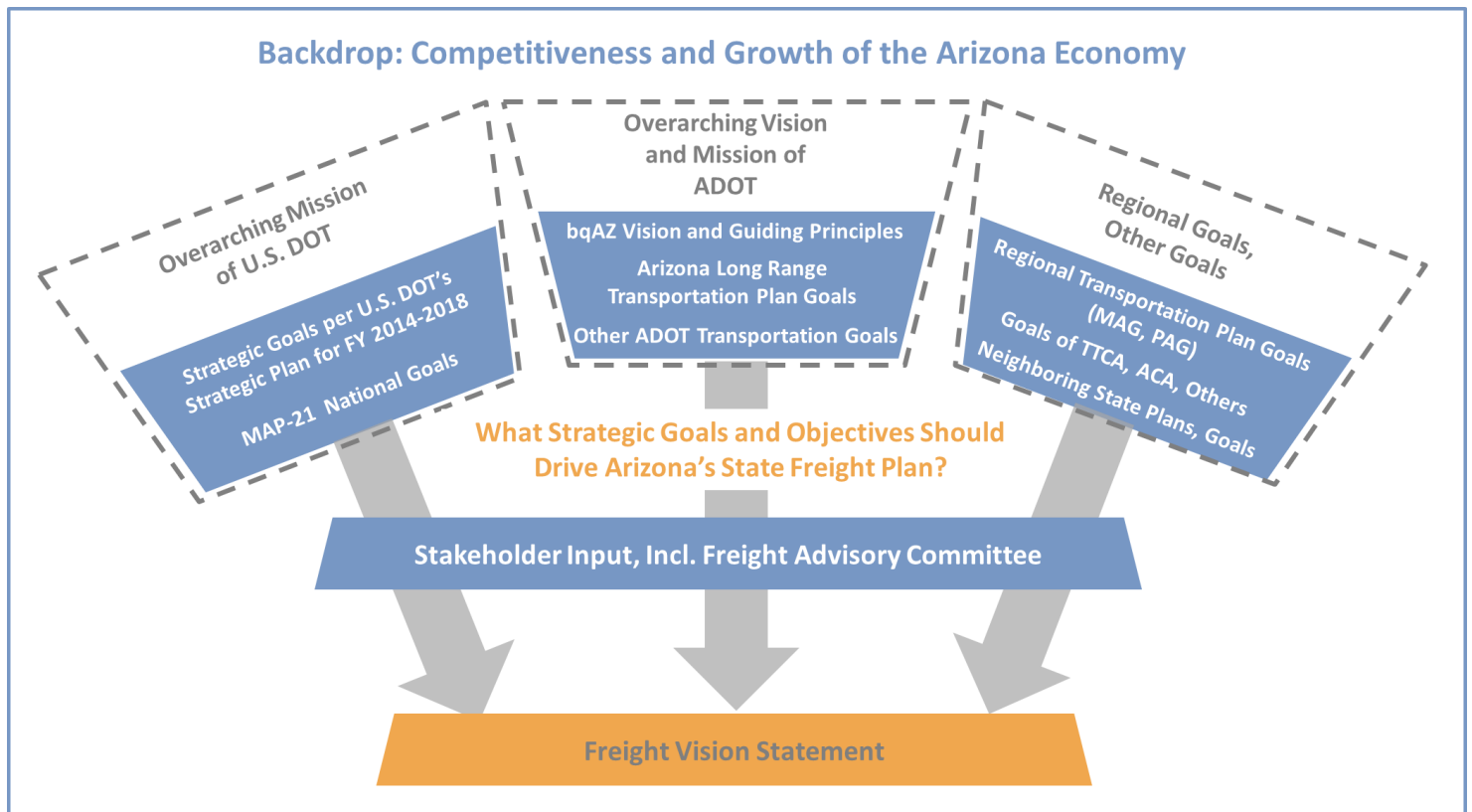
Arizona's State Freight Plan needs a clear, simple, and broadly accepted vision and associated goals and objectives to effectively guide freight transportation investments and improvements in the State.

Since it is economic activity – particularly from goods movement sectors - that drives demand for freight transportation infrastructure and services, the critical underpinning of this vision and associated goals and objectives must be, first and foremost, Arizona's economic competitiveness and growth.

The vision, goals and objectives of Arizona's State Freight Plan should also be aligned or otherwise informed by overarching transportation policy goals, at the national, state and regional levels. Federal goals outlined in MAP-21, the Guiding Principles articulated in Building a Quality Arizona (bqAZ) and goals outlined in Arizona's Long-Range Transportation Plan (LRTP) are among those that must be reflected in the vision, goals and objectives that will guide Arizona's State Freight Plan.

Conceptually, the figure below summarizes how the Arizona State Freight Plan vision statement and associated goals and objectives are informed.

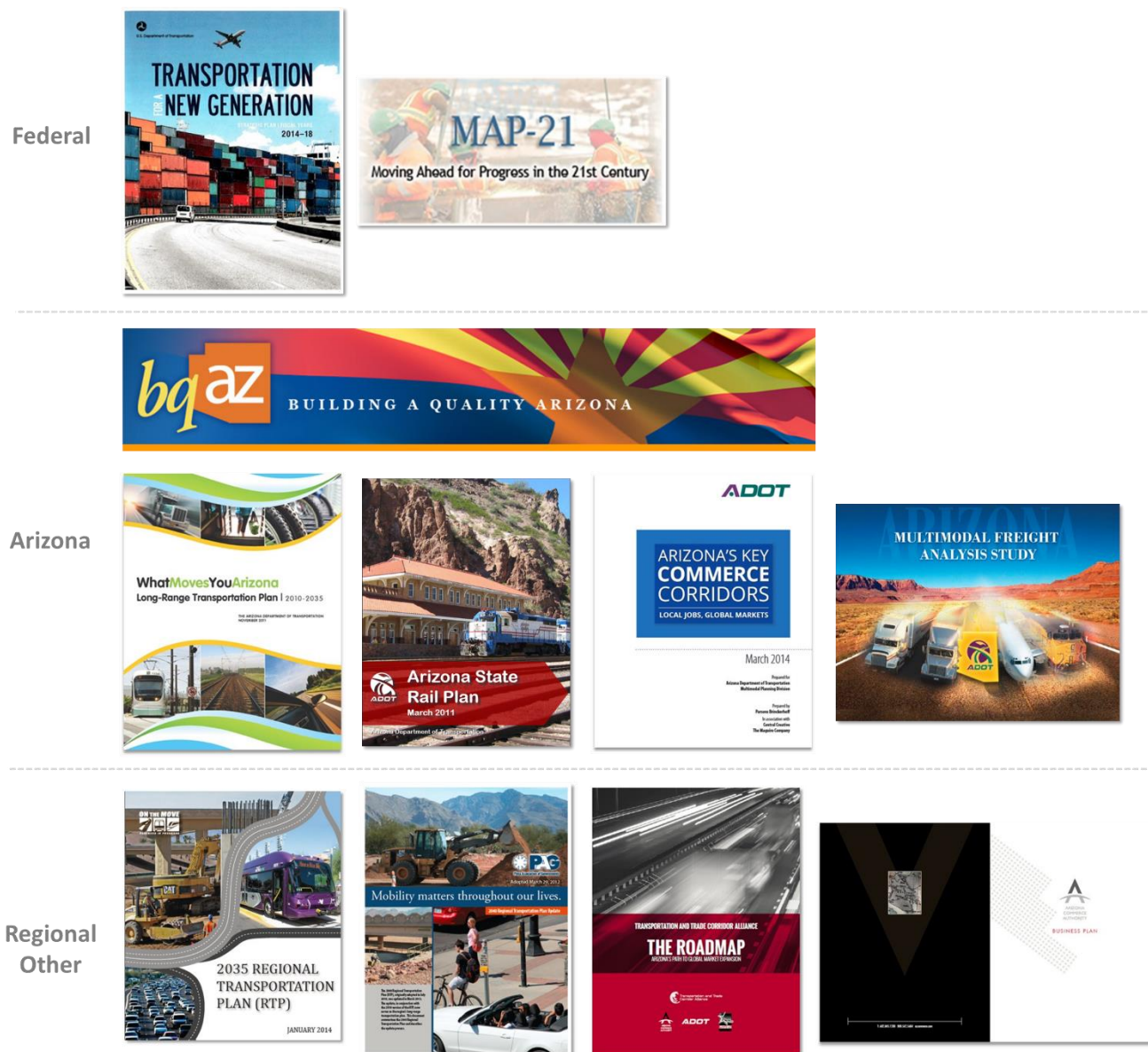
Figure 2-1: Aligning Arizona's Freight Vision Statement and Associated Goals and Objectives





There are many federal, state and regional transportation plans and other strategic guiding documents of relevance to the Arizona State Freight Plan. Not all are specific to freight. Among them are those shown in the figure below. The team reviewed the vision statements and associated goals and objectives in each of these documents, which are summarized in Appendix A (Inventory of Relevant National, State, Regional and Other Transportation Goals).

Figure 2-2: Key Documents Outlining Relevant National, State, Regional and Other Goals



At the federal level overarching transport policy goals focus on quality of life, state of good repair, economic competitiveness, environmental sustainability and safety. At the state level, the Guiding Principles outlined in bqAZ—which are largely consistent with the goals outlined in Arizona’s L RTP and State Rail Plan—focus on improving mobility and accessibility, preserving and maintaining the existing system, supporting economic growth, linking transportation to land-use, ensuring safety, security and environmental sustainability, good fiscal stewardship, and collaboration.

Freight-specific transportation policy goals, at federal, state and regional levels, tend to focus on enabling economic growth and competitiveness, with a notable focus on trade and access to foreign markets.

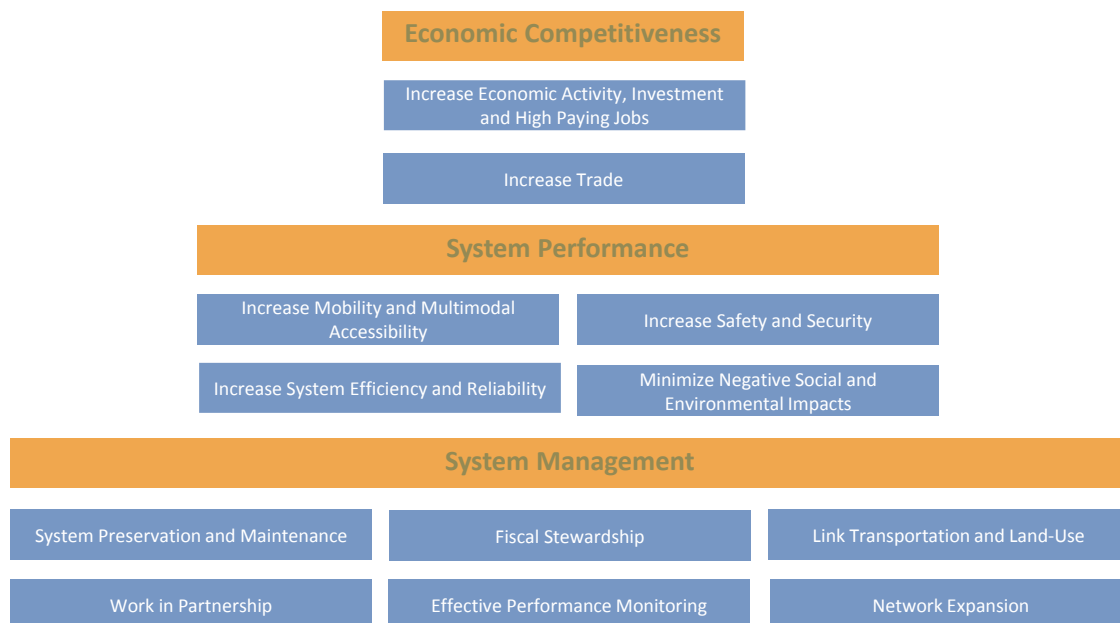
### 2.1.1 Framework for Organizing Goals

The goals outlined in the guiding documents noted in Figure 2-2 can generally be organized into three overarching categories:

- **Economic competitiveness goals** are largely economic outcome or output-based goals, and include investment, trade and jobs. These goals are enabled by efficient and competitive transportation. However, since transportation is a derived demand, establishing direct causal links to transportation is challenging.
- **System performance goals** relate to the performance of the transportation system itself, from the perspective of users, including passengers, shippers, carriers, as well as stakeholders directly or indirectly impacted by the system's performance. System efficiency, reliability and safety goals are examples of system performance goals.
- **System management goals** relate to the functions (largely by government) of transportation planning, investment, maintenance and monitoring. Good fiscal stewardship is an example of a system management goal.

The following framework provides a basis for organizing the goals outlined in the guiding documents noted in Figure 2-2, and also provides a useful basis for defining the goals of Arizona's State Freight Plan.

Figure 2-3: Framework for Freight and Broader Transportation Goals



Source: CPCS



Using this framework, the following table provides an overview of the explicit goals identified in each of the guiding documents identified in Figure 2-2. Note that implicit goals (i.e. not explicitly documented in the stated goals) may not be reflected below.

Figure 2-4: Overview of Explicit Goals in Key Guiding Documents

	US DOT Strategy for FY 2014-18	MAP-21 (23 U.S.C. 167)	bqAZ	Arizona L RTP	Arizona Key Commerce Corridors	Arizona State Rail Plan	Arizona Multimodal Freight Analysis Study	MAG Regional Transport. Plan	PAG Regional Transport. Plan	TTCA The Roadmap	Arizona Commerce Authority
<b>Economic Competitiveness</b>											
Increase Economic Activity, Investment and High Paying Jobs	✓	✓	✓	✓	✓	✓	✓		✓	✓	✓
Increase Trade	✓	✓			✓					✓	
<b>System Performance</b>											
Improve Mobility and Multimodal Accessibility	✓		✓	✓	✓	✓	✓	✓	✓	✓	
Increase System Efficiency and Reliability	✓	✓		✓	✓	✓	✓		✓		
Increase Safety and Security	✓	✓	✓	✓		✓	✓		✓		
Minimize Negative Social and Environmental Impacts	✓	✓	✓	✓		✓	✓	✓	✓		
<b>System Management</b>											
System Preservation and Maintenance	✓	✓	✓	✓			✓	✓	✓		
Good Fiscal Stewardship		✓	✓	✓				✓	✓		
Link Transportation and Land-Use	✓		✓	✓		✓	✓		✓		
Work in Partnership	✓		✓	✓			✓			✓	
Effective Performance Monitoring		✓					✓				
Network Expansion				✓					✓		

From a compliance standpoint, the Arizona State Freight Plan should align with the freight-related transportation goals articulated in MAP-21 (23 U.S.C. 167). It should also align with the Guiding Principles outlined bqAZ and related goals in the Arizona LRTP (the Guiding Principles in bqAZ are wholly reflected in the goals of the Arizona LRTP).

The Arizona State Freight Plan should also seek to advance other economic goals, as outlined in the Arizona Trade and Transportation Corridor Alliance's (TTCA) "Roadmap" and the Arizona Commerce Authority's (ACA) latest business plan which have economic competitiveness, development, trade and investment attraction as primary goals.

Figure 2-5: Guiding Goals for the Arizona State Freight Plan



Together, the goals in Figure 2-5 cover all the goals presented in the framework in the earlier Figure 2-3, with the minor exception of network expansion<sup>3</sup>.

In the interest of consistency, the goals of the Arizona State Freight Plan follow those outlined in the framework in Figure 2-3.

<sup>3</sup> Network expansion is an explicit goal of the PIMA Association of Governments latest Regional Transportation Plan (RTP).

## 2.2 Arizona State Freight Plan Vision Statement, Goals and Objectives

A simple vision statement and set of goals can be more effective in guiding decisions than a comprehensive vision statement and an exhaustive set of goals. Certainly, simplicity is easier to communicate and retain, and can facilitate the process of analyzing investments and system improvement priorities.

### 2.2.1 Guiding Vision Statement

Since Arizona's State Freight Plan will primarily focus on enhancing economic competitiveness and quality growth<sup>4</sup> of the State's goods movement sectors, we propose a simple vision statement focused directly on these ends. Also included in this vision statement are references to the means of achieving these ends – effective system performance and management.

**Vision:** Arizona's freight transportation system enhances economic competitiveness and quality growth, through effective system performance and management.

### 2.2.2 State Freight Plan Goals and Objectives

This State Freight Plan will be guided by three foundational goals. The first goal – to enhance economic competitiveness – is an output goal and built on the other two overarching goals – system performance and system management – which serve as a necessary foundation to increase the economic competitiveness of the State's goods movement sectors.

Each of the three overarching goals is complemented by supporting objectives, which are closely aligned with national freight goals set out in MAP-21, and the Guiding Principles outlined in bqAZ and the related goals of Arizona's LRTP.

**Goal 1 - Enhance Economic Competitiveness:** Arizona's freight transportation system to enhance economic competitiveness and quality growth of Arizona's key goods movement sectors, leading to an increase in the State's economic activity and outputs.

Specific supporting objectives are:

**1.1 Increase Economic Activity, Investment and High Paying Jobs:** Strengthen the contribution of Arizona's state freight transportation system to the economic competitiveness of the State's goods movement sectors leading to quality economic growth and high paying jobs in the State.

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<sup>4</sup> Quality growth, as an objective as distinct from growth for growth's sake

**1.2 Increase Trade:** Enable Arizona's goods movement economic sectors to increase exports to global markets, more fully participate in global trade, and become better connected to key trading partners.

Note: Goal 1 should focus on addressing the transportation-related barriers to the competitiveness of key Arizona goods movement economic sectors. Transportation-related improvements should also be assessed in concert with broader economic policies.

**Goal 2 - Increase System Performance:** To reduce freight transportation cost, travel time and improve system reliability from the perspective of shippers and carriers, while minimizing negative externalities relating to freight transportation in the State.

Specific supporting objectives are:

**2.1 Improve Mobility and Multimodal Accessibility:** Expand access to competitive, multimodal transportation options to improve connectivity, reliability and system resiliency, including the strategic development of highway and rail connections with regional trading partners.

**2.2 Increase System Efficiency:** Increase freight transportation system productivity, resulting in lower transportation costs, travel times and increased system reliability.

**2.3 Increase Safety and Security:** Continue to improve transportation system safety and security to protect people, cargo, and infrastructure.

**2.4 Minimize Negative Social and Environmental Impacts:** Be a good steward of Arizona's natural, cultural, and environmental resources while improving and maintaining the transportation system.

**Goal 3 - Improve System Management:** To increase the effectiveness of system planning, investment and management, including through the use of innovative technologies.

Specific supporting objectives are:

**3.1 Ensure System Preservation and Maintenance:** Maintain, preserve, and extend the service life of existing and future State freight transportation infrastructure.

**3.2 Ensure Good Fiscal Stewardship:** Provide a sound financial base for Arizona's freight transportation system through responsible and accountable management of public assets and resources and identification and implementation of funding strategies to ensure long-term balanced investment in the State's freight transportation system.

**3.3 Link Transportation and Land-Use:** Achieve greater value from the State's freight transportation system by developing policies and partnerships that strengthen the

coordination of transportation and land use planning and the implementation of associated policies and activities.

**3.4 Work in Partnership:** Develop and nurture partnerships that support the coordination and integration of ADOT's investment in the State's transportation infrastructure with public and private organizations, tribal governments, and agencies responsible for transportation, land use, conservation and environmental planning, and freight infrastructure.

**3.5 Increase Effective Performance Monitoring:** Make informed decisions on the basis of sound performance monitoring and evaluation of the performance and needs of the freight transportation system, and in line with national freight transportation system performance measures.

**3.6 Increase Smart Network Expansion:** Make investments in strategic expansion of system capacity and connectivity, where existing infrastructure cannot otherwise be optimized to meet demand.

# 3

## Arizona State Freight Plan to Advance National Goals Outlined in MAP-21

MAP-21, derived from a FHWA rulemaking, includes a number of provisions designed to enhance freight movement<sup>5</sup>, as summarized in Section 167 of Title 23 of the United States Code (U.S.C.), subsection (a).

*"In General. - It is the policy of the United States to improve the condition and performance of the national freight network to ensure that the national freight network provides the foundation for the United States to compete in the global economy and achieve each goal described in subsection (b)."*<sup>6</sup>

The specific national goals of MAP 21, are referenced in subsection (b) of Section 167 of Title 23 of the U.S.C.

The Arizona State Freight Plan vision statement and associated goals and objectives are in line with and will advance these national freight policy goals. They in fact go beyond the national goals outlined in MAP-21, as summarized in the following table.

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<sup>5</sup> There has been a general progression since ISTEA and SAFETEA-LU to consider freight and encourage freight planning at the state department of transportation level.

<sup>6</sup> Section 167, Title 23, United States Code, <http://www.fhwa.dot.gov/map21/docs/title23usc.docx>

Figure 3-1: Linking Arizona State Freight Plan Goals and Objectives to National Freight Policy Goals in MAP-21

Arizona State Freight Plan Goals and Objectives (Proposed)	National Freight Policy Goals per MAP-21, Sec. 167 (a) and (b)	Discussion
<b>Goal 1 - Enhance Economic Competitiveness:</b> Arizona's freight transportation system to enhance economic competitiveness and quality growth of Arizona's key goods movement sectors, leading to an increase in the State's economic activity and outputs.	<i>"In General - it is the policy of the United States...to ensure that the national freight network provides the foundation for the United States to compete in the global economy ...."</i>	Both the Arizona State Freight Plan and MAP-21 goals recognize that the freight transportation system is an enabler of (or foundation for) economic competitiveness, and system improvements should aim to enhance State and national economic competitiveness.
<b>1.1 Increase Economic Activity, Investment and High Paying Jobs:</b> Strengthen the contribution of Arizona's state freight transportation system to the economic competitiveness of the State's goods movement sectors leading to economic growth and high quality jobs in the State.	1) to invest in infrastructure improvements and to implement operational improvements that- (a) strengthen the contribution of the national freight network to the economic competitiveness of the United States	The Arizona State Freight Plan objectives are consistent with the MAP-21 goals relating to economic outcomes, although more explicit about trade, and specific to goods movement sectors (which generate freight movements).
<b>1.2 Increase Trade:</b> Enable Arizona's goods movement economic sectors to increase exports to global markets and more fully participate in global trade.	(c) increase productivity, particularly for domestic industries and businesses that create high-value jobs	
<b>Goal 2 - Increase System Performance:</b> To reduce freight transportation cost, travel time and improve system reliability from the perspective of shippers and carriers, while minimizing negative externalities relating to freight transportation in the State.	<i>"... to improve the condition and performance of the national freight network...."</i>	Both the Arizona State Freight Plan and MAP-21 goals have freight transportation system performance as key aims. The Arizona State Freight Plan goals are more explicit about what increased performance entails.
<b>2.1 Improve Mobility and Multimodal Accessibility:</b> Expand access to competitive, multimodal transportation options to improve connectivity, reliability and system resiliency, including the strategic development of highway and rail connections with regional trading partners.	1) to invest in infrastructure improvements and to implement operational improvements that- (a) reduce congestion. (b) to improve the economic efficiency of the national freight network.	The Arizona State Freight Plan Goal 2 objectives are consistent with MAP-21 goals but more explicit about how improved mobility, accessibility and efficiency are to be achieved. The Arizona State Freight Plan objectives are also broader in scope and address other system performance aims, including connectivity, multimodal access, reliability, travel time and transportation cost.
<b>2.2 Increase System Efficiency:</b> Increase freight transportation system productivity, resulting in lower transportation costs, travel times and increased system reliability.		
<b>2.3 Increase Safety and Security:</b> Continue to improve transportation system safety and security to protect people, cargo, and infrastructure.	2) to improve the safety, security, and resilience of freight transportation.	The Arizona State Freight Plan Goal 2 objectives with respect to safety and security are consistent with MAP-21 goals, but go further by addressing safety and security of people and infrastructure.
<b>2.4 Minimize Negative Social and Environmental Impacts:</b> Be a good steward of Arizona's natural, cultural, and environmental resources while improving and maintaining the transportation system.	7) to reduce the environmental impacts of freight movement on the national freight network.	The related Arizona State Freight Plan objectives are consistent with MAP-21 goals with respect to the environment, but go further by including social impacts as well.

<b>Goal 3 - Improve System Management:</b> To increase the effectiveness of system planning, investment and management, including through the use of innovative technologies.	4) to use advanced technology to improve the safety and efficiency of the national freight network.	This Arizona State Freight Plan goal seeks to improve the management of the freight transportation system. There are some parallel goals in MAP-21, but the Arizona State Freight Plan goes further in explicitly defining system management goals and objectives
<b>3.1 Ensure System Preservation and Maintenance:</b> Maintain, preserve, and extend the service life of existing and future State freight transportation infrastructure.	3) to improve the state of good repair of the national freight network.	Both the Arizona State Freight Plan and MAP-21 goals recognize importance of maintaining and preserving existing infrastructure and extending the value of these existing assets, as possible.
<b>3.2 Ensure Good Fiscal Stewardship:</b> Provide a sound financial base for Arizona's freight transportation system through responsible and accountable management of public assets and resources and identification and implementation of funding strategies to ensure long-term balanced investment in the State's freight transportation system.	5) to incorporate concepts of performance, innovation, competition, and accountability into the operation and maintenance of the national freight network.	This Arizona State Freight plan objective is largely consistent in intent with the related MAP-21 goal, but is more explicit about good fiscal management and ensuring good value for money from State investments in the freight transportation system.
<b>3.3 Link Transportation and Land-Use:</b> Achieve greater value from the State's freight transportation system by developing policies and partnerships that strengthen the coordination of transportation and land use planning and the implementation of associated policies and activities.		This Arizona State Freight Plan objective, which draws largely from bqAZ and the LRTP, goes over and above the explicit goals outlined in MAP-21.
<b>3.4 Work in Partnership:</b> Develop and nurture partnerships that support the coordination and integration of ADOT's investment in the State's transportation infrastructure with public and private organizations, tribal governments, and agencies responsible for transportation, land use, conservation and environmental planning, and freight infrastructure.		This Arizona State Freight Plan objective, which draws largely from bqAZ and the LRTP, goes over and above the explicit goals outlined in MAP-21.
<b>3.5 Increase Effective Performance Monitoring:</b> Make informed decisions on the basis of sound performance monitoring and evaluation of the performance and needs of the freight transportation system, and in line with national freight transportation system performance measures.		This Arizona State Freight Plan objective is in line with best international practice in freight transportation system management. It also is consistent with the performance monitoring requirements outlined in MAP-21.
<b>3.6 Increase Smart Network Expansion:</b> Make investments in strategic expansion of system capacity and connectivity, where existing infrastructure cannot otherwise be optimized to meet demand.		This Arizona State Freight Plan objective, which draws largely from the LRTP, goes over and above the explicit goals outlined in MAP-21.



# 4

## Next Steps

### 4.1 Big Picture View of How Goals and Objectives will Inform the Project

The vision statement and related goals and objectives will inform the policies and strategies (Phase 4) that will inform the decision making process and prioritization framework (Phase 9).



# Appendix A: Inventory of Relevant National, State, Regional and Other Transportation Goals

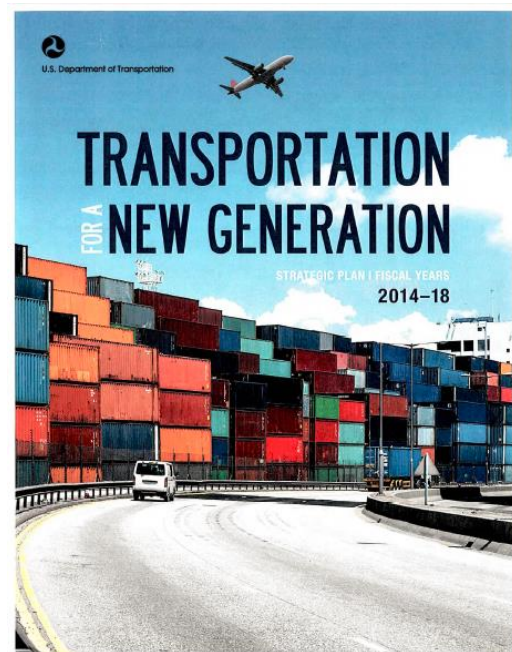
## A: National Transportation Goals

The U.S. DOT's overarching mission is to:

*Serve the United State by ensuring a safe, efficient, accessible and convenient transportation system that meets the needs of our vital national interests and enhances the quality of life of American people today, and into the future.<sup>7</sup>*

As outlined in the U.S. DOT's Strategic Plan for Fiscal Years (FY) 2014-2018, overarching strategic goals of the U.S. DOT are:

- **Safety:** Improve public health and safety by reducing transportation-related fatalities, working toward no fatalities across all modes of travel;
- **State of Good Repair:** Ensure the U.S. proactively maintains critical transportation infrastructure in a state of good repair;
- **Economic Competitiveness:** Promote transportation policies and investment that create ladders of opportunity, support strong communities, and bring lasting and equitable



<sup>7</sup> Current revised version of DOT's original mission statement. As defined in Transportation for a New Generations, U.S. DOT Strategic Plan for Fiscal Years 2014-2018, [http://www.dot.gov/sites/dot.gov/files/docs/2014-2018-strategic-plan\\_0.pdf](http://www.dot.gov/sites/dot.gov/files/docs/2014-2018-strategic-plan_0.pdf) (p. 11)

economic benefits to the Nation and its citizens;

- **Quality of Life in Communities:** Foster quality of life in communities by integrating transportation policies, plans, and investments with coordinated housing and economic development policies to increase transportation choices and access to transportation services for all; and
- **Environmental Sustainability:** Advance environmentally sustainable policies and investments that reduce carbon and other harmful emissions for transportation sources, reduce our nation's dependence on foreign oil, improve air quality, and promote public health.<sup>8</sup>

These strategic goals are not freight specific, but certainly apply to the freight transportation system. Most directly relevant to freight are strategic objectives relating to economic competitiveness, which include the following FY 2014-2018 strategic objectives:

- Improve the contribution of the transportation system to the Nation's productivity and economic growth by supporting strategic, multimodal investment decisions and policies that reduce cost, increase reliability and competition, satisfy consumer preferences more efficiently and advance U.S. transportation interests worldwide.
- Increase access to foreign markets by eliminating transportation – related barriers to international trade through federal investments in transportation infrastructure, international trade and investment negotiations, and global transportation initiatives and cooperative research thereby providing additional opportunities for American business and creating export-related jobs.
- Improve the efficiency of the Nation's transportation system through transportation – related research, knowledge sharing and technology transfer.
- Foster the development of a dynamic and diverse transportation workforce through partnerships with the public sector, private industry, and educational institutions.

One of the key pieces of transportation legislation that inform the U.S. DOT's Strategic Plan is the Moving Ahead for Progress in the 21st Century Act (MAP-21).<sup>9</sup>

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<sup>8</sup> Strategic Goals, as defined in Transportation for a New Generations, U.S. DOT Strategic Plan for Fiscal Years 2014-2018, [http://www.dot.gov/sites/dot.gov/files/docs/2014-2018-strategic-plan\\_0.pdf](http://www.dot.gov/sites/dot.gov/files/docs/2014-2018-strategic-plan_0.pdf) (p. 13)

<sup>9</sup> MAP 21 Summary, <http://www.fhwa.dot.gov/MAP21/summaryinfo.cfm>

## A.1: National Goals as Outlined in MAP-21

MAP-21 was signed into law (P.L. 112-141) on July 6, 2012.<sup>10</sup> It includes a number of provisions designed to enhance freight movement, as summarized in Section 167 of Title 23 of the United States Code (U.S.C.), subsection (a).

*"In General. - It is the policy of the United States to improve the condition and performance of the national freight network to ensure that the national freight network provides the foundation for the United States to compete in the global economy and achieve each goal described in subsection (b)."*<sup>11</sup>

The specific national goals of MAP 21, referenced in subsection (b) of Section 167 of Title 23 of the U.S.C. are summarized outlined below.

### Sec. 167. National freight policy

Goals. - The goals of the national freight policy are -

- 1) to invest in infrastructure improvements and to implement operational improvements that-
  - a) strengthen the contribution of the national freight network to the economic competitiveness of the United States;
  - b) reduce congestion;
  - c) increase productivity, particularly for domestic industries and businesses that create high-value jobs;
- 2) to improve the safety, security, and resilience of freight transportation;
- 3) to improve the state of good repair of the national freight network;
- 4) to use advanced technology to improve the safety and efficiency of the national freight network;
- 5) to incorporate concepts of performance, innovation, competition, and accountability into the operation and maintenance of the national freight network;
- 6) to improve the economic efficiency of the national freight network; and
- 7) to reduce the environmental impacts of freight movement on the national freight network.

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<sup>10</sup> MAP 21 Summary, <http://www.fhwa.dot.gov/MAP21/summaryinfo.cfm>

<sup>11</sup> Section 167, Title 23, United States Code, <http://www.fhwa.dot.gov/map21/docs/title23usc.docx>

## B: Arizona Transportation Goals

Arizona's Department of Transportation has articulated its goals in several guiding statements and documents, as described in the subsections below.

### B.1: ADOT's Overarching Mission, Vision and Goals

As outlined on the ADOT website<sup>12</sup> and its Strategic Plan<sup>13</sup>, ADOT's overarching vision and mission (not freight specific), are the following:

**Legacy Vision:** Creating a transportation system for Arizona that improves the quality of life.

**Mission:** To provide a safe, efficient, cost-effective transportation system.

Related overarching ADOT goals are the following:

- **Advance and protect the transportation system.** To ensure that the existing public investment in the transportation system is maintained to improve mobility and safety through better operations, management and innovation.
- **Make transportation personal.** To build an understanding by the public, stakeholders and employees about how Arizona's quality of life is directly impacted by an efficient and safe transportation system and that our role in delivering that system is tremendously important.
- **Create a high-performing organization.** Build a nimble organization by evaluating, adapting supporting and allocating funding and resources. Every group, team and individual is dedicated to quality services to stakeholders and each other.

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<sup>12</sup> ADOT Mission and Visions, <http://azdot.gov/about/inside-adot> (accessed March 3, 2015)

<sup>13</sup> ADOT Strategic Plan, <http://azdot.gov/docs/default-source/about/strategic-plan.pdf?sfvrsn=2>

## B.2: Building a Quality Arizona (bqAZ)



Long-range, coordinated transportation planning in Arizona is guided by the multimodal visioning of Building a Quality Arizona (bqAZ).<sup>14</sup> This provides a statewide transportation planning framework and broad guidance for transportation planning for all public agencies and private companies that have a stake in the State's transportation infrastructure and services.

bqAZ's 2050 Vision identified \$250 billion in needed infrastructure improvements to meet Arizona's future transportation needs.<sup>15</sup>

The Guiding Principles of the bqAZ are:

- Improve Mobility and Accessibility
- System Preservation and Maintenance
- Support Economic Growth
- Promote a Development Pattern that Links Transportation and Land Use
- Consider Arizona's Environmental and Natural Resources
- Ensure Safety and Security
- Partnerships
- Fiscal Stewardship

The two largest MPOs in the State, Maricopa Association of Governments (MAG) and Pima Association of Governments (PAG), have contributed to bqAZ through the development of their respective regional transportation plans.

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<sup>14</sup> Building a Quality Arizona, <http://www.bqaz.org/index.asp>

<sup>15</sup> Arizona's Key Commerce Corridors (March 2014), p. 2 <http://azdot.gov/docs/default-source/planning/arizona-key-commerce-corridors-final-report.pdf?sfvrsn=0>

### B.3: What Moves You Arizona: Long-Range Transportation Plan (2010-2035)

Arizona's Long-Range Transportation Plan (LRTP), adopted on November 18<sup>th</sup>, 2011, provides strategic direction for transportation investments in Arizona to 2035, in keeping with federal and State requirements for long-range statewide transportation planning.<sup>16</sup>

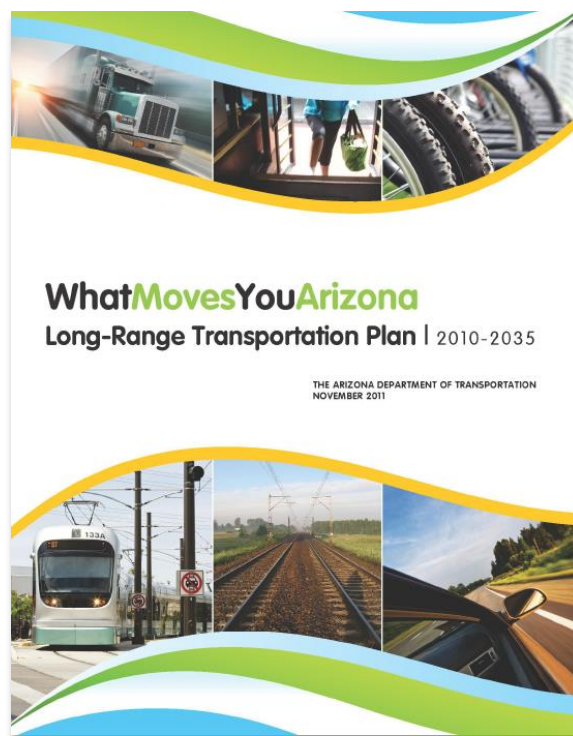
The LRTP, which replaces the previous 2004 plan, *MoveAZ*, was developed to advance ADOT's efforts toward the comprehensive multimodal transportation vision developed in *bqAZ*.<sup>17</sup> The majority of the LRTP Goals are drawn directly from *bqAZ* Guiding Principles.

What Moves You Arizona examines "investment types" but does not recommend specific projects.

The LRTP, addresses all modes in which ADOT has an interest, and satisfies Arizona Statutes, A.R.S. § 28-506, which requires that the investment strategy in the LRTP reflects reasonably expected revenues.<sup>18</sup>

The LRTP focuses on eight overarching goals, each with associated performance measures, and related policies and strategies, as outlined in the figure below.

- **Improve Mobility and Accessibility:** Implement critical and cost-effective investments in infrastructure to expand access to transportation and optimize mobility and reliability in the transportation of passengers and freight
- **Preserve and Maintain the State Transportation System :** Maintain, preserve, and extend the service life of existing and future State Transportation System infrastructure
- **Support Economic Growth:** Develop and operate a State Transportation System that provides for the reliable movement of people and freight throughout the State to create/retain jobs and support a competitive and thriving economy for Arizona.
- **Link Transportation and Land Use:** Protect the capacity of the State Transportation System by developing policies and partnerships that strengthen the coordination of transportation and land use planning and the implementation of associated policies and activities.



<sup>16</sup> What Moves You Arizona: Long-Range Transportation Plan (2010-2035), pp. 1-2, <http://azmemory.azlibrary.gov/cdm/ref/collection/statepubs/id/20585>

<sup>17</sup> What Moves You Arizona: Long-Range Transportation Plan (2010-2035), p. 13

<sup>18</sup> What Moves You Arizona: Long-Range Transportation Plan (2010-2035), p. 2



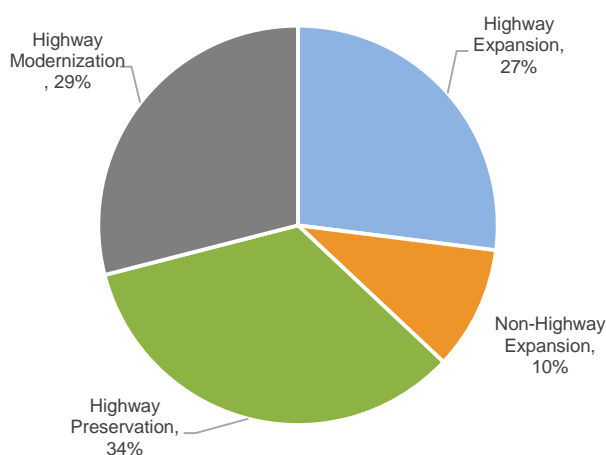
- **Consider Natural, Cultural, and Environmental Resources:** Be a good steward of these resources while improving and maintaining the transportation system.
- **Enhance Safety and Security:** Continue to improve transportation system safety and ensure the security of the transportation system.
- **Strengthen Partnerships:** Develop and nurture partnerships that support the coordination and integration of ADOT's investment in the State's transportation infrastructure with public and private organizations and agencies responsible for transportation, land use, conservation and environmental planning, and freight infrastructure.
- **Promote Fiscal Stewardship:** Provide a sound financial base for Arizona's transportation system through responsible management of public assets and resources and identification and implementation of funding strategies to ensure long-term balanced investment in the State Transportation System.

The LRTP also includes a fiscally-constrained "Recommended Investment Choice" (RIC), defined at base line revenue. The RIC seeks to<sup>19</sup>:

- Preserve the State Highway System with few unmet highway preservation and rural transit needs;
- Improve mobility and accessibility through modest State Highway System expansion and funding support for mode choice, non-highway modes, and intermodal connectivity;
- Support economic development via rail and transit investment; and
- Increase safety and efficiency via system modernization.

The funding distribution under the Recommended Investment Choice is outlined in the figure below adjacent figure.

LRTP Recommended Investment Choice – Funding Distribution



Source: LRTP, p. 7

<sup>19</sup> What Moves You Arizona: Long-Range Transportation Plan (2010-2035), p. 8



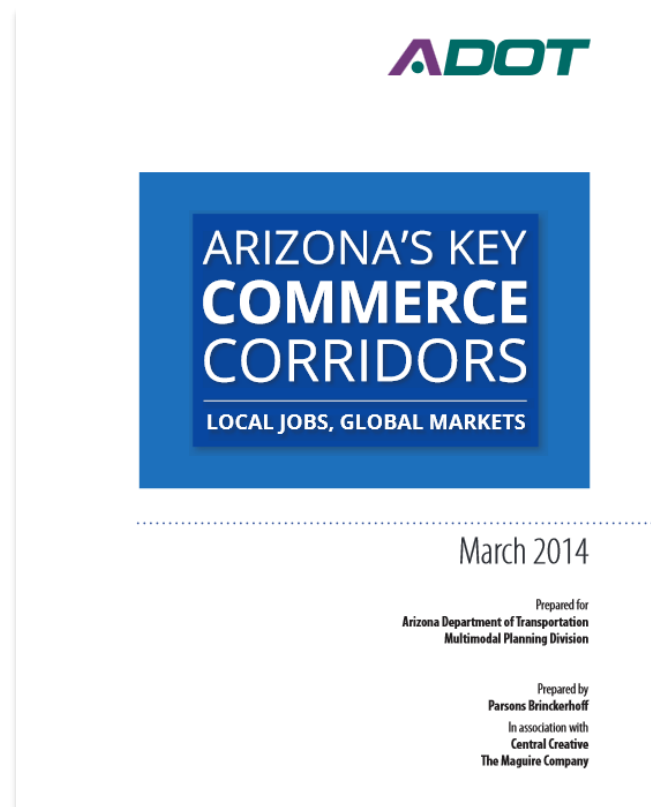
#### B.4: Arizona's Key Commerce Corridors

The Arizona Department of Transportation has undertaken a process to define the State's Key Commerce Corridors (KCCs) and associated investment priorities, aimed at enhancing Arizona's competitive economic position by improving connectivity between Arizona's economic centers and their major markets.<sup>20</sup>

The overarching goal of the KCC initiative is to enable the creation of high quality jobs, economic growth and mobility enhancement. More specifically, the KCC report notes three types of intended benefits, which in effect represent sub goals:

- **Mobility and Efficiency Benefits:** Improve reliability through reduced transportation costs, time savings, lower vehicle maintenance costs and decreased fuel usage
- **Economic Development Benefits:** High quality jobs and high-value economic growth
- **Construction Job Benefits:** Direct, indirect and induced jobs

Other benefits of KCC investments in Arizona, including quality of life, incident management, improved access to healthcare are also noted, but not defined.



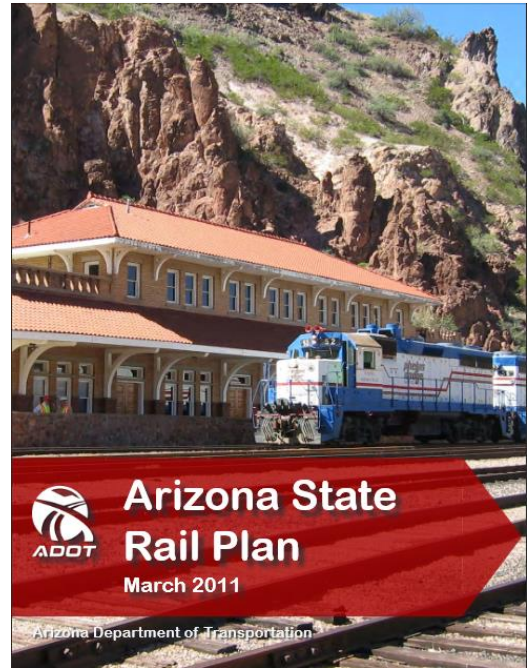
<sup>20</sup> Arizona's Key Commerce Corridors (March 2014), p. 1 <http://azdot.gov/docs/default-source/planning/arizona-key-commerce-corridors-final-report.pdf?sfvrsn=0>

## B:5: Arizona State Rail Plan

The Arizona State Rail Plan outlines a vision for rail transportation in 2030:

*A safe, secure, efficient and cost-effective passenger and freight rail network forms an integral part of Arizona's multimodal transportation system. Arizona railroads promote economic opportunities and environmental sustainability that reflect the high value Arizonans place on their unique southwestern lifestyle.....*

*The State has a freight rail system that carries long-distance cargo in an energy-efficient manner, with intermodal connections that permit seamless distribution of local deliveries. A robust economy including a greater proportion of manufacturing and entrepreneurship industries is served by a freight system comprised of both Class I railroads and short line operations....<sup>21</sup>*



The State Rail Plan goes on to outline five overarching goals (not all specific to freight):

- Goal I: Improve mobility and accessibility, create a multimodal transportation system where the existing roadway network is complimented by efficient passenger and freight rail service.
- Goal II: Support economic growth, create a passenger rail network which fosters more livable communities that attract new employers to the State, and help enhance the State's global competitive position through strategic freight rail initiatives.
- Goal III: Promote sustainable transportation and land use coordination, develop a multimodal transportation system that enables a compact mixed use development pattern which becomes a sustainable method for accommodating a growing population.
- Goal IV: Preserve the environment, natural and cultural resources, move passengers and freight in a socially and environmentally responsible manner which will promote preservation of the State's natural environment.
- Goal V: Provide safety and security; protect people, cargo, and infrastructure.

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<sup>21</sup> Arizona State Rail Plan (March 2011), Chapter 2, Arizona Rail Vision, Goals and Objectives, p. 5  
<http://azdot.gov/docs/planning/state-rail-plan.pdf?sfvrsn=0>

## B.6: Arizona Multimodal Freight Analysis Study

The Arizona Multimodal Freight Analysis Study (2009), establishes “a strategy for establishing freight analysis as an integral part of Arizona’s long-range planning process”.<sup>22</sup> It is intended to provide guidance for freight planning at ADOT and provides a set of recommended goals, strategies and tactics to better integrate freight into existing planning processes.

Notably the Arizona Multimodal Freight Analysis Study proposes a freight transportation mission for ADOT:



*Provide products and services for a safe, efficient, cost-effective transportation system that links Arizona to the global economy, promotes economic prosperity and demonstrates respect for Arizona’s environment and quality of life.*<sup>23</sup>

This Study also proposes a number of guiding freight planning strategies for the State, which it links back to the Federal Safe, Accountable, Flexible, Efficient, Transportation Equity Act - A legacy for Users (SAFETEA-LU) Planning Goals (the legislation in effect at the time of the Study) :

- Link freight planning to economic development
- Coordinate freight planning and local land use planning
- Preserve and prioritize key freight infrastructure
- Seek to improve freight operations
- Enhance freight system safety and security
- Environmental presentation and energy efficiency.

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<sup>22</sup> Arizona Multimodal Freight Analysis Study  
<http://azmemory.azlibrary.gov/cdm/ref/collection/statepubs/id/9338>, p. ES-9

<sup>23</sup> Arizona Multimodal Freight Analysis Study  
<http://azmemory.azlibrary.gov/cdm/ref/collection/statepubs/id/9338>, p. 46

## C: Regional Transportation Plans

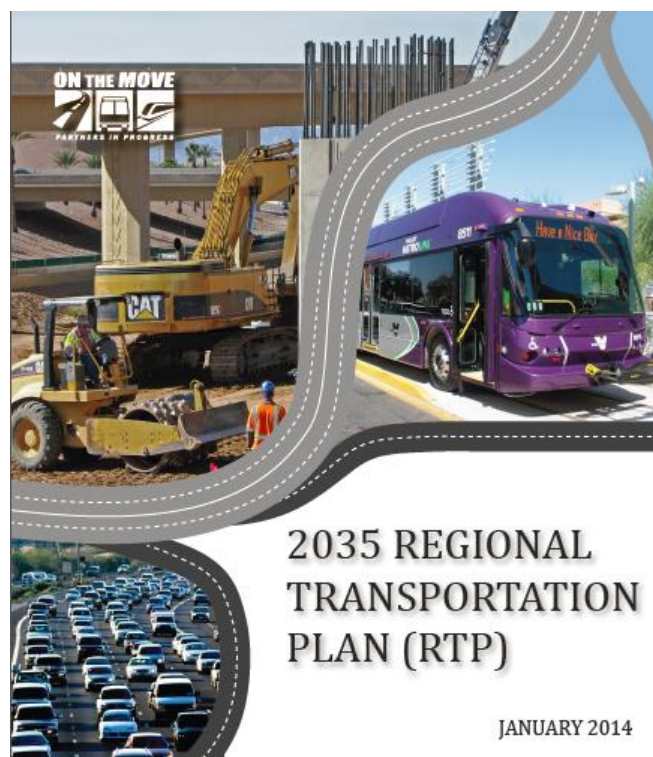
The two largest MPOs in Arizona have developed long-range transportation plans, which articulate planning goals.

### C.1: Maricopa Association of Governments - 2035 Regional Transportation Plan

The Maricopa Association of Governments (MAG) “2035 Regional Transportation Plan” (RTP) provides guidance on long-range transportation planning covering the period through Fiscal Year (FY) 2035.<sup>24</sup>

This RTP was developed in line with the regional transportation planning requirements of SAFETY-LU (the legislation in effect at the time of the RTP’s development) and outlines four overarching goals. These goals are consistent with those identified and approved by the MAG Transportation Policy Committee in February of 2003.

- **Goal 1: System Preservation and Safety:** Transportation infrastructure that is properly maintained and safe, preserving past investments for the future.
- **Goal 2: Access and Mobility:** Transportation systems and services that provide accessibility, mobility and modal choices for residents, businesses and the economic development of the region.
- **Goal 3: Sustaining the Environment:** Transportation improvements that help sustain our environment and quality of life.
- **Goal 4: Accountability and Planning:** Transportation decisions that result in effective and efficient use of public resources and strong public support.



<sup>24</sup> Maricopa Association of Governments - 2035 Regional Transportation Plan (January 2014), p. I-1



## C.2: PIMA Association of Governments - Mobility matters throughout our lives: 2040 Regional Transportation Plan Update

The PIMA Association of Governments (PAG) adopted its long-range transportation plan (2040) in 2010 and an updated version in 2012.

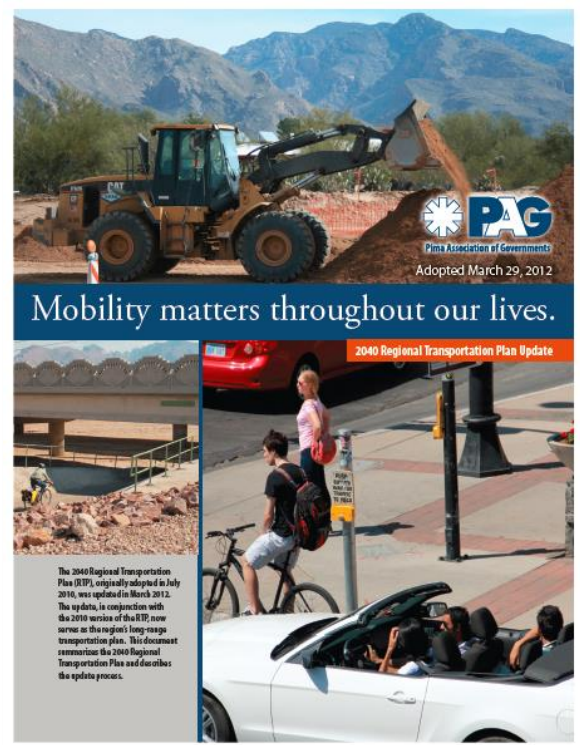
The planning process for a further update to 2045 is ongoing.

The Vision of the PAG RTP is as follows:

The 2040 RTP envisions a premier, energy-efficient and environmentally responsible regional transportation system that is interconnected, multimodal, technologically advanced and integrated with sustainable land use patterns.

The specific goals articulated in the PAG RTP are the following:

- **Multimodal Expansion:** A balanced network of expanding alternative mobility choices to meet rail, highway, transit, roadway, bicycle and pedestrian mobility needs.
- **Integrated Transportation Choices:** A user-friendly transportation network that integrates modes within the region, connects to facilities outside the region and optimizes mobility for people and goods.
- **Sustainable Land Use:** Vibrant, sustainable communities that link transportation and land use.
- **Economic Sustainability:** A healthy growing economy well-served by the transportation network.
- **Safety:** Safety and security for all transportation users across the region.
- **Environmental Stewardship:** Environmental stewardship, natural resource protection and energy efficiency in transportation planning, design, construction and management.
- **Accessibility:** Transportation options and access for all users including youth, elderly, low-income and individuals with disabilities.
- **System Performance:** Unobstructed mobility through efficient system management, preservation and operations.



## D: Other Regional Goals

There are other organizations or initiatives in Arizona that have outlined goals with respect to the transportation system. These include in particular the Transportation and Trade Corridor Alliance (TTCA), the Arizona Commerce Authority, and the Arizona-Mexico Commission (both of which are also members of TTCA).

### D.1: The Roadmap: Arizona's Path to Global Market Expansion

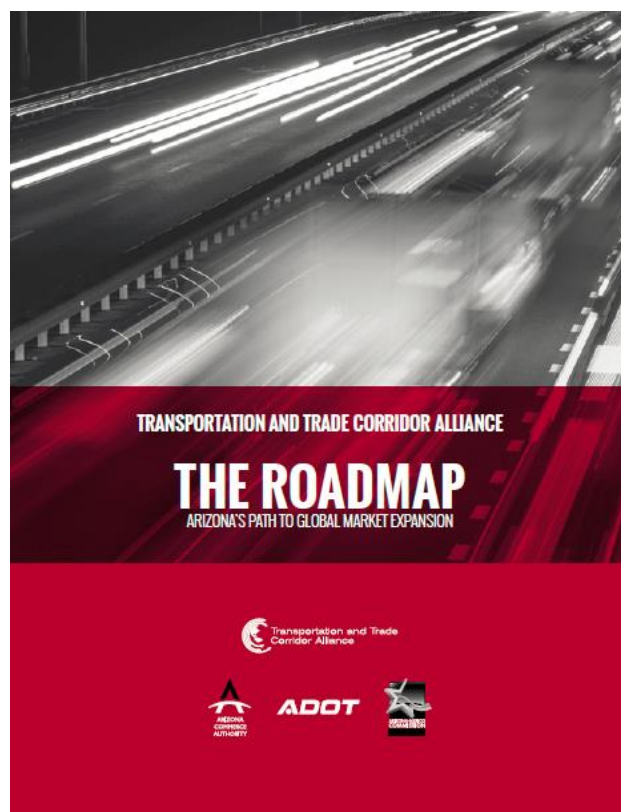
The Roadmap is the guiding document<sup>25</sup> of the Transportation and Trade Corridor Alliance (comprised of experts in transportation and trade oriented businesses as well as ADOT, the Arizona Commerce Authority, and the Arizona-Mexico Commission).

The TTCA's mission is focused on creating better jobs and higher household incomes by growing value-added industries that bring new money to Arizona. The TTCA recognizes in the Roadmap document that to achieve this mission, Arizona requires modern and efficient infrastructure to ensure effective connectivity to both domestic and global markets.<sup>26</sup>

The TTCA's vision is:

*To double trade with global markets by 2025*

This is to be achieved with a focus on tradable goods, and exports in particular.



The Road map outlines three goals to achieve the TTCA' vision:

- **Goal 1: Create and grow high-value trade and investment:** Establish Arizona as a leader in High Value Trade and Investment
- **Goal 2: Improve connectivity to markets:** Develop an Integrated Transportation System Supportive of Arizona's Economic Goals
- **Goal 3: Ensure alignment among stakeholders and decision makers:** Ensure Alignment of Arizona's Vision for Transportation and Trade<sup>27</sup>

<sup>25</sup> The Roadmap: Arizona's Path to Global Market Expansion (201X), <http://www.azttca.org/PDF/Roadmap.pdf>

<sup>26</sup> Ibid. p. 4

<sup>27</sup> Ibid. p.

## D.2: Arizona Commerce Authority – Business Plan

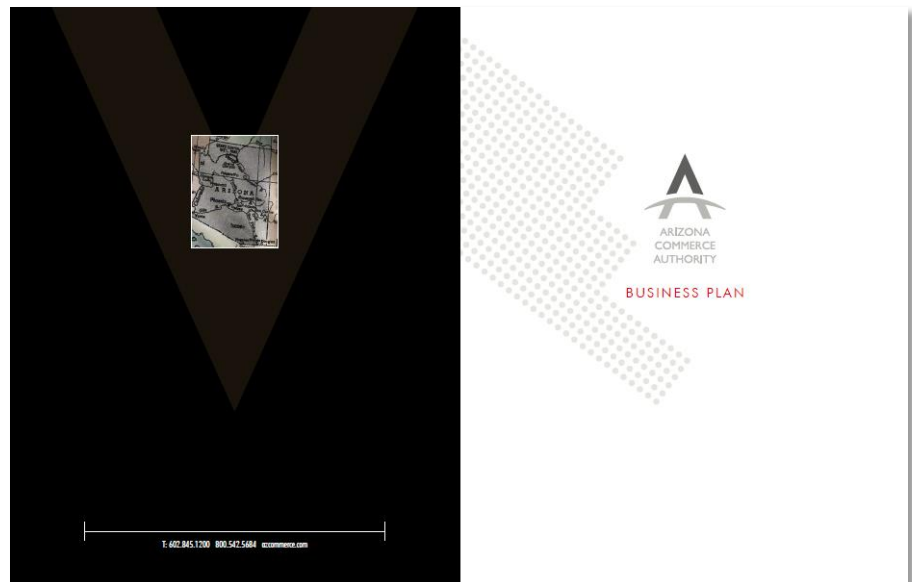
The mission of the Arizona Commerce Authority (ACA) is to:

*To grow and strengthen Arizona's economy and facilitate the creation of quality jobs for its citizens by supporting and attracting businesses in targeted, high-value base sectors throughout the state.<sup>28</sup>*

The specific goals of the ACA are the following:

Goals of the ACA:

- **Goal 1:** Create 75,000 Higher-Wage Jobs over 5 years (by 2017): The ACA's goal is that approximately two-thirds of those new jobs will be *high-value jobs*.
- **Goal 2:** Increase Average Wages of Jobs Created: The ACA will increase the average wage for high-value jobs from approximately 150 percent of the median wage to 175 percent of the median wage over the next five years
- **Goal 3:** Increase Capital Investment to \$6 Billion Over Five Years: Beginning in FY 2013, a goal of \$1 billion is established. This number increases to \$1.4 billion by year five, with a cumulative capital investment target of \$6 billion.



<sup>28</sup> Arizona Commerce Authority, Business Plan (2012), p. 5