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## EXECUTIVE SUMMARY

The central pillar of California’s economy is the freight transportation system which is the core support for a wide array of industries and commercial activities that create and grow vibrant communities and far-reaching national and international trade, directly supporting over 1.3 million freight-specific jobs in the State.<sup>1</sup> California’s freight transportation system is the strongest in the nation, a position that is being challenged by competing freight systems in other states and countries and changing technology. To continue to successfully engage the global market, California will need to strengthen its position through strategic investment decisions and maintaining a sustainable freight system. The California Freight Mobility Plan (CFMP) responds to these needs through various initiatives and an extensive set of projects identified in the Plan.

The State, its public agency partners, and the private sector have invested in the State’s freight system for more than 150 years to create the nation’s most diverse, highest capacity freight network that not only links the State to the national and global economies but also serves as the nation’s primary gateway to the Pacific Rim. This freight system has served California exceedingly well, enabling the State to become the 8<sup>th</sup> largest economy in the world in 2013. The State is committed to a broader, long-term vision for accelerating the transition of California’s multimodal freight system from its already robust stature, to being a safer, more efficient and reliable, less polluting freight system.

### California Freight Mobility Plan Vision

*“As the national gateway for international trade and domestic commerce, California enhances economic competitiveness by collaboratively developing and operating an integrated, multimodal freight transportation system that provides safe, sustainable freight mobility. This system facilitates the reliable and efficient movement of freight and people while ensuring a prosperous economy, social equity, and human and environmental health.”*

As recommended by the United States Department of Transportation guidance in response to the federal transportation legislation, Moving Ahead for Progress in the 21<sup>st</sup> Century (MAP-21), and in response to related State requirements, the California State Transportation Agency (CalSTA) convened the California Freight Advisory Committee (CFAC). The CFAC is composed of 62-member organizations (see Page 61 for list of organizations) that represent a wide array of freight industry, government, environmental, and community interests and is chaired by the California Department of Transportation (Caltrans). The CFAC developed the Vision Statement

and the Goals for the CFMP as well as advising the State on CFMP content and other matters. The CFAC is a permanent State advisory group but individual membership is subject to change.

## California Freight Mobility Plan Goals

### **Economic Competitiveness**

*Improve the contribution of the California freight transportation system to economic efficiency, productivity, and competitiveness*

### **Safety & Security**

*Improve the safety, security, and resilience of the freight transportation system*

### **Freight System Infrastructure Preservation**

*Improve the state of good repair of the freight transportation system*

### **Environmental Stewardship**

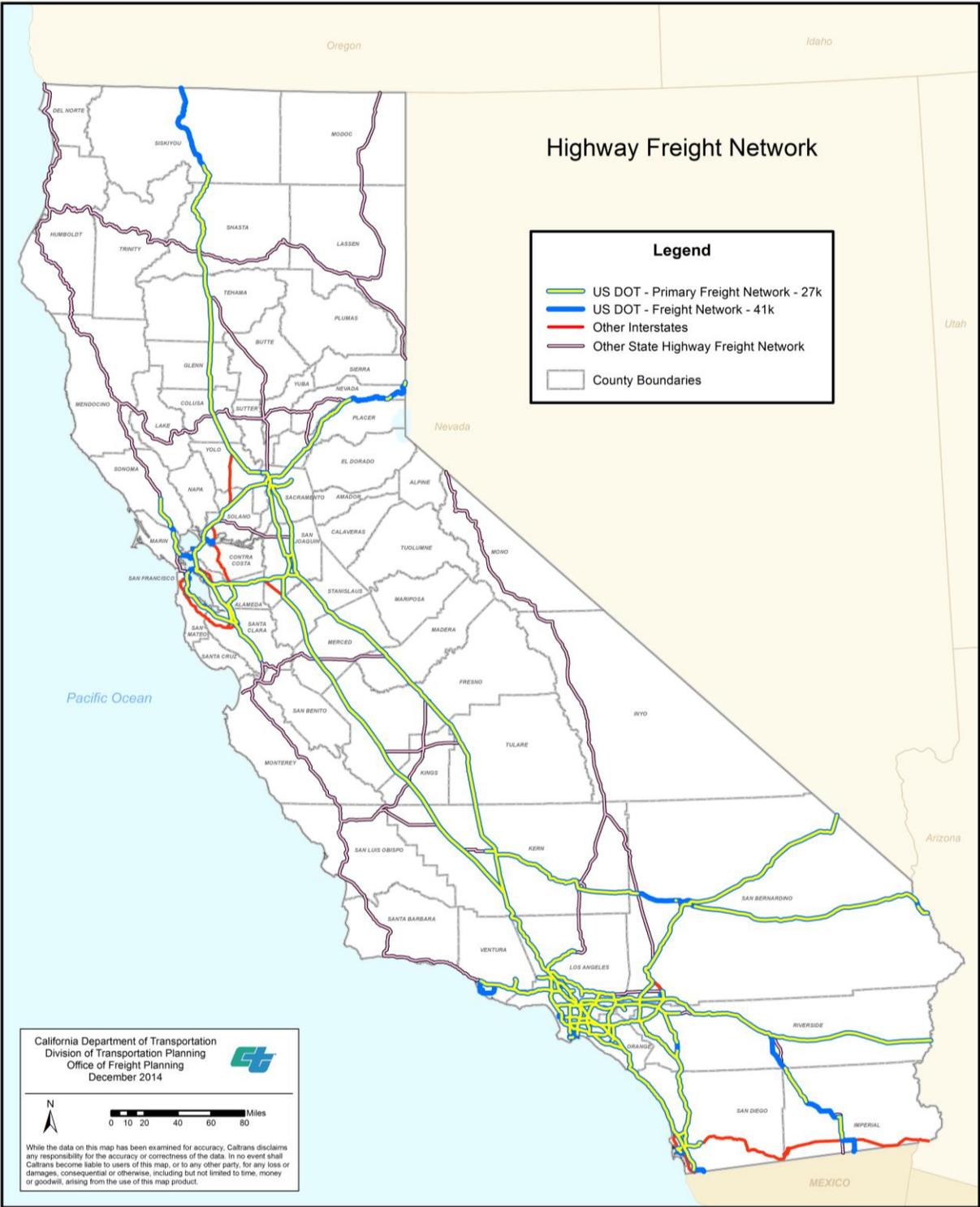
*Avoid and reduce adverse environmental and community impacts of the freight transportation system*

### **Congestion Relief**

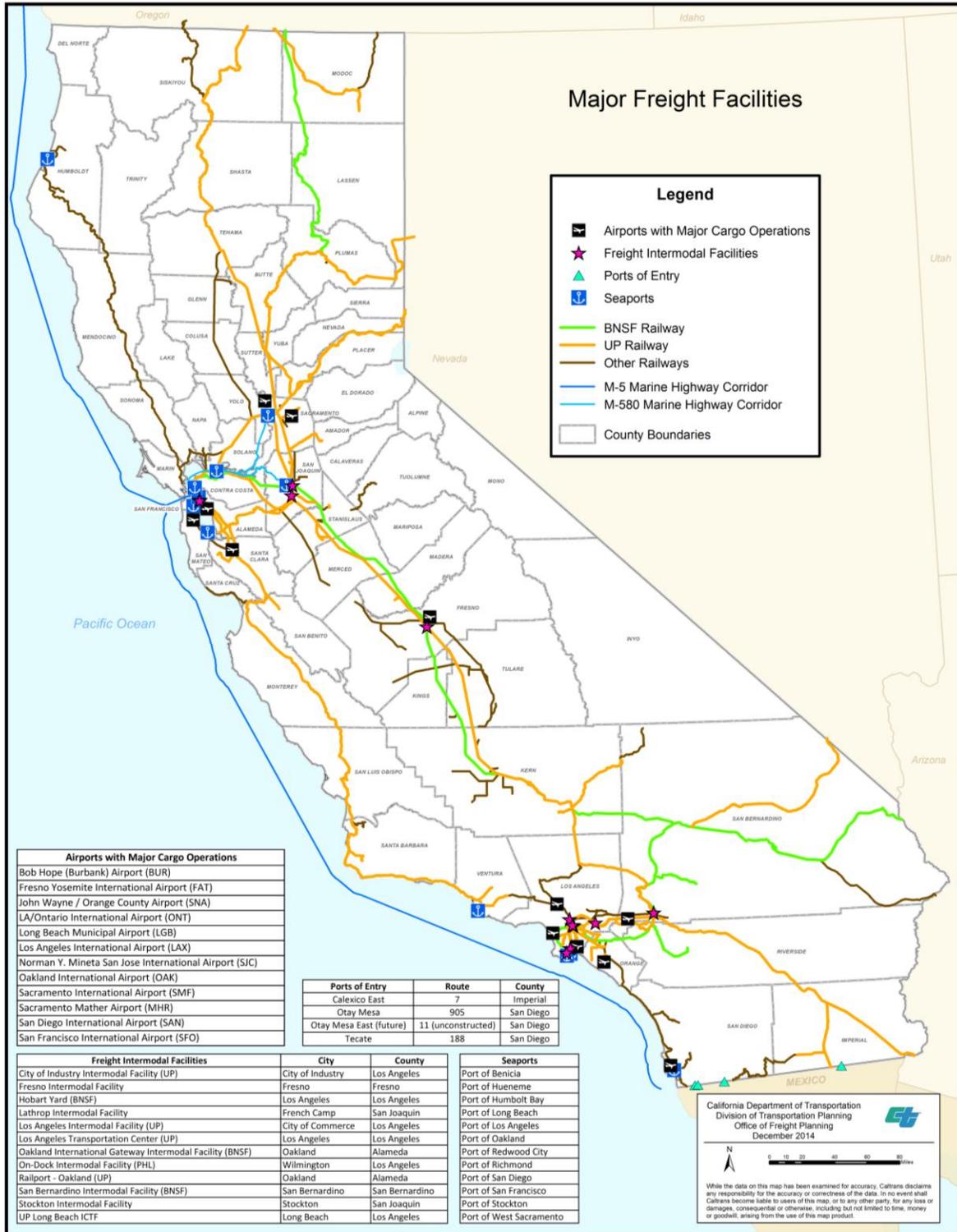
*Reduce costs to users by minimizing congestion on the freight transportation system*

### **Innovative Technology & Practices**

*Use innovative technology and practices to operate, maintain, and optimize the efficiency of the freight transportation system while reducing its environmental and community impacts*



Source: Caltrans, Division of Transportation Planning (DOTP)



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## The California Freight Mobility Plan Serves Four Purposes:

1. It builds on the successes of previous California freight plans such as the Goods Movement Action Plan (2007) and current programs such as the Trade Corridors Improvement Fund (TCIF) to identify an updated, cohesive freight vision and a project action list that establishes the need for a new, substantial freight funding program.
2. It responds to federal freight planning guidelines under MAP-21 and related State requirements to prepare a freight plan that is consistent with federal guidelines.
3. It provides a foundation for air quality improvement and energy transition programs to guide and support the freight sector in achieving criteria pollutant and greenhouse gas reduction targets.
4. It serves as a catalyst to normalize freight as a regular aspect of transportation planning at all levels of government in California.

The history of investing in California's freight system by both the public and private sectors is most recently exemplified by the very successful TCIF Program that is investing \$2.0 billion in voter approved transportation infrastructure bonds to make capital improvements to key facilities and corridors that link the State and the nation to the global trade market. This measure passed in the year 2006 has garnered approximately \$5.2 billion in additional matching funds from federal, State, regional, local, and private sources to deliver and construct 81 high-priority seaport, railroad, and highway projects for a total program investment of \$7.2 billion. The TCIF Program is rapidly approaching the full allocation of available funding and most of the Program's projects are already under construction or have been completed. State legislation, enacted in 2014, extends the TCIF Program indefinitely and makes the Program eligible to receive and allocate non-bond funds such as federal freight funding or new State sourced funding. The Program has been and will continue to be managed by the California Transportation Commission in cooperation with an array of public agencies and the freight industry.

The CFMP builds upon the success of the TCIF Program's targeting of infrastructure investments along the highest volume freight corridors and at the busiest freight gateways. While the CFMP recognizes the need to invest broadly in the State's widely distributed freight system in order to

serve the freight needs of every region of the State, similar to the implementation of the TCIF Program, the CFMP also finds the need for the preponderance of freight system investments to be applied where the freight volume demand is the highest and the need is the greatest. The CFMP categorizes the State's designated freight highway network into three tiers, with Tier 1 representing highways having the highest truck volumes and providing essential connectivity to and between key freight gateways and regions. Similarly, the freight rail network is also divided into three tiers. The Tier 1 designations closely align with, but go further than, the corridors and facilities reflected in the TCIF Program. The CFAC and other freight stakeholders will collaborate to refine the tiered freight network, prioritizing the 700+ projects included in the CFMP. Priority will be given to those projects that meet the goals of this Plan. It is expected that the Project List will be regularly updated to respond to the needs of the dynamic freight industry, emerging State and federal policies, and the regional planning process that includes freight projects in Regional Transportation Plans.

The CFMP has been developed to be fully consistent with MAP-21 freight plan guidelines. The six CFMP goals are closely aligned with the six MAP-21 freight planning goals and the CFMP chapters respond directly to the eleven focus areas identified in the federal guidelines. Tables listing how the CFMP aligns with each of these aspects are included in the Plan. However, the State, along with the CFAC found the scope of the federal freight planning guidance to be insufficient. The CFMP identifies a much more extensive multimodal freight system than proposed by MAP-21 and provides more detail regarding community and environmental considerations. Further, MAP-21 did not specifically address the freight-related needs of Native American communities. The CFMP includes a chapter specifically addressing the connectivity of Native American Tribal Trust Lands to the National and State Freight Systems. The CFMP continues to exceed the federal guidance by including an extensive set of appendices that provide regional and modal freight summaries, discussions of various freight trends and issues, links to sources for additional details, and other information. The appendices are intended in part to serve as an information resource to help other public agencies incorporate freight planning in their day-to-day planning activities.

Several of the State's largest Metropolitan Planning Organizations and a few of the smaller Regional Transportation Planning Agencies have developed or are developing freight plans that are used to help inform the development of the more comprehensive Regional Transportation Plan (RTP). Regional freight plans are becoming more common, and several of them have been funded recently through federal planning grant funds provided by Caltrans. In the San Joaquin Valley, the eight MPOs developed a joint freight plan that covers the entire Valley. In the Southern California region, the Southern California Association of Governments (SCAG) and the San Diego Association of Governments (SANDAG) coordinate closely on their freight planning

activities and in the case of SANDAG, extend that coordination to government agencies in Mexico. This coordination and collaboration across agencies and with the freight industry and advocacy groups is a key strength of California's freight planning.

A core premise of the CFMP is that where regional and sub-regional freight plans have been developed and formally adopted by the governing board of a public agency through an open public process, the priorities and projects contained in those plans will be utilized to inform the CFMP where they are consistent with achieving the CFMP's goals. Additional considerations for State freight project prioritization include freight network location, project type, priority goals, funding program requirements, and other factors that may be used by the State when identifying individual projects to endorse, sponsor, or fund.

## PROJECT LIST

The accompanying Freight Project List (Appendix A) provides a comprehensive list of projects along with project attributes that assist in sorting and prioritizing projects for available funding programs or to help establish the need for the creation of specific, targeted funding. The list yields 707 projects addressing all freight modes, with an estimated total cost of approximately \$138 billion. The list will be regularly updated as needed to include freight projects contained in newly adopted RTPs or freight projects that are amended into RTPs.

Under MAP-21, freight projects must be included in a state adopted freight plan in order to be eligible for certain federal funding benefits. Though there is not yet a federal freight funding program, it is anticipated that such a program will be created and to be eligible for funding, a project will have to be in a state freight plan that is consistent with federal freight planning guidelines.

To help focus investments to the greatest needs, the freight network has been categorized into three tiers with Tier 1 being the highest priority and Tier 3, while still critical to freight movement and needing investment, having the relatively lowest freight network priority. However, all three tiers are of higher priority for freight funding than the much larger balance of the transportation system. It is expected that the preponderance of freight funding will be applied to projects along Tier 1 network segments and the gateways, hubs, and last mile connectors they serve.

### Gateways, Corridors, Connectors, Hubs, and Initiatives

The freight system is generally comprised of: 1) gateways, 2) corridors, 3) last-mile connectors, 4) hubs, and 5) broad initiatives, as well as the vast fleet of vehicles, equipment, and technologies that utilize the infrastructure. Focusing and prioritizing the hundreds of projects

contained in the Freight Project List on these five focus areas can garner the most benefits to the State by concentrating resources in the areas of greatest freight activity and need.

### **GATEWAYS**

The national and international freight gateways for California are the State’s seaports, airports, international border ports of entry, and major highway border points with neighboring states. All of the goods and services that enter or leave the State pass through these nodes. Each gateway needs to function efficiently, minimize delay, ensure safety and security, and keep transaction costs to a minimum, all without creating impacts on neighbors. Each gateway requires specific actions and projects to address its unique needs.

### **CORRIDORS**

Connecting to each gateway are one or more highway or rail corridors that provide regional, state, intra-regional, intra-state, and national connectivity. For the highway system, the corridors are part of the proposed federal Primary Freight Network or are on the State Freight Network. As with the gateways, all of the goals can be applied to the corridors and all require focused investment and collaboration among jurisdictions, communities, and the freight industry to make the needed improvements.

### **LAST MILE CONNECTORS**

Linking many of the gateways and corridors are “last-mile” connectors which provide the final segment of the delivery stream. These roadways to ports, commercial airports, ships, and pipelines are essential, often overlooked components of the freight system that require investment.

### **HUBS**

Freight hubs vary widely in scale and attributes. Generally, a hub is a place where freight modes intersect and there is a transfer of freight between modes. Intermodal rail yards, transloading centers, and areas surrounding air cargo facilities and seaports are examples of freight hubs. Hubs may also serve as gateways. Freight projects may be specifically identified to improve the transaction speed at such hubs, reduce impacts, improve safety, increase efficiency, expand capacity, and a range of additional actions.

### **BROAD INITIATIVES**

Broad initiatives are actions, projects or programs that are implemented across a wide geographic area. Implementing real-time truck driver information services, state-wide safety programs, and energy conservation incentive programs are examples of broad initiatives. As mentioned frequently throughout the CFMP, air quality and energy transition objectives are among the highest priorities for the CFMP and are examples of broad initiatives.

## CFMP Improvement Strategy

The CFMP Improvement Strategy is multi-tiered to address the needs of California’s full, multi-modal integrated freight system, as well to respond to each of the goals contained in the CFMP and their corresponding federal freight goals. This strategy allows freight projects the opportunity to seek a wide variety of funding, and to accommodate the unique needs of California’s diverse regions. The listing of strategies and project types does not imply a priority order. There are multiple strategies and project types that need to be pursued in parallel, based on priorities that may vary by geographic area and according to regional and local plans.

**Six broad strategies** have been identified to address the CFMP Vision and Goals as summarized below.

- 1) Maintain and enhance existing assets
- 2) Apply new technologies and system operations practices
- 3) Address negative impacts of freight movement
- 4) Strategically add new capacity
- 5) Strengthen the collaborative approach
- 6) Create dedicated, reliable, long-term freight funding programs

**Four project types** can be used to target funding to specific program goals such as “fix-it-first.”

- 1) System Preservation
- 2) Operations and Management
- 3) Community and Environmental Stewardship
- 4) Capacity Expansion

**Five geographic contexts** apply to the freight network and individual projects.

- 1) Gateways
- 2) Corridors
- 3) Last mile connectors
- 4) Hubs
- 5) Broad initiatives

Sorting projects by these and other categories identified in the Project List enables the selection of projects for prioritized funding based on the targeted outcomes of those projects and the specific goals and objectives of individual funding programs. The categorization also assists decision makers and the public to better understand the types of freight projects that are being implemented and the amount of public and private funding being invested to achieve particular goals and objectives.

Perhaps the most important and nationally relevant statement coming from the CFMP is the need for substantial, dedicated freight funding programs at the national, state, and regional levels, so that the improvements identified in the Plan, and the freight plans of other states, can be implemented. Importantly, if new freight funding is provided, it needs to be new funding, not funding redirected from other transportation purposes or programs. The entire transportation system is already underfunded and cannot accommodate a redirection of its limited funding to other purposes.