

PROJECT OVERVIEW
JUNE 2019

The High Road to the Port

The Port of Los Angeles (POLA) is launching a high road training partnership (H RTP) as part of a workforce development effort to maintain its role as a local and national economic engine while adapting to a rapidly changing maritime shipping industry and addressing its environmental impact. One of the world's busiest, the port is a gateway for international trade with the Pacific Rim and is recognized for record-setting cargo operations, environmental stewardship, community partnership, and progressive security measures. The POLA is a major economic driver at a national level and a key generator of family-supporting jobs in Southern California.

Through the California Workforce Development Board's (CWBD) H RTP initiative, the POLA is creating the Port Workforce Training Center, designed for new and incumbent workers in the goods-movement industry. The project stems from the port's commitment to ensure skilled longshore workers who can manage key industry transitions and to look for opportunities to improve hiring from within the community. The foundation of this work is the Port of LA Port Workforce Training Partnership. This labor-management partnership is the first of its kind and will serve as a model for gateways across the nation.

The POLA is fulfilling the vision of a workforce ecosystem supported by a training center through two paths:

INCORPORATING WORKFORCE DEVELOPMENT INTO ITS CORE OPERATIONS

The POLA is building a workforce development ecosystem within its operations by creating the Labor Relations and Workforce Development (LRWD) division with a permanent full-time director. This new division will create the Port of Los Angeles Workforce Training Center that will promote more equitable hiring practices, provide innovative training, and help the maritime goods movement workforce train and obtain the skills necessary to operate new equipment that will help the port meet its goal of zero emissions cargo handling equipment by 2030, and drayage trucks by 2035.

CREATING A LASHING TRAINING PROGRAM FOR INCUMBENT WORKERS

The POLA created a new program to train entry-level lashers—workers who fasten and unfasten containers on container ships. The curriculum was created by the port, the International Longshore and Warehouse Union (ILWU) Locals 13, 63, and 94 and the Pacific Maritime Association (PMA)—the multi-port employer association that represents all 29 West Coast ports—with support from curriculum development experts. New workers are trained by experienced lashers with equipment simulating conditions on a ship, the first training in the country provided in a controlled and safe environment away from terminal operations.

Ultimately, maritime goods-movement companies gain a skilled workforce that meets industry needs and sustainability goals for the port, and workers gain access to innovative training, career paths, and a more equitable and safe work environment.

The California Workforce Development Board (CWDB) designed the High Road Training Partnership (H RTP) initiative to model a sector approach that can address critical issues of equity, job quality, and environmental sustainability. H RTPs are industry-based, worker-focused training partnerships that build skills for California’s high road employers—firms that compete based on quality of product and service achieved through innovation and investment in human capital and can thus generate family-supporting jobs where workers have agency and voice.

**For more information, see
<https://cwdb.ca.gov/initiatives/high-road-training-partnerships/>**

A BRIEF TIMELINE OF THE POLA'S WORKFORCE DEVELOPMENT INITIATIVE

California sets limits on greenhouse gas emissions

The California Global Warming Solutions Act (AB 32) requires the Air Resources Board to adopt limits on statewide greenhouse gas emissions by 2020.

2006

The ports adopt Clean Air Action Plan (CAAP)

The Ports of Los Angeles and Long Beach seek to reduce air pollution from cargo movement in and around the ports.

2013

LA Mayor's Office launches workforce development initiative

The Mayor's Office launches a workforce development initiative, establishing the Economic & Workforce Development Department and directing the POLA to do the same.

Labor Negotiations Impact West Coast Ports

A labor disruption brings the Pacific ports to a near standstill, impacting the economy at a national level. The POLA recognizes that addressing workforce development issues can help prevent future disruptions and seeks support from the LA Mayor's Office and CWDB experts.

2014

LA mayor introduces LA Sustainable City Plan

Mayor Garcetti introduces the LA Sustainable City pLAn to address the environment, the economy, and social equity; the POLA adopts it as well.

2015

POLA launches LRWD

The POLA creates the Division of Labor Relations and Workforce Development to maintain positive relationships with employers and labor unions and to support workforce development in the goods-movement sector across the region.

White paper recommends improving worker safety and training

The Los Angeles/Long Beach Joint Accident Prevention Committee, made up of members of the ILWU and PMA, write a white paper on improving safety and training for lashers, inspiring implementation discussion among ILWU, PMA, and the POLA.

2016

CAAP sets zero emissions goals

CAAP is updated with the goal of reaching zero emissions cargo handling equipment by 2030 and zero emission drayage trucks by 2035 and provides new strategies and emission reduction targets to reduce pollution from ships, trucks, trains, cargo-handling equipment, and harbor craft.

Industry leaders study model for Port Workforce Training Center

The POLA, ILWU, and PMA representatives visit the Waterfront Training Centre in Vancouver, British Columbia, to learn about the potential model for the LA Port Workforce Training Center.

2017

H RTP members launch lashing training

The ILWU, PMA, and POLA come together through the H RTP initiative to create a new lashing training program.

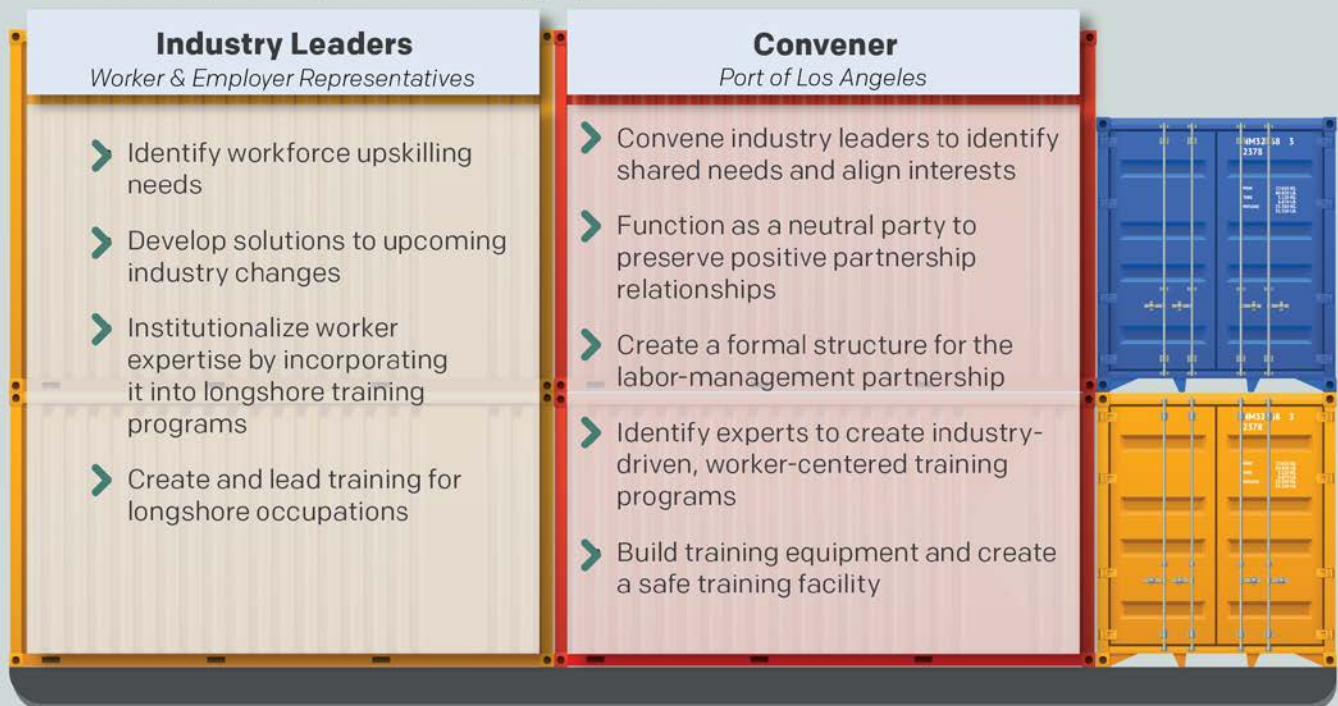
Industry Partnerships: Where Demand Meets Supply

To ensure the future competitiveness of the goods-movement industry, it needs to adopt technological advancements that make cargo movement more efficient and safer and to ensure that long-term environmental sustainability standards are met.

The POLA is a major economic driver at the local, regional, and national levels and a key generator of jobs, especially in Southern California. The port is associated with 147,000 jobs in Los Angeles (about 1 in 13 jobs), 526,000 jobs in 5 counties within the Southern California region, and 1.6 million jobs throughout the country.

Fig 1. Port HRTF Partner Roles

As an intermediary, the POLA LRWD convenes a labor-management partnership of industry leaders to address demand-side problems and organizes partners to find solutions that address the supply side of the goods-movement labor market. In some cases, the port contributes supply-side solutions through workforce development responses like training programs.



Dockworkers are represented by the ILWU, a union that grew out of the first longshore unions created in the early 1900s to address unsafe work conditions, irregular employment, and insufficient pay for workers on the Pacific Coast. The union was formally established as ILWU in 1937 and now has over 42,000 members across California, Hawaii, Washington, Oregon, and Alaska. The longshore workforce in the Los Angeles area is made up of about 15,000 longshore workers, clerks, foremen, and part-time workers who are not registered union members. ILWU Locals 13, 63, and 94 are the three largest locals, and their members can earn over \$100,000 a year with full benefits.

As the state creates policy to better address environmental changes, the POLA must adopt new technologies that support sustainable industry growth. The Los Angeles and Long Beach ports combined are the largest source of air pollution in Southern California. As a result, the port has become an industry pioneer in sustainability efforts by championing the development, demonstration, and deployment of newer and cleaner equipment. However, implementing environmental standards can include new and potentially labor-displacing technologies. As the goods-movement industry addresses sustainability imperatives, the effects on the workforce will be a top concern that the port intends to prioritize through the H RTP Initiative.

In 2017, the port formed an executive board and technical committee to convene port, PMA, and ILWU Locals 13, 63, and 94 representatives to support new and innovative worker training programs. The Port Workforce Training Partnership is an unconventional space where port staff and labor and management representatives gather for the first time outside of contract negotiations, disputes, or grievances. Each partner contributes specialized knowledge that collectively shapes workforce development strategies for the goods-movement industry. The executive board is the decision-making body, comprised of high-level ILWU, PMA, and port executives. The technical committee includes staff from each of the partners and meets regularly to craft the charter, draft the partnership terms, and design training curricula.

The Port Workforce Training Partnership includes labor and management to identify industry demands and an intermediary (the LRWD) to respond to those needs. Employer and union representatives identified a shared need to ensure a steady supply of trained, skilled, and reliable lashers, and the LRWD drew on experts to respond to the need for worker safety and training improvements with a lashing training program for entry-level workers.

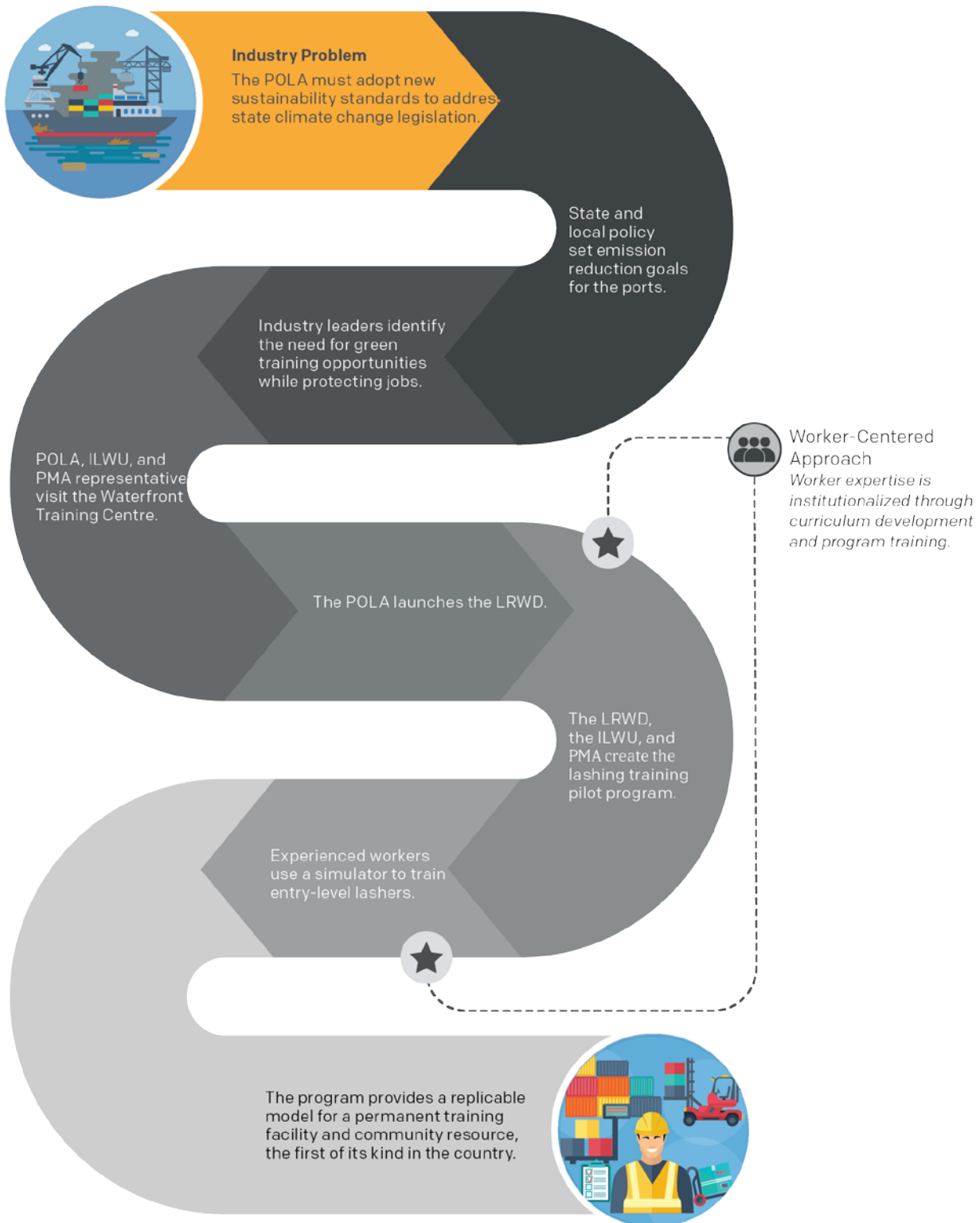
H RTP conveners typically collaborate with existing workforce development providers, such as workforce boards, community colleges, adult schools, community-based organizations, and social service agencies. In this case, because only workers have expertise in specialized longshore occupations, Port Workforce Training Partnership employer and worker representatives have a unique role as both

the industry leaders and training providers. PMA and ILWU experts in the technical committee worked with specialized consultants to create a curriculum to enhance the training program for lashers and to train experienced lashers as trainers. Then with the engineering and design experts on the POLA staff, POLA was able to design and fabricate a lashing simulator.

- On the demand side, the POLA H RTP identifies skills and training to address the goods-movement industry needs while simultaneously helping the port reach its safety and sustainability goals.
- On the supply side, the POLA H RTP engages specialists who help develop worker-centered curricula, create trainings that ensure worker safety on the job, and adopt equipment that helps improve environmental conditions in the community.

Fig 2. Port of Los Angeles High Road Approach in the Goods-Movement Sector

The lashing training program is designed to improve the safety and training of entry-level workers. The program plays the functional role of training lashers and a more abstract role in solidifying a new method of joint labor-management development of training programs/curricula. The program will eventually serve as a platform to train on zero-emission or near-zero-emission equipment through the Port Workforce Training Center.

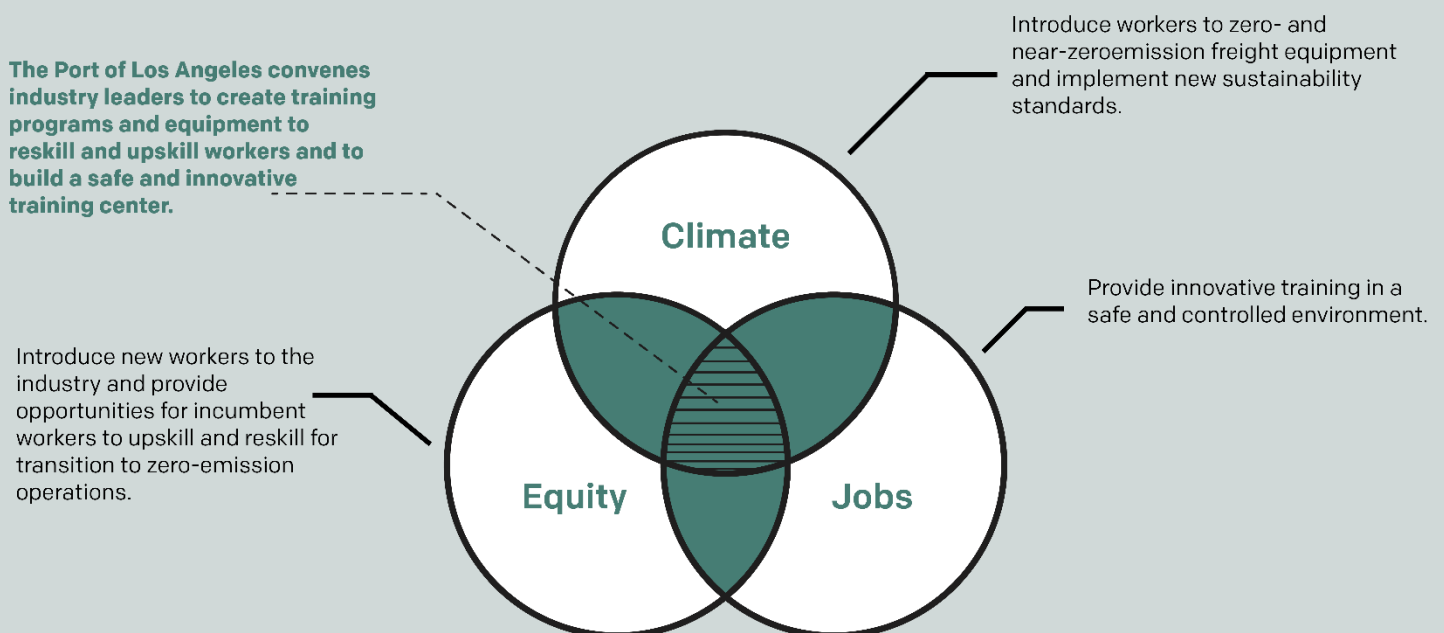


Taking the High Road: Improving Equity, Job Quality, and Climate Resilience

The port's H RTP takes a sector approach that prioritizes equity, inclusion, job quality, and climate resilience. The port's Labor Relations and Workforce Development division facilitates discussions among ILWU leadership, ILWU port workers, and the PMA on implementation strategies that integrate the Equity, Climate, and Jobs (ECJ) approach and meet the supply and demand needs of the industry.

As with many other industries, the introduction of new technologies to reduce pollution can alarm workers for whom technological advances seem to presage the replacement of workers. Key to a successful integration of zero- and near-zero-emission equipment is, therefore, ensuring a sustainable workforce transition.

Fig 3. Taking the High Road: Improving Equity, Job Quality, and Climate Resilience



ADVANCING ECONOMIC OPPORTUNITY

The Port of Los Angeles created the LRWD division to establish workforce development as the foundation of the port's climate goals and day-to-day operations. The port's vision includes building the Port Workforce Training Center, a permanent training facility and community resource for career paths in the goods-movement industry. Incumbent workers would be upskilled to master new technologies that promote worker and environmental safety. New workers would be introduced to career opportunities in the industry.

By upskilling and reskilling entry-level lashers, the partnership is establishing high road workforce development practices, like worker safety and capacity building, as key components of the port's day-to-day operations. The lashing program also responds to industry demand and is worker-centered, with a curriculum designed and taught by experienced workers using equipment that ensures worker safety.

BUILDING ECONOMIC AND ENVIRONMENTAL RESILIENCE

The POLA is at the forefront of environmental change in port and maritime industries internationally. The annual average pollutant concentrations for the ports of Los Angeles and Long Beach (known as the San Pedro Bay Ports complex) often exceed federal standards. The ports' efforts to adopt practices that reduce the port complex's environmental impact include revolutionary air quality initiatives, water quality improvements, and the incorporation of alternative fuels and new technologies that help secure jobs and a healthier future for the surrounding community.

Through the H RTP initiative, the POLA aims to advance new environmental initiatives set by the port's Clean Air Action Plan and Los Angeles' Sustainable City plan, such as the integration of zero-emission equipment into port operations, while ensuring the prioritization of jobs and labor standards. The integration of workforce development practices into port operations is the foundation of the Port Workforce Training Center, which will prepare workers for new technologies that are introduced to drive greater efficiency, lower emissions, and enhance competitiveness of the San Pedro Bay Ports complex.

DELIVERING SKILLS FOR QUALITY JOBS

The port's employer association engages with union representatives and other partners to develop workforce strategies that ensure quality workplaces and training.

PMA works with its members to identify training needs, and invests to improve workforce skills.

The Port Workforce Training Partnership identified worker safety as a priority to improve job quality. Though lashing containers—using bars and turnbuckles to affix containers to container ships—is a labor-intensive and dangerous task, it is critical for the regular operation of a port terminal. Therefore, it is vital to have a lashing workforce that is well trained. The lashing training program teaches workers to perform their jobs adequately and safely before stepping on the dock, and the program serves as a model for trainings to follow. Eventually the Port Workforce Training Center will provide a permanent controlled environment to conduct all training programs, where worker safety will not be compromised.

Expanding the High Road

An H RTP's work is never done. H RTPs provide infrastructure for industry problem-solving, and partnerships evolve along with industry problems and leaders. H RTPs must therefore attend to and strengthen their partnerships' commitment to operating with high road values, to influencing their industries, and to improving their communities. The POLA's first H RTP project focused on improving worker safety to demonstrate the value and impact of taking the high road approach in the goods-movement industry. A future goal is to help create a robust infrastructure of workforce development systems that promote good quality jobs and safe workplaces and encourage companies to create career ladder opportunities at the Port and throughout goods-movement industry in Southern California. To continue to build the high road in the goods-movement industry, the POLA will expand and strengthen its H RTP in these ways:

PARTNERSHIP OPERATIONS

The port will strengthen its partnership operating structure, solidify its first training program pilot, create new training programs, and build its organizational capacity to create the Port Workforce Training Center.

INDUSTRY SYSTEMS CHANGE

The port will integrate high road workforce development practices to promote good jobs in safe workplaces and support companies that create career-ladder opportunities, among other high road practices.

SOCIAL IMPACT

The port will continue its efforts in coordination with the Port of Long Beach, through the joint Clean Air Action Plan, to reduce air pollution and look at opportunities to improve hiring from within the community.

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About this Series

Through the H RTP initiative, the CWDB has invested close to \$10 million to develop, refine, and expand a series of skill-focused, industry-based training partnerships that advance equity by linking workforce innovation to regional challenges of job quality, economic mobility, and environmental sustainability. The UCLA Labor Center, commissioned by the CWDB, is leading a two-year evaluation process to understand the successes and challenges of the funded partnerships in building a workforce infrastructure that can holistically address key issues related to equity, climate, and jobs. This is one of a series of eight partnership overviews from UCLA evaluators Ana Luz Gonzalez-Vasquez, Magaly Lopez, and Saba Waheed. For additional overviews and more information about the H RTP initiative, see <https://cwdb.ca.gov/initiatives/high-road-training-partnerships/>.