



**PLANNING AND PROGRAMMING COMMITTEE
JANUARY 14, 2004**

SUBJECT: FREIGHT & PASSENGER MOVEMENT POLICY

ACTION: APPROVE STAFF RECOMMENDATION

RECOMMENDATION

Authorize the Chief Executive Officer to proceed with the attached goods movement study scope of work and the freight and passenger movement work plan outlined in Attachments A and B using a combination of MTA staff and consultant expertise.

ISSUE

At its June 2003 meeting, the MTA Board acted on a motion by Director Fasana that instructed the Chief Executive Officer to (1) return to the Board with a proposal and cost estimate to evaluate the financial, economic and environmental impacts of expansion of the Ports of Los Angeles and Long Beach on the Los Angeles County region, (2) determine various corridors for goods movement that include Routes 5, 10, 57, 60, 91, 110, 138, 210, 605 and 710 and (3) apply a "systems approach" to solving the goods movement problem.

At its September 2003 meeting, the MTA Board acted on a motion by Directors Proo and Knabe that instructed the Chief Executive Officer to (1) provide leadership in the area of countywide freight movement planning, (2) ensure that the freight planning process involves consultation with key public and private stakeholders, including trucking companies, ports, local jurisdictions, railroads and commuter rails, shippers, and other community groups to develop recommendations that address the projected growth in freight movement and its impact on the transportation system and Los Angeles communities and (3) coordinate with federal, state, regional and local transportation agency partners to develop a comprehensive and cohesive freight and passenger movement policy and plan for Los Angeles County.

The recommended action will address the June and September motions.

POLICY IMPLICATIONS

The recommended action is consistent with the planning efforts set forth in MTA's Long Range and Short Range Transportation Plans.

ALTERNATIVES CONSIDERED

The MTA could decide not to approve the work plan. However, as the regional transportation planning and funding agency, it is appropriate for the MTA to take a leadership role in identifying corridor improvements and/or management strategies that will address the projected growth in freight traffic.

Caltrans and SCAG recently issued a Request for Proposal for the Eastern Gateway Freeway Corridor Improvement Study, for which the MTA was a participant in the consultant selection process. The first part (Phase I) of this study is proposed to be a system level analysis of the Eastern Gateway Study area. Caltrans staff has offered to expand the scope of the Phase I to include additional freeway corridors using MTA funds. Staff considered, but does not recommend, Caltrans' suggestion to augment the Eastern Gateway Study to address the Board's June action. The main objectives of the two studies are slightly different. MTA's goods movement study focuses on a system level plan while the Eastern Gateway Study has defined I-10, I-60 and I-210 as its primary study area "to identify one strategic route that would be most significant for goods movement activities".

FINANCIAL IMPACTS

There is no immediate impact on the FY 04 budget. However, funds would have to be identified prior to awarding any consultant contracts for specialized portions of the Goods Movement Study. It is anticipated that this effort would cost approximately \$1.5 million to \$2 million including internal staff costs and any consultant expertise. The expenditures will occur in FY 04 and FY 05.

BACKGROUND

The ability to efficiently move freight/goods through Los Angeles County's transportation network is crucial to the mobility and economic vitality of the county, the state and the nation. However, accommodating freight/goods movement traffic must be balanced against the impacts and quality of life issues of the surrounding local communities.

As a member of the Eastern Gateway Freeway Corridor Improvement Study Project Management Team, MTA will continue to collaborate with Caltrans and SCAG to identify strategies that enhance safety and improve mobility throughout the County. However, this motion directs staff to develop a cohesive countywide freight movement strategy and, as such, staff has developed a comprehensive work plan to guide this effort.

The key components of the freight and passenger movement work plan are as follows:

- Stakeholder Participation Process -Staff will consult with and involve key public and private sector stakeholders and an Advisory Taskforce that includes Mobility 21 Freight Subcommittee members and other representatives.
- Technical Analysis – Staff’s analysis will be two-fold and will be accomplished by conducting a goods movement study, as described in Attachment A. Staff will first evaluate the financial, economic and environmental impacts and benefits associated with inter-county and intra-county freight traffic (truck, passenger rail and railroad). Staff will also conduct a high level system and corridor performance analysis of Routes 5, 10, 57, 60, 91, 110, 138, 210, 605, 710 and other corridors, including passenger rail, railroads and major arterial traffic, as appropriate, to identify operational improvements, freight management strategies and/or corridor improvements that will help correct the deficiencies in the system.
- Alternatives Analysis – Staff will identify preferred alternatives, operational improvements, corridor-level and countywide capital improvements based on such criteria as:
 - Community and environmental compatibility;
 - Costs and funding availability;
 - Feasibility of implementation;
 - Input from key responsible agencies and stakeholders;
 - Schedule/timing
 - Effectiveness in addressing mobility problems
 - Relationships/Interconnectedness
- Freight & Passenger Movement Policy - In consultation with other key stakeholders, staff will develop a systems approach action plan for implementation that includes both freight management strategies and corridor improvements, along with the potential funding strategies, to address the anticipated increase in freight traffic. Staff will also recommend policies and programs for implementation, in consultation with others.

NEXT STEPS

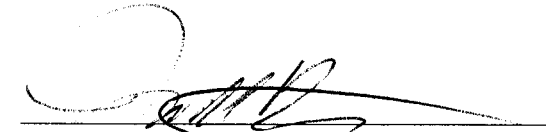
Upon approval of the attached work plan outline, staff will (1) begin the consultation process with key stakeholders, (2) establish the Advisory Taskforce and (3) develop a scope of work and initiate the contract procurement process for portions of the goods movement study that will require specialized consultant services.

Staff will return to the Board, as necessary, to obtain approval to execute any consultant contracts for the goods movement study and to implement the work plan.


ATTACHMENTS

- A. Goods Movement Study Scope of Work Outline
- B. Freight & Passenger Movement Work Plan Outline
- B-1. MTA Goods/Freight Movement Advisory Taskforce Members

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**GOODS MOVEMENT STUDY
SCOPE OF WORK OUTLINE**

Study Background/Overview

Over the years, truck/freight movement activities originating from the Port of Los Angeles and Long Beach, as well as other trade gateways, have resulted in a substantial increase in the number of trucks traversing local arterials and highways throughout Los Angeles County. It is anticipated that freight movement will continue at an accelerated rate. Without adequate infrastructure and/or improved freight traffic management, traffic operations will continue to deteriorate. Increased impacts on communities will also occur. As such, the MTA is undertaking a comprehensive study to identify current and future freight traffic in Los Angeles County and to assess the economic, environmental and mobility impacts of the region's Ports expansion plans and other major truck contributors. Additionally, the Study will focus on the impact of freight traffic on specific corridors in the County and identify various systems level improvements including operational and management strategies and capital improvements that can mitigate this impact. Finally, the Study will explore potential funding strategies.

As a part of the Study, the MTA will establish an Advisory Taskforce composed of the Mobility 21 Freight Movement Subcommittee and representatives from the public sector (Caltrans, SCAG, County Transportation Commissions) as well as Councils of Government and other local elected bodies, Ports, freight industry representatives, ACTA, environmental regulatory agencies and academia to identify stakeholders issues and needs and to provide input on various aspects of the Study.

The Study will review, and where appropriate, utilize existing data and information from local, regional and national studies/reports completed or underway that pertain to the economy in Los Angeles and truck/freight movement management strategies and improvements.

The specific major task descriptions for the Study are summarized as follows:

MAJOR TASK DESCRIPTIONS (& DELIVERABLES)

1. **Collect, Forecast and Evaluate Data**- The Study shall identify the current and projected goods movement traffic and mobility patterns countywide and within the designated corridors and other corridors including freeways and major arterials. The Study shall establish the baseline and estimate future baseline transportation system performance for the years 2015 and 2030 using available data from local agencies, MTA, Caltrans, SCAG, and other entities, as appropriate. Contractor shall collect data, to forecast and evaluate goods movement, countywide and within the designated corridors to:
 - Determine the existing and projected increase in truck traffic countywide and for each corridor;
 - Assess the impacts of the truck traffic on the designated freeway corridors and major arterials; and
 - Identify the magnitude of potential improvements required to address the projected increase.

(Technical Memorandum- Methodology and Travel Demand Forecasting Analysis)

2. **Conduct Regional Impact Analysis**- The Study shall identify the potential traffic, infrastructure, community and environmental impacts associated with expanding the Ports. Such impacts may include, but are not limited to:
 - Truck traffic;
 - Air quality impacts;
 - Energy issues; and
 - Livable communities issues/concerns (e.g. local traffic impacts, acquisitions and displacements; community characteristics, population increases, housing needs, land use and environmental justice issues).

The Study shall evaluate the Port's beneficial influence on the economy in Los Angeles County. The Study shall provide an explanation and an assessment of the potential increase in revenue (taxes, goods sold, disposable income), business activities/expansions, employment opportunities and other benefits that will be realized by the County as a result of expanding the Ports. Factors to be utilized in this analysis may include, but are not limited to:

- Domestic and international freight/goods movement patterns;
- Market trends, revenue/cost projections and forecasts;
- Employment trends (including increases and decreases in wages); and
- Economic development plans, freight logistics and planning (e.g. major warehouse and distribution centers, rail-yards, inter-modal container facilities, retail and industrial centers).

(Technical Memorandums- Economic Analysis; Environmental Analysis, Financial Analysis and the Regional Economic Impact of the Ports Expansion Plan)

3. **Conduct Systems-Level Analysis**- The Study shall conduct a systems-level performance analysis that (1) focuses on developing freight management and/or operational strategies that addresses the Ports Expansion Plan, (2) addresses policy decisions and/or institutional changes that may be required to implement freight management strategies and (3) includes working with the railroads and Metrolink to best utilize existing tracks. Such strategies may include, but are not limited to:

- Trip reduction measures
- Terminal operational strategies;
- Traffic system management strategies;
- Transportation demand management; and
- Intelligent transportation systems and new technologies applications.

(Technical Memorandum- Systems-Level Performance Analysis)

4. **Conduct Corridor Level Analysis**- Contractor shall conduct a corridor-level analysis of the designated highways (e.g. Routes 5, 10, 57, 60, 91, 110, 138, 210, 605 and 710) and other corridors and major arterials that are impacted, as appropriate, to identify potential capital improvements to address freight movement. The Study shall assess corridor level impacts and/or benefits with respect to accommodating freight traffic. The truck/freight movement factors to be considered may include, but are not limited to:

- Capacity constraints (e.g. geometric constraints and chokepoints at interchanges/intersections, etc.);
- Current and future freight/goods movement demand;
- Flow patterns (e.g. origins and destinations);
- Travel times;
- Inter-modal connectivity; and
- Freight logistics and land-use requirements.

(Technical Memorandum- Corridor-Level Performance Analysis)

5. **Evaluate Costs and Identify Funding Strategies**- The Study shall develop estimates for capital, operations and maintenance costs for proposed capital and freight management improvements. The Study shall conduct an analysis that reviews funding opportunities and challenges for freight/goods movement. Contractor shall evaluate traditional as well as non-traditional funding sources that may include, but are not limited to:

- Jointly funded scenarios with freight industry stakeholders;
- User fee mechanisms;
- Truck tolling; and
- Public/private partnerships.

(Technical Memorandum- Cost Evaluation and Potential Financial Strategies)

6. Identify Alternatives/Recommendations and Develop Action Plan- The Study shall develop recommendations for a system of corridor and other improvements and/or freight management strategies that are based on:

- Regional costs and benefits;
- Local community impacts;
- Input from key stakeholders;
- Systems and corridor-level performance analyses; and
- Funding scenarios.

(Los Angeles County Freight Movement Action Plan)

FREIGHT & PASSENGER MOVEMENT POLICY WORKPLAN

WORKPLAN OUTLINE	TIME FRAME
<p>I. Plan Background/Justification</p> <ul style="list-style-type: none"> • Describe MTA Board actions: <ul style="list-style-type: none"> o Director John Fasana’s June 2003 Motion (Analyze Ports’ expansion plans impacts on the transportation network, local economy and community quality of life issues) o Directors Beatrice Proo and Supervisor Knabe’s September 2003 Motion (Develop Freight and Passenger Movement Policy) • Provide plan overview/process: <ul style="list-style-type: none"> o Describe plan goals (comprehensive and coherent freight movement policy and plan). o Survey local jurisdictions, trucking, railroad (passenger/commuter and freight) air, warehouses and maritime stakeholders to identify goods/freight movement issues and concerns. o Provide plan funding constraints, data and assumptions. o Coordinate work plan efforts with ongoing long range and short-range plan development with major players such as MTA, SCAG, ACTA, PWD, The Ports, rail, freight and major cities. o Describe stakeholder consultation process that includes identifying: <ul style="list-style-type: none"> ▪ Work plan participants ▪ Roles and responsibilities of participants ▪ Frequency of meetings o Identify relevant legislation for both regulation and funding. o Review all relevant studies/reports. o Promote outreach efforts to educate stakeholders about goods/freight movement challenges, opportunities and constraints throughout the plan development process. 	<p><i>February-March 2004 (2 Months)</i></p>

<p>II. Stakeholders Participation Process</p> <ul style="list-style-type: none"> • Establish Advisory Committee/Taskforce (See Attachment B-1). • Convene technical subcommittee meetings with specific objectives and goals. • Establish independent meetings with key passenger and freight movement (truck, rail and air) and warehouse agencies. • Participate in existing countywide goods movement working group efforts review and/or assist in identifying goals and objectives. 	<p><i>Throughout</i></p>
<p>III. Technical Analysis- Impacts & Benefits</p> <ul style="list-style-type: none"> • Collect, review and analyze existing traffic data (baseline) and model expected future growth in freight traffic (trucks, passenger rail and railroads) system-wide and on Routes 5, 10, 57, 60, 91, 110, 138, 605, 210 and other routes as identified. • Evaluate existing and future financial, economic and environmental impacts of major freight traffic generators on the transportation system, communities and local economy for each freight modal system (highway/arterials, seaports, passenger/commuter rail corridors, freight railroad lines and air) in terms of: <ul style="list-style-type: none"> ○ Traffic and mobility ○ Community Issues <ul style="list-style-type: none"> ▪ Local traffic circulation ▪ Environmental justice issues ▪ Right of way needs and displacements ▪ Land use compatibility ○ Air quality ○ Infrastructure needs and costs (operations and maintenance) • Evaluate direct and indirect benefits to the local economy due to goods/freight movement activities: <ul style="list-style-type: none"> ○ Income/revenue generated ○ Employment and job creation 	<p><i>March – September 2004 (7 Months)</i></p>

<ul style="list-style-type: none"> • Compile and analyze inter-county freight traffic (truck, passenger rail and railroad) trips, volumes and impacts. • Compile and analyze inter-modal freight transfers between rail and road, road and air, rail, road and air etc. • Conduct traffic operations analysis of: <ul style="list-style-type: none"> ○ Accident data, collisions and incident management ○ Delays and road/lane closures ○ Capacity impacts of shared passenger/freight railroad lines 	
<p>IV. Alternative Solutions and Feasible Mitigation</p> <ul style="list-style-type: none"> • Identify, develop and evaluate alternatives, operational system improvements and, corridor-level and countywide capital improvements (mitigation) based on such criteria as: <ul style="list-style-type: none"> ○ Community/environmental compatibility ○ Costs and funding availability ○ Feasibility of implementation ○ Input from key responsible agencies ○ Schedule/timing ○ Effectiveness in addressing mobility problems ○ Inter-modal relationships/interconnectedness 	<p><i>June – September 2004 (4 Months)</i></p>
<p>V. Freight Management Policy & Plan</p> <ul style="list-style-type: none"> • Develop an action plan to address and prioritize goods movement by road, rail and air that may include the following strategies: <ul style="list-style-type: none"> ○ Operational improvements ○ Capital improvements (i.e. critical corridor improvements) ○ Freight system management concepts ○ Institutional needs and arrangements (cooperation) ○ New Technology and ITS applications • Develop short-term (0-5 years) and long-term (5-10 years) strategies for all modes of freight transportation. • Explore funding strategies/scenarios <ul style="list-style-type: none"> ○ Private/public partnerships ○ Local, state and federal sources ○ MTA Call for Projects Process ○ Private sources (trucking, rail and air) ○ Innovative sources (i.e. bond measures) 	<p><i>August 2004 – February 2005 (7 Months)</i></p>

<ul style="list-style-type: none"> • Determine legislative needs/strategies for both regulation and funding. 	
<p>VI. Plan Implementation</p> <ul style="list-style-type: none"> • Support legislative actions for regulation and funding. • Identify existing revenue sources and develop new revenue initiatives. • Identify potential projects, studies. <ul style="list-style-type: none"> o Plan phasing and schedule both short and long terms. o Funding schedule/plan both short and long terms. • Monitor action plan implementation. <ul style="list-style-type: none"> o Evaluate progress to date and report updates o Adjust plans based on findings and stakeholder input, as appropriate 	<i>TBD</i>
<p>VII. Next Steps/Remaining Challenges</p> <ol style="list-style-type: none"> 1. Understand the role of Los Angeles County in the global economy. 2. Understand the impact of the global economy on Los Angeles County. 3. Understand and develop reliable County growth forecasts. 4. Develop strategies to strengthen security as related to freight movement and emergencies within County boundaries. 5. Develop Master Plans to implement strategies throughout the County with sustainable funding. 	<i>TBD</i>

MTA Goods/Freight Movement Advisory Taskforce Members

- Mobility 21 Freight Subcommittee Representative(s)
- Ports of Los Angeles and Long Beach
- Federal Highway Administration/Federal Transit Administration
- Caltrans
- SCAG
- Metrolink
- Los Angeles Department of Transportation
- Los Angeles World Airports
- Air Quality Management District
- Council of Governments/Subregions
 - San Gabriel Valley
 - Gateway Cities
 - Southbay Cities
 - Westside
 - San Fernando Valley/North Los Angeles County
 - Las Virgenes/Malibu
 - Arroyo Verdugo
- Transportation Commissions/Authorities-OCTA, SanBag, RCTC, Ventura
- Los Angeles-San Diego Rail Corridor Agency (LOSSAN)
- Elected Officials/Representatives
- Coalition for America Gateway & Trade Corridor
- Waterfront Coalition
- Goods Movement Committee of the Mayor's Transportation Taskforce-Los Angeles
- Alameda Corridor Transportation Authority
- Alameda Corridor East Construction Authority
- Freight Industry Representatives (trucking/railroad/airlines)
- Academia Representatives-Metrans (USC and CalState Long Beach)
- Economist(s)
- Automobile Club of Southern America