

1 HOLLAND & KNIGHT LLP
David A. Robinson, Esq. (SBN 107613)
2 *david.robinson@hklaw.com*
Marne S. Sussman, Esq. (SBN 273712)
3 *marne.sussman@hklaw.com*
Emily M. Lieban, Esq. (SBN 303079)
4 *emily.lieban@hklaw.com*
Nicholas A. Dellefave, Esq. (SBN 323814)
5 *nicholas.dellefave@hklaw.com*
Three Park Plaza, Suite 1400
6 Irvine, CA 92614-8537
Telephone: 949.833.8550
7 Facsimile: 949.833.8540

8 Attorneys for Plaintiff CALIFORNIA
TRUCKING ASSOCIATION
9

10 **UNITED STATES DISTRICT COURT**
11 **FOR THE CENTRAL DISTRICT OF CALIFORNIA**

12 CALIFORNIA TRUCKING
ASSOCIATION, a California
13 corporation,

14 Plaintiff,

15 vs.

16 SOUTH COAST AIR QUALITY
MANAGEMENT DISTRICT; The
17 GOVERNING BOARD OF THE
SOUTH COAST AIR QUALITY
18 MANAGEMENT DISTRICT; and
DOES 1 through 25, inclusive,
19

20 Defendants.
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Case No.: 2:21-cv-6341

**COMPLAINT FOR
DECLARATORY JUDGMENT
AND INJUNCTIVE RELIEF**

Holland & Knight LLP
3 Park Plaza, Suite 1400
Irvine, CA 92614-8537
Tel: 949.833.8550
Fax: 949.833.8540

1 INTRODUCTION

2 1. *"The problem is the trucks."* — South Coast Air Quality Management
3 District ("District") Governing Board Member Rex Richardson at the May 7, 2021
4 hearing on Proposed Rule 2305 – Warehouse Indirect Source Rule – Warehouse
5 Actions and Investments to Reduce Emissions Program, and Proposed Rule 316 –
6 Fees for Rule 2305 (collectively, "Rule 2305").

7 2. *"We all acknowledge trucks are the issue. The type of building the*
8 *trucks go to or from, the trucks are indifferent. They pollute no matter where they*
9 *go."* — District Governing Board Member Janice Rutherford at the May 7, 2021
10 hearing on Rule 2305.

11 3. To avoid the balkanization of emissions and regulatory standards across
12 every local jurisdiction, the United States Congress has enacted two sweeping
13 preemptions of local rules that could impact the control of emissions from trucks or
14 that could impact the price, routes, or services those trucks provide. But faced with
15 diminishing returns on its regulation of traditional polluters, looming federal
16 deadlines, and nearing the edge of its regulatory authority, the District has flouted
17 this prohibition by adopting a regional warehouse regulation that, from its inception,
18 has been designed to do only one thing: change the trucks on the road.

19 4. Dissatisfied with the pace of fleet turnover already mandated by the
20 California Air Resources Board ("CARB"), the District has seized for itself powers
21 reserved to the United States Environmental Protection Agency ("EPA") and CARB
22 under what the United States Supreme Court has already declared to be "Congress's
23 carefully calibrated regulatory scheme." *Engine Mfrs. Ass'n v. S. Coast Air Quality*
24 *Mgmt. Dist.*, 541 U.S. 246, 255 (2004). The District now seeks to go where no local
25 air district has sought to go before, to implement a rule forcing the marketplace's
26 accelerated acquisition and use of zero emission ("ZE") or near zero emission
27 ("NZE") heavy-duty trucks.

28 5. In so doing, the District has issued "[a] command, accompanied by

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1 sanctions, that certain purchasers *may* buy only vehicles with particular emission
2 characteristics" previously determined by the United States Supreme Court to be "as
3 much a [preempted] 'attempt to enforce' a 'standard' as a command, accompanied by
4 sanctions, that a certain percentage of a manufacturer's sales volume *must* consist of
5 such vehicles." *Engine Mfrs. Ass'n.*, 541 U.S. at 255 (italics added). As explained by
6 our High Court: "The aggregate effect of allowing every state or political subdivision
7 to enact seemingly harmless rules would create an end result [that] would undo
8 Congress's carefully calibrated regulatory scheme." *Ibid.*

9 6. Plaintiff California Trucking Association et al. ("CTA") thus brings this
10 suit to declare void and to permanently enjoin enforcement of Rule 2305.

11 7. The District has long-struggled to achieve state and federal air quality
12 standards by exercising only those powers lawfully granted to it. The District has
13 also long-recognized that the majority of its remaining emissions result from
14 tailpipes, not smokestacks. But the District has no lawful authority over tailpipes.
15 Nonetheless, in an effort to reach those sources, the District has stretched the letter of
16 the law to reach far beyond its jurisdiction in order to obtain emission reductions.

17 8. Rule 2305 is nominally styled as a lawful indirect source review ("ISR")
18 rule, but is instead concerned with none of the emissions sources such a review
19 normally addresses. While the Clean Air Act ("CAA"), 42 U.S.C. § 7401, *et seq.*,
20 allows EPA to review and approve certain ISR rules promulgated by California's 35
21 legislatively created air districts and duly incorporated into California's State
22 Implementation Plan ("SIP") by CARB (*see* 42 U.S.C. § 7410(a)(5), hereinafter
23 "CAA § 110"), Rule 2305 is not truly concerned with indirect sources. It does not
24 address vehicle trips from workers coming to or leaving the site, the construction
25 equipment used in developing new warehouses, the length of trips to and from the
26 warehouse, or any direct emissions from the warehouse itself. Rule 2305, by
27 necessity and design, is entirely about the trucks.

28 9. Congress has expressly preempted state and local rules that "relate to"

1 the control of emissions from new motor vehicles and state and local rules that "relate
2 to" a price, route, or service of any motor carrier. 42 U.S.C. § 7543(a) ("CAA §
3 209"); Federal Aviation Administration Authorization Act of 1994 ("FAAAA"), 49
4 U.S.C. § 14501(c)(1).

5 10. The CAA sets up a comprehensive federal regime via which EPA
6 regulates emissions. Section 202(a)(1) of the CAA directs EPA to "prescribe . . .
7 standards applicable to the emission of any air pollutant from any class or classes of
8 new motor vehicles or new motor vehicle engines." "Because the regulation of
9 mobile source emissions is a federal responsibility, Congress has expressly
10 preempted states from setting emissions standards for mobile sources...." *Jensen*
11 *Family Farms, Inc. v. Monterey Bay Unified Air Pollution Control Dist.*, 644 F.3d
12 934, 939 (9th Cir. 2011) (citing CAA § 209(a)). According to the United States
13 Supreme Court, "[t]he language of [the CAA] is categorical." *Engine Mfrs. Ass'n*, 541
14 U.S. at 256. There is no exception for the indirect regulation the District purports to
15 undertake.

16 11. Like the CAA, the FAAAA is a comprehensive law with strong
17 preemptive power. The FAAAA's purpose is to "'prevent States from undermining
18 federal regulation of interstate trucking' through a 'patchwork' of state regulations."
19 *Am. Trucking Ass'ns v. City of Los Angeles*, 660 F.3d 384, 395-96 (9th Cir. 2011),
20 *rev'd on other grounds*, 569 U.S. 641 (2013). The FAAAA's express-preemption
21 provision prohibits the State of California or any subdivision thereof from making,
22 applying, or enforcing laws "related to a price, route, or service of any motor carrier
23 ... or any private carrier, broker, or freight forwarder with respect to the
24 transportation of property." 49 U.S.C. § 14501(c)(1). Rule 2305 creates precisely the
25 type of patchwork the FAAAA was designed to avoid as motor carriers must modify
26 their services and routes to support ZE/NZE vehicles or even entirely relocate. If
27 every local jurisdiction enacted its own version of Rule 2305, the impact on the
28 nation's logistics industry would be nothing short of disastrous.

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