# THE NORTHWEST SEAPORT ALLIANCE MEMORANDUM

MANAGING MEMBERS	Item No.	10B
STAFF BRIEFING	Date of Meeting	March 8, 2024

**DATE:** February 26, 2024

TO: Managing Members

FROM: John Wolfe, CEO

Sponsor: Jason Jordan, Director, Environmental & Planning Services

Project Staff:

Steve Nicholas, Senior Manager, Air Quality & Sustainable Practices Nicola Graham, Project Manager, Air Quality & Sustainable Practices Kate Nolan, Communications & Outreach Manager, Public Affairs

**SUBJECT:** Clean Truck Program Briefing – Zero Emission Truck Collaborative and Drayage

Demonstration

#### A. SYNOPSIS

While continuing its efforts to work with drayage trucking companies to further reduce emissions from diesel trucks, the NWSA's Clean Truck Program is also working toward facilitating a just and equitable transition to zero-emission drayage trucks by 2050 or sooner – as called for in the 2020 Northwest Ports Clean Air Strategy, the NWSA's 2021-2025 Clean Air Implementation Plan, and the NWSA's 2023-24 Key Initiatives.

The NWSA's strategy for facilitating a just and equitable transition to zero-emission drayage trucking in our gateway has two core elements: 1) developing, funding, and implementing a Zero Emission Drayage Demonstration Program; and 2) leading the formation of the Puget Sound Zero Emission Truck Collaborative, whose main job is developing a Regional Decarbonizing Drayage Roadmap – a coordinated regional strategy for reaching a zero-emission drayage fleet across-the-board by 2050 or sooner.

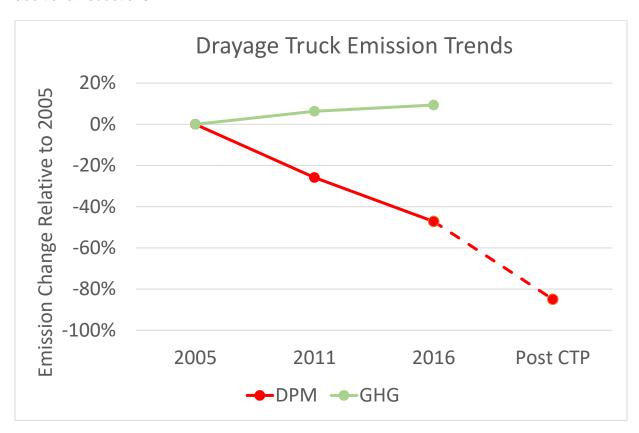
Both elements are progressing well. To date NWSA staff have secured \$21.5M in state and federal funding to support the demonstration program, with another \$16M federal grant request pending and several more proposals under development. We hope to launch the program by June 2024. Meanwhile, the Zero Emission Truck Collaborative has held five meetings to date and is on track to meet its goal of developing an initial iteration of the Regional Decarbonizing Drayage Roadmap by the end of 2024.

### B. BACKGROUND

**NWSA's Clean Truck Program: Past & Present:** The NWSA relies heavily on a network of about 4,500-5,000 heavy-duty trucks that provide essential cargo-hauling (i.e., drayage) services in and out of our terminals in Seattle and Tacoma. About half of our drayage service-providers are independent owner-operators or small trucking companies that own 10 or fewer trucks.

Currently, all but a handful of the drayage trucks serving our gateway are diesel-powered and their emissions constitute about eight percent of all seaport-related diesel particulate matter (DPM) and about 27% of the greenhouse gases. Because of their travel patterns, drayage truck emissions contribute to environmental health disparities in overburdened communities living near NWSA terminals in Seattle and Tacoma, along major freight corridors, and close to warehousing centers. The Clean Truck Program is the NWSA's long-standing initiative to work with drayage trucking companies to reduce emissions. Historically, the core elements of that program have included the Clean Truck Rule (which requires that trucks serving the NWSA's international terminals must have a 2007 engine or newer) and a scrap-and-replace bonus program which provides financial incentives to encourage the owners of pre-2007 trucks to scrap those vehicles and purchase newer, cleaner vehicles. Under the NWSA's 2021-2025 Clean Air Implementation Plan, we are taking steps to extend the Clean Truck Rule to the three domestic terminals (Terminal 115 in the Seattle Harbor and the TOTE and West Sitcum terminals in the Tacoma Harbor) by the end of 2025. In addition, we are continuing our efforts to incentivize the scrapping and replacing of additional pre-2007 trucks, supported by a \$720,000 DERA (Diesel Emission Reduction Act) grant from the US EPA, and \$108,000 in support from the City of Seattle. With this grant funding we are facilitating the purchase of about 35 newer, cleaner trucks, and outreach is being focused on drivers entering our domestic terminals. Since its inception this program has incentivized the replacement of more than 500 pre-2007 trucks.

Results to Date: The NWSA's Clean Truck Program has delivered excellent results since its inception. Diesel emissions from drayage trucks are down more than 80% since 2005, and our updated emissions inventory (which will completed in the next few months) is projected to show additional reductions.



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Transition to Zero Emission Trucks: At the same time, the NWSA is focused on the transition to zero-emission drayage trucking, which will be as challenging as it is necessary. The transition to zero-emission trucks serving ports in the Pacific Northwest is a key step to meet zero emission goals adopted in the Northwest Ports Clean Air Strategy while also contributing to local, regional, and state decarbonization goals. As a region, we have a window of opportunity to harness increasing momentum toward zero-emission trucking. Responding to industry trends, green supply chain initiatives, and new state policies like the Advanced Clean Truck Rule, truck manufacturers are ramping up their manufacturing and marketing of zero-emission trucks in our state. There is a growing awareness of the need for zero-emission truck charging and fueling infrastructure, and several local utilities and fuel providers are exploring investments. An increasing number of retailers are committing to decarbonize their supply chains. And state and federal funding opportunities are on the rise.

At the same time, there are significant challenges to be overcome, including the current lack of zero-emission trucks and charging infrastructure in our region, high incremental costs, and social equity considerations. Staff sees the NWSA's role in this transition as one of "facilitative leadership": working with drayage service providers and other stakeholders to facilitate a transition to zero-emission trucks that is just and equitable – that reduces and eliminates the emissions without reducing or eliminating jobs and businesses. We have an opportunity to work together to make the transition to zero emission drayage smoother, better coordinated, and more equitable than it would otherwise be. Our strategy for doing that is twofold: 1) to develop, fund and implement a Zero Emission Drayage Demonstration Program; and 2) to develop a coordinated, regional, longer-term strategy for achieving zero-emission drayage across the board. Each element of our strategy is described in more detail below.

Zero-Emission Drayage Demonstration Program: It is essential that we get zero-emission trucks into drayage operations here in our gateway as soon as possible, for several reasons: to bolster confidence in, and support for, these new technologies within our network of drayage service providers; to get some initial charging and fueling infrastructure in place; to stimulate the local zero-emission truck industry, market, and workforce; and to gather data and garner lessons learned that can inform our longer-term strategy and solutions at-scale. Zero-emission trucks are expensive, and the associated charging or fueling infrastructure is complex and resource-intensive (in terms of land, money, and time). Our strategy is to secure state and federal funding to support an NWSA-led incentive program that will harness additional investments from other partners (e.g., charging and fueling infrastructure developers, retailers, trucking companies, utilities, etc.). To date we have secured \$21.5 million for this purpose. We have another \$16 million federal grant proposal in the hopper, and several more under development. (See chart in Financial Implications section for more details.)

**Decarbonizing Drayage Roadmap/Zero Emission Truck Collaborative**: As demonstration projects are happening in our gateway, we need to be working with multiple partners to develop a coordinated, data-driven, stakeholder-guided regional strategy for achieving zero-emission drayage at scale: a Decarbonizing Drayage Roadmap. There is a huge gap between the vision of zero emissions by 2050 and the status quo. Success will require a carefully crafted, long-term strategy rooted in the best available data, multistakeholder collaboration, and lessons learned from similar efforts around the country. A regional roadmap will put forward recommendations for making a just and equitable transition to zero emission drayage by improving zero-emission truck availability and affordability; developing charging and fueling infrastructure; and ensuring trucker support and sufficient and equitable funding and financing.

Given the big gap between where we are and where we need to be, the many players and moving parts involved, and the need for vehicle purchases and charging/fueling infrastructure availability to be closely coordinated, a highly collaborative approach is most likely to be successful. For this reason, the NWSA led the creation of the Puget Sound Zero Emission Truck Collaborative to develop the Roadmap. Staff worked with a consulting team led by Dennis McLerran of the Cascadia Law Group to assemble an ad hoc multistakeholder "convening group" to develop the Collaborative membership, goals and objectives, and a draft charter; the convening group included representatives from WTA, African Chamber of Commerce, cities of Seattle and Tacoma, Affiliated Tribes of Northwest Indians, SSA, and Climate Solutions. The convening group's recommended scope, goals, and charter were discussed and embraced by the Collaborative at its first meeting in June 2023. All meeting agendas and materials, as well as the membership (see chart below) and draft charter are posted on the Collaborative website.

Stakeholder Group	Members
Truckers/Trucking Industry	Sheri Call, Washington Trucking Associations; Peter Gishuru, African Chamber of Commerce of the Pacific Northwest; Alec Cervenka, PACCAR/Kenworth; Margaret Sonnen, Tri Pak, Inc. (a TTSI company); George Mitchell, Mercer Logistics
Shippers/Warehousers	Clarisse Reiter, IKEA; Rick Kolpa, Prologis
Charging & Fueling Infrastructure	Aaron August, Puget Sound Energy; Jeremy Stewart, Tacoma Power; David Logsdon, Seattle City Light Jeff Grant, HTEC
Communities	Melissa Malott, Communities for a Healthy Bay; Christian Poulsen, Duwamish River Community Coalition; Latino Metropolitan Chamber of Commerce
Tribes	Jed Boba, Puyallup Tribe of Indians; Paul Williams, Suquamish Tribe
Labor	Keith Weir, IBEW 46
NGOs	Leah Missik, Climate Solutions; Michael Mann, Clean and Prosperous Washington; Paula Sardinas, Build Back Black Alliance; Marcos Wanless,; Stephanie Bowman, PNWER; Jim Jensen, WSU Green Transportation Program
Ports & Government Agencies	Steven Hershkowitz, Washington Department of Commerce; Tracey Whitten, City of Seattle; Christine Cooley, Puget Sound Clean Air Agency; Steve Nicholas, NWSA

To ensure strong, competent, and neutral facilitation and management of the Collaborative, NWSA staff secured a grant from the state Department of Transportation to hire an independent "backbone organization." Through a competitive procurement process, we selected a consulting team led by Ross Strategic and including Cascadia Law Group (Dennis McLerran), GNA (a CA-based clean energy consultancy with experience helping to deploy zero-emission technologies at the Ports of LA and Long Beach) and Stepherson & Associates (a Black-owned, Seattle-based firm specializing in community and stakeholder engagement). Throughout this process, NWSA staff have worked closely with the Port of Seattle's Office of Diversity, Equity, and Inclusion (OEDI) to ensure that DEI goals are fully integrated into the work. For example, OEDI staff advised the NWSA on the selection of the backbone organization (helping to develop the RFP and participating on the selection panel). And since the selection of the "backbone organization," OEDI staff, along with NWSA staff, have participated on the core planning group that is guiding the consulting team's work.

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### **CURRENT STATUS**

Continuously reducing emissions from the existing diesel fleet: Staff are working with Engineering to scope the installation RFID infrastructure on the three domestic terminals mentioned earlier, and the NWSA is on track to begin enforcing the Clean Truck Rule at those terminals by the end of 2025. Staff plan to come to Managing Members for project authorization for RFID infrastructure later this year. We also are nearing the completion of the current phase of the truck scrap-and-replace program, through which an additional 35 pre-2007 trucks are being replaced with newer, cleaner trucks. We have applied for another EPA DERA grant that would fund an additional 40 pre-2007 truck replacements and are awaiting notification from EPA this summer. In addition, now that the state's Clean Fuel Standard has been in operation for several months, we are exploring opportunities to encourage the increased use of renewable diesel in drayage trucks, as well as cargo-handling equipment and port-owned vehicles.

Implementing a Zero Emission Drayage Demonstration Program: To date the NWSA has secured state and federal grants totaling \$21.5M to support this program. Another proposal for \$16M in federal funding is pending, and several other proposals are under development. Staff hope to launch the program by June 2024. However, efforts to negotiate with funding agreements with the granting agencies (FHWA and WA DOT, in particular) have proven challenging and time-consuming. In addition, staff have submitted a request for a waiver from federal Buy American requirements, without which federal funding cannot be used to incentivize the purchase of zero-emission trucks. Our current goal is to launch this program by June 2024. The grants will be used to subsidize the cost of both the trucks themselves and the associated charging and/or fueling infrastructure, and for the development of 1-2 truck charging hubs in the gateway.

Developing a Regional Decarbonizing Drayage Roadmap: The Puget Sound Zero Emission Truck Collaborative is on-track to deliver the first iteration of this Roadmap by the end of 2024. The Collaborative has met five times so far and has several more meetings scheduled. In addition, three working groups have been formed to develop action strategies in three areas: making zero emission trucks more available and affordable in our region; developing the necessary network of charging and fueling infrastructure; and funding and financing the transition. Data collection and analysis is underway to guide Roadmap development. For example, a consultant is nearing completion of a drayage trucking baseline assessment that will provide additional information on drayage truck traffic and parking patterns. In addition, a range of trucker and community engagement activities are underway, including surveys and listening sessions, to ensure that the Roadmap is guided by the perspectives of those important stakeholders.

**Other Key Initiatives:** Many other related initiatives are under way; staff are tracking these related efforts to ensure integration with our strategy and programs. For example, the State of Washington is developing a \$100M Medium Heavy Duty Vehicle Purchase Incentive Program, modeled in part after a similar program that has been underway in California for several years. NWSA staff have been engaged in the design of that program and are working to ensure coordination with both our Zero Emission Drayage Demonstration Program and the Regional Decarbonizing Drayage Roadmap.

## D. FINANCIAL IMPLICATIONS

The Zero Emission Demonstration Program will be funded mostly via state and federal grants, with some NWSA-provided matching funds. So far staff have secured \$21.5 million for

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demonstration projects, which includes \$2.8M in federal CMAQ (Congestion Mitigation Air Quality) grant (FHWA funding distributed regionally by the PSRC); \$400,000 in NWSA match for that grant; \$6.3 in state Climate Commitment Act (CCA) revenues allocated to the NWSA by the state legislature via the 2023- 24 state transportation budget; and a \$12M Charging & Fueling Infrastructure grant from the FHWA. In addition, staff submitted a \$16M proposal for the FHWA "Reducing Truck Emissions at Port Facilities" grant program, and several additional proposals are under development. See the chart below for a detailed summary.

Grant/Funder	Project/Activities	Grant + Match	Timeframe	Status
Congestion Mitigation Air Quality (CMAQ) → FHWA \$\$ via PSRC/WADOT	Zero Emission Drayage Demonstration Program: Incentives up to 50% for ZE trucks + infrastructure in Pierce County	\$2.8M grant + \$400K match	2025-2026 funding	Awarded; funding agreement being negotiated. BABA waiver submitted.
Climate Commitment Act (CCA) \$\$ allocated to NWSA in WA biennial transportation budget	Zero Emission Drayage Demonstration Program: \$3M used as match for CFI grant (below); \$3.3M offered as match for RTEPF grant (below)	\$6.3M + no match	2023-2025 biennial budget	Awarded; funding agreement being negotiated.
Charging & Fueling Infrastructure (CFI) → BIL \$\$ via FHWA	ZE Drayage Demonstration Program: Incentives up to 50% for development of one or more shared drayage truck charging depots in NWSA gateway	\$12M grant + \$3M match	Award: mid-2024? Funding: 2024-2026	Awarded. Funding Agreement being negotiated.
Reducing Truck Emissions from Port Facilities (RTEPF) $\rightarrow$ BIL \$\$ via FHWA	Zero Emission Drayage Demonstration Program expansion + ZE Truck Collaborative	\$16M grant + \$4M match	Award: mid-2024? Funding: Q4 2024 – Q4 2028?	Pending.
Climate Pollution Reduction Grant (CPRG) $\rightarrow$ IRA \$\$ via EPA	ZE Demonstration Program expansion + ZE Truck Collaborative + Clean CHE Program expansion	TBD; \$40-60M; no match required	Award: October Funding: 2025-2029	Applications due April 1.
Clean Ports Program ( <b>CPP</b> ) → IRA funding via EPA	Shore Power Program funding + Clean CHE Program expansion + ZE Drayage Demonstration Program expansion + ZE Truck Collaborative + other projects and programmatic funding	TBD; \$200- \$250M; 20% minimum match	Award: Q4 2024/Q1 2025 Funding: 2025-2028	NOFO expected soon.

A large percentage of the state and federal funding described above will be "passed through" to drayage trucking companies, charging/fueling infrastructure developers, and other partners in the form of incentives. Typically, approximately 90% of the grants will be passed through as incentives, while the other approximately 10% will fund program administration, likely a mix of NWSA staffing and third-party program administration (competitively procured).

The Puget Sound Zero Emission Truck Collaborative (PS-ZETC) is being supported by a \$400,000 grant from the WA Department of Transportation. As approved at the November 2022 Managing Members meeting, NWSA is providing \$325,000 in staff time over 2 years to support this project. Because we believe the Collaborative is delivering significant value and can continue to be a vital element of our strategy beyond the end of 2024, we are including additional funding for the Collaborative in some of our state and federal grant proposals, where appropriate.

## E. PREVIOUS ACTIONS OR BRIEFINGS

- Meeting with Managing Members on August 1, 2023
- Meeting with Managing Members on June 7, 2022
- Meeting with Truck Working Group on September 7, 2022
- Meeting with Truck Working Group on October 4, 2022
- Meeting with Managing Members on November 1, 2022
- Meeting of Environmental Working Group on July 14, 2022

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## F. NEXT STEPS

Next steps for our Zero Emission Drayage Demonstration Program are to finalize funding agreements with granting organizations, secure project authorization from Managing Members, publish a Request for Proposals, select projects, and oversee implementation. At the same time we will continue to seek additional state and federal grants to increase the size and impact of the program.

Next steps for the Zero Emission Truck Collaborative are to continue its work to develop the first iteration of the Regional Decarbonizing Drayage Roadmap by the end of the year. This will include additional data collection and analysis, trucker and community engagement, and development and prioritization of action strategies.

Item No.: 10B Date of Meeting: March 8, 2024

# Clean Truck Program Briefing



Presenters:

Jason Jordan, Director, Environmental & Planning Services Steve Nicholas, Senior Manager, Air Quality & Sustainable Practices Kate Nolan, Manager, Communication & Outreach

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## **GOALS OF THE BRIEFING**

- Provide an update on the NWSA Clean Truck Program, focusing mostly on the transition to zero-emission drayage and Zero-Emission Truck Collaborative
- Get input and guidance from Managing Members



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# Transition to Zero-Emission Drayage: Opportunities & Challenges

	Opportunities	Challenges
	<ul> <li>Clean Truck Program = strong foundation on which to build</li> </ul>	No ZE drayage trucks yet
	Increased focus by policy-makers,	<ul> <li>No ZE charging or fueling infrastructure yet</li> </ul>
	truck manufacturers, others	Incremental costs very high
	Increasing state/federal funding	Equity concerns
ST	Lessons learned from CA	<ul> <li>Challenges with federal funding (e.g., BABA)</li> </ul>
ST CE		

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NWSA Strategy: Facilitating a just and equitable transition to zero-emission drayage by 2050 or sooner

Zero-Emission Drayage Demonstration Program

Regional Decarbonizing Drayage Roadmap (developed by Zero-Emission Truck Collaborative)

# ZE Drayage Demonstration Program

- Goal: Get zero emission drayage trucks and associated charging/fueling infrastructure in place the NWSA gateway as soon as possible, in order to:
  - > Develop familiarity, confidence, trust
  - ➤ Kick-start local market and ecosystem
  - Generate experience and data to guide the longer-term transition
- Approach: Develop, fund, and implement program(s) to incentivize ZE truck purchases and infrastructure development in the gateway
- Timeline: Launching soon!





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## Zero Emission Truck Collaborative: Overview

- Main deliverable: Decarbonizing Drayage Roadmap
- 3<sup>rd</sup>-Party management: Consulting team led by Ross Strategic w/Cascadia Law Group, GNA, Stepherson & Associates
- Port of Seattle OEDI providing guidance on equity
- 5 meetings so far; Next meeting: March 27
- 3 working groups creating draft recommendations: Truck Availability & Affordability; Infrastructure Development; Funding/Financing





# Zero Emission Truck Collaborative: Purpose

- Develop and build support for a coordinated, data-driven, stakeholder-guided regional Roadmap for decarbonizing drayage
- Identify actionable strategies for overcoming key barriers and support their implementation.
- Provide a platform for broader communication and stakeholder engagement about zeroemission trucks to build visibility, support
- Assist in attracting state, federal, and private sector funding and investment to allow largescale markets for zero-emission trucks to develop





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# ZE Truck Collaborative: Membership

Stakeholder Group	Members	
Truckers/Trucking Industry	Sheri Call, Washington Trucking Associations; Peter Gishuru, African Chamber of Commerce of the Pacific Northwest; Alec Cervenka, PACCAR/Kenworth; Margaret Sonnen, Tri Pak/TTSI; George Mitchell, Mercer Logistics	
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# Decarbonizing Drayage Roadmap: Draft Outline

- Introduction & Context
- Increasing zero-emission truck availability and affordability
- Advancing zero-emission truck charging & fueling infrastructure
- Supporting the drayage industry through the transition
- Ensuring a just and equitable transition
- Funding and financing the transition
- Management & accountability



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# Decarbonizing Drayage Roadmap: Key Inputs

- Lessons learned from CA experience (GNA)
- Drayage traffic and parking baseline mapping (TetraTech)
- Funding gap and total cost of ownership analysis (GNA)
- Trucker inputs (survey, listening sessions)
- Community inputs (listening sessions)





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THE NORTHWEST SEAFORT ALLIANCE SEATTLE + TACOMA

# Transition to ZE Drayage: State & Federal Grants

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## Transition to ZE Drayage: Other Key Initiatives

- State initiatives
  - o Transportation Electrification Strategy
  - o Advanced Clean Truck Rule → Advanced Clean Fleet Rule?
  - o MHDV Incentive Program (coming soon)
- Local initiatives
  - o City of Seattle Electric Truck Pilot Project
  - Local utility incentives (charging infrastructure)



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