



## Memorandum

**DATE:** May 30, 2013

**TO:** Alameda County Technical Advisory Committee (ACTAC)

**FROM:** Tess Lengyel, Deputy Director of Policy, Legislation and Public Affairs  
Beth Walukas, Deputy Director of Planning

**SUBJECT:** **Approval of Goods Movement Collaborative and Authorization to Release a Request for Proposals for Development of an Alameda Countywide Goods Movement Plan**

### Recommendation

It is recommended that the Commission approve the establishment of an Alameda Countywide Goods Movement Collaborative, which will serve as an organized structure for policy, planning and advocacy efforts for Goods Movement, and authorize release of a Request for Proposals for development of an Alameda Countywide Goods Movement Plan.

### Summary

Freight and goods movement is central to a strong economy in Alameda County, the Bay Area and the nation. To ensure that Alameda County's economy and the Bay Area as a whole (by virtue of Alameda County's central location, freeways and the location of the Port of Oakland) are supported by a robust goods movement system, Alameda CTC will develop a two pronged, integrated approach to address the goods movement needs in the County. This will be done through the creation of a goods movement collaborative that will bring together partners and stakeholders to create a unified effort to support and advocate for freight and goods movement, and technical studies that will result in an Alameda Countywide Goods Movement Plan to identify needs and short and long term priorities. The Alameda CTC goods movement planning activities will be developed with a timeline that will directly feed into state and federal freight planning efforts. This memo summarizes the approach and schedules for developing a Goods Movement Collaborative and a Goods Movement Plan.

### Background

The movement of goods to and from markets underpins economic activity and supports job creation, retention and expansion. On the West Coast, three seaports are primary gateways for goods movement and serve approximately 45 percent of all cargo entering the United States: the Ports of Long Beach, Los Angeles and Oakland. In Alameda County, the Port of Oakland is a major job creator and a large contributor of tax revenue in the Bay Area as a result of direct and indirect Port jobs that support the movement of goods, including air cargo through the Oakland

Airport. In addition, Alameda County is home to four nationally designated freight corridors, including I-80, I-880, I-238, and I-580.

The ability to move goods and services throughout the region is critical for supporting economic activity, innovation and vibrant communities. The movement of goods, however, is hindered by:

- aging infrastructure (outdated interchanges and freeways),
- lack of freight supportive infrastructure,
- congestion,
- land use policy and development that result in higher prices for goods and/or loss of industrial zoned uses,
- increased trucks on the roadways due to increased demand for goods locally and to freight entering Southern California ports being transported on trucks to the Bay Area, which results in a reduction in goods and air cargo moving through the Port of Oakland, and
- emissions and environmental impacts to local communities.

Planning initiatives for goods movement have occurred on the federal, state, regional, and local levels, yet many of these plans are outdated. Also, funding for transportation infrastructure improvements has declined considerably, with no new, stable funding sources to support the infrastructure needs of transportation, including goods movement. Creating a plan, identifying priorities and advocating for them will become more important as the transportation industry competes for scarce funding, as well as to meet policy objectives at the federal and state levels.

The current national surface transportation authorization, known as Moving Ahead for Progress in the twenty-first Century (MAP-21), enacted in October 2012 as a two-year bill through September 2014, requires the development of new freight initiatives including the establishment of a national primary freight network comprised of 27,000 centerline freeway miles and rural roads, as well development of freight policies to support freight and goods movement needs in the United States. In addition, MAP-21 requires that each state develop a state freight plan, performance measures, an inventory of freight infrastructure and identification of how the state will address its freight needs. California established a statewide freight advisory committee in April 2013 to work on the update of the state's freight plan which will include identification of freight needs, policies, performance measures, a freight infrastructure inventory and strategies to address freight needs in compliance with MAP-21. The Alameda CTC has a seat on this committee, known as the California Freight Advisory Committee, and all planning efforts done at Alameda CTC will be on a timeline that will feed into the state and federal planning processes.

### ***A Goods Movement Collaborative and Plan***

To meet increasing demands for goods movement with limited funding available for transportation infrastructure improvements, and to address policy requirements, environmental impacts and concerns about transporting freight within and across communities, Alameda CTC will establish a Goods Movement Collaborative and develop a Countywide Goods Movement Plan to create an organized structure for identifying, planning and advocating for goods movement projects and programs in Alameda County and the region. Further, the Goods Movement Collaborative and Plan will create the opportunity for development of a long range vision and identification of the benefits Goods Movement brings to Alameda County's competitiveness on a global, national, statewide, and regional level. A long range plan serves as

the guide to developing the transportation infrastructure needed to support goods movement goals in a systematic and measured way, so that funding can be obtained. A collaborative creates an organized structure to bring goods movement interests to the table and to ensure effective advocacy for goods movement needs in Alameda County.

Many areas around the country have already established comprehensive approaches to bringing public, private, regulatory and elected officials together to plan, prioritize and implement goods movement investments to support their economies and communities. Collaboration and planning in Northern California is critical to ensure efficient goods movement in and out of the state and beyond, expand job opportunities, attract investments, support local economies (through jobs and tax revenues) and to enhance development that is supportive of clean/green goods movement and vibrant, healthy communities.

### ***Goods Movement Collaborative and Plan Guiding Principles***

Establishing strong partnerships and effective planning throughout the Northern California region, beginning initially with Alameda County, will improve goods movement efficiency, attract investments and support local community development. The Alameda CTC will develop a Goods Movement Collaborative and Plan that will be guided by the following principles:

- **Advance economic competitiveness on a global, national and regional level by establishing partnerships** throughout Northern California, to improve goods movement efficiency, attract investments and support community development, including land use development that embraces the needs of freight and goods movement, such as manufacturing and warehousing, as well as linking Priority Development Areas in a way that also supports jobs and transportation access to goods movement industries;
- **Ensure an integrated, reliable, efficient, and effective use of the existing and future transportation systems to support goods movement by identifying funding priorities** in Alameda County that will inform the 2016 Countywide Transportation Plan and the next Alameda County Transportation Expenditure Plan, as well as regional, state and national goods movement plans. The Alameda CTC is embarking on development of three countywide planning efforts: goods movement, transit and arterial corridor mobility. The goods movement plan will include coordination with the development of the other two plans as well as the already adopted countywide transportation plan and bicycle and pedestrian plans;
- **Develop a sustainable goods movement system that supports a clean, healthy environment through safe movement of goods** through and within the region and within local jurisdictions by establishing policies and planning efforts consistent with and non-duplicative of other planning efforts to improve the condition and performance of freight-related transportation assets in Alameda County, enhance economic competitiveness, promote job creation and complete and livable communities, and meet our goals regarding congestion relief, safety, performance, productivity, environment and equity; and;
- **Identify short and long term goods movement priorities and establish advocacy methods to implement projects** including an initial short list of freight related projects and priorities developed from existing plans and programming documents and from initial input from stakeholders that can immediately be used to inform current state and national processes.

The following describes the proposed structure and process and scope of work for the creation of a first Alameda Countywide Goods Movement Collaborative and Plan.

***Goods Movement Collaborative and Plan Structure and Process***

Because of its location and being home to the Port of Oakland, Alameda County functions as a gateway for freight movement in the Bay Area. While many studies have been conducted about freight and goods movement in the Bay Region and the State, freight related transportation needs and priorities and their relationship to the Bay Area economy have not been defined in Alameda County. In addition, there has not been an on-going effective government, private, public and legislative structure to advance the needs and priorities of not only Alameda County, but also the Bay Area. Creating a unified approach for keeping goods movement forefront in planning, policy, land use and legislative activities will ensure that Alameda County and the Bay Area as a whole are supported by a reliable, efficient and safe transportation system.

The following outlines the proposed approach to establishing a Goods Movement Collaborative and a Countywide Goods Movement Plan. Both address two focus areas for goods movement:

- **Infrastructure:** freeway, roads, rail, grade separations, intermodal connections, port infrastructure, including maritime and airport access, clean fueling, vehicle technologies and other freight and goods movement supportive infrastructure.
- **Economy, community and environment:** economic strategies to attract financing; economic development through working with partners such as East Bay Economic Development Alliance (East Bay EDA), Silicon Valley Leadership Group, Bay Area Council, and others to attract businesses that support goods movement; link goods movement efforts with existing efforts such as the Green Corridor along I-80 and I-880 which focuses on green manufacturing, and I-Gate along the I-580 corridor to support green transportation technology; land use planning to support the needs of goods movement, warehousing, manufacturing that also supports clean and vibrant local communities; environmental opportunities to reduce GHG and particulate matter and support clean technologies.

Multiple partners could be at the table for each of these goods movement areas and creating the right structure for effective goods movement planning and collaboration is essential to ensure success. The following are potential partners for this process and a proposed structure for partner participation:

***Potential Partners***

Goods movement collaborators may include, but are not limited to, the following public agencies, owner/operators, business supportive organizations, freight supportive businesses, regulatory agencies and environmental and community based organizations:

***Public***

- Alameda County Transportation Commission
- Alameda County jurisdictions

- Port of Oakland
- Metropolitan Transportation Commission
- Contra Costa Transportation Authority
- San Joaquin Council of Governments
- Santa Clara Valley Transportation Authority
- Solano Transportation Authority
- Caltrans
- California Business, Transportation and Housing Agency
- Federal Highway Administration
- Federal Rail Administration
- Federal Maritime Administration
- Federal Aviation Administration

*Owner/Operator*

- Union Pacific Railroad
- Burlington Northern Santa Fe Railroad
- Marine Terminal Operators
- Capital Corridor (also public)
- ACE (also public)

*Business Supportive Organizations*

- East Bay Economic Development Alliance
- Contra Costa Economic Council
- Silicon Valley Leadership Group
- Bay Area Council
- Chambers of Commerce

*Goods Movement Businesses*

- Warehousing
- Logistics
- Manufacturing
- Transportation/Trucking, shipping, air
- Beneficial Cargo Owners

*Regulatory Agencies*

- California Air Resources Board (cap and trade funding opportunities and freight studies),
- Bay Area Air Quality Management District
- Bay Conservation and Development Commission
- US Army Corps of Engineers
- US Fish and Wildlife Agency
- Environmental Protection Agency

*Environmental and Community Based Organizations*

- Alameda CTC will work with MTC, the Port of Oakland and other public agencies to create a list of environmental and community based organizations that have been interested and engaged in previous goods movement efforts to participate in the Goods Movement Collaborative and Plan processes.

***Proposed collaborative structure***

The proposed structure to create a collaborative includes different levels of leadership, expertise and methods of involvement. Leadership by elected officials will be through the Alameda County Transportation Commission and its partner agency elected and appointed officials.

**Leadership Team:** This team will include Executive Directors, or their designees, from organizations listed below as a core non-elected leadership team to develop the collaborative and advance its agenda in an on-going process. The Leadership Team will begin with a focus on Alameda County and potentially broaden to the region and San Joaquin County:

*Alameda County focus*

- Alameda County Transportation Commission
- Port of Oakland
- Metropolitan Transportation Commission
- Caltrans
- East Bay EDA

*Expanded focus*

- Contra Costa Transportation Authority
- San Joaquin Council of Governments
- Santa Clara Valley Transportation Authority
- Solano Transportation Authority
- Contra Costa Economic Council
- Silicon Valley Leadership Group

**Technical Team:** This team will include staff that represents each of the Leadership Team agencies, as well as specific cities along freight route corridors that will have influence in land use decision-making that could affect freight. This team will also include regulatory agency staff, Caltrans, FHWA, Capital Corridor, ACE, and other technical staff related to Goods Movement.

**Focus Groups:** The Alameda CTC will conduct a series of focus group meetings with goods movement supportive businesses, owner/operators, private industry, special interests and environmental and community based organizations to identify issues, needs, priorities and strategies for addressing goods movement in Alameda County. The information from these focus groups will feed into the work of the Leadership and Technical Teams and will be brought into the discussions at the goods movement roundtables, as described below.

**Goods Movement Roundtable:** The purpose of the Goods Movement Roundtable is to establish a platform for engagement and participation in the Goods Movement Collaborative and Plan by all interested parties. The roundtable will meet quarterly and will provide a forum for input on Collaborative and Plan development tasks, educational and partnering opportunities, and strategic advocacy efforts for advancing Goods Movement in Alameda County. In addition, the Roundtable will offer participation in the policy, planning, prioritizing and financing discussions around Goods Movement.

***Goods Movement Collaborative Scope of Work, Deliverables and Schedule***

The following deliverables will support the development of an Alameda CTC Goods Movement Collaborative and will set the stage for future collaboration. policy development and advocacy with partners to improve freight and goods movement in Northern California and to protect the environment and communities. It will also serve as the governance structure for the development of the Countywide Goods Movement Plan.

**1. Define Collaborative Purpose and Roles and Establish Leadership and Technical Teams, Conduct Focus Group work**

The first step in developing the Alameda CTC Goods Movement Collaborative is to create the purpose and need for a collaborative, get buy in and create the Leadership and Technical Teams

**Deliverables:**

- Create Collaborative Purpose and Needs that defines the importance and significance of this effort for Alameda County and the region.
- Establish Leadership and Technical Teams and get buy in from all partner agency boards
- Establish full implementation timeline that includes the Collaborative establishment, planning schedule, legislative timelines and needs, and integration with future planning (Goods Movement Plan, Countywide Transit Plan, Intermodal Corridor Arterial Mobility Plan, Countywide Bicycle and Pedestrian Plans, Countywide Transportation Plan, Transportation Expenditure Plan, and Regional Transportation Plan) and funding (TEP, the next iteration of MAP-21, Cap and Trade)
- Conduct focus group meetings with stakeholders to inform Leadership and Technical Teams

**Schedule:**

- June/July: Working with partner agencies, clearly define purpose, roles and goals for Collaborative
- July-September: Adoption of Goods Movement Collaborative and approach by each agency for Leadership and Technical Teams
- July-September: Adoption of implementation timeline for Collaborative effort
- Early 2014, initiate first round of focus group meetings. More than one set of focus group meetings will occur throughout the development of the Goods Movement Plan
- On-going meetings throughout the development of the Goods Movement Plan

## 2. Establish and Support Goods Movement Roundtable

Establish a Goods Movement Roundtable that will participate in all the Collaborative and Plan development efforts on a quarterly basis. The aim of this group is to ensure that they are involved, have a formal way of input, can advocate and support investments for goods movement.

### Deliverables:

- Create strategic list of Roundtable participants with Leadership and Technical Teams
- Create “making the case materials” to inspire participation, engagement and advocacy
- Conduct quarterly Roundtable meetings

### Schedule:

- July: Identify Roundtable participants
- August - September: Create collaborative materials
- November: Hold first Roundtable meeting
- On-going Roundtable meetings throughout development of Goods Movement Plan and post plan development to implement strategic policy and advocacy efforts

## 3. Develop Goods Movement Policy and Advocacy

Development of goods movement policies that can influence, local, regional, state and federal efforts can be used to address the growing freight movement needs and address environmental and community concerns.

In addition, policies can be used as advocacy pieces for funding and a range of other policy initiatives that could support freight.

### Deliverables:

- Integrate goods movement into partner agency strategic planning and legislative activities
- Develop goods movement strategic advocacy plan
- Develop countywide goods movement policies in conjunction with the development of the Goods Movement Plan
- Deploy strategic advocacy plan with partner agencies and stakeholders

### Schedule:

- Fall 2013 – integrate goods movements as priority into Alameda CTC and partner agency work plans and legislative programs
- Fall 2013/Winter 2014 – create a strategic advocacy approach for legislative, funding and education for Goods Movement needs and priorities
- Fall 2013 through 2015 – develop goods movement policies as part of Goods Movement Plan and integrate into advocacy efforts

### *Goods Movement Plan Scope of Work, Deliverables and Schedule*

Development of a Goods Movement Plan is paramount for establishing a long range vision and articulating the benefits that goods movement brings for on-going competitiveness on a global, national, statewide, and regional level and for promoting vital and vibrant communities. A long



range plan serves as the guide to developing the transportation infrastructure needed to support goods movement goals in a systematic and measured way, so that funding can be obtained. In addition, a shorter range identification of priorities is also needed to provide early input into the State's Freight and MAP-21 processes. The Countywide Goods Movement Plan development is tied to deliverables needed to inform the development of the State's Freight Plan as described below.

Developing a long-range countywide Goods Movement Plan will address and deepen our understanding of the importance, benefits and relationship of goods movement to the vitality of Alameda County, the San Francisco Bay Area, California and the nation and will allow us to identify the following:

- System infrastructure and service inventory needs for roads, rail, air (passenger and cargo), and maritime;
- Existing and future demographics trends, including freight flows, freight growth, freight demand, infrastructure capacity needs, and employment needs;
- Port infrastructure to increase economic competitiveness;
- Economic, Environmental and Community needs, benefits and impacts;
- Strategies for improving freight mobility at the local, region, state and national/global level and on modal systems (road, rail, air, maritime);
- Strategies for maximizing economic and community growth opportunities while also mitigating/minimizing the impacts and effects of good movement;
- Freight priorities and companion mitigation measures that should be funded in Alameda County;
- Opportunities to improve the condition and performance of goods movement in Alameda County and support investment in freight transportation projects; and
- Additional strategies for building partnerships/alliances with all levels of government and businesses and community.

In addition, a Goods Movement Plan will allow the Alameda CTC to establish project and funding priorities that will:

- **Inform and nest within existing and future plans**, including the State Freight Mobility Plan (draft currently scheduled to be completed by December 2013 and final by August 2014) and future regional goods movement studies and plans.
- **Compete successfully in future federal funding opportunities** through active contribution of project priorities in the State of California plan development and future regional plans.
- **Leverage funding opportunities through project readiness to successfully compete** for new sources of funding (Cap and Trade, Measure B, )
- **Enhance economic competitiveness, improve freight and overall mobility, allow for expansion through operational improvements while enhancing communities and neighborhoods.**

The following tasks summarize the scope of services needed for development of a countywide Goods Movement Plan in Alameda County. The schedule by task and deliverable is found in Attachment A. The first two tasks are already underway in order to be ready with early input into the State's freight planning process, which will be required by Fall 2013. The remaining

tasks represent longer range planning efforts that are tied to the next update of the Regional Transportation Plan and Countywide Transportation Plan.

### **1. Inventory of Existing Plans and Programming Documents**

Inventory existing plans and programming documents to identify goods movement related projects and policies, including Port of Oakland and Capitol Corridor priorities. This task includes a summary of existing policies and project descriptions, status and costs. Because of the Alameda CTC membership on the State Freight Advisory Committee, the inventory should also include policies and projects from Bay Area counties.

#### **Deliverables:**

- Technical memorandum documenting inventory process, projects and policies

### **2. Initial Prioritized 5-year List of Goods Movement Infrastructure Projects**

Using the inventory results in Task 1, develop an initial prioritized 5-year list of goods movement infrastructure projects as well as project screening criteria consistent with State and Federal goals, strategies, policies and performance measures from which to prioritize the projects. Seek input from stakeholders and work with Alameda CTC to prepare a submittal to the State for inclusion in California Freight Planning process and include in the Congestion Management Program Capital Improvement Program/Program Improvement Program, if appropriate. This task also includes the development of cost estimates and fact sheets.

#### **Deliverables:**

- Technical Memorandum documenting prioritization process and project priorities

### **3. Inventory of Existing Freight System Infrastructure and Service Assets and Analysis of Existing and Future Demographic Trends**

Conduct an inventory of existing freight and goods movement infrastructure and service assets in Alameda County, including roads, rail, air (passenger and cargo), maritime assets and analyze existing and future demographics trends, including population, housing, freight flows, freight growth, freight demand, freight movement in the region, infrastructure capacity needs, employment needs/job creation, industries and commodity flows. This task includes the development of network maps and demographic profiles.

#### **Deliverables:**

- Technical Memorandum documenting inventory of freight assets by mode and existing and future demographic and freight trends

### **4. Document the Importance and Benefits of Goods Movement**

Document the importance and benefits, including economic and community benefits, of goods movement to Alameda County, the Bay Area, California and the US/Pacific Rim. Establish a long range Goods Movement vision with strategic goals and objectives and recommended policies and define Alameda County and the region's function as a gateway for the import and export of goods and services, including how surrounding Bay Area counties interact with Alameda County for the movement of goods and services and the economic impact Alameda County has in the region. This task should also identify issues and constraints to moving

goods and services that should be discussed and addressed in the collaborative approach and plan.

**Deliverables:**

- Technical Memorandum documenting benefits of goods movement and long range vision, goals and objectives as well as issues and constraints

**5. Develop Multi-modal Performance Measures and Targets**

Develop multi-modal performance measures consistent with federal, state and regional efforts and develop project selection methodology and criteria.

**Deliverables:**

- Technical Memorandum documenting performance measures and project selection methodology

**6. Develop Freight Forecasts and Future Growth in Freight Demand**

Using trend data developed in Task 3, develop datasets and models to forecast future freight demand and growth in Alameda County. The approach in this task should build on existing data and models and does not include developing a new freight model.

**Deliverables:**

- Technical Memorandum and associated datasets and models to forecast future freight growth

**7. Evaluate the Impact of Goods Movement Activities on the Existing and Future Transportation System**

Using a performance based analysis and the information developed in previous tasks, analyze the existing and future impact of goods movement on the Alameda County transportation system. This task will identify existing and future physical, operational, and institutional impacts, needs, opportunities and constraints for all modes including roads, rail, air (passenger and cargo), maritime.

**Deliverables:**

- Technical Memorandum documenting impacts and freight system infrastructure needs, opportunities and constraints

**8. Evaluate the Effects of Goods Movement on the Economy, Environment and Community.**

This task will identify the benefit and impact of goods movement on Alameda County and the region's economy, environment and local communities, including addressing air quality, light and noise pollution, congestion, safety, land use, and increased costs to maintain the transportation and other infrastructure systems. In addition to identifying impacts, this task will also address the benefits the goods movement system contributes to economic growth and community vibrancy in Alameda County.

**Deliverables:**

- Technical Memorandum documenting the results of the evaluation on the effects of goods movement on the economy, environment and community

**9. Identify and Evaluate Strategies for Improving Goods Movement**

Identify and evaluate strategies for improving goods movement that results in a prioritized list of infrastructure projects, including both physical and operational projects to improve the flow of goods and services to Alameda County and the region. Because this is a long range plan and process, the role of new technologies should also be included as well as policies to promote freight infrastructure needs in Alameda County and the region at the State and Federal level. Preliminary project cost estimates and fact sheets will also be developed. This task includes development of an implementation plan and identification of funding sources.

**Deliverables:**

- Technical Memorandum documenting strategies for improving goods movement, including a list of prioritized projects and policies to promote Alameda County infrastructure needs and an implementation plan

**10. Identify and Evaluate Strategies for Minimizing the Impact and Maximizing the Benefit of Goods Movement on Communities, the Environment, and the Economy**

This task includes identifying economic, environmental and community strategies to attract financing and businesses that support goods movement, promote green technologies to support healthy communities and support land use development that balances the need for jobs and housing. This task also includes identification of ways to minimize the impact and maximize the benefit of a vibrant goods movement system in Alameda County and the region.

**Deliverables:**

- Technical Memorandum documenting strategies for minimizing the impact and maximizing the benefit on the economy, the environment and communities

**11. Stakeholder input, governance and public outreach, including coordinating the Plan's development with the on-going Countywide Transit and Multi-modal Arterial Corridor Plans and developing a region wide partnership/alliance to champion county and regional goods movement needs and to remain competitive and communicate the imperative need to improve access to the Port of Oakland.**

**Deliverables:**

- Technical and meeting support for the implementation of the Goods Movement Collaborative, including meeting preparation, presentations, summaries, and information materials for up to 100 Commission, technical, focus group and Roundtable meetings

**12. Prepare Administrative, Draft and Final Plan**

This task assumes that an administrative, draft and final document will be produced. Responses to two rounds of comments per document should be assumed. The final document will include a stand alone Executive Summary and will include a compilation of the technical

memorandums. Twenty hard copies of each plan and an electronic version of each document should be assumed.

**Deliverables:**

- Twenty hard and one electronic copies of Administrative, Draft and Final Documents

**13. Coordination with Other Countywide Planning Efforts.**

The Alameda CTC is embarking on development of three countywide planning efforts: goods movement, transit and arterial corridor mobility. The development of the goods movement plan will include a task for coordination with the development of the other two plans.

**Deliverables:**

- Project coordination with other studies

**Fiscal Impact**

Funding for this action is included in the proposed Fiscal Year 2013-14 budget.

**Attachment**

Attachment A: Proposed schedule for Goods Movement Plan Development

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