CTMP Update: Air Quality (CLEAN TRUCKS)

LEAD:
Tim Leong, Port – Environmental

BACKGROUND/DESCRIPTION:

In efforts to meet established Maritime Air Quality Improvement Plan (MAQIP) goals and implement “early action” projects, the Port will provide incentives to retrofit and/or replace Port drayage trucks. The Port will collaborate with other partnering agencies to leverage available funding and resources in efforts to maximize the emissions benefits to the community and its stakeholders.

Over the last decade, residents living in neighborhoods adjacent to seaports throughout California have grown more concerned about the potential impacts on their health of diesel air emissions from goods movement. Their concerns were heard by ports and regulatory agencies, and some of the ensuing activities and studies are described here.

The Port has sponsored and participated in many community air quality efforts since the late 1990’s, including the Vision 2000 Air Quality Mitigation Program, the West Oakland Environmental Indicators Project (WOEIP), the West Oakland Toxics Reduction Program, Ditching Dirty Diesel, and others. Community-led efforts in West Oakland also benefit from the support of programs at the Pacific Institute, Bay Area Air Quality Management District (BAAQMD, through the Community Air Risk Evaluation or (CARE program), and the U.S. Environmental Protection Agency (West Oakland Toxic Reduction Collaborative (WOTRC) through support of WOEIP).

Port-related air quality regulations. The California Air Resources Board (CARB) and local air districts, such as the BAAQMD, have responded to community concerns and are developing and enforcing regulations statewide to substantially reduce emissions from nearly all port-related sources, including ships at sea and at dock, harborcraft, cargo handling equipment, rail and trucks. Most notably, regulations now require the phase-out of older drayage trucks and the phase-in of shoreside power to supply power to ships at berth.

Port-related air quality funding. CARB allocated the first year of Proposition 1B funding for goods movement emissions reduction projects, including $5 million for retrofit devices for older drayage trucks serving the Port of Oakland. The program is also funded through the BAAQMD, which provided $5 million through Transportation Fund for Clean Air (TFCA) funds, and the Port, which provided $5 million in matching funds from its operating budget for FY2008-2009. Additional funds from the Proposition 1B program are expected over the next few years for other emissions reduction projects. The Port is also requesting that the Board approve a user fee ordinance, which will provide funds for future maritime emissions reduction projects and infrastructure improvements.

Local air quality studies. In 2005, the Port decided to prepare a comprehensive air emissions inventory of seaport operations to provide baseline emissions data for future planning activities and to enable the Port to track its tenants' progress in reducing harmful emissions. During development of the “Port of Oakland 2005 Seaport Air Emissions Inventory” by ENVIRON International Corporation, CARB announced that, in response to requests from residents of West Oakland, it intended to carry out a human health risk assessment of the potential health effects of diesel particulate matter on the neighborhood. Port staff coordinated closely with CARB and the BAAQMD on the “Diesel Particulate Matter Health Risk Assessment for the West Oakland Community: Preliminary Summary of Results”, which was made available in March 2008. The study determined that diesel particulate matter (DPM) emissions from the seaport in 2005 contributed to 16% of all DPM cancer risk in West Oakland. The other 84% of risk came from non-seaport sources, primarily trucks on the highways that surround West Oakland.

Port of Oakland Maritime Air Quality Policy Statement. The Board of Port Commissioners adopted the Port’s Maritime Air Quality Policy Statement on March 18, 2008. The air quality policy sets a goal of an 85% reduction from 2005 to 2020 in neighboring community cancer health risks related to exposure to diesel particulate matter emissions from the Port’s maritime operations through all practicable and feasible means. Furthermore, the Board stated that the Port, beginning immediately, would implement emissions reduction measures in advance of regulatory deadlines.
in order to reduce the duration of people's exposure to emissions that may cause health risks ("early actions").

Specific early action commitments include:
- Incentives for replacement or retrofit of older polluting drayage trucks
- Mechanisms for enforcing the prohibition of Port truck parking or operation on neighborhood streets, including truck registration and tracking, and
- Feasible and cost-effective means of reducing ship idling emissions.

In addition to committing the Port to the health risk reduction goal, the Board also committed to adopting funding mechanisms (i.e., a user fee) to pay for emissions reduction measures and infrastructure improvements.

Port of Oakland’s Maritime Air Quality Improvement Plan (MAQIP) and Task Force. While the air quality studies were being conducted, the Port initiated discussions with community groups, regulatory agencies, maritime industry representatives (e.g., railroads, marine terminal operators, trucking companies), customers, environmental organizations, elected officials and other interested parties about the air quality impacts of Port operations on West Oakland, leading to the establishment of a MAQIP Task Force in 2007. For much of 2007 and 2008, the 35-member MAQIP Task Force met to create an air quality master plan that sets air quality and health goals and will guide air quality efforts in the seaport (the Port’s maritime area) for years to come, with the goal of reducing health risk from Port operations through emissions reductions. The final MAQIP plan will be presented to the Board of Port Commissioners for approval on December 2, 2008.

DIRECT STAKEHOLDERS

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<th>Stakeholder</th>
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<tr>
<td>Truck Owners</td>
<td>Economics</td>
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<td>Residential Community (located near Port)</td>
<td>Air quality</td>
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OTHER STAKEHOLDERS

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<tr>
<th>Partners</th>
<th>Role</th>
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<tr>
<td>BAAQMD</td>
<td>Funding Partner</td>
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<td>CARB</td>
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<td>Bay Area Kenworth</td>
<td>Equipment Provider</td>
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ADVOCATES

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<tr>
<th>Stakeholder</th>
<th>Area of Interest</th>
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<tr>
<td>California Trucking Association</td>
<td>Economic Viability, Meeting Regulatory Requirements</td>
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<td>Licensed Motor Carriers</td>
<td>Economic Viability, Meeting Regulatory Requirements</td>
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<tr>
<td>Truck Owners</td>
<td>Economic Viability, Meeting Regulatory Requirements</td>
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WORK TO DATE:

Initiatives Completed or Underway:
- Established an 85% diesel health risk reduction goal by 2020 for Port seaport sources
- Port has completed its own truck replacement effort, replacing 80 trucks
- Port has committed $5 million towards Port truck projects. The Port funding has been matched with an additional $5 million each from BAAQMD and the Proposition 1B Air Quality Infrastructure Bond (CARB I-Bond) funds.
- $15 million total in truck incentives for emissions reductions in Year 1

Proposals/Recommendations (to date):
- Coalition for Clean & Safe Ports Model
- West Oakland Toxic Reduction Collaborative (WOTRC) recommendations

NEXT STEPS / SCHEDULE:
- Currently reviewing applications for Year 1 funding of truck incentive projects
- Funding for truck retrofit projects to begin early 2009
- Looking at additional flexibility for use of Year 1 I-Bond funds for truck replacement projects
- November 18 CARB meeting in West Oakland to solicit input on Year 2 funding guidelines updates
- Evaluation of user fee to fund truck-related air quality initiatives and Port infrastructure improvements
- Evaluation on feasibility of truck ban pending economic study results and legal review

ROLE AND OPPORTUNITIES FOR COLLABORATION:

- Attend and provide input/advocate in support of making CARB I-Bond funding guidelines more streamlined and less restrictive for truck retrofit and replacement programs
- Collectively present recommended changes to CARB I-Bond funding guidelines to ensure requirements are fair for truck owners but emissions benefits are maximized