

Executive Summary

California's freight transportation system is the most advanced, environmentally friendly, and multimodal in the nation. This impressive goods movement system provides communities with their most vital necessities including food, medicine, and inputs for manufacturing in a timely, efficient manner. Improvements focusing on efficiency and reliability in the freight industry will continue to positively impact the economy and California's communities. In an effort to further strengthen these impressive ranks, and remain a national leader, California is working towards more efficiency, less-pollution, and higher-capacity in its freight facilities, equipment, and operations.

California Freight Mobility Plan 2020 Vision Statement

As the largest national gateway for international trade and domestic commerce, California exemplifies the world's most innovative, economically-competitive, multimodal freight network that is efficient, reliable, modern, integrated, resilient, safe, and sustainable, where social and environmental impacts are considered equally with economic growth and prosperity.

California Freight Mobility Plan 2020 Background

In alignment with the goals and principles of the California Transportation Plan (CTP) and the California Sustainable Freight Action Plan (CSFAP), the California Freight Mobility Plan (CFMP) 2020 is a complete update to California's first Freight Mobility Plan originally adopted in 2014. It is required by Assembly Bill (AB) 14 (Lowenthal, 2013) codified under California State Government Code (GC) Section 13978.8. The Federal Fixing America's Surface Transportation (FAST) Act (2015) requires states to develop FAST Act compliant state freight plans and update them every five years to be able to obligate National Highway Freight program funding.

Since the CFMP 2014 was adopted, there have been several significant achievements for California's freight industry. A detailed list of achievements is available in **Appendix A**. Examples of these achievements include:

- Adoption of the CSFAP in July 2016
- Passage of Senate Bill (SB) 1 (Beall and Frazier), the Road Repair and Accountability Act of 2017, including \$300 million annually for freight projects
- Adoption of the SB 1 Trade Corridor Enhancement Program (TCEP) Guidelines in October 2017

- Sixty to ninety-eight percent reduction of criteria pollutants and 13 percent reduction of carbon dioxide emitted at the San Pedro Ports from 2005 to 2017
- Awarded \$1.39 billion of SB 1 TCEP funding to multimodal freight projects throughout the state
- Ninety-eight percent reduction in truck emissions, and 76 percent reduction in vessel emissions at the Port of Oakland from 2009 to 2018
- Establishment of the Community Air Protection program (pursuant to AB 617) to reduce exposure in communities most impacted by air pollution

In June 2018, the State adopted the Addendum to the CFMP 2014 to address the new requirements under the Federal FAST Act and maintain eligibility for National Highway Freight Program (NHFP) funding. The Addendum recapped all the Moving Ahead for Progress in the 21st Century (MAP-21) elements addressed in the CFMP 2014, including, in detail, the three new FAST Act elements:

1. Designation of Critical Urban Freight Corridors (CUFC) and Critical Rural Freight Corridors (CRFC) [element #3],
2. Consideration of any significant congestion or delay caused by freight movements and any strategies to mitigate that congestion or delay [element #8], and
3. A freight investment plan [element #9].

The CFMP 2020 development was guided by the California Freight Advisory Committee (CFAC). The CFAC is a committee required by GC §13978.8 to advise the California State Transportation Agency (CalSTA) and Caltrans on all aspects of CFMP development. The CFAC is composed of diverse representatives from public and private sector freight stakeholders, including representatives of seaports, railroads, airports, trucking, shippers, carriers, freight-related associations, the freight industry workforce, regional and local governments, federal and state agencies, tribal governments, and environmental, safety, and community organizations.

CFMP 2020 Structure

- Chapter 1 - Provides a consistent vision across the state in relation to the CTP, CSFAP, the Caltrans Strategic Management Plan (SMP) 2020, and the Interregional Transportation Strategic Plan (ITSP). This section showcases overarching goals and objectives that enhance California's economy, protect the environment, and support a transportation system that can meet current and future freight demands.
- Chapter 2 - Establishes a framework for sound policy decisions in relation to the overall economy by developing competitiveness in the twenty-first century. A summary of findings based on an in-depth study (**Appendix C**) of the freight industry labor force, warehousing, logistics, key economic drivers, challenges to doing business in the state, and alternative avenues for thriving industry are all explored in detail.
- Chapter 3 – A review of the current performance and conditions of California freight infrastructure that are critical to making proper investments to enhance the movement of goods. This chapter highlights key freight performance measures.

- Chapter 4 - E-commerce, omni-channel distribution, first-and-last mile delivery, 3-D printing, and autonomous vehicles all pose opportunities for the State's aging infrastructure as technology advancements speed forward, placing excess burden on highway capacity and travel demand. A detailed look at the current state of trends, issues, and challenges facing the State's freight network and supply chain are explored in-depth.
- Chapter 5 – As one of the largest economies in the world, California is challenged with maintaining and preserving its environmental assets including air and water while reducing negative environmental impacts on communities due to land development and transportation practices specifically related to goods movement. A strategic public outreach and engagement effort was conducted and resulting feedback is reported in this chapter.
- Chapter 6 - Bringing it all together, the elements of each chapter including trends, opportunities, and outcomes of public outreach and engagement efforts are developed and refined into specific strategies that enact the plan's goals and objectives. This chapter also includes seven Regional Freight Investment Strategies that highlight the uniqueness of each region's freight needs.

Appendices:

- A. 2014 CFMP Goals, Objectives, Strategies, and Accomplishments - Goals, objectives, strategies from the 2014 CFMP, and accomplishments since the adoption of the 2014 CFMP.
- B. Freight System Policy Framework - Federal, state, regional and local policies and plans that have implications for freight in California.
- C. California's Competitive Position - Analysis of California's competitiveness in attracting and retaining businesses.
- D. National Highway Freight Network Mileage - Reports the routes and mileages associated with each component of the National Highway Freight Network within California.
- E. Critical Urban Freight Corridor CUFC/CRFC Designation Process - The process adopted by Caltrans and the CUFC/CRFC Technical Advisory Committee to designate CUFCs and CRFCs in California.
- F. Bi-national and Multistate Corridor Efforts - Descriptions of bi-national and multistate efforts that California participates in with other nations and states.
- G. Truck Technology Types - An assessment of available truck technologies with descriptions including zero-emission and near-zero emission technologies.
- H. Outreach Efforts Summary - A summary of outreach efforts that have been undertaken for the development of the CFMP, with locations, dates, and results.

- I. Safety, Security, and Resiliency - A discussion of the threats of terrorism, economic recession, and environmental disasters (amongst others) impacting the freight system, and current efforts that support resiliency to these threats.
- J. Smart Growth and Land Use – An analysis of the interactions between land use, real estate, and freight economics.
- K. Future Freight System Scenarios - Three distinct scenarios that can be tested through modeling to show how freight may change in the future with specific inputs and outputs.
- L. 2018 California Freight Investment Plan – A list of projects awarded TCEP funds including projects that utilize the federal formula funds.
- M. California Freight Mobility Plan 2020 Project List – A list of freight projects that are construction-ready by 2025.

CFMP 2020 GOALS

The guiding vision influencing freight sustainability in California is derived from three perspectives: economic vitality, environmental stewardship, and social equity. Building on the previous plan, the CFMP 2020 includes seven goals described below, which are further discussed in **Chapter 1B**. These goals were created through an extensive outreach and engagement process.

1. MULTIMODAL MOBILITY

Strategic investments to maintain, enhance, and modernize the multimodal freight transportation system to optimize integrated network efficiency, improve travel time reliability, and to achieve congestion reduction.

2. ECONOMIC PROSPERITY

Grow the economic competitiveness of California’s freight sector through increased system efficiency, productivity, and workforce preparation.

3. ENVIRONMENTAL STEWARDSHIP

Support strategies that reduce, avoid and/or mitigate adverse environmental impacts from the freight transportation system.

4. HEALTHY COMMUNITIES

Enhance community health and well-being by mitigating the negative impacts of the goods movement system across California’s communities

5. SAFETY & RESILIENCY

Reduce freight-related deaths/injuries and improve system resilience by addressing infrastructure vulnerabilities associated with security threats, effects of climate change, and natural disasters.

6. ASSET MANAGEMENT

Maintain and preserve infrastructure assets using cost-beneficial treatment as indicated in the State Highway System Management Plan (SHSMP), per the federal FAST Act, California Streets and Highway Code §164.6, Caltrans Director's Policy 35 Transportation Asset Management (DP-35), and other applicable state and federal statutes and regulations.

7. CONNECTIVITY & ACCESSIBILITY

Provide transportation choices and improve system connectivity for all freight modes.

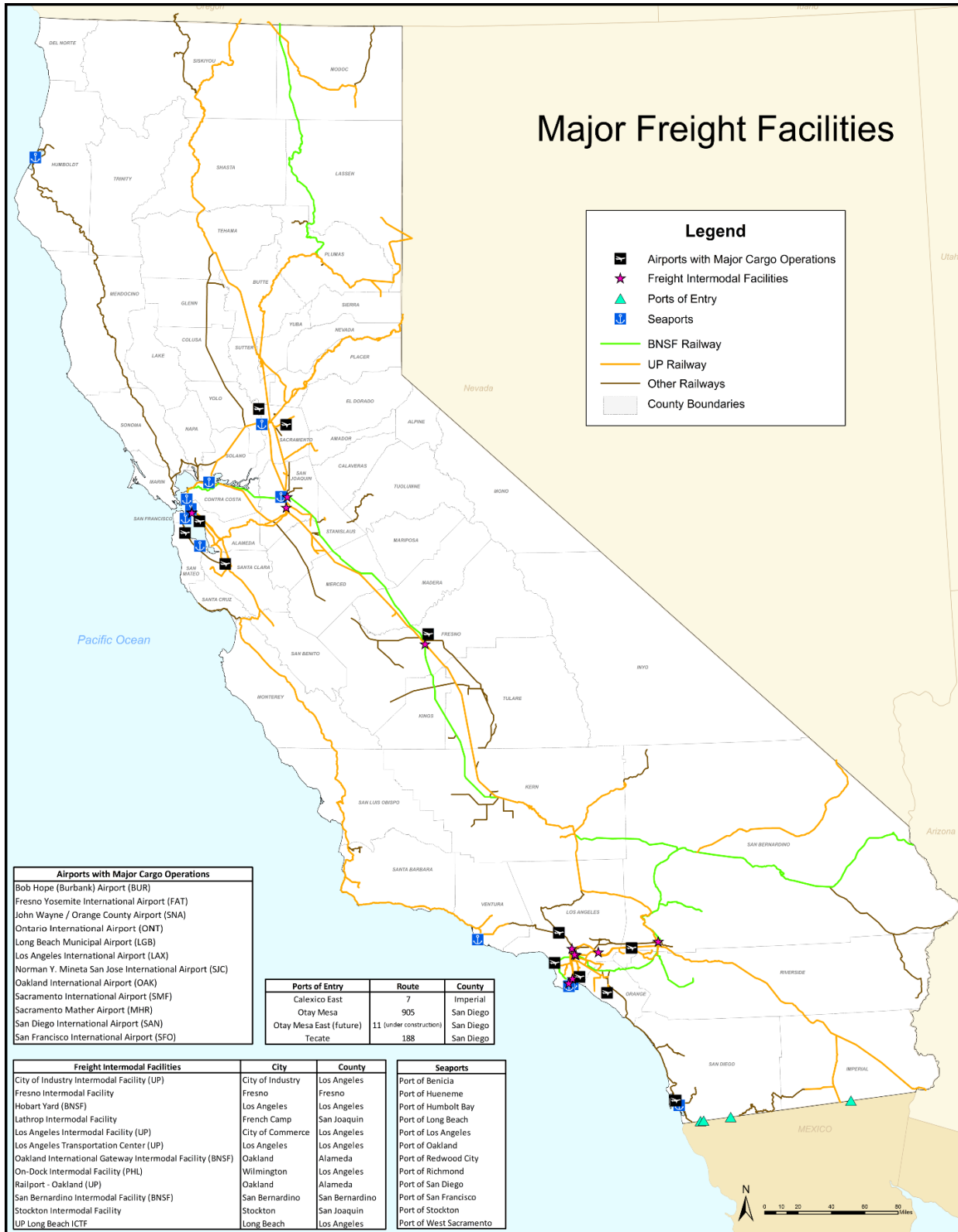
Freight and California's Economy

Freight transport is a vital component of California's regional and statewide economies. In 2018, California's economy was comparable to the fifth largest economy in the world, with the State's GDP at \$3.12 trillion.^{1,2} The State's freight sector is broadly defined to encompass industries that heavily rely on the transportation of their raw materials, intermediate goods and components, as well as their finished products. The sector includes businesses in the transportation, warehousing, utilities, trade, manufacturing, construction, agriculture, and mining industries. California's economy depends on an efficient, integrated, sustainable, and multimodal freight transport system. Understanding the relationship between freight transportation and the economy is critical for State and local agencies when they consider future freight transport system actions and how to optimize opportunities for growth in California. For more information on California's freight competitive position, refer to **Chapter 2** and **Appendix C**.

California's Freight Assets

California's freight system includes a vast inventory of infrastructure, which support the various freight dependent industries within the state. Currently, California has 12 seaports, 12 airports with major cargo operations, two Class I railroads and 27 Class III railroads, three existing and one future commercial land border ports of entry (POE) with Mexico, approximately 19,390 miles of hazardous liquid and natural gas pipelines, and a large warehousing and distribution sector. (**Chapter 3A** provides more information). Below, **Figure ES.1** shows California's major freight facilities mentioned above.

Figure ES.1. California's Major Freight Facilities



Source: Caltrans, CFMP 2014

Trends and Issues

The CFMP 2020 covers several technological innovations and potentially disruptive trends such as e-commerce, autonomous trucks, and the greening of the freight industry. These innovations could potentially impact established supply chains, and the CFMP provides some insight into future implications these innovations may have for California's freight system.

Over the past 10 years California and the world have been experiencing the implications of shifting consumer behaviors from in-store (brick and mortar) to e-commerce (via the internet). The advent of e-commerce has not only altered how land is used in communities, but also how, when, and where goods are delivered. E-commerce is driving changes in warehouse construction and operations. New warehouses are 30 to 40-foot-high, 100,000 square-foot facilities operated through manual labor to high cube 60-foot high, 500,000+ square-foot, automated, fully electrified and employed with highly trained/ skilled workers.

The continued shift to home delivery means more brick and mortar businesses are closing, causing local governments and property owners to consider how land use and zoning codes may need to be adjusted. Therefore, businesses are rethinking site selection, while educators and skilled workers are seeking out opportunities to gain skills needed to compete in this new economic reality.

Similarly, automation in the form of autonomous vehicles, automated marine terminals and warehouses, and the increasing use of robotics in logistic facilities are improving supply chain efficiencies while improving workplace safety. On-going policy development around these new technologies is necessary for understanding and responding to how these technologies may impact the freight industry and its workforce. While technological advancements may result in significant changes to freight transportation, these advancements may also provide benefits to the transportation system through improvements in efficiency, reliability, and safety. These benefits and costs need to be considered when planning the future freight system in California. As California's freight industry evolves to be cleaner and more efficient, the State must continue to closely monitor and derive the necessary policies and activities to grow California's economy while protecting its most-valued resources, its environment and people.

CFMP 2020 Outreach

The CFMP 2020 tells the story of the freight industry in California. Stakeholders representing disadvantaged communities, freight-related industries, regulators, non-governmental organizations, and the CFAC were consulted extensively during various stages throughout the development of the plan. These stakeholders provided multifaceted perspectives on statewide freight issues, as well as potential solutions. Through engagement efforts including large public forums, industry specific workshops, telephone calls, in-person discussions, or online surveys, stakeholders identified critical concerns and issues from their perspectives.

The issues and concerns generally fell into one of the following six categories:

- Competitiveness
- Regulatory burdens
- Congestion
- Technology adaptation
- Workforce
- Sustainability

Based on this information, stakeholders and CFAC members were asked to identify and prioritize strategies to address the issues identified. Outreach efforts played an essential role when informing the development of the CFMP 2020 by testing new outreach approaches, incorporating lessons learned, and adopting new strategies when conducting public engagement efforts. A summary of activities and findings from stakeholder outreach and engagement are described in **Chapter 5** and **Appendix H**.

CFMP 2020 Implementation

Considering the many dimensions of the freight system and its impacts on the economy and environment, developing a freight strategy is an extensive process. The CFMP 2020 proposes specific objectives and strategies to support the accomplishment of the seven goals. The CFMP 2020 incorporates many of the strategies of the CFMP 2014, as well as the CSFAP. The CFMP 2020 also contains several new strategies, which are reflective of changes in legislation, department policy, private industry trends, public outreach and engagement efforts, and other changes since the 2014 CFMP was adopted.

Examples of these strategies are listed below:

- Strategy EP-3-A: Identify and actively advocate for workforce mobility, accessibility, and training needs and job training programs through collaboration with the freight industry and California’s higher education system
- Strategy EP-4-A: Identify incentives for the retention, expansion, and new development of logistics industry facilities (warehouses)
- Strategy ES-2-D: Explore decarbonization of last mile delivery to decrease the freight system’s impact on air quality in dense urban environments
- Strategy HC-2-B: Establish development standards to avoid and mitigate environmental and social impacts of freight on communities
- Strategy CA-1-A: Freight plan priority for projects implementing state-of-the-art and demonstration technologies
- Strategy CA-6-B: Support off-hour delivery/pick-up strategy development

In addition to these strategies, the State recognizes the need to develop more projects that reflect and align with California’s climate change goals. **Chapter 6B** highlights a number of project types that the State is working towards to achieve better protection of its communities and environment while leading to further innovation within the freight industry.

Endnotes

¹ U.S. Bureau of Economic Analysis, “Table 2. Current-Dollar Gross Domestic Product (GDP) by State and Region, 2018: Q1 – 2019: Q2”

<https://www.bea.gov/system/files/2019-11/qgdpstate1119.pdf>

² U.S. Department of Commerce, Bureau of Economic Analysis, Regional Economic Accounts, <http://www.bea.gov/regional/index.htm>