

Chapter 1 – Project Overview

Purpose and Objectives

This Multi-County Goods Movement Action Plan (herein referred to as “the MCGMAP” or “the Action Plan”) represents an unprecedented partnership between county, regional and state transportation agencies in Southern California to address the challenges associated with the movement of goods, which is projected to increase dramatically over the next 25 years. The MCGMAP is intended to serve as a master plan for goods movement in the region and a guide in the preparation of state, regional, and local transportation plans. The objectives of the MCGMAP are to develop strategies that: 1) address the goods movement infrastructure capacity needs of the region; 2) identify environmental mitigation strategies; and 3) improve the quality of life and community livability for Southern California residents. The Action Plan is regional in scope, such that the Plan’s analyses of potential strategies and investments are at a macro or corridor level rather than a local or project specific-level. While detailed project-level analyses were not part of this effort, it is nevertheless critical and will be conducted as part of subsequent project development effort.

The MCGMAP project study area includes the counties of Los Angeles, Orange, Riverside, San Bernardino, Ventura, San Diego and beyond. With its extensive system of ports, airports, border crossings, highways and rail facilities, the study area is a major gateway for international commerce (see Figure 1). All projections point to continued robust growth in goods movement volumes, both international and domestic freight moving through the study region. Freight logistics play a vital role in the national, state, and regional economies. One out of every seven jobs in Southern California depends on the trade/logistics sectors. Environmental and public health impacts, however, have led communities and policy makers to demand mitigation and challenge proposals for infrastructure capacity enhancement. Research has clearly shown that there are serious health impacts from diesel pollution. Communities surrounding major goods movement centers (e.g., ports, rail yards, warehousing) are impacted by 24-hour operations to accommodate the high volumes of trade. Drivers on the region’s roadways are impacted by high volumes of truck traffic moving goods to both local and national destinations.

The goods movement system is rapidly reaching capacity. Increasing congestion adversely affects the efficiency of cargo movement and aggravates environmental impacts such as diesel emissions. By voicing their opposition to various key infrastructure improvement projects, communities are calling for slower growth and mitigation of existing impacts. For a more detailed discussion of the existing and forecast future conditions of the region’s goods movement system, see Chapters 3, 4, and 6 of this document. A more detailed discussion of the existing and forecast future conditions of the region’s economy and environment can be found in Chapters 5 and 7.

Substantial progress in addressing the impacts of goods movement has already taken place with some notable successes that include the completion of the Alameda Corridor, Alameda Corridor-East grade separation projects, the adopted I-710 Major Corridor Study, the San Pedro Bay Ports Clean Air Action plan, the state Goods Movement Action Plan, the California Marine and Intermodal Transportation System Advisory Council (CALMITSAC) effort, the PierPass program, and the passage of Proposition 1B (Trade Corridor Improvement Fund). To meet future challenges, however, a coordinated regional framework is required. Such a framework is needed to meet the rapidly growing demand for freight movement and to ensure prudent investment of public and private resources, continued economic vitality, and implementation of environmental mitigation measures that improve the health and quality of life of Southern California residents.

Figure 1 shows the study area and illustrates the existing regional goods movement system.



The MCGMAP identifies actions to be undertaken by the partner agencies, the state and federal agencies, and the private sector to maintain Southern California's role as a center for international trade, commerce, and manufacturing by planning for freight growth while simultaneously and aggressively mitigating environmental and local community impacts. The Action Plan sets forth a framework to structure and understand the issues and defines actions that should be taken to address infrastructure needs, environmental concerns, and community impacts within the context of that structure. Also, it incorporates and builds on existing studies and initiatives already in progress, and focuses on developing an integrated and comprehensive regional approach.

Project Partners/Funding Agencies

The agencies participating in the development of the MCGMAP are:

- ◆ Los Angeles County Metropolitan Transportation Authority (Metro)
- ◆ Orange County Transportation Authority (OCTA)
- ◆ Riverside County Transportation Commission (RCTC)
- ◆ San Bernardino Associated Governments (SANBAG)
- ◆ Ventura County Transportation Commission (VCTC)
- ◆ California Department of Transportation (Caltrans) Districts 7, 8, 11, and 12
- ◆ San Diego Association of Governments (SANDAG)
- ◆ Southern California Association of Governments (SCAG)

Metro served as the administrative lead for the project. The participating agencies (or “project partners”) and consultant team comprised the Technical Advisory Committee (TAC), which met bi-weekly (or as needed) to monitor the progress of the Action Plan, provide reviews of all technical products being developed, ensure a complete analysis was performed, and achieve consensus on recommended courses of actions. The TAC members also met as needed with the Executive Officers (TAC Execs) of the participating agencies. In addition, the TAC formed smaller working groups to provide input on specific technical and policy issues, such as modeling, outreach, and environmental concerns. These working groups also met when needed as specific issues arose.

A proactive outreach plan was undertaken to provide opportunity for the public and interested stakeholders to participate in the development of the Action Plan. The project partners and consultant team met with the MCGMAP Stakeholder Advisory Group (SAG) during major milestones of the project to integrate their feedback into the Action Plan. Also, existing forums such as the SCAG Goods Movement Task Force and others groups were given regular updates on the progress of the Action Plan to obtain input from a broad cross-section of public and private sector stakeholders.

MCGMAP Partner Agency Roles

The Action Plan recognizes that goods movement is a diverse industry with a broad and disparate group of public and private sector stakeholders, each with its own roles and responsibilities. The MCGMAP partners are the transportation and planning agencies that co-manage the development of the Action Plan.: Los Angeles County Metro, Orange County Transportation Authority, Riverside County Transportation Commission, San Bernardino Associated Governments, San Diego Association of Governments, Southern California Association of Governments, Ventura County Transportation Commission, and Caltrans Districts 7, 8, 11, and 12. The MCGMAP partners plan, fund, maintain, operate, construct, and implement multi-modal transportation projects

and influence the goods movement system through the regional planning and programming of funds to transportation projects.

Other organizations, such as the Ports of Los Angeles and Long Beach, have authority to plan and construct transportation and facility improvements within the Ports' jurisdiction, while the South Coast Air Quality Management District develops and implements plans to improve the region's air quality. Decisions regarding land use, arterial improvements and the permitting of warehouses and transloading centers are made by local municipalities.

Regional, state, and federal agencies have varying regulatory authorities over the trucking and rail industries, but the MCGMAP partners have little ability to regulate the operations, business practices, or pollutant emissions of the private sector goods movement operators, and no authority to regulate shippers and ocean carriers. As a result, the MCGMAP partners have focused primarily on goods movement infrastructure while acknowledging the essential roles to be played by the regulatory agencies, the Ports Clean Air Action Plan, and public or private technology initiatives.

Given their defined roles and responsibilities, the MCGMAP partners cannot fully implement many of the plan's recommended strategies on their own. Therefore, to fully realize the benefits of this plan, continued collaboration and consensus building among the MCGMAP partners and other public and private sector stakeholders will be critical.

The project partners identified the following core mandates and implementation principles to guide in the development of the Action Plan:

CORE MANDATES

Environment: Avoid, Reduce, and Mitigate Environmental, Community, and Health Impacts

Environmental and community impacts must receive equal attention in the implementation of solutions.

Mobility: Promote the Safe and Efficient Movement of All Modes and Reduce Congestion

Traffic growth will result in the significant deterioration of the region's highway and rail system's performance capabilities and present potential safety concerns for the public, particularly in terms of truck accidents, rail crossings, and truck encroachment into neighborhoods.

Economy: Ensure Vitality of Regional Economy

Goods movement is an important segment of the MCGMAP region and the U.S. trade economy, and the associated industries (e.g., logistics) provide direct and indirect benefits to the region's economy.

Funding: Secure the Region's Fair Share of Public and Private Funds

Although the region's goods movement system serves markets within and outside of California, these markets and associated system users are not paying their fair share to the region. While still advocating for dedicated federal and state funding sources, user-based public-private funding arrangements must be a major component of the financing for critical projects.

IMPLEMENTATION PRINCIPLES

The MCGMAP builds upon the principles set forth in the Statewide Goods Movement Action Plan that was adopted in January 2007. The following represent implementation principles specific to MCGMAP:

1. **Guideline:** The Action Plan is the master plan for goods movement in Southern California and is intended to be used as guidance in the preparation of state, regional, and local transportation plans. The Action Plan can also be a tool for local jurisdictions to make informed land use decisions.
2. **Investment:** Investments in goods movement infrastructure will be implemented on a simultaneous and continuous[†] basis with investments in environmental/community mitigation.
3. **Cost Distribution:** A fair share of the cost of the impacts of goods movement on transportation infrastructure, environment, and communities must be borne by those benefiting from it.
4. **Management:** The need for institutional mechanisms, such as joint powers authorities, for financing or implementing projects, will be defined as such needs are clearly identified.
5. **Public Benefit:** Projects supported by public/private partnerships and private projects supported by public funding should demonstrate a clear public benefit.
6. **Land Use Compatibility:** Partner agencies shall encourage land use decisions that will result in buffers (both open and developed) that separate goods movement infrastructure and sensitive receptors such as residential areas, schools, and hospitals.

Building the MCGMAP Action Plan

The Action Plan is organized around tasks performed by the consultant team that are shown in Figure 2 and described below. Each task served as building blocks that led to the completion of the Action Plan that is documented in technical memoranda (Tech Memos) and summarized in the chapters herein. With the exception of Chapters 5 and 7 of this Action Plan, each chapter corresponds to the tasks described below. The Action Plan consists of two volumes. The Action Plan contains an executive summary, topical chapters, and county Action Plan chapters. The Action Plan Technical Appendices contains Technical Memos 2 through 7, the financial framework (Appendix A), supporting tables, charts and project lists (Appendix B), and public comments and responses (Appendix C).

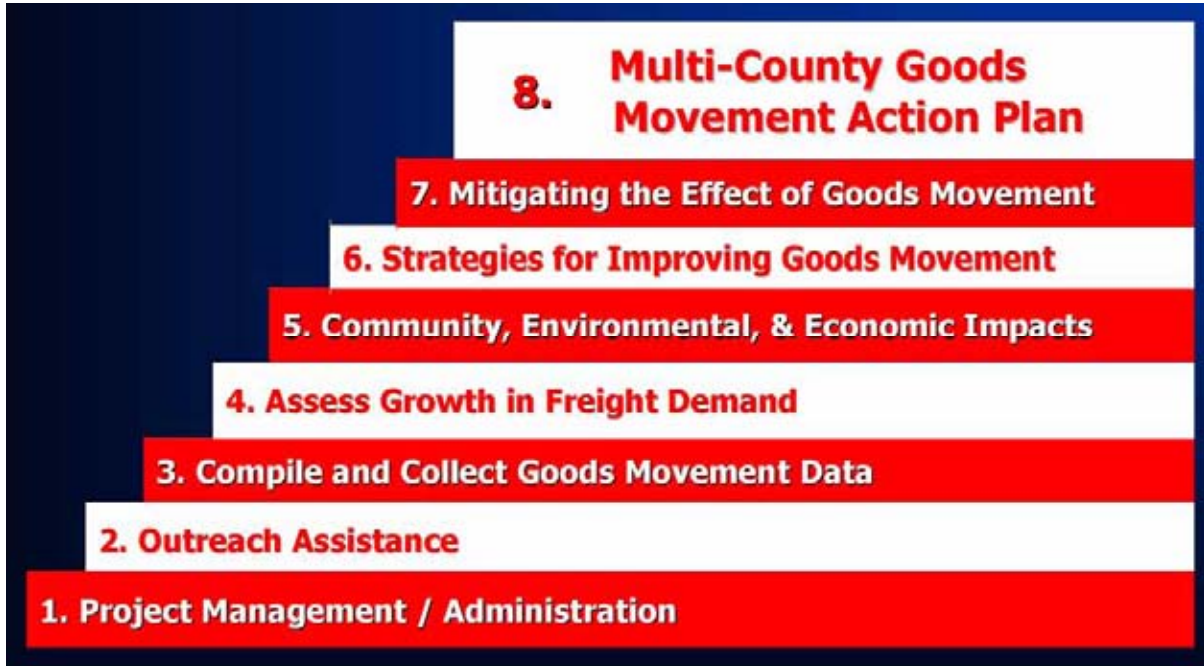
Task 1.0 Project Management and Administration - This task consists of the ongoing project management, control and administration of all tasks including agency coordination, monthly TAC meetings, and weekly correspondence between the consultant project team and Metro project manager (Chapter 1 and summarized in the Project Management Plan).

Task 2.0 Outreach Assistance - This task comprises the stakeholder and private sector outreach elements of the project, including periodic SAG meetings, planned workshops within the study area counties, and stakeholder

[†] Note that the use of the term “simultaneous and continuous” in this document is similar, but not identical, to the use applied by the State of California. A definition of “simultaneous and continuous” is provided in the glossary.

surveys. This task also includes meetings with individual stakeholders throughout the course of the project (Summarized in Chapter 2 and described in more detail in Tech Memos 2a and 2b).

**Figure 2
Building the MCGMAP**



Task 3.0 Compile and Collect Goods Movement Data – This task provides a summary of the existing conditions and constraints of the goods movement system, with a focus on the ports (sea and air), rail, highway, and warehousing/distribution components of the regional goods movement system. It also includes an identification of the location and magnitude of existing deficiencies on the freeways and railways within the region and within the logistics network in general (Summarized in Chapter 3 and described in more detail in Tech Memo 3).

Task 4.0 Assess Growth in Freight Demand, Trends in the Logistics Industry and Baseline (2030) System Performance – Task 4 focuses on the assessment of future freight growth within and outside of the study area. The goal of Task 4 is to identify the baseline conditions for the study area, as well as identify potential freight growth scenarios that could occur depending on local or global changes to the goods movement industry (Summarized in Chapter 4 and described in more detail in Tech Memos 4a and 4b).

Task 5.0 Evaluate Economic, Environmental and Community Impact of Freight Movement Generators and Facilities – The purpose of Task 5 is to document the economic, environmental, and community impacts within the region of the existing goods movement system described in Task 3. For the economic component, this task identifies logistics-related jobs by job type and by wage scale, and documents the relationship between jobs, wages, business activity/expansion, tax revenue, and growth in freight. For the environmental component, this task identifies locations around the region that are currently or will potentially be impacted by freight movement affecting neighborhoods and quality of life. The result of this task will be a documentation of the type, general

location, and magnitude of the environmental and community impacts of goods movement (Summarized in Chapter 5 and described in more detail in Tech Memos 5a and 5b).

Task 6.0 Identify and Evaluate Strategies for Improving the Movement of Goods – This task includes the critical element of the MCGMAP project: the evaluation of strategies and projects identified to improve the future movement of goods. These strategies and projects have been developed through coordination with the TAC and evaluated against the freight growth scenarios identified in Task 4. This task includes a two-part screening evaluation process to initially evaluate a broad set of goods movement projects and strategies and a more detailed evaluation of specific projects and strategies (Summarized in Chapter 6 and described in more detail in Tech Memos 6a and 6b).

Task 7.0 Identify Strategies for Mitigating the Effect of Goods Movement on Local Communities and the Environment – This task consists of the identification of a set of good practices to mitigate the environmental and community impacts of the goods movement strategies within the region, including those projects and strategies identified in Task 6 (Summarized in Chapter 7 and described in more detail in Tech Memo 7).

Task 8.0 Develop Multi-County Goods Movement Action Plan Report and Identify Institutional/Funding Arrangements Needed to Implement the Plan – Task 8 represents the culmination of the project and includes the recommended actions for simultaneously and continuously improving the goods movement system and the environment. Also included is a discussion of the financing mechanisms required to implement the recommended actions and associated goods movement projects and strategies. Lastly, this task provides a summary of the high-priority goods movement projects for the region, as identified by this effort (Chapter 7 of the Action Plan).

Chapter 2 – Stakeholder Outreach

This chapter summarizes the work conducted under Task 2 to build the Action Plan. The stakeholder outreach process included conducting MCGMAP Stakeholder Advisory Group meetings, administering surveys, compiling survey results, convening meetings and making presentations to local stakeholders, convening workshops, and documenting stakeholder opinions, concerns and recommendations throughout the development of the Action Plan. Furthermore, all study related documents were posted onto the MCGMAP web site, which is: <http://www.metro.net/mcgmap/>.

Stakeholder Outreach

Stakeholder Advisory Group Meetings

In the fall of 2005, the partner agencies established Stakeholder Advisory Group (SAG) meetings to solicit input from stakeholders, share project information, and to identify the issues and concerns of greatest importance to stakeholders regarding goods movement. The SAG consisted of a broad cross section of stakeholders that included representatives from air quality and environmental organizations, freight, shipping, trucking, and railroad industries, local ports (sea and air), chambers of commerce, business organizations, local, state and federal officials, council of governments, regulatory agencies, academia, and community groups.

The project team held the following SAG meetings to date:

No.	Date	Location
1.	October 26, 2005	Los Angeles County Metropolitan Transportation Authority Office
2.	March 22, 2006	San Bernardino Associated Governments Office
3.	May 24, 2006	City of Long Beach Council Chambers
4.	July 26, 2006	City of Buena Park Council Chambers
5.	October 25, 2006	Southern California Association of Governments Office
6.	July 25, 2007	Southern California Association of Governments Office
7.	November 8, 2007	Southern California Association of Governments Office.
8.	March 6, 2008	Los Angeles County Metropolitan Transportation Authority Office

The SAG meetings were attended by a broad cross section of stakeholders. Below is a partial listing of the various groups and organizations that participated in the SAG meetings.

- ◆ Alameda Corridor East (ACE) Construction Authority
- ◆ Alameda Corridor Transportation Authority (ACTA)
- ◆ Automobile Club of Southern California
- ◆ BREATHE California of Los Angeles County
- ◆ Burlington Northern Santa Fe Railway
- ◆ California Air Resources Board (CARB)
- ◆ California Trucking Association
- ◆ Center for Community Action and Environmental Justice
- ◆ Coalition for a Safe Environment
- ◆ East Yard Communities for Environmental Justice
- ◆ Gateway Cities Council of Governments
- ◆ Los Angeles World Airports

- ◆ Majestic Realty Company
- ◆ National Association of Industrial and Office Properties
- ◆ Natural Resources Defense Council
- ◆ Orange County Business Council
- ◆ Port of Long Beach
- ◆ Port of Los Angeles
- ◆ Rail America
- ◆ San Gabriel Valley Council of Governments
- ◆ South Bay Council of Governments
- ◆ South Coast Air Quality Management District
- ◆ Union Pacific Railroad
- ◆ University of Southern California Keck School of Medicine
- ◆ University of Southern California, Southern California Particle Center
- ◆ Watson Land Company

Stakeholder Surveys

Two anecdotal opinion surveys were conducted to determine the key goods movement issues and to obtain feedback on potential solutions. In early 2006, the first survey was developed and administered to key stakeholders in the MCGMAP six-county study area and beyond in order to gather perceptions and opinions of goods movement issues. Details of the survey results are included in Tech Memos 2a and 2b. From the results of the survey, the MCGMAP project team was able to validate and/or re-consider existing assumptions about key issues, problems, and potential solutions as they relate to goods movement and stakeholders in the Southern California region. Survey respondents included goods movement stakeholders representing government agencies, academia, community and environmental groups, industry and non-profit associations, and private industry.

Survey No. 1 – Goods Movement Issues

The MCGMAP Survey No. 1 included questions about highways, trucks, freight trains, ports, industrial areas, aviation areas, and goods movement benefits. Each respondent was asked to self-identify for documentation and future notification purposes. All individual data results are kept confidential. Surveys were distributed and received between March and June, 2006. The survey was comprised of 53 questions across five pages and took about 15 minutes to complete.

Each County Transportation Commission (CTC) utilized either direct mail or electronic mail to distribute the surveys. Using in-house databases, the CTCs disseminated the survey to local jurisdictions (staff and elected officials), business and community organizations, and environmental and community groups.

The survey was also made available via Zoomerang, an internet survey based application that was linked to the project website. All those who received the survey had the option to complete a hard copy of the survey or to complete the survey online.

A total of 166 surveys were completed. In general, the survey results validated what the MCGMAP technical team anticipated about goods movement concerns. When asked to freely identify from their own perception and experiences which goods movement issues were the most important, the following were the top three:

1. Traffic congestion and truck issues

2. Infrastructure and traffic congestion issues
3. Infrastructure/construction and environmental issues

When asked to choose from a list of previously identified issues and the same general issues, with an additional level of specificity, the following was reported:

1. Traffic delays on freeway due to congestion (41 out of 143 responses)
2. Air/water pollution from cargo ships, including health impacts (33 out of 164 responses)
3. Traffic delays on local streets due to congestion (13 out of 129 responses)

Survey No. 2 – Goods Movement Projects/Strategies

Survey No. 2 was completed in early 2007. The objective of the second survey was to solicit reaction from stakeholders on a specific listing of goods movement projects and strategies. Respondents were asked to also offer any other innovative idea or solution for addressing the goods movement challenge in Southern California. As with Survey No. 1, the partner agencies distributed the survey in hard copy and electronic formats to their stakeholders in each county. The survey was also accessible online through Zoomerang. A total of 138 surveys were completed.

Respondents indicated their support for a wide range of goods movement projects and strategies. A high level of support was received for projects and strategies that improved operations and capacity at the ports and local rail facilities, including grade separations. Respondents also demonstrated support for a dedicated truck lane between the ports and the Inland Empire. No specific east-west corridor was identified as the most preferred corridor for a truck lane facility, but the majority of respondents felt that an east-west corridor should be the focus of goods movement infrastructure improvements.

Organization Presentations

This unprecedented multi-county goods movement planning process generated interest from various stakeholders. The project team provided updates to local agency boards, committees and other organizations about the development of the Action Plan. These presentations included, but are not limited to, the following organizations:

- ◆ Gateway Cities Council of Governments
- ◆ Los Angeles Chamber of Commerce
- ◆ Metro
 - Board of Directors
 - Goods Movement Workshop
 - Planning and Programming Committee
- ◆ North County Transportation Coalition
- ◆ Orange County Transportation Authority (OCTA)
 - Board of Directors
 - Regional Planning & Highways Committee
- ◆ Office of Senator Dianne Feinstein
- ◆ Port of Long Beach/Port of Los Angeles
- ◆ Riverside County Transportation Commission (RCTC)
 - Plans & Programs Committee
 - Regional Technical Advisory Committee

- ◆ San Gabriel Valley Council of Governments
- ◆ San Bernardino Associated Governments (SANBAG)
 - Board of Directors
 - Plans & Programs Committee
- ◆ San Diego Association of Governments (SANDAG)
 - Regional Freight Working Group
 - Transportation Committee
- ◆ Southern California Association of Governments (SCAG)
 - Goods Movement Task Force
 - Plans & Program Technical Advisory Committee
 - Regional Council
 - Transportation and Communications Committee
- ◆ South Bay Cities Council of Governments
- ◆ Ventura County Transportation Commission (VCTC)

Additional, briefings and presentations to the Councils of Governments and other various groups were held prior to finalizing the Action Plan.

Public Workshop Process

Public Workshop Series (December, 2007 - February, 2008)

Twelve public workshops were held throughout the six-county study region to present a summary of the Draft Action Plan- recommended actions and goods movement strategies/projects, and proposed mitigation measures. The workshops were conducted to give the public an opportunity to comment on the material presented and give feedback to the Technical Advisory Committee (TAC). All public comments were recorded and considered prior to finalizing the Action Plan. Also, topical summaries of public comments will be provided to each of the project partner's executive boards for review and consideration.

Workshop Locations

The workshops were held throughout the six participating counties. Each workshop was held at a location that was easily accessible to the community. Upon completion of each public workshop, all public comments were recorded and processed. The project team compiled the comments by topic and provided topical responses that are presented in Appendix C of the Final Action Plan. The workshop schedule is listed on the following page.

Agency	County	Proposed Locations	Dates	No. of Meetings
Metro	Los Angeles	<ul style="list-style-type: none"> • South Coast Air Quality Management District • Boys and Girls Club of East Los Angeles • Wilmington Senior Center • Larry Chimbole Cultural Center - City of Palmdale • Bannings Landing Community Center 	December 3,4, 6 and 13, 2007 February 20, 2008	5
OCTA	Orange	<ul style="list-style-type: none"> • City of Anaheim – Gordon Hoyt • Laguna Hills Community Center 	January 14 and 17, 2008	2
RCTC	Riverside	<ul style="list-style-type: none"> • Jurupa Community Center • Coachella Council Chamber 	December 10 and 17, 2007	2
SANDAG	San Diego	<ul style="list-style-type: none"> • SANDAG offices 	February 21, 2008	1
VCTC	Ventura	<ul style="list-style-type: none"> • Camarillo City Hall • City of Camarillo Library 	December 11, 2007	1
SANBAG	San Bernardino	<ul style="list-style-type: none"> • SANBAG offices 	January 9, 2008	1

Initial Stakeholder Comments

In general, there is support of a coordinated effort among the partner agencies and stakeholders to solve the goods movement challenges facing the region. During the SAG meetings, presentations, and workshops that were conducted, stakeholders expressed the following key concerns/suggestions:

- ◆ More aggressive environmental mitigation strategies is needed to reduce current levels of goods movement impacts before any new infrastructure project is built;
- ◆ Dedicated new private/public funding sources is needed to reduce health and environmental impacts of goods movement throughout the region;
- ◆ All costs and benefits should be studied before decision-makers agree to meet unlimited goods movement demand;
- ◆ Equal analysis of environmental and community impacts, planned improvements and mitigation measures should be completed as a part of the evaluation of a new (or expanded) goods movement system;
- ◆ Placing limits on trade growth, diversion to other ports, and investing in clean industries is a more cost-effective approach to solve the goods movement challenges in the region; and
- ◆ Explore the use of clean alternate technologies to transport goods and to support goods movement activities, operations, and equipment.