



# Northeast Wisconsin Intermodal Freight Facility Study

## Working Paper 1: Communications Plan

Prepared for:

### East Central Wisconsin Regional Planning Commission

Prepared by:

CPCS Transcom Inc.



With:

Short Elliott Hendrickson Inc.



## **Northeast Wisconsin Intermodal Freight Facility Study**

The objective of the Northeast Wisconsin Intermodal Freight Facility Study is to determine the economic viability and potential location of a rail-truck intermodal facility in Northeastern Wisconsin.

### **Working Paper**

This working paper is first in a series of three that together inform the Study. This first Working Paper provides an overview of stakeholder outreach to be conducting during Study development, including identifying stakeholders, techniques and timelines.

### **Acknowledgements**

The CPCS Team acknowledges and is thankful for the input of those consulted in the development of this Working Paper, as well as the guidance and input of representatives from ECWRPC, Brown County, New North, and their study partners.

### **Opinions**

Unless otherwise indicated, the opinions herein are those of the authors and do not necessarily reflect the views of the East Central Wisconsin Regional Planning Commission.

### **Contact**

Questions and comments on this Working Paper can be directed to:

Eric Oberhart  
Project Manager  
T: 815-345-1022  
E: eoberhart@cpcstrans.com

# Table of Contents

<b>1</b>	<b>About the Northeast Wisconsin Intermodal Freight Facility Study</b>	<b>4</b>
1.1	Background	4
1.2	Study Objective	4
1.3	Project Structure	6
	Key Questions	6
	Work Plan Overview	6
<b>2</b>	<b>Communications Goals and Expected Outcomes</b>	<b>8</b>
2.1	Goals	8
2.2	Expected Outcomes	8
<b>3</b>	<b>Target Audiences and Key Stakeholders</b>	<b>9</b>
3.1	Target Audiences	9
3.2	Key Stakeholders	9
	Core Team	9
	Steering Committee	9
	Freight Stakeholders	10
	Other Community Stakeholders	11
<b>4</b>	<b>Outreach Techniques</b>	<b>13</b>
4.1	Techniques	13
	Regular Progress Meetings	13
	Steering Committee Meetings	13
	Freight Stakeholder Consultations	14
	Broader Engagement and Information Sharing	14
4.2	Core Team Roles in Communication	14
<b>5</b>	<b>Public Involvement Schedule</b>	<b>16</b>
5.1	Project Schedule	16

# 1 About the Northeast Wisconsin Intermodal Freight Facility Study

## 1.1 Background

Eastern Wisconsin, from Marinette to Kenosha has traditionally been Wisconsin's base for manufacturing, and Northeast Wisconsin's cities such as Oshkosh, the Fox Valley (Neenah, Appleton, Kimberly, Kaukauna, and others), and Green Bay make up some of Wisconsin's strongest industrial clusters, as shown in Figure 1. Some of the key industries in Northeast Wisconsin that are engaged in manufacturing and that drive its economy include papermaking, metal manufacturing, plastics production, and food production.<sup>1</sup>

This extensive industrial base requires robust transportation options to both receive raw materials and ship manufactured products, and the availability of transportation is a key consideration for the ongoing viability of businesses. Prior studies, such as the 2019 *Overview of Intermodal Freight in Wisconsin* noted that many industries in Northeast Wisconsin rely on intermodal containers to ship and receive goods. However, following the closure of most intermodal terminals in Wisconsin, **Northeast Wisconsin's intermodal users must dray their cargo to the Chicagoland area for access to intermodal terminals.** This long drayage distance combined with the volatility of Chicagoland's traffic congestion represents a major transportation cost for these companies and can put them at a cost disadvantage relative to other firms with closer or faster access to intermodal facilities.

## 1.2 Study Objective

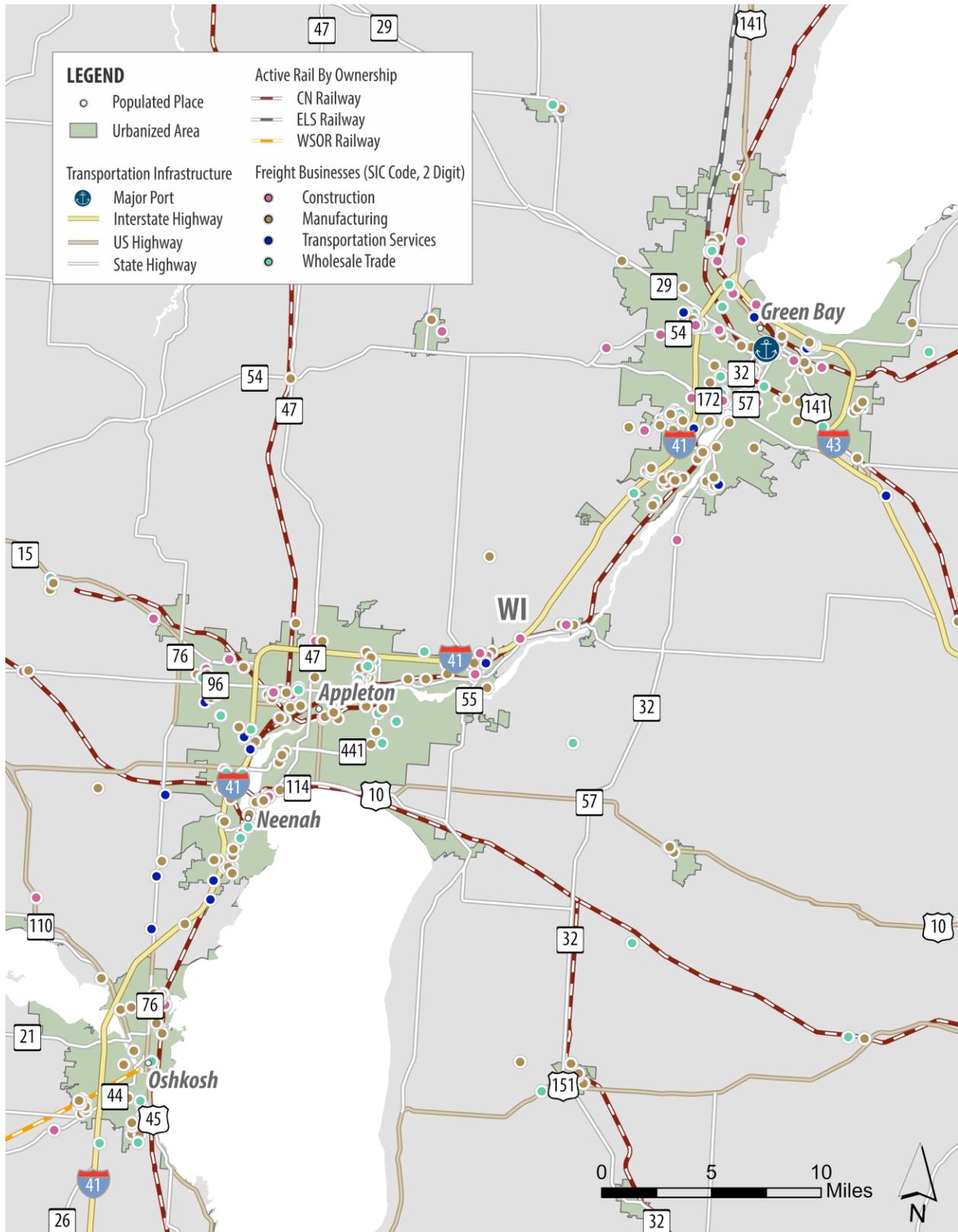
The objective of the Northeast Wisconsin Intermodal Freight Facility Study is to build on past Wisconsin efforts focused on developing intermodal facilities and improving access in the state and region, and close the information gaps. The Northeast Wisconsin Intermodal Freight Facility Study will:

**Provide a transparent process for analyzing the viability of an intermodal freight facility including minimum required volumes, potential users, a logical site(s), costs for constructing and operating the facility, and a clear path toward implementation.**

---

<sup>1</sup> US Cluster Mapping. Harvard Business School Institute for Strategy & Competitiveness. 2020.

Figure 1: Freight Business Establishments in the Oshkosh to Green Bay Corridor



Source: CPCS analysis of ReferenceUSA data, 2020.

## 1.3 Project Structure

### Key Questions

To achieve the project objective, we will work with ECWRPC and the Steering Committee to address several “key questions.” We have framed this series of questions to respond to all items in the Study Scope. These key questions form the basis of our approach and Work Plan.

### Stakeholder Needs

1. What are the shipping needs and issues of the region’s freight and industrial system stakeholders (with emphasis on freight system users representing each of the region’s key industries)?

### Transportation and Fixed Infrastructure

2. What transportation assets and industrial facilities are available in the region, and what are the key facilities outside the region?
3. How are these assets and facilities used, generally, and by key industrial sectors?
4. What are the strengths of these assets and facilities?
5. What are shippers’ needs/constraints to increasing or changing asset, facility, and mode use? How frequently are changes made to assets, facilities, or modes?

### Market Conditions

6. What do railroad, logistics, and warehousing companies look for in terms of new investment opportunities, and what are the general trends in this sector?
7. How does the investment and business environment in northeast Wisconsin compare to other regions in terms of attracting railroad, logistics, and warehousing companies?
8. How do the costs of shipping through northeast Wisconsin facilities compare to other regions and what are the implications for attracting logistics and warehousing companies?
9. What types of companies would be most attracted to a facility in northeast Wisconsin?

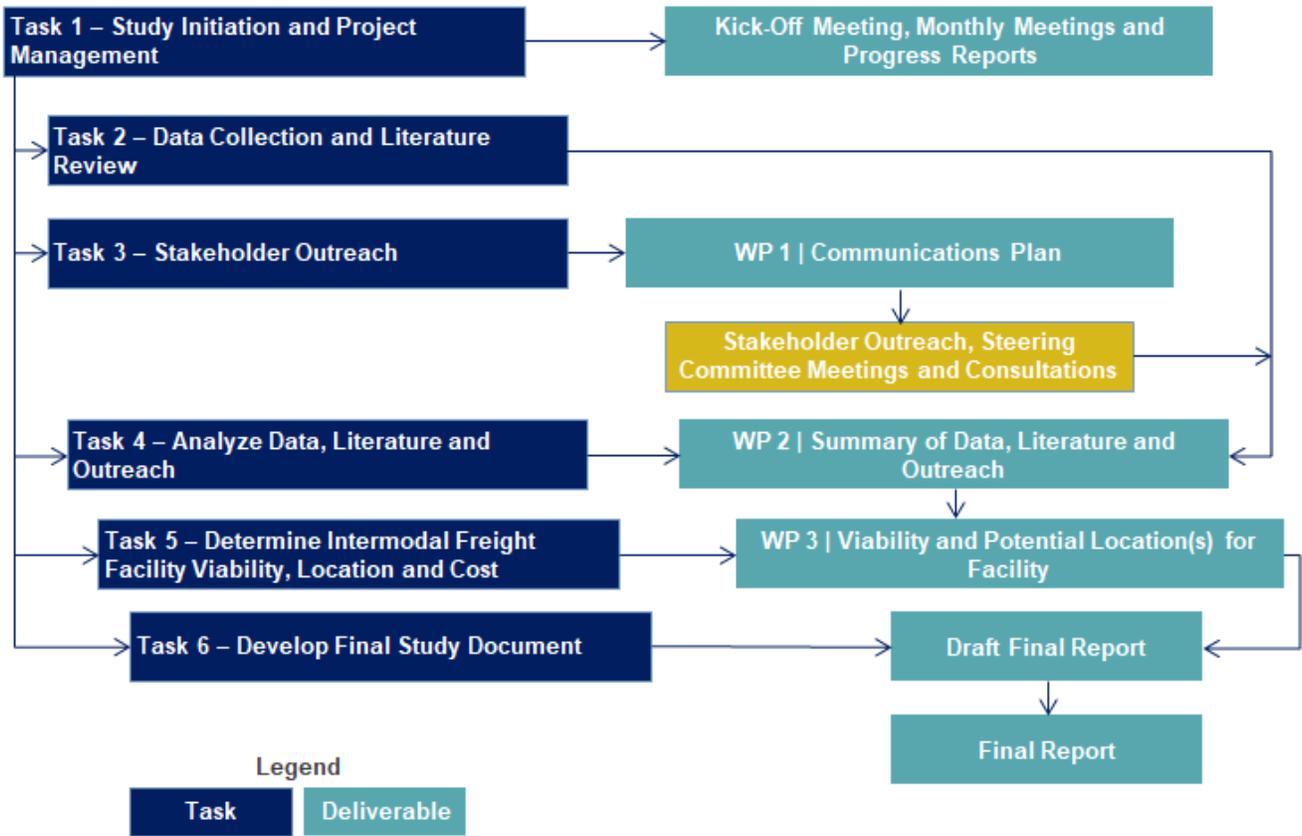
### Opportunity

10. Is there an existing value proposition for northeast Wisconsin to draw investment from logistics and warehousing companies, and if not, how can ECWRPC and local partners improve the situation?

### Work Plan Overview

In line with the key study questions and approach noted in the previous subsections, the following figure presents our plan for carrying out the work. Three tasks result in a Working Paper deliverable that will be provided for Core Team comment before finalization.

Figure 2: Work Plan Summary



# 2 Communications Goals and Expected Outcomes

## 2.1 Goals

The aim of stakeholder engagement is to meaningfully engage a broad array of public and private sector stakeholders to guide the development of the Study and to gather their perspectives on the freight system, how freight-dependent industries use the system, current needs and issues, and potential opportunities.

This Communications Plan has been developed as a proactive and transparent guide for public and private freight stakeholder engagement activities related to developing the Northeast Wisconsin Intermodal Freight Facility Study. The goals for communication during Study development are to:

- Maintain regular contact with stakeholders to inform them of Study development and findings,
- Provide opportunities for stakeholders to participate in the Study process and influence recommendations,
- Enable ECWRPC and the Core Team to hear and respond to stakeholder concerns and incorporate them as appropriate, and
- Build support for Study recommendations.

## 2.2 Expected Outcomes

The intended outcome is that public and private freight stakeholders will have actively participated in the study process and assisted in shaping the final deliverables, findings, and recommendations of the Freight Facility Study.

# 3 Target Audiences and Key Stakeholders

## 3.1 Target Audiences

Not every audience shares the same level of interest or commitment to the study process. As a result, it is important to offer opportunities for different levels of involvement. Some audiences desire to simply be informed of the Study, while others need a greater level of involvement due to their role in Study implementation. The general audiences listed below require participation levels customized to their unique needs consistent with the Communications Plan goals.

## 3.2 Key Stakeholders

The Northeast Wisconsin Intermodal Freight Facility Study will engage a variety of internal (Core Team) and external public and private sector stakeholders. Target audiences have been grouped into four key stakeholder categories that are tied to the techniques used to engage them during Study development. These categories are:

- Core Team, and other key staff to keep apprised of ongoing project management activities
- Steering Committee
- Freight Stakeholders (one-on-one consultation targets)
- Other Community Stakeholders

### Core Team

The creation of this Study will be a coordinated effort led by a Core Team comprised of the individuals shown in the following figure. The Core Team will be responsible for overseeing all tasks associated with developing the Study and coordinating tasks with the broader project team.

**Figure 3: Core Team Membership**

Organization	Contact
East Central Wisconsin Regional Planning Commission	Melissa Kraemer Badtke Matt Halada
Brown County	Cole Runge Dean Haen
New North	Barb LaMue
DeWitt LLP	John Varda

### Steering Committee

The Steering Committee (SC) will guide Study development, in particular as it relates to keeping “the big picture” in focus regarding policy direction or strategic recommendations. The SC will be provided

copies of the Working Papers and may provide written comments or verbal comments during SC meetings. The Core Team will determine how to address the comments provided.

### Membership

The SC will have multidisciplinary, executive-level membership reflecting leadership from public agencies, as well as private organizations with freight interests. As SC members are identified, they will be added to the following table.

**Figure 4: Steering Committee Membership**

	Organization	Contacts
1	East Central Wisconsin Regional Planning Commission	Melissa Kraemer Badtke Matt Halada
2	New North	Barb LaMue
3	Brown County	Cole Runge Dean Haen
4	DeWitt LLP	John Varda
5	Canadian National Railway	Brian Buchanan
6	Wisconsin & Southern Railroad (Watco)	Brad Peot
7	Rail Consulting (Former E&LS)	Tom Klimek
8	Paper Transport Inc.	Wes Kornowske
9	North Central Wisconsin Regional Planning Commission	Dennis Lawrence Darryl Landreau
10	Fox Cities Chamber of Commerce	Jayme Sellen
11	Bay Lake Regional Planning Commission	Jeff Agee Chris Garcia
12	Wisconsin Department of Transportation	Rich Kedzior Dave Leucinger

### Freight Stakeholders

Freight stakeholder engagement will be important to Study development for several reasons. Engagement will supplement quantitative data on freight system use, including the type and volume of goods moved, key modes and routes used, and their origins and destinations; to identify relevant needs and issues and possible stakeholder solutions; and help validate our data analysis, helping to explain patterns in the data.

Currently, staff time has been budgeted for 30 consultations. It is desired that a list containing a cross-section of public and private sector freight stakeholders involved in, or impacted by the multi-modal movement of goods in East-Central Wisconsin be established. The following figure displays a draft consultation list, which is subject to further changes based on ongoing feedback from the Core Team.

Figure 5: Freight Stakeholders for Consultation

Type	Targets
<b>Rail Stakeholders</b>	
1	Canadian National Railway
2	Wisconsin & Southern Railroad (Watco)
3	Escanaba & Lake Superior Railroad
<b>Paper Manufacturers</b>	
4	Georgia Pacific
5	Quad Graphics
6	Proctor & Gamble
7	Verso
8	Amcor
9	Kimberly-Clark
<b>Agribusiness and Food Processing</b>	
10	Bay Valley Foods
11	Del Monte
12	Sargento
13	Johnsonville
14	Country Visions Cooperative
15	Larson Cooperative
<b>Other Manufacturers and Shippers</b>	
16	Kohler
17	Mercury Marine
18	Oshkosh Corp.
19	Lake States Shippers Association
20	Lake States Lumber Association
21	Central Wisconsin Manufacturing Association
22	Menominee Tribal Enterprises
23	Generac
<b>Third-Party Logistics and Trucking Companies</b>	
24	ME Day
25	Redwood Logistics
26	International Trade
27	Forward Air
28	CH Robinson
29	Paper Transport Inc.
30	Schneider
31	Chicago Intermodal Transportation
<b>Other</b>	
32	McDonald Lumber Company
33	Hapag Lloyd
34	MatchBack

### Other Community Stakeholders

In addition to the groups listed above, some community stakeholders should be kept up-to-date on project progress and findings. In particular, ECWRPC’s Transportation Technical Advisory Committee,

Brown County Harbor Commission, and New North Inc. Board of Directors will be updated semi-regularly, with the potential for the wider presentation of project findings to various executive committees at the end of the project. These activities will largely be led by the Core Team, with key information and select support provided by CPCS and SEH.

# 4 Outreach Techniques

## 4.1 Techniques

The Project Team plans to use several techniques to engage with a broad array of stakeholders during the development of the Intermodal Freight Facility Study. These techniques will include:

- Regular progress meetings
- Steering Committee meetings
- One-on-one freight stakeholder consultations
- Broader engagement and information sharing

### Regular Progress Meetings

The Core Team will regularly meet (approximately monthly) via conference call, or in person, as tied to other in-person activities, to continually monitor progress toward Study development.

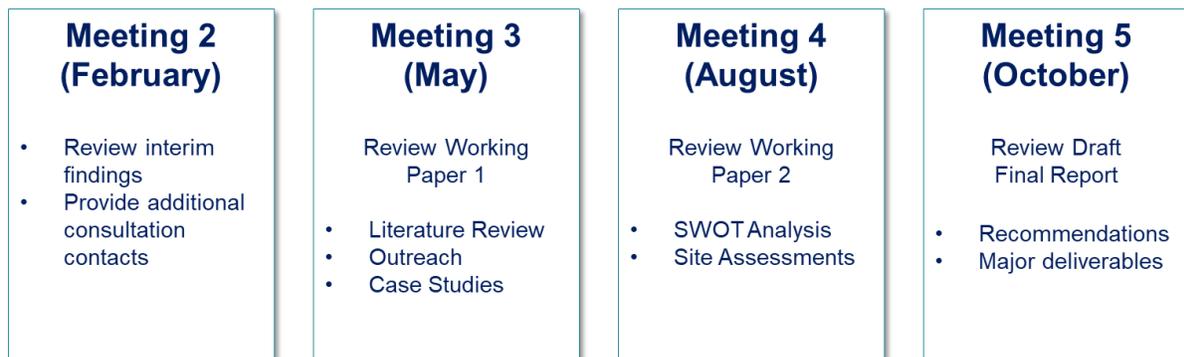
### Steering Committee Meetings

The Steering Committee will meet throughout Study development in an online setting suitable for open discussion.

It is important to communicate meeting information early and consistently so that the large number of stakeholders to be engaged can appropriately mark their calendars and arrive to the discussion prepared. Meeting information will be transmitted to the Steering Committee members approximately two weeks in advance of each meeting.

The Steering Committee is slated to meet four times during plan development. Preliminary agenda topics for the meetings have already been identified and will be kept at an executive level.

**Figure 6: Proposed Steering Committee Meeting Agendas**



## Freight Stakeholder Consultations

Up to thirty (30) one-on-one consultations, conducted via phone and web conference, will supplement quantitative data analysis during Study development. The approach to stakeholder consultations consists of four primary steps:

1. **Develop Stakeholder List.** A list of public and private sector stakeholders involved in, or impacted by, the movement of goods in Northeast Wisconsin was established in coordination with the Core Team and Steering Committee.
2. **Develop Consultation Guide(s).** A series of open-ended questions based on the type of stakeholder consulted, e.g., private vs. public, key industry vs. carrier, etc. was developed. This will also ensure that stakeholders have the opportunity to identify and speak about issues that may not have been picked up by the data. The preliminary consultation guide is provided in **Appendix A**.
3. **Conduct Outreach.** One-on-one consultations with direct, open-ended questions will be conducted using a combination of email and phone interviews. Up to 30 consultations are anticipated.
4. **Document Findings.** Consultation findings will be documented in a consistent format (completed questionnaires) which will be shared between the team to ensure relevant knowledge is transferred and built upon in subsequent consultations. For the avoidance of doubt, completed consultation notes will not be shared with the Core Team; stakeholders are often less open in interviews if they have concerns that the information they provide will not be kept confidential. However, a summary of the key information we learn from stakeholders will be developed in a consolidated/anonymized format and included as part of Working Paper 2.

## Broader Engagement and Information Sharing

This Study will also consider other broad engagement and information sharing activities.

- **Use Established Channels of Stakeholder Communication.** Several existing stakeholder meetings/events/platforms may be used, as needed, to disseminate information on the Study throughout development, including:
  - Quarterly ECWRPC TAC meetings, Brown County Harbor Commission meetings, New North Board meetings, and other meetings of Core Team members as necessary.
  - To share findings from the study, CPCS will present project results at executive board meetings for ECWRPC and Brown County in late October 2021.
- **Other Engagement Activities.** The Project Team will work with ECWRPC, Brown County, and New North to ensure that baseline project information, assumptions, and findings are openly shared with interested parties and that they have an opportunity to comment (as desired). One potential approach will include:
  - Press releases announcing project start or progress will be issued by ECWRPC in coordination with WisDOT communications staff.

## 4.2 Core Team Roles in Communication

Communications for the Study are a shared responsibility between ECWRPC, Brown County, and the Project Team. The Project Team will drive the development of the deliverables, and ECWRPC and

Brown County will aid the Team in ensuring this information is communicated with Study stakeholders, as appropriate. Figure 7 outlines roles during Study development.

**Figure 7: Core Team and Project Team Roles**

Activity by Key Stakeholders	Description	Core Team	CPCS and SEH
<b>Project Management Team</b>			
Monthly Calls	Set monthly calls and agenda. Convene meetings.	Participate	<b>Lead</b>
<b>Steering Committee</b>			
Membership	Identify and confirm membership of the Advisory Committee and Technical Team.	<b>Lead</b>	Support
Member Communications	Provide timely information to members via email. Receive and filter comments and share with the Project Team, as needed.	<b>Lead</b>	
Meeting Materials	Develop meeting agendas, presentation materials, discussion guides, displays, etc.	Support	<b>Lead</b>
<b>Freight Stakeholders</b>			
Roster	Develop a roster of stakeholders for one-on-one consultations.	Support	<b>Lead</b>
Consultations	Conduct consultations, including contacting stakeholders, setting meeting time/location, providing a discussion guide in advance, processing information, etc. for inclusion in the Study.	Support (as appropriate)	<b>Lead</b>
<b>Broader Stakeholder Engagement</b>			
Other Broad Engagement	Share information with interested stakeholders, as opportunities are available (e.g., ongoing board meetings/platforms)	<b>Lead</b>	Support
Presentation of Results	Presentation of project findings in late October 2021 to ECWRPC and Brown County executive boards	Support	<b>Lead</b>
Press Releases	Relevant project announcements	<b>Lead</b>	

# 5 Public Involvement Schedule

## 5.1 Project Schedule

Figure 8 illustrates the proposed schedule for this study. As shown, the CPCS Team anticipates an approximate 12-month project timeline for the Northeast Wisconsin Intermodal Freight Facility Study. There are a few points to note on the schedule:

- Steering Committee meetings have been identified in **blue**. An effort was made to place these strategically throughout the study, to ensure the Committee is engaged at critical points and can provide us with feedback.
- The three Working Paper deliverables and Draft/Final Study Documents have been identified in **red**. These deliverables have been staged to align with key content presented during meetings, as well as to pace review of information by ECWRPC and other stakeholders, as identified.

Figure 8: Preliminary Study Schedule

Number	Description	Time Period (Months)												
		1	2	3	4	5	6	7	8	9	10	11	12	13
<b>Task 1</b>	<b>Study Initiation</b>													
Subtask 1.1	Project Management													
<b>Task 2</b>	<b>Data Collection and Literature Review</b>													
Subtask 2.1	Literature Review													
Subtask 2.2	Data Collection, Initial Mapping and Analysis													
<b>Task 3</b>	<b>Stakeholder Outreach</b>													
Subtask 3.1	Steering Committee													
Subtask 3.2	NE WI Stakeholder Outreach													
Subtask 3.3	Benchmarking Recent Developments													
<b>Task 4</b>	<b>Analyze Data, Literature and Outreach</b>													
Subtask 4.1	Analyze Data, Literature and Outreach													
<b>Task 5</b>	<b>Determine Intermodal Freight Facility Viability, Location and Cost</b>													
Subtask 5.1	Determine Viability													
Subtask 5.2	Determine Location													
Subtask 5.3	Determine Cost													
<b>Task 6</b>	<b>Develop Final Study Document</b>													
Subtask 6.1	Develop Draft Study Document													
Subtask 6.2	Develop Final Study Document													
<b>Deliverables</b>														
WP 1   Communications Plan														
WP 2   Summary of Data, Literature and Outreach														
WP 3   Viability and Potential Location(s) for Facility														
Draft Study Document														
Final Study Document														

Work Activity
  Meeting
  Deliverable

# Appendix A Draft Consultation Guide

## Northeast Wisconsin Intermodal Study Discussion Guide

Over the past 20 years, regional intermodal rail service in Eastern Wisconsin has been reduced, and Northeast Wisconsin's intermodal users must dray their cargo to the Chicago area for access to the nearest intermodal terminals. The long distance and drive time associated with these drayage moves reduces the fluidity of freight moves through these terminals and increases total logistics costs. Given the importance of intermodal service for Wisconsin's industry as a whole, the East Central Wisconsin Regional Planning Commission (ECWRPC) has engaged CPCS to prepare a comprehensive market viability and physical siting study, including an assessment of shippers' and carriers' issues and needs. Stakeholder engagement is a key component of the study, and we appreciate your time and thought in answering the following initial questions.

CPCS understands the importance of preserving confidential information as it relates to business operations. Your responses will be kept confidential, and only generalized summary findings from all consultations will be shared with the ECWRPC and other project stakeholders.

1. What types of goods does your organization ship, receive, or carry?
2. If you are comfortable sharing, how much of each good do you ship, receive, or carry on a monthly or yearly basis?
3. What are the key trade lanes (origins and destinations) relevant to these goods? Do you primarily ship and receive goods domestically or internationally?
4. What modes of transportation does your organization use for the shipment of these goods? Why did you choose these modes of transportation? If you only use trucking, have you ever considered rail intermodal or lake transportation?
5. How often does your organization assess optimal routes or modes for your shipping needs? How often are changes to shipping arrangements made?
6. Are there any specific measures that must be taken in the shipment of your goods (e.g. refrigeration, special handling, security considerations, etc)?
7. Have there been any recent (past 5 years) notable changes or problems in your shipping arrangements or the broader transportation services market that have disrupted business operations or threatened your competitiveness?

8. What is your level of interest in using an intermodal terminal if it were present in the area?
  
9. What specific service considerations or infrastructure attributes would have to be addressed or accounted for in the service offering and siting of a new intermodal terminal?
  
10. If comfortable sharing, what is the range of handling rates that you would expect or desire a new intermodal facility to allow you to realize as a customer?