Earthjustice, DRCC, & NRDC

Please see the attached comments.

April 8, 2022

Elena Guilfoil
Department of Ecology
Air Quality Program
P.O. Box 47600
Olympia, WA 98504-7600

RE: Comment Letter Regarding Proposed Rulemaking to change Chapter 173-423 WAC and Chapter 173-400 WAC

Dear Elena Guilfoil:

The undersigned organizations strongly support the development of a fleet reporting program. Gathering data on Washington's truck fleets is essential to support a just transition to a clean transportation sector in Washington.

Goods movement is a serious threat to the health of all communities in Washington, especially near-port communities. Pollution from the movement of goods, especially from the trucking sector, is a serious threat to the health and welfare of people living in the Duwamish Valley and a significant community concern. The Duwamish Valley is a predominantly non-white "near port" and environmental justice community along the Duwamish River in Seattle.[1] The census tracts in the Duwamish Valley are ranked highest in the state for diesel NOx pollution and disproportionate burden.[2] Huge swaths of the Duwamish Valley are in the top 5% of communities nationwide with the highest proximity to traffic and traffic volume, and highest exposure to diesel PM pollution.[3] Accordingly, remediating pollution from goods movement is of paramount importance to communities living in the Duwamish Valley.

A fleet reporting requirement that takes a census of trucks that move through Washington will provide an important foundation for planning a just transition to an electrified freight sector with less climate and air pollution, and fewer asthma attacks, hospital admissions related to respiratory illness and traffic conflicts, and lost workdays. The intersectional impacts of fleet operations cannot be understated. Understanding how many trucks travel Washington's roads, where they go, and what kind of emissions they produce will provide a clear picture of the resources and infrastructure necessary to replace outdated vehicles with ZEVs or lower-emitting vehicles. And, gathering an accurate map of which communities are most exposed to the

[1] U.S. Envt'l Prot. Agency, EJScreen 2.0, https://ejscreen.epa.gov/mapper/ ("People of Color" Socioeconomic Indicator).

[2] Wash. Dep't of Health, Env't Health Disparities Map, https://fortress.wa.gov/doh/wtnibl/WTNIBL/ ("Diesel Pollution and Disproportionate Impact").

[3] U.S. Envt'l Prot. Agency, EJScreen 2.0, https://ejscreen.epa.gov/mapper/ ("Traffic Proximity" and "2017 Diesel Particulate Matter" under "Pollution and Sources").

pollution from Washington's trucks will allow Ecology to better understand the impact of goods movement and transportation on public health and welfare. This map will also enable Washington State to develop programs that prioritize communities that are disproportionately impacted by diesel emissions, and provide them with tools to improve public health.

This letter first explains why a strong fleet reporting requirement is necessary to document cumulative health impacts to over-burdened neighborhoods, and how this reporting requirement could help Washington State provide a just transition for truck drivers. The letter then recommends key elements that the Department of Ecology should include in its fleet reporting requirement to capture cumulative public health impacts, and to intelligently plan for a just transition in the trucking sector.

ANALYSIS

I. FLEET REPORTING IS NECSSARY TO PLAN INTELLIGENTLY FOR A JUST TRANSITION TO ZERO-EMISSION TRUCKS.

Diesel air pollution disproportionately hurts "near-port" communities like the Duwamish Valley. Nationwide, near-port communities are frequently historically marginalized communities of color and low-income communities that have been burdened with disproportionate, cumulative exposure to many environmental harms and have been subjected to systematic disinvestment. It is well documented that trucks are a major source of both greenhouse gases and harmful air pollution such as diesel particulate matter, $PM_{2.5}$ and NOx.

As Washington transitions to a zero-carbon emitting economy, it must not leave behind communities such as the Duwamish Valley, which have borne the brunt of industrial pollution for so long. Comprehensive, accurate, and granular data about the number and kind of trucks that travel through Washington and where they travel and spend time is vital to collect now.

Collecting this information is also critical to achieving the Department of Ecology's ("Ecology") obligations under the Heal Act. The Heal Act requires Ecology to prepare an assessment of the impacts to over-burdened communities from a significant agency action.[4] The purpose of this assessment is to document the disproportionate harms of an agency's action to over-burdened communities, reduce environmental health impacts on overburdened communities, and also prioritizing equitable distribution of benefits to overburdened communities.[5] Gathering the information we recommend below through a fleet reporting requirement will enable Ecology to accomplish these objectives. This information will help Washington develop programs and infrastructure to support electrification of the state's transportation systems and to ensure that the most impacted communities benefit from this transition and are prioritized for investment. A fleet reporting requirement should provide the necessary baseline information that will enable Washington to plan for a just transition to a zero-emission future, while documenting the existing cumulative health harms experienced by

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[4] RCW § 70A.02.060(2)(A).
[5] RCW § 70A.02.060(6)

environmental justice communities. This in turn will result in improved health outcomes for overburdened communities living in close proximity to freight.

A. Trucks Are a Major Source of Greenhouse Gases and Harmful Air Pollution in Washington.

Washington must curb on-road gasoline and diesel emissions to achieve its climate goals. The transportation sector is the largest contributor of greenhouse gas emissions in Washington, and accounts for *close to half* of the state's greenhouse gas ("GHG") emissions.[6] Transportation-sector emissions are the principal factor causing an increase in total statewide GHG emissions.[7] On-road emissions from gasoline and diesel account for 30.8% of Washington's total GHG emissions, with diesel vehicles contributing 8.7% of the total state-wide GHG emissions.[8]

When diesel fuel is burned, it emits several pollutants known to have significant detrimental effects on human health and the environment, including carbon monoxide (CO), particulate matter (PM), nitrogen oxides (NOx), hydrocarbons (HC), and various hazardous air pollutants.[9] Air pollution emitted from diesel exhaust contributes to major health issues such as lung and heart disease, increased risk of cancer, asthma, more frequent hospital admissions, and even premature mortality.[10] Chronic exposure to diesel exhaust is even more deadly than short-term acute exposure.[11] The health conditions caused by diesel exhaust also increase vulnerability to COVID-19.[12]

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[6] Washington State Greenhouse Gas Emissions Inventory: 1990–2018, Wash. Dep't Ecology (2021), https://apps. ecology.wa.gov/publications/documents/2002020.pdf.

[7] *Id*.

[8] *Id*.

[9] About Diesel Fuels, U.S. Envtl. Prot. Agency (March 1, 2021), https://www.epa.gov/dieselfuel-standards/about-diesel-fuels.

[10] *See* U.S. Envt'l Prot. Agency, *Research on Near Roadway and Other Near Source Air Pollution*,

www.epa.gov/air-research/research-near-roadway-and-other-near-source-air-pollution; J. E. Johnson et al., *Impact of Excess NOx Emissions from Diesel Cars on Air Quality, PublicHealth and Eutrophication in Europe*, 12 Envtl. Res. Letters 1, 9 (2017), https://doi.org/10.1088/1748-9326/aa8850.

[11] Simon Wilson et al., *Effects of Diesel Exhaust on Cardiovascular Function and Oxidative Stress*, 28 Antioxidants & Redox Signaling 821 (2018), https://pubmed.ncbi.nlm.nih.gov/28540736/.

[12] People with Certain Medical Conditions, Ctrs. Disease Control & Prevention (May 13, 2021) https://www.cdc.gov/coronavirus/2019-ncov/need-extra-precautions/people-with-medical-conditions.html.

B. Near-Port Communities Like the Duwamish Valley Are Disproportionately Impacted by Pollution from Washington's Trucking Industry.

"Near-port" communities disproportionately suffer the burden of air pollution associated with goods movement. Near-port communities are often predominantly BIPOC and often have below-median household incomes.[13] In addition to disproportionately suffering the burdens of diesel pollution, near-port communities typically do not reap the benefits of the ports and goods movement industries, such as jobs and economic growth.[14]

Like many near-port communities, the Duwamish Valley is comprised largely of immigrant and refugee families [15] and home to some of the lowest-income communities in Seattle.[16]

The Duwamish Valley is disproportionately impacted by diesel pollution because it is a high traffic transportation corridor. Three freeways border the Duwamish Valley: Interstate 5, Highway 99, and the West Seattle Bridge. During the two years that the West Seattle Bridge has been closed for repairs, an average of 100,000 vehicles per day have been rerouted through the Duwamish Valley.[17] Numerous major trucking routes pass through Georgetown and South Park, carrying freight from the Port of Seattle, and nearby industry.

According to a 2013 study of the cumulative impacts of pollution in Seattle, Beacon Hill, Georgetown, and South Park in the Duwamish Valley (zip code 98108) had the highest ranking

[13] *See* U.S. Envt'l Prot. Agency, *Environmental Justice Primer for Ports: Impacts of Port Operations and Goods Movement*, https://www.epa.gov/community-port-collaboration/environmental-justice-primer-ports-impacts-port-operations-and-goods#distribution.

[14] U.S. Envt'l Prot. Agency, *Environmental Justice Primer for Ports: Impacts of Port Operations and Goods Movement*, https://www.epa.gov/community-port-collaboration/environmental-justice-primer-ports-impacts-port-operations-and-goods#distribution.

[15] U.S. Envt'l Prot. Agency, EJScreen 2.0, https://ejscreen.epa.gov/mapper/ ("People of Color" Socioeconomic Indicator); U.S. Envt'l Prot. Agency, *Environmental Justice Primer for Ports: Impacts of Port Operations and Goods Movement*, https://www.epa.gov/community-port-collaboration/environmental-justice-primer-ports-impacts-port-operations-and-goods#distribution ("The disparities in environmental burdens and economic benefits disproportionately affect low-income communities and communities of color and can also be exacerbated by long-term disinvestment and challenging socioeconomic conditions.").

[16] Duwamish River Cleanup Coalition, Duwamish Valley Vision Map and Report (2009) at 6, https://www.seattle.gov/documents/Departments/Environment/EnvironmentalEquity/Duwamish-Valley-Vision-Report-2009.pdf.

[17] City of Seattle, *West Seattle Bridge Program*, https://www.seattle.gov/transportation/projects-and-programs/programs/bridges-stairs-and-other-structures/bridges/west-seattle-bridge-program.

in the city for cumulative impacts.[18] The Duwamish River has long been plagued by industrial pollution, and five severely contaminated miles of the river in the Duwamish Valley were designated a toxic Superfund site in 2001.[19] A 2020 study of moss on trees along the streets of the Duwamish Valley showed high levels of heavy level air pollution, including lead, cobalt, arsenic, and chromium.[20] Measured levels of arsenic and chromium in Duwamish Valley moss were twice as high as the concerning levels of these heavy metals found in a similar moss study in Portland.[21]

To address the long-lasting, cumulative impacts of pollution and systemic disinvestment in communities like the Duwamish Valley, it is essential for Washington to prioritize equity as it develops programs to transform the state to a zero-emissions transportation sector.

For a more detailed explanation of the impacts of diesel pollution on Duwamish Valley residents, please see our comments on the Advanced Clean Trucks rulemaking, attached hereto as **Exhibit A**.

C. Washington Cannot Adequately Plan for a Just Transition to a Clean Transportation Sector Without More Data About Washington's Truck Fleets.

Despite the fact that diesel trucks are a major source of climate and air pollution, there is a dearth of information about what trucks are operating in the State of Washington. Washington has never required fleet owners or operators to report information about the trucks that travel through the state and emit harmful emissions in the state.[22]

Without a clear picture of the number and kind of trucks that travel through Washington State, it will be difficult to plan a transition that moves Washington's transportation sector away from fossil fuels. Better data is necessary to identify the most effective strategies for reducing

[18] Linn Gould & B.J. Cummings, *Duwamish Valley Cumulative Health Impacts Analysis,* Just Health Action, DRCC (Mar. 2013) at 2, https://www.seattle.gov/Documents/Departments/Environment/EnvironmentalEquity/CHIA_low_res.pdf.

[19] U.S. Envt'l Prot. Agency, Superfund Site: Lower Duwamish Waterway, https://cumulis.epa.gov/supercpad/SiteProfiles/index.cfm?fuseaction=second.Cleanup&id=1002020#bkground.

[20] F. Villalobos, L. Gutierrez, C. Martinez, P. Lopez, T. Abel, *Duwamish Valley Youth Corps Moss and Metals Study*, DRCC & W. Wash. Univ., https://www.drcc.org/s/Moss-study-Press-release-FINAL.pdf.

[21] F. Villalobos, L. Gutierrez, C. Martinez, P. Lopez, T. Abel, *Duwamish Valley Youth Corps Moss and Metals Study*, DRCC & W. Wash. Univ., https://www.drcc.org/s/Moss-study-Press-release-FINAL.pdf.

[22] While vehicle registrations reflect the number of trucks registered in the state, this data set does not provide any information on the many out-of-state trucks that travel Washington's roads, nor does it provide any information about where Washington-registered vehicles travel.

idling and trucking emissions. Washington's strategy for transforming the transportation sector must be informed by accurate, up-to-date data if it is to succeed.

Indeed, the Heal Act requires Ecology to conduct an assessment of harms to overburdened communities. Using the fleet reporting requirement to gather data on the cumulative health impacts of freight movement through these communities will enable Ecology to realize the purpose of the Heal Act.

Equally importantly, without a clearer picture of where diesel trucks predominantly operate in Washington and who owns the most outdated, highest-polluting vehicles, it will be impossible to ensure that the transformation of the transportation sector is an equitable one. Ecology should ensure that the fleet reporting requirement encompasses information necessary to develop programs that prioritize the communities most harmed by diesel emissions for investment in cleaner trucks and infrastructure.

In particular, Washington should gather data to better understand the impact of short-haul trucking and the needs of drayage truck drivers. Drayage truck drivers have played an essential role in the rapidly-growing e-commerce and goods movement industry, but have been frequently exploited and underpaid.[23] In Seattle and Tacoma, many drayage truck owners and operators are African, Latino, South Asian, Russian, or Ukrainian immigrants.[24] For low-income drayage truck owners, financing new trucks and engine retrofits is the biggest barrier to complying with air quality regulations and meeting climate goals.[25]

Simply put, taking a census of the trucks in Washington is essential to allow Ecology to understand and document the impact of truck emissions from goods movement on public health and welfare, and in particular, on communities already overburdened by pollution. Fleet reporting is vital to allow Washington to develop a successful plan to get the state to a zero-emissions transportation future and healthier communities with less air pollution.

II. OUR RECOMMENDATION: COMPREHENSIVE FLEET REPORTING TO DOCUMENT HEALTH IMPACTS AND ENABLE A JUST TRANSITION

In this section we outline key elements we would recommend that Ecology integrate into a fleet reporting requirement:

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[23] *E.g.*, Tushar Khurana, *A Duwamish Valley Truck Electrification Program Looks to Reduce Air Pollution* (South Seattle Emerald Feb. 21, 2022), https://southseattleemerald.com/2022/02/21/a-duwamish-valley-truck-electrification-program-looks-to-reduce-air-pollution/.

[24] Tushar Khurana, *A Duwamish Valley Truck Electrification Program Looks to Reduce Air Pollution* (South Seattle Emerald Feb. 21, 2022), https://southseattleemerald.com/2022/02/21/a-duwamish-valley-truck-electrification-program-looks-to-reduce-air-pollution/.

[25] J. Davidow, "Port's Deal Leaves Truck Drivers Worried," *Crosscut*, Feb. 7, 2018, https://crosscut.com/2018/02/ports-seattle-tacoma-deal-leaves-truck-drivers-worried-emissions.

1. First, Ecology should ensure that the primary purposes of a fleet reporting requirement are to (a) document health, safety and environmental harms from trucking activity in Washington State, and (b) ensure a just transition for low-income drivers.

2. Second, the reporting requirement should document as many trucks as possible to provide a comprehensive picture of cumulative health burdens. We recommend that Ecology adopt Oregon's approach that requires fleets with five or more trucks to report, and in addition, Ecology should also require all drayage truck dispatchers to report.

3. Third, Ecology should develop an initial baseline reporting requirement, with annual updates to enable the agency to track trends and growth in electrification of fleets.

4. Fourth, to capture the air pollution and GHG impacts of trucks, Ecology should require reporting of the following metrics: Model year of engine; fuel type/ frequency of travel through over-burdened neighborhoods, origin and destination of trips, public parking locations, and average cost of diesel fuel and vehicle maintenance.

Gathering this information will enable Ecology to develop a comprehensive picture of how many trucks operate in Washington, where those trucks typically drive, which are the dirtiest trucks that should be targeted for vehicle upgrades, and whether vehicle electrification rules are creating on the ground changes in fleets over time.

A. <u>Fleet Reporting Should Center Public Health and Just Transition.</u>

The Fleet reporting requirement is important because it will provide critical information on the location of truck fleets. As documented extensively above, the Duwamish Valley is disproportionately impacted by diesel pollution because it is a high traffic transportation corridor. Three freeways border the Duwamish Valley, Interstate 5, Highway 99 and the West Seattle Bridge. Currently the West Seattle Bridge is closed for repair, rerouting an average of 100,000 West Seattle Bridge drivers through the Duwamish Valley.[26] Numerous major trucking routes pass through Georgetown and South Park, carrying freight from the Port of Seattle, and nearby industry. A reporting requirement that requires truck fleets to document the number of trucks they own and where they operate would provide valuable information regarding the disproportionate impact of trucking activity.

Further, a fleet reporting requirement that captures information about truck fleets, would provide Washington with valuable information that it could later use to help low-income drivers transition to electric trucks. Financing new trucks and engine retrofits is the biggest barrier that low-income drayage truck drivers face, in trying to meet air quality regulations. In a 2018 strike, port drivers objected to emission standards that would require them to upgrade their trucks to meet drayage truck emission standards because they could not afford to purchase the new

[26] City of Seattle, *West Seattle Bridge Program*, https://www.seattle.gov/transportation/projects-and-programs/programs/bridges-stairs-and-other-structures/bridges/west-seattle-bridge-program

equipment.[27] Drivers objected that even though they care about clean air, they could not afford the $40,000 to $60,000 cost to retrofit their trucks with cleaner technology.[28] At the time, the Port estimated that less than half of drayage trucks met the required vehicle emission standards.[29] In a 2013 study, researchers found that 31% of drayage truck drivers who own their own truck earned below $20,000, and half of those drivers paid more in maintenance costs than they earned.[30]

Drivers should not have to choose between their own survival, and contributing to childhood asthma—this is a false choice. Providing grants to low-income truck drivers to help them transition into low-emitting and zero-emitting vehicles would help achieve Clean Air Act policy objectives, while also achieving economic justice. More so, low-income drivers must be prioritized because these drivers often operate in environmental justice communities.

Grant funding for electric trucks, and low emission heavy duty trucks should prioritize low-income drayage truck drivers. Focusing grant funds on converting the oldest and dirtiest trucks would likely most benefit these drivers, because they are least able to convert their vehicles. Further, focusing grant funding on drayage trucks and individual truck owners specifically would provide a targeted approach that would most benefit low-income drivers. Eliminating pollution from old dirty diesel trucks that accumulates in environmental justice communities, including the Duwamish Valley would directly achieve the statutory requirements of the Heal Act, which requires Ecology to prioritize overburdened communities.[31] It would also achieve the Heal Act's goal of ensuring that the benefits of those investments directly accrue to local communities.[32]

A fleet reporting requirement is **crucial** for documenting the number of low-income truck drivers operating in Washington, and this information would in turn aid the State of Washington in providing financial incentives to these drivers. It is imperative that a fleet reporting requirement generate data that will document the financial burdens on low-income truck drivers, resulting from their misclassification as independent contractors. Exploitation is prevalent in the industry, leading to environmental injustice for both the Duwamish Valley community and

[27] J. Davidow, "Port's Deal Leaves Truck Drivers Worried," *Crosscut*, Feb. 7, 2018, https://crosscut.com/2018/02/ports-seattle-tacoma-deal-leaves-truck-drivers-worried-emissions.

[28] *Id*.

[29] *Id*.

[30] J. Drescher, "Economic Characteristics of Drayage Drivers at the Port of Seattle," Univ. of Wash., at 16 (2015), http://hdl.handle.net/1773/33670.

[31] RCW § 70A.02.060(2)(a)

[32] RCW § 70A.02.060(6).

independent low-wage-earning truck drivers. Truck companies must take responsibility for high capital costs and other financial burdens.[33]

B. Fleet Reporting Should be Broad and Inclusive.

Setting a comprehensive fleet reporting requirement that captures as much data on trucking activities is necessary to quantify air pollution impacts from trucking, and to aid Washington State in transitioning these trucks to cleaner alternatives. Different states around the country have adopted fleet reporting requirements. These reporting requirements range in terms of when they require fleet operators to report. California's narrow requirement requires fleets with 50 or more trucks to report, but this approach vastly undercounts the number of trucks in the state.

In contrast, Oregon has a comprehensive approach that requires companies own or dispatch five or more trucks to comply with the reporting requirement.[34] Applying the reporting requirement to truck dispatchers is important, because it captures individual truck drivers who contract with dispatch companies. Often these individual owned trucks are the dirtiest, because contract drivers lack resources to upgrade their trucks. However, even Oregon's requirement could exclude a large number of drayage trucks that operate in and around the Northwest Seaports.

We recommend that Ecology adopt Oregon's more comprehensive reporting requirement, and also include a provision that requires all drayage truck dispatchers to comply with the reporting requirement. Drayage trucks are often the dirtiest trucks because these individual-owned and operated businesses work on contract with dispatch companies and receive a flat fee for each load hauled. In practice, the economics of drayage trucking causes a race to the bottom where big companies do not own trucks or pay drivers as employees. Rather, these companies contract with dispatch companies, who then contract with the drivers to move freight by the load. Drivers often take home little pay as a consequence, and lack the resources to upgrade or maintain their vehicles. As a result, these trucks can be amongst the dirtiest on the road. Helping drayage truck drivers to upgrade and maintain their vehicles requires learning more information about these trucks, where they operate, their age, and how they travel through Washington. Doing so will enable Washington to support this workforce in moving towards a just transition.

To capture an inclusive dataset, we recommend that Ecology adopt the reporting requirements developed in Oregon,[35] and add an additional requirement for drayage truck reporting noted in red text. Below is an example of the language Ecology could adopt into its regulation:

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[33] Sam Appel & Carol Zabin, *Truck Driver Misclassification: Climate, Labor, and Environmental Justice Impacts,* (Aug. 2019), https://laborcenter.berkeley.edu/pdf/2019/Truck-Driver-Misclassification.pdf

[34] Or. Admin. R. 340-257-0200(1)(c).
[35] *See* Or. Admin. R. 340-257-0200.

> The following persons must submit to Ecology all of the information described in …. As used in this rule, all operations conducted by persons under common ownership or control shall be aggregated and considered to be one person to determine fleet reporting applicability.
>
> (a) Any person that owns or operates a business with gross annual revenues greater than $50 million in the United States for the 2021 tax year, including revenues from all subsidiaries, subdivisions, or branches, and that operated a facility in Washington in 2022 that had one or more vehicles over 8,500 pounds GVWR operated in Washington in 2022
>
> (b) Any person that owns or operates a facility in Washington and that, in the 2022 calendar year, owned or operated 5 or more vehicles with a GVWR greater than 8,500 pounds.
>
> (c) Any person that operated a facility in Washington and that, in the 2021 calendar year, dispatched 5 or more vehicles with a GVWR greater than 8,500 pounds into or throughout Washington.
>
> (d) Any person that dispatched at least one drayage truck in Washington in 2022.
>
> (e) Any Washington government agency, including State and local government, that operated five or more vehicles over 8,500 pounds GVWR in Washington in 2022.
>
> (e) Any Federal government agency that operated five or more vehicles over 8,500 pounds GVWR in Washington in 2022.

Clarifying definitions for "dispatch" companies and "drayage" trucks would ensure this requirement is clearly understood. We recommend adding the following definitions to the reporting requirement:

> "Dispatch" is defined as operating or directing the operation of any vehicle.
>
> "Drayage truck" is defined as any in-use on-road vehicle with a gross vehicle weight rating (GVWR) greater than 26,000 pounds that is used for transporting cargo, such as containerized, bulk, or break-bulk goods, that operates:[36]
>
> > (A) on or transgresses through port or intermodal rail yard property for the purpose of loading, unloading or

[36] *See* Cal. Cod. Regs. Tit. 13, Sec. 2027.

> transporting cargo, including transporting empty containers and chassis; or
>
> (B) off port or intermodal rail yard property transporting cargo or empty containers or chassis that originated from or is destined to a port, intermodal rail yard property, or distribution center.

C. Fleet Reporting Should Be Annually Updated To Document Trends.

While most states have adopted a one-time reporting requirement, we recommend that Ecology adopt an initial baseline reporting requirement, and a requirement to provide annual updates. A one-time reporting requirement is easier to comply with because it only requires completion once. However, a one-time reporting requirement cannot capture trends that occur over the years. Documenting changes in truck fuel type, model year of engines, an increase in number of trucks operated in-state, increased adoption of newer lower-emitting technology—these trends will help Washington State regulate and reduce vehicle sector emissions by understanding big trends in the trucking industry. Annual reporting does not need to be onerous. Ecology could require an initial report that calls for detailed information, but after this initial report, fleet operators and dispatchers could simply update their information on an annual basis. If fleet information has not changed, operators and dispatchers need not provide any new information.

D. Reporting Metrics Should Capture Data That Documents Air Pollution Impacts and the Geographic Distribution of Those Impacts.

Centering public health and just transition when promulgating a fleet reporting requirement means focusing on metrics that will document the cumulative health burden of trucking activity and goods movement, while also identifying ways to help low-income drivers transition to cleaner technologies. We recommend that Ecology include the following metrics in its fleet reporting requirement:

- **Fuel Type** – Fuel type has a direct impact on the type of air pollutants emitted by the truck, and is useful for quantifying cumulative health impacts. Both Oregon and California require reporting of this data.

- **Model Year of the Vehicle** – The model year of the vehicle directly affects the quantity of air pollutants emitted. Pre-2010 diesel trucks will emit far more pollution than their modern counterparts. Oregon requires entities to report whether the trucks are older than MY 2010, but does not capture the exact model year of the trucks. We strongly urge Ecology to include this statistic. Model year of a truck significantly affects how much pollution it emits.

  California does not require reporting of this requirement, but this is because it requires old trucks to upgrade. California's emissions standards for heavy-duty vehicles manufactured after 2007 are largely the same as federal requirements. However, there is one critical difference. Federal regulations only apply to newly manufactured heavy-duty vehicles. In contrast, California's regulations apply to newly manufactured heavy-duty vehicles and all on-road heavy-duty vehicles must comply with emissions standards. Under the California regulations, a heavy-duty truck built in 1999 must still meet the emissions standards set out in Cal. Code Regs. tit. 13, § 1956.8 for trucks manufactured on or after 2007. In contrast, under federal law and in Washington, old dirty diesel trucks can remain on the road. This emission standard reduced diesel emissions from heavy-duty diesel vehicles by 85%, compared with federal standards which only reduced emissions by 58%.[37] Further, California requires drayage trucks to replace their engines to meet MY 2010 emission standards. This requirement reduced black carbon emissions by 70%, and reduced particulate matter emissions by 75% in and around the ports of Oakland and Los Angeles.[38] Capturing how many old dirty diesel trucks still operate on Washington roads is critical to documenting the health and pollution impacts of truck operations in-state.

- **Annual Vehicle Miles Traveled ("VMT")** – This metric will document how much pollution the truck emitted over the course of the year based on how many miles it traveled over the course of the year. Again, this data is critical to quantifying the contribution of trucks to statewide NOx emissions and to statewide GHG emissions. Accurate data is important. In a recent study, the City of Seattle used StreetLight data to quantify annual VMT per year for medium-duty and heavy-duty trucks. It found that these vehicles cumulatively had an annual VMT of 4.7 billion,[39] which is higher than what the City of Seattle estimated in its greenhouse gas emissions inventory for all vehicles combined including passenger cars.[40] Both Oregon and California require reporting of this data.

- **Average Daily VMT –** Average daily VMT is important to understanding how easily the truck can be transitioned to an electric vehicle. Long-haul electric trucks that can travel 200+ miles are far more expensive, and difficult to buy than trucks that travel on a shorter range. In its recent study, the City of Seattle found that "[a]lmost 70 percent of medium-duty trips are under 10 miles in length, and only four percent of heavy-duty truck trips that start or end in Seattle are over 100 miles."[41] Given the shorter trip length of these trucks—it could be less expensive to electrify them. Both Oregon and California require reporting of this data.

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[37] *Id.*
[38] M. Schwarzman, et al., "Raising Standards to Lower Diesel Pollution," *Science*, Vol. 371, Issue 6536 (Mar. 26, 2021).
[39] Exhibit B. Fehr & Peers, *City of Seattle – Zero Emission Area Data Collection*, at 16 (Sep. 2, 2021).
[40] City of Seattle, *2018 Community Greenhouse Gas Emissions Inventory*, (Dec. 2020), https://www.seattle.gov/Documents/Departments/OSE/ClimateDocs/2018_GHG_Inventory_Dec2020.pdf (Seattle estimated that all vehicles, including passenger cars, had a VMT of 4.5 billion).
[41] Exhibit B. Fehr & Peers, *City of Seattle – Zero Emission Area Data Collection*, at 16 (Sep. 2, 2021).

- **Average Number of Trips Per Day** – This metric helps to quantify the air pollution impacts, and also how easily these trucks can be electrified. If trucks take numerous trips of short duration, they may be emitting more pollution—especially if they are heavy duty trucks. Diesel truck engines have lower efficiency if they must accelerate and stop in traffic, versus traveling at a relatively steady speed on highways. Further, if a truck takes shorter duration trips it could be easier to electrify.

- **Which over-burdened communities the truck travels through, and how frequently it travels through those communities on a weekly basis**. Understanding the frequency of vehicle transit through is critical to understanding the cumulative air pollution impacts to over-burdened communities. This metric would include a list of over-burdened communities in Washington State, and then ask how frequently trucks travel through those neighborhoods. While truck starting points, and destinations are important, this data often fails to capture harms to communities from trucks that travel through their neighborhoods. A recent study of truck traffic prepared by the City of Seattle and the International Council on Clean Transportation found that the large majority of truck traffic in the South Park neighborhood came from trucks passing through.[42]

- **Truck's daily origin and destination points**. This data is critical for understanding where trucking hubs are located, and which communities may be impacted by the regular movement of trucks in their neighborhoods.

- **Public locations where trucks park for more than 2 hours per day.** Knowing where trucks park, or where truck drivers struggle to find parking is critical in order to develop smart infrastructure investments in vehicle charging stations. Gathering this data will also help Washington to provide parking for trucks that is secure. Secure parking is critical given the significant cost incurred to purchase electric trucks.

- **Average yearly cost of diesel and vehicle maintenance**. This metric would quantify how expensive existing trucks really are for drivers. Older trucks often require more frequent maintenance and consume more diesel fuel. Further, with the rising costs of diesel fuel, these costs are often significant. Encouraging drivers to quantify these costs would also help them think about the yearly actual cost of their vehicles.

CONCLUSION

Currently, over-burdened communities bear the brunt of the cumulative health impacts of goods movement because trucks are concentrated in these neighborhoods. Goods movement is a one of the largest sources of air pollution in Washington State, but it is also provides for a large

[42] *Id.* (finding that 60% of medium duty trucks, and 75% of heavy duty trucks pass-through South Park).

number of jobs in-state. We encourage Ecology to adopt a thoughtful fleet reporting requirement that both documents cumulative health impacts to over-burdened communities, and also gathers information that will help Washington to invest in a just transition for drivers.

Sincerely,

__/s/ Jaimini Parekh__________
Jaimini Parekh
Molly Tack-Hooper
Attorneys for DRCC & NRDC
Earthjustice

__/s/ Adrienne Hampton-Clarridge____
Adrienne Hampton-Clarridge
Duwamish River Community Coalition

___/s/ Patricio Portillo___________
Patricio Portillo
Natural Resources Defense Council

Exhibit A

EARTHJUSTICE

August 9, 2021

Elena Guilfoil
Department of Ecology
Air Quality Program
P.O. Box 47600
Olympia, WA 98504-7600

RE: Comment Letter Regarding Proposed Rulemaking to change Chapter 173-423 WAC – Low Emission Vehicles

Dear Elena Guilfoil:

This comment letter is submitted on behalf of the Duwamish River Cleanup Coalition/Technical Advisory Group (DRCC).

The Duwamish Valley is a "near port" and Environmental Justice community along the Duwamish River in Seattle. Heavy duty truck traffic is a serious health threat and community concern as it disproportionately impacts Black, Indigenous, immigrant, and refugee families. We recommend that the Department of Ecology ("Ecology") adopt the emissions standards described in its notice of proposed rulemaking. In addition, we further recommend that Ecology adopt emission standards for heavy-duty vehicles that are already law in California, which would reduce emissions of criteria air pollutants. Pursuant to RCW 70A.30.010, Ecology must adopt these regulations because they are motor vehicle emission standards adopted by the State of California.

DRCC is a nonprofit (501(c)3) that seeks to amplify the will and lift the voices of the Duwamish Valley community members, specifically those most harmed by the combined impacts of climate change, health disparities, and environmental and economic inequities. DRCC's mission is to elevate the voices of those impacted by the Duwamish River pollution and other environmental injustices to advocate for a clean, healthy, and equitable environment for people and wildlife.

In addition, DRCC promotes place-keeping, prioritizes community capacity and resilience. According to EPA's environmental justice mapping tool, 71% of the population in the six Census Block Groups encompassing Georgetown and South Park is nonwhite.[1] By committing to frequent and authentic community engagement and power-building, DRCC hears the concerns of the community to ultimately focus programming and take action. For decades, our community has raised issues with the noise disturbance, smell, public safety and visible combustion pollution of heavy-duty dirty diesel trucks which continue to travel back and forth, through the Duwamish Valley (DV) neighborhoods. Improving vehicle emissions standards is

[1] https://ejscreen.epa.gov/mapper/

critically important to protecting the health and welfare of residents living and working in the Duwamish Valley, and we applaud Ecology's proposal to strengthen these standards. We urge Ecology to promulgate rulemaking that will further reduce diesel exhaust emissions in the Duwamish Valley, as described below.

I. SUMMARY OF OUR RECOMMENDATIONS:

We strongly recommend the Department of Ecology adopt the emissions standards described in its notice of proposed rulemaking, and we further recommend that Ecology promulgate rulemaking to require fleet reporting, and to reduce emissions of criteria air pollutants from mobile sources that are already law in California:

1. **Ecology should adopt the (one time) <u>Fleet Reporting Requirement</u>**, which is part of the Advanced Clean Truck rule. The fleet reporting requirement is critical to achieving the emission standards for truck fleets described in the Advanced Clean Truck rule. The reporting requirement would create an inventory of existing truck fleets, and would document where fleets in Washington primarily operate. A fleet reporting requirement would document the disproportionate impact of truck emissions on the Duwamish Valley, an environmental justice issue. Further, Ecology can use the information obtained through fleet reporting to help finance cleaner trucks, especially for truck drivers who can't afford to comply with existing and future air emission standards. These trucks are among the oldest and dirtiest vehicles on the road and are excellent for zero-emission technology given their short-haul, idling, and stop-and-go operations. Research shows that a pathway to a near-100% electrified transportation future in 2050 would save communities of color in Seattle and the surrounding areas up to $138 million annually by that year. As soon as 2025, these health benefits could amount to $8 million as a result of fewer asthma attacks, hospital admits, lost workdays, and more.

2. **We strongly support Ecology's recommendation to adopt the Heavy-Duty Omnibus rule that has already been approved by the California Air Resources Board. We encourage quick adoption of this rule by the end of the year**. Pollution emitted by heavy-duty trucks disproportionately harms the health of residents in the Duwamish Valley. The Duwamish Valley is a major trucking corridor for goods movement in the Seattle Area, emitting diesel, NOx and SOx pollution as drayage trucks transport goods to and from the Port of Seattle. Adopting the Heavy-Duty Omnibus Rule will reduce toxic diesel exhaust pollution now and in years to come.

3. **We recommend that Ecology adopt California Code of Regulations, Title 13, §§ 2025, 2027, and 2299.1, which regulate emissions from heavy-duty vehicles and ocean-going vessels to reduce emissions in port communities, including the Duwamish Valley.** California's emission standards for diesel-powered mobile sources including heavy-duty vehicles, and oceangoing vessels, have achieved steep cuts in diesel pollution. Residents in the Duwamish Valley are disproportionately impacted by diesel particulate matter, and residents experience serious health impacts. Strengthening

emission standards for heavy-duty vehicles and ocean-going vessels, would reduce diesel particulate matter and smog forming pollutants including nitrous oxide and sulfur oxides, which cause severe health impacts including cancer, cardiovascular disease, and respiratory disease.

II. CUMULATIVE HEALTH IMPACTS FACED BY THE DUWAMISH VALLEY COMMUNITY:

Air Pollution in the Duwamish Valley causes serious and severe health impacts. Air pollution from trucks moving goods, industry, traffic congestion, manufacturing facilities and highways close to residential and civic spaces is the worst in the city.[2] More so, exposure to particulate matter from vehicle exhaust in the Duwamish Valley has been linked to asthma, early mortality, birth defects, and a wide range of other illnesses, and is especially hazardous for children.[3] Air pollution emitted from trucks contributes to major health issues such as lung and heart disease, increased risk of cancer, asthma, more frequent hospital admissions, and even premature mortality.[4] These ramifications can also span across multiple generations[5]. In addition, these health impacts that disproportionately affect the Duwamish Valley community mimic the inequitable distribution of socioeconomic benefits (such as jobs opportunities and economic growth).[6] The Duwamish Valley Cumulative Health Impact Analysis found:

- Life Expectancy: Measured at the census-tract level, life expectancy in both South Park and Georgetown is 13 years lower than in Laurelhurst and Magnolia, two predominately white, upper-income neighborhoods in North Seattle.[7]
- Particulate matter exposure: Exposure to particulate matter from vehicle exhaust in the Duwamish Valley has been linked to asthma, early mortality, birth defects, and a wide range of other illnesses, and is especially hazardous for children. [8]

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[2] **Exhibit A**, L. Gould & B.J. Cummings, *Duwamish Valley Cumulative Health Impacts Analysis,* Just Health Action, DRCC (Mar. 2013), https://www.seattle.gov/Documents/Departments/Environment/EnvironmentalEquity/CHIA_low_res.pdf

[3] City of Seattle, *South Park Neighborhood Profile* (Feb. 2019), https://www.seattle.gov/Documents/Departments/OPCD/OngoingInitiatives/OutsideCitywide/OutsideCitywideSouthParkNeighborhoodProfile.pdf

[4] U.S. Envt'l Prot. Agency, *Research on Near Roadway and Other Near Source Air Pollution*, www.epa.gov/air-research/research-near-roadway-and-other-near-source-air-pollution.

[5] U.S. Envt'l Prot. Agency, *Environmental Justice Primer for Ports: Impacts of Port Operations and Goods Movement*, www.epa.gov/community-port-collaboration/environmental-justice-primer-ports-impacts-port-operations-and-goods.

[6] *Id.*

[7] **Exhibit A**, Gould et al., *supra* note 2.

[8] City of Seattle, *supra* note 3.

- Asthma: Air pollution causes asthma and the childhood asthma hospitalization rates in the Duwamish Valley are some of the highest in the City of Seattle.[9]
- Heart disease death rates: Air pollution increases heart disease problems. Heart disease death rates measured at the census tract level are almost 2.5 times higher than wealthier parts of Seattle.[10]
- Proximity to environmental hazards: The community is living in close proximity to multiple contaminated waste sites including proximity to the Duwamish River Superfund site (one of the most toxic hazardous waste sites in the nation). [11]
- Tree canopy coverage: Tree canopy helps alleviate air pollution. South Park and Georgetown have some of the lowest tree canopy coverage in Seattle. Approximately 140 square feet of accessible green space per resident versus an average of 387 square feet per resident in Seattle. [12]

III. DIRTY DIESEL FROM GOODS MOVEMENT DISPROPORTIONATELY AFFECTS THE DUWAMISH VALLEY

Emissions from the movement of goods in particular, including trucking and shipping, deteriorates air quality in the neighborhoods of Georgetown, South Park, which sit at the heart of Seattle's freight corridor. South Park and Georgetown are exposed to higher levels of diesel exhaust than residents of Beacon Hill and Queen Anne.[13]

In 2020, Duwamish Valley Youth collected 80 moss samples in a Duwamish Valley youth led air monitor study using moss, a bio indicator. Professional scientists collected an additional 20 samples to help verify the results. They were analyzed for heavy metals and other elements. Data collected has shown high levels of arsenic and chromium; results were twice as high as what was found in Portland, where a similar study had been previously done.[14]

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[9] **Exhibit A**, Gould et al., *supra* note 2.

[10] *Id*.

[11] Wash. Dep't of Health, Lower Duwamish Waterway Site: Updated Fish Consumption Advisory

and Evaluation of Marine Tissue Collected from the Lower Duwamish

Waterway in August and September 2004, (2005), https://www.doh.wa.gov/Portals/1/Documents/Pubs/333-103.pdf.

[12] Seattle Parks Foundation, *South Park Green Space Vision Plan*, (Jun. 2014), https://www.seattle.gov/documents/Departments/Environment/EnvironmentalEquity/South-Park-Green-Space-Vision-Plan_6.17.14_Final-with-Appendix.pdf.

[13] Puget Sound Sage, *Diesel Exhaust Exposure in the Dumawish*, https://www.pugetsoundsage.org/research/clean-healthy-environment/deeds/.

[14] F. Villalobos, L. Gutierrez, C. Martinez, P. Lopez, T. Abel, *Duwamish Valley Youth Corps Moss and Metals Study*, DRCC & W. Wash. Univ., https://botanicgardens.uw.edu/wp-content/uploads/sites/7/2021/05/Moss-study-Presentation.pdf

In addition, air monitoring at the neighborhood scale is incomplete. Toxic pollution blindspots riddle an antiquated air monitoring network in the area. For instance, there are only two air toxics monitors in Seattle. The Department of Ecology manages an air monitor atop Beacon Hill. This monitor is located over a mile from any industry activity polluting the Duwamish Valley. The Puget Sound Clean Air Agency ("PSCAA") operates another air toxics monitor near the Federal Center South campus. PSCAA's air monitor is over a half-mile to any significant industrial polluter and failed to record air toxics data for five of the last 10 years.[15]

The Duwamish Valley is a near port community. Emissions from ships traveling into the harbor and docking in the port directly affect the Duwamish Valley and communities living near to ports in Washington. Ocean-going vessels that berth in the Port of Seattle are a major source of particulate matter, NOx, and sulfur dioxide—air toxins that harm lung function and contribute to smog formation. Shipping accounts for 15% of global NOx emissions, and diesel fuels used by ships can contain up to 500 times more sulfur than on-road diesel.[16] The shipping industry is the largest source of SOx pollution, second only to the energy industry. A harmful pollutant in its own right, SOx also contributes to the formation of airborne fine particulate matter.[17]

A. Ships are the Largest Source of Diesel Pollution from Washington's Ports.

Ocean-going vessels are the Ports largest source of emissions for both diesel particulate matter and greenhouse gasses. A 2021 Qualitative assessment by Washington State University, Port Air Modeling Study, using concentration "heat maps" found that the largest contributors of diesel particulate matter and greenhouse gases resulting in population impacts related to Port activities are ocean-going vessels at 157.81 tons per year of $PM_{2.5}$ emissions, and trucks as the second highest at 25.76 tons per year.[18]

In addition to emissions from ships, heavy-duty trucks that drive goods to and from OGVs primarily use diesel-engines that emit dangerous air toxins including diesel particulate matter and NO_x, which can cause serious health ailments including heart problems, respiratory disease and cancer.

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[15] https://southseattleemerald.com/2021/02/28/opinion-clean-air-everywhere-for-everyone-in-washington/

[16] J. Plester, "Dirty diesel: why ships are the worst offenders," *The Guardian*, May 18, 2017, https://www.theguardian.com/uk-news/2017/may/18/dirty-diesel-ships-worst-offenders-pollutionwatch.

[17] M. Gallucci, "At last, the shipping industry begins cleaning up its dirty fuels," *Yale Environment 360*, Jun. 28, 2018, https://e360.yale.edu/features/at-last-the-shipping-industry-begins-cleaning-up-its-dirty-fuels.

[18] M. Etisamifard, *Presentation: Puget Sound Ports Air Quality Study*, Washington State University, Jun. 10, 2021, http://lar.wsu.edu/nw-airquest/docs/20210608_meeting/NWAQ_20210610_0915_Etesamifard.pdf.

B. Heavy-Duty Trucks are Cumulatively one of the Largest Sources of Air Pollution in Washington.

Reducing the diesel emissions from trucks is a necessary step to improve Washington's air quality. The vast majority of trucks use diesel powered engines—75% of all trucks in America, and up to 97% of the heaviest classes.[19] These heavy-duty diesel vehicles are the largest source of diesel exhaust in the state.[20] When diesel fuel is burned, it emits several criteria pollutants known to have serious consequences for the health of both humans and the environment. In particular, pollution from diesel exhaust includes carbon monoxide (CO), particulate matter (PM), nitrogen oxides (NO_x), hydrocarbons (HC), as well as other hazardous air pollutants (HAPs) and air toxics.[21] In California, which also has a large trucking industry, heavy duty vehicles alone account for 31% of all NO_x emissions in the state.[22]

Curbing on-road gasoline and diesel emissions is also necessary to achieve Washington's climate goals. The transportation sector is the largest contributor of greenhouse gas emissions in Washington, and accounts for *close to half* of the state's Greenhouse Gas ("GHG") emissions.[23] Transportation-sector emissions are the principal factor causing an increase in total statewide GHG emissions.[24] On-road emissions from gasoline and diesel account for 30.8% of Washington's total GHG emissions, with diesel vehicles contributing 8.7% of the total state-wide GHG emissions.[25]

C. Diesel Emissions can be Deadly.

Emissions from diesel exhaust can have disastrous effects on the human respiratory, cardiovascular, and immune systems.[26] Diesel particulate matter and nitrous oxide ("NOx") emissions can harm respiratory function—causing asthma and asthmatic attacks,[27] inflammation

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[19] *See Trucking*, Diesel Tech. Forum, https://www.dieselforum.org/about-clean-diesel/trucking.

[20] Reducing Diesel Emissions, Wash. Dep't. Ecology (2021) https://ecology.wa.gov/Air-Climate/Air-quality/Vehicle-emissions/Diesel-emissions.

[21] About Diesel Fuels, U.S. Envtl. Prot. Agency (March 1, 2021), https://www.epa.gov/diesel-fuel-standards/about-diesel-fuels.

[22] Staff Report: Initial Statement of Reasons, Public Hearing to Consider the Proposed Heavy-Duty Engine and Vehicle Omnibus Regulation and Associated Amendments, Cal. Air Resources Board ES-1 (2020).

[23] Washington State Greenhouse Gas Emissions Inventory: 1990–2018, Wash. Dep't Ecology (2021), https://apps. ecology.wa.gov/publications/documents/2002020.pdf.

[24] *Id*.

[25] *Id*.

[26] A. Sydbom et al., *Health Effects of Diesel Exhaust Emissions*, 17 Eur. Respiratory J. 733 (2001).

[27] *Id*. at 741.

in the lungs, and decreased lung functionality.[28] These air toxins also harm the heart—causing alterations in blood pressure and heart rate,[29] heart disease,[30] and can lead to plaque instability.[31] Diesel particulate matter and NOx can also increase the prevalence and severity of allergic reactions to environmental conditions.[32] Further, diesel pollution can aggravate health harms for people with pre-existing asthmatic conditions and otherwise compromised pulmonary systems.[33]

Diesel exhaust can cause cancer. The U.S. Centers for Disease Control and Prevention (CDC) notes that up to 65% of diesel PM is made up of a group of organic compounds that includes several known carcinogens.[34] The National Institute for Occupational Safety and Health ("NIOSH") recommends regarding diesel exhaust as a human carcinogen based on findings of carcinogenic and tumorigenic responses in rats and mice.[35]

Diesel engines also emit large quantities NOx, a criteria pollutant regulated under the Clean Air Act because of its harmful health effects.[36] NOx irritates airways in the human respiratory system, and chronic exposure can contribute to the development of asthma.[37] Further, NOx can react with other air toxins including particulate matter and ozone to form smog—a noxious mix of air toxins that harm respiratory function.[38] One study found that in a single year, high levels of NO_x emissions from diesel engines contributed to 10,000 premature deaths across Europe.[39] The study concluded that compliance with stricter vehicle emissions standards could have avoided at least half of those deaths.[40]

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[28] *Id*.

[29] Simon Wilson et al., *Effects of Diesel Exhaust on Cardiovascular Function and Oxidative Stress*, 28 Antioxidants & Redox Signaling 819, 826 (2018).

[30] *Id*.

[31] *Id*. at 827.

[32] *Id*.

[33] Sydbom, *Health Effects* at 741.

[34] Carcinogenic Effects of Exposure to Diesel Exhaust, Ctrs. for Disease Control & Prevention, https://www.cdc.gov/niosh/docs/88-116/default.html (last reviewed June 6, 2014).

[35] *Id*.

[36] U.S. Envt'l Prot. Agency, *Criteria Air Pollutants*, https://www.epa.gov/criteria-air-pollutants.

[37] U.S. Envt'l Prot. Agency, *Basic Information About NO_2*, https://www.epa.gov/no2-pollution/basic-information-about-no2#Effects.

[38] *Id*.

[39] J. E. Johnson et al., *Impact of Excess NO_x Emissions from Diesel Cars on Air Quality, Public Health and Eutrophication in Europe*, 12 Envtl. Res. Letters 1, 9 (2017), https://doi.org/10.1088/1748-9326/aa8850.

[40] *Id*.

Lastly, chronic exposure to diesel is more deadly that short-term or acute exposure. Every 10 micrograms per cubic meter increase in the concentration of diesel exhaust over an extended period of time is associated with an 11% increase in cardiovascular mortality.[41]

D. Exposure to Diesel Emissions can Cause Increased Vulnerability to COVID-19.

Chronic exposure to diesel emissions increases a community's vulnerability to serious illness and death from diseases like COVID-19. The CDC found that individuals with certain pre-existing health conditions are more vulnerable to severe illness and death from COVID-19. These health conditions include cancer, serious heart conditions such as coronary artery disease, asthma, pulmonary hypertension and other pulmonary diseases, high blood pressure, and weakened immune systems.[42] As discussed above, chronic exposure to diesel exhaust can cause many of these health conditions, making a person more vulnerable to harm from COVID-19.

Further, a recent study found that increasing particulate matter by 1 ug/m^3 is associated with an 11% increase in mortality from COVID-19.[43] Exposure to excess levels of NO_2 also increases the risk of death due to COVID-19.[44] Areas with higher levels of NO_2 pollution saw a 16% increase in mortality rates. The authors concluded that "efforts to lower traffic emissions and ambient air pollution may be an important component of reducing population-level risk of COVID-19 case fatality and mortality."[45] With COVID-19 cases and hospitalizations once again on the rise in Washington, reducing environmentally driven vulnerabilities should be an urgent priority for all state agencies.

E. The Consequences of Diesel Exposure Disproportionately Fall on Low-Income Communities and Communities of Color in Seattle.

GIS mapping data shows that port cities in Washington including Everett, Seattle, Kent, and Tacoma, experience the worst diesel particulate matter ("PM") pollution in the state.[46] The

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[41] Wilson, *Cardiovascular Function* at 821.

[42] People with Certain Medical Conditions, Ctrs. Disease Control & Prevention (May 13, 2021) https://www.cdc.gov/coronavirus/2019-ncov/need-extra-precautions/people-with-medical-conditions.html.

[43] X. Wu et al., *Air Pollution and COVID-19 Mortality in the United States: Strengths and Limitations of an Ecological Regression Analysis*, 6 Sci. Advances 1 (Nov. 4, 2020) https://doi.org/10.1126/sciadv.abd4049.

[44] Donghai Liang et al., *Urban Air Pollution May Enhance COVID-19 Case Fatality and Mortality Rates in the United States*, 1 Innovation 1 (Nov. 25, 2020) https://doi.org/10.1016/j.xinn.2020.100047.

[45] *Id*. at 5.

[46] Washington Environmental Health Disparities Map, Wash. State Dep't Health, https://www.doh.wa.gov/Dataand StatisticalReports/WashingtonTrackingNetworkWTN/InformationbyLocation/WashingtonEnvironmentalHealthDisparitiesMap (last accessed July 20, 2021).

first image below is taken from the Washington Environmental Health Disparities Map, which uses GIS to overlay population data with environmental pollution indicators. As shown in the images below, diesel emissions are concentrated in communities with a higher percentage of people of color.

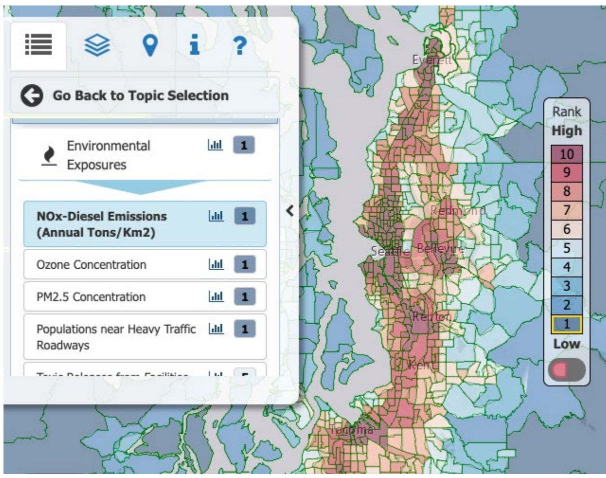

Figure A: NOx-Diesel Concentrations

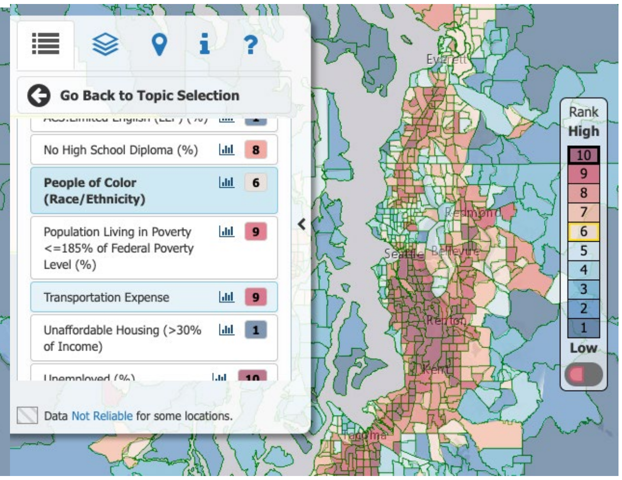

Figure B: Demographic data

Residents of Duwamish Valley living in the South Park and Georgetown neighborhoods face higher levels of pollution than other neighborhoods in Seattle because of their close proximity to major trucking routes. Unlike other residential neighborhoods in Seattle, numerous major trucking routes pass through the neighborhoods of South Park and Georgetown as shown in Figure C below.

Indoor air quality is directly related to the proximity of a home to roads and traffic.[47] Individuals living near busy roads and highways have a higher risk of exposure to air pollution than individuals living near less trafficked roads.[48] In particular, proximity to roads with diesel fuel combustion is directly correlated with indoor pollution levels.[49]

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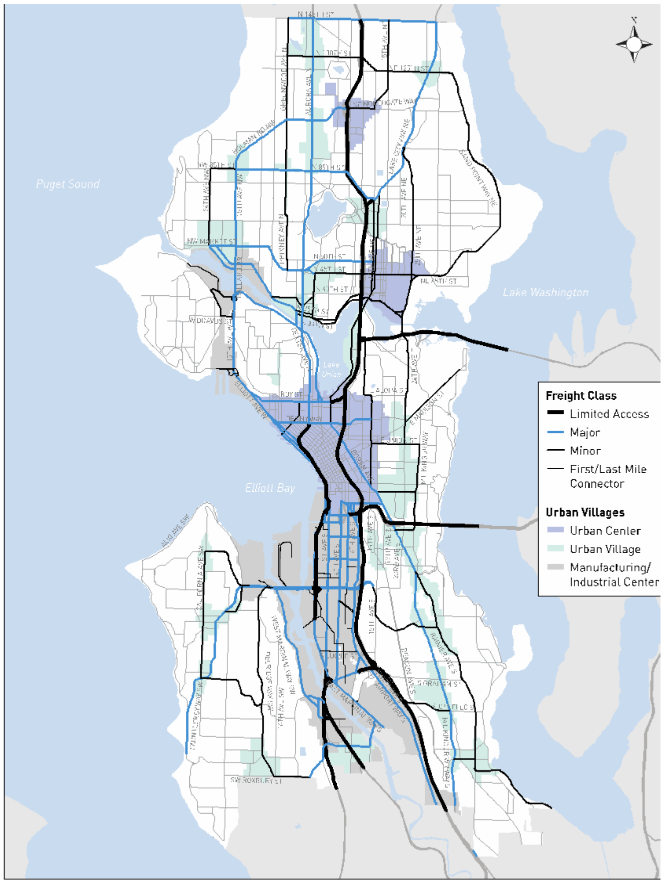
[47] Shaodan Huang et al., *Road Proximity Influences Indoor Exposures to Ambient Fine Particle Mass and Components*, 243 Envtl. Pollution 978, 978 (2018).

[48] *Id*. at 985.

[49] *Id*. at 981.



Sixty percent of residents in South Park and Georgetown believe that pollution from commercial trucking is harming the health of their families.[50] And, they are right. A report prepared by the University of Washington monitored air quality in South Park and Georgetown, focusing on pollutants associated with diesel emissions.[51] The study found that "residents near busy roads and industrial areas face the greatest air quality impacts from proximate diesel sources."[52] Highest concentrations of pollution occurred at major transit throughways including the 1st Avenue Bridge between South Park and Georgetown, the Georgetown commercial district near Interstate 5, and the Georgetown industrial zone along E Marginal Way S.[53]

Figure C: Major Truck Streets Map for the City of Seattle

Of great concern, diesel pollution is the primary contributor to potential cancer risk in Seattle. In a 2010 study, PSCAA found that "diesel is still the largest contributor to potential cancer risk throughout Puget Sound. Diesel risk contributed over 70% of the potential cancer risk at sites the study evaluated in Seattle."[54] PSCAA found that the Duwamish Valley had the highest risk of cancer than any other neighborhood modeled in the study—450 potential cancers per million—and diesel pollution was the primary risk factor.[55]

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[50] Jill Schulte et al., *Diesel Exhaust Exposure in the Duwamish Study (DEEDS)*, U. Wash. Dep't Envtl. & Occup. Health Sci. 1, 59 (2013), http://dl.pscleanair.org/DEEDS/DEEDS_Tech_Report.pdf.

[51] *Id.*

[52] *Id.* at 59

[53] *Id.*

[54] Tacoma and Seattle Area Air Toxics Evaluation, Puget Sound Clean Air Agency 8 (2010).

[55] *Id.* at ES-4.

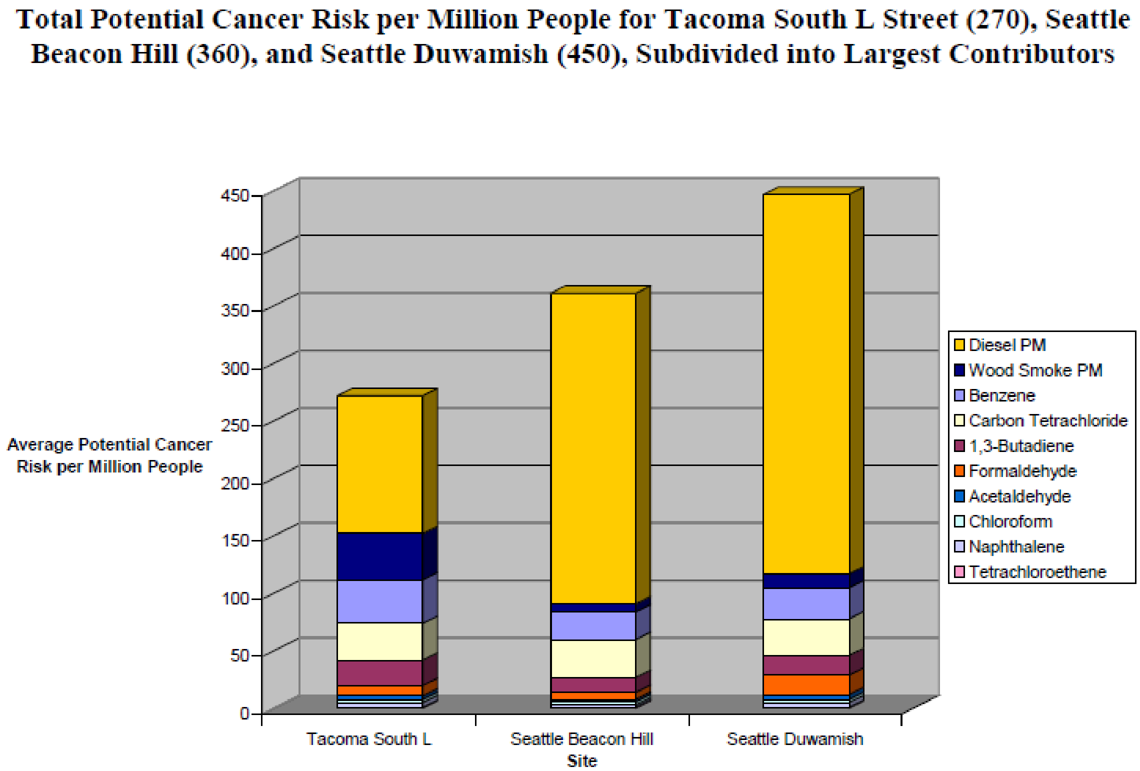

Figure D: Graph documenting contributing risks factors for cancer in the Duwamish Valley.[56]

IV. ADOPTION OF THE ADVANCED CLEAN TRUCK RULE IS NECESSARY TO REDUCE EMISSIONS FROM HEAVY DUTY TRUCKS.

The Clean Air Act preempts states from setting emissions standards for motor vehicles.[57] A motor vehicle is "any self-propelled vehicle designed for transporting persons or property on a street or highway."[58] The only state excepted from this blanket preemption is California.[59] California may promulgate regulations to strengthen emission standards for mobile sources as long as they are at least as health protective as the federal standards.[60] Other states can adopt California's motor vehicle emissions standards so long as they are *identical* to California's standards.[61]

We support Ecology's adoption of California's Advanced Clean Trucks rule, because this is a vehicle emission standard that will significantly reduce criteria air pollutant and GHG

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[56] *Id.*

[57] 42 U.S.C. § 7543(a).

[58] 42 U.S.C. § 7550 (2).

[59] *Engine Mfrs. Ass'n v. S. Coast Air Quality Mgmt. Dist.*, 498 F.3d 1031, 1043 (9th Cir. 2007).

[60] *Id.*

[61] *Id.*; 42 U.S.C. § 7507.

emissions from the trucking sector in the long term. We also recommend that Ecology promulgate rulemaking to adopt a fleet reporting requirement. A fleet reporting requirement is not an emission standard, but rather a one-time reporting requirement. Because it is not an emission standard, Ecology does not need to mirror California's fleet reporting requirement, but rather could tailor this reporting requirement to document the disproportionate impacts of trucking and aid the agency in providing financial incentives to low-income truck drivers to upgrade their vehicles.

A. We Support Ecology's Adoption of the Zero Emissions Mandate of the Advanced Clean Trucks Rule.

Recommendation: We strongly support adoption of the emissions standards described in the Advanced Clean Truck rule and applaud Ecology for taking this critically important step to improving air quality in port communities like the Duwamish Valley. Additionally, we recommend that Ecology adopt the correct enforcement penalties, and establish a severability clause to ensure that the Advanced Clean Truck rule avoids unnecessary legal hurdles.

The Advanced Clean Truck rule requires large truck manufacturers to progressively sell more zero-emissions trucks over time.[62] The goal of this regulation is to reduce emissions from the transportation sector by accelerating the widespread adoption of zero-emission vehicles in the medium-duty and heavy-duty truck sectors. Reducing mobile source emissions from medium and heavy-duty trucks would create substantial pollution reduction benefits because currently mobile sources are the largest source of fine particulate matter, and diesel particulate matter pollution.[63] The Advanced Clean Truck Rule requires truck manufacturers to build and sell progressively more zero-emission medium- and heavy-duty vehicles over time.[64] The Advanced Clean Truck rule will lead to significant reductions in emissions of criteria air pollutants including nitrogen oxides ("NOx") and fine particulate matter ("PM2.5").[65]

NOx pollution is harmful because it irritates the lungs, and chronic exposure can cause serious health impacts, as discussed above. NOx also reacts with chemicals in the air to form ground level ozone and particulate matter.[66] Because NOx is a precursor for $PM_{2.5}$, reducing NOx pollution will have the added benefit of lowering $PM_{2.5}$ pollution levels as well.[67] Medium and heavy-duty vehicles are the primary source of NOx pollution.[68]

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[62] Cal. Air Res. Bd., Staff Report: Initial Statement of Reasons, Proposed Advanced Clean Truck Rule, at ES-2 (Oct. 22, 2019) ("*ACT Staff Report*").

[63] *Id*. at ES-1.

[64] *Id*.

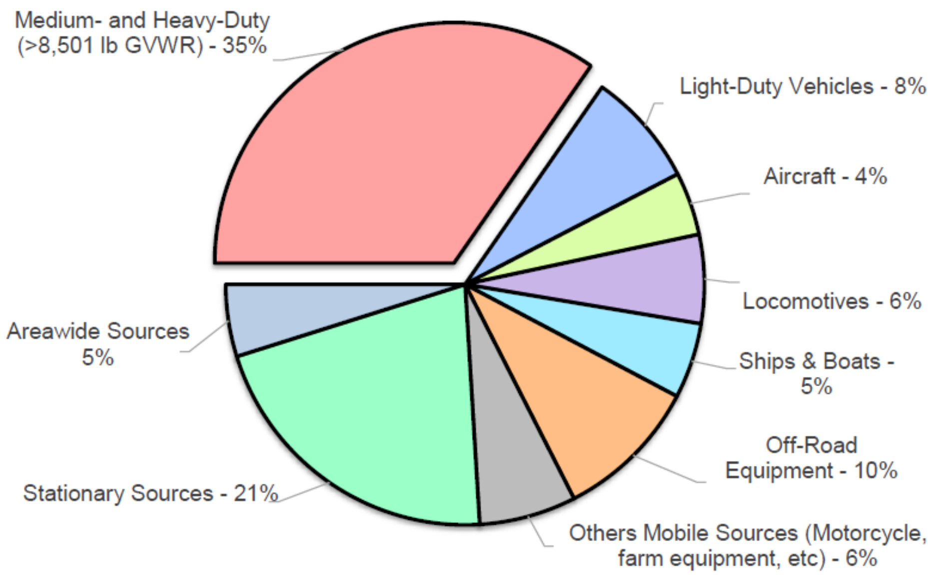
[65] *Id*. at ES-5.

[66] *Id*. at II-3.

[67] *Id*.

[68] *Id*. at II-4.

Figure II-2: 2019 NOx Emissions by Source



The figure above documents the sources of NOx pollution statewide in California by pollution source and demonstrates that medium to heavy duty vehicles are the largest source.[69] Consequently, transitioning the medium- and heavy-duty vehicle sector to zero-emission technology would achieve significant statewide reductions in emissions of criteria air pollutants. It would also eliminate tailpipe GHG pollution. Electric vehicles also have higher energy efficiency than fossil-fuel powered vehicles—reducing overall energy consumption.[70]

The Advanced Clean Truck rule would mandate that truck manufacturers sell an increasing number of zero-emission trucks, starting in 2024.[71] By 2035, seventy-five percent of heavy-duty trucks manufactured and sold must be zero emission, in the Class 4-8 vehicle group.[72] The goal of this regulation is to achieve at least 200,000 ZEVs or 10% of the total truck population by 2030.[73]

Converting diesel trucks to electric vehicles would go a long way toward reducing diesel pollution in the Duwamish Valley. **Accordingly, we strongly support Ecology's proposed adoption of the Advanced Clean Truck rule, with some amendments to protect the rule from unnecessary legal challenge and to ensure it achieves ZEV adoption goals.** These

[69] *Id*.

[70] *Id*.

[71] 13 Cal. Code Regs. 1963.1(b)

[72] *Id*.

[73] Cal. Air Res. Bd., *Final Statement of Reasons*, at 13 https://ww2.arb.ca.gov/sites/default/files/classic/regact/2019/act2019/fsor.pdf.

amendments include: adopting the correct penalty structure for violations of the Advanced Clean Truck rule, and correcting the incentives and credits for early action.

Penalty Structure: Given the large differences in vehicle size and emission levels (both GHG and criteria pollutants), the ZEV program and ACT rule have different penalty structures. The proposed rulemaking correctly identifies a penalty ceiling of $5,000/vehicle for the ZEV Program. However, missing from the proposal is the penalty schedule for various medium- and heavy-duty vehicle classes. The correct penalty structure that accommodates the larger vehicles regulated by the ACT rule should be included and/or clarified in the final rule. Correcting the penalty structure is necessary to ensure that Washington adopts an emission standard that is identical to California's standards as required by federal law.[74]

Correcting Incentives: We understand that the Department of Ecology is adopting the California Code of Regulations Section 1963.2 by reference and that this allows for early action credits to be generated starting with model year 2021. However, adopting California's law without changing the year credits start generating would allow for four years of early credit generation, and may the stringency and as a result the benefits of the rule. In comparison, other states adopting the ACT rule this year, such as New Jersey, have proposed beginning early crediting one year before the rule is enforced. We encourage Ecology to consider the value of modifying early action credit components within relevant rulemakings in the future to maximize benefits to Washington residents.

In addition to the Advanced Clean Truck rule, we also recommend adoption of the Fleet Reporting Requirement to document the disproportionate impact of trucking on the Duwamish Valley and other port communities in Washington. A reporting requirement would provide useful information that Ecology can use to help provide financial incentives to low-income truck drivers.

B. <u>The Fleet Reporting Requirement is Necessary to Document the Disproportionate Impact of Trucking on the Duwamish Valley, and to provide financial incentives for low-income truck drivers.</u>

<u>Recommendation</u>*: We request that the Department of Ecology promulgate rulemaking through a CR-101 form to require fleet reporting of truck fleets, especially drayage trucks, which is a requirement included in California's Advanced Clean Truck rule.*

California's Advanced Clean Truck rule includes two policies: first, it mandates that truck manufacturers produce zero-emission trucks, and second, it requires fleet owners to report on their truck inventory ("Fleet Reporting Mandate").[75] The California Air Resources Board intends to use information collected from the Fleet Reporting Mandate to develop regulations to accelerate the purchase of ZEVs by fleet owners.[76] Although the Department of Ecology has not

[74] *See* 42 U.S.C. § 7507.

[75] *Id*. at ES-2, ES-3.

[76] *Id*.

proposed adopting the Fleet Reporting Mandate in this rulemaking, it should promulgate regulation through the CR-101 process to adopt this requirement. The Department of Ecology should move now to adopt the Fleet Reporting Mandate because information obtained through such a mandate will be critical to transitioning away from diesel-powered heavy-duty trucks. **Further, because the Fleet Reporting Requirement is not an emissions standard, Ecology could change the requirement to focus on documenting the disproportionate impact of trucking on port communities, and obtaining information that would help the agency provide financial incentives to low-income truck drivers.**

The Duwamish Valley Clean Air Program seeks to work with drayage truck drivers to identify barriers and opportunities to ultimately reduce idling and emissions, centering fair and just outcomes. The Duwamish Valley Clean Air Program and a community priority driven action plan to improve air quality, reduce rates of asthma and additional health disparities in the Duwamish Valley.

1. A Fleet Reporting Requirement Could Document the Disproportionate Impact of Trucking on the Duwamish Valley.

The Fleet reporting requirement is important because it will provide critical information on the location of truck fleets. As documented extensively above, the Duwamish Valley is disproportionately impacted by diesel pollution because it is a high traffic transportation corridor. Three freeways border the Duwamish Valley, Interstate 5, Highway 99 and the West Seattle Bridge. Currently the West Seattle Bridge is closed for repair, rerouting an average of 100,000 West Seattle Bridge drivers through the Duwamish Valley.[77] Numerous major trucking routes pass through Georgetown and South Park, carrying freight from the Port of Seattle, and nearby industry. A one-time reporting requirement that requires truck fleets to document the number of trucks they own and where they operate would provide valuable information regarding the disproportionate impact of trucking activity. A fleet reporting requirement could also document the age of vehicles, particular diesel trucks operating with pre-2007 engines. This would enable Ecology to target financial incentives on outdated trucks.

2. Ecology could also use fleet reporting to facilitate providing financial incentives to truck-owners for heavy-duty vehicle upgrades

A fleet reporting requirement that captures information about truck fleets, would provide the Department of Ecology with valuable information that it could later use to provide financing in the form of grants to drayage truck drivers. California's inventory form requires information about annual vehicle miles travels, age of the trucks, total revenue, and whether the entity owns the trucks, or contracts for trucking services, the NAICS industry code for the business, and whether the business owned trucks registered in-state.[78] This type of information would prove useful in developing a program to help finance the conversion of old dirty diesel trucks to low-

[77] City of Seattle, *West Seattle Bridge Program*, https://www.seattle.gov/transportation/projects-and-programs/programs/bridges-stairs-and-other-structures/bridges/west-seattle-bridge-program

[78] Cal. Air Res. Bd., *Appendix J: Large Entity Reporting Sample Response*

emitting or zero-emitting vehicles. California's Fleet Reporting Mandate would apply to fleet owners or operators with at least 50 trucks.[79] However, to assist individual truck owners, the Department of Ecology could include smaller fleets in this reporting requirement as well.

Financing new trucks and engine retrofits is the biggest barrier that low-income drayage truck drivers face, in trying to meet air quality regulations. In a 2018 strike, port drivers objected to emission standards that would require them to upgrade their trucks to meet drayage truck emission standards because they could not afford to purchase the new equipment.[80] Drivers objected that even though they care about clean air, they could not afford the $40,000 to $60,000 cost to retrofit their trucks with cleaner technology.[81] At the time, the Port estimated that less than half of drayage trucks met the required vehicle emission standards.[82] In a 2013 study, researchers found that 31% of drayage truck drivers who own their own truck earned below $20,000, and half of those drivers paid more in maintenance costs than they earned.[83] Providing grants to low-income truck drivers to help them transition into low-emitting and zero-emitting vehicles would help achieve Clean Air Act policy objectives, while also achieving economic justice. More so, low-income drivers must be prioritized given environmental justice considerations as these drivers are often operating in environmental justice communities as well.

Cash incentives have repeatedly proven successful in reducing pollution from mobile sources. In California, the Carl Moyer Program has allocated over $900 million in grants to clean up over 50,000 older polluting engines in California.[84] This program targets heavy-duty diesel vehicles, and has funding available to replace old trucks, or retrofit engines.[85] The program prioritizes funds for small fleets owning less than 10 trucks, and local air districts must allocate at least a portion of their funds for small-fleet owners.[86] Incentives available through this program can cover up to $165,000 in costs, making battery electric trucks cheaper than used diesel trucks.[87] The Carl Moyer Program is funded by a $0.75 tax on tire sales, and a $6 SMOG

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[79] Cal. Air Res. Bd., *Advanced Clean Truck Regulation: Final Statement of Reasons*, at 17 (Mar. 2021), https://ww2.arb.ca.gov/sites/default/files/classic/regact/2019/act2019/fsor.pdf.

[80] J. Davidow, "Port's Deal Leaves Truck Drivers Worried," *Crosscut*, Feb. 7, 2018, https://crosscut.com/2018/02/ports-seattle-tacoma-deal-leaves-truck-drivers-worried-emissions.

[81] *Id*.

[82] *Id*.

[83] J. Drescher, "Economic Characteristics of Drayage Drivers at the Port of Seattle," Univ. of Wash., at 16 (2015), http://hdl.handle.net/1773/33670.

[84] Cal. Air Res. Bd., *Carl Moyer Program Guidelines,* at 1-1, (2017), https://ww2.arb.ca.gov/sites/default/files/classic/msprog/moyer/guidelines/2017/2017_cmpgl.pdf

[85] *Id*. at 4-1.

[86] *Id*. at 4-12.

[87] J. Di Fillippo et al., *Zero Emission Drayage Trucks: Challenges and Opportunities for the San Pedro Bay Ports*, UCLA Luskin Center for Innovation, at 43 (Oct. 2019),

fee on vehicle registration.[88] California also set aside $90 million in funding from the VW Mitigation Settlement to pay up to 75% for a private-owner's cost to purchase a zero-emission drayage truck.[89]

Here in Washington, however, financial incentives are woefully deficient for low-income drayage truck drivers. The Port of Seattle used to provide funding to help pay for 50% of the cost of drayage truck upgrades, but this program no longer has any funds.[90] The U.S. EPA supported a similar program in Maryland, successfully replacing 270 trucks over 10 years.[91] The Clean Diesel grants program disbursed by the Department of Ecology has $15 million in funds available to reduce emissions from diesel powered engines, but this program focuses primarily on school bus replacement.[92] The recent Justice40 initiative, enacted by President Biden, may provide opportunities for additional federal support for a diesel pollution reduction program, given that the Port of Seattle is located in the Duwamish Valley—a disadvantaged community due to its disproportionate exposure to pollution.[93]

Grunt funding for electric trucks, and low emission heavy duty trucks should prioritize low-income drayage truck drivers. Focusing grant funds on converting the oldest and dirtiest trucks would likely most benefit these drivers, because they are least able to convert their vehicles. Further, focusing grant funding on drayage trucks and individual truck owners specifically would provide a targeted approach that would most benefit low-income drivers. Eliminating pollution from old dirty diesel trucks that accumulates in environmental justice communities, including the Duwamish Valley would directly achieve the statutory requirements of the Heal Act, which requires Ecology to prioritize overburdened communities.[94] It would also achieve the Heal Act's goal of ensuring that the benefits of those investments directly accrue to local communities.

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https://innovation.luskin.ucla.edu/wp-content/uploads/2019/08/Zero-Emission_Drayage_Trucks.pdf.

[88] *Carl Moyer Program Guidelines*, *supra* note 84 at 1-4.

[89] Cal. Mitigation Trust, *Zero-Emission Class 8 Freight and Port Drayage Truck Category*, https://xappprod.aqmd.gov/vw/zero-emission.html.

[90] Port of Seattle, "Clean Truck Program," https://www.portseattle.org/programs/clean-truck-program.

[91] U.S. Envt'l Prot. Agency, *Drayage Truck Replacement Programs Improve Air Quality in the Mid-Atlantic*, at 2 (Feb. 2020), https://www.epa.gov/sites/default/files/2020-02/documents/420f20006.pdf.

[92] Dep't of Ecology, "Clean Diesel Grant," https://ecology.wa.gov/About-us/How-we-operate/Grants-loans/Find-a-grant-or-loan/Clean-diesel-grants.

[93] Ofc. Budget & Mgmt, *Interim Implementation Guidance for the Justice40 Initiative*, https://www.whitehouse.gov/wp-content/uploads/2021/07/M-21-28.pdf.

[94] RCW § 70A.001.0016(2)(a).

Lastly, a fleet reporting requirement is **crucial** for documenting the number of low-income truck drivers operating in Washington, and this information would in turn aid Ecology in providing financial incentives to these drivers. It is imperative that a fleet reporting requirement generate data that will document the financial burdens on low-income truck drivers, resulting from their misclassification as independent contractors. Misclassification is prevalent in the industry, leading to environmental injustice for both the Duwamish Valley community and independent low-wage-earning truck drivers. Truck companies must take responsibility for high capital costs and other financial burdens.[95]

V. STRICTER EMISSIONS STANDARDS FOR HEAVY-DUTY VEHICLES WILL IMPROVE AIR QUALITY IN THE DUWAMISH VALLEY.

We applaud Ecology's expressed intention to adopt the Heavy Duty Omnibus rule, and recommend that it start rulemaking *now* because that rule is final in California. All aspects of the Heavy Duty Omnibus rule should be adopted, including emissions testing procedures, and vehicle warranty and lifetime requirements. The Heavy-Duty Omnibus rule will save thousands of lives and enable children to breathe easier, because it would significantly reduce NOx and PM2.5 pollution.

In addition to the Heavy-duty Omnibus Rule, we recommend that Ecology adopt California's emission standards for ports and diesel trucks to reduce emissions from on-road trucks and marine vessels. While the Heavy-duty Omnibus Rule applies to newly manufactured trucks, it does not take existing dirty diesel trucks off the road. Accordingly, we recommend that Ecology *act now* to adopt California's emissions standards that would take dirty old diesel trucks off the road, and would dramatically reduce diesel pollution from ocean-going vessels.

A. <u>Ecology Should Quickly Adopt the Heavy-Duty Omnibus Rule.</u>

<u>Recommendation</u> – The California Air Resources Board has approved the Heavy Duty Omnibus Rule, and the Department of Ecology should take the necessary steps to begin rulemaking to adopt these health protective emission standards for heavy duty trucks.

The California Air Resources Board has approved the Heavy Duty Omnibus rule, and the rule is now awaiting approval by the Office of Administrative Law, which ensures compliance with procedural and statutory requirements and and codifies the rule. Approval by the Office of Administrative Law is expected by mid-September of this year.

Accordingly, the Department of Ecology should take steps *now* to promulgate a proposed rulemaking to adopt the Heavy Duty Omnibus rule before the end of 2021. We strongly support adoption of the Heavy Duty Omnibus Rule, including its extension of vehicle warranty, vehicle lifetime, and emission testing requirements. These requirements were amended in the California regulations to require manufacturers to build better trucks that reduce pollution during low-load, low-speed driving. Warranty requirements will also reduce maintenance costs for truck owners. The testing, lifetime and warranty requirements directly and

[95] https://laborcenter.berkeley.edu/pdf/2019/Truck-Driver-Misclassification.pdf

indirectly reduce pollution emissions from heavy duty trucks, and as such are emission standards. Because the Clean Air Act requires that Washington adopt identical standards, these emission standards must be also adopted in addition to limits on criteria pollutant emissions.

The Heavy-duty Omnibus Rule changes NOx emission requirements for heavy-duty vehicles and makes them more restrictive for model year vehicles built in 2024-2031.[96] The rule allows automakers to meet a less protective emission standard if they agree to apply the emission standards to their vehicles manufactured nationwide.[97]

The proposed rule also changes testing procedures to better account for on-road, low-load emissions, which typically emit higher amounts of NOx.[98] California officials found that previous testing emissions failed to account for vehicle emissions during different drive conditions. During on-road conditions, trucks emitted pollution greatly in excess of pollution standards, in some cases ten-times in excess of pollution limits.[99] By revising the testing procedures, California sought to ensure that heavy-duty vehicles met pollution control standards during all modes of operation.[100]

Lastly, the Heavy-Duty Omnibus Rule increases warranty and useful life requirements, such that manufacturers must warranty equipment and emissions performance over a longer period of time.[101] This requirement would reduce out of pocket costs for vehicle repair. It would also reduce costs to truck owners of having to upgrade once the useful life of the vehicle expires.[102] Lifetime and warranty requirements affect pollutant emissions because they ensure that vehicles meet the required emission standards for a longer period of time.

We strongly support adoption of the Heavy-duty Omnibus rule, including testing procedures, warranty, and vehicle useful-life requirements because this rule will significantly reduce pollution in the Duwamish Valley, and other port communities over the next several decades. The Heavy-duty Omnibus rule is expected to reduce emissions of NOx, which irritates the lungs and can aggravate lung diseases like asthma.[103] Reducing NOx will also reduce concentrations of fine particulate matter, because NOx is a precursor for $PM_{2.5}$. Fine particulate matter is a dangerous air toxin that aggravates lung and heart diseases and contributes to premature death. The California Air Resources Board determined that the Heavy Duty Omnibus rule would result in 3,900 fewer deaths from cardiopulmonary diseases, 620

[96] Cal. Air Res. Bd., *Heavy Duty Omnibus Rule – Staff Report: Initial Statement of Reasons*, ES-7, ES-8 (Jun. 23, 2020), https://ww2.arb.ca.gov/sites/default/files/classic/regact/2020/hdomnibuslownox/isor.pdf.
[97] *Id*.
[98] *Id*. at ES-9.
[99] *Id*. at ES-5.
[100] *Id*. at ES-9.
[101] *Id*. at ES-9, ES-10.
[102] *Id*. at ES-9 to ES-14.
[103] Cal. Air Res. Bd., *Appendix E: Health Benefits Analysis for the Heavy Duty Omnibus Rule*, at 1 (Jun. 23, 2020), https://ww2.arb.ca.gov/sites/default/files/classic/regact/2020/hdomnibuslownox/appe.pdf.

fewer hospitalizations for cardiovascular illness, 740 fewer hospitalizations for respiratory illness, and 1,800 fewer asthma-related emergency room visits.[104]

This means fewer families scared they could lose a loved-one when they are rushed to the hospital. It means children can breath while running, without having to rely on an inhaler.

The bill recently signed by Governor Inslee mandates adoption of this California regulation because it is a motor vehicle emission standard, and we strongly support Ecology's recommendation to promulgate rulemaking on this standard.[105]

B. Ecology can also Take Action NOW to Adopt Existing California Emissions Standards that Would Take Dirty Diesel Trucks off the Road.

Recommendation: *California currently imposes more strict emissions standards on heavy-duty vehicles, and ocean-going vessels than federal standards. Ecology should promulgate a rulemaking to adopt California's regulations including California Code of Regulations Title 13, §§ 2025 (heavy-duty trucks must achieve MY 2010 emissions standards by 2023), 2027 (all drayage trucks must achieve MY 2010 emissions standards by 2023), and 2299.1 (requiring use of low-sulfur fuel in ships, and use of electric shore-power), because these standards would significantly reduce diesel and particulate matter pollution in port communities, including the Duwamish Valley. Adoption of these California regulations would advance the Department of Ecology's obligation to "reduce or eliminate the environmental harms and maximize the environmental benefits … on overburdened communities and vulnerable populations." RCW 70A.001.0014(6).*

A recent article published in *Science*, found that California's regulations targeting diesel-powered vehicles and ocean-going vessels sharply reduced diesel pollution. California's regulations reduced overall state-wide diesel pollution by 78%, achieving greater reductions than national emission standards, which only reduced diesel pollution by 51%.[106] Given that diesel pollution is the biggest risk factor for cancer in the Duwamish Valley, sharper reductions in diesel emissions means lives saved and fewer children with asthma.

The study identified three policies as particularly effective at reducing diesel pollution, and we recommend that Ecology promulgate rulemaking to adopt all of them. *First*, California requires that all on-road heavy duty diesel vehicles comply with model year ("MY") 2010 emission requirements.[107] This emission standard reduced diesel emissions from heavy-duty diesel vehicles by a whopping 85%, compared with federal standards which only reduced emissions by 58%.[108] Reducing diesel pollution from trucks means better indoor and outdoor air

[104] *Id*. at 3.

[105] RCW 70A.30.010(1).

[106] **Exhibit B**, M. Schwarzman, et al., "Raising Standards to Lower Diesel Pollution," *Science*, Vol. 371, Issue 6536 (Mar. 26, 2021).

[107] Cal. Code Regs. tit. 13, § 2025.

[108] **Exhibit B**, M. Schwarzman, *supra* note 99.

quality for Duwamish Valley residents that live next to busy truck corridors, and three freeways. It also means lower NOx pollution, lower PM2.5 pollution, and less smog in the Duwamish Valley, and other port communities.

Second, California mandates that older drayage trucks replace their engines to meet MY 2010 emission standards.[109] Researchers found that by adopting this regulation, California reduced black carbon emissions by 70%, and reduced particulate matter emissions by 75% in and around the ports of Oakland and Los Angeles.[110] Pollution from drayage trucks directly affects communities in the Duwamish Valley, and dramatic reductions in diesel particulate matter emissions, as California achieved, would significantly reduce human health hazards associated with these emissions, including cancer risk.

Third, California enacted regulations to control emissions from marine vessels. California requires marine vessels to use electric shore-power while docked in port. Another regulation banned vessels from using heavy fuel oil, when operating vessels within 24 nautical miles of ports, and required the use of lower-sulfur content fuels. These policies caused a statewide 51% reduction in marine diesel particulate matter emissions.[111] In San Francisco Bay, switching away from heavy fuel oil, combined with speed reduction requirements caused a 90% reduction in marine diesel particulate matter.[112] The deep cuts in diesel emissions achieved through this regulation would greatly benefit the Duwamish Valley, which currently experiences some of the worst diesel particulate matter pollution in the state. They would also reduce GHG emissions from Washington's ports.

Since Washington has not yet adopted California's standards for heavy-duty vehicles, it currently applies federal emissions standards. California's emissions standards for heavy-duty vehicles manufactured after 2007 are largely the same as federal requirements.[113] However, there is one critical difference. Federal regulations only apply to newly manufactured heavy-duty vehicles. In contrast, California's regulations apply to newly manufactured heavy-duty vehicles *and* all on-road heavy-duty vehicles must comply with emissions standards.[114] Under the California regulations, a heavy-duty truck built in 1999 must still meet the emissions standards set out in Cal. Code Regs. tit. 13, § 1956.8 for trucks manufactured on or after 2007. In contrast, under federal law and in Washington, old dirty diesel trucks can remain on the road.[115]

The Department of Ecology should adopt Cal. Code Regs., tit. 13, § 2025, and require that on-road medium- and heavy-duty trucks meet model year 2010 emission standards for particulate matter and NOx by 2023. Adoption of this standard would substantially reduce carcinogenic diesel particulate matter emissions from trucking in the

[109] Cal. Code Regs. tit. 13, § 2027.
[110] **Exhibit B**, M. Schwarzman, *supra* note 99.
[111] **Exhibit B**, M. Schwarzman, *supra* note 99.
[112] *Id*.
[113] *Compare* Cal. Code Regs. tit. 13, § 1956.8, *with* 40 C.F.R. § 86.007-11.
[114] Cal. Code Regs. tit. 13, § 2025.
[115] *See* 40 C.F.R. § 86.007-11 (applying standards only to newly manufactured trucks).

Duwamish Valley. State law requires adoption of this California regulation because it is a motor vehicle emission standard.[116]

With regard to California's requirement to upgrade drayage trucks, some Washington ports have attempted to informally achieve this same standard with uncertain results. The Port of Seattle requires drayage trucks to meet MY 2007 emission standards, but it's unclear how or whether that is enforced.[117] An article published in 2018 found that only 53% of all drayage truck drivers are compliant with the program.[118] The NW Seaport Alliance reports that 98% of trucks that move cargo to and from the ports' facilities meet this emission standard, but it is unclear whether this requirement applies to all drayage trucks.[119] According to its strategy plan, the prohibition on pre-2007 trucks only applies to Seattle's international terminal, and does not currently apply to domestic terminals.[120]

The Department of Ecology should adopt Cal. Code Regs., tit. 13, § 2027, and require that all drayage trucks have a 2010 model year emissions equivalent engine. Adoption of this standard would substantially reduce carcinogenic diesel particulate matter emissions from trucking in the Duwamish Valley. State law requires adoption of this California regulation because it is a motor vehicle emission standard.[121] Unfortunately, the financial burden of this regulation will likely fall primarily on low-income truck drivers, misclassified as independent truck drivers. Thus, it is imperative that the Department of Ecology ensure that grants are available to assist low-income truck drivers upgrade their vehicles to emission control standards.

Adoption of this California regulation would likely disproportionately impact low-income drayage truck drivers, and accordingly Ecology should develop and fund grant programs to help drayage truck drivers purchase new trucks. Providing grant funding to low-income drivers would both reduce carcinogenic diesel emissions and generate financial benefits for low-income drivers. These goals would directly achieve the mandates of the Heal Act, which requires Ecology to "[f]ocus applicable expenditures on creating environmental benefits that are experienced by overburdened communities and vulnerable populations, including reducing or eliminating environmental harms, creating community and population

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[116] RCW 70A.30.010(1).

[117] *See* Port's Clean Truck Program, https://www.portseattle.org/programs/clean-truck-program.

[118] B. Mongelluzo, "Seattle-Tacoma assures drayage capacity in deal with drivers," *Journal of Commerce Online*, Feb. 6, 2018, https://www.joc.com/port-news/us-ports/seattle-tacoma-assures-sufficient -drayage-capacity-compromise-deal-drivers_20180206.html.

[119] NW Ports Clean Air Strategy 2020, at 23 https://www.portseattle.org/sites/default/files/2021 -04/NWP_CAS_Report_2012_WEB%20%28002%29.pdf.

[120] Northwest Seaport Alliance, *Draft Northwest Ports Clean Air Strategy Implementation Plan*, at 38-39 (Jun. 30, 2021).

[121] RCW 70A.30.010(1).

resilience, and improving the quality of life of overburdened communities and vulnerable populations[.]"[122]

Lastly, with regard to electrifying ports, Washington's ports are woefully behind the curve. The Northwest Seaport Alliance set a goal of installing shore power at all major cruise and container berths by 2030, but California ports have already electrified.[123] Further, Washington ports do not require ocean going vessels to use shore power while docked. Absent a mandate, Washington ports instead rely on the charity of ship owners to "do-the-right-thing" and plug-in to reduce emissions.

Instead of centering polluting ship-owners, Ecology should center the health of communities in the Duwamish Valley and regional air quality and adopt Cal. Code Regs., tit. 13, Sec. 2299.1. California ports have demonstrated that ships can rely on shore-power for 100% of their power needs while docked at port, and science demonstrates that this regulation reduced carcinogenic diesel particulate matter emissions by at least 51%. There is no reason to continue allowing idling ships to poison community members, when currently feasible technology exists that would lower carcinogenic air toxins and greenhouse gas emissions.

VI. CONCLUSION

DRCC supports Ecology's proposed rulemaking to adopt the Advanced Clean Truck rule, and the zero-emission vehicle rules. Further, we recommend that Ecology promulgate rulemaking to adopt California's emission standards for heavy-duty vehicles, and ocean-going vessels to reduce the noxious burden of diesel pollution in the Duwamish Valley. Getting dirty diesel trucks off the road, and cleaning up emissions from ships would greatly improve the health of communities living in the Duwamish Valley.

Sincerely,

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[122] RCW § 70A.001.0016(2)(a).
[123] NW Ports Clean Air Strategy 2020, at 23, https://www.portseattle.org/sites/default/files/2021-04/NWP_CAS_Report_2012_WEB%20%28002%29.pdf.

Exhibit A

DUWAMISH VALLEY CUMULATIVE HEALTH IMPACTS ANALYSIS: SEATTLE, WASHINGTON

Photo: Paul Joseph Brown

Linn Gould, Just Health Action

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EPA United States Environmental Protection Agency

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Table of Contents

The following Appendices are available online at:
www.duwamishcleanup.org/programs/duwamish-community-health-initiative

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Executive Summary

South Seattle's Duwamish Valley has long been referred to as a community with environmental injustices—a community with disproportionately high environmental health burdens and risks and fewer positive environmental benefits than the rest of Seattle—but limited evidence has been available to date to validate or quantify this characterization. The Duwamish River Cleanup Coalition/ Technical Advisory Group (DRCC/TAG) received an Environmental Justice (EJ) Research grant from EPA to conduct a Cumulative Health Impacts Analysis (CHIA) to document and quantify the Duwamish Valley's environmental health status relative to other areas of Seattle. Cumulative impacts are defined as: "any exposures, public health, or environmental effects from the combined emissions and discharges, in a geographic area, including environmental pollution, from all sources, whether single or multimedia, routinely, accidently, or otherwise released" (OEHHA, 2010).

In accordance with California EPA's cumulative impacts ranking methodology, a total of 15 indicators in five categories were selected and input into a formula to calculate cumulative heath impact scores for ten representative Seattle ZIP codes. Indicators included socioeconomic factors; sensitive populations; environmental exposures; environmental effects; and public health effects (OEHHA, 2010). From an environmental exposures perspective, Beacon Hill/Georgetown/South Park (ZIP code 98108) had the highest ranking for air pollution and for exposure to confirmed and suspected contaminated sites. This area also had one of the highest rankings in the city for unhealthy environmental effects, i.e., lack of access to a healthy built environment. Cumulatively, these poor environmental scores combined with high ranks for social vulnerabilities (socioeconomic factors and sensitive populations) and a medium ranking for public health effects resulted in the highest cumulative impact score of Seattle ZIP codes in the study. The results of this cumulative analysis provide a firm basis for characterizing the Duwamish Valley as an area with disproportionate health impacts and environmental injustices.

Additional evidence, including at the larger Duwamish watershed scale and at the smaller census tract scale, reinforce these cumulative findings, and further suggests that the ZIP code level analysis may obscure even greater disparities in the riverside communities of South Park and Georgetown. In comparing residents of the Duwamish Valley to King County, Duwamish Valley residents are more likely to live in poverty, be foreign born, have no health insurance or leisure time, and are more likely to be sick. Georgetown and South Park residents have up to a 13-year shorter life expectancy (at birth) than wealthier parts of Seattle.

In light of these cumulative findings, the Duwamish Valley merits attention from decision-makers regarding health protective and proactive environmental regulations, policies, practices, and actions. The results of this analysis will inform recommendations that DRCC/TAG will make to EPA, Washington state, and local government agencies regarding the Lower Duwamish River Superfund Site. In addition, DRCC/TAG will provide this report to federal, state, regional, and local governments; community-based organizations; and other stakeholders and decision-makers, to help guide the development of policies and actions to improve overall environmental health and equity in the Duwamish Valley.

I. Introduction

South Seattle's Duwamish Valley has long been referred to as a community with environmental injustices—a community with disproportionately high environmental health burdens and risks and fewer positive environmental benefits than the rest of Seattle—but limited evidence has been available to date to validate or quantify this characterization. The Duwamish River Cleanup Coalition/Technical Advisory Group (DRCC/TAG) represents an alliance of community, tribal, environmental, and small business groups affected by ongoing pollution and cleanup plans for Seattle's lower Duwamish River, a 5.5-mile-long Superfund Site.[1] The Duwamish Valley's riverfront neighborhoods of South Park and Georgetown are home to residents who are among those most impacted by the Superfund Site, with potential exposures from contact with contaminated sediments on neighborhood beaches, swimming or wading in the river, and from fishing. South Park and Georgetown are among Seattle's lowest income neighborhoods, and South Park, in particular, is one of the city's most ethnically diverse neighborhoods. As the US Environmental Protection Agency's (EPA) Community Advisory Group for the Duwamish River Superfund Site, DRCC/TAG received an Environmental Justice (EJ) Research grant from EPA to conduct a Cumulative Health Impacts Analysis (CHIA) for the surrounding residential community, in order to document and quantify the Duwamish Valley's environmental health status relative to other areas of Seattle and inform EPA's site cleanup decisions.

Photo: Colin Wagoner, Ridolfi Inc. 2004

This report compares geographic neighborhoods in the Seattle area and provides evidence of disproportionate health, socioeconomic, and environmental impacts in the Duwamish Valley. Based on these findings, DRCC/TAG will make recommendations to EPA and other appropriate agencies to reduce or mitigate risks and impacts for Duwamish Valley residents that are related to the Superfund site. The purpose of those recommendations will be to:

1. inform EPA's Duwamish River Superfund Site cleanup decisions;
2. develop risk reduction strategies for communities impacted by the site; and
3. improve health outcomes in the affected community.

In addition, the information compiled in this report is expected to inform action by regional public and private agencies on a variety of other health risk factors affecting the Duwamish Valley and other Seattle communities where disproportionate impacts are evident.

This report reviews relevant definitions, regulations, and policies in Section II; the cumulative impacts analysis method in Section III; indicators chosen for the analysis in Section IV; discussion of results in Section V; other lines of evidence in Section VI; limitations in Section VII; and conclusions and next steps in Section VIII. More detailed information can be found in the appendices, available online at: www.duwamishcleanup.org/programs/duwamish-community-health-initiative.

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[1] A Superfund Site is one listed by the US Environmental Protection Agency on the National Priorities List, a designation for the most toxic hazardous waste sites in the country, which require cleanup under the Comprehensive Environmental Response, Compensation and Liability Act (CERCLA).

II. Key Definitions and Relevant EPA Regulations

The following terms mean different things to different audiences and in various contexts. For the purpose of this report, the following definitions and relevant regulations and policies are used and reflect the context of the Duwamish Valley and the Duwamish River Superfund Site.

Environmental Justice (EJ): The US Environmental Protection Agency (EPA) defines EJ as "the fair treatment and meaningful involvement of all people regardless of race, color, national origin, or income with respect to the development, implementation, and enforcement of environmental laws, regulations, and policies." EPA's goal is "to provide an environment where all people enjoy the same degree of protection from environmental and health hazards and equal access to the decision-making process to maintain a healthy environment in which to live, learn, and work" (http://www.epa.gov/environmentaljustice/).

Environmental justice addresses the disproportionate environmental risks borne by low-income communities and communities of color

In Washington State, EJ is described in the *Governor's 2012 State Policy Action Plan to Eliminate Health Disparities* as "the right to a safe, healthy, productive, and sustainable environment, where 'environment' is considered in its totality to include the ecological, physical, social, political, aesthetic, and economic environment. Environmental justice addresses the disproportionate environmental risks borne by low-income communities and communities of color resulting from poor housing stock, poor nutrition, lack of access to healthcare, unemployment, underemployment, and employment in the most hazardous jobs" (Governor's Interagency Council on Health Disparities, December 2012).

Environmental Justice Executive Order 12898*:* In 1994, *Executive Order 12898: Federal Actions to Address Environmental Justice in Minority and Low-Income Populations* was issued by President Clinton. The Order stated that "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…" The Order goes on to state that federal agencies shall, "at a minimum: (1) promote enforcement of all health and environmental statutes in areas with minority populations and low-income populations; (2) ensure greater public participation; (3) improve research and data collection relating to the health of the environment of minority populations and low-income populations; and (4) identify differential patterns of consumption of natural resources among minority populations and low-income populations" (EOP, 1994).

Plan EJ 2014: Inclusion of EJ principles in all of EPA's decisions has been cited as a top agency priority by former EPA Administrator Lisa Jackson. In recognition of the 20th anniversary of the EJ Executive Order, EPA has released Plan EJ 2014. The overarching strategy of the Plan is to:

1. protect the environment and health in overburdened communities;
2. help communities to take action to improve their health and environment; and
3. establish partnerships with local, state, tribal, and federal governments and organizations to achieve healthy and sustainable communities.

This strategy will be achieved by implementing and seeking to strengthen agency efforts in: (1) incorporating environmental justice into rulemaking; (2) considering environmental justice concerns in EPA's permitting process; (3) accelerating compliance and enforcement initiatives; (4) supporting community-based action programs; and (5) fostering administration-wide action on environmental justice (EPA, September 2011).

Locally, Region 10 has committed itself to Plan EJ 2014 and has adopted *EPA Region 10's Approach for Implementing Administrator Jackson's Seven Priorities: FY 2011–15,* which includes an EJ Strategic Plan (EPA, November 2011). Goals of Region 10's EJ Strategic Plan include:

1. eliminate, reduce, or mitigate the burden of pollution and disproportionate, adverse public health and environmental impacts on low-income and minority communities and vulnerable populations;
2. systematically facilitate the integration of environmental justice—principles, practices, guidance, tools, and methods—into the programs, policies, and actions of Region 10; and
3. engage communities in empowerment processes to identify existing and emerging environmental justice issues and collaboratively assist them in addressing those impacts.

Photo: BJ Cummings

With regard specifically to Superfund cleanup decisions, the Plan EJ 2014 *Legal Tools* document states that EPA's authority to consider public health and welfare and the environment provides "the basis for considering cumulative risk in taking response actions" (EPA, December 2011). Furthermore, EPA can use its authority to accommodate EJ considerations in assessing remedial alternatives, per its nine criteria for evaluating cleanup alternatives. These considerations include: the threshold criteria of overall protectiveness of human health and the environment, compliance with state statutes, and the modifying criteria of community acceptance (EPA, October 2012).

Achieving health equity means the elimination of disparities and valuing everyone equally with focused and ongoing societal efforts to address avoidable inequalities.

Environmental Justice Gap: Refers to the difference between low income and/or minority communities who systematically experience disproportionately greater environmental risks and impacts, and fewer positive environmental benefits, as compared with high income/non-minority communities.

Cumulative Impacts: The EJ Executive Order specifically states that when conducting an EJ analysis, "multiple and cumulative exposures" should be identified when practicable and appropriate (EOP, 1994). While traditional human health risk assessments have been conducted for the Duwamish River Superfund Site, as well as several other contaminated sites in the Duwamish Valley, cumulative health impacts that account for all exposures and other risk factors have not yet been evaluated. Cumulative impacts are defined as: "any exposures, public health or environmental effects from the combined emissions and discharges, in a geographic area, including environmental pollution, from all sources, whether single or multimedia, routinely, accidently, or otherwise released" (OEHHA, 2010). The Order further directs that: "impacts will take into account sensitive populations and socioeconomic factors, where applicable and to the extent the data are available" (EOP, 1994).

Health disparity vs. health inequity: A health disparity (or inequality) is a "particular type of difference in health in which disadvantaged social groups—such as the poor, racial/ethnic minorities, women, or other groups who have persistently experienced social disadvantage or discrimination—systematically experience worse health or greater health risks than more advantaged social groups" (Braveman, 2006). In contrast, a health inequity is a disparity that is not only unnecessary and avoidable but, in addition, is considered unfair and unjust (Whitehead, 1992). Achieving health equity means the elimination of disparities and "valuing everyone equally with focused and ongoing societal efforts to address avoidable inequalities, historical and contemporary injustices" (US Department of Health and Human Services, Office of Minority Health, 2010).

As part of Plan EJ 2014 and its goal to achieve EJ as required by EO 12898, the EPA is collaborating with multiple federal institutions to ensure the integration of environmental justice and health equity considerations into the policies, actions, and programs across the federal government.

III. Cumulative Impacts Analysis Method

Although 23 states have developed a range of qualitative to complex quantitative methods to evaluate disproportionate impacts, Washington State has not (Payne-Sturges, 2012). As part of its goal to achieve environmental justice for low-income and minority communities, the US Environmental Protection Agency (EPA) has been developing and improving reliable scientific data for identifying disproportionate environmental and health impacts among racial and ethnic minorities, low income populations, and indigenous people and tribes, while working to address and reduce environmental disparities. The approach chosen for the Duwamish Valley Cumulative Health Impacts Analysis (CHIA) is California EPA's (Cal EPA) cumulative impacts ranking methodology, which uses a quantitative, easy to understand approach (OEHHA, 2010). For a state-of-the-science review of cumulative impacts and the selected methodology, an excellent summary can be found in California's Cumulative Impacts: Building a Scientific Foundation (OEHHA, 2010).

The Cal EPA cumulative impacts method uses multiple indicators that are divided into five categories (referred to as components), each with an established range of ranking scores.

The Cal EPA rationale for the range of ranking scores for each component is based on the certainty of evidence in the literature (OEHHA, 2010). For socioeconomic factors and sensitive populations, the relatively broad ranking of 1–3 is based on literature indicating that there are several-fold differences in the way that vulnerable populations respond to environmental contamination. For the finer environmental exposure ranking of 1–10, there is abundant evidence on the types and extent of potential expo-

Component	Definition	Ranking Score
Socioeconomic factors	Community characteristics that result in increased vulnerability to pollutants	1–3
Sensitive populations	Populations with traits that may magnify the effects of pollutant exposures	1–3
Environmental exposures	Contact with pollution	1–10
Environmental effects	Adverse built environment conditions	1–5
Public health effects	Disease and other heath conditions	1–5

sures in communities and how they are associated with health (e.g., air pollution). Environmental effects and public health effects are assigned a mid-range ranking of 1–5 because there is less certainty and less information on the link between exposure and effect than with environmental exposures, but more certainty than is available for the link between socioeconomic status/vulnerable populations and health.

Three indicators for each component are selected from specified communities or geographic areas, for a total of 15 indicators. Indicator data for each community or geographic area are then ordered from highest to lowest, divided into equal subgroups, and assigned a ranking score for input into the following formula:

Cumulative Impact = (Socioeconomic factors + Sensitive populations) x
(Environmental exposures + Environmental effects + Public health effects)

Using this formula, the total cumulative impact score can range from a minimum of 6 to a maximum of 120. High scores indicate disproportionate impacts. These highly ranked areas can then be identified as priorities for action by EPA, states, communities, and other decision-makers.

This CHIA was designed to examine whether disproportionate impacts occur in the Duwamish Valley, as compared to other Seattle neighborhoods, in order to inform Superfund cleanup decisions and other relevant policies and actions. The geographic scale of analysis is the Zone Improvement Plan (ZIP) code, because indicator data were most readily available in this format. Ten Seattle ZIP codes are included in the CHIA analysis, as shown in Figure 1 (page 10). The ten ZIP codes were chosen based on a range of factors that are representative of differences (high, medium, and low) between Seattle geographic areas. ZIP codes were chosen according to ranges in income levels, racial/ethnic makeup, and pollution concentrations, as well as differences in neighborhood's access to resources, such as housing costs, park access, and education. Finally, as part of a Community Based Participatory Research (CBPR) effort helping to inform the project, areas that are often discussed by Duwamish Valley residents themselves when they compare their circumstances to other Seattle neighborhoods are included (Appendix B, online). Additional data were collected at the smaller neighborhood scale and larger Duwamish Valley scale, using available census tract data, but were not used in the quantitative CHIA equation shown above. These results are discussed separately in Section VI.

Figure 1. ZIP codes included in the Duwamish Valley Cumulative Health Impact Analysis

IV. Indicators for Cumulative Health Impacts Analysis

Data were collected for 24 available indicators for all ten ZIP codes, as shown in Table 1 on page 12. The 15 indicators used in the cumulative impacts scoring formula are highlighted and were selected based on:

a) established indicators from the US Environmental Protection Agency's (EPA) EJ definition (e.g., percent minorities, percent poverty);
b) information from Duwamish Valley residents about their environmental health concerns (e.g., air pollution, access to green space), collected through a Community Based Participatory Research project (Appendix B, online);
c) scientific evidence compiled from public environmental, demographic, and health databases; and
d) best professional judgment.

A series of Geographic Information System (GIS) maps created for each of the 15 indicators selected are shown in Figures 2–16.

Socioeconomic component (Rank range 1-3)

A growing body of research provides evidence that low-income and/or minority communities are more vulnerable to pollution exposure than higher income, non-minority populations, which in turn affects health (OEHHA, 2010; Hicken et al, 2012). The causes of health disparities from pollution are diverse and complex. However, correlations have been drawn between various factors, such as living in low-income conditions and compromised health; lower education level and increased risk of dying from lung cancer; lower birth weight infants born to black mothers exposed to particulate pollution as compared to white mothers; violence and increased risk of asthma in children; and stress and poor health outcomes (OEHHA, 2010; Payne-Sturges et al, 2006).

Selected Indicators

- Educational attainment (Figure 2, page 13)
- Income/poverty level (Figure 3, page 14)
- Race/ethnicity (Figure 4, page 15)

Sensitive populations component (Rank range 1–3)

A growing body of scientific literature has established that certain populations are more vulnerable to pollution because of their age (e.g., children and the elderly), pre-existing conditions (e.g., diabetes, cardiovascular disease, pregnancy), and/or cultural practices (e.g., subsistence fishing in contaminated rivers) (OEHHA, 2010).

Selected Indicators

- Presence of children (Figure 5, page 16)
- Presence of elderly (Figure 6, page 17)
- Number of foreign-born (Figure 7, page 18)

Table 1. Indicators Evaluated for Cumulative Health Impacts Analysis

Component	Indicator	Data Sources	Figure #
Socioeconomic Factors (Rank 1-3)	Percent Adults 25 and older Without a College Degree, by ZIP Code, Seattle, WA, 5-year Average 2006–2010	US Census Bureau, American Community Survey. Provided by Public Health-Seattle & King County; Assessment, Policy Development & Evaluation Unit.	2
	Percent Below 200% Poverty Level, by ZIP Code, Seattle, WA, 5-year Average 2006–2010	US Census Bureau, American Community Survey. Provided by Public Health-Seattle & King County; Assessment, Policy Development & Evaluation Unit.	3
	Percent Non-white Population, by ZIP Code, Seattle, WA, 2010	US Census Bureau, Census 2010	4
	Percent Adults (18-64 years) With No Health Insurance, by ZIP Code, Seattle, WA, 5-year Average 2007–2011	Behavioral Risk Factor Surveillance System (BRFSS)	A1
	Percent Adults With No Leisure Time Physical Activity, by ZIP Code, Seattle, WA, 5-year Average 2007–2011	Behavioral Risk Factor Surveillance System (BRFSS)	A2
Sensitive Populations (Rank 1-3)	Percent Presence of Children Under 5 years, by ZIP Code, Seattle, WA, 2010	US Census Bureau, Census 2010	5
	Percent Presence of Elderly 65 years and Older, by ZIP Code, Seattle, WA, 2010	US Census Bureau, Census 2010	6
	Percent Foreign-Born by ZIP Code, Seattle, WA, 5-year Average 2006–2010	US Census Bureau, American Community Survey. Provided by Public Health-Seattle & King County; Assessment, Policy Development & Evaluation Unit.	7
Environmental Exposures (Rank 1-10)	Annual Average Diesel Particulate Matter in Human Breathing Zone (ug/m^3), by ZIP Code, Seattle, WA, 2005	Environmental Protection Agency, Community-Focused Exposure Risk Screening Tool	8
	Annual Average Benzene in Human Breathing Zone (ug/m^3), by ZIP Code, Seattle, WA, 2005	Environmental Protection Agency, Community-Focused Exposure Risk Screening Tool	9
	Summed Site Ranking for Confirmed and Suspected Contaminated Sites, by ZIP Code, Seattle, WA	Washington State Department of Ecology, Toxics Cleanup Program, Washington Ranking Method	10
Environmental Effects (Rank 1-5)	Percent Tree Canopy, by ZIP Code, Seattle, WA	King County Department of Natural Resources and Parks, USGS National Land Cover Database	11
	Square Feet per Resident of Park Area by ZIP Code, Seattle, WA	King County Department of Natural Resources and Parks	12
	Number of Toxic Release Inventory Sites, by ZIP Code, Seattle, WA	Environmental Protection Agency, Enviromapper, Toxic Release Inventory	13
Public Health Effects (Rank 1-5)	Life Expectancy at Birth in Years, by ZIP Code, Seattle, WA, 5 year average, 2005–2009	Death Certificate Data: Washington State Department of Health, Center for Health Statistics. Public Health - Seattle & King County; Assessment, Policy Development & Evaluation	A3
	Percent Adults Overweight or Obese by ZIP Code, Seattle, WA, 5-year Average 2007–2011	Behavioral Risk Factor Surveillance System (BRFSS)	A4
	Heart Disease Death rate per 100,000, by ZIP Code, Seattle, WA, 5-year average, 2006–2010	Death Certificate Data: Washington State Department of Health, Center for Health Statistics.	14
	Stroke Death rate per 100,000, by ZIP Code, Seattle, WA, 5-year average, 2006–2010	Death Certificate Data: Washington State Department of Health, Center for Health Statistics.	A5
	Percent Adults With Doctor Diagnosed Diabetes by ZIP Code, Seattle, WA, 5-year Average 2007–2011	Provided by Public Health-Seattle & King County; Assessment, Policy Development & Evaluation Unit., BRFSS	A6
	Percent Adults with Hypertension, by ZIP Code, Seattle, WA, 2003–2011 odd years	Provided by Public Health-Seattle & King County; Assessment, Policy Development & Evaluation Unit., BRFSS	A7
	Childhood (0-17) Asthma Hospitalization Rate per 100,000, by ZIP Code, Seattle, WA, 5-year average, 2006–2010	Hospitalization Discharge Data: Washington State Department of Health, Office of Hospital and Patient Data Systems.	15
	Percent Adult Cigarette Smokers, by ZIP Code, Seattle, WA, 5-year Average 2007–2011	Provided by Public Health-Seattle & King County; Assessment, Policy Development & Evaluation Unit , BRFSS	A8
	Lung Cancer Death Rate Per 100,000, by ZIP Code, Seattle, WA, 5-year average, 2006–2010	Death Certificate Data: Washington State Department of Health, Center for Health Statistics.	16
	Assault Hospitalization Rate Per 100,000 , by ZIP Code, Seattle, WA, 5-year average, 2006–2010	Hospitalization Discharge Data: Washington State Department of Health, Office of Hospital and Patient Data Systems.	A9

Selected for Cumulative Impacts Analysis (Scenario 1)

Figure 2. Percent Adults 25 and older Without a College Degree, by ZIP Code
Seattle, Washington, 5-year Average 2006-2010

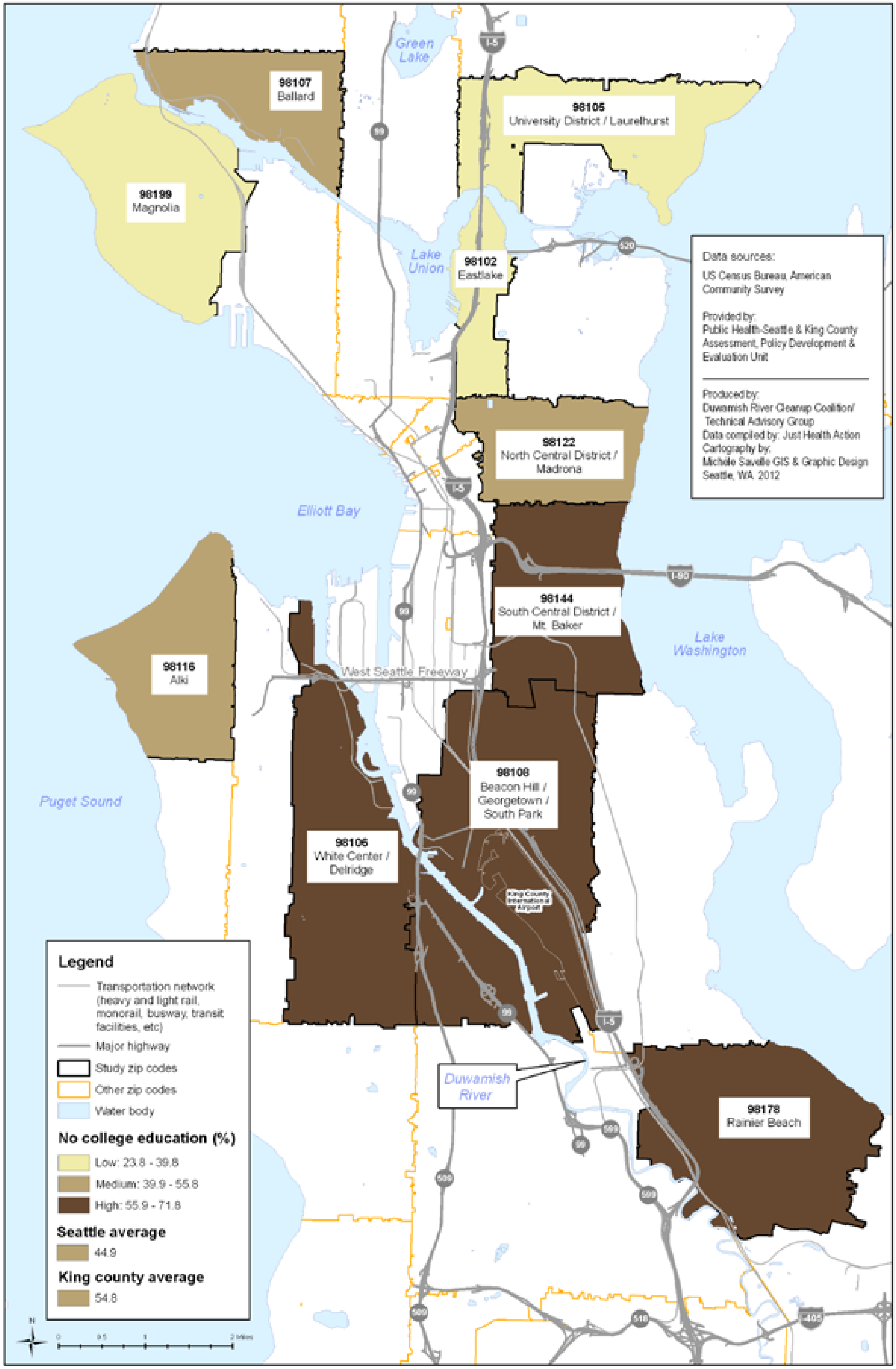


Figure 3. Percent Below 200% Poverty Level, by ZIP Code
Seattle, Washington, 5-year Average 2006-2010

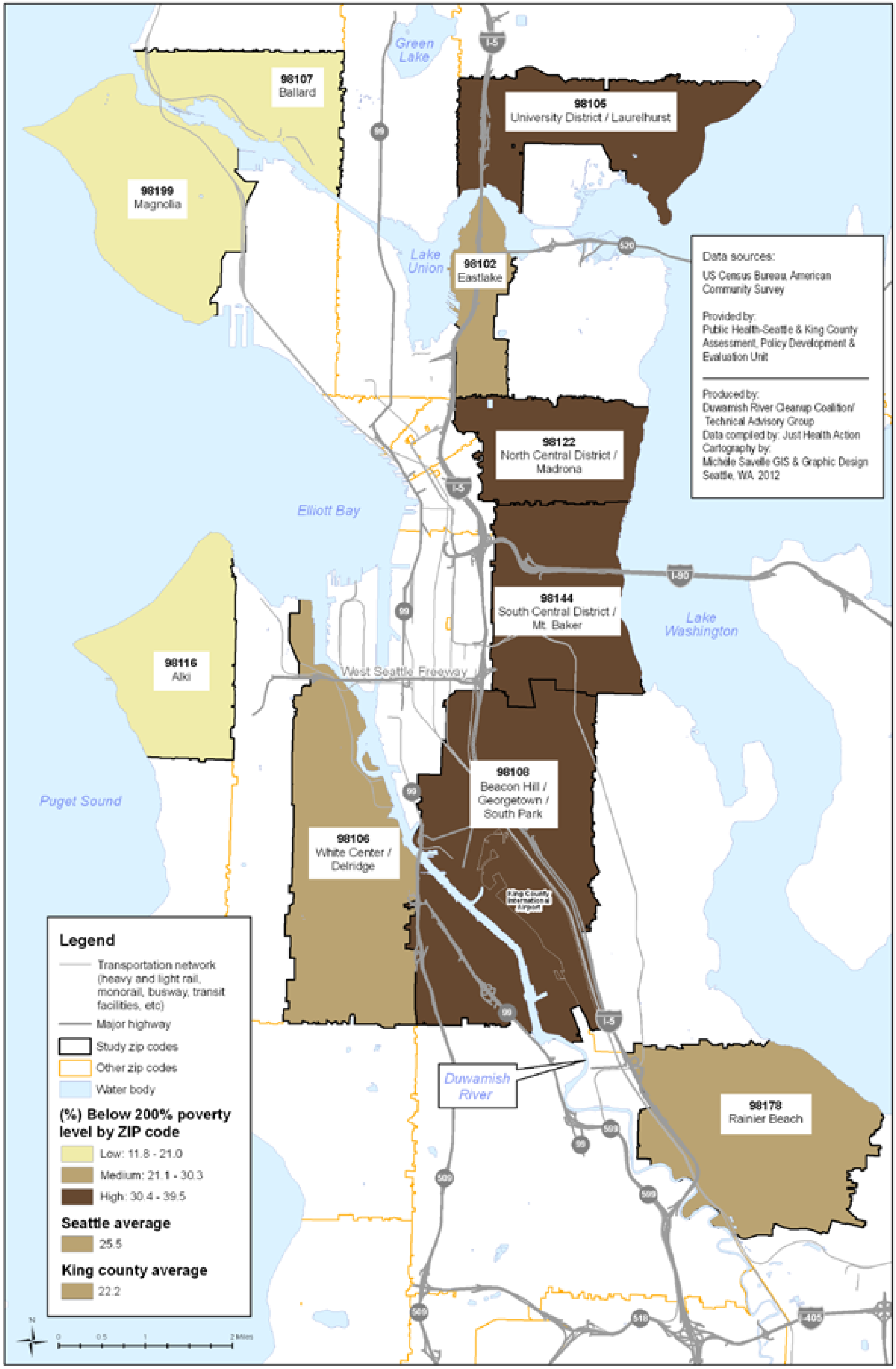


Figure 4. Percent Non-white Population, by ZIP Code Seattle, Washington, 2010

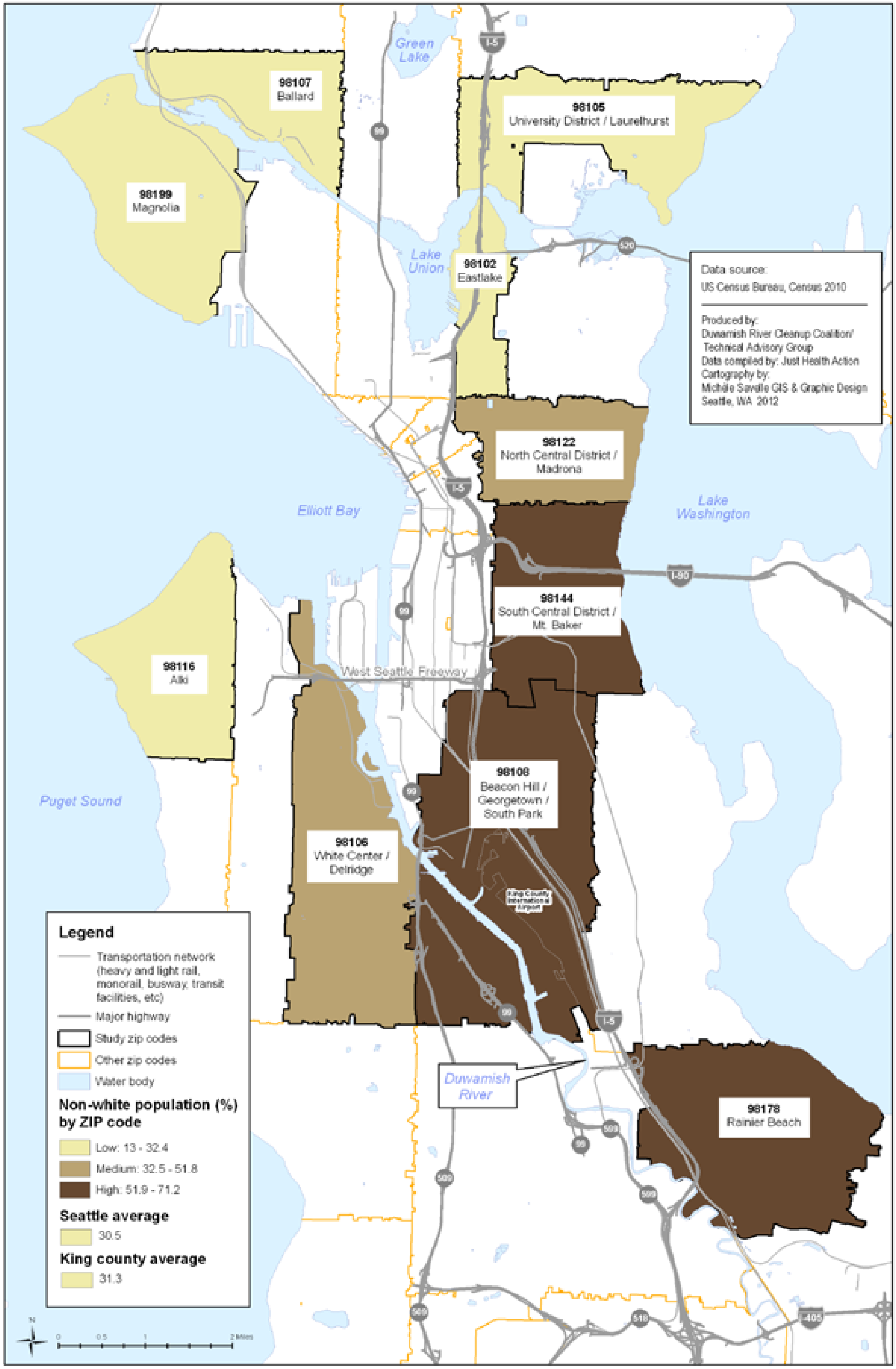


Figure 5. Percent Presence of Children Under 5 years, by ZIP Code Seattle, Washington, 2010

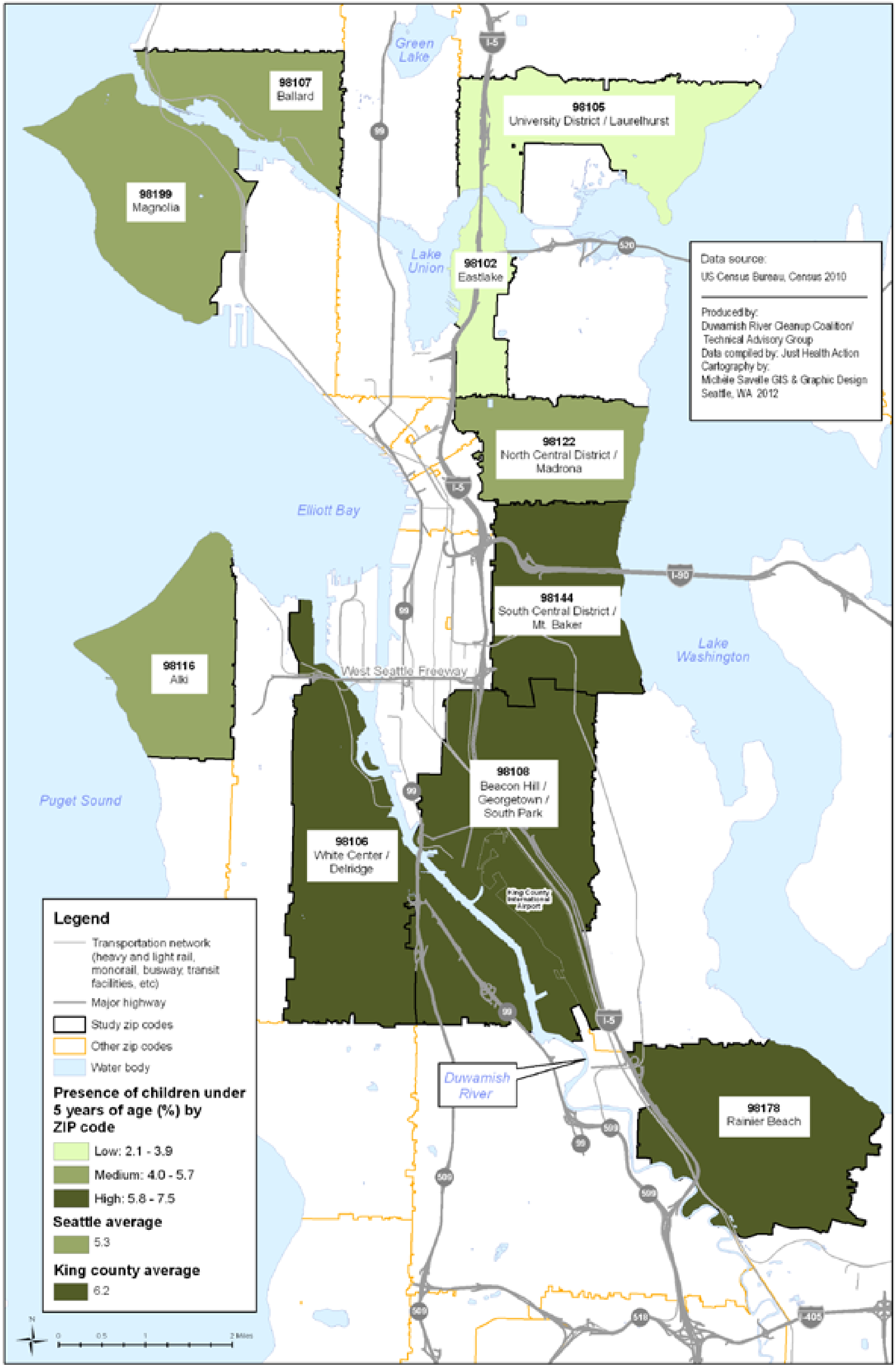


Figure 6. Percent Presence of Elderly 65 years and Older, by ZIP Code
Seattle, Washington, 2010

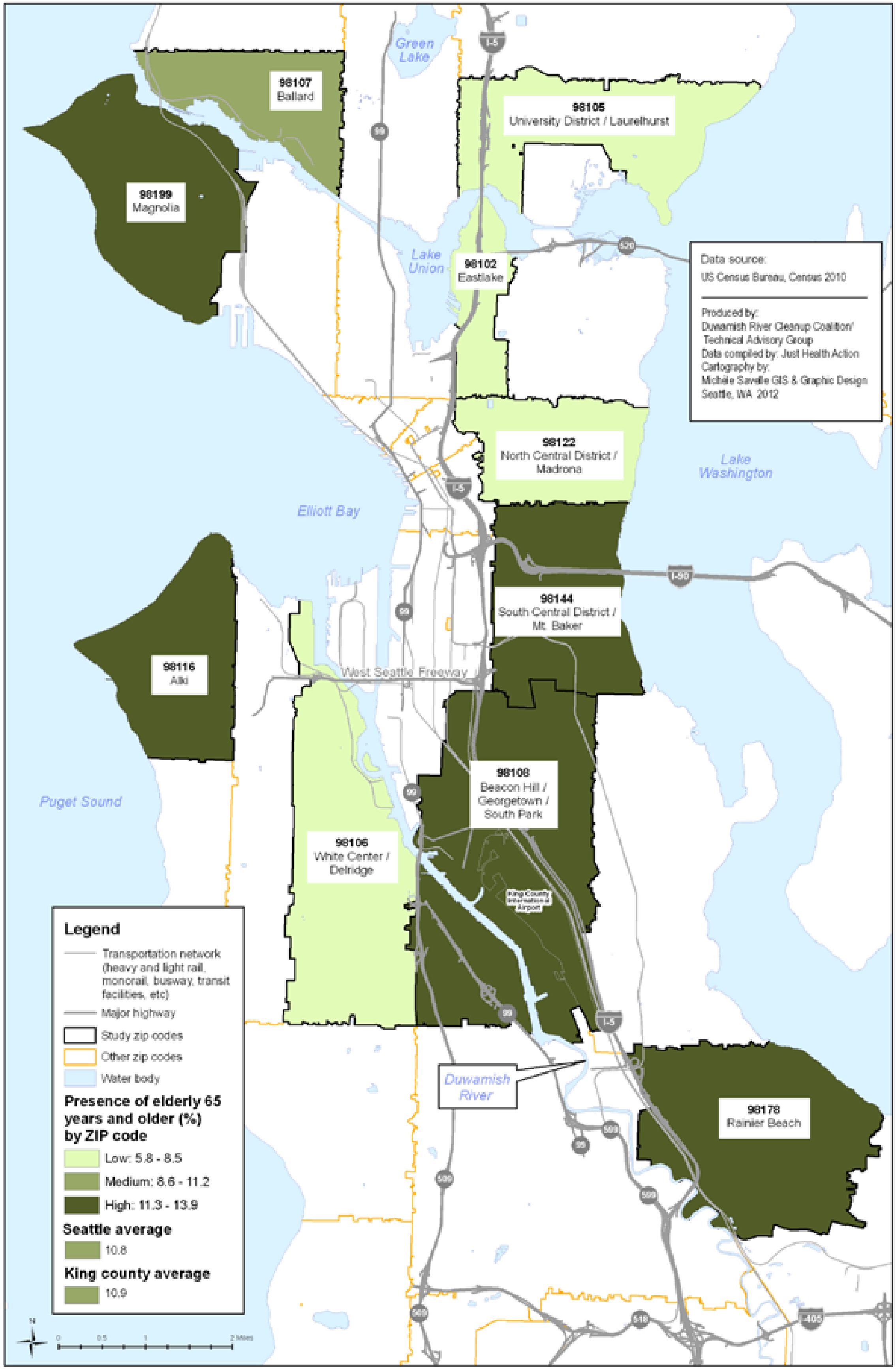


Figure 7. Percent Foreign-Born by ZIP Code
Seattle, Washington, 5-year Average 2006-2010

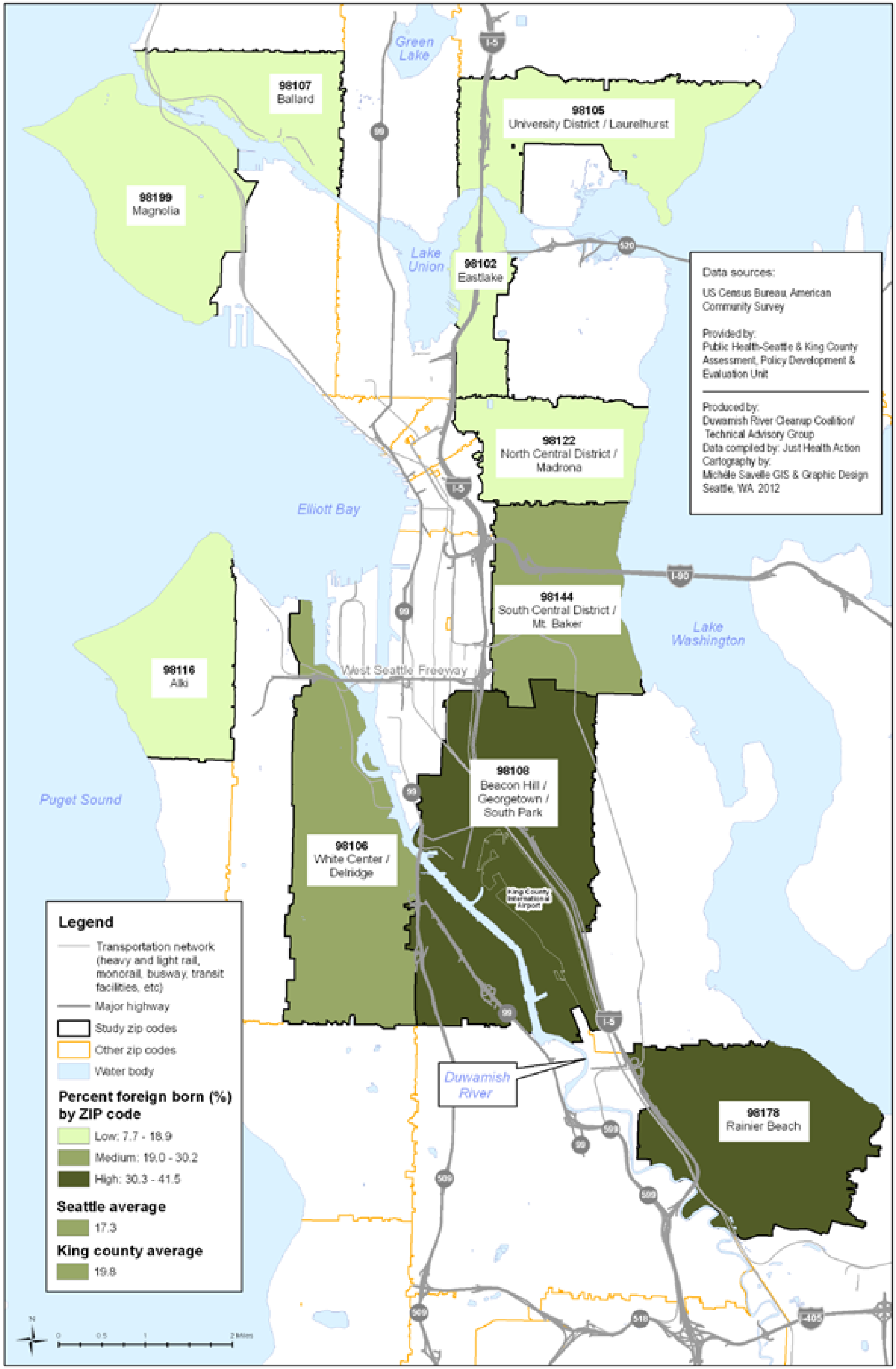


Photo: BJ Cummings

Certain populations are more vulnerable to pollution because of their age, pre-existing conditions, and/or cultural practices.

Environmental exposure component (Rank range 1–10)

Individuals can be exposed to contamination through various media (air, soils, sediments, ground water, surface water) by coming into contact with a chemical or physical agent. Examples of exposure are ingestion, inhalation, and direct contact (e.g., on the skin) with a pollutant. There is little research available that establishes a firm causal connection between contaminant exposures and health outcomes because of long latency periods, lack of body burden markers, and exposure to multiple possible causes of illness (Payne-Sturges et al, 2006). However, the health risks (potential for disease) of exposure to many pollutants is well understood, and it is well established that low-income and/or minority populations are disproportionately exposed to pollution and increased health risks because of their proximity to pollution sources such as industrial facilities, highways, low income housing (e.g, lead), and agricultural areas (e.g., pesticide application) (OEHHA, 2010).

Selected Indicators

- Concentration of diesel particulate mater in air (Figure 8, page 20)
- Concentration of benzene in air (Figure 9, page 21)
- Number and severity of confirmed and suspected contaminated sites (Figure 10, page 22)

Environmental effects component (Rank range 1–5)

Where a person lives affects their health, but not all communities are equal with respect to their exposure to pollution and access to resources or benefits that can make a community more or less healthy (http://www.kingcounty.gov/exec/equity.aspx). In addition to concerns about industry pollution, noise, and traffic, Duwamish Valley residents expressed concern through a Community

Figure 8. Annual Average Diesel Particulate Matter in Human Breathing Zone (ug/m³), by ZIP Code Seattle, Washington, 2005

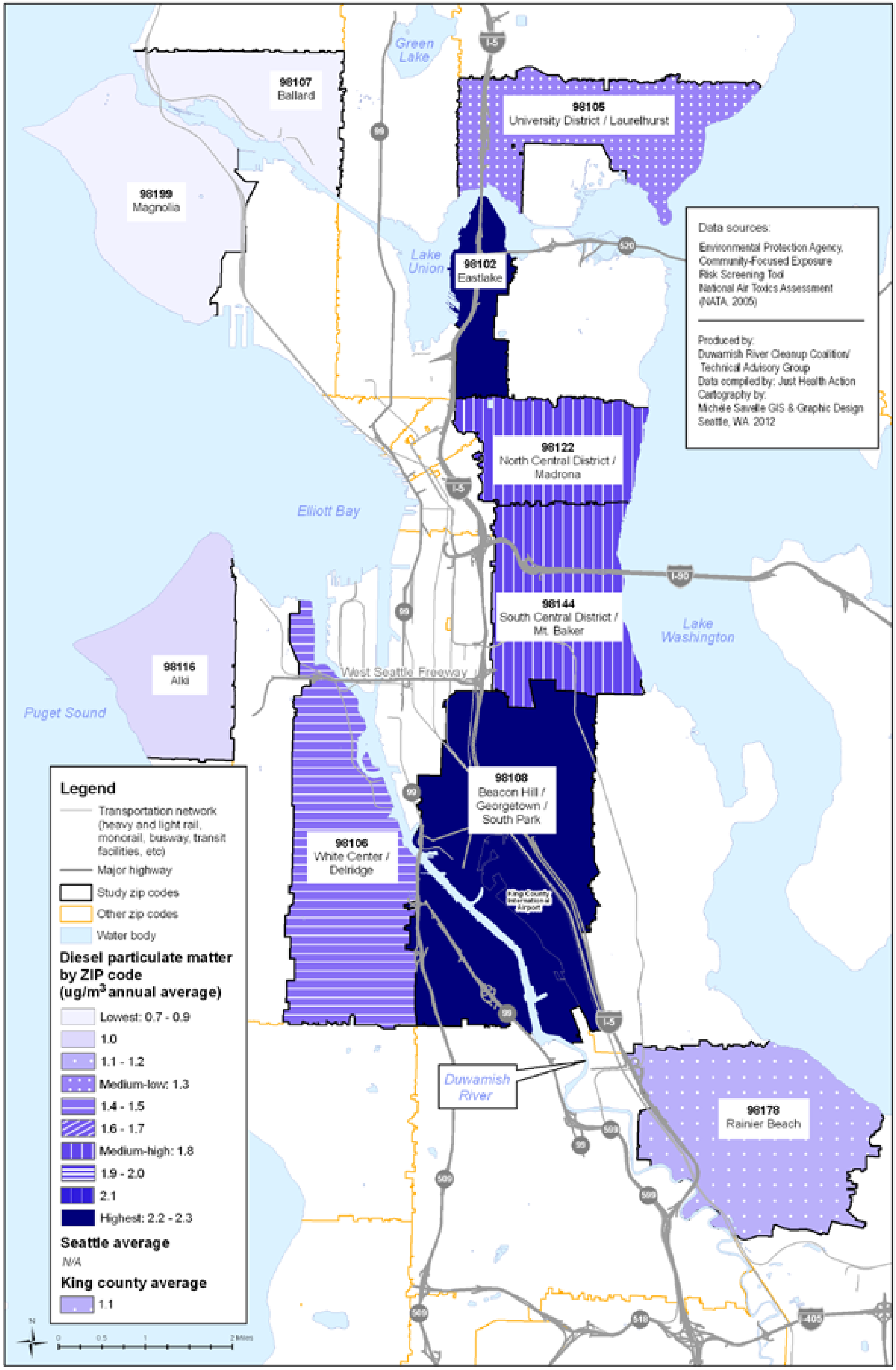


Figure 9. Annual Average Benzene in Human Breathing Zone (ug/m³), by ZIP Code Seattle, Washington, 2005

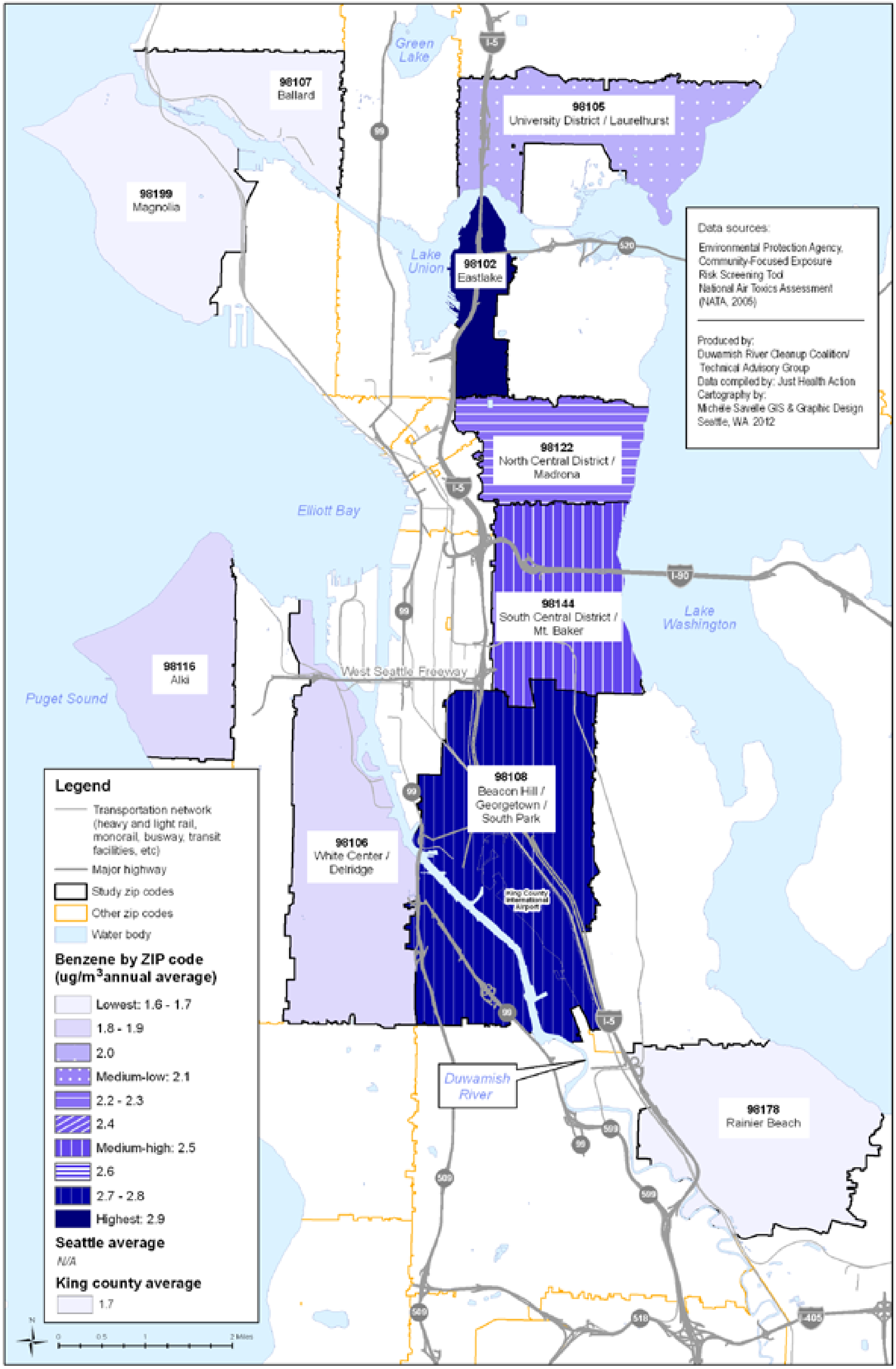


Figure 10. Summed Site Ranking for Confirmed and Suspected Contaminated Sites, by ZIP Code Seattle, Washington

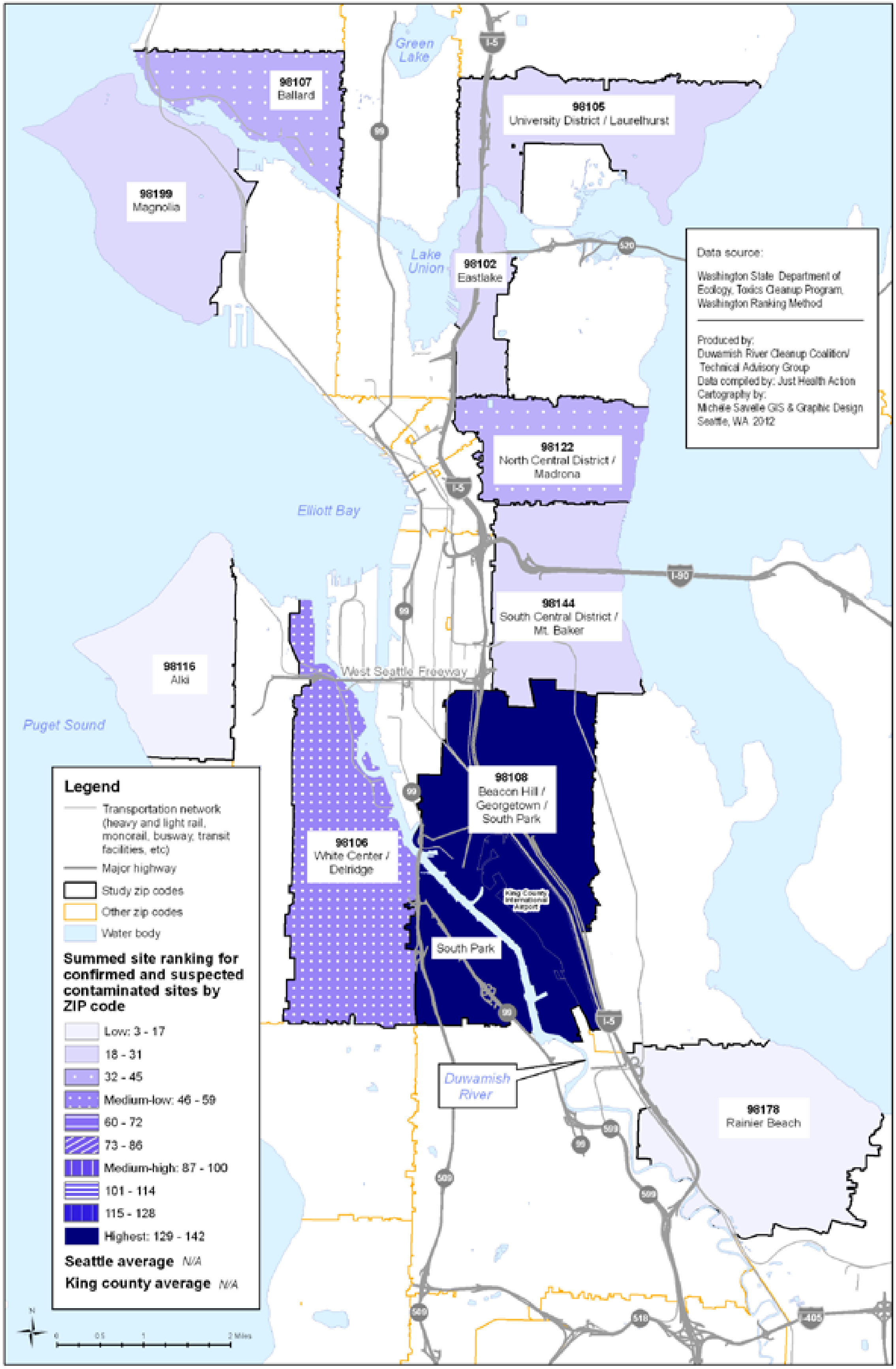



Photo: Paul Joseph Brown

Where you live affects your health

Based Participatory Research (CBPR) project (described in Appendix B) that they lacked adequate access to healthy food, green space, and places to play or exercise.

Selected Indicators

- Amount of forest canopy (Figure 11, page 24)
- Amount of park area per resident (Figure 12, page 25)
- Number of Toxic Release Inventory sites (Figure 13, page 26)[2]

Public health component (Rank range 1–5)

Health disparities have been well documented in the United States and locally and are the focus of growing community and government attention (CDC, 2011; Governor's Interagency Council on Health Disparities, 2012). Numerous public health indicators were compiled and reviewed for statistical significance and stability as well as alignment with the community's identified health concerns through the CBPR project.

Selected Indicators

- Heart disease (Figure 14, page 27)
- Childhood asthma (Figure 15, page 28)
- Lung cancer (Figure 16, page 29)

2 Toxic Release Inventory (TRI) sites are those listed on EPA's database of facilities with large volumes of toxic chemical releases.

Figure 11. Percent Tree Canopy, by ZIP Code
Seattle, Washington

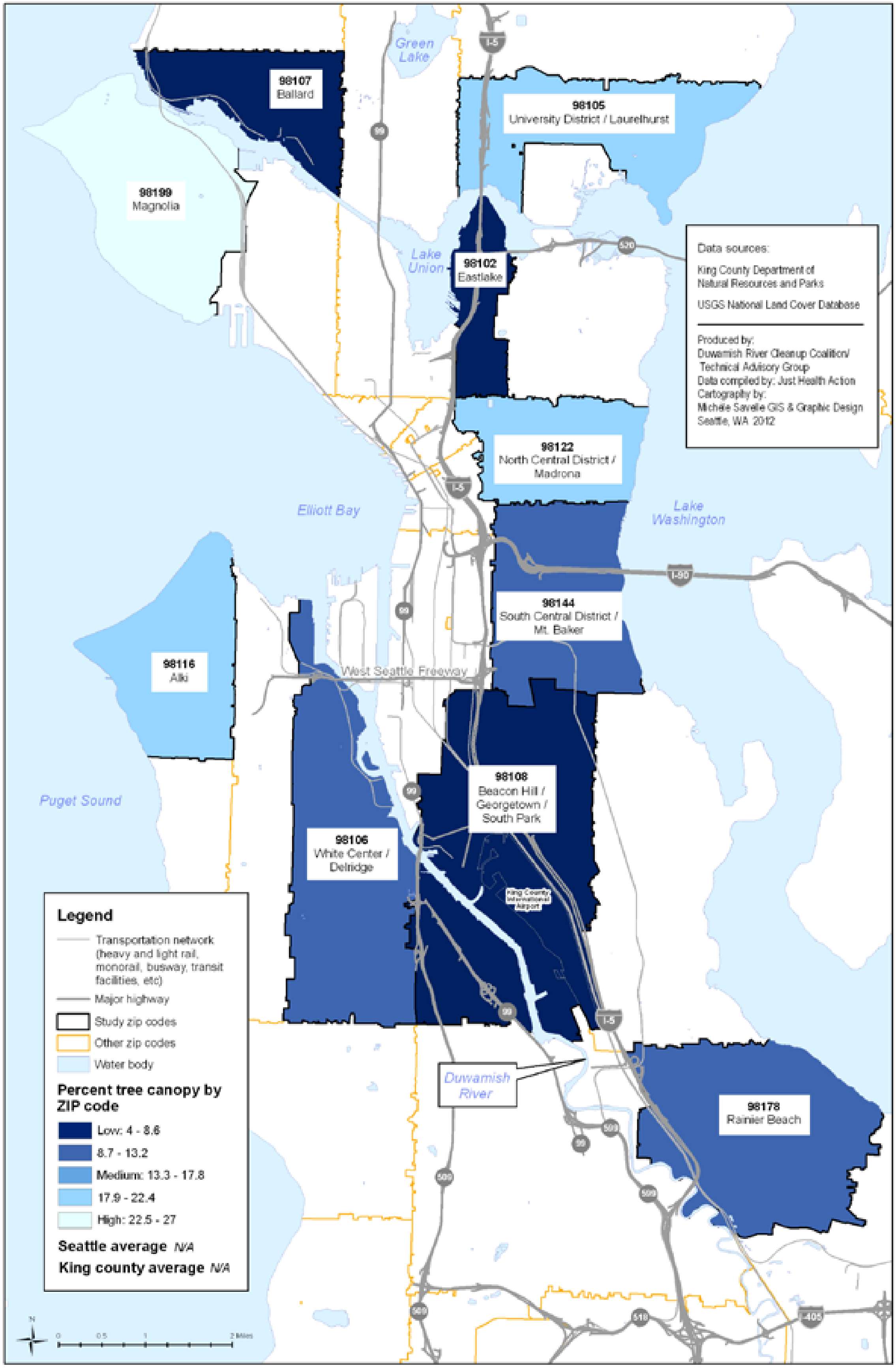


Figure 12. Square Feet per Resident of Park Area, by ZIP Code
Seattle, Washington

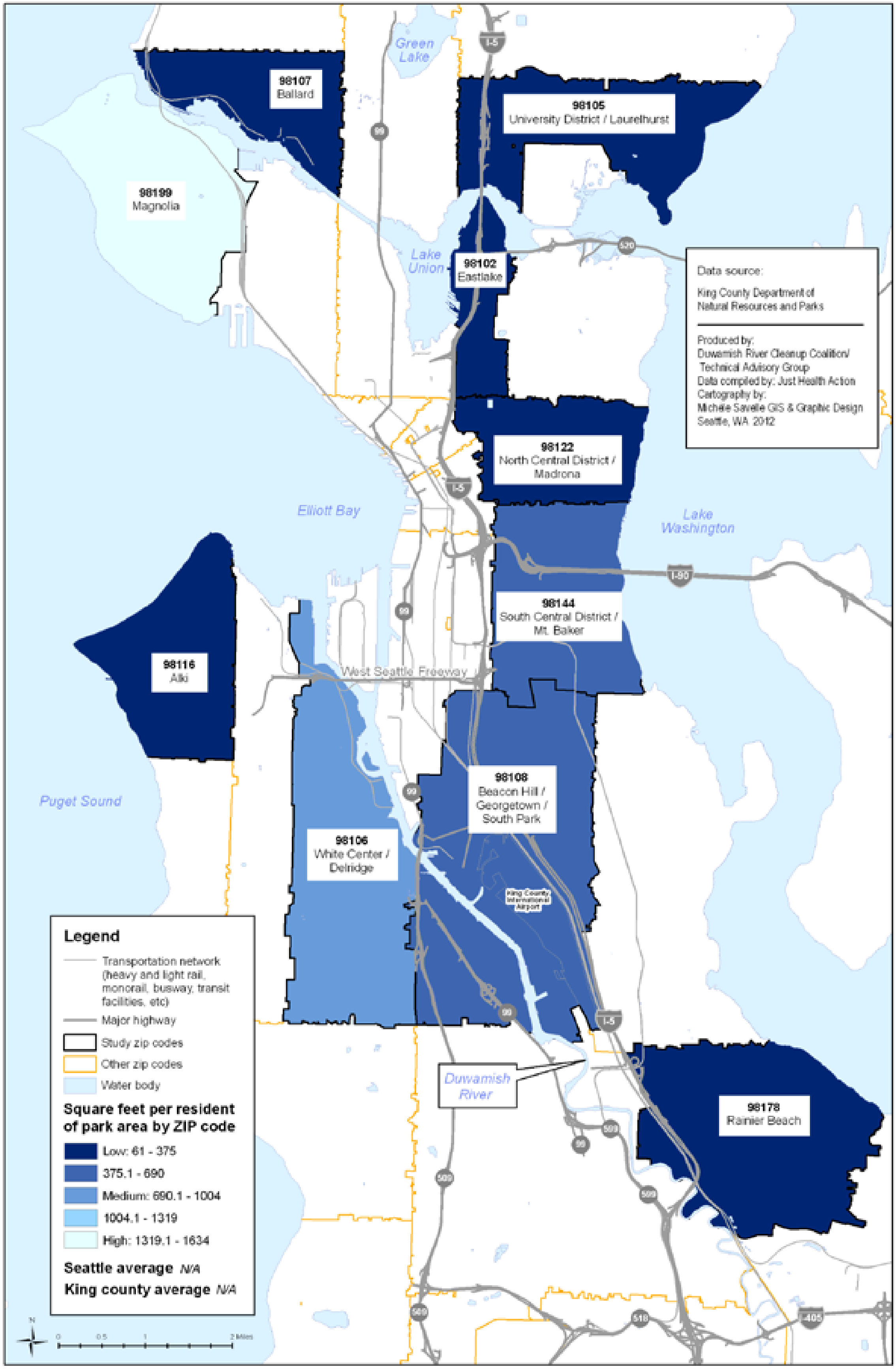


Figure 13. Number of Toxic Release Inventory Sites, by ZIP Code
Seattle, Washington

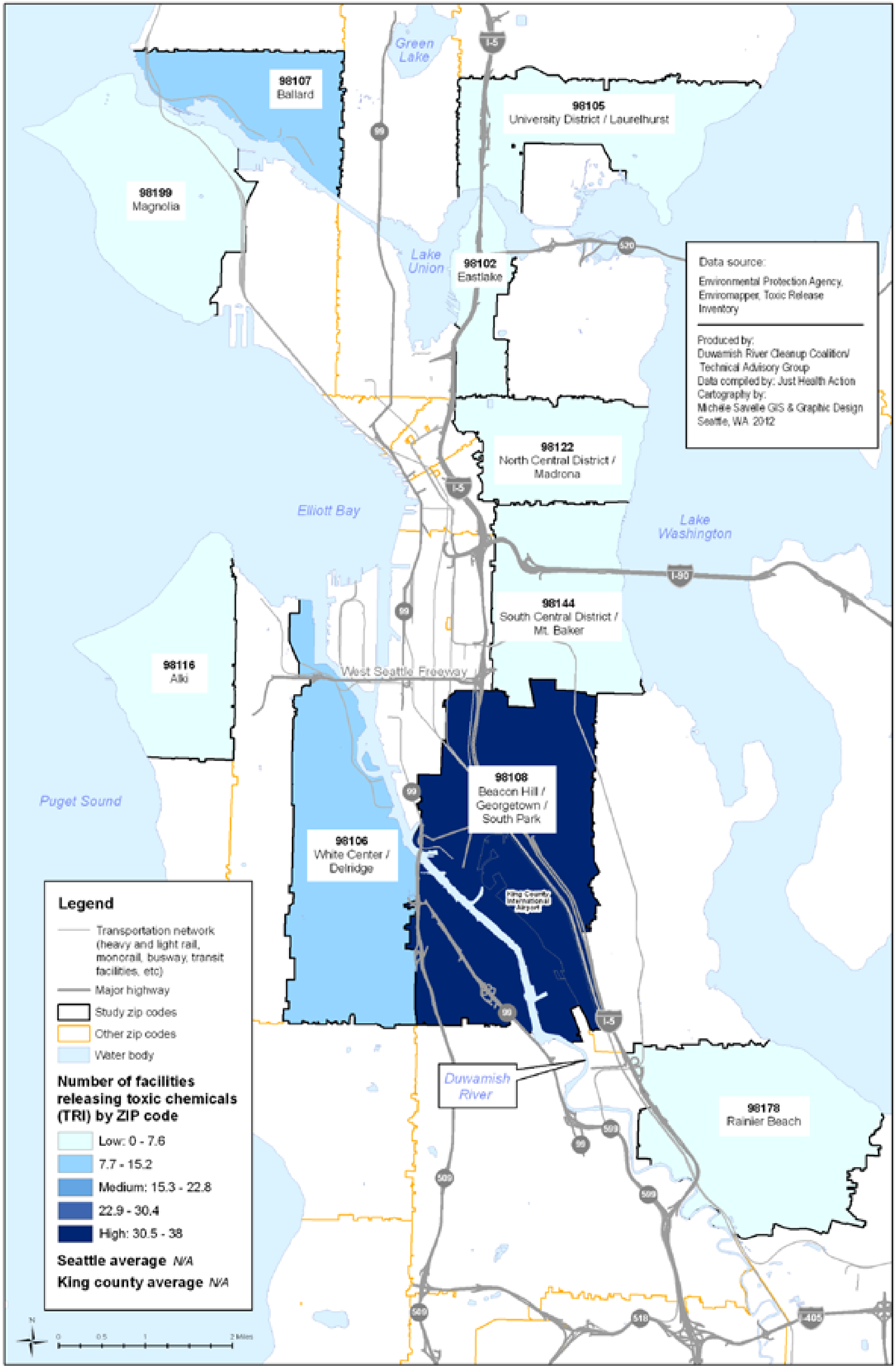


Figure 14. Heart Disease Death rate per 100,000, by ZIP Code
Seattle, Washington, 5-year average, 2006-2010

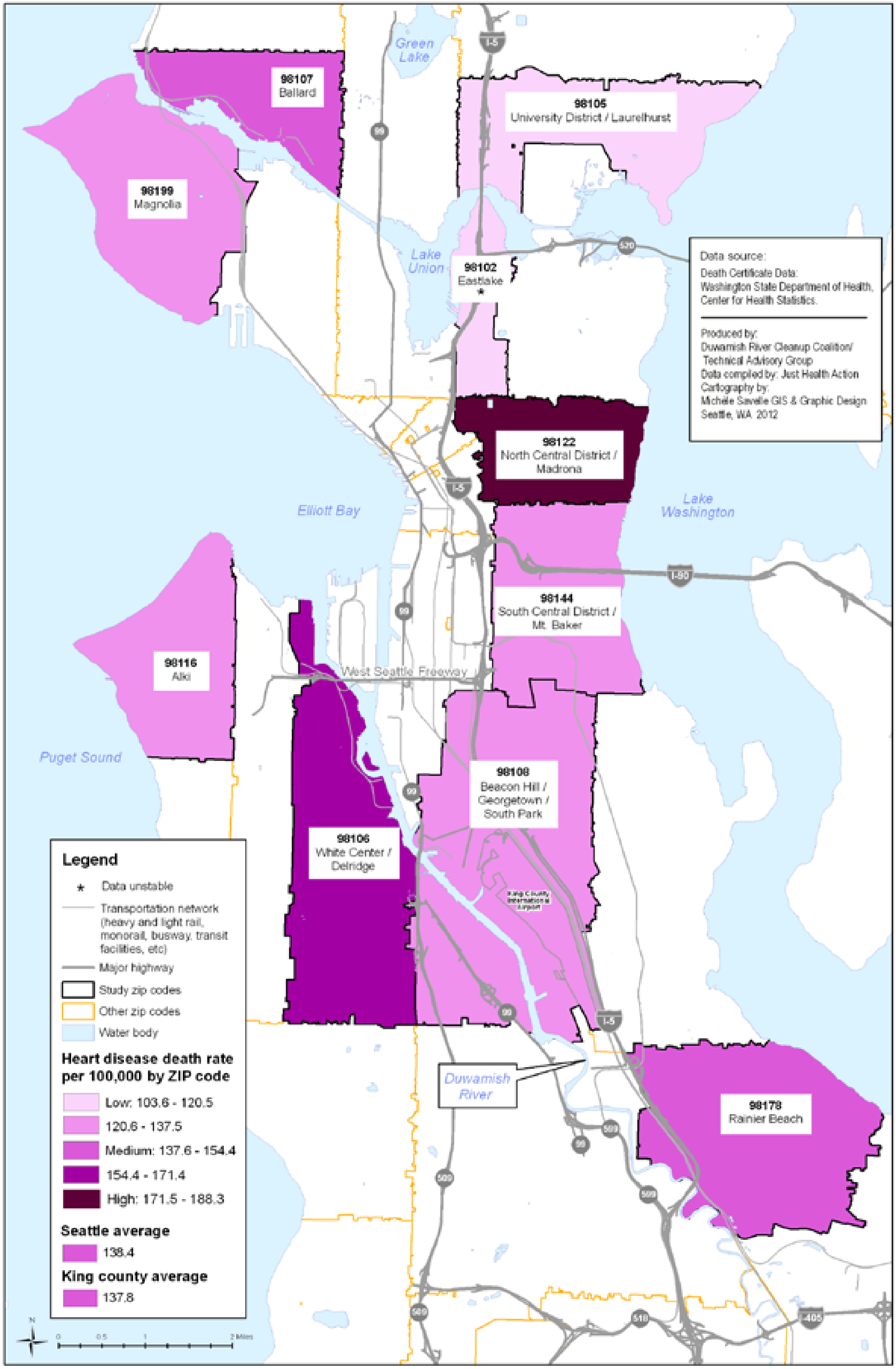


Figure 15. Childhood (0-17) Asthma Hospitalization Rate per 100,000, by ZIP Code
Seattle, Washington, 5-year average, 2006-2010

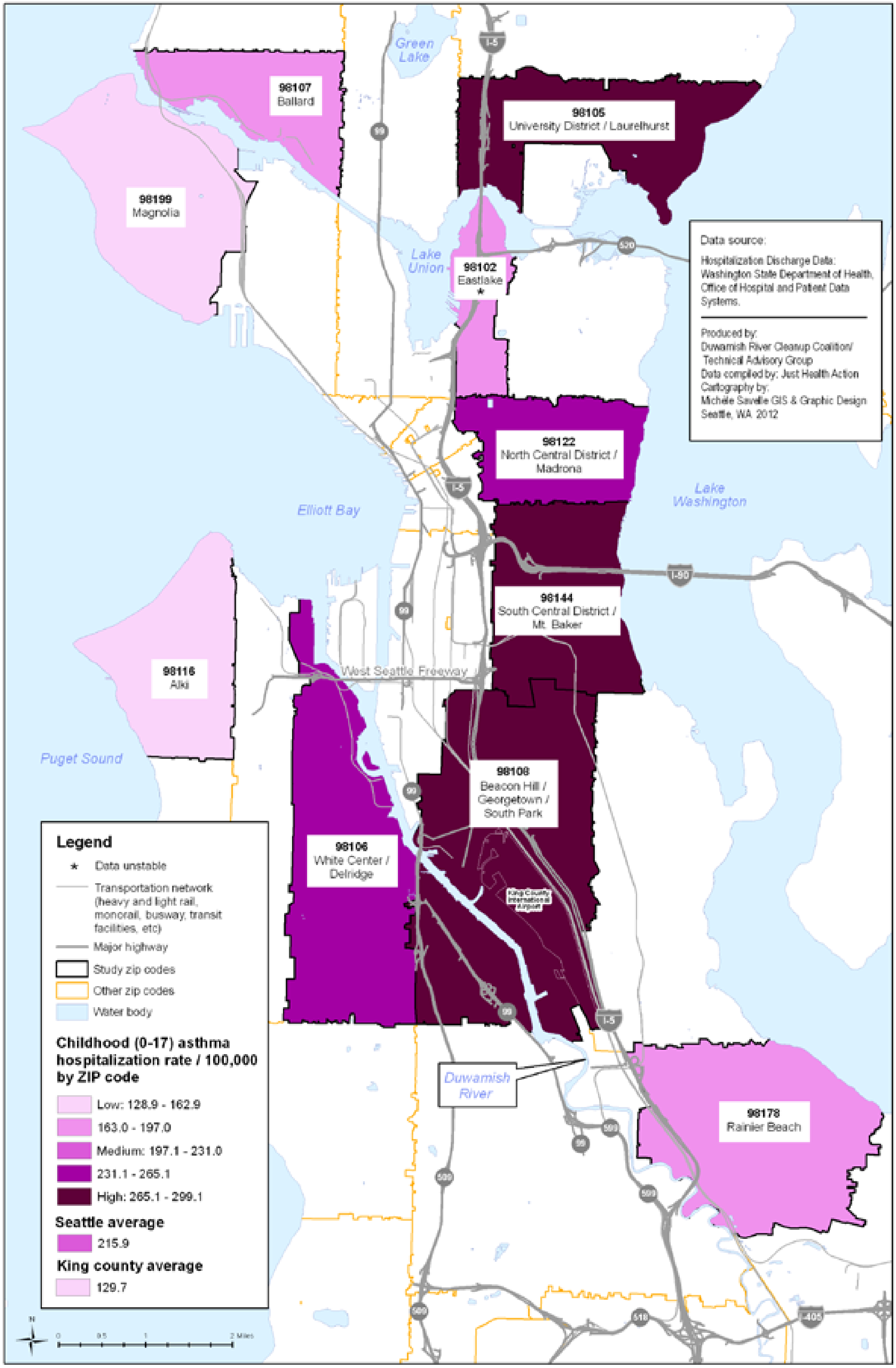
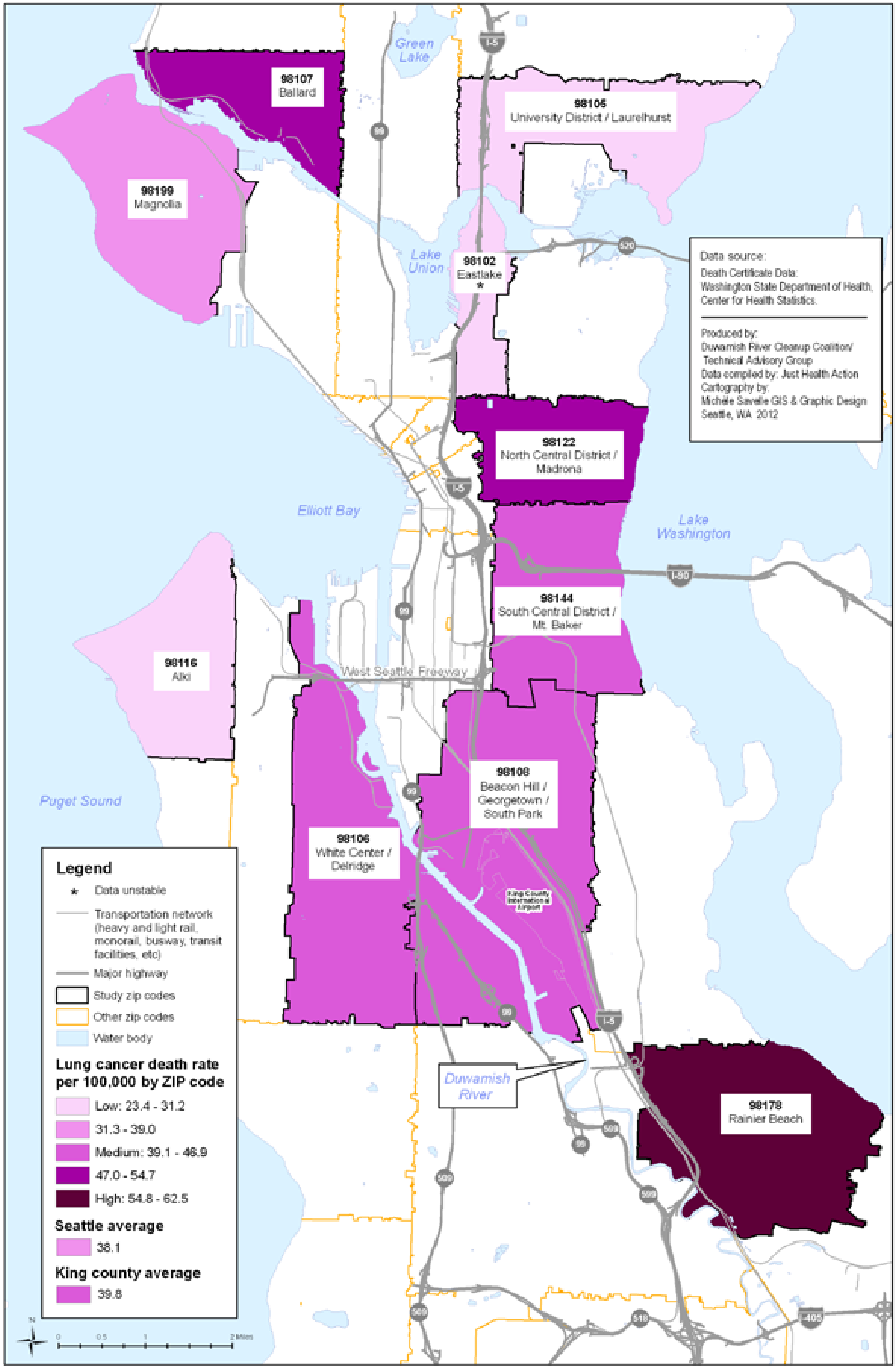


Figure 16.Lung Cancer Death Rate Per 100,000, by ZIP Code Seattle, Washington, 5-year average, 2006-2010



V. Cumulative Impacts Analysis Results

Data for each of the selected indicators described above were ordered from high to low, divided into equivalent portions based on the range of collected data, and assigned the corresponding rankings shown in Figures 2–16 and Table 2 (page 31). In calculating the cumulative impact score, the rank sums for each indicator were first averaged for each component. For example, for the socioeconomic factors component (Rank range 1–3) in the 98108 ZIP code (Beacon Hill/Georgetown/South Park), percent college education, percent below 200% of poverty level, and percent non-white minority each received a rank of 3. The 3 indicators were totaled (3+3+3=9) and then averaged, giving the 98108 ZIP code a socioeconomic factors rank of 3 (Table 2, page 31). In Table 2, each component is color coded to match the color spectrum used in Figures 2–17: the darker the coloring, the higher ranking the characteristic, or contribution to the overall cumulative impact. For example, for the socioeconomic factors component, which is color coded in a brown spectrum, the 98108 ZIP code is a 3 and dark brown, while a 1 ranking has a light tan color.

Social Vulnerability

Socioeconomic Factors component (Rank range 1–3)

Based on a ranking of 1–3, Table 2 shows that 3 ZIP codes (98108, Beacon Hill/Georgetown/South Park; 98144, Central District; and 98178, Rainier Beach) were each given the highest average ranking of 3 for the socioeconomic factors component (No college education; Percent below 200% poverty level; Percent non-white minority population).

Photo: Aiden Duffy

Table 2. Cumulative Health Impacts Analysis, by ZIP code, Seattle, Washington (colors correspond to color keys in Figures 2–17)

Component	Indicator	98108 Beacon Hill/ Georgetown/ South Park	98144 S. Central District/ Mt. Baker	98178 Rainier Beach	98106 White Center/ Delridge	98122 N. Central District/ Madrona	98102 Eastlake	98107 Ballard	98105 University District/ Laurelhurst	98116 Alki	98199 Magnolia
Socioeconomic Factors (Rank 1–3)	No college education (%)	3	3	3	3	2	1	2	1	2	1
	Below 200% poverty level (%)	3	3	3	2	3	2	1	3	1	1
	Non-white minority population (%)	3	3	3	2	2	1	1	1	1	1
	Adults with no health insurance (%)	*	*	*	*	*	*	*	*	*	*
	Adults with no leisure time (%)*	*	*	*	*	*	*	*	*	*	*
	Average	3	3	3	2	2	1	1	2	1	1
Sensitive Populations (Rank 1–3)	Children under 5 years (%)	3	3	3	3	2	1	2	1	2	2
	Elderly—65 years and older (%)	3	3	3	1	1	1	2	1	3	3
	Foreign born (%)	3	2	3	2	1	1	1	1	1	1
	Average	3	3	3	2	1	1	2	1	2	2
Social Vulnerability	*SUM (Socioeconomic + Sensitive Populations)*	6	6	6	4	4	2	3	3	3	3
Environmental Exposures (Rank 1–10)	Diesel particulate matter (ug/m³ annual average)	10	6	3	5	6	10	1	4	2	1
	Benzene (ug/m³ annual average)	9	7	1	2	5	10	1	3	2	1
	Confirmed and suspected contaminated sites (ISIS)	10	2	1	4	3	2	3	2	1	2
	Average	10	5	2	4	5	7	2	3	2	1
Environmental Effects (Rank 1–5)	Tree canopy (%)	5	4	4	4	2	5	5	2	2	1
	Park area per resident	4	4	5	3	5	5	5	5	5	1
	Number of toxic release inventory sites	5	2	1	3	1	2	4	1	1	2
	Average	5	3	3	3	3	4	5	3	3	1
Public Health Effects (Rank 1–5)	Live expectancy at birth (years)	*	*	*	*	*	*	*	*	*	*
	Adults overweight or obese (%)	*	*	*	*	*	*	*	*	*	*
	Heat disease death rate per 100,000	2	2	3	4	5	1	3	1	2	2
	Stroke death rate per 100,000	*	*	*	*	*	*	*	*	*	*
	Adults—doctor-diagnosed diabetes (%)	*	*	*	*	*	*	*	*	*	*
	Adults—hypertension (%)	*	*	*	*	*	*	*	*	*	*
	Childhood (0-17) asthma hospitalization rate per 100,000	5	5	2	4	4	2	2	5	1	1
	Adult cigarette smokers (%)	*	*	*	*	*	*	*	*	*	*
	Lung cancer death rate per 100,000	3	3	5	3	4	1	4	1	1	2
	Average	3	3	3	4	4	1	3	2	1	2
Environmental Vulnerability	*SUM (Environmental Exposures + Environment Effects + Public Health Effects)*	18	12	8	11	12	13	9	8	6	4
IMPACT SCORE	*(Social Vulnerability x Environmental Vulnerability)*	106	66	50	46	43	30	28	21	19	13

* These indicators were evaluated and can be viewed in Appendix A.

Sensitive Populations Component (Rank range 1–3)

Table 2 (page 31) shows that sensitive populations (presence of children under 5 years, presence of elderly, and percent foreign born) were given the highest average ranking of 3 in the same three ZIP codes (98108, 98144, and 98178) as for the socioeconomic factors component.

Social vulnerability is the sum of the socioeconomic factors component rank plus the sensitive populations component rank and can range from 2–6 for the ten Seattle ZIP codes. ZIP codes 98108 (Beacon Hill/Georgetown/South Park), 98144 (Central District), and 98178 (Rainier Beach), received the highest ranking of 6 while the lowest ranked was 98102 (Eastlake), with a ranking of 2, as shown in Table 2.

Environmental Vulnerability

Environmental Exposures component (Rank range 1–10)

The environmental exposures component includes exposure to airborne diesel particulate matter and benzene via inhalation, as well as the potential to be exposed to nearby confirmed and suspected contaminated waste sites. Table 2 (page 31) shows that two areas of Seattle—Eastlake (98102) and Beacon Hill/Georgetown/South Park (98108)—have particularly high exposures to air pollution. In addition, 98108 has the highest exposure to contaminated waste sites. When the three indicators are summed, averaged and ranked from 1–10, 98108 receives the highest ranking of 10, followed by 98102 with a ranking of 7. Magnolia (98199) with a ranking of 1, has the lowest environmental exposures ranking.

Environmental Effects component (Rank range 1–5)

The environmental effects component consists of three built environment attributes: percent tree canopy, amount of park area per resident, and proximity to Toxic Release Inventory Sites, and is ranked from 1–5. Table 2 shows that two areas of Seattle—Beacon Hill/Georgetown/South Park (98108) and Ballard (98107)—have the poorest built environment characteristics, with a ranking of 5. Magnolia (98199) has the best built environment attributes, with a ranking of 1.

Public Health Effects Component (Rank range 1–5)

The three indicators used to make up the public health effects component are heart disease death rates, childhood asthma hospitalization rates, and lung cancer death rates, with a ranking from 1 to 5. White Center (98106) and North Central District/Madrona (98122) had the highest public health effects, with a ranking of 4; the lowest public health effects, with a ranking of 1, are in Eastlake (98102) and Alki (98116). Beacon Hill/Georgetown/South Park (98108) ranked as 3.

Environmental vulnerability is the sum of the environmental exposures component, plus the environmental effects component, plus the public health effects component, and can range from 3 to 20. Beacon Hill/Georgetown/South Park (98108) had the highest ranking of 18, as shown in Table 2. The next highest environmental vulnerability ranking was 13, for Eastlake (98102), and the lowest was for Magnolia (98199), with a ranking of 4.

Photo: Cari Simson

Cumulative Impacts

The cumulative health impact scores for the ten Seattle ZIP codes are shown in Table 3 (page 34) and Figure 17 (page 35).

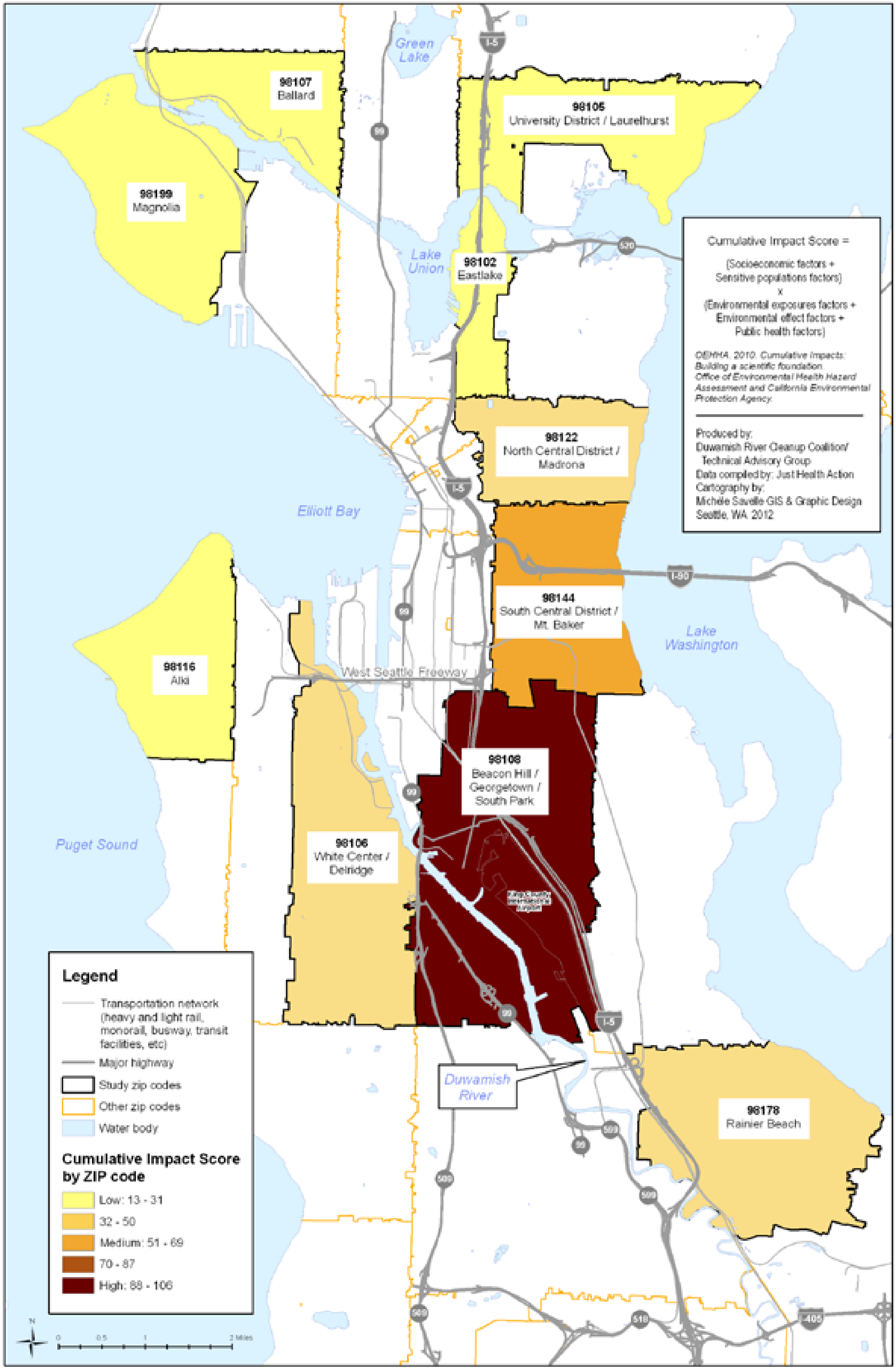
Cumulative Impact = (Socioeconomic factors + Sensitive populations) x
(Environmental exposures + Environmental effects + Public health effects)

In a cumulative impact range of 6 to 120, the highest cumulative score is 106 for ZIP code 98108 (Beacon Hill/Georgetown/South Park). The high score indicates that this area is burdened with disproportionately greater impacts relative to the other areas of Seattle. South Central District/Mt. Baker (98144), receives the second highest score of 66. Rainier Beach (98106), White Center/Delridge (98106), and North Central District/Madrona (98122) receive medium-low scores of 50, 46, and 43, respectively. Eastlake (98102), Ballard (98107), University District/Laurelhurst (98105), Alki (98116), and Magnolia (98199) all receive relatively low cumulative impact scores of 30, 28, 21, 19, and 13, respectively.

Table 3. Cumulative Health Impacts Analysis, by ZIP code, Seattle, Washington (colors correspond to color keys in Figures 2–17)

Component	98108 Beacon Hill/ Georgetown/ South Park	98144 S. Central District/ Mt. Baker	98178 Rainier Beach	98106 White Center/ Delridge	98122 N. Central District/ Madrona	98102 Eastlake	98107 Ballard	98105 University District/ Laurelhurst	98116 Alki	98199 Magnolia
Socioeconomic Factors	3	3	3	2	2	1	1	2	1	1
Sensitive Populations	3	3	3	2	1	1	2	1	2	2
Social Vulnerabillity	6	6	6	4	4	2	3	3	3	3
Environmental Exposures	10	5	2	4	5	7	2	3	2	1
Environmental Effects	5	3	3	3	3	4	5	3	3	1
Public Health Effects	3	3	3	4	4	1	3	2	1	2
Environmental Vulnerability	18	12	8	11	12	13	9	8	6	4
CUMULATIVE IMPACT SCORE	106	66	50	46	43	30	28	21	19	13

Figure 17. Cumulative Impact Score by ZIP Code, Seattle, Washington



VI. Other Lines of Evidence

While the Cumulative Health Impacts Analysis (CHIA) used 15 indicators (3 indicators per component) to measure cumulative impacts, other indicators were reviewed to examine disparities and are shown in Appendix A (www.duwamishcleanup.org/programs/duwamish-community-health-initiative). Figures A1–A9 show that residents of Beacon Hill/Georgetown/South Park (98108 ZIP code) have additional disparities, including the highest ranking in percent adults with no health insurance, percent adults with no leisure time, and stroke death rate. ZIP code 98108 also ranks medium high in assault hospitalization rates, percent adults with hypertension, percent adults overweight or obese and medium in life expectancy, percent adult cigarette smokers, and percent adults with doctor diagnosed diabetes.

While this report analyzed data at the ZIP code level, other data, where available and statistically stable, were reviewed at two other geographic levels: (1) the greater Duwamish Valley watershed, a geographic area that extends from the southern part of Elliott Bay to as far south as the southern end of the Beacon Hill ridge; and (2) the Georgetown and South Park neighborhoods. The greater Duwamish Valley data set is large and therefore contains more statistically stable data. The South Park/Georgetown data set, which is composed of two census tracts, is smaller and therefore contains fewer statistically significant and stable indicators.

Duwamish Valley Watershed

The total population included in the greater Duwamish Valley watershed is approximately 132,000, using 2010 census data. In 2011, Public Health-Seattle & King County's Policy Development & Evaluation Unit conducted a health and demographics analysis of the Duwamish Valley using this geographic scale (Appendix C–Table 3, online). In comparing the greater Duwamish Valley to King County residents, greater Duwamish Valley residents are more likely to live in poverty (17.6% vs. 9.7%), be foreign born (31.9% vs. 19%), not attend high school (20.1% vs. 8.2%), have no bachelor's degree (75.4% vs. 55.2%), have no health insurance (20% vs. 13%), and have no leisure time physical activity in the past month (24% vs. 15%). All of these differences are statistically significant. [3]

Low birth weight is an indicator commonly used to illustrate racial and income health disparities between populations because it is major factor for several chronic diseases of adulthood and is linked to long-term health effects, including intergenerational health outcomes (Collins et al, 2002; OEHHA, 2010). The low birth weight difference between greater Duwamish Valley and King County residents is also statistically significant (6.0% vs. 4.9%).

In terms of mortality characteristics represented as a rate per 100,000, lung cancer (52.3 vs. 41.4), unintentional injuries (41.3 vs. 32.7), and homicide (10.5 vs. 3.4) are significantly higher in the greater

[3] Statistical significance in this report is based on a 95% confidence interval.

Duwamish Valley than in King County overall. With regard to hospitalization rates per 100,000, Duwamish Valley residents are more likely to be hospitalized for asthma than King County residents (youth under 18 [240.4 vs. 143.4] and adults [83.4 vs. 53.6]) and more likely to be hospitalized for assault (70.9 vs. 31). In addition to air pollution, there is evidence that increased anxiety and violence can trigger asthma attacks (Wright et al, 2004).

Life expectancy, often used as a measure of overall health and well being, is significantly lower in the greater Duwamish Valley, compared to the King County average (79.4 vs. 81.5).

Georgetown and South Park

The neighborhoods of Georgetown and South Park have a total population of of approximately 5,160 (2010 Census) and are represented by two census tracts (109 and 112). Heart disease and life expectancy data available and statistically stable at the census tract level suggest that Georgetown and South Park residents' health characteristics are worse than portrayed by the 98108 ZIP code data. For example, although the heart disease death rate (Figure 14, page 27) for the 98108 ZIP code is ranked medium-low (2) relative to the other ten ZIP codes, a closer examination of data available for

Photo: Paul Joseph Brown

DUWAMISH VALLEY RESIDENTS ARE MORE LIKELY TO BE HOSPITALIZED FOR ASTHMA THAN KING COUNTY RESIDENTS OVERALL.

LIFE EXPECTANCY IN LAURELHURST IS 86.4 YEARS, A FULL 13 YEARS LONGER THAN FOR GEORGETOWN AND SOUTH PARK RESIDENTS.

the South Park and Georgetown census tracts show a greater health disparity. Heart disease death rates in South Park and Georgetown between 2006–2010 were 202.9 per 100,000, which falls above the highest range in the CHIA (171–188).

Residents of 98108 have an average life expectancy of 80.8 years, which is ranked as a 3, or medium (80.7–82.6 years), and is similar to both the Seattle and King County average. However, census tract data show that in Georgetown and South Park, life expectancy is 73.3 years, which is significantly lower than the Seattle and King County average of 81.5. Additionally, Georgetown and South Park residents often compare their circumstances to other Seattle neighborhoods that they perceive as more privileged, such as Laurelhurst, a relatively wealthy lakefront community located in the 98105 ZIP code. Life expectancy in Laurelhurst is 86.4 years, a full 13 years longer than for Georgetown and South Park residents.

Photo: Joe Mabel/wikipedia.com

VII. Duwamish Valley CHIA Limitations

Although the findings of this report are significant, these data have limitations. First, although the majority of data are by ZIP code, this geographical unit of analysis is not ideal for examining neighborhood differences. For example, only the residents of the west slope of Beacon Hill, which is a part of ZIP code 98108 but across the I-5 corridor from the river, live in the Duwamish Valley. It is likely that residents of Beacon Hill do not have the same exposure to contamination in the Duwamish Valley as do those in Georgetown and South Park. In addition, health data can vary by neighborhoods within the same ZIP code, as demonstrated by the limited available census tract data discussed in Section VI. Due to the availability and use of ZIP code data, the Cumulative Health Impacts Analysis (CHIA) results represent the combined characteristics of the Beacon Hill, Georgetown, and South Park neighborhoods in the 98108 ZIP code, obscuring any differences among those neighborhoods.

A second limitation of the Seattle CHIA is that the study was limited to only ten Seattle ZIP codes. It is possible that other ZIP codes merit scrutiny with regard to health disparities and/or that some disparities in environmental regulations, policies, and practices have been missed. Despite this concern, this CHIA selected ZIP codes that capture a representative range of income levels, minority vs. white status, contaminated vs. uncontaminated environments, and related community concerns, addressing the US Environmental Protection Agency's (EPA) mandate for analyzing cumulative impacts, environmental heath disparities, and environmental justice.

Third, this ranking methodology is relative. This means that it is not accurate to say that Beacon Hill/Georgetown/SouthPark (98108) with a rank of 106 is 1.6 times worse than the next highest ranking area of South Central District/Mt Baker (98144) with a rank of 66. However, it indicates that from a cumulative health impacts perspective, residents of ZIP code 98108 are disproportionately affected by multiple stressors compared to other Seattle neighborhoods.

Fourth, the indicators that were selected for analysis and the ranking applied to each component could be considered subjective or biased. To test validity, the cumulative impact algorithm was quality checked in two ways. First, an alternative cumulative impacts scenario using all indicators shown in Table 1 (page 12) was run through the cumulative impacts equation, averaged according to the number of indicators entered for each component, and a ranking for each ZIP code was calculated (Appendix A–Table A-1, online). Another cumulative impacts scenario was tested in which the environmental exposures ranking range was changed from 10 to 5, which would alter the possible range of cumulative scores from 1 through 90 (Table A-2). In both of these alternate scenarios, the ranking numbers changed by only a few points and the relative order of the ten ZIP code rankings remained unchanged, validating the CHIA results using the selected indicators.

VIII. Conclusions and Next Steps

The Duwamish Valley Cumulative Health Impacts Analysis (CHIA) supports the identification of Seattle's 98018 ZIP code (Beacon Hill/Georgetown/South Park) as a geographic area with disproportionate health burdens and fewer environmental benefits as compared with other areas of Seattle. These disproportionate burdens are a result of the cumulative impact of social and environmental vulnerabilities, including socioeconomic factors, sensitive populations, environmental exposures and effects, and public health effects. When indicators representing all of these impacts are taken into account, the 98108 ZIP code ranks highest for cumulative health impacts among the ten ZIP codes studied citywide. Additional evidence, including at the larger Duwamish Valley watershed scale and at the smaller South Park and Georgetown census tract scale, reinforce these findings, and further suggests that the ZIP code level analysis may obscure even greater health disparities in the riverside communities of South Park and Georgetown. The results of this study justify characterizing the Duwamish Valley as a community with environmental injustices, or an Environmental Justice Gap. In light of these findings, the Duwamish Valley merits attention from decision-makers regarding health protective and proactive environmental regulations, policies, practices, and actions.

The results of this analysis will inform recommendations that the Duwamish River Cleanup Coalition/Technical Advisory Group, the US Environmental Protection Agency's (EPA) Community Advisory Group for the Duwamish River Superfund Site, will make to EPA, Washington state, and local government agencies regarding cleanup of the river and related pollution source control efforts, institutional controls, and risk reduction strategies for communities impacted by the site. In addition, DRCC/TAG will provide this report to federal, state, regional, and local governments; community-based organizations; and other stakeholders and decision-makers, to help guide the development of policies and actions to improve overall environmental health and equity in the Duwamish Valley.

Photo: Paul Joseph Browns

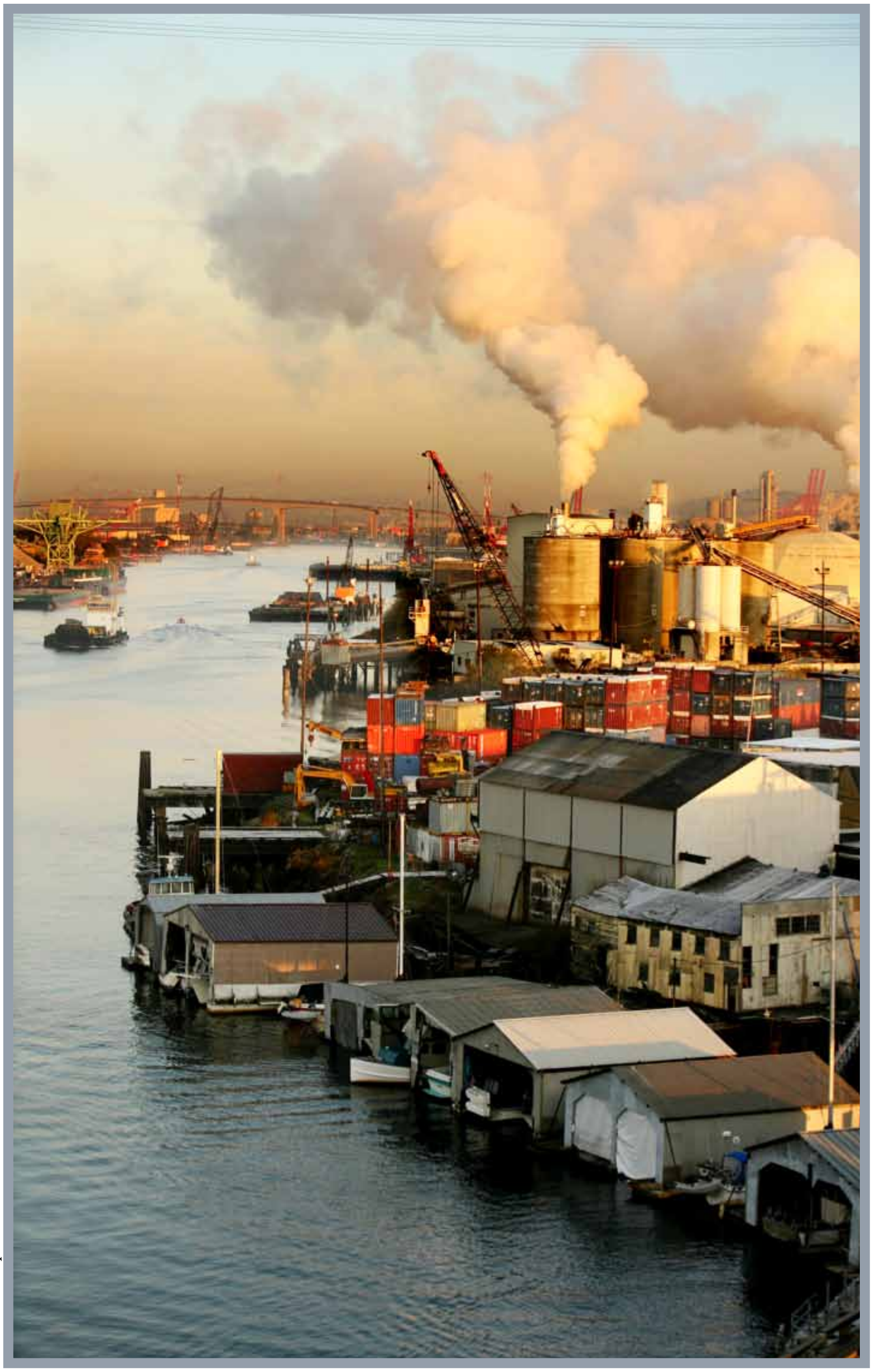


Photo: Paul Joseph Brown

The Duwamish Valley merits attention from decision-makers regarding health protective and proactive environmental regulations, policies, practices, and actions.

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Exhibit B

POLICY FORUM

AIR POLLUTION

Raising standards to lower diesel emissions

California policies protect vulnerable communities the most and should be adopted nationwide

By Megan Schwarzman[1], Samantha Schildroth[1]*, May Bhetraratana[2], Álvaro Alvarado[2]†, John Balmes[1,3]

Air pollution from fine particulate matter ($PM_{2.5}$) is increasingly driving the global burden of disease (*1*), and diesel-powered vehicles are substantial contributors. Recognizing the public health impacts of diesel $PM_{2.5}$ (DPM) (*2*), many countries have reduced emissions of DPM from both on- and off-road mobile sources over the past three decades. The previous US federal administration, however, changed course by eliminating or weakening policies and standards that govern these emissions. In contrast, the State of California has continued to reduce mobile-source DPM emissions using the state's long-standing authority under the Clean Air Act (CAA) to regulate air pollution more stringently than the federal government. Our analysis of mobile-source DPM emissions suggests that many California sector-based policies have been highly effective relative to the rest of the US. To improve health in communities disproportionately affected by these emissions, we point to opportunities to further reduce DPM emissions in California, in the US more broadly, and in parts of the world where countries have less aggressive vehicle emissions policies than the US (*3*).

The US has targeted emissions of nitrogen oxides (NO_x) and DPM from diesel trucks and buses, railway locomotives, marine vessels, and off-road engines used in construction and agriculture through successively tighter emissions standards phased in since 1994 (table S1). These standards require low- and ultralow-sulfur diesel fuels (LSDF and ULSDF), establish emissions limits, and institute systems for portable emissions measurement and on-board diagnostics (table S1).

The US Environmental Protection Agency (EPA) estimated that full implementation of Obama-era US emissions standards by 2030 would prevent some 12,000 premature deaths annually (*4*). Despite this, EPA leadership disbanded the PM review panel ahead of the scheduled 2020 update of federal PM standards; it also rolled back, or attempted to roll back, 85 federal air pollution policies (*5*) and moved to restrict the ability of states to set more stringent emissions standards (*6*).

CALIFORNIA VERSUS THE REST OF THE UNITED STATES

California, whose economy would rank fifth largest in the world if it were a sovereign nation, hosts the country's two largest ports and moves 60% of its container cargo (see supplementary materials). With the associated truck and rail traffic, California stands out as the largest emitter of DPM in the country. At the same time, California has also led the nation with the largest overall reduction in metric tons of DPM emissions from mobile sources. Over the past three decades, California's policies have systematically targeted high-emitting sectors, reducing mobile-source DPM emissions by, for example, substituting electric for diesel power where feasible, tightening emissions limits for new and existing diesel engines, and requiring ULSDF, which emits substantially less $PM_{2.5}$ than higher-sulfur fuels upon combustion and can be combined with particle filters to further reduce emissions.

To understand the impact of California's portfolio of policies, we used DPM emissions data from the EPA National Emissions Inventory (NEI), which assembles a comprehensive estimate of air pollution emissions using data reported by states, combined with modeled and measured inputs. We compared mobile-source DPM emissions in California versus the rest of the US for the period 1990 to 2014, the earliest and most recent year for which consistent NEI data are available (*7*). During that time, California reduced overall mobile-source DPM emissions by 78% while the rest of the US saw only a 51% reduction. These reductions came despite a concurrent steady rise in diesel fuel consumption: 20% in California and 28% in the rest of the US (data S1).

Emissions reductions from heavy-duty diesel vehicles (HDDVs)—commercial trucks and buses—caused most of this decline, accounting for 67% of DPM emissions reductions in California and 57% in the rest of the US. Although the federal phase-in of ULSDF, off-road emissions standards, and the Heavy-Duty Engine and Vehicle Rule has reduced HDDV emissions across the US, California's reductions from HDDVs have been steeper and contribute even more to the overall reductions than would be predicted from the sector's size. Analyses of DPM emissions over time and the relative contributions made by each sector point to the effectiveness of California's policies that require diesel engine retrofits (adding emissions controls to existing HDDVs) and early replacement of older engines with newer, cleaner engines.

DIFFERENT ERAS, DIFFERENT OUTCOMES

Our analysis identifies three distinct phases in mobile-source DPM emissions between 1990 and 2014. Emissions fell overall from 1990 to 2001 in California and from 1990 to 2005 in the rest of the country. Reduced emissions from HDDVs contributed the largest share of the overall drop (see the figure and data S1). These changes are attributable to the introduction of LSDF nationwide, and to California's new requirements for vehicle inspections (table S2).

Then, from 2001 to 2005 in California and from 2005 to 2008 in the rest of the country, emissions rose during an economic boom, driven primarily by increasing emissions from HDDVs and marine sources. Finally, overall DPM emissions once again fell, beginning in California in 2005 and in the rest of the US in 2008. The recession played a role in the early part of this drop (*8*), but emissions reductions continued through 2014 despite the economic recovery and the corresponding upturn in diesel use. During this final phase, California's 67% drop in DPM emissions outpaced the 40% reduction seen in the rest of the country (see the figure and data S1). Our analysis of individual sectors and each state's HDDV emissions suggests that California policies specifically targeting emissions from HDDVs and marine sources drove this decline.

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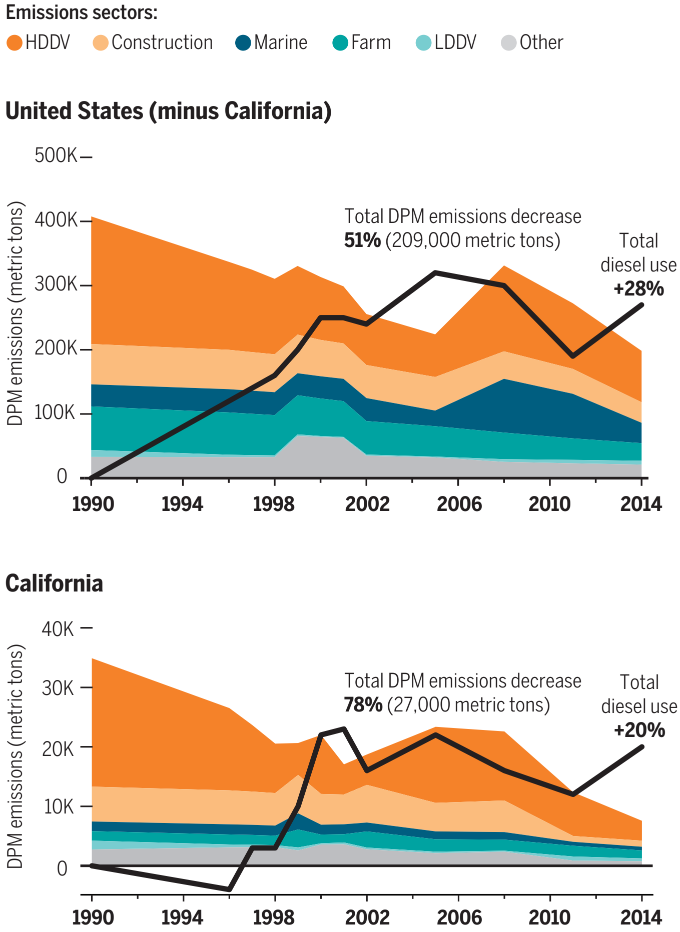
California versus the rest of the United States: Mobile-source DPM emissions declined differently

Mobile-source diesel $PM_{2.5}$ (DPM) emissions by sector in California versus the rest of the US from 1990 to 2014. HDDV, heavy-duty diesel vehicle; LDDV, light-duty diesel vehicle. All percentage changes reflect values relative to 1990 values.



SECTOR-BASED POLICY: CALIFORNIA

The later phases of California's emissions reductions correspond to the implementation of two overarching plans by the California Air Resources Board (CARB): the Diesel Risk Reduction Plan and the Emission Reduction Plan for Ports and Goods Movement (Goods Movement Plan), both of which encompassed multiple policies governing emissions from trucks and buses, ports, and off-road engines (table S2). Key policies targeting on-road HDDVs took effect in 2006 and 2007, further lowering the sulfur content of diesel fuel to 15 ppm (table S2) and tightening DPM emissions standards by 90% for new HDDVs (table S2). Beginning in 2010, with a rolling compliance period starting in 2015, all on-road HDDVs that operate in California were required to either retrofit existing engines with particle filters or replace engines older than the 2007 model year (table S2).

By comparison, federal policies do not require retrofit or replacement of old diesel engines to meet emission standards, and HDDV engines typically operate for almost two decades, or about a million miles, before retirement. Our state-level analysis shows that by 2014 California HDDVs were emitting 139 metric tons of DPM for every billion vehicle-miles traveled (VMT), far less than the next-closest state (Oklahoma, 250 metric tons DPM per billion VMT) and the average in the rest of the country (345 metric tons DPM per billion VMT) (data S1). Although HDDVs remain California's largest source of DPM emissions, regulatory actions by CARB (over and above federal standards) have reduced HDDV emissions by 85% since 1990. If California's HDDV sector had followed the trajectory of other US states and DC, HDDV emissions in the state would have dropped only 58% (95% confidence interval, 52 to 64%) in that period (data S1).

Also notable is the impact of two key CARB policies targeting marine sources. The 2007 At-Berth rule requires that ocean-going vessels switch to electric shore power while in port or use alternative control technologies to reduce emissions by an equivalent amount (table S2). The Cleaner Ocean Vessel fuel policy, finalized in 2008, requires that ships within 24 nautical miles of California's shoreline replace heavy fuel oil in their main engines with lower-sulfur fuels (table S2). Between 2008 and 2014, marine DPM emissions in the state dropped 51% overall (see the figure and data S1), and by 2018 emissions measured at the Port of Los Angeles had declined by 37% (fig. S3, A and B, and data S1).

By contrast, California has struggled to target diesel emissions from agriculture (table S2). The sector is responsible for up to 18% of the state's total DPM emissions from mobile sources, but it accounted for less than 1% of the total emissions reductions in California between 1990 and 2014. Although these figures do not reflect gains from voluntary tractor engine replacements that are reported differently, opportunities remain to reduce off-road farm emissions in the nation's leading agricultural state.

Voluntary programs have further reduced DPM emissions beyond California's regulatory requirements. Incentives to bring engines and equipment to a standard cleaner than required by law are estimated to have reduced DPM emissions by more than 6000 metric tons since 2001 (table S2). A program established in 2006 has provided $1 billion in grants to update trucks, locomotives, and ships at berth, eliminating an estimated 2200 metric tons of DPM emissions (table S2). Like other policies targeting emissions along goods-movement corridors, this program particularly benefits neighboring communities, which tend to be lower-income communities of color (table S4).

Taken together, CARB's policies reduced emissions to the extent that by 2014 California was emitting less than half the DPM that would be expected had the state followed the same trajectory as the rest of the US (fig. S2 and data S1). Correspondingly, we estimate that more than twice as many Californians would have died from DPM-attributable cardiopulmonary disease in 2014 alone if the state had not so markedly reduced emissions (data S1).

SECTOR-BASED POLICY: THE REST OF THE UNITED STATES

The impact of targeted emissions regulation is also evident nationally, but it has come later and never as meaningfully as in California. Farming and construction emissions fell following the 2007 EPA Heavy Duty Engine and Vehicle Rule and the 2008–2015 phase-in of Tier 4 standards targeting off-road emissions from farm and construction equipment (table S1). Federal requirements for LSDF in the 1990s and ULSDF beginning in 2006 reduced HDDV emissions from both nonroad and on-road sources (table S1).

In the marine sector, US coastal areas caught up to California's fuel standards in 2012 when ULSDF was required for smaller marine engines (table S1) and in 2015 for the largest vessels when requirements for lower-sulfur marine diesel came into effect in the North American Emissions Control Area established by the International Maritime Organization (table S1). By contrast, California has taken not only earlier action on marine emissions but also aggressive steps to target emissions from the many engines that pollute the air near ports, including marine auxiliary engines, short-haul trucks, cargo-

GRAPHIC: N. CARY/SCIENCE

handling cranes, and yard trucks (table S2).

Individual states that have reduced HDDV emissions more than the national average are more likely to have adopted California's standards, as permitted under the CAA (table S5 and data S1), and the rest of the US could do the same.

GROUND-TRUTHING EMISSIONS REDUCTIONS

Coordination across states and between state and federal agencies means that methodological differences in data collection are unlikely to account for the observed differences in DPM emissions between California and the rest of the US (see supplementary materials). But how do we know that emission inventories are accurate and, furthermore, that CARB policies are responsible for the observed reductions?

Field studies measuring changes in concentrations of DPM serve to ground-truth emissions inventories and substantiate the link between policy interventions and observed outcomes (table S4). For example, following the suite of interventions under the 2006 Goods Movement Plan, California communities in close proximity to goods-movement corridors saw significantly greater air quality improvements relative to non–goods-movement corridors and control areas monitored during the same time period (table S4). These findings show specific, local impacts of regulations targeting high-emitting sectors, distinguishing those changes from secular trends in air pollution and demonstrating their potential to advance environmental justice.

The 2007 CARB regulation requiring retrofit or replacement of older HDDV engines for short-haul "drayage trucks" that operate at ports and railyards corresponded to a 70% reduction in black carbon emissions (a DPM proxy) and a 75% reduction in PM mass specific to drayage trucks measured in and around the ports of Oakland and Los Angeles between 2009 and 2011 (table S4). These changes mirror the emissions reductions measured in laboratory testing of the low-sulfur fuels and retrofit technologies used to meet the drayage truck standards (table S3).

Likewise, the 2009 CARB requirement for low-sulfur fuels in oceangoing vessel engines operating within 24 nautical miles of the California coastline was associated with a measured 64% drop in San Francisco Bay Area concentrations of vanadium, a marker for combustion of heavy fuel oil (table S4). Sampling conducted by aircraft flying in the exhaust plume of a container ship approaching the coast showed that the fuel switch, combined with a required speed reduction, dropped DPM emissions by 90% (table S4). That these changes all occurred in the setting of continued growth in California's population, gross state product, and diesel consumption (figs. S4 and S5) further supports the assertion that the observed reductions track to the policies targeting DPM emissions. Observed emissions reductions are further corroborated by epidemiological data that link specific CARB policies to regional reductions in children's exposure to particle pollution and show corresponding improvements in both lung function and development in children with and without asthma (*9*).

Finally, comparing HDDV sector emissions in California to the rest of the country likely underestimates the actual impact of CARB policies, which apply not only to the nearly half-million trucks and buses registered in California but also to the same number of out-of-state HDDVs estimated to drive California's highways each year (*10*). This requirement reduces emissions outside of California as well, although those reductions are attributed to federal policy.

IMPLICATIONS FOR FUTURE STANDARDS

In California, cleaner air has not come at the expense of the state's economy, which in recent years has grown at double the average national rate (*11*). CARB estimates that every dollar the state has spent controlling air pollution has generated $38 in benefits attributable to reduced air pollution–related illness, premature death, and lost productivity. California's overall economic gain from health benefits linked to air pollution reduction, including CARB rules and programs, is estimated to have exceeded $250 billion between 1973 and 2014 (*12*). The link between $PM_{2.5}$ exposure and increased risk of hospitalization and death from COVID-19 (*13*) further underscores the public health importance of cleaner air, particularly for communities of color that are disproportionately affected by both.

California could benefit from additional measures to reduce emissions from off-road sectors, such as construction and agriculture, which CARB has not tackled as aggressively (*14*). Indeed, the nation as a whole could reduce mobile-source DPM emissions by requiring ships at berth to use shore power, and by requiring replacement or retrofit of existing on-road and off-road HDDVs in advance of fleet turnover. Given the long service life of older, dirty diesel engines, the current federal policy of mandating engine upgrades only with vehicle turnover is simply too slow.

As the US initiates new federal rule-making on the proposed Cleaner Trucks Initiative to reduce NO_x emissions from HDDVs, industry and environmental groups are calling on EPA to address NO_x and DPM emissions in tandem and to create consistent "50-state" standards (*15*). In doing so, the EPA should align with CARB rules. EPA should also remove federal preemption of state emissions limits for off-road engines used in construction and agriculture. Even absent more aggressive federal policy, states' authority to set and implement their own stricter emissions standards must be protected. ■

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SUPPLEMENTARY MATERIALS

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Science

Raising standards to lower diesel emissions

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Supplementary Materials for

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This PDF file includes:

Other Supplementary Materials for this manuscript include the following:

Data S1 and R Code: DOI 10.5281/zenodo.4426301

Table S1.

Date adopted	Date effective	Rule	Requirements	Sector	References
Non-Road*					
1994; 1998	• 1996-2000 phase-in engines > 37 kW • 2000-2008 phase-in engines < 37 kW	Tier 1	Set emissions standards for CO, NMHC, NOx, and PM.	Non-road diesel engines	(*16*),(*17*),(*18*)
1998	2001-2006 phase-in	Tier 2	Tightened emissions standards over Tier 1 for CO, NMHC, NOx, PM	Non-Road diesel engines	
1998	2006-2008 phase-in	Tier 3	Tightened emissions standards over Tier 2 for CO, NMHC, NOx, PM Applied to engines >37 kW.	Non-Road diesel engines	
2004	2008-2015 phase-in	Tier 4	Tightened emission standards over Tier 3 for CO, NMHC, NOx, PM Applied to all engines.	Non-Road diesel engines	
2004	• 500 ppm by 2007 • 15 ppm by 2012 (marine and locomotive engines), and 2010 (all others)	Non-road Diesel Program (NRDP, NRLM)	Required non-road diesel fuel sulfur content $\leq$ 500 ppm by 2007, and $\leq$15 ppm by 2010 for non-road fuel and 2012 for marine and locomotive fuels.	Non-Road diesel engines	(*19*),(*20*)
2008	• 1,000 ppm by 2015 • Technology by 2016	International Convention for the Prevention of Pollution from Ships (MARPOL) Annex VI	International agreement adopted by the U.S. in 2008 requiring category 3 marine engines operating in Emission Control Areas (ECAs) to limit fuel sulfur to $\leq$ 1,000 ppm. The North American ECA was established in 2012. Required advanced technology to reduce NOx by 2016.	Marine	(*21*)(*22*)
On-Road					
1990	• 500 ppm by 1993 • 15 ppm phase in 2006-2010	Highway Diesel Program	Limited diesel fuel to sulfur content $\leq$500 ppm by 1993 and <15 ppm by 2010.	On-Road HDDVs	(*19*),(*20*),(*23*)
2000	• 2007 for PM • 2007-2010 phase-in for NOx	Heavy-Duty Highway Engine	Limited PM emissions to 0.01 g/bhp*hr. Limited NOx emissions to 0.20 g/bhp*hr.	On-Road HDDVs	(*24*)
2011	2016 (voluntary 2014-2015)	Greenhouse Gas Emissions Standards and Fuel Efficiency Standards for Medium- and Heavy-Duty Engines and Vehicles: Phase I	Set fuel consumption and CO2 emissions standards for semi-trucks, heavy-duty pick-up trucks/vans, and vocational vehicles starting with 2016 model year.	On-Road HDDVs	(*25*)

*U.S. EPA "non-road" designation is equivalent to the California Air Resources Board's "off-road" designation.
CO= carbon monoxide, CO2= carbon dioxide, NMHC= non-methane hydrocarbons, NOx= nitrogen oxides, PM= particulate matter, kW= kilowatt, ppm= part per million, NRLM= non-road/locomotive/marine, HDDV= heavy duty diesel vehicle, bhp= brake horsepower

U.S. diesel emissions policies 1990-2014 for on-road and non-road engines.

Table S2

Date adopted	Date(s) effective	Rule	Requirements	Sector	References
1988	1993 all engines except rail and marine	Diesel Fuel Regulation (reformulated fuel, LSDF)	Reduced diesel fuel sulfur content to ≤ 500 ppm for all on- and off-road HDDV except locomotives and marine engines.	On- and off-road HDDV (except rail and marine)	*(26)*
1988	1991-1993 phase-in (suspended) 1998 re-implementation	Heavy-duty Vehicle Inspection Program (HDVIP) See also PSIP below	Required inspection of HDDVs for tampering. Limited smoke opacity to < 55% or < 40%, depending on model year. Voluntary compliance during suspension. Re-implementation updated testing procedures	On-road HHDV	*(27)*,*(28)*
1992	1996 1998 (updated)	Periodic Smoke Self-inspection (PSIP)	Required fleet owners to perform annual smoke self-inspections. Engine repair required for failed inspections. Testing procedures updated in 1998.	On-road HDDV	*(28)*
1992	1996	Heavy-Duty Off-Road Diesel Engines	Set NOx emissions standards for HDDV engines above 130kW equivalent to U.S. EPA Tier 1 off-road emissions standards.	Off-road HDDV	*(29)*
	1998 – current	Carl Moyer Memorial Air Quality Standards Attainment Program	Voluntary program offering incentives for diesel engine and equipment retrofits, replacements, and repowers.	All diesel sectors	*(30)*
2000*	Retrofit: • pre-1990 buses by 2003 • pre-1995 buses by 2005 • pre-2003 busses by 2009 LSDF rules effective 2002	Public Transit Bus Fleet Rule + Emission Standards for New Urban Buses (Public Transit)	Required transit agencies to retire or retrofit existing urban buses, purchase low-emission, alternative-fuel buses, and use LSDF to reduce fleet DPM by 85%.	On-Road HDDV	*(31)*
2001*	2007	On-road Heavy-Duty Diesel Engine Reduced Emissions Standards (HDDE Standards)	For 2007 and subsequent model yr HDDVs compared to 2004 model yr vehicles, required to reduce NOx (90%), non-methane hydrocarbon (>70%), and PM (90%).	On-Road HDDV	*(32)*
2003*	2006	Ultra-low Sulfur Diesel Fuel (ULSDF)	Reduced diesel fuel sulfur content below 15 ppm.	On-Road HDDV	*(26)*
2003	2003	Airborne Toxic Control Measure to Limit School Bus Idling	School bus engines must be off when stopped within 100 feet of a school and not started >30 seconds prior to departure. No idling >5 minutes when 100 feet or further from a school.	On-Road HDDV (school busses)	*(33)*
2004*	2007	Heavy-Duty Diesel Emission Control Label (ECL) Inspection Program Regulation	Required drivers selected for inspection to have federal emission control systems verified. Required HDDVs to meet smoke opacity specifications in the HDVIP/PSIP.	On-road HDDV	*(34)*
2004 Amended 2010, 2011	Phased-in 2009-2018 based on model yr and emission level	Airborne Toxic Control Measure for Transport Refrigeration Units (TRU)	Required TRUs to meet standards for “low emissions TRU” (LETRU) or “ultra-low TRU” (ULETRU). Model yr 2001 & older: LETRU by 2009; ULETRU by 2016 Model yr 2002: LETRU by 2010; ULETRU by 2017 Model yr 2003: LETRU by 2011; ULETRU by 2018	On-Road and off-road HDDVs	*(35)*,*(36)*
2004	Phased-in 2004- 2010	Solid Waste Collection Vehicle Regulation	Required solid waste vehicles to implement best available control technologies to reduce particulate matter emissions.	On-Road HDDVs	*(37)*
2005 Amended 2011	2006; (2012 for amendments)	Mobile Cargo Handling Equipment Regulation	Required newly purchased/leased/rented yard and non-yard trucks to meet emissions standards for CA on-road (registered vehicles), Tier 4 off-road (non-registered vehicles)	Ports & Rail	*(38)* *(39)*
2006	2008-current	Proposition 1B: Goods Movement Emission Reduction Program	Gives funds for the voluntary upgrade or replacement of diesel engines and equipment for freight operations in trade corridors.	On-road HDDV, off-road HDDV, marine	*(40)*
2006	For model yr up to 2002: • 20% of fleet by 2007 • 60% by 2009 • 100% by 2011 For model yr 2003-2006:	Fleet Rule for Public Agencies and Utilities	Required utility and municipality vehicles to adopt best-available emissions control technology.	On-Road HDDVs (public utilities)	*(41)*

	• 50% of fleet by 2009 • 100% by 2010				
2007*	Early compliance 2010 Required compliance of: • 50% of fleet by 2014 • 70% of fleet by 2017 • 80% of fleet by 2020	Shore Power for Ocean Going Vessels (At-Berth Rule)	Limited operation of diesel engines while at berth to: • 3 hours per visit if vessel switched to shore power • 5 hours per visit if vessel did not switch to shore power	Marine	(*42*),(*43*)
2007*	Replace or retrofit to meet 2007 DPM emissions standards: • Phase I (2010) applied to pre-2003 model-yr engines. • Phase 2 (2013) applied to engine model-yrs 2004-2006.	Drayage Truck Regulation	Prohibited drayage trucks older than 1994 model yr. Required DPF retrofits or replacement with 2007+ model-yr for all on-road HDDVs "drayage trucks" that operate at ports and rail facilities.	On-road HDDVs	(*31*)
2007 Amended 2010	2008, with rolling adoption through 2022	Commercial Harbor Craft Regulation (CHC)	Required harbor craft to use ULSDF; tightened emissions limits for older commercial harbor engines.	Marine	(*44*)
2008 (Amended 2010)*	Idling limits & disclosure by 2008 Engine retrofit or replacement: • large fleets by 2014 • medium fleets by 2017 small fleets by 2019	In-Use Off-Road Diesel-Fueled Fleet Regulation (Off-Road Regulation)	Required installation of exhaust retrofits and accelerated turnover to cleaner engines. Imposed idling limits on off-road vehicles; required disclosure of limits on vehicle sale, and reporting of all vehicles to CARB. Amended in 2010 to delay implementation by 4 years and reduce annual emissions requirements.	Off-Road HDDV (farm, construction, and ports)	(*45*),(*46*),(*47*),(*48*)**
2008*	Phase I (2009) limited fuels to 0.5% (5,000 ppm) max sulfur content. Phase II (2014) limited fuels to 0.1% (1,000 ppm) max sulfur content.	Ocean-Going Vessel (OGV) Clean Fuel Regulation Fuel Sulfur and Other Operational Requirements for Ocean-Going Vessels within California Waters and 24 Nautical Miles	Required OGVs to reduce the sulfur content of fuels in main and auxiliary engines while operating within 24 nautical miles of the CA coastline.	Marine	(*49*), (*50*)
2008*	By 2010 all new engines meet 2007MY PM emissions standards. Retrofits to reduce DPM required by: • 2011 for 25% of fleet • 2012 for 50% • 2013 for 75% • 2014 for 100%	Statewide Truck and Bus Regulation "Truck and Bus Rule" (TBR)	Required truck and bus fleets to reduce PM and NOx emissions to 2007MY standard by retrofitting or replacing older vehicles. The agricultural vehicle extension delayed implementation for agricultural vehicles until 2023 for vehicles that travel less than 10,000 miles per year.	On-road HDDV	(*51*),(*52*),(*53*)

*****Part of CARB's Diesel Risk Reduction Plan, passed in 2000. (*54*)**,** (*55*) Most policies since 2006 are also part of the Emissions Reduction Plan for Ports and Goods Movement in California.(*56*)

**Construction Inventory Update for the In-Use Off-Road Diesel-Fueled Flee Regulation

CO= carbon monoxide, CO2= carbon dioxide, NMHC= non-methane hydrocarbons, NOx= nitrogen oxides, PM= particulate matter, kW= kilowatt, ppm= part per million, NRLM= non-road/locomotive/marine, HDDV= heavy duty diesel vehicle, bhp= brake horsepower, HDVIP= Heavy Duty Vehicle Inspection Program, PSIP= Period Smoke Self-inspection Program, LSDF= low sulfur diesel fuel ($\leq$ 500ppm sulfur content), ULSDF=ultra-low sulfur diesel fuel ($\leq$15ppm sulfur content), ECL= emissions control label, TRU= truck refrigeration units, LETRU= low emissions TRU, ULETRU= ultra-low emissions TRU, CARB= California Air Resources Board, OGV= ocean-going vessel, MY= model year.

California diesel emissions policies 1990 – 2014 for on-road and off-road engines.

Table S3.

Policy	Technology	DPM reduction	Reference
On-road Heavy Duty Diesel Engine Reduced Emission Standards (2007)			
	Diesel particulate filter (DPF)	>95%	(*57*)
	Active DPF	85%	(*58*)
	Passive DPF	60-90%	(*58*)
	Flow-through filter	50%	(*58*)
	Diesel oxidation catalyst (DOC)	20-40%	(*58*)
	DOC + emulsified diesel fuel	50%	(*58*)
Reformulated Fuel Rule (1993)			
	Diesel fuel sulfur content < 500ppm; aromatic 10%	25%	(*59*)
Ultra-Low Sulfur Fuel (2006)			
	Diesel fuel sulfur content < 15ppm	27%	(*59*)

SCR= selective catalytic reduction, DPF= diesel particle filter, DOC= diesel oxidation catalyst

Ground-truthing emissions inventories: Technologies required by select CARB policies and their measured effect on diesel emissions.

Table S4.

Line	Study date	Location	Reductions Measured During Study	Relevant Policy/Sector	Reference
1	Before and after policy implementation (2003-2007 vs. 2008-2013)	Los Angeles and Alameda counties, Goods Movement Corridors (GMCs)	6.4 ppb and 21.7 ppb average decrease in NO_2 and NO_x in GMCs. Reductions were higher in GMCs compared to non-GMCs and control areas.	Emission Reduction Plan for Ports and Goods Movement ("Goods-Movement Plan") and Diesel Risk Reduction Plan (DRRP) policies implemented before 2007, on- and off-road HDDVs	Su et al. 2016. (*60*)
2	2005 to 2010	GMCs within 500 meters of major highways vs. distant areas	Comparing pre- and post-policy periods, GMCs showed greater NO_2 reductions compared to non-GMCs and control areas.	Goods Movement Plan and DRRP policies implemented before 2007, on- and off-road HDDVs	Su et al. 2020. (*61*)
3	2009 to 2010	Port of Oakland	54 +/- 11% average fleet BC, 41 +/- 5% average fleet NOx	Drayage Trucks Regulation, on-road HDDVs	Dallmann et al. 2011. (*62*)
4	2010	Caldecott Tunnel, Oakland	37 +/- 10% average fleet BC since 2006	Statewide Truck and Bus Rule, on-road HDDVs	Dallmann et al. 2012. (*63*)
5	2010	Marine vessel off the coast of Port of LA	After switching from high to low sulfur fuels, the vessel reduced emissions factors ≥90% for SO_2 and PM, 70% for organic matter and 41% for black carbon.	Ocean-Going Vessel (OGV) Clean Fuel Regulation Fuel Sulfur and Other Operational Requirements for Ocean-Going Vessels within California Waters and 24 Nautical Miles	Lack et al. (*64*)

6	2005 to 2014	Southern California	12 +/- 2% in BC during summer and 14 +/- 2% for fall	All HDDVs	Millstein et al. (*65*)
7	2009 to 2011	Southern California	70% in BC emissions factors	Drayage Truck Regulation, on-road HDDVs	Kozawa et al. (*66*)
8	March to May 2010	Port of Oakland	75% in port truck-specific PM mass	Comprehensive Truck Management Rule (Port of Oakland rule to meet Drayage Truck compliance), on-road HDDVs	Kuwayama et al. (*67*)
9	2005-2009 to 2011	San Francisco Bay	3.1 +/- 0.6% average in $PM_{2.5}$ emissions	Ocean-Going Vessel Clean Fuel, Marine	Tao et al. (*50*)
10	2008 to 2010	San Pedro Ports	30% for CO, 48% for NOx, and 54% for infrared opacity (measure of PM)	Drayage Trucks Regulation, on-road HDDVs	Bishop et al. (*68*)
11	2011 to 2013	Port of Oakland	69 +/- 15% for NOx, 92 +/- 32% for black carbon, and 66 +/- 35% for particle number comparing MY 2010-2013 with SCR and DPF to MY 2004-2006 without	Drayage Trucks Regulation, on-road HDDVs	Preble et al. 2015. (*69*)
12	2014 to 2018	Caldecott Tunnel, Oakland	79% for black carbon and 57% for NOx. DPF use increased from 15 to 91% and SCR from 2 to 59%.	All on-road HDDVs, Drayage trucks, construction trucks	Preble et al. 2019. (*70*)

MY= model year, SCR= selective catalytic reduction, DPF= diesel particle filter, BC= black carbon (PM proxy), GMC= goods movement corridor

Ground-truthing emissions inventories: Measured impact of CARB policies on diesel emissions measured at select California locations.

Table S5.

State	Date(s) adopted/effective	Rule/Program	Requirements	Sector	Connection to California Policies/Programs	References
Massachusetts	2005	MassDOT Diesel Retrofit Program for Non-road Construction Equipment	Requires non-road construction vehicles >50 horsepower to use catalysts or filters.	Construction	Technology used must be CARB or EPA verified.	(*71*)
New York	2004	Local Law 77	A New York City law that required public and private vehicles funded by city construction contracts to use ultra-low sulfur fuels and best available technology for engines above 50 horsepower.	Construction	Best available technology must be approved by CARB or the EPA. Legislative intent cites California Proposition 65 finding that diesel exhaust is carcinogenic.	(*72*)
New York	2009	Port Authority of New York/New Jersey Clean Air Strategy	Sets incentives and requirements for marine vessels, rail locomotives, drayage trucks and HDDVs operating in the port. The Clean Truck Program required drayage trucks operating in the port to have 1996 or newer engine by 2018 and trucks accessing the port to have 2007 or newer engine by 2016. Alternatively, vehicles could use alternative fuel or hybrid technology. These regulations were rolled back in 2016 from more stringent requirements originally passed.	Marine, HDDVs, rail	N/A	(*73*),(*74*),(*75*)
New York	2006 (effective in 2009, construction exempt until 2020)	New York State Diesel Emissions Reduction Act	Required that ultra-low sulfur fuel (15 ppm) be used, as well as retrofits using best available technology (filters, catalysts).	On-road and off-road vehicles exempting construction, off-road <50 hp and on-road <8,500 lbs.	Retrofits must be CARB or EPA approved; vehicles are exempt if the engine meets 2007 CARB emissions standard.	(*76*)(*77*)
Texas	2001	Texas Emissions Reductions Plan	Includes several voluntary programs, the Emissions Reduction Incentive Grants Program, that provides funds for retrofits, replacement, and repower of diesel engines.	On-road and off-road marine engines.	Retrofit technology must be CARB or EPA approved.	(*78*),(*79*),(*80*)
Texas	2005	Texas Low Emissions Diesel Standards (TxLED)	Set fuel requirements for all engine types for 110 counties: -Max 10% aromatic hydrocarbon content -Minimum cetane #48 -Or use CARB approved formulations	All sectors using on-road and off-road diesel engines	Required diesel fuel in Texas to be as clean as fuel used in California (based on CARB standards).	(*81*)(*82*)

Sample state policies targeting on- and off-road diesel emissions.

Many of these states use California standards and/or CARB approved technology for their retrofit requirements. In addition to the policies listed in Table S5, 10 other states have adopted California HDDV emissions standards under the Clean Air Act, Section 177. These states are: Connecticut, Maine, Massachusetts, New Jersey, New Mexico, New York, Pennsylvania, Delaware, Georgia, and North Carolina (*83*). These states have also all been the recipients of Diesel Emissions Reduction Act (DERA) Grants. For example, the state of New York has been awarded 15 grants targeting HDDV emissions between 2009 and 2019 totaling over $20 million (*84*).

Data S1 (separate file)
The Supplementary Data file includes the following tabs: Read.me; NEI DPM emissions, U.S.- CA; NEI DPM emissions, CA; CARB DPM emissions; NEI vs CARB DPM emissions; CARB DPM-NOx ratios; CA population, DPM mortality values; Mortality calculations; LA Ports data; U.S. pop & GDP data; CA pop & GDP data; Diesel use data; HDDV emissions per VMT by state; and HDDV state data.

R Code (separate file)
The Supplementary R Code file includes all code used in the following analyses: Imputation of missing or outlier values in NEI DPM data for CA and the U.S.; CA population and mortality for 1990-2014; CA DPM concentrations; spatial interpolation; DPM mortality analysis; and confidence intervals for state-level HDDV emissions reductions.

Materials and Methods

To understand how emissions of diesel $PM_{2.5}$ (DPM) changed following implementation of policies promulgated by the California Air Resources Board (CARB), we obtained $PM_{2.5}$ emissions data from the EPA National Emissions Inventory (NEI) (*7*).We compared mobile source DPM emissions in California to emissions in the rest of the U.S., which included all states, the District of Columbia, and U.S. territories, for the period 1990 to 2014. Our approach is detailed in the sections that follow.

Comparability of emissions data among states and over time

While each state reports its emissions to NEI independently, significant collaboration among states and with US EPA ensures methodological consistency. CARB emissions inventory staff coordinate closely with US EPA and other states on methodology, emission factors, data sources, and other parts of the emissions inventories. Where California leads in data acquisition or method development, rather than causing systematic discrepancies, California’s methods flow to US EPA and to other states that compile their own inventories, and CARB uses data from EPA and other states in return. All states that quantify their own inventories either follow EPA inventory general guidelines or California’s.

Furthermore, there is significant real-world ground-truthing of the emission sources on all sides. In California, emissions trends are corroborated by tracking, for example, the age of registered cars, the distribution of trucks visiting California, and the off-road equipment registered with CARB or visiting California ports. EPA and the other states similarly ground-truth against nationwide or statewide sources and see emissions trends reflected in the verified sources operating and the controls they use. Further information on emissions modeling methods are available for EPA (*85*) and CARB (*86*).

Although a 2017 emissions inventory was released in April, 2020, interim changes to models and data collection methods make the latest inventory non-comparable to earlier inventories. For example, between 2014 and 2017, both NEI and CARB made significant changes to their on-road emissions models. These changes invalidate comparisons between the 2017 inventory and earlier inventories. Similarly, non-road emissions modeling used by the US EPA changed significantly between 2014 and 2017, including a new model for marine power estimation (*87*)(*88*). Furthermore, data collection methods also changed in some sectors. For example, the EPA 2017 marine emissions inventory used a new satellite-tracking method for marine traffic, a method not used by previous NEI inventories nor by California in 2017.

Although pre-2017 inventory models and methods used by both NEI and CARB have also undergone periodic revisions, two findings suggest that comparing emissions over time across multiple NEI inventories would underestimate the actual impact of California’s regulations targeting DPM pollution. First, inventory modeling has become more accurate over time, and earlier models appear to have underestimated DPM emissions, reducing the apparent declines over time compared to likely actual declines. A study conducted in 2012 measured on-road emissions and used those empirical values to compare the emission estimates produced by the on-road model used until 2010, MOBILE6, to estimates produced by MOVES10, the model gradually adopted beginning in 2010.(*89*) This study found that MOVES10 consistently predicted higher DPM emissions than the earlier MOBIL6 model, with the implication that the emissions reductions observed across the 2008, 2011 and 2014 inventories are likely to be lower than the actual reductions achieved. Second, although California uses its own emissions modeling system, EMissions FACtor (EMFAC), the same study found that EMFAC predictions were comparable to predictions by the MOVES10 model and were consistently higher than predictions by the MOBILE6 model, with the result that our comparisons are likely to underestimate the difference between emissions in California and the rest of the country. Given that both of these factors appear to bias a comparative time-series analysis toward the null hypothesis, suggests we can use the NEI data in this analysis despite periodic inventory revisions prior to 2014.

EPA National Emissions Inventory data retrieval and sorting

NEI reports emissions by source, dividing them into categories that designate the process by which the pollutant was emitted. Sources are organized into hierarchical tiers of increasing specificity: emissions are grouped into general categories in Tier 1 (e.g., highway vehicles, off-highway) and are then divided into increasingly specific categories in Tiers 2 and 3 (*90*). The methodology for reporting emissions data to NEI has been described elsewhere (*91*)(*92*), and further descriptions of all source categories can be found on the EPA's website (*90*). We identified all source categories related to mobile sources of diesel emissions (Table S5) and downloaded data files for each year directly from the EPA NEI's website for all years for which data were available between 1990 and 2014: 1990, 1996, 1997, 1998, 1999, 2000, 2001, 2002, 2005, 2008, 2011 and 2014.

NEI data for years 2002 and later are stored as Access files, while data for years 2001 and earlier are stored as Text files, which we converted to Access files. Access files for years 2002 and later provide unique source classification codes (SCCs) and descriptions for Tier 1, 2, and 3 emissions. For example, marine emissions are categorized under the Tier 1 SCC 12 (Off-highway), Tier 2 SCC 04 (Marine vessels), and Tier 3 SCC 02 (Diesel). Because the converted Access files for 2002 and earlier do not provide descriptions, we used the 2-digit source codes included with later years (provided in Table S5) to identify by name the relevant sectors in the emissions data from 2002 and earlier.

NEI has provided state-level emissions data starting in 2002, however for years 2001 and prior, emissions data are provided at the county level. For those years, we aggregated emissions across all counties in each state for each sector in the data files to generate statewide data. To arrive at emissions data for the U.S. minus California, we subtracted California emissions data from national emissions data, in all available years from 1990-2014. California's state-level data was extracted for years 2001 and earlier using the state's unique identifier code (06). Because—as with the other states—emissions data within California are reported at the county-level for data files 2001 and earlier, we aggregated emissions data across all counties in California to reach state-level data for each sector. $PM_{2.5}$ was selected as the pollutant of interest by selecting "$PM_{2.5}$" under the pollutant column within the Access files. $PM_{2.5}$ was either aggregated in Access files as $PM_{2.5}$-primary, which includes both filterable and condensable $PM_{2.5}$, or reported as filterable, condensable, and primary. We selected primary $PM_{2.5}$ for years that reported emissions as primary, filterable, or condensable to be consistent with all years. Note that for 2011 and 2014, LDDV and light duty diesel trucks (LDDT) are combined into one category (Table S5).

To compare California's performance in diesel emissions reductions to other states, we compiled emissions data for all available states for the time period of interest 1990-2014 for the largest DPM emissions source, HDDVs. These data were compiled using methods described above and are presented in the Supplementary Data. Normalization of these data by vehicle-mile traveled is described below.

Table S6.

Tier 1 Sector	Tier 1 SCC	Tier 2 Sector	Tier 2 SCC	Tier 3 Sector	Tier 3 SCC
Fuel Combustion Electric Utility	01	Oil	02	Distillate	02
Fuel Combustion Industrial	02	Oil	02	Distillate	02
Fuel Combustion Other	03	Residential Other	06	Distillate Other	01
Highway Vehicles (2008 & earlier)	11	Diesel Fuel	04	Heavy duty	01
Highway Vehicles (2008 & earlier)	11	Diesel Fuel	04	Light duty trucks	02
Highway Vehicles (2008 & earlier)	11	Diesel Fuel	04	Light duty vehicles	03
Highway Vehicles (2011 & later)	11	Diesel Fuel	11	Heavy duty	01
Highway Vehicles (2011 & later)	11	Diesel Fuel	11	Light duty (combined)	02
Off Highway	12	Non-road Diesel	02	Recreational	01
Off Highway	12	Non-road Diesel	02	Construction	02
Off Highway	12	Non-road Diesel	02	Industrial	03
Off Highway	12	Non-road Diesel	02	Lawn/garden	04
Off Highway	12	Non-road Diesel	02	Farming	05
Off Highway	12	Non-road Diesel	02	Commercial	06
Off Highway	12	Non-road Diesel	02	Logging	07
Off Highway	12	Non-road Diesel	02	Airport transportation	08
Off Highway	12	Non-road Diesel	02	Rail	09
Off Highway	12	Non-road Diesel	02	Recreational marine	10
Off Highway	12	Marine Vessels	04	Diesel	02

National Emissions Inventory sectors selected for analysis. SCC is Source Classification Code.

Addressing missing values in NEI data

Emissions values were missing in specific sectors for some years (U.S.: 1990 oil electric; CA: 1990-1998 oil electric, 1999 and 2002 recreational, 2011 logging, 1999 and 2002-2011 rail, and 1999 and 2002 recreational marine). We used linear regression to impute missing data by regressing the $PM_{2.5}$ emissions from each sector on the year. First, we checked the linear correlation between the variables for emissions and year and used linear imputation for correlation values of 0.60 or higher, which is considered moderate-to strongly correlated (*93*).

Values with linear correlation less than 0.60 were imputed as the average of the two closest years where consecutive years of data were available (i.e., 1999 was imputed by the average of 1998 and 2000 if those years had data available). Values with a correlation of 0.60 or less, and without two surrounding years of data, were imputed by assigning the value of the closest year of available data. For those values that did not have a consecutive year of data (for example, 2011), we used the linearly imputed value even if the correlation was below 0.60; two California values for 2011 (farming and logging) were imputed in this manner. We made one exception for the missing value for the U.S. 1990 oil electric missing value, whose linear imputation correlation was <0.60: we imputed this value with the closet year (1996) because the linearly imputed value was several magnitudes higher than the 1996-1998 values (see R code). All imputed values are clearly labeled (Data S1 Read.me), and the method used to impute each value is indicated. We imputed all California data first, used these imputed values to calculate US-CA emissions values, and then imputed missing US data, where appropriate.

Finally, we used an imputed value over a reported value in four instances: the reported value for California's recreation sector in 2005, marine sector in 2002 and 2005, and the farming sector in 2011. The farming sector in 2011 was an order of magnitude lower than expected based on reported emissions in both surrounding years, 2008 and 2014. Agricultural emissions data obtained directly from CARB for that year (*94*), although not directly comparable because of differences in categories of emissions included, confirmed the 2011 NEI value was likely an error. We therefore replaced the reported value with an imputed value, as described above. Similarly, the 2005 recreation reported value was much higher than the closest reporting years (2002 and 2008). We, therefore, also imputed this value. We further censored and imputed two values for California reported marine emissions in 2002 and 2005, which were similarly higher than the closest reporting years and did not follow the overall emissions reduction trend observed for the rest of the time-period.

All data imputation analyses were conducted in RStudio version 1.2.5042.

NEI data analysis

After extracting and aggregating NEI emissions data for all relevant diesel sectors, we converted the emissions estimates (in U.S. tons) to metric tons. We then calculated percent change in emissions over the time-period, indexed to 1990 for California and for the rest of the U.S. for each sector, and across all sectors combined. For a given time period, we calculated the emissions reduction attributable to a specific sector by calculating the absolute change in emissions per year in the sector of interest and dividing by the absolute change in emissions over all sectors combined for that time period (Equation 1).

$$Emissions\ reductions\ attributable\ to\ sector\ fromt\ Y1\ to\ Y2 = \frac{[Y2\ sector\ emssions\ (metric\ tons) - Y1\ sector\ emissions\ (metric\ tons)]}{[Y2\ total\ emissions\ (metric\ tons) - Y1\ total\ emissions\ (metric\ tons)]} * 100 \qquad [1]$$

NEI Vehicle Miles Traveled (VMT) for HDDVs and HDDV Emissions Normalization

To compare emissions reductions for HDDVs across all states, we normalized emissions by HDDV vehicle miles traveled (VMT). In recent reporting years (2014-2017), the NEI provides VMT data by vehicle category for each state (*95*). We combined the following vehicle categories to produce a composite HDDV VMT value for each state in 2014: intercity buses, transit buses, school buses, refuse trucks, single unit short-haul trucks, single unit long-haul trucks, combination short-haul trucks, and combination long haul-trucks. The NEI reports VMT in units of VMT per year, which we converted to billions of VMT. To normalize HDDV emissions data, we divided the HDDV emissions estimate (metric tons) by the VMT for that state (billions VMT). This normalization produces the ratio of HDDV emissions per HDDV VMT (metric tons/billion VMT) for each state, providing a valid basis for comparing state-by-state HDDV emissions in 2014. These data are provided in the Supplemental Data.

Data on diesel consumption, population and gross domestic product

To provide context for the DPM emissions data, we gathered data on diesel consumption, population growth and gross state product for all U.S. states, including the District of Columbia, during the period 1990-2014. For diesel consumption data, we used U.S. sales of distillate fuel oil by end use from the United States Energy Information Administration (EIA) Total-End Use Energy Consumption. Data from the EIA is available at the national and state levels for several categories, including total distillate sales/deliveries to vessel bunkering consumers, No. 2 diesel sales/deliveries to on-highway consumers, total distillate sales/deliveries to military consumers, No. 2 diesel sales/deliveries to off-highway consumers, and total distillate sales/deliveries to other end users (*96*). We summed these five categories for a total consumption metric (in thousands of gallons) per year and calculated percent changes for California and the U.S. minus California.

We drew population data from the Centers for Disease Control and Prevention (CDC) WONDER online databases 1990-2014 bridged-race population estimates (*97*). Within the data request form, we specified group results by "Yearly July 1st Estimates," all ages, all races, all ethnicities, and all years. U.S. data were specified by selecting "All" and California was specified by selecting "06- California" in the request form. Data outputs give the number of estimated people per year in the U.S. and California, respectively. U.S. population estimates exclude California population estimates. We graphed the percent change in population for California and the rest of the U.S. indexed to 1990.

We obtained data on the Gross Domestic Product (GDP) from the United States Bureau of Economic Analysis (BEA). The BEA GDP and Personal Income data tool breaks down GDP data by region (*98*). We requested annual GDP by state in current U.S. dollars (millions) for 1990 through 2014. Within the data request form, we selected "All industry total," specified the years of interest, and requested data for the U.S. and California. Following these steps, the data tool returns GDP estimates for all industries for the specified years and locations. GDP is in current U.S. dollars and is not adjusted for inflation. We subtracted California GDP from the U.S. GDP to compare California GDP to the rest of the U.S. We graphed the percent change in GDP for California and the rest of the U.S. indexed to 1990.

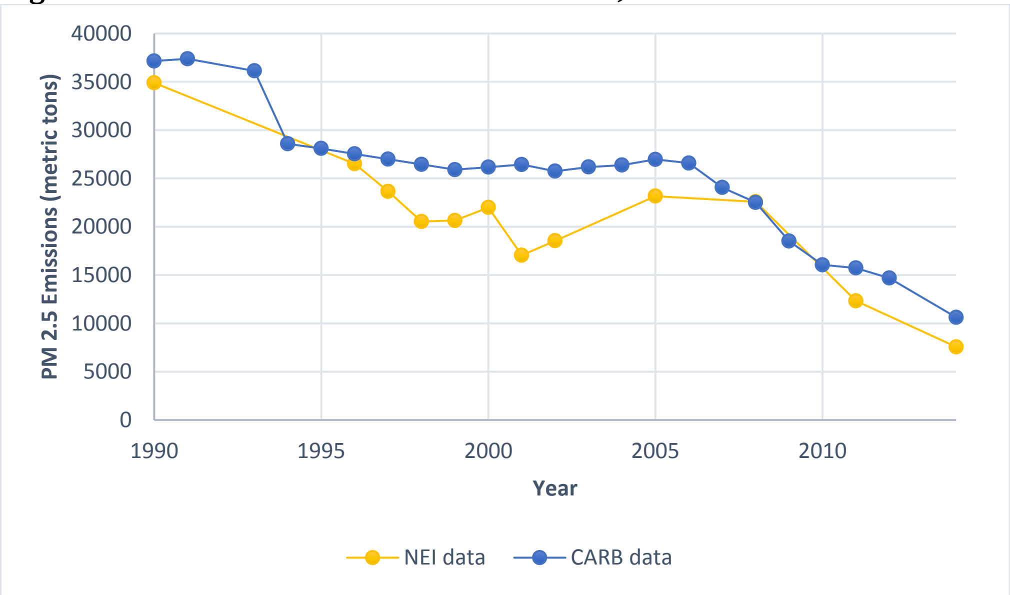
Port of Los Angeles air quality monitoring data
We downloaded $PM_{2.5}$ emissions data directly from the Port of Los Angeles website (*99*) for the period 2005-2018. Specifically, we used the 12-month average for each year and each monitoring station, including Wilmington Community Site, Coastal Boundary site, San Pedro Community Site, and the Source-Dominated Site (denoted as "Source" in the "LA Ports" tab in Data S1). We took the average of all stations for each year and reported averages in the excel file (See Data S1).

California share of U.S. container traffic
The American Association of Port Authorities maintains records of a variety of port-specific statistics. We downloaded "North American container traffic 1980-2018" from the AAPA website (*100*). By selecting ports located in California, we were able to calculate the portion of the U.S. total container traffic handled by California ports.

Comparing California DPM emissions data obtained from NEI and from CARB
The California Air Resources Board (CARB) conducts independent monitoring of air emissions in the state and reports those emissions data to the NEI. Given the gaps in NEI data, we obtained CARB emissions data to compare with the California data we downloaded from NEI. Mobile source emissions data are from CARB's California Emissions Projection Analysis Model (CEPAM) emissions inventory, and emissions for point sources are from the California Emissions Inventory Development and Reporting System (CEIDARS) database (CARB emission inventory web page) (*101*). For some sectors in some years, emission data collected by CARB and reported to NEI differ slightly from California emissions data downloaded directly from NEI. In some instances, discrepancies arise because EPA and CARB categorize emissions sources differently, which produces small discrepancies in sector-specific emissions, but not in total emissions. In other instances, jumps in NEI data for California reflect a change in NEI methodology, or a delay between transmission of CARB data to EPA and their incorporation into the NEI database. Given the overall correspondence between the two data sources on total emissions reductions and time trends (Figure S1), we concluded that the effect of using CARB

data would be minimal and if anything would bias our analysis toward the null. We therefore used NEI data throughout the analysis to enable valid comparisons between emissions in California and the rest of the U.S.

Figure S1. California diesel PM 2.5 emissions, 1990 - 2014 based on CARB vs. NEI data.



Estimating cardiopulmonary mortality attributable to DPM in California

To calculate cardiopulmonary deaths attributable to DPM in California between 1990 and 2014, we used state-level mortality data and estimates of ambient DPM levels. We obtained compressed mortality files for the state of California for 1990-2014 from the Centers for Disease Control and Prevention's Wide-ranging Online Data for Epidemiologic Research (CDC WONDER) online database (*102*). These compressed mortality files categorize causes of death using the International Classification of Diseases (ICD)-9 codes (for the years from 1990 to 1998) and ICD-10 codes (for the years from 1999 to 2014). We selected the ICD codes corresponding to cardiopulmonary mortality: the ICD-9 codes are 390-459 (Diseases of the circulatory system) and 460-519 (Diseases of the respiratory system), and the ICD-10 codes are I00-I99 (Diseases of the circulatory system) and J00-J98 (Diseases of the respiratory system). The CDC WONDER dataset of the population and the number of deaths by age group and by county for each year was processed in R (see R Code).

To estimate ambient DPM levels, NOx concentrations for 1990-1991 and 1993-2014 were obtained from CARB's Air Quality and Meteorological Information System (CARB AQMIS (*103*), which contains data from a network of air quality monitors throughout California maintained by CARB and local air quality districts). We calculated annual average NOx concentrations for each monitor as follows: we obtained hourly NO and NO_2 data and added NO and NO_2 for each hour to obtain hourly NOx concentrations. We then computed daily means, omitting days for which fewer than 75% of the hourly concentrations were available. We then averaged daily means together to obtain annual averages, omitting years for which fewer than 75% of the daily means were available.

Annual average NOx concentrations at each monitor were multiplied by DPM/NOx emissions ratios to estimate ambient DPM concentrations, under the assumption that that atmospheric concentration ratios are approximately equal to emission ratios. Emission ratios are calculated separately for each year, for each air basin in California, as described in Propper et al. 2015 (*55*) and are included in the supplementary data file (Data S1). Emissions data were not available for 1992, so DPM was not estimated for that year. A spatial interpolation method, inverse distance-squared weighting, was then used to estimate DPM values for each of the 58 counties in California (see R Code).

To estimate the cardiopulmonary mortality impact of ambient DPM, we used the following concentration-response function:

$$mortality\ rate \times population \times (1 - e^{-\beta \times DPM}) \qquad [2]$$

where β is a coefficient value of 0.01293 for $PM_{2.5}$ cardiopulmonary mortality derived from the analyses performed by Krewski et al. (*104*, *Table 33 p.97*). Specifically, β was calculated by taking the natural log of the hazard ratio of cardiopulmonary mortality (1.138) provided in that study and dividing by the unit change in $PM_{2.5}$ exposure (10 $\mu g/m^3$). To ensure a conservative estimation, we selected this hazard ratio, which was derived from the study's third follow-up period using monitoring data from 1999-2000, adjusted for 44 individual and 7 ecological covariates (*104*).

In Krewski et al., the subjects included in their mortality analysis were all at least 30 years old. Thus, for our analyses, we focused on the following age groups: 35-44 years, 45-54 years, 55-64 years, 65-74 years, 75-84 years, and 85+ years. We were not able to include 30-34-year-olds in our analysis because the CDC Wonder mortality files aggregate the 25-34 age group, which could not then be split to isolate people aged 30-34. This means that our estimate is more conservative, potentially underestimating rather than overestimating the number of cardiopulmonary deaths attributable to DPM exposure. The total population of people aged 35+ for each county for each year of the analysis is presented in the "CA Population" tab of the Data S1 file.

We used Equation 2 to calculate the cardiopulmonary mortality impact of DPM for each age group in each county for each year from 1990-2014 (except for 1992) (see R Code). These values were then summed to arrive at the total cardiopulmonary mortality impact of ambient DPM for the state of California in each year ("DPM Mortality values" tab of Data S1).

Comparison of DPM-related cardiopulmonary mortality between California and the rest of the U.S.

As shown in Figure 1, from 1990-2014 DPM emissions trended down more in California than in the rest of the country. To understand how DPM-related cardiopulmonary mortality in California would have differed absent the State's more aggressive policy interventions, we first applied the percent changes in DPM emissions experienced by the rest of the country to California's emissions. For instance, if the rest of the U.S. saw an 80% decrease in emissions in 1997 compared to 1990, then we also calculated an 80% decline in California's emissions in 1997 compared to 1990. By performing these calculations between 1990-2014, we arrived at theoretical values for what California DPM emissions would have looked like had the state behaved like the rest of the country (Figure S2 and "Mortality Calculations" tab of Data S1). We repeated this analysis for state-by-state DPM emissions specific to the HDDV sector. This enabled us to see variation among states and to calculate a 95% confidence interval for our estimate of how much the emissions of California's HDDV sector would have been reduced if it had followed the same trajectory as other states ("HDDV state data" tab of Data S1 and R Code). Because the state-by-state data were not normally distributed, we used a bootstrapping method to calculate the confidence interval.

In order to estimate the cardiopulmonary mortality impact of DPM emissions for California, we divided the ambient DPM cardiopulmonary mortality by the statewide emissions data for each year (from the U.S. EPA NEI) to get ratios of mortality per DPM emissions. We then calculated the cardiopulmonary mortality for this “California like-the-U.S.” by multiplying these ratios with the theoretical DPM emissions for “California like-the-US.” Finally, we compared the difference in cardiopulmonary mortality between California and “California like-the-U.S.” for the year 2014 (“Mortality Calculations” tab of Data S1). As 2014 is the latest year for which consistent, comparable data are available, the difference in emissions trends in that year reflects the cumulative impact of all CARB emissions policies implemented since 1990.

Figure S2. California, and California like-the-U.S. diesel $PM_{2.5}$ emissions 1990 - 2014, based on NEI data.

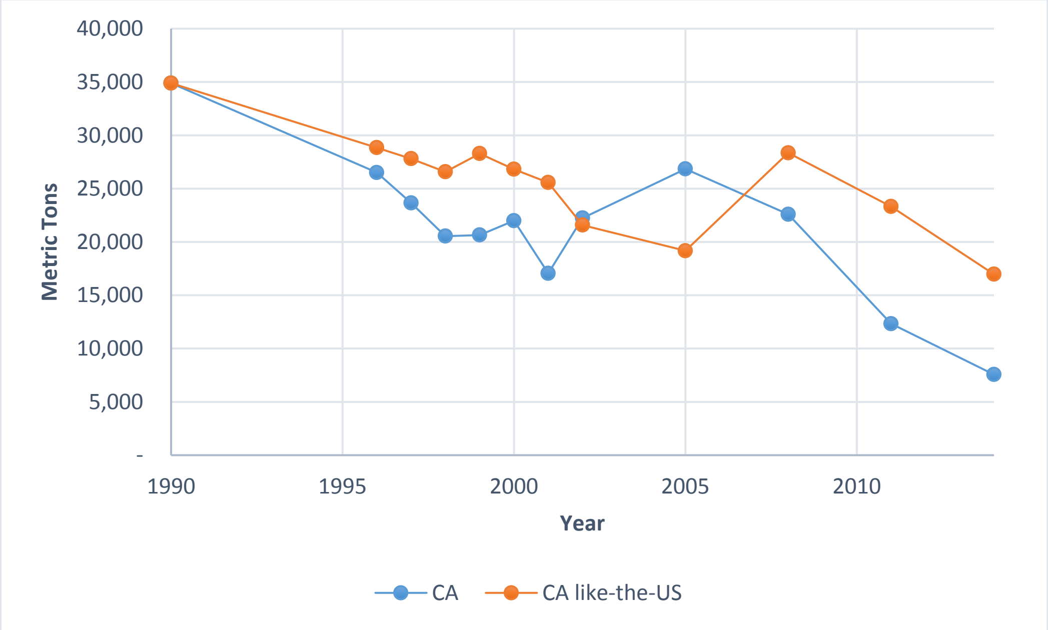
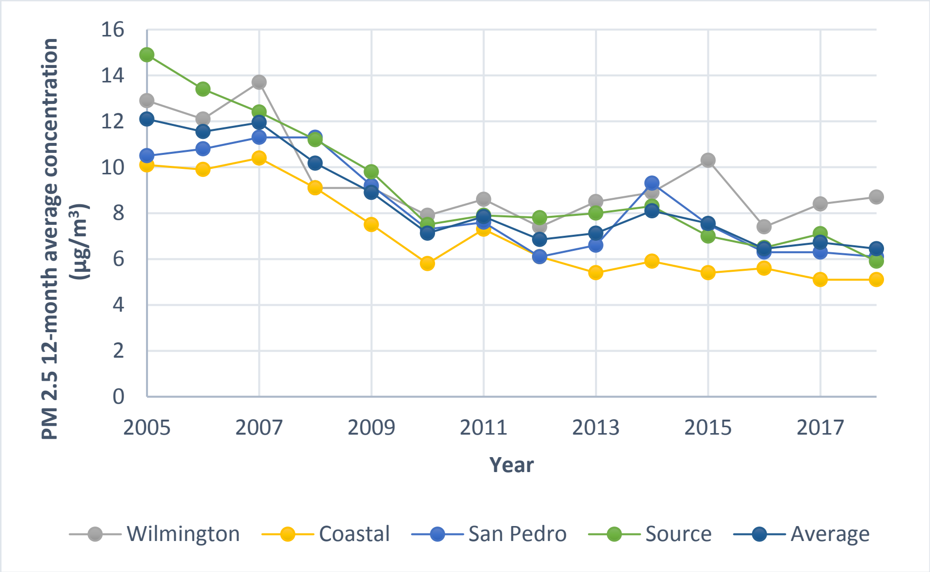


Figure S3a-b. (a) Port of Los Angeles $PM_{2.5}$ 12-month average concentrations in 2005 – 2018 for four monitoring stations, including the Wilmington, Coastal, San Pedro and Source stations, and their average of all four stations (b) Location of monitoring stations at the Port of LA.

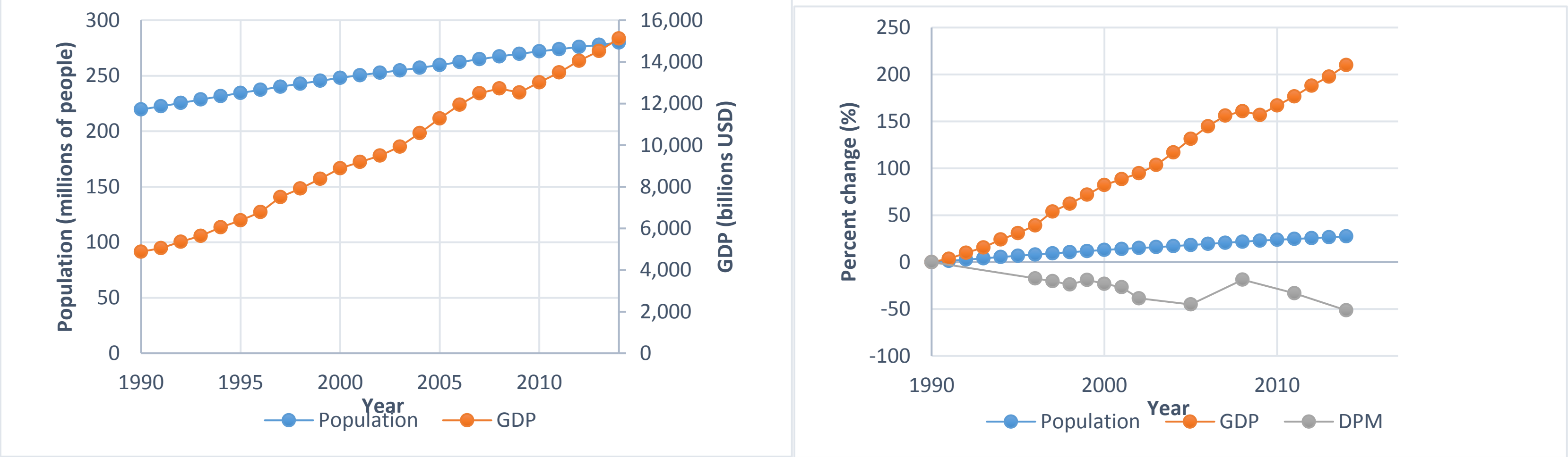


a.

b.

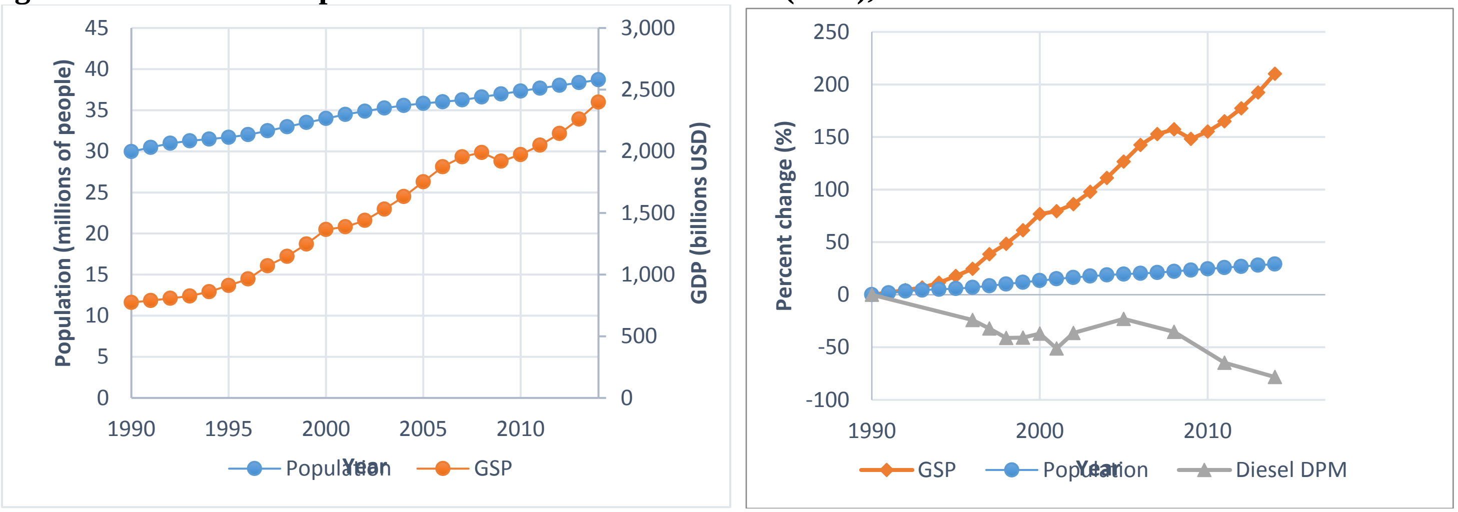
Wilmington Community Station is generally downwind, and the Coastal Station is generally upwind from the Port of LA

Figure S4. U.S. population and Gross Domestic Product (GDP), 1990 - 2014.



GDP is in current U.S. dollars and is not adjusted for inflation. Population is the estimated number of people in the United States on July 1st of each year. DPM is diesel $PM_{2.5}$ emissions percent change indexed to 1990.

Figure S5. California Population and Gross State Product (GSP), 1990 - 2014.



GSP is in current U.S. dollars and is not adjusted for inflation. Population is the estimated number of people in California on July 1st of each year. DPM is diesel $PM_{2.5}$ emissions percent change indexed to 1990.

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Exhibit B

City of Seattle - Zero Emission Area Data Collection

Prepared for:
C40 Cities Climate Leadership Group & City of Seattle

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SE21-0788

FEHR PEERS

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Introduction

Transportation is a major contributor to greenhouse gas (GHG) emissions in Seattle. A collaborative effort by several city departments, including the Office of Sustainability and Environment, Seattle City Light, Seattle Department of Transportation, and the Office of Economic Development, calls for immediate action to address GHG emissions via Seattle's Transportation Electrification Blueprint. The blueprint outlines ambitious 2030 policy goals and near-term actions to electrify Seattle's transportation system.

As part of the blueprint's 2030 goals, the City intends to address GHG emissions resulting from the rapid growth in e-commerce and goods movement by ensuring that 30 percent of goods are delivered by a zero emissions trip by 2030—the "30 by 30" goal. This goal aims to spur the transition of private fleets to electric vehicles and support market transformation in freight and goods delivery over the next ten years.[1] The near-term action item is to designate at least one zero emission zone (ZEZ) or zero emission area (ZEA) in Seattle with support from C40 Cities Climate Leadership Group as part of the City's commitment to the C40 Green and Healthy Streets Declaration. Launched in 2017 by twelve C40 cities, the Green and Healthy Streets (GHS) Declaration now commits 35 global signatory cities to ensure a major area of their city is zero emission by 2030. C40 Cities Climate Leadership Group (C40) has a primary objective of positioning cities to tackle climate change and drive urban action that reduces greenhouse gas emissions and climate risks while increasing the health, wellbeing, and economic opportunities of urban citizens.

Key questions posed by the City of Seattle at the onset of the study were:

"What is the scale and type of freight activity within the city, and what would that mean regarding potential strategies and solutions to electrify 30% of freight activity by 2030?"

"What factors would help identify priority locations to implement ZEA/GHS by electrifying freight activity in those areas?"

The City of Seattle, in partnership and with funding from C40, sought to answer these questions by understanding the opportunity and feasibility for achieving the "30 by 30" goal for electrification of the freight sector. More specifically, it was important for Seattle to better understand freight and goods movement to help inform and evaluate potential zero emission areas. The study is meant to provide an assessment of how new data sources and analysis can help advance freight electrification planning not just within the City of Seattle, but for all partner cities in the C40 network. The analysis was conducted by Fehr & Peers on behalf of the City of Seattle, and this report provides a summary of the freight and goods movement data sources, the methodology applied, and key findings.

Similar to Seattle's efforts, the City of Los Angeles is piloting enforced zero emission commercial loading zones in the near-term to address increasing congestion and competing uses for curbsides. These zones are for the exclusive use and access by zero emission commercial delivery vehicles, including light electric

[1] Seattle's Clean Transportation Electrification Blueprint: Electrifying Our Transportation System, 2020

vehicles and e-cargo bikes.[2] Also, the City of Santa Monica partnered with the Los Angeles Cleantech Incubator in deploying a voluntary zero-emission delivery zone (ZEDZ) in the commercial activity core of Santa Monica to improve air quality.[3]

The City of Seattle case study was developed to enable other cities in the C40 Zero Emission Freight network to learn from Seattle's experience. The results of the study were shared with North American city peers at a workshop organized by C40 in June 2021. A synopsis of the "Zero Emission Freight (ZEF) and Zero Emission Delivery Zones (ZEDZs) - North American Cities' Deep Dive" event is provided in this report, which also sets the stage for the next steps in Seattle's planning efforts.

[2] https://clkrep.lacity.org/onlinedocs/2021/21-0147_ord_draft_06-09-21.pdf
[3] Santa Monica Zero Emissions Delivery Zone Pilot, 2020

Data Sources

To fully capture freight and goods movement in Seattle, the project team utilized various data sources, including video data collected along arterials and cordon counts from previous research work completed by the University of Washington (UW) Urban Freight Lab and Seattle Department of Transportation (SDOT). Additionally, the use of "Big Data"[4] informed freight activity at a granular level from location-based services data (LBS)[5] and navigation global positioning services (GPS) data.[6]

Video Count Sources

UW/SDOT Cordon Counts

UW and SDOT collected 24-hour traffic data at several locations in the Greater Downtown Area and Ballard-Interbay Area in 2018, 2019, and 2020 for a comprehensive research study.[7] The collected data include the day of the week, time of day, vehicle body type, vehicle use, and the number of axles. To document different vehicle categories, the UW research team developed a detailed vehicle typology consistent with the Federal Highway Administration (FHWA) and the U.S. Environmental Protection Agency (EPA) vehicle classifications. The typology also differentiates activity types denoting delivery vans, service providers, construction vehicles, delivery trucks, and several others. For this study, the cordon count locations are shown in yellow in **Figure 2**.

IDAX Video Data

To expand the geographic coverage of the UW/SDOT cordon counts, the project team collaborated with a data vendor, IDAX Data Solutions, and collected 12-hour video-based traffic counts at nine locations in West Seattle, Magnolia, and the Greater Downtown Area, as shown in green on **Figure 2**. The Magnolia location was chosen as a representative location because all three entry and exit points to the neighborhood could be captured and therefore, broader citywide trends could be inferred for many other areas of the city with a similar residential and commercial land use mix. The West Seattle locations were also chosen as key gateways into the neighborhood (West Seattle is also has relatively few access points), while the two Greater Downtown locations (in SODO and South Lake Union) were chosen as control locations to compare against the pre-COVID counts conducted by the UW research team. **Figure 1** shows the typology used by the IDAX Data Solutions team to categorize observed traffic.

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[4] "Big Data" are millions of location records created by mobile or GPS devices that can be used to inform vehicle activity.

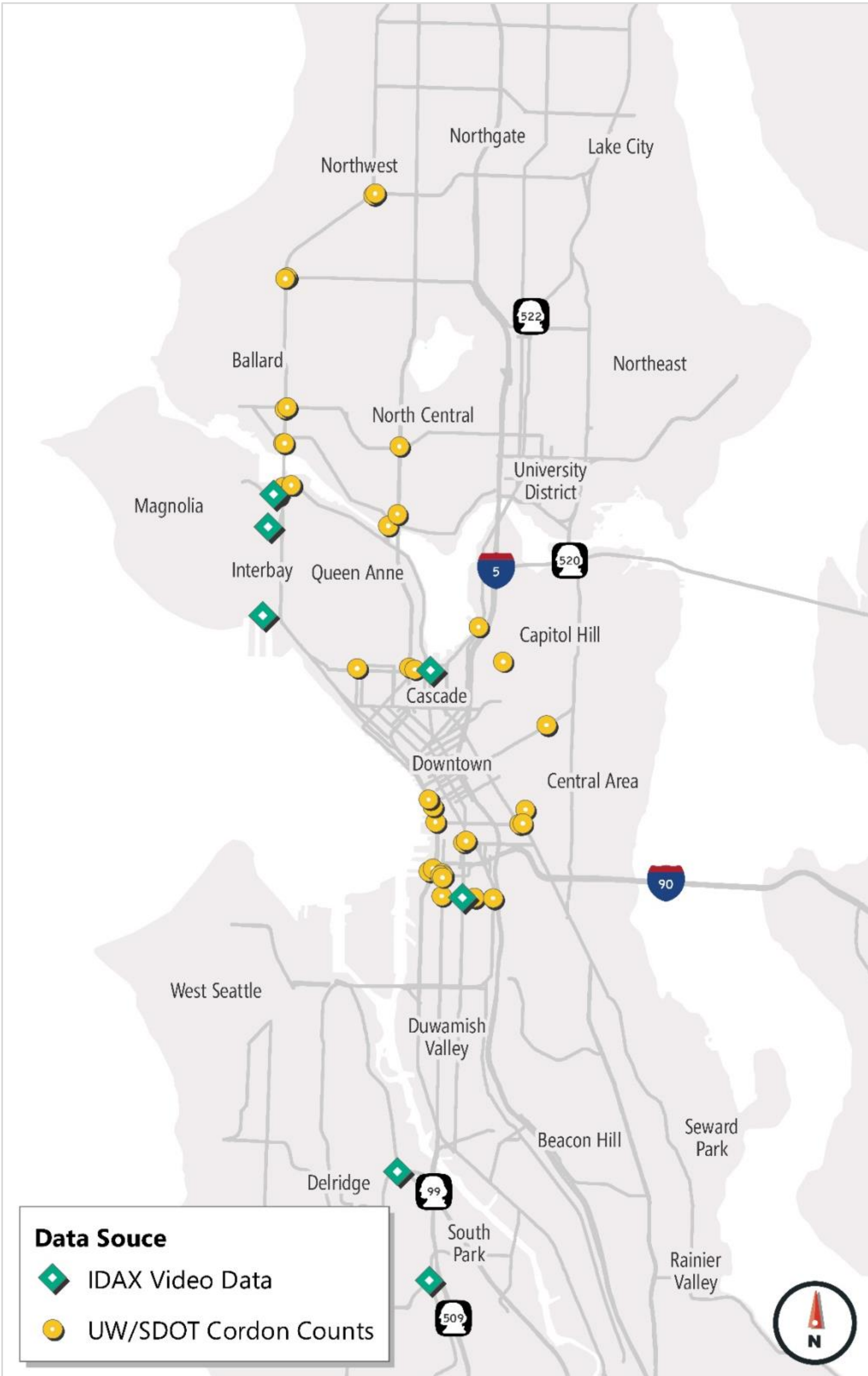
[5] LBS data is data from software services or mobile applications which utilize geographic data and information to provide services or information to users.

[6] GPS data is data obtained from GPS devices installed in vehicles to provide navigational information.

[7] Girón-Valderrama, G., and Goodchild, A. Characterization of Seattle's commercial traffic patterns: A Greater Downtown Area and Ballard/Interbay vehicle count and evaluation. 2021

Figure 1: Vehicle Typology

Figure 2: Study Cordon and Video Counts



"Big Data" Sources

StreetLight Data

StreetLight Data offers several trip-making metrics from LBS and GPS data from anonymized smartphones and navigation devices in vehicles. LBS and GPS data are complementary resources as they provide unique and valuable travel pattern information for transportation planning. The StreetLight Data platform capitalizes on the massive volume of geospatial information across the country and then algorithmically transforms the data points over time into normalized travel patterns.[8] The data represent a sample of the actual on-road traffic, which is validated using numerous traffic counters and sensors to provide origin-destination patterns, trip length, and other metrics. StreetLight Data provides sample trip and travel trends for all vehicles, with a breakdown by medium-duty and heavy-duty trucks, as defined by FHWA. For this study, StreetLight Data provided pre-pandemic (2019) granular data on origin-destination patterns by vehicle type, trip length estimations, and pass-through trips utilizing the zone system presented in **Figure 3**.

UberMedia

Similar to StreetLight Data, UberMedia makes use of LBS data, but makes it available in a more granular form that allows for the evaluation of individual devices.[9] For this study, UberMedia data provided insights on the 'Day in the Life of a Delivery Truck' at three freight hubs in Seattle. The project team used 2019 weekday (Tuesday, Wednesday, Thursday) data focusing on the 7 am to 5 pm window between March and October.

[8] Yang, H., Cetin, M., and Ma, Q. Guidelines for Using StreetLight Data for Planning Tasks. 2020

[9] UberMedia. Understanding Mobile Location Data.

Figure 3: StreetLight Data Zone System for the Seattle Zero Emission Freight Study[10]

[10] The StreetLight Data Zone System was developed using census tracts, aggregating zones from 131 to 38 based on land use assumptions.

Methodology

Understanding freight and goods delivery patterns within a city is challenging. The most readily available information—Freight Analysis Framework (FAF) data from the United States Department of Transportation—is well suited for regional, state, or national analysis.[11] However, the FAF dataset lacks granularity, and the most recent data is from 2017. Private truck fleet data are either incomplete (e.g., they do not cover small parcel deliveries) or prohibitively expensive to obtain. Historically, cities have often relied on freight models to identify truck travel patterns, but again, these data are geared toward large facilities (ports, warehouse districts) and commercial goods movement, not small parcel or residential deliveries. Given these limitations, the project team utilized a unique approach to integrate the different data sources to infer citywide freight activity patterns. While StreetLight Data provided broader vehicle travel trends at a citywide scale, such as truck trip distribution, average trip lengths, and vehicle type, the video counts of the traffic data offered a method to further delineate the StreetLight data trends by separating truck trips by freight and non-freight (e.g., commercial services, municipal) activity types. UberMedia data provided the next level of detail by capturing sample trips originating from key small parcel distribution centers. The process map in **Figure 4** outlines the steps used by the project team to integrate the data sources to understand freight activity in Seattle.

The study was conducted within a short time frame of six weeks; therefore, several data assumptions were made. These assumptions can be further refined in additional studies as noted below:

- The vehicle type and freight activity composition developed for the Magnolia neighborhood was assumed to be representative of other residential neighborhoods in Seattle. This assumption was made because of the relatively limited video count locations, which may bias overall findings of vehicle and activity type assumptions. Adding more count locations may address this limitation, particularly in Northeast, Southeast, and West Seattle.
- All passenger vehicles were counted as private vehicles during the data collection process, regardless of potential commercial purpose. As a result, the potential undercounting of unmarked deliveries in passenger vehicles is unknown at this time. A curbside activity study can potentially shed light on this.
- StreetLight Data portal defines a "trip" once a device has dwelled for at least five minutes at a given location. However, dwell times vary based on various characteristics, including land use. Therefore, StreetLight Data's dwell time assumptions may bias trip count totals toward medium and heavy-duty truck activity since small parcel deliveries from light duty vehicles often take less than five minutes. A potential mitigation strategy would be additional sensitivity tests with the StreetLight data to test different dwell time assumptions.
- The average trip length estimates from StreetLight Data may be biased based on how trips are defined by the data provider. As noted in the previous bullet, this can also be addressed by testing additional assumptions with the StreetLight data.

[11] https://ops.fhwa.dot.gov/freight/freight_analysis/faf/

- Medium-duty and heavy-duty trucks sample counts were extrapolated to total vehicle population estimates, while the StreetLight Data portal provides population estimates for light-duty vehicles. Different assumptions based on updated or more comprehensive vehicle count data may point towards different extrapolation factors.

Figure 4: Methodology Outline

Developing Vehicle Typologies

- Review count data and categorize vehicles based on attributes such as body type, activity type, and the number of axles to identify vehicles typically used for freight and goods movement.
- Freight vehicles considered include light-duty commercial vehicles, medium-duty trucks, heavy-duty trucks.
- Develop vehicle type and freight activity composition profiles from video data for various areas in Seattle including Duwamish Valley, Greater Downtown Area, and Magnolia and apply those estimates citywide.

“Big Data” Analysis and Integration

- Review and post-process 2019 "medium-duty/heavy-duty truck trips" and "all vehicles" data extracted from the StreetLight Data portal.
- Apply the vehicle type and freight activity compositions to the StreetLight data to develop population-level estimates of freight activity.
- Assess metrics (per vehicle type) that inform freight activity in Seattle: trip counts, average trip length, and vehicle miles traveled.

"Day in the Life of a Delivery Truck"

- Focus on the Duwamish Valley freight activity hotspot identified through the StreetLight Data.
- Identify major freight distribution centers in the area: United States Postal Service (USPS), United Postal Service (UPS), and Amazon.
- Utilize UberMedia data to trace typical trip patterns of delivery trucks. Related insights on trip patterns help inform utility infrastructure planning.

Key Findings

Vehicle Composition

While the video counts do not capture all areas of the City of Seattle, the data provided insights into the percent breakdown of vehicle types and activity types, particularly freight-related activities for a representative set of locations. As shown in **Table 1**, over 50 percent of medium-duty trucks were freight-related, while a range of 6 to 23 percent of light-duty commercial vehicles were associated with freight activities. The Duwamish Valley had the highest proportion of freight-related light-duty commercial vehicles (23 percent), which matches expectations as that area has a high proportion of distribution centers for freight and goods delivery, such as UPS, FedEx, USPS, and Amazon. Consistent with previous vehicle counts, the percent of all vehicles that are medium or heavy-duty trucks is relatively low, between one and four percent. Combining all location counts found that an estimated almost 60 percent of freight trips are in medium-duty trucks, while 20 to 25 percent are in light commercial, as shown in **Figure 5**.

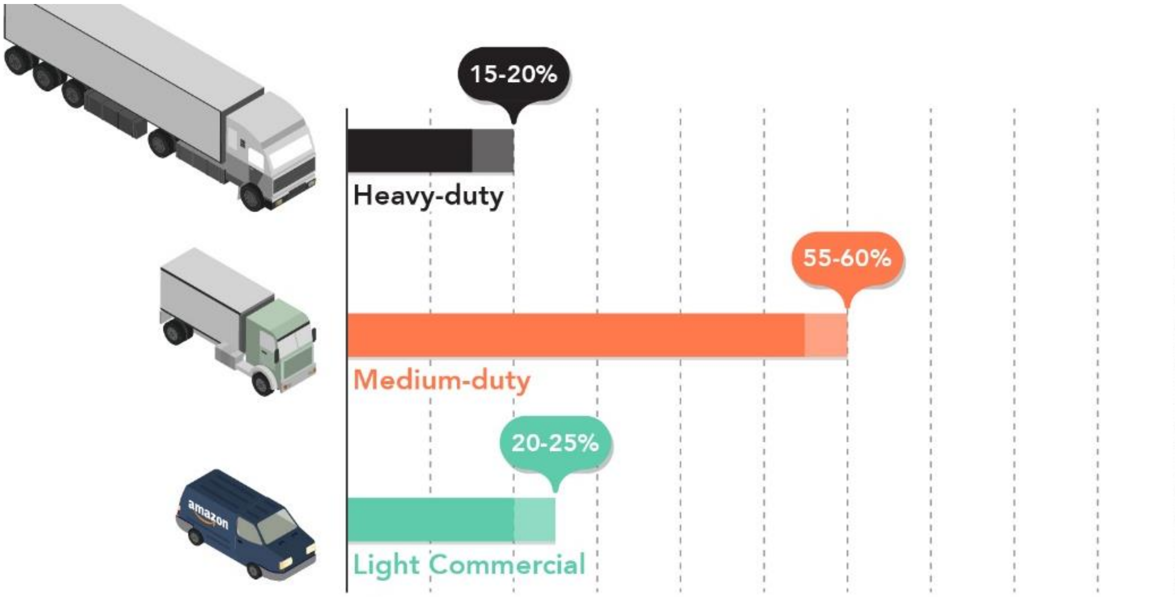
Unrelated to freight activity but important to note, between 30 to 60 percent of light-duty commercial vehicles were identified as service vehicles (work vans, bucket trucks, service provider pick-ups) in the video counts. The share of service vehicles varies depending on land use designation (residential, downtown core, industrial). These types of vehicles are typically used by maintenance or service providers, including electricity, plumbing, internet, telecommunication, catering, gardening, public utilities, and pest control. In other words, while freight makes up a substantial proportion of the light-duty commercial vehicle fleet, there are often more light-duty service vehicles on the road. This class of vehicles therefore contributes substantially to Seattle's transportation GHG emissions and should also be considered as Seattle transitions to a zero emissions future.

Table 1: Vehicle Type and Freight Activity Composition Profiles

Land Use Designation	Vehicle Type Composition (Percent of All Vehicles)			Freight Activity (as a Percent of Vehicle Type)		
	Light-Duty Commercial	Medium-duty Trucks	Heavy-duty Trucks	Light-Duty Commercial	Medium-duty Trucks	Heavy-duty Trucks
Duwamish Valley	6%	4%	2%	23%	56%	78%
Greater Downtown Area	4%	2%	1%	12%	52%	45%
Other Areas in Seattle	3%	2%	1%	6%	46%	47%

Source: Seattle Department of Transportation, University of Washington, IDAX Data Solutions, Fehr & Peers.

Figure 5: Percent of Freight Trips by Vehicle Type



Freight Distribution in Seattle

An analysis of the StreetLight data for intracity and intercity medium-duty and heavy-duty truck trips found that over 60 percent of all truck trips remain within the city limits. While this comparison does not specify whether the trips are for freight and goods movement, it reveals policy implications and strategies that the City may consider in planning for vehicle electrification due to the majority of trips that remain within the City.

While the average trip lengths were generally higher for heavy-duty trucks as compared to medium-duty trucks, the distribution of trip lengths for all truck trips is relatively short as shown in **Figure 6.** Almost 70 percent of medium-duty trips are under 10 miles in length, and only four percent of heavy-duty truck trips that start or end in Seattle are over 100 miles.[12] Additional trip length distributions for representative areas within the city are included in **Appendix C**.

Figure 7 shows the average daily freight trips by vehicle type in various parts of the city. Geographically, there is a relatively higher concentration of freight activity in Duwamish Valley, where most of the city's warehouses, distribution centers, and port activities reside. Notable freight activity is also observed in the Downtown area, likely because of the high density of commercial activity in that part of the city. A review of the average trip lengths indicated higher trip lengths for medium-duty truck trips in the Duwamish Valley compared to citywide estimates.

[12] An important note is the manner in which “trips” are defined by StreetLight Data. A trip is defined once a vehicle dwells for at least five minutes. Therefore, the “tour” length of a vehicle that makes multiple deliveries may in fact be much higher than the individual trip lengths.

Approximately 4,720,000,000 vehicle-miles-traveled (VMT)[13] were reported annually for all vehicles using 2019 StreetLight data, which is relatively comparable to 4,584,796,811, reported in Seattle's 2018 Community Greenhouse Gas Emissions Inventory.[14] Estimates of total VMT generated by freight activity were based upon integration of the vehicle count and StreetLight Data sources. Total VMT generated by freight trips that start or end within the city is approximately three to five percent of all VMT within Seattle. This does not account for pass-through trips via I-5 or other regional facilities that do not stop in the city. In the 2018 Community Greenhouse Gas Emissions Inventory report, almost seven percent of the total annual VMT was reported as freight truck VMT. The discrepancy in VMT generated by freight activity is attributed to the difference in granularity of the data and methodologies used for both studies (2018 VMT estimates were based on the Puget Sound Regional Council (PSRC) model[15], which does not have a clear freight vehicle breakdown to factor in non-freight trucks or light duty freight vehicles such as vans).

[13] Vehicle miles traveled (VMT) is a measure of the amount of vehicle travel in a geographic region over a given period of time, typically a one-year period. It is calculated as the sum of the number of miles traveled by each vehicle.

[14] https://www.seattle.gov/Documents/Departments/OSE/ClimateDocs/2018_GHG_Inventory_Dec2020.pdf

[15] The PSRC Model is a travel demand model system built for the Puget Sound Region to depict diverse human travel behavior and include travel sensitivity to land use and the built environment.

Figure 6: City-wide Average Truck Trip Lengths

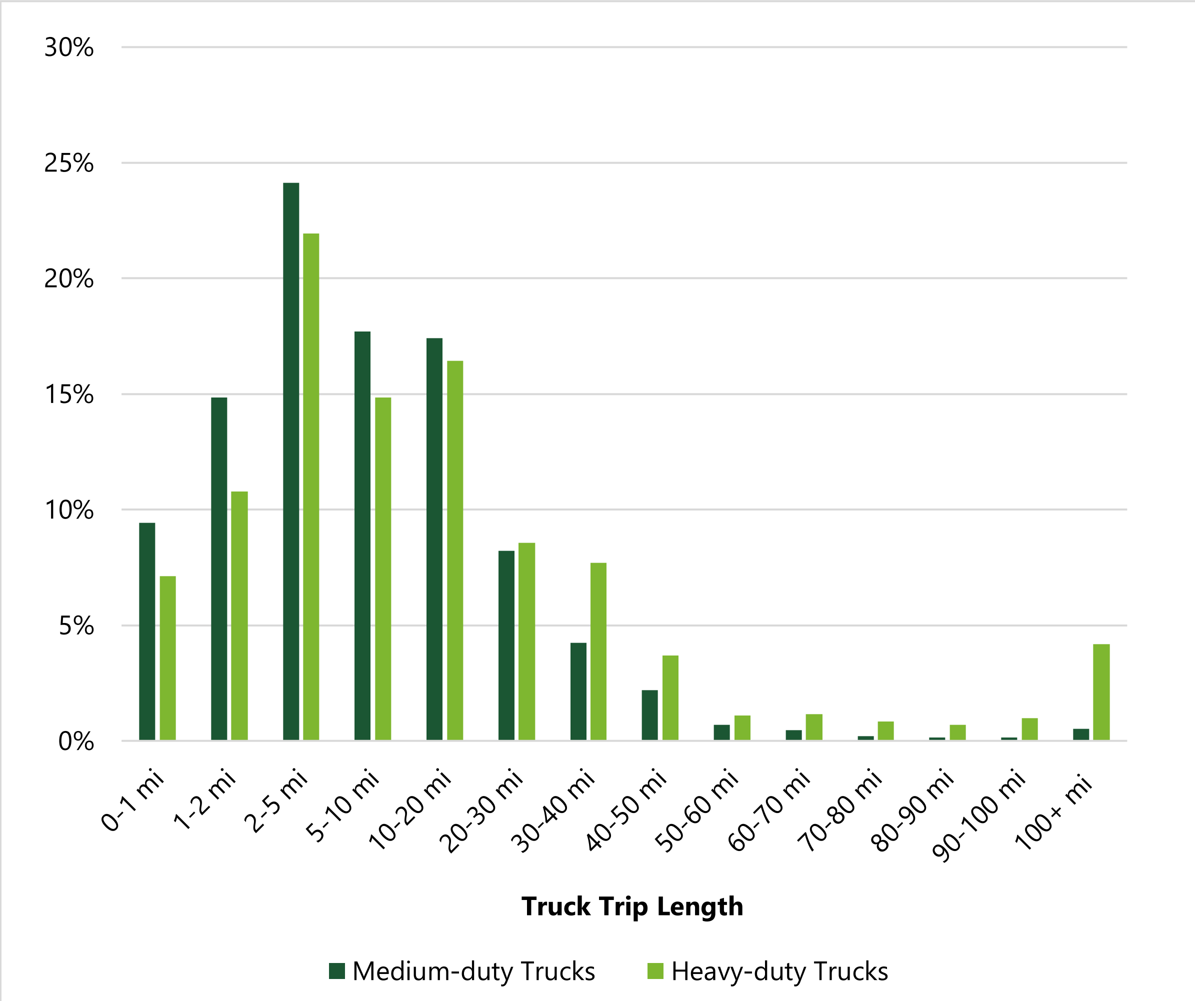
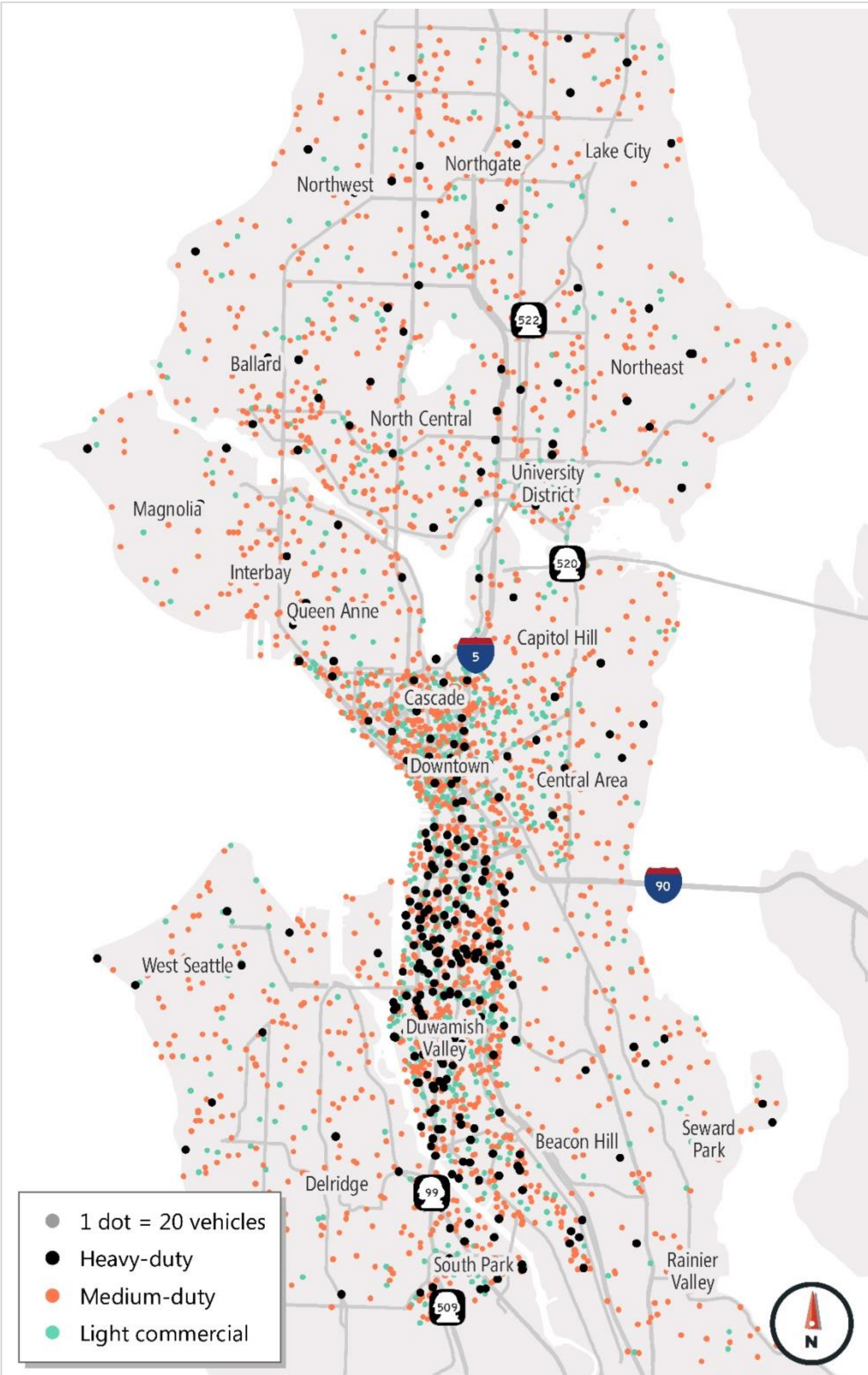


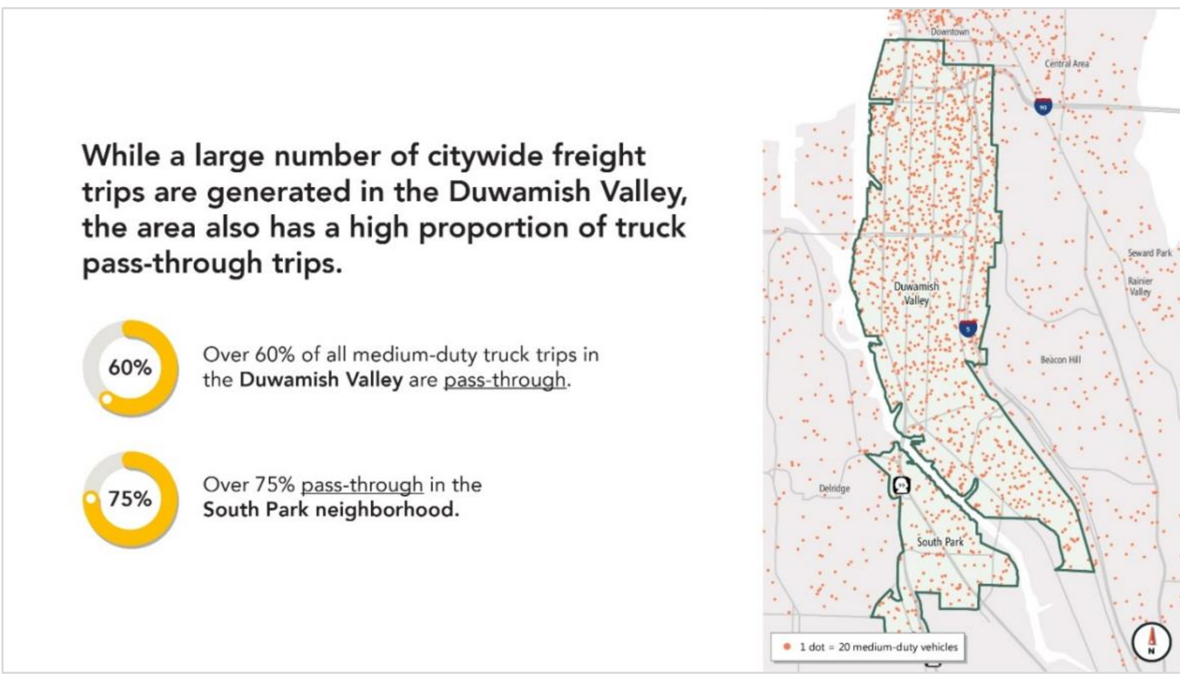
Figure 7: Freight and Goods Movement Distribution in Seattle by Vehicle Type



Freight and Goods Movement in the Duwamish Valley

From a detailed analysis of the StreetLight data, the research team found that over 60 percent of medium-duty trucks in the Duwamish Valley and 75 percent in the South Park neighborhood were pass-through trips, implying that most of the truck trips observed in these areas do not start or end there. **Figure 8** shows a visual depiction of pass-through in the Duwamish Valley zones. It should be noted that the Duwamish Valley zone includes a portion of Interstate 5, thereby capturing various trips passing through the zone via the Interstate. This result was somewhat surprising for the Duwamish Valley zone, considering the relatively short trip lengths for trucks overall and the fact that this zone hosts a large concentration of truck trip generators. Further research is warranted to determine if this is a typical pass-through rate for Seattle, or if this is unique to this part of the city. These high pass-through rates show some of the challenges of identifying a discreet zero emission vehicle zone in Seattle, given the complex nature of truck traffic in the region.

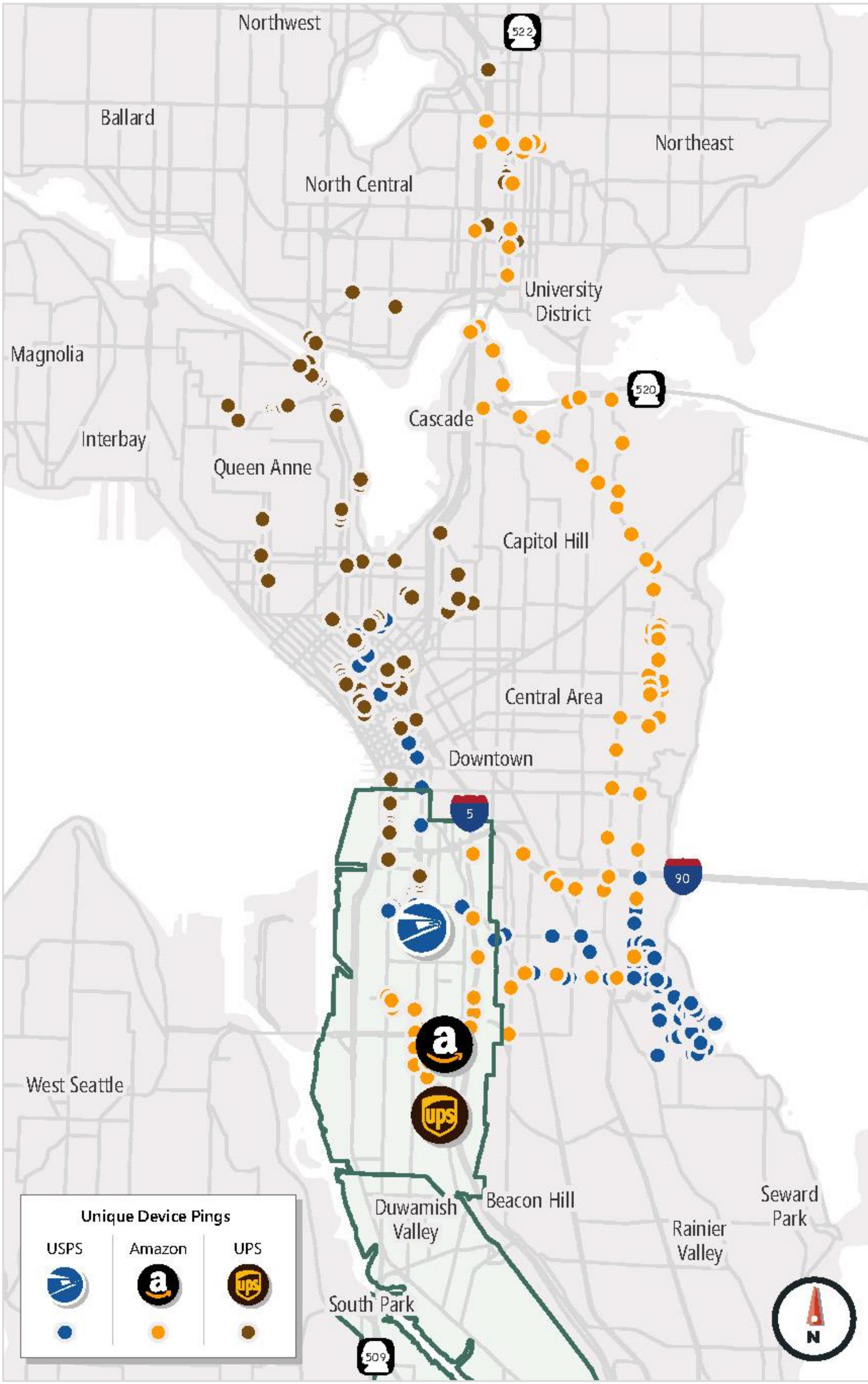
Figure 8: Medium-duty Freight Traffic in the Duwamish Valley



Day in the Life of a Delivery Truck

Analysis of the UberMedia dataset focused on the Duwamish Valley to shed more light on the make-up of freight deliveries and daily travel patterns of delivery trucks. **Figure 9** illustrates what a typical day for a delivery truck from USPS, UPS, and Amazon looks like by focusing on the Seattle locations shown. A review of millions of GPS data points indicated that UPS and USPS have far more unique devices with frequent visits compared to Amazon. Based on the sample data, approximately 220 percent more devices associated with the USPS and UPS facilities had at least five visitation days compared to the Amazon distribution center. This aligns with the varying business structures of the freight companies where USPS and UPS have more permanent employees compared to Amazon. These findings also have implications for how Seattle might want to partner with different delivery companies to electrify their fleets. For example, the more permanent set of employees and vehicles at USPS or UPS could be easier to electrify than a more gig-based workforce at Amazon. Anecdotal findings from **Figure 9** capture different trip patterns for the USPS truck route (connecting three different USPS centers), the Amazon vehicle (larger geographic coverage), and the UPS truck (concentrated in the Downtown area). While the data did not have a full representative sample of trips from these locations, additional analysis combining this dataset with other data sources (land use, census, etc.) may help evaluate different zero emission strategies for freight distribution hubs.

Figure 9: Day in the Life of a Delivery Truck (Amazon, UPS, USPS)



Workshop Synopsis

The Zero Emission Freight (ZEF) and Zero Emission Delivery Zones (ZEDZs) - North American Cities' Deep Dive brought together seven cities, including Los Angeles, Montreal, New York, Portland, Seattle, San Francisco, and Vancouver, to address the following discussion items:

- Transitioning Towards Zero Emission Delivery Zones (ZEDZs) and Data-Driven Zero Emission Freight (ZEF) policy
- Discussion Part 1: What are some of the first steps that cities can take toward implementing ZEDZs (Green & Healthy Streets/ZEAs)?
- Discussion Part 2: What other data and/or data tools are cities using to analyze freight movement and inform policy?

The City of Seattle and Fehr & Peers consulting team presented Seattle's research on Zero Emission Zones, outlining the City's intent to ensure that 30 percent of all goods delivery in Seattle is zero-emission by 2030 and to roll out one or more zero emission areas by the same year. Fehr & Peers shared key findings, data sources, and methodology used to obtain granular freight data in Seattle. The Seattle team concluded the presentation by sharing insights on the recently deployed Seattle Neighborhood delivery hub.

As a follow-up, the City of Los Angeles shared insights on the Department of Transportation's collaborative effort to address increasing congestion and competing uses for curbsides by piloting zero emission delivery zones throughout the City for one year. The test sites for the zero emission delivery curbside zones are currently being selected based on council-approved criteria formulated from data: high demand curbsides, areas burdened by pollution, feasible and not disruptive, and administratively realistic. The City of Los Angeles intends to scale up the curbside management strategy if proven effective.

The City of San Francisco expanded the discussion by sharing freight data collection efforts conducted by the San Francisco Municipal Transportation Agency (SFMTA). SMFTA shared three research and planning efforts: the 2018 Courier Network Services White Paper, 2019-2020 Curb Management Strategy, and 2020 Commercial Loading Corridor Study. SMFTA expressed the various challenges rooted in anti-tech bias that have limited private-public partnerships and funding in freight planning for the city.

As part of a MURAL collaboration activity, the participants noted shared challenges around collecting and analyzing holistic citywide data vs. project-specific data and managing related politics. City staff also highlighted that successful data collection has either been from third-party data sources such as StreetLight Data or private-public partnerships where companies voluntarily offer data. Lastly, the participants noted that data sharing is also in the best interest of freight companies to ascertain better operations within cities. Therefore, there is a need to set standards for data sharing.

Conclusion and Future Research

This data-intensive collaborative effort by C40 Cities Climate Leadership Group, City of Seattle, and Fehr & Peers offered an initial look at how different freight and goods movement data sources and methodologies could inform next steps in planning for the electrification of freight within the City of Seattle. Key findings from this research study include:

- Understanding the scale and geographic spread of freight activity is important before identifying zero emission delivery zones.
- "Big Data" provides new insights into truck patterns with observed vehicle data.
- Medium-duty trucks make up over 50 percent of freight trips in Seattle.
- 40 to 60 percent of light-duty commercial vehicles are service vehicles.
- Freight trips of all vehicle types have relatively short trip lengths.
- A "zero emission delivery zone" could focus on the Duwamish Valley given the density of freight trips that are generated within that zone and because a majority of the trips have relatively short trip lengths.
- There is a need to balance feasibility vs. opportunity for freight electrification because light-duty, medium-duty, and heavy-duty vehicles exhibit different opportunities for conversion and GHG reduction potential.
- Knowledge sharing with peer cities offers a collaborative platform to partner towards similar goals.

Exploring and analyzing the collected counts and "Big Data" sparked several questions beyond the scope of the study which prompted the following future research topics:

- Collect additional video counts to integrate with StreetLight Data to more accurately estimate citywide and neighborhood VMT generated by freight vehicle types.
- Continue additional research on service vehicle profiles and to understand the potential for electrification.
- Apply findings from a residential loading study currently underway with the City of Seattle to understand the percentage of unmarked passenger vehicles making deliveries.
- Expand the analysis of UberMedia data to identify additional travel pattern trends from distribution centers.