

SOUTH COAST AIR QUALITY MANAGEMENT DISTRICT

Preliminary Draft Staff Report Proposed Amended Rule 1111 – Reduction of NO_x Emissions from Natural-Gas-Fired, Fan-Type Central Furnaces

October 2025

Deputy Executive Officer

Planning, Rule Development, and Implementation
Sarah Rees, Ph.D.

Assistant Deputy Executive Officer

Planning, Rule Development, and Implementation
Michael Krause

Planning and Rules Manager

Planning, Rule Development, and Implementation
Heather Farr

Author:	Peter Campbell – Air Quality Specialist
Contributors:	Emily Yen –Air Quality Specialist Jen Vinh – Air Quality Specialist Sina Taghvaei, Ph.D. – Air Quality Specialist Farzaneh Khalaj, Ph.D. – Air Quality Specialist Valerie Rivera – Assistant Air Quality Specialist
Reviewed by:	Yanrong Zhu – Program Supervisor Kevin Ni –Program Supervisor (CEQA) Tony Tian, Program Supervisor Socio Barbara Radlein–Planning and Rules Manager Mary Reichert – Senior Deputy District Counsel

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WAYNE NASTRI

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EXECUTIVE SUMMARY

Rule 1111 – Reduction of NO_x Emissions from Natural-Gas-Fired, Fan-Type Central Furnaces (Rule 1111) reduces emissions of nitrogen oxides (NO_x) from residential and commercial gas-fired fan-type space heating furnaces with a rated heat input capacity of less than 175,000 British thermal units (Btu) per hour or, for combination heating and cooling units, with a cooling rate of less than 65,000 Btu per hour.

Rule 1111 was adopted by the South Coast Air Quality Management District (South Coast AQMD) Governing Board in December 1978. This rule was amended several times, most recently in 2023. The key changes over the years include lowering the NO_x emission limit from 40 to 14 nanograms per Joule (ng/J) in 2009 and providing more time to comply through a mitigation fee alternate compliance option in recent amendments. All furnaces subject to the rule, other than mobile home furnaces, already comply with the 14 ng/J NO_x emission limit. For mobile home furnaces, the mitigation fee alternate compliance option expired on September 30, 2025.

Currently none of the furnace manufacturers have developed natural gas-fueled mobile home furnaces that comply with the 14 ng/J NO_x limits. Manufacturers stated that technology transfer could assist the development of 14 ng/J mobile home furnaces, but it would take several years to commercialize new models. This development has not begun due to the low volume of mobile home furnaces sold in the South Coast AQMD, and challenges of meeting additional regulations. Other options such as weatherized furnaces, electric furnaces, and heat pumps are commercially available; however, those options have very limited market adoption for mobile homes.

Staff is proposing to extend the mitigation fee alternate compliance option for mobile home furnaces by three years. Manufacturers would continue to be allowed to comply by paying the mitigation fee for 40 ng/J NO_x units with recordkeeping and reporting requirements until September 30, 2028. The fee amount is not being proposed to change.

Proposed Amended Rule 1111 (PAR 1111) will affect the manufacturers, distributors, retailers, resellers, and installers of mobile home furnaces. Based on the mitigation fee alternate compliance reports submitted by manufacturers, about 2,000 mobile home furnaces are sold in the South Coast AQMD each year. Staff estimates PAR 1111 will delay NO_x emissions reduction by 0.008 tons per day (tpd). The public process for PAR 1111 consisted of a public workshop on November 5, 2025.

CHAPTER 1: BACKGROUND

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The purpose of Rule 1111 is to reduce NO_x emissions from residential and commercial gas-fired fan-type space heating furnaces with a rated heat input capacity of less than 175,000 Btu per hour or, for combination heating and cooling units, with a cooling rate of less than 65,000 Btu per hour. The rule applies to manufacturers, distributors, and installers of such furnaces and requires manufacturers to certify that each furnace model offered for sale in the South Coast AQMD complies with the emission limit using the test methods approved by the South Coast AQMD and U.S. EPA. In lieu of meeting the lower emission limit, Rule 1111 includes an alternate compliance option that allows manufacturers to pay a per-unit mitigation fee for four or more years past the applicable compliance date, depending on the furnace type, which includes non-condensing, condensing, weatherized, and mobile home furnaces. Most single-family homes, many multi-unit residences, and some light commercial buildings in the South Coast AQMD use space heating equipment subject to Rule 1111.

REGULATORY HISTORY

Rule 1111 was adopted by the South Coast AQMD Governing Board in December 1978. The original rule required residential and commercial space heating furnaces to meet a NO_x emission limit of 40 ng/J of heat output, which is equivalent to a concentration of 61 parts per million (ppm) at a reference level of 3 percent oxygen and 80 percent Annual Fuel Utilization Efficiency (AFUE), beginning January 1, 1984.

New Lower NO_x Emission Limit of 14 ng/J Established

Rule 1111 was amended in November 2009 to implement the 2007 AQMP Control Measure CMB-03. The 2009 amendment established a new lower NO_x emission limit of 14 ng/J (equivalent to 22 ppm at a reference level of 3 percent oxygen and 80 percent AFUE) and required the three major categories of residential furnaces – condensing (high efficiency), non-condensing (standard), and weatherized furnaces to meet the new limit by October 1, 2014, October 1, 2015, and October 1, 2016, respectively. Furthermore, new mobile home heating units, which were unregulated prior to the 2009 amendment, were required to meet a NO_x limit of 40 ng/J by October 1, 2012, and 14 ng/J by October 1, 2018. To facilitate the depletion of existing inventories and to ensure a smooth transition to the new limits, Rule 1111 also provided a temporary 10-month exemption (e.g., a sell-through period) for units manufactured and delivered into the South Coast AQMD prior to the compliance date.

Mitigation Fee to Delay Compliance Deadline for 14 ng/J Furnaces

Rule 1111 was amended in September 2014 to delay the compliance date for condensing furnaces and to provide an alternate compliance option. The alternate compliance option allowed original equipment manufacturers (OEM) to pay a per-unit mitigation fee of \$200 for each condensing furnace and \$150 for each other type of furnace distributed or sold in South Coast AQMD, in lieu of meeting the 14 ng/J NO_x emission limit. The mitigation fee end date was based on the furnace type, which phased in the NO_x limit of 14 ng/J over the period from April 1, 2018, to October 1, 2021.

Extension and Increase of the Mitigation Fee

Rule 1111 was again amended in March 2018 because of the lack of commercially available 14 ng/J furnaces in early 2018. The amendment increased the mitigation fee in two phases to a range of \$300 to \$450, depending on the furnace type and heat input capacity, and extended the

mitigation fee compliance option by one and a half years for condensing furnaces, and one year for non-condensing and weatherized furnaces. Rule 1111 was also amended to provide an exemption from the mitigation fee increase for units encumbered in a contractual agreement by OEMs and distributors for new construction, if contracts were signed prior to January 1, 2018, and included provisions to address propane conversion kits for propane-fired only furnaces.

Clean Air Furnace Rebate Program

In March 2018, the South Coast AQMD developed a rebate program for consumers who purchased and installed future compliant 14 ng/J furnaces in the South Coast AQMD. The purpose of the rebate program was to help commercialize future compliant furnaces and incentivize consumers to purchase and install them. On May 4, 2018, the South Coast AQMD executed the contract with Electric & Gas Industries Association (EGIA) to administer the Clean Air Furnace Rebate Program. On June 28, 2018, the rebate website was launched. The South Coast AQMD Governing Board initially approved funding of \$3 million for the furnace rebate program, specifying a \$500 rebate for each compliant furnace. In September 2020, the Board approved additional funding of \$3.5 million, modifying the program to specify a \$500 rebate for up to 600 compliant weatherized furnaces, a \$500 rebate for up to 200 high-altitude compliant condensing or non-condensing furnace installations, and a \$1,500 rebate for each all-electric heat pump for central ducted space heating. Rebates for weatherized and high-altitude condensing and non-condensing furnaces ended on September 30, 2021, when remaining funds for those categories were reallocated for all-electric heat pump systems. Rebates for all-electric heat pump systems concluded in April of 2023 when funds were exhausted. The Clean Air Furnace Rebate Program incentivized the installation of over 2,400 heat pump installations, with 25 percent of funds allocated to low income and disadvantaged communities.

High-Altitude Furnaces Temporary Exemption and Extension

Rule 1111 was amended in December 2019 to include a temporary exemption from the 14 ng/J NOx emission limit for condensing and non-condensing natural gas furnaces installed at elevations greater than or equal to 4,200 feet above sea level until September 30, 2020. During this interim exemption period, condensing and non-condensing furnaces installed in high-altitude areas were still required to meet the 40 ng/J NOx emission limit. Rule 1111 was again amended in September 2020 to extend this exemption for one year, until September 30, 2021.

Further Extension of the Mitigation Fee Option for Weatherized Furnaces

The September 2020 Rule 1111 amendment also extended the mitigation fee compliance option by one year for weatherized furnaces, until September 30, 2021. As for high-altitude furnaces, the extension was to address the adverse impact of the COVID-19 pandemic on their development and commercialization.

Further Extension of the Mitigation Fee Option for High Altitude and Mobile Home Furnaces

The October 2021 Rule 1111 amendment further extended the mobile home furnace mitigation fee alternate compliance option by two years, until September 30, 2023. High-altitude furnaces were allowed to be installed until September 30, 2022. An exemption for downflow furnaces rated less than 175,000 Btu and condensing and non-condensing furnaces greater than 100,000 Btu replacing existing furnaces was provided, effective April 1, 2022.

Further Extension of the Mitigation Fee Option for Mobile Home Furnaces

The most recent Rule 1111 amendment in September 2023 further extended the mobile home furnace mitigation fee compliance option by two years, until September 30, 2025. Staff then began work on an amendment which would require zero emissions where feasible, in accordance with the 2022 Air Quality Management Plan control measure R-CMB-02.

Failure to Establish Zero-NOx Emission Standards with Manufacturer Alternative Compliance Option

In the third quarter of 2023, staff initiated the development of PAR 1111, implementing 2022 AQMP Control Measure R-CMB-02. That version of PAR 1111 would have established zero-NOx emission limits and provide a manufacturer alternate compliance option with targets for the sale of both NOx-emitting and zero emission units. As part of that amendment, staff proposed an exemption from zero-NOx emission limits for units installed or used in existing mobile homes or any mobile homes located in master-metered mobile home parks. In addition, staff proposed to continue the mobile home mitigation fee alternate compliance option with no expiration date. At the Public Hearing on June 6, 2025, the Governing Board voted to reject the amendment, maintaining the current rule language with the mobile home furnace mitigation fee expiration date of September 30, 2025.

EQUIPMENT AND PROCESS

Fan-type gas-fired furnaces heat a building by circulating air from inside the building (office, home, apartment, etc.) through the furnace. In a fan-type furnace, air is heated when it passes through a heat exchanger. Combustion gases heat up the inside of the heat exchanger, and air from the building that is moving past the outside of the heat exchanger removes heat from the outside surface. A blower (fan) pulls air through one or more intake ducts and pushes the air past the heat exchanger and through another set of ducts, which direct the heated air to different parts of the building. The heated air circulates through the building before it is again pulled into the intake ducts and re-heated. This process continues until a specific temperature is detected by a thermostat in the building, which then shuts off the furnace. When the temperature at the thermostat goes below a set point, the thermostat sends a signal for the furnace to turn on.

Rule 1111 categorizes furnaces into four types: non-condensing, condensing, weatherized, and mobile home furnaces. Condensing furnaces, also called high-efficiency furnaces, utilize a second heat exchanger to recover the latent heat in the flue gas, achieving 90 to 98 percent fuel efficiency. Non-condensing furnaces only use one heat exchanger, with a typical fuel efficiency of about 80 percent. Weatherized furnaces are designed for installation outside of a building, equipped with a protective jacket and integral venting, and labeled for outdoor installation. A weatherized furnace, often referred to as a package unit, is packaged with an air conditioning condensing unit. A mobile home furnace (also known as manufactured homes) means a furnace designed specifically and solely for installation to heat a mobile home. Most mobile homes are designed to accommodate a smaller furnace, usually in a downflow configuration.¹ A downflow furnace draws the air from the top of the unit down through the combustion unit, usually to ducting below. The U.S. Department of Housing and Urban Development (HUD) regulates manufactured homes, which they defined as a factory-built home built after June 15, 1976. They define a factory-built home built prior to June 15, 1976, as a mobile home. New manufactured home gas furnaces must be approved by

¹ <https://mobilehomeliving.org/mobile-home-furnaces/>

HUD and must include propane kits for compliant split systems to meet HUD requirement for propane compatibility². These requirements generally mean non-mobile home furnaces cannot be used in a mobile home without retrofits.

REQUIREMENTS AND TESTS FOR NEW TECHNOLOGY

Gas furnaces in the United States must meet the ANSI Z21.47/CSA 2.3 standard referred as CSA certification, mainly to ensure safety. To be sold and installed in the South Coast AQMD's jurisdiction, they must also be certified by the South Coast AQMD for Rule 1111 NOx emission limit compliance by specific test methods approved by the South Coast AQMD and U.S. EPA. OEMs could also be subject to other regulations, such as ANSI/ASHRAE/IES 90.1-2013, Energy Standard for Buildings Except Low-Rise Residential building required by the U.S. Department of Energy (DOE), and Air-Conditioning, Heating, and Refrigeration Institute (AHRI) certification program for verification test of output heating capacity and annual fuel utilization efficiency. For furnace installation, manufacturers provide extensive training programs and instruction material for the contractors and installers.

AFFECTED INDUSTRIES

Proposed Amended Rule 1111 (PAR 1111) affects manufacturers (NAICS 333), distributors and wholesalers (NAICS 423), and retailers and dealers (NAICS 444) of residential furnaces. PAR 1111 also affects construction and building contractors and installers (NAICS 238 and 811) because heating units regulated by the rule are used in most residential and many commercial settings for heating small buildings. AHRI, the major manufacturer's trade organization, indicates there are no manufacturers of fan-type gas-fired residential furnaces in the South Coast AQMD. However, these companies do maintain regional sales offices and distribution centers in the South Coast AQMD and there are manufacturers of other types of heating furnaces in the South Coast AQMD.

NEED FOR PROPOSED AMENDMENTS

Staff has been regularly reaching out to manufacturers for their progress on developing and commercializing compliant mobile home furnaces.

In the South Coast AQMD residential space heating market, about 2,000 mobile home furnaces are currently supplied each year by three manufacturers, based on the mitigation fee alternate compliance reports submitted by manufacturers. Mobile home furnaces are specifically and solely for installation to heat mobile homes. A mobile home furnace may be a split system, in which the furnace and air conditioner are separated as indoor and outdoor units, respectively. It can also be a weatherized system, in which the furnace and air conditioner are packaged and installed as one outdoor system.

The mitigation fee period for mobile home furnaces ended on September 30, 2025, after which the 14 ng/J NOx limit has become applicable. Currently, none of the three mobile home manufacturers have developed mobile home furnaces that meet the upcoming 14 ng/J NOx emission limit as required by the rule. While some zero-emission technologies are currently available, the market adoption is very limited for existing mobile homes. Further, zero-emission technologies may not be feasible for mobile homes located in master metered parks where the electricity supply to each mobile home is limited. While there has been progress with new mobile homes being developed with zero-emission space- and water-heating capabilities, there are challenges for existing mobile

² CFR Title 24 Part 3280, incorporating ANSI Z21.47-1990, <https://www.ecfr.gov/current/title-24/subtitle-B/chapter-XX/part-3280>

homes. Time is needed for the manufacturers to develop, test, and implement compliant 14 ng/J units for mobile homes; therefore, staff is proposing to amend the rule to provide manufacturers additional time to comply with the NO_x limits.

PUBLIC PROCESS

Staff discussed the alternate mitigation fee option for mobile homes with manufacturers, distributors, installers, and environmental groups and scheduled a Public Workshop for November 5, 2025.

CHAPTER 2: SUMMARY OF PROPOSALS

INTRODUCTION

PROPOSED AMENDED RULE 1111

INTRODUCTION

Staff has been closely monitoring the progress of development and commercialization of future compliant mobile home furnaces; however, based on the implementation status, staff is proposing to extend the compliance date for mobile home furnaces by three years.

PROPOSED AMENDED RULE 1111

Rule 1111 Requirements

Extending the mitigation fee alternate compliance option for mobile home furnaces until September 30, 2025

PAR 1111 proposes to extend the mitigation fee period for mobile home furnaces from September 30, 2025 to September 30, 2028, which is included in Table 2 in PAR 1111 and shown below as Table 1. This proposal does not change the requirements for the mitigation fee or the recordkeeping and reporting requirements.

Table 1 – Alternate Compliance Plan with the Phase One and Phase Two Mitigation Fee Schedules

Furnace		Phase One Mitigation Fee		Phase Two Mitigation Fee		Phase Two Mitigation Fee Option End Date
Size Range	Furnace Category	Phase One Mitigation Fee Start Date	Phase One Mitigation Fee (\$/Unit)	Phase Two Mitigation Fee Start Date	Phase Two Mitigation Fee (\$/Unit)	
≤ 60,000 Btu/hr	Condensing	May 1, 2018	\$275	October 1, 2018	\$350	September 30, 2019
	Non-condensing	October 1, 2018	\$225	April 1, 2019	\$300	September 30, 2019
	Weatherized	October 1, 2018	\$225	April 1, 2019	\$300	September 30, 2021
	Mobile Home	October 1, 2018	\$150	April 1, 2019	\$150	September 30, 2025 <u>2028</u>
> 60,000 Btu/hr and ≤ 90,000 Btu/hr	Condensing	May 1, 2018	\$300	October 1, 2018	\$400	September 30, 2019
	Non-condensing	October 1, 2018	\$250	April 1, 2019	\$350	September 30, 2019
	Weatherized	October 1, 2018	\$250	April 1, 2019	\$350	September 30, 2021
	Mobile Home	October 1, 2018	\$150	April 1, 2019	\$150	September 30, 2025 <u>2028</u>

Furnace		Phase One Mitigation Fee		Phase Two Mitigation Fee		Phase Two Mitigation Fee Option End Date
Size Range	Furnace Category	Phase One Mitigation Fee Start Date	Phase One Mitigation Fee (\$/Unit)	Phase Two Mitigation Fee Start Date	Phase Two Mitigation Fee (\$/Unit)	
> 90,000 Btu/hr	Condensing	May 1, 2018	\$325	October 1, 2018	\$450	September 30, 2019
	Non-condensing	October 1, 2018	\$275	April 1, 2019	\$400	September 30, 2019
	Weatherized	October 1, 2018	\$275	April 1, 2019	\$400	September 30, 2021
	Mobile Home	October 1, 2018	\$150	April 1, 2019	\$150	September 30, 2025 <u>2028</u>

CHAPTER 3: IMPACT ASSESSMENT

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SOCIOECONOMIC IMPACT ASSESSMENT

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Rule 1111 reduces emissions of NO_x from residential and commercial gas-fired fan-type space heating furnaces, and is applicable to manufacturers, distributors, and installers of applicable furnaces. The proposed rule amendment does not seek further emission reductions; but proposes to extend the mitigation fee period for mobile home furnaces, which will delay some emission reductions.

EMISSION IMPACTS

Based on the 2022 AQMP emission inventory for fuel consumption, the annual average NO_x emissions from residential heating using natural gas were 11.67 tons per day (tpd) in 2018. Staff estimates that there are about four million residential type heating furnaces in the South Coast AQMD. Based on a furnace life of 25 years, a typical furnace emits approximately one and a half to two pounds of NO_x per year. The emission rate reduction from 40 ng/J to 14 ng/J results in more than one pound per year of NO_x emission reductions for each furnace.

Total mobile home furnace annual sales are estimated at 2,000 units in the South Coast AQMD. A three-year delay in compliance would result in an estimated 0.008 tpd of delayed emission reduction [calculated as: $(3 \times 2,000 \times 1.0)/(2,000 \times 365)$].

COST-EFFECTIVENESS

A cost effectiveness analysis is not required for PAR 1111 as the proposed amendment does not impose additional requirements on manufacturers, distributors, wholesalers, retailers, and dealers of residential furnaces.

CALIFORNIA ENVIRONMENTAL QUALITY ACT (CEQA)

Pursuant to the California Environmental Quality Act (CEQA) and South Coast AQMD's certified regulatory program (Public Resources Code Section 21080.5 and CEQA Guidelines Section 15251(l); codified in South Coast AQMD Rule 110), the South Coast AQMD, as lead agency, is currently reviewing the proposed project (PAR 1111) to determine if it will result in any potential adverse environmental impacts. Appropriate CEQA documentation will be prepared based on the analysis.

SOCIOECONOMIC IMPACT ASSESSMENT

A socioeconomic impact assessment is not required by Health and Safety Code Sections 40440.8 and 40728.5 and no adverse socioeconomic impacts are expected because the proposed amendments to Rule 1111 will not significantly affect air quality or emission limitations.

DRAFT FINDINGS UNDER HEALTH AND SAFETY CODE SECTION 40727

Health and Safety Code Section 40727 requires that prior to adopting, amending, or repealing a rule or regulation, the South Coast AQMD Governing Board shall make findings of necessity, authority, clarity, consistency, non-duplication, and reference based on relevant information presented at the public hearing and in the staff report. To determine compliance with Health and Safety Code Section 40727, Health and Safety Code Section 40727.2 requires a written analysis comparing the proposed amended rule with existing regulations, if the rule meets certain requirements.

The following provides the draft findings.

Necessity: A need exists to amend Rule 1111 to extend the mitigation fee alternate compliance option for mobile home furnaces.

Authority: The South Coast AQMD obtains its authority to adopt, amend, or repeal rules and regulations from Health and Safety Code Sections 39002, 40000, 40001, 40440, 40702, 40725 through 40728, 41508, and 41700.

Clarity: PAR 1111 has been written or displayed so that its meaning can be easily understood by the persons affected by the rule.

Consistency: PAR 1111 is in harmony with, and not in conflict with or contradictory to, existing federal or state statutes, court decisions, or federal regulations.

Non-Duplication: PAR 1111 does not impose the same requirement as any existing state or federal regulation and is necessary and proper to execute the powers and duties granted to, and imposed upon, the South Coast AQMD.

Reference: In amending this rule, the South Coast AQMD hereby implements, interprets, or makes specific reference to the following statutes: Health and Safety Code Sections 39002, 40001, 40702, 40440(a), and 40725 through 40728.5.

INCREMENTAL COST-EFFECTIVENESS

Health and Safety Code Section 40920.6 requires an incremental cost-effectiveness analysis for Best Available Retrofit Control Technology (BARCT) rules or emission reduction strategies when there is more than one control option that would achieve the emission reduction objective of the proposed amendments, relative to ozone, carbon monoxide, sulfur oxides, NOx, and their precursors. The proposed amendment does not include new BARCT requirements; therefore, this provision does not apply to the proposed amendment.

COMPARATIVE ANALYSIS

Health and Safety Code Section 40727.2(g) which requires a comparative analysis is applicable when a proposed amended rule or regulations imposes, or has the potential to impose, a new emissions limit or standard, or increased monitoring, recordkeeping, or reporting requirements. In this case for PAR 1111, a comparative analysis is not required because the amendments do not impose such requirements.