



## Board Report

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### PLANNING AND PROGRAMMING COMMITTEE JANUARY 20, 2021

**SUBJECT: FINAL 2021 LA COUNTY GOODS MOVEMENT STRATEGIC PLAN**

**ACTION: ADOPT PLAN**

**RECOMMENDATION**

ADOPT the final 2021 LA County Goods Movement Strategic Plan.

**ISSUE**

Staff developed the 2021 Los Angeles County Goods Movement Strategic Plan (Plan) in partnership with a wide range of regional goods movement stakeholders at the public, private and community level. The Plan (Attachment A) reflects input, core values, priorities and strategies elicited from these stakeholders and supports Metro Board positions and planning efforts, particularly Vision 2028, the Long Range Transportation Plan (LRTP) and the Equity Platform.

The Plan presents the vision, priorities, Sustainable Freight Competitiveness Framework and Early Action Initiatives that were developed through ongoing stakeholder engagement over the past two years, along with an implementation strategy and equity considerations for these items. Our stakeholders agreed that the Plan should be founded on the values of equity and sustainability - values that are elevated and infused within the priorities, strategies and initiatives developed through the Plan to help create a more inclusive and sustainable economic growth and shared prosperity for LA County.

Following the presentation of the draft Plan to the Board in June 2020, staff initiated a 60-day public comment period, conducted additional stakeholder outreach and hosted a Telephone Town Hall meeting at the request of the Board to allow for more comprehensive input to be received and incorporated within the final Plan.

Staff now returns to the Board to present the final Plan and seeks adoption of the Plan and its priorities, strategies and Early Action Initiatives for Metro's goods movement planning team to pursue and implement over the next five years.



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**BACKGROUND**

As the nation's most populous county with the country's busiest seaport complex, LA County reaps tremendous economic and employment benefits from - yet suffers impacts to local communities, mobility and public health due to - the tremendous volume of containers moved annually through the San Pedro Bay Ports, the thousands of trucks and trains that distribute goods daily throughout the region and the facilities that support the region's vibrant goods movement industry.

Existing conflicts and looming problems threaten LA County's economic competitiveness. These factors include high costs of conducting business, recurrent congestion, local to national policies and regulations that create uncertainty over benefits of operating business through the county and intensifying competition from East Coast, Gulf Coast and Canadian ports. Most recently in 2019 LA County's preeminence in attracting discretionary cargo bound for the United States was endangered as the laden container volume at the Port of Long Beach dropped from second to third place in national container port rankings behind the Port of New York and New Jersey.

As LA County fends off increasing efforts by rival ports and trade gateways to siphon away economic and employment opportunities, we also find ourselves reckoning with the legacy of long-standing sustainability and equity challenges associated with moving goods, particularly in regard to air quality. Air pollutant emissions from goods movement sources - in particular from ships, trucks, train locomotives, cranes and other equipment that moves goods - are major sources of regional air pollution that affect both public health and climate. Much of LA County (excluding the Antelope Valley) falls within the South Coast Air Basin (SoCAB), which exceeds federal Clean Air Act standards for ozone and particulate matter (PM<sub>2.5</sub>). Reduction of nitrogen oxides (NOx), a major component of ozone, will require a focus on goods movement sources which constitute approximately 52% of the total NOx emissions for the SoCAB region within the past five years - of these sources heavy-duty trucks and locomotives generated 58% and 7%, respectively, of these goods movement-related NOx emissions.

The public health impacts of goods movement-related air pollution have particularly affected disadvantaged and minority communities located adjacent to major freight corridors and facilities. Residents of disadvantaged, equity-focused communities are more susceptible to respiratory and cardiovascular illnesses and higher death rates associated with exposure to diesel pollution. COVID-19 preyed on these existing preconditions and exposed these existing racial and economic inequities in goods movement-affected communities - home to many essential workers in logistics and other industries - as demonstrated by higher mortality rates linked to health impacts caused by long-term exposure to freight emissions.

These challenges to LA County's economic competitiveness, environmental sustainability and social equity - heightened by the COVID-19 pandemic - have only intensified since Metro last convened regional freight stakeholders and developed the Multi-County Goods Movement Action Plan (2008) with partner agencies in Southern California. Since that time three major developments of great importance to LA County have emerged in the world of goods movement:

- First, the level of funding for goods movement projects has reached its highest level ever, thanks in large part to LA County's passage of two transportation sales taxes in 2008 (Measure R) and 2016 (Measure M), the State's passage of the Road Repair and



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Accountability Act (Senate Bill 1) of 2017 - and its component discretionary grant programs - and the federal passage of the Fixing America's Surface Transportation Act of 2015 (FAST Act) and its new freight-focused grant programs.

- Second, the state and federal governments have recently released new freight plans (the California Freight Mobility Plan 2020 and the National Strategic Freight Plan, respectively) meant to guide policy and investment decisions that will ultimately affect LA County.
- Third, the long-standing concerns raised by equity-focused communities regarding the impacts of goods movement on their vulnerable residents - coupled with the overlapping goal to improve air quality through reducing harmful emissions attributed to freight - have crystallized into aggressive action by state agencies and the Governor in the form of new regulations, mandates and executive orders affecting aspects of goods movement planning and investment priorities.

The 2021 LA County Goods Movement Strategic Plan represents the results of Metro's leadership in bringing together myriad stakeholders from the community, private and public sectors to develop a forward-looking, shared vision for how the county should work together over the next five years to assert itself at the state and federal level and advance common goals. Central to the equity-focused Plan is the Sustainable Freight Competitiveness Framework developed collaboratively with stakeholders to achieve inclusive growth that supports the county's economic competitiveness, environmentally sustainability and social equity goals.

## **DISCUSSION**

The 2021 LA County Goods Movement Strategic Plan is Metro's response to the many freight-related transportation planning challenges that undermine our county's efforts to be economically competitive, environmentally sustainable and socially equitable. Metro neither controls, operates nor maintains many aspects of the regional goods movement system; therefore, to develop this Plan, staff convened an unprecedented array of leaders and stakeholders involved with or impacted by the goods movement system to ensure the Plan reflects and meets the needs of the various public and private agencies, community groups and entities that plan, operate, use, depend on and live near our essential countywide goods movement system.

Developed in consultation with these stakeholders, the Plan is founded on the values of equity and sustainability and sets a direction for Metro as a leader and partner in shaping a more competitive and equitable LA County by serving as:

- **A national leader and regional partner** in implementing a modern, responsive, coordinated and effective freight transportation system through policies, programs and projects that support a competitive global economy; and
- **A steward of equitable and sustainable investments and technological innovation** that will increase regional economic competitiveness, advance environmental goals and provide access to opportunity for county residents.



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From this vision emerged four guiding priorities and correlated questions identified by the Plan's stakeholders that helped create the Sustainable Freight Competitiveness framework:

**1. A Strong Labor Force:**

- Do existing policies and programs position the local labor force of today to support the goods movement industry of tomorrow?
- What education and skill gaps need to be addressed and what opportunities exist to partner across industries and regions to address these gaps?
- Does the regional transportation system provide adequate mobility options to connect existing and future workers to these jobs and industries?

**2. A Safe and Efficient Multimodal System:**

- As the population grows how can we ensure the shared-use system safely meets future demand for capacity?
- Will the multimodal system be able to respond to changes in the way people and goods move?

**3. Strong Markets and Reliable Supply Chains:**

- Do we have a strong, articulated and coherent economic strategy to develop a tactical mix of businesses and policies to foster a vibrant and inclusive economy?
- Are we aware of and protecting against external threats that can disrupt our markets and supply chain?

**4. A Culture of Investment and Innovation:**

- Is the mix of regional leadership, policy environment and available capital sufficient to support investments in infrastructure and technology?
- How do we balance our unique regulatory and policy environment with the need for private sector investment?

Metro will implement the Plan's vision and advance its four guiding priorities over the next five years by undertaking a series of Early Action Initiatives that will allow the region to preserve and enhance LA County's competitiveness in an equitable and sustainable manner. The package of recommendations (Table 1) presents an opportunity for Metro to take a leadership role in addressing goods movement issues in the county, working with local, regional, state and national partners as appropriate. Each of these focus areas (Attachment A, pages 80-99) will be supported by specific implementation steps.



Table 1

**Strategic Goods Movement Early Action Initiatives**

Initiatives	Description
1. Equity for Goods Movement	Initiate a recurrent goods movement-focused task force comprising equity-focused stakeholders as a forum to give and receive input to guide Metro's planning efforts on goods movement-related issues.
2. LA Metro Countywide Clean Truck Initiative	Develop a Countywide Clean Truck Initiative to accelerate the deployment of near-zero and zero-emission trucks in the region to address air quality and public health concerns, particularly for our most vulnerable communities along major freight highway corridors.
3. Southern California Rail Investment Partnership	Craft a public-private framework for a collaborative freight rail investment partnership focused on improving the region's shared-use freight rail corridors.
4. Urban Freight Delivery	Mainstream urban delivery and curbside demand issues across other planning efforts within Metro and LA County jurisdictions to achieve coordinated solutions to address these challenges.
5. Logistics Workforce and Competency	Ensure that LA County has a strong labor pool to support its economy and fill the jobs of tomorrow through research and initiatives to identify and address workforce skillset gaps and investment need.

**Building Equity as a Foundation**

As staff developed the Plan and engaged community stakeholders, the role of equity in the Plan transformed from a component to a core value around which its priorities, strategies and initiatives are centered. The timing of the Plan's finalization allowed staff to capitalize on the treatment of equity within the LRTP, the creation of the Office of Equity and Race and the development of Metro's Equity Platform. In August 2020 the Metro Board adopted an agency-wide definition of equity to guide Metro's work around equity and create project-specific equitable outcomes. The Plan recognizes that disparities and challenges exist in our current goods movement system throughout LA County, and they will persist if we do not intentionally work to eliminate them.

Staff has collaborated with the Executive Officer for Equity and Race to engage various stakeholders from community advocacy, environmental justice, public health and equity fields - with the goal of better understanding equity risk factors that are strongly correlated to goods movement activities to ground the Plan's priorities and strategies in equity considerations. These gatherings were highlighted by the dedicated townhall meeting on Equity and Goods Movement that staff hosted on May 20, 2020 to present the Plan and its context within Metro's overall work on equity. The townhall featured a presentation by the USC Program for Environmental and Regional Equity (PERE) and discussion with stakeholders from throughout the county. Feedback from these meetings was very informative but also emphasized the need for more frequent discussions with these groups to ground -truth future goods movement planning work and to provide more opportunities for Metro to discuss equity-related issues with a larger array of equity-focused stakeholders.



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The Plan recognizes that Metro must continue to develop stronger and more comprehensive opportunities for ongoing dialogue with communities on goods movement issues - partly to gain knowledge and partly to improve trust. The Early Action Initiative to create an equity-focused goods movement working group will help develop the institutional framework for this important discussion to broaden and enrich the dialogue between Metro and our communities on how goods movement planning can help reduce disparities, improve public health and increase opportunities for members of goods-movement impacted communities to share in an inclusive LA County economy.

### Stakeholder Engagement

Over the course of developing the Plan, staff made significant outreach to members of the goods movement industry, regulatory agencies, academic institutions, community-based organizations, technology and equipment manufacturers and workforce development programs. Staff created and hosted four Freight Working Group meetings to develop the elements of the Plan. Additionally, staff supplemented these large meetings with targeted, smaller meetings with various groups for more in-depth discussion on the Plan overall and its Early Action Initiatives. Staff also presented the Plan at multiple meetings for Councils of Governments, economic groups and Metro's Policy Advisory Committee.

The emergence of COVID-19 eliminated the use of in-person meetings starting in March 2020. Staff pivoted to hosting its meetings online and added more opportunities for discussion and stakeholder input through initiative-focused webinars that solicited over 50 participants each. In addition to these webinars and the Equity and Goods Movement townhall, staff also hosted a Telephone Town Hall meeting designed to provide an expanded opportunity for residents most affected by goods movement issues to participate and provide input into the Plan.

The use of online and telephone-focused outreach and conversation proved to be an effective supplement to and alternative for the traditional in-person meetings Metro hosts for its planning work. In particular the Telephone Town Hall meeting, requested by the Board at the June 2020 meeting, proved to be a successful new front for Metro outreach on goods movement issues. On September 22, 2020 Metro made calls to 100,000 home residences for the event - half directed to neighborhoods adjacent to key freight corridors (I-710, I-605, I-5 and SR-60) and half made to other residents throughout the county. The event attracted approximately 3,500 listeners, including 266 Spanish-language participants. Metro Board members Hahn and Dupont-Walker offered opening remarks, while staff from goods movement planning, equity and race and transit operations answered many questions over the course of the hour-long session. The format also allowed for staff to conduct polls which identified several important outcomes, primarily that reducing air pollution associated with goods movement is a strong priority for the participants. Even after the effects of the pandemic subsides, Metro should incorporate more of these types of outreach events as part of the lessons learned from COVID-19 and best practices going forward.

### Goods Movement and COVID-19

COVID-19 has brought the essential nature of the region's goods movement network and the effectiveness of its resilient supply chains to the fore. While much of the Plan discusses the importance of improving LA County's economic competitiveness by building upon and improving our



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multimodal goods movement network, what the pandemic has shown us is that without a strong goods movement system our society will break down in the face of external crisis and supply chain disruptions.

As we respond to COVID-19, the pandemic crisis poses challenges to local, state and federal governments to review and adapt goods movement planning processes of the past as we discover what the “new normal” will be going forward. In particular we must understand how the disparities in the impacts of COVID-19 on the county’s minority and disadvantaged populations - especially those compromised by air quality impacts - must lead to and support the county’s renewed commitment to address equity and sustainability needs head-on.

Metro has an opportunity to guide the county’s recovery from COVID-19 across all of its work. For the goods movement industry, Metro should seek ways to support the freight infrastructure development needed to maintain and increase national market share, to strengthen the regional logistics workforce and competency and to deliver on sustainability and equity goals to lift up communities burdened with a long history of poor investment and ongoing freight industry impacts. Through the strategies and recommendations presented in the final Plan, staff aims to provide the Board with a stakeholder-guided, consensus-based roadmap to deal with these many challenges over the next five years.

#### Internal Next Steps

Metro began the development of the Plan by meeting with representatives from across Countywide Planning and Development planning divisions and other Metro departments to determine (1) the goods movement impacts and opportunities that affected their work and (2) how the Plan could help them meet their respective goals.

What became clear during these discussions is that - given the shared use nature of our multimodal transportation system - goods movement issues do affect many aspects of Metro’s day-to-day work, including the safe operation of buses; development of complete streets and active transportation plans and programs; implementation of workforce development, sustainability and equity goals; and construction of Measure R and M transit and highway projects.

Metro staff remained engaged throughout the development of the Plan by participating in the Freight Working Group meetings, providing input and helping craft the Plan’s Vision, Goals and Early Action Initiatives. In concert with the implementation of the Plan’s Priorities and Early Action Initiatives, staff will take additional steps to mainstream goods movement planning within Metro through various activities such as the following:

- convening regular meetings for staff across departments to discuss current issues related to goods movement;
- working with the Office of Equity and Race to advance Metro’s Equity Platform;
- supporting multimodal planning efforts;
- identifying freight-related projects to be developed for future grant applications;
- exploring freight-related technologies and applications;



- hosting a cross-disciplinary curbside mobility working group; and
- updating existing and future planning documents with additional goods movement-related planning goals and needs.

### Equity Platform

The LA County Goods Movement Strategic Plan supports three of the four Equity Platform Pillars I (Define and Measure), II (Listen and Learn) and III (Focus and Deliver).

Pillar I (Define and Measure): By focusing on Equity and Sustainability as the core element of the Plan, working with stakeholders to receive input on equity concerns and creating inclusive conversations on goods movement issues, the Plan calls for developing measurable objectives around goods movement issues to guide Metro's advancement of equity goals for LA County.

Pillar II (Listen and Learn): Staff held targeted meetings with key equity-focused communities and representatives to gain an understanding of equity needs for the region. Staff also coordinated with the Executive Officer for Equity and Race to develop opportunities for input via webinar and telephone town hall. To build on this foundational relationship, staff will establish an ongoing working group tailored specifically to goods movement equity-focused organizations and develop forums for discussion to inform Metro's goods movement planning and help achieve desirable outcomes for LA County.

Pillar III (Focus and Deliver): The Plan, through input from our stakeholders, identifies where Metro can lead and where Metro can partner in implementing equity-conscious policies and programs to improve health, sustainability and access to opportunities, promote inclusive economic growth and ameliorate the quality of life for those most impacted by freight externalities in LA County.

### **DETERMINATION OF SAFETY IMPACT**

This item does not have a direct safety impact for Metro, but it does address Metro's commitment to safety and supports collaboration with other goods movement stakeholders to develop a safer multimodal goods movement system and improve public health.

### **FINANCIAL IMPACT**

Adoption of the final 2021 LA County Goods Movement Strategic Plan will not have any financial impact to the agency.

#### Impact to Budget

No impact to the budget is anticipated as a result of this item.

### **IMPLEMENTATION OF STRATEGIC PLAN GOALS**

The 2021 LA County Goods Movement Strategic Plan supports implementation of the following



Strategic Plan Goals:

**1. Provide high-quality mobility options that enable people to spend less time traveling**

- The Plan includes efforts to improve the efficiency of goods movement on the county's shared multimodal transportation system, as well as calls for investment to support added capacity for regional rail transit opportunities.
- Inclusion of goods movement planning in existing Metro planning efforts, such as Complete Streets and curbside management, will help reduce congestion and impacts to mobility at the local community level.

**3. Enhance communities and lives through mobility and access to opportunity**

- The Plan calls for providing more transit connectivity for logistics workforce members to jobs currently difficult to reach by transit.
- Developing equity and logistics workforce development initiatives will support local access to opportunity, especially for some of the more disadvantaged, freight-impacted communities in LA County.

**4. Transform LA County through regional collaboration and national leadership.**

- The Plan identifies priorities and policies generated through regional collaboration and stakeholder engagement to drive funding and policymaking decisions at the state and federal level in support of LA County goals.

## **ALTERNATIVES CONSIDERED**

The Metro Board can choose to delay adoption of the 2021 LA County Goods Movement Strategic Plan. Delay in adopting the plan will hinder Metro's ability to mainstream the importance of goods movement planning within the agency and to implement the five Early Action Initiatives that seek to provide improvements to equity, air quality, workforce development, local curbside management and strategic investment in our multimodal freight system.

## **NEXT STEPS**

Upon Board approval of the final 2021 LA County Goods Movement Strategic Plan, staff will further develop and begin implementation for each of the Early Action Initiatives. Staff will subsequently report to the Board every quarter with an update on goods movement planning activities.


## **ATTACHMENTS**

Attachment A - Final 2021 LA County Goods Movement Strategic Plan  
Attachment B - Public Comment and Support Letters  
Attachment C - Webinars



Prepared by: Akiko Yamagami, Manager, Transportation Planning (213) 418-3114  
Michael Cano, DEO, Countywide Planning & Development, (213) 418-3010  
Wil Ridder, EO, Countywide Planning & Development, (213) 922-2887  
Laurie Lombardi, SEO, Countywide Planning & Development, (213) 418-3251

Reviewed by: James de la Loza, Chief Planning Officer, (213) 922-2920



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Phillip A. Washington  
Chief Executive Officer





Metro®

We're planning a better way  
to move goods.

2021 LA County Goods Movement Strategic Plan



# Table of Contents

## In Memory

LA Metro honors the memory and legacy of Connie Rivera, the Public Affairs Director for the Alameda Corridor Transportation Authority, who for many years provided tremendous insight, wisdom, leadership and her trademark great sense of humor in many LA County goods movement forums and discussions.

A product of Southern California, Connie resided in Long Beach, attended local schools and earned her bachelor's degree from Cal State University, Long Beach. She was passionate about her family and serving her community through the YMCA and Rotary Club. She will be remembered fondly by her many colleagues, especially the Ladies of Logistics, an informal group of women in non-traditional jobs leading and serving the logistics industry in Southern California.

Connie led with humility and graced Metro as a member of the Freight Working Group – her voice is embedded within the vision, principles and priorities of the LA County Goods Movement Strategic Plan. Metro dedicates this plan to Connie's memory and her unwavering belief that through hard work, collaboration and kindness people can come together to lift up and improve the quality of life for all LA County residents, families and communities.

## In Tribute

LA County owes a deep debt of gratitude to the truck drivers, warehouse workers and all essential members of the logistics sector for keeping our homes, businesses and hospitals supplied with food, medicine and other necessities during the COVID-19 crisis. Your dedication and bravery ensured our families would be fed and have access to necessary goods at a critical time in our history. We honor those members of this vital industry that lost their lives during the pandemic and support your future efforts to distribute life-saving vaccines and treatments to all in need. Thank you.

## In Thanks

LA Metro extends its deepest appreciation and thanks to the many community members, elected officials, agency staff members and executive leaders that came together over many meetings – in person and virtually – to develop the vision, mission and initiatives for the 2021 LA County Goods Movement Strategic Plan. Metro seeks to reflect within this plan the many hours of input you contributed and the collective vision you helped create to improve the goods movement system and the quality of life for all of LA County's residents, businesses and future generations.

## Introduction

Letter from the CEO	10
Metro's Call to Action	12

## Goods movement is the lifeblood of our regional economy.

Where goods flow, the economy grows.	18
This plan is a new strategic direction.	22
Metro can't do it alone.	24
Our multimodal network drives a global powerhouse.	28
Freight is our economy in motion.	32
Goods movement drives our quality of life.	36
Goods movement sectors provide pathways to sustainable employment.	38

## We have challenges to solve.

We have compounding challenges.	42
Anticipated Growth Will Affect Every Mode	44
Losing National Market Share	48
Cargo Race to Chicago	50
Major Safety Concerns	52
Evolving Workforce Needs	54
Air Quality Challenges and Implications	56
Congestion at the Curb	58
Competing Investment Priorities	59
Case Study: What it Takes to Deliver an Infrastructure Mega-Project	60
We must remedy negative impacts.	62
We acknowledge past wrongdoings.	66
What is COVID-19 teaching us about goods movement?	68
LA County's competitiveness is at risk.	70

## How will we get to better?

Here's our roadmap.	78
Initiative 1: Equity for Goods Movement	80
Initiative 2: LA Metro Countywide Clean Truck Initiative	84
Initiative 3: Southern California Rail Investment Partnership	88
Initiative 4: Urban Freight Delivery	92
Initiative 5: Investment in Logistics Workforce and Competency	96
Implementing the Plan: Internal Next Steps for Metro	100

## Let's get moving.

## Tables

Figure 1	Strategic Goods Movement Early Action Initiatives	15
Figure 3	LA County Stakeholders	25
Figure 4	Regional, State and Federal Relationships	26
Figure 9	Total Value of Shipments/Sales/Revenues and E-commerce Share (2018) (\$ in Millions)	33
Figure 24	Location Quotient by Goods Movement Jobs, 2019	55
Figure 27	Gerald Desmond Bridge Replacement Project Major Milestones	61
Figure 28	Gerald Desmond Bridge Replacement Project Funding by Sources (\$ in thousands)	61
Figure 33	Strategic Goods Movement Early Action Initiatives	78

## Maps

Figure 5	LA COUNTY'S MULTIMODAL GOODS MOVEMENT NETWORK	29
Figure 6	VOLUMES ON THE NATIONAL HIGHWAY FREIGHT NETWORK	30
Figure 7	LA COUNTY MAINLINE RAIL NETWORK	31
Figure 17	TRUCK SPEED DELAY LOCATIONS	45
Figure 20	NORTH AMERICA TRADE GATEWAY: CHICAGO	51
Figure 21	HIGHWAY TRUCK COLLISIONS (JANUARY 2014 – DECEMBER 2018)	53
Figure 29	EXPOSURE TO AIR POLLUTION FROM ALL VEHICLES IN LA COUNTY	63
Figure 30	INEQUITABLE IMPACTS	65
Figure 31	HISTORICALLY REDLINED COMMUNITIES IN SOUTH LA	67

## Charts

Figure 2	Metro's Framework for Improving Mobility in LA County	23
Figure 8	Top 13 U.S. States by Number of Manufacturing Firms, 2018 (in thousands)	32
Figure 10	Total Value of Shipments/Sales and E-commerce Share Trend (2000-2018) (\$ in millions)	33
Figure 11	LA County Sales Taxes Generated by Business Types, 2018 (\$ in millions)	34
Figure 12	Jobs Generated through the San Pedro Bay Port Complex	38
Figure 13	Total Flow of Goods by Trucks and All Modes (in million tons)	42
Figure 14	Value of Goods Movement by Mode in the LA Region (\$ in billions)	42
Figure 15	LA International Airport Air Cargo in Tons (Freight and Mail Cargo)	43
Figure 16	Daily Heavy-duty Truck Hours of Delay	44
Figure 18	Port Cargo Growth (2006-2019)	49
Figure 19	TEU Container Forecasts for the San Pedro Bay Ports (in millions)	49
Figure 22	Annual Median Earnings and Annual Living Wage, 2019	55
Figure 23	Annual Average Wage by Goods Movement Jobs, 2019	55
Figure 25	NOx Reduction Amount Needed to Demonstrate the Eight-hour Ozone Standards Attainment (Tons/Day)	57
Figure 26	State and Federal Funding Requested and Awarded for California Freight Infrastructure Projects	59
Figure 32	Our Framework	72



*LA County's goods movement system is the backbone of our regional economy. It supports our current standard of living.*

Our vibrant system continues to evolve through emerging industries and technologies, generating billions of dollars and thousands of jobs.

DRAFT



Source: Performance Team



Global supply chains are changing and rival ports are expanding, shifting dollars and jobs away from LA County. Growing demand for goods has increased vehicular traffic and decreased air quality, threatening our region's health, mobility and competitiveness.

*Worse, a legacy of inequitable policies, displacements and investments has placed freight-related burdens primarily on low-income communities of color.*



Source: Jae C. Hong/Associated Press



In response to these local and global challenges, we have a plan that will make LA County more resilient and efficient.

Our transformative plan is economically competitive, environmentally sustainable and socially equitable for our friends and neighbors. *It's a shared vision, a path to better health and prosperity for everyone.*



DRAFT



# Letter from the CEO

Dear Friends,

**The LA County Goods Movement Strategic Plan sets forth a bold and timely course of action for Metro to lead and partner with our regional stakeholders to create a future LA County that is economically competitive, environmentally sustainable and socially equitable.**

**The timing of the plan could not be better – as our nation shut down in response to COVID-19, we saw clearly how our goods movement industry is vital to keep our families fed, our businesses open and our hospitals fully stocked. We also saw how pre-existing inequities and poor health caused by the movement of freight are further exacerbated by the deadly health and economic impacts of this devastating global pandemic.**

**This strategic plan is a call to action for LA County stakeholders and our state and federal partners to work together today on behalf of our 10.3 million residents to respond to the many freight-related challenges that will constrain our inclusive, sustainable shared prosperity of tomorrow.**

The national and regional importance of the Ports of Long Beach and LA cannot be understated – an estimated 40% of waterborne cargo entering the United States flows through the San Pedro Bay Ports and one-third of all jobs in the region are dependent upon the goods movement industry. Our goods movement system is the lifeblood of an LA County economy that would be the 18th largest in the world if we were considered a nation.

LA County's position as the nation's pre-eminent trade gateway, thanks in large part to our proximity to Pacific Rim markets, faces strong competition from other regions in the country that have invested in their ports and landside infrastructure to siphon discretionary cargo – and the jobs, tax revenues and opportunities for upward social mobility that come with it – from Southern California.

**Metro must take an active leadership role working with our goods movement stakeholders to reverse this trend.** To do so we must invest in our shared use multimodal transportation system that moves people and goods to produce the requisite efficiencies and capacity that will create an infrastructure inheritance for future generations of Angelenos to enjoy greater mobility, cleaner air, economic prosperity and equitable opportunity. We will seek funding and supportive policies from our state and federal partners that rely so heavily on the economic activity generated by our LA County ports.

With this looming crisis in mind, Metro convened an unprecedented array of leaders from local communities, the goods movement industry, public agencies and the private sector to help us develop a plan that reflects the current concerns, priorities and goals of LA County as a whole. Our stakeholders confirmed Metro's view that increasing our economic competitiveness must include a commitment to environmental sustainability and regional equity. Metro believes these goals are complementary, not mutually exclusive. With this in mind our colleagues came to a consensus that Metro should promote a sustainable freight competitiveness framework that is **centered on equity**.

From this framework emerged five early action initiatives our partners identified as near-term equity-conscious strategies to implement the plan's vision: (1) creating a formal, recurring equity freight working group; (2) deploying cleaner truck technology to displace diesel operations on freight-intense highway corridors; (3) forming a high-level freight rail partnership to drive investment into the LA County; (4) leading a countywide discussion on the role of goods movement needs in curbside management planning and policies; and (5) partnering across the region to foster workforce development programs that support the freight labor needs of tomorrow.

The goods movement challenges facing LA County require Metro and our partners to work together with urgency and take bold leadership to implement this inclusive, sustainable and equitable strategic plan to engender robust economic growth and shared prosperity. We thank our regional partners and Metro staff for their tireless support to create this dynamic, transformative plan that will guide Metro's goods movement planning activities over the next five years and to achieve together what we cannot accomplish alone.

Delivering the strategies within this plan will position LA County to provide outstanding passenger and freight transportation to the world when we host the 2026 World Cup and 2028 LA Summer Olympic Games, and to make good on our promises to our residents that entrusted us with implementing Measure R (2008) and Measure M (2016).

We have much work to do before then, so let's get moving.

Sincerely,



Phillip A. Washington  
Chief Executive Officer

DRAFT



# Metro's Call to Action

The 2021 LA County Goods Movement Strategic Plan is Metro's response to the many freight-related transportation planning challenges that undermine our county's efforts to be economically competitive, environmentally sustainable and socially equitable. As the nation's most populous county with the country's busiest seaport complex, LA County reaps tremendous economic and employment benefits from – yet suffers impacts to local communities, mobility and public health due to – the tremendous volume of containers moved through the San Pedro Bay Ports annually, the thousands of trucks and trains that distribute goods daily throughout the region and the facilities that support the region's goods movement industry.

These challenges have only intensified since Metro last convened regional freight stakeholders and developed the Multi-County Goods Movement Action Plan (2008) with partner agencies in Southern California. Since that time three major developments have emerged in the world of goods movement of great importance to LA County.

- > First, the level of funding for goods movement projects has reached its highest level ever, thanks in large part to LA County's passage of two transportation sales taxes in 2008 (Measure R) and 2016 (Measure M), the state's passage of the Road Repair and Accountability Act of 2017 (Senate Bill 1) – and its component discretionary grant programs – and the federal passage of the Fixing America's Surface Transportation Act of 2015 (FAST Act) and its new freight-focused grant programs.
- > Second, the state and federal governments have recently released new freight plans (the California Freight Mobility Plan 2020 and the National Strategic Freight Plan, respectively) meant to guide policy and investment decisions that will ultimately affect LA County.
- > Third, the long-standing concerns raised by equity-focused communities regarding the impacts of goods movement on their vulnerable residents – coupled with the overlapping goal to improve air quality through reducing harmful emissions attributed to freight – have crystallized into aggressive action by state agencies and the Governor in the form of new regulations, mandates and executive orders affecting aspects of goods movement planning.

The 2021 LA County Goods Movement Strategic Plan represents the results of Metro's leadership in bringing together myriad of stakeholders from the community, private and public sectors to develop a shared vision for how the county should work together over the next five years to advance common goals and assert itself at the state and federal level. Central to the plan is the strategic framework developed collaboratively with stakeholders to achieve inclusive growth that supports the county's economic competitiveness, environmental sustainability and social equity goals.

This plan aligns with Metro's Vision 2020 Strategic Plan and 2028 Long Range Transportation Plan and sets forth the early action initiatives and priorities for Metro's goods movement planning activities over the next five years.





Goods Movement Vision

Metro endeavors to serve LA County as:

- > A **national leader** and **regional partner** in implementing a modern, responsive, coordinated and effective freight transportation system through policies, programs and projects that support a competitive global economy; and as
- > A steward of **equitable and sustainable investments** and **technological innovation** that will increase regional economic competitiveness, advance environmental goals and provide access to opportunity for county residents.

Guiding Values

**Equity and Sustainability:** The Goods Movement Strategic Plan is founded on the values of equity and sustainability. The strategies and initiatives developed through the plan seek to elevate and engrain these values into its priorities and early action initiatives.

Guiding Priorities

**A Strong Labor Force:** Do existing policies and programs position the local labor force of today to support the goods movement industry of tomorrow? What are the education and skill gaps that need to be addressed? Where are the opportunities to partner across industries and regions to enhance the labor force? Does the regional transportation system provide adequate mobility options to connect existing and future workers to these jobs and industries?

**A Safe and Efficient Multimodal System:** As the population grows how can we ensure the shared use system safely meets future demand for capacity? Will the multimodal system be able to respond to changes in the way people and goods move? Are mitigations and improvements scheduled to be implemented to reduce impacts associated with greater use of the system?

**Strong Markets and Reliable Supply Chains:** Do we have a strong, articulated and coherent economic strategy to develop a vital mix of businesses and policies to foster a vibrant and inclusive economy? Are we aware of and protecting against external threats that can disrupt our markets and supply chain?

**A Culture of Investment and Innovation:** Is the mix of regional leadership, policy environment and available capital sufficient to support investments in infrastructure and technology? How do we balance our unique regulatory and policy environment with the need for private sector investment?

Strategic Goods Movement Early Action Initiatives

Metro developed the following early action initiatives and strategies to operationalize the plan’s guiding values and priorities. These initiatives reflect input and feedback Metro received from goods movement stakeholders and partners, presenting an opportunity for Metro to take a leadership role addressing LA County goods movement issues, while partnering and collaborating with local, regional, state and federal partners.

Figure 1  
Strategic Goods Movement Early Action Initiatives

Initiatives	Strategies
<b>1. Equity for Goods Movement</b>  Initiate a recurrent goods movement-focused task force comprising equity-focused stakeholders as a forum to give and receive input to guide Metro's planning efforts on goods movement related issues.	1.1 Engage in meaningful, ongoing dialogue with equity-focused stakeholders and experts to develop a deeper understanding of equity issues, risk factors and disparities so that equity considerations are mainstreamed in Metro's Goods Movement planning efforts.  1.2 Develop a list of equity risk factors that are most affected by goods movement activities and create performance measures to track progress and link Metro's equity promises and accountability.  1.3 Develop an information clearinghouse on goods movement equity strategies and programs in partnership with other departments within Metro in support of an agencywide Equity Program.
<b>2. LA Metro Countywide Clean Truck Initiative</b>  Develop a Countywide Clean Truck Initiative to accelerate the deployment of near-zero and zero emission trucks in the region to address air quality and public health concerns, particularly for our most vulnerable communities along major freight highway corridors.	2.1 Establish a formal, recurring Countywide Clean Truck Initiative Working Group consisting of representatives from community groups, local/state/federal agencies, the trucking industry, air quality regulators, the ports, utilities, Caltrans, researchers and manufacturers.  2.2 Develop an information clearinghouse in partnership with other agencies for Countywide Clean Truck Initiative programs.  2.3 Establish revenue streams to fund the Countywide Clean Truck Initiative.  2.4 Develop scope, funding eligibility, funding methods, evaluation processes, performance metrics and performance monitoring mechanisms for programs developed through the Countywide Clean Truck Initiative.  2.5 Develop and implement the 710 Clean Truck Program on the I-710 corridor.
<b>3. Southern California Rail Investment Partnership</b>  Craft a public-private framework for a collaborative freight rail investment partnership focused on improving the region's shared use freight rail corridors.	3.1 Develop a freight rail investment partnership for LA County.  3.2 Assess and implement opportunities to realize equity and sustainability goals.  3.3 Develop an LA County Freight Rail Investment Legislative Platform.  3.4 Support regional mobility goals through the improvement of shared use transportation infrastructure.
<b>4. Urban Freight Delivery</b>  Mainstream urban delivery and curbside demand issues across other planning efforts within Metro and LA County jurisdictions to achieve coordinated solutions to address these challenges.	4.1 Understand the scope and magnitude of issues surrounding urban delivery issues across the county.  4.2 Continue the curbside mobility forum as a recurring event.  4.3 Develop Metro's Curbside Mobility Policy platform.  4.4 Create a countywide data portal for curbside demand management.  4.5 Pursue pilot projects to test findings from all the aforementioned efforts.
<b>5. Logistics Workforce and Competency</b>  Ensure that LA County has a strong labor pool to support its economy through research and initiatives to identify and address workforce skillset gaps and investment needs.	5.1 Partner with academic and research institutions to pursue applied research to understand gaps in skills and competencies of the region's logistics workforce that are sought after by employers.  5.2 Expand Metro's partnership with trade schools, community colleges and major employers to offer opportunities to experiment and validate existing workforce development programs.  5.3 Expand Metro's local and targeted hiring policies to benefit historically disadvantaged community members.  5.4 Expand Metro's current training programs with the foresight to train the workforce of the future to ensure it will be equipped to respond to changing technologies in the transportation and transit industry.  5.5 Advocate for regional, state and federal funding programs for building and enhancing workforce development and competency to ensure that workers in LA County will be able to capitalize on employment opportunities.  5.6 Improve the countywide transit service network offered by Metro and regional partners to meet the needs of the goods movement workforce and enhance its ability to access desirable jobs and training sites.



# Goods movement is the lifeblood of our regional economy.

LA County's extensive goods movement transportation network, which includes deep water ports, airports, railways and freeways, has positioned the region as one of the most dynamic and competitive markets in the entire world. We are the gateway of choice for international trade and our system supports the everyday need of local residents and the economies of California and the United States.





# Where goods flow, the economy grows.

Successful societies across the history of civilization share similar hallmarks – in particular, their economic competitiveness and quality of life depend greatly on a strong transportation system that allows for the efficient movement and delivery of goods. This flow of goods serves as a physical manifestation of the millions of consumer economic choices and production activities that fuel our daily lives.

Unsurprisingly, the rise of LA County as the 18th largest economy in the world (2020)<sup>1</sup> – and as a regional, national and international economic, industrial and manufacturing powerhouse – traces its genesis directly to the development of its regional, multimodal freight system. The arrival of the Santa Fe Railroad in 1885, the founding of the Port of Los Angeles in 1907 and the Port of Long Beach in 1911 and the post-war development of the region's extensive freeway system connected local and regional industries to national and global markets. These developments fostered the county's growth in economic opportunity, attracted westward migration and improved the quality of life for all Southern Californians. This symbiotic relationship remains true today, even as the LA County freight network has expanded into a sophisticated system of marine terminals, railroads, highway corridors and air cargo facilities, while the industries supported by this system have evolved beyond dairy, citrus and oil production to include aerospace and defense, bio-science, technology and logistics.

Today, LA County's goods movement system is the backbone of the regional and national economy. This "system of systems" is the lifeblood for industries that contribute billions to the regional economy and provide thousands of jobs nationwide. This system has helped the county become the gateway of choice for international trade and is key to the attraction, retention and growth of county businesses and their attendant employment opportunities. At the local level this multimodal network facilitates a robust and convenient urban quality of life by allowing residents and businesses to access goods from across town or around the world, all delivered to their doorsteps, sometimes in a matter of hours.

Existing conflicts and looming problems threaten LA County's economic competitiveness. These factors include high costs of conducting business, recurrent congestion, local to national policies and regulations that create uncertainty over benefits of operating business through the county and intensifying competition from East Coast, Gulf Coast and Canadian ports. Most recently in 2019 LA County's preeminence in attracting discretionary international cargo into the United States was endangered as the laden container volume at the Port of Long Beach dropped from second to third place in national container port rankings<sup>2</sup>.

While the productivity and efficiency improvements in a healthy goods movement system materialize, such as lower prices of goods and product availability, the prosperity brought by robust economic activities has been shared unevenly across communities, thus resulting in a series of challenges that increasingly threaten the county's ability to ensure quality of life for everyone. Historically underserved communities, particularly those near goods movement corridors and facilities, lose community cohesiveness and suffer displacement due to freeway construction, bear disproportionate exposure to pollutant emissions and their associated health impacts and lack sufficient means to realize upward mobility as a result of long-standing adversarial public policy and investment decisions.



Source: Performance Team

We find ourselves at an important juncture in LA County's history. Rival North American trade gateways have invested heavily to vie for discretionary cargo and gain market share, leading to the siphoning away of our region's economic prosperity. To fend off these competitors, LA County must also invest in its multimodal freight system – an effort to be conducted within the policy parameters of achieving future mobility goals and air quality mandates, while acknowledging and addressing past inequitable policies and investment decisions. LA County must rise to meet these challenges and steer a course toward economic prosperity and opportunity that is built on equity, inclusion and sustainability. This 2021 LA County Goods Movement Strategic Plan (the plan) will help guide that course. Through the development and implementation of this plan, Metro has an opportunity to lead the region in identifying and addressing goods movement challenges and to partner with myriad regional goods movement stakeholders to allow the nation's most populous county to make progress toward its economic, mobility, environmental and equity goals.

LA County's goods movement system is the lifeblood for industries that contribute billions to the regional economy and provide millions of jobs nationwide.



## LA County Goods Movement at a Glance

In 2018, the San Pedro Bay Ports together ranked as the largest container port complex in the United States and the **9th largest in the world**<sup>3</sup>.

In 2018, LAX was ranked the **4th busiest cargo airport** in the United States and **10th in the world**<sup>4</sup>.

In 2018, **29.5% of intermodal containers** flowing through the ports were moved by BNSF Railway and Union Pacific Railroad<sup>5</sup>.

In 2019, LA County housed nearly **495 million square feet** of manufacturing space and nearly **568 million square feet** of warehouse space<sup>6</sup>.

The multimodal freight system serves the goods movement and mobility needs of the nation's most populous county – with **over 10 million residents** – and an estimated **50 million visitors** annually.

In 2019, the LA region, the nation's top-ranked customs district, registered **\$486 billion worth of exports** and imports transported through the San Pedro Bay Ports and the Los Angeles International Airport (LAX)<sup>7</sup>.

LA County is the “food capital” of the United States, serving as the core of the nation's food supply chain. In 2012, LA County **ranked 1st** (by county) in both food outflow and inflow, **shipping 33% and receiving 78% more tons of food** than the #2 county<sup>8</sup>.



Image to come

Image to come Los Angeles World Airports

Source: Los Angeles World Airports



# This plan is a new strategic direction.

Metro’s mission is to provide a world-class transportation system that enhances quality of life for all who live, work and play within LA County. How Metro will achieve this broad mission over the next 10 years is guided by two key planning initiatives.

### Vision 2028

Adopted by the Metro Board in June 2018, this is the agency’s big picture plan for improving mobility across LA County. As outlined in the *Vision 2028 Strategic Plan*, Metro’s visionary outcome is to double the share of transportation modes other than solo driving. Its five goals underpin all of Metro’s activities, including this Goods Movement Strategic Plan:

- 1 Provide high-quality mobility options that enable people to spend less time traveling
- 2 Deliver outstanding trip experiences for all users of the transportation system
- 3 Enhance communities and lives through mobility and access to opportunity
- 4 Transform LA County through regional collaboration and national leadership
- 5 Provide responsive, accountable, and trustworthy governance within the Metro organization

### Long Range Transportation Plan (LRTP)

This plan serves as the blueprint for how Metro will spend anticipated revenues in the coming decades to operate and maintain both our existing and planned system<sup>9</sup>. This blueprint will be informed by a variety of other Metro plans, including this Goods Movement Strategic Plan.

This Goods Movement Strategic Plan is Metro’s response to the many freight-related challenges we face. It defines the vision of Metro and the goods movement stakeholders, and aligns that vision with Metro’s overall mission and goals. The plan describes how Metro should work with local, regional, state and national partners to improve LA County’s competitiveness in an equitable and sustainable manner, delineating which initiatives Metro should lead, partner and support. Altogether, this plan provides a strategic framework to guide Metro’s goods movement-related planning activities, investments, partnerships and decision-making over the next five to seven years.

### Our Goods Movement Vision

Metro’s Goods Movement vision is that the implementation of this plan will allow Metro to become:

- > A national leader and regional partner in implementing a modern, responsive, coordinated and effective freight transportation system through policies, programs and projects that support a competitive global economy; and
- > A steward of equitable and sustainable investments and technological innovations that will increase regional economic competitiveness, advance environmental goals and provide access to opportunity for county residents.

Metro’s Goods Movement vision fits squarely within these existing frameworks.

### Access to Opportunity

Well-planned goods movement activities foster sustainable economic competitiveness and create job opportunities that offer access to upward mobility.

### Complete Streets

Integrating urban goods movement needs into complete streets planning helps create safe and thriving communities by reducing conflicts between people and freight activities.

### Less Congestion

Efficient freight movements on shared use rail and highway corridors reduce congestion, create additional opportunities for transit and support the timely movement of goods.

Figure 2

Metro’s Framework for Improving Mobility in LA County





# Metro can’t do it alone.

The movement of goods within and through LA County depends upon, impacts and supports many communities, businesses, organizations, public agencies and private companies. Numerous agencies plan, fund and regulate the “economy in motion” at the local, regional, state and federal levels. Metro must rely on a robust and diverse network of these vital stakeholders to develop a Goods Movement Strategic Plan that is relevant, impactful and forward-looking. The plan was established on the principle of equity, and focuses on implementing priorities to advance LA County’s sustainable freight competitiveness that aligns with regional, state and federal planning efforts. Accordingly, Metro cannot implement and advance sustainable freight competitiveness priorities alone. To be successful Metro must foster a strong collaboration and partnership with our partner communities, agencies and organizations.

### Policy and Institutional Framework

Metro’s LA County Goods Movement Strategic Plan must be responsive to planning efforts developed by many agencies at the county, regional, state and federal levels. As more funding opportunities and regulatory requirements are established for the goods movement sector, these planning efforts will need to intersect and support each other in a coordinated manner. Convening stakeholders, engaging in dialogue and developing areas of overlapping priorities will be vital to ensuring that Metro’s plan is coordinated with and funded by the many stakeholder agencies involved with advancing goods movement policy and projects.

Figure 3 lists local stakeholders who contributed to the development of the plan. Figure 4 documents the coordination efforts and corresponding plans and funding programs offered at the regional, state and federal level.

Metro must rely on a robust and diverse network of these vital stakeholders to develop a Goods Movement Strategic Plan that is relevant, impactful and forward-looking.

Figure 3  
LA County Stakeholders

Category	Organization
California Transportation Commission (CTC)	Commissioners Fran Inman, Hilary Norton and Dr. Joseph Lyou
Community-based Organizations	BREATHE California of Los Angeles County Coalition for Environmental Health and Justice (CEHA)) Communities for a Better Environment East Yard Communities for Environmental Justice Long Beach Alliance for Children with Asthma
Delivery Service	FedEx United Parcel Service (UPS)
Economic and Workforce Development	Bizfed International Brotherhood of Electrical Workers, Local 11; National Electrical Contractors Association, Los Angeles; LMCC International Brotherhood of Teamsters, Local Union 848 Labor For Sustainability Los Angeles Area Chamber of Commerce Los Angeles County Economic Development Corporation
Equity, Health and Environmental Advocacy	California Endowment Coalition for Clean Air Environmental Defense Fund Natural Resources Defense Council (NRDC)
Freight Industry	FuturePorts LA Customs Brokers & Freight Forwarders Association, Inc.
Freight Railroads – Class I	BNSF Railway Union Pacific Railroad (UP )
Freight Railroads – Class III (Short Line)	Los Angeles Junction Railway (LAJ) Pacific Harbor Line (PHL)
Highway/Auto Policy	Automobile Club of Southern California (AAA)
Local Jurisdictions and Councils of Governments (COGs)	City of Long Beach City of Los Angeles City of Palmdale County of Los Angeles (Department of Public Works) County of Los Angeles, Supervisorial Districts 1, 4 and 5 Gateway Cities Council of Governments North Los Angeles County Transportation Coalition San Gabriel Valley Council of Governments South Bay Cities Council of Governments
Marine Terminals	APM Terminals Pier 400 Los Angeles Long Beach Container Terminal Pacific Merchant Shipping Association (PMSA) TraPac West Basin Container Terminal (WBCT), Yang Ming (America) Corp.
Original Equipment Manufacturers (OEMs)	BYD Motors Cummins Westport Toyota Motor Company US Hybrid

Category	Organization
Ports	Los Angeles World Airports (LAWA) Port of Long Beach Port of Los Angeles
Public Utilities Commission	California Public Utilities Commission
Real Estate Industry	Majestic Realty, Inc. The Commercial Real Estate Development Association (NAIOP) Watson Land Company
Regulatory Agency	California Air Resources Board (CARB) South Coast Air Quality Management District (SCAQMD) U.S. Environmental Protection Agency Region 9
Research/Academic	Calstart CSULB Center for International Trade & Transportation (CITT) METRANS Transportation Center (USC/CSULB) UCLA Luskin Center for Innovation USC Program for Environmental and Regional Equity (PERE)/Equity Research Institute (ERI): Data and Analysis to Power Social Change
Technology	Clean Energy Fuels Los Angeles Cleantech Incubator
Transportation and Planning Agencies	Alameda Corridor Transportation Authority (ACTA) Caltrans District 7 Los Angeles Department of Transportation (LADOT) Metrolink (Southern California Regional Rail Authority) Southern California Association of Governments (SCAG)
Trucking Industry	California Fleet Solutions/Velocity Vehicle Group California Trucking Association Harbor Trucking Association NEXT Trucking
Utilities	Los Angeles Department of Water and Power (LADWP) Southern California Edison Southern California Gas



Figure 4  
Regional, State and Federal Relationships

	Agency	Plans	Funding Programs
Regional	LA Department of Water and Power, Southern California Edison		Charge Ready Transport Program
	Metrolink (Southern California Regional Rail Authority)	Southern California Optimized Rail Expansion (SCORE) Program	
	Mobile Source Air Pollution Reduction Review Committee (MSRC)		Regional Goods Movement Program
	Orange, Riverside, San Bernardino and Ventura Counties		
	Southern California Association of Governments (SCAG)	Regional Transportation Plan/ Sustainable Communities Strategies (RTP/SCS)	
	South Coast Air Quality Management District (SCAQMD)	Air Quality Management Plan (AQMP)	Goods Movement Emission Reduction Projects (Proposition 1B Program)
State	California Air Resources Board (CARB)	California Sustainable Freight Action Plan	Carl Moyer Memorial Air Quality Standards Attainment Program
		The Climate Change Scoping Plan	Clean Off-Road Equipment (CORE) Voucher Incentive Program
		The State Implementation Plan	Hybrid & Zero-Emission Truck & Bus Voucher Incentive Project (HVIP) AB617-Community Air Protection Funds
			Truck Loan Assistance Program
			Volkswagen Environmental Mitigation Trust
	California Department of Transportation (Caltrans)	California State Rail Plan	State Highway Operation and Protection Program (SHOPP)
		Southern California Freight Strategy	
	California Energy Commission (CEC)	Integrated Energy Policy Report (IEPR)	Electric Program Investment Charge (EPIC) Program
			Natural Gas Program
			The Clean Transportation Program
	California Public Utilities Commission (CPUC)		Section 130 Grade Crossing Hazard Elimination Program
			Section 190 Grade Separation Program
	California State Transportation Agency (CalSTA)	California Freight Mobility Plan (CFMP)	Transit & Intercity Rail Capital Program (TIRCP)
		Climate Action Plan on Transportation Infrastructure (CAPTI)	
	California Transportation Commission (CTC)		Senate Bill 1 Solutions for Congested Corridors Program (SCCP)
			Senate Bill 1 Trade Corridor Enhancement Program (TCEP)

	Agency	Plans	Funding Programs
Federal	United States Department of Energy (DOE)		Office of Energy Efficiency and Renewable Energy (EERE)
	United States Department of Transportation (USDOT)		Better Utilizing Investments to Leverage Development (BUILD) Grant Program
			Infrastructure for Rebuilding America (INFRA) Grant Program
	Federal Aviation Administration (FAA)		
	Federal Highway Administration (FHWA)		Advanced Transportation and Congestion Management Technologies Deployment (ATCMTD) Grant Program
			National Highway Freight Program
	Federal Maritime Administration (MARAD)	National Maritime Strategy	Port Infrastructure Development Program (PIDP)
	Federal Railroad Administration (FRA)		Consolidated Rail Infrastructure and Safety Improvements (CRISI) Program
			Railroad Rehabilitation and Improvement Financing (RRIF) Program
	United States Environmental Protection Agency (EPA)		Diesel Emission Reduction Act (DERA) Program
			Targeted Airshed Program



# Our multimodal network drives a global powerhouse.

LA County's robust, multimodal goods movement network drives and sustains the region's status as a global economic powerhouse. This extensive transportation network – comprising deepwater ports, airports, railways and myriad freeways (Figure 5) – fuels the region's standing as one of the most dynamic and competitive markets in the entire world. LA County serves as a national and international goods movement hub, connecting producers and consumers around the globe. Absent trade war tariffs and COVID-19 impacts, nearly 115 million tons of imports and exports worth \$375 billion moved through the San Pedro Bay Ports (the SPB Ports) in 2019<sup>10</sup>. This sum represents nearly three-quarters of the overall west coast containerized import/export market and nearly one-third of the nation's total throughput. Similarly, the Los Angeles International Airport (LAX) handled two million tons of air cargo in 2019, with the value of these exports and imports worth nearly \$121 billion<sup>11</sup>.

LA County's arterial and local street networks provide vital first and last mile access to all types of businesses and residential units. These networks are highly developed so that trucks can make deliveries to fulfill demand from ever-growing population and business activities. More than 29,000 retail

establishments, 24,000 businesses providing accommodation and food services and residential neighborhoods generate demands for truck deliveries on daily basis<sup>12</sup>. These roads are also shared with other travel modes, including buses, passenger cars, active transportation users and transportation network companies such as Lyft and Uber. The impacts of trucks traveling on shared use corridors, operational conflicts between trucks and passenger and transit vehicles and pedestrian and bicyclist safety on these local streets cannot be underestimated.

Much of the county's freight rail network is also a shared mobility corridor with passenger and commuter rail services. Accommodating growth in both freight rail and passenger rail volumes within limited system capacity to support a global powerhouse while ensuring personal mobility and accessibility is a challenging task. Across the county a significant portion of our multimodal goods movement network is a shared system that offers mobility and accessibility to residents and businesses. Accordingly, the performance of our shared multimodal network influences the global competitiveness of our goods movement system at the same time that it impacts personal mobility.

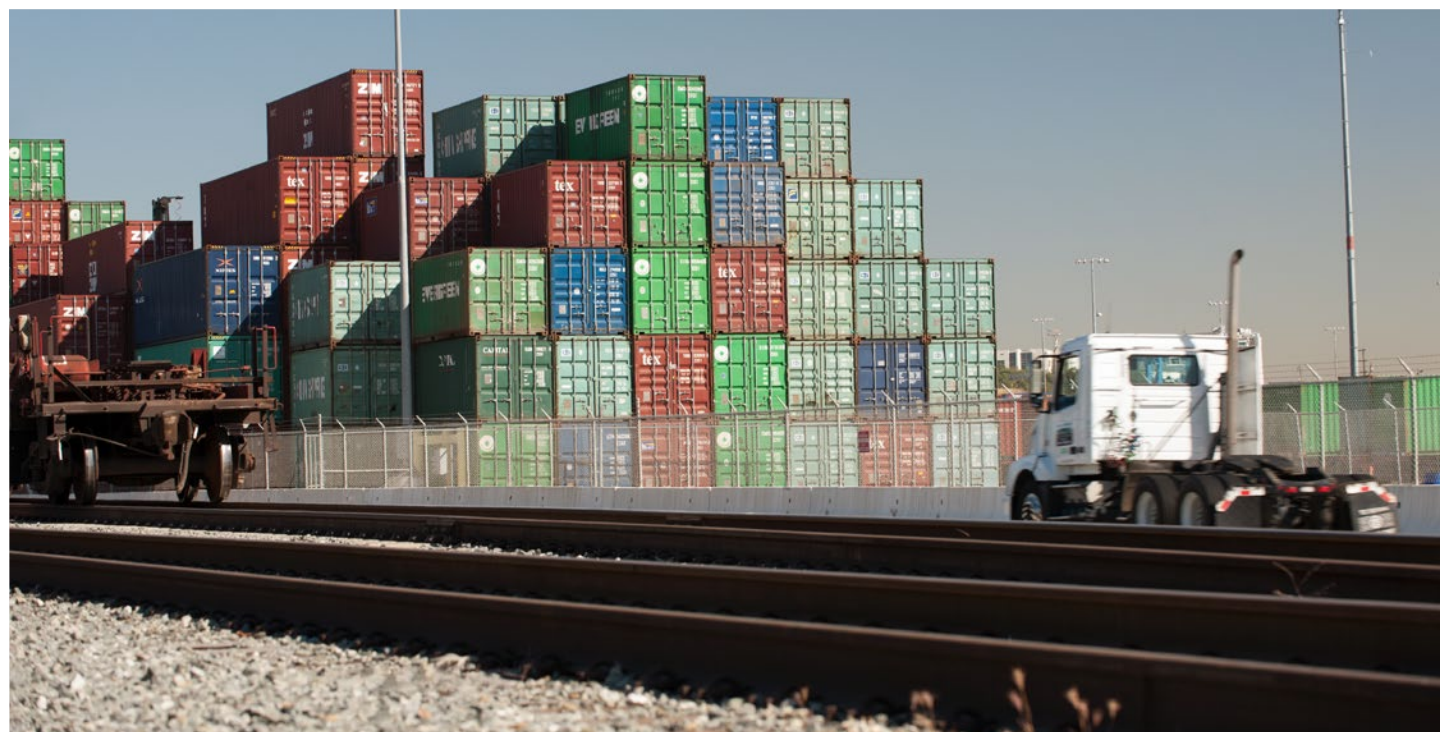


Figure 5

**LA COUNTY'S MULTIMODAL GOODS MOVEMENT NETWORK**



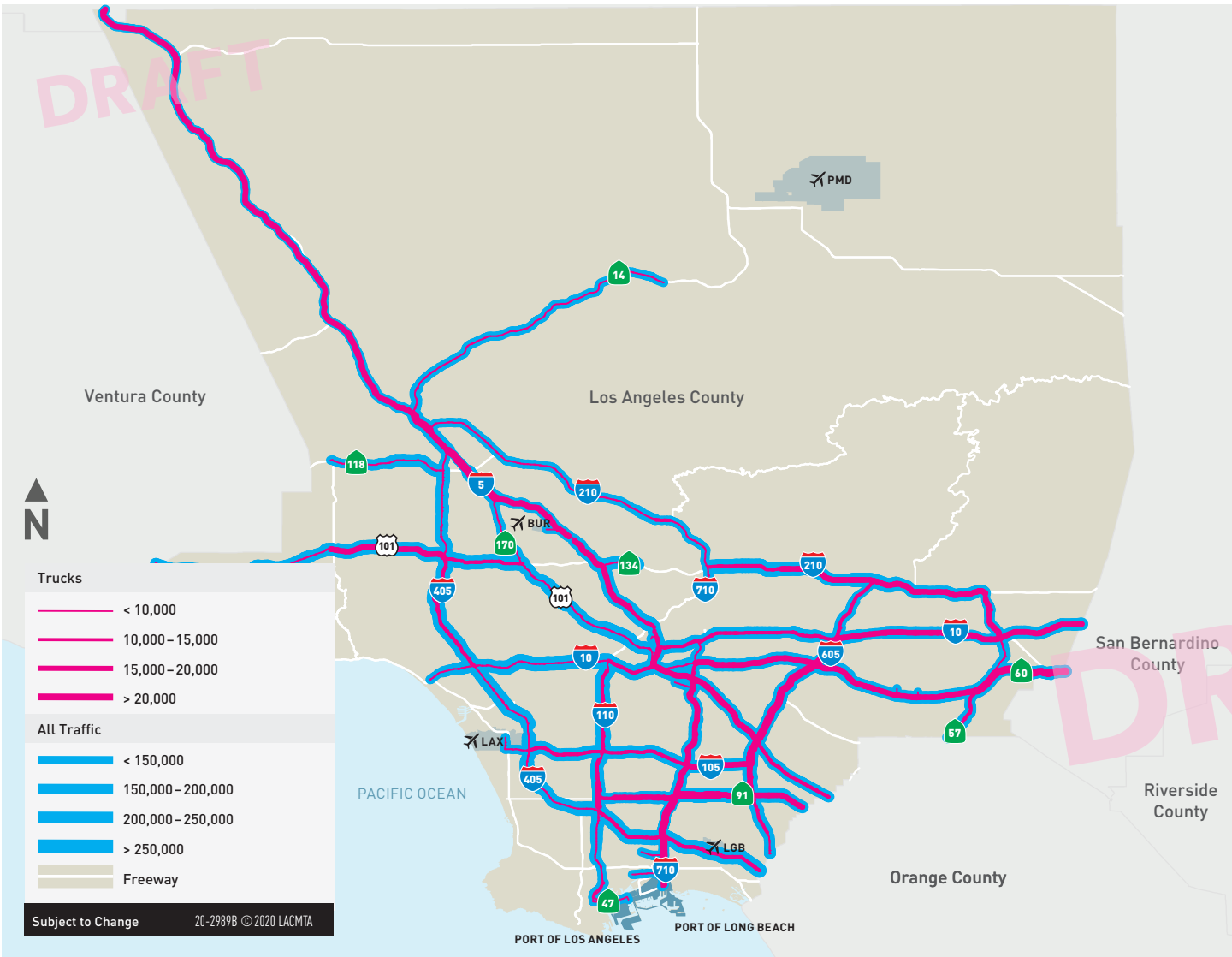
LA County's extensive landside freight network consists of roadways, the Alameda Corridor, and two Class I railroads, BNSF Railway (BNSF) and Union Pacific Railroad (UP). Crisscrossing the county are 314 miles of interstate highways, 201 miles of other highways and expressways, and nearly 47,000 miles of arterial roads. The Alameda Corridor is a dedicated freight rail corridor that connects the SPB Ports to the major intermodal railyards operated by both BNSF and UP about 20 miles north of the SPB Port Complex, near downtown Los Angeles. BNSF and UP are Class I freight railroads that together operate six intermodal railyards in the county and provide vital connections between the SPB Ports and inland markets.

Freight rail is an efficient and effective way of moving a large volume of goods over long distances. In 2018, 29.5% of containerized consumer goods imported from the SPB Ports was moved by rail<sup>13</sup>.

Across the county in 2019, nearly 495 million square feet of manufacturing space and nearly 568 million square feet of warehouse space supported production activities and the flow of goods to meet consumer demand throughout the greater LA region and the nation<sup>14</sup>. Together with the seaports and airports, these industrial spaces and intermodal hubs are connected through the vast network of roadways to form one of the nation's most developed freight transportation systems.



Figure 6  
**VOLUMES ON THE NATIONAL HIGHWAY FREIGHT NETWORK**



LA County is known for its expansive highway system that serves the goods movement and personal mobility needs of over 10 million county residents<sup>15</sup>. This system is also a shared regional, state and national freight resource, connecting adjacent counties, states and national markets to the SPB Ports and local freight facilities – 485.15 miles of LA County's system is designed as part of the National Highway Freight Network, representing nearly 14% of the designated miles in California.

Several freeways (I-710, I-605, SR-60 and SR-91) carry upwards of 25,000 trucks a day on some segments – with SR-60 carrying more than 51,000 daily trucks during its peak traffic hours. Other highway corridors (I-5, I-10, I-15 and I-210) carry on a daily basis more than 20,000 trucks (Figure 6).

These freeways also serve as key commute corridors, handling volumes of up to half a million vehicles per day in some locations<sup>16</sup>. These constrained corridors will only see increased demand from trucks and vehicles as LA County's population, goods consumption and port-related container traffic increase in the coming years.

In LA County BNSF and UP provide freight rail services that connect the SPB Ports to places east of the Rocky Mountains, including many Midwest states and Chicago. Goods moved by rail include imported consumer goods through the SPB Ports and exported items like recycled materials, petroleum products and agricultural products from the Midwest.

Figure 7  
**LA COUNTY MAINLINE RAIL NETWORK**



LA County's freight rail connectivity is critical in supporting agricultural exports from the Midwest as those exports are directly impacted by delays and service disruptions on the rail system and at the SPB Ports.

At the SPB Ports the Pacific Harbor Line (PHL) provides on-dock rail service to both BNSF and UP traffic that travels through the Alameda Corridor to access primary intermodal railyards near downtown Los Angeles. The Los Angeles Junction Railway, located near the LA River in the City of Vernon, provides manifest train service to industrial and merchandise customers that are located in the vicinity.

Within LA County Metrolink (the regional commuter rail operator) and Amtrak also operate over the same rail corridors shared by BNSF and UP. Nearly 40,000 Metrolink passengers board each weekday, while Amtrak's Pacific Surfliner serves five million passengers annually<sup>17</sup>. Over the next 25 years, the LA region's rail traffic is expected to grow significantly in support of the regional and national economy, as well as rail passenger mobility<sup>18</sup>. Without capacity improvements on the shared use system, efforts to accommodate the expected growth in rail ridership and intermodal/domestic freight will be considerably impacted. One opportunity to address this capacity challenge is to form a strategic partnership among the key freight rail stakeholders to identify and secure investment in the rail system, similar to how Chicago and other regions have addressed their capacity problems in the past.



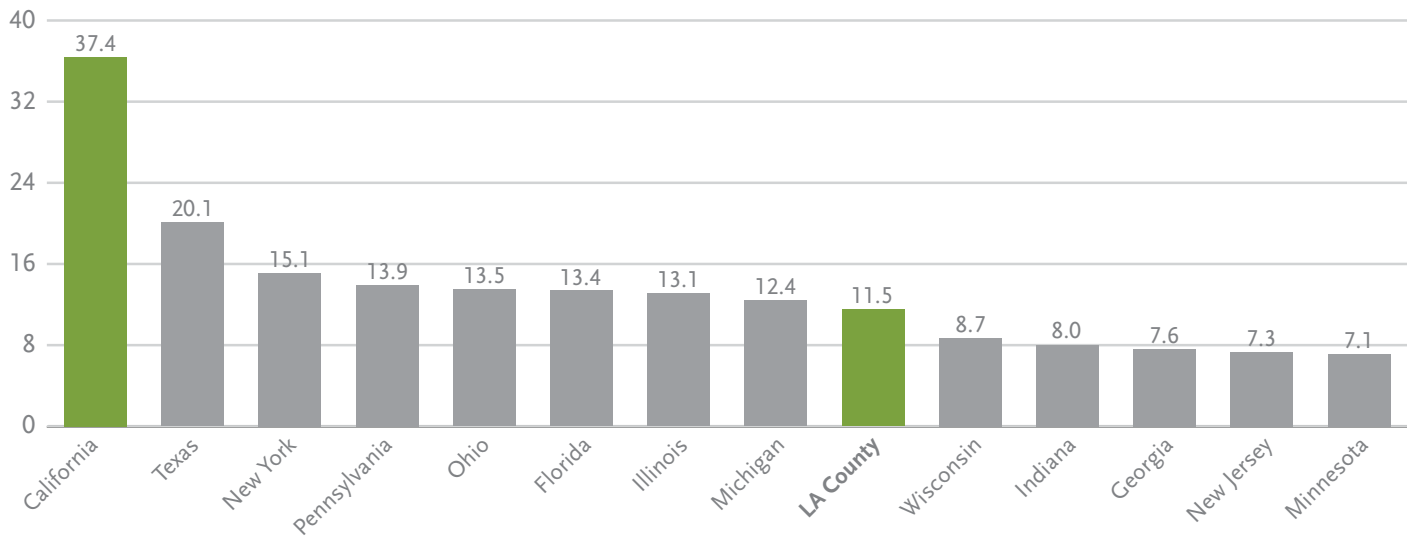
# Freight is our economy in motion.

Freight movements are often described as the “economy in motion.” The LA County multimodal freight system not only moves the local economy, but also sustains the vitality of Southern California and the nation. Collectively, the trade and logistics industry in the greater LA County area generates nearly \$225 billion in economic output annually, supported by direct spending of \$132 billion, which includes \$44 billion in labor income paid to its employees in 2016<sup>19</sup>.

LA County’s unparalleled strength in international trade benefits not just large, multi-national companies, but also underpins the success of the more than 244,000 small and mid-sized businesses in LA County – particularly those that rely on an efficient goods movement system, like restaurants, construction, manufacturing and markets<sup>20</sup>.

LA County is one of the top manufacturing hubs in the nation. In fact, if LA County were a state, it would be the ninth largest manufacturing state in the nation by the number of firms in 2018, following the state of Michigan with close to 11,500 manufacturing firms (Figure 8). The top five manufacturing sectors are in 1) fabricated metal product, 2) apparel, 3) food, 4) printing, and 5) miscellaneous product<sup>21</sup>. Roughly one quarter of all cargo coming through the SPB ports are intermediary goods that feed into manufacturing processes.

Figure 8  
Top 13 U.S. States by Number of Manufacturing Firms, 2018 (in thousands)



Source: U.S. Census, County Business Pattern, 2018

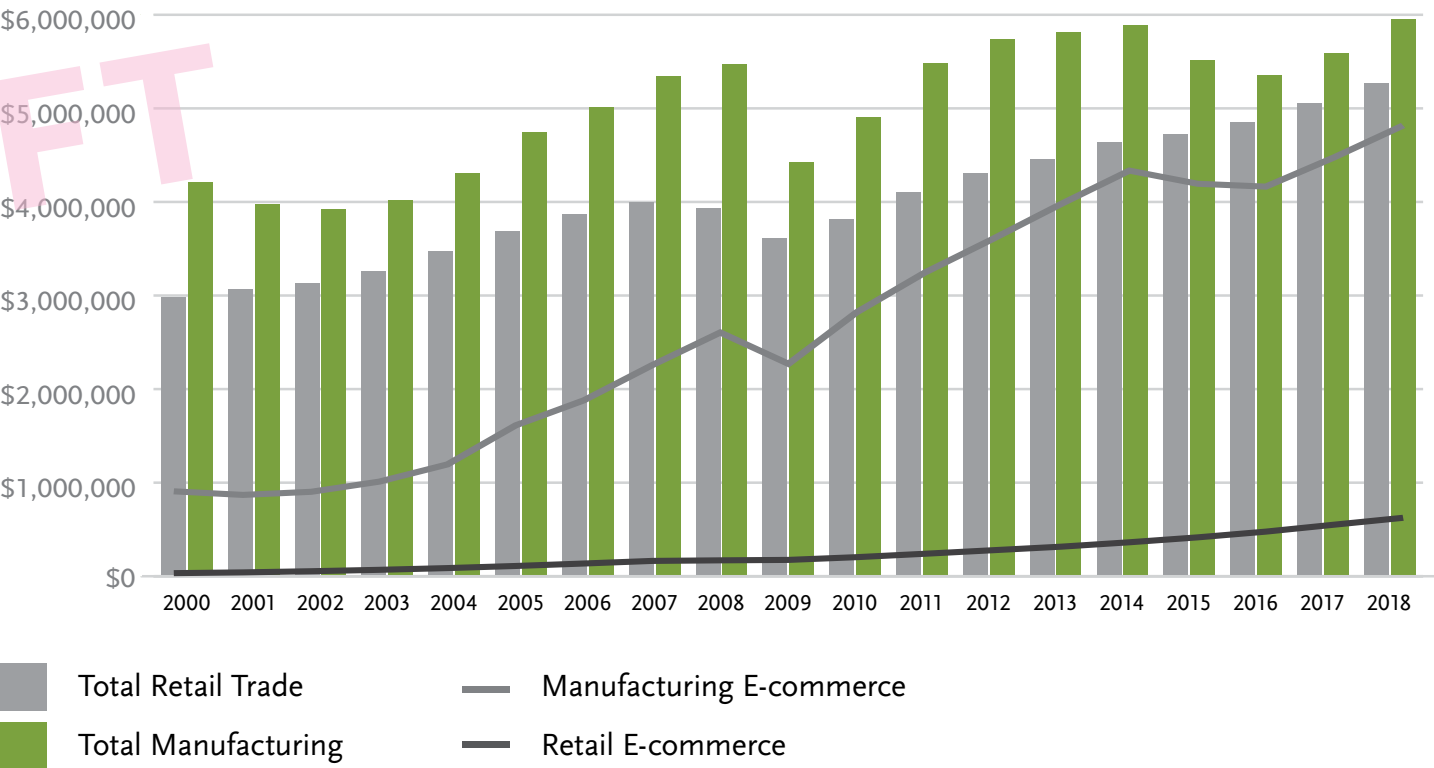
Grouping all industries nationwide into four sectors of 1) manufacturing, 2) retail, 3) service, and 4) merchant wholesale trade, then analyzing the value of these shipments, sales and revenues, provides a better understanding of the role of manufacturing in our economy. At the national level the total value of manufacturing shipments in 2018 was \$5,954 billion, following service (\$16,196 billion) and merchant wholesale trade (\$8,192 billion); however, the manufacturing sector’s share of e-commerce shipment value is the highest among the four sectors at 67.3% (Figure 9)<sup>22</sup>. Compared to the retail sector that oftentimes receives a great amount of attention associated with delivery demand, the manufacturing sector actually generates a significantly higher value in e-commerce shipments – a value that increased at an average annual growth rate of 10.27% between 2000 and 2018. While this growth rate was statistically smaller than that of the retail sector (17.95%), the sheer magnitude of the manufacturing sector’s growth in the value of these shipments and sales merits noting (Figure 10). Although it is premature to link the value of shipments to the demand for delivery trucks, assuming this national trend can be similarly observed in LA County, the role of manufacturing and its contribution to the local economy and associated impact on local delivery demand is quite significant.

Figure 9  
Total U.S. Value of Shipments/Sales/Revenues and E-commerce Share (2018) (\$ in millions)

Industry Category	Total	E-commerce or Revenue from Electronic Sources	Share Of E-commerce/ Electronic Sources
Total for Service Industries	\$16,195,954	\$1,151,736	7.1%
Total Merchant Wholesale Trade	\$8,192,344	\$2,642,374	32.3%
Total Manufacturing	\$5,954,927	\$4,010,570	67.3%
Total Retail Trade	\$5,269,468	\$519,635	9.9%

Source: U.S. Census, 2018 E-commerce Multi-Sector Data Tables

Figure 10  
Total U.S. Value of Shipments/Sales and E-commerce Share Trend (2000-2018) (\$ in millions)



Source: U.S. Census, E-commerce Multisector Data Tables



In LA County, some manufacturers receive their shipments via trucks and others via rail with direct rail spurs serving their facilities, highlighting the important role that the freight transportation system – across all modes – plays in keeping our economy in motion.

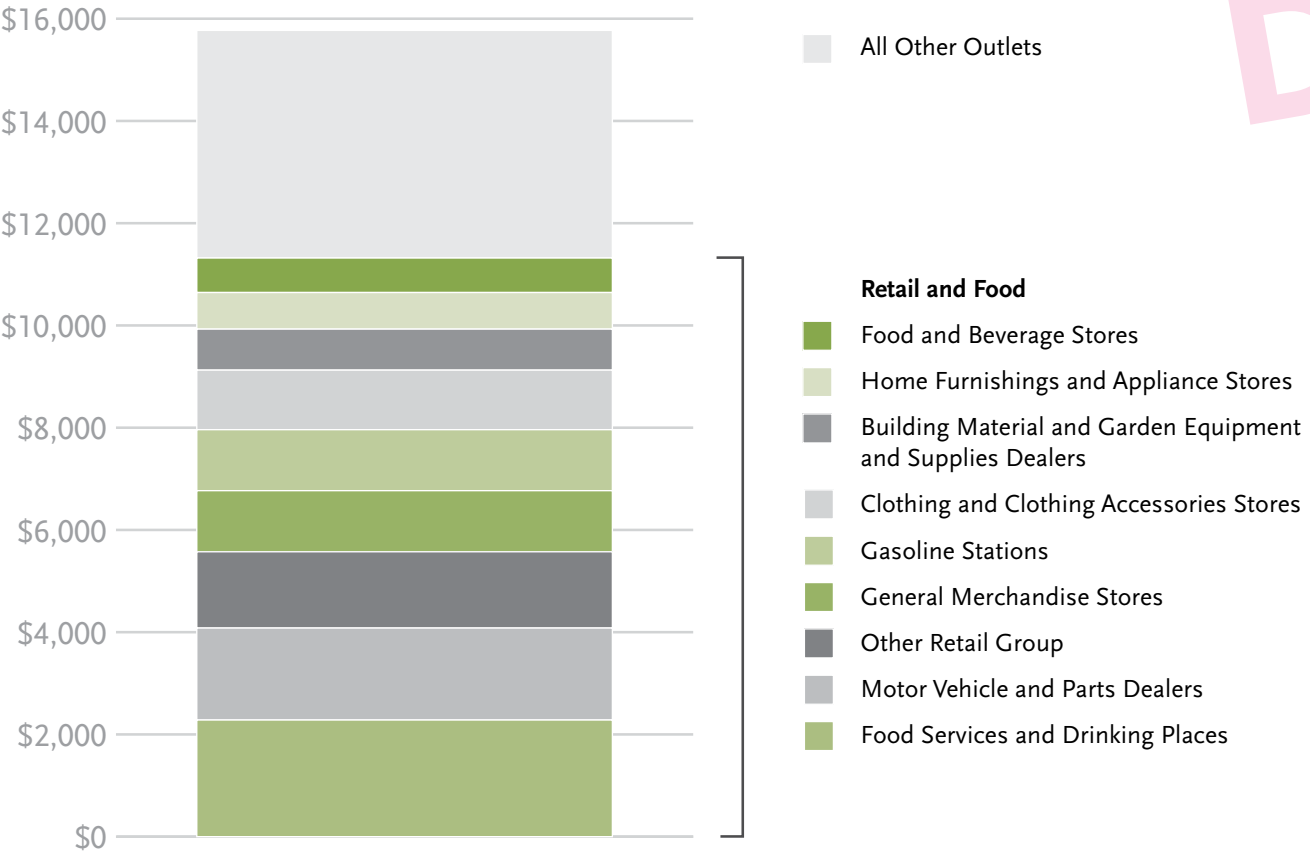
Collectively, businesses in LA County – along with their customers and employees – help drive property and sales tax revenue, which is used to support critical needs across the county like law enforcement, fire protection, transportation and education.

In 2018, LA County recorded taxable sales transactions over \$166 billion. Using the lowest sales tax rate in LA County (9.5%) as the standard, these transactions generate a minimum of \$15.8 billion in sales taxes for the county. Although the sales tax amount generated by the trade and logistics sector is low because of its nature as

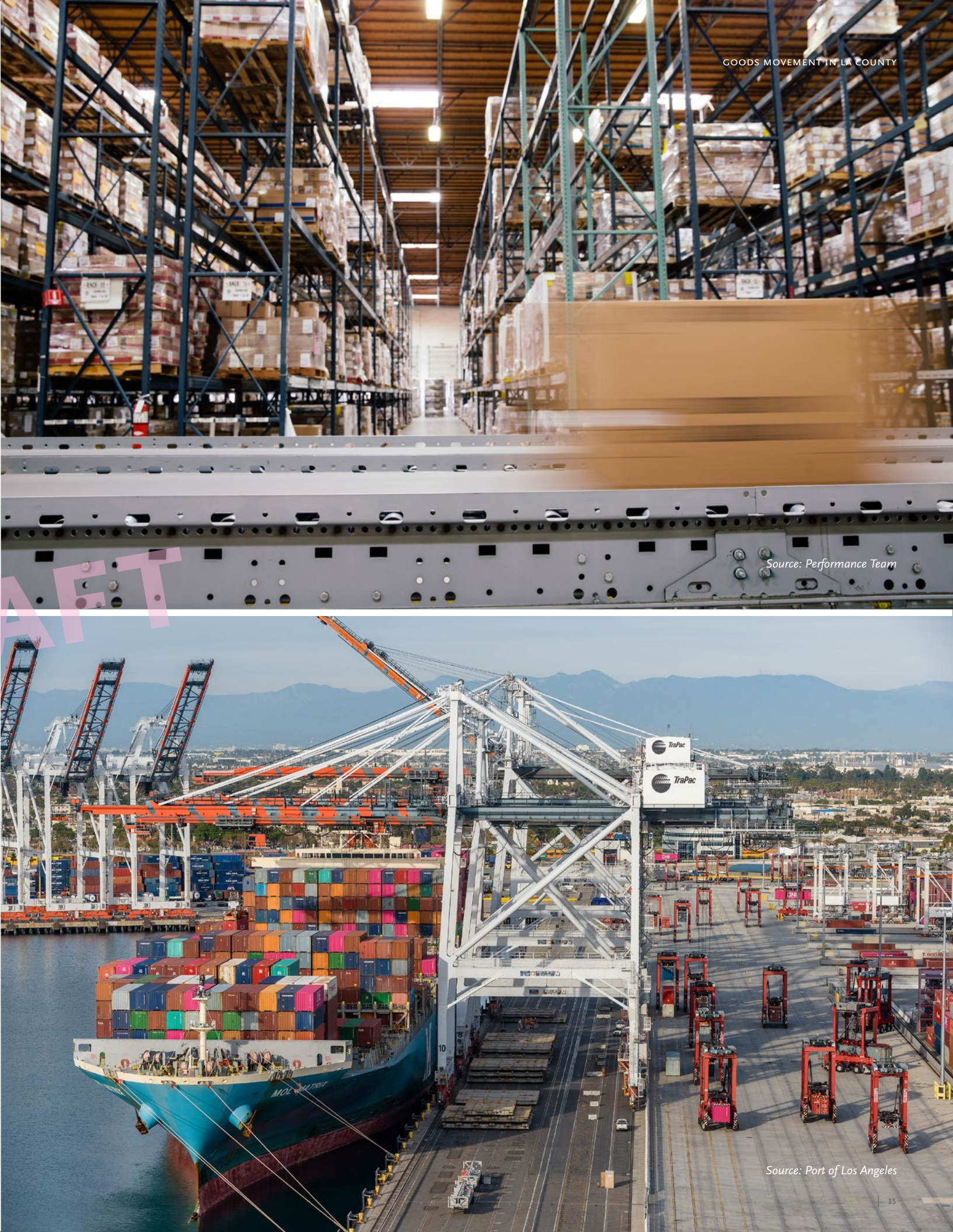
a service provider, it provides essential support to the retail and food service sectors whose contribution to sales tax revenue is tremendous (Figure 11). These industries rely on consistent, safe and efficient deliveries of goods to sustain their operations and maintain their own competitiveness. Altogether, these retail and food sectors generated approximately \$11.3 billion in sales taxes for LA County<sup>23</sup>.

LA County’s goods movement sector plays an oversized role in supporting and driving the local economy – especially for Metro, whose annual budget depends heavily on the sales tax receipts generated through the county’s four ½-cent sales tax measures. Metro’s core services – building the county’s transit system and operating bus and rail service – are funded primarily through the sales taxes generated by LA County’s robust economy and goods movement industry.

Figure 11  
LA County Sales Taxes Generated by Business Type, 2018 (\$ in millions)



Source: California Department of Tax and Fee Administration



Source: Performance Team

Source: Port of Los Angeles



# Goods movement drives our quality of life.

A reliable and responsive goods movement system is essential to maintaining the region's collective quality of life, not only allowing access to basic items, such as fresh food, medicine and jobs; but also supporting the events, activities and destinations that make Southern California an attractive place to live, work and visit. By connecting producers and consumers, supplying power plants, hospitals and gas stations and providing a wide range of employment opportunities, the freight system contributes to our quality of life in LA County in a number of ways. Here are a few examples:

## Food Supply Chain Ecosystem

For local food manufacturers like Farmer John – famous for their Dodger Dogs sold at Dodger Stadium – or Huy Fong Foods, the maker of the Sriracha Hot Chili Sauce, LA County is an epicenter for the food production industry. Food processing and manufacturing employed over 36,800 employees in LA County in June 2020 and as recently as 2012 created more than \$16 billion of economic output<sup>24/25</sup>. The local industry thrives because of a large concentration of suppliers, distributors, access to an abundance of fresh produce and ingredients, national distribution centers and a transportation and logistics infrastructure that serves regional, national and international markets. These producers offer an incredible variety of products to customers around the country and the globe<sup>26</sup>.

## Supplying an Island Getaway

Just 22 miles off the coast of Southern California, Catalina Island is a tourist hotspot known for its natural beauty, outdoor activities and seaside charm. With an estimated one million visitors every year and 3,500 yearly residents, the island relies on daily overnight deliveries such as food, fuel, raw materials and consumer goods to support its way of life. For small businesses such as Abe's Liquor Store, which has been supplying groceries for the island since 1933, business would not exist without the supply shipment that runs almost daily between the Port of Los Angeles and the island<sup>27</sup>.

## Supporting International Events

LA County is preparing to host the 2028 Summer Olympic and Paralympic Games and anticipates the arrival of hundreds of thousands of fans that will watch over 10,000 athletes compete in about 300 events taking place throughout the region. The U.S. is also a co-host for the 2026 World Cup, with the LA region likely to play host to multiple games during that event. LA County's success in hosting the athletes and visitors for these major sporting events will rely heavily on efficient transportation and logistics to transport tons of goods to sites and venues scattered across the region. Leading up to the Games, massive amounts of equipment to support athletes, coaches and game operations from around the world will be shipped, stored, delivered and returned. For the 2012 Summer Olympic Games in London, 30 million items were moved in and out of the city<sup>28</sup>. A reliable goods movement system will allow the Olympic Games to increase the prestige of the region and bring an enjoyable event to LA County residents and visitors.

## Responding to a Global Pandemic

The outbreak of the novel coronavirus and the disease it causes (COVID-19) first began as a regional crisis in Wuhan, China, but quickly became a worldwide threat to health, travel and commerce due to the virus' highly contagious nature. Throughout much of 2020, with the entire nation under "shelter in place" orders, the global pandemic created sweeping impacts on manufacturing and production, consumer demand and supply chains. The effects of COVID-19 have rippled through global distribution networks and reduced the volume of goods, with direct impacts on LA County. At the SPB Ports, pandemic effects created an erratic trade flow. At the end of July 2020, the container volumes for the calendar year 2020 at the Port of Los Angeles and the Port of Long Beach were 15% and 3%, respectively, lower than the same period in calendar year 2019. However, the monthly container volumes at the Port of Long Beach in July and at the Port of Los Angeles in August both surpassed those from the same month in the prior calendar year. For both ports combined the container volumes for July, August and September 2020 increased year-over-year by 5%, 10% and 13%, respectively. This level of unpredictability in trade volumes requires flexibility in operational capacity, modernized equipment, landside capacity outside of the ports and a competent workforce.



Source: Ergin Yalcin/iStock/Getty Images Plus

In the midst of this crisis, the logistics industry has provided critical, life-saving services to LA County and the rest of the country by delivering essential supplies, such as food, paper products, personal protective equipment (PPE) and sanitation supplies. In March 2020 the City of Los Angeles and the Port of Los Angeles implemented a medical supply chain program to procure and provide equipment to the medical field and first responders. The program, entitled Logistics Victory Los Angeles (LoVLA)<sup>29</sup>, was initiated by City of Los Angeles Mayor Eric Garcetti and is being managed and led by the Port of Los Angeles executive director Gene Seroka. The LoVLA effort has enlisted the aid of the entire supply chain, including PPE manufacturers, the hospital community and logistics service providers, and formed a working group comprising many key supply chain stakeholders, including California Transportation Commissioner Fran Inman. These efforts have helped to raise the public awareness about – and appreciation of – the importance of efficient supply chain and distribution operations, and the workers that run the logistics system, especially amidst a disruptive pandemic.

During the pandemic, goods movement by air proved to be critical in transporting PPE, particularly those that were imported from overseas. While passenger traffic volumes declined by 80 to 90% across the 10 busiest U.S. cargo airports following March 2020, some airports recorded growth in air cargo volumes despite the economic downturn. Typically, air cargo volumes are directly correlated to GDP and goods trade growth, but in this case the increase in overall air cargo volumes during pandemic highlighted the dramatic increase in e-commerce activities and the need for PPE<sup>30</sup>.



# Goods movement sectors provide pathways to sustainable employment.

The health of the region's goods movement industry reflects and drives the health of its overall economy. Nearly one-third of jobs in LA County are in goods-producing and freight-dependent industries<sup>31</sup>. The SPB Port Complex alone accounts for one in every 12 jobs in Los Angeles and Long Beach, nearly one million jobs in the six-county Southern California Association of Governments (SCAG) region and almost three million jobs throughout the United States<sup>32</sup>. In total, the trade and logistics industry (which includes wholesale trade, transportation and warehousing) accounts for nearly 600,000 jobs in LA County – and the industry continues to expand. Between 2008 and 2017, LA County's employment in the transportation and warehousing sectors increased by more than 300,000 workers, reflecting a growth rate of 38%, the highest growth rate of any industry during this time period<sup>33</sup>.

The goods movement industry serves as a stable employment base for low- and middle-skill workers with limited education attainment, offering opportunities for advancement and social mobility. The industry includes several opportunity occupations, which are defined as employment accessible to workers without a bachelor's degree and typically paying above the national annual median wage. These occupations include heavy and tractor-trailer truck drivers, general and operations managers, sales representatives, wholesale and manufacturing<sup>34</sup>. Since most of the entry-level positions in this sector provide the workforce on-the-job training, these jobs are the most advantageous to candidates with low educational attainment with a high school diploma or high school equivalency diplomas obtained through General Educational Development (GED) or High School Equivalency Test (HiSET) exams.

Furthermore, the five-year outlook of the transportation and warehousing sector from 2015 to 2020 forecasted that about 42% of the jobs would require a high school diploma without job experience, approximately 26% could be occupied by applicants without a high school diploma and 16% of the jobs would be filled by applicants with a bachelor's degree<sup>35</sup>. Given the small to medium sizes of many logistics firms, many opportunities exist to advance from technician to supervisor through training or to become a small business owner.

Figure 12  
**Jobs Generated through the San Pedro Bay Port Complex**



**1 in 12 Jobs in Los Angeles/Long Beach**

**190,000 total jobs**



**1 in 9 Jobs in Five-County Region**

**992,000 total jobs**



**Jobs Throughout United States**

**2,800,000 total jobs**

Whereas disparities and negative impacts of goods movement activities commonly affect disproportionately low-income and non-white communities, jobs in this sector have historically required relatively few specialized skillsets, providing ladders of opportunities to a broad segment of the population with lower to middle levels of education. In considering sustainable employment and equitable opportunities, worker safety, worker protections and living wages also need to be included in our discussions around economic competitiveness and sharing benefits.

Like many sectors in the economy, the goods movement industry is also experiencing significant change and disruption largely due to widespread adoption of technology and changes in supply chain operations. As a result, workers with current technical credentials will continue to need on-the-job training and professional development to adapt to and use new systems<sup>36</sup>.

Recognizing the all-important need to build and maintain a skilled workforce pipeline, Metro established the Workforce Initiative Now-Los Angeles (WIN-LA), a workforce development program focused on careers in all sectors of the transportation industry<sup>37</sup>. The WIN-LA program aims to promote diversity and inclusion in LA County, provide access to education and training programs to increase the participants' workforce readiness and contribute to the development of their transportation career pathways in construction and non-construction careers, such as

operations, maintenance and professional services. The program's priorities – which align with Metro's diversity, equity and inclusion initiatives – is to accept program participants from historically underrepresented communities, including single parents, veterans, homeless and unemployed residents of the county. The program also targets college students and women in its goal of promoting diversity and inclusion. Since its launch in 2017, the program has registered 117 participants in total of which 31 participants have successfully secured jobs within the transportation industry<sup>38</sup>. Other public sector entities in the transportation and logistics industries have also taken active roles in building and strengthening the local labor pool. The Port of Los Angeles and the Port of Long Beach have formed partnerships with local high schools to cultivate an interest in the trade and logistics sectors and to build connections between the classroom and the port terminal. For incumbent workers the International Longshore and Warehouse Union and the Pacific Maritime Association use the High Road Training Partnership offered through the California Workforce Development Board to upskill, reskill and transition longshore workers. Similarly, the Professional Designation Program for Global Logistics Professional (GLP) certification provides conceptual learning and skillset development on international trade and supply chain management. This program, offered online and in person, was established in partnership with the Center for International Trade and Transportation (CITT) and the California State University – Long Beach (CSULB) College of Professional and International Education (CPIE).



Source: Performance Team



# We have challenges to solve.

LA County's current goods movement system creates challenges and hurdles for LA County residents. Growing demand has increased congestion and worsened air quality. A history of inequitable investment has placed the impacts of freight-related burdens disproportionately on low-income communities of color.





# We have compounding challenges.

The short- and long-term economic competitiveness of LA County relies on the level of productivity of its multimodal system, access to a skilled and competent labor force, freight infrastructure that can adapt to fast-changing supply chain strategies and logistics networks and collaborative institutional partnerships. Several key issues and challenges face the region's goods movement system that could threaten its overall competitiveness as a premier gateway for freight traffic.

In 2018 LA County moved over 740 million tons of goods on its multimodal freight system<sup>39</sup>. Trucks, including single-unit and combination trucks, carried the vast majority of this traffic – over 500 million tons with a combined value of over \$1 trillion (Figure 13 and 14). These trucks operate on a system that is already incredibly congested. The Los Angeles metro area has the second slowest average truck speeds in the U.S. (second only to the San Francisco Bay Area) and LA County is home to two of the nation's top 10 worst truck bottlenecks<sup>40</sup>. Truck congestion in urban areas within the SCAG region resulted in approximately \$2.6 billion in costs due to wasted labor hours and fuel in 2010<sup>41</sup>.

The region's freight rail system is equally strained, as much of the freight rail system shares tracks with passenger rail. Close to 30% of intermodal containers at the SPB Ports utilize the same regional rail corridors to deliver goods to their next destination, while Metrolink moves nearly 40,000 passengers each weekday<sup>42</sup>.

Combined, the Ports of Los Angeles and Long Beach are the two largest container ports in the U.S. – and the 9th largest in the world. Although market share has declined in the past two years due to trade war tariffs and more recently with the COVID-19 pandemic, the ports handled a combined 17 million 20-foot equivalent units (TEU) in 2018 (Figure 19)<sup>43</sup>.

Air cargo volumes at LAX – already the nation's fourth largest cargo airport – have been dropping slightly, but have increased recently in the wake of COVID-19. LAX recorded moderate decreases in air cargo volumes from January to April of 2020 compared to the same period in 2019. The air cargo volumes in LAX then surpassed the 2019 volumes in May and June with a 13% increase in July, compared to 2019, yielding more than one million total air cargo tonnage for the first seven months of 2020 while only 0.2% down from the same period in 2019 (Figure 15)<sup>44</sup>.

Figure 13  
Total Flow of Goods by Trucks and All Modes  
(in million tons)

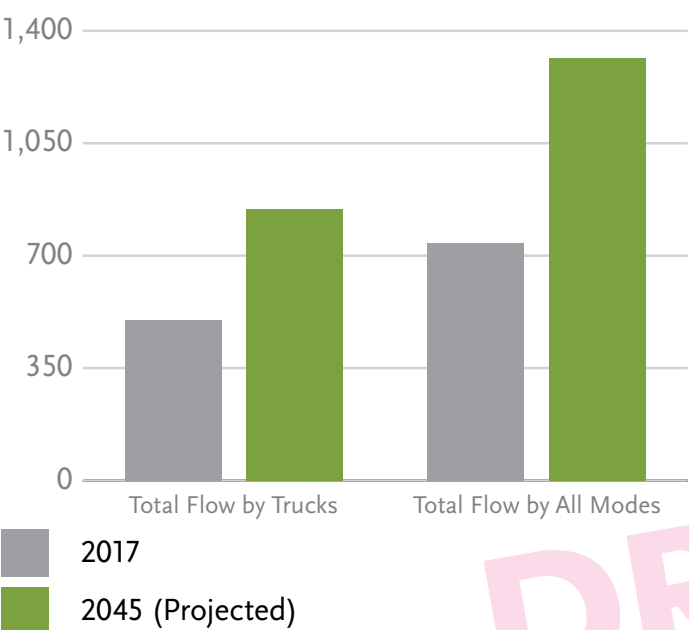
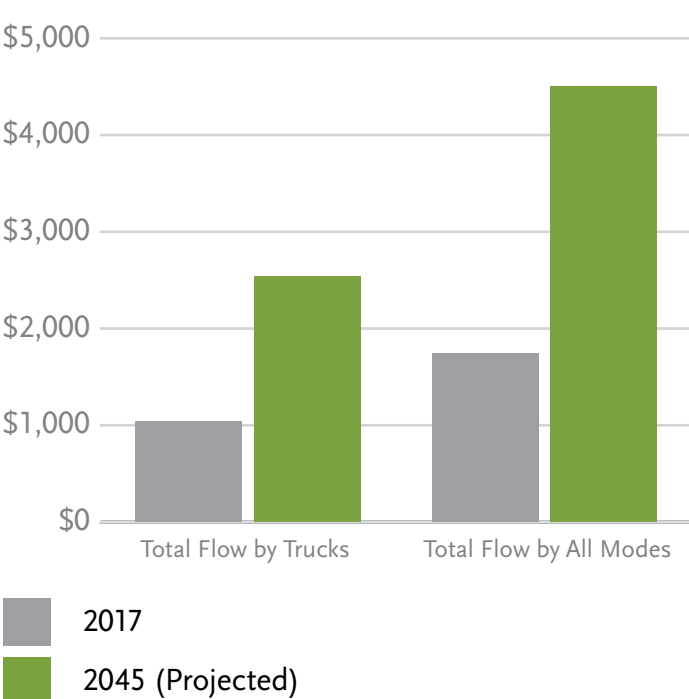


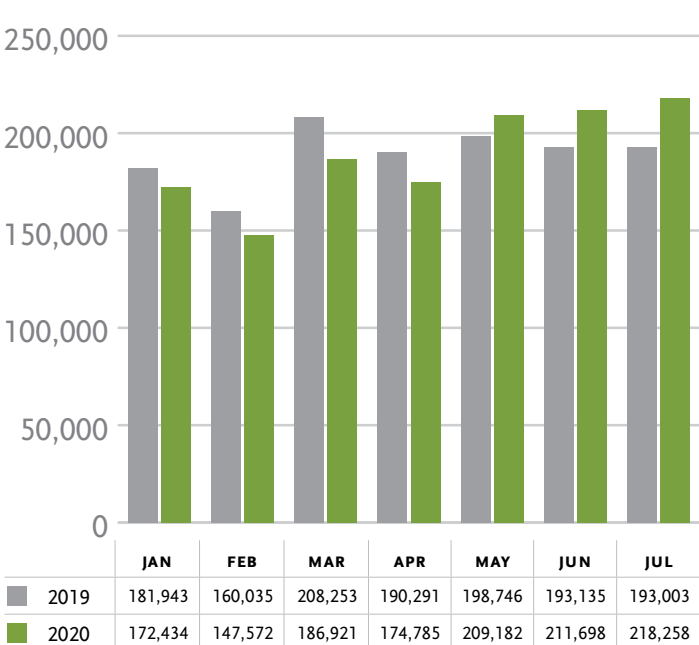
Figure 14  
Value of Goods Movement by Mode in the LA Region (\$ in billions)



In addition to the recent volatilities of air cargo volumes due to the pandemic, LAX also suffers from congestion on and around the airport caused by its decades-old cargo handling facilities that cannot accommodate today's larger aircraft and that have only one entrance/exit area<sup>45</sup>.

These existing issues will be magnified by expected growth in freight traffic. By 2045, an estimated 1.3 billion tons of goods (Figure 13) valued at \$4.5 trillion (Figure 14) are projected to be moved by all modes through the Southern California region annually, representing an increase of 78% by weight and 159% by value. Trucks are estimated to be moving 846 million tons of goods valued at \$2.5 trillion in 2045 (Figure 13 and 14)<sup>46</sup>. Further, more than one and a half million people will be added over the next 25 years to the six-county Southern California region<sup>47</sup>. Combined, the vast increase in freight movement and regional population growth will exacerbate existing congestion on key local trade corridors and arterials that already rank among the most congested in the nation.

Figure 15  
LA International (LAX) Airport Air Cargo  
(in tons, Freight and Mail Cargo)



Source: Los Angeles World Airports (LAWA), Traffic Comparison (TCOM)

## Summary of Our Challenges

- > Volumes are increasing and supply chains are changing but the shared use infrastructure capacity remains the same. Both trucks and freight rail are competing for the strained capacity against other users.
- > LA County serves as the gateway for national commerce – while the benefits are broadly distributed through the regional and national economy, the impacts and externalities disproportionately affect local communities. A history of inequitable policies and investments have worsened these issues.
- > The goods movement industry provides jobs to a range of demographics and skill levels, but prospective employers' needs are changing rapidly as they strive to keep up with industry practices and trends. This trend means that there will need to be a closer coordination amongst employers and skills and job training institutions to ensure investments are placed in the manner that closes the gap in skills and competency of our workforce and employer needs.
- > The South Coast Air Basin has a major challenge in meeting the federal Clean Air Act standards for ozone and particulate matter. Promising vehicle technologies to help the region meet the standards are emerging, but their implications on goods movement operators and our region's competitiveness within global supply chains make this challenge even harder to address.
- > Competing investment priorities severely impact constrained resources for investment, both nationally and locally.
- > All of these above challenges, separately and combined, undermine LA County's economic competitiveness, ability to attract an optimal share of discretionary cargo and capacity to support the efficient movement of goods throughout the region.



Anticipated Growth Will Affect Every Mode

Freeways

Freeways link goods movement facilities to destinations both within and outside of the county along the interstate highways. Trucks can be largely categorized into those that serve either domestic markets or international markets. Contrary to popular perception the majority of trucks that operate in and through the county are serving domestic markets, including manufacturing, warehousing, retail, food services, local delivery and construction. In LA County, 90.7% of truck trips are associated with the movement of domestic markets, and the remaining 9.3% of truck trips are associated with international markets, including the trips to the ports and intermodal facilities.

Of the trucks that serve domestic markets, a significant portion (92.0%) operate within the county, meaning their trips originate and end within the county. The remainder (8.0%) either start or end their trips outside of the county.

Trucks serving the international markets include drayage trucks that either originate or end their trips at the SPB Ports or international air cargo facilities. These trucks take international cargo to and from the SPB Ports or LAX and bring it to or from intermodal rail yards, transloading facilities, import warehouses, regional distribution centers or points of productions. Drayage trucks constitute a 7.4% share of all trucks in the county, while intermodal truck trips account for a share of 0.8%. One percent of the trucks in the county are considered secondary port trips, representing the movement of international cargo that was moved by drayage trucks, but are now moved by domestic trucks after going through transloading processes<sup>48</sup>.

The growing commerce associated with population growth and the dynamic nature of logistics practices will lead to increased truck traffic in the county. Truck volumes on some interstate segments are expected to increase by up to 60% by 2045, which translates to more than 50,000 trucks per day<sup>49</sup>. Heavy duty truck hours of delay will more than double to 223 hours of delay annually (Figure 16).

With a growing demand for goods, truck traffic is expected to grow at a much higher rate than passenger auto growth. This trend means that the increased truck traffic on the county's highway network will further deteriorate the system performance that is already under strain (Figure 17). Out of 57 high priority heavy-duty truck bottlenecks identified by SCAG, 43 of them were in LA County, or partially in LA County. Top 10 heavy-duty truck bottlenecks from the list, all of which are located in LA County, accounted for close to 25% of all truck congestion in the SCAG region in 2016<sup>50</sup>. Delays and congestion experienced by trucks will result in an increase in transportation costs, which will be reflected in the price of goods that consumers purchase, as well as exacerbate congestion experienced by commuters who share the road.

Figure 16  
Daily Heavy-duty Truck Hours of Delay

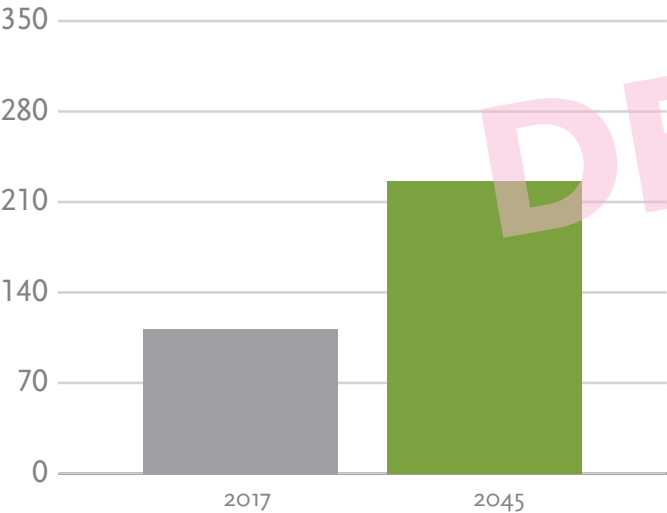
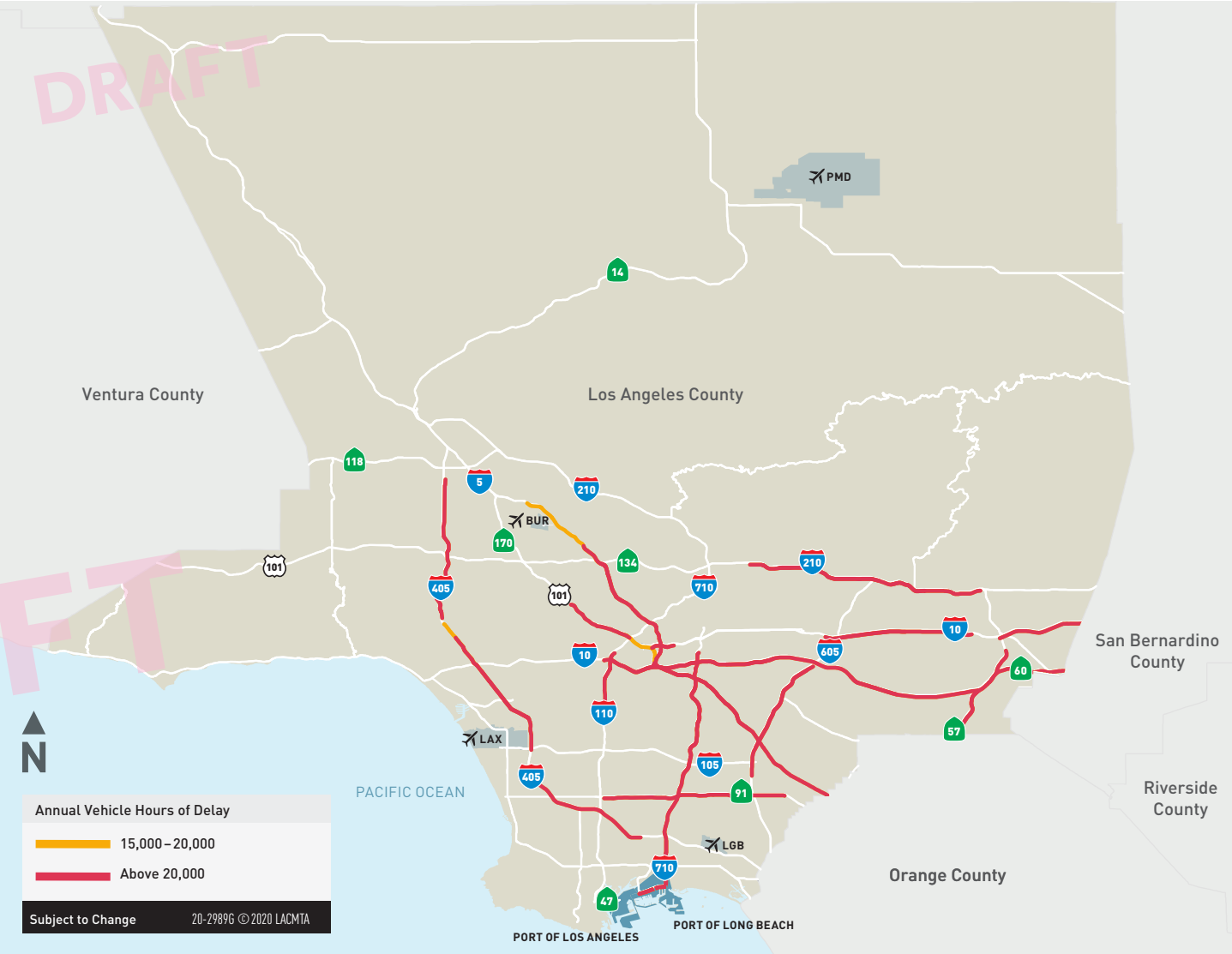


Figure 17  
TRUCK SPEED DELAY LOCATIONS



Source: Southern California Association of Governments



## Ports

The SPB Ports forecast container volume demand to double or more before 2045, indicating that additional capacity will be required to accommodate this expected demand that is generated in Southern California and throughout the U.S. Such capacity will need to be provided by a combination of physical improvements within the existing footprint of the ports and efficiency improvements supported by technology or in the end-to-end supply chain outside of the ports' physical periphery. Efficiency improvements supported by technology and modernization, combined with port expansion projects, could help accommodate forecasted growth. The global trend towards using larger container ships further compounds the demand and infrastructure capacity challenge. With larger container ships higher volumes of goods arrive at once, straining the handling capacity of port infrastructure, labor and the surrounding road and rail infrastructure. These challenges further highlight the need for coordinated planning and real-time information sharing enabled by digital infrastructure.

Addressing infrastructure capacity challenges is not an easy task. Similar to many areas across the county, the SPB Ports are landlocked by residential communities, leaving very little land available to expand. Many of the surrounding communities are low-income communities of color that continue to experience negative impacts of goods movement activities more severely than other parts of the county. These circumstances pose challenges in accommodating the ports' cargo growth through physical expansion in a sustainable and equitable manner. For example, BNSF proposed to build a near-dock facility, the Southern California International Gateway (SCIG), four miles north of the Port of Los Angeles to enhance its Southern California operation. However, given the project's proximity to residential communities and anticipated impacts from its operation, safety concerns from the trucks that would serve the facility, and air pollution concerns from the truck and rail operations, the project has received a number of challenges during the environmental impact report review. Upon completion the SCIG is projected to eliminate approximately 1.3 million truck trips annually on I-710 that would otherwise dray ocean containers between the SPB Ports and intermodal rail yards nearly 20 miles away near downtown Los Angeles<sup>51</sup>.

## Rail

The anticipated growth in all freight rail traffic, combined with a projected increase in Metrolink passengers by as much as 95% by 2025, will constrain rail system capacity, causing bottlenecks and increased delays on the shared system<sup>52</sup>. This is particularly true on the UP Alhambra and Los Angeles subdivisions, which will have up to 110 freight trains daily by 2040, and the BNSF segment from Los Angeles to San Bernardino, which could have as many as 125 freight trains by 2040. Without operational and physical capacity improvements, rail mainline capacity will be severely oversubscribed, reducing overall freight and passenger mobility countywide. Strategic investment partnerships with the freight and passenger rail operators – such as Metrolink's SCORE program – will be important to address these constraints<sup>53</sup>.

## Streets

Local streets serve various accessibility and mobility functions, including transit service, bicycles and pedestrian mobility, parking, passenger loading and unloading, and last mile delivery and emergency vehicle access. Trucks that use local streets fulfill the delivery needs of many industries and individuals, ranging from local retail, food services, manufacturing, hospitality, construction, waste collection to home deliveries. Without access to local streets to complete delivery, the logistics system does not function, and our economy will disintegrate. These streets – whether local, residential streets or major arterials – can be a contested venue for various travel modes and uses all vying for the limited space available. The level of competition is generally more intense in the urban core, particularly in high-density, vibrant mixed use areas that offer various destinations and attract many street users.

Since the year 2000, total U.S. retail trade value has been steadily increasing, except during the Great Recession (2008-2009). Between 2000 and 2018, the e-commerce portion of the total U.S. retail trade value grew at an average annual growth rate of 17.95%. In 2018, the e-commerce share of the total U.S. retail trade value was 9.9%, or \$519.6 billion of the total \$5,269.5 billion in retail trade value<sup>54</sup>.

The majority of e-commerce retail sales is associated with home deliveries, and the steady increase in e-commerce trade value is a reasonable indication that the demand for delivery trucks also increased in a similar manner. As noted earlier (Figure 8) LA County would be the ninth largest manufacturing hub in the country, if we were a state. Local manufacturing firms depend on receiving material for their production and shipping finished goods via trucks that travel on local streets. Neither the long-term economic impact of COVID-19 on purchasing power nor the resulting demand for home delivery and overall manufacturing are yet to be determined. Assuming the economy follows a similar recovery path as it did after the Great Recession, the demand on local street capacity by delivery trucks and the need to accommodate mobility and accessibility of all modes will continue to be an important transportation topic.

Before the COVID-19 pandemic, only 3.7% of grocery shopping was conducted online in the U.S. By the end of May 2020, the share of online grocery shopping had increased to 21.2%, representing a 570% growth rate<sup>55</sup>.



Source: fstop123/E+/Getty Images



## Losing National Market Share

LA County's standing as the nation's trade gateway of preference cannot be taken for granted. Ranked as the top two busiest ports in the United States for several decades, the Ports of Long Beach and Los Angeles are suffering steady erosion of national market share despite moving more cargo than before – as the nation grows economically and international trade continues to burgeon, LA County risks exclusion from the prosperity, employment and economic benefits associated with capturing new discretionary cargo destined for the rest of the country.

Rival gateways in Canada, the East Coast and the Gulf Coast have invested heavily in their infrastructure to capitalize on the widening of the Panama Canal and international trade trends to attract more port cargo traffic, national market share and the resulting economic and employment benefits – all at the great expense of LA County<sup>56/57</sup>.

From 2006 to 2019 the SPB Ports' growth has sputtered at only 8% in total container volumes (Figure 18), while rival ports have grown at rates of 47% (New York/New Jersey), 86% (Houston), 102% (Canada's West Coast ports) and 113% (Savannah). Many of these ports enjoy a strong vision

for growth and prosperity supported by the entire state – from the Governor down to the local level – to implement cohesive plans to deepen ports, build on-dock rail and improve the surrounding surface transportation system to attract bigger ships and move more cargo at a faster pace. This unified support also generates federal investment through focused advocacy.

The eroding market share does not mean that LA County is doing nothing to improve the productivity of its freight transportation system. The SPB Ports have been heavily investing in on-dock rail and rail access projects, including the \$2.4 billion investment to build the Alameda Corridor. In just the last 10 years alone, the Port of Los Angeles has invested more than \$500 million in railway-roadway grade separations, roadway, and rail system projects to reduce truck trips, roadway delays and optimize the flow of cargo. To keep cargo flowing efficiently, the Port of Los Angeles and GE Transportation launched the Port Optimizer, which enhances supply chain performance through real-time, data-driven insights in a single portal.



Source: Port of Long Beach

Figure 18  
Port Cargo Growth (2006 – 2019)

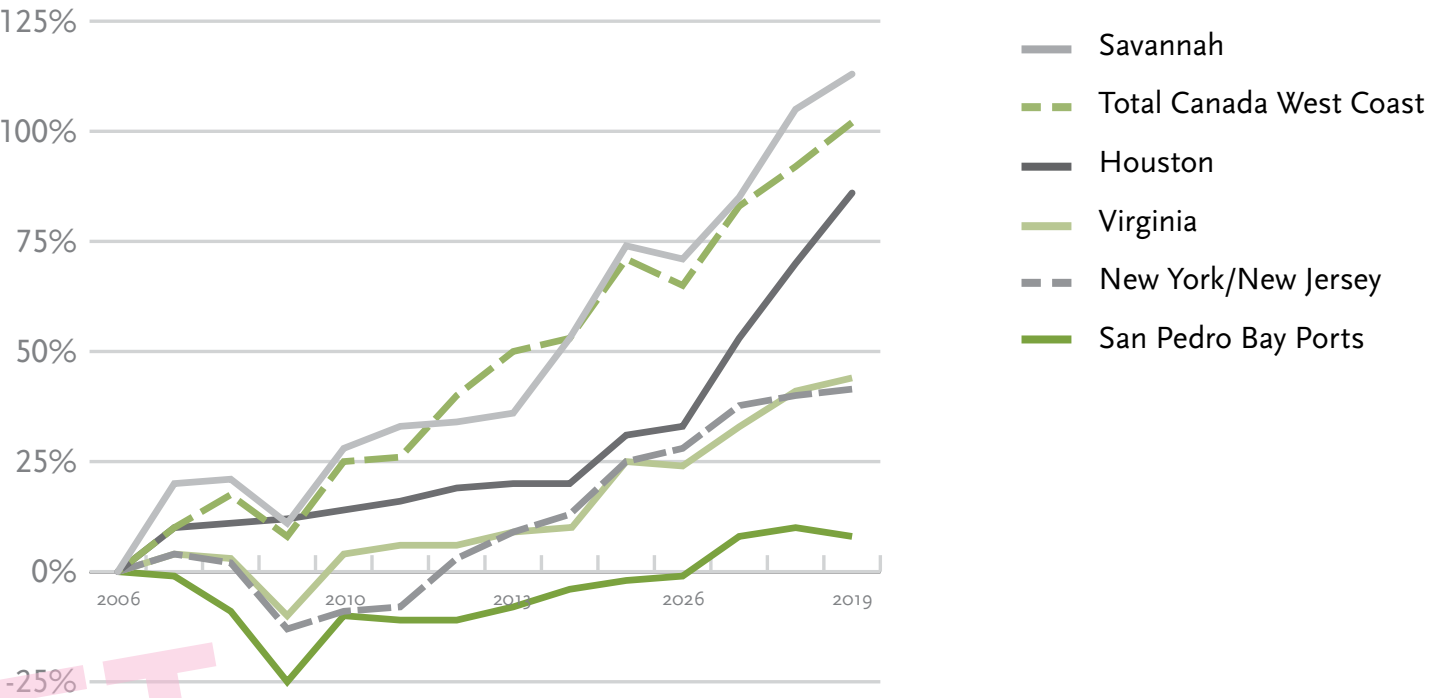
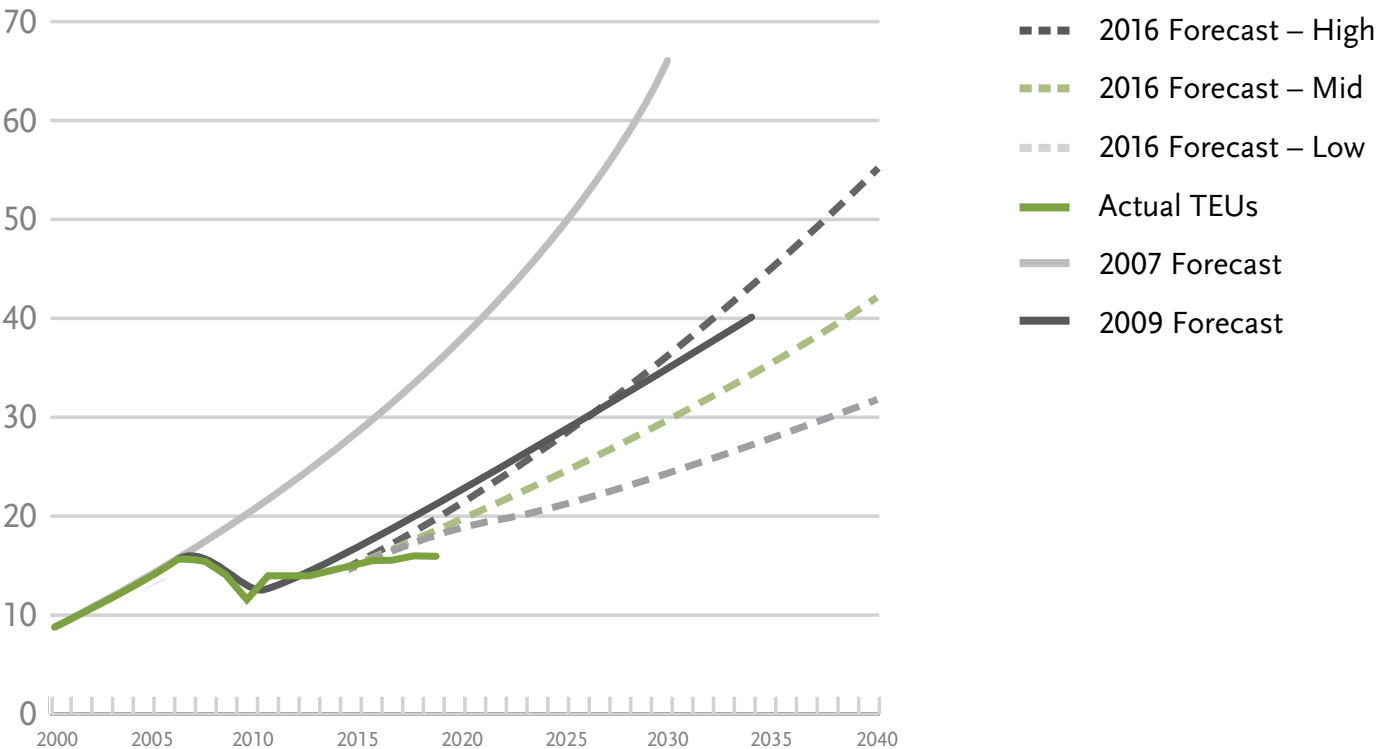


Figure 19  
TEU Container Forecasts for San Pedro Bay Ports (in millions)





The Port of Long Beach has made a similar, if not larger, level of investment to improve the efficiency and productivity of the operations inside and outside of the port periphery, including the \$1.56 billion investment to replace the Gerald Desmond Bridge. All these projects are located on the most important highway and rail line segments of the federally designated National Multimodal Freight Network (NMFN), including the Primary Highway Freight System (PHFS).

Many landside variables can impact the productivity of our freight transportation system. These factors include gate hours (i.e. PierPass), chassis dislocations, chronic freeway congestion across the entire county, truck driver shortages, hours of service restrictions, freight rail mainline capacity, shortage of cargo-handling space near the ports and potential operational disruptions over labor agreements. Various studies also found that port demand elasticity can change quickly, particularly on discretionary cargo that is consumed outside of the greater Los Angeles region. The cost of rail shipping and drayage due to fees and regulations can influence importers’ decisions on diverting discretionary cargo to other ports to minimize the overall transportation cost<sup>58</sup>.

In addition, other macroeconomic trends pose challenges to the LA County’s ability to acquire national market share. These externalities include trade tariff wars with China, recent trends of federal freight investment that have favored rural and developing ports, emerging U.S. agriculture export routes that involve Latin America, shifting global manufacturing activities towards locations west of India and global consumption patterns due to a transition of previously emerging economies into developed, more consumption-based economies.

Cargo Race to Chicago

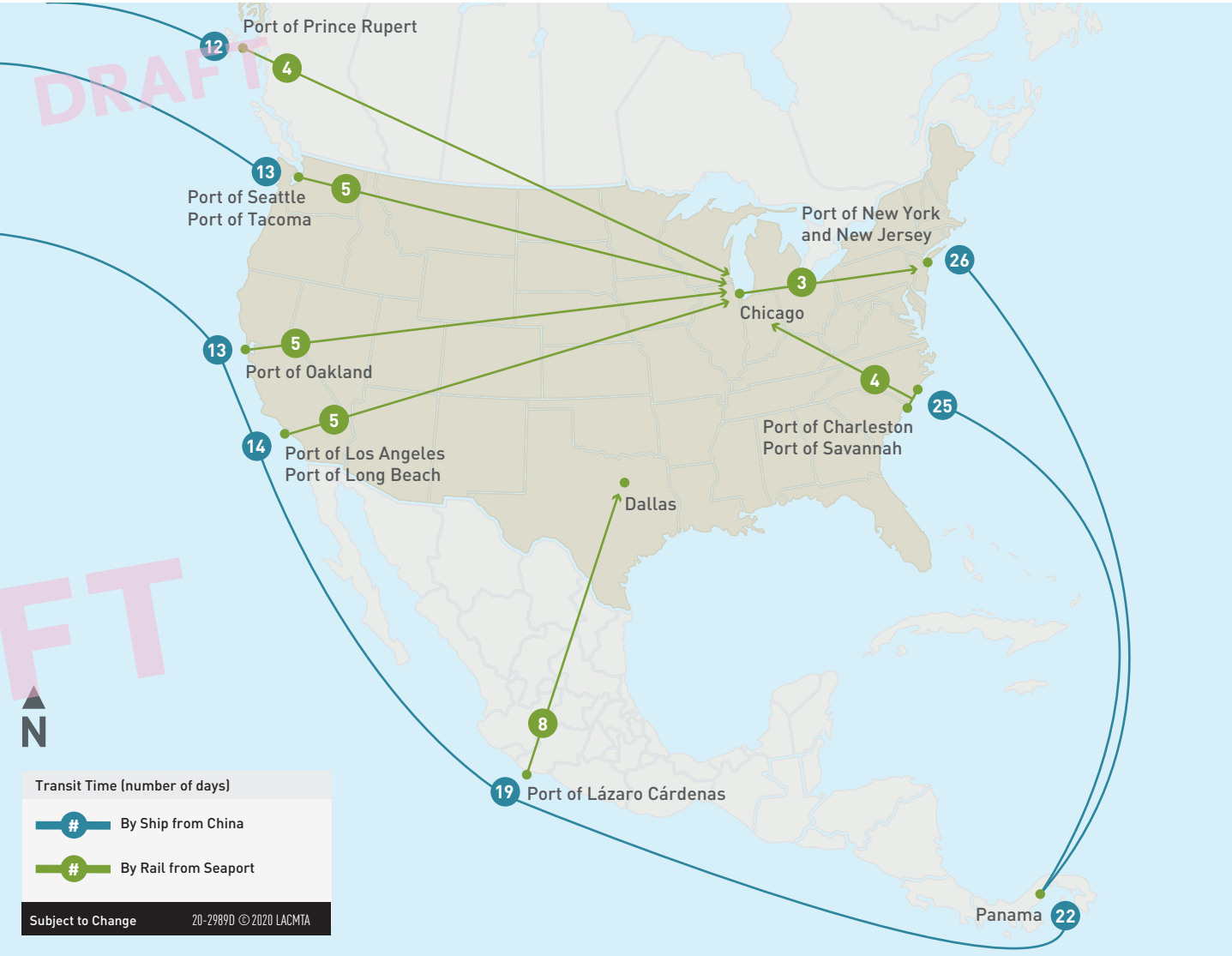
Chicago is North America’s trade crossroads – over 80% of rail container traffic moving across the U.S. moves through the “Windy City.” The total transit time spent moving a container from the port of origin to Chicago by sea and land is one of the decision variables for nationwide importers to determine which North American port to use to import cargo. The SPB Ports’ primary advantages for capturing the majority of Asian imports are 1) their proximity to Asia and the resulting shorter ocean transit time and 2) the large population base in the southwest U.S. where the SPB Ports serve as the closest container ports. For imports destined to Chicago, the ocean transit time to arrive at other West Coast ports is shorter, and the transit time by rail from other West Coast ports to Chicago is either the same or shorter than via the SPB Ports. Although the ocean transit time to East Coast ports takes longer, the land transit time by rail to Chicago takes two full days shorter than that from the SPB Ports (Figure 20).

Meanwhile, the widening of the Panama Canal in 2016 allowed larger ships to transit through the canal to East Coast ports, thus improving the economy of scale of connecting directly to the East Coast and Gulf Coast ports. Other container ports on both coasts have made significant investments in capacity and efficiency enhancements, thus gaining a competitive edge over the SPB Ports by offering an improved operational productivity of moving Asian imports.

To remain economically competitive in securing discretionary cargo, LA County stakeholders must work together to accelerate the movement of cargo through the Ports of LA and Long Beach by making strategic investment in on-dock and off-dock freight rail capacity, optimizing data sharing, implementing operational improvement measures and increasing terminal efficiency. Investments at the ports – especially in rail infrastructure – pay off at the regional level, supporting the regional economy and employment in numerous goods movement industries and protecting LA County’s position as the preeminent national freight gateway.

The total transit time spent moving a container from the port of origin to Chicago by sea and land oftentimes determines which North American port will receive this discretionary cargo.

Figure 20  
NORTH AMERICA TRADE GATEWAY: CHICAGO





Major Safety Concerns

Roadway Safety

Robust goods movement activities can heavily impact roadway safety. During the five-year period between January 1, 2014, and December 31, 2018, there were 9,612 truck involved collisions on roadways in LA County. Of these, 287 individuals were killed, and 12,971 reported injury. The three most common reasons for accidents were unsafe speed (35.35%), unsafe lane changes (17.3%) and improper turning (14.39%). A majority of these collisions resulted in rear-end (3,899) or sideswipe (2,677) impacts<sup>59</sup>.

Truck involved collisions are concentrated on major freeways with heavy truck traffic. These hotspots include the SR-57/-60 confluence, SR-60 between I-605 and SR-57, I-605, I-710 and I-5 near downtown Los Angeles (Figure 21)<sup>60</sup>. Based on the most recent traffic count information available from Caltrans (2014-2017), I-710 at the SR-91 interchange and the SR-57/-60 confluence consistently ranked as having the heaviest truck volumes in Southern California<sup>61</sup>.

An increasing number of delivery trucks is using local streets to serve last mile delivery needs for residential, business and manufacturing purposes alike. The lack of consideration for last mile delivery vehicle needs in the planning, design and implementation of complete streets has resulted in



Source: San Gabriel Valley Council of Governments

unintended consequences and safety hazards for vulnerable roadway users and truck operators. By integrating freight vehicle considerations into all aspects of planning, designing and executing local road improvements, these conflicts can be avoided or mitigated more easily.

Rail Safety – Grade Separations

At-grade crossings (where freight rail lines and roadways cross at grade) have consistently ranked as a major safety concern for communities adjacent to freight rail corridors. In LA County the majority of the UP Railroad mainline travels through dense urban areas of the San Gabriel Valley. This line carries imported containerized cargo, domestic cargo, exports to be shipped out of the SPB Ports and commuter rail traffic. The freight trains are generally longer in length and travel slower than commuter trains, resulting in longer gate downtime at the crossings, that cause traffic delays and congestion at these locations. Some of the at-grade crossings were highly-ranked nationally for the severity of collisions between trains and automobiles. Longer gate downtime is also a concern for limiting emergency vehicle access and response time. To address these issues the San Gabriel Valley Council of Governments established the Alameda Corridor-East (ACE) Construction Authority in 1998 to develop and implement a series of grade separations and at-grade crossing improvements to eliminate collisions and mitigate vehicle delays and emissions caused by at-grade train/ vehicle conflicts.

As of 2020 the ACE Project has completed safety improvements at 40 at-grade crossings and constructed 14 rail-roadway grade separations. Four more grade separation projects are under construction with three more in the design phase. Two of the grade separation projects currently underway, Montebello Boulevard Grade Separation Project and Turnbull Canyon Road Grade Separation Projects, are included in the California Public Utilities Commission’s Fund Priority List for the fiscal year 2020-2021. Metro supports the ACE Project with funding raised through its local sales tax measures.

Figure 21  
HIGHWAY TRUCK COLLISIONS (JANUARY 2014 – DECEMBER 2018)





Evolving Workforce Needs

Nearly one-third of jobs in LA County are in goods-producing and freight-dependent industries. The opportunities for employment in the goods movement sector are diverse – ranging from trucking to rail transportation, stocking to crane operation, waste material collection and moving to transportation supervision. These jobs were previously believed to provide above average wages with low barriers of entry for workers with low to middle level skills; however, that conventional wisdom has shifted in recent years. For example, the typical annual salary in 2019 for transportation and material moving occupations in the Los Angeles area was \$31,328 – this income is below the living wage for one adult, and not sufficient to support a household with two adults (one working) without children in the same area (Figure 22) <sup>62</sup>.

While the Los Angeles area offers an abundance of transportation and material moving jobs as indicated by the location quotient – the ratios of regional concentration of jobs in a given industry as compared to the national average for the industry – only certain goods movement jobs provide above a living wage income to meet one's basic needs. These jobs are also more scarce, with the ratio of less than one, as indicated by the location quotient (Figures 23 and 24) <sup>63</sup>, and they have historically relied on experience and knowledge gained in the workplace or in apprenticeship programs.

In recent years the logistics industry across the board is transforming its operations in pursuit of higher efficiency and productivity to remain competitive amidst growing consumer demand and changing supply chain practices. Increasingly, employers in this industry are citing skill gaps and a need for expanded, multidisciplinary training among mid-level technicians that juggle new supervisory responsibilities, technical requirements, compliance and contracting issues. To address the wage versus the cost of living issue and to stay abreast of evolving skillset needs, regional stakeholders should develop comprehensive policies and target investments necessary to ensure workforce competency and employee career pathways that form the foundation of a sustainable economic competitive framework.

The growing demand for skilled workers will create pressures for logistics companies to ramp up their recruitment and hiring pipelines as they respond to another challenge: a growing number of retirees. Like many other parts of the economy, the goods movement sector is confronting a “silver tsunami” of upcoming retirements. For example, to meet the nation’s freight demand, the industry will need to hire 1.1 million new truck drivers over the next decade – an average of 110,000 per year – to replace retiring drivers <sup>64</sup>.

The global demand for goods has also transformed the industry into a 24-hour sector, with workers needed to fill orders and process shipments around the clock. This schedule creates a need for continual access to these employment locations, many of which are outside of LA County in the Inland Empire, where land is more affordable and suitable parcels can be larger and adjacent to mainline highway and rail corridors. These shifting dynamics stretch out the jobs/housing balance for freight-related industries and create a number of mobility and workforce-related challenges.

Increased Interest In Advanced Technology

The “fourth industrial revolution,” which emphasizes modernization of equipment and processes and data exchange, the “internet of things,” cloud computing, robotics and artificial intelligence, is already reshaping and restructuring supply chains, logistics practices and jobs. While these trends can improve the efficiency, security and transparency of supply chain networks, they also will require new skills in the workforce, such as data interpretation and visualization, forecasting, programming and compliance. Further, various initiatives in California that aspire to accelerate fleet and equipment transitions to zero-emission technologies are creating an increasing demand for entry and mid-level technicians to have at least some foundational understanding of energy systems.

Mobility Concerns

LA County’s increasing housing costs are pushing the logistics workforce farther away from the county’s employment centers toward the outer reaches of the region. In LA County the average commute time has increased every year since 2013, with an average commute of 31 minutes in 2017 <sup>65</sup>. Mobility for the logistics workforce is particularly challenging – only 3.3% of goods movement jobs are accessible within a one-hour transit trip <sup>66</sup>.

Equity Impacts

The combination of the growing jobs/housing imbalance and the lack of mobility options can create significant equity impacts by preventing some county residents from accessing the jobs and resulting ladders of opportunity that the goods movement sector provides. Further, worker safety, worker protections, living wages, local hiring policies and strengthening pipelines to increase accessibility to stable and sustainable jobs and career pathways are important considerations for bringing goods movement benefits to the most impacted communities.

Figure 22  
Annual Median Earnings and Annual Living Wage, 2019

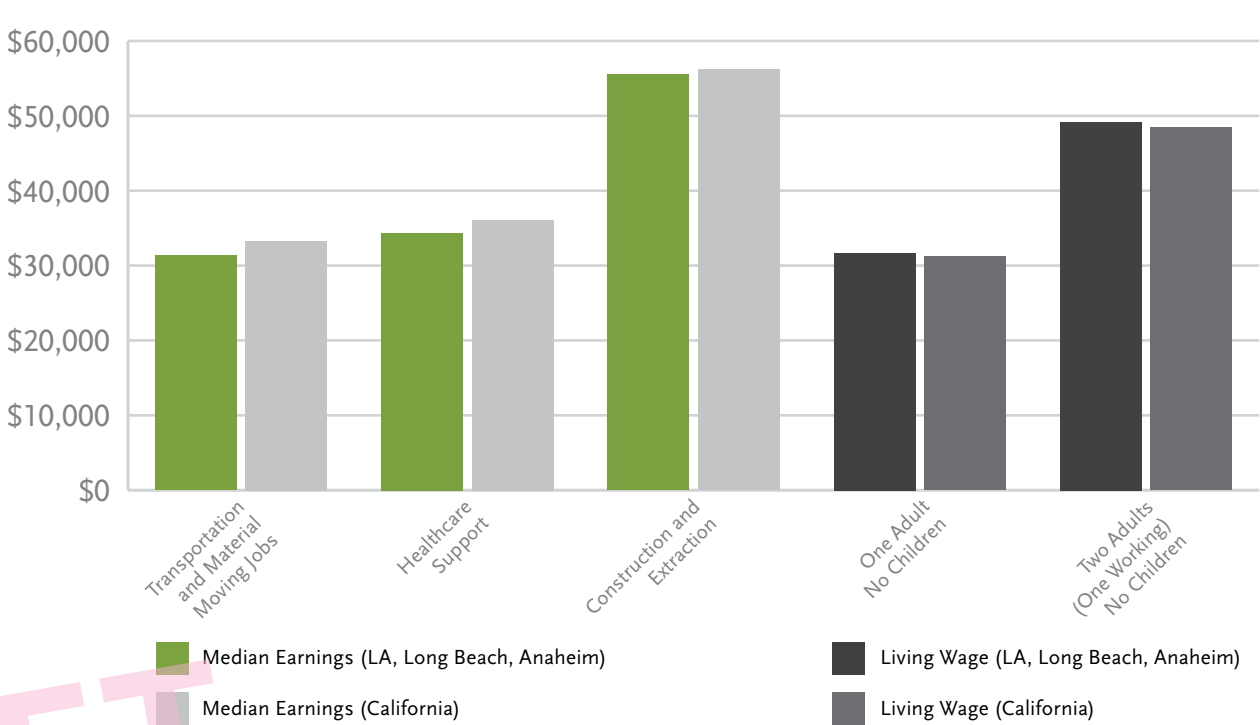


Figure 23  
Annual Average Wage by Goods Movement Jobs, 2019

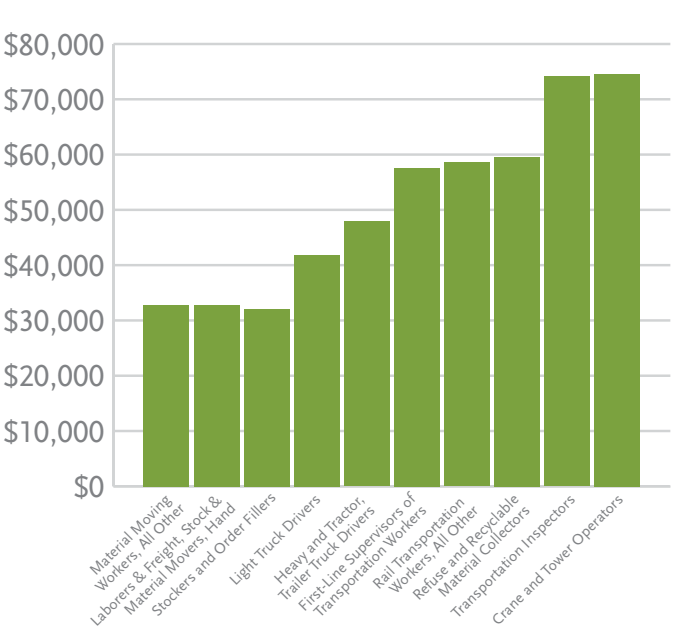


Figure 24  
Location Quotient by Goods Movement Jobs, 2019

Jobs	Location Quotient
Material Moving Workers, All Other	3.84
Laborers and Freight, Stock, and Material Movers, Hand	1.23
Stockers and Order Fillers	0.96
Light Truck Drivers	1.04
Heavy and Tractor-Trailer Truck Drivers	0.59
Rail Transportation Workers, All Other	2.27
Refuse and Recyclable Material Collectors	0.83
Transportation Inspectors	0.78
Crane and Tower Operators	0.81
First-Line Supervisors of Transportation Workers, Except Aircraft Cargo Handling Supervisors	0.96



Air Quality Challenges and Implications

Air pollutant emissions from goods movement sources – in particular from ships, trucks, train locomotives, cranes and other equipment that moves goods – are major sources of regional air pollution. Much of LA County (except for the Antelope Valley) falls within the South Coast Air Basin (SoCAB), which exceeds federal Clean Air Act standards for ozone and particulate matter (PM<sub>2.5</sub>). If the SoCAB region fails to demonstrate air quality conformity by target attainment dates for criteria pollutants, federal sanctions may be imposed, jeopardizing transportation funds and making the permitting of stationary facilities more burdensome. The federal government may also take over local air quality regulation if state plans are not adequate to meet federal standards.

Along with San Joaquin Valley in Central California, the SoCAB region is currently one of only two areas in the nation classified as “extreme” nonattainment for the 1997, 2008 and 2015 eight-hour ozone standards. The target attainment dates to meet these standards are June 2024, July 2032 and August 2038 – by those years, the SoCAB region must reduce ozone concentrations to 80 parts per billion (ppb), 75 ppb and 70 ppb, respectively. Ozone is formed when volatile organic compounds (VOC) and nitrogen oxides (NOx) react in the presence of ultraviolet sunlight, thus making the reduction of NOx the key strategy to meet ozone standards.

NOx emissions from goods movement sources constituted approximately 52% of the total NOx emissions for the SoCAB region in 2016. Heavy-duty trucks contributed 58% of these goods movement-related NOx emissions, or 30% of total NOx emissions in the SoCAB region. Locomotives also played a role in generating NOx emissions, with 7% of goods movement-related NOx emissions and 3.6% of total NOx emissions in the SoCAB region. To meet the 1997 and 2008 eight-hour ozone standards by target attainment dates, the SoCAB region needs to reduce NOx emissions by 45% above and beyond the existing regulations by 2023, and 55% by 2031 – a daunting task for the region.

The SoCAB is also a serious nonattainment area for the 2012 Annual PM<sub>2.5</sub> standards, with an attainment deadline of December 2025. However, in scenarios run by the South Coast Air Quality Management District (SCAQMD), the basin is expected to meet this deadline by 2025.

To meet the National Ambient Air Quality Standards for the eight-hour ozone, we need to significantly reduce NOx emissions from all sources, with a focus on the large share of NOx emissions generated by the goods movement industry.

California state law requires a substantial reduction in greenhouse gas (GHG) emissions – 40% below 1990 levels by 2030 and 80% below 1990 levels by 2050 – through Executive Order B-30-15 and Executive Order B-16-12. Many criteria pollutants, such as NOx, sulfur oxides (SOx) and particulate matter (PM<sub>2.5</sub> and PM<sub>10</sub>) are precursors to the formation of GHGs. Reducing criteria pollutants from goods movement sources to meet the federal Clean Air Act standards also helps in reducing GHGs<sup>67/68</sup>.

Air pollution – particularly NOx, diesel particulate matter and GHGs – is known to impair human health. These negative health impacts are felt by our residents in the following ways:

- > reduced visibility
- > increased episodes of respiratory infections and other illnesses
- > increased number of days of discomfort
- > absent days from work and school
- > increased symptoms related to respiratory disease, including asthma
- > slowed lung function growth and increased asthma risk in children
- > heart disease
- > shortened life spans<sup>69</sup>

Figure 25

NOx Reduction Amount Needed to Demonstrate the Eight-Hour Ozone Standards Attainment (Tons/Day)



Source: 2016 AQMP Appendix iii, Attachment A, Annual Average Emissions by Source Category in South Coast Air Basin

One of the tragedies of the COVID-19 pandemic is that many people suffering from these health conditions associated with highway and freight-related emissions were also made vulnerable to being at a higher risk of death and serious health effects caused by COVID-19, according to a study by the Harvard School of Public Health<sup>70</sup>. In particular the study found that “long-term exposure to PM<sub>2.5</sub> is associated with higher COVID-19 mortality rates”. The urgency to act to reduce these harmful emissions for the sake of public health could not have been made more clear during the pandemic.

In addition to the aforementioned Executive Orders, a number of near- and long-term technological solutions solutions prospectively could reduce GHG and other emissions reduce GHG emissions in the South Coast Air Basin. Although most environmental policies foresee the deployment of near-zero and zero-emission trucks as a long-term solution to reduce emissions, other near-term improvements – including cleaner-fuel trucks, hybrid-electric trucks and combustion engine improvements – are currently available commercially to help the region meet the attainment deadline by 2025<sup>71</sup>.

Meeting the federal Clean Air Act standards and reducing particulate matter, NOx and GHGs will require substantial reduction in criteria pollutants. These challenges call for the creation of regional partnerships and collaboration to identify effective strategies and secure funding for implementation. Fortunately, LA County has a precedent for such leadership. The SPB Ports have led the way by implementing the Clean Air Action Plan, the latest version of which set forth aggressive goals to reduce particulate matter, NOx, SOx and GHG from port-related emissions and sources at levels that far exceed volumes and schedules found in existing state and federal regulations.

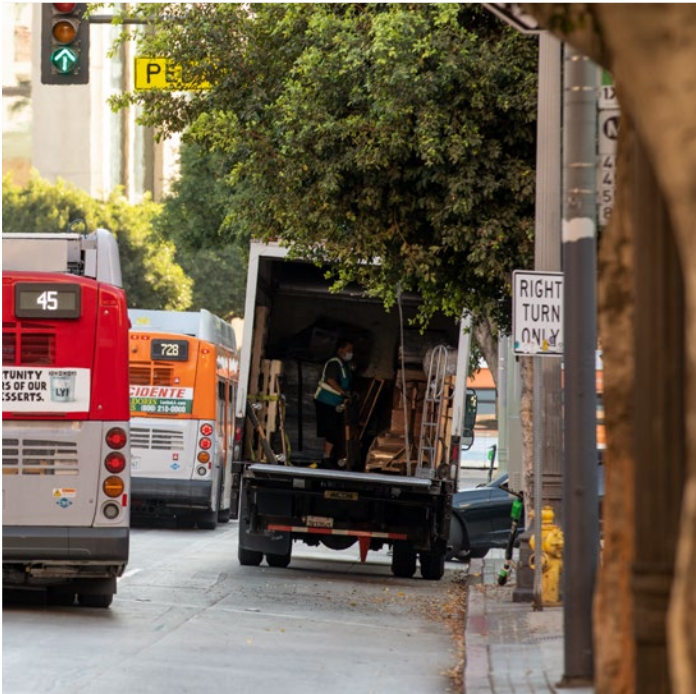


## Congestion at the Curb

An “urban renaissance” has shaped the goods movement space for urban areas like those throughout LA County. Moving and delivering goods efficiently, safely and reliably becomes increasingly more challenging as more people and businesses move back into cities, creating a denser and more vertical environment. Consumer-generated activities – such as dining at restaurants and shopping for groceries and clothing – generate the need for goods to be brought in and out of urban areas, otherwise known as urban freight. Further fueling urban freight is the advent of online shopping, leading retailers to strive to provide quick and on-time delivery, resulting in an increase in freight movements in urban areas. These deliveries are increasingly being made by a variety of smaller vehicles, including vans, pickup trucks, passenger vehicles and bicycles, with autonomous vehicles and drones starting to emerge as viable delivery options. These new vehicles have smaller payload capacity, so more vehicles are required to handle an increasing volume of deliveries.

All these urban freight trends converge at the curb, which is at the heart of urban freight and mobility issues. From parking to bus stops and loading zones to bike lanes (and now outdoor and on-street dining during the COVID-19 pandemic), curbside assets play many roles within a city. Yet, curb space “real estate” has not historically received as much attention from transportation planners as the roads and highways on which vehicles travel, even though congestion or lack of space at the curb impacts freight movements and deliveries, leading to roadway congestion. Spillover impacts, such as double parking and other forms of illegal parking, also negatively impact safety, accessibility and mobility for many users. Particularly, small business owners without adequate off-street parking near their businesses experience these impacts more severely as they rely on foot traffic and on-street parking for business.

With 88 individual cities and over 100 unincorporated communities, LA County faces a daunting task to achieve coordinated delivery practices, maintain infrastructure and manage curbside parking across the multitude of jurisdictions. As demand increases and diversifies, and as urban landscapes densify, managing curbside assets in ways that allow space for vital economic activities, protect sensitive users like bikes and pedestrians from trucks and vehicles and encourage mobility and traffic flow throughout urban areas will become even more vital. Public planners are demonstrating an increasing interest to understand factors that affect driver decisions, including



where to park on the block, whether to park at loading bays or how long to drive around the block in search of a desirable parking space before moving on. These inquiries could yield a benefit to the overall roadway performance and safety in support of economic activities and personal mobility. The “final 50 feet” of urban deliveries will continue to grow as a focus for researchers and innovators alike<sup>72</sup>.

Moving and delivering goods efficiently, safely and reliably becomes increasingly more challenging as more people and businesses move back into cities, creating a denser and more vertical environment.

## Competing Investment Priorities and Funding Challenges

Substantial investment in the multimodal freight system is needed to ensure that goods move efficiently and in a socially responsible manner. Unfortunately, the amount of available funding across local, state and federal sources to allow the region to continue investing effectively in the shared use system is limited (Figure 26). The 2020 SCAG Connect SoCal – 2020-2045 Regional Transportation Plan and Sustainable Communities Strategies estimates the costs of all regional transportation projects from FY2020-21 to FY2044-45 to be \$638.9 billion, compared with reasonably available resources estimated at only \$493.1 billion<sup>73</sup>. The constrained nature of transportation funding places considerable weight on project priorities and benefits in making investment decisions. While LA County generates locally-controlled transportation investment funds through proceeds from four sales taxes (for a combined 2%), the vast majority of those funds is dedicated through expenditure plans and categorical limits to support transit capital and operational improvements, with very little funding expressly dedicated to

goods movement-related projects. State and federal grant programs provide some amount of funding for freight projects, but the competition for these funds is intense and subject to political influence. From 2010-2020, federal funding for East Coast and Gulf Coast gateways combined outstripped investment in West Coast gateways at a rate of 10 to 1. For example, USDOT received 173 applications for funding from across the country in the FY2020 cycle for federal INFRA grants, yet only 20 awards were made. For the five-year INFRA/FASTLANE program inaugurated in the Fast Act, only four California project applications received funding out of the 148 submitted. The Ports of Long Beach and Los Angeles did not receive a single dollar of the \$500 million set aside for port and intermodal infrastructure projects, despite submitting quality applications for important improvements. With limited funding to meet transportation needs, identification of priorities and strategic investment decisions are needed to improve the freight transportation system while advancing equity, sustainability and mobility goals.

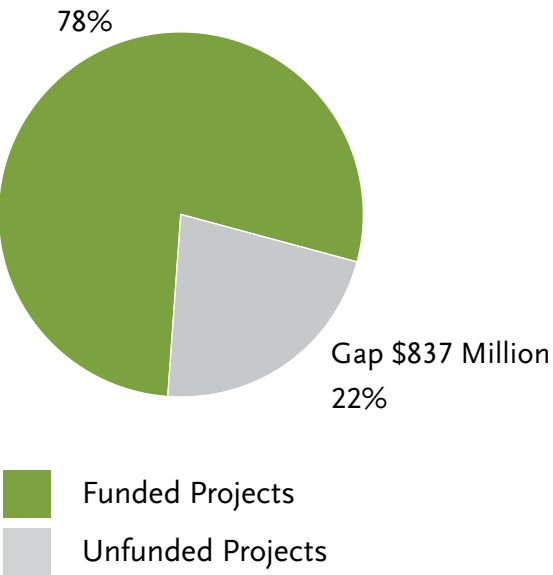
Figure 26

### State and Federal Funding Requested and Awarded for California Freight Infrastructure Projects

#### TCEP FY2018 and FY2020

Total Funding Requested: \$3,747 Million

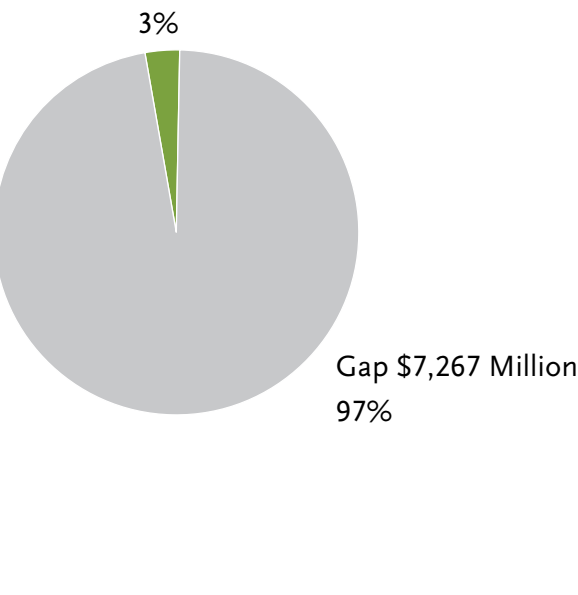
Total Funding Awarded: \$2,910 Million



#### INFRA/FASTLANE FY2016-FY2020

Total Funding Requested: \$7,463 Million

Total Funding Awarded: \$196 Million



Sources: California Transportation Commission (CTC) and U.S. Department of Transportation (USDOT)



Case Study: What it Takes to Deliver an Infrastructure Mega-Project

Delivering major freight infrastructure projects requires strong partnerships, time, a mix of funding sources and leadership. The opening of the Gerald Desmond Bridge Replacement Project to traffic on October 5, 2020, culminated over a decade of work to realize this important project.

The Gerald Desmond Bridge at the Port of Long Beach is one of the most freight-critical pieces of infrastructure in the nation, as 15% of the nation’s imported waterborne cargo travels over the towering span by truck. The bridge also serves as an important access route that connects the Port of Long Beach to downtown Long Beach and surrounding communities. Built in the 1960s the original bridge was neither designed to accommodate the level of truck volume that has increased steadily over the past decades, nor the larger ships that require higher clearance over the channel to pass under.

Although first considered in the 1990s, the bridge replacement project did not begin until the Long Beach Harbor Commission allocated \$26.4 million to develop replacement plans in May 2009. The initial cost estimate in 2008 for the replacement was \$950 million.

The final environmental impact report was adopted in August 2010, with a groundbreaking in January 2013. Nearly eight years later, the Gerald Desmond Bridge Replacement Project celebrated its completion with a Grand Opening on October 2, 2020 (Figure 27).

Securing enough funding to deliver this major capital project was a tremendous task. Since its inception the Port of Long Beach leadership worked tirelessly to secure funding from various sources, including Transportation Infrastructure Finance & Innovation Act (TIFIA) loans, federal and state grants and local funds including Metro’s contribution from the Proposition C County sales tax revenue funds for transportation projects. The bridge replacement project, which arrived at a final cost of \$1.561 billion, was paid for with \$1.042 billion in federal sources, \$170 million in state sources and \$349 million in local sources (Figure 28). Since the time the Harbor Commission allocated the initial funding to develop the bridge replacement plan in 2009, it took over 11 years to fully fund and deliver this nationally significant project.



Source: Port of Long Beach

Figure 27

Gerald Desmond Bridge Replacement Project Major Milestones

May 2009	Long Beach Board of Harbor Commissioners allocated \$26.4 million to develop a plan for the bridge replacement project
February 2010	Port of Long Beach released the draft environmental impact report (EIR)
August 2010	Final EIR adopted by the Long Beach Board of Harbor Commissioners
July 2012	Design-build contract awarded
January 2013	Official groundbreaking ceremony
October 2014	Construction starts on the bridge project foundations
December 2017	Completion of the two 515-foot-high towers, the tallest structures on the bridge project
October 2, 2020	Grand opening
October 5, 2020	The bridge opened to traffic

Sources: Port of Long Beach, About the Bridge, Bridge History newgdbridge.com/about-the-bridge/bridge-history/ and FHWA Approved

Figure 28

Gerald Desmond Bridge Replacement Project Funding by Sources (\$ in Thousands)

	Preliminary Engineering	Right-of-Way	Construction	Total
Federal				
Highway Bridge Replacement and Rehabilitation-Local (HBRR-L)	\$10,000	\$40,000	\$161,800	\$211,800
Project of National and Regional Significance (SAFETEA-LU PNRS)	\$22,078	\$64,715	\$4,207	\$91,000
Surface Transportation Program (STP)	\$5,782			5,782
STP-Local Regional (STPL-R)			\$11,315	11,315
SHOPP/Federal			\$97,500	97,500
TCIF/Federal			\$299,800	299,800
Transportation Infrastructure Finance & Innovation Act (TIFIA)	\$1,834	\$190,665	\$132,501	\$325,000
State				
Corridor Mobility Improvement Account (CMIA)			\$153,600	153,600
State Cash			\$16,207	16,207
Local				
Port Funds, Includes Capitalized Interest	\$11,880	\$14,640	\$305,580	\$332,100
Metro Contribution			\$17,306	17,306
Total Programmed	\$51,574	\$310,020	\$1,199,816	\$1,561,410

Source: FHWA Approved Gerald Desmond Bridge 2019 Financial Plan Annual Update Port of Long Beach



# We must remedy negative impacts.

While LA County’s role as a global trade gateway contributes significantly to the national and regional economy, goods movement activities that support this international trade directly impact local communities. Freight-related activities negatively impact the region’s quality of life, generating air pollutants that threaten public health, as well as traffic, noise pavement deterioration and “visual pollution” or blight.

### Economic Disparities

The economic benefits associated with goods movement jobs are not distributed equally across the communities of LA County, particularly not for those most affected by freight activity. The goods movement sector offers many jobs for both skilled and unskilled workers, which may or may not include benefits, such as health insurance, retirement packages or pensions. These jobs tend to be located near cargo distribution centers. However, since these employees live all over the area, the region’s economy benefits from these jobs. Money spent by employees on housing, food and day-to-day living supports jobs for others and generates further revenues for local communities. As a result, some communities may bear the brunt of goods movement environmental impacts without fully experiencing the economic benefits of jobs associated with freight<sup>74</sup>.

### Air Quality Impacts

According to the National Ambient Air Quality Standards, LA County is classified as an extreme non-attainment area for pollutants, of which goods movement sources are significant contributors<sup>75</sup>. Residents of LA County are exposed to 60% more vehicle pollution than the state average, with the lowest-income households exposed to more than those with the highest incomes (Figure 29). Exposure to tailpipe emission leads to increased risk of premature death, lung cancer, heart and lung diseases and asthma. This public health crisis is particularly true for disadvantaged communities located next to highway and rail corridors where the impacts of poor air quality are disproportionately experienced.

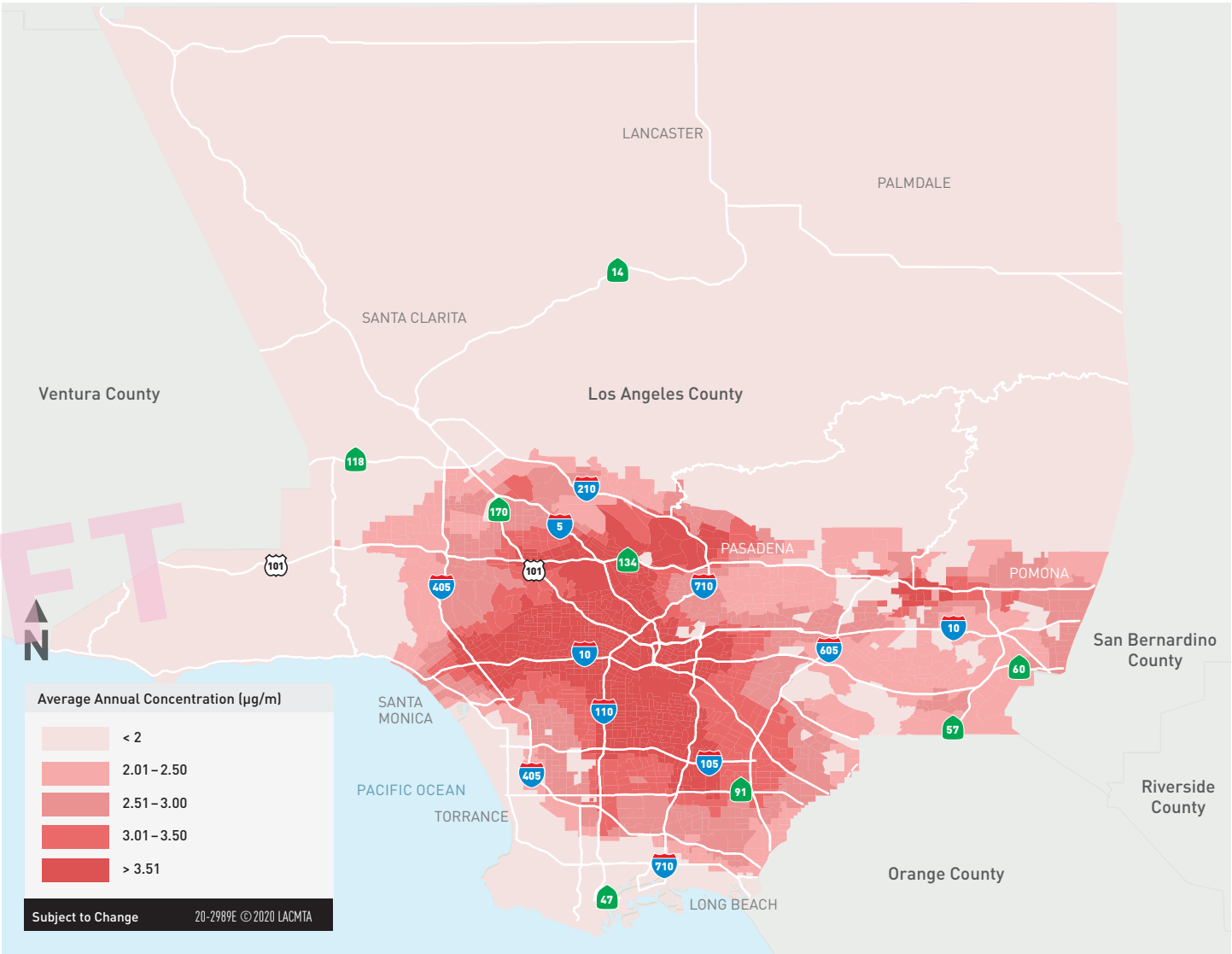


Source: Shtrunts/iStock/Getty Images Plus

LA County is also a majority-minority county, with nearly one-half of residents being Hispanic or Latino. Pollutant emissions have a pronounced impact on air quality, the health of residents living near freight routes and facilities, livability and the environment, often impacting underserved or minority communities located close to emission sources more so than others. Negative health and community impacts on families and neighborhoods include asthma, missed days of school, trips to the hospital, families dying of cancer and other illnesses related to air pollution, including greater risk of death caused by COVID-19. Additionally, the proximity to highways and rail corridors also bring with it exposure to daily noise and disruption caused by trucks and trains.

Figure 29

EXPOSURE TO AIR POLLUTION FROM ALL VEHICLES IN LA COUNTY



Source: ucsusa.org/resources/inequitable-exposure-air-pollution-vehicles-california-2019







# We acknowledge past wrongdoings.

## Redlining

Nearly a century of residential racial segregation practiced and enforced by law and public policy impacted tremendously the site and alignment selections of many of the freeways on which goods are moved today. These public policies also resulted in the degradation of service qualities and limited access to financing mechanisms, open space and basic needs such as food, safety and transportation. Over time the impacts of such government policies and actions have created severe, enduring effects on equity, and the gap in disparities continues to widen<sup>77</sup>. Many of the negative impacts from goods movement activities that harm LA County's residents are tied to locations of communities and their proximity to freeways and goods movement facilities. Metro has established equity and inclusion as an agency-wide goal; for us to improve the future quality of life for all, we must understand the past and its impacts still felt today.

Racial discrimination in housing was legal until 1968 in the United States. Legally-sanctioned redlining policies created inequitable impacts on the patterns of development, financial investment, infrastructure and social dynamics in LA County communities.

The legacy and ongoing ripple effects of these discriminatory policies constitute an integral part of any discussion about transportation and the county's goods movement system. Redlined communities across the county struggled to receive federally-backed home loans due to such policies, which made home ownership a challenge. These policies also made loans for home improvement difficult for homeowners in these communities. "Neighborhoods fell into a circle of decline: the inability to access capital led to disrepair and the physical decline of a community's housing stock, which in turn reinforced the redline designation."<sup>78</sup>

## Freeway Construction and Displacement

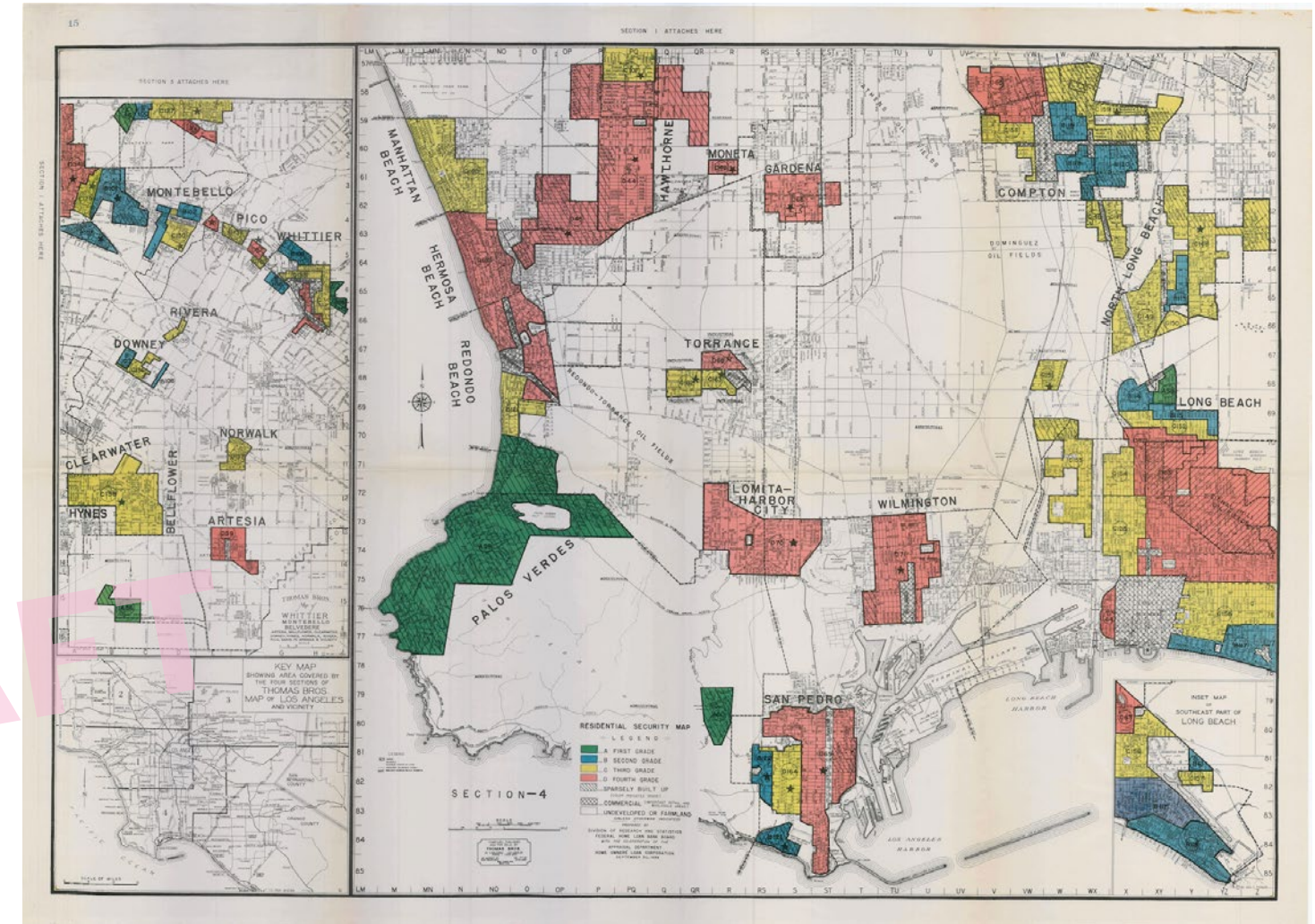
The federal Home Ownership Loan Corporation (HOLC), a government-sponsored corporation created as part of President Franklin D. Roosevelt's New Deal, created a rating system to assess mortgage risk for various communities, with an A rating reserved for communities representing the best investments and a D-rating identifying communities deemed "hazardous". These ratings then in turn led to neighborhoods assigned a D-rating to be designated as an area through which to construct new freeway projects, creating greater community impacts.



Source: John Humble. Construction of I-105 on-ramp in Lennox neighborhood of LA County.

Figure 31

## HISTORICALLY REDLINED COMMUNITIES IN SOUTH LA



Source: [kcet.org/shows/lost-la/segregation-in-the-city-of-angels-a-1939-map-of-housing-inequality-in-la](http://kcet.org/shows/lost-la/segregation-in-the-city-of-angels-a-1939-map-of-housing-inequality-in-la)

In Boyle Heights, for example, proposed freeway projects were approved leading to the neighborhoods on the Eastside being bisected and disrupted by six freeways, displacing 10,000 people and destroying the cohesive nature of the community.

The residual influence of redlining, officially brought to an end by the Fair Housing Act of 1968, could still be felt in LA County with the construction of the 105 Freeway between Norwalk and El Segundo. By the time the \$2.2 billion freeway opened on October 15, 1993, approximately 25,500 people were displaced, and 8,000 structures were destroyed or removed along a wide swath that cut through predominantly minority communities adjacent to Imperial Highway.

Unlike previous freeway projects, the final 105 Freeway project received multiple mitigations as the result of a lawsuit and a preliminary injunction that halted freeway construction in 1972, leading to a federal consent decree that included "a housing program, jobs program, jobs training program, affirmative action program" and, eventually, the Metro C Line (Green)<sup>79</sup>.

As Metro seeks to implement Measures R and M – and as we work with our partners to improve LA County's goods movement system – we must remain conscious of these historical inequities, engage in dialogue with impacted communities and work toward addressing these issues through our policies, programs and projects.



# What is COVID-19 teaching us about goods movement?

When LA County Supervisor Kathryn Barger (in concert with City of Los Angeles Mayor Eric Garcetti, City of Long Beach Mayor Robert Garcia and City of Pasadena Mayor Terry Tornek) announced the Safer-at-Home Public Health Order on March 19, 2020, in response to the rapidly growing COVID-19 pandemic, daily life changed dramatically for LA County's over 10 million residents.

As the nation's largest county grappled with an unprecedented “black swan” event that shut down the economy and imperiled the health of its residents, our goods movement system strained but did not break in the critical effort to connect people to fundamental needs such as food, medicine and supplies.

The vital importance of simultaneously moving goods and people attracted national attention during the COVID-19 pandemic, illustrated by the Trump Administration identifying transportation and logistics workers as essential critical infrastructure workers in guidance issued by the Cyber & Infrastructure Security Agency on March 19, 2020<sup>80</sup>. Once vaccines and new treatments are developed and mass produced, the logistics industry will play a crucial role in ensuring fast and efficient national distribution.

When the supply chain flows the movement of goods can seem “invisible” and easily be taken for granted. In contrast, COVID-19 demonstrated that a resilient, reliable and flexible supply chain can help society remain stable in the face of global disruption. As the pandemic continues to impact transportation planning and supply chain management, we anticipate policymakers will need to consider and adapt to new goods movement trends and challenges going forward.

## Online Shopping – from Trend to Necessity

COVID-19 established as a necessity the growing trend for consumers to shop using e-commerce. Millions of LA County residents began or expanded their use of online shopping – a shift reflected nationally as U.S. consumers spent \$347.26 billion via online shopping over the first six months of 2020, a 30.1% increase over the same period in 2019 (\$266.84 billion), despite the pandemic not taking hold until mid-March of 2020<sup>81</sup>. Similarly, nationwide grocery online shopping volume increased by 570% over the first few months of the pandemic<sup>82</sup>.

Large and small businesses alike have struggled to stay open, with many closing permanently, contracting their number of stores, or filing for bankruptcy – as 21 major North American retailers did over the first five months of the pandemic<sup>83</sup>. With customer traffic at brick-and-mortar locations drying up, businesses – particularly restaurants – suddenly found themselves needing to adapt by accommodating or expanding online pickup and delivery options.

The opportunity to acquire goods through online shopping not only helped businesses stay afloat and prevent additional job losses, but also provided a safe and secure method to acquire groceries, meals, medical supplies and PPE for some of our most vulnerable residents unable to drive or risk public exposure to COVID-19.

## Integration of Goods Movement Needs into First/Last Mile, Sidewalk and Curbside Planning

Experts predict that the current level of online shopping will likely remain even after vaccines become available and people begin to work in offices again – a “new normal” that will drive more home deliveries and curbside pickups, creating new public policy decisions for local jurisdictions. Many cities have adapted to COVID-19 by temporarily replacing parking spaces with loading zones and allowing outdoor sidewalk and on-street dining (such as Los Angeles City's “L.A. Al Fresco program”<sup>84</sup>) to support commercial activity, create safer dining environments and meet the public's desire to acquire goods in a contactless manner. The continued surge in home deliveries – aided by companies like Amazon, UPS, Uber Eats and DoorDash – will lead to increasing truck traffic on residential streets as more purchases and goods will be delivered to the doorstep.

Too often city and regional planners have developed plans overseeing curbside mobility, sidewalk usage and first-last mile connectivity without adequate consideration for the needs of residents acquiring goods at home or at the curb. COVID-19 has illustrated quite clearly that transportation planning is strongest when it integrates and balances the movement of people and goods to support vital commercial activity, public health, personal mobility and quality of life needs.

## Supply Chain Management Practices

COVID-19 exposed as vulnerabilities the efficiencies that allowed companies to reduce costs through just-in-time delivery and leaner inventories, leading to delivery delays and depleted store inventories that created shortages of food, medical supplies and PPE.

U.S. farmers especially had a challenging time getting their fresh produce to market, due to the design of the pre-pandemic distribution network to move 40% of food to restaurants and fast food establishments for consumption<sup>85</sup>. These shortages and supply chain breakdowns, coupled with abnormal consumer behaviors like panic buying and hoarding early on in the pandemic, created indelible images of half-empty stores being picked over as people snapped up essential items such as toilet paper, hand sanitizer, bottled water, beef and eggs. Additionally, person-to-person interactions within the supply chain led to outbreaks of COVID-19, such as those that shut down major meat suppliers like JBS and Tyson Foods Inc<sup>86</sup>.

To protect better against disruptions to the global supply chain caused by future pandemics, businesses may need to consider storing more inventory and sourcing items more locally to protect against future shortages. The logistics industry may also move to reduce person-to-person contact within supply chain interactions and facilities, such as filling out forms when entering a port complex, through technology and automation.

## We Must Keep Equity in Mind

As communities adapt to life during and after the pandemic, we must remain vigilant to recognize and mitigate unanticipated impacts to vulnerable communities caused by changes in the supply chain or new barriers to accessing goods. COVID-19 has exposed existing racial and economic inequities in goods movement-affected communities – home to many essential logistics workers – as demonstrated by higher mortality rates linked to health impacts caused by long-term exposure to freight emissions<sup>87</sup>. Metro, as a leader in reducing disparities and improving equity throughout LA County, must also develop policies and funding strategies to respond to existing and new goods movement equity problems created or exacerbated by COVID-19.





# LA County's competitiveness is at risk.



All of these trends – a history of inequitable investments and impacts, increasing freight demand on a congested shared use highway and rail system, rapidly evolving industry and workforce needs and competing demands for limited funding sources – will, if left unabated, undermine the competitiveness of LA County as a place that offers a skilled and knowledgeable workforce, safe and healthy living and a strong multimodal transportation network that collectively position our county as the nation's gateway of choice.

The region's commitment to and success in enhancing our county's economic competitiveness in a sustainable and equitable fashion will empower Metro and its partners to achieve LA County's much-needed and long-awaited economic, mobility, environmental and public health goals.

To pursue comprehensive and holistic approaches to addressing these interconnected challenges, the goods movement stakeholders and Metro worked collaboratively to identify challenges and opportunities facing LA County that should inform the purpose of the plan. Metro convened a Freight Working Group – comprising representatives from public agencies, the private sector and community groups – to guide our planning process and ensure that a broad range of perspectives was reflected therein<sup>88</sup>. Metro neither controls, operates nor maintains many aspects of the regional goods movement system. Convening and seeking input from myriad leaders and stakeholders involved with or impacted by this vast “system of systems” helped to ensure the plan reflects and meets the needs of the various public and private agencies, community groups and entities that plan, operate, use, depend on, are affected by and live near our essential countywide goods movement system.

## What is economic competitiveness?

The World Economic Forum (WEF) defines economic competitiveness as “the set of institutions, policies and factors that determine the level of productivity of a country” and tracks 114 performance indicators to evaluate a nation's productivity. If LA County were a nation, its Gross Domestic Product of \$867 billion would rank 18th in the world<sup>89/90</sup>.

## Why is it important?

Sustained economic growth remains a critical pathway out of poverty, a core driver of human development and a crucial catalyst for improving living standards.

## Can we achieve economic competitiveness, equity and sustainability concurrently?

Decades of focus on economic growth without equal focus on inclusion and environmental impacts have resulted in uneven, inequitable consequences that impact society at the local and global level. Growth and shared prosperity started to decouple in most of the world's advanced economies in the 1970s. Over the last 50 years, this trend has been accelerated by factors such as globalization, technology, increased market concentration, a decline in public and private productivity-enhancing investments, an inequality of opportunities that limit social mobility and hysteresis effects of economic downturns that disproportionately affect the poor. All of these factors have created forms of inequality that we experience today.

As further elucidated by the effects of COVID-19 exacerbating existing equity fault lines, achieving economic competitiveness, equity and sustainability simultaneously becomes less a question and more a necessity. These goals must be merged into a single sustainable and inclusive economic growth agenda. The WEF's 2019 Global Competitiveness Report explores the relationship between competitiveness, shared prosperity and environmental sustainability and demonstrates how no inherent trade-off exists among building competitiveness, creating more equitable societies, providing opportunity for all and transitioning to environmentally sustainable systems<sup>91</sup>.



# We're creating an economically competitive LA County by moving goods in a sustainable way.

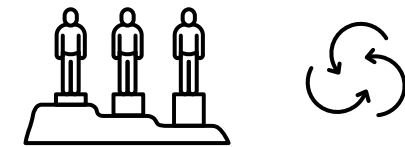
Figure 32

## Our Framework



This framework (Figure 32) provides a structure through which to evaluate and make improvements to LA's freight competitiveness in a sustainable way that is consistent with the priorities and values of Metro and the regional stakeholders. These elements will serve as the framework for Metro's goods movement planning activities as we pursue integrated and holistic approaches to improve mobility, accessibility, safety and quality of life, while supporting economic sustainability, equity and prosperity.

We embed our guiding values into everything we do.



## Equity and Sustainability

***How can we achieve competitiveness that is founded on equity and sustainability?***

This question – and challenge – is the foundation of the Sustainable Goods Movement Framework. It reflects Metro's commitment to correct inequity within the county, while balancing environmental, economic and social goals. As core values, equity and sustainability must permeate the four priorities of the Sustainable Goods Movement framework and create observable impacts on their development. This plan recognizes that countywide prosperity needs to be based on equity and inclusion. To do so both equity and sustainability need to be considered as a starting point and foundation for any goods movement planning activities and resulting policies, strategies and project concept development. Each of the framework's priorities, described next, will consider and incorporate equity.

## Equity Considerations:

> What are the measurable outcomes and benchmarks for equity, and how do we track progress?

Metro asked goods movement stakeholders to describe the most critical challenges facing LA County and identify priority areas to address the challenges. Through workshops, focus groups and one-on-one interviews, these stakeholders emphasized that LA County's economic competitiveness is at risk, and shaped values and priorities that should serve to improve our competitiveness. These values and priorities transformed into the elements of a Sustainable Freight Competitiveness Framework.

### Guiding values:

- Equity
- Sustainability

### Guiding priorities:

- A Strong Labor Force
- A Safe and Efficient Multimodal System
- Strong Markets and Reliable Supply Chains
- A Culture of Investment and Innovation



# Priorities to advance LA County’s competitiveness.



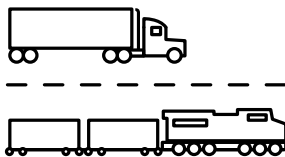
## A Strong Labor Force

*Do existing policies and programs position the local labor force to support the goods movement industry of tomorrow? What are the education and skill gaps and opportunities for partnership? Does the regional transportation system connect workers to goods movement jobs?*

LA County must capitalize on new employment opportunities by investing in education and training. Local training institutions emphasized the gap in employer desired skills and our current workforce skillsets, particularly in heavy equipment handling, welding, automotive technology and certified automotive electricians. The types of employment opportunities in the logistics sector are changing rapidly, with an increasing number of technology intensive jobs that require special skills. The increasing jobs-housing imbalance across the county and a lack of quality accessibility to these jobs within an hour by public transit or reliable transportation are important equity determinants that hinder quality of life and LA County's competitiveness. Ensuring pathways for our workforce to harness opportunities is a key to LA County's quality of life and economic sustainability.

### Equity Considerations:

- > What are the mechanisms for inclusive employment particularly for those who have been underserved, and how do we establish them?
- > How can Metro support educational and training institutions to offer wraparound services, including food, shelter and childcare to benefit students who are struggling?
- > Does LA County provide reliable and convenient transportation means to help people get to jobs and training programs, particularly those that neither own personal vehicles nor can afford one?



## A Safe and Efficient Multimodal System

*How can we ensure the shared use multimodal system safely meets future demand as the population grows and responds to changes in the way people and goods move?*

The ability of the county's multimodal freight transportation infrastructure to move goods safely, efficiently and effectively has significant implications for LA County's freight competitiveness and Metro's ability to meet the mobility needs of LA County residents and businesses. The majority of the freight transportation system in the county is shared infrastructure that also accommodates passenger mobility needs. Some areas of the county's goods movement transportation system are already operating at capacity or are expected to reach capacity in the foreseeable future. An efficient multimodal system is a prerequisite for minimizing negative impacts to mobility of both freight and passengers, while ensuring sound economic activities that are supported by transportation services.

### Equity Considerations:

- > What is the role of technology in improving system productivity and safety to benefit us all?
- > What are the quantifiable goods movement impacts in communities of color and low income that have not received much attention?
- > What are the remedies and benefits that most impacted communities should be prioritized for, and what performance metrics can be used to track the progress?
- > What can Metro do to facilitate inclusive economic growth through a multimodal system investment lens?
- > How can we work with communities and avoid unnecessary displacement and impacts when upgrading regionally-significant infrastructure facilities?



## Strong Markets and Reliable Supply Chains

*Do we have a strong, articulated and coherent economic strategy to develop a vital mix of businesses and policies to foster a vibrant and inclusive economy? Are we aware of and protecting against external threats that can disrupt our markets and supply chain?*

For LA County to thrive it must have a strong economic strategy that supports the needs of our businesses, industries and residents. A reliable, responsive and socially responsible goods movement system is a foundation that supports such a strategy. This priority reflects the relationship of LA County's existing diverse markets, large workforce size and well-developed logistics system to global supply chains, and contemplates the best ways for the county to pursue competitiveness as part of a sustainable and inclusive growth agenda. Our investment decisions must support a strong economic strategy that is committed to providing all residents access to and the benefits generated by a prosperous, equitable economy.

### Equity Considerations:

- > What can Metro do to facilitate inclusive economic growth by supporting local businesses and workforce investment?
- > What are the measurable outcomes that we can use to assess effectiveness of our investments in building strong, diverse markets and supply chains that support progress towards equitable and inclusive economic growth?
- > How can Metro partner with local communities and businesses to concentrate economic opportunities and sustainable practices in areas most affected by the movement of goods?



## A Culture of Investment and Innovation

*Is the mix of regional leadership, policy environment and available capital sufficient to support investments in infrastructure and technology? How do we balance our unique regulatory and policy environment with the need for private sector investment?*

To develop fully the ecosystem of complementary industries that stimulate transportation infrastructure investment and innovation, LA County must desire to invest in both catalytic infrastructure and intellectual capital. LA County is already a well-established incubator for emerging transportation technologies. The county can also take advantage of four voter-approved sales tax measures to invest in its multimodal transportation system and serve as local match to attract state and federal discretionary funding. This culture of investment and innovation must be further nurtured to facilitate a full suite of investment, infrastructure improvements and technology advancement to reap further benefits.

### Equity Considerations:

- > What are the mechanisms to ensure the benefit of such innovation and investments are also felt across the county, and by everyone, equitably?
- > What is the role of Metro in investing in capacity building of organizations who advocate for inclusive economic growth?
- > How can Metro anticipate and mitigate potential unintended impacts on equity as a result of new, disruptive technologies and innovations in the goods movement sector?



# How will we get to better?

Metro has developed the LA County Goods Movement Strategic Plan to facilitate an equitable, sustainable, robust and economically competitive goods movement system throughout the county. This plan provides a framework to guide Metro's goods movement-related activities, investments, partnerships, policies and decision-making over the next five to seven years.





# Here’s our roadmap.

### Goods Movement Vision

Metro’s Goods Movement Vision was developed in consultation with various goods movement stakeholders that actively engaged in the development of the plan. It sets a direction for Metro as a leader and partner in shaping a more competitive and equitable LA County by serving as:

- > A **national leader** and **regional partner** in implementing a modern, responsive, coordinated and effective freight transportation system through policies, programs and projects that support a competitive global economy; and
- > A steward of **equitable and sustainable investments** and **technological innovation** that will increase regional economic competitiveness, advance environmental goals and provide access to opportunity for county residents.

Metro will implement this vision by undertaking a series of activities that will allow the region to preserve and enhance LA County’s competitiveness in an equitable and sustainable manner. This package of recommendations, summarized in Figure 33 and detailed in the next section, presents an opportunity for Metro to take a leadership role in addressing

goods movement issues in the county, working with local, regional, state and national partners as appropriate. Each of the following focus areas will be supported by specific implementation steps.

Freight movements have impacts across boundaries – jurisdictional boundaries between individual cities in LA County and beyond our county borders; interest boundaries among the public, private and community sector; and institutional boundaries, both among and within agencies, including myriad divisions within Metro. Implementing this plan will require Metro to work across these boundaries, both within and outside the agency, to help the region to make progress on its mobility, economic, environmental and equity goals.

### Building Equity as a Foundation

In August 2020 the Metro Board adopted an agency-wide definition for equity to guide Metro’s work in this space and create project-specific equitable outcomes. This plan recognizes that disparities and challenges exist in our current goods movement system throughout LA County, and they will persist if we do not intentionally work to eliminate them.

Metro’s Equity Platform is a policy framework which was adopted by the Board in February 2018. It defines steps for Metro to maximize its transportation authority as a lever to evaluate and address disparities in accessing opportunities that lead to upward social and economic mobility. Equity Focus Communities (EFCs) – defined by the Board in 2019 through the assessment of non-white populations, car ownership rates and annual income – are those communities most heavily impacted by gaps in equity throughout the county.

To establish a more comprehensive framework that considers goods movement impacts, the EFC definition was enhanced to incorporate air and water pollution impacts, the presence of hazardous wastes and the rates of asthma and heart disease using CalEnviroScreen data (Figure 30). This expanded definition will be used throughout this strategic plan to ensure our activities are consistent with Board guidance while reflecting the real impacts of goods movement on our most vulnerable communities. Through ongoing dialogue with equity stakeholders, we will further refine and ground truth this definition with input from the Equity Freight Working Group.

\*CalEnviroScreen identifies California communities by census tract that are disproportionately burdened by, and vulnerable to, multiple sources of pollution.

### Metro’s Definition of Equity

Equity is both an outcome and a process to address racial, socioeconomic and gender disparities, to ensure fair and just access – with respect to where you begin and your capacity to improve from that starting point – to opportunities, including jobs, housing, education, mobility options and healthier communities. It is achieved when one’s outcomes in life are not predetermined, in a statistical or experiential sense, on their racial, economic or social identities. It requires community informed and needs-based provision, implementation and impact of services, programs and policies that reduce and ultimately prevent disparities.

Figure 33  
Strategic Goods Movement Early Action Initiatives

INITIATIVES	DESCRIPTION	LEAD	PARTNER
1. Equity for Goods Movement	Initiate a recurrent goods movement-focused task force comprising equity-focused stakeholders as a forum to give and receive input to guide Metro’s planning efforts on goods movement related issues.	●	
2. LA Metro Countywide Clean Truck Initiative	Develop a Countywide Clean Truck Initiative to accelerate the deployment of near-zero and zero emission trucks in the region to address air quality and public health concerns, particularly for our most vulnerable communities along major freight highway corridors.	●	●
3. Southern California Rail Investment Partnership	Craft a public-private framework for a collaborative freight rail investment partnership focused on improving the region’s shared use freight rail corridors.	●	●
4. Urban Freight Delivery	Mainstream urban delivery and curbside demand issues across other planning efforts within Metro and LA County jurisdictions to achieve coordinated solutions to address these challenges.	●	●
5. Logistics Workforce and Competency	Ensure that LA County has a strong labor pool to support its economy and fill the jobs of tomorrow through research and initiatives to identify and address workforce skillset gaps and investment need.		●





## Initiative 1: Equity for Goods Movement

Over the past few years, Metro has acknowledged and embraced the need to understand equity issues and incorporate recommendations into its various planning processes. Metro initiated the LA County Goods Movement Strategic Plan in the wake of this heightened commitment and sought from the onset to understand better the relationship between goods movement and equity and how best to acknowledge past impacts, mitigate existing issues and identify future opportunities to improve the lives of county residents most affected by the movement of goods through the region. The plan and the Sustainable Freight Competitiveness framework that emerged through dialogue with the mosaic of goods movement stakeholders in LA County reflect our collective commitment to establish equity as the fundamental driver for shaping policies, initiatives and projects that are intended to result in inclusive economic competitiveness.

In recent years Metro has formed the Policy Advisory Committee (PAC), worked with various stakeholders to assist in the creation of the Board-approved Equity Platform and put forth its definition of what equity means to the agency. These actions demonstrate how Metro is investing considerable effort and resources to understand equity concerns and risk factors to address impacts to vulnerable communities in its major planning initiatives and programs<sup>92</sup>. Metro should also broaden and institutionally formalize its communication channels to seek regular input from community-based organizations (CBOs) and equity-focused non-profit groups to better understand LA County's diverse ecosystem and existing health disparities. Metro will work to center our most impacted communities in the process of planning, identifying benefits and benchmarks and developing and implementing solutions to our equity challenges so that transportation and economic investments in the LA County goods movement system will result in outcomes that elevate the well-being and environmental conditions of our most impacted communities.

More than just a symbolic gesture of support for equity issues, Metro's designation of equity as the core value of the LA County Goods Movement Strategic Plan's Sustainable Freight Competitiveness Framework reflects the consensus support of our stakeholders and will serve as an ever-present reminder that implementation of strategies developed through the framework must be achieved in a way that lifts up those communities most marginalized and impacted by the movement of goods through the nation's most vital seaports and trade corridors. Metro must see through the lens of equity and sustainability as we develop programs, projects and policies that create safer and more efficient multimodal freight systems, maintain a resilient supply chain, generate a strong labor force and foster a culture of investment and innovation all in support of maintaining LA County's economic competitiveness in the national and global economy.

Actively and frequently engaging affected communities in the development, refinement and implementation of the plan's programs and strategies will be crucial for Metro to achieve its goal of creating a relevant, effective and forward-thinking LA County Goods Movement Strategic Plan that serves the needs of the entire county, today and for generations to come.



Source: Rick Loomis/Los Angeles Times/Getty Images



Strategy 1.1

Engage in meaningful, ongoing dialogue with equity-focused stakeholders and experts to develop a deeper understanding of equity issues, risk factors and disparities so that equity considerations are mainstreamed in Metro's Goods Movement planning efforts.

ACTION	LEAD	PARTNER
1.1a Establish a formal, recurring Goods Movement Equity Initiative Working Group comprising representatives from community-based organizations (CBOs), non-profits, universities, health agencies and foundations to elevate understanding of equity issues within Metro's planning practice.	●	●
1.1b Develop communication channels with residents and local businesses to fully understand how they are impacted. Establish on-going coordination mechanisms with other equity-focused committees and activities within Metro and with other regional efforts to ensure effective, consistent and collaborative planning, development and deployment of goods movement equity goals throughout Metro and within LA County.	●	●
1.1c Include representation from the Goods Movement Equity Initiative Working Group at the Policy Advisory Council.	●	

Strategy 1.2

Develop a list of equity risk factors that are most affected by goods movement activities and create performance measures to track progress and link Metro's equity promises and accountability.

ACTION	LEAD	PARTNER
1.2a Apply Metro's Equity Platform to work with CBOs, public health, environmental and academic partners to identify equity risk factors and disparities that are most affected or exacerbated by goods movement activities in LA County to serve as focus areas for Metro's goods movement planning initiatives.	●	
1.2b Develop performance measures in consultation with affected communities, advocacy groups and subject matter experts to be used to track progress on disparities associated with goods movement impacts.	●	●
1.2c Create a linkage between Metro's budget and funding priorities and equity risk factors to ensure that Metro investments support closing the equity gaps.	●	
1.2d Collaborate with other Metro departments to develop a mechanism to provide just compensation for CBOs to meaningfully engage in Metro's planning processes and seek to make it part of Metro's agency-wide policy.	●	

Strategy 1.3

Develop an information clearinghouse on goods movement equity strategies and programs in partnership with other departments within Metro in support of an agency-wide Equity Program.

ACTION	LEAD	PARTNER
1.3a Work with Metro's Office of Equity and Race and other departments to develop a collaborative system to disseminate information on Metro's initiatives on equity through updates provided to the public and within Metro.	●	
1.3b Collect, maintain and distribute information on LA County goods movement equity programs (e.g., scope, eligibility, available funding) to impacted parties.	●	
1.3c Develop and distribute a white paper on goods movement equity issues for use by Metro and its partners to advance understanding of these issues.	●	



## Initiative 2: LA Metro Countywide Clean Truck Initiative

Metro should lead a Countywide Clean Truck Initiative to reduce toxic emissions from the movement of goods transported by diesel-powered trucks throughout LA County. To accomplish this goal, the initiative must secure funding, develop and advocate for supportive policies and programs and foster partnerships to accelerate the delivery and use of clean medium- and heavy-duty trucks. Investing in cleaner truck technologies and supporting infrastructure, particularly around high volume trade corridors in LA County, can help improve air quality and public health in equity-focused communities and the region as a whole. The initiative is consistent with Governor Newsom's Executive Order N-19-19, which calls for aligning transportation investments with the state's emissions goals through a wide deployment of clean vehicles, and Executive Order N-76-20, which sets as a state goal that 100% of medium- and heavy-duty vehicles in California be zero-emission by the year 2045 for all operations where feasible, and by 2035 for drayage trucks<sup>93/94</sup>.

A successful Countywide Clean Truck Initiative will feature several hallmarks. First, the initiative will be built upon Metro's partnership with local communities and regional, state and federal agencies; private entities, such as the trucking industry; original equipment manufacturers for vehicles and charging infrastructure; and energy suppliers. Second, the initiative will attract federal and state investment into LA County, lower the total cost of ownership of zero-emission trucks and facilitate the development of a market environment that further stimulates the acceleration and market penetration of clean vehicle technology. Third, the implementation of the initiative will help advance a variety of individual clean truck programs – starting with the programmatic element of the I-710 Environmental Impact Report/Environmental Impact Statement (EIR/EIS), which would unlock additional transportation enhancements along critical trade corridors and accelerate the delivery of public and private benefits. Finally, the initiative will help cement Metro's position as a leader in developing and implementing innovative solutions that address community, sustainability, public health, transportation and goods movement challenges.

This Countywide Clean Truck Initiative will complement, enhance and leverage existing efforts already underway in LA County. These efforts include the Ports of Los Angeles and Long Beach Clean Air Action Program (and associated Clean Truck Program), LA Cleantech Incubator programs, Mobile Source Air Pollution Reduction Review Committee investments, the AQMD Community Air Protection Program (AB617), and other emerging efforts. Metro should also find opportunities to link the work of this initiative with existing efforts to transition transit fleets to zero-emission technologies in the region, including Metrolink's fleet modernization strategy and Metro's Board-adopted goal to electrify its bus fleet and divisions by 2030.

Metro's countywide leadership role in transportation and sustainability provides an opportunity to convene stakeholders across the region, develop collaboration in support of the initiative and complement and enhance existing programs – all while incorporating the input and needs of affected communities, the market readiness of clean fuels and technology and the operating requirements and financial constraints of the trucking industry. Through the initiative, Metro will strive to eliminate some of the greatest health and air quality impacts – particularly for equity-focused communities – caused by the transportation and goods movement industry in LA County.



Source: Port of Los Angeles



Strategy 2.1

Establish a formal, recurring Countywide Clean Truck Initiative Working Group consisting of representatives from community groups, local/state/federal agencies, the trucking industry, air quality regulators, the ports, utilities, Caltrans, researchers and manufacturers.

ACTION	LEAD	PARTNER
2.1a Ensure affected communities are actively engaged in the design, development and implementation of the program throughout its lifespan.	●	
2.1b Working with Metro's Office of Equity and Race, identify equity issues related to the development and implementation of the initiative, focusing on avoiding unnecessary financial, operational and quality of life burdens on equity-focused communities.	●	
2.1c Develop subcommittees to focus on equity implications, coordination with existing regional efforts, technology and funding/financing.	●	
2.1d Ensure that planning, development and deployment of vehicle technologies and supporting infrastructure take place in a concerted and simultaneous manner.	●	●
2.1e Work with regional partners to ensure that LA County will have a sufficient labor pool with appropriate skillsets to meet the increasing demand for new technology-based vehicle and infrastructure maintenance and operations.	●	●
2.1f Identify and prioritize specific clean truck programs to be developed through the initiative.	●	●
2.1g Propose governance and delivery mechanisms to oversee and implement the initiative's various programs.	●	

Strategy 2.2

Develop an information clearinghouse in partnership with other agencies for Countywide Clean Truck Initiative programs.

ACTION	LEAD	PARTNER
2.2a Develop a collaborative structure for maintaining an information clearinghouse with local, regional, state and national partner agencies.		●
2.2b Collect, maintain and distribute information on local, regional, state and national truck programs (e.g., scope, eligibility, available funding) to impacted parties.	●	
2.2c Develop a white paper in partnership with key stakeholders focusing on the characteristics, challenges and opportunities facing the trucking industry in LA County.	●	

Strategy 2.3

Establish revenue streams to fund the Countywide Clean Truck Initiative.

ACTION	LEAD	PARTNER
2.3a Secure Metro-controlled funding as seed funding.	●	
2.3b Identify opportunities to leverage seed funding.	●	
2.3c Develop or advocate for augmented or new revenue streams to support ongoing implementation of clean truck technology countywide.	●	●

Strategy 2.4

Develop scope, funding eligibility, funding methods, evaluation processes, performance metrics and performance monitoring mechanisms for programs developed through the Countywide Clean Truck Initiative.

ACTION	LEAD	PARTNER
2.4a Coordinate with other established programs.	●	
2.4b Define eligibility requirements and evaluation process.	●	
2.4c Finalize funding levels, financing options and funding strategies.	●	
2.4d Identify delivery mechanisms and governance needs.	●	
2.4e Develop performance metrics to measure success.	●	
2.4f Develop a performance monitoring system.	●	
2.4g Identify opportunities to work with and leverage existing regional efforts to develop and implement zero-emission transit fleets and infrastructure, including co-locating zero-emission charging and fueling infrastructure to serve public and private sector operations.	●	●

Strategy 2.5

Develop and implement the 710 Clean Truck Program on the I-710 corridor.

ACTION	LEAD	PARTNER
2.5a Create and initiate the 710 Clean Truck Program Steering Committee.	●	
2.5b Develop program parameters and evaluation process.	●	●
2.5c Receive and incorporate feedback and input from community groups into the design of the program.	●	
2.5d Coordinate the implementation and evaluation of the program with Metro's Highway Program, the Gateway Cities COG, local, regional, state and national stakeholders from both the public and private sector, including utility and supporting infrastructure providers.	●	
2.5e Identify lessons learned and recommend modifications to the Countywide Clean Truck Initiative and other clean truck programs developed by or coordinated with Metro.	●	



### Initiative 3: Southern California Rail Investment Partnership

LA County's historical role as the nation's pre-eminent freight gateway heavily relied upon the continual development of its expansive freight rail system connecting the SPB Ports to intermodal yards, manufacturing centers, farms, businesses and markets throughout the region and country. To continue competing in an ever-changing global economy and supply chain landscape, LA County's past investment in its freight rail system must serve as prologue if we are to handle effectively the oft-dueling demands of an anticipated increase in national container cargo set to flow through the SPB Port Complex and for a more environmentally-responsible and equity-conscious movement of goods through our local communities.

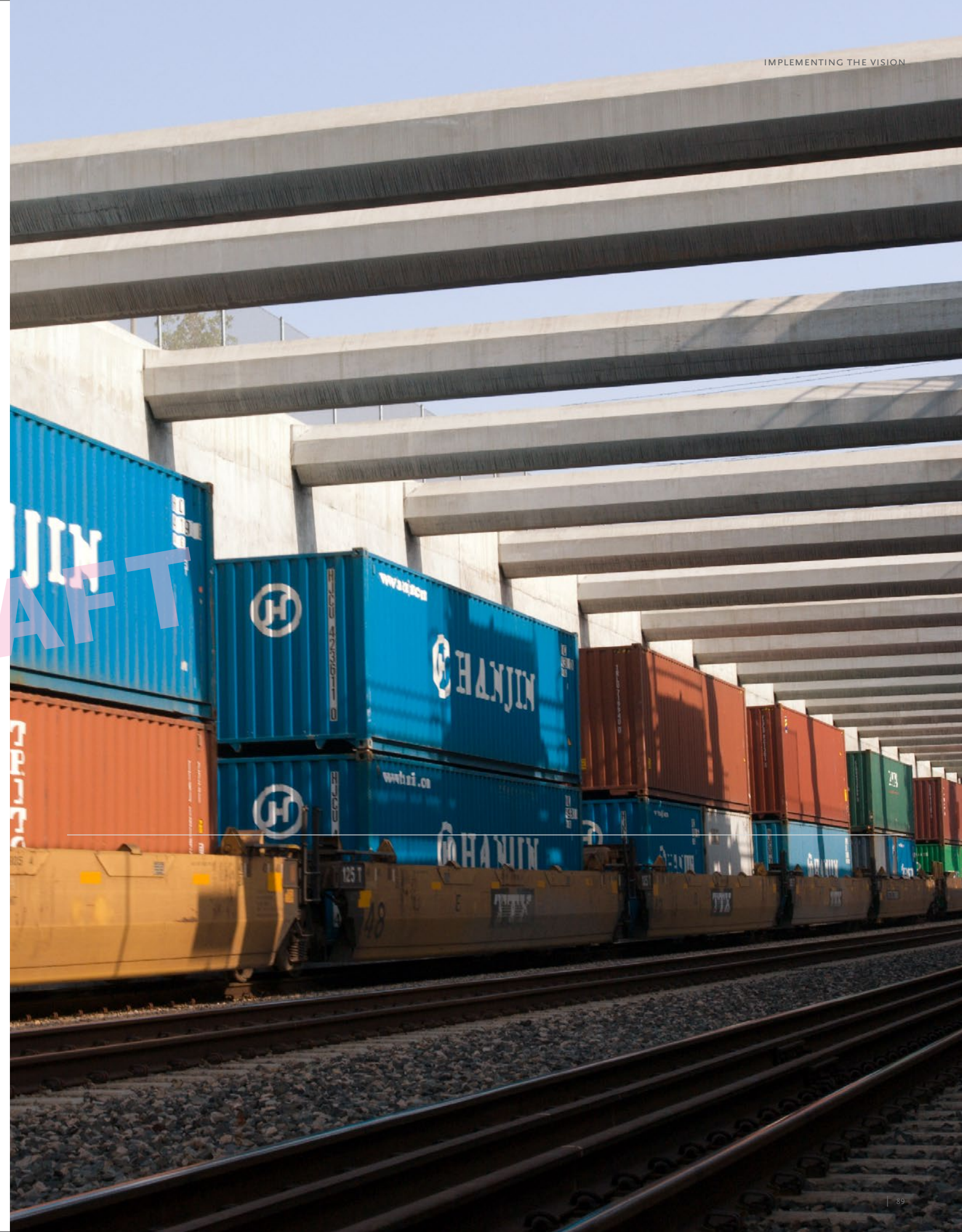
Improving the region's freight rail network – primarily owned and operated by Class I freight railroad companies Union Pacific Railroad (UPRR) and BNSF Railway – will help secure LA County's future competitiveness as a gateway for global trade by supporting vital container movements to and from the ports at the requisite volumes and speeds to keep up with demand for goods generated or consumed in every congressional district in the United States<sup>95</sup>. Targeted investment in safety, capacity and efficiencies will help the SPB Port Complex stave off competition from rival North American ports that siphon vital economic and employment benefits generated by the handling of discretionary cargo.

Expanding the throughput and upgrading the safety of the region's freight rail system will also create opportunities to augment passenger rail service that improves mobility and air quality throughout Southern California by shifting long-distance commuter trips from car to train. The Southern California Regional Rail Authority (Metrolink) and Amtrak operate commuter and intercity rail service (respectively) in LA County, often on shared use freight rail corridors owned by UPRR and BNSF. In particular, Metrolink's goal to increase service, per its Southern California Optimized Rail Expansion (SCORE) program, must meet the challenge posed by constrained rail capacity with strategic investment in and partnership with the freight railroads to secure additional tracks, grade separations and supporting technology. Additional freight rail capacity will also support a regional goal to move more cargo by train versus truck – where possible – to reduce highway congestion and improve regional mobility.

Metro keenly understands that adding more freight rail capacity – and thereby more passenger and freight locomotive activity – must also come with a commitment to mitigate and eliminate externalities (e.g., localized diesel particulate matter and rail/highway at-grade crossing conflicts) to ensure that increasing rail traffic – through natural or incentivized demand – will not inflict additional public health and equity impacts on residents adjacent to freight rail rights-of-way.

The enormity and complexity of goods movement in LA County – and in Southern California – creates challenges to the development of a strategic optimization of the regional freight rail system. While freight, intercity and commuter rail services operate on shared tracks throughout much of the region, no formal institutional arrangement currently coordinates investment priorities across these public and private entities that serve different stakeholders. Despite the new federal funding opportunities provided by the 2015 FAST Act, including \$4.5 billion authorized in discretionary INFRA (formerly FASTLANE) grants, LA County received only one award (\$47 million) in the five-year program, despite our importance to the United States as a national economic engine and international trade gateway. LA County would be well-served to develop a coordinated effort to influence federal policy, expand funding opportunities and advocate for its fair share of discretionary grant awards.

Existing conditions on the existing regional rail system, operational performance and limited capacity will require dramatic improvement to meet our county's aggressive air quality, sustainability, public health and mobility goals. As the regional transportation planning agency, leading provider of public transportation and major funder for transportation infrastructure that facilitates goods movement in LA County, Metro should serve as the catalyst to transform the regional freight railroad network. To accomplish this goal Metro should convene major freight rail stakeholders to develop a formal rail partnership program that will identify project priorities and create a strategic investment plan to modernize the existing regional rail system while keeping equity and public health as important goals to achieve together. Such an effort could be modeled after and built upon successful programs in Chicago (Chicago Region Environmental and Transportation Efficiency [CREATE] Program), the mid-Atlantic states (Mid-Atlantic Rail Operations [MAROps] Task Force) and here in LA County with the Alameda Corridor Transportation Authority (ACTA) and Alameda Corridor-East Construction Authority (ACE).





Strategy 3.1

Develop a freight rail investment partnership for LA County.

ACTION	LEAD	PARTNER
3.1a Identify and convene major freight rail stakeholders in LA County to develop an investment strategy to advance the investment needs of LA County’s freight rail system.	●	
3.1b Develop principles for organizing the partnership and guiding collaboration among stakeholders.		●
3.1c Identify a collective work plan to identify investment priorities collectively, clear public policy objectives and deliver key milestones for the partnership.		●
3.1d Update the LA County Goods Movement Strategic Plan when necessary with the realization of key milestones and adoption of additional scope of work.	●	

Strategy 3.2

Assess and implement opportunities to realize equity and sustainability goals.

ACTION	LEAD	PARTNER
3.2a Work with necessary stakeholders to determine areas where the partnership should work together to develop and implement programs and projects that support regional and local equity and sustainability goals, while supporting LA County’s economic competitiveness.		●
3.2b Incorporate community-focused benefits, such as vocational training, workforce development and employment opportunities.	●	●

Strategy 3.3

Develop an LA County Freight Rail Investment Legislative Platform.

ACTION	LEAD	PARTNER
3.3a Working with partnership stakeholders, develop a legislative platform that articulates a consistent message for investment in LA County freight rail infrastructure.	●	●
3.3b Identify existing funding sources, seek opportunities for new funding sources and develop a strategy to secure the investment necessary to realize partnership priorities.		●
3.3c Seek opportunities to influence federal legislation and secure funding for partnership priorities.	●	●

Strategy 3.4

Support regional mobility goals through the improvement of shared use transportation infrastructure.

ACTION	LEAD	PARTNER
3.4a Develop a compelling narrative to support and communicate the benefits to freight and passenger rail through investment in the LA County freight rail system.	●	●
3.4b Evaluate multimodal projects and programs that could provide benefit to the LA County freight rail system.	●	●
3.4c Humanize transportation infrastructure through public outreach and discussion on the myriad benefits of investment in the LA County freight rail system for local residents.	●	●
3.4d Assess rail multiple unit technology usage on the Metrolink system (i.e., the Antelope Valley Line ZEMU pilot and Redlands Passenger Rail Project) to determine the feasibility for using this technology to provide transit connectivity on freight rail corridors.	●	●
3.4e Integrate freight and commuter rail planning elements and priorities into ongoing and future multimodal highway corridor planning studies and implementation strategies.	●	●



## Initiative 4: Urban Freight Delivery

The volume in urban freight delivery is rapidly growing due to a burgeoning population in the urban core and demand for faster deliveries, considerably generating congestion on local streets. Increasing demand for the same curb space from other uses, including bike share and other shared mobility services, residential street parking, transit services and pedestrian access, adds to the competition for the limited space. Given the multitude of activities that demand the use of limited real estate along the curb, figuring out optimal use cases and demand management strategies that will ensure safe and efficient urban delivery – while enhancing accessibility and providing high-quality mobility service through a world-class transportation system – is a daunting task.

The relationship between how urban delivery demand is generated and how it is fulfilled, along with associated operational requirements and deficiencies, needs to be understood and analyzed before public agencies establish related policies and strategies. In vibrant urban environments many activities require frequent deliveries, including retail stores, restaurants, grocery stores, hospitality industry, offices, medical clinics and residential buildings. Many cities across the country have embraced the concept of complete streets and road diets to enhance pedestrian and bicyclist experience and safety in pursuit of creating vibrant communities. Lack of consideration for freight vehicles in such concepts have, however, created unintended consequences such as conflicts and dangerous conditions for both freight vehicle operators and other roadway users<sup>96</sup>. These instances highlight the pressing need to approach urban mobility, accessibility and safety in a comprehensive manner that truly includes all users, including urban delivery service providers.

Metro's Vision 2028 calls for a travel speed improvement on the countywide bus network by 30% as one of Metro's mobility and accessibility goals. Metro buses operate in a complex urban environment with other users including delivery trucks. Achieving this goal will require Metro to collaborate and coordinate in a robust manner with divisions across the entire agency, including Operations, Program Management, the Office of Extraordinary Innovation, Countywide Planning & Development and others.

Local streets and curb space are primarily managed and maintained by local jurisdictions, many of which rely on multiple departments to oversee all aspects of this work. Within the City of Los Angeles, for example, the entities that exert responsibility for curb space regulation and usage include the LA Department of Transportation (LADOT);

the Department of Public Works which includes the Bureaus of Engineering, Sanitation, Street Lighting and Street Services; and the Department of Water and Power. Involvement of various city departments over curb space is a common practice among the 88 cities and over 100 unincorporated communities in LA County. Understanding local jurisdictions' needs, processes, regulations and their mobility and accessibility goals is a crucial factor in developing policies and strategies aimed to facilitate efficient and effective practice for curb space uses throughout the county.

Within this complex environment Metro recognizes an opportunity to play an influential role in curbside demand management across LA County, both within Metro and in collaboration with its jurisdictional partners, delivery companies and local businesses. Metro's countywide reach through its extensive service and multimodal approach to transportation investments well positions the agency to lead initiatives through partnerships with local agencies and stakeholders to develop efficient curbside use practices. Through its existing governance and institutional structures, Metro should vet how best to utilize its strength as a regional convener and policymaker to coordinate curbside demand management approaches with its regional partners and users. For example, Metro's Freight Working Group comprises members that represent industry stakeholders engaged in urban delivery. This group provides a foundation for Metro to fully understand common challenges experienced by service providers, identify best practices and explore collaborative solutions to curbside conflicts. In 2019 Metro led a major effort to bring a countywide awareness of curbside demand management concerns by partnering with the Federal Highway Administration to convene the LA Metro Curbside Demand Management Symposium, drawing participation from several Metro departments and cities across the county. With all five county supervisors and representatives for all of LA County's 88 cities on its Board, Metro wields unique political power to benefit local, regional, state and federal partners by creating a platform to develop best practices and policy recommendations, secure grant funding and conduct pilot programs to test concepts and generate data.

Metro should build upon the success of the Freight Working Group, synthesize lessons learned from the FHWA-sponsored symposium and use existing governing and institutional structures to develop policies and strategies to help Metro meet the Vision 2028 goals through the lens of efficient and effective urban delivery and curbside demand management.





Strategy 4.1

Understand the scope and magnitude of issues surrounding urban delivery issues across the county.

ACTION	LEAD	PARTNER
4.1a Initiate research efforts to understand the types of issues that are experienced by urban delivery service providers and receivers through data collection and analysis; also, identify directly impacted stakeholders.	●	
4.1b Identify hotspots and root causes.	●	
4.1c Coordinate with local jurisdictions, Metro's Office of Equity and Race, other Metro departments and community groups to identify and develop strategies to overcome equity challenges related to curbside mobility and first/last mile goods movement issues.	●	●
4.1d Develop potential solutions to be tested through pilot projects.	●	
4.1e Work with industry and local stakeholders to develop a review of near-term and long-term impacts to and best practices for curbside mobility as a result of COVID-19.	●	●

Strategy 4.2

Continue the curbside mobility forum as a recurring event.

ACTION	LEAD	PARTNER
4.2a Serve as a platform to exchange information on challenges and issues, the current state of practices and best practices on curbside demand management operations, plans and policies by various organizations and users.	●	
4.2b Maintain a robust membership featuring local jurisdictions, Metro departments and local curb space users.	●	
4.2c Develop a countywide curbside mobility partnership strategy.	●	
4.2d Develop best practice guidance for LA County's curbside demand management, including equity considerations.	●	●

Strategy 4.3

Develop Metro's Curbside Mobility Policy platform.

ACTION	LEAD	PARTNER
4.3a Document and understand operational issues and challenges faced by Metro Bus Divisions with respect to existing conditions at curbside approaches.	●	
4.3b Document and understand operational issues and challenges faced by Metro's mobility groups that manage mobility programs, such as bike share, on-demand services and first/last mile connectivity.	●	
4.3c Engage with Metro's groups involved with Complete Streets Policy, Active Transportation Policy, Transit Corridor Planning, First/Last Mile and Sustainability Plan to explore ways to incorporate urban delivery considerations to minimize unintended consequences of minimizing or excluding freight needs.	●	●
4.3d Develop an equity-focused element in partnership with the Office of Equity and Race and key stakeholders to be included in this platform.	●	
4.3e Create linkages between this platform and other technology-focused efforts, such as the Countywide Clean Truck Initiative and regional transit operations, to assess opportunities to reduce emissions associated with curbside mobility operations.	●	

Strategy 4.4

Create a countywide data portal for curbside demand management.

ACTION	LEAD	PARTNER
4.4a Serve as a clearinghouse for curbside asset inventory.	●	
4.4b Serve as a clearinghouse for regulations and ordinances that govern curb space use case at the local, regional and state level.	●	

Strategy 4.5

Pursue pilot projects to test findings from all the aforementioned efforts.

ACTION	LEAD	PARTNER
4.5a Develop pilot project concepts and select candidate locations based on the work from Strategy 4.1.	●	●
4.5b Seek partnership within Metro and with external partners for funding and implementation.	●	●



## Initiative 5: Investment in Logistics Workforce and Competency

The continued success of LA County as a global freight gateway not only depends on the quality of the multimodal freight infrastructure and the connections among its industries, gateways and supply chain service providers, but also on the quality, quantity and mobility of the regional workforce. The labor pool required to support the goods movement sector is diverse and evolving in order to fulfill many roles required within myriad supply chain activities. Moreover, changes in technology and supply chain strategies to respond to ever-changing delivery expectations are increasing the complexity and sophistication of logistics operations, thereby creating new demands on and expectations of worker skills and knowledge.

Consequently, cultivating and supporting this workforce requires careful coordination across many partners, from workforce development entities and academic institutions that identify and train workers to the employers that hire them. Training the goods movement workforce with the right skills to meet evolving industry needs is critical to maintaining the Los Angeles area's competitiveness as the nation's gateway of choice and sustaining the region's economic vitality. Further, investing in the nurturing of the local workforce through targeted hiring and pathway provisions for members of LA County's underserved communities is an effective tool to correct disparities witnessed in race, income and educational attainment.

As a transportation planner and coordinator, designer, builder and operator for LA County, Metro takes the importance of investing in workforce development to heart. Metro has institutionalized training programs, developed career pathways and instituted targeted hiring policies in the public transit field. Specifically, Metro established the Workforce Initiative Now-Los Angeles (WIN-LA) program; the Expose, Educate & Employ (E3) initiative and associated Metro Transportation School; and the Project Labor Agreement and Construction Careers Policy (PLA/CCP) to provide exposure, educational programming and career pathways in construction, operations/maintenance, administration and professional services both within Metro and throughout the transit industry. Many of the skills developed as part of Metro's programs – particularly related to project management, data visualization, forecasting and compliance – also apply broadly across industry sectors, including goods movement and logistics. Consequently, Metro's workforce development efforts in the transportation sector and other agencies in the logistics sector are ripe to be paired together to create overlapping and mutually reinforcing efforts, in support of regional equity and economic growth.

The industry's recognition of the impact of mobility and accessibility on employment and one's economic and upward social mobility continues to grow. In LA County only 3.3% of goods movement jobs are accessible within a one-hour transit trip. Students in trade schools have identified the lack of a reliable means of transportation as a major barrier to access apprenticeship and internship locations to obtain work experience and complete training programs. Metro and its regional transit partners should consider linking their transit services to goods movement-related industrial locations. Doing so will help close equity gaps created by a lack of transportation opportunity.

A well-trained and competent labor pool is a foundation for a region that embraces innovation and strives to be competitive. While the provision of goods movement-specific workforce development training may not seem to be Metro's core purpose, its relevance becomes clear once one considers that Metro serves important roles as an employer, workforce development partner, a regional mobility provider and a policymaking body. Through dialogue with key stakeholders, several opportunities were highlighted where Metro could serve as a regional leader and partner in advancing workforce competency goals.



Source: Performance Team



Strategy 5.1

Partner with academic and research institutions to pursue applied research to understand gaps in skills and competencies of the region’s logistics workforce that are sought after by employers.

ACTION	LEAD	PARTNER
5.1a Inventory existing regional workforce development and training programs managed by regional stakeholders, like METTRANS, the SPB Ports, Long Beach City College, Los Angeles Unified School Districts and other community colleges to identify institutional resources in this effort.	●	●
5.1b Work with the partners mentioned in 5.1a to further Metro’s understanding on workforce skill and competency gaps in detail (e.g., at job classification levels).	●	●
5.1c Fully understand transferable skills between the transit and logistics industries and their benefits to articulate Metro’s workforce investment priorities.	●	

Strategy 5.2

Expand Metro’s partnership with trade schools, community colleges and major employers to offer opportunities to experiment and validate existing workforce development programs.

ACTION	LEAD	PARTNER
5.2a Assess whether existing workforce development programs meet the worker and employer needs, and draw suggestions for Metro’s workforce development programs.	●	

Strategy 5.3

Expand Metro’s local and targeted hiring policies to benefit historically disadvantaged community members.

ACTION	LEAD	PARTNER
5.3a Evaluate existing Metro policies on local and targeted hiring to gauge enhancement areas to ensure that Metro’s hiring policies are designed to close equity gaps. These considerations may include CalEnviroin disadvantaged communities’ designation, access to reliable transportation, criminal history, income, race and education attainment.	●	
5.3b Consult communities, labor and business groups to discuss and develop details of this strategy and implementation steps.	●	●

Strategy 5.4

Expand Metro’s current training programs with the foresight to train the workforce of the future to ensure it will be equipped to respond to changing technologies in the transportation and transit industry.

ACTION	LEAD	PARTNER
5.4a Define skills and competencies needed to operate and maintain clean technology trucks in conjunction with the Countywide Clean Truck Initiative.	●	
5.4b Institutionalize training and apprenticeship programs to build a consistent pipeline to fulfill regional workforce needs.	●	●
5.4c Join Metro’s Workforce Development Working Group led by the Human Capital & Development Department to ensure gaps in skills and competencies in logistics industries are integrated as opportunity areas for Metro’s workforce development initiatives.	●	
5.4d Assess potential near-term and long-term impacts to the goods movement workforce caused by disruptive technology, innovation and COVID-19 impacts, working in partnership with key stakeholders to develop a countywide perspective.	●	●

Strategy 5.5

Advocate for regional, state and federal funding programs for building and enhancing workforce development and competency to ensure that workers in LA County will be able to capitalize on employment opportunities.

ACTION	LEAD	PARTNER
5.5a Understand existing policies surrounding workforce development investment to set a foundation for creating funding-focused policies.	●	●
5.5b Establish a regional partnership around funding for workforce investment to develop local and regional revenue streams to provide LA County’s match contribution for any regional/state/federal grants opportunities.		●
5.5c Establish a regional funding advocacy campaign in coordination with key partners to call for increased/targeted funding for goods movement workforce development programs.		●
5.5d Define workforce skills and competency needs to support the LA Metro Countywide Clean Truck Initiative to maintain supporting infrastructure.	●	

Strategy 5.6

Improve the countywide transit service network offered by Metro and regional partners to meet the needs of the goods movement workforce and enhance its ability to access desirable jobs and training sites.

ACTION	LEAD	PARTNER
5.6a Understand disparities in access to jobs and trainings for workers and students who use transit services or lack reliable transportation means through a gap analysis of Metro’s transit service to identify opportunities to better serve future populations of workers.	●	
5.6b Develop recommendations to improve access to jobs and trainings throughout the day. For example, assess Metro’s ability to provide “third-shift” service and other nontraditional commute services for the goods movement workforce.	●	●
5.6c Partner with regional municipal operators to address these mobility issues in areas that are wholly or partially served by other transit agencies.		●



Implementing the Plan: Internal Next Steps for Metro

Metro serves as the regional transportation planning agency and the major operator of public transportation for LA County. Over the years as community and regional needs have evolved – and as the public prioritized a wide range of transportation priorities through the approval of two half-cent sales taxes over the past 13 years – Metro has expanded its focus beyond constructing transit projects and operating bus and rail service to the larger collective goal of providing mobility across all modes and improving the quality of life for all communities.

Metro CEO Phil Washington created the Office of Goods Movement Planning within the Countywide Planning & Development (CPD) Department in 2015 to centralize planning functions within the agency related to goods movement and to meet the planning challenges facing and seize funding opportunities available for LA County freight programs and projects. The auspicious timing of this action prepared Metro to respond to the federal government’s adoption of the Fixing America’s Surface Transportation (FAST) Act of 2015, which created the nation’s first freight-focused discretionary grant program (the Nationally Significant Freight and Highway Projects [NSFHP] program) and initiated a call for state freight plans to be created as a requirement to receive formula funding through the National Freight Highway Program.

In the wake of this new legislation more freight-related opportunities emerged at the regional and state level to advance goods movement planning activities and project. LA County voters overwhelmingly approved Measure M in 2016, which provided funding for major goods movement infrastructure needs, such as the Alameda Corridor-East (ACE) program and the State Route 57/60 Confluence project. California then approved Senate Bill 1, the Road Repair and Accountability Act of 2017, which reconstituted and provided \$300 million per year for a goods movement discretionary grant program now called the Trade Corridor Enhancement Program (TCEP).

Metro’s renewed focus on goods movement has had an instant impact, helping the agency in 2018 secure a \$47 million NSFHP grant for truck and High-occupancy Vehicle lanes on Interstate 5 in the Santa Clarita Valley and \$473.6 million in TCEP Cycle 1 funding for projects across LA County – \$354 million for Metro projects, \$78 million for ACE projects<sup>97</sup> and \$41.6 million for SPB Ports projects. Most recently in 2020 Metro received an additional \$335.9 million in funding from TCEP Cycle 2 for critical infrastructure improvements for the SR-57/60 Confluence (\$217.9 million) and the SR-91 Goods Movement Corridor (\$118.0 million)<sup>98</sup>.

Securing funding for infrastructure projects is only part of Metro’s vision for goods movement in LA County. Metro is focused on engaging its myriad partners across the region to build a stronger, cohesive and powerful voice to communicate LA County’s many goods movement needs to our state and federal partners. Metro also will work with its partners across the community, public and private sectors to advance our collective vision to achieve our broader, concurrent goals of economic competitiveness, environmental sustainability and social equity.

For Metro to be an effective partner to implement the LA County Goods Movement Strategic Plan and realize its ambitious goals for the region, we must also continue to work diligently within the agency to harness the expertise and talent of our colleagues and mainstream goods movement planning within Metro. Doing so will not only support the work of this plan but also help the agency achieve its Vision 2028 goal of moving people and goods efficiently and safely throughout the region.

Next Steps within Metro

Metro began the development of the LA County Goods Movement Strategic Plan by meeting with representatives from across CPD planning divisions and other Metro departments to determine (1) the goods movement impacts and opportunities that affected their work and (2) how the plan could help them meet their respective goals. What became clear during these discussions is that – given the shared use nature of our multimodal transportation system – goods movement issues do affect many aspects of Metro’s day-to-day work, including the safe operation of buses; development of complete streets and active transportation plans and programs; implementation of workforce development, sustainability and equity goals and construction of Measure R and M transit and highway projects.

Metro staff remained engaged throughout the development of the plan by participating in the Freight Working Group meetings, providing input and helping craft the plan’s vision, goals and early action initiatives. With the plan now complete, it is time to re-engage our colleagues and continue the work to mainstream goods movement planning needs within the agency in support of a more holistic and seamless regional transportation system that moves people and goods efficiently and safely.

Recommendations

1. Re-engage departments and staff that provided input into the plan to identify opportunities to mainstream goods movement planning needs within the agency.
2. Work within the CPD framework to integrate, update or expand goods movement-related planning goals and needs within existing and future planning documents.
3. Convene a quarterly meeting and provide online opportunities for Metro staff to remain aware of current trends and relevant issues related to goods movement.
4. Support efforts to explore, develop and implement new goods movement-related technologies, including the zero-emission pilot project for the Antelope Valley Line and the Metrolink Fleet Management Plan update.
5. Support multimodal corridor planning efforts and develop a cohesive CPD planning effort that integrates goods movement, highway, regional rail, congestion reduction and transit corridor planning efforts holistically.
6. Work within CPD to develop a formal and regularly recurring curbside mobility working group that will bring together and support transit corridor, active transportation, goods movement, complete streets and other related planning efforts that deal with curbside management.
7. Work with relevant departments to identify and prepare goods movement-related projects that will be competitive for future discretionary grant opportunities to ensure that Metro will have sufficient projects eligible and ready to compete for funding from constrained state and federal competitive funding programs.
8. Explore the feasibility of deploying freight-compatible transit vehicles on existing freight rail corridors to enhance regional transit connectivity for disadvantaged communities adjacent to active rail corridors.
9. Work within CPD and with the Office of the CEO to advance the goals of Vision 2028, the Long Range Transportation Plan and the Office of Equity and Race through future goods movement-related planning activities.



# Let's get moving.

LA County has served as “America’s Global Freight Gateway” for many decades, linking consumers, markets, farms and manufacturers across the country to suppliers, customers and economic opportunities around the globe. More importantly, county residents and businesses have benefited from the employment, economic opportunities and quality of life offered by a vibrant goods movement system serving the nation’s most populous county and all of Southern California.

As international trade grows and the needs of our businesses and homes shift, the goods movement system and workforce must adapt and evolve to remain agile and ready to meet new demands brought on by disruptive trends, such as e-commerce and just-in-time shipping. Meanwhile, LA County continues to grow in population and need more goods, placing a greater emphasis on the efficient use of our existing highway, rail and curbside infrastructure to allow the increased movement of goods to flow unimpeded by and make room for other demands on the same facilities.

LA County will face many challenges – external and internal – to keep its standing as the nation’s dominant trade gateway. Focused and coordinated competition from other freight gateways in Canada and on the East and Gulf Coasts has undercut LA County’s economic position and eroded the SPB Port Complex’s national market share for the movement of imports and exports. Increasing traffic congestion on constrained shared use highway and rail corridors reduces the speed – and increases the cost – to move goods within and through the region. Recent labor disputes at the ports have led to shippers moving discretionary cargo through other ports to reduce risks to the supply chain and bringing products to market. LA County’s size – at times a boon – also creates additional layers of institutional conflicts and coordination problems as 88 cities and over 100 unincorporated communities offer differing priorities, visions and policies through which goods movement operates.

Most importantly, LA County must overcome a long history of equity impacts to many communities adjacent to freight corridors by reducing displacement, implementing mitigations, creating employment opportunities and improving public health for those residents most burdened by the movement of trucks and trains through the region. Additionally, the county faces stringent mandates to reduce truck and locomotive emissions and improve regional mobility to attain federal standards for air quality conformity.

Meanwhile, international trade wars, tariffs and COVID-19 remind us that not every peril can be expected or planned for at the regional level – but creating a resilient freight system will help protect LA County from major – and unforeseen – external disruptions to its supply chain, economy and workforce.

Moving LA County forward – together – toward a future marked by greater equity, economic opportunity and public health for all will require a concerted effort across the spectrum of stakeholders involved with, dependent upon and impacted by the movement of goods through the region.

Metro has convened these stakeholders – public agencies and private businesses, community groups and elected officials, universities and non-profits, manufacturers and technology experts, truck drivers and warehouse workers, to name a few – to identify a common vision and purpose for the LA County Goods Movement Strategic Plan. Our partners have spent many months helping us develop the plan’s Sustainable Freight Competitiveness Framework, which is grounded in the principle of equity. In the many workshops and conversations we held in-person across the county, virtually and by telephone, our stakeholders have identified five priority strategies to be implemented as early action initiatives to advance our collective equity, economic and environmental goals in support of a shared LA County vision for goods movement in the 21st Century.

Through these partnerships Metro seeks to engage communities more directly to understand and address equity issues, to create strategies to improve the highway and rail infrastructure across the county, to deploy cleaner truck and train technology as soon as possible to improve air quality and public health, to help provide the necessary training and education to generate the local logistics workforce of tomorrow and to support our communities’ management of local freight conflicts at the curb and on city streets. By creating a more resilient and efficient goods movement system, LA County will support regional, state and national economic growth even in the face of trade tariffs, COVID-19 and the disruptions of tomorrow. Implementing the priorities of our plan will require a unified regional voice as we work with our state and federal partners to develop pilot programs, supporting legislation and funding opportunities to advance the economic, environmental and equity goals of LA County and its goods movement stakeholders. Together, we can achieve this future. Let’s get moving.



Source: Port of Long Beach



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Michael Cano, *Deputy Executive Officer*  
Goods Movement Planning, Metro



*canom@metro.net*



*metro.net/goodsmovement*

DRAFT



**Metro**<sup>®</sup>

Los Angeles County  
Metropolitan Transportation Authority



**Attachment B – GMSP Public Comments and Support Letters**  
Organizations

Organization	Comment #	Specific to the Plan or Early Action Initiatives	Comments Received
California Transportation Commission (CTC)	1	The Plan	Fix the misalignment in Figure 3 on page 11.
	2	The Plan	What are some of the financial and environmental challenges of building “near dock” facilities?
	3	The Plan	How feasible/helpful would it be to offer free transit to logistics workers to help solve the job access/housing issue?
	4	Southern California Rail Investment Initiative	Are there additional strategies that are part of Initiative 3 the Southern CA Rail Investment Partnership that are still being developed?
Pacific Merchant Shipping Association (PMSA)	5	The Plan	When the document discusses mitigating the impacts from port-related freight, it should acknowledge that the ports lead the world and have in place policies that exceed California’s own goals for having reduced and continuing to reduce freight-related impacts.
	6	The Plan	Competitiveness and mitigation are discussed separately. At some point, the two issues should be brought together. Cost-effectiveness is the key metric to ensure you are reducing impacts and retaining competitiveness.
	7	The Plan	Total costs must be considered in the context of competitiveness, including mitigation. As a result, it is important that measures that reduce cost are considered within the plan. For example, having multiple disparate and potentially contradictory impact mitigation strategies in the County/State will substantially increase costs and not necessarily meaningful emissions.
	8	The Plan	It should be stated that proposed mitigation plans must consider what emission or impact reduction they provide (in both amount and duration) in excess of existing and proposed rules. Otherwise, the same emission reductions could be “purchased” twice.
	9	LA Metro Countywide Clean Truck Initiative	<b>Strategy 2.4a:</b> should be revised to state: Coordinate and ensure consistency with other established programs.
	10	LA Metro Countywide Clean Truck Initiative	<b>Add Strategy 2.4g:</b> Develop program requirements that maximize emission reductions, minimize costs, and ensure emission reductions are real, surplus, quantifiable, and permanent.
	11	LA Metro Countywide Clean Truck Initiative	<b>Strategy 2.4h:</b> The program should include coordination with surrounding regional planning agencies to ensure that bottlenecks improved here do not become bottlenecks in Riverside, San Bernardino, or Orange Counties.
	121	The Plan	I wanted to note that I loved all the anecdotes about local businesses that rely on the ports. In that vein, I wanted to draw your attention to Figure 7 in the attached POLB Economic Impact Report. The figure shows the beneficiaries of exporters through the Port of Long Beach. Unsurprisingly, the areas that most light up in the figure are all in California. It’s another example of how our local businesses are dependent on a healthy goods movement system to remain competitive that you may want to consider referencing.



Coalition for America's Gateways and Trade Corridors (CAGTC)	13	The Plan	<b>Summary of Our Challenges:</b> that caught my eye: “Goods movement has previously been treated in ways that are either in alignment/misalignment with other Metro goals and priorities.” I may have missed it, but I couldn’t find a detailed explanatory paragraph or section explicitly addressing that. Is it implying Metro’s first priority has historically been passenger mobility, which can at times be in misalignment with freight mobility?
Coalition for America's Gateways and Trade Corridors (CAGTC)	14	The Plan	Also, Figure 16 looks incorrect to me. I don’t think any of requests are in the trillions and I am having a difficult time reconciling the numbers. Its also a bit confusing because the title of the figure is “California Project Funding Gaps” but I assume that the INFRA and BUILD charts are looking at overall funding gaps and not just the California applications?
Caltrans District 7	15	The Plan	I suggest that the agency look for global solutions more critically. For many years, France has had a system where large (18 wheelers, tankers, and extremely large) trucks have restrictions on times and days where they are not allowed to share the road with passenger cars and trucks. Since COVID, traffic has declined, but with so much road work on our freeways, sharing the roads is still a challenge to many. The discontinuation of Driver Ed programs in the high schools has not helped. Truck rest areas MUST be established strategically for safety reasons, especially for long distance drivers. Auto-pilot systems in trucks and trains need strong oversight. Without these kinds of considerations, I fear the increase in negative impacts to our environment and the humans who interact with commercial transport will not be beneficial to either.
	16	The Plan	Existing wording suggests labor disputes are on-going or at least pervasive. Consider presenting labor aspect in a larger context.
	17	The Plan	Suggest adding a year for each of the stats presented. Will a source be identified for each of these stats (either as a footnote or as part of narrative elsewhere in this document)?
	18	The Plan	<b>Figure 3:</b> As a general comment, some of the information under Plans and Funding Programs does not seem to be placed on the row associated with the most applicable agency. Some plans, such as the California Sustainable Freight Action Plan, are multi-agency effort. As a suggestion, footnotes could be added for each of the column headings, explaining the context of the information provided under the respective headings and the information could be organized accordingly. It is suggested that this table not be constrained to a single information item under the Plans and Funding Programs headings.
	19	The Plan	Do all these employees live in LA County, or is the \$44 million in labor income to employees who worked--just in LA County, but did not necessarily reside in LA County?
	20	The Plan	At the outset it is stated that \$166 billion in taxable sales transactions occurred. It is subsequently stated that the retail and food service sectors contribute to sales tax revenue tremendously, generating \$11.6 billion in sales taxes. There is no comparative information to illustrate how substantial a percentage the \$11.6 billion is.
	21	The Plan	<b>Linking Farmer and Consumer:</b> If possible, it would be helpful to the larger narrative, if the data reference could be 2018 as it would help to further contextualize the macro data identified in Figure 7.



	22	The Plan	<b><u>Supplying an Island Getaway:</u></b> As the Catalina Island particulars identified in this regard are quite unique, it is suggested that if feasible and possible, another geographical/community example be added, with different population demographics.
	23	The Plan	<b><u>Responding to a Global Pandemic:</u></b> Because the economic impacts attributable to the COVID 19 pandemic have been so dynamic it is recommended that any/all data included in that regard be as contextually specific as possible. For example, if the decrease referenced above is specific to the month of February that should be clearly indicated, as the ports have been doing much better the last couple of months.
	24	The Plan	In the specific context of this sentence it is not clear how, "...greater equity for LA County." ties in.
	25	The Plan	Recommend including some brief data about what WIN-LA has accomplished. Separately, as a suggestion--if this paragraph is not already organized this way, that the information be provided in some particular order—either chronologically or based on the number of people the respective programs serve.
	26	The Plan	Is the reference to trucks in the second sentence, all classes of trucks or just HD trucks? Recommend including this clarification as medium and light duty trucks are not necessarily diesel powered.
	27	The Plan	The document understood to be referenced in footnote 29, SCAG's 2012 Comprehensive Regional Goods Movement Plan and Implementation Strategy, "On The Move-Southern California Delivers The Goods," states on page 31: "Truck congestion in urban areas within the SCAG region resulted in approximately \$2.6 billion in costs due to wasted labor hours and fuel in 2010." As the earlier part of this paragraph references information in the context of 2018, it is recommended that if this information from SCAG's 2012 document is going to be included that the entire sentence be utilized.
	28	The Plan	Recommend revising this sentence. Trade tariffs have been impacting the ports for approximately two years, but COVID only goes back the last 6 months and as noted above, the impacts of COVID have notably lessened (in terms of port volume activity the last couple of months). Also, the ports have been losing market share to other ports for many years.
	29	The Plan	Link below provides access to monthly data updates, including air cargo. Most of the 2020 to 2019 year over year comparisons, by individual months, were decreases in 2020 until the month of May this year. In comparing year to date (January to February, January to March, etc.) between 2020 and 2019, 2020 is less than 2019 in every monthly report, though July's is close to even. Is there a separate source that indicates that air cargo volumes have increased at LAX specifically due to COVID (was that increase possibly specific to transport of medical supplies)?
	30	The Plan	As this plan is specific to LA County it is suggested that this sentence be revised to state, "...key trade corridors and arterials located in Los Angeles County that already...."



	31	The Plan	<b>Summary of Our Challenges, first item:</b> Depending on what was intended to be highlighted with this first challenge, it is possible that the third challenge fully captures it, and the content of the third language is more direct. Aligning with Metro's goals and policies would be thought to be a benefit rather than a challenge. Suggest revising "All of these challenges..." to "All of the above challenges, separately and combined, undermine...."
	32	The Plan	<b>Freeways:</b> It is suggested that the following, all excerpted from SCAG's 2020 RTP/SCS Goods Movement Technical Report (page 47), be incorporated into the discussion provided under Freeways Subject heading: With continued growth in freight demand, regional truck-related activities will increase over Connect SoCal's horizon. SCAG's Heavy-Duty Truck (HDT) model is the primary analysis tool used to evaluate the impacts of truck traffic and highway goods movement strategies on the regional transportation network.
	33	The Plan	<b>Ports, last sentence:</b> Although the assertion in the last sentence that there are financial and environmental challenges associated with building "near dock facilities," is likely well enough understood generally—as is—to not require further elaboration, the lack of information regarding any other way(s) that capacity pressures at port facilities might be relieved, suggests that it is the only way.
	34	The Plan	<b>Rail, first sentence:</b> Given the extraordinary impacts of the pandemic on usage of mass transit, is the 2025 increase in passenger usage of Metrolink still considered applicable?
	35	The Plan	<b>Streets, second sentence:</b> Is it possible the pandemic has already altered the identified doubling timeline?
	36	The Plan	<b>Losing National Market Share, third paragraph:</b> There may be some range of perspectives on what POLA and POLB have identified in their respective Master Plans (and other plans), but it seems like they both enjoy substantial support and it would seem fair to observe that both ports have visions of handling more cargo than they handle now.
	37	The Plan	<b>Evolving Workforce Needs, first paragraph:</b> Picker and Packers (also known as Pick Packers) usually work in retail, logistics, wholesale or manufacturing warehouses and distribution centers. 'Pick' refers to choosing and picking up the items on the order form or 'picking slip', while 'pack' refers to packing the order and getting it ready for transportation. As a picker packer, you use a computer or scanner to check inventory and locate items. In considering the above description of a pick-packer, it might not be an example of a skill set that is unrelated to automation.
	38	The Plan	<b>Air Quality Challenges and Implications, third paragraph:</b> The first paragraph on this page identifies, ships, trucks, and trains. Is it possible to identify ships' contribution to NOx emissions? Perhaps consider replacing "are no easy tasks" with "are tasks that will require substantial reductions in criteria pollutants."
	39	The Plan	<b>Congestion at the Curb:</b> Although there continues to be buzz about autonomous vehicles and drones, the timeframe for when either technology will play a prominent role in freight movement seems to still be, at best, uncertain. The increasing traffic associated with urban freight delivery is already a transportation issue. Regarding the last



			sentence in this paragraph, if feasible (and possible), it is suggested to consider including some reference to recent efforts on this subject that have been worked on by SCAG and by New York City DOT.
	40	The Plan	<b><u>Economic Disparities, first paragraph:</u></b> The second sentence states, "The goods movement sector creates well-paying jobs for both skilled and unskilled workers, which typically include benefits such as health insurance, retirement packages or pensions, for example." Is this across the board or is it limited to only certain employers and/or positions? Recommend clarifying.
	41	The Plan	<b><u>Traffic and Safety Impacts, second paragraph:</u></b> Regarding "at-grade rail/vehicle collisions, do the percentages correlate to the percentages of the vehicle type, i.e. there are more freight trains than passenger trains and there are more passenger vehicles than "freight" trucks. Regarding the third sentence, it is noted that the speeds of trains are regulated just as the speeds of vehicles are regulated. Regarding the fourth sentence, is there any sort of data indicating the frequency in which a train impacted an emergency vehicle's ability to respond to an emergency timely?
	42	The Plan	<b><u>Equity Considerations:</u></b> Who will be able to participate in the discussions that identify the four respective sets of equity considerations (for A Strong Labor Force, A Safe and Efficient Multimodal System, Strong Markets and Reliable Supply Chains, and A Culture of Investment and Innovation)? District 7 would appreciate being included in these discussions.
	43	The Plan	<b><u>A Culture of Investment and Innovation:</u></b> The existing text under this subject heading is well crafted. As an observation, as one of the most critical challenges involves garnering substantive support from the private sector as well as optimizing coordination amongst critical public sector agencies and community groups, is consideration being given to establishing one or more standing working groups, to help facilitate success in this regard? The LA version of CREATE (which hopefully can benefit from understanding any hurdles that hampered Chicago)? Would this be the focus of the "...recurrent goods movement-focused task force..." identified in Initiative 1?
	44	The Plan	<b><u>Incorporating Equity Considerations, second paragraph:</u></b> Suggest changing "To capture the creation of new or aggravated inequalities in our communities, we..." to "In order to establish a more comprehensive composite of the inequalities experienced in our communities, we...."
	45	Southern California Rail Investment Initiative	Although there are substantial freight rail facilities located in Los Angeles County, the Class 1 railroads that operate within the county have a much larger geographical focus. Additionally, the State has a strong interest in rail, from both a passenger and freight perspective. Perhaps consider identifying Metro as "Partner" rather than "Lead?"
	46	Urban Freight Delivery Initiative	Recognizing the sheer number of local jurisdictions involved, if feasible and possible, it would seem likely that there would be increased chances for measurable progress if Metro were "Lead" instead of "Partner."
	47	Equity for Goods Movement Initiative	Perhaps consider adding a discussion referencing and/or tying into the three AB 617 community efforts located within Los Angeles County?



	48	LA Metro Countywide Clean Truck Initiative	As the environmental document for the I-710 Corridor project is addressing both State and federal requirements (which among other things, facilitates the ability to pursue federal funding, it is recommended to reference the I-710 environmental document as "I-710 Environmental Impact Report/Environmental Impact Statement (EIR/EIS)." It may not be common knowledge that the "Mobile Source Air Pollution Reduction Review Committee," is an AQMD committee.
	49	LA Metro Countywide Clean Truck Initiative	<b>Strategy 2.1:</b> It is recommended that Caltrans be added to this working group as the state highway system would be anticipated to be a regular focus of efforts in this regard. Strategy 2.1, Actions 2.1d and 2.1e. For actions 2.1d and 2.1e, might it make more sense for Metro to "Partner?"
	50	Southern California Rail Investment Initiative	In the last sentence, it is suggested to delete the word "regional," as the demand for a more environmentally-responsible (and sustainable) movement of goods is—and will be, multi-faceted.
	51	Urban Freight Delivery Initiative	<b>Strategy 4.1:</b> The "curbside mobility working group" was not defined or discussed in the narrative under Urban Freight Delivery. It is recommended that some discussion of this group be included. Separately, it is recommended that Caltrans District 7 be included as part of the "curbside mobility working group" as there are many miles of conventional highway in Los Angeles County. Recommend Metro be identified as "Lead" for all actions under Strategy 4.3. Strategy 5.4, Action 5.4b. Recommend that District 7 be included as part of the Goods Movement Technology Working Group.
	52	The Plan	<b>Let's Get Moving, third paragraph:</b> Regarding the reference to the number of unincorporated communities in LA County in the last sentence, on page 64 the reference is to "...over one hundred..." Sixth paragraph. Are the five priority strategies, "...our stakeholders have identified..." the five initiatives included in this draft? If this is the case, it is recommended that the five priority strategies be specifically identified, either as part of this sentence or elsewhere in this paragraph.



## Attachment B – GMSP Public Comments and Support Letters

### Public Comments

Name	Comment #	Specific to the Plan or Early Action Initiatives	Comments Received
Jacob	53	The Plan	The plan does not investigate the use of Metro's rapid transit system for goods delivery, instead focusing on cleaner trucks and higher-capacity mainline rail corridors. However, the former does not improve traffic safety, only emissions; the latter does not improve transportation in the areas of LA county far from the freight lines. It is not obvious to me that reuse of Metro's system is possible (c.f. transportation scholar Alon Levy's remarks on the inherent difficulty of doing so at <a href="https://pedestrianobservations.com/2020/02/19/freight-rapid-transit/">https://pedestrianobservations.com/2020/02/19/freight-rapid-transit/</a> ). However, both Dresden and Karlsruhe are attempting to reuse their tram network for freight delivery, so I encourage Metro to study whether an analogous approach might be appropriate here.
Richard	54	Equity Initiative	To help separate and speedup both commuters and freight, build the 710 Freeway tunnel.
N/A	55	The Plan	No Metro does not lead or coordinate well, such as with the SR-710 North Extension and funds diverted to parking structures and use elsewhere in LACity. Also, poor coordination and absence of leadership killed the High Desert Corridor and the good center/corridor that would have greatly reduced air pollution throughout the eastern sector of SCAQMD and the I-110/I-710 corridor.
Tom	56	Logistics Workforce and Competency Initiative	Invest in work force training upgrading and affordable living in northern LA County, Palmdale-Lancaster-Apple Valley. Long term PoLA/PoLB will lose out in shipping by cheaper and direct national transfer/transport east of California via Port - Prince Rupert and perhaps more to much cheaper Port Cardenas (Mex)
	57	Countywide Clean Truck Initiative	Only deals with <15% of total containers limited to LACo, not even SoCal or SCAQMD area. No relevant to national transfers.
	58	Regional Freight Rail Initiative	Metro must coordinate and assist the Ports of Los Angeles and Long Beach conversion from truck based to multi-modal/rail transfer from ship<>rail and then in High Desert Corridor Rail<>Truck. As demonstrated at Port of Prince Rupert and Port of Cardenas (Mexico).
	59	The Plan	NO not at all. Need much more visual, BlockFlow Diagrams and Flow-Charts rather than text unless you specifically want to have the readers turnoff and confuse. The purpose of the Goods Plan is to confuse, confound, and discourage readers (=Public) and knowledgeable concerned readers.





July 24, 2020

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West Covina  
First District, LA County  
Unincorporated Communities  
Fourth District, LA County  
Unincorporated Communities  
Fifth District, LA County  
Unincorporated Communities  
SGV Water Districts

The Honorable Mayor Eric Garcetti  
Chairman, Board of Directors  
Los Angeles County Metropolitan Transportation Authority  
One Gateway Plaza  
Los Angeles, CA 90012-2952

**RE: Draft Los Angeles County Goods Movement Strategic Plan Process**

Dear Chairman Garcetti,

On behalf of the San Gabriel Valley Council of Governments (SGVCOG), we are writing to express our support and appreciation for the work that is carried out by the Goods Movement Planning Office. This office has successfully created a process that addresses the challenges of goods movement, unites goods movement planning activities across the agency, as well as developed partnerships with Los Angeles County's goods movement stakeholders, including the SGVCOG.

Goods movement has been a high priority for the SGVCOG for more than 20 years, first with the initiation of the Alameda Corridor-East (ACE) Project and more recently with the State Route 57/60 Confluence Project, both projects of regional and national significance being implemented by SGVCOG in partnership with Metro. The development of the Goods Movement Strategic Plan has embraced the need for goods movement infrastructure projects while prioritizing the environmental issues associated with goods movement as well as the need to plan for sustainable growth.

The Goods Movement Strategic Plan will guide the agency and region in moving Los Angeles County forward in a sustainable manner. Broad-based stakeholder input has been instrumental in shaping effective regional initiatives, including this plan, and the SGVCOG has participated in and appreciates the stakeholder process Metro has undertaken.

As the Goods Movement Strategic Plan progresses, the SGVCOG looks forward to the continued close coordination with the Metro highway program in moving forward on high priority goods movement projects like the State Route 71 freeway gap project in Pomona and the continued involvement of San Gabriel Valley cities and stakeholder groups. If there are any questions, please do not hesitate to contact me at (626) 457-1800.

Sincerely,

Marisa Creter  
Executive Director  
San Gabriel Valley Council of Governments





# North Los Angeles County Transportation Coalition

August 27, 2020

Mr. Phil Washington  
CEO, Los Angeles County Metropolitan transportation Authority  
One Gateway Plaza  
Los Angeles, California 90012-2952

RE: **Draft Los Angeles County Goods Movement Strategic Plan**

Dear Mr. Washington:

On behalf of the North Los Angeles County Transportation Coalition JPA (NCTC) member agencies Los Angeles County 5<sup>th</sup> District, the Cities of Lancaster, Palmdale and Santa Clarita located in North Los Angeles County, we are pleased to support the Draft Los Angeles County Goods Movement Strategic Plan.

The LA Metro charter enabling legislation underscores the prominent role goods movement has in Los Angeles County mobility: *"Establishment of overall goals and objectives to achieve optimal transport service for the movement of goods and people on a countywide basis."*

The movement of people and goods is intertwined in North Los Angeles County – we share the same multimodal transportation network. The NCTC has participated in numerous LA Metro and other efforts to improve goods movement throughout Los Angeles County and we applaud the recent comprehensive Los Angeles County Draft Goods Movement Strategic Plan process.

The recent Covid pandemic highlighted the importance of our goods movement network from the ports to our local market. We must continue to work together to achieve mobility solutions with our goods movement partners who provide an essential service for our quality of life.

The NCTC JPA supports and looks forward to working with LA Metro on the implementation of the Los Angeles County Goods Movement Strategic Plan.

Sincerely,

Arthur V. Sohikian  
Executive Director



# Coalition for America's Gateways and Trade Corridors

AECOM

Alameda Corridor-East  
Project, San Gabriel Valley  
Council of Governments

Broward County's  
Port Everglades

California Department  
of Transportation

Cambridge  
Systematics, Inc.

Canaveral Port Authority

Cascadia Center

Chicago Metropolitan  
Agency for Planning

City of Chicago

City of Industry

COMPASS – Community  
Planning Association of  
Southwest Idaho

Dewberry

Florida Department  
of Transportation

Florida East  
Coast Railway

Florida Ports Council

Florida Transportation  
Builders' Association, Inc.

Freight Mobility Strategic  
Investment Board  
(Washington State)

Gateway Cities Council of  
Governments

Great Lakes Dredge & Dock  
Company

HERZOG

HNTB Corporation

Illinois Soybean  
Association

Intermodal Association  
of North America

Kootenai Metropolitan  
Planning Organization

Los Angeles  
County Metropolitan  
Transportation Authority

Majestic Realty Co.

Maricopa Association of  
Governments

Memphis Chamber of  
Commerce

Metropolitan Transportation  
Commission

September 8, 2020

The Honorable Mayor Eric Garcetti  
Chairman, Board of Directors  
Los Angeles County Metropolitan Transportation Authority  
One Gateway Plaza  
Los Angeles, CA 90012-2952

## RE: Draft Los Angeles County Goods Movement Strategic Plan

Dear Chairman Garcetti:

I write to express congratulations and appreciation for developing Los Angeles County's Goods Movement Strategic Plan. As a key North American gateway, the Los Angeles region is a critical hub in our nation's freight network.

I commend you and your team for developing a thoughtful and comprehensive plan that examines the region's transportation challenges holistically. It also underscores the importance of meeting these challenges: nearly one-third of jobs in LA County are in goods-producing and freight-dependent industries. Nationally, the San Pedro Bay port complex supports nearly 3 million jobs across the United States.

The nation's freight network is interconnected. Infrastructure efficiency, safety, and capacity in key freight hubs – such as Los Angeles County – impact the national freight system.

Beyond identifying challenges, the plan also outlines a roadmap to achieving positive results. Success in Los Angeles County will result in benefits both locally and nationally.

I appreciate your leadership on this important issue and look forward to engaging with you as the Goods Movement Strategic Plan advances.

Sincerely,



Elaine Nettle  
Executive Director  
Coalition for America's Gateways & Trade Corridors

Moffatt & Nichol

National Railroad  
Construction and  
Maintenance  
Association

NASCO – North  
American Strategy for  
Competitiveness

The Northwest  
Seaport Alliance

Nossaman LLP

Orange County  
Transportation Authority

Port Authority of  
New York & New Jersey

Port Houston

Port Newark Container  
Terminal

Port of Hueneme

Port of Long Beach

Port of Los Angeles

Port of New Orleans

Port of Oakland

Port of San Diego

Port Tampa Bay

Port of Vancouver USA

Ports America  
Chesapeake

Prime Focus, LLC

Puget Sound Regional  
Council

RAILCET

SANDAG - San Diego  
Association of  
Governments

Southern California  
Association of  
Governments

Tampa Hillsborough  
Expressway Authority

Tennessee Department  
of Transportation

Washington State  
Department of  
Transportation

Will County Center for  
Economic Development

WSP



## Attachment C – Webinars

### 2021 LA County Goods Movement Strategic Plan

*All meetings listed below held in 2020*

- **LA Metro Countywide Clean Truck Initiative Working Group Meeting #2 – March 17**  
<https://www.youtube.com/playlist?list=PLDhNWkoQLh9SakGPu2Qxw32vOOQfR4gwth>
- **May Web Meetings on Early Action Initiatives – May 14 and May 15**
  - Equity for Goods Movement – May 14  
<https://www.youtube.com/watch?v=iDjtZWlzMVM&feature=youtu.be&t=989>
  - Investment Workforce and Competency – May 14  
<https://www.youtube.com/watch?v=iDjtZWlzMVM&feature=youtu.be&t=1347>
  - Urban Freight Delivery – May 14  
<https://www.youtube.com/watch?v=AriOU5rBcUQ&feature=youtu.be&t=1267>
  - LA Metro Countywide Clean Truck Initiative – May 15  
[https://www.youtube.com/watch?v=a5\\_zeKphqtE&feature=youtu.be&t=1398](https://www.youtube.com/watch?v=a5_zeKphqtE&feature=youtu.be&t=1398)
- **Equity for Goods Movement Stakeholder Meeting – May 20**  
[https://www.youtube.com/watch?v=NBb\\_S4r9yAQ](https://www.youtube.com/watch?v=NBb_S4r9yAQ)
- **Freight Working Group Meeting #4 – June 2**  
<https://www.youtube.com/watch?v=tmJVRrkqELo>
- **Telephone Townhall Meeting – September 22**  
[https://www.youtube.com/watch?v=\\_1wOdt\\_dyp0&feature=youtu.be](https://www.youtube.com/watch?v=_1wOdt_dyp0&feature=youtu.be)