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Rest Area Forum: Summary of Proceedings

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FOREWORD

This report summarizes the proceedings of the June 29-30, 1999 Rest Area Forum in Atlanta, Georgia. More than 70 representatives of stakeholder groups assembled at the Forum to discuss rest parking facilities for commercial vehicle drivers along our National Highway System. Forum participants identified key issues concerning the availability and safety of parking and generated recommendations for addressing each issue. Although differences remain among stakeholders, the Forum succeeded in promoting greater understanding and meaningful follow-up action.

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16. Abstract

More than 70 representatives attended the Rest Area Forum in Atlanta, GA, in June 1999. Representatives from Federal and State departments of transportation, the motor carrier industry, and the private truckstop industry, as well as commercial drivers and safety advocates attended the Forum. The purpose of the meeting was to identify issues and find solutions to provide adequate, safe parking for commercial drivers and their vehicles. Issues included safety and security, privately owned truckstops' ability to meet parking needs, alternative parking sites, locations of public rest areas and privately owned truckstops, financial support, time limits, and trucker education about driver fatigue. Forum participants made recommendations to address each of these issues.

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SI* (MODERN METRIC) CONVERSION FACTORS

APPROXIMATE CONVERSIONS TO SI UNITS

Symbol	When You Know	Multiply By	To Find	Symbol
		LENGTH		
in	inches	25.4	millimeters	mm
ft	feet	0.305	meters	m
yd	yards	0.914	meters	m
mi	miles	1.61	kilometers	km
		AREA		
in^2	square inches	645.2	square millimeters	mm^2
ft^2	square feet	0.093	square meters	m^2
yd^2	square yards	0.836	square meters	m^2
ac	acres	0.405	hectares	ha
mi^2	square miles	2.59	square kilometers	km^2
		VOLUME		
fl oz	fluid ounces	29.57	milliliters	mL
gal	gallons	3.785	liters	L
ft^3	cubic feet	0.028	cubic meters	m^3
yd^3	cubic yards	0.765	cubic meters	m^3

NOTE: Volumes greater than 1000 l shall be shown in m^3.

		MASS		
oz	ounces	28.35	grams	g
lb	pounds	0.454	kilograms	kg
T	short tons (2000 lb)	0.907	megagrams (or "metric ton")	Mg (or "t")
		TEMPERATURE (exact)		
°F	Fahrenheit temperature	5(F-32)/9 or (F-32)/1.8	Celcius temperature	°C
		ILLUMINATION		
fc	foot-candles	10.76	lux	lx
fl	foot-Lamberts	3.426	candela/m^2	cd/m^2
		FORCE and PRESSURE or STRESS		
lbf	poundforce	4.45	newtons	N
lbf/in^2	poundforce per square inch	6.89	kilopascals	kPa

APPROXIMATE CONVERSIONS FROM SI UNITS

Symbol	When You Know	Multiply By	To Find	Symbol
		LENGTH		
mm	millimeters	0.039	inches	in
m	meters	3.28	feet	ft
m	meters	1.09	yards	yd
km	kilometers	0.621	miles	mi
		AREA		
mm^2	square millimeters	0.0016	square inches	in^2
m^2	square meters	10.764	square feet	ft^2
m^2	square meters	1.195	square yards	yd^2
ha	hectares	2.47	acres	ac
km^2	square kilometers	0.386	square miles	mi^2
		VOLUME		
mL	milliliters	0.034	fluid ounces	fl oz
L	liters	0.264	gallons	gal
m^3	cubic meters	35.71	cubic feet	ft^3
m^3	cubic meters	1.307	cubic yards	yd^3

		MASS		
g	grams	0.035	ounces	oz
kg	kilograms	2.202	pounds	lb
Mg (or "t")	megagrams (or "metric ton")	1.103	short tons (2000 lb)	T
		TEMPERATURE (exact)		
°C	Celcius temperature	1.8C + 32	Fahrenheit temperature	°F
		ILLUMINATION		
lx	lux	0.0929	foot-candles	fc
cd/m^2	candela/m^2	0.2919	foot-Lamberts	fl
		FORCE and PRESSURE or STRESS		
N	newtons	0.225	poundforce	lbf
kPa	kilopascals	0.145	poundforce per square inch	lbf/in^2

(Revised September 1993)

* SI is the symbol for the International System of Units. Appropriate rounding should be made to comply with Section 4 of ASTM E380.

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EXECUTIVE SUMMARY

On June 29-30, 1999, in Atlanta, Georgia, the Federal Highway Administration (FHWA) Office of Motor Carrier and Highway Safety (OMCHS) hosted a Rest Area Forum to discuss the availability and safety of parking for commercial vehicles along the Nation's highways. Forum participants included more than 70 State department of transportation and enforcement officials, representatives of the motor carrier industry, private truckstop operators, commercial drivers, safety advocates, and other interested parties. The objectives of the Forum were to:

- Review various issues surrounding the current provision, by States and private parties, of parking for commercial drivers to be used for resting, particularly at night.
- Describe and document success stories and best practices being employed to alleviate the shortage of parking spaces.
- Consider a means to provide real-time information on available parking spaces at privately owned truckstops and public rest areas and information on driver fatigue.
- Identify appropriate actions and initiatives to expand the number of safe, accessible public rest area parking spaces across the United States.
- Identify needed legislative initiatives, including the provision of resources, that would be helpful in facilitating the improvement of commercial vehicle parking.

Following a welcome by Julie Anna Cirillo, Program Manager of the Office of Motor Carrier and Highway Safety, a panel comprised of various stakeholders made presentations to the plenary session. Representatives from the American Association of State Highway and Transportation Officials, the American Trucking Associations, the Commercial Vehicle Safety Alliance, the National Association of Truck Stop Operators, and the Owner-Operator Independent Drivers Association presented their views on the needs and challenges associated with the provision of safe commercial parking spaces. Views ranged from insisting that there is a real shortage of public rest areas and privately owned truckstops to the argument that there may not be a shortage, but rather a lack of information about where parking spaces are located. Panelists made specific proposals involving time limits, parking in urban areas, driver fatigue, public-private partnerships, and safety in public rest areas. The topic of the luncheon presentation was "Research, Policy Initiatives, and Current Public Rest Area Improvement in New York State."

Most of the Forum was devoted to breakout sessions in which participants discussed and rated key issues and developed recommendations addressing those issues. Participants were assigned to sessions so that key stakeholders were represented in each session. Forum participants rated 17 topics based on their importance in the discussion of commercial vehicle parking needs. The seven highest rated topics to which most of the discussion was devoted and for which one or more of the breakout groups developed recommendations were, in rank order:

1. Safety and security at public rest areas and privately owned truckstops.

2. Privately owned truckstops' ability to meet the rest parking need.

3. Availability of alternative parking sites (e.g., weigh stations and park-and-ride lots).

4. Location of public rest areas and privately owned truckstops (e.g., Not simply that there are [or are not] enough, but are they in the right place? Are they staggered and spaced sufficiently to provide enough parking when it is needed?).

5. Federal, State, and local financial support of parking (e.g., provision of dedicated funding for State public rest areas and financial assistance for privately owned truckstops).

6. Time limits imposed by States on legal commercial vehicle parking.

7. Trucker education about driver fatigue (i.e., Are tired drivers waiting too long to start looking for parking? Are they compelled to stop in an unsafe location when chronically fatigued?).

Recommendations emanating from the breakout sessions for each of the seven highest rated issues did not necessarily represent a consensus view of all Forum participants, nor are the recommendations listed in priority order below.

Improve Safety and Security. Recommendations included placing law enforcement substations at public rest areas and increasing police patrols at both public rest areas and privately owned truckstops. Several groups promoted a standard rating system for privately owned truckstops that would help drivers determine if a facility was safe and secure. They also encouraged States and the private sector to redesign landscaping and lighting at public rest areas to discourage crime. Groups proposed initiating a fast and efficient method that would allow drivers to report crimes and still maintain their delivery deadlines.

Support Privately Owned Truckstops. To encourage private enterprise, the groups suggested providing low-interest loans, public/private partnerships, tax incentives, and signage on highways. Furthermore, they suggested using local law enforcement to respond to crime reports at privately owned truckstops. The groups also thought that efforts should be supported to address public resistance to truckstops/rest area expansion and construction (e.g., diesel emissions, noise, and citizen opposition).

Use Alternative Parking Sites. Because of immediate parking concerns, the groups recommended that short-term alternatives be investigated. These included the use of right of way at interchanges, park-and-ride lots, State fairgrounds, stadiums, farmers' markets, and receiving and shipping facilities. Some recommended that parking be allowed at designated weigh stations and government facilities (e.g., closed military bases and airports).

Improve Provision/Location of Public Rest Areas and Privately Owned Truckstops. Groups recommended that all States adopt uniform spacing standards between parking areas (e.g., 1-hour driving time). They recommended that shippers and receivers be encouraged to provide parking, especially in urban areas. Finally, groups recommended that closed public rest areas be reopened and additional parking be provided at those rest areas that already exist.

Improve Financial Support. To promote financial support, groups recommended raising the priority level of public rest area construction, modernization, and expansion by making rest areas a safety-related issue. Several groups recommended that the Federal government allow States to use Federal funds for public rest area maintenance. They also recommended that the use of Federal, State, and local discretionary funds be explored to support public rest area construction, modification, and maintenance.

Eliminate and Enforce Time Limits. Some groups suggested eliminating time limits entirely, or at least eliminating those time limits that specify less than 8 hours for legally parked commercial motor vehicles at public rest areas. Others felt that police should enforce time limits, as space turnover is needed to accommodate the number of users. However, everyone was in agreement that if a driver was sleeping, he should be allowed to sleep and then be asked to make room for others.

Increase Driver Education and Information. All groups concurred that the results of current fatigue studies should be targeted to receivers, shippers, carriers, and insurance companies as well as drivers. The groups also made several recommendations about providing drivers with information about the location and availability of public rest areas. These recommendations included providing signage on corridors, intelligent transportation systems technology to deliver real-time parking information, and uniform logo signage to inform drivers about commercial vehicle parking availability. The recommendations also included providing a list or a logo indicating public rest areas and privately owned truckstops on State maps and information pamphlets, and a radio channel and national cellular telephone number to communicate public rest area or privately owned truckstop information.

Although differences of perspective and opinion remain, the Forum promoted greater understanding and common ground about the key issues and the range of available solutions. The final message from the Forum was a shared call for meaningful follow-up action by each stakeholder group.

FINAL REPORT

INTRODUCTION

On June 29-30, 1999, in Atlanta, Georgia, the Federal Highway Administration (FHWA) Office of Motor Carrier and Highway Safety (OMCHS) hosted a Rest Area Forum. The Forum assembled key stakeholders to discuss the availability and safety of parking for commercial vehicles along the Nation's highways. These stakeholders included more than 70 State department of transportation and enforcement officials, representatives of the motor carrier industry, private truckstop operators, commercial drivers, safety advocates, and other interested parties. The objectives of the Forum were to:

- Review various issues surrounding the current provision, by States and private parties, of parking for commercial drivers to be used for resting, particularly at night.
- Describe and document success stories and best practices being employed to alleviate the shortage of parking spaces.
- Consider a means to provide real-time information on available parking spaces at privately owned truckstops and public rest areas and information on driver fatigue.
- Identify appropriate actions and initiatives to expand the number of safe, accessible public rest area parking spaces across the United States.
- Identify needed legislative initiatives, including the provision of resources, that would be helpful in facilitating the improvement of commercial vehicle parking.

FHWA will use the results from the Forum as one of its inputs in formulating the statement of work for a study called for in Section 4027 of the Transportation Equity Act for the 21st Century. The study "will determine the location and quantity of parking facilities at commercial truckstops and travel plazas and public rest areas that could be used by motor carriers to comply with Federal hours of services rules." This recommended study of parking needs along the National Highway System will extend a study completed in 1996 of commercial driver rest and parking requirements on the Interstate Highway System.[1]

This report begins with a brief description of the structure of the Forum and the reasons for each section/activity. Next, it provides highlights of the presentations by the OMCHS program manager, a panel representing different stakeholder groups, and the luncheon speaker. The remaining sections of the report describe the breakout sessions, key issues and success stories, and Forum participants' recommendations.

THE FORUM

The Forum opened with presentations that provided the perspectives of Federal and State highway and transportation officials, motor carriers, safety groups, privately owned truckstop operators, and drivers. After the presentations, the participants broke up into four pre-arranged groups. The groups were arranged so that the stakeholders were represented in each breakout session.

Each group was asked to present their issues and their recommendations to the assembled group as a whole during the closing session on the second day. The following section summarizes the presentations, beginning with the introductory remarks. A record of the complete presentations can be found in Appendix 1.

Introductory Remarks

Julie Anna Cirillo, Program Manager, OMCHS, FHWA

Ms. Cirillo opened the Forum by emphasizing that participants were assembled to discuss how best to deal with and prevent driver fatigue, one of the most critical issues in motor carrier safety today. "Safety is the goal, and public rest areas are a tool that helps us to reach that goal." Encouraged that the Forum brought together many of the key stakeholders for the first time, Ms. Cirillo discussed the critical roles that the stakeholders play:

- The motor carrier side of FHWA, in cooperation with State and local officials, is responsible for regulating the safety performance and hours of service in the industry.

- State officials build, own, and operate the highway systems that receive Federal dollars. While Federal dollars are eligible for the construction, expansion, and modernization of public rest areas, the State determines whether to use them for that purpose.

- State and local enforcement officials ensure the safe operation of motor vehicles and the safety of the public at public rest areas. Some also enforce time limits at public rest areas, a practice of concern to FHWA and to drivers.

- Local elected officials pass the ordinances that restrict deliveries to certain hours of the day and/or prevent truck parking on streets, which can affect driver fatigue.

- Shippers with just-in-time delivery requirements sometimes impose unreasonable delivery schedules, which can contribute to driver fatigue.

- Safety advocacy groups have brought the issue of driver fatigue and public rest area availability to the forefront. They continue to seek answers to these needs.

- Privately owned truckstop operators provide needed services, including safe places to rest, to the motor carrier industry. They are a true partner in motor carrier safety and are working to find solutions to the industry's problems.

- Drivers know better than anyone the importance of finding safe places to rest. They experience the frustration of looking for, but not finding, a place to park and rest, especially at night.

Finally, Ms. Cirillo highlighted expected outcomes of the Forum. These were: (1) identifying public rest area and privately owned truckstop needs; (2) identifying workable modifications and innovations to existing facilities, both public and private; (3) providing real-time information to drivers on accessible parking; and (4) providing driver education on fatigue.

Panel Discussion

A panel discussion by representatives of the American Association of State Highway and Transportation Officials (AASHTO), the American Trucking Associations (ATA), the Commercial Vehicle Safety Alliance (CVSA), the National Association of Truck Stop Operators (NATSO), and the Owner-Operator Independent Drivers Association (OOIDA) followed Ms. Cirillo's remarks. Each representative presented his/her view on the needs and challenges associated with the provision of safe commercial parking spaces. Summaries of their presentations follow. These presentations set the stage for the ensuing breakout sessions.

Jimmy Woodson, America's Road Team Captain, Roadway Express, Inc.

Mr. Woodson, an over-the-road driver for Roadway Express, Inc., Memphis, Tennessee, travels at night. He observed that public rest areas start to fill up early. By 3:00 a.m., it is not unusual to see the trucks spilling out both ramps and onto the shoulder of the Interstate highway. Knowing how dangerous shoulder parking is, he nevertheless knows how desperate a driver can get when they need a place to park. According to Mr. Woodson, this problem is chronic just about anywhere east of Dallas and on the West Coast.

"What should a public rest area be used for?" In Mr. Woodson's opinion it should be a safe place for any driver to use the facilities or to take a nap. It should never be the destination of any driver. He went on to say that commercial vehicle drivers should not use the public rest area to get proper 8-hour breaks. Drivers should plan and be trained to end their day at a privately owned truckstop or terminal.

Again, Mr. Woodson posed a question, "What should a privately owned truckstop be?" He believes that a privately owned truckstop should be a safe and secure place that provides for the needs of the traveling public, both private and commercial. As a driver, he recognizes that there is great expense in providing this service; thus, if he uses them, he patronizes the provider.

Mr. Woodson posed a final question, "Are there enough parking spaces at privately owned truckstops?" He answered that they are insufficient in the same parts of the country where the

public rest areas are crowded. Privately owned truckstop people tell him that they are working to solve this problem.

As a twin-trailer driver, Mr. Woodson complained that there are few places for twin-trailer parking. He has to park in the driveway or over by the scales or in any vacant spot that he can find.

Finally, Mr. Woodson commented on waking drivers for inspection. He encouraged law enforcement to "Let the man sleep. After he is awake and seated behind the wheel with the motor running, he is on-duty. If the officers then want to inspect the truck, then at that point, the driver should be prepared."

Jerry Gossett, Administrator, Permits and Enforcement, Georgia DOT and the American Association of State Highway and Transportation Officials (AASHTO)

Mr. Gossett explained that AASHTO currently does not have a policy covering the truck parking and public rest area issue. At the annual meeting of the Highway Transport subcommittee, however, AASHTO decided it would work with the States on this matter if the Association generated a resolution referencing support.

Mr. Gossett went on to note the problems of commercial vehicles in rush-hour traffic; limited space availability for trucks to park at truck weighing facilities; and the lack of safe and available parking for trucks close to metropolitan destinations, which factor into on-time deliveries. He urged government and industry to work together on trucking safety. Truck parking is an issue that can only be resolved if the partnering effort is maximized.

David Osiecki, Vice President, Safety Policy, American Trucking Associations (ATA)

Mr. Osiecki noted that ATA was involved in some of the initial research on commercial parking. The issue is of great interest to his group as it affects the safety of many truck drivers who face the challenge of finding suitable parking every day. He said that parking is a real problem that manifests itself differently throughout the Nation. Southern California and the Northeastern United States have the biggest problem providing adequate parking.

Mr. Osiecki suggested that the people most directly affected – the drivers – might be the best people to communicate where the real problems are and help develop a set of solutions. He believes that because there is some consensus on the problem and because there are multiple solutions, the problem can be solved in the near future. The solutions should involve the government, the trucking industry, and the private sector.

Finally, Mr. Osiecki believes that the assembled group can advance this safety issue if it keeps an open mind and does not get bogged down in debating the existence of a problem. He urged the group to pay particular attention to the concerns and ideas of the professional drivers in attendance.

Jami McClellan, ITS Coordinator, Commercial Vehicle Safety Alliance (CVSA)

Ms. McClellan reported that the CVSA and the ATA conducted a survey to learn about time restrictions in effect in various jurisdictions. The survey showed that 13 States have rather strict time limits on public rest area parking, whereas 37 States have none. While Ms. McClellan felt that the time restrictions posed a safety concern, she did not believe eliminating time restrictions would equate to adequate parking spaces. Survey results indicated a need for additional parking.

About 30 jurisdictions have, or are planning, initiatives to deal with public rest area shortages. These entail the addition of new areas, the renovation and conversion of existing ones, the dispersal of more information, and the formation of task forces in direct response to the problem.

Ms. McClellan proposed a study on the adequacy of spaces in individual jurisdictions. In the near term, jurisdictions should be requested to eliminate the time restrictions on their public rest areas. She held out little hope for a positive response to such a request. She recommended that Congress require all States to set aside a minimum number of spaces at existing public rest areas for commercial motor vehicles drivers to rest overnight. The number of required spaces could be derived by a formula.

Scot Imus, Vice President, Government Affairs, National Association of Truck Stop Operators (NATSO)

NATSO represents the travel plaza and privately owned truckstop industry, with more than 1,000 member locations, whose goal is to safely park and service commercial vehicles and their drivers. Mr. Imus indicated that its members are the largest providers of truck parking, with more than 250,000 spaces nationwide. His industry is experiencing tremendous growth. In a 5- to 6-year period, just eight private sector companies will increase truck parking capacity by 30,000 to 48,000 spaces. Those spaces will be where market demand is greatest.

Mr. Imus questioned the availability of impartial, credible evidence that adding more taxpayer-funded public rest area parking spaces will decrease fatigue-related accidents. He said that there has not been any research or evidence linking truck safety to truck parking spaces. On the other hand, there is evidence that no such correlation exists. Mr. Imus pointed out that the majority of drivers involved in fatigue-related cases did not realize they were tired, so the availability of parking spaces would not have mattered in a majority of these accidents.

He believes that the 1996 Federally-funded study is flawed.[1] The study concluded that there is a need for 28,400 additional trucking parking places, but it failed to adequately consider the 250,000 parking places in the private sector. Immediately after the study was published, NATSO surveyed private truckstops along the 10 corridors identified in the report as having the most severe parking problem and found that on the worst corridor, at the busiest times of the week, there was still a parking availability of 17 percent.

The NATSO Foundation also found there was no correlation between accidents and lack of truck parking. According to Mr. Imus, States with the lowest truck parking shortfall have higher crash rates than States with higher shortfalls.

Mr. Imus said that some have jumped to the conclusion that trucks parked illegally along the road are evidence that there is a lack of parking availability. He again cited the 1996 study's field observations of Interstate 81 in Virginia, confirming that drivers were parked illegally before either the public rest area or nearby private truckstops were filled. Other factors, such as convenience, may account for drivers parking their trucks illegally.

In conclusion, Mr. Imus said that the travel plaza and truckstop industry is more than capable of providing sufficient parking for commercial vehicles. He said that NATSO is willing to work cooperatively with the States. He believes more can be done to educate truck drivers about stopping opportunities. By utilizing new technology, real-time parking information can be delivered to a driver in his or her cab electronically or through signage on the Interstate.

Jim Johnston, President, Owner-Operator Independent Drivers Association (OOIDA)

Truck drivers, Mr. Johnston reported, suffer the highest on-the-job fatality rate of any occupation in the country. His organization, OOIDA, has attempted to focus attention on the seriousness of this problem for many years with little success.

To share the experiences of those who live it first hand, in anticipation of this conference, OOIDA conducted a survey of 2,000 owner-operators who drive in long-haul commercial vehicles. Survey findings showed that:

- More than 90 percent of truck drivers have difficulty finding parking spaces in public rest areas at least once a week. More than 36 percent said they had problems finding a parking space every night.

- More than 80 percent of the surveyed drivers said they drive beyond the point where they feel "safe and alert" at least once a week because of difficulty finding available parking spaces.

- For a majority of the drivers, lack of parking spaces causes them to drive beyond current permissible hours-of-service limits.

- Late night hours have been identified as the worst time of day for fatigue-related accidents. However, nearly 20 percent of drivers partially attribute driving "through the night" to lack of parking spaces.

- Many States have restrictions on public rest areas and nearly 80 percent of drivers said they would not park on ramps if regular parking spaces were available.

- A great majority of drivers indicated that they were "concerned" or "very concerned" about crime in public rest areas.

Finally, Mr. Johnston relayed pervasive trucker complaints and recommendations.

Complaints:

- Taxes paid by truckers are not, but should be, spent on public rest areas.
- Law enforcement and DOT officials should not use public rest areas for inspections, nor should they move tired drivers back onto the road.
- Many drivers think that revenue, not safety, is the DOT and law enforcement goal.
- Low freight rates contribute to driver fatigue.

Recommendations:

- Build more and bigger public rest areas, increase public rest area security, accommodate longer trailers, and increase overall spaces.
- Keep existing public rest areas open.
- Provide better bathroom facilities.
- Change the car/truck ratio in public rest areas at night to increase truck parking allocation.

Mr. Johnston closed by disagreeing with the recent NATSO study. The study concluded that there is no truck parking shortage, since there is no significant correlation between the 1996 reported shortfall of parking spaces in a State and that State's fatal accident statistics. He disagreed and restated that he and his organization believe that there is a serious shortage of public rest areas nationwide.

Luncheon Presentation

Norman Schneider, New York State DOT

Mr. Schneider opened by observing that New York's public rest area system, like in most States, was developed primarily during the 1950s, 1960s, and 1970s, as the Interstate highway system was being built. Nearly 75 public rest areas exist; 60 of them are located along controlled-access Interstate highways. Created prior to 1950 with State funding, the New York Thruway Authority is not bound by the Federal prohibition of commercialized public rest areas on Interstate roads. These older commercial travel plazas provide motorists with a place to rest, rest room facilities,

and a variety of commercial services, approximately every 30 miles in both directions along the New York State Thruway.

In 1990, the Thruway Authority, in partnership with the Marriott and McDonald's corporations, began an ambitious program to rebuild 27 travel plazas. The new travel plazas were built with an innovative financing approach. The land remains the property of the Thruway Authority, and the two principal private corporations have long-term leases. These corporations provided 40 percent of the rebuilding costs.

Concurrently, in the 1990s, the New York State Department of Transportation (NYS DOT) began to examine its public rest areas. Thirty-two sites were found to be more than 20 years old, and six sites had been closed because adequate services could not be provided. The department addressed the wide array of motor carrier needs in May 1996 when the FHWA final report *Commercial Driver Rest & Parking Requirements: Making Space for Safety*[1] was released.

Since 1994, the NYS Task Force on Drowsy Driving has coordinated efforts to prevent driving fatigue among commercial vehicle drivers and other drivers. The Task force includes representatives from Federal and State agencies involved in commercial vehicle safety, such as NYS DOT, the New York State Police, the Thruway Authority, and the FHWA. Both a Commercial Vehicle Team and a Rest Area Team have worked to develop public rest area initiatives that address the needs of commercial vehicle drivers. Furthermore, as the coordinating agency of the Task Force, the Institute for Traffic Safety Management and Research (ITSMR), University at Albany, State University of New York has undertaken several research studies on driving fatigue. These studies involve both general population and high-risk drivers, including commercial vehicle drivers.

Finally, Mr. Schneider indicated that increased Federal flexibility appears desirable for appropriate commercialization of public rest areas, especially where such services are not readily available. Also, Federal encouragement would help the development of additional privately owned truckstops.

Breakout Sessions

Most of the Forum was devoted to breakout sessions in which participants discussed and rated key issues, shared success stories, and made recommendations. The full range of stakeholder groups was represented in each breakout group, with 20 to 25 people in each group. FHWA staff acted as facilitators throughout the sessions. Contract staff served as recorders.

Each breakout group followed a similar format. The first day, participants introduced themselves, stated what they hoped to achieve during the session, and discussed their key concerns. Next, the participants ranked their top five priorities from a list of key topics/issues, writing in any that were not listed (see table 1 for a list of the key topics/issues). The rankings were consolidated, and the top five to seven topics were identified for each group. The issues or topics rated as being the most important would drive the recommendations and action agenda that were to result from the Forum. These issues were discussed, and best practices and solutions were identified. By

mid-morning of the second day, each group was ready to present its issues and recommendations during the Forum's plenary closing session.

At the plenary session, breakout group representatives presented their issues, the corrective actions for each issue, those responsible for implementing the action, and a time frame for each action. The audience responded with questions and comments. After the last presentation, the FHWA facilitator summarized the findings and adjourned the Forum.

The following section presents a summary of the breakout groups' key issue discussions.

Table 1. Topics for discussion breakout sessions.

There are 17 topics listed on this sheet. Please review and rate them according to what you believe is their relative level of importance in the discussion of heavy-vehicle parking needs. Use a scale of 1 to 5 (with 5 being the most important and 1 being the least important). If you add comments in the space provided under "Other," please rate them as well.

_____ Safety and security at public rest areas and privately owned truckstops.
_____ Time limits imposed by States on legal commercial vehicle parking.
_____ Vehicle inspections performed at commercial vehicle parking areas.
_____ Availability of alternative parking sites (e.g., weigh stations, park-and-ride lots).
_____ Construction, modernization, expansion, and upkeep for public rest areas.
_____ Construction, modernization, expansion, modification, and upkeep for privately owned truckstops.
_____ Privately owned truckstops' ability to meet the rest parking need.
_____ Federal, State, and local financial support of parking (e.g., provision of dedicated funding for State rest areas, financial assistance for privately owned truckstops).
_____ Real-time information, or "signage," that identifies for truckers, where spaces are currently available.
_____ Trucker education about driver fatigue (i.e., Are tired drivers waiting too long to start looking for parking? Are they compelled to stop in an unsafe location when chronically fatigued?).
_____ Lawsuits and legal prohibitions that limit parking improvements (e.g., personal liability suits, citizen opposition to expanded parking at public or private facilities).
_____ Design of rest areas and privately owned truckstops (i.e., Are they easy to get in and out of? Do designs limit access and exit? Are drivers avoiding legal parking areas as a result?).
_____ Location of rest areas, truckstops (e.g., Not simply that there are enough, but are they in the right place? Are they staggered and spaced sufficiently to provide enough parking when it is needed?).
_____ Use of rest areas, truckstops as "staging" points (i.e., Are drivers using parking near cities not because of rest needs, but to wait for access to shippers?).
_____ Commercial truck parking in unauthorized spaces on urban streets (e.g., waiting to access shipper).
_____ Fuel agreements between commercial motor carriers and specific privately owned truckstops (i.e., Do they keep drivers from using some stops when they are tired?).
_____ Impact of the non-commercial driver (i.e., Does his/her parking create problems for the truck driver?).
_____ OTHER:

KEY ISSUES

Concerns came from every quarter about many specific topics. The overarching theme, however, was the need for additional parking spaces for drivers to get their needed rest. Most participants expressed the need for more parking. However, some participants argued that the parking supply was adequate, but that information and education on available parking options were lacking.

The highest rated topics drove the discussion in the breakout groups and resulted in the recommendations presented in the closing session. These were, in rank order:

1. Safety and security at public rest areas and privately owned truckstops.

2. Ability of privately owned truckstops to meet the rest parking need.

3. Availability of alternative parking sites (e.g., weigh stations and park-and-ride lots).

4. Location of public rest areas, privately owned truckstops (e.g., Not simply that there are enough, but are they in the right place? Are they staggered and spaced sufficiently on the corridors to provide parking when it is needed?).

5. Federal, State, and local financial support of parking (e.g., provision of dedicated funding for State public rest areas and financial assistance for privately owned truckstops).

6. Time limits imposed by States on legal commercial vehicle parking.

7. Trucker education about driver fatigue (i.e., Are tired drivers waiting too long to start looking for parking? Are they compelled to stop in an unsafe location when chronically fatigued?).

Participants' concerns as discussed in the breakout sessions are grouped under the seven major issues and summarized below.

Safety and Security

The issue of safe and secure parking has several components. Forum participants reported theft and solicitation as two of the most troubling threats to safety. Contributing to these threats were inadequate lighting in public rest areas, landscaping, and other designs that restrict visibility. An inability to reach police in times of trouble caused concern. In some cases, when police are contacted, drivers cannot wait until the police procedures are completed. Truckers may have time-sensitive goods on board and/or deadlines to meet.

Some privately owned truckstops offer discounted meals and office space for police to encourage a police presence. Others discourage police from patrolling the property. In some States, police must have evidence of a crime before they can enter private property.

Privately Owned Truckstops Versus Public Rest Areas

Most drivers were said to prefer privately owned truckstops, especially for long periods of rest. Privately owned truckstops impose no time limits, and they offer drivers showers, restaurants, laundry facilities, and a measure of social respite after long hours on the road. On the other hand, some privately owned truckstops fill their available spaces early. Of concern to drivers is the uneven quality of the truckstops and their services. Most States impose no standards for these types of businesses. Many are clean, safe, and secure; some are not. Participants reported that in a minority of cases, privately owned truckstops require drivers to purchase fuel and/or other items if they want to use a space to rest. Some privately owned truckstops charge a fee for parking.

In general, it was felt that public rest areas offer only bathroom services, are often poorly lit, and have enclosed areas and landscaping that make security a problem. Public rest area design was also faulted for difficult entry and exit.

Defending the public rest areas that they provide, State DOT participants complained that although Federal money is available for public rest area construction, modernization, and expansion, it cannot be used for maintenance. In many cases, because of other State priorities, public rest areas lose out on the funds from the Federal-aid highway monies given to States.

Many drivers felt that public rest areas should be used primarily for short or "power" naps. Some States (13, according to the CVSA survey) have time limits on the length of a stay. Enforcement of those limits varies among the States. In some States, officials that enforce time limits may awaken drivers and tell them to move on even if legally parked. Others allow drivers to stay if they are sleeping.

Alternative Parking Spaces

Most participants conveyed the need to address the shortage of parking spaces immediately. Several options were discussed. Some favored using weigh stations. Others argued that law enforcement officials often "harass" drivers with unwanted inspections when drivers park at weigh stations, thus discouraging many drivers from parking in them.

Shopping centers and sports arenas were also suggested as alternatives. Many participants stated that their entrances and exits (if permission to use them were granted) are often too narrow for trucks. Others identified abandoned military bases, farmers' markets, schools, and park-and-ride lots as potential alternative parking sites.

Representatives of privately owned truckstops suggested that, if indeed there is a shortage, the privately owned truckstops that already exist should be expanded. They felt alternative parking spaces were not the answer, as it would have a negative impact on their businesses.

Many participants asked why shippers and receivers could not provide parking for trucks at their locations. They noted that drivers often have to wait many hours to load and unload with no

place to park. Because there is limited parking within urban areas, drivers are frequently forced to compete for too few parking places immediately outside of the city.

Location of Public Rest Areas and Private Truckstops

Most participants agreed that some corridors need additional public rest areas and privately owned truckstops. Several participants believed that States do not have sufficient information about their needs and suggested that each State do the necessary research to discover those needs.

Others suggested that public rest areas should be better spaced on the highways to best serve the driver. In many States, public rest areas are consistently spaced; in many, they are not.

In addition, privately owned truckstops are often unknown to drivers, are difficult to find, or the on/off ramps are inconvenient. Moreover, after spending considerable time getting to an out-of-the-way privately owned truckstop, drivers often find them to be filled to capacity.

Financial Support for Parking

Participants identified many financial issues, such as:

- Should Federal and State taxpayer monies pay for public rest areas to be used by commercial ventures?

- Should shippers and receivers provide parking? (With shipper and receiver representation lacking, the consensus suggested that they should.)

- Should the drivers, themselves, pay to sleep in public or private spaces?

Only the drivers seemed willing to discuss the issue of paying for space themselves and they strongly opposed it. Drivers felt that their taxes pay for public rest areas and their purchases support privately owned truckstops.

Unresolved in the discussion was the means to help stimulate the creation of privately owned truckstops in areas where current demand is not sufficient to warrant private investment. A number of participants felt that the need for additional spaces was sufficient to stimulate Federal or State programs for public rest areas or privately owned truckstops in less traveled parts of the country. Representatives of truckstop organizations expressed concern that any public program to subsidize or otherwise aid construction and operation of public rest areas or privately owned truckstops in these areas would ultimately hurt those businesses that should, through the normal marketplace, arise to meet this need. They disagreed that evidence indicated an unmet need. Unfortunately, this issue was not resolved. The two sides were unable to reach agreement about how the industry's perceived need could best be served.

Time Limits on Parking Spaces

Information on time limits in public rest areas varies. The 1996 FHWA study report on rest parking requirements found that 42 percent of all public rest areas had some type of limit on truck parking.[1] Although rarely enforced, these rest areas posted either 2- or 4-hour parking limits, or no overnight parking. Another study, conducted by CVSA and ATA, found that 13 States had rather strict time limits on public rest area parking and 37 States had none (CVSA, Appendix 1).

The group could not reach consensus on the issue of parking time limits. Drivers and many other stakeholders thought that it was unreasonable to awaken drivers from needed sleep and force them to drive, sometimes in violation of the hours-of-service rule. Others argued that without regulating the length of stays at public rest areas, some drivers needing rest would be forced to continue driving because of insufficient parking space turnover. Once again, some participants questioned whether the taxpayer should pay for drivers to sleep overnight in public rest areas.

Another time limit issue discussed by the group was engine idling time. Some States, such as New York, prohibit engine idling for more than 15 minutes. This issue concerns drivers because their engines must idle to provide sufficient warmth or cooling to make sleep possible and/or comfortable. The opposition is concerned with the air and noise pollution that results from engine idling.

Education/Information

Driver education/information needs were discussed primarily in the area of planning and fatigue. Forum participants emphasized the need for drivers to plan ahead so that they can reach a resting place within the hours-of-service time limits. To do this, drivers need to know where the public rest areas are, whether they have space, and if they are safe.

Signage is a major concern. Drivers often do not know where public rest areas and privately owned truckstops are located. Furthermore, they may get off the highway and locate a privately owned truckstop, only to find it filled to capacity. In other cases, they may bypass a rest area or truckstop because it is usually filled at that time of day, when, in fact, it is not currently full.

Similarly, privately owned truckstops gain reputations – some deserved, some not. Currently, there is no standardized rating system for privately owned truckstops, and many participants felt that there should be. The group felt that drivers should be kept informed about the conditions of truckstops. For example, if a private facility makes improvements or meets a high standard, they would like to have this information. Conversely, if a facility is unsafe, drivers also need to know.

Fatigue is considered one of the most critical issues in motor carrier safety today. Drivers need to be able to recognize symptoms of fatigue. Studies show that drivers consistently overestimate their level of alertness. Participants felt that drivers need to be educated about fatigue prevention, early recognition, and acknowledgment.

Many stakeholders (especially drivers) believe that the average citizen also needs to be educated. People often resent trucks on the highway and in public rest areas and fail to recognize their importance in everyone's lives. The fact that trucks bring the daily necessities and luxuries of life to their communities is often overlooked. Drivers feel that information about the value and necessity of the trucking industry and the necessity for commercial drivers to have adequate resting places should be conveyed to the public.

Success Stories

This section describes some of the efforts that States have made or are making to improve the availability of public rest areas.

California Department of Transportation (Caltrans)

Since 1985, Caltrans has attempted to add rest areas at Interstate interchanges and along conventional highways through joint public/private development. In the past, proposed improvements either have been opposed successfully by local business concerns and local government or have failed for economic reasons.

Caltrans recently made progress in its attempt to raise the priority of rest areas within the Department. More than $77 million was proposed to restore and renovate State rest areas during the next 10 years. A Safety Roadside Rest Area System Improvement Team, including both Caltrans staff and stakeholders outside Caltrans, was formed and given the mission of recommending improvements to rest area policies, planning, and operations.

Iowa Department of Transportation

In 1994, the Iowa Department of Transportation identified 10 sites at which the Department would like to relocate, replace, or build new rest areas. Some of the sites were gaps in the existing system where the distance between rest areas was too far, while others were located at gateways to the State.

In an attempt to make better use of available funds, the State explored the idea of building a single facility at an interchange that would be capable of handling both directions of travel. This would be less expensive than the two-building designs normally seen along Iowa's Interstates. It would also allow for commercial development possibilities. The idea of soliciting private partners to share in the expense of the rest areas also seemed feasible. Consequently, the Iowa DOT solicited proposals for a rest area partnership at any one of three interchanges on I-35. The Top of Iowa Welcome Center was selected from those subsequent proposals. The winning proposal included all the features normally found at an Interstate rest area and a welcome center/gift shop in the same structure.

The public/private partnership resulted in a win-win situation. The State received a single new rest area at the gateway to the State, eliminating an estimated $165,000 yearly in maintenance costs that would have been incurred if two rest areas had been built. For the partner, additional

funds became available for project expansion and to expedite development. Signage on the Interstate system directed travelers to the site.

Kentucky Department of Highways

Kentucky is addressing the shortage of commercial vehicle parking spaces by allowing rest parking at weigh station facilities. Five weigh station facilities in Kentucky are currently accommodating overnight parking for motor carriers. Approximately 225 spaces are available at these facilities.

Weigh station facilities are open to commercial vehicle operators 24 hours per day and are staffed by employees of the Division of Motor Vehicle Enforcement. The drawbacks for obtaining full utilization of weigh stations include limited rest room conveniences and the perceived adversarial relationship between commercial vehicle operators and the Division's enforcement personnel.

In addition, the Department of Highways will design future rest areas and weigh station facilities to further increase the number of commercial vehicle parking spaces along the Interstate system. The current 6-year highway construction, modernization, and expansion plan includes approximately $16 million for weigh station reconstruction.

Maryland Department of Transportation

The 1996 FHWA final report, *Commercial Driver Rest & Parking Requirements: Making Space for Safety*,[1] concluded that Maryland needed 265 additional parking places. Upon investigation, the Truck Rest Area Subcommittee of the Baltimore Region Freight Movement Task Force found instead that there was a parking surplus. Their surveys indicated that, although privately owned truckstops had parking spaces available, a number of truckers were parking illegally along the Interstate highways at night. A 2-week nighttime survey revealed that within the network of available public rest areas, privately owned truckstops, commuter park-and-ride lots, and weigh stations, there were enough parking spaces to accommodate current parking needs around the clock. Instead of undertaking a costly project of building 265 more parking places, Maryland has embarked on a campaign to educate drivers about where to find safe, legal parking. They have done this by increasing signage for privately owned truckstops along the I-95 corridor, promoting an underused park-and-ride lot, distributing an updated truckers' map, and improving security at certain other locations. Future efforts will include developing a better system for providing drivers with timely information on available spaces along State highways and stricter enforcement of parking laws.

Michigan Department of Transportation

In response to overflow parking at rest areas and illegal parking on ramps, the Michigan Department of Transportation in 1991 was granted permission to experiment within the *Manual*

on Uniform Traffic Control Devices (MUTCD) guidelines on using a white-on-blue plaque, "Truck Parking at ___ exit." This plaque was added to the top of the State's general service (white-on-blue) signs at several exits along Interstate 94 in southern Michigan.

Michigan truckstop operators and the Michigan Department of Transportation cooperated in this *MUTCD* experimental effort. The signs illustrate the exit numbers of upcoming "off-highway" truck parking facilities. [Note: Highway signs displayed neither the names of the truck parking facilities, nor the number of available truck parking spaces.]

This effort established positive public relations with truckstop operators and the motor carrier industry. Michigan continues to publish a listing of privately owned truckstops providing parking spaces along Michigan's freeways in the *Truck Driver's Guidebook*. It is provided in cooperation with privately owned truckstop operators along I-94, whose facilities were indicated on the signs. Maps showing the location of facilities also were printed and distributed.

New York State Department of Transportation

The New York State Department of Transportation has undertaken a major program to upgrade and expand rest areas along Interstate-type highways under its jurisdiction. The program ensures that the needs of both the general motoring public and the motor carrier industry are being addressed. The rest area program includes the following four components: (1) a department rest area policy, (2) a department statewide rest area plan, (3) regional rest area plans, and (4) roadway corridor studies.

The rest area plan provides for well-maintained, energy-efficient public buildings that are open and supervised 24 hours a day, 365 days a year. It encourages buildings with enclosed lobbies, climate-controlled rest rooms, hot and cold water, trash receptacles, drinking fountains, indoor vending machines, telephones, and tourist and travel information; parking facilities designed to meet the needs of both automobile and commercial vehicle users; and lighted walkways, parking areas, and driveways.

To date, four rest areas have been either constructed or reconstructed to meet the requirements of the new policy. Another five reconstruction projects and two new construction, modernization, and expansion projects are in the engineering design phase. Several additional projects are expected to enter the engineering design phase in the coming years. For example, a system of travel and information centers is being developed for Long Island; a cooperative venture between NYS DOT and the private sector is envisioned.

Regional rest area plans address truck parking needs by converting closed rest areas into usable commercial parking spaces. They also proposed the construction, modernization, and expansion of several new rest areas on corridors heavily used by commercial vehicles, additional improved signs and lighting, and office space for the State Police at all new and reconstructed sites.

New York Thruway Authority

In partnership with the Marriott and McDonald's corporations, the Thruway Authority has an ambitious program to rebuild nearly 27 travel plazas. The new travel plazas are built with an innovative financing approach. While the land remains the property of the Thruway Authority, the Authority and the two principal private corporations entered into long-term leases for the property. These corporations also provided 40 percent of the rebuilding costs.

Utah and Vermont Departments of Transportation

Officials of these States have made closing rest areas a success story. When a rest area is closed, State officials go to nearby interchange businesses and ask if they would be willing to partner with the State in serving the highway traveler. In exchange for allowing non-customers equal access to their facilities, devoting floor space to tourist information displays, and providing 24-hour access to pay telephones and rest rooms, the States erect signage on the Interstate directing motorists in need of services to these businesses. This solution appears to work for all concerned. Highway users are still having their needs met, the State is saving precious resources, and businesses benefit because more people enter their facility.

RECOMMENDATIONS

Participants in the breakout sessions developed recommendations for each of their highest rated issues. The recommendations do not necessarily represent a consensus view of all Forum participants and are not listed in priority order.

Provide Safety and Security in Public Rest Areas and Privately Owned Truckstops

This issue, at the top of every breakout group's agenda, elicited much discussion and many ideas to remedy the safety and security problems. Forum participants' recommendations included:

- Locate law enforcement office substations at public rest area facilities to increase police presence. Some States have found that establishing police substations adjacent to the public rest area provides added security.

- Establish a rating system for private facilities. Currently, there is no nationally recognized rating for privately owned truckstops. Establishing some form of rating, such as the rating system the American Automobile Association (AAA) provides for motels, would let drivers know the quality and potential safety of the facility.

- Increase crime prevention services. Increased police surveillance is needed in public rest areas and privately owned truckstops.

- Conduct crime prevention surveys at public rest areas and privately owned truckstops. Drivers can provide valuable information on the type, amount, and recommended solutions to crime at these facilities.

- Staff public rest areas. Public rest areas can be lonely, isolated, and ripe for crime. Staffing these public rest areas would provide increased security and discourage crime.

- Install security systems, cameras, and effective lighting. Security systems, including cameras, would lead to arrests and reduced crime. Adequate lighting is imperative.

- Post signs at public rest areas that give a point of contact for reporting crime. In an area that is unfamiliar to the driver, easy access to the police is critical if a crime is to be reported. Posting simple signs with a description of the location and contact telephone number to call is a simple and inexpensive solution.

- Provide incentives for drivers who report crime in public rest areas and privately owned truckstops. Drivers feel they may risk missing their deadline for delivery if they wait too long for the police to report a crime. Incentives in the form of rewards or alternative methods of reporting should be investigated.

- Design landscaping with safety and security in mind. Too frequently, public rest areas are landscaped with the idea of aesthetics, but not security. Tall hedges and trees that restrict visibility may obscure criminal activity.

- Eliminate commercial motor vehicle inspections in public rest areas. Drivers strenuously object to being roused from a needed rest to be inspected. They are in the rest area because they need their sleep and the law requires that they get that rest.

Support Privately Owned Truckstops' Ability to Meet the Rest Parking Need

Drivers favor privately owned truckstops for extended periods of rest. Many believe that there are not enough of them, especially in remote areas. Others believe that drivers cannot find the truckstops or that they are considered unsafe. Recommendations in this area were:

- Assist privately owned truckstops to meet the commercial motor vehicle parking need through low-interest loans, partnership in construction, modernization and expansion, and/or tax incentive/abatement.

- Establish a partnering agreement between the American Association of State Highway and Transportation Officials and the National Association of Truck Stop Operators to develop general guidelines and ratings for privately owned truckstops.

- Post signage for facilities that adopt these guidelines. Signage displaying the rating should be posted on the highways so that drivers can easily see it.

- Utilize local law enforcement as a security presence to patrol and respond to calls at privately owned truckstops. Local officials are frequently more accessible than State officials.

- Explore hindrances to privately owned truckstop/public rest area expansion, construction, and modernization (e.g., diesel emissions, noise control issues, environmental concerns, and citizen opposition). Once the barriers are determined, appropriate solutions can be identified.

Provide Alternative Parking Sites

To provide parking for immediate needs, participants recommended investigating the use of space already available. These spaces appear to involve few resources and could solve problems in the short term. Ideas relating to this area were:

- Explore use of right of way at interchanges, park-and-ride lots, Brownfields program locations, major mall parking lots, State fairgrounds, stadiums, farmers' markets, schools, and receiving/shipping facilities as potential alternate parking and staging sites. Presumably, many of these areas are vacant and unused during the times most needed for commercial driver rest.

- Provide parking at designated weigh stations. Several States have adopted this mechanism and find that it works. Drivers, however, may object to the threat of being inspected while parked at the weigh stations.

- Redevelop closed military bases and airports as privately owned truckstops, parking areas, public rest areas, shipping terminals, and warehouses to provide needed parking spaces in extreme locations. Drivers are in need of safe resting places in out-of-the-way areas that cannot support a privately owned truckstop or a public rest area.

Improve Provision and Location of Public Rest Areas and Privately Owned Truckstops

The addition and placement of parking for trucks is an overriding and complex issue. To many, the provision of additional parking at regular intervals is key. Participants offered several suggestions:

- Adopt uniform spacing standards for public rest areas (e.g., every 100 km or approximately 1 hour apart). Especially on well-traveled corridors, drivers need to know that parking is available within a certain distance.

- Provide additional parking at existing public rest areas. Many public rest areas have sufficient space for expansion. Additional parking for trucks should be added, especially to those areas that fill up early in the evening.

- Re-open closed public rest areas. Public rest areas that have been closed are ideal extensions for additional parking. Investigate the reasons for their closure and re-open them if possible.

- Encourage shippers and receivers in urban areas to accept responsibility for providing parking spaces. Urge them to avoid situations where drivers are forced into violating hours-of-service rules. Shippers and receivers often make unreasonable delivery demands and do not provide parking for trucks when the deliveries arrive.

- Encourage private/public partnerships to meet needs in areas with parking shortages. Several States have entered into working partnerships with the private sector (see Success Stories).

- Eliminate institutional barriers to public/private partnerships and local expansion. Federal and State legislation often makes it difficult for the public and private sectors to work together. These laws and regulations should be reviewed to make partnerships attainable.

Improve Federal, State, and Local Financial Support of Parking

Fiscal resources are key to the issues surrounding public and private rest areas. Rest areas compete with other State priorities for both Federal and State funds. Participants tackled the issue and recommended several actions:

- Enact Federal legislation to implement solutions to commercial vehicle parking problems. Such legislation might include allowing Federal funds to be used for supporting privately owned truckstops to meet parking needs in outlying areas that the market does not adequately support. Legislation should direct Federal money to public rest areas.

- Provide Federal funds to reimburse States for maintaining public rest areas. States report that they cannot afford the upkeep of public rest areas without the use of Federal funds; the regulations allow the funds to be used for construction, modernization, and expansion, but prohibit the use of those funds for maintenance. Many States would like to see this changed.

- Explore the possible use of Federal or State discretionary funds to support public rest area construction, modernization, expansion, and maintenance.

- By Federal definition, make public rest areas and weigh stations an integral part of the Interstate system.

- Engage Federal officials at the highest level to work with State chief executive officers to re-evaluate parking policies. By working together, officials will better understand each other's needs and assist the other in making the necessary changes.

- Enlist grassroot support. Many believe that the public does not understand or appreciate the contributions and needs of the trucking industry. Efforts must be made to promote the role of the trucking industry in our society, thereby gaining support for it.

- Encourage, and remove barriers to, private sector investments by encouraging public/private partnerships and by providing low-cost loans. This method could assist entrepreneurs in developing truckstops in outlying areas.

- Develop model legislation for States related to private sector investments. New York, Vermont, and Iowa have legislation that has supported public/private partnerships.

- Raise the priority level of public rest area construction, modernization, expansion, and maintenance by making them safety-related issues. Address driver fatigue and commercial motor vehicle parking on ramps as safety concerns. States must also document their problem areas. Furthermore, the public and private sectors should work together to provide public service announcements and create demonstration projects.

Eliminate Time Limits Imposed by States on Legal Commercial Vehicle Parking

Thirteen States have imposed time limits for parking commercial vehicles in public rest areas. Some believe that these limits should be eliminated, namely:

- Eliminate time limits for legally parked commercial motor vehicles. Some groups thought that time restrictions of less than 8 hours should be lifted. Others recommended that the Federal government should withhold highway funding for non-compliance.

Increase Driver Education/Information

This information is primarily targeted toward two areas: the dangers of fatigue and the identification of available safe parking. Several actions were suggested for each of these areas.

- Use current fatigue studies to identify areas of focus. These in-depth studies provide crucial information in specific areas that should be addressed through education: driver fatigue and alertness, fitness-for-duty testing, shipper involvement in hours-of-service violations, and several others.

- Conduct a "don't drink and drive"-style anti-fatigue public service announcement campaign. This campaign should be targeted toward shippers, receivers, insurance companies, and drivers. It should also include non-commercial drivers.

- Target shippers, receivers, carriers, and insurance companies with information regarding fatigue. These stakeholders make decisions that involve the lives and safety of the Nation's drivers. It is critical that the stakeholders recognize the dangers of driving while fatigued. Additional information, not just a public service campaign, should be relayed to them so that they make more realistic schedules.

- Target truckers with information at privately owned truckstops/public rest areas. Information should include messages such as: *Public rest areas are not a destination* and *Safety is an individual responsibility.*

- Educate drivers on stopping alternatives and on planning ahead. Good planning goes hand-in-hand with fatigue avoidance. Both shippers and drivers should be well versed about the rest areas on their routes.

- Provide better signage on corridors. Drivers lament the difficulty of finding privately owned truckstops and in knowing when a public rest area will appear. Improved signage telling drivers the distance to the next public rest area is needed. Signage indicating the distance and direction to the next privately owned truckstop would also go far to solve the parking problem.

- Use intelligent transportation systems technology to deliver real-time parking information. The technology is available to tell drivers whether the next public rest area or privately owned truckstop is filled to capacity. This technology will improve as it is tested and used.

- Consider uniform logo signage to inform drivers about commercial vehicle parking availability. This new information should be consistently presented in each State and be easily understood by drivers.

- Develop and distribute maps and pamphlets identifying privately owned truckstops and public rest areas with parking for commercial motor vehicles. Have the literature available at rest areas, truckstops, shippers, and receivers.

- List public rest areas and privately owned truckstops on State highway maps. Use uniform logos to indicate their locations.

- Make use of radio channels and national cellular telephone numbers to communicate public rest area or truckstop information. Drivers can call ahead to obtain information on location and availability.

CONCLUSION

The June 29-30, 1999, Rest Area Forum succeeded in assembling representatives of State department of transportation and enforcement officials, representatives of the motor carrier industry, private truckstop operators, commercial drivers, safety advocates, and other interested parties. Discussions among these key stakeholders generated a set of useful recommendations for increasing access to and the safety of rest parking for commercial vehicles along the Nation's highways. Stakeholders concurred that safety and security at public rest areas and privately owned truckstops is a priority. They all supported increased police protection, improved lighting, appropriate landscaping, and easy methods of reporting crime. Participants also agreed that driver education about fatigue and information on the availability of public rest areas and private rest stops are needed. Similarly, all drivers supported privately owned truckstops and wanted them to improve and expand.

Recommended actions to meet these and other needs were varied and may require further development. The solutions, however, were essentially viable. Although differences of perspective and opinion remain on some topics, the Forum promoted greater understanding and common ground about the key issues and the range of available solutions. Finally, a strong residual message was the shared call for meaningful follow-up action by each stakeholder group within their sphere of influence.

REFERENCES

1. Trucking Research Institute; Apogee Research, Inc.; and Wilbur Smith Associates. *Commercial Driver Rest & Parking Requirements: Making Space for Safety*. Report No. FHWA-MC-96-0010, Federal Highway Administration, 1996.

APPENDIX 1. PRESENTATIONS

JULIE ANNA CIRILLO
Program Manager, Office of Motor Carrier and Highway Safety, Federal Highway Administration

Good Morning. On behalf of the Federal Highway Administration and Administrator Ken Wykle, I want to thank all of you for taking the time to come to Atlanta to participate in a discussion on one of the most critical issues in motor carrier safety today – how best to deal with and prevent driver fatigue. You may be surprised that I did not say that the issue we were here to address is the adequacy of rest areas.

I formulated the issue in the manner I did because I believe it is important for us to keep in mind the underlying reason we are here. We are here to work together to make our highways safe. Safety is our goal! Our goal is a 50-percent reduction in truck-related fatalities in 10 years. Rest areas are a tool that helps us reach that goal.

Fatigue has long been recognized as a factor in accidents of all types, not just highway accidents. Certainly, the issue of driver fatigue has been with us since the days of early motor vehicles and the first paved highways. Research in this area has been a major topic in the transportation R&D community for years. The current hours-of-service rule was first adopted in the 1930s. As we meet here today, we at FHWA are in the process of developing a Notice of Proposed Rule Making (NPRM) to revise the hours-of-service rule. We hope to publish the NPRM in the *Federal Register* sometime this summer. Although it may seem foolhardy to predict when this long-running saga will be over, my goal is to have it concluded by the end of the year 2000.

However, a revision to the hours-of-service rule, irrespective of the outcome, is an exercise in futility if adequate, safe parking spaces for trucks are not readily available when drivers reach their hours-of-service limits.

As many of you know, in 1996, FHWA working with ATA [American Trucking Associations] produced a report on commercial vehicle parking availability and demand. That report made it plain that we all have a challenge before us to help commercial drivers needing rest along our roadways. Among its findings, the 1996 report quantified a need for additional parking at both public and private locations, cited key considerations used by truckers in choosing public vs. private parking areas; and offered recommendations for corrective action. This study and a subsequent focus group activity on Sleeper Berth rest quality indicate that drivers are often frustrated in their attempts to find safe places to park, particularly at night and on heavily used highway corridors. Compounding the problem is a perception, held by many drivers, that some available spaces are not safe.

Recent congressional and NTSB [National Transportation Safety Board] hearings on motor carrier safety highlighted the need for all levels of government and the private sector to focus on providing rest areas for truck drivers.

The Forum that we are hosting today is unique in that, for the first time, it brings together all the players – the Federal-aid and the motor carrier side of FHWA, State highway and transportation officials, State and local enforcement officials, representatives of cities and municipalities, motor carriers, safety groups, truckstop operators and shipper groups, and, of course, drivers. Every one of these groups has a role to play.

The Federal-aid side of FHWA is responsible for delivering the Federal-aid highway program to the States. In other words, delivering the money to the States to build highway and transportation facilities. Rest areas are eligible for Federal-aid highway program funds.

The motor carrier side of FHWA, in cooperation with State and local officials, is responsible for regulating the safety performance of the motor carrier industry, including hours of service.

State highway and transportation officials build, own, and operate the highway systems that receive Federal dollars. While Federal-aid funds are eligible for the construction of rest areas, broadly speaking, it is a State determination as to whether to use them for that purpose.

State and local enforcement officials are critical elements in ensuring the safe operation of motor vehicles on the highway. They have the responsibility of ensuring the safety of the public rest areas. I am particularly pleased that representatives of this group are here, because one of the items that I hope will be a part of our deliberations is the practice of "rousting" drivers from rest areas after 2 or 3 hours. This is an issue that came up in both the congressional hearings and the NTSB hearings. I hope to learn how widespread this practice is, the reasons for it, and what we might do together to find better solutions to whatever problem precipitated this response in the first place.

Two groups that are often overlooked, but who I believe could have a major impact, both on motor carrier safety and on the rest area problem, are local elected officials and shippers. The recent hearings I alluded to earlier pointed out how the ordinances that cities enact and the demands that shippers place on carriers impact carrier safety, specifically issues of driver fatigue.

It is my understanding that cities often have ordinances that restrict deliveries to certain hours of the day or prevent truck parking on streets. There may be good reasons for most regulations. I presume that regulations that require that all deliveries take place in the late evening hours are viewed as tools to reduce congestion or, in the case of truck parking prohibitions, are either for safety or aesthetic reasons. All of these are perfectly reasonable, and yet each impacts driver fatigue and the bigger picture needs to be considered.

The demands that shippers make on carriers are one of the issues that, while discussed, has remained on the "back burner." Just-in-time delivery has meant that trucks are now rolling warehouses. In the hearings I attended, witnesses from both safety groups and the trucking

industry alluded to unreasonable delivery schedules imposed by shippers. Certainly, the carrier has the right to reject the load, and while safe and conscientious carriers and drivers will reject it, I believe it is time for the shipping community to step up to the plate in the area of motor carrier safety. Shippers must bear their share of the responsibility when they set deadlines for carriers. Unrealistic deadlines, deadlines that are too tight, that do not take into account congestion, that do not build in a factor for the unexpected delay, will inevitably result in a driver speeding or driving while fatigued, or both. Unrealistic deadlines, as well as long waiting lines at loading docks, are detrimental to highway safety. Today, I am specifically asking the shipping community to become a true partner in our motor carrier safety efforts and face this issue directly and responsibly.

The safety advocacy groups have long been proponents of improved motor carrier safety. I am pleased that they have taken a positive approach to issues of driver fatigue and rest area availability. Their efforts have brought this issue to the forefront, and I am counting on them to continue their work on issues related to driver fatigue.

The truckstop operators have provided needed services for the motor carrier industry for many years, including safe places to rest. Certainly, with the ever increasing number of trucks and the exponential increase in truck-miles traveled, it would be impossible for government alone to provide adequate rest areas for trucks. The truckstop operators not only provide needed services for the motor carrier industry, they are a true partner in motor carrier safety. NATSO [The National Association of Truck Stop Operators] has stepped up to work with State agencies and their members to identify solutions to identified problems. I welcome their participation in this Forum.

And finally, of course, no one knows better than the drivers themselves how important it is to be rested when driving an 80,000-pound truck. I know from the recent hearings I attended, and from talking to drivers personally, that they are often frustrated in their attempts to find safe places to park, particularly at night. I know that space is frequently at a premium along our heavily traveled corridors.

We want drivers to have safe places to rest. All of our human factors research points to the problems that accrue when drivers fail to obtain sufficient time to rest and recover from their on-duty activities. And certainly, nothing can be more frustrating to a driver than trying, and being unable, to find a safe place to park.

I also want to take a moment and acknowledge the successes that many of you have achieved in working to make available more safe and secure spaces for commercial drivers. I can't mention all the efforts, but here are a few:

- The partnership initiative of the Baltimore Metropolitan Council, NATSO, and trucking groups to provide truck parking at area park-and-ride lots and to improve signage along the I-95 corridor.

- Current research by the Tennessee DOT to consider overnight truck parking needs at public rest areas, interchanges, and weigh stations.

- Recent efforts by the CVSA, ATA, and Parents Against Tired Truckers to enlist the Nation's governors' support in eliminating arbitrary time limits for truck drivers legally parked in highway rest areas.

What do I hope to achieve from this meeting? Several things. My expectation is that when we finish our deliberations we will have a plan that includes ideas and initiatives to:

- Identify rest stop needs,

- Identify modifications and innovations that will enhance the use of existing facilities – both public and private,

- Provide real-time information to drivers about accessible parking when they need it, and

- Educate drivers about the need to seek available parking before the onset of chronic fatigue, when rest requirements may force imprudent parking in unsafe areas.

We are here to listen and learn, to leverage activities and funds, and to take whatever appropriate actions are necessary to solve this important problem. Administrator Wykle has already spoken with the CAOs [chief administrative officers] of the State DOTs about this problem and plans on speaking with them again, both at the regional and national AASHTO meetings.

Let me conclude by noting that in your packet of information, you will find a flyer about a "Town Meeting" that I am holding tomorrow afternoon from 2:00 to 4:00 after the adjournment of this Forum. This is an outgrowth of a similar meeting I moderated at the International Truck Show in Las Vegas several weeks ago. I found the interaction to be invigorating and exciting and I learned a great deal. So I hope all of you will stay for this informal meeting and share your thoughts and ideas on motor vehicle safety.

Thank you very much, and I look forward to the next two days.

JIMMY WOODSON

America's Road Team Captain, Roadway Express, Inc.

As an over-the-road driver for Roadway Express, Inc., out of Memphis, Tennessee, I travel a lot at night. I notice that the rest areas start to fill up early, and by midnight, they are so congested that I will not pull a set of pups (twin-trailers) in for fear I will get blocked and cannot continue all the way through. By 3 a.m., it is not unusual to see the trucks spilling out both ramps and onto the shoulder of the Interstate. I think to myself, how dangerous, and then I remember how desperate a driver can get when he needs a place to park.

This problem is chronic just about anywhere east of Dallas and also on the extreme far West Coast. If a driver is fortunate enough to get one of these cherished parking spaces, he then has to be concerned with his safety. While law enforcement has done a good job in cleaning up many of these areas, the parasites contribute to the problem of fatigue. I remember one trip when I became very fatigued and felt I needed a nap. I pulled into an area and noticed a lot of activity, so I decided to try and make it to a welcome station I knew of down the road. When I arrived there, the same problem existed, so I continued on to my destination without the much-needed "power nap."

What should a rest area be? It should be a safe place for any driver to pull in to use the facilities or for a needed nap. It should never be the destination of any driver. If I was an officer and I noticed the same car in the area for more than 2 hours, I would want to know what the occupant was doing in the area. Motor home drivers should not use the area for overnight camping just to save a few bucks. And no commercial vehicle driver should use the rest area to get his proper "DOT" [i.e., an 8-hour break]. The professional driver should plan his day to end at a truckstop or terminal. If the driver does not know how to do this, maybe it should be part of his training. Also, it should be the responsibility of his dispatcher to help him decide where he could or should take his break. A truckstop directory in the office might be of some help.

What should a truckstop be? First, I want to thank all of the good truckstop operators for providing the much-needed service to the professional driver. A truckstop should be a safe and secure place that provides for the needs of the traveling public. I recognize, as a driver, the great expense of providing this service and so, if I am going to use them, I should be willing to patronize the provider. I have seen drivers park overnight at one truckstop and pull across the street to save a penny on a gallon of diesel.

Are there enough parking spaces at truckstops? They are very crowded in the same parts of the country that the rest areas are crowded. The truckstop people say they are working to solve this problem. My personal complaint about truckstops is that there is no place for twin-trailer parking. I have to park in the driveway, or over by the scales, or in any vacant spot I can find. Just as with the rest areas, I have had to continue on because the only space not taken in which I could park would block the driveway. Remember that as versatile as the twin-trailer is, its one limitation is that it cannot be backed into a parking space.

The last thing I would like to comment on is waking drivers for inspections. I have heard in just about every safety meeting I have ever attended that the driver's attitude was a safety issue. I know that anyone getting a much-needed nap or their proper DOT would leave the area with a bad attitude if he had been awakened for an inspection. Let the man sleep. After he is awake and seated behind the wheel with the motor running, he is then on duty and if the officers want to inspect, then the driver should be prepared.

JERRY GOSSETT

Georgia Department of Transportation (GA DOT),
Representing the American Association of State Highway
and Transportation Officials (AASHTO)

I have been asked to comment on AASHTO's position in the truck parking/rest area issue as well as the perspective from the Georgia Department of Transportation (GA DOT).

AASHTO currently does not have a policy covering this matter. I discussed this with Otto Sonefeld of AASHTO last week at the annual meeting of the AASHTO Highway Transport Subcommittee in Kailspel, Montana. He assures me that they will work with the States on this matter if a resolution referencing support is generated on this matter.

This item was on the agenda of the subcommittee task force on size and weight. Mark Berndt, chair of the task force, gave a report on a study completed in his State, Minnesota, titled "Commercial Truck Usage Nighttime Parking Demand Analysis," which was completed in December 1998.

One hundred copies of the study are available on the table outside, furnished by GA DOT with the permission of the Minnesota Department of Transportation.

GA DOT: We support working on the problem. Our problems involved dealing with commercial vehicles mixed with rush-hour traffic, limited space for trucks to park at our truck weighing facilities, and situations involving on-time deliveries.

Conclusion: We must work together – government and industry – to provide for trucking safety and safe acts by the drivers. Truck parking issues can be resolved if the partnering effort is maximized by government and industry. The result will be a better working relationship and I predict a drastic improvement in safety.

DAVID OSIECKI
Vice President, Safety Policy,
American Trucking Associations (ATA)

First off, I'd like to thank the Office of Motor Carrier and Highway Safety for sponsoring this Forum on an issue of great importance to trucking. As many of you may know, ATA was involved in some of the initial research on this issue. The reason we advocated research in this area in the early 1990s was because of the concerns expressed by many, many truck drivers. We appreciate having the opportunity to participate in this effort because we believe it's an issue that's got to be addressed.

I look forward to the next day and a half as we seek the most appropriate solutions for the parking and rest challenges that face our professional drivers every day. And, that's where I would like to start my brief remarks – by emphasizing the fact that there is a problem with truck parking spaces in this country. At every ATA safety meeting over the last few years, this issue is raised. It's raised by the heads of companies, by company safety directors, and probably most often by the people most directly affected – the drivers themselves.

The parking problem and the ability of drivers to find space to get rest is worse in some areas of the country than others. In some places, it may not be a big problem, but in others, it clearly is. Southern California and the Northeast United States are some of the locations that have the biggest problems.

But, let's face it. We all have perspectives on this issue and we can all contribute to the development of solutions. That's why we are all here. But, we need to keep in mind that the people with the keenest awareness, and maybe the most relevant perspective on the challenges in this area are those who live with it daily – the drivers. The drivers will best communicate where the real trouble spots are. However, drivers don't just voice their concerns with their parking and rest challenges, they voice their thoughts and ideas on how some of the issues might be resolved. So, in addition to suggesting that there is more than just a perceived parking problem, that there is a real problem, I also want to emphasize that the drivers just might communicate the challenges the best. Unlike some of us, they live with it everyday.

Drivers might also be the best people to help develop a set of solutions. It may sound like a tired old problem, but it really is too often that those of us that live and work in Washington attempt to identify problems, research those problems, and then develop solutions without enough input from the people most affected – those who move the freight in this country day in, day out. So, I believe we should pay particular attention to the professional drivers participating in this Forum who have taken time from their driving schedules to share their experiences and their ideas.

It's also my belief that this particular issue is one that we can resolve in the near term. You know, there are many tough challenges that face the transportation industry today, and the trucking industry, in particular, has its fair share. And, some of the existing transportation challenges do not lend themselves very easily to solutions. So it's refreshing, at least to me, to

get involved with a safety issue that I believe lends itself to solutions in the short term, if we have the will to resolve them.

The reason I believe it can be tackled is because there is some general consensus on the problems and there are multiple solutions. And that, in my mind, is the key. The opportunity to employ multiple solutions – many of which have already been highlighted in past research and during recent attempts to tackle the problem in some States. There are solutions that can be employed by the trucking industry, by the government as it relates to public rest areas, and by the private sector in terms of travel plazas and truckstops. We can all help resolve the problems, and we all should.

And again, I want to emphasize that we at ATA are here to help promote the solutions, and not just to highlight the problems. I also want to suggest that we all need to keep an open mind throughout the next 2 days. We've all probably read some of the research, and probably some of the trade press articles characterizing this issue. And we've all thought about this issue with our personal and professional biases.

The challenge for me, and I believe it should be for all of us, is to keep an open mind to the ideas of others. We've all got thoughts and ideas, and during forums like this, we have a tendency to want to debate others that may have views different from our own. There's no question that some of that will occur here, and that's good. But it's my hope that the debates will occur on how best to resolve the problems, and not on whether there is a problem at all. We all were invited here to help resolve a safety challenge. A challenge that, if addressed, can help improve motor carrier safety and highway safety.

I believe we can leave here tomorrow saying that we helped advance this safety issue if we: (1) keep an open mind and not get bogged down in debating the problem, (2) we pay particular attention to the concerns and ideas of the professional drivers here, and (3) we understand that there are multiple solutions that can be employed to improve the current state of parking in this country.

With that, I want to say that I'm glad to be participating in the Forum and truly hope that we help move this issue in the right direction.

SCOT IMUS

Vice President, Government Affairs,
National Association of Truck Stop Operators (NATSO),
Representing America's Travel Plazas and Truckstops

On behalf of the over 1,000 member locations of NATSO, the association that represents the travel plaza and truckstop industry, I am pleased to participate in the Rest Area Forum. As the largest provider of truck parking, with over 250,000 places nationwide, the ability to safely park and service commercial vehicles and their drivers is what our industry is all about. And it is a very dynamic industry that is experiencing tremendous growth in many areas, including the addition of truck parking places.

Since 1996, the eight largest truckstop chains have added over 10,000 parking spaces and these same companies project adding an additional 20,000 to 38,000 spaces over the next 3 years. So, in this 5- to 6-year period, just eight companies in the private sector will increase truck parking capacity by 30,000 to 48,000 places and those places will be where the market is demanding them to be added.

As we start our work over the next day and a half, we feel it is important to ask the question: Do we have any impartial, credible evidence that adding more taxpayer-funded rest area parking places will decrease fatigue-related accidents? The fact is that there has not been any research, study, or evidence linking truck safety to truck parking places. On the other hand, there is evidence that says no such correlation exists.

In 1995, the National Transportation Safety Board issued a report on factors that affect fatigue in heavy-truck accidents. In their thorough analysis of 107 single-vehicle heavy-truck crashes, not once was a lack of parking even listed as a contributing factor. Instead, the NTSB said the fatigue-related crashes were caused by inverted sleep patterns, split sleep patterns, hours-of-service regulations that do not adequately allow for sufficient sleep, and, in some cases, drivers were at fault. Twenty-seven out of 107 drivers in the study exceeded the hours-of-service limits, and 82 percent of those drivers were involved in a fatigue-related accident.

It should also be pointed out that the majority of drivers involved in fatigue-related crashes did not realize they were tired. So, 10,000, 100,000, or 1 million available parking places would not have mattered in the majority of these accidents.

If we are truly serious about reducing fatigue-related accidents, we should focus on the NTSB's recommendations, which included:

- Tightening the hours-of-service regulations.
- Looking at how drivers are compensated, which is by the mile, rather than the hour.

- Prohibiting employers, shippers, receivers, brokers, or drivers from accepting and scheduling a shipment that would require that the driver exceed the hours-of-service regulations.

- Providing better education to drivers on the subject of fatigue.

- Requiring automated on-board reporting devices to identify drivers who exceed hours-of-service regulations.

Given the cost to implement some of these initiatives, it is easy to see why some have chosen to champion building additional parking places at Interstate rest areas as the solution for reducing fatigue-related accidents. After all, citing a lack of parking shifts responsibility for this problem from the private sector to Federal and State governments and diverts attention away from the tougher, costlier, safety solutions that would reduce fatigue-related accidents if they were just implemented.

One of the main reasons we are here today is because of the 1996 Federally-funded ATA Foundation study[1] that concluded that there is a need for 28,400 additional truck parking places. We believe that study is flawed because it failed to adequately consider the 250,000 parking places in the private sector, instead, assessing only parking capacity at Interstate rest areas. Interstate rest areas were never intended to be truck terminals, so it isn't surprising that this report showed there was a shortage.

Immediately after that report was published, we surveyed private truckstops along the 10 corridors identified in the report as having the most severe parking problem. We asked the truckstops how many parking spots they had and how many trucks were parked on their lots during their peak nights. We found that on the worst corridors, at the busiest times of the week, there was still a parking availability of 17 percent.

The recent work of Maryland officials is further evidence of the shortcomings in the 1996 report. The report stated that Maryland needed 265 additional parking places. However, when State officials counted parking availability, including the private sector, they found there was actually a parking surplus. Instead of undertaking a costly project of building 265 more parking places, State officials have embarked on a campaign to educate drivers about where to find safe, legal parking.

The NATSO Foundation plotted State-by-State the percentage of fatal accidents where at least one truck was involved and the percentage of total truck parking shortages as identified in the 1996 study. There was no correlation between accidents and lack of truck parking. States with the lowest truck parking shortfall have higher crash rates than States with higher shortfalls. For instance, North Carolina has the third highest parking shortfall according to the report, but has roughly the same accident rate as Vermont, a State with the third lowest parking shortfall.

Some have jumped to the conclusion that trucks parked illegally along the road, which we all have seen, is evidence of a truck parking problem. This isn't always true. The 1996 study's field

observations of Interstate 81 in Virginia confirmed that drivers were parked illegally before either the rest area or nearby private truckstops were filled. Maryland has a problem with illegally parked trucks, but we now know that there is sufficient parking in the corridor. There are clearly other reasons, such as convenience, as to why a small percentage of drivers are choosing to park their trucks illegally.

Now, we do understand that in certain areas of the country, particularly around major metropolitan areas, it can be very difficult for drivers to find suitable parking. One such area that has been mentioned frequently is Los Angeles. Just as it is impossible for California transportation officials to build enough lanes of traffic to allow commuters to drive to work at posted speed limits, it is similarly impossible for either our industry or the government to provide enough parking for every truck that needs to be at a loading dock in L.A. early the next morning. Isn't finding a safe and secure location to store equipment an obstacle for the business community to overcome? Shouldn't it be a cost of doing business for that industry? Given the tremendous needs facing our highways, why are we even contemplating using those precious resources to build truck staging areas?

The reality of today's situation is that, in many places, States are looking to get out of the rest area business. Perhaps 40 years ago, when the Interstate system was beginning, some rest areas were needed, but that was before thousands of businesses such as ours were built on Interstate interchanges across America to meet the needs of the highway traveler. And that is exactly what government leaders wanted to have happen. They wanted the private sector to build the facilities to meet the needs of the Interstate user at the interchanges.

In cases where States choose to close rest areas, we believe the States should follow the innovative practices recently used by Vermont and Utah to ensure that highway users are having their needs met. When officials in these States closed a rest area, they went to a nearby interchange business and asked if they would be willing to partner with the State in serving the highway traveler. In exchange for allowing non-customers equal access to their facilities and devoting floor space to tourist information displays, the State put up signage on the Interstate directing motorists in need of services to these businesses. The program has been a winner for all involved. Highway users are still having their needs met, the State is saving precious resources, and the businesses benefit because more people enter their facility.

While we strongly support this concept, there are two areas where it needs to be improved. First, the logo, name, and standards for these facilities should be established by the FHWA so that there is uniformity and consistency on all Interstate highways. Second, all businesses that meet the standards along a given corridor should be allowed to participate. Obviously, States won't want to erect Interstate signage for all of these businesses, but we believe that notifying motorists about these facilities could easily be accomplished within the existing Interstate logo board program.

In conclusion, we do not see any reason for the government, either State or Federal, to build additional rest area parking places. To do so would only serve to divert our attention and resources away from legitimate safety initiatives.

The travel plaza and truckstop industry is more than capable of providing sufficient parking for commercial vehicles. Our members are entrepreneurs. They will and do respond to the demands placed upon them by their customers.

NATSO is willing to work cooperatively on efforts such as those in Maryland, Vermont, and Utah, where highway users are better informed about where and how they can obtain the services that they need.

We believe more can be done to educate truck drivers about stopping opportunities. In addition to better signage, perhaps a CB channel could be devoted to informing professional drivers of local parking information, similar to the AM radio signals sent to drivers around airports or major attractions. By utilizing new technology, real-time parking information should be able to be delivered to a driver in his or her cab, or perhaps this information can be posted electronically on a sign on the Interstate, similar to what is done for parking garages under an ITS [Intelligent Transportation Systems] program in downtown Minneapolis-St. Paul.

Again, NATSO welcomes the opportunity to be with you to address these issues and we look forward to a productive meeting here in Atlanta.

JAMI McCLELLAN
Commercial Vehicle Safety Alliance (CVSA)

The Commercial Vehicle Safety Alliance (CVSA) and the American Trucking Associations (ATA) sent out letters to the Governor's office in all jurisdictions on July 10, 1998, requesting them to take action to minimize or eliminate time restrictions at rest areas. Additionally, the jurisdictions were requested to provide information to CVSA and ATA on their time restrictions at rest areas and if the jurisdiction anticipates closing any rest area.

Many of the jurisdictions did not respond to the request for additional information in a timely fashion. Dick Henderson, Director of Government Affairs at CVSA, made phone calls to obtain the information from the jurisdictions that did not reply. The study was completed in February 1999. Handouts of the rest area survey results are available. I would like to share some highlights of the findings with you.

Thirteen jurisdictions reported that they have rather strict time limitations on parking at the rest areas. Those jurisdictions are: Alabama, Florida, Georgia, Illinois, Louisiana, Michigan, Minnesota, Nebraska, New York, Pennsylvania, South Carolina, South Dakota, and Virginia.

These strict time limitations pose concern for safety when commercial motor vehicle drivers are not provided with adequate parking to rest. There are even the incidents in some jurisdictions where the truck driver is awakened while sleeping to receive a ticket from an enforcement officer for parking at a rest area. This certainly does present an evident problem for a fatigued commercial vehicle driver. Some of these jurisdictions reported that they believe that it is not their responsibility to provide parking for the truck drivers.

The remaining 37 jurisdictions reported that they do not have time restrictions on parking at the rest areas; however, that does not infer that they have adequate parking spaces. The general consensus among the jurisdictions indicates the need for additional parking at rest areas.

Around 30 jurisdictions have or are planning efforts to deal with the rest area shortage. Arkansas is converting six general rest areas for truck use only. Jurisdictions that are adding new parking spaces at the rest areas are: Alabama, Delaware, Florida, Georgia, Illinois, Indiana, Kansas, Massachusetts, New Hampshire, New Jersey, South Carolina, South Dakota, Tennessee, Utah, and Virginia. Maryland uses park-and-ride and weigh station areas to ease the shortage and they have a task force that is preparing handbooks, maps, and other public information on space availability. North Carolina has formed a special commercial vehicle crash problem task force that is considering the truck parking problem. Ohio has a task force comprised of members of the public/private sector working to resolve the overall problem. Rhode Island is implementing new traveler information programs for all motorists, including truckers, along the East Coast Corridor. One issue that remains to be assessed is the need for parking spaces per jurisdiction. The CVSA study did not specifically ask jurisdictions or industry if there were adequate parking spaces in each jurisdiction. If a study is conducted, it should determine if each jurisdiction has adequate parking spaces.

To summarize, I would like to suggest "next steps" in addition to a study. One thought is to write letters to those 13 jurisdictions where a change in policy is needed to remove the time restraints at the rest areas. CVSA believes that this approach will not accomplish much considering how much effort it took CVSA staff to get the survey information from many of the jurisdictions. Rest area parking is obviously not a priority issue in most jurisdictions.

Another thought is to recommend to Congress that all States be required to set aside a minimum number of spaces at the existing rest areas for commercial motor vehicle drivers to rest overnight. The number of spaces could be derived using a formula comprised of the number of rest areas in the jurisdiction, truck traffic, and square feet of the jurisdiction. This is a suggested formula to determine the minimum number of spaces. The formula should most definitely be analyzed to determine if the factor computations are suitable. Presumably, there are other appropriate factors that should be included in the formula.

Thank you for this opportunity to present the CVSA's findings and recommendations on improving parking for commercial motor vehicles.

JIM JOHNSTON

President, Owner-Operator Independent Drivers Association (OOIDA)

I'm going to open my comments by sharing a story with you. Two truckers were driving across Ohio when one of them said he was falling asleep at the wheel. They pulled into the next rest area that was jam-packed and ended up parking on the entrance ramp that led back to the Interstate. Four hours later they were rudely awakened by one of Ohio's finest jumping up on their running boards with a ticket for each of them for illegal parking. After giving them their tickets, the officer told them to move their trucks on down the ramp and back out on the road. When the drivers paused to update their logs, as required by regulations, the officer went ballistic. Eventually, the officer's supervisor was called to the scene and the confrontation was defused, but the net result was that two tired drivers were forced back out on the road because of the inexcusable actions of a public safety officer.

Now, I'll share the rest of the story. I was one of those drivers, and this incident took place in 1970. That's 30 years ago. But, it might as well have taken place last night, in fact, it probably did, several times. There was a shortage of available truck parking facilities then. The problem was real. The problem was significant. But the problem was nothing compared to what it is today, and, unfortunately, nothing has been done to date to resolve this very serious problem, and over-the-road truck traffic has dramatically increased in this same period of time.

Truckers are still faced with unreasonable restrictions and harassment by law enforcement in some jurisdictions. And, instead of States making more spaces available, we find many of them are actually closing down existing rest area facilities. In an informal anecdotal survey of our board members, we came up with a list of 30 rest areas that have been closed across the country (five States had multiple site closings).

Why should we care? The appalling fact is that truck drivers suffer the worst on-the-job fatality rate of any occupation in the country and that includes police officers. Well over 700 truck driver deaths occurred in the last year for which statistics are available.

We at OOIDA have attempted to focus attention on the seriousness of this problem for many years without much success. Unfortunately, too often it takes tragedy to bring needed attention to a problem and this one is no exception. The tragedy, in this case, also produced someone very determined to draw attention to finding the solutions. I would like to express my appreciation to Daphne Izer and her group, Parents Against Tired Truckers (PATT), for helping to bring this issue to the forefront. While OOIDA and PATT will probably never agree on all issues, there are some truck driver safety issues we can work together on without any excuses.

There have been several studies conducted to determine the seriousness of this problem and I understand another is being considered. While I certainly do not agree with the NATSO position that a study is not required because the problem does not exist, I sincerely hope that even more time is not wasted in conducting further studies of this obviously significant problem, but rather that we get on with finding the solutions.

The severity of this problem can best be identified through the actual experiences of those that live it firsthand. In anticipation of this conference, we conducted a survey of 2,000 owner-operators who drive in long-haul, over-the-road operations. We have made available copies of the complete survey, but I am going to summarize some of the survey's findings for you. We used a blind sample of 2,000 professional truckers from our membership list and received a very significant 46.5-percent response rate, which demonstrates the obvious importance of this problem to drivers.

Here are some of the results of our survey:

- Over 90 percent of truck drivers have difficulty finding parking spaces in rest areas at least once a week.
  - 25 percent had difficulty three times a week.
  - 10 percent had problems five times a week, and over 36 percent said they had problems finding a parking space EVERY NIGHT!
- Does the lack of available parking spaces affect their operations? Clearly, it does.
  - Over 80 percent of surveyed drivers said they drive beyond the point where they feel "safe and alert" because of difficulty finding available parking spaces at least once a week.
  - For 28 percent of the drivers, this happens three times a week, and 22 percent of the drivers said it happens five or more times a week.
- Does the shortage of truck parking affect compliance with hours-of-service regulations? Yes, for a majority of drivers, lack of parking spaces causes them to drive beyond current permissible hours-of-service limits.
  - 34 percent of drivers say this happens once a week, on average.
  - 30 percent say this happens to them three or more times a week, and 10 percent of the surveyed drivers say they run out of legal driving hours every night, or five times a week.
- Driving late-night hours has been identified as the worst time of the day for fatigue-related accidents, however:
  - 19 percent of the drivers say part of the reason they drive "through the night" is because of lack of parking spaces.
  - Another 49 percent say a lack of parking is "sometimes" a reason they "drive through the night."

- Even when drivers are successful at finding spaces to park in rest areas, they are not always able to get needed rest. Many States have restrictions on rest areas.

  - 15 percent of the surveyed drivers report having been awakened and told to drive on due to parking time limits in rest areas. This happened to these drivers an average of more than six times in the previous year.

    Note: Nearly three out of four of these surveyed drivers said they had been awakened and told by law enforcement officers to leave rest areas, even when doing so put them in violation of the Federal hours-of-service regulations.

- What do drivers do when they need to stop and sleep and parking spaces are not available?

  - Nearly 60 percent of surveyed drivers say they park on highway on-ramps or wide places when they feel the need to stop and sleep. These surveyed drivers averaged using on-ramps more than five times in the last month.

    Note: Nearly 80 percent of drivers said they would not park on ramps if regular parking spaces were available.

- While virtually all drivers agree that additional rest area parking spaces are needed:

  - Only 7 percent of surveyed drivers prefer public rest areas over private truckstop parking lots.

  - 39 percent of drivers prefer private truckstops.

  - Just over half say they use both parking areas without preference.

- What deters drivers from using rest areas that have available spaces? In most instances, illegal activities.

  - 88 percent of the drivers indicated they were "concerned" or "very concerned" about robbery in rest areas.

  - 87 percent had equal concerns about assault.

  - 86 percent were concerned about theft.

  - 74 percent were concerned about drug trafficking and 73 percent were concerned about prostitution.

- These concerns were justified for many drivers.

- 3 percent of drivers say they have been victims of assault in rest areas.
- 4 percent of them had been robbery victims, and more than 10 percent of them say they have been victims of theft in rest areas.

The survey also gave the trucker respondents an opportunity to voice their opinions on rest areas in general.

Trucker Complaints:

- Taxes truckers pay should supply rest areas.
- Do not use rest areas for DOT inspections.
- Stop enforcement from moving tired truckers.
- Revenue, not safety, is DOT and FHWA's main interest.
- Low freight rates contribute to fatigue.

Trucker Recommendations:

- Build more and bigger rest areas.
- Need rest area security.
- Need designated "trucks only" rest areas.
- Rest areas need to accommodate 53-foot trailers.
- Less fancy rest areas with more parking spaces.
- Stop closing existing rest areas.
- Need short-term bathroom parking.
- At night, change the car/truck ratio to increase truck parking.

As I wrap up my comments, I am going to take exception to the recent NATSO study that concludes that since there is no significant correlation between the shortfall in parking spaces in a State (as reported in the 1996 study, "Commercial Driver Rest & Parking Requirements: Making Space for Safety"[1]) and that State's fatal accident statistics, there is no truck parking shortage. Accidents can be caused by many differing factors and, in most crashes, there is no way to determine whether or not truck driver fatigue was a contributing factor. In fact, most car/truck accidents are the fault of the auto driver anyway. A lack of parking spaces that crowds truckers

into the NATSO members' parking lots is an ideal business situation for them, but has very little to do with highway safety.

Thank you for this opportunity to present our views concerning the shortage of truck parking at rest areas. We look forward to the opportunity to join with you in seeking solutions to this serious nationwide problem.

NORMAN SCHNEIDER

New York State Department of Transportation (NYS DOT),
"New York State's Efforts to Improve Commercial Vehicle Services at Rest Areas"

Like most States, New York's public rest area system was developed primarily during the 1950s, 1960s, and 1970s as the Interstate highway system was being built. Nearly 75 rest areas exist; 60 of them are located along controlled-access Interstate highways. Completed prior to 1950 with State funding, the Thruway Authority is not bound by the Federal prohibition of commercialized rest areas on Interstate roads. These commercial "Travel Plazas" provide motorists with a safe place to rest and rest room facilities, as well as a variety of commercial services. They are located every 30 miles in both directions along the New York State Thruway.

In the 1990s, NYS DOT began to examine its rest areas since 32 sites were more than 20 years old and 6 sites had been closed because adequate services could not be provided. The department addressed the wide array of motor carrier needs in May 1996, when the FHWA final report, *Commercial Driver Rest & Parking Requirements: Making Space for Safety*,[1] was released. Based on a comparison of current capacity with estimated need, that report noted a 54-percent nationwide shortage of commercial vehicle parking spaces at public rest areas and projected a shortage of 61 percent within a decade. For New York State, the study projected that the existing rest areas, with an estimated 1,218 commercial parking spaces, had a shortfall of 49 percent (1,181 spaces), only slightly less than the national shortage of 54 percent.

Since 1994, efforts to prevent driving fatigue among commercial vehicle drivers and other drivers have been coordinated by the NYS Task Force on Drowsy Driving. The Task Force includes representatives from Federal and State agencies involved in commercial vehicle safety, including NYS DOT, the New York State Police, the Thruway Authority, and the FHWA. Both a Commercial Vehicle Team and a Rest Area Team have worked to develop rest area initiatives addressing the needs of commercial vehicle drivers. In addition, as the coordinating agency of the Task Force, the Institute for Traffic Safety Management and Research (ITSMR), University at Albany, State University of New York has undertaken several research studies on driving fatigue. These studies involve both the general population and high-risk drivers, including commercial vehicle drivers.

With FHWA Motor Carrier Safety Assistance Program (MCSAP) research funds, the ITSMR undertook a study of fatigue among long-distance truck drivers on New York's roadways. Interviews were conducted in spring of 1997, with 593 drivers randomly selected at private truckstops and public rest areas.

Fatigue Results. The results indicated that sleepiness-related driving is common among truck drivers:

- One-quarter had fallen asleep at the wheel of their truck at least once during the past year.
- Many drivers did not receive sufficient sleep to be well rested.

- Nearly one-quarter typically received 5 or fewer hours of sleep during their longest sleep period on the road.

- One-fifth of drivers said that they always/often drove longer than the 10 consecutive hours allowed by regulations.

- One-fifth took less than a total of 8 hours of off-duty [time], including split periods.

Public Rest Areas Results. These results included a number of items pertaining to drivers' use of public rest areas:

- Drivers reported that they typically took their longest period of sleep in their sleeper berths at a private rest area facility (61 percent), at a public rest area (30 percent), or at a terminal or pick-up/delivery site (21 percent).

- When asked what, if anything, discouraged their use of public rest areas in New York, 51 percent cited inadequate parking. Other common responses were enforcement of the 2-hour parking limit (28 percent), prostitution/solicitation (16 percent), lack of security (15 percent), and poor or expensive food (14 percent).

- 80 percent said they always/often were unable to find a parking space at a public rest area at night.

- The frequency of not finding a parking space at a rest area was associated with drivers who fell asleep at the wheel in the past year and a tendency to violate regulations.

An additional 303 drivers were interviewed at roadside safety inspection sites about the limited-service public rest areas on these roads.

- About one-quarter of drivers on each road rated the rest area facilities as fair or poor. One-quarter also rated safety at the facilities as fair or poor.

- 42 percent of drivers on Route 17 and 24 percent on I-87 said the distance between rest areas was too great to allow drivers to stop when they wanted.

- Nine in ten drivers on each road said that more commercial vehicle parking is needed. Improvements in the selection of food and beverages, the layout and spacing of commercial vehicle parking, and the number of telephones were the next most needed changes.

- From a list of potential changes to rest areas, drivers on both roads rated the following four improvements as most important: frequent police drive-through, indoor telephones, electronic roadway signs indicating the number of available truck parking places, and more privacy for truck drivers (e.g., separate parking). The vast majority of drivers said

that if the preferred changes were made, they would be more likely to stop to rest or sleep.

- Winter closings of one or more rest areas would be problematic for over 85 percent of drivers on each road.

- About two-thirds of drivers on each road usually took their breaks at a rest area on that road; most of the other drivers took their breaks at private truckstops. Daytime rest breaks were most commonly 10 to 15 minutes. The most common length of nighttime stops on each road was 4 hours.

- Almost 80 percent said they would be very likely to use a full-service truckstop for resting or napping if one was available on or immediately off the road.

In addition to the studies, in 1990, the Thruway Authority, in partnership with Marriott and McDonald's corporations, began an ambitious program to rebuild nearly 27 travel plazas. The new travel plazas were built with an innovative financing approach. While the land remains the property of the Thruway Authority, long-term leases were entered into by the Authority and the two principal private corporations. These corporations also provided 40 percent of the rebuilding costs.

NYS DOT has also undertaken a major program to upgrade and expand rest areas along Interstate-type highways under its jurisdiction; the program ensures that the needs of both the general motoring public and the motor carrier industry are being addressed. The NYS DOT rest area program includes the following four components: (1) a department rest area policy, (2) a department statewide rest area plan, (3) regional rest area plans, and (4) roadway corridor studies.

The policy provides for well-maintained, energy-efficient public buildings that are open and supervised 24 hours a day, 365 days a year; buildings with enclosed lobbies, climate-controlled rest rooms, hot and cold water, trash receptacles, drinking fountains, indoor vending machines, telephones, and tourist and travel information; parking facilities designed to meet the needs of both automobile and commercial vehicle users; and lighted walkways, parking areas, and drives.

To date, four rest areas have been either constructed or reconstructed to meet the requirements of the new policy. Another five reconstruction projects and two new construction projects are in the engineering design phase. Several additional projects are expected to enter the engineering design phase in the coming years. For example, a system of travel and information centers is being developed for Long Island, and a cooperative venture between NYS DOT and the private sector is envisioned.

Regional rest area plans addressed truck parking needs by converting closed rest areas into commercial parking. They also proposed the construction of several new rest areas on corridors heavily used by commercial vehicles, added improved signs and lighting, and accommodated the State Police through the provision of office space at all new and reconstructed sites.

The multi-regional corridor studies conducted by NYS DOT focused on rest area facilities, as well as related safety and tourism issues, such as parking, security, and inspection facilities. These efforts are expected to serve as the model for similar studies to be undertaken in other regions.

The statewide rest area plan will provide and maintain a system of state-of-the-art areas that welcome travelers; provide appropriate motorist services as permitted by Federal law; and offer clean, safe, and convenient facilities as an integral part of efforts to promote highway safety and attract tourism. The statewide plan addresses a number of important issues, among them: spacing and number of rest areas; adequate commercial vehicle services, parking, and safety inspection facilities; and tourist information at selected sites near the State borders.

Among the lessons learned are:

- Public rest areas serve a critical public safety need.
- The public expects first-class rest area facilities and services.
- Inadequate attention has been paid to the needs of commercial vehicle drivers, especially with respect to parking and resting places.
- A high-level commitment is necessary to ensure that rest areas receive proper attention.
- Input from many officials and interest groups is desired in planning rest areas.
- The public sector probably cannot satisfy all rest area needs in the future.
- Increased Federal flexibility appears desirable for the appropriate commercialization of public rest areas, especially where such services are not readily available, as is Federal encouragement for the development of additional private truckstops.

APPENDIX 2. AGENDA

REST AREA FORUM
Sheraton Colony Square
Atlanta, Georgia
June 29-30, 1999

Day One

7:30 a.m.	Registration and Continental Breakfast	Habersham Room
8:30 a.m.	Opening Session	Habersham Room

Welcome: Frank Julian, Safety Engineer, Southern Resource Center, Federal Highway Administration, Atlanta, Georgia

Introductory Remarks: Julie Anna Cirillo, Program Manager, Office of Motor Carrier and Highway Safety, Federal Highway Administration, Washington, D.C.

9:00 a.m. Panel Discussion

Panel Coordinator: Bob Davis, Office of Motor Carrier and Highway Safety, Washington, D.C.

Panel Members: Jimmy Woodson, America's Road Team; Jerry Gossett, representing the American Association of State Highway and Transportation Officials; David Osiecki, American Trucking Associations; Jami McClellan, Commercial Vehicle Safety Alliance; Scot Imus, National Association of Truck Stop Operators; and Jim Johnston, Owner-Operator Independent Drivers Association

Panelists give their views on the needs and challenges associated with the provision of safe commercial parking spaces.

10:30 a.m. Break

10:50 a.m.	Explanation of Breakout Group Activities	Habersham Room

Identification of Breakout Rooms, Logistical Notes, and Forum Materials: Bob Davis

11:00 a.m.	Initial Breakout Sessions	Fulton Highland Morningside Piedmont Rooms

	Participants introduce themselves, describe their involvement with the issue of commercial motor vehicle (CMV) parking in their jurisdictions, etc. Facilitator explains ground rules. Discussions begin.	
12:15 p.m.	Working Lunch	Habersham Room
	Presentation by Norman Schneider, New York State DOT, "New York State's Efforts to Improve Commercial Vehicle Services at Rest Areas"	
2:00 p.m.	Breakout Sessions Continue	Fulton Highland Morningside Piedmont Rooms
3:30 p.m.	Break	
3:45 p.m.	Continue Breakout Sessions	Fulton Highland Morningside Piedmont Rooms
5:00 p.m.	Adjourn	
5:30 p.m.	Reception	Toulouse Room

Day Two

8:00 a.m.	Continental Breakfast	Habersham Room
8:30 a.m.	Breakout Sessions Continue	Fulton Highland Morningside Piedmont Rooms
	Complete discussion of topics and prepare brief overheads of recommendations for delivery to entire Forum.	
10:30 a.m.	Break	
11:00 a.m.	Presentations	Habersham Room
	Groups present recommendations to entire Forum.	
12:30 p.m.	Adjourn	