



# South Coast Air Quality Management District

21865 Copley Drive, Diamond Bar, CA 91765-4178

(909) 396-2000 • [www.aqmd.gov](http://www.aqmd.gov)

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Mr. Christian Hinojosa, Planner [CHINOJOS@rctlma.org](mailto:CHINOJOS@rctlma.org)  
Riverside County Planning Department  
4080 Lemon Street, 9<sup>th</sup> Floor  
P.O. Box 1409  
Riverside, CA 92502-1409

## **Final Environmental Impact Report (FEIR) for the Proposed Clay Street Business Park (Tentative Tract Map No. 36192)**

AQMD staff appreciates the opportunity to comment on the Final EIR for the proposed Clay Street Business Park. In previous comments (attached), AQMD staff expressed concerns that the Draft EIR underestimated trip rates and hence air quality impacts and health risks from the proposed project. After reviewing the response to comments, AQMD staff has the following concerns.

The response provided by the lead agency to AQMD's Draft EIR comment letter regarding truck trip rates is inadequate. AQMD staff still believes that truck rates and subsequent health risks are underestimated and additional justification is presented in the attached comments to encourage the lead agency to revisit the air quality analysis. In addition, several parameters used in the HRA modeling are not based on realistic conditions and result in an underestimate of health risks. Based on a preliminary re-analysis by AQMD staff, health risks appear to be significant and undisclosed in the Final EIR. Given the close proximity of sensitive receptors, including an adjacent daycare center and senior housing, AQMD staff recommends that the lead agency consider additional mitigation measures to ensure that trucking emissions do not impose a significant impact on the surrounding neighborhood. The lead agency is reminded that at the December 1, 2010 Planning Commission meeting a Final EIR for another business park project (the Mira Loma Commerce Center) was not approved and the project proponent was asked to consider implementing a cleaner truck fleet. AQMD staff recommends that at a minimum, the standards requested by the Planning Commission for that project be considered for this project.

If you have any questions regarding these comments or other air quality concerns, don't hesitate to contact me at (909) 396-3244.

Sincerely,

A handwritten signature in black ink that reads "Ian V. MacMillan".

Ian MacMillan  
Program Supervisor, Inter-Governmental Review  
Planning, Rule Development & Area Sources

Attachments

IM:GM  
RVC101221-03  
Control Number

**Underestimation of Vehicle Trip Rates**

The lead agency stated in its response to AQMD's comment letter that the rate of 3.56 trips per thousand square feet is the most appropriate given that the proposed use for this property is warehousing. The trip rate recommended by AQMD staff was deemed inappropriate for this project as "industrial park[s] . . . are typically characterized in Southern California as small users generally occupying 5,000 to 10,000 square feet, often in multi-tenant buildings." This unreferenced explanation contradicts the definition presented in the *Institute of Transportation Engineers Trip Generation Manual (ITE Manual)* which states that industrial parks "are characterized by a mix of manufacturing, service and warehouse facilities with a wide variation in the proportion of each type of use from one location to another. Many industrial parks contain highly diversified facilities – some with a large number of small businesses and others with one or two dominant industries." Industrial park buildings analyzed in the *ITE Manual* show a wide distribution of building sizes, from approximately 10,000 square feet up to approximately 2,000,000 square feet.

In addition, although no buildings have been proposed as part of this project, example buildings were included in the Health Risk Assessment (HRA) dispersion model that would fit into the proposed parcels. These buildings range from about 6,000 square feet to 16,000 square feet. This size is generally within the range cited by the lead agency as most appropriate for industrial park use. AQMD staff recommends that the lead agency provide further substantial evidence for the use of a lower trip rate for the project, or that it provide a condition that limits the number of daily trips to that analyzed in the Final EIR. Without providing the trip limit or a re-analysis of project impacts, the lead agency has not demonstrated that it has evaluated a reasonable worst case scenario for air quality impacts.

**Underestimation of Heavy Duty Diesel Truck Trip Rates**

As 4+ axle, or Heavy Duty Diesel Trucks (HHDT) have the highest emissions of any onroad vehicle type, they often are the primary health risk drivers for industrial projects like the one proposed. AQMD staff is therefore concerned that the HHDT trip rate used in the Final EIR is underestimated. The lead agency states that 6.9% of all trucks will be HHDT, however this ad-hoc rate does not coincide with the rate of 10.0% recommended for light warehouse uses or the 39.8% recommended for industrial park uses in the *Fontana Truck Trip Study* referenced in the Final EIR. In addition, in the analysis of regional emissions using the URBEMIS model (which differ from the calculations used in the HRA), only 0.2% of all vehicle trips are considered to be HHDT.

Given that the lead agency is considering allowing warehouse uses on the project site, AQMD staff is concerned that the HHDT trip rate has been underestimated in the air quality analysis. AQMD staff recommends that the lead agency provide substantial evidence that supports such low truck trip rates, or that it revise the analysis to reflect the trip rates recommended in the studies cited by the lead agency.

### **Use of Unrealistic Modeling Parameters**

In the HRA, the lead agency made several assumptions that do not match expected conditions upon project buildout. These include:

1. The Final EIR assumes trucks only travel 60 mph in the vicinity of the site. Actual modeled speed should reflect posted speed limits.
2. The Final EIR only accounts for 60 meters of truck travel in the emission calculations. Truck travel in the dispersion model is approximately 1,750 meters.
3. The emission calculations do not account for any travel on the industrial parcels, only for roadways and onsite truck idling.
4. As indicated on Figure 4.12-7 of the Final EIR, approximately 70% of the truck traffic will exit the site travelling north along Clay Street. The HRA assumed that only 50% of trucks travelled north. This path of travel is adjacent to the daycare and the senior housing facility.

### **Underestimation of Health Risks**

As indicated in our previous letter and in the comments above, AQMD staff is concerned that the lead agency has underestimated the potential health risks posed by the proposed project. Taking into account the factors identified above, and using the lead agency's less-than-conservative assumption that the trip rate for the project will be equivalent to 3.56 trips per thousand square feet, AQMD staff has derived health risk values that more accurately reflect the impacts from the project as shown in the table below.

Exposure Scenario	Cancer Risk* in Table 4.2-8 of the Final EIR	Recalculated Risk*	Significant? (Yes/No) <sup>#</sup>
Residential	7.2	12.8	Yes
Offsite Worker	2.1	37.3	Yes
Daycare	2.2	6.5	No

\* Per million persons

<sup>#</sup>Significance threshold is 10 in one million

The 'Recalculated Risk' reported in the table above would be substantially higher if the recommended trip rate for industrial parks was utilized for this project. Given that the preliminary re-analysis by AQMD staff found a significant risk that was not identified in the Final EIR, the lead agency should revise its analysis to present a realistic worst case scenario of air quality and health risk impacts, and it should adopt feasible mitigation measures that would reduce this risk to a less than significant level (see below).

### **Mitigation Measures - Operations**

Based on information in the Final EIR and on the comments above, the project presents significant air quality impacts, and potentially significant health risk impacts. AQMD staff recommends that the lead agency develop mitigation measures that will reduce these impacts to a less than significant level. The lead agency is reminded that another warehousing project (Mira Loma Commerce Center) was recently delayed so that similar measures could be considered prior to project approval. A list of potential mitigation measures that could be applied to this project is presented below.

**Recommended Mitigation:**

- Require that trucks serving the project use existing technology to reduce exhaust emissions, such as diesel particulate filters (DPF) and selective catalytic reduction (SCR). As an example, other warehousing projects in the area have committed to only allowing 2010 compliant trucks onsite (Banning Business Park), and the Mira Loma Commerce Center is considering requiring half of the truck fleet to meet 2007 standards.
- Require tenants that do not already operate 2007 and newer trucks to apply in good faith for funding to replace/retrofit their trucks, such as Carl Moyer, VIP, Prop 1B, or other similar funds. Should funds be awarded, the tenant should also be required to accept and use them.
- Consider reconfiguring the site to direct northern traffic away from Clay Street and onto Baldwin Road. This would provide less exposure to the existing preschool child care center to the north and the senior village directly east of the proposed project. Moving the main entry to the site to the west will reduce exposure to the sensitive receptors to the east. As winds predominantly come from the west, residences close to the western entrance to the south and west of the site may not experience the same high exposures as the daycare and senior housing.
- In order to reduce the amount of potential heavy duty truck traffic, place a condition that would require some or all buildings to accept only medium duty or smaller sized trucks.
- Place signage onsite reminding drivers that idling of diesel vehicles is limited to 5 minutes.

**Feasibility of Requiring a Cleaner Truck Fleet**

In the response to AQMD staff's comment letter on the Draft EIR, the lead agency states that it is infeasible to impose restrictions on the truck fleet because trucks are regulated by state and federal authorities. This rationale is not supported by the action of other lead agencies in the area, including the Ports of Los Angeles and Long Beach, the city of Banning, and the actions taken by this lead agency at its most recent Planning Commission meeting asking the developer to consider restrictions to its truck fleet. AQMD staff encourages the lead agency to reconsider the feasibility determination for this mitigation measure.

**Greenhouse Gas Thresholds**

In the response to AQMD staff's comment letter on the Draft EIR, the lead agency stated that "... in May 2010 the Riverside County Planning Department adopted a new Standard Operating Procedure for Greenhouse Gases and CEQA Compliance. This SOP includes a standard of 7,000 MTCO<sub>2e</sub> per year as the criteria for significance for industrial projects. The 7,000 MTCO<sub>2e</sub> standard only applies to operational emissions, exclusive of transportation (outside of those included in the amortized construction values) and exclusive of landfill emissions." This threshold varies from the threshold adopted by AQMD for industrial projects. AQMD staff therefore asks that the lead agency provide additional information about this standard, including whether it complies with CEQA Guidelines §15064.7(b). In addition, as truck emissions are the dominant

source of GHG emissions from warehousing operations, substantial evidence justifying the omission of mobile source emissions from consideration should be provided.