

## CHAPTER SUMMARY

The proposed Project would improve marine shipping and commerce at the existing Yusen Terminals, Inc. (YTI) Terminal located at Berths 212–224 on Terminal Island within the Port of Los Angeles (Port). Chapter 2 describes the proposed Project analyzed in this Draft EIS/EIR, as well as alternatives to the proposed Project.

This chapter includes the following details:

- background information regarding the proposed project site;
- discussion of the proposed Project’s purpose and need and proposed project objectives under NEPA and CEQA, respectively;
- a description of the proposed Project, including the proposed improvements, the construction phasing, and the changes to operations anticipated as a result of the proposed Project (based on throughput projections);
- discussion of the baseline conditions under NEPA and CEQA; and
- description and discussion of the proposed project alternatives, including those that were identified and eliminated from further evaluation and the reason for their elimination.

### Key Points of Chapter 2:

The proposed Project would improve the container-handling efficiency of the existing YTI Terminal at the Port to accommodate the projected fleet mix of larger container vessels (up to 13,000 TEUs) that are anticipated to call at the YTI Terminal through 2026. The proposed Project consists of deepening two existing berths (Berths 217–220 and Berths 214–216), which would add an additional operating berth to the YTI Terminal, extending the 100-foot gauge crane rail to Berths 217–220, adding a single operational rail track to the Terminal Island Container Transfer Facility (TICTF) on-dock rail, modifying and replacing cranes, and constructing backland improvements.

In 2012, the YTI Terminal handled 996,109 TEUs, and it has a capacity to handle 1,692,000 TEUs annually. Throughput projections estimate that the capacity is expected to be reached by 2026. The proposed Project would increase the throughput capacity of the YTI Terminal to 1,913,000 TEUs annually. It is important to note that actual throughput levels for the proposed Project may be lower than the projected throughput analyzed in this document due to market conditions.

Analysis of the impacts in this EIS/EIR assumes the maximum capacity to represent the worst-case scenario and ensure that all potential environmental impacts are identified and mitigated if necessary. Therefore, this Draft EIS/EIR appropriately accounts for projected growth at the terminal up to its

- 1 physical capacity limitations to represent a robust growth scenario and to ensure all potential  
2 environmental impacts are disclosed. This EIS/EIR analyzes the proposed Project at capacity in 2026  
3 with the throughput ramping up in interim years. Table 2-1 below shows the CEQA and NEPA baseline  
4 conditions, the proposed Project throughput at capacity in 2026 and in interim years, and the projected  
5 throughput without the proposed Project in 2026.
- 6 This Draft EIS/EIR considers several alternatives to the proposed Project for co-equal evaluation,  
7 including:
- 8       ▪ Alternative 1 – No Project
  - 9       ▪ Alternative 2 – No Federal Action
  - 10      ▪ Alternative 3 - Reduced Project: Improve Berths 217–220 Only

**Table 2-1: Existing and Projected Container Terminal Throughput and Activity**

	CEQA Baseline (January–December 2012)	NEPA Baseline (2026)	Proposed Project					CEQA No Project (2026)
			2015	2016	2017	2020	2026	
Annual Throughput (TEUs)	996,109	1,692,000	1,230,126	1,267,816	1,380,253	1,596,153	1,913,000	1,692,000
Annual Ship Calls	162	206	206	206	206	206	206	206
Peak Day Ship Calls (24-hour period)	3	4	4	4	4	4	4	4
Peak Day Number of Transits	3	4	4	4	4	4	4	4
Number of Cranes (Total)	14	14	16	16	16	16	16	14
Number of Cranes (Operating)	10	10	14	14	14	14	14	10
Berths Operating	2	2	2	2	3	3	3	2

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## 2.1 Introduction

This section provides background information related to the proposed Project and describes proposed project elements and related terminal operations. This section also provides a discussion of the CEQA and NEPA baselines and a description of the proposed project alternatives evaluated in the Draft EIS/EIR.

## 2.2 Background and Project Overview

### 2.2.1 Port Planning

As described in Section 1.2.1 of Chapter 1, LAHD operates the Port under legal mandates that identify the Port and its facilities as a primary coastal economic resource of the state and an essential element of the national maritime strategy for promotion of commerce, navigation, fisheries, and harbor operations. According to such mandates, Port-related activities should be for the establishment, improvement, and operation of a harbor. Improvements and operations at the Port should be necessary or convenient for the following purposes: promotion and accommodation of commerce, navigation, fishery, commercial and industrial purposes, airports, highways, streets, bridges, belt line railroads, parking facilities, transportation and utility facilities, public buildings, convention centers, public parks, public recreation facilities, small boat harbors and marinas, snack bars, cafes, cocktail lounges, restaurants, motels, hotels, protection of wildlife habitat, open space areas, areas for recreational use with open access to the public, and any other water-dependent uses or purposes of statewide interest and benefit.

#### 2.2.1.1 Cargo Demand Forecasts

Between 1970 and 2006, containerized shipping through U.S. West Coast ports has increased twentyfold, driven by increasing U.S. trade with Asian economies. In 2000, the value of waterborne trade through West Coast ports reached \$309 billion, a 400% increase from 1980. Major West Coast ports, particularly the Port of Los Angeles, Port of Long Beach, and Port of Oakland, have continued to invest billions of dollars optimizing facilities to accommodate increases in containerized shipping. These ports have deepened their harbors to accommodate large, deep-draft container ships; demolished existing facilities and built new container terminals; and created new land to provide space for additional container terminal backlands. Some marine terminal operators have purchased high-speed cranes, modernized transportation equipment, and increased automation to move containers more rapidly between ships and trucks or trains. These and other improvements represent an ongoing effort to accommodate the anticipated growth in cargo.

The latest 2009 forecast predicted a 2030 market demand of 34,600,000 TEUs (see Section 1.2.3.1). The Ports have extended this market forecast to the year 2035 for use in port long-range planning, design, and construction. The volumes forecasted would now reach an annual throughput of 41,369,000 TEUs in the Port Complex by 2035 (see Section 1.2.3.1).

1 The Ports also conduct San Pedro Bay-wide capacity modeling. The capacity model  
2 indicates that even with the assumed Bay-wide changes in physical configurations and  
3 operating practices, future throughput at the San Pedro Bay Ports will be constrained at  
4 41,369,000 TEUs (see Section 1.2.3.2). Therefore, modeling indicates that 2035 is the  
5 last year in which the capacity of the Port Complex will accommodate the actual  
6 throughput demand.

7 The 2009 forecast is updated on a project-by-project basis as in-depth information about  
8 specific terminals is acquired through the environmental review process. A terminal-  
9 specific throughput forecast update for the YTI Terminal was conducted through  
10 coordination with terminal management. According to the San Pedro Bay-wide capacity  
11 model, with implementation of the proposed Project, YTI is projected to reach its  
12 capacity in 2032. For the purpose of this EIS/EIR, a conservative analysis that assumes  
13 that YTI would reach capacity in 2026, the final year of the lease.

### 14 **2.2.1.2 Port Master Plan Update (2013)**

15 In August 2013, the LAHD Board of Harbor Commissioners adopted an update of the  
16 Port Master Plan (PMP). The update to the PMP is a consolidated planning document  
17 that clarifies LAHD's short- and long-term plans in an easily accessible manner and is  
18 intended to serve as a long-range plan to establish policies and guidelines for future use  
19 of Port lands within the coastal zone, as required under the California Coastal Act. The  
20 purpose of the update to the PMP is to align policies and guidelines to reflect current  
21 community and environmental conditions and account for trends in foreign and domestic  
22 waterborne commerce, navigation, and fisheries that influence needs for future  
23 development in the Port. The update to the PMP consolidates areas characterized by  
24 predominant land use patterns, thereby reducing the number of planning areas, and  
25 allocates a single allowable land use to most sites. While the 1979 PMP divides the Port  
26 into nine planning areas, the update to the PMP consolidates some of the previous  
27 planning areas into five new planning areas. The reduction in the number of planning  
28 areas is intended to consolidate general areas with predominant land use patterns within  
29 the Port.

30 The YTI Terminal is in Planning Area 3 of the update to the PMP: Terminal Island.  
31 Planning Area 3 is the largest planning area and focuses on container operations. This  
32 area comprises all of Terminal Island, with the exception of Fish Harbor. The Terminal  
33 Island Land Use Plan provides the framework for land uses in Planning Area 3. The plan  
34 optimizes cargo-handling operations on Terminal Island while restricting non-cargo and  
35 non-water-dependent uses. Existing and proposed project operations are consistent with  
36 the land use designation of the update to the PMP.

37 Goal 1 of the updated PMP, *Optimize Land Use*, has the objective of ensuring that  
38 development and the land uses designated on Port land are compatible with surrounding  
39 land uses in order to maximize efficient utilization of land and minimize conflicts. This  
40 goal also acknowledges that cargo-handling facilities should be primarily focused on  
41 Terminal Island and other properties that are buffered from the neighboring residential  
42 communities of San Pedro and Wilmington. Goal 2, *Increase Cargo Terminal Efficiency*,  
43 is intended to ensure that cargo terminals are utilized to their maximum potential in order  
44 to meet current and future needs of the Port's customers and region. Further, this goal  
45 states that the Port should develop and maintain the infrastructure necessary to support

1 the terminals, while Port tenants should be encouraged to modernize their facilities and  
2 implement new technologies.

## 3 **2.2.2 Project Overview**

4 YTI plans to exercise an option to extend its lease through 2026. The proposed project  
5 horizon year is 2026, the final year of the lease extension. The proposed project area  
6 encompasses approximately 185 acres at Berths 212–224 on Terminal Island. The  
7 terminal consists of two operating berths, Berths 212–213 and Berths 214–216, and one  
8 non-operating berth, Berths 217–220. Physical improvements proposed at the existing  
9 YTI Terminal include dredging and installing sheet piles<sup>1</sup> and king piles<sup>2</sup> at Berths 214–  
10 216 and Berths 217–220, adding and replacing/extending wharf gantry cranes, extending  
11 the 100-foot gauge crane rail along the wharf deck to Berths 217–220,  
12 improving/repairing backlands across the entire site, and adding a new operational rail  
13 track within the existing TICTF on-dock rail yard. All improvements would occur within  
14 the existing boundaries of the YTI Terminal. The proposed Project does not include  
15 physical improvements at Berths 221–224 except for resurfacing of backland areas.  
16 Improvements at Berths 212–213 would be limited to raising the height and extending the  
17 booms of cranes, and resurfacing backland areas. All dredged material would be  
18 disposed of at an approved site, such as LA-2, the Berths 243–245 confined disposal  
19 facility (CDF), or another approved location. After construction, the terminal would have  
20 three operating berths. These improvements would enable the terminal to accommodate  
21 the projected fleet mix of larger container ships (up to 13,000 TEUs) that are anticipated  
22 to call at the terminal through 2026, and would increase the capacity of the terminal from  
23 1,692,000 TEUs to 1,913,000 TEUs annually.

## 24 **2.3 NEPA Purpose and Need**

### 25 **2.3.1 Project Purpose**

26 The purpose of the proposed Project is to improve maritime shipping and commerce by  
27 upgrading container terminal infrastructure in, over, and under water and on terminal  
28 backlands to accommodate the projected fleet mix of larger container ships (up to 13,000  
29 TEUs) that are anticipated to call at the YTI terminal through 2026. The proposed  
30 Project would optimize the terminal's efficiency and would improve maritime shipping  
31 and commerce. This would be accomplished through dredging to deepen two berths at  
32 the terminal, including the addition of subsurface king piles/sheet piles to stabilize the  
33 existing wharf structure, replacing and/or extending gantry cranes, extending the 100-foot  
34 gauge crane rail along the wharf deck to Berths 217–220, and adding a new operational  
35 rail track within the existing TICTF on-dock rail yard.

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<sup>1</sup> Sheet piles are used in earth retention and excavation support to retain soil, using steel sheet sections with interlocking edges, and are installed in sequence along a planned excavation perimeter or seawall alignment. The interlocked sheet piles form a wall for lateral earth support.

<sup>2</sup> King piles are steel, wide-flange H-beam piles that are driven into the soil, and provide structural support for the installation of sheet piles.

## 2.3.2 Project Need

The proposed Project is needed for several reasons, primarily related to projected increases in the size of vessels in the fleet mix throughout the life of the proposed Project. Forecasts show that vessel fleets calling at the YTI Terminal will include larger vessels (up to 13,000 TEUs). The existing berths that would be upgraded as part of the proposed Project are currently dredged to -45 feet Mean Lower Low Water (MLLW)<sup>3</sup> and are not deep enough to accommodate the projected fleet mix through 2026. The deepest existing berth can only accommodate 8,500 TEU vessels. In addition to depth restrictions, the majority of the existing cranes and crane infrastructure cannot accommodate the larger vessels. The existing 50-foot gauge crane rail at Berths 217–220 is not of sufficient size or gauge to accommodate the type and size of cranes capable of efficiently loading and unloading the existing fleet mix calling at the terminal or the larger container ships expected to call through 2026. Currently, all operating cranes have a 100-foot width between the rails. A temporary 100-foot gauge rail extends partially onto Berths 217–220 to allow cranes to be moved out of the way for storage, but the temporary crane rail lacks the structural integrity to support operating cranes. Only 4 of the existing 14 cranes at the terminal are tall enough and have an outreach long enough to load and off-load the largest vessels anticipated to call at the terminal. Also, the TICTF on-dock rail yard at the YTI Terminal does not have the capacity to efficiently accommodate an increase in peak container volumes associated with larger container ships calling at the terminal. Consequently, an additional operational rail track is needed. Finally, the YTI Terminal container yard backlands are deteriorating and in need of repair and strengthening to prevent further damage to equipment and pavement throughout the life of the proposed Project.

## 2.4 CEQA Project Objectives

The overall proposed project objective is to optimize the container-handling efficiency and capacity of the Port to accommodate the projected fleet mix of larger container vessels (up to 13,000 TEUs) that are anticipated to call at the YTI Terminal through 2026. To meet the proposed project objective, the following more detailed objectives need to be met:

- optimize the use of existing land at the YTI Terminal and associated waterways in a manner that is consistent with LAHD’s tidelands trust obligations;
- provide sufficient water depth to ensure the terminal’s ability to accommodate larger container ships of up to 13,000 TEUs that are anticipated to call at the terminal through 2026;
- improve the container terminal berthing facilities at the YTI Terminal to accommodate the berthing and loading/unloading of the larger ships up to 13,000 TEUs that are anticipated to call at the terminal through 2026;
- increase on-dock rail facilities to accommodate projected daily peak increases in container movement into and out of the YTI Terminal resulting from the handling of larger ships; and

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<sup>3</sup> Mean Lower Low Water is the average height of the lowest tide recorded at a tide station each day during the recording period.

- 1                   ▪ improve the container terminal backlands to minimize ongoing needs for  
2 pavement repair and maintenance.

## 3 **2.5 Project Location and Setting**

### 4 **2.5.1 Regional Setting**

5 The Port Complex, which includes the Port of Los Angeles and the Port of Long Beach,  
6 is located in the San Pedro Bay approximately 20 miles south of downtown Los Angeles  
7 and serves as one of the nation’s primary gateways for international trade (Figure 2-1).  
8 International trade is a key economic engine for the region and the country. The Port  
9 Complex serves as a vital link in the goods movement chain delivering goods for local  
10 markets as well as those shipped by truck and rail throughout the country. The Port  
11 Complex serves as the country’s primary gateway for Asian-based trading partners.  
12 Approximately half of the cargo coming through the Ports is delivered by truck to the  
13 regional market, which is an area roughly 500 to 700 miles from the Port Complex. The  
14 local freeways that directly serve the Port Complex are Interstate (I) 110, I-710, State  
15 Route (SR) 47, and SR-103. The Alameda Corridor is the primary rail line between the  
16 Port and downtown Los Angeles railyards (Union Pacific [UP] East LA Yard and  
17 Burlington Northern Santa Fe [BNSF] Hobart Yard). Other rail lines extend from the  
18 downtown area north and east.

### 19 **2.5.2 Local Setting**

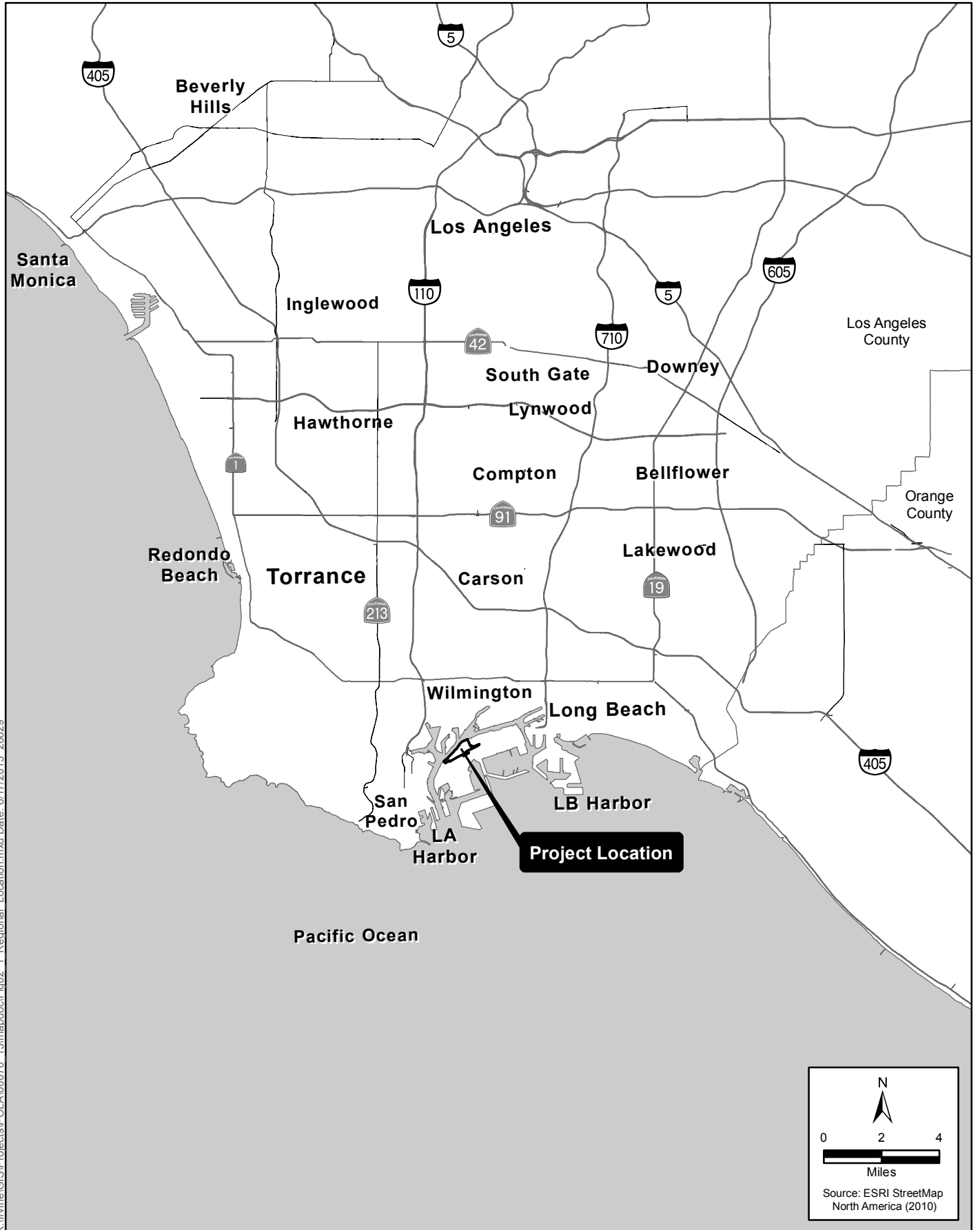
20 The Port consists of 7,500 acres and 43 miles of waterfront and provides a major gateway  
21 for international goods and services. The Port is administered by LAHD under the  
22 California Tidelands Trust Act of 1911. LAHD is chartered to develop and operate the  
23 Port to benefit maritime uses, and it functions as a property owner by leasing Port  
24 properties to more than 300 tenants. With 23 major cargo terminals, including dry and  
25 liquid bulk, container, breakbulk, automobile, and passenger facilities, the Port handled  
26 about 158,000,000 metric revenue tons of cargo in fiscal year 2011/2012 (July 2011–June  
27 2012) (POLA 2012). Of the 23 major cargo terminals, nine are container terminals and  
28 include 85 container cranes. In addition to cargo business operations, the Port is home to  
29 commercial fishing vessels, a shipyard, a boat repair facility, and recreational,  
30 community, and educational facilities.

### 31 **2.5.3 Project Site and Surrounding Uses**

32 The proposed project site is at 701 New Dock Street on Terminal Island, within an  
33 industrial area in the vicinity of the East Basin and Turning Basin in Los Angeles Harbor  
34 (Figure 2-2). The site is within the Port of Los Angeles Community Plan area of the City  
35 of Los Angeles, which is adjacent to the communities of San Pedro and Wilmington.

36 The proposed project site encompasses a total of approximately 185 acres, including the  
37 YTI Terminal and a portion of the TICTF (Figure 2-3). The berths and container yard  
38 occupy approximately 157 acres, YTI’s portion of the TICTF on-dock rail is  
39 approximately 24 acres, and an additional 4 acres are unused. The site is generally  
40 bounded on the north by confluence of the Cerritos and East Basin Channels, SA  
41 Recycling at Berths 210–211 to the east, Seaside Avenue and SR-47 to the south, and the



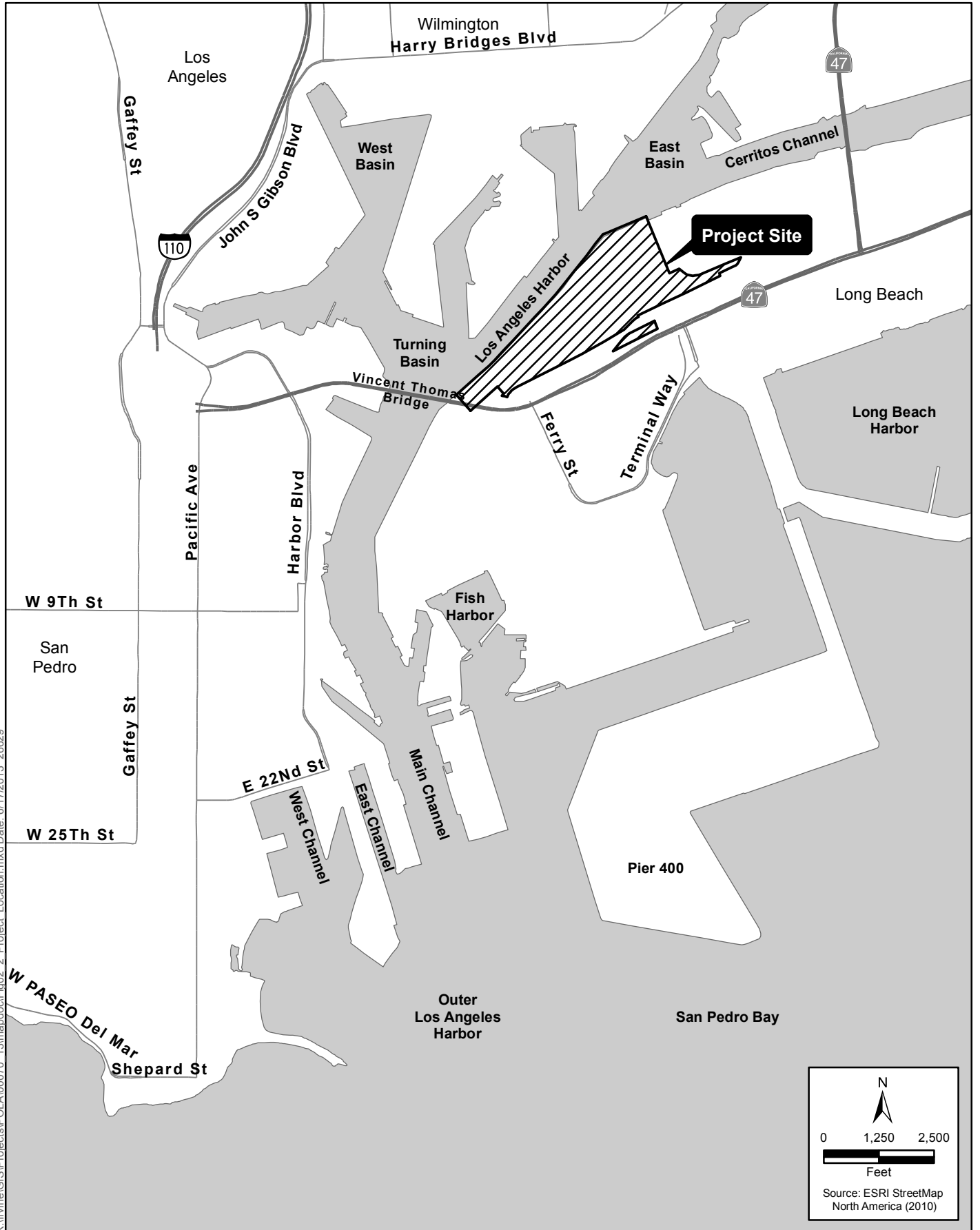


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**Figure 2-1**  
**Regional Location Map**  
**Berths 212-224 [YTI] Container Terminal Improvements Project**





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**Figure 2-2**  
**Project Vicinity Map**  
**Berths 212-224 [YTI] Container Terminal Improvements Project**





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**Figure 2-3**  
**Project Site Map**  
**Berths 212-224 [YTI] Container Terminal Improvements Project**



1 East Basin Channel to the west. Four bridges provide vehicular and rail access to  
2 Terminal Island from the mainland: the Vincent Thomas Bridge, the Schuyler Heim  
3 Bridge, the Gerald Desmond Bridge, and the Badger Avenue Railroad Lift Bridge.

4 Land uses in the proposed project vicinity support a variety of cargo handling operations,  
5 including container, liquid bulk, dry bulk, commercial fishing, seafood processing, and  
6 maritime support. To the southwest at Berths 226–236 is the Evergreen/STS container  
7 terminal, with whom YTI shares the TICTF on-dock railyard; the U.S. Customs Building  
8 is to the south of the proposed project area; the Navy Reserve Center former site is to the  
9 southeast; the Shell Liquid Bulk Terminal at Berths 167–169 and the Pasha Breakbulk  
10 Terminal at Berths 174–181 are across the East Basin Channel to the north; and the  
11 Vopak Liquid Bulk Terminal at Berths 187–191 is across Cerritos Channel to the north.

## 12 **2.5.4 Existing Terminal Facilities and Operations**

### 13 **2.5.4.1 Terminal Facilities**

14 The YTI Terminal consists of a cargo ship unloading area (the wharf and immediate  
15 backlands), a large container and chassis parking/storage yard (backlands), a container  
16 and equipment wash area, a maintenance and repair area, a power shop area, a marine  
17 tower area, a fuel dispensing area, a gear room area, various supply storage areas, a  
18 warehouse and consolidation area, a crane maintenance area, and an administration  
19 building area. Most of the yard is paved with asphalt, but some areas around buildings  
20 and on equipment runways are paved with concrete. Figure 2-3 is an aerial photo that  
21 shows the existing terminal facilities.

22 The proposed project site extends from Berth 212 through Berth 224. There are three  
23 berths at the terminal: Berths 212–213, Berths 214–216, and Berths 217–220; however,  
24 Berths 217–220 are not currently operating. No vessel berthing occurs between Berths  
25 221–224. The depth at all three berths is approximately 45 feet MLLW. There are 14  
26 wharf cranes at the YTI Terminal, but only 10 are currently operating. Figure 2-4 shows  
27 the existing cranes at the YTI Terminal. The existing landside crane rail that  
28 accommodates 100-foot gauge cranes extends along the wharf from Berth 212 through  
29 Berth 216. The existing crane rail along the wharf from Berth 217 through Berth 220  
30 only supports 50-foot gauge cranes. Figure 2-5 shows the existing crane rail along the  
31 wharf. The four non-operating cranes are currently stored at Berths 217–220. Two of the  
32 non-operating cranes are YTI-owned 100-foot gauge cranes stored on temporary 100-foot  
33 gauge crane rails. These two cranes cannot operate on the temporary crane rails because  
34 the rails lack the structural integrity to support operating cranes. The other two non-  
35 operating cranes are 50-foot gauge cranes owned by LAHD. The 50-foot gauge cranes  
36 are too small to service vessels that currently call and are projected to call at the YTI  
37 Terminal through 2026. The existing crane specifications are shown below in Table 2-2.

38 Alternative Maritime Power (AMP) has been installed and is currently in use at Berths  
39 214–216 and 214–216. Additional AMP will be available for use at Berths 217–220  
40 prior to the Berth becoming operational. The provision of AMP at these and other Port  
41 facilities is an ongoing program that is independent from the proposed Project, and is  
42 being provided to help the Port meet California Air Resources Board (CARB) regulations  
43 for existing and future operations. Fourteen ship calls used AMP during calendar year  
44 2012.

**Table 2-2: Existing YTI Terminal Crane Specifications**

Crane Number	Year Constructed	Maximum Outreach	Containers Wide	Operating?
1	1999	153'	17	Y
2	1999	153'	17	Y
3	2002	180'	20	Y
4	2002	180'	20	Y
5	2009	197'	22	Y
6	2009	197'	22	Y
7	2009	197'	22	Y
8	2009	197'	22	Y
9	1991	145'	16	Y
10	1991	145'	16	Y
11	1991	145'	16	N
12	1991	145'	16	N
P18	1984	110' 3"	13	N
P19	1984	110' 3"	13	N

1  
 2 The TICTF, opened in 1997, currently serves the YTI Terminal as well as the 162-acre  
 3 Evergreen container terminal, which are two of the busiest cargo complexes at the Port.  
 4 TICTF features eight rail tracks, each approximately 2,300 feet long. YTI currently  
 5 operates the four northernmost rail tracks within the TICTF on-dock rail yard. Figure 2-6  
 6 shows the existing TICTF on-dock rail yard.

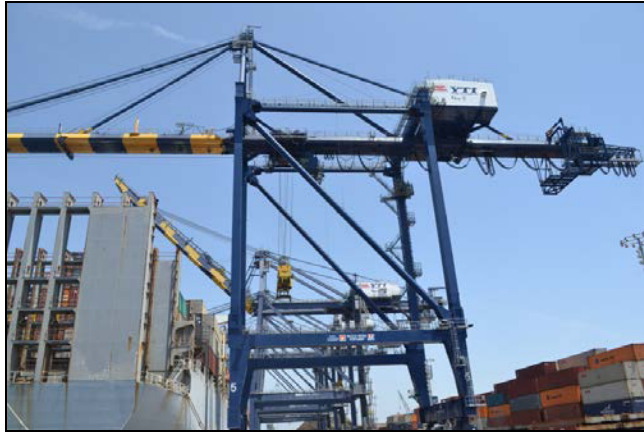
7 **2.5.4.2 Terminal Operations**

8 The existing YTI Terminal operates using “traditional” as opposed to automated methods  
 9 to service containerized cargo. Once containers have been off-loaded from a ship or  
 10 received through the gates on trucks and trains, the containers are stored and moved  
 11 around the backlands area of the terminal using diesel-powered cargo-handling  
 12 equipment including diesel powered rubber-tire gantry cranes (RTGs) and/or diesel-  
 13 powered top handlers and yard tractors. Through the use of this cargo handling  
 14 equipment, containers are stored by stacking containers on top of each other, up to five  
 15 containers high, with the bottom container placed directly on the ground, or with a  
 16 container stored directly on a chassis (trailer). All of the unloading/loading equipment  
 17 used in the traditional backland operations is performed and operated by workers. Figure  
 18 2-6 shows the terminal backlands and cargo handling equipment.

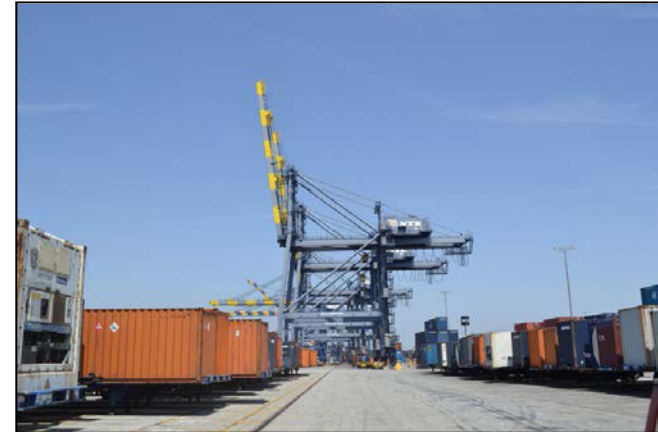
19 **Existing Throughput and Vessel Calls**

20 In 2012, the YTI Terminal moved 996,109 TEUs, which was a result of 162 vessel calls.  
 21 The majority of vessels calling at the YTI Terminal were 2,000- and 6,000-TEU-capacity  
 22 vessels. No vessels over 8,000-TEU-capacity called on the YTI Terminal in 2012. The  
 23 terminal handled a maximum of three vessels in a peak day. At maximum existing  
 24 throughput capacity, the YTI Terminal could handle up to 1,692,000 TEUs annually.

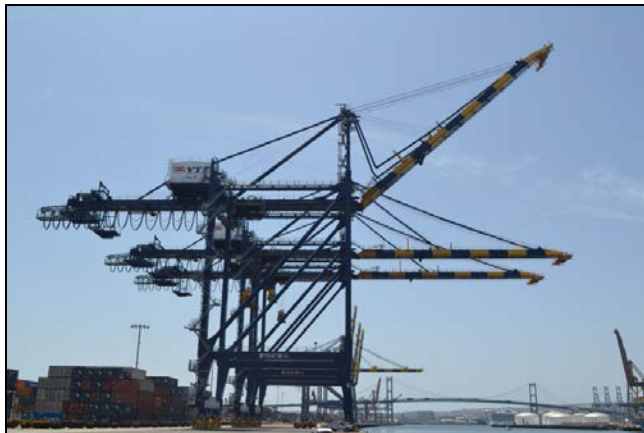




**Photograph 1:** Gantry Cranes 1<sup>a</sup> and 2<sup>a</sup> (153' outreach and 17 containers wide), Cranes 3<sup>a</sup> and 4<sup>b</sup> (180' outreach and 20 containers wide), and Crane 5<sup>b</sup> (197' outreach and 22 containers wide) at Berths 212-213.

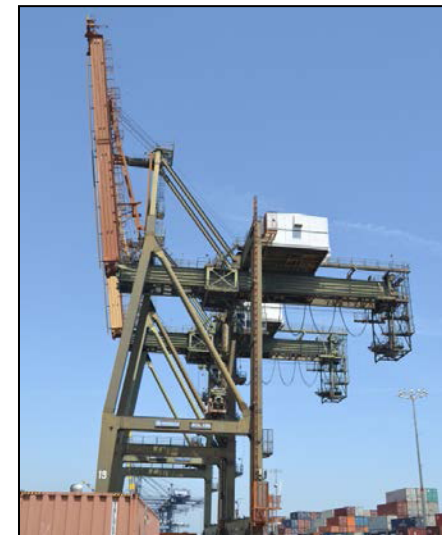


**Photograph 3:** Gantry Cranes 9<sup>a</sup>, 10<sup>b</sup>, 11<sup>b</sup>, and 12<sup>b</sup> (145' outreach and 16 containers wide) at Berths 217-220



**Photograph 2:** Gantry Cranes 6<sup>b</sup>, 7<sup>a</sup>, and 8<sup>a</sup> (197' outreach and 22 containers wide) at Berths 214-216

- <sup>a</sup> – crane shown in operational position
- <sup>b</sup> – crane shown in stowed position

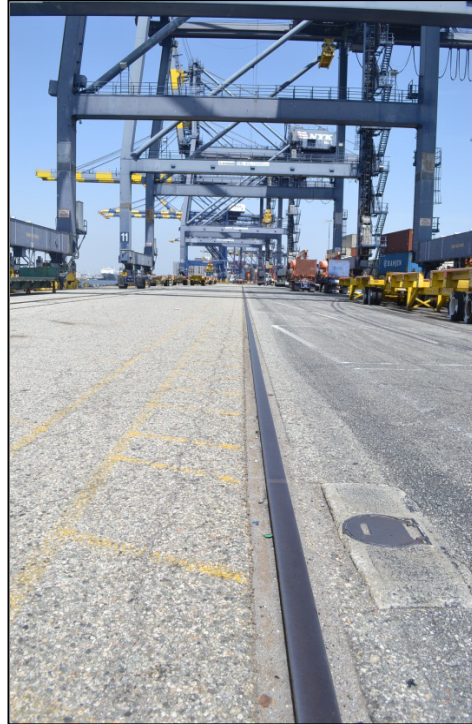


**Photograph 4:** Gantry Cranes P18<sup>b</sup> and P19<sup>b</sup> (110'3" outreach and 13 containers wide) at Berths 217-220

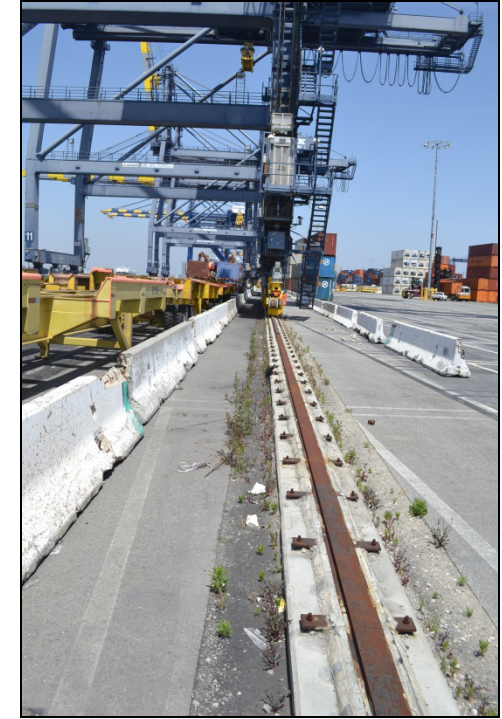




**Photograph 1:** Existing Landside Crane Rail at Berths 212-216 (100' Gauge)



**Photograph 2:** Existing Landside Crane Rail at Berths 217-220 (50' Gauge)



**Photograph 3:** Existing Temporary Crane Rail at Berths 217-220

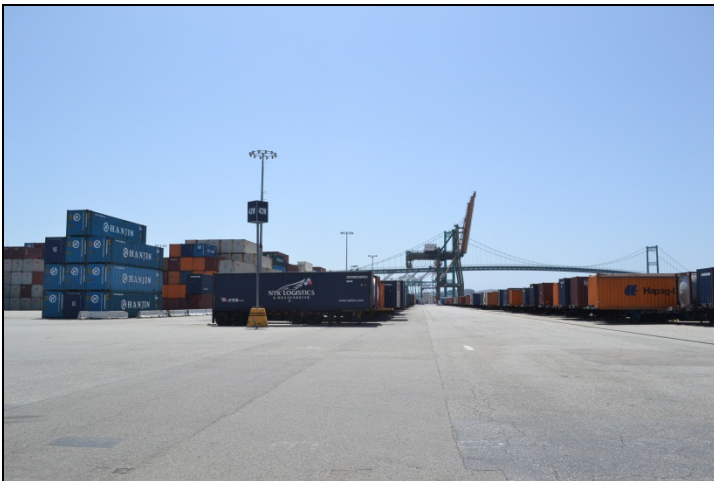




**Photograph 1: Existing TICTF On-Dock Rail**



**Photograph 3: Rubber-Tired Gantry (RTG) Cranes**



**Photograph 2: Existing Backlands Area**



**Photograph 4: Top-pick Handling Container Cargo**



## 1                   **Ship Operations**

2                   Currently the terminal can berth up to three vessels at the two operating berths.  
3                   However, the occasions when three ships are berthed simultaneously are rare, and the  
4                   terminal primarily handles up to two vessels at a time. To accommodate berthing,  
5                   tugboat operations are required. For the YTI Terminal, two tugs generally are required  
6                   during docking and undocking, for a total of four tugs per vessel call. In the case of the  
7                   2,000-TEU class vessels, one tug is required each for ship docking and undocking, for a  
8                   total of two tugs per call.

## 9                   **Truck Operations**

10                  Currently, about 25.1% of Port-wide cargo throughput passes through on-dock rail  
11                  facilities, 11.3% through off-dock rail facilities, and the remaining 63.6% via truck to the  
12                  local and regional markets, including transload facilities. However, the mode split at  
13                  individual terminals varies. Mode splits differ from terminal to terminal on the basis of  
14                  the existence and capacity of a terminal's on-dock rail facility, as well as the demands of  
15                  shipping lines, which are sensitive to the receiving market. The existing YTI Terminal  
16                  transports a relatively high percentage of the containers via on-dock rail compared to the  
17                  Port as a whole. Mode splits at the YTI Terminal are presently 35% through the TICTF,  
18                  8.6% through off-dock rail facilities, and 56.4% by truck to local and regional markets,  
19                  including transload facilities.

20                  YTI's 2012 throughput required a total of 812,948 annual one-way truck trips, with 3,125  
21                  peak daily truck trips. Those trips included cargo hauled entirely by truck (principally  
22                  within Southern California, with some trips to and from northern California, Arizona,  
23                  Nevada, and Utah) and intermodal cargo bound for, or coming from, locations farther  
24                  east. Of the approximately 647,471 TEUs transported by trucks, approximately 85,674  
25                  TEUs were intermodal cargo trucked to off-dock railyards.

## 26                  **Rail Operations**

27                  The portion of the TICTF on-dock railyard that serves the YTI Terminal handled  
28                  approximately 347,405 TEUs (184,500 TEU imports and 162,905 TEU exports) in 2012.  
29                  Containers are hauled by yard tractors between the vessel berths and the on-dock railyard.  
30                  At the railyard, containers are lifted on and off railcars by top handlers. Both inbound  
31                  and outbound trains carry an average of the equivalent of 270 40-foot containers. Trains  
32                  usually carry a mix of 20- and 40-foot containers and fewer than the maximum number of  
33                  containers due to weight considerations.

34                  Rail operations at the TICTF involve a number of entities. As the terminal operator, YTI  
35                  moves containers to and from the on-dock facility. Containers are off-loaded and loaded  
36                  directly from and onto train components known as wells, with each well capable of  
37                  carrying two 40-foot containers. Five wells make up a railcar, and each railcar is then  
38                  coupled with other railcars traveling to the same destination. The coupled railcars are  
39                  called a unit train. Unit trains vary in length between 21 and 28 railcars (105 and 140  
40                  wells). The average on-dock train length at the YTI Terminal is 25 railcars (125 wells),  
41                  or 7,500 feet. These unit trains are usually built by Pacific Harbor Line (PHL). PHL is a  
42                  third-party, independent rail company that provides rail transportation, yard switching,  
43                  maintenance, and dispatching services to the Port Complex.

1 PHL manages all rail dispatching and switching functions at the on-dock rail yards within  
2 the Port Complex, including:

- 3       ▪ scheduling and overseeing all train movements;
- 4       ▪ organizing railroad cars carrying containers of imported goods and switching  
5       them onto various tracks to form unit trains;
- 6       ▪ breaking down unit trains arriving at the ports, switching railroad cars onto  
7       various tracks and distributing them to nine marine terminals where containers  
8       are loaded onto ships for export;
- 9       ▪ maintaining 60 miles of railroad tracks within the Port Complex; and
- 10      ▪ breaking and storing railroad cars awaiting dispatch.

11 The Port is served by two Class 1 railroads<sup>4</sup>, BNSF and UP, often referred to as the “main  
12 line” or “line-haul” rail companies. After PHL has built a unit train, BNSF or UP will  
13 hook up their line-haul locomotive(s) to the train and pull the train out of the on-dock  
14 railyard on to the main-line tracks to the eventual destination. PHL locomotives will  
15 occasionally pull portions of a unit train out of the on-dock facility to the near dock  
16 intermodal container transfer facility (ICTF). A loaded double-stack train is typically  
17 pulled by three or four line-haul locomotives although it would be hauled by two or three  
18 smaller locomotives if PHL pulls the train.

19 PHL contracts with LAHD and the Port of Long Beach to operate the centralized traffic  
20 control (signaling) system. Agreements with BNSF and UP for international cargo are  
21 usually handled by the shipping lines. Many shipping lines have a contract with both  
22 BNSF and UP.

### 23 **Cargo-handling Equipment**

24 The existing fleet of cargo handling equipment used at the YTI Terminal is described by  
25 the following:

- 26       ▪ forklifts (11);
- 27       ▪ RTG cranes (11);
- 28       ▪ top handlers (24); and
- 29       ▪ yard tractors (112).

30 Cargo-handling equipment have useful operating lives, which correspond to the period  
31 during which continued operation—with routine maintenance and periodic retrofits—is  
32 still cost-effective. At the expiration of useful operating lives or sooner if required by  
33 CARB, pieces of equipment would be replaced or modified to meet any newly adopted  
34 CARB standards.

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<sup>4</sup> Any large freight railroad company in the United States, Mexico, or Canada is classified based on operating revenue as Class I, Class II, or Class III. The exact revenues required to be in each class have varied over time and are now continuously adjusted for inflation. In the United States, the Surface Transportation Board defines a Class I railroad as “having annual carrier operating revenues of \$250 million or more” after adjusting for inflation using the Railroad Freight Price Index developed by the Bureau of Labor Statistics.



## Terminal Operating Hours

Currently, YTI Terminal operations occur 6 to 7 days per week, and approximately 305 days per year, in two 8-hour shifts per day. To facilitate these operations, the terminal directly employs up to 533 workers each day.

### 2.5.5 Historical Use of the Proposed Project Site

Berths 212–224 have a rich history dating back to the late 1920s, serving a variety of tenants including oil companies, lumber companies, shipbuilding and dismantling operations, and cargo terminals.

The facilities at Berths 212–214 were originally constructed in the 1920s. From about 1941 through 1945, during World War II, California Shipbuilding Company (Calship) manufactured Liberty- and Victory-class transports at the site. Calship was the largest wartime shipbuilder in Los Angeles Harbor during World War II. Following the war, Calship was acquired by the National Metal and Steel Corporation, which was the final destination for many decommissioned U.S. Navy ships to be dismantled and exported as scrap metal.

Fellows and Stewart, a yacht builder, also occupied Berth 214 from 1949 through 1976, at which point Al Larson Boatyard took over the site from 1977 through the mid-1980s. Al Larson Boat shop was used for boat cleaning, painting, repair, refitting, and boat building. Proctor and Gamble also occupied a portion of the Berth 214 backland for warehousing operations from about 1961 through the mid-1980s.

Berth 215 once housed a liquid bulk transfer/storage facility and included oil storage tanks, office, storage, and pump buildings. Hancock Oil occupied Berth 215 from 1928 through 1958, when it was sold to Signal Oil. Signal Oil continued operations at the site until about 1965, at which time Gulf Oil took over the site and operated until the mid-1980s. Quaker oil also operated on the backlands portion of Berth 215 from about 1965 through 1980.

As early as 1927, Berths 216–217 were occupied by California Petroleum Corporation. Around 1929, the Texas Company (now Texaco) began operations at Berths 216–218 and remained on site until about 1968. Berths 216–218 were vacant for several years before Dow Chemical occupied a portion of the backlands until the mid-1980s. The Western Walker Company also occupied a portion of the backlands at Berths 216 through 218 from about 1929 through 1932.

Hammon Lumber Company operated at Berths 220–224 from about 1927 through about 1963, at which point this portion of the site began to operate as a cargo terminal. Berths 220–224 continued operations as a container terminal, and Indies Cargo Terminal expanded the cargo operations to include Berths 216–218 around 1985. YTI began operation at Berths 211–215 in 1990 and took over operation of Berths 216–224 in 1996.

## 2.6 Proposed Project Development

This section describes the proposed improvements on the YTI Terminal, the anticipated construction phasing, and the anticipated terminal operations once the improvements are completed. Figure 2-7 shows the proposed project site improvements.

### 2.6.1 Proposed Project Elements

#### 2.6.1.1 Overview

The proposed Project would be constructed in two phases over an approximately 22-month schedule, and is expected to begin in mid-2015. Phase I is expected to last approximately 12 months and would consist of deepening Berths 217–220 (including installation of sheet piles), extending the 100-foot gauge crane rail, expanding the TICTF, relocating two Port-owned cranes, relocating and realigning two YTI cranes, delivering and installing up to four new cranes, raising and extending up to six YTI cranes, and conducting backland surface improvements. Phase II is expected to take approximately 10 months and would involve deepening Berths 214–216 (including installation of king piles and sheet piles) and conducting backland surface improvements. No physical changes would occur at Berths 221–224 except for paving work in the backland area. The improvements to Berths 217–220, including the extension of the 100-foot gauge crane rail, would add a new operating berth at the YTI Terminal (currently at two operating berths, three after implementation of the proposed Project). Below is a summary of the improvements that would occur at the terminal, with more detailed descriptions following.

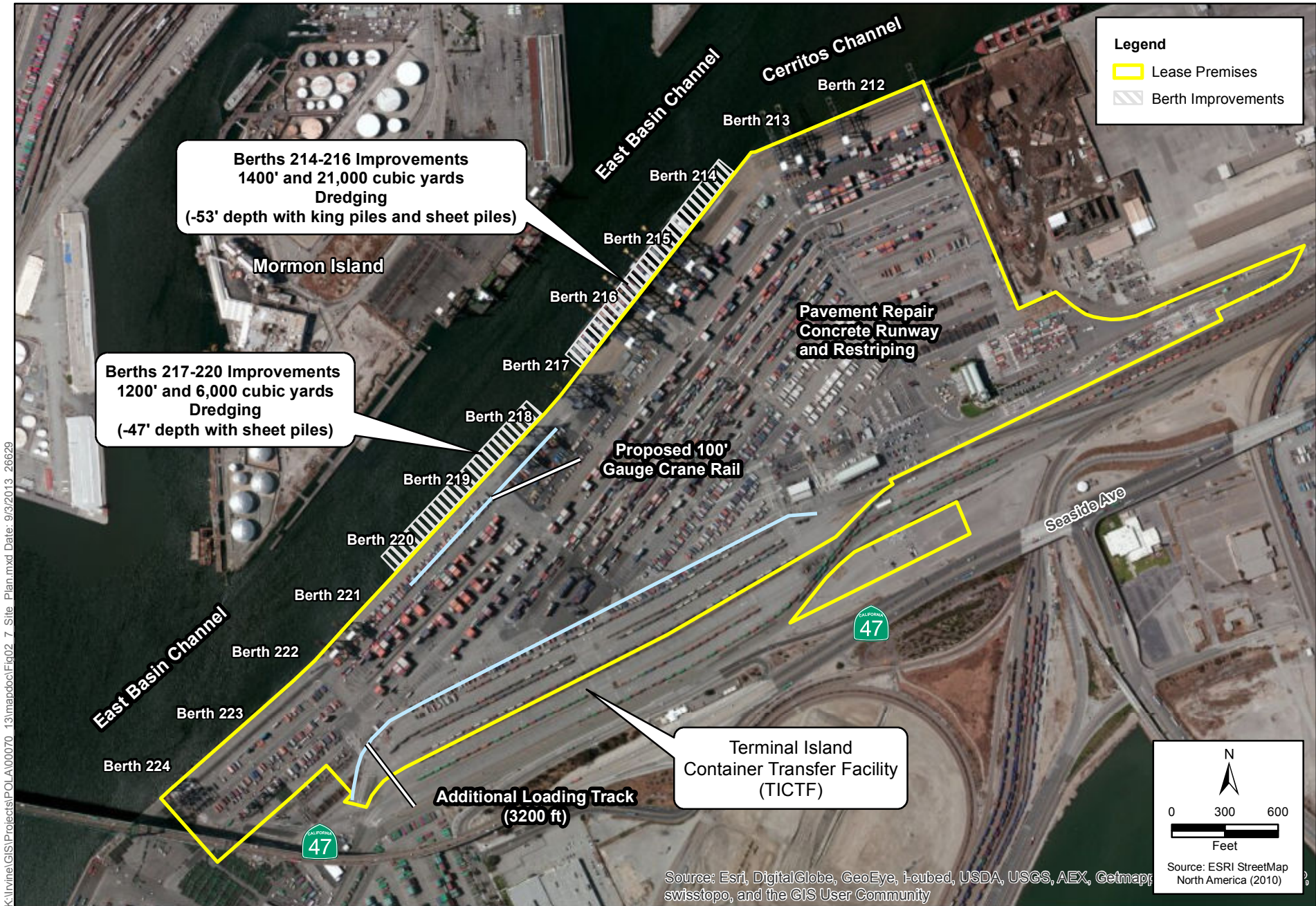
- extending the height and outreach of up to six existing cranes;
- replacing up to four existing non-operating cranes;
- dredging and installing sheet piles and king piles at Berths 214–216 and 217–220;
- extending the existing 100-foot gauge landside crane rail to Berths 217–220;
- performing ground repairs and maintenance activities in the backlands area; and
- expanding the TICTF on-dock rail by adding a single operational rail track.

#### 2.6.1.2 Terminal Improvements

##### Dredging and Pilings

The proposed improvements to Berths 214–216 include: (1) dredging to increase the depth from -45 to -53 feet MLLW (with an additional two feet of overdredge depth, for a total depth of -55 feet MLLW); and (2) installing sheet piles and king piles to accommodate the dredging activities and help to support and stabilize the existing wharf structure. Dredging would remove approximately 21,000 cubic yards (cy) of sediment from the berth. The king piles would be installed approximately 35 feet below the mudline and the sheet piles would be installed 15 feet below the mudline, across approximately 1,400 linear feet along the berth (Figure 2-8).

The proposed improvements at Berths 217–220 would include dredging to increase the depth from -45 to -47 feet MLLW (with an additional two feet of overdredge depth, for a

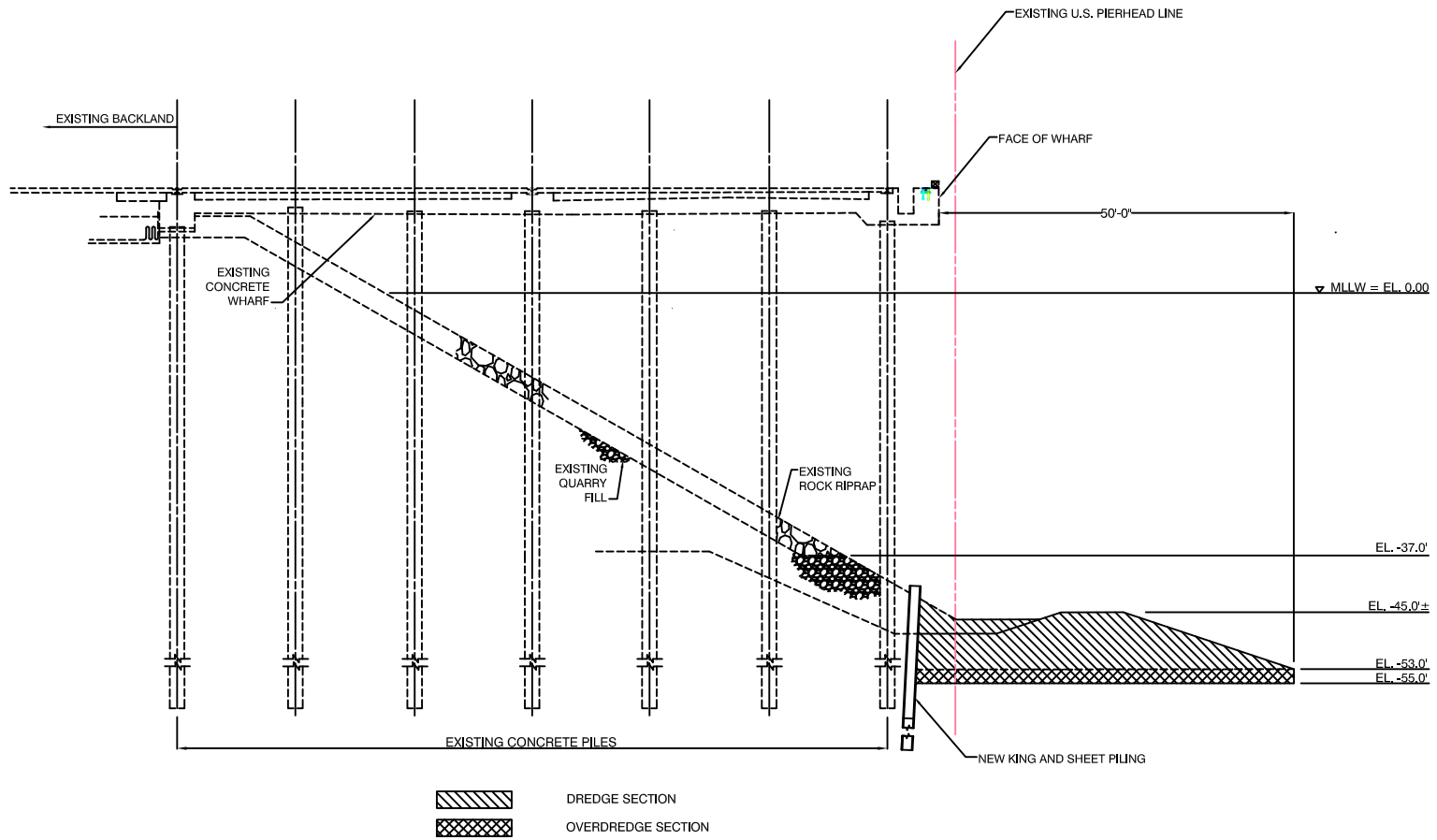


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**Figure 2-7**  
**Proposed Site Plan**  
**Berths 212-224 [YTI] Container Terminal Improvements Project**







1 total depth of -49 feet MLLW). Dredging would require the removal of approximately  
2 6,000 cy of sediment. Sheet piles would be installed approximately 15 feet below the  
3 mudline and across approximately 1,200 linear feet along the berth (Figure 2-9).

4 All of the dredged material, approximately 27,000 cubic yards, would be disposed of at  
5 an approved site, which may include LA-2, the Berths 243–245 CDF, or another  
6 approved location. A sediment characterization study was performed at Berths 212–224  
7 in 2013 to determine the suitability of sediments from the proposed dredge footprint for  
8 unconfined aquatic disposal (AMEC 2013). Testing indicated that the majority of  
9 sediments within the Berths 212–224 footprint complied with the chemistry, toxicity, and  
10 bioaccumulation suitability requirements for ocean disposal (Title 40 CFR Parts 220–  
11 228), with some higher levels associated with unconsolidated surface (top-layer)  
12 sediments at Berths 214–216. Therefore, the majority of dredged material (21,800 cubic  
13 yards) would be suitable for placement at the LA-2 Ocean Dredged Material Disposal  
14 Site, and approximately two feet of surface sediments from Berths 214–216 (5,200 cubic  
15 yards) would be placed within the Berth 243–245 CDF.

## 16 Crane Extension/Replacement

17 Currently there are 10 operating cranes (14 cranes total) at the terminal. Under the  
18 proposed Project, there would be up to 14 operating cranes and two non-operating cranes.  
19 The proposed Project includes raising and increasing the outreach of some of the existing  
20 wharf cranes and replacing some existing cranes with super post-Panamax cranes<sup>5</sup>. The  
21 four existing largest super post-Panamax cranes (cranes 5–8) would remain and would  
22 not be modified. Up to six existing cranes (cranes 1–4 and 9–10) would be raised, and  
23 the booms would be extended to match the size of the four largest cranes (197 feet) to  
24 accommodate loading and unloading of 22-container-wide cargo vessels. A maximum of  
25 four new super post-Panamax cranes would be added to replace smaller cranes at the YTI  
26 Terminal. The existing non-operating cranes (cranes 11–12) would be moved to the far  
27 end of Berths 217–220 and stored for non-use. Additionally, the existing non-operating  
28 cranes owned by the Port (cranes P18–P19) would be relocated off site. Table 2-3  
29 summarizes the proposed modifications to the cranes at the terminal. The crane locations  
30 identified on Table 2-3 are reasonably likely locations that have been assumed for the  
31 purposes of performing a visual analysis; however, the cranes are designed to move along  
32 the wharves and would be located where needed to efficiently load and unload vessels.

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<sup>5</sup> Super post-Panamax refers to the largest modern container cranes that are used for vessels of about 22 or more containers wide (too large/wide to pass through the Panama Canal), and can weigh 1600–2000 metric tons. Currently, the Panama Canal can only handle vessels up to about 5,000 TEUs, and after the expansion (to be operational in 2015) it will be able to handle vessels of cargo capacity up to 13,000 TEUs.

**Table 2-3: YTI Terminal Proposed Crane Modifications and Replacements**

Crane Number	Existing		Proposed	
	Maximum Outreach	Containers Wide	Maximum Outreach	Containers Wide
1	153'	17	197'	22
2	153'	17	197'	22
3	180'	20	197'	22
4	180'	20	197'	22
5	197'	22	197'	22
6	197'	22	197'	22
7	197'	22	197'	22
8	197'	22	197'	22
9	145'	16	197'	22
10	145'	16	197'	22
11*	145'	16	145'*	16
12*	145'	16	145'*	16
P18*	110' 3"	13	N/A	N/A
P19*	110' 3"	13	N/A	N/A
New	N/A	N/A	197'	22
New	N/A	N/A	197'	22
New	N/A	N/A	197'	22
New	N/A	N/A	197'	22

Note:  
 \* Non-operating crane

1  
 2  
 3  
 4  
 5  
 6  
 7  
 8  
 9  
 10

**Extension of Wharf Crane Rail**

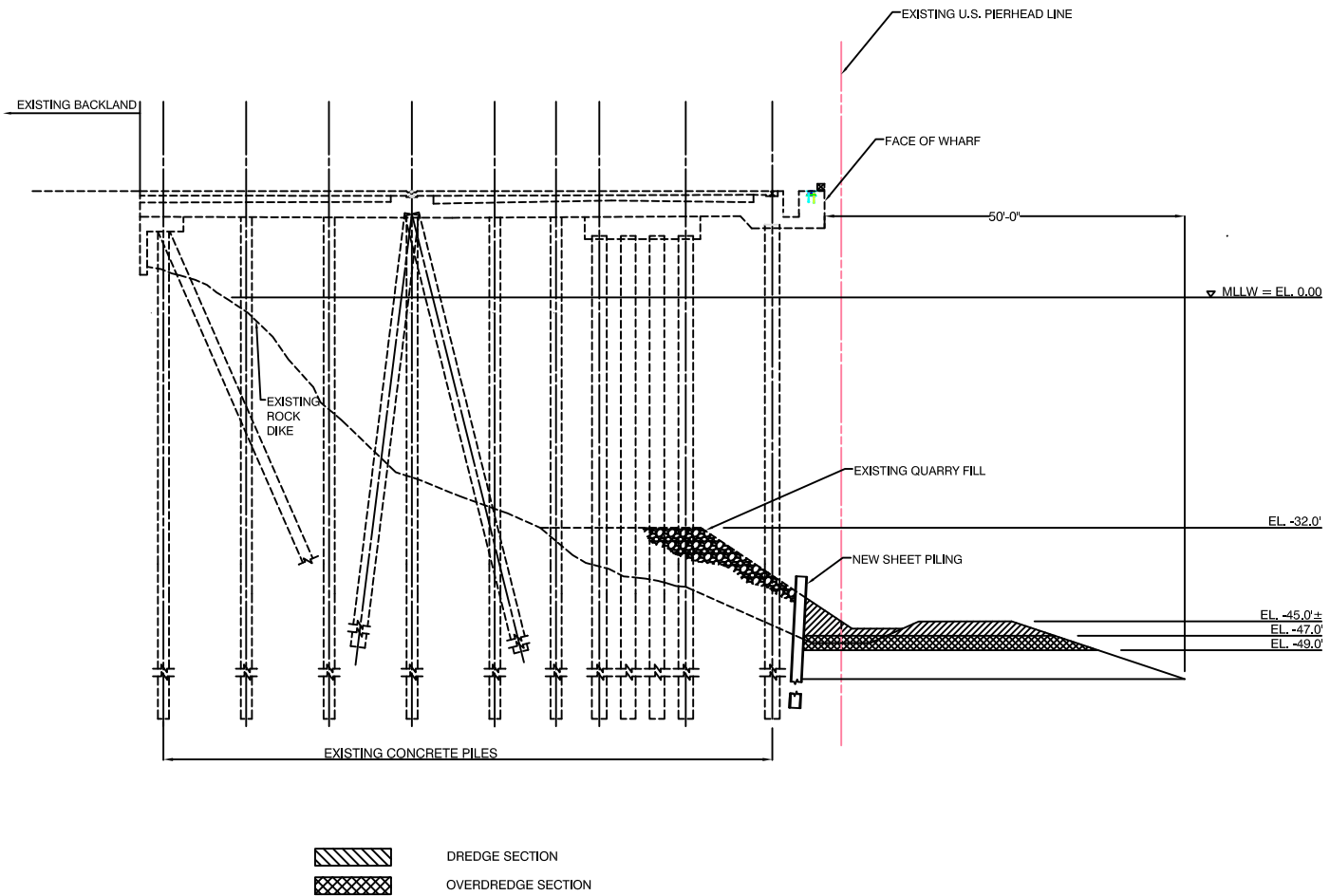
The existing 100-foot gauge landside crane rail at Berths 212–216 would be extended by approximately 1,500 feet to accommodate existing and new 100-foot gauge cranes at Berths 217–220. Approximately 1,500 linear feet of existing 1,000 amp crane bus bar<sup>6</sup> would be replaced with a new 1,500 amp system to provide power to the 100-foot gauge cranes.

**Backland Improvements**

Backland improvements would occur on approximately 160 acres of the 185-acre terminal and would consist of ground repairs and maintenance activities involving slurry

<sup>6</sup> A bus bar is a strip or bar of copper, brass, or aluminum that conducts electricity. At the YTI Terminal, a bus bar extends along the water-side edge of the wharf to conduct electricity for the gantry cranes that move up and down the wharf, and is protected from accidental contact by a metal enclosure.







1 sealing<sup>7</sup>, deep cold planing<sup>8</sup>, asphalt concrete overlay, construction of approximately  
2 5,600 linear feet of concrete runways for RTG cranes, restriping, and possible  
3 removal/relocation/modification of underground conduits and pipes, as needed to  
4 accommodate the repairs.

### 5 **TICTF Improvements**

6 Expansion of the TICTF on-dock rail would include the addition of a single 3,200-linear-  
7 foot operational rail loading track, including two turnouts, and reconstruction of a portion  
8 of the container terminal backlands to accommodate the rail expansion. These  
9 improvements would involve grading, paving, lighting, drainage, utility  
10 relocation/modifications, striping, relocation of an existing fence, and third-party utility  
11 modifications, relocations, or removals, as needed. The relocation of the fence would  
12 move approximately five acres from the YTI Terminal backlands to the TICTF.

### 13 **2.6.1.3 Project Construction Phasing and Schedule**

14 The proposed Project would be constructed in two phases: Phase I is expected to take  
15 approximately 12 months beginning in mid-2015, and Phase II is expected to take  
16 approximately 10 months beginning in mid-2016. During Phase I of construction, Berths  
17 212–213 and Berths 214–216 would remain in operation. During Phase II of  
18 construction, Berths 212–213 and the newly improved Berths 217–220 would be in  
19 operation. Table 2-4 shows the estimated construction phasing and schedule. In order to  
20 ensure that peak construction emissions are estimated, the schedule assumes that all of  
21 the work on the cranes to be modified and replaced would take place during the 22-month  
22 construction period. It is possible that some of the cranes would not be modified or  
23 replaced until a later date.

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<sup>7</sup> Slurry seal is a mix blend of crushed aggregates, asphalt emulsion, water, and mineral fillers mixed together and applied to an existing surface, such as surface treatment or pavements, as a means of preventative maintenance. It reduces deterioration by sealing and preventing further oxidization.

<sup>8</sup> Cold planing refers to the removal of the surface of the existing pavement to the desired depth, with specially designed equipment to restore the pavement surface to a specified grade.

**Table 2-4: Estimated Construction Phasing and Schedule**

Phase	Months																					
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22
<b>Phase I: Berths 217–220 Dredging and Pile Installation, Crane Rail Extension, TICTF Expansion, Backland Improvements</b>																						
Mobilization/Prep/Coordination	█																					
Sheet Pile Installation				█	█	█	█	█														
Dredging: Ocean Disposal <sup>1</sup>								█														
Dredging: Upland Disposal <sup>1</sup>								█														
Crane Rail Extension		█	█	█																		
LAHD Crane Relocation			█																			
YTI Crane Relocation/Realignment								█														
New Crane Delivery								█	█	█	█	█	█	█								
Crane Height Raising and Boom Ext								█	█	█	█	█	█	█								
Concrete Runway		█																				
Cold Plane and Asphalt Concrete Overlay			█																			
Slurry Seal				█																		
Striping			█	█																		
TICTF Expansion								█	█	█	█											
<b>Phase II: Berths 214–216 Dredging and Pile Installation, Backland Improvements</b>																						
Sheet and King Pile Installation											█	█	█	█	█	█	█					
Dredging: Ocean Disposal <sup>1</sup>																	█	█				
Dredging: Upland Disposal <sup>1</sup>																						
Slurry Seal										█												
Striping																		█	█			
Final Inspection/Project Closeout																				█	█	█

Note:

<sup>1</sup> Options for either ocean disposal or upland disposal are mutually exclusive, and will be determined following sediment quality is analysis.

## 1    **2.6.2    Proposed Project Operations**

### 2    **2.6.2.1    Lease Amendment**

3           As part of the proposed Project, YTI would exercise the option to extend its lease for an  
4           additional ten-year period to 2026. The option to extend the term of the lease is included  
5           in YTI’s current Permit No. 692. Therefore, no permit amendment would be required for  
6           exercising this option. However, all mitigation measures and standard conditions  
7           included in this document for which YTI is responsible would be incorporated into  
8           Permit No. 692 through a lease amendment and compliance would be enforced through  
9           the lease.

### 10   **2.6.2.2    Terminal Operations**

11           The YTI Terminal would continue operating using “traditional” methods, as occurs under  
12           existing conditions. At this time, no foreseeable changes in the type of operations, such  
13           as terminal automation, are expected through 2026.

#### 14           **Anticipated Throughput**

15           The proposed Project would improve the container-handling efficiency of the existing  
16           YTI Terminal at the Port to accommodate the projected fleet mix of larger container  
17           vessels (up to 13,000 TEUs) that are anticipated to call at the YTI Terminal through  
18           2026. The proposed Project would increase the throughput capacity of the YTI Terminal  
19           from 1,692,000 TEUs to 1,913,000 TEUs annually. Analysis of the impacts in this  
20           EIS/EIR assumes the maximum capacity to represent the worst-case scenario and ensure  
21           that all potential environmental impacts are identified and mitigated if necessary.  
22           Therefore, this Draft EIS/EIR appropriately accounts for projected growth at the terminal  
23           up to its physical capacity limitations of the terminal to represent a worst-case scenario  
24           and to ensure all potential environmental impacts are disclosed. This EIS/EIR analyzes  
25           the proposed Project at capacity in 2026 with the throughput ramping up in interim study  
26           years (2015, 2017, and 2020) as presented in Table 2-1. The actual throughput levels for  
27           the proposed Project may be lower than the projected throughput at capacity as analyzed  
28           in this document due to market conditions.

#### 29           **Ship Operations**

30           Currently, the terminal can service up to three smaller vessels concurrently at the two  
31           operating berths. After construction of the proposed Project, up to two larger vessels and  
32           one smaller vessel could be berthed at the terminal at the same time. At the throughput  
33           capacity of approximately 1,913,000 TEUs, the terminal is anticipated to receive 206 ship  
34           calls by 2026, along with associated tugboats.

#### 35           **Rail Operations**

36           Under the proposed Project, the volume of cargo passing through YTI’s portion of the  
37           TICTF on-dock railyard is expected to increase from 347,405 TEUs in 2012 to 669,550  
38           TEUs by 2026. The additional 3,200-foot rail track would increase the capacity of the  
39           YTI portion of TICTF from 567,000 TEUs to 680,400 TEUs, providing sufficient  
40           capacity to handle the full amount of anticipated demand for on-dock rail facilities  
41           associated with maximum terminal throughput. The percentage of terminal throughput

1 that would be handled by on-dock rail is expected to remain at 35%. Loading, unloading,  
2 and hauling of rail cars would occur as it does under existing conditions.

3 In addition to transportation of cargo by on-dock rail, draying of containers to near- and  
4 off-dock facilities would continue to occur under the proposed Project, just as it occurs  
5 under existing conditions. Generally, trains are composed of containers that are all  
6 destined for one location. Where there is not a sufficient number of containers destined  
7 for the same location to make up a train, those containers are hauled to near- and off-dock  
8 facilities to be grouped with containers from other terminals bound for that same  
9 destination. Trucks would haul those containers on public highways to and from off-  
10 dock railyards, including the UP Carson ICTF, the BNSF Hobart Yard in Vernon, the UP  
11 East Los Angeles Yard, and the proposed BNSF Southern California International  
12 Gateway. Local and national (long-haul trips) containers would be hauled to and from  
13 the terminal gates by trucks.

### 14 **Truck Operations**

15 Based on the anticipated mode splits for the proposed Project, the throughput capacity of  
16 1,913,000 TEUs in 2026 would require a total of 4,470 peak daily and 1,236,402 annual  
17 truck trips. Of the approximately 1,243,450 TEUs transported by trucks in 2026,  
18 approximately 95,650 TEUs (approximately 5 percent) would be intermodal cargo  
19 trucked to off-dock railyards.

### 20 **Cargo-handling Equipment**

21 The existing types of cargo handling yard equipment are not expected to change as part  
22 of the proposed Project. As throughput increases, equipment may be added. In addition,  
23 yard equipment would be replaced or modified as needed to comply with CARB  
24 requirements as new requirements take effect.

### 25 **Terminal Operating Hours**

26 The terminal operating hours are not expected to change from existing conditions. The  
27 number of employees working at the terminal is expected to increase from a peak daily  
28 total of 533 in 2012 to approximately 845 in 2026. The terminal is run as a continuous  
29 operation, in which more employees are hired to supplement operations as needed.

## 30 **2.7 Analysis Baselines**

31 To determine significance, impacts expected to result from implementation of the  
32 proposed Project and each alternative are compared to a baseline condition. The  
33 difference between the conditions expected with the proposed Project or alternative and  
34 the baseline level is then compared to a threshold to determine if the difference between  
35 the two is significant. As discussed in Section 1.6.5, the NEPA lead agency and CEQA  
36 lead agency are using different baselines against which to determine significance.

37 The baselines used to analyze the impacts of the proposed Project and alternatives are  
38 described below. The NEPA baseline changes over time in response to increases or  
39 decreases in activity or other factors that would or could occur at the proposed project  
40 site absent federal action, in this case the issuance of a USACE permit. The CEQA  
41 baseline represents a fixed point in time, reflecting conditions that occurred in the

1 baseline year of January 2012 to December 2012. The fundamental difference between  
2 how the CEQA baseline is characterized and how the NEPA baseline is characterized is  
3 described below. Given that the baselines are different, review under NEPA and CEQA  
4 could reach different conclusions concerning impacts at a given point in time from the  
5 same proposed project activity.

## 6 **2.7.1 CEQA Baseline**

7 CEQA provides for an EIR to assess the significance of a project's impacts in comparison  
8 to a baseline that consists of the existing physical environmental conditions at and near  
9 the project site. Baseline conditions are normally, but not always, measured at the time  
10 of commencement of environmental review of the proposed project. CEQA Guidelines,  
11 Section 15125, subdivision (a), provides:

12 An EIR must include a description of the physical environmental conditions in the  
13 vicinity of the project, as they exist at the time the notice of preparation is published, or if  
14 no notice of preparation is published, at the time environmental analysis is commenced,  
15 from both a local and regional perspective. This environmental setting will normally  
16 constitute the baseline physical conditions by which a lead agency determines whether an  
17 impact is significant.

18 For this EIS/EIR, the CEQA baseline is the set of conditions that prevailed at the time the  
19 Notice of Preparation (NOP) was published, which was April 2013. The CEQA baseline  
20 takes into account the throughput for the 12-month calendar year preceding April 2013  
21 (January through December 2012) in order to provide a representative characterization of  
22 activity levels throughout the year. A full calendar year is used for the baseline because  
23 throughput can vary from month to month. Using a calendar year for the baseline and  
24 project study year analyses allows an “apples-to-apples” comparison between baseline  
25 and future year conditions. For the 12-month period between January 1 and December  
26 31, 2012, the YTI Terminal encompassed approximately 185 acres under its long-term  
27 lease, supported 14 cranes (10 operating), and handled approximately 996,109 TEUs.  
28 The existing conditions for specific resource areas are described in more detail in Chapter  
29 3.

## 30 **2.7.2 NEPA Baseline**

31 Section 1.5.1 in Chapter 1, Introduction, presents the scope of the NEPA analysis and  
32 rationale for the NEPA baseline. The evaluation of significance under NEPA is defined  
33 by comparing the proposed Project or alternative to the NEPA baseline scenario in future  
34 years. The NEPA baseline is not bound by statute to a “flat” or “no-growth” scenario;  
35 rather, it includes activities that would and are likely to occur absent a federal action,  
36 including increases in operations over the life of a project. In addition, the NEPA  
37 baseline also could include improvements that require a CEQA action, such as backland  
38 improvements that do not result in impacts to waters of the United States.

39 The NEPA baseline would not include any new dredging or installation of king piles or  
40 sheet piles, transport or disposal of dredged material, or installation and operation of  
41 additional cranes. Additionally, although expansion of the TICTF could occur without a  
42 federal permit, it would not occur absent a federal permit. This is because the additional  
43 operational rail track would be constructed under the proposed Project to accommodate  
44 peak increases in throughput resulting from the ability of the terminal to service larger

1 ships. Larger ships could only be serviced if improvements requiring a federal permit,  
 2 primarily deepening of the berths, occur. Therefore, there would be no reason to expand  
 3 the TICTF without a federal permit. Under the NEPA baseline scenario, the existing  
 4 lease would remain in place and operations would continue and would increase over time  
 5 up to the terminal's existing capacity based on future growth estimates. Under the NEPA  
 6 baseline, up to 1,692,000 TEUs could be handled at the YTI Terminal by 2026 without  
 7 any federal action. Because the NEPA baseline is dynamic, it includes increasing levels  
 8 of terminal operations for each study year over time as shown in Table 2-5 below.

**Table 2-5: Terminal Throughput for NEPA Baseline Study Years**

Baseline Study Year	Throughput (TEUs)
2015	1,230,126
2016	1,276,816
2017	1,306,611
2020	1,430,376
2026	1,692,000

9  
 10 The NEPA baseline assumes implementation of existing and future Port-wide CAAP  
 11 measures and that mitigation measures identified as part of any separate CEQA action  
 12 would be applied. Any mitigation measures under the No Federal Action alternative  
 13 would be required and enforced by LAHD because USACE would not have legal  
 14 authority to require or enforce mitigation in the absence of a federal permit.

## 15 2.8 Federal Scope of Analysis

16 In general, the scope of federal review for evaluating the potential impacts of a proposed  
 17 project is focused on those aspects of the project that affect federal agency jurisdiction.  
 18 USACE has jurisdiction over activities affecting navigable waters and other waters of the  
 19 United States, as well as any transport of dredged material for the purpose of ocean  
 20 disposal.

21 As presented in Section 1.5.1, under federal law, “the District Engineer should establish  
 22 the scope of the NEPA document to address the impacts of the specific activity requiring  
 23 the Department of the Army (DA) permit and those portions of the entire project over  
 24 which the District Engineer has sufficient control and responsibility to warrant Federal  
 25 review” (33 CFR Part 325, Appendix B).

26 USACE regulations also identify four factors to be considered in determining “sufficient  
 27 control and responsibility,” which include:

- 28 1) whether or not the regulated activity represents merely a link in a corridor-type  
 29 project;
- 30 2) whether there are aspects of the upland facility in the immediate vicinity of the  
 31 regulated activity that affect the location and configuration of the regulated activity;
- 32 3) the extent to which the entire project would be within USACE jurisdiction; and
- 33 4) the extent of cumulative federal control and responsibility.



1 With respect to the first factor, the proposed Project is a container terminal improvement  
2 project, which consists of dredging, wharf improvements, overwater cranes, backlands,  
3 and rail infrastructure. Thus, it is not “merely a link” in a corridor-type project, such as a  
4 highway or a utility line crossing.

5 Considering the second factor, as the YTI Terminal is an existing container terminal in  
6 the Port, there is a physical link between the upland container yard/backlands and the  
7 adjacent wharves and associated cranes in and over waters of the United States that  
8 support YTI’s operations. While this factor might suggest expanding the scope of  
9 analysis to include the upland container yard/backlands, the existing YTI Terminal is a  
10 fully functioning container terminal that has been operating at this location for many  
11 years, and, as such, many of the upland/backland impacts that would or could occur at the  
12 site under the proposed Project represent non-jurisdictional activities or operations and  
13 the resultant impacts could occur regardless of whether USACE’s regulated activities, as  
14 proposed, are authorized.

15 In evaluating the third factor, the extent of waters of the United States that would be  
16 affected by the proposed Project represents a relatively small portion of the  
17 approximately 185-acre proposed project area. The proposed dredging at Berths 214–216  
18 would impact approximately 70,000 square feet and the dredging at Berths 217–220  
19 would impact approximately 60,000 square feet of navigable waters of the United States.

20 For the fourth factor, other than the requirement to obtain the USACE permit, there is no  
21 other federal involvement on this site that would warrant broadening the federal scope of  
22 analysis, such as use, transfer, or sale of federal property; federal funding including cost  
23 sharing, guarantee, or financial assistance; or impact to federally listed historic resources,  
24 threatened or endangered species, designated critical habitat, or other federally  
25 recognized natural resources. There is also no other federal agency that controls the  
26 environmental effects of land development on the upland portions of the proposed project  
27 area, and state and local regulations would control the design of the proposed Project.  
28 Further, the federal and non-federal portions of the proposed Project could take place  
29 independently of each other. In summary, the environmental consequences of the whole  
30 proposed Project would not be essentially products of the federal action. Rather, they  
31 would be primarily the product of non-federal interest and designs.

32 Based on USACE regulations, including the four factors at 33 CFR 325, Appendix B, the  
33 appropriate scope of analysis for the federal action consists of permanent and temporary,  
34 direct and indirect impacts to waters of the United States associated with dredging,  
35 dredged material disposal, installation of subsurface king piles and sheet piles, wharf  
36 improvements, crane extension and/or replacement, and construction-related activities in  
37 uplands within the scope of federal control that would take place within 100 feet of the  
38 water’s edge and are required to complete work and structures in waters of the United  
39 States, such as extension of the 100-foot crane rail (i.e., actions directly traceable to the  
40 proposed in/over/under water work and structures). Figure 2-10 shows the USACE  
41 permit area considered in the federal scope of analysis.

42 Based on the information provided by the proposed project proponent, USACE has also  
43 identified potentially significant cumulative impacts that would occur in conjunction with  
44 the proposed Project (i.e., federal and non-federal, past, present, and reasonably  
45 foreseeable projects in the vicinity of the Port). Therefore, USACE is preparing an EIS  
46 for the proposed Project and its alternatives. While operational impacts in the uplands

1 would occur outside the jurisdiction and permit authority of USACE, NEPA requires  
2 USACE to disclose potentially significant direct, indirect, and cumulative impacts  
3 occurring as a result of a proposed permit action. Significance of the proposed Project or  
4 alternative under NEPA is defined by comparing the impacts of the proposed Project or  
5 alternative to the NEPA baseline (i.e., increment). This represents the incremental  
6 difference between implementation of the proposed Project or alternative and the future  
7 conditions that are likely to occur without federal action, in this case, the issuance of the  
8 USACE permit. The USACE permit decision would focus on direct impacts to the  
9 aquatic environment.

## 10 **2.9 Alternatives**

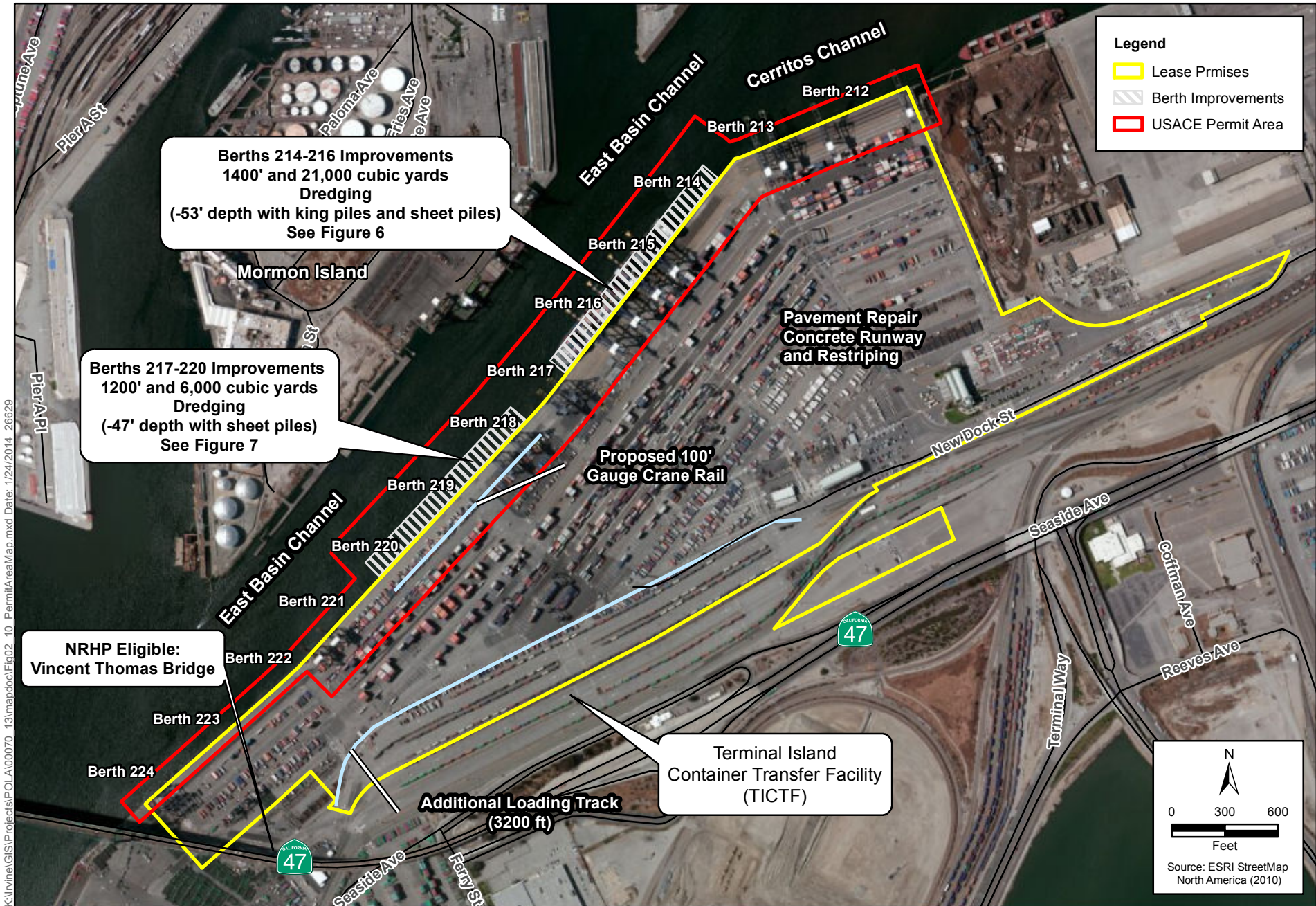
### 11 **2.9.1 Alternatives Evaluated in this Draft EIS/EIR**

12 This document evaluates a reasonable range of alternatives to the proposed Project. The  
13 identification by LAHD and USACE of a reasonable range of alternatives is informed by  
14 legal mandates of LAHD and USACE. The Port is one of only five locations in the state  
15 identified in the Coastal Act (PRC Sections 30700 and 30701) for the purposes of  
16 international maritime commerce. These mandates identify the Port and its facilities as a  
17 primary economic/coastal resource of the state and an essential element of the national  
18 maritime industry for promotion of commerce, navigation, fisheries, and operations of a  
19 harbor. Activities at Port terminals typically include impacts to water, and LAHD is  
20 required to give highest priority to safe navigation, shipping and necessary support, and  
21 access facilities to accommodate the demands of foreign and domestic waterborne  
22 commerce. Based on existing demand and capacity limitations on industrial Port uses  
23 and Public Trust purposes, all or most of the industrial facilities adjacent to deep water  
24 are needed to accommodate maritime commerce, specifically containerized cargo over  
25 the long term.

26 In addition to the proposed Project, six alternatives were considered during the  
27 preparation of this Draft EIS/EIR. Of these, three (in addition to the proposed Project)  
28 have been carried forward for detailed co-equal analysis in Chapter 3, Environmental  
29 Analysis.

30 This section first presents a description of the three alternatives that are carried forward in  
31 the detailed impact analysis, and then describes the remaining alternatives that were  
32 considered but eliminated from further discussion (including the rationale for the  
33 decisions to eliminate the alternatives from detailed analysis). Table 2-6 provides a  
34 summary of the quantitative differences in the construction, operation, and vessel sizes of  
35 the proposed Project and each of the alternatives in 2026.

36 A more detailed description of each alternative, along with a general discussion of how  
37 the characteristics of the alternative would result in impacts different from those of the  
38 proposed Project, is provided.



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**Figure 2-10**  
**Permit Area Map**  
**Berths 212-224 [YTI] Container Terminal Improvements Project**



**Table 2-6: Summary of Proposed Project and Alternatives**

	CEQA Baseline (January– December 2012)	Proposed Project (2026)	Alt. 1: CEQA No Project (2026)	Alt. 2: No Federal Action/ NEPA Baseline (2026)	Alt. 3: Reduced Project (2026)
Annual TEUs	996,109	1,913,000	1,692,000	1,692,000	1,913,000
Annual Ship Calls	162	206	206	206	232
24-hour Peak Day Ship Calls	3	4	4	4	5
Operating Cranes	10	14	10	10	14
Total Dredging (cy)	0	27,000	0	0	6,000
<b>Maximum Vessel Size</b>					
Berths 212–213	6,500	6,500	6,500	6,500	6,500
Berths 214–216	8,500	13,000	8,500	8,500	8,500
Berths 217–220	N/A	11,000	N/A	N/A	11,000

1

2 **2.9.1.1 Alternative 1 – No Project**

3 Alternative 1 is a CEQA-only alternative. The No Project alternative is not evaluated  
 4 under NEPA because NEPA requires an evaluation of the No Federal Action alternative  
 5 (see Section 2.9.1.2). Section 15126.6(e) of the State CEQA Guidelines requires the  
 6 analysis of a no-project alternative. This no-project analysis must discuss the existing  
 7 conditions as well as what would be reasonably expected to occur in the foreseeable  
 8 future if the proposed Project is not approved. Because the proposed Project is a  
 9 development project, Section 15126.6(e)(3)(B) of the State CEQA Guidelines is directly  
 10 applicable to the proposed Project:

11 If the project is...a development project on an identifiable property, the “no project”  
 12 alternative is the circumstance under which the project does not proceed. Here the discussion  
 13 would compare the environmental effects of the property remaining in its existing state  
 14 against environmental effects that would occur if the project is approved. If disapproval of  
 15 the project under consideration would result in predictable actions by others, such as the  
 16 proposal of some other project, this “no project” consequence should be discussed. In certain  
 17 instances, the “no project” alternative means “no build” wherein the existing environmental  
 18 setting is maintained. However, where failure to proceed with the project will not result in  
 19 preservation of existing environmental conditions, the analysis should identify the practical  
 20 result of the project’s non-approval and not create and analyze a set of artificial assumptions  
 21 that would be required to preserve the existing physical environment.

22 Under Alternative 1, none of the proposed construction activities would occur in water or  
 23 in water-side or backland areas. LAHD would not implement any terminal  
 24 improvements. No new cranes would be added and no dredging would occur. The No  
 25 Project Alternative would not include the 100-foot gauge crane rail extension, expansion  
 26 of the TICTF on-dock rail yard, or backland repairs.

27 The No Project Alternative would not preclude future improvements to the YTI  
 28 Terminal; however, any change in use or new improvements with the potential to

1 significantly impact the environment would need to be analyzed in a separate  
2 environmental document in accordance with CEQA and/or NEPA.

3 Under the No Project Alternative, the existing YTI Terminal would continue to operate as  
4 an approximately 185-acre container terminal. Based on the throughput projections for  
5 the Port, the YTI Terminal is expected to operate at its capacity of approximately  
6 1,692,000 TEUs in 2026. AMP facilities have been installed and are currently in use at  
7 Berths 212–213 and 214–216.

8 Any future legally enacted Port-wide environmental program, such as tariff change to  
9 support the CAAP measure, would be applied to the No Project Alternative, although  
10 generally applicable tariff changes that conflict with the terms of an individual operating  
11 lease would not apply.

12 In addition, any adopted rules or regulations, such as from SCAQMD or other regulatory  
13 agencies, would be applied to the No Project Alternative.

### 14 **2.9.1.2 Alternative 2 – No Federal Action**

15 Alternative 2 is a NEPA-required no action alternative. This alternative includes the  
16 activities that would occur absent a USACE permit, and could include improvements that  
17 require a local permit. Absent a USACE permit, no dredging, dredged material disposal,  
18 in-water pile installation, or crane installation/extension would occur. Although the  
19 TICTF expansion could occur absent a USACE permit, it would not occur absent such a  
20 permit, because the additional rail track would be facilitated by peak throughput increases  
21 that would result from the ability of the terminal to handle larger ships under the  
22 proposed Project. The ability to handle larger ships would be facilitated by activities that  
23 require a USACE permit (dredging, in-water pile driving, and crane extension).  
24 Therefore, without the activities that allow the terminal to service larger ships, there  
25 would be no need to expand the TICTF. The No Federal Action alternative includes only  
26 backlands improvements consisting of slurry sealing, deep cold planing, asphalt concrete  
27 overlay, restriping, and removal, relocation, or modification of any underground conduits  
28 and pipes necessary to complete the repairs. These activities would not change the  
29 capacity of the existing terminal.

30 The site would continue to operate as an approximately 185-acre container terminal  
31 where cargo containers are loaded to/from vessels, temporarily stored on backlands, and  
32 transferred to/from trucks or on-dock rail. Based on the throughput projections, the YTI  
33 Terminal is expected to operate at its capacity of approximately 1,692,000 TEUs by  
34 2026. AMP facilities have been installed and are currently in use at Berths 212–213 and  
35 214–216.

36 Any future legally enacted Port-wide environmental program, such as tariff change to  
37 support the CAAP measure, would be applied to the No Federal Action alternative,  
38 although generally applicable tariff changes that conflict with the terms of an individual  
39 operating lease would not apply.

40 In addition, any adopted rules and regulations, such as from SCAQMD or other  
41 regulatory agencies, would be applied to the No Federal Action alternative.

### 2.9.1.3 Alternative 3 – Reduced Project: Improve Berths 217–220 Only

This alternative includes improving Berths 217–220 and expanding the TICTF on-dock rail facility. This alternative does not include dredging and pile driving at Berths 214–216. The following components of the proposed Project would remain unchanged under the Reduced Project Alternative:

- modifying up to six existing cranes;
- replacing up to four existing non-operating cranes;
- 6,000 cy of dredging from a depth of -45 to -47 feet MLLW (with an additional two feet of overdredge depth, for a total depth of -49 feet MLLW), and installing 1,200 linear feet of sheet piles and king piles to support and stabilize the existing wharf structure at Berths 217–220;
- disposing of dredged material at LA-2, the Berths 243–245 CDF, or another approved upland location;
- extending the existing 100-foot gauge landside crane rail through Berths 217–220;
- performing ground repairs and maintenance activities in the backlands area; and
- expanding the TICTF on-dock rail by adding a single loading track.

Under this alternative, there would be three operating berths after construction, similar to the proposed Project, but Berths 214–216 would remain at their existing depth. This alternative would require less dredging (by approximately 21,000 cy) and pile driving and a shorter construction period than the proposed Project. Based on the throughput projections, this alternative is expected to operate at its capacity of approximately 1,913,000 TEUs by 2026, similar to the proposed Project. However, while the terminal could handle similar levels of cargo, the reduced project alternative would not achieve the same level of efficient operations as achieved by the proposed Project. This alternative would not accommodate the largest vessels (13,000 TEUs). The depth achieved at Berths 217–220 would only be capable of handling vessels up to 11,000 TEUs, requiring additional vessels to call on the terminal to meet future growth projections up to the capacity of the terminal. Therefore, under this alternative, 232 vessels would call on the terminal in 2020 and 2026, compared to 206 vessels for the proposed Project. Additionally, because of the higher number of annual vessel calls, this alternative would result in a maximum of five peak day ship calls (over a 24-hour period) compared to four for the proposed Project.

## 2.9.2 Alternatives Considered but not Further Evaluated

An EIS/EIR must briefly describe the rationale for selection and rejection of alternatives. The lead agencies may make an initial determination as to which alternatives are ostensibly feasible and therefore merit in-depth consideration, and which are infeasible. Alternatives that are remote or speculative, or the effects of which cannot be reasonably predicted, need not be considered (CEQA Guidelines, Section 15126(f)(2); CEQ Regulations for Implementing NEPA, Section 1502.14(a)). Under CEQA, alternatives

1 may be eliminated from detailed consideration in the EIR if they fail to meet most of the  
2 project objectives, are infeasible, or would not avoid or substantially reduce any  
3 significant environmental effects (CEQA Guidelines, Section 15126.6(c)). A number of  
4 alternatives were considered based on comments received on the NOP/NOI and during  
5 preparation of this Draft EIS/EIR, but were eliminated from further discussion and  
6 detailed, co-equal analysis. These alternatives are described below along with an  
7 explanation of the rationale leading to their exclusion from further analysis. Alternatives  
8 considered but eliminated from further evaluation include the following:

- 9       ▪ Reduced Project: Improve Berths 214–216 Only
- 10       ▪ Reduced Project: 12 Operational Cranes
- 11       ▪ Proposed Project with Expanded On-Dock Rail

### 12 **2.9.2.1 Reduced Project: Improve Berths 214–216 Only**

13 Under this alternative, dredging and associated pile driving would only occur at Berths  
14 214–216. There would be no improvements to Berths 217–220 and it would not become  
15 operational. This alternative would result in two operational berths, as currently exists at  
16 the terminal. There would be no crane replacements or modifications at Berths 217–220  
17 and no dredging or king/sheet piling improvements would occur at Berths 217–220. The  
18 100-foot gauge landside crane rail would not be extended at Berths 217–220. Although  
19 Berths 214–216 would be deep enough to accommodate ships up to 13,000 TEUs,  
20 expansion of the TICTF would not take place because, with only two operating berths,  
21 the peak throughput could be efficiently handled by the existing TICTF capacity.  
22 Backlands improvements consisting of routine ground repair and maintenance would  
23 occur, similar to the proposed Project.

24 This alternative was eliminated from further consideration due to operational infeasibility  
25 for the terminal. In order to construct the improvements at Berths 214–216, operation of  
26 the berth would cease for a period of approximately 10 months. This would leave YTI  
27 with only one operating berth (Berths 212–213) for the duration of construction. The  
28 single remaining berth, Berths 212–213, could not accommodate the ships currently  
29 calling at Berths 214–216, and this business would be lost for the 11-month construction  
30 period and potentially longer because the shipping lines would deploy the vessels  
31 elsewhere. This situation would not occur under the proposed Project because  
32 improvements to Berths 217–220 would occur first, allowing for that berth to become  
33 operational at the same time that Berths 214–216 are taken out of service for  
34 construction. This would then enable construction to occur at Berths 214–216 without  
35 substantially disrupting the terminal operations.

36 Also, this alternative would not achieve the overall proposed project objective of  
37 optimizing the container-handling efficiency and capacity of the terminal. Dredging at  
38 both Berths 214–216 and 217–220 is needed to accommodate the fleet mix expected to  
39 call at the terminal through 2026. Accordingly, this alternative is eliminated from further  
40 consideration in this Draft EIS/EIR.

### 41 **2.9.2.2 Reduced Project: 12 Operational Cranes**

42 This alternative would increase the number of operational cranes from 10 operational  
43 cranes under existing conditions to 12 operational cranes under this alternative (compared  
44 with 14 operational cranes under the proposed Project). All other proposed project



1 elements, including the dredging and piling improvements at Berths 214–216 and Berths  
2 217–220, the modification or replacement of eight cranes, the crane rail extension, and  
3 the backland and TICTF improvements, would occur, similar to the proposed Project.

4 This alternative was eliminated from further consideration because it would not  
5 substantially reduce significant adverse impacts compared to the proposed Project.  
6 Delivery of two new cranes to replace non-operational cranes instead of delivery of four  
7 new cranes to replace non-operational cranes would have minimal impacts on  
8 construction-related emissions because delivery of either two or four cranes would be  
9 accomplished with one shipment. The majority of emissions would come from  
10 transporting the cranes to the terminal. All other construction-related impacts would be  
11 identical to the proposed Project. Operationally, there would be minimal reductions in  
12 electricity use with the operation of 12 cranes instead of 14 because electricity use  
13 generally corresponds to the number of hours that equipment is in use, not the number of  
14 physical pieces of equipment that exist at the terminal. Operation of 12 cranes would  
15 result in increased usage of those 12 cranes to handle the same throughput as otherwise  
16 would have been handled by 14 cranes. The capacity and throughput of the terminal  
17 would be the same as under the proposed Project and, therefore, all other operations  
18 would be identical to the proposed Project.

### 19 **2.9.2.3 Proposed Project with Expanded Use of On-Dock Rail**

20 SCAQMD submitted a comment letter on the NOP/NOI for the proposed Project that  
21 suggested a proposed project alternative that would move all cargo throughput increases  
22 above the baseline level of 996,109 TEUs via on-dock rail. This suggested alternative  
23 assumes that all of the components of the proposed Project would occur, in addition to  
24 expanded use of on-dock rail.

25 LAHD's goal is to maximize on-dock rail in accordance with the Port's Rail Policy.  
26 Accordingly, the Port's intermodal capacity and utilization model assumes that the use of  
27 on-dock rail will be maximized. Additional on-dock use beyond the volumes presented  
28 in Section 2.6 is not likely to be achieved.

29 First, there is a physical limit to the capacity of the rail network between the on-dock  
30 yards and the Alameda Corridor, especially for on-dock yards on Terminal Island. Port  
31 rail infrastructure and the rail infrastructure between the marine terminals and the  
32 Alameda Corridor are inadequate to maintain the level of service required to handle  
33 increased cargo volumes.

34 Second, not all intermodal cargo can be placed on trains at on-dock facilities in the  
35 marine terminals. For instance, if there are not enough containers unloaded from a ship  
36 that are going to the same destination to make a full train at an on-dock rail yard, the  
37 containers are sent to a near-dock or off-dock facility to be mixed with containers from  
38 the other marine terminals that are bound for the same destination. This activity is not  
39 performed at an on-dock location to avoid delaying cargo to wait for a full trainload.  
40 Near- and off-dock facilities are more suited to this type of container staging because  
41 their larger size and ability to handle cargo from multiple marine terminals allow for a  
42 greater number of destinations and more frequent schedules. Currently about 25% of  
43 Port-wide cargo throughput passes through on-dock rail facilities and 5% through near-  
44 dock rail facilities. However, the mode split at individual terminals can vary. The YTI  
45 Terminal transports a relatively high percentage of containers via on-dock rail compared

1 to the Port as a whole. Mode splits at the YTI Terminal are presently 35% through the  
2 TICTF and 5% through near-dock rail facilities. This indicates that YTI has already  
3 maximized use of its on-dock rail facilities compared with many other terminals.

4 Third, not all cargo can be transported by rail. The majority of the cargo passing through  
5 the terminals at the Port of Los Angeles is destined for locations that are not served by  
6 rail. Rail infrastructure does not and cannot reach the myriad of local destinations that  
7 can be accessed only by truck, including most warehouses, retail establishments,  
8 construction sites, and other locations where intermodal goods passing through the Port  
9 are delivered. In sum, this alternative is operationally infeasible because maximizing on-  
10 dock rail is already a commitment in the Port's rail policy and the proposed project  
11 analyses assume that the use of on-dock rail would be maximized; intermodal facilities  
12 outside the terminal would be necessary to substantially increase on-dock rail use beyond  
13 the usage estimated for the proposed Project; the mode of transport of containers is based  
14 on the destination or origin of the product being transported, which is dictated by market  
15 demands and is in no way under the control of YTI; and rail infrastructure does not reach  
16 most of the destinations where intermodal goods are delivered. Therefore, this alternative  
17 is eliminated from further consideration in this Draft EIS/EIR.

## 18 **2.10 Relationship to Existing Statutes, Plans,** 19 **Policies, and Other Regulatory** 20 **Requirements**

21 One of the primary purposes of the USACE and LAHD approval processes is to ensure  
22 that the proposed Project or alternative is consistent with applicable statutes, plans,  
23 policies, and other regulatory requirements. Table 2-7 lists the statutes, plans, policies,  
24 and other regulatory requirements applicable to the proposed Project and alternatives.  
25 Additional analysis of plan consistency is contained in individual resource sections of  
26 Chapter 3, Environmental Analysis, and, in particular, in Section 3.9 (Land Use).

**Table 2-7: Consistency with Applicable Plans, Policies, and Regulatory Requirements**

Act/Plan/Policy	Description
California Coastal Act of 1976	<p>The California Coastal Act (20 PRC 30700 et seq.) identifies the Port and its facilities as “one of the state’s primary economic and coastal resources and...an essential element of the national maritime industry” (PRC Section 30701). LAHD is responsible for the modernizing and construction of necessary facilities to accommodate deep-draft vessels and to accommodate the demands of foreign and domestic waterborne commerce and other traditional and water-dependent and related facilities in order to preclude the necessity for developing new ports elsewhere in the state (Sections 30007.5 and 30701(b)). The act also establishes that the highest priority for any water or land area use within LAHD’s jurisdiction will be for developments that are completely dependent on such harbor water areas and/or harbor land areas for their operations (Sections 30001.5(d), 30255, and 31260). The act further provides that LAHD should “[g]ive highest priority to the use of existing land space within harbors for port purposes, including, but not limited to, navigational facilities, shipping industries, and necessary support and access facilities” (Section 30708 (c)).</p> <p>Under the California Coastal Act, water areas may be diked, filled, or dredged when consistent with a certified PMP only for specific purposes, including: (1) construction, deepening, widening, lengthening, or maintenance of ship channel approaches, ship channels, turning basins, berthing areas, and facilities that are required for the safety and the accommodation of commerce and vessels to be served by port facilities; and (2) new or expanded facilities or waterfront land for port-related facilities.</p> <p>In accordance with provisions of the California Coastal Act, LAHD has a certified master plan that provides LAHD with coastal development permit authority for actions/developments consistent with that master plan. Inconsistent items, such as new fills in water, would require a master plan amendment through the California Coastal Commission (CCC). The proposed Project would be consistent with the master plan’s provisions.</p>
Coastal Zone Management Act (CZMA)	<p>Section 307 of the federal CZMA requires that all federal agencies with activities directly affecting the coastal zone, or with development projects within that zone, comply with the state coastal acts (in this case, the California Coastal Act of 1976) to ensure that those activities or projects are consistent to the maximum extent practicable. CCC will use this EIS/EIR when considering whether to find the proposed Project consistent with the California Coastal Act, and USACE will use that approval as a demonstration that the proposed Project would be in compliance with the CZMA.</p>
Port Master Plan	<p>In August 2013, the LAHD Board of Harbor Commissioners approved an update to the PMP, which it intends to serve as a long-range plan to establish policies and guidelines for future use of Port lands within the coastal zone, as required under the California Coastal Act. The YTI Terminal is in Planning Area 3 of the updated PMP: Terminal Island. The plan optimizes cargo-handling operations on Terminal Island while restricting non-cargo and non-water-dependent uses. The proposed Project would be consistent with the updated PMP.</p>
California Coastal Plan	<p>Under provisions of the California Coastal Act, the PMP is incorporated into the City’s Local Coastal Program. LAHD has coastal development permit authority for activities throughout the Port. Therefore, if the proposed Project would be consistent with the PMP, the proposed Project would also be considered consistent with the Local Coastal Program.</p>

**Table 2-7: Consistency with Applicable Plans, Policies, and Regulatory Requirements**

Act/Plan/Policy	Description
California Tidelands Trust Act, 1911	Submerged lands and tidelands within the Port, which are under the Common Law Public Trust, were legislatively granted to the City pursuant to Chapter 656, Statutes of 1911, as amended. Those properties are held in trust by the City and administered by LAHD to promote and develop commerce, navigation, fisheries, and other uses of statewide interest and benefit, including commercial, industrial, and transportation uses; public buildings and public recreational facilities; wildlife habitat; and open space. LAHD would fund the proposed Project with trust revenues. All property and improvements included in the proposed Project would be dedicated to maritime-related uses and would, therefore, be consistent with the trust.
San Pedro Bay Ports Clean Air Action Plan (CAAP)	LAHD, in conjunction with the Port of Long Beach and with guidance from SCAQMD, CARB, and EPA, has developed the CAAP, which was approved by the Los Angeles and Long Beach Boards of Harbor Commissioners on November 20, 2006. The CAAP focuses on reducing diesel PM, NO <sub>x</sub> , and SO <sub>x</sub> , with two main goals: (1) to reduce Port-related air emissions in the interest of public health; and (2) to disconnect cargo growth from emissions increases. The CAAP includes near-term measures implemented largely through the CEQA/NEPA process and new leases at both ports. On April 7, 2010, the Ports of Los Angeles and Long Beach released for public review a proposed, updated document, the 2010 San Pedro Bay Ports Clean Air Action Plan (CAAP Update) that includes new, far-reaching goals for curbing port-related air pollution over the next decade. The proposed Project includes air quality control measures outlined in the CAAP, both as mitigation that would be imposed via a lease amendment and as standard measures that would be implemented through agreements with other agencies and business entities, and LAHD contracting policies.
Port Strategic Plan	The Port of Los Angeles Strategic Plan 2012–2017 (LAHD 2012) serves to align the broad spectrum of activities of the Port with a focused vision—embracing a new economic era and remaining the leading container port in the nation. The Plan provides the high-level areas of focus, with which divisions and staff align their activities, and serves as the roadmap to ensure that the Port remains competitive over the coming years, aptly and proactively meeting the needs of a new era of international trade. The 2012–2017 Strategic Planning process identified three key result areas: (1) Competitive Operations identifies how the Port can best meet the increasing competitive challenges it faces from rival ports; (2) Strong Relationships encompasses the Port’s challenges and opportunities in dealing with its customers, its stakeholders, its political environment, and its own internal culture; and (3) Financial Strength enables the Port to implement its competitive development strategy and face its own challenges in the current turbulent economic environment. Under these key result areas, the Plan prioritizes seven objectives for 2012–2017: (1) Develop and Maintain World Class Infrastructure; (2) Retain and Grow Market Share; (3) Advance Technology and Sustainability; (4) Optimize Land Use; (5) Create a Positive Workplace Culture; (6) Increase Stakeholder and Community Awareness and Support; and (7) Strengthen Financial Performance. Among the Strategic Priorities for Fiscal Year 2012/2013 is the need to deliver critical terminal and infrastructure projects on time and within budget through the execution of the Capital Improvement Program. The proposed Project would be consistent with the Strategic Plan because it would improve infrastructure for goods movement, help to optimize land use and maximize the efficiency and capacity of container terminal operations, and help to retain and grow market share by keeping one of its key tenants.

**Table 2-7: Consistency with Applicable Plans, Policies, and Regulatory Requirements**

Act/Plan/Policy	Description
Port Risk Management Plan (RMP)	The Port RMP, an amendment to the PMP, was adopted in 1983, in accordance with requirements of CCC. The purpose of the Port RMP is to provide siting criteria relative to vulnerable resources and the handling and storage of potentially hazardous cargo such as crude oil, petroleum products, and chemicals. The plan provides guidance for future development of the Port to minimize or eliminate the hazards to vulnerable resources from accidental releases (LAHD 1983). As part of the PMP Update in 2013, the Port updated and incorporated the RMP as Chapter 8 of the PMP. The proposed Project would be consistent with the existing and draft Port RMP, and would not pose significant risks.
Port of Los Angeles and Long Beach, Water Resources Action Plan (WRAP)	The WRAP is a plan to protect and improve water and sediment quality in the San Pedro Bay. The WRAP establishes programs and water quality improvement measures necessary to achieve the goals and targets established by the Regional Water Quality Control Board (RWQCB). The plan targets four basic types of potential sources of pollutants to harbor waters: Land Use Discharges, On-Water Discharges, Sediments, and Watershed Discharges. The proposed Project would include dredging and, if the material were contaminated, would help improve sediment quality in the bay by removing and properly treating or disposing of such material.
City of Los Angeles: Port of Los Angeles Plan	The Port of Los Angeles Plan is one of 35 community plans that make up the General Plan of the City of Los Angeles (City of Los Angeles 1982). This plan provides a 20-year official guide to the continued development and operation of the Port. It is designed to be consistent with the PMP discussed above. The proposed Project would be consistent with allowable land uses and the goals and policies of the General Plan—Port of Los Angeles Plan.
City of Los Angeles: San Pedro Community Plan	The San Pedro Community Plan (City of Los Angeles 1999) serves as a basis for future development of the community. It is also the land use plan portion of the City’s Local Coastal Program for San Pedro. The Port is not part of the San Pedro Community Plan area. However, the San Pedro Community Plan does make recommendations regarding the Port, particularly for areas adjacent to commercial and residential areas of San Pedro. The proposed Project would be consistent with these recommendations, as LAHD has taken into consideration the residential and commercial communities of San Pedro during proposed project development through the scoping process.
City of Los Angeles General Plan: Air Quality Element	The City of Los Angeles General Plan has an Air Quality Element (City of Los Angeles 1992) that contains general goals, objectives, and policies related to improving air quality in the region. Policy 5.1.1 relates directly to the Port and requires improvements in harbor operations and facilities to reduce emissions. LAHD is actively planning for and implementing such improvements. The proposed Project and alternatives would be consistent with the Air Quality Element in that they would incorporate CAAP measures to reduce air quality impacts.
Water Quality Control Plan: Los Angeles River Basin	The Water Quality Control Plan for the Los Angeles River Basin (Region 4) (Basin Plan) was adopted by the Los Angeles RWQCB in 1978 and updated in 1994 (RWQCB 1994), with amendments through November 2007. The proposed Project and alternatives would not affect waste discharges or changes to beneficial uses, and would be consistent with the Basin Plan.

**Table 2-7: Consistency with Applicable Plans, Policies, and Regulatory Requirements**

Act/Plan/Policy	Description
Water Quality Control Policy: Enclosed Bays and Estuaries of California	<p>In 1974, the State Water Resources Control Board (SWRCB) adopted a water quality control policy that provides principles and guidelines to prevent degradation and to protect the beneficial uses of waters of enclosed bays and estuaries (SWRCB 1974). Los Angeles Harbor is considered to be an enclosed bay under this policy. The policy addresses activities such as the discharge of effluent, thermal wastes, radiological waste, dredge materials, and other materials that adversely affect beneficial uses of the bay and estuarine waters. Among other requirements, waste discharge requirements developed by the RWQCB must be consistent with this policy. The proposed Project would be constructed and operated in conformance with objectives of the water quality control policy through controls on construction activities (e.g., dredging) and on operations (stormwater and other discharges).</p>
Air Quality Management Plan	<p>The federal Clean Air Act (CAA) and its subsequent amendments establish the National Ambient Air Quality Standards (NAAQS) and delegate the enforcement of these standards to the states. In areas that exceed the NAAQS, the CAA requires states to prepare a State Implementation Plan that details how the NAAQS would be met within mandated timeframes. The CAA identifies emission reduction goals and compliance dates based on the severity of the ambient air quality standard violation within an area. The California Clean Air Act (CCAA) outlines a program to attain the more stringent California Ambient Air Quality Standards (CAAQS) for ozone, nitrogen dioxide, sulfur dioxide, and carbon monoxide by the earliest practical date. The Lewis Air Quality Act of 1976 established the SCAQMD, created SCAQMD’s jurisdiction over the four-county South Coast Air Basin, and mandated a planning process requiring preparation of an air quality management plan (AQMP). The Final 2012 AQMP was adopted by the AQMD Governing Board on December 7, 2012 (SCAQMD 2013). In addition, the AQMD Governing Board adopted a Clean Air Plan Amendment to include control measure IND-01 in the Final 2012 AQMP at the February 1, 2013 Governing Board meeting. The AQMD asserts that Control Measure IND-01 would ensure that the Ports of Los Angeles and Long Beach meet their voluntary commitments to reducing air pollution from port-related sources. The AQMD states that this represents a backstop measure to enforce emission reduction goals that the Ports voluntarily adopted in the Clean Air Action Plan by 2015. The AQMD asserts that, under control measure IND-01, any additional port emission reductions must be technically feasible, cost-effective, and within the legal authority of the Ports. LAHD provided cargo forecasts that were used by the Southern California Association of Governments (SCAG) to simulate future growth and emission scenarios in the 2012 AQMP. These cargo forecasts encompass the operational activities associated with the YTI Terminal. As a result, activities associated with the proposed Project would not exceed the future emission growth projections in the 2012 AQMP.</p> <p>SCAQMD staff is initiating an early development process for the 2015 AQMP, which will be a comprehensive and integrated plan primarily focused on addressing the ozone standards. The 2015 AQMP will incorporate the latest scientific and technical information and planning assumptions, including the latest applicable growth assumptions, Regional Transportation Plan/Sustainable Communities Strategy, and updated emission inventory methodologies for various source categories.</p> <p>Construction and operational activities associated with the proposed Project would not conflict with or obstruct implementation of the applicable air quality plan.</p>

**Table 2-7: Consistency with Applicable Plans, Policies, and Regulatory Requirements**

Act/Plan/Policy	Description
California Air Resources Board: Emission Reduction Plan for Ports and Goods Movement	CARB approved the Emission Reduction Plan for Ports and Goods Movement (CARB 2006) on April 20, 2006. All of the proposed air quality mitigation measures in this Draft EIS/EIR were developed as part of the CAAP (Port of Los Angeles and Port of Long Beach 2006; see Chapter 1, Introduction, Section 1.7, Port of Los Angeles Environmental Initiatives). Therefore, LAHD’s air quality plan complies with CARB’s goals and meets and/or exceeds all reduction strategies
AB 32	On September 27, 2006, the Governor of California signed AB 32, the Global Warming Solutions Act. AB 32 caps California’s GHG emissions at 1990 levels by 2020. This legislation represents the first enforceable statewide program in the United States to cap all GHG emissions from major industries that includes penalties for noncompliance. It requires CARB to establish a program for statewide GHG emissions reporting and to monitor and enforce compliance with this program. The proposed Project or an alternative would be required to comply with Port requirements, such as the CAAP, to reduce air emissions. The proposed Project would thereby implement energy and emission reduction requirements in compliance with GHG emission reduction strategies and would thus be in compliance with AB 32.
Southern California Association of Governments (SCAG) Regional Plans	SCAG is responsible for developing regional plans for transportation management, growth, and land use, as well as developing the growth factors used in forecasting air emissions within the South Coast Air Basin. SCAG has developed a Growth Management Plan, a Regional Housing Needs Assessment, a Regional Mobility Plan, and, in cooperation with the SCAQMD, the AQMPs. The proposed Project would not generate a measurable change in population distribution, nor would it result in a change to housing demand on a regional or local scale. It would fit within population and housing projections for the local area and region as a whole and thus would be consistent with these plans.
Congestion Management Program (CMP)	The CMP is a state-mandated program intended as the analytical basis for transportation decisions made through the State Transportation Improvement Program process (Los Angeles County Metropolitan Transportation Authority 2010). The CMP was developed to: (1) link land use, transportation, and air quality decisions; (2) develop a partnership among transportation decision makers on devising appropriate transportation solutions that include all modes of travel; and (3) propose transportation projects that are eligible to compete for state gas tax funds. The CMP includes a Land Use Analysis Program, which requires local jurisdictions to analyze the impacts of land use decisions on the regional transportation system. For development projects, an EIR is required based on local determination and must incorporate a transportation impact analysis into the EIR. This Draft EIS/EIR includes a transportation impact analysis and thus is consistent with the CMP.

**Table 2-7: Consistency with Applicable Plans, Policies, and Regulatory Requirements**

Act/Plan/Policy	Description
Water Resource Regulations	The Rivers and Harbors Act of 1899, Section 10 (33 USC 403); federal Water Pollution Control Act (as amended by the Clean Water Act of 1977), Section 401 and 402 (33 USC 1341 and 1342) <sup>9</sup> ; Marine Protection, Research, and Sanctuaries Act of 1972, Section 103 (33 USC 1413); California Hazardous Waste Control Act; State Water Resources Control Board, Enclosed Bays and Estuaries Plan; and Water Quality Control Plan for the Los Angeles River Basin (Region 4B), adopted by the Regional Water Quality Control Board, Los Angeles Region. This Draft EIS/EIR addresses the federal water resources regulations associated with the proposed Project; therefore, the proposed Project or an alternative would be consistent with water resource laws, regulations, and plans.
Air Quality Regulations	CAA, Title 40 CFR Parts 50 and 51 as amended; Prevention of Significant Deterioration, Titles 40 CFR Part 51.24 and 40 CFR Part 52.21; CCAA; AQMP of the City of Los Angeles General Plan, Air Quality Element; and SCAQMD Regulations X111 and XV, New Source Review and Rules 212, 401, 403, and 431.2. Refer to Section 3.2, Air Quality and Meteorology, for discussion of applicable air quality laws, regulations, and plans.
Transportation Regulations	CPUC Guidelines; Federal Railroad Administration Guidelines; Federal Highway Administration Guidelines; California Transportation Guidelines; California Administrative Code Section 65302 (f)-Noise Element; Federal Aid Highway Program Manual 7-7-3; USACE Regulation 1105-2-100; National Environmental Compliance, 91-190; U.S. Coast Guard Regulations Pertaining to Navigation Safety and Waterfront Facilities; State and Federal Department of Transportation Requirements regarding Track and Rail Transportation of Hazardous Materials; NEPA of 1969 as Amended (Public Law 91-190); and USACE Regulation 1105-2-100, Economic and Environmental Principles and Guidelines for Water and Related Land Resource Implementation Studies. The proposed Project would comply with all applicable transportation laws, regulations, and guidelines.
Biological Resources Protection	Endangered Species Act of 1973, as amended; Marine Mammal Protection Act; Migratory Bird Conservation Act; Section 103 of the Marine Protection, Research, and Sanctuaries Act of 1972; California Endangered Species Act; Section 302 of the Marine Protection, Research, and Sanctuaries Act of 1972; U.S. Fish and Wildlife Act of 1956 (16 USC 742a et seq.); Fish and Wildlife Coordination Act (16 USE 661 et seq.); Magnuson-Stevens Fishery Conservation and Management Act, as amended through 1996; Executive Order 13112, Invasive Species; Nonindigenous Aquatic Nuisance Prevention and Control Act of 1990 (P.L 01-646), as amended by the National Invasive Species Act of 1996; Ballast Water Management for Control of Nonindigenous Species Act of 1999 (PRC Sections 71200–71271); and federal Water Pollution Control Act (as amended by the Clean Water Act of 1977). The proposed Project would not result in a substantial disruption of biological communities and would not result in the take of protected species or migratory birds or loss of critical habitat; therefore, the proposed Project would be consistent with these requirements.

<sup>9</sup> The proposed Project does not involve a discharge of dredged or fill material as defined under USACE’s Clean Water Act, section 404 implementing regulations (33 CFR 323).



**Table 2-7: Consistency with Applicable Plans, Policies, and Regulatory Requirements**

Act/Plan/Policy	Description
Cultural Resources Protection	<p>National Historic Preservation Act of 1966, as amended, and its implementing regulations (36 CFR 800; 33 CFR 325, Appendix C); the Archaeological and Historical Preservation Act and Executive Order 11593 “Protection and Enhancement of the Cultural Environment.” In compliance with federal laws, regulations, and other guidelines, USACE will use this Draft EIS/EIR and resource evaluation studies to consult with the State Historic Preservation Officer (SHPO) if USACE determines the proposed Project may affect cultural resources listed or eligible for listing on the National Register of Historic Places. While the proposed Project would result in the removal of cranes, none of these structures is listed or eligible for listing on the National Register of Historic Places, nor is it expected that other potential listed or eligible cultural resources are present; therefore, it is anticipated that Section 106 consultation with the SHPO will not be required (refer to Section 3.4, Cultural Resources).</p>
Environmental Justice	<p>Executive Order 12898 requires that “to the greatest extent practicable, each federal agency shall make achieving environmental justice part of its mission by identifying and addressing, as appropriate, disproportionately high and adverse human health or environmental effects of its programs, policies and activities on minority populations and low-income populations.” California adopted legislation addressing environmental justice in 1999 with the passage of Senate Bill (SB) 115 (Government Code Section 65040.12(c)), which established the Governor’s Office of Planning and Research as the lead agency responsible for implementation of federal and state environmental justice policies in California. SB 115 defines environmental justice as “the fair treatment of people of all races, cultures, and incomes with respect to the development, adoption, implementation and enforcement of environmental laws and policies.” In 2000, the Governor signed the related SB 89 requiring that the Secretary for Environmental Protection convene a Working Group to assist California Environmental Protection Agency in developing an environmental justice strategy. This Draft EIS/EIR includes an environmental justice analysis (Chapter 5) and would be thus consistent with requirements and policies pertaining to environmental justice.</p>

