

# Environmental Justice & Freight Transportation Planning in the Bay Area: Lessons Learned & Opportunities

**Blueprint Learning Network**  
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Research for People and the Planet

# The Pacific Institute

The Pacific Institute works to create a healthier planet and sustainable communities through our focus on **environment**, **equity**, and **economics**. We conduct interdisciplinary research and work with stakeholders to develop fact-based, practical, democratic solutions in California and internationally.



# Freight Transport in California: Opportunities for sustainability

- **Environment:** The California Air Resources Board estimates that 75% of all diesel pollution in CA is generated by the transportation of freight, adding up to \$19.5 billion / year in health costs.
- **Economy:** The Port of Oakland estimates that freight transport through the Port accounts for 28,000+ jobs. In 2006 the value of goods moved through California seaports was \$290 billion.
- **Equity:** Neighborhoods near freight transport hubs & infrastructure have higher percentages of people of color and low-income residents than the California average.

*Sources: CARB, "Quantification of Health Impacts of Goods Movement,"; Port of Oakland "Port Planning & Operations,"p.2.*

# Freight Transport in California

## Inequities in costs & benefits

Table 2

Summary of Communities Profiled in This Report				
Community Name	Zip Code	Major Hubs	Median Income	Percent People of Color
Bayview/Hunters Point—San Francisco, CA	94124	Port of San Francisco	\$37,146	94.6
Commerce, CA	90040	Railyards	\$35,205	95.4
Fresno, CA	93637	Distribution centers	\$37,043	60.9
Huntington Park, CA	90255	Major truck route	\$30,375	97.2
Long Beach, CA	90802	Port of Long Beach	\$25,860	66.2
Merced, CA	95340	Wal-Mart	\$32,573	60.6
Mira Loma, CA	91752	Distribution centers	\$37,110	50.9
Richmond, CA	94801	Port of Richmond, Railyards	\$33,962	87.2
Shafter, CA	93263	Railyards, Distribution centers	\$29,466	69.4
West Oakland, CA	94607	Port of Oakland	\$21,124	93.0
Wilmington, CA	90744	Port of Los Angeles	\$30,259	92.8
<b>Average</b>			<b>\$31,829</b>	<b>78.9</b>
California Average			\$47,493	53.3

Source: U.S. Census, 2000.

Source: *The Pacific Institute, "Paying with Our Health" p.13*

# Building for Sustainability

- Integrating the 3 E's requires a fundamental shift in traditional belief that environment and equity are a tradeoff to economic growth
- What is NOT happening now
  - Shared spaces where people participate as equals to present their interests & needs
  - Shared analysis of solutions for sustainable freight transport growth
  - Shared implementation and responsibility among agencies, various stakeholders

# The Bay Area picture

- The Port of Oakland moved 2.4 million TEU's in 2006
- Related infrastructure includes
  - West Oakland: Port, 2 railyards, ~10,000 truck trips / day with associated trucking support businesses
  - 880 corridor (East Oakland & San Leandro)
    - Truck traffic is banned on the I-580 through Oakland
    - Over 12,500 truck trips / day
  - BNSF railyard in Richmond and rail lines through West Contra Costa County
    - Average 8 freight train trips per day, several grade conflicts throughout residential communities

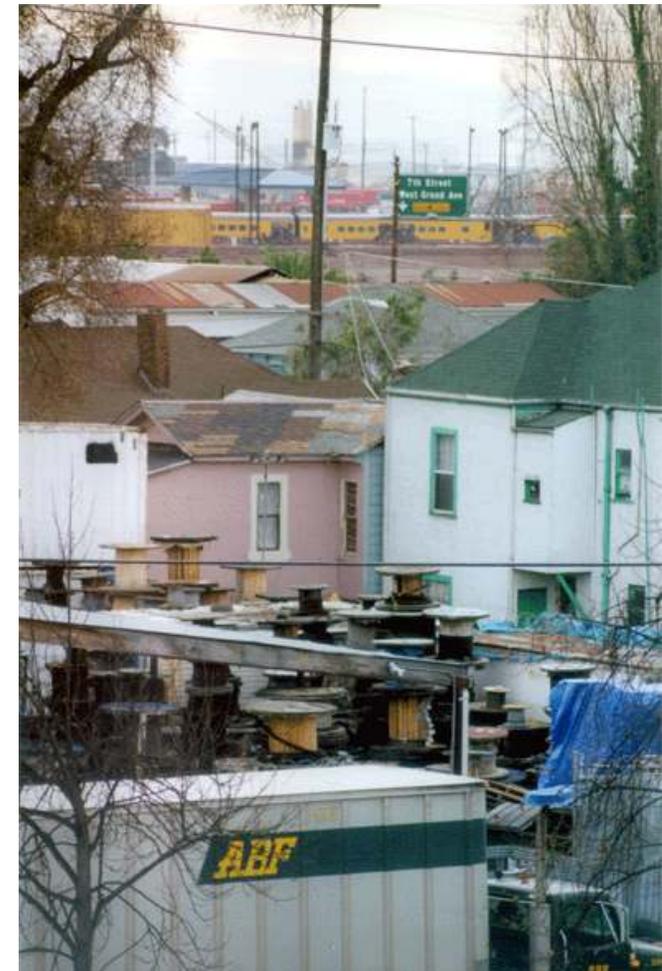
# Transportation, Industry & Health

- Air pollution linked to **reduced birthweight**
  - Prenatal exposure to polycyclic aromatic hydrocarbons linked to reduced birthweight
- Living in close proximity to traffic is linked to **reduced lung function** and **asthma** in children and stroke in adults
- Fine particulate matter pollution and diesel pollution linked to **heart disease and early death**
- Diesel Particulate Matter linked to **lung cancer**, asthma exacerbation, possibly asthma onset
- Co-location of industrial land uses with housing creates incentive to stay indoors
  - **Pedestrian hazards**
  - Blight, trucks parked on streets → reduced sense of safety
- **Poor neighborhood walkability** is strongly linked to exercise, healthy weight
- Noise & vibration linked to **poor school performance**



# West Oakland today

- ✓ Historically African-American community, oldest in Oakland
- ✓ 23,475 residents (~65% African-American, 9% Asian, 11% White, 10% Latino)
- ✓ Median household income \$21,124
- ✓ 82% of West Oakland residents are within 1/8 mile (660 feet) of an industrial land use
- ✓ Completely circled by four highways: I-880, I-980, I-580
- ✓ Over 60 Truck-related businesses
- ✓ U.S. Postal Service distribution center
- ✓ Port of Oakland: Nation's 4<sup>th</sup> largest container port
  - ✓ Ships
  - ✓ Trucks
  - ✓ Trains
  - ✓ Cranes
  - ✓ Cargo Handling Equipment
- ✓ 2 Railyards & tracks that encircle West Oakland

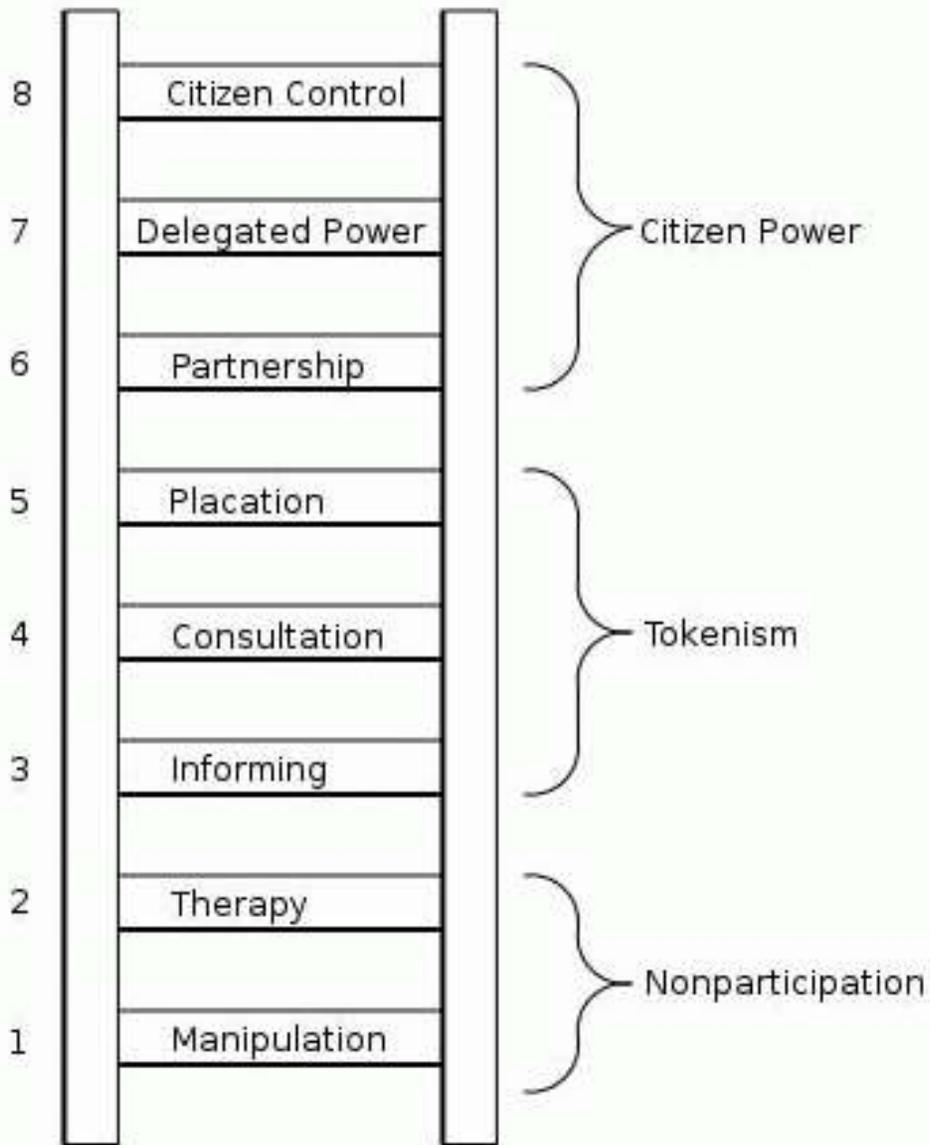


# West Oakland: High Health Burden

- West Oakland residents are five times more likely to be hospitalized for asthma than the average California resident
  - In 2006 asthma hospitalizations of West Oakland residents cost the county \$52 million
- West Oakland children ages 5 and under visit the emergency room for asthma nearly three times more often than children in Alameda County as a whole.
- West Oakland residents live on average 10 years less than people living in the Oakland hills.
- From 1997 to 1999 10.5% of babies born in West Oakland were low birthweight, compared to 6.9% in Alameda County and 5% Healthy People 2010 goal.
- Age-adjusted death rate in West Oakland (741 per 100,000) is 1.7 times higher than that of Alameda County (431 per 100,000). Heart disease is the leading cause of death.

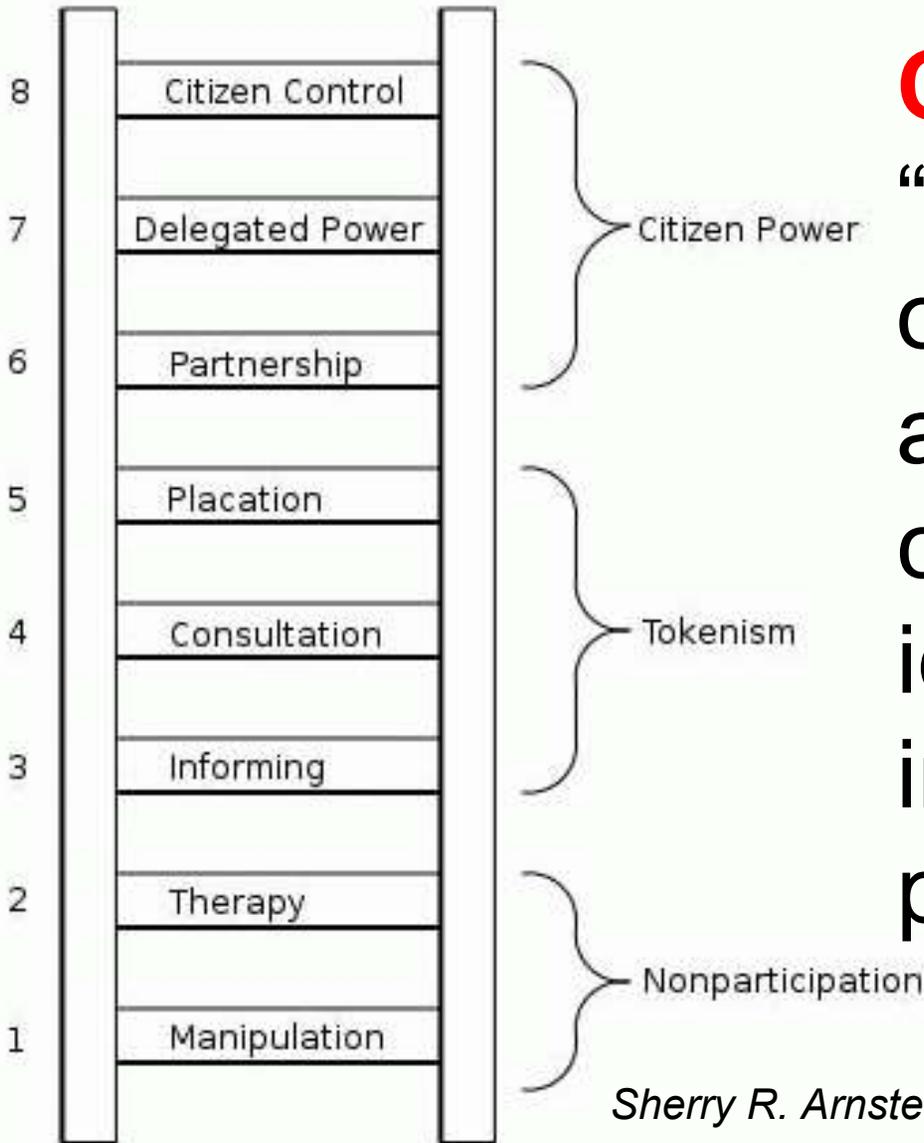
Source: : Oakland Berkeley Asthma Coalition (March 2004); rates age-adjusted to 2000 US Census population estimates, and Alameda County Department of Public Health

# The ladder of public participation



*Sherry R. Arnstein*  
*“A Ladder of  
Citizen  
Participation”*  
*original  
publication, 1969*

# The ladder of public participation



## Consultation:

“Inviting citizens’ opinions. . . With no assurance that citizen concerns and ideas will be taken into account.” (e.g. public hearings).

*Sherry R. Arnstein “A Ladder of Citizen Participation”*

# Citizen Consultation: California's TCIF

- Proposition 1B passed in November 2006 “to improve highway safety, reduce traffic, and improve air quality and port security”
- Required California Transportation Commission (CTC) to distribute \$2 billion in goods movement infrastructure funding (Trade Corridor Improvement Fund) with “emphasis on projects that improve mobility while reducing emissions of diesel particulate and other pollutant emissions”

# Citizen Consultation: California's TCIF

- Between November and December 2006 CTC held several public hearings throughout California, none in SF Bay Area
- In March 2007 CTC assembled an advisory group of 40+ participants, only two of whom initially came from an environmental or public interest background
- On November 1, 2007 this group convened to consider draft guidelines for TCIF allocation
  - Group consensus: emphasize improved mobility and air pollution reductions

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Department of Transportation

**BUSINESS, TRANSPORTATION AND HOUSING AGENCY**

November 6, 2007

John Barna  
Executive Director  
California Transportation Commission  
1120 N Street, Room 2233  
Sacramento, CA 95814

**Re: TCIF Guidelines**

Dear Mr. Barna:

Thank you for hosting a very important and informative discussion on the pending guidelines and use of criteria for the Trade Corridors Improvement Fund (TCIF) on November 1, 2007. I am pleased that the discussion resulted in agreement on many elements of the TCIF Program. However, I am advised that there are some different perspectives on how the California Transportation Commission (CTC) should proceed with the guidelines and criteria at its meeting on November 7-8 in La Quinta, California.

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**BUSINESS, TRANSPORTATION AND HOUSING AGENCY**

**2. Air Quality.** I am concerned about the use of this criterion for project screening. We think it is more appropriate as a project evaluation criterion. This is because the trade corridor regions

Sincerely,

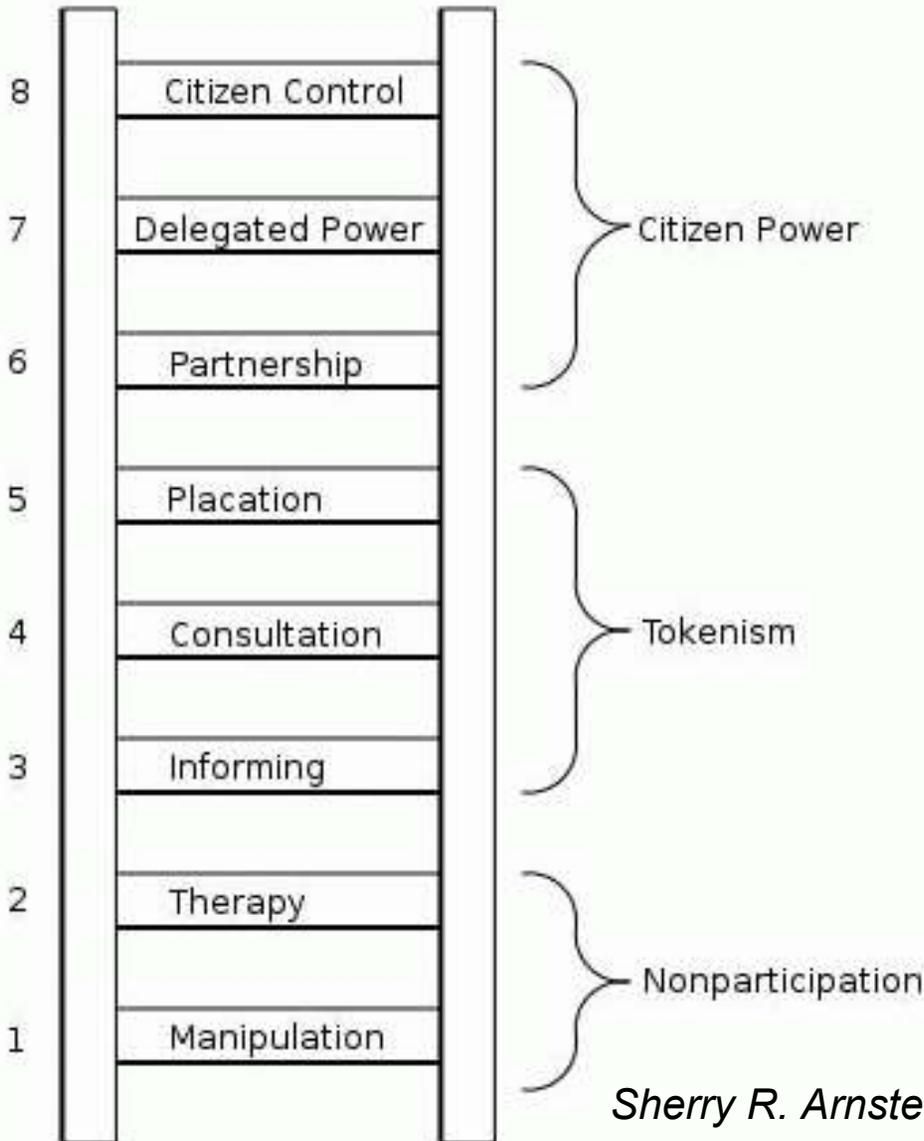
A handwritten signature in black ink, appearing to read "Dale E. Bonner". The signature is fluid and cursive, with a long horizontal stroke at the end.

**DALE E. BONNER**  
Secretary

# **Citizen Consultation Outcomes: TCIF Guidelines**

- November 8, 2007 CTC voted to downgrade emphasis on air pollution reduction in draft guidelines.
  - Undermines specific assurance to uphold air pollution reductions made in multiple public advisory spaces
- Public hearing to take place Nov 27<sup>th</sup>, less than 3 weeks after draft guidelines developed

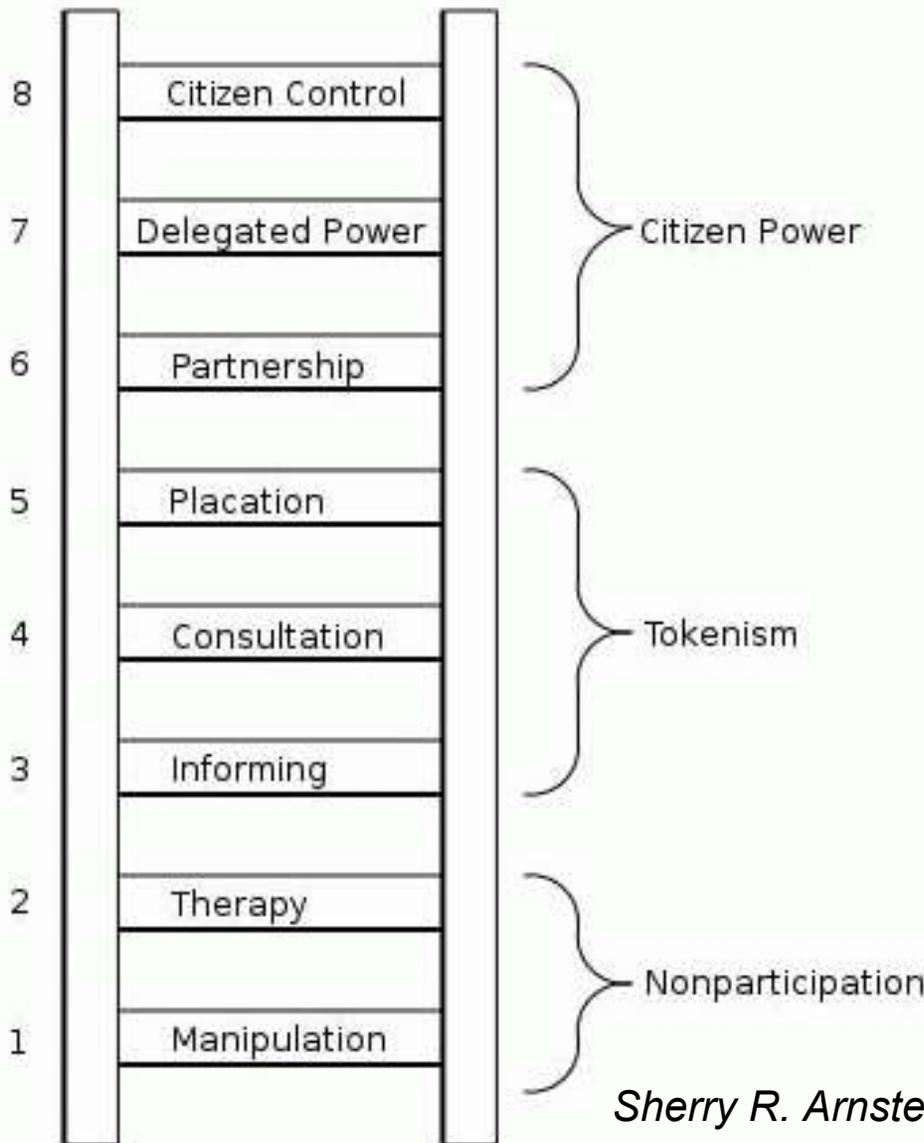
# The ladder of public participation



**Placation:** “Advisory and planning committees. . . allow citizens to advise or plan ad infinitum but retain for powerholders the right to judge the legitimacy or feasibility of the advice.”

*Sherry R. Arnstein “A Ladder of Citizen Participation”*

# The ladder of public participation



**Partnership:** “Power is in fact redistributed through negotiation between citizens and powerholders. They agree to share planning and decision-making responsibilities. Groundrules. . . are not subject to unilateral change.”

*Sherry R. Arnstein “A Ladder of Citizen Participation”*

# **Port of Oakland Marine Air Quality Improvement Plan: Placation or Partnership?**

- Initial structure of plan co-written by AQMD and Port, with input from stakeholders, yielded to community pressure to create community co-chairs
- Wide range of stakeholders, including community and labor reps, were invited to participate in a task force
- Specific forms of community input regarding process, principles have been adopted

# **Port of Oakland Marine Air Quality Improvement Plan: Placation or Partnership?**

- Disagreement over how mandatory air plan measures could / should be
- Difference in views as to Port's authority and jurisdiction
- Absence of conflict mediation skills
- Missed opportunity to voice underlying interests and concerns; interaction focused on re-stating positions
- Question of veto power remains unresolved

# Lessons Learned about Collaboration

- West Oakland Toxics Reduction Collaborative
- Ditching Dirty Diesel Collaborative



# Ingredients for effective collaboration

- Jointly written principles of collaboration / MOU
- Process is community-driven
  - Community co-chair at every level
- Commitment to creating equality of participation
  - Trusted technical assistance for impacted residents
  - Conflict mediation skills
    - Commitment to sharing and hearing underlying interests
  - No single stakeholder is expected to speak for an entire community / sector
- Neutral & knowledgeable facilitation
- Clear rules of engagement

*Source: Brian Beveridge, West Oakland EIP & Toxics Reduction Collaborative*

# Ingredients for effective collaboration

- Trust building
- Accurate analysis and open discussion about costs and benefits
- Identify the areas where we agree to disagree
- Collaboration does not mean that regulation, enforcement, and other oversight mechanisms are suspended

# Ingredients for effective collaboration

“Accountability is  
key to sustaining  
public trust”

-- *Goods Movement Action Plan p. II-9*



GOODS MOVEMENT ACTION PLAN

Prepared by

Business, Transportation and Housing Agency  
and  
California Environmental Protection Agency

January 2007

# References

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