



# South Coast Air Quality Management District

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BOARD MEETING DATE: February 6, 2015

AGENDA NO. 22

**PROPOSAL:** Supplement to 24-hour PM2.5 State Implementation Plan for South Coast Air Basin

**SYNOPSIS:** The purpose of this Supplement to the 24-hour PM2.5 SIP for the South Coast Air Basin is to demonstrate attainment of the 2006 24-hour PM2.5 National Ambient Air Quality Standard by 2015 under Clean Air Act, Title 1, Part D, Subpart 4, along with updates to the transportation conformity budgets, analysis of Reasonably Available Control Measures/Reasonably Available Control Technology, control measure commitments submitted in the 2012 AQMP, and other Subpart 4 requirements.

**COMMITTEE:** Mobile Source Committee, January 23, 2015, Reviewed

**RECOMMENDED ACTIONS:**

Adopt the attached resolution:

1. Determining that the Supplement to the 24-hour PM2.5 SIP for the South Coast Air Basin is exempt from the requirements of CEQA; and
2. Approving the attached Supplement to the 24-hour PM2.5 SIP for the South Coast Air Basin for Submittal into the SIP.

APPROVED by the South Coast Air Quality Management District Board Date: <u>2/6/15</u> <u>Sandra McDaniel</u> Clerk of the Board
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Barry R. Wallerstein, D.Env.  
Executive Officer

BB EC PE:MK

**Background**

The 2012 AQMP was approved by the SCAQMD Board in December 2012, with additional amendments approved in February 2013, and was subsequently submitted to CARB and the U.S. EPA for inclusion into the SIP. That plan demonstrated projected attainment of the 2006 24-hour PM2.5 National Ambient Air Quality Standards (NAAQS) (35 µg/m<sup>3</sup>) by 2014. However, a recent court decision (*Natural Res. Def. Council v. EPA*, 706 F.3d 428 (D.C. Cir. 2013)) compels U.S. EPA to evaluate the 24-

hour PM<sub>2.5</sub> SIP under CAA, Title 1, Part D, Subpart 4 (hereafter “Subpart 4”) requirements specific to particulate matter, in addition to the general planning provisions of Subpart 1 that were previously used for PM<sub>2.5</sub> SIPs. Subpart 4 provides for an attainment year of 2015 for “moderate” areas, one year later than the attainment year in the 2012 AQMP. Furthermore, preliminary ambient air quality data suggests that meeting the 2006 24-hour PM<sub>2.5</sub> NAAQS (35 µg/m<sup>3</sup>) by the end of 2014 is not likely, largely due to unusually extreme drought conditions in the Basin. In addition, Subpart 4 Section 189(e) necessitates that control requirements applicable for major PM<sub>2.5</sub> sources shall also apply to major sources of PM<sub>2.5</sub> precursors unless it is determined by U.S. EPA to not be a significant contributor to PM<sub>2.5</sub>. PM<sub>2.5</sub> has four major precursors, other than direct PM<sub>2.5</sub> emissions, that contribute to the development of the ambient PM<sub>2.5</sub>: nitrogen oxide (NO<sub>x</sub>), sulfur oxides (SO<sub>x</sub>), volatile organic compounds (VOC), and ammonia.

It should be noted that U.S. EPA has proposed to find that the former 24-hour PM<sub>2.5</sub> NAAQS (65 µg/m<sup>3</sup>) has been attained, along with the previous annual PM<sub>2.5</sub> NAAQS of 15 µg/m<sup>3</sup> (79, FR, 72999, Dec 9, 2014). However, this Supplement relates to the most recent 24-hour PM<sub>2.5</sub> NAAQS of 35 µg/m<sup>3</sup>. Attainment of the 2012 annual PM<sub>2.5</sub> NAAQS of 12 µg/m<sup>3</sup> will be addressed in the upcoming 2016 AQMP.

### **Proposal**

SCAQMD staff is proposing to supplement the previous 24-hour PM<sub>2.5</sub> SIP submittal to address Subpart 4 provisions and requirements with the following elements that are included in this Supplement:

- Demonstration of attainment of the 24-hour PM<sub>2.5</sub> NAAQS by 2015 with a discussion of the effects of the drought on the attainment date as weight of evidence;
- Provide new transportation conformity budgets for 2015;
- Updated RACM/RACT analysis;
- Demonstration of compliance with CAA Subpart 4, Section 189(e) that applies to PM<sub>2.5</sub> precursors, such as VOC and ammonia, and other precursor requirements; and
- Updated list of PM<sub>2.5</sub> control measure commitments.

### **Air Quality Management Plan (AQMP) and Legal Mandates**

The 2012 AQMP included the following specific elements:

- Attainment demonstration of the 2006 24-hour PM<sub>2.5</sub> NAAQS for 2014;
- A RACM/RACT analysis;
- 2014 transportation conformity budgets; and
- Control strategy including emission reduction commitments with adoption and implementation dates.

Since the SCAQMD Board approval of the 2012 AQMP in December 2012 with amendments in February 2013, two PM<sub>2.5</sub> control measures, BCM-01 (Further Reductions from Residential Wood Burning Devices) and BCM-02 (Further Reductions from Open Burning), were adopted in the form of amendments to Rules 445 (Wood Burning Devices) and 444 (Open Burning), respectively. Together, these amendments generated a total of 11.7 tons of PM<sub>2.5</sub> per day reductions on an episodic basis. These emission reductions were the only emission reduction commitments needed in the 2012 AQMP to meet the 2006 24-hour NAAQS in 2014. The only other emission reduction commitment in the 2012 PM<sub>2.5</sub> SIP was control measure CMB-01 (Further NO<sub>x</sub> Reductions from RECLAIM) which was submitted as a contingency measure only. This control measure is anticipated to be considered by the SCAQMD Board in the first half of 2015.

### **Potential Outcomes and Paths Forward**

Despite the 2015 attainment demonstration mentioned above, there remains considerable uncertainty in the PM<sub>2.5</sub> monitoring results for 2014 and the meteorological conditions and frequency of rainfall that will occur in 2015. In order to demonstrate attainment the 98<sup>th</sup> percentile of the 2015 24-hr PM<sub>2.5</sub> readings at Mira Loma has to be significantly below the standard of 35.4 ug/m<sup>3</sup> to compensate for high exceedances caused by the drought in 2013 and 2014, achieving a 3-year average design value at or below the standard. Although additional emissions reductions are expected in 2015, attainment of the standard, given the variability of weather conditions, remains far from certain. Acknowledging this uncertainty, there are several potential outcomes and pathways for the Basin's attainment status under the Clean Air Act depending on the actual certified air quality monitoring results for 2014 and 2015.

- 24-hour PM<sub>2.5</sub> data at Mira Loma for 2014 and 2015 is clean enough to attain the standard based on a three-year (2013-2015) average design value. The Basin could then be re-designated as attainment for this PM<sub>2.5</sub> standard
- The three-year average design value at Mira Loma does not show attainment in 2015, but the 98<sup>th</sup> percentile of the 24-hour PM<sub>2.5</sub> data at Mira Loma for the single year 2015 is below 35.4 µg/m<sup>3</sup>. Under CAA Subpart 4 provisions, if this air quality condition is met, and all PM<sub>2.5</sub> SIP commitments have been satisfied, then the Basin is eligible for a one-year attainment date extension to 2016. A second one-year extension to 2017, if the same conditions are met in 2016, is also possible.
- The three-year average design value at Mira Loma does not show attainment in 2015 and the 98<sup>th</sup> percentile of the 24-hour PM<sub>2.5</sub> data at Mira Loma for the single year 2015 is above 35.4 µg/m<sup>3</sup>. Under Subpart 4 of the CAA, upon U.S. EPA's determination that the Basin failed to attain the standard by the

attainment date, the Basin would be automatically reclassified from a “moderate” nonattainment area to a “serious” non-attainment area. The new attainment deadline would be 2019, and more stringent “serious” area requirements would apply, including requirements to implement Best Available Control Measures and a lower major source threshold (70 tons per year vs. the current 100 tons per year). A full analysis for implementation of these requirements and other control measures to ensure attainment as expeditiously as practicable would be included in the 2016 AQMP, which is also addressing the annual PM2.5 standard.

### **California Environmental Quality Act (CEQA)**

SCAQMD staff concludes that because the Supplement is not proposing to add new or delete any control measures that have the potential to have a direct or indirect adverse impact on the environment but merely presents updated analyses and other changes that do not have the potential to cause a direct or indirect adverse impact on the environment, the project is exempt under the requirements of CEQA, pursuant to CEQA Guidelines § 15061(b)(3).

### **Socioeconomic Analysis**

No socioeconomic impact assessment is required because the proposed amendments do not add or delete control measures from the previously adopted 2012 AQMP, therefore do not “significantly affect air quality or emissions limitations.” (Health & Safety Code Section 40440.8(a)).

### **Resource Impacts**

The action would be implemented using existing staff resources committed for the 2012 AQMP implementation and is not expected to impose any significant burden.

### **Attachments**

- A. Resolution
- B. Supplement to 24-hour PM2.5 State Implementation Plan (SIP) for South Coast Air Basin
- C. CEQA Notice of Exemption

## ATTACHMENT A

### RESOLUTION NO. 15-3

**A Resolution of the South Coast Air Quality Management District Governing Board (SCAQMD) Governing Board approving the Supplement to the 24-hour PM2.5 State Implementation Plan (SIP) for the South Coast Air Basin and Submittal into the SIP.**

**A Resolution of the SCAQMD determining that the Supplement to the 24-hour PM2.5 SIP for the South Coast Air Basin is exempt from the requirements of the California Environmental Quality Act (CEQA).**

**WHEREAS**, the 2012 Air Quality Management Plan (AQMP) was designed to address the PM2.5 SIP requirements of the federal Clean Air Act for the South Coast Air Basin (Los Angeles County, Orange County, Riverside and San Bernardino County); and

**WHEREAS**, the 2012 AQMP was approved by the SCAQMD Governing Board in December 2012 and AQMP amendments approved in February 2013, then subsequently submitted to the California Air Resources Board (CARB) and the U.S. Environmental Protection Agency (U.S. EPA) for inclusion into the SIP; and

**WHEREAS**, due to a recent court decision, approval of the 24-hour PM2.5 portion of the 2012 AQMP is now subject to Clean Air Act (CAA) Subpart 4 requirements that provide for attainment of 2006 24-hour PM2.5 National Ambient Air Quality Standard (NAAQS) ( $35 \mu\text{g}/\text{m}^3$ ) by 2015, one year later than the attainment year in the 2012 AQMP; and

**WHEREAS**, the CAA Subpart 4 Section 189(e) necessitates that control requirements applicable for major PM2.5 sources shall also apply to major sources of PM2.5 precursors unless those sources do not contribute significantly to nonattainment; and

**WHEREAS**, the ambient air quality data suggests that meeting the 2006 24-hour PM2.5 NAAQS by the end of 2014 is not likely, largely due to unusually extreme drought conditions in the Basin; and

**WHEREAS**, the purpose of this Supplement to the 24-hour PM2.5 SIP for the South Coast Air Basin (Supplement) is to demonstrate attainment of the 2006 24-hour PM2.5 NAAQS by 2015 under CAA Subpart 4 as well as provide new transportation conformity budgets, updated analysis of Reasonably Available Control Measures (RACM)/ Reasonably Available Control Technology (RACT), updated control measure

commitments from those submitted in the 2012 AQMP, and demonstrate compliance with other Subpart 4 requirements; and

**WHEREAS**, the Supplement includes commitments for control measures that do not have quantified emission reductions but provide a strengthening of the SIP, such as measures for further study that do not contribute to the attainment demonstration and a measure designed to ensure emission reductions assumed to occur will in fact occur; and

**WHEREAS**, the SCAQMD staff concludes that the project is exempt from CEQA because the Supplement is not proposing to add new or delete any control measures that have the potential to have a direct or indirect adverse impact on the environment but merely presents updated analyses and other changes that do not have the potential to cause a direct or indirect adverse impact on the environment; and

**WHEREAS**, the SCAQMD Governing Board has determined that no socioeconomic impact will result from the Supplement; and

**WHEREAS**, public hearings in each affected county have been properly noticed by providing a 45-day notice in the newspapers in accordance with Health & Safety Code § 40466; and

**WHEREAS**, the SCAQMD Governing Board has held a final public hearing to consider approval of the Supplement in accordance with all provisions of law; and

**WHEREAS**, the SCAQMD specifies the manager of the Supplement as the custodian of the documents or other materials which constitute the record of proceedings upon which the approval is based, which are located at the South Coast Air Quality Management District, 21865 Copley Drive, Diamond Bar, California.

**NOW, THEREFORE, BE IT RESOLVED**, that the SCAQMD Governing Board does hereby determine that the Supplement to the 24-hour PM<sub>2.5</sub> SIP for the South Coast Air Basin, Attachment B to the Board Letter, is exempt from the requirements of CEQA.

**BE IT FURTHER RESOLVED**, that the SCAQMD Governing Board does hereby approve, pursuant to the authority granted by law, the Supplement to the 24-hour PM<sub>2.5</sub> SIP for the South Coast Air Basin, Attachment B to the Board Letter, and incorporated herein by this reference.

**BE IT FURTHER RESOLVED**, that the SCAQMD staff is hereby directed to take action in accordance with the updated 2012 SIP emission reduction commitments

to attain the 24-hour PM2.5 NAAQS listed in Table F-1 of Attachment F to the Supplement, and incorporated herein by this reference.

**BE IT FURTHER RESOLVED**, that the SCAQMD Executive Officer is hereby directed to forward a copy of this Resolution and Supplement to the 24-hour PM2.5 SIP for the South Coast Air Basin to CARB, and to request that these documents be forwarded to the U.S. EPA for approval as part of the California SIP. In addition, the SCAQMD Executive Officer is directed to forward any other information requested by the U.S. EPA for informational purposes.

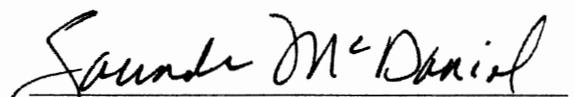
Attachment

AYES: Antonovich, B. Benoit, J. Benoit, Burke, Cacciotti, Mitchell, Nelson, Parker, Rutherford, and Yates.

NOES: Lyou.

ABSENT: Buscaino and Pulido.

DATE: Feb. 6, 2015

  
Sandra McDaniel, Clerk of the Board

