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**RELATIONSHIPS BETWEEN
TRANSPORTATION AND TOURISM:
INTERACTION BETWEEN STATE
DEPARTMENTS OF TRANSPORTATION AND
STATE TOURISM OFFICES**

CONTRACTOR'S FINAL REPORT

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RELATIONSHIPS BETWEEN TRANSPORTATION AND TOURISM: INTERACTION BETWEEN STATE DEPARTMENTS OF TRANSPORTATION AND STATE TOURISM OFFICES *

by
Aubrey C. King †

Executive Summary

The travel and tourism industry and the nation's transportation system have significant interdependent impacts on the American economy. The former is a huge \$1.3 trillion generator of more than 7.5 million direct jobs and local economic growth that is dependent on travel expenditures, while the latter is the network for transporting the great bulk of the nation's travelers and goods.

Travelers and economic growth are clearly best served by cooperative and collaborative relationships between those who formulate and implement public policies pertaining to highways and to travel and tourism. Following the lead of earlier research, the current study examined those relationships as manifested in interactions between state departments of transportation (DOTs) and state tourism offices (STOs).

Yet, achievement of a viable, strong and effective partnership between surface transportation and tourism and recreation that would benefit both remains elusive in many states with regard to important projects and substantive policies and issues, although it is clear that most DOTs and STOs perceive that they work well together. However, when drilling down to specific areas of collaboration, there is a disparity between the perception of the general working relationship and the actual relationships involving specific projects and/or more substantive policies. In other words, the study suggests that more than a double digit difference exists between what is generally perceived as a healthy relationship related to general transportation policy making, and more specific issues related to project planning and implementation.

While both state tourism and transportation offices believe there needs to be more investment in transportation resources to support tourism, all respondents believe that the tourism industry is not engaged enough in transportation decision-making.

* This report summarizes the responses of State Transportation and Tourism Officials to the Survey sponsored by the National Academy of Sciences, Transportation Research Board in Contract # HR 20-24(023)D(01)D -- *Assessing the Importance of Transportation for Major Industries & Sectors of the U.S. Economy with a Focus on Travel, Tourism and Recreation*. Invaluable support has also been provided by The American Association of State Highway and Transportation Officials.

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There is overall agreement that when political leadership, whether from the legislature or from the executive branch, directs closer collaboration between DOTs and STOs, it creates an enhanced and receptive environment for interagency cooperation and coordination. In addition, there appears to be a need to institutionalize an environment whereby the private sector travel and tourism industry is encouraged to participate in transportation decisions and one that fosters greater communication between DOTs and STOs.

Although an institutional framework model, as suggested by earlier research, appears to be a worthy standard for the measurement of progress in cooperation and coordination, it is likely that progress in most states will be more incremental and ultimately more dependent on strong leadership either at the legislative or executive level as well as more dependent upon involvement by the private sector tourism industry.

In many states, progress can mean to evolve from frequent, close consultation over such issues as scenic byways and highway information centers, into a more mature and meaningful sharing of power and responsibility over major project planning and implementation and over broader budget and policy development. Although both agencies commonly recognize that DOTs are inherently larger with much greater budgets and many more staff and always likely to have more political clout, both agencies need to be fully aware of the larger public interest and common causes they serve.

In short, at least four major lessons can be extracted from this study:

- There is room for improvement in relations between DOTs and STOs , especially in terms of more specific planning and program implementation issues.
- Formal institutional arrangements encourage such improvements.
- Strong political leadership from the legislative or executive branches encourages such improvements and institutionalize relationships.
- The private sector tourism industry needs to be more engaged and more proactive in transportation policies and issues.

Preface

Travel and tourism (T&T) is a huge and diverse industry. With \$1.3 trillion in direct and indirect expenditures, it is one of America's largest industries. T&T in 2005 generated \$171 billion in payroll, \$654 billion in direct travel expenditures and \$105 billion in Federal, State and local taxes, providing 7.5 million jobs directly and another 10 million indirectly. T&T businesses are mainstays of many local and State economies, providing substantial payrolls, jobs, and tax revenue. In more than two-thirds of the states, T&T is among the top three sources of jobs. About 90% of T&T is comprised of small businesses.¹

Approximately 80% of all travel occurs on highways and driving is the most popular recreational activity for Americans. To be a tourist is to be concerned about driving time, driving safety, driving costs, and driving frustration.

Two caveats: First, the term "travel and tourism," as commonly used, includes travel for business purposes, as well as leisure travel. For example, the United Nations World Tourism Organization states that tourism comprises the activities of persons traveling to and staying in places outside their usual environment for not more than one consecutive year for leisure, business and other purposes.² In many instances, however, it may be difficult to distinguish between business and leisure travel since both purposes may be served by the same trip. Second, as commonly used, "travel and tourism," also includes recreation away from home, such as hiking, camping, horseback riding, snowmobiling and off-road vehicle use; especially as they occur on national parks, forests and other Federal lands. Often, although closely related to tourism, much of this type of recreation involves short local trips that may or may not be classified as tourism. Therefore, the economic impact of such recreational activities is only partially captured by the T&T data, and not all of it is necessarily included.

Despite these caveats, it can be safely assumed that the combined economic impact of travel, tourism and recreation is huge. At the same time, since people travel over highways regardless of whether their purpose is tourism, business or recreation, it can be assumed that they are concerned about the same issues of highway safety, driving costs and driving frustration. Henceforth, this project will refer to tourism and recreation away from home as a single entity, while recognizing that it is more customary to separate them and that tourism data usually include other travel data as well.

Along with the vital dependence of tourism/recreation businesses on good, safe roads to bring their customers to their doors, ISTEA in 1991, TEA-21 in 1997, and SAFETEA-LU in 2005 have steadily increased funding for significant programs directly connected to tourism and recreation, such as transportation enhancements, scenic byways, and national park roads. Yet some have perceived that transportation policies have not always recognized the impact of transportation on tourism/recreation. Nor have the construction, manufacturing and energy industries that traditionally comprise the "surface transportation industry" always worked closely with the private sector tourism/recreation industry.

¹ See *The Power of Travel*, Travel Industry Association of America, 2007.

² See www.world-tourism.org

It can be reasonably argued that the modern American tourism/recreation industry, providing services to families and individuals driving hundreds or even thousands of miles on vacation, began with the development of the interstate highway system. Yet, the industry has not always seemed to appreciate fully the inextricable linkage between the vitality and growth of the industry and the nation's highways.

Hence the purpose of this study is to examine the relationships between State Departments of Transportation (DOTs) and State Tourism Offices (STOs) to assess whether their interactions are effectively ensuring productive linkages between the nation's highways and tourism/recreation and thus guaranteeing the greatest possible economic impact on states, communities and the Nation.

Background

Two previous NCHRP studies provide a starting point and foundation for this project: *Tourism, Travel and Transportation System Development*³ and *Integrating Tourism and Recreation Travel with Transportation Planning and Project Delivery*.⁴ These two earlier studies were predicated on the reality that tourism/recreation has become such a significant component of economic development in many states and communities that its importance to transportation planning processes with a focus on economic development has become virtually self-evident.

These studies reflected two interconnected realities. The first was an economic reality in terms of the size and scale of tourism/recreation as described above. The second reality was political and grew from the fact that since enactment of the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA), Congress has directed the Federal highway program to devote explicit attention to the needs of tourism and recreation through such means as transportation enhancements, scenic byways and national park roads, each of which has continued and expanded through TEA 21 in 1997 and TEA LU in 2005.⁵

The 1988 Frechtling, Meyer and Pisarski Report

In 1998, Frechtling, Meyer and Pisarski (FMP) wrote in the immediate aftermath of ISTEA. The study relied primarily on a national survey of state departments of transportation (DOTs) and state tourism offices (STOs), amplified by two focus group meetings of six DOTs and seven STOs. Their stated goal was "to provide state transportation agencies with guidance on how to link transportation planning and investment with tourism development."

³ Frechtling, Meyer and Pisarski, NCHRP Report 419, 1998.

⁴ Petraglia and Weisbrod, NCHRP Synthesis 329, 2004.

⁵ ISTEA also included the needs of "recreational travel and tourism" among 21 enumerated factors to be included in formal transportation plans, although specific mandatory planning factors were not included in subsequent legislation. This planning requirement was not included in TEA-21 or SAFETEA-LU.

Four important aspects of the transportation/tourism interface were examined: (1) Policies, (2) planning procedures, (3) planning analytics, and (4) program elements. Existing agency practices, both formal and informal, were examined and “best practices” were identified and their transferability to other settings was assessed. Five recommendations were developed.

The first recommendation was directed at the best institutional arrangement for accommodating tourism travel issues in transportation planning. Five institutional models were considered: Type I – Infrequent Coordination on Big Projects; Type II – Ad Hoc Coordination on Discrete Projects Related to Activity Areas with Traditional Cooperation, such as scenic routes and welcome centers; Type III – Ongoing Cooperation on Recurrent Process-Driven Activities, such as state maps, rest areas and public information programs; Type IV – Formal Policy-Driven Cooperation, resulting from formal written policy mandates from the Governor or the legislature; and Type V – Unified Planning Under a Single Agency, combining transportation and tourism for planning, budgeting, maintenance, public information, etc. The conclusion was that the best institutional approach is Type IV “in which a clear authorizing environment exists and is recognized by both transportation and tourism interests as an essential strategy for economic development and health, fully supported by both the governor and the legislature.”

The second recommendation was actually a set of eleven recommendations to facilitate the integration of transportation and tourism objectives in public policy-making and planning processes:

1. Ensure that the private tourism sector plays a critical role in tourism planning;
2. Establish an institutional framework through such means as interagency DOT/STO agreements and policy statements and/or gubernatorial directives that outline the overall goals for coordinated statewide investment;
3. Enhance tourism through explicit consideration in a state transportation plan;⁶
4. Ensure that tourism coordination be included in all state DOT functions, including planning, project development, traffic engineering, construction, maintenance and public relations;
5. Ensure proactive involvement of tourism groups in the transportation planning process;
6. Include the benefits associated with tourism among transportation system performance measures;
7. Include the benefits associated with tourism in establishing transportation project priorities;

⁶ As mentioned earlier, ISTEA actually mandated such consideration for tourism in state transportation plans but this was not included in succeeding reauthorization legislation.

8. Utilize tourist-related travel data in transportation planning, possibly including joint funding of data collection efforts;
9. Provide tourism businesses and organizations the opportunity to participate fully in project construction and services, including channeling information to key constituencies or user groups that need to know what is happening and when it will happen;
10. Promote joint transportation/tourism planning and design of traveler information and other tourism-related projects;
11. Recognize that traveler information services are an integral element in all transportation projects designed to enhance tourism, including providing up-to-date and relevant travel information to specific market groups as an important component of a state's transportation and tourism strategy.

The third recommendation consisted of thirteen guidelines for instituting a statewide transportation planning and project development process sensitive to tourism concerns:

1. Cite tourism in a formal policy statement as an important benefit associated with transportation investment and vice versa;
2. Incorporate tourism benefits and concerns in the formal DOT standard operating procedures for planning, project development, design and maintenance;
3. Establish an effective institutional mechanism for incorporating tourism industry input into DOT activities;
4. Ensure that the STO is familiar with transportation project development and programming;
5. Have the DOT, STO and the state's tourism industry work together on specific projects or programs designed to enhance the state's tourism industry;
6. Have the DOT and the STO adopt a formal memorandum of understanding;
7. Have the DOT collect or acquire relevant data related to the tourism market;
8. Obtain useful tourism data from other agencies for statewide transportation planning;
9. Include tourism benefits as criterion in the methodology for formal analyses to plan and prioritize transportation projects;
10. Include written guidance for personnel involved in planning and implementing the most common types of joint transportation-tourism projects (e.g. welcome centers and signage);

11. Have STO staff or tourism industry representatives participate in the development and operation of the DOT's traveler information services;
12. Develop a long-term DOT strategy for providing information to special user groups (e.g. the elderly and foreign visitors);
13. Develop a DOT statewide strategy for implementing intelligent transportation system (ITS) technologies that includes the needs of the tourism market.

This recommendation proposed measures of tourism travel output and a conceptual tourism economic development model that would link transportation investment decisions with tourism development. Based on survey and interview data, it was concluded that the preferred measures are visitor expenditures while in the state (the market value of goods and services produced in state and then sold to visitors traveling within that state), with the number of visitors the next most preferred. An "optimum tourism economic development model" was outlined.

The fourth and final recommendation focused on traveler information services, including a listing of thirteen information services media available to tourists (displays at transportation terminals, billboards, tourist-oriented road signage, information "logo" signs, variable message signs, historical markers, highway welcome centers, interactive video kiosks, tourist-oriented road maps, promotional-informational brochures, in-vehicle tourist information, tourist-oriented radio channels and special road condition maps/advisories.). Ten areas were identified where priority attention should be given to maximize improvements to traveler information services:

1. Identification of markets most important to the state;
2. Intelligent Transportation Systems;
3. Tourist surveys to evaluate information strategies;
4. Information for visitors who are elderly or foreign or have disabilities;
5. Funding opportunities to provide traveler information services, especially public-private partnerships;
6. Traveler information design criteria;
7. Strong, proactive STO leadership;
8. International signage;
9. Electronic information technology;
10. Timely delivery of information.

The 2004 Petraglia and Weisbrod Project

The 2004 project by Petraglia and Weisbrod (PW) consisted of (1) a literature review drawn primarily from TRB publications (including NCHRP Report 419 summarized above), conference proceedings, academic publications, and state DOT reports; (2) a survey of agency practices distributed to state DOTs, Metropolitan Planning Organizations (MPOs), state tourism and parks departments, federal land management agencies and regional

planning agencies that was designed to profile the range of activities being undertaken by state DOTs and to provide some insight into the extent of their involvement with state and regional agencies; and (3) case studies as identified by the literature, the survey, or additional research.

PW concluded with a positive assessment:

The findings from this synthesis indicate that a successful and growing track record exists for integrating aspects of tourism-recreation travel into statewide and regional transportation planning and project delivery. Major inroads have been established by nontransportation entities in articulating tourism-related travel needs and projects that would benefit their regions and in their successful application for transportation funding. Many of these tourism-related projects have been supported through the matching of state, local, and private sector funds with monies provided through the federal Transportation Enhancements program.

Added to this growing record is the finding that many state DOTs are thinking more broadly and proactively about how their planning activities should be cognizant of and responsive to key cultural, historical, and recreational assets, as well as environments that are threatened (physically and economically) by unmitigated congestion related to visits by automobile. . . .

A number of transportation agencies expressed the need for specific improvements in the availability and detail of tourism travel data. The most widely requested forms of data are tourism origin-destination patterns, followed by tourism visitor traffic counts and tourism industry employment data.

It is apparent from these two analyses that tourism and recreation share many common interests with transportation. Their impact on one another can be profound. The prescriptive recommendations of NCHRP Report 419 and the lessons extracted from the literature by NCHRP Synthesis 329 provide many ideas and lessons about how to develop more effective and efficient relationships between tourism and recreation and transportation.

Current Study and Findings

In the spring and summer of 2006, both the Departments of Transportation (DOTs) and Offices of Tourism (STOs) in all fifty states were sent a questionnaire designed to assess the strength and vitality of the relations between the two agencies (See Appendix A for a copy of the questionnaire). The questionnaires were nearly identical for both agencies, modified only to reflect their different perspectives. (See Appendix A for a copy of the two questionnaires.)

Responses were received from 43 states including 38 state DOTs and 34 STOs. (See Appendix B for a list of responding states.)

The following analysis summarizes the responses to the twenty-two questions in the survey separating them by agency: DOT and STO. The source data are the responses to “NCHRP20-20-24(23) D Survey of State Departments of Transportation and State Tourism Offices 2006.”

NOTE: Two open-ended questions that received no responses are not included in this analysis. These were questions 2 and 12.

Question 1 and Question 2: Working Together -- Overall Performance

On a scale of one to six, how well overall does your organization work with your counterparts (in the state DOT or the STO)?

1. Not well at all
2. Not too well
3. Neutral
4. Fairly well
5. Very well
6. No opinion

- Other (please specify)

Out of 38 state DOTs that answered this question, 35 (92.1%) said that they work “fairly well” with their STO counterparts, and 3 (7.9%) said “neutral.”

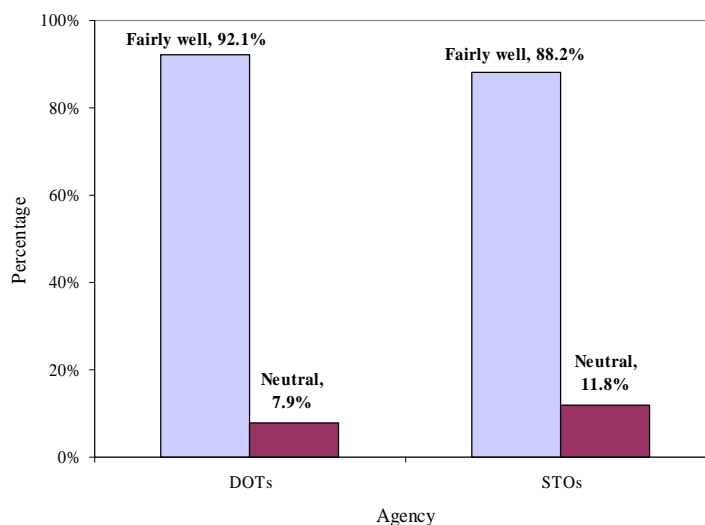
Out of 34 STOs that answered this question, 30 (88.2%) said that they work either “fairly well” with their state DOT counterparts, and 4 (11.8%) said “neutral.”

Table 1 and Figure 1 further illustrate these results.

**Table 1 – How Well DOTs and STOs Work Together
(Count of Responses)**

Response	DOTs	STOs
Neutral	3	4
Fairly well	35	30

**Figure 1 – How Well DOTs and STOs Work Together
(Percentage of Responses)**



Question 3: Working Together on Broad Policies and Budget Development

How well does your organization work with your counterparts with regard to broad policies and budget priorities relating to transportation, tourism and economic development, such as investments in transportation infrastructure and tourism marketing?

1. Not well at all
2. Not too well
3. Neutral
4. Fairly well
5. Very well
6. No opinion

Out of 37 state DOTs that answered this question, 28 (75.7%) said that they work “fairly well” or “very well” with their tourism agency counterparts, 1 (2.7%) said “neutral,” and 8 (21.6%) said that they did “not” work “well at all” with their STO counterparts.

Out of 25 STOs that answered this question, 16 (64%) said that they work “fairly well” or “very well,” 5 (20%) said “neutral,” and 4 (16%) said that they did “not” work “well at all” with their state DOT counterparts.

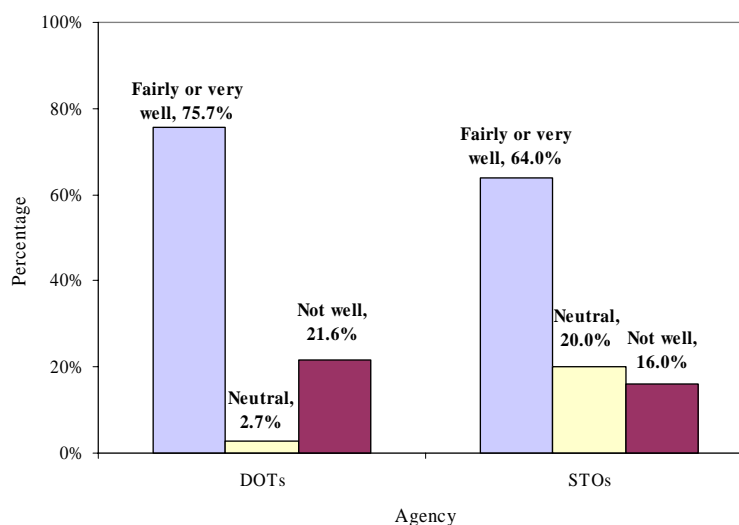
Table 2 and Figure 2 further illustrate these results.

Table 2 – How Well DOTs and STOs Work Together Regarding Broad Policies and Budget Priorities (Count of Responses)

Response	DOTs	STOs
Not well	8	4
Neutral	1	5
Fairly or very well	28	16

Note: DOTs and STOs that answered this question with “*No opinion*” or left it blank are not included in analysis.

Figure 2 – How Well DOTs and STOs Work Together Regarding Broad Policies and Budget Priorities (Percentage of Responses)



Question 4: Working Together on Project Planning and Implementation

How well does your organization work with your counterparts with regard to project planning and implementation, such as new roads, interchanges, signage and visitor centers?

1. *Not well at all*
2. *Not too well*
3. *Neutral*
4. *Fairly well*
5. *Very well*
6. *No opinion*

Out of 38 state DOTs that answered this question, 28 (73.7%) said that they work “fairly well” or “very well” with their STO counterparts, 1 (2.6%) said neutral, while 9 (23.7%) said “not well at all.”

Out of 29 STOs that answered this question, 17 (58.6%) said that they work “fairly well” or “very well” with their state DOT counterparts, 5 (17.2%) said neutral, while 7 (24.1%) said “not well at all.”

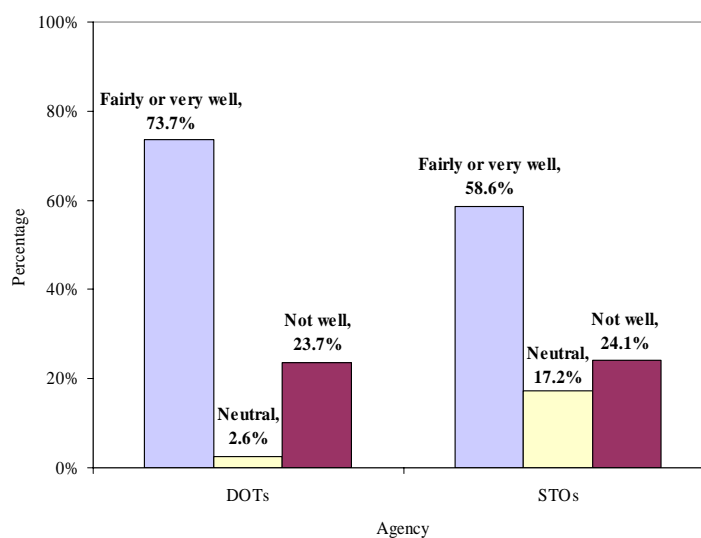
Table 3 and Figure 3 further illustrate these results.

Table 3 – How Well DOTs and STOs Work Together Regarding Project Planning and Implementation (Count of Responses)

Response	DOTs	STOs
Not well	9	7
Neutral	1	5
Fairly or very well	28	17

Note: DOTs and STOs that answered this question with “No opinion” or left it blank are not included in analysis.

Figure 3 – How Well DOTs and STOs Work Together Regarding Project Planning and Implementation (Percentage of Responses)



Question 5: Productive Interactions Today Compared with Five Years Ago

How productive are the interactions in your state between the tourism office and the transportation department now when compared with five years ago?

1. Much more productive
2. More productive
3. Same

4. *Less productive*
5. *Much less productive*
6. *No opinion*

Out of 37 state DOTs that answered this question, 27 (73%) said that interactions are “much more productive” or “more productive,” and 10 (27%) said they are the “same.”

Out of 32 STOs that answered this question, 19 (59.4%) said that interactions are “much more productive” or “more productive,” 11 (34.4%) said they are the “same;” and 2 (6.3%) said “less productive.”

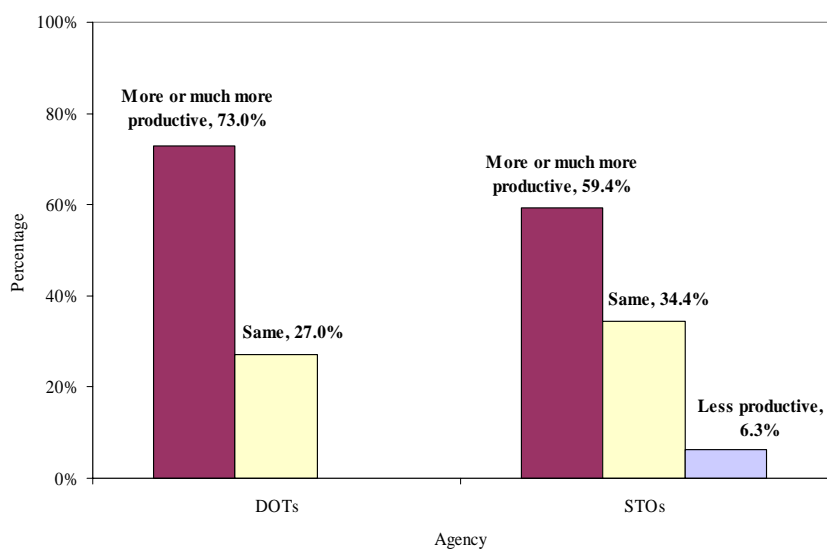
Table 4 and Figure 4 further illustrate these results.

Table 4 – How Productive are Interactions between Agencies, Today Compared to Five Years Ago (Count of Responses)

Response	DOTs	STOs
More or much more productive	27	19
Same	10	11
Less productive		2

Note: DOTs and STOs that answered this question with “*No opinion*” or left it blank are not included in analysis.

Figure 4 – How Productive are Interactions between Agencies, Today Compared to Five Years Ago (Percentage of Responses)



Question 6 and Question 7: Formal Guidance

Are there formal guidelines (statutes, legislative directions, gubernatorial orders or interagency agreements) for the relationships in your state between the tourism office and the transportation department?

Yes

No

Don't Know

- If yes, please identify these formal guidelines and indicate whether you believe they strengthen the relationships in your state between the tourism office and the transportation department?

Out of 38 state DOTs that answered this question, 21 (55.3%) said “yes,” 13 (34.2%) said “no,” and 4 (10.5%) said “don’t know.”

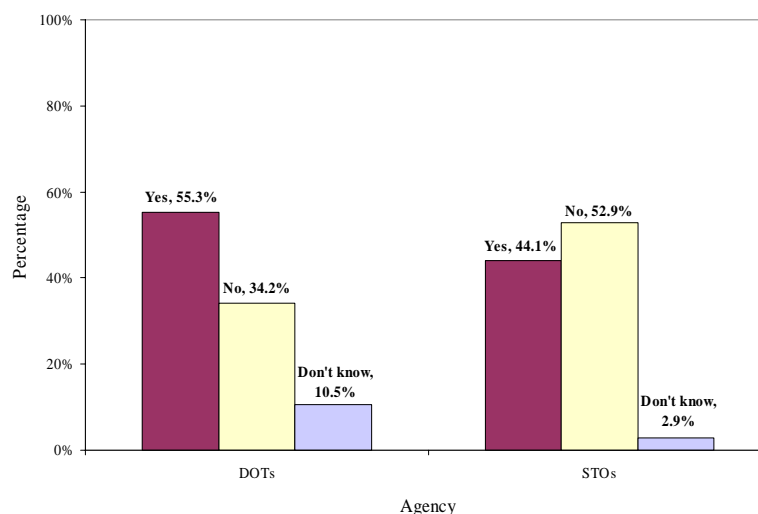
Out of 34 STOs that answered this question, 15 (44.1%) said “yes,” 18 (52.9%) said “no,” and 1 (2.9%) said “don’t know.”

Table 5 and Figure 5 further illustrate these results.

**Table 5 – Existence of Formal Guidelines for Inter-Agency Relationships
(Count of Responses)**

Response	DOTs	STOs
Yes	21	15
No	13	18
Don't know	4	1

**Figure 5 – Existence of Formal Guidelines for Inter-Agency Relationships
(Percentage of Responses)**



In addition, eight states cited formal guidelines pertaining to joint responsibility for operation of highway rest areas or welcome centers, with DOTs responsible for construction and maintenance and STOs responsible for staffing. Four states cited formal guidelines for promoting and protecting park or scenic roads. One state described a Tourism and Recreation Initiative (TRI) that is a multi-agency cooperative, involving 18 agencies, working together to plan and fund mutually beneficial tourism and recreation projects “to facilitate excellence in tourism and recreation experiences while protecting and conserving the social, cultural and natural resource values” of the state.

Another state cited a 2003 statute that directs the STO to work through a memorandum of understanding to direct the efforts of the DOT, the Parks and Wildlife Department, the Historical Commission and the Commission on the Arts relating to tourism; including directing the development of an annual strategic tourism plan, a marketing plan, increasing travel to the state, and mandating a sharing of administrative costs for the state’s tourism activities. The Lieutenant Governor is chair of the Commission on Tourism and Vice Chair of the Transportation Board in one state, while in another, the Director of Transportation sits on the STO Board of Directors. One STO observed that the absence of formal guidelines “makes getting projects accomplished very difficult.” The lack of consistency in policy between the (DOT) capital office and the district offices was also cited.

Question 8 and Question 9: Staffing Assignments

- Are any specific staff members in your organization required, as part of their major responsibilities, to maintain good ongoing relationships with counterparts in your state’s Department of Transportation (or State Tourism Office)?

Yes

No

Don’t know

- If yes, please indicate the title(s) of those staff assigned this responsibility.

Out of 38 state DOTs that answered this question, 22 (57.9%) said “yes,” 13 (34.2%) said “no,” and 3 (7.9%) said “don’t know.”

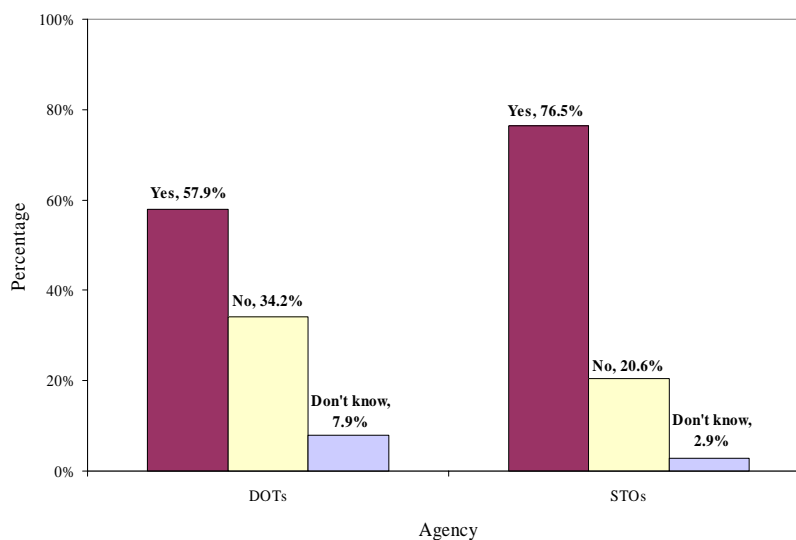
Out of 34 STOs that answered this question, 26 (76.5%) said “yes,” 7 (20.6%) said “no,” and 1 (2.9%) said “don’t know.”

Table 6 and Figure 6 further illustrate these results.

**Table 6 – Existence of Designated Staff for Maintaining Good Inter-Agency Relationships
(Count of Responses)**

Response	DOTs	STOs
Yes	22	26
No	13	7
Don’t know	3	1

**Figure 6 – Existence of Designated Staff for Maintaining Good Inter-Agency Relationships
(Percentage of Responses)**



An array of titles was cited for staff responsible for maintaining “good ongoing (interagency) relationships, including:

At DOTs

- Director/Manager of Welcome/Information Centers (4 DOTs)
- Senior Planner (3 DOTs)
- Director of Tourism/Visitor Services (3)
- Chief Deputy Director
- Assistant State Maintenance Engineer
- Deputy Director, Engineering, Highway Program Manager for the Transportation Enhancement Program, Byways Program, etc.
- Construction and Maintenance Engineer
- Planning Staff District Engineers
- Policy Research and Development Information Coordinator
- Public Information Director
- Community Relations Director
- Director of Transportation

At STOs

- Executive Director (7 STOs)
- Director/Manager of Information/Welcome Centers (6 STOs)
- Chief Deputy Director or Assistant Deputy Director (5 STOs)
- Special Assistant to the Deputy Director
- Director of Communications
- Graphics Project Manager
- Director of Conservation & Planning
- Tourism Planner

Question 10: Importance of Tourism to the Economy of the State

How important is tourism/recreation to the economy of your state?

1. *Very important*
2. *Fairly important*
3. *Neither important nor unimportant*
4. *Fairly unimportant*
5. *Not important at all*
6. *No opinion*

Out of 38 state DOTs that answered this question, 32 (84.2%) said that tourism is “very important,” 2 (5.3%) said “fairly important,” and 4 (10.5%) said “neither important nor unimportant.”

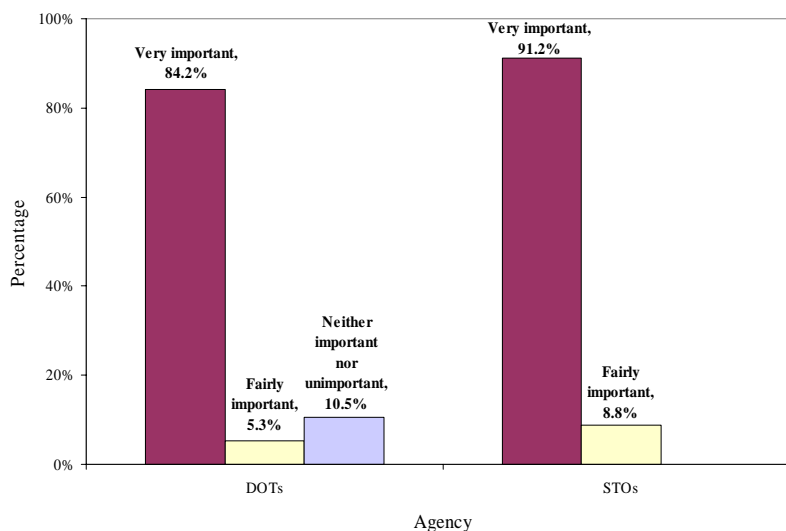
Out of 34 STOs that answered this question, 31 (91.2%) said that tourism is “very important,” and 3 (8.8%) said “fairly important.”

Table 7 and Figure 7 further illustrate these results.

**Table 7 – Respondents’ Opinion on the Importance of Tourism to the Economy of the State
(Count of Responses)**

Response	DOTs	STOs
Very important	32	31
Fairly important	2	3
Neither important nor unimportant	4	

**Figure 7 – Respondents’ Opinion on the Importance of Tourism to the Economy of the State
(Percentage of Responses)**



Question 11 and Question 12: Investments Needs -- Current Mix

- Is there a need in your state for more investment in transportation resources to support the current mix and level of tourism/recreation travel?

Yes

No

Don't know

- If yes, please indicate those areas or projects needing more investment

Out of 38 state DOTs that answered this question, 29 (76.3%) said “yes,” 6 (15.8%) said “no,” and 3 (7.9%) said “don’t know.”

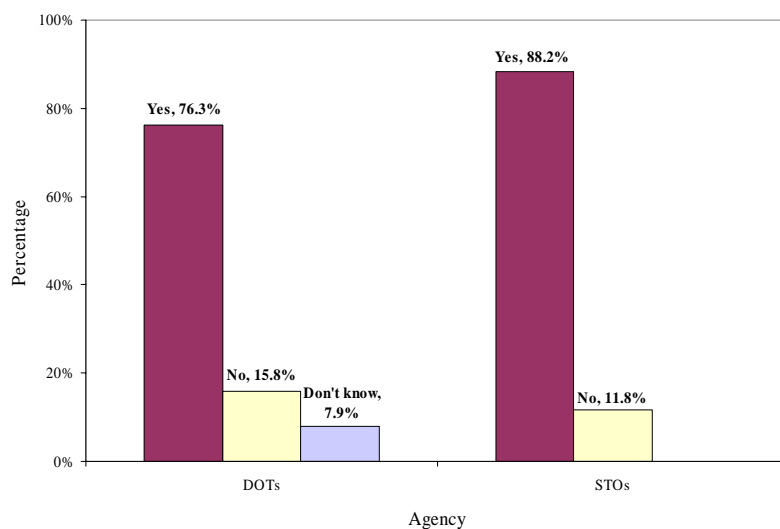
Out of 34 STOs that answered this question, 30 (88.2%) said “yes,” and 4 (11.8%) said “no.”

Table 8 and Figure 8 further illustrate these results.

Table 8 – Respondents’ Opinion that There is a Need for More Investment in Transportation Resources to Support the Current Mix and Level of Tourism Travel (Count of Responses)

Response	DOTs	STOs
Yes	29	30
No	6	4
Don't know	3	

Figure 8 – Respondents’ Opinion that There is a Need for More Investment in Transportation Resources to Support the Current Mix and Level of Tourism Travel (Percentage of Responses)



In addition, the following issues were reported by both DOTs and STOs as needing further investments.

Areas and projects cited as needing more investment, DOTs and STOs in agreement

- Welcome/information centers; 8DOTs and 12 STOs
- Greater investment in roads serving major tourist destinations in the state; 8 DOTs and 4 STOs
- More investment in the state's overall state transportation infrastructure; 7 DOTs and 7 STOs
- More investment in highway information systems (traveler information), including ITS and better highway signage; 4 DOTs and 5 STOs
- Greater investment in airports, waterways and ferries; 5 DOTs and 2 STOs
- Scenic byways were mentioned by 2 DOTs and 2 STOs

Question 13 and Question 14: Investments Needs -- Future Goals

Is there a need in your state for more investment in transportation resources to support the future goals for tourism/recreation travel?

Yes

No

Don't know

- If yes, please indicate those areas or projects needing more investment

Out of 38 state DOTs that answered this question, 28 (73.7%) said "yes," 8 (21.1%) said "don't know," and 2 (5.3%) said "no."

Out of 34 STOs that answered this question, 28 (82.4%) said "yes," and 6 (17.6%) said "don't know."

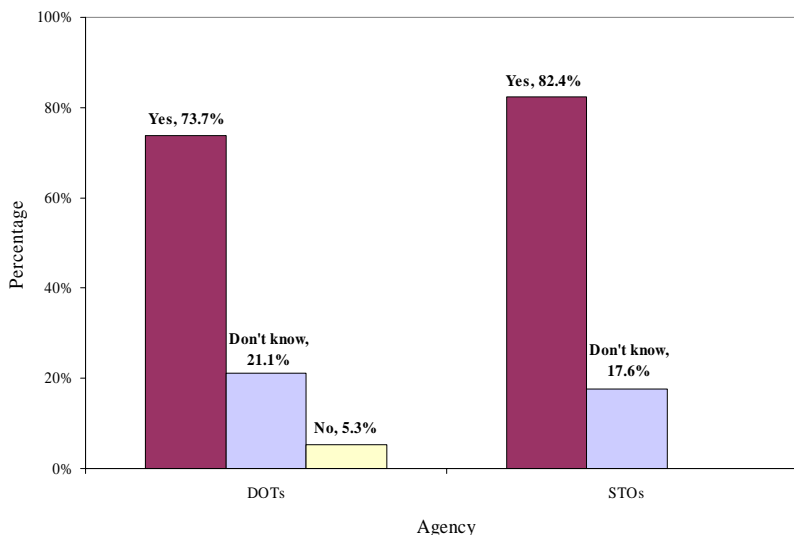
Table 9 and Figure 9 further illustrate these results.

Respondents generally repeated their answers to Question 8 in naming those areas or projects in need of further investment to support future goals for tourism/recreation travel, i.e. welcome/information centers, roads serving major tourist destinations, the overall state transportation infrastructure, more investment in traveler information systems and scenic byways. More DOTs (7) and STOs (3) cited air and rail needs. Additional future needs included high speed rail, cleaner transportation alternatives for national parks and more rapid development of ITS.

**Table 9 – Respondents' Opinion that There is a Need for More Investment in Transportation Resources to Support the Future Goals for Tourism Travel
(Count of Responses)**

Response	DOTs	STOs
Yes	28	28
No	2	
Don't know	8	6

Figure 9 – Respondents’ Opinion that There is a Need for More Investment in Transportation Resources to Support the Future Goals for Tourism Travel (Percentage of Responses)



Question 15: Influence on Transportation Resource Decisions

What type of influence does your organization have on decisions concerning transportation resources that directly affect tourism/recreation travel in your state?

Formal/veto power
Voting among equals
Advisory role
Minimal or no role
Don't know

Out of 38 state DOTs that answered this question, 18 (47.4%) said that they have “formal or veto power,” 8 (21.1%) said they have an “advisory role,” 3 (7.9%) said they have “minimal or no role,” 4 (10.5%) said they “vote among equals,” and 5 (13.2%) said “don’t know.”

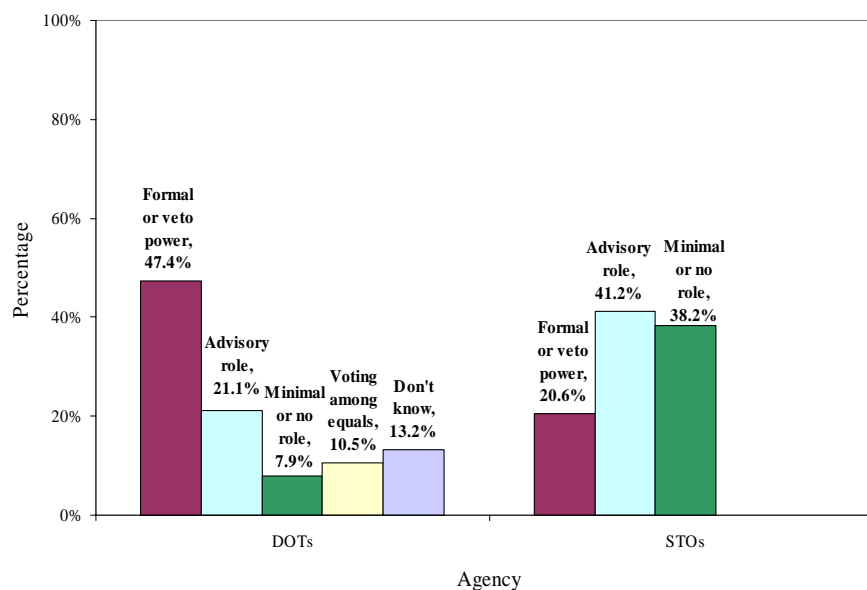
Out of 34 STOs that answered this question, 7 (20.6%) said that they have “formal or veto power,” 14 (41.2%) said they have an “advisory role,” and 13 (38.2%) said they have “minimal or no role.”

Table 10 and Figure 10 further illustrate these results.

Table 10 – Organization’s Influence on Decisions Concerning Transportation Resources Affecting Tourism Travel (Count of Responses)

Response	DOTs	STOs
Formal/veto power	18	7
Voting among equals	4	
Advisory role	8	14
Minimal or no role	3	13
Don't know	5	

Figure 10 – Organization’s Influence on Decisions Concerning Transportation Resources Affecting Tourism Travel (Percentage of Responses)



Question 16: Role of Tourism/Recreation Industry Re Transportation Projects

Would you say the tourism/recreation industry in your state plays a very active role in the development of transportation projects affecting tourism and recreation?

- Very active role*
- Occasionally encourages transportation projects*
- No role at all*
- Don't know*

Out of 38 state DOTs that answered this question, 27 (71.1%) said that they have an “occasional” role, 6 (15.8%) said they have a “very active” role, 3 (7.9%) said they have “no role at all,” and 2 (5.3%) said “don’t know.”

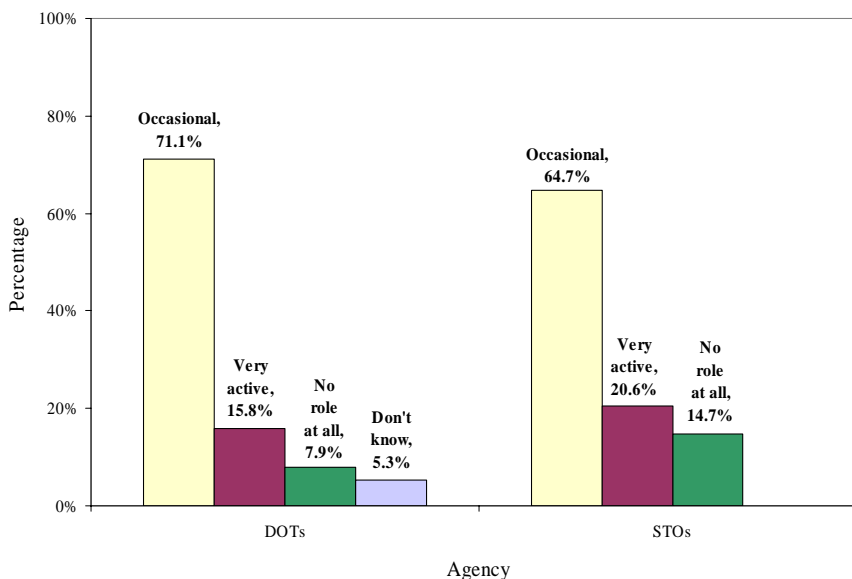
Out of 34 STOs that answered this question, 22 (64.7%) said that they have an “occasional” role, 7 (20.6%) said they have a “very active” role, and 5 (14.7%) said they have “no role at all.”

Table 11 and Figure 11 further illustrate these results.

Table 11 – Role of the Tourism Industry in the Development of Transportation Projects Affecting the Industry (Count of Responses)

Response	DOTs	STOs
Very active role	6	7
Occasional role	27	22
No role at all	3	5
Don't know	2	

Figure 11 – Role of the Tourism Industry in the Development of Transportation Projects Affecting the Industry (Percentage of Responses)



Question 17 and Question 18: Involvement

What have been the primary obstacles to more effective and productive relations between the transportation and tourism/recreation decision-makers in your state? Please rank order those that apply, with 1 being the most important?

Not enough involvement by private sector representatives

Not enough guidance from legislature
Not enough guidance from governor
Not enough cooperation between the top transportation and tourism agencies
Lack of written policies regarding those relations
Resistance from career staff of the transportation agency
Resistance from career staff of the tourism agency
Perception of transportation agency as too powerful
Perception of tourism agency as too weak

- Other (please explain)

DOTs

1. Not enough cooperation between the top transportation and tourism agencies
2. Perception of the tourism agency as too weak
3. Resistance from the career staff of the tourism agency

Other

- Limited transportation and tourism budgets and lack of staff time to identify and coordinate on issues; 4 DOTs
- Decision-makers do not understand the linkages between tourism-recreational travel, the state and local economies, and the quality of transportation facilities ; 1 DOT
- None of the obstacles listed are significant; 2 DOTs

STOs

1. Perception of the transportation agency as too powerful
2. Not enough cooperation between the top transportation and tourism agencies
3. Perception of tourism agency as too weak
4. Lack of guidance from governor
5. Lack of written policies regarding those relations

Other

- None of the listed factors have been obstacles; 2 STOs
- Understaffing; 2 STOs
- Engineering mentality and understanding of the impact DOT can have on tourism service and customer satisfaction is not a culture of that organization; 2 STOs
- Lack of understanding at DOT of the role of government in economic development and tourism development; 2 STOs
- Answer varies depending on specific area at DOT; 1 STO
- Lack of a strategic plan between the two agencies; 1 STO

Question 19: Successful Programs and Policies -- In-State

Please identify any concrete examples of successful or unsuccessful cooperation and coordination between the transportation and tourism agencies in your state.

DOTs' Examples of Successful In-State Cooperation and Coordination

- Joint planning and operation of welcome/information centers; 9 DOTs
- Scenic Byways designations and grants; 8 DOTs
- Signage, especially tourism orientation destination signage; 6 DOTs
- Transportation Enhancement Program
- Award-winning state website design
- Interagency cooperation for regional economic conferences
- DOT fills mapping needs for tourism materials
- Collaborative analysis of economic impact of tourism on state's scenic byways
- Collaboration on rustic roads, boating, biking and birding maps
- Planning for special events and celebrations
- Ferry system
- Development of annual state Strategic Tourism Plan
- Quarterly interagency meetings
- Design of state highway map

DOTs' Examples of Unsuccessful In-State Cooperation and Coordination

- The DOT does not have significant contact with the STO

STOs' Examples of Successful In-State Cooperation and Coordination

- Joint planning and operation of welcome/information centers; 8 STOs
- Scenic byways; 5 STOs
- Signage; 5 STOs
- Design of state highway maps; 4 STOs
- Development of 511 telephone system
- Joint participation in state recreation and tourism initiative (with other state and Federal public land agencies)
- Quarterly interagency meetings
- Travel information for state tourism website
- DOT provides essential infrastructure for growing cruise industry in state
- Coordination of road construction with special event traffic
- Maintenance of state park roads, including access roads

Question 20: Programs and Policies -- Other States

Please identify any concrete examples of successful or unsuccessful cooperation and coordination of programs or policies between the transportation and tourism agencies in other states with which you are familiar.

DOTs' Examples of Successful Cooperation and Coordination in Other States

- The Governor has encouraged various agencies to improve communication and coordination on issues of mutual interest to serve the citizens better and to leverage resources
- The Connecticut River Byway and the New Hampshire Lake Champlain Quadricentennial
- Membership of some DOTs with tourism responsibilities in Travel Industry Association of America
- Successful development in late 1980s of Lake Michigan, Lake Superior and Lake Huron Circle Tours, which are still working today

- Successful implementation of “Wildflower Programs” in rights-of-way

DOTs’ Examples of Unsuccessful In-State Cooperation and Coordination in Other States

- In some states where STOs operate welcome/information centers, there are complaints about how difficult it is to get state highway maps

STOs’ Examples of Successful Cooperation and Coordination in Other States

- Sale of items at welcome/information centers along interstates
- WV requires Secretary of Transportation to sit on Tourism Commission, which greatly enhances cooperation
- Successful rest area services in NM, VA, VT, PA and TX
- Some states have more tourism dollars being allocated through the transportation enhancements fund, e.g. Texas’ Heritage Trails are funded through transportation enhancement dollars.
- TRIO – a three state consortium created to further ITS development and information sharing

STOs’ Examples of Unsuccessful Cooperation and Coordination in Other States

- TRIO – the visitor services portion has “fallen off the radar screen” in one state

Question 21 and Question 22: Programs and Policies -- Specific Actions

What steps or actions do you believe would improve relations and coordination between transportation and tourism/recreation in your state?

- Please identify any websites that may provide documents or materials

DOTs

- Continuing and open communication and coordination between DOT and STO; 3 DOTs
- Closer collaboration at the highest levels resulting in clear direction and guidance to staff
- Quarterly or semi-annual meetings between agencies
- More frequent meetings between staffs at local level
- Mandate from the Governor and dedicated cooperation from agency commissioners
- Formal memorandum of understanding between agencies
- Establishment of a state scenic byways program
- Policy changes regarding signage laws/policies
- Possible increased involvement of STO in DOT’s planning process for future transportation projects
- Acceptance by DOT that its mission includes designing, constructing, and in some cases, owning and maintaining tourism related assets proximate to the highway.
- Changes to the organization’s culture
- New DOT Secretary has made it a priority to work with other agencies more often, including tourism
- Education of DOT staff in all functions (planning, project development, operations, maintenance and others) on the role of tourism and recreation travel for state’s economy and quality of life and importance of strong quality transportation system to support it
- More proactive high level staff to communicate the needs of tourism
- More advance notice of major tourism and development

STOs

- More communication/interaction between the DOT and STO; 7 STOs
- Better communication more often; 3 STOs
- Take a fresh and practical look at highway signage guidelines, especially in non-metro areas
- Elevate the major leisure travel congestion on weekends to the same importance as business and commerce during the week
- Private tourism industry needs to take more proactive role in transportation issues
- DOT awareness and appreciation of the role of the tourism industry
- Some process by which tourism is given the opportunity to incorporate tourism/visitor needs into the DOT budget process and have DOT acknowledge through their actions that the work of the STO and the DOT are “inextricably related”
- Adopt similar model to West Virginia requiring Secretary of Transportation to sit on STO board
- Better cross-promotion of transportation consumer services
- STO needs to identify its needs better as they are related to transportation and communicate them to the DOT
- Greater use of transportation enhancement funds for tourism

Analysis

The responses to this survey tend to confirm many of the findings, recommendations and conclusions of the two earlier studies by Frechtling, Meyer and Pisarski (1998) and by Petraglia and Weisbrod (2004). Although supporting PW’s overall positive assessment and outlook for relations between state DOTs and STOs, the survey data also supports FPW’s conclusions that those relations are often narrowly focused and that work remains to be done in many states to ensure that the relations are as beneficial as possible to economic development.

On the basis of the current study, in most states both DOTs and STOs believe that “overall” they work quite well with their counterpart agencies. In response to Question 1 nearly 90% of both DOTs and STOs said they worked either “fairly well” or “very well” with the other agency.

On the other hand, the responses to questions 3 and 4, which focused on more specific relations, were less positive, especially for STOs. Question 3 asked how well each organization worked with its counterpart “with regard to broad policies and budget priorities” such as investments in “transportation infrastructure and tourism marketing.” While nearly 70% of DOTs answered “fairly well” or “very well,” and 8% said “not too well. Less than 50% of STOs responded “fairly well” or “very well” and more than 25% said they did “not” work “too well.”

Question 4 asked about how well the DOTs and STOs worked on “project planning and implementation.” Here too, the DOTs believed those relations were more positive than did the STOs. Again, more than 70% of the DOTs thought they worked “fairly well” or “very well” with their STO colleagues and 16% said they do not “work too well,” while slightly

more than 50% of the STOs answered “fairly well” or “very well,” and 25% thought they did “not” work “too well” together on project planning and implementation.

In view of later survey responses, it seems likely that several factors contributed to the differences in responses to Questions 3 and 4 by the DOTs and STOs, especially including the presence of formal guidelines for such relations and the extent to which interagency relations are often limited to narrower issues such as welcome center planning.

Question 5 provided a more longitudinal assessment, asking if DOT-STO “interactions” are “more productive” now than they were five years ago. Again, the responses differed for DOTs and STOs, although the trend is encouraging. More than 70% of DOTs said the interactions are either “more productive” or “much more productive,” with nearly 25% saying they are the “same.” For STOs, the comparable figures are 55% saying the interactions are “more productive” or “much more productive,” while 15% say they are the “same.”

FMP found that “written policies on interagency coordination facilitate the effective planning and implementation of transportation policies that support tourism.” Questions 6 and 7 asked DOTs and STOs whether there are “formal guidelines” (statutes, legislative directions, gubernatorial orders or interagency agreements) for DOT-STO relationships. 55% of the DOTs said yes while 53% of the STOs said their states have such written policies.

It is salient to note that 25 STOs who responded to Questions 3 and 4, by saying their relations with their DOTs were working “fairly well” or “very well” have “written policies” on interagency coordination while only three STOs who responded “not well at all” or “not too well” have such written policies.

Questions 8 and 9 asked if there are “any specific staff members in your organization required as part of their major responsibilities to maintain good working relationships” with their counterpart agencies. While 58% of the DOTs said they have such an assigned staff person, 76% of the STO said the same. Also interesting is that while no DOT CEOs (Secretary or Director) and only a single Chief Deputy Director was said to have this liaison responsibility, 7 STO CEOs (Executive Directors) and 5 Chief Deputy Directors or Assistant Deputy Directors have this responsibility in their portfolio. The reason for this difference is not clear, but it may reflect that STOs give greater importance to these relations with their DOTs than do the DOTs.

In response to Question 10, there was little difference between DOTs and STOs with regard to the importance of tourism/recreation to the economy of their states. 90% of DOTs and 100% of STOs said that tourism/recreation is “very important” or “fairly important.”

Questions 11, 12, 13 and 14 asked about the need for more investment in transportation resources in the respective states to support the mix and level of tourism/recreation travel. Questions 11 and 12 asked in terms of the current mix and level of tourism/recreation travel and Questions 13 and 14 asked the same question about the need for more transportation

investment in terms of the future goals for tourism/recreation travel. In both cases, respondents were asked to identify those areas or projects needing more investment.

For Questions 11 and 12, regarding transportation investment to support the current mix and level of transportation/recreation travel, the responses of both DOTs and STOs were similar, with more than 75% of the DOTs and 90% of the STOs indicating that there is a need in their states for more transportation investment. Both agencies also generally agreed on the priority areas or projects needing greatest investment, with welcome/information centers cited by 8 DOTs and 12 STOs; followed by roads serving major tourist destinations; the state's overall transportation infrastructure; highway information systems (ITS, signage, etc.); and greater investment in airports, waterways and ferries. Although scenic byways are widely believed to be a prime example of transportation investments that provide direct benefits to tourism, a need for more scenic byways investments was mentioned by only 2 DOTs and 2 STOs.

For Questions 13 and 14, which addressed transportation investment to support future goals for tourism/recreation travel, the responses tracked closely the affirmative responses to Questions 11 and 12, even including the same areas or projects thought to need more investment, with welcome/information centers topping the list, followed by roads serving major tourist destinations, the overall state transportation infrastructure, traveler information systems and air and rail needs. High speed rail and cleaner transportation alternatives for national parks were also mentioned.

Clearly, DOTs and STOs are in agreement about the need for more investment in transportation resources to meet both current and future needs. The top priority given welcome/information centers is to be expected because that is where most interagency interaction has occurred. But it is encouraging to note that both DOTs and STOs agree that broader transportation infrastructure needs, including intermodal concerns, also deserve to be considered high priorities.

Question 15 asked respondents "what type of influence your organization has on decisions concerning transportation resources that directly affect tourism/recreation travel" in the state. They were asked to choose from several different types of influence, ranging from formal/veto power to minimal or no role. Their answers indicate that DOTs typically have much more influence on transportation resource decisions, even when those decisions may directly affect tourism/recreation travel in the state. Of 38 responding DOTs, 18 (47%) have formal veto power, while only 3 (8%) of 34 STOs have it. Many STOs, however, do have advisory roles, 17 of 38 (45%). Yet, while only 8% of DOTs say they have "minimal or no role" in such decisions, 44% of STOs have "minimal or no role."

Question 16 was directed at gauging the role of the private tourism/recreation industry in the respondent's state in the development of transportation projects affecting tourism and recreation. Only 6 DOTs (15.7%) and 8 STOs (24%) believe the tourism/recreation industry plays a "very active role." The figures are much higher when the question is whether the tourism/recreation industry "occasionally encourages transportation projects." Then 27 DOTs (71%) and 22 STOs (64.7%) respond in the affirmative. Only 3 DOTs (7.8%) and 5 STOs (14.7%) indicate the tourism/recreation industry in their states play "no role at all."

It would seem that the private tourism/recreation industry in most states is an infrequent participant in the development of transportation projects. A more active industry on a wider range of transportation issues would promise greater consideration of the importance of transportation to tourism and recreation needs and vice versa.

Questions 17 and 18 attempted to identify “the primary obstacles to more effective and productive” DOT/STO relations. Based in part on suggestions in the FMP study, nine possible obstacles plus “other” were listed and respondents were asked to rank order them. Three obstacles were consistently ranked high by DOTs:

1. Not enough cooperation between the top transportation and tourism agencies
2. Perception of the tourism agency as too weak
3. Resistance from the career staff of the tourism agency

STOs agreed with two of those: not enough cooperation between the two agencies and perception of the tourism agency as too weak. But STOs added as a primary obstacle the perception of the transportation agency as too powerful. “Not enough cooperation” may, of course, be more an effect than a cause of primary obstacles. It is, therefore, instructive to note that the next most important obstacles all contribute to a lack of cooperation: insufficient agency budgets and staff time to allow identification and coordination of issues; lack of guidance, including written policies, from state governors and other senior officials; and the lack of a common, interagency strategic plan.

It should come as no surprise to readers of the earlier FMP Report that clear delineation of interagency responsibilities clearly communicated and implemented are a significant means of fostering cooperation and coordination. While perceptions of the power or weakness of the agencies may reflect the reality of those relationships, as conventional wisdom would support, it is likely that more frequent interaction would result in greater confidence and respect. So would a private tourism/recreation industry that is more active regarding transportation policies and projects.

Question 19 was open-ended and asked the respondents to identify “concrete examples of successful or unsuccessful cooperation and coordination” between the DOT and STO in their states. With the exception of one state DOT, which bluntly said, “The DOT does not have significant contact with the (STO),” all responses referred only to successes in cooperation and coordination. Although more than a dozen examples of successes were mentioned, for both DOTs and STOs the three most often cited examples were the same: (1) joint planning and operation of welcome/information centers; (2) scenic byways and (3) signage. Single states cited such examples as quarterly interagency meetings, design of state highway maps, travel information for the state tourism website and special event traffic control and road construction planning. It should be noted that, although a couple of states mentioned DOT involvement of the annual state strategic tourism plan, no one cited STO involvement in state transportation plans.

Question 20 used the same language as the preceding question but asked the respondents to identify “concrete examples of successful or unsuccessful cooperation and coordination . . . in other states.” No examples were listed by more than one or two states, with ones mentioned including successful rest area services in several states (although difficulties were noted in some states in getting highway maps), use of transportation enhancement funds for trails, special events or multistate attractions, and putting the DOT Secretary on the Tourism Commission. Reflecting perhaps a “glass half full” perspective, one state DOT cited as a positive example “TRIO” – a 3 state consortium to further ITS development and information sharing – while a state STO cited the same TRIO negatively because “a lot of time and money (was spent) on the road conditions portion but the visitor services portion has fallen off the radar screen.”

Questions 21 and 22 concluded the survey by asking another open-ended question: “What steps or actions do you believe would improve relations and coordination between transportation and tourism/recreation in your state?,” and by asking the respondents to identify any websites that may provide documents or materials.

The answers generally reinforce ideas and conclusions suggested by responses to earlier questions, including greater, more consistent communication, commitment and collaboration between agency leadership at the highest levels; which could be furthered by gubernatorial mandates, formal interagency memoranda of understanding and regular senior staff meetings, greater formal involvement of STOs in transportation budget and program planning processes,⁷ more proactive involvement of private tourism/recreation industry in transportation issues, better understanding and communication by both DOTs and STOs of matters affecting each other, and realization by DOTs of their role in tourism related assets and their need to change their culture.

Summary & Conclusions

For nearly 16 years, since enactment of ISTEA in 1991, the interdependence of tourism/recreation and transportation has become more apparent – an interdependence that has become more critical with the expansive growth of tourism/recreation and its corresponding increasing economic impact, especially the increasing role of tourism as a tool of economic development. Yet it has been perceived that the principal state governmental agencies responsible for tourism/recreation and for transportation have not developed relationships sufficiently positive and productive to capitalize fully on their mutual impact and importance to economic development.

FMP in 1998 suggested a model institutional arrangement for accommodating tourism/recreation issues in transportation planning. This model is one “in which a clear

⁷ While it might be thought that STOs would benefit more from involvement in transportation planning, one DOT respondent suggested more advance notice of major tourism and development activities would be of value to his or her agency, adding that a “lengthy development process timeline does not work well with private site development activities.”

authorizing environment exists and is recognized by both transportation and tourism interests as an essential strategy for economic development and health, fully supported by both the governor and the legislature.”

The current study surveyed 50 state DOTs and STOs and received completed questionnaires from 43 states, including 29 states from which both DOTs and STOs responded. The data provided by these responses show a widespread belief by both DOTs and STOs that relations are generally good and have been improving over the past five years at least. Yet for STOs a much lower percentage of respondents were as positive when asked about those relations in more specific terms of policy and budget priorities or in terms of project planning and implementation, while DOTs still showed a highly positive assessment of those more specific relations.

Nearly 50% of both DOTs and STOs have some sort of formal guidelines directing their relations, but most of those pertain to narrower concerns with information/welcome centers, scenic byways. Only a few states indicate the existence of interagency or multi-agency guidelines dealing with more substantive concerns such as planning and funding mutually beneficial tourism and recreation projects.

While most DOTs and STOs have assigned responsibility to specific staff members for maintaining good relationships with their counterpart agencies, STOs were much more likely than DOTs to assign this responsibility to the CEO or senior staff.

There is no difference of opinion in the importance of tourism/recreation to the economy of the respective states, which nearly all DOTs and STOs say is very important, nor do DOTs or STOs differ on the need for more investment in transportation resources to support either the current or anticipated future mix and level of tourism/recreation travel.

There is disparity, however, in the type of influence that DOTs and STOs have on decisions concerning transportation resources that directly affect tourism/recreation travel in their states. Nearly half of the DOTs (18) have formal veto power while only 2 STOs have such veto power. A much higher portion of STOs, however, have an advisory role in such decisions.

In most states, DOTs and STOs agree that the private tourism/recreation industry does not play a very active role in the development of transportation projects affecting tourism and recreation, although the industry occasionally encourages transportation projects. This intriguing finding may be the clearest reason for any perceived weakness of STOs in comparison with DOTs.

Both DOT and STO respondents to the survey generally agreed that primary obstacles to more effective and productive relations are perceptions that the DOT is too powerful and the STO is too weak, along with insufficient agency budgets and staff time to devote to interagency cooperation and the absence of formal written guidelines and policies, further confirming the potential of the FMP model.

When asked to identify concrete examples of successful or unsuccessful interagency cooperation and coordination, the three most commonly cited were the traditional functions of information/welcome centers, scenic byways and signage. There is little evidence that STOs have become more involved in broader state transportation planning, although DOTs have participated more in development of annual state strategic tourism plans.

Finally, the survey's last question, an open-ended inquiry about those steps or actions that would improve relations and coordination, confirms much suggested in earlier responses, including greater collaboration and better communication between top agency leadership, more formal written guidelines, regular senior staff meetings, greater involvement of STOs in transportation planning and more active support by the private tourism/recreation industry for investments in the transportation infrastructure.

Although there have been improvements in relations between DOTs and STOs, much of it has been on the "periphery" of secondary issues such as information/welcome centers and signage. Progress towards a fuller integration of transportation policies with the more substantive needs and concerns of tourism/recreation remains a goal in many, if not most states.

The FMP model institutional framework is a worthy standard for the measurement of progress in cooperation and coordination but it is likely that progress in most states will be more incremental. A major step in many states towards closer, more significant relations between DOTs and STOs would be a strong private tourism/recreation industry more involved in transportation planning and as politically supportive of transportation policy initiatives as it is of tourism policy initiatives. Similarly, closer DOT-STO relations will likely be enhanced where the state transportation industry is supportive of tourism initiatives.

For the current study, responses to a written survey were received from 43 states, including 38 DOTs and 34 STOs.

In summary, following are the most salient findings resulting from this study:

1. Relations have improved between DOTs and STOs over the last 5-10 years and both parties are relatively satisfied with those general relationships.
2. STOs are less satisfied than DOTs with cooperation over setting policy and budget priorities and project planning and implementation.
3. The most frequent and positive DOT/STO interactions occur regarding relatively specific issues, including scenic byways and highway information/welcome centers.
4. Nearly all DOTs and STOs agree that tourism and recreation are very important to their state economies.

5. Few states have formal interagency DOT/STO guidelines dealing with broader concerns such as planning and funding of transportation projects or tourism marketing plans.
6. DOT staff most directly responsible for interacting with STOs have generally lower organizational standing than their counterpart STO staff.
7. Many more DOTs have veto power over decisions concerning transportation resources directly affecting tourism/recreation travel than do STOs.
8. In most states, the private tourism/recreation industry does not play a very active role in the development of transportation projects affecting their interests.
9. Major obstacles perceived by both DOTs and STOs to more effective and productive relations include:
 - Perceptions that DOTs are too powerful and the STOs too weak
 - Insufficient agency budgets and staff devoted to better relations
 - Absence of formal guidelines and policies requiring closer relations
10. Major steps that both DOTs and STOs believe would improve and strengthen DOT/STO relationships include:
 - Better communication and regular meetings between top agency leaders
 - More formal written guidelines
 - Strong involvement by private sector tourism and transportation interests

**Appendix A. AASHTO NCHRP 20-24(23)(D) Questionnaire for
State Departments of Transportation and State Tourism Offices**

AASHTO

NCHRP 20-24(23)(D)

Questionnaire for State Departments of Transportation

This questionnaire is intended to help develop a strategy for strengthening working relations between state tourism offices and state departments of transportation. It is being sent to state tourism offices and state departments of transportation in twenty states that have been selected on the basis of the importance of their tourism/recreation industry, their geographic location and their population. This study is partially funded by the National Cooperative Highway Research Program of the Transportation Research Board (NCHRP 20-24 (23)(D) and is being done in cooperation with the *American Association of State Highway and Transportation Officials* (AASHTO). The Principal Investigator for the study is Aubrey King. Questions concerning the study or this survey may be directed to Mr. King at 202-251-6845 or by e-mail: aubking@aol.com or Leo Penne at 202-624-5813, lpenne@ashto.org. The questionnaire has benefited from the suggestions of a tourism-transportation advisory committee.

Questions:

General Information.

Name:	<input type="text"/>
Title/Position:	<input type="text"/>
Organization:	<input type="text"/>
Section within Dept.	<input type="text"/>
Address:	<input type="text"/>
City:	<input type="text"/>
State:	(Click here to choose) <input type="text"/>
Tel:	<input type="text"/>
Fax:	<input type="text"/>
E-mail:	<input type="text"/>

Performance

1. On a scale of one to five, how well overall does your organization work with your counterparts in your state's tourism office?



1--Not well at all



2--Not too well



3-- Neutral



4--Fairly Well



5-- Very Well



6-- No Opinion

2. Other (please specify)



How well does your organization work with your counterparts in your state's tourism office with regard to the following areas?

3. Broad policies and budget priorities relating to transportation, tourism and economic development, such as investments in transportation infrastructure and tourism marketing:

- 1--Not well at all
- 2--Not too well
- 3-- Neutral
- 4--Fairly Well
- 5-- Very Well
- 6-- No Opinion

4. Project planning and implementation, such as new roads, interchanges, signage, visitor centers:

- 1--Not well at all
- 2--Not too well
- 3-- Neutral
- 4--Fairly Well
- 5-- Very Well
- 6-- No Opinion

5. How productive are the interactions in your state between the tourism office and the transportation department now when compared with five years ago?

- 1--Much more productive
- 2--More productive
- 3--Same
- 4--Less productive
- 5--Much less productive
- 6--No Opinion

Guidance

6. Are there formal guidelines (*statutes, legislative directions, gubernatorial orders or interagency agreements*) for the relationships in your state between the tourism office and the transportation department?

Yes

No

Don't know

7. If yes, please identify these formal guidelines and indicate whether yo believe they strengthen the relationships in your state between the tourism office and the transportation department.

Staffing Needs

8. Are any individual specific staff members in your organization required, as part of their major responsibilities, to maintain good, ongoing relationships with counterparts in your state's tourism office?

Yes

No

Don't know

9. If yes, please indicate the title(s) of those staff assigned this responsibility:

10. How important is tourism/recreation to the economy of your state?

- Very Important
- Fairly Important
- Neither Important nor unimportant
- Fairly Unimportant
- Not Important at All
- No Opinion

Investment Needs

11. Is there a need in your state for more investment in transportation resources to support the *current* mix and level of tourism/recreation travel?

- Yes
- No
- Don't know

12. If yes, please indicate those areas or projects needing more investment:

13. Is there a need in your state for more investment in transportation resources to support the state's *future* goals for tourism/recreation travel?

- Yes
- No
- Don't know

14. If yes, please indicate those areas or projects needing more investment:

	1	2	3	4	5	6	7	8	9
Perception of tourism agency as <i>too weak</i>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

18. Other (please explain)

Programs & Policies

19. Please identify any concrete examples of successful or unsuccessful cooperation and coordination of programs or policies between the transportation and tourism agencies in your state.

20. Please identify any concrete examples of successful or unsuccessful cooperation and coordination of programs or policies between the transportation and tourism agencies in *other states* with which you are familiar.

21. What steps or actions or policies do you believe would improve relations and coordination between transportation and tourism/recreation in your state?



22. Please identify any websites that may provide relevant documents or materials:



Or send copies to:

AASHTO
Attn: Juan Flores,
Freight Program Manager
444 N. Capitol St. NW
Suite 249
Washington, DC 2001
202-624-5839

Thank you for your cooperation.

AASHTO

NCHRP 20-24(23)(D)

Questionnaire for State Tourism Offices

This questionnaire is intended to help develop a strategy for strengthening working relations between state tourism offices and state departments of transportation. It is being sent to state tourism offices and state departments of transportation in twenty states that have been selected on the basis of the importance of their tourism/recreation industry, their geographic location and their population. This study is partially funded by the National Cooperative Highway Research Program of the Transportation Research Board (NCHRP 20-24 (23)(D) and is being done in cooperation with the *American Association of State Highway and Transportation Officials* (AASHTO). The Principal Investigator for the study is Aubrey King. Questions concerning the study or this survey may be directed to Mr. King at 202-251-6845 or by e-mail: aubking@aol.com or Leo Penne at 202-624-5813, lpenne@aashto.org The questionnaire has benefited from the suggestions of a tourism-transportation advisory committee.

Questions:

General Information.

Name:	<input type="text"/>
Title/Position:	<input type="text"/>
Organization:	<input type="text"/>
Section within Dept.	<input type="text"/>
Address:	<input type="text"/>
City:	<input type="text"/>
State:	(Click here to choose) <input type="text"/>
Tel:	<input type="text"/>
Fax:	<input type="text"/>
E-mail:	<input type="text"/>

Performance

1. On a scale of one to five, how well overall does your organization work with your counterparts in your state's Department of Transportation?

- 1--Not well at all
- 2--Not too well
- 3-- Neutral
- 4--Fairly Well
- 5-- Very Well
- 6-- No Opinion

2. Other (please specify)

How well does your organization work with your counterparts in your state's tourism office with regard to the following areas?

3. Broad policies and budget priorities relating to transportation, tourism and economic development, such as investments in transportation infrastructure and tourism marketing:

- 1--Not well at all
- 2--Not too well
- 3-- Neutral
- 4--Fairly Well
- 5-- Very Well
- 6-- No Opinion

4. Project planning and implementation, such as new roads, interchanges, signage, visitor centers:

- 1--Not well at all
- 2--Not too well
- 3-- Neutral
- 4--Fairly Well
- 5-- Very Well
- 6-- No Opinion

5. How productive are the interactions in your state between the tourism office and the transportation department now when compared with five years ago?

- 1--Much more productive
- 2--More productive
- 3--Same
- 4--Less productive
- 5--Much less productive
- 6--No Opinion

Guidance

6. Are there formal guidelines (*statutes, legislative directions, gubernatorial orders or interagency agreements*) for the relationships in your state between the tourism office and the transportation department?

- Yes
- No
- Don't know

7. If yes, please identify these formal guidelines and indicate whether you believe they strengthen the relationships in your state between the tourism office and the transportation department.

Staffing Needs

8. Are any individual specific staff members in your organization required, as part of their major responsibilities, to maintain good, ongoing relationships with counterparts in your state's Department of Transportation?

- Yes
- No
- Don't know

9. If yes, please indicate the title(s) of those staff assigned this responsibility:

10. How important is tourism/recreation to the economy of your state?

- Very Important
- Fairly Important

- Neither Important nor unimportant
- Fairly Unimportant
- Not Important at All
- No Opinion

Investment Needs

11. Is there a need in your state for more investment in transportation resources to support the *current* mix and level of tourism/recreation travel?

- Yes
- No
- Don't know

12. If yes, please indicate those areas or projects needing more investment:

13. Is there a need in your state for more investment in transportation resources to support the state's *future* goals for tourism/recreation travel?

- Yes
- No
- Don't know

14. If yes, please indicate those areas or projects needing more investment:

Authority

15. What type of influence does your organization have on decisions concerning transportation resources that directly affect tourism/recreation travel in your state? (please click one)

- Formal Veto Power
- Voting Among Equals
- Advisory Role
- Minimal or No Role
- Don't Know

16. Would you say the tourism/recreation industry in your state plays a very active role in the development of transportation projects affecting tourism and recreation (please check one)?

- Very Active Role
- Occasionally Encourages Transportation Projects
- No Role at All
- Don't Know

Involvement


17. What have been the primary obstacles to more effective and productive relations between the transportation and tourism/recreation decision-makers in your state? Please rank order those that apply, with 1 being the most important.

	1	2	3	4	5	6	7	8	9
Not enough involvement by <i>private sector representatives</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Not enough guidance from the <i>legislature</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Not enough guidance from the <i>governor</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Not enough cooperation between the top <i>transportation and tourism agencies</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Lack of <i>written policies</i> regarding those relations	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Resistance from career staff of the <i>transportation agency</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Resistance from career staff of the <i>tourism agency</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Perception of transportation agency as <i>too powerful</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Perception of tourism agency as <i>too weak</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

18. Other (please explain)

Programs & Policies


19. Please identify any concrete examples of successful or unsuccessful cooperation and coordination of programs or policies between the transportation and tourism agencies in your state.



20. Please identify any concrete examples of successful or unsuccessful cooperation and coordination of programs or policies between the transportation and tourism agencies in *other states* with which you are familiar.



21. What steps or actions or policies do you believe would improve relations and coordination between transportation and tourism/recreation in your state?



22. Please identify any websites that may provide relevant documents or materials:



Or send copies to:

AASHTO
Attn: Juan Flores,
Freight Program Manager
444 N. Capitol St. NW
Suite 249
Washington, DC 2001
202-624-5839

Thank you for your cooperation.

Appendix B. List of States that Participated in the Survey

State Departments of Transportation State Tourism Office

Alabama	Alaska
Arkansas	Alabama
Arizona	Arkansas
California	Arizona
Colorado	California
Connecticut	Colorado
Delaware	Florida
Florida	Georgia
Georgia	Hawaii
Hawaii	Idaho
Idaho	Indiana
Illinois	Kansas
Indiana	Louisiana
Kansas	Maine
Maine	Missouri
Michigan	Mississippi
Minnesota	Montana
Missouri	North Dakota
Mississippi	New Hampshire
Montana	Nevada
North Carolina	New York
North Dakota	Ohio
Nebraska	Oklahoma
New Hampshire	Oregon
Nevada	Pennsylvania
New York	Tennessee
Ohio	Texas
Oregon	Utah
Pennsylvania	Virginia
South Carolina	Vermont
South Dakota	Washington
Tennessee	Wisconsin
Texas	West Virginia
Virginia	Wyoming
Vermont	
Wisconsin	
West Virginia	
Wyoming	