



South Coast Air Quality Management District

21865 Copley Drive, Diamond Bar, CA 91765-4182
(909) 396-2000 • www.aqmd.gov

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rmachott@lake-elsinore.org

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Mr. Richard J. MacHott
Community Development Department
Planning Division
130 South Main Street
Lake Elsinore, CA 92530

**Review of the Draft Program Environmental Impact Report (Draft PEIR)
for the Proposed Lake Elsinore General Plan Update, Annexation No. 81,
Downtown Master Plan, Housing Element and Climate Action Plan Project**

The South Coast Air Quality Management District (AQMD) appreciates the opportunity to comment on the above-mentioned document including with an extended review period. The following comments are meant as guidance for the lead agency and should be incorporated into the final Program Environmental Impact Report (final PEIR) as appropriate.

The AQMD staff is concerned about the potential health risk impacts to residents located adjacent to the proposed project's limited industrial land use designation. Specifically, the AQMD staff is concerned that toxic air pollutants typically emitted by industrial sources could adversely impact the sensitive land uses that surround the proposed industrial land uses identified in figure 2.0-8 of the draft PEIR. Therefore, the lead agency should include conditions in the final PEIR that require health risk impacts to residents be evaluated and mitigated to a less than significant impact for any sensitive land uses within 1,000 feet of the aforementioned industrial uses. Also, the AQMD staff is concerned about the effectiveness of the proposed plan's greenhouse gas (GHG) emissions reductions measures and the plan's consistency with AQMD's adopted and draft GHG thresholds and regional efforts to reduce GHG emissions. Further, AQMD staff recommends that pursuant to Section 15126.4 of the California Environmental Quality Act (CEQA) Guidelines additional mitigation measures be considered to minimize the project's significant air quality impacts. Details regarding these comments are attached to this letter.

Pursuant to Public Resources Code Section 21092.5, AQMD staff requests that the lead agency provide the AQMD with written responses to all comments contained herein prior to the adoption of the final EIR. Further, staff is available to work with the lead agency to address these issues and any other questions that may arise. Please contact Dan Garcia, Air Quality Specialist CEQA Section, at (909) 396-3304, if you have any questions regarding the enclosed comments.

Sincerely,



Ian MacMillan

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

Attachment

IM:DG

RVC110907-02
Control Number

Potential Health Risk Impacts to Sensitive Land Uses

1. Based on the lead agency's discussion on pages 3.6-31 and 3.6-34 of the draft PEIR the proposed project would include an increase in the city's source's of toxic air contaminant (TACs) and could result in exposure of sensitive land uses (i.e., residences) to these potentially significant levels of TACs. As a result, the AQMD staff is concerned about the potential future health risk impacts to residents from the proposed project. For example, in figure 2.0-8 (Business District Land Use Plan) the lead agency indicates that additional industrial uses will be located adjacent to existing and future residential uses south of the I-15 Freeway. Given, the potential health risk impacts associated with emissions from industrial sources the AQMD staff recommends that the lead agency ensures insignificant health risk impacts to residents and, at a minimum, follow the guidelines¹ specified by CARB for any new project built within the general plan boundaries. For any project that places sensitive receptors within 1,000 feet of an industrial source, or 500 feet of a freeway, the lead agency should conduct a health risk assessment (HRA) to determine if the impacts are significant. If the impacts are significant, then mitigation measures should be employed to reduce these impacts to a less than significant level.

Mitigation Measures for Construction Air Quality Impacts

2. Given that the lead agency concluded that the proposed project will have significant construction related air quality impacts the AQMD staff recommends that the lead agency provide additional mitigation pursuant to CEQA Guidelines §15126.4. Specifically, the lead agency should minimize or eliminate significant adverse air quality impacts by adding all feasible mitigation measures provided below.
 - Provide temporary traffic controls such as a flag person, during all phases of construction to maintain smooth traffic flow,
 - Provide dedicated turn lanes for movement of construction trucks and equipment on- and off-site,
 - Reroute construction trucks away from congested streets or sensitive receptor areas,
 - Appoint a construction relations officer to act as a community liaison concerning on-site construction activity including resolution of issues related to PM10 generation,
 - Improve traffic flow by signal synchronization, and ensure that all vehicles and equipment will be properly tuned and maintained according to manufacturers' specifications,
 - Use coatings and solvents with a VOC content lower than that required under AQMD Rule 1113,
 - Construct or build with materials that do not require painting,
 - Require the use of pre-painted construction materials,

¹ California Air Resources Board. April 2005. "Air Quality and Land Use Handbook: A Community Health Perspective." Accessed at: <http://www.arb.ca.gov/ch/landuse.htm>

- Require the use of 2010 and newer diesel haul trucks (e.g., material delivery trucks and soil import/export) and if the lead agency determines that 2010 model year or newer diesel trucks cannot be obtained the lead agency shall use trucks that meet EPA 2007 model year NOx emissions requirements,
- During project construction, all internal combustion engines/construction equipment operating on the project site shall meet EPA-Certified Tier 2 emissions standards, or higher according to the following:
 - ✓ Project Start, to December 31, 2011: All offroad diesel-powered construction equipment greater than 50 hp shall meet Tier 2 offroad emissions standards. In addition, all construction equipment shall be outfitted with the BACT devices certified by CARB. Any emissions control device used by the contractor shall achieve emissions reductions that are no less than what could be achieved by a Level 2 or Level 3 diesel emissions control strategy for a similarly sized engine as defined by CARB regulations.
 - ✓ January 1, 2012, to December 31, 2014: All offroad diesel-powered construction equipment greater than 50 hp shall meet Tier 3 offroad emissions standards. In addition, all construction equipment shall be outfitted with BACT devices certified by CARB. Any emissions control device used by the contractor shall achieve emissions reductions that are no less than what could be achieved by a Level 3 diesel emissions control strategy for a similarly sized engine as defined by CARB regulations.
 - ✓ Post-January 1, 2015: All offroad diesel-powered construction equipment greater than 50 hp shall meet the Tier 4 emission standards, where available. In addition, all construction equipment shall be outfitted with BACT devices certified by CARB. Any emissions control device used by the contractor shall achieve emissions reductions that are no less than what could be achieved by a Level 3 diesel emissions control strategy for a similarly sized engine as defined by CARB regulations.
 - ✓ A copy of each unit's certified tier specification, BACT documentation, and CARB or SCAQMD operating permit shall be provided at the time of mobilization of each applicable unit of equipment.
 - ✓ Encourage construction contractors to apply for AQMD "SOON" funds. Incentives could be provided for those construction contractors who apply for AQMD "SOON" funds. The "SOON" program provides funds to accelerate clean up of off-road diesel vehicles, such as heavy duty construction equipment. More information on this program can be found at the following website: <http://www.aqmd.gov/tao/Implementation/SOONProgram.htm>

For additional measures to reduce off-road construction equipment, refer to the mitigation measure tables located at the following website:

www.aqmd.gov/ceqa/handbook/mitigation/MM_intro.html.

Mitigation Measures for Operational Air Quality Impacts

3. The lead agency's operational air quality analysis demonstrates significant air quality impacts from all criteria pollutant emissions including NO_x, SO_x, CO, VOC, PM₁₀ and PM_{2.5} emissions. These impacts are primarily from mobile source emissions related to vehicle trips associated with the proposed project. However, the lead agency fails to adequately address this large source of emissions. Specifically, the lead agency does not require any mitigation measures in the draft PEIR and only states that the individual projects will be subject to a list of nominal goals and policies in the city's general plan that pertain to air quality. Therefore, the lead agency should reduce the project's significant air quality impacts by reviewing and incorporating transportation mitigation measures from the greenhouse gas quantification report² published by the California Air Pollution Control Officer's Association in the final PEIR.

Climate Action Plan and GHG Emissions Reductions

4. In the draft EIR the lead agency chose the Bay Area Air Quality Management District's GHG emissions significance threshold of 6.6 MT CO₂e/SP for the project's emissions reduction target. Based on the emissions inventory analysis the proposed project could meet the target with the implementation of the climate change measures identified in Tables 3.7-8 and 3.7-9 of the draft EIR. However, the lead agency did not provide a technical analysis that explicitly demonstrates the nexus between the measures in Tables 3.7-8 and 3.7-9 and the emissions reductions anticipated of over 1.3 MMT/CO₂e by 2030. Specifically, the lead agency provides simplified tables in the draft EIR that summarize the project's GHG emissions and GHG emissions reductions resulting from measures that are committed to in the Climate Action Plan (CAP), however, neither these summary tables nor the CAP provide the technical emissions calculations (i.e., methodology, baseline emissions assumptions, assumed effectiveness of each measure, etc) to substantiate the lead agency's GHG significance determination. Absent a technical analysis that demonstrates equivalence between the CAP's GHG reduction measures and GHG emissions reductions (e.g., assumptions for each measure) the effectiveness of the measures provided in climate action plan remains unclear. Further, the AQMD staff is unsure about the assumed effectiveness of some of the GHG reduction measures in the CAP. For example, Measure T-5.1 (Hybrid and Fuel-Efficient Vehicle) is a voluntary and incentive based measure that the lead agency assumes will provide over 53,000 MT/CO₂e emissions reductions by 2030, however, the lead agency does not indicate how it will enforce this measure given its limited authority to require the use of vehicle incentives.

Also, to ensure that projects subject to the GHG Reduction Plan provide quantifiable "real" emissions reductions the AQMD staff recommends that the lead agency

² California Air Pollution Control Officer's Association. August 2010. Quantifying Greenhouse Gas Mitigation Measures. Accessed at: <http://www.capcoa.org/wp-content/uploads/2010/11/CAPCOA-Quantification-Report-9-14-Final.pdf>

provide all necessary metrics (e.g., density and mix of existing land uses and associated emissions profile) to be used in establishing the project's baseline emissions based on existing conditions. These metrics should be clearly defined for determining a project's GHG impacts. By providing the proper metrics for future emissions calculations the lead agency will ensure that all future projects tiering off of this plan will establish an equitable baseline. In addition to these revisions the AQMD staff is concerned about the proposed plan's consistency with the AQMD's adopted and draft GHG CEQA significance threshold's and regional efforts (e.g., SCAG's regional GHG emissions reduction targets of 8% by 2020 and 13% by 2030) to reduce GHG emissions. Therefore, the AQMD staff requests that the lead agency demonstrate how the proposed project will be consistent with regional efforts to reduce GHG emissions.