



INTERNATIONAL MOBILITY & TRADE CORRIDOR PROGRAM (IMTC) PERFORMANCE REVIEW - 2015

INTRODUCTION

The International Mobility & Trade Corridor Program (IMTC) is an award winning binational multi-agency coalition of border stakeholders that work together to identify and promote improvements to mobility and security for the five land border crossings that make up the Cascade Gateway between Whatcom County, Washington State in the U.S.A., and the Lower Mainland of British Columbia in Canada. IMTC is administered by the Whatcom Council of Governments (WCOG).

The goals of the IMTC program are to:

- Provide a forum for ongoing communication and collaboration between agencies responsible for regional cross-border transportation, safety, and security.
- Coordinate planning of the Cascade Gateway as a system rather than individual border crossings.
- Identify and pursue improvements to infrastructure, operations and information technology.

ESTABLISHING PERFORMANCE

Performance measurements provide periodic indicators of effectiveness relative to goals and are an important part of managing the IMTC program. However many outcomes that the forum and its participants strive toward - a reduction in border wait time, an increase in the safe movement of cargo, etc. - are difficult to directly attribute to the forum or a single agency's actions, since border operations are managed by multiple agencies and are affected by numerous external variables.

Therefore measures are selected to more broadly assess the effectiveness of IMTC as a coordinating body and to answer the following questions:

1. How well is IMTC fulfilling its objectives and the expectations of participating agencies?
2. How should WCOG spend its resources to provide the greatest public benefit?
3. How can results from IMTC validate involvement and staff time of participating agencies?
4. What accomplishments are worthy of celebrating?
5. What can be done differently to improve the program?

PERFORMANCE AREAS

Actions undertaken as part of IMTC have been broken into four key efforts: meetings, collaborative efforts, project management, and data collection and distribution.

MEETINGS

Typically IMTC meets ten times a year. There are monthly meetings with the exceptions of August and December. Meetings are cancelled when there is little new business or if there is a conflict with other border-related events. Locations alternate between Canada and the U.S.

Steering Committee members are key stakeholder agencies only; industry representatives may attend based on topic. Steering members advise the Core Group, which meets 2-3 times a year. In spring 2015 WCOG established its intention to increase Core Group meetings to every fourth IMTC meeting. Core Group participants include industry representatives, chambers of commerce, non-governmental organizations, and other interested parties.

Measure 1: Meeting attendance

In 2015 two meetings were cancelled. Participation by agency is listed in Exhibit 1 on the next page.

WCOG strives to have participation from each of the six key organizational areas at every meeting: transportation agencies, inspection agencies, municipalities, other government organizations, non-government organizations, and academic institutions.

Measure 2: Meeting topics

While IMTC meeting agendas strive to provide new and interesting material every month, it is also critical that certain projects and regional efforts are discussed on a frequent basis to keep track of progress and enable coordination.

In addition to current event updates at each meeting allowing all participants to update other agencies on key focus projects, the following topics were the primary focus of meetings in 2015:

- 2015 IMTC border freight study
- 2015 IMTC project priority list

Exhibit 1: 2015 Meeting attendance

Agency	Meeting Date Meeting Type Country Attendance	1/15/2015 Core USA 32	2/19/2015 Steering Canada 19	4/16/2015 Steering Canada 18	5/21/2015 Steering USA 25	6/18/2015 Steering USA 13	7/16/2015 Steering Canada 18	9/17/2015 Core Canada 26	11/19/2015 Steering Canada 22	Total	% of Mtgs
Transportation Agencies											
U.S. Federal Highway Administration						✓				1	13%
Transport Canada			✓			✓	✓	✓	✓	5	63%
WA State Dept. of Transportation	✓	✓	✓	✓	✓	✓	✓	✓	✓	8	100%
B.C. Ministry of Transportation	✓	✓	✓	✓	✓	✓	✓	✓	✓	8	100%
Inspection Agencies											
U.S. Customs & Border Protection	✓	✓	✓	✓	✓		✓	✓	✓	7	88%
Canada Border Services Agency	✓	✓	✓	✓	✓	✓	✓	✓	✓	8	100%
Municipalities											
City of Blaine	✓					✓		✓	✓	4	50%
City of Sumas										0	0%
City of Surrey	✓	✓			✓		✓	✓	✓	6	75%
City of Lynden						✓				1	13%
Township of Langley										0	0%
Other Government Agencies											
Whatcom Council of Governments	✓	✓	✓	✓	✓	✓	✓	✓	✓	8	100%
U.S. Federal legislative offices	✓		✓	✓				✓		4	50%
Canadian federal legislative offices										0	0%
Canadian Consulate	✓		✓			✓		✓	✓	5	63%
U.S. Consulate		✓		✓				✓		3	38%
Non-Government Organizations											
BC Trucking Association	✓	✓		✓	✓			✓	✓	6	75%
Pacific Corridor Enterprise Council	✓	✓	✓	✓	✓	✓		✓	✓	7	88%
Academic Organizations											
Border Policy Research Institute - WWU	✓	✓	✓	✓	✓	✓	✓	✓	✓	8	100%

Average Attendance

21.63

- 2015 IMTC Resource Manual
- Aldergrove facility replacement
- BC Trucking Association survey of users
- Beyond the Border Implementation Plan and the Forward Plan
- Booth status data feed for improved border wait times
- Bus operational changes by CBP, CBSA
- Bus survey results from 2009 and 2013
- Cascade Gateway Master Plan
- Cross-border bus trends
- Current focus items from Canadian Trucking Association
- Dynamic Border Management - RFID promotion
- Dynamic Border Management - Simulation modeling of operational changes
- IMTC participant structure and meeting frequency
- IMTC program core funding
- Point Roberts/Boundary Bay issues
- Regional NEXUS updates
- U.S.-Canada Border Infrastructure Investment Plan 3.0
- Weigh2GoBC update
- Amtrak station stop policy & City of Blaine
- Issues with the southbound commercial staging area at Pacific Highway

Measure 3: National focus

In addition to organizing regional IMTC meetings, IMTC staff at WCOG also participate in national-level border planning symposia and working groups. In 2015 staff presented and participated in the following national level border planning forums:

- March U.S. - Canada Transportation Border Working Group (TBWG) Meeting in Portland, ME
- April meeting with World Affairs Council in Seattle, WA
- May FHWA Freight Planning Peer Exchange in Detroit, MI
- May Commission for Environmental Coordination Workshop on Air Quality, Traffic, and Health Impacts at the Pacific Highway Port-of-Entry, Blaine, WA
- July U.S. Congressional Transportation Roundtable in Bellingham, WA
- August Regional roundtable discussion on border wait time measurement conference call
- October Freight Data workshop in Detroit, MI
- October TBWG meeting in Toronto, ON

COLLABORATIVE EFFORTS

Although most IMTC accomplishments could be considered part of a collaborative effort, specific projects and initiatives highlight the value of the coalition more than others. Specifically the production of prioritized project lists, research reports, and participation in response to binational initiatives.

Measure 4: Development of the IMTC project list

Since its establishment in 1997 IMTC has been annually updating a Future Project List. Initially this effort was geared toward funding available through the U.S. Coordinated Border Infrastructure program (CBI). However even after CBI funds were redirected as apportionments to U.S. border states and CBI was eventually ended as a funding program, the IMTC project list continues to be a valuable tool to identify needs and partners in advance of other, often unexpected funding opportunities. Once a project is funded it is removed from the list.

In 2015 the IMTC Core Group approved the following IMTC Future Project List:

- 1 I-5 Exit 274 interchange preliminary design
- 2 I-5 Exit 274 Interchange final design
- 3 Peace Arch/Douglas bicycle and pedestrian route improvements
- 4 Pacific Highway southbound lane-to-booth traffic flow improvement
- 5 State Route 539 congestion relief: Lynden to H Street
- 6 Pacific Highway northbound active lane management
- 7 Regional mapping of near-border freight logistics
- 8 Regional economic model
- 9 Point Roberts/Boundary Bay border wait time ATIS installation
- 10 External traffic counts (Whatcom County borders)
- 11 Bluetooth wait time validation

Measure 5: Development of collaborative tools

In addition to the project list, IMTC stakeholders have collaborated to develop other resources to assist in binational border planning.

The IMTC Resource Manual is an annual publication compiling data sets from regional and national agencies.

The IMTC Construction Schedule is updated as needed to track the cumulative effect of construction projects on both sides of the border that may impact the Cascade Gateway ports-of-entry.

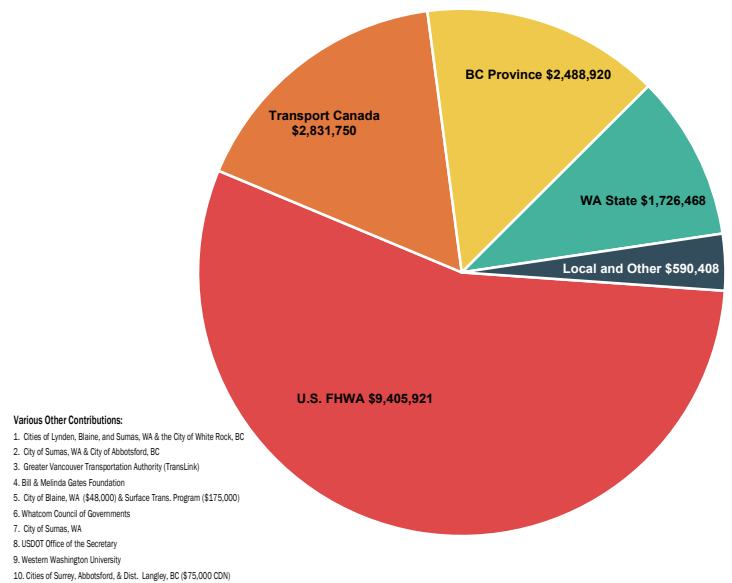
The IMTC Communications Protocol is a signed agreement between Transport Canada, B.C. Ministry of Transportation, WA State Department of Transportation, U.S. Customs & Border Protection, Canada Border Services Agency, Royal Canadian Mounted Police, and WA State Patrol to integrate a standard operating procedure in the event an incident closes a border approach road or a port-of-entry.

The Border Facility Microsimulation Model provides a medium to test alternative operational strategies at Cascade Gateway border crossings without implementing real-world changes in the field. The software is customizable and adaptable to various modeling scenarios and allows in-house staff at WCOG to model strategies for operations and cross-border mobility improvements.

Measure 6: Project funding partnerships

None of the projects identified by the IMTC forum would be accomplished without funding. IMTC participants have worked together to combine funding sources for nearly all of the projects on the IMTC project list. Between 1999 and 2015, over \$17

Exhibit 2: IMTC project funding, 1999-2015



million (USD) has been contributed by multiple agencies to complete IMTC identified projects.

In 2015 one IMTC priority project received funding; The 2015 IMTC Border Freight Study. \$150,000 was provided by U.S. Federal Highway Administration; \$10,250 of match funding was made available by Transport Canada, \$10,250 from B.C. Ministry of Transportation, and \$17,000 from the Border Policy Research Institute at Western Washington University.

PROJECT MANAGEMENT

Another main focus of IMTC participants is oversight of IMTC-identified projects. While project funding is often a partnership, projects are often delivered by one agency. But in keeping with its objective of optimal coordination, IMTC often establishes advisory teams for specific projects.

Measure 7: Projects undertaken

The following IMTC projects began or were worked on during 2015:

- Dynamic Border Management project
- 2015 IMTC Border Freight Operations Study
- B.C. Highway 11 NEXUS Lane Improvements
- Pacific Highway northbound bus approach assessment

Measure 8: Project assistance requests

As the lead agency of IMTC, WCOG is often asked to develop data sets, analyses, or other specific products by IMTC stakeholders. In 2015 the following reports were completed:

- Weigh-in-motion detector evaluation of data sets
- Wait time estimates for specific ports and dates
- Surface freight value analysis for 10 years
- Time of day/day of week comparison of bus arrivals and truck arrivals
- Exchange rate comparisons
- Booth management scenario micro-simulation modeling

DATA COLLECTION AND DISTRIBUTION

Measure 9: Current data

Collecting and disseminating current cross-border trade and travel data is a key function of the IMTC program and a critical output for the coalition. Since its establishment in 1997 IMTC has guided over a dozen independent research projects to provide stakeholders with current statistics and feedback on system performance. Exhibit 2 shows key areas of data used by stakeholders and when the most recent data were collected. Those marked with exclamation points are considered outdated.

Exhibit 3: Dataset freshness

Data type	Most recent dataset
Cross-border pedestrian data	2015
Monthly passenger vehicle volumes	2015
Monthly commercial vehicle volumes	2015
Commodity data	2015
NEXUS vs. passenger vehicle volumes	2015
Passenger vehicle wait time estimates	2015
Commercial vehicle wait time estimates	2015
Passenger vehicle trip characteristics	2014
Cross-border bus data	2014
FAST vs. general purpose truck volumes	2015
Commercial vehicle operations	2015
Cross-border rail data	2003 !
Cross-border marine freight data	2003 !

DETERMINING EFFECTIVENESS

Based on the measurements of the above-mentioned performance areas, the following questions may be asked to determine whether or not IMTC is fulfilling its objectives.

Measure 10: Work relating to IMTC objectives

How well is the IMTC forum fulfilling the objectives of the forum and expectations of participating agencies?

The IMTC objectives list was first developed with the program's formation in 1997. It has evolved over the years based on Core Group input to maintain alignment with current initiatives and priorities.

A detailed table relating project deliverables to each objective since the establishment of IMTC is available upon request. A summary is listed in Exhibit 5.

Activities in 2015 incorporated most primary objectives, however there has been relatively less attention to modes other than vehicle and truck (i.e. rail and transit). Larger initiatives such as "accord processing zones" and binational funding mechanisms are dependent upon actions beyond the scope of the IMTC forum participants, but continue to have high importance for future, regional policy options.

Measure 11: Resource allocation

How should WCOG spend its resources to provide the greatest public benefit?

In 2014 WCOG staff began billing IMTC hours to specific work categories based on performance areas: meeting preparation and facilitation; data collection and reporting; collaborative efforts, and project management.

In the case of project management, time was typically billed to the individual projects if they had a separate funding source. Other work was categorized under collaborative efforts.

In 2015 WCOG staff time billed to IMTC was appropriately distributed among the three performance areas not including specific projects (see Exhibit 4). More focus could be on data collection and sharing next year. This ties in with developing resources that may be overlooked in the current work plan. Topic papers on the objectives that have received little attention may be of value. Continuing to provide new sets of data in an easily accessible manner would be another good way to provide the maximum benefit for the projects.

Measure 12: Validating outcomes

How can results from IMTC validate the involvement and staff time of participating agencies?

The partnerships established through the IMTC forum have helped leverage U.S. and Canadian funding, provided in-kind match for projects, and prepared critical research prior to the implementation of an operational or infrastructure change.

Funding alone can validate the involvement of agencies; since its founding in 1997 IMTC has secured over \$17 million (USD) for projects from federal, provincial, state, and local agencies.

Other benefits also provide value to agencies that participate. Below is a list of ways reported to IMTC staff by stakeholders that validate their regular participation in the forum:

- Fulfills outreach needs for certain agencies
- Provides timely updates that may affect agency planning processes
- Completes cost-benefit analyses for advancing border-specific projects
- Collects data otherwise unavailable to individual agencies.

Exhibit 4: IMTC staff time allocation

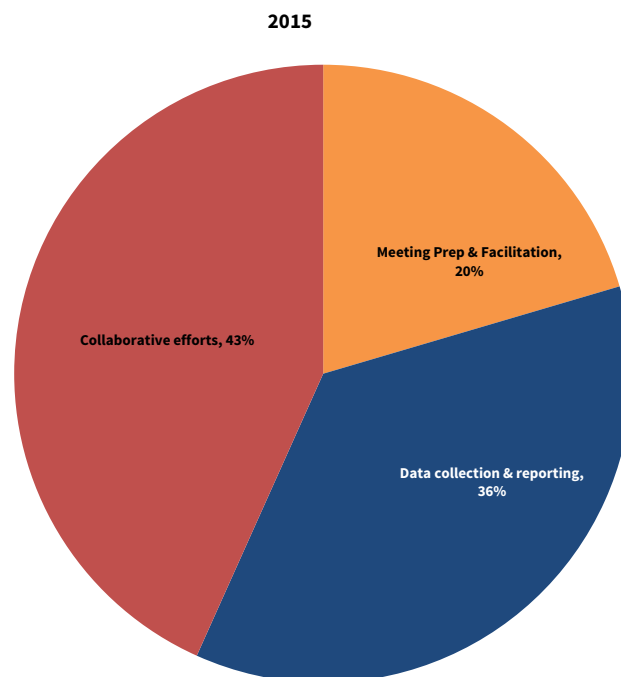


Exhibit 5: Work as related to program objectives

Goal	Objective	Work in 2015
Improve planning & data collection	Improve information and data.	✓
	Promote development and management of the Cascade Gateway as a system.	✓
	Evaluate the feasibility of rail, transit, and marine options.	—
	Monitor the work of regional and national-level planning initiatives.	✓
Promote infrastructure improvements	Improve border crossing approach roads.	✓
	Improve rail crossings and connections.	—
	Improve corridor connections of trade and travel routes.	✓
	Integrate Intelligent Transportation Systems (ITS).	✓
Promote improvements to operations, policy, & border staffing	Promote coordination and improvements in accordance with the goals of federal initiatives, including the Beyond the Border Action Plan.	✓
	Increase resources and staffing levels at border inspection facilities.	—
	Improve traffic management at all Cascade Gateway ports-of-entry.	✓
	Ensure ongoing sustainability of the NEXUS and FAST programs.	—
	Encourage institutional collaboration and integration of information systems.	✓
	Promote harmonization and consolidated administration of pre-approved travel and trade programs.	—
	Explore options for binational financing structures for future improvements.	—
	Pursue shared U.S. - Canadian border inspection facilities including the creation of accord processing zones.	—
	Consider off-border inspection functions.	—
	Promote the adoption of pre-clearance for passenger rail under Canada's 1999 Pre-Clearance Act.	✓

How has the IMTC program made a difference in the Cascade Gateway, and in binational border planning?

A 2012 survey of IMTC participants asked the question, “what is the most important reason your organization participates in IMTC?”. Answers were received from twenty-five regular participants and include the following:

- Provides for dialog with binational organizations, particularly the border inspection agencies (CBSA and CBP).
- Projects from other agencies affect our own planning and traffic operations.
- Helps us stay up to date on the issues facing the transportation system and the economy in this region of the state.
- Learning first hand of initiatives and project updates.
- To obtain key stakeholder views and opinions.

What accomplishments are worthy of celebrating?

As reported by participants in the 2012 survey:

- My agency receives and provides invaluable information through our participation with IMTC. The most important reason is because the IMTC brings U.S. and Canadian governmental agencies together to brainstorm and develop processes that provide the traveler with the most expeditious border crossing experience.
- It is a valuable format to exchange information which is not necessarily available from other sources. It also is a very good tool for gathering data
- It ensures that strategies and stakeholder input is included in short, medium and long term planning initiatives that consider both sides of the Cascade Gateway.

Exhibit 6: IMTC Capability Maturity Model assessment

Dimensions	Level 1 Performed	Level 2 Managed	Level 3 Integrated	Level 4 Optimized
Business process		✓		
Systems and technology			✓	
Performance measurement		✓		
Culture				
Organization & staffing			✓	✓
Collaboration				✓

Measure 13: CMM assessment

What can be done differently to improve the effectiveness of the program and overall performance?

In 2014 a senior leadership meeting and a capability maturity model (CMM) self-assessment workshop were held to develop a consensus-based evaluation of the effectiveness of IMTC and identify areas for improvement.

The assessment determined a level of maturity for four focus areas as defined by the CMM (<http://ops.fhwa.dot.gov/Publications/fhwa-hop12003/background.htm>). Scores for each dimension are shown in Exhibit 6.

The two lowest-scoring dimensions were in business processes and in performance measurements.

This Performance Measures document is part of the effort to improve institutional accountability for the IMTC program. Other efforts to improve the performance measures component include conducting a workshop on selecting, collecting, and applying border-related performance measures; evaluate the impacts of projects using performance measures with before-and-after analyses; and to explore opportunities for data sharing between Canadian and U.S. agencies to evaluate the accuracy of border-related performance measures.

For improving planning and programming business processes, IMTC has been added as a core element of the WCOG Unified Planning Work Program (UPWP) process. Other steps to be taken include continuing to establish mechanisms for IMTC projects to compete effectively for federal funds; exploring opportunities for IMTC input into binational updates of the Beyond the Border Infrastructure Investment Plan

(BIIP); and pursue methods to ensure IMTC projects and priorities are included in statewide plans.

More details on these steps are outlined in the Capability Maturity Model Implementation Plan available on the IMTC website.

PERFORMANCE SUMMARY

Exhibit 7 summarizes each measurement to establish a format for comparing performance on an annual basis. Although the figures for 2015 have no comparison (since this is the first year of this performance report), they can be used to gauge the levels of activity in 2016 and subsequent years. Ideally, these will also expand to provide more concrete examples. Based on the measurements here, IMTC work is on track and adhering to its underlying objectives; work is varied and outputs are valued by participating agencies. Improvement areas include updating certain data types; following identified actions through the CMM process to advance business processes and performance measurement; and to identify measurements such as those outlined here for a larger, regional approach.

FOR MORE INFORMATION

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Exhibit 7: Annual comparison of measures

Measure	Quantification	2015	2016
Measure 1: Meeting attendance	% of meetings attended by 6 core agency types	70%	
Measure 2: Meeting topics	# varied topics discussed at meetings	20	
Measure 3: National focus	# national-level meetings attended by IMTC staff	7	
Measure 4: Development of IMTC project list	IMTC project list approved by Core Group?	Yes	
Measure 5: Development of collaborative tools	IMTC collaborative tools updated?	Yes	
Measure 6: Establishment of project funding partnerships	Funds identified and matched	\$187,500	
Measure 7: Projects undertaken	# independent IMTC-related projects underway	4	
Measure 8: Project assistance requests	# project assistance requests	7	
Measure 9: Current data	# datasets out of date	2	
Measure 10: Work relating to IMTC objectives	# objectives addressed in 2015	10	
Measure 11: Resource allocation	Balance of staff time allocation to performance areas	43/20/36	
Measure 12: Validating elements	# accomplishments identified by stakeholders	?	
Measure 13: CMM assessment	Level changes in capability model	0	