

California
Air Resources Board

PUBLIC MEETING AGENDA

April 28th, 2005
1:00 p.m (05-4-1)
6:00 p.m. (05-4-2)

**Agenda Items to be heard;
05-4-1, 05-4-2**

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LOCATION:

Air Resources Board
Auditorium
9530 Telstar Avenue
El Monte, California 91731

PUBLIC MEETING AGENDA

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April 28, 2005

1:00 P.M.

05-4-1 Public Hearing to Consider Amendments to the Regulation for the State Ambient Air Quality Standard for Ozone

Staff of the ARB is proposing amendments to the State ambient air quality standard for ozone. The proposed amendments, which establish levels of ambient ozone considered safe, are based on a joint ARB/OEHHA review of the scientific literature on ozone. The staff report and the recommendations it contains were peer-reviewed and approved by the Air Quality Advisory Committee. Staff is proposing that the Board retain the current 1-hour average ozone standard of 0.09 ppm and establish a new eight-hour average ozone standard of 0.070 ppm.

April 28, 2005

6:00 P.M.

05-4-2 Public Meeting to Consider Approval of the Proposed "Air Quality and Land Use Handbook: A Community Health Perspective"

Staff is proposing that the Board approve a proposed guidance document entitled, "Air Quality and Land Use Handbook: A Community Health Perspective." This document was developed to provide technical information to local land use and transportation agencies for considering impacts of local sources of air pollution in the land use decision-making process.

TO SUBMIT WRITTEN COMMENTS ON AN AGENDA ITEM IN ADVANCE OF THE MEETING:

CONTACT THE CLERK OF THE BOARD, 1001 I Street, 23rd Floor, Sacramento, CA 95814

(916) 322-5594

FAX: (916) 322-3928

ARB Homepage: www.arb.ca.gov

To request special accommodation or language needs, please contact the following:

- TTY/TDD/Speech-to-Speech users may dial 7-1-1 for the California Relay Service.
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- Assistance in a language other than English, please go to <http://arb.ca.gov/as/eo/languageaccess.htm> or contact the Air Resources Board Bilingual Coordinator, at (916) 324-5049.

SMOKING IS NOT PERMITTED AT MEETINGS OF THE CALIFORNIA AIR RESOURCES BOARD

OPEN SESSION TO PROVIDE AN OPPORTUNITY FOR MEMBERS OF THE PUBLIC TO ADDRESS THE BOARD ON SUBJECT MATTERS WITHIN THE JURISDICTION OF THE BOARD.

Although no formal Board action may be taken, the Board is allowing an opportunity to interested members of the public to address the Board on items of interest that are within the Board's jurisdiction, but that do not specifically appear on the agenda. Each person will be allowed a maximum of five minutes to ensure that everyone has a chance to speak.

THE AGENDA ITEMS LISTED ABOVE MAY BE CONSIDERED IN A DIFFERENT ORDER AT THE BOARD MEETING.

LOCATION:

Air Resources Board
Auditorium
9530 Telstar Avenue, Annex 4
El Monte, California 91731

PUBLIC MEETING AGENDA

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April 28, 2005

6:00 p.m.

**05-4-2 Public Meeting to Consider Approval of the Proposed
"Air Quality and Land Use Handbook: A Community Health Perspective"**

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State of California
AIR RESOURCES BOARD

NOTICE OF CHANGE OF TIME

**NOTICE OF PUBLIC HEARING TO CONSIDER AMENDMENTS TO REGULATIONS
FOR THE STATE AMBIENT AIR QUALITY STANDARD FOR OZONE**

By notice dated March 1, 2005, and published in the March 11, 2005, California Notice Register, Register 2005, No. 10-Z, the Air Resources Board (the Board or ARB) announced it would conduct a public hearing to consider adoption of amendments to regulations for the state ambient air quality standard for ozone. The hearing was scheduled to start at 9:00 a.m.

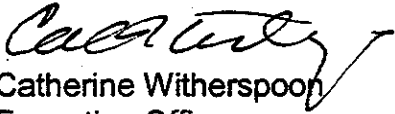
PLEASE BE ADVISED that the start time of the meeting of the California Air Resources Board **has changed** as follows:

DATE: April 28, 2005

TIME: 1:00 p.m.

PLACE: California Environmental Protection Agency
Air Resources Board
Auditorium
9530 Telstar Avenue
El Monte, CA 91731

If you have a disability-related accommodation need, please go to <http://www.arb.ca.gov/html/ada/ada.htm> for assistance or contact the ADA Coordinator at (916) 323-4916. If you are a person who needs assistance in a language other than English, please contact the Bilingual Coordinator at (916) 324-5049. TTY/TDD/Speech-to-Speech users may dial 7-1-1 for the California Relay Service.


Catherine Witherspoon
Executive Officer

Date: March 23, 2005

TITLE 17. CALIFORNIA AIR RESOURCES BOARD

NOTICE OF PUBLIC HEARING TO CONSIDER AMENDMENTS TO REGULATIONS FOR THE STATE AMBIENT AIR QUALITY STANDARD FOR OZONE

The Air Resources Board (the Board or ARB) will conduct a public hearing at the time and place noted below to consider adoption of amendments to regulations for the state ambient air quality standard for ozone.

DATE: April 28, 2005

TIME: 9:00 a.m.

PLACE: California Environmental Protection Agency
Air Resources Board
Auditorium
9530 Telstar Avenue
El Monte, CA 91731

This item will be considered at a two-day meeting of the Board, which will commence at 9:00 a.m., April 28, 2005, and may continue at 8:30 a.m., April 29, 2005. This item may not be considered until April 29, 2005. Please consult the agenda for the meeting, which will be available at least 10 days before April 28, 2005, to determine the day on which this item will be considered.

If you have a disability-related accommodation need, please go to <http://www.arb.ca.gov/html/ada/ada.htm> for assistance or contact the ADA Coordinator at (916) 323-4916. If you are a person who needs assistance in a language other than English, please contact the Bilingual Coordinator at (916) 324-5049. TTY/TDD/Speech-to-Speech users may dial 7-1-1 for the California Relay Service.

INFORMATIVE DIGEST OF PROPOSED ACTION AND POLICY STATEMENT OVERVIEW

Sections Affected: Proposed amendments to Title 17, California Code of Regulations (CCR), sections 70100, 70100.1, and 70200. Incorporated by reference: Air Monitoring Quality Assurance Manual, Volume IV: Monitoring Methods for the State Ambient Air Quality Standards.

Background: Section 39606(a)(2) of the Health and Safety Code requires the ARB to adopt ambient air quality standards in consideration of the public health, safety, and welfare, including but not limited to health, illness, irritation to the senses, aesthetic value, visibility interference and the effects of air pollution on the economy. Ambient air quality standards, as defined in section 39014 of the Health and Safety Code, reflect the

relationship between the composition and intensity of air pollution to undesirable effects, and essentially define clean air. Ambient standards relating to health effects, including the ozone standard, are to be based upon the recommendations of the Office of Environmental Health Hazard Assessment (OEHHA). Existing section 70100 of 17 CCR consists of definitions pertaining to ambient air quality standards; existing section 70100.1 references California approved methods, samplers, and instruments for measuring and determining compliance with the standards; and existing section 70200 sets forth the table of standards. The proposed amendments would modify the parts of those sections pertaining to ozone.

Section 39606(d) of the Health and Safety Code (Children's Environmental Health Protection Act (SB25, Escutia; Stats 1999 ch. 731, sec. 53)) required the ARB, in consultation with the OEHHA, to review all California health-based ambient air quality standards to determine if they are adequate to protect public health, including infants and children. At its December 7, 2000 meeting, the Board approved a report, "Adequacy of California Ambient Air Quality Standards: Children's Environmental Health Protection Act" (Adequacy Report), prepared by ARB and OEHHA staffs, which concluded that health effects may occur in infants and children and other potentially susceptible subgroups exposed to several criteria air pollutants at or near levels corresponding to the current standards. "Criteria air pollutants" are defined as air pollutants for which acceptable levels of exposure can be determined and for which ambient air quality standards have been set. The Adequacy Report identified the standard for ozone as having a high priority for further detailed review and possible revision. The current ambient air quality standard for ozone is 0.09 ppm, averaged over 1 hour.

In response to the Adequacy Report's findings and the Board's direction, ARB and OEHHA staffs began an exhaustive review and evaluation of the scientific literature regarding the impacts of ozone air pollution on public health. The body of evidence reviewed demonstrated significant associations between health effects and ozone. The health effects from exposure to 0.12 parts per million (ppm) ozone for one hour, and to 0.08 ppm ozone for 6.6 hours, can be significant and include lung function decrements and symptoms of respiratory irritation such as cough, wheeze, and pain upon deep inspiration, as well as airway hyper-reactivity and inflammation. Furthermore, animal toxicological studies have shown that chronic ozone exposure can induce tissue changes throughout the respiratory tract. Epidemiological studies have shown positive associations between ozone levels and decreased lung function, increased respiratory symptoms, hospitalization for cardiopulmonary causes, emergency room visits for asthma, and premature death. Welfare effects include yield loss in important crops and predicted economic loss to growers and consumers, and also injury and damage to forest trees.

Section 39606(d)(2) of the Health and Safety Code requires that ambient air quality standards be "established at levels that adequately protect the health of the public, including infants and children, with an adequate margin of safety." The staffs' review of the literature determined that there are compelling reasons to be concerned about

significant adverse health effects associated with ozone exposure, that the 1-hour standard alone is not sufficiently protective, and that a multi-hour standard is also needed. Further, aligning the State's ozone measurement methods with federal methods would allow the same ozone measurement data to be acceptable to both state and federal air quality agencies.

A draft Staff Report containing staff's preliminary findings was released to the public on June 21, 2004, titled "Review of California Ambient Air Quality Standard for Ozone". The draft Staff Report, including staff recommendations for establishing a new 8-hour-average standard for ozone, underwent scientific peer review by the Air Quality Advisory Committee (AQAC), an external peer review committee established in accordance with section 57004 of the Health and Safety Code and appointed by the President of the University of California. The AQAC held a public meeting on January 11 and 12, 2005, discussed their review of the draft Staff Report and the draft recommendations, and provided comments for improving the draft Staff Report to the ARB staff. Final AQAC findings were sent on February 24, 2005. The Staff Report was revised in response to comments received from the AQAC and the public. The final Staff Report (Initial Statement of Reasons for the proposed regulatory action), which will be released on March 11, 2005, includes the following staff proposal for revising the state ambient air quality standard for ozone.

Staff Proposal: Based on a review of the scientific evidence on ozone health effects and the recommendations of the OEHHA, ARB staff proposes the following revisions be made to the California ambient air quality standard for ozone:

1. Ozone will continue to be the pollutant addressed by the standard.
2. Ozone 1-hour-average standard – retain the current 1-hour-average standard for ozone at **0.09 ppm, not to be exceeded**.
3. Ozone 8-hour-average standard – establish a new 8-hour-average standard for ozone at **0.070 ppm, not to be exceeded**. Three decimal places are included in order to ensure that the standard will provide an adequate margin of safety.
4. Monitoring Methods – retain the current monitoring method for ozone, which uses the ultraviolet (UV) photometry method, for determining compliance with the state ambient air quality standard for ozone. Incorporate by reference all federally approved UV methods for ozone as California approved methods, samplers, and instruments. This will result in no change in air monitoring practices, but will align state monitoring requirements with federal requirements.

Proposed Changes to Title 17, California Code of Regulations (CCR): To effectuate the above recommendations, ARB staff proposes that the following revisions be made to sections 70100, 70100.1, and 70200.

1. Amend section 70100 (Definitions) by deleting subsection (g) "Oxidant" as not relevant, and by re-alphabetizing the following subsections accordingly.

2. Amend section 70100.1 (Methods, Samplers, and Instruments for Measuring Pollutants) by adding a new subsection (c), "Ozone Methods"; and by incorporating "California Approved Samplers" by reference for PM10, PM2.5, and ozone.
3. Amend section 70200 (Table of Standards) by adding provisions for an 8-hour ozone standard, by updating the description of the relevant effects of exposure, and by specifying the use of "California Approved Samplers".

Once the ARB adopts ambient air quality standards that specify a level for clean air, a second phase of regulatory activity will occur as the ARB and the air pollution control and air quality management districts (Districts) develop, propose, and adopt emission standards and other control measures that will apply to specific source categories of ozone precursors. The adoption of control measures designed to attain the ambient standards is a separate process conducted in accordance with the public notice and comment rulemaking procedures set forth in the Health and Safety Code and other laws. The ARB is not proposing any control requirements at this hearing.

COMPARABLE FEDERAL REGULATIONS

Sections 108 and 109 of the federal Clean Air Act (42 USC section 7401 *et seq.*) govern the establishment, review, and revision of national ambient air quality Standards (NAAQS). Pursuant to these provisions, the federal Environmental Protection Agency (US EPA) promulgated two ambient standards for ozone. For an 8-hour exposure period, the standard is 0.08 ppm; to attain this standard, the 3-year average of the fourth-highest daily maximum 8-hour average ozone concentrations measured at each monitor within an area over each year must not exceed 0.08 ppm. For a 1-hour exposure period, the NAAQS is 0.12 ppm; the NAAQS is attained when the expected number of days per calendar year with maximum hourly average concentrations above 0.12 ppm is less than or equal to 1. However, the US EPA has revoked the 1-hour NAAQS, to be effective June 15, 2005.

Federal methods for measuring ambient concentrations of specified air pollutants have been designated as "reference methods" or "equivalent methods" in accordance with Title 40, Part 53, of the Code of Federal Regulations (40 CFR Part 53), and may be found at the EPA website: <<http://epa.gov/ttn/amtic/files/ambient/criteria/ref804.pdf>>. Staff recommends the adoption of these methods for ozone as the monitoring methods and samplers for California.

Section 39606(d)(2) of the Health and Safety Code specifies that "standards shall be established at levels that adequately protect the health of the public, including infants and children, with an adequate margin of safety." Because federal standards were not established in consideration of this specification, separate state standards may be needed.

AVAILABILITY OF DOCUMENTS AND AGENCY CONTACT PERSONS

The Board staff has prepared a four-volume Staff Report: Initial Statement of Reasons (ISOR) for the proposed regulatory action, which includes a summary of the economic and environmental impacts of the proposal. The report is entitled: Review of the California Ambient Air Quality Standard for Ozone. Volume I contains the executive summary, an overview, the staff recommendations, and Appendix A, which sets forth the full text of the proposed regulatory language, in underline and strikeout format to allow for comparison with the existing regulations. Volume II contains non-health topics, such as chemistry, background levels, emission of precursors, monitoring methods, exposure, and welfare effects of ozone air pollution. These topics provide a context for the health review, which is in Volume III. Volume IV contains the remaining appendices. Copies of Volume I or the complete ISOR may be accessed on the ARB's web site listed below, or may be obtained from the Public Information Office, Air Resources Board, 1001 I Street, Visitors and Environmental Services Center, 1st Floor, Sacramento, CA 95814, (916) 322-2990 at least 45 days prior to the scheduled hearing April 28, 2005.

Upon its completion, the Final Statement of Reasons (FSOR) will be available and copies may be requested from the agency contact persons in this notice, or may be accessed on the ARB's web site listed below.

Inquiries concerning the substance of the proposed regulation may be directed to the designated agency contact persons, Mr. Richard Bode, Chief, Health and Exposure Assessment Branch, (916) 323-8413, or Dr. Linda Smith, Manager, Health and Ecosystems Assessment Section, (916) 327-8225.

Further, the agency representative and designated back-up contact persons to whom nonsubstantive inquiries concerning the proposed administrative action may be directed are Artavia Edwards, Manager, Board Administration & Regulatory Coordination Unit, (916) 322-6070, or Alexa Malik, Regulations Coordinator, (916) 322-4011. The Board has compiled a record for this rulemaking action, which includes all the information upon which the proposal is based. This material is available for inspection upon request to the contact persons.

This notice, the ISOR and all subsequent regulatory documents, including the FSOR, when completed, are available on the ARB Internet site for this rulemaking at www.arb.ca.gov/regact/ozone05/ozone05.htm

COSTS TO PUBLIC AGENCIES AND TO BUSINESSES AND PERSONS AFFECTED

The determinations of the Board's Executive Officer concerning the costs or savings necessarily incurred by public agencies and private persons and businesses in reasonable compliance with the proposed regulations are presented below.

Pursuant to Government Code sections 11346.5(a)(5) and 11346.5(a)(6), the Executive Officer has determined that the proposed regulatory action will not create costs or savings to any state agency or in federal funding to the state, costs or mandate to any local agency or school district whether or not reimbursable by the state pursuant to part 7 (commencing with section 17500), division 4, title 2 of the Government Code, or other nondiscretionary savings to state or local agencies.

In developing this regulatory proposal, the ARB staff evaluated the potential economic impacts on representative private persons or businesses. The ARB is not aware of any cost impacts that a representative private person or business would necessarily incur in reasonable compliance with the proposed action.

The Executive Officer has made an initial determination that the proposed regulatory action will not have a significant statewide adverse economic impact directly affecting businesses, including the ability of California businesses to compete with businesses in other states, or on representative private persons.

In accordance with Government Code section 11346.3, the Executive Officer has determined that the proposed regulatory action will not affect the creation or elimination of jobs within the State of California, the creation of new businesses or elimination of existing businesses within the State of California, or the expansion of businesses currently doing business within the State of California. A detailed assessment of the economic impacts of the proposed regulatory action can be found in the ISOR.

The Executive Officer has also determined, pursuant to title 1, CCR, section 4, that the proposed regulatory action will not affect small businesses because ambient air quality standards simply define clean air (see sections 39606 and 39014 of the Health and Safety Code). Once ambient standards are adopted by the ARB, local air pollution control or air quality management districts and the Board develop rules and regulations to control air emissions from numerous source categories in order to attain the health-based ambient air quality standards. A number of different emission standards and control measures are possible, and each will have its own economic or fiscal impact. These impacts must be evaluated when each control measure is proposed. Any economic or fiscal impacts associated with the imposition of future measures will be considered by the adopting regulatory agency in a public forum when specific measures are proposed.

Before taking final action on the proposed regulatory action, the Board must determine that no reasonable alternative considered by the board or that has otherwise been identified and brought to the attention of the board would be more effective in carrying out the purpose for which the action is proposed or would be as effective and less burdensome to affected private persons than the proposed action.

SUBMITTAL OF COMMENTS

The public may present comments relating to this matter orally or in writing at the hearing, and in writing or by e-mail before the hearing. To be considered by the Board, written submissions not physically submitted at the hearing must be received no later than 12:00 noon, April 27, 2005, and addressed to the following:

Postal mail is to be sent to:

Clerk of the Board
Air Resources Board
1001 I Street, 23rd Floor
Sacramento, CA 95814

Electronic mail is to be sent to: ozone05@listserv.arb.ca.gov and received at the ARB no later than 12:00 noon, April 27, 2005.

Facsimile transmissions are to be transmitted to the Clerk of the Board at (916) 322-3928 and received at the ARB no later than 12:00 noon April 27, 2005.

The Board requests but does not require that 30 copies of any written statement be submitted and that all written statements be filed at least 10 days prior to the hearing so that ARB staff and Board Members have time to fully consider each comment. The board encourages members of the public to bring to the attention of staff in advance of the hearing any suggestions for modification of the proposed regulatory action.

STATUTORY AUTHORITY AND REFERENCES

This regulatory action is proposed under that authority granted in Health and Safety Code, sections 39600, 39601, and 39606. This action is proposed to interpret, implement, and make specific Health and Safety Code sections 39014, 39602, 39606, 39701, and 39703(f); and *Western Oil and Gas Association v. Air Resources Board* (1984) 37 Cal.3d 502.

HEARING PROCEDURES

The public hearing will be conducted in accordance with the California Administrative Procedure Act, title 2, division 3, part 1, chapter 3.5 (commencing with section 11340) of the Government Code.

Following the public hearing, the Board may adopt the regulatory language as originally proposed, or with non substantial or grammatical modifications. The Board may also adopt the proposed regulatory language with other modifications if the text as modified is sufficiently related to the originally proposed text that the public was adequately placed on notice that the regulatory language as modified could result from the proposed regulatory action; in such event the full regulatory text, with the modifications

clearly indicated, will be made available to the public, for written comment, at least 15 days before it is adopted.

The public may request a copy of the modified regulatory text from the ARB's Public Information Office, Air Resources Board, 1001 I Street, Visitors and Environmental Services Center, 1st Floor, Sacramento, CA 95814, (916) 322-2990.

CALIFORNIA AIR RESOURCES BOARD



Catherine Witherspoon
Executive Officer

Date: March 1, 2005



Air Resources Board

State of California

Governor Arnold Schwarzenegger

**Review of the
California Ambient Air Quality Standard
For Ozone**

Volume I of IV
Chapters 1-2
Appendix A—Proposed Amendments

Staff Report
Initial Statement of Reasons for Proposed Rulemaking

March 11, 2005

California Environmental Protection Agency

Air Resources Board

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California Environmental Protection Agency

Alan C. Lloyd, Ph.D., Secretary

Printed on Recycled Paper

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Acknowledgements

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In addition, staff wishes to acknowledge Jeff Cook, Richard Corey, Leon Dolislager, Robert Effa, Michael FitzGibbon, Shelley Green, Peggy Jenkins, Cliff Popejoy, and Ken Stroud

Disclaimer

This report has been reviewed by the staff of the Air Resources Board and the Office of Environmental Health Hazard Assessment. Mention of trade names or commercial products does not constitute endorsement or recommendation for their use. To obtain this document in an alternative format, please contact the Air Resources Board ADA Coordinator at (916) 322-4505, TDD (916) 324-9531, or (800) 700-8326 for TDD calls from outside the Sacramento area. This report is available for viewing or downloading from the Air Resources Board internet site at <http://www.arb.ca.gov/research/aaqs/ozone-rs/ozone-rs.htm>

This staff report, the Notice of Public Hearing to consider Amendments to Regulations for the State Ambient Air Quality Standard for Ozone, and all subsequent regulatory documents, including the FSOR, when completed, are available on the ARB Internet site for this rulemaking at www.arb.ca.gov/regact/ozone05/ozone05.htm
Electronic copies on compact discs or paper copies of this report may be obtained from the Public Information Office, Air Resources Board, 1001 I Street, Visitors and Environmental Services Center, 1st Floor, Sacramento, CA 95814, (916) 322-2990.

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Appendix G

Review of Animal Toxicological Studies on the Health Effects of Ozone

Abbreviations and Definitions

abscission	the normal separation, involving a layer of specialized cells, of flowers, fruits and leaves of plants
AOT40	accumulated exposure over threshold of 40 ppb ozone
AQDA	air quality data action
ARB	Air Resources Board
AVG	aminoethoxyvinyl glycine
BSA	Broader Sacramento Area
Ca ²⁺	calcium ion
canopy	a cover of foliage that forms when the leaves on the branches trees in a forest overlap during the growing season
CEC	controlled environment chamber
CFR	Code of Federal Regulations
CO ₂	carbon dioxide
COPD	chronic obstructive pulmonary disease
d	day
edaphic	the physical, chemical, and biological characteristics of soil
ESPACE	European Stress Physiology and Climate Experiment
FACE	Free Air Carbon Enrichment system, a chamber-free, open-air fumigation design
FEF25-75%	forced expiratory flow rate between 25 and 75% of forced vital capacity
FEM	federal equivalent method (for air monitoring)
FEV1	forced expiratory volume in one second
fine roots	roots with a diameter between 0.5 to 3 mm
foliar	of or referring to a plant leaf
FRM	federal reference method (for air monitoring)
full-sib	seedlings that have the same parents, but not necessarily from seed produced in the same year
FVC	forced vital capacity
g	gram
GBVAB	Great Basin Valleys Air Basin
gdw	gram dry weight
GIS	geographic information system

gfw	gram fresh weight
hr	hour
ha	hectare (= 10,000 m ² ; an area that is 100 m x 100 m)
half-sib	seedlings that have one parent in common
hm	hourly mean
HNO ₃	nitric acid
homeostasis	the tendency toward maintaining physiological stability within an organism (plant or animal)
H&SC	Health and Safety Code
IPM	Integrated Pest Management.
Jeffrey pine	<i>Pinus jeffreyi</i> Grev. and Balf.
k	allometric growth coefficient describing the distribution of dry weight gain between competing plant parts, defined as the ratio of the relative growth rates of the competing plant parts
K ⁺	potassium ion
kg	kilogram (= 1,000 g = 2.205 pounds)
km	kilometer (= 1,000 m = 0.6214 miles)
L	liter
LCAB	Lake County Air Basin
LST	local standard time
LTAB	Lake Tahoe Air Basin
m	meter (= 3.28 feet)
m ²	square meter, an area that is 1 m x 1 m
MCAB	Mountain Counties Air Basin
MDAB	Mojave Desert Air Basin
mesophyll cells	the internal cells of a leaf, distinct from cells at the leaf surface or from cell layers immediately adjacent to the leaf surface
mixed conifer	forests with a tree-layer dominated by a mixture of conifer species
montane	of or relating to a mountain or mountainous area
mRNA	messenger RNA (ribonucleic acid)
mycorrhizae	a biological association of a fungus (e.g., <i>Pisolithus tinctorius</i>) with the root cells of a plant (e.g., ponderosa pine tree)
mycorrhizal trees	trees with roots associated a mycorrhizae fungus

n	sample size
NARSTO	a public/private partnership to coordinate research in Canada, Mexico and the United States on tropospheric air pollution (formerly the North American Research Strategy for Tropospheric Ozone)
NCAB	North Coast Air Basin
NCCAB	North Central Coast Air Basin
NCLAN	National Crop Loss Assessment Network, a national study of ozone impacts on crops, undertaken during the 1980s
NEPAB	Northeast Plateau Air Basin
ng	nanogram (= 0.000000001 g = 10^{-9} g)
NH ₄ N ₃	ammonium nitrate
nL	nanoliter (10^{-9} L)
nm	nanometer, or one billionth of a meter
NO	nitric oxide, the primary nitrogen-containing by-product of combustion
NO ₂	nitrogen dioxide
NO _x	nitrogen oxides (or oxides of nitrogen)
ns	not statistically significant at p = 0.05
O ₃	ozone; triatomic oxygen
OII	ozone injury index
OTC	open top field exposure chamber
PAR	photosynthetically active radiation (400 – 700 nm)
phloem	the plant tissue through which sugars and other organic materials are transferred to different parts of the plant
photosynthesis	the production by green plants of organic compounds from water and carbon dioxide using energy absorbed from sunlight
<i>Pisolithus tinctorius</i>	a mycorrhizae-forming fungus that forms root-associations with a wide variety of pine and other tree species
ppb	parts per billion by volume
ppb-hr	parts per billion hours (i.e., sum of concentration times duration), a measure of exposure to ozone
ppm	parts per million by volume
ppm-hr	parts per million hours (i.e., sum of concentration times duration), a measure of exposure to ozone

process rates	the degree or amount at which specific actions or activities occur (e.g., water vapor loss from leaves of plants)
QAS	Quality Assurance Section (of ARB)
R:S	ratio of root biomass (dry weight) to shoot biomass
RGR	relative growth rate, defined as the difference in the dry weight of a plant or plant part over a time period, divided by the initial dry weight and the length of the time period
RH	relative humidity
RuBisCO	ribulose biphosphate carboxylase-oxygenase
RuBP	ribulose biphosphate
SCCAB	South Central Coast Air Basin
SCOIAS	Sierra Cooperative Ozone Impact Assessment Study
SDAB	San Diego Air Basin
senescence	the onset of aging – a phase in plant development from maturity to the complete loss of organization and function in plants
SFBAAB	San Francisco Bay Area Air Basin
shoot	the aboveground portion of the plant (e.g., leaves, stems, flowers, and fruits)
sieve cells	the primary type of cell found in the phloem of plants
SIP	State Implementation Plan
SJVAB	San Joaquin Valley Air Basin
SoCAB	South Coast Air Basin
SSAB	Salton Sea Air Basin
sucrose	a disaccharide (with 12 carbon atoms) commonly found in plants
(sucrose) translocation	the movement of sucrose (or other soluble organic food materials) through plant tissues – most commonly from leaves to stems/roots
SUM06	an ozone exposure metric involving concentration weighting, defined as the sum of all hourly mean ozone concentrations equal to or greater than 70 ppb
terrain-effect winds	air currents influenced by the geographic features of the land that it passes over
TREEGRO	a physiologically based computer simulation model of tree growth and development

<i>Ulmus americana</i>	the scientific name for "American Elm"
UN-ECE	United Nations Economic Commission for Europe
USD	United States dollars
USDA	United States Department of Agriculture
USDI	United States Department of the Interior
USEPA	United States Environmental Protection Agency
USV	Upper Sacramento Valley
V_d	deposition velocity, defined as deposition flux of ozone divided by its concentration in air (usually in cm/s or m/s)
VPD	vapor pressure deficit, a measure of evaporative demand of air
whorl	the arrangement of leaves, petals, etc., at about the same place on a stem
wk	week
yr	year
ZAP	zonal application system, a chamber-free, open-air exposure system
μg	microgram (= 0.000001 g = 10^{-6} g)
μm	micrometer or micron (= 0.000001 m = 10^{-6} m)

1 Executive Summary

The California Health and Safety Code in section 39606, requires the Air Resources Board to adopt ambient air quality standards at levels that adequately protect the health of the public, including infants and children, with an adequate margin of safety. Ambient air quality standards are the legal definition of clean air. In December 2000, as a requirement of the Children's Environmental Health Protection Act (Senate Bill 25, Escutia, Stats. 1999, Health and Safety Code 39606 (d)(1)), the Air Resources Board (ARB or Board), approved a report, "Adequacy of California Ambient Air Quality Standards" (ARB and OEHHA, 2000) that contained a brief review of all of the existing health-based California ambient air quality standards.

Following this review, the standard for ozone, currently set at 0.09 parts per million (ppm) for one hour, was prioritized to undergo full review after review of the standards for particulate matter and sulfates. Staff from ARB and the Office of Environmental Health Hazard Assessment (OEHHA) have reviewed the scientific literature on public exposure, atmospheric chemistry, health effects of exposure to ozone, and welfare effects. This Staff Report or Initial Statement of Reasons (Staff Report) presents the findings of the review and the staff recommendations to revise the ozone standard in order to adequately protect public health. The proposed amendments to the ambient air quality standard for ozone are based on the health effects review contained in Volume III of this Report and the recommendation of OEHHA, as required by Health and Safety Code section 39606(a)(2).

1.1 Summary of the Staff Report/Initial Statement of Reasons

1.1.1 Health Effects of Ozone

Scientific studies show that exposure to ozone can result in reduced lung function, increased respiratory symptoms, increased airway hyperreactivity, and increased airway inflammation. Exposure to ozone is also associated with premature death, hospitalization for cardiopulmonary causes, emergency room visits for asthma, and restrictions in activity.

In controlled human exposure studies (see Chapter 9), exercising individuals exposed for 1 hour (hr) to an ozone concentration as low as 0.12 parts per million (ppm) or for 6.6 hours to a concentration as low as 0.08 ppm experienced lung function decrements and symptoms of respiratory irritation such as cough, wheeze, and pain upon deep inhalation. The lowest ozone concentrations at which airway hyperreactivity (an increase in the tendency of the airways to constrict in reaction to exposure to irritants) has been reported are 0.18 ppm ozone following 2-hour exposure in exercising subjects, 0.40 ppm following 2-hour exposure in resting subjects, and 0.08 ppm ozone in subjects exercising for 6.6 hr. Airway inflammation has been reported following 2-hour exposures to 0.20 ppm ozone and following 6.6-hour exposure to 0.08 ppm-ozone.

Additional support for the exposure/response relationship for ozone health effects is derived from animal toxicological studies, which have shown that chronic ozone exposure can induce morphological (tissue) changes throughout the respiratory tract, particularly at the junction of the conducting airways and the gas exchange zone in the deep lung. In addition, the magnitude of ozone-induced effects is related to the inhaled dose (ozone concentration times breathing rate times exposure duration). Of these three factors ozone concentration is the most significant in predicting the magnitude of observed effects, followed by ventilation rate. Exposure duration has the least influence of the three factors.

Epidemiological studies (see Chapter 10) have shown positive associations between ozone levels and several health effects, including decreased lung function, respiratory symptoms, hospitalizations for cardiopulmonary causes, emergency room visits for asthma, and premature death. Children may be more affected by ozone than the general population due to effects on the developing lung and to relatively higher exposure than adults. There is little information available on the effects of ozone exposure on infants. Also, asthmatics may represent a sensitive sub-population for ozone. Since most California residents are exposed to levels at or above the current State ozone standard during some parts of the year, the statewide potential for significant health impacts associated with ozone exposure is large and wide-ranging.

1.1.2 Summary of Non-health Issues

The Staff Report contains reviews and discussions of non-health topics to provide a context for the health review and the staff recommendations for the State ozone standard. Almost all of the ozone in California's atmosphere results from reactions between substances emitted from sources including motor vehicles and other mobile sources, power plants, industrial plants, and consumer products. These reactions involve volatile organic compounds (VOC) and oxides of nitrogen (NO_x) in the presence of sunlight (Chapter 3). Ozone is a regional pollutant, as the reactions forming it take place over time, and downwind from the sources of the emissions. As a photochemical pollutant, ozone is formed only during daylight hours under appropriate conditions, but is destroyed throughout the day and night. Thus, ozone concentrations vary depending upon both the time of day and the location. Even in pristine areas there is some ambient ozone that forms from natural emissions that are not controllable (Chapter 4). This is termed "background" ozone. The average "background" ozone concentrations near sea level are in the range of 0.015 to 0.035 ppm, with a maximum of about 0.04 ppm.

The Staff Report includes an overview of statewide ozone precursor emissions that are involved in the formation of ozone (Chapter 5). The Staff Report also includes a discussion of the current ultraviolet photometry monitoring method, and a listing of approved samplers (Chapter 6). Although there are two measurement methods for ozone approved for use in the U.S. by the U.S. Environmental Protection Agency (USEPA), the method based on ultraviolet photometry is almost universally used in practice and is approved for use in California for state air quality standards.

The Staff Report includes a summary of current air quality in California, as well as long-term trends in statewide ozone concentrations (Chapter 7). Ozone is monitored continuously at approximately 175 sites in California. The highest number of exceedance days for both the State and federal 1-hour standards occurred in the San Joaquin Valley Air Basin and the South Coast Air Basin. Both areas had more than 115 State standard exceedance days and 31 or more federal standard exceedance days during each of the three years from 2001 through 2003. The Sacramento Metro Area, Mojave Desert Air Basin, and Salton Sea Air Basin all averaged more than 50 State standard exceedance days and averaged 6 or more federal standard exceedance days during 2001 through 2003. The remaining five areas (Mountain Counties Air Basin, San Diego Air Basin, San Francisco Bay Area Air Basin, South Central Coast Air Basin, and the Upper Sacramento Valley) averaged from 12 to 45 State standard exceedance days. The Upper Sacramento Valley area had no exceedances of the federal standard while the Mountain Counties Air Basin, San Diego Air Basin, San Francisco Bay Area Air Basin, and South Central Coast Air Basin each averaged 1 to 2 federal standard exceedance days for the three-year period.

The range of the measured maximum 1-hour concentrations tends to follow a similar pattern. The South Coast Air Basin showed the highest values, with measured concentrations of 0.169 ppm or higher during 2001 through 2003. The next highest 1-hour ozone concentrations occurred in the Salton Sea Air Basin and San Joaquin Valley Air Basin, which had concentrations of 0.149 ppm or higher during all three years. During 2001 through 2003, neither the State nor federal 1-hour standard was exceeded in the Lake County Air Basin, North Coast Air Basin, or Northeast Plateau Air Basin. Data for four additional areas, Great Basin Valleys Air Basin, Lake Tahoe Air Basin, North Central Coast Air Basin, and the Upper Sacramento Valley show exceedances of the State standard, but not the federal 1-hour standard (as described earlier, representative data for the Northeast Plateau Air Basin and Great Basin Valleys Air Basin are available for 2002 and 2003 only). Both the State and federal 1-hour standards were exceeded during at least two of the three years in all other areas.

Californians' indoor and personal exposures to ozone are largely determined by the outdoor ozone concentrations in their community. Nonetheless, some Californians experience a substantial exposure to ozone indoors, due to the increasing use of certain types of appliances and equipment that emit ozone. Children and those who are employed in outdoor occupations or exercise heavily outdoors, experience substantially greater exposures to ozone than the rest of the population, because they spend time outdoors during peak ozone periods.

A review of welfare effects, including effects of ozone on forest trees, agricultural crops, and materials is also discussed in this report (Chapter 8). Elevated concentrations of ozone can cause adverse effects on agricultural crops, forest trees and materials at current ambient levels, and the proposed health-based ozone standards should also provide protection to crops, forests and materials. In broad terms, impacts to crops are generally more severe than for forest trees owing to their inherently more vigorous rates of growth. Discussed in the

subsection on crops and the methods used to expose plants to ozone. This is followed by an examination of the physiological basis of ozone damage to plants, with special emphasis on carbon metabolism and the resulting impacts on crop growth and yield. Data collected since the 1950s on mixed conifer forests in the San Bernardino Mountains and the Sierra Nevada indicate that increasing numbers of ponderosa and Jeffrey pines exhibit ozone-specific needle damage due to the pollutant's cumulative effects. Also discussed are the impacts of ozone on materials, including building materials, rubber, paint, and fabrics. Although the proposed ozone standards are based on human health effects, progress toward attaining the proposed standards will provide welfare benefits.

1.2 Staff Recommendations for the Ozone Standard

California ambient air quality standards are defined in the Health and Safety Code section 39014, and 17 Cal. Code Regs. section 70101, and comprise four elements: (1) a definition of the air pollutant, (2) an averaging time, (3) a pollutant concentration, and (4) a monitoring method to determine attainment of the standard. The current California ambient air quality standard for ozone is 0.09 ppm averaged over one hour and was set by the Board in 1988. The data indicate that the current standard alone is not sufficiently protective of human health. Based on the review of the scientific literature and recommendations by OEHHA, the staff recommends that the following revisions be made to the California ambient air quality standard for ozone:

1. Ozone will continue to be the pollutant addressed by the standard.
2. Ozone 1-hour-average Standard – retain the current 1-hour-average standard for ozone at **0.09 ppm, not to be exceeded.**
3. Ozone 8-hour-average Standard – establish a new 8-hour-average standard for ozone at **0.070 ppm, not to be exceeded.**
4. Ozone Monitoring Method: retain the current monitoring method for ozone which uses the ultraviolet (UV) photometry method for determining compliance with the State ambient air quality standard for ozone. Incorporate by reference (17 Cal. Code Regs. section 70101) all federally approved UV methods (i.e., samplers) for ozone as "California Approved Samplers". This will result in no change in air monitoring equipment practices, but will align state monitoring requirements with federal requirements.

These recommendations are based on the following findings:

- a. Reduced lung function and increased respiratory or ventilatory symptoms following 1-hour exposure to 0.12 ppm ozone with moderate to heavy exercise.
- b. Increased airway hyperreactivity following 2-hour exposure to 0.18 ppm in exercising subjects.
- c. Airway inflammation following 2-hour exposure to 0.20 ppm ozone in exercising subjects

- d. Reduced lung function, increased respiratory and ventilatory symptoms, increased airway hyperreactivity, and increased airway inflammation following 6.6 to 8-hour exposure to 0.08 ppm ozone.
- e. Evidence from epidemiological studies of several health endpoints including premature death, hospitalization, respiratory symptoms, and restrictions in activity and lung function.
- f. Evidence from epidemiological studies of emergency room visits for asthma suggesting a possible threshold concentration between 0.075 and 0.11 ppm from analyses based on a 1-hour averaging time, and a possible threshold concentration between 0.070 and 0.10 ppm from analyses based on an 8-hour averaging time.
- g. There is no evidence that children and infants respond to lower ozone concentrations than adults. Their risk is primarily related to their greater ventilation rate and greater exposure duration.
- h. The dose-rate of ozone inhalation influences the magnitude of observed effects.

1.3 Other Recommendations

In light of the adverse health effects observed at current ambient concentrations and the lack of a demonstrated effect threshold for the population as a whole, staff makes the following comments:

1. Fund additional research investigating the responses of human subjects to multi-hour exposures to ozone concentrations between 0.04 and 0.08 ppm.
2. The standards should be revisited within five years, in order to re-evaluate the evidence regarding the health effects associated with ozone exposure.
3. In any air basin in California that currently attains the ambient air quality standards for ozone, air quality should not be degraded from present levels.

1.4 Estimated Health Benefits

Staff estimates that attainment of the proposed ozone standards throughout California would avoid a significant number of adverse health effects each year, specifically:

- 580 (290 – 870, probable range) premature deaths for all ages.
- 3,800 (2,200 – 5,400, 95% confidence interval (CI)) hospitalizations due to respiratory diseases for all ages.
- 600 (360 – 850, 95% CI) emergency room visits for asthma for children under 18 years of age.
- 3.3 million (430,000 – 6,100,000, 95% CI) school absences for children 5 to 17 years of age.

- 2.8 million (1.2 million – 4.6 million, 95% CI) minor restricted activity days for adults above 18 years of age.

As discussed in Appendix B, there are a several important assumptions and uncertainties in this analysis. Some have to do with study design, statistical methods, and choice of epidemiological studies used to develop the concentration-response (CR) functions used in the analysis. Few studies have investigated the shape of the CR function, or whether there is a population response threshold for health endpoints other than emergency room visits for asthma. Further uncertainty is added by assumptions in the statewide exposure assessment. It should also be noted that since several health effects related to acute exposure, and effects of chronic ozone exposure, are not included in the estimates, the health benefits associated with lowering ozone exposure are likely underestimated.

1.5 Public and Peer Review of the Staff Recommendations

The draft version of this Staff Report was released to the public on June 21, 2004 and presented for review and comment at public workshops during 2004 on July 14 in Sacramento, July 15 in El Monte, July 16 in Fresno, and August 25 in Sacramento.

The draft Staff Report was peer reviewed by the Air Quality Advisory Committee (AQAC). AQAC is a scientific peer review committee, appointed by the University of California, to independently evaluate the scientific basis of staff findings and recommendations in the draft Staff Report for revising the California ambient air quality standard for ozone. The AQAC held a public meeting to discuss its review of the draft Staff Report, comments submitted by the public, and staff responses to those comments. AQAC concluded that the report was well written and researched, and that the proposed revision to the State ozone standard was adequately supported. AQAC findings, public comments, and staff responses can be found in Appendices C-E. Following the meeting of the Air Quality Advisory Committee (AQAC), staff revised the draft Staff Report based on comments received from AQAC and the public.

1.6 Environmental and Economic Impacts

The proposed ambient air quality standards will in and of themselves have no environmental or economic impacts. Standards simply define clean air. Once adopted, local air pollution control or air quality management districts are responsible for the adoption of rules and regulations to control emissions from stationary sources to assure their achievement and maintenance. The ARB is responsible for adoption of emission standards for mobile sources and consumer products. A number of different implementation measures are possible, and each could have its own environmental or economic impact. These impacts must be evaluated when the control measure is proposed. Any environmental or economic impacts associated with the imposition of future measures will be considered if and when specific measures are proposed.

1.7 Environmental Justice Considerations

State law defines environmental justice as the fair treatment of people of all races, cultures, and incomes with respect to the development, adoption, implementation, and enforcement of environmental laws, regulations, and policies. The available literature suggests there appears to be no special vulnerability related to race, ethnicity or income level, although there may be higher exposure. Ambient air quality standards define clean air; therefore, all of California's communities will benefit from the proposed health-based standards.

1.8 Comment Period and Board Hearing

Release of this Staff Report opens the official 45-day public comment period required by the Administrative Procedure Act prior to the public meeting of the Air Resources Board to consider the staff's recommendations. Please direct all comments to either the following postal or electronic mail address:

Clerk of the Board
Air Resources Board
1001 "I" Street, 23rd Floor
Sacramento, California 95814
ozone05@listserve.arb.ca.gov

To be considered by the Board, written submissions not physically submitted at the hearing must be received at the ARB no later than 12:00 noon, April 27, 2005. Public workshops will be scheduled for April 2005 to present the final staff recommendations and receive public input on the Staff Report. Information on these workshops, as well as summaries of the presentations from past workshops and meetings are available by calling 1-916-445-0753 or at the following ARB website:

<http://www.arb.ca.gov/research/aaqs/ozone-rs/ozone-rs.htm>.

An oral report summarizing the staff recommendations for revising the ozone standard will be presented to the Board at a public hearing scheduled for April 28, 2005.

The staff recommends that the Board adopt the proposed amendments to the ambient air quality standards for ozone as stated above. The proposed amendments and their basis are described in detail in this Staff Report, which contains the findings of ARB and OEHHA staff's full review of the public health, scientific literature, and exposure pattern data for ozone in California. Due to the extensive nature of the literature review and the hundreds of studies reviewed, the Staff Report is divided into four volumes. Volume I contains the Executive Summary, Overview and Staff Recommendations, and Appendix A, the proposed amendments to the California Code of Regulations (amended regulatory text). Volumes II through IV present more detailed discussions of the material that is summarized in Volume I. Volume II includes background material on non-health topics, including chemistry of ozone formation and deposition, ozone precursor sources and emissions, ozone exposure and background levels, measurement methods, and welfare effects of ozone exposure. Volume III contains a summary

of ozone health effects and an in-depth discussion of the basis for the staff recommendation. Volume IV includes several appendices, including an analysis of the estimated health benefits associated with attainment of the proposed standards, summaries of Air Quality Advisory Committee and public comments and staff responses, and supplemental animal toxicologic data.

1.9 References

Air Resources Board and Office of Environmental Health Hazard Assessment (2000). Adequacy of California Ambient Air Quality Standards: Children's Environmental Health Protection Act. Staff Report. Sacramento, CA. Available at <http://www.arb.ca.gov/ch/programs/sb25/airstandards.htm>.

2 Overview and Staff Recommendations

Ozone (O₃) can damage human cells upon contact, and has been implicated in a variety of adverse health effects. Scientific studies show that exposure to ozone can result in reduced lung function, increased respiratory symptoms, increased airway hyperreactivity, and airway inflammation. Exposure to ozone is also associated with premature death, hospitalization for cardiopulmonary causes, emergency room visits for asthma, and restrictions in activity. Ozone forms in the atmosphere as the result of reactions involving sunlight and two classes of directly emitted precursors. One class of precursors includes nitric oxide (NO) and nitrogen dioxide (NO₂), collectively referred to as nitrogen oxides or NO_x. The other class of precursors includes volatile organic compounds (VOCs, also called reactive organic gases or ROG), such as hydrocarbons. Ozone forms in greater quantities on hot, sunny, calm days. In metropolitan areas of California and areas downwind, ozone concentrations frequently exceed existing health-protective standards in the summertime. The current California ambient air quality standard for ozone is 0.09 ppm for one hour.

The sources of ozone precursor emissions within California have been grouped into three major categories: point sources, which are distinct facilities such as power plants and factories; mobile sources, which includes cars, trucks, and off-road mobile equipment; and area-wide sources, which include agricultural and construction activities, and consumer products. VOCs are emitted from vehicles, factories, fossil fuels combustion, evaporation of paints, and many other sources. NO_x is emitted from high-temperature combustion processes, such as at power plants or in motor vehicle exhaust.

The concentrations of ozone measured in the air vary both regionally and seasonally throughout California. For example, the Los Angeles area and the San Joaquin Valley experience highest ozone levels in the state. Ozone concentrations are typically higher during the summer months than the winter months.

To help understand which sources contribute to high ozone levels, the ARB has developed and maintains detailed facility and source specific estimates of the overall estimated ozone precursor emissions. Only the precursor gases are estimated. As a complement to emission inventory and routinely collected air quality monitoring data, the ARB conducts atmospheric modeling, using these precursor emission inventories and other appropriate information, to estimate ozone levels.

2.1 Setting California Ambient Air Quality Standards

Ambient air quality standards (AAQS) represent the legal definition of clean air. They specify concentrations and durations of exposure to air pollutants that reflect the relationships between the intensities and composition of air pollution and undesirable effects (Health and Safety Code section 39014). The objective of an AAQS is to provide a basis for preventing or abating adverse health or welfare effects of air pollution (17 Cal. Code Regs. section 70101).

Health and Safety Code section 39606(a)(2) authorizes the Air Resources Board (Board) to adopt standards for ambient air quality "in consideration of public health,

safety, and welfare, including, but not limited to, health, illness, irritation to the senses, aesthetic value, interference with visibility, and effects on the economy." Standards represent the highest pollutant concentration for a given averaging time that is estimated to be without adverse effects for most people. Standards are set to ensure that sensitive population sub-groups are protected from exposure to levels of pollutants that may cause adverse health effects. A margin of safety is added to account for possible deficiencies in the data and measuring methodology. Health-based standards are based on the recommendation of the Office of Environmental Health Hazard Health Assessment (OEHHA).

Recent legislation requires that infants and children be given special consideration when ambient air quality standards are adopted. As part of its recommendation to the ARB, the statute requires OEHHA to use current principles, practices, and methods used by public health professionals to assess the following considerations for infants and children:

1. Exposure patterns among infants and children that are likely to result in disproportionately high exposure to ambient air pollutants in comparison to the general population.
2. Special susceptibility of infants and children to ambient air pollutants in comparison to the general population.
3. The effects on infants and children of exposure to ambient air pollutants and other substances that have a common mechanism of toxicity.
4. The interaction of multiple air pollutants on infants and children, including the interaction between criteria air pollutants and toxic air contaminants.

The law also requires that the scientific basis or the scientific portion of the method used to assess these considerations be peer reviewed (Health and Safety Code section 39606(c)). The draft Staff recommendations and their bases, including OEHHA's assessment and recommendation, is peer reviewed by the Air Quality Advisory Committee (AQAC). AQAC is an external peer review committee established in accordance with section 57004 of the Health and Safety Code and appointed by the President of the University of California a University of California. The AQAC meets to independently evaluate the scientific basis of draft recommendations for revising the California ambient air quality standards.

Ambient air quality standards should not be interpreted as permitting, encouraging, or condoning degradation of present air quality that is superior to that stipulated in the standards. Rather, they represent the minimum acceptable air quality. An AAQS adopted by the Board is implemented, achieved, and maintained by numerous rules and regulations that limit pollution from specific sources of ozone precursors. These rules and regulations are primarily, though not exclusively, emission limitations established by the regional and local air pollution control and air quality management districts for stationary sources, and by the Board for vehicular sources and consumer products (see generally, Health and Safety Code sections 39002, 40000, and 40001).

2.2 Current California Ambient Air Quality Standard for Ozone

The current California ambient air quality standard for ozone, established in 1988, is 0.09 ppm (180 $\mu\text{g}/\text{m}^3$) for a one-hour average. This value is not to be exceeded. This standard was established based on the following most relevant effects, which are listed in the table of standards (17 Cal. Code Regs. section 70200):

a. Short-term exposures:

- (1) Pulmonary function decrements and localized lung edema in humans and animals.
- (2) Risk to public health implied by alterations in pulmonary morphology and host defence in animals.

b. Long-term exposures: Risk to public health implied by altered pulmonary morphology in animals after long-term exposures and pulmonary function decrements in chronically exposed humans.

c. Welfare effects:

- (1) Yield loss in important crops and predicted economic loss to growers and consumers.
- (2) Injury and damage to native plants and potential changes in species diversity and number.
- (3) Damage to rubber and elastomers and to paints, fabric, dyes, pigments, and plastics.

The US EPA has set national ambient air quality standards, as noted in the table below. The federal one-hour standard will be phased out beginning in June 2005. The Federal Clean Air Act gives California authority to set its own ambient air quality standards in consideration of statewide concerns. California has the largest number of exceedances of the Federal 8-hour ozone standard in the United States, supporting California's need to address a significant statewide public health issue.

Current Ambient Air Quality Standards for Ozone

Averaging Time	California Standard	Federal Standard
1 Hour	0.09 ppm (180 $\mu\text{g}/\text{m}^3$)	0.12 ppm (235 $\mu\text{g}/\text{m}^3$)
8 Hour	—	0.08 ppm (157 $\mu\text{g}/\text{m}^3$)

2.3 History of Ozone/Oxidant Standards

The first state oxidant standard was set in December 1959 by the state Department of Public Health (DPH), which had the responsibility for setting air pollution standards before the creation of the ARB. This standard was set at 0.15 ppm, averaged for one hour. The standard was for oxidant, rather than ozone, because the monitoring method available at that time, the potassium iodide (KI) method, measured all ambient oxidant

gases, including ozone and other oxidants such as peroxyacetyl nitrate (PAN) nitrogen dioxide, photochemical aerosols, and other unknown oxidants.

In 1969, the newly-created ARB reviewed the oxidant standard set by DPH and revised the standard to a concentration of 0.10 ppm, averaged over one hour, not to be equaled or exceeded. The information considered by the Board in 1969 included adverse effects upon: (1) the health of humans and animals; (2) vegetation; (3) materials; and (4) visibility. Eye irritation was listed as the most relevant effect of oxidant.

In 1974, the Board introduced ultraviolet photometry as the monitoring method for the standard. However, since ultraviolet photometry measures only ozone, the Board changed the designation of the standard from "oxidant" to "oxidant (as ozone)." Because only ozone was to be measured, the Board changed the most relevant effect from: "eye irritation" (which is caused primarily by peroxyacyl nitrates or PANs) to "aggravation of respiratory disease" (which is caused primarily by ozone).

In 1988, the Board changed the designation of the standard from "oxidant (as ozone)" to "ozone", and revised the standard to a concentration of 0.09 ppm, averaged over one hour, to reflect that the listed relevant effects were related to ozone exposure, rather than to oxidants in general.

For comparison, in 2000, the World Health Organization established a guideline value for ozone in ambient air of $120 \mu\text{g}/\text{m}^3$ (0.061 ppm) for a maximum period of 8 hours per day (WHO 2000).

2.4 Review of the California Ambient Air Quality Standards

The Children's Environmental Health Protection Act (Senate Bill 25, Escutia, Stats. 1999, ch. 731) required the ARB, in consultation with the OEHHA, to evaluate all health-based standards by December 31, 2000, to determine whether the standards were adequately protective of the health of the public, including infants and children (Health and Safety Code section 39606 (d)). At its December 7, 2000 meeting, the Board approved a report, "Adequacy of California Ambient Air Quality Standards: Children's Environmental Health Protection Act" (ARB, et al., 2000), prepared by ARB and OEHHA staffs. The Adequacy Report concluded that health effects may occur in infants and children and other potentially susceptible subgroups exposed to ozone at or near levels corresponding to the current standard. The report identified the standard for ozone as having the second highest priority for further detailed review and possible revision. The standard for PM₁₀ (including sulfates) had the highest priority and was reviewed and revised in 2002, including establishment of a new standard for PM_{2.5}.

2.5 Findings of the Standard Review

2.5.1 Chemistry and Physics

Most of the ozone in California's air results from reactions between substances emitted from sources including motor vehicles, power plants, industrial plants, consumer products, and vegetation. These reactions involve volatile organic compounds (VOCs, which the ARB also refers to as reactive organic gases or ROG) and oxides of nitrogen (NO_x) in the presence of sunlight. Ozone is a regional pollutant, as the reactions

forming it take place over time, and downwind from the precursor sources. As a photochemical pollutant, ozone is formed only during daylight hours under appropriate conditions, but is destroyed throughout the day and night. Thus, ozone concentrations vary depending upon both the time of day and the location. Ozone concentrations are higher on hot, sunny, calm days. In metropolitan and downwind areas of California, ozone concentrations frequently exceed regulatory standards during the summer.

2.5.2 Ozone Background

Even in pristine areas there is some ambient ozone that forms from natural emissions that are not controllable. This is termed "background" ozone. Overall, it appears that "background" ozone in California is dominated by natural tropospheric and stratospheric processes. The effects of occasional very large biomass fires and anthropogenic emissions are secondary factors. The foregoing discussion indicates that average "natural background" ozone near sea level is in the range of 0.015 to 0.035 ppm, with a maximum of about 0.04 ppm. Exogenous enhancements to "natural" levels generally are small (about 0.005 ppm), and are unlikely to alter peak concentrations.

At altitudes above 2 km stratospheric intrusions can push peak ambient concentrations to 0.045 to 0.050 ppm. The timing, spatial extent, and chemical characteristics of stratospheric air mass intrusions makes these events recognizable in air quality records, providing that the affected region has a fairly extensive monitoring network and that multiple air quality parameters (CO, VOC, PM, RH) are being measured as well.

Intermittent episodes of "natural" ozone from very large biomass fires in boreal forests (Alaska, Canada, Siberia) can produce short-lived pulses of ozone up to 0.020 ppm that may arrive during the North American ozone season. Present understanding suggests that these are infrequent events at latitudes below about 50N. There are no data documenting such an event in California. Long range transport of anthropogenic ozone may grow as Asian energy consumption increases the continent's NO_x emissions. Model studies indicate that the Asian ozone increment in North America could double over the next few decades. Assuming the temporal pattern of transport remains unchanged, such an impact could increase mean ozone concentrations by 0.002 to 0.006 ppm. The potential effect on peak transport events is unknown at this time.

2.5.3 Ozone Precursor Emissions

Ozone is an oxidant gas that forms photochemically in the atmosphere when nitrogen oxides (NO_x) and reactive organic gases (ROG) are present under appropriate atmospheric conditions (see Chapter 5). Carbon monoxide (CO) is also an ozone precursor. Both ROG and NO_x are emitted from mobile sources, point sources, and area-wide sources. ROG emissions from anthropogenic sources result primarily from incomplete fuel combustion, and from the evaporation of solvents and fuels, while NO_x and CO emissions result almost entirely from combustion processes.

2.5.4 Monitoring Method

Two measurement methods for ozone are approved for use in the U.S. by the USEPA: one is based on the chemiluminescence that occurs when ozone and ethylene react, and the other on the attenuation of ultraviolet (UV) radiation by ozone. The method based on UV spectrometry is almost universally used in practice. Specifications and

criteria for both methods exist in federal regulation. The UV photometry-based method is approved for use in California for state air quality standards. Both state and federal requirements are applied directly by the ARB and the air districts in the ozone monitoring network in California.

2.5.5 Exposure

During 2001 through 2003, neither the State nor federal 1-hour standard was exceeded in the Lake County Air Basin, North Coast Air Basin, or Northeast Plateau Air Basin. Data for four additional areas, Great Basin Valleys Air Basin, Lake Tahoe Air Basin, North Central Coast Air Basin, and the Upper Sacramento Valley show exceedances of the State standard, but not the federal 1-hour standard (as described earlier, representative data for the Northeast Plateau Air Basin and Great Basin Valleys Air Basin are available for 2002 and 2003 only). Both the State and federal 1-hour standards were exceeded during at least two of the three years in all other areas.

The highest 8-hour average values were found in the South Coast Air Basin and San Joaquin Valley Air Basin. Maximum 8-hour concentrations in the South Coast Air Basin ranged from 0.144 ppm to 0.153 ppm during 2001 through 2003, while maximum 8-hour concentrations in the San Joaquin Valley ranged from 0.120 ppm to 0.132 ppm during the same three-year period. Three other areas, the Mojave Desert Air Basin, the Sacramento Metro Area, and the Salton Sea Air Basin also had a maximum 8-hour concentration above 0.120 ppm during at least one of the three years.

With respect to the federal 8-hour ozone standard, Lake County Air Basin and North Coast Air Basin showed no exceedance days during 2001 through 2003. One area, the Lake Tahoe Air Basin, averaged only one exceedance day for the three-year period, while the North Central Coast Air Basin averaged three 8-hour exceedance days. In contrast, the San Joaquin Valley Air Basin showed the highest average number of exceedance days (123), followed by the South Coast Air Basin (99). The Sacramento Metro Area, Mojave Desert Air Basin, Mountain Counties Air Basin, and Salton Sea Air Basin each averaged between 42 and 68 exceedance days during 2001 through 2003. The remaining four areas averaged between 7 and 25 federal 8-hour exceedance days during the three-year period.

Californians' indoor and personal exposures to ozone are largely determined by the outdoor ozone concentrations in their community. Nonetheless, some Californians experience a substantial exposure to ozone indoors, due to the increasing use of certain types of appliances and equipment that emit ozone. Others, such as many children and those who are employed in outdoor occupations, may experience substantially greater exposures to ozone than the rest of the population, because they spend time outdoors during peak ozone periods.

2.5.6 Welfare Effects

A review of welfare effects, including effects of ozone on forest trees, agricultural crops, and materials is also discussed in this report (Chapter 8). Elevated concentrations of ozone can cause adverse effects on agricultural crops, forest trees and materials at current ambient levels, and the proposed health-based ozone standards should also provide protection to crops, forests and materials. In broad terms, impacts to crops are

generally more severe than for forest trees owing to their inherently more vigorous rates of growth. Discussed in the subsection on crops and the methods used to expose plants to ozone. This is followed by an examination of the physiological basis of ozone damage to plants, with special emphasis on carbon metabolism and the resulting impacts on crop growth and yield. Data collected since the 1950s on mixed conifer forests in the San Bernardino Mountains and the Sierra Nevada indicate that increasing numbers of ponderosa and Jeffrey pines exhibit ozone-specific needle damage due to the pollutant's cumulative effects. Also discussed are the impacts of ozone on materials, including building materials, rubber, paint, and fabrics. Although the proposed ozone standards are based on human health effects, progress toward attaining the proposed standards will provide welfare benefits.

2.5.7 Health Effects

Review of the controlled human exposure, animal toxicology and epidemiologic literature led to the following conclusions as to the health effects of ozone exposure:

1. The lowest ozone concentration at which reduced lung function and increased respiratory and ventilatory symptoms have been observed following 1-hour exposure is 0.12 ppm with moderate to heavy exercise.
2. The lowest ozone concentration at which increased airway hyperreactivity following 2-hour exposure has been reported is 0.18 ppm in exercising subjects.
3. The lowest ozone concentration at which airway inflammation following 2-hour exposure has been reported is 0.20 ppm ozone in exercising subjects
4. Reduced lung function, increased respiratory and ventilatory symptoms, increased airway hyperreactivity, and increased airway inflammation have been reported following 6.6- to 8-hour exposure to 0.08 ppm ozone.
5. Evidence from epidemiological studies of several health endpoints including premature death, hospitalization, respiratory symptoms, and restrictions in activity and lung function.
6. Evidence from epidemiological studies of emergency room visits for asthma suggests a possible threshold concentration between 0.075 and 0.11 ppm from analyses based on a 1-hour averaging time, and a possible threshold concentration between 0.070 and 0.10 ppm from analyses based on an 8-hour averaging time.
7. There is no evidence that children and infants respond to lower ozone concentrations than adults. Their risk is primarily related to their greater ventilation rate and greater exposure duration.
8. The dose-rate of ozone inhalation influences the magnitude of observed effects.

2.6 Summary of Recommendations

Following a detailed review of the scientific literature on the health and welfare effects of ozone, staff is proposing to revise the ambient air quality standard for ozone. The recommended ozone standards are based on scientific information about the health impacts associated with ozone exposure, recognizing the uncertainties in these data. The definition of California ambient air quality standards assumes a threshold below

which effects do not occur. However, the extremely wide range of individual responsiveness to ozone makes identification of a threshold on a population level somewhat problematic. In addition, the Children's Environmental Health Protection Act [Senate Bill 25, Escutia; Stats. 1999, Ch. 731, H&SC section 39606(d)(2)] requires a standard that "adequately protects the health of the public, including infants and children, with an adequate margin of safety." Recognizing the uncertainties in the database, staff makes the following recommendations.

1. Ozone will continue to be the pollutant addressed by the standard.
2. One-hour ambient air quality standard: staff recommends retaining the current 1-hour ozone standard at a concentration of **0.09 ppm**, not to be exceeded, based on several factors. First, at 0.12 ppm, in several studies 10 - 25% of the subjects experienced a decline of 10% or more in FEV1. In one study, these lung function changes were accompanied by increases in cough. At 0.24 ppm, increases were also observed in shortness of breath and pain on deep breath. These lung function and symptom outcomes have been demonstrated and replicated in several carefully controlled human exposure studies. The population at risk for these effects includes children and adults engaged in active outdoor exercise and workers engaged in physical labor outdoors. Thus, a margin of safety is necessary to account for variability in human responses. In addition, the chamber studies, by design, do not include potentially vulnerable populations (e.g., people with moderate to severe asthma, Chronic Obstructive Pulmonary Disease or COPD, and heart disease) who may be incorporated in the epidemiologic studies.

Second, chamber studies indicate that bronchial responsiveness and pulmonary inflammation occur with 1-hour exposure to 0.18 to 0.20 ppm. Bronchial responsiveness can aggravate pre-existing chronic respiratory disease. The ultimate impact of the inflammatory response is unclear but repeated exposures to high ozone levels may result in restructuring of the airways, fibrosis, and possibly permanent respiratory injury. These latter outcomes are supported by animal toxicology studies, which also suggest the possibility of decreases in lung defense mechanisms.

Third, epidemiological studies completed over the last 10 years indicate the potential for severe adverse health outcomes including premature death, hospitalizations, and emergency room visits. These studies include concentrations to which the public is currently being exposed. It is possible that some of these associations are due to relatively short-term exposures, for example less than two hours, since people at risk of experiencing these endpoints are unlikely to be engaged in multi-hour periods of moderate or heavy work or exercise outdoors. However, since there is high temporal correlation between 1-, 8-, and 24-hour average ozone concentrations, the averaging time of concern cannot be discerned from these studies.

Viewing all of the evidence, staff recommends retention of the 1-hour standard of 0.09 ppm, not to be exceeded, as being protective of public health with an adequate margin of safety.

3. Eight-hour ambient air quality standard: We recommend establishing a new 8-hour average standard of **0.070 ppm**, not to be exceeded. Our recommendation for the 8-

hour standard is based primarily on the chamber studies that have been conducted over the last 15 years, supported by the important health outcomes reported in many of the epidemiologic studies. With exposure for 6.6 to 8-hours to an ozone concentration of 0.08 ppm, several studies have reported statistically significant group effects on lung function changes, ventilatory and respiratory symptoms, airway hyperresponsiveness, and airway inflammation in healthy, exercising individuals. A substantial fraction of subjects in these studies exhibited particularly marked responses in lung function and symptoms. Consequently, a concentration of 0.08 ppm ozone for an 8-hour averaging time can not be considered adequately protective of public health, and does not include any margin of safety, based on the definitions put forth in State law. The one published multi-hour study investigating a concentration below 0.08 ppm showed no statistically significant group mean decrement in lung function or symptoms at 0.04 ppm compared to a baseline of clear air. In addition, all individual subjects had changes in FEV1 of less than 10%. One unpublished multi-hour study at 0.06 ppm (Adams 1998) reported no statistically significant group mean changes, relative to clean air, in either lung function or symptoms including pain on deep inhalation and total symptom score. Therefore, staff has recommended an 8-hour concentration of 0.070 ppm. Many of the studies, and issues and concerns associated with the epidemiological studies listed above concerning the 1-hour standard are also relevant to the 8-hour standard. As discussed above, it may be that the health effects, often correlated with 1-hour exposures in the epidemiologic studies, are actually associated with 8-hour (or other) average exposures. Therefore, these epidemiologic findings were factored into the margin of safety for the 8-hour average.

It should be noted that the recommended 8-hour average concentration has three rather than two decimal places. Staff initially considered selection of 0.07 ppm. However, rounding conventions applied to air quality data (see Section 7.1.4) are such that any measured value up to and including 0.074 ppm would round down to 0.07 ppm. The available data suggested that selection of 0.07 ppm would not include an adequate margin of safety, as required by State law. The one available study at 0.06 ppm did not find a group mean effect. Staff is recommending that the 8 hour average standard have three decimal places, 0.070 ppm, to ensure an adequate margin of safety. Section 6.3 discusses issues related to precision and accuracy of the monitored data.

4. Monitoring method for ozone: Staff recommends retention of the current monitoring method for ozone which uses the ultraviolet (UV) absorption method for determining compliance with the state Ambient Air Quality Standard for ozone. Incorporate by reference all federally approved UV methods for ozone as California Approved Samplers for ozone. This will not change current air monitoring practices, but will align state monitoring requirements with federal requirements.

2.6.1 Consideration of Infants and Children

The Children's Environmental Health Protection Act [Health and Safety Code section 39606 (b)] requires that air pollution effects on children and infants be specifically considered in selection of ambient air quality standards. Children have a higher ventilation rate relative to body weight at rest and during activity than adults. Children

also tend to spend more time outside and be more active than adults. Consequently, virtue of their higher ventilation rates and outdoor behavior patterns, they are likely to inhale larger total doses of ozone than the general population. However, the chamber studies of exercising children suggest that they have responses generally similar to adults, pointing to a similar degree of responsiveness. Epidemiologic studies that have examined both children and adults do not show clear evidence for greater sensitivity in children. Studies in animals at high exposure concentrations (0.5 ppm and higher, 8 hrs/day for several consecutive days) indicate that developing lungs of infant animals are adversely affected by ozone. The recommended standards are well below that level of exposure. Two studies have shown evidence of lower lung function in young adults raised in high ozone areas (Kunzli et al. 1997; Galizia and Kinney 1999). The study by Kunzli et al. (1997) suggested that exposure to ozone prior to age 6 was associated with lower attained lung function. Examination of data for the Los Angeles basin from the early 1980s, show summer averages of the 1-hour maximum to be above 0.10 ppm. This is considerably above present levels and above the recommended 1-hour standard. There is also evidence that children who play three or more sports are at higher risk of developing asthma if they also live in high ozone communities in Southern California. This study needs to be repeated before the effect can be attributed to ozone exposure with greater certainty, but the finding is of concern. The warm season daily 8-hour maximum concentrations of ozone measured in these high ozone areas, over the four years of study, was 0.084 ppm. The proposed 8-hour standard of 0.070 ppm, therefore, should protect most children from asthma induction that may be associated with ozone exposure. Collectively, this body of evidence suggests that although children appear to be similarly responsive to a given dose of ozone as adults, they are at greater risk than adults of experiencing adverse responses to ozone by virtue of their higher level of outdoor activity, and consequently greater total exposure.

2.7 Estimated Health Benefits

It is estimated that attainment of the proposed ozone standards throughout California would avoid a significant number of adverse health effects each year, specifically:

- 580 (290 – 870, probable range) premature deaths for all ages.
- 3,800 (2,200 – 5,400, 95% confidence interval (CI)) hospitalizations due to respiratory diseases for all ages.
- 600 (360 – 850, 95% CI) emergency room visits for asthma for children under 18 years of age.
- 3.3 million (430,000 – 6,100,000, 95% CI) school absences for children 5 to 17 years of age.
- 2.8 million (1.2 million – 4.6 million, 95% CI) minor restricted activity days for adults above 18 years of age.

As discussed in Appendix B, there are a several important assumptions and uncertainties in this analysis. Some concern the study design, statistical methods, and choice of epidemiological studies used to develop the concentration-response (CR) functions used in the analysis. Few studies have investigated the shape of the CR function, or whether there is a population response threshold for health endpoints other

than emergency room visits for asthma. Further uncertainty is added by assumptions in the statewide exposure assessment. It should also be noted that since several health effects related to acute exposure, and effects of chronic ozone exposure, are not included in the estimates noted above, the health benefits associated with lowering ozone exposure are likely underestimated.

2.8 Public Outreach and Review

A draft Staff Report containing staff's preliminary findings was released to the public on June 21, 2004 titled, "Review of California Ambient Air Quality Standard for Ozone". Public outreach for the standard review involved dissemination of information through various outlets to include the public in the regulatory process. In an ongoing effort to include the public in the review of the ozone standard, the ARB and OEHHA integrated outreach into public meetings, workshop presentations, electronic "list serve" notification systems, and various web pages. Notification of release of the Staff Report, the schedule for public meetings and workshops, and invitations to submit comments on the Staff Report were made through the "list serve" notification system. Public workshops on the proposed ozone standard were held on July 14 – 16, 2004 in Sacramento, El Monte, and Fresno. An additional public workshop was held on August 24, 2004 in Sacramento.

Individuals or parties interested in signing up for an electronic e-mail "list serve" notification on the PM standards, as well as any air quality-related issue, may self-enroll at the following location: www.arb.ca.gov/listserv/aaqs/aaqs.htm. Additional information on the standards review process is also available at the ozone standards review schedule website at: www.arb.ca.gov/research/aaqs/ozone-rs/ozone-rs.htm.

2.9 Air Quality Advisory Committee Review

The Air Quality Advisory Committee, an external scientific peer review committee that was appointed by the President of the University of California, met January 11 and 12, 2005, in Berkeley, California to review the initial Staff Report and public comments, and to ensure that the scientific basis of the recommendations for the ozone standard are based upon sound scientific knowledge, methods, and practices. The AQAC held a public meeting, which provided time for oral public comments, and discussed their review of the draft Staff Report and the draft recommendations, and provided comments for improving the draft Staff Report. Final findings were received on February 24, 2005.

The AQAC determined that the staff recommendations were well founded on the scientific literature, and voted to endorse them. The Committee made suggestions for minor changes to the draft Staff Report to increase clarity, requested more detailed discussion of several topics, and inclusion of several additional scientific papers. The AQAC findings is included in this Initial Statement of Reasons as Appendix C, in Volume IV.

2.10 Environmental and Economic Impacts

The proposed ambient air quality standards are scientific in nature, and will in and of themselves have no environmental or economic impacts. Standards simply define clean air. Once adopted, local air pollution control or air quality management districts are

responsible for the adoption of rules and regulations to control emissions from stationary sources to assure their achievement and maintenance. The Board is responsible for adoption of emission standards for mobile sources. A number of different implementation measures are possible, and each could have its own environmental and/or economic impact. These impacts must be evaluated when the control measure is proposed. Any environmental or economic impacts associated with the imposition of future measures will be considered if and when specific measures are proposed.

2.11 Environmental Justice

State law defines environmental justice as the fair treatment of people of all races, cultures, and incomes with respect to the development, adoption, implementation, and enforcement of environmental laws, regulations, and policies (Senate Bill 115, Solis; Stats 1999, Ch. 690; Government Code §65040.12(c)). The Board established a framework for incorporating environmental justice into the ARB's programs consistent with the directives of State law (ARB, 2001). The policies developed apply to all communities in California, but recognize that environmental justice issues have been raised more in the context of low-income and minority communities, which sometimes experience higher exposures to some pollutants as a result of the cumulative impacts of air pollution from multiple mobile, commercial, industrial, areawide, and other sources.

Because ambient air quality standards simply define clean air, all of California's communities will benefit from the proposed health-based standards, as progress is made to attain the standards. Over the past twenty years, the ARB, local air districts, and federal air pollution control programs have made substantial progress towards improving the air quality in California. However, some communities continue to experience higher exposures than others as a result of the cumulative impacts of air pollution from multiple mobile and stationary sources and thus may suffer a disproportionate level of adverse health effects. Since the same ambient air quality standards apply to all regions of the State, these communities will benefit by a wider margin and receive a greater degree of health improvement from the revised standards than less affected communities, as progress is made to attain the standards. Moreover, just as all communities would benefit from new, stricter standards, alternatives to the proposed recommendations, such as not proposing an eight-hour ozone standard, would adversely affect many communities.

While it is possible that residents in environmental justice communities may be particularly sensitive to ozone, only one study investigated whether socioeconomic status (SES) alters responses to ozone exposure, and those results were difficult to explain. Hence, the study did not allow inferences as to whether socioeconomic status impacts on sensitivity to ozone. Moreover, other controlled studies investigating whether gender, ethnicity or environmental factors contribute to the responses to ozone exposure could not convincingly demonstrate a link with responsiveness. Therefore, the database is insufficient to conclude whether differences in ozone susceptibility exist in environmental justice communities. These studies are discussed in more detail in Section 9.6.8.

Once ambient air quality standards are adopted, the ARB and the local air districts will

propose emission standards and other control measures designed to result in a reduction of ambient ozone levels. The environmental justice aspects of each proposed control measure will be evaluated in a public forum at this time.

As additional relevant scientific evidence becomes available, the ozone standards will be reviewed again to make certain that the health of the public is protected with an adequate margin of safety.

2.12 References

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Appendix A
PROPOSED AMENDMENTS TO
CALIFORNIA CODE OF REGULATIONS

AND

AIR MONITORING QUALITY ASSURANCE
MANUAL VOLUME IV, PARTS A, B, & C
(DOCUMENT INCORPORATED BY
REFERENCE)

[PROPOSED] REGULATION ORDER

Section 70100. Definitions

~~(g) Oxidant. Oxidant is a substance that oxidizes a selected reagent that is not oxidizable by oxygen under ambient conditions. For the purposes of this section, oxidant includes ozone, organic peroxides, and peroxyacyl nitrates but not nitrogen dioxide. Atmospheric oxidant concentrations are to be measured with ozone as a surrogate by ultraviolet photometry, or by an equivalent method.~~

~~(gh) Carbon Monoxide ...~~

~~(hi) Sulfur Dioxide ...~~

~~(ij) Suspended Particulate Matter (PM10). Suspended particulate matter (PM10) refers to atmospheric particles, solid and liquid, except uncombined water as measured by a (PM10) sampler which collects 50 percent of all particles of 10 mm aerodynamic diameter and which collects a declining fraction of particles as their diameter increases and an increasing fraction of particles as their diameter decreases, reflecting the characteristics of lung deposition. Suspended particulate matter (PM10) is to be measured by a California Approved Sampler (CAS) for PM10, for purposes of monitoring for compliance with the Suspended Particulate Matter (PM10) standards. Approved samplers, methods, and instruments are listed in Section 70100.1(a) below. A CAS for PM10 includes samplers, methods, or instruments determined by the Air Resources Board or the Executive Officer to produce equivalent results for PM10 with the Federal Reference Method (40 CFR, part 50, Appendix M, as published in 62 Fed. Reg. 38763, July 18, 1997).~~

~~(jk) Fine Suspended Particulate Matter (PM2.5). Fine suspended particulate matter (PM2.5) refers to suspended atmospheric particles solid and liquid, except uncombined water as measured by a PM2.5 sampler which collects 50 percent of all particles of 2.5 mm aerodynamic diameter and which collects a declining fraction of particles as their diameter increases and an increasing fraction of particles as their diameter decreases, reflecting the characteristics of lung deposition. Fine suspended particulate matter (PM2.5) is to be measured by a California Approved Sampler (CAS) for PM2.5 for purposes of monitoring for compliance with the Fine Particulate Matter (PM2.5) standards. Approved samplers, methods, and instruments are listed in Section 70100.1(b) below. A CAS for PM2.5 includes samplers, method, and instruments determined by the Air Resources Board or the Executive Officer to produce equivalent results for PM2.5 with the Federal Reference Method (40 CFR, part 50, Appendix L, as published in 62 Fed. Reg. 38763, July 18, 1997).~~

(kl) Visibility Reducing Particles ...

(lm) Hydrogen Sulfide ...

(mñ) Nitrogen Dioxide ...

(nø) Lead (particulate) ...

(op) Sulfates ...

(pq) Vinyl Chloride ...

(qf) Ozone ...

(rs) Extinction Coefficient ...

Section 70100.1. Methods, Samplers, and Instruments for Measuring Pollutants.

a) PM10 Methods. The method for determining compliance with the PM10 ambient air quality standard shall be the Federal Reference Method for the Determination of Particulate Matter as PM10 in the Atmosphere (40 CFR, Chapter 1, part 50, Appendix M, as published in 62 Fed. Reg., 38753, July 18, 1997). California Approved Samplers for PM10 are set forth in "Air Monitoring Quality Assurance Manual Volume IV, Part A: Monitoring Methods for PM10", adopted [insert date], which is incorporated by reference herein. Samplers, methods, or instruments determined in writing by the Air Resources Board or the Executive Officer to produce equivalent results for PM10 shall also be California Approved Samplers for PM10. These include those continuous samplers that have been demonstrated to the satisfaction of the Air Resources Board to produce measurements equivalent to the Federal Reference Method. The following samplers, methods, and instruments are California Approved Samplers for PM10 for the purposes of monitoring for compliance with the Suspended Particulate Matter (PM10) standards:

~~(1) The specific samplers approved are:~~

~~_____ (A) Andersen Model RAAS10-100 PM10 Single Channel PM10 Sampler, U.S. EPA Manual Reference Method RFPS 0699-130, as published in 64 Fed. Reg., 33481, June 23, 1999. _____~~

~~_____ (B) Andersen Model RAAS10-200 PM10 Single Channel PM10 Audit Sampler, U.S. EPA Manual Reference Method RFPS 0699-131, as published in 64 Fed. Reg., 33481, June 23, 1999. _____~~

~~_____ (C) Andersen Model RAAS10-300 PM10 Multi Channel PM10 Sampler, U.S. EPA Manual Reference Method RFPS 0669-132, as published in 64 Fed. Reg., 33481, June 23, 1999. _____~~

~~_____ (D) Sierra (currently known as Graseby) Andersen/GMW Model 1200 High Volume Air Sampler, U.S. EPA Manual Reference Method RFPS 1287-063, as published in 52 Fed. Reg., 45684, December 1, 1987 and in 53 Fed. Reg., 4062, January 15, 1988. _____~~

~~_____ (E) Sierra (currently known as Graseby) Andersen/GMW Model 321B High Volume Air Sampler, U.S. EPA Manual Reference Method RFPS 1287-064, as published in 52 Fed. Reg., 45684, December 1, 1987 and in 53 Fed. Reg., 4062, January 15, 1988. _____~~

~~_____ (F) Sierra (currently known as Graseby) Andersen/GMW Model 321-C High Volume Air Sampler, U.S. EPA Manual Reference Method RFPS 1287-065, as published in 52 Fed. Reg., 45684, December 1, 1987. _____~~

~~_____ (G) BGI Incorporated Model PQ100 Air Sampler, U.S. EPA Manual Reference Method RFPS 1298-124, as published in 63 Fed. Reg., 69624, December 17, 1998. _____~~

~~_____ (H) BGI Incorporated Model PQ200 Air Sampler, U.S. EPA Manual Reference Method RFPS 1298-125, as published in 63 Fed. Reg., 69624, December 17, 1998. _____~~

~~_____ (I) Rupprecht & Patashnick Partisol Model 2000 Air Sampler, U.S. EPA Manual Reference Method RFPS 0694-098, as published in 59 Fed. Reg., 35338, July 11, 1994. _____~~

~~_____ (J) Rupprecht & Patashnick Partisol FRM Model 2000 PM10 Air Sampler, U.S. EPA Manual Reference Method RFPs 1298-126, as published in 63 Fed. Reg., 69625, December 17, 1998. _____~~

~~_____ (K) Rupprecht & Patashnick Partisol Plus Model 2025 PM10 Sequential Air Sampler, U.S. EPA Manual Reference Method RFPs 1298-127, as published in 63 Fed. Reg., 69625, December 17, 1998. _____~~

~~_____ (L) Tisch Environmental Model TE 6070 PM10 High Volume Air Sampler, U.S. EPA Manual Reference Method RFPs 0202-141, as published in 67 Fed. Reg., 15566, April 2, 2002. _____~~

~~_____ (2) Continuous samplers: _____~~

~~_____ (A) Andersen Beta Attenuation Monitor Model FH 62 C14 equipped with the following components: louvered PM10 inlet, volumetric flow controller, automatic filter change mechanism, automatic zero check, and calibration control foils kit*. _____~~

~~_____ (B) Met One Beta Attenuation Monitor Model 1020 equipped with the following components: louvered PM10 size selective inlet, volumetric flow controller, automatic filter change mechanism, automatic heating system, automatic zero and span check capability*. _____~~

~~_____ (C) Rupprecht & Patashnick Series 8500 Filter Dynamics Measurement System equipped with the following components: louvered PM10 size selective inlet, volumetric flow control, flow splitter (3 liter/min sample flow), sample equilibration system (SES) dryer, TEOM sensor unit, TEOM control unit, switching valve, purge filter conditioning unit, and palliflex TX40, 13 mm effective diameter cartridge*. _____~~

b) PM2.5 Methods. The method for determining compliance with the PM2.5 ambient air quality standard shall be the Federal Reference Method for the Determination of Particulate Matter as PM2.5 in the Atmosphere, 40 CFR, Chapter 1, part 50, Appendix L, as published in 62 Fed. Reg., 38714, July 18, 1997 and as amended in 64 Fed. Reg., 19717, April 22, 1999. The samplers listed in the Federal Reference Method must use either the WINS impactor or the U.S. EPA-approved very sharp cut cyclone (67 Fed. Reg., 15566, April 2, 2002) to separate PM2.5 from PM10. California Approved Samplers for PM2.5 are set forth in "Air Monitoring Quality Assurance Manual Volume IV, Part B: Monitoring

Methods for PM2.5", adopted [insert date], which is incorporated by reference herein. Samplers, methods, or instruments determined in writing by the Air Resources Board or the Executive Officer to produce equivalent results for PM2.5 shall also be California Approved Samplers for PM2.5. These include those continuous samplers that have been demonstrated to the satisfaction of the Air Resources Board to produce measurements equivalent to the Federal Reference Method. The following samplers, methods, and instruments are California Approved Samplers for PM2.5 for the purposes of monitoring for compliance with the Fine Particulate Matter (PM2.5) standards:

~~(1) The specific samplers approved are:~~

~~(A) Anderson Model RAAS 2.5 200 PM2.5 Ambient Audit Air Sampler, U.S. EPA Manual Reference Method RFPS 0299 128, as published in 64 Fed. Reg., 12167, March 11, 1999.~~

~~(B) Graseby Andersen Model RAAS 2.5 100 PM2.5 Ambient Air Sampler, U.S. EPA Manual Reference Method RFPS 0598 119, as published in 63 Fed. Reg., 31991, June 11, 1998.~~

~~(C) Graseby Andersen Model RAAS 2.5 300 PM2.5 Sequential Ambient Air Sampler, U.S. EPA Manual Reference Method RFPS 0598 120, as published in 63 Fed. Reg., 31991, June 11, 1998.~~

~~(D) BGI Inc. Models PQ200 and PQ200A PM2.5 Ambient Fine Particle Sampler, U.S. EPA Manual Reference Method RFPS 0498 116, as published in 63 Fed. Reg., 18911, April 16, 1998.~~

~~(E) Rupprecht & Patashnick Partisol FRM Model 2000 Air Sampler, U.S. EPA Manual Reference Method RFPS 0498 117, as published in 63 Fed. Reg., 18911, April 16, 1998.~~

~~(F) Rupprecht & Patashnick Partisol Model 2000 PM 2.5 Audit Sampler, as described in U.S. EPA Manual Reference Method RFPS 0499 129, as published in 64 Fed. Reg., 19153, April 19, 1999.~~

~~(G) Rupprecht & Patashnick Partisol Plus Model 2025 PM 2.5 Sequential Air Sampler, U.S. EPA Manual Reference Method RFPS 0498 118, as published in 63 Fed. Reg., 18911, April 16, 1998.~~

~~(H) Thermo Environmental Instruments, Incorporated Model 605 "CAPS" Sampler, U.S. EPA Manual Reference Method RFPS 1098-123, as published in 63 Fed. Reg., 58036, October 29, 1998.~~

~~(I) URG MASS100 Single PM2.5 FRM Sampler, U.S. EPA Manual Reference Method RFPS 0400-135, as published in 65 Fed. Reg., 26603, May 8, 2000.~~

~~(J) URG MASS300 Sequential PM2.5 FRM Sampler, U.S. EPA Manual Reference Method RFPS 0400-136, as published in 65 Fed. Reg., 26603, May 8, 2000.~~

~~(K) BGI Inc. Model PQ200 VSCC PM2.5 Sampler, U.S. EPA Manual Equivalent Method EQPM 0202-142, as published in 67 Fed. Reg., 15567, April 2, 2002.~~

~~(L) BGI Inc. Model PQ200A VSCC PM2.5 Sampler, U.S. EPA Manual Equivalent Method EQPM 0202-142, as published in 67 Fed. Reg., 15567, April 2, 2002.~~

~~(M) Rupprecht & Patashnick Partisol FRM Model 2000 PM2.5 FEM Air Sampler, U.S. EPA Manual Equivalent Method EQPM 0202-143, as published in 67 Fed. Reg., 15567, April 2, 2002.~~

~~(N) Rupprecht & Patashnick Partisol Model 2000 PM2.5 FEM Audit Sampler, U.S. EPA Manual Equivalent Method EQPM 0202-144, as published in 67 Fed. Reg., 15567, April 2, 2002.~~

~~(O) Rupprecht & Patashnick Partisol Plus Model 2025 PM 2.5 FEM Sequential Sampler, U.S. EPA Manual Equivalent Method EQPM 0202-145, as published in 67 Fed. Reg., 15567, April 2, 2002.~~

~~(2) Continuous samplers:~~

~~(A) Andersen Beta Attenuation Monitor Model FH 62 C14 equipped with the following components: louvered PM10 size selective inlet, very sharp cut or~~

~~sharp cut cyclone, volumetric flow controller, automatic filter change mechanism, automatic zero check, and calibration control foils kit*.~~

~~(B) Met One Beta Attenuation Monitor Model 1020 equipped with the following components: louvered PM10 size selective inlet, very sharp cut or sharp cut cyclone, volumetric flow controller, automatic filter change mechanism, automatic heating system, and automatic zero and span check capability*.~~

~~(C) Rupprecht & Patashnick Series 8500 Filter Dynamics Measurement System equipped with the following components: louvered PM10 size selective inlet, very sharp cut or sharp cut cyclone, volumetric flow control, flow splitter (3 liter/min sample flow), sample equilibration system (SES) dryer, TEOM sensor unit, TEOM control unit, switching valve, purge filter conditioning unit, and palliflex TX40, 13 mm effective diameter cartridge*.~~

~~*Instrument shall be operated in accordance with the vendor's instrument operation manual that adheres to the principles and practices of quality control and quality assurance as specified in Volume I of the "Air Monitoring Quality Assurance Manual", as printed on April 17, 2002, and available from the California Air Resources Board, Monitoring and Laboratory Division, P.O. Box 2815, Sacramento CA 95814, incorporated by reference herein.~~

(c) Ozone Methods. The method for determining compliance with the ozone ambient air quality standard shall be the Federal Equivalent Method for the Determination of Ozone in the Atmosphere (40 CFR, part 53). California Approved Samplers for ozone are set forth in "Air Monitoring Quality Assurance Manual Volume IV, Part C: Monitoring Methods for Ozone", as adopted [insert date]. Samplers, methods, or instruments determined in writing by the Air Resources Board or the Executive Officer to produce equivalent results for ozone shall also be California Approved Samplers for ozone.

NOTE

Authority cited: Sections 39600, 39601 and 39606, Health and Safety Code.
Reference: Sections 39014, 39606, 39701 and 39703(f), Health and Safety Code.

Section 70200. Table of Standards ***

Substance	Concentration and Methods*	Duration of Averaging Periods	Most Relevant Effects	Comments
Ozone	0.09 ppm** <u>0.070 ppm**</u> ultraviolet photometry using California Approved Sampler as set forth in section 70100.1 (c)	1 hour <u>8 hour</u>	<p>a. Short-term exposures: (1) <u>Pulmonary function decrements and localized lung edema in humans and animals. One-hour and multi-hour exposures: lung function decrements, and symptoms of respiratory irritation such as cough, wheeze, and pain upon deep inhalation.</u> (2) <u>Multi-hour exposures: airway hyperreactivity and airway inflammation.</u> (2) <u>Risk to public health implied by alterations in pulmonary morphology and host defence in animals.</u> (3) <u>excess deaths, hospitalization, emergency room visits, asthma exacerbation, respiratory symptoms and restrictions in activity</u></p> <p>b. Long-term exposures: <u>Risk to public health implied by altered pulmonary morphology in animals after long-term exposures and pulmonary function decrements in chronically exposed humans.</u> <u>Ozone can induce tissue changes in the respiratory tract, and is associated with decreased lung function and emergency room visits for asthma.</u></p> <p>c. Welfare effects: (1) Yield loss in important crops and predicted economic loss to growers and consumers. (2) Injury and damage to <u>forests native plants and potential changes in species diversity and number.</u> (3) <u>Damage to rubber and elastomers and to paints, fabric, dyes, pigments, and plastics.</u></p>	<p>a. The standard is intended to prevent adverse <u>human</u> health effects.</p> <p>b. The standard, when achieved, will not prevent all injury to crops and other types of <u>vegetation</u>, but is intended to place an acceptable upper limit on the amount of yield and economic loss, as well as on adverse environmental impacts.</p>

Suspended Particulate Matter (PM10)	50 $\mu\text{g}/\text{m}^3$ PM10**	24 hour sample	Prevention of excess deaths, illness and restrictions in activity from short-and long-term exposures. Illness outcomes include, but are not limited to, respiratory symptoms, bronchitis, asthma exacerbation, emergency room visits and hospital admissions for cardiac and respiratory diseases. Sensitive subpopulations include children, the elderly, and individuals with pre-existing cardiopulmonary disease.	This standard applies to suspended mater as measured by PM10 sampler, which collects 50% of all particles of 10 μm aerodynamic diameter and collects a declining fraction of particles as their diameter increases, reflecting the characteristics of lung deposition.
	20 $\mu\text{g}/\text{m}^3$ PM10** using California Approved Sampler as set forth in section 70100.1(a)	24 hour samples, annual arithmetic mean		

* The list of California Approved Samplers may be obtained from the Air Resources Board, Monitoring and Laboratory Division, P.O. Box 2815, Sacramento, CA 95814. Any equivalent procedure which can be shown to the satisfaction of the Air Resources Board to give equivalent results at or near the level of the air quality standard may be used.

** These standards are violated when concentrations exceed those set forth in the body of the regulation. All other standards are violated when concentrations equal or exceed those set forth in the body of the regulation.

*** Applicable statewide unless otherwise noted.

****These standards are violated when particle concentrations cause measured light extinction values to exceed those set forth in the regulations.

NOTE

Authority cited: Sections 39600, 39601(a) and 39606, Health and Safety Code. Reference: Sections 39014, 39606, 39701 and 39703(f), Health and Safety Code; and Western Oil and Gas Ass'n v. Air Resources Bd. (1984) 37 Cal.3d 502.

HISTORY

1. Amendment filed 9-18-89; operative 10-18-89 (Register 89, No. 39). For prior history, see Register 88, No. 27.
2. Amendment filed 6-29-92; operative 7-29-92 (Register 92, No. 27).
3. Amendment filed 6-5-2003; operative 7-5-2003 (Register 2003, No. 23).

Air Monitoring Quality Assurance Manual

Volume IV

Part A: Monitoring Methods for PM10

- (1) The method for determining compliance with the State PM10 ambient air quality standard shall be the Federal Reference Method (FRM) for the Determination of Particulate Matter as PM10 in the Atmosphere (40 CFR, Chapter 1, part 50, Appendix M, as published in 62 Fed. Reg., 38753, July 18, 1997). When employed according to the FRM, the following are California Approved Samplers:
 - (A) Andersen Model RAAS10-100 PM10 Single Channel PM10 Sampler, U.S. EPA Manual Reference Method RFPS-0699-130, as published in 64 Fed. Reg., 33481, June 23, 1999.
 - (B) Andersen Model RAAS10-200 PM10 Single Channel PM10 Audit Sampler, U.S. EPA Manual Reference Method RFPS-0699-131, as published in 64 Fed. Reg., 33481, June 23, 1999.
 - (C) Andersen Model RAAS10-300 PM10 Multi Channel PM10 Sampler, U.S. EPA Manual Reference Method RFPS-0669-132, as published in 64 Fed. Reg., 33481, June 23, 1999.
 - (D) Sierra (currently known as Graseby) Andersen/GMW Model 1200 High-Volume Air Sampler, U.S. EPA Manual Reference Method RFPS-1287-063, as published in 52 Fed. Reg., 45684, December 1, 1987 and in 53 Fed. Reg., 1062, January 15, 1988.
 - (E) Sierra (currently known as Graseby) Andersen/GMW Model 321B High-Volume Air Sampler, U.S. EPA Manual Reference Method RFPS-1287-064, as published in 52 Fed. Reg., 45684, December 1, 1987 and in 53 Fed. Reg., 1062, January 15, 1988.
 - (F) Sierra (currently known as Graseby) Andersen/GMW Model 321-C High-Volume Air Sampler, U.S. EPA Manual Reference Method RFPS-1287-065, as published in 52 Fed. Reg., 45684, December 1, 1987.
 - (G) BGI Incorporated Model PQ100 Air Sampler, U.S. EPA Manual Reference Method RFPS-1298-124, as published in 63 Fed. Reg., 69624, December 17, 1998.
 - (H) BGI Incorporated Model PQ200 Air Sampler, U.S. EPA Manual Reference Method RFPS-1298-125, as published in 63 Fed. Reg., 69624, December 17, 1998.
 - (I) Rupperecht & Patashnick Partisol Model 2000 Air Sampler, U.S. EPA Manual Reference Method RFPS-0694-098, as published in 59 Fed. Reg., 35338, July 11, 1994.
 - (J) Rupperecht & Patashnick Partisol-FRM Model 2000-PM10 Air Sampler, U.S. EPA Manual Reference Method RFPS-1298-126, as published in 63 Fed. Reg., 69625, December 17, 1998.

- (K) Rupprecht & Patashnick Partisol-Plus Model 2025 PM10 Sequential Air Sampler, U.S. EPA Manual Reference Method RFPS-1298-127, as published in 63 Fed. Reg., 69625, December 17, 1998.
 - (L) Tisch Environmental Model TE-6070 PM10 High-Volume Air Sampler, U.S. EPA Manual Reference Method RFPS-0202-141, as published in 67 Fed. Reg., 15566, April 2, 2002.
- (2) The following continuous Californian Approved Samplers have been demonstrated to the satisfaction of the Air Resources Board to produce measurements equivalent to the FRM:
- (A) Andersen Beta Attenuation Monitor Model FH 62 C14 equipped with the following components: louvered PM10 inlet, volumetric flow controller, automatic filter change mechanism, automatic zero check, and calibration control foils kit*.
 - (B) Met One Beta Attenuation Monitor Model 1020 equipped with the following components: louvered PM10 size selective inlet, volumetric flow controller, automatic filter change mechanism, automatic heating system, automatic zero and span check capability*.
 - (C) Rupprecht & Patashnick Series 8500 Filter Dynamics Measurement System equipped with the following components: louvered PM10 size selective inlet, volumetric flow control, flow splitter (3 liter/min sample flow), sample equilibration system (SES) dryer, TEOM sensor unit, TEOM control unit, switching valve, purge filter conditioning unit, and palliflex TX40, 13 mm effective diameter cartridge*.

*Instrument shall be operated in accordance with the vendor's instrument operation manual that adheres to the principles and practices of quality control and quality assurance as specified in Volume I of the "Air Monitoring Quality Assurance Manual", as printed on April 17, 2002, and available from the California Air Resources Board, Monitoring and Laboratory Division, P.O. Box 2815, Sacramento CA 95814, incorporated by reference herein.

Air Monitoring Quality Assurance Manual

Volume IV

Part B: Monitoring Methods for PM2.5

- (1) The method for determining compliance with the State PM2.5 ambient air quality standard shall be the Federal Reference Method (FRM) for the Determination of Particulate Matter as PM2.5 in the Atmosphere, 40 CFR, part 50, Appendix L, as published in 62 Fed. Reg., 38714, July 18, 1997 and as amended in 64 Fed. Reg., 19717, April 22, 1999. These must use either the WINS impactor or the U.S. EPA-approved very sharp cut cyclone (67 Fed. Reg., 15566, April 2, 2002) to separate PM2.5 from PM10. When employed according to the FRM, the following are California Approved Samplers:
- (A) Andersen Model RAAS 2.5-200 PM2.5 Ambient Audit Air Sampler, U.S. EPA Manual Reference Method RFPS-0299-128, as published in 64 Fed. Reg., 12167, March 11, 1999.
 - (B) Graseby Andersen Model RAAS 2.5-100 PM2.5 Ambient Air Sampler, U.S. EPA Manual Reference Method RFPS-0598-119, as published in 63 Fed. Reg., 31991, June 11, 1998.
 - (C) Graseby Andersen Model RAAS 2.5-300 PM2.5 Sequential Ambient Air Sampler, U.S. EPA Manual Reference Method RFPS-0598-120, as published in 63 Fed. Reg., 31991, June 11, 1998.
 - (D) BGI Inc. Models PQ200 and PQ200A PM2.5 Ambient Fine Particle Sampler, U.S. EPA Manual Reference Method RFPS-0498-116, as published in 63 Fed. Reg., 18911, April 16, 1998.
 - (E) Rupprecht & Patashnick Partisol-FRM Model 2000 Air Sampler, U.S. EPA Manual Reference Method RFPS-0498-117, as published in 63 Fed. Reg., 18911, April 16, 1998.
 - (F) Rupprecht & Patashnick Partisol Model 2000 PM-2.5 Audit Sampler, as described in U.S. EPA Manual Reference Method RFPS-0499-129, as published in 64 Fed. Reg., 19153, April 19, 1999.
 - (G) Rupprecht & Patashnick Partisol-Plus Model 2025 PM-2.5 Sequential Air Sampler, U.S. EPA Manual Reference Method RFPS-0498-118, as published in 63 Fed. Reg., 18911, April 16, 1998.
 - (H) Thermo Environmental Instruments, Incorporated Model 605 "CAPS" Sampler, U.S. EPA Manual Reference Method RFPS-1098-123, as published in 63 Fed. Reg., 58036, October 29, 1998.
 - (I) URG-MASS100 Single PM2.5 FRM Sampler, U.S. EPA Manual Reference Method RFPS-0400-135, as published in 65 Fed. Reg., 26603, May 8, 2000.
 - (J) URG-MASS300 Sequential PM2.5 FRM Sampler, U.S. EPA Manual Reference Method RFPS-0400-136, as published in 65 Fed. Reg., 26603, May 8, 2000.

- (K) BGI Inc. Model PQ200-VSCC PM2.5 Sampler, U.S. EPA Manual Equivalent Method EQPM-0202-142, as published in 67 Fed. Reg., 15567, April 2, 2002.
 - (L) BGI Inc. Model PQ200A-VSCC PM2.5 Sampler, U.S. EPA Manual Equivalent Method EQPM-0202-142, as published in 67 Fed. Reg., 15567, April 2, 2002.
 - (M) Rupprecht & Patashnick Partisol-FRM Model 2000 PM2.5 FEM Air Sampler, U.S. EPA Manual Equivalent Method EQPM-0202-143, as published in 67 Fed. Reg., 15567, April 2, 2002.
 - (N) Rupprecht & Patashnick Partisol Model 2000 PM2.5 FEM Audit Sampler, U.S. EPA Manual Equivalent Method EQPM-0202-144, as published in 67 Fed. Reg., 15567, April 2, 2002.
 - (O) Rupprecht & Patashnick Partisol-Plus Model 2025 PM-2.5 FEM Sequential Sampler, U.S. EPA Manual Equivalent Method EQPM-0202-145, as published in 67 Fed. Reg., 15567, April 2, 2002.
- (2) The following continuous samplers have been demonstrated to the satisfaction of the Air Resources Board to produce measurements equivalent to the FRM:
- (A) Andersen Beta Attenuation Monitor Model FH 62 C14 equipped with the following components: louvered PM10 size selective inlet, very sharp cut or sharp cut cyclone, volumetric flow controller, automatic filter change mechanism, automatic zero check, and calibration control foils kit*.
 - (B) Met One Beta Attenuation Monitor Model 1020 equipped with the following components: louvered PM10 size selective inlet, very sharp cut or sharp cut cyclone, volumetric flow controller, automatic filter change mechanism, automatic heating system, and automatic zero and span check capability*.
 - (C) Rupprecht & Patashnick Series 8500 Filter Dynamics Measurement System equipped with the following components: louvered PM10 size selective inlet, very sharp cut or sharp cut cyclone, volumetric flow control, flow splitter (3 liter/min sample flow), sample equilibration system (SES) dryer, TEOM sensor unit, TEOM control unit, switching valve, purge filter conditioning unit, and palliflex TX40, 13 mm effective diameter cartridge*.

*Instrument shall be operated in accordance with the vendor's instrument operation manual that adheres to the principles and practices of quality control and quality assurance as specified in Volume I of the "Air Monitoring Quality Assurance Manual", as printed on April 17, 2002, and available from the California Air Resources Board, Monitoring and Laboratory Division, P.O. Box 2815, Sacramento CA 95814, incorporated by reference herein.

Air Monitoring Quality Assurance Manual

Volume IV

Part C: Monitoring Methods for Ozone

The method for determining compliance with the State ozone ambient air quality standard shall be the Federal Equivalent Method (FEM) for the Determination of Ozone in the Atmosphere (40 CFR, part 53). The FEM (ultraviolet photometry) is considered equivalent to the Federal Reference Method (chemiluminescence) as described in 40 CFR, Chapter 1, Part 50, Appendix D as published in FR 62, 38895, July 18, 1997. When employed according to the FEM (40 CFR, part 53), the following are California Approved Samplers:

- (A) Dasibi Models 1003-AH, 1003-PC, or 1003-RS Ozone Analyzers, USEPA Automated Equivalent Method EQOA-0577-019, as published in FR 42, 28571, June 03, 1977.
- (B) Dasibi Models 1008-AH, 1008-PC, or 1008-RS Ozone Analyzers, USEPA Automated Equivalent Method EQOA-0383-056, as published in FR 48, 10126, March 10, 1983.
- (C) DKK-TOA Corp. Model GUX-113E Ozone Analyzer, USEPA Automated Equivalent Method EQOA-0200-134, as published in FR 65, 11308, March 02, 2000.
- (D) Envirionics Series 300 Ozone Analyzer, USEPA Automated Equivalent Method EQOA-0990-078, as published in FR 55, 38386, September 18, 1990.
- (E) Environnement S.A. Model O₃41M UV Ozone Analyzer, USEPA Automated Equivalent Method EQOA-0895-105, as published in FR 60, 39382, August 02, 1995.
- (F) Environnement S.A. Model O₃42M UV Ozone Analyzer, USEPA Automated Equivalent Method EQOA-0206-148, as published in FR 67, 42557, June 24, 2002.
- (G) Environnement S.A. SANOVA Multigas Longpath Monitoring System, USEPA Automated Equivalent Method EQOA-0400-137, as published in FR 65, 26603, May 08, 2000.
- (H) Horiba Instruments Models APOA-360 and APOA-360-CE Ozone Monitor, USEPA Automated Equivalent Method EQOA-0196-112, as published in FR 61, 11404, March 20, 1996.
- (I) Monitor Labs/Lear Siegler Model 8810 Ozone Analyzer, USEPA Automated Equivalent Method EQOA-0881-053, as published in FR 46, 52224, October 26, 1981.
- (J) Monitor Labs/Lear Siegler Models ML9810, ML9811, or ML9812, Monitors Labs Model ML9810B, or Wedding & Associates Model 1010 Ozone Analyzers, USEPA Automated Equivalent Method EQOA-0193-091, as published in FR 58, 6964, February 03, 1993.

- (K) Opsis Model AR 500 and System 300 Open Path Ambient Air Monitoring Systems for Ozone, USEPA Automated Equivalent Method EQOA-0495-103, as published in FR 60, 21518, May 02, 1995.
- (L) PCI Ozone Corporation Model LC-12 Ozone Analyzer, USEPA Automated Equivalent Method EQOA-0382-055, as published in FR 47, 13572, March 31, 1982.
- (M) Philips PW9771 O3 Analyzer, USEPA Automated Equivalent Method EQOA-0777-023, as published in FR 42, 38931, August 01, 1977; FR 42, 57156, November 01, 1977.
- (N) Teledyne-Advanced Pollution Instrumentation, Inc. Model 400E Ozone Analyzer, Advanced Pollution Instrumentation, Inc. Model 400/400A Ozone Analyzer, USEPA Automated Equivalent Method EQOA-0992-087, as published in FR 57, 44565, September 28, 1992, FR 63, 31992, June 11, 1998; FR 67, 57811, September 12, 2002.
- (O) Thermo Electron/Thermo Environmental Instruments Models 49, 49C, USEPA Automated Equivalent Method EQOA-0880-047, as published in FR 45, 57168, August 27, 1980

CALIFORNIA AIR RESOURCES BOARD

NOTICE OF PUBLIC MEETING TO CONSIDER APPROVAL OF THE PROPOSED "AIR QUALITY AND LAND USE HANDBOOK: A COMMUNITY HEALTH PERSPECTIVE"

The Air Resources Board (ARB or Board) will conduct a public meeting at the time and place noted below to consider the approval of the proposed guidance document entitled, "Air Quality and Land Use Handbook: A Community Health Perspective." This is an advisory report, and no regulatory action will be taken.

DATE: April 28, 2005
TIME: 6:00 p.m.
PLACE: Air Resources Board
Auditorium
9530 Telstar Avenue
El Monte, CA 91731

This item will be considered at a one-day meeting of the Board, which will commence at 6:00 p.m., April 28, 2005.

If you have a disability-related accommodation need, please go to <http://www.arb.ca.gov/html/ada/ada.htm> for assistance or contact the ADA Coordinator at (916) 323-4916. If you are a person who needs assistance in a language other than English, please go to <http://inside.arb.ca.gov/as/eeo/languageaccess.htm> or contact the Bilingual Coordinator at (916) 324-5049. TTY/TDD/Speech-to-Speech users may dial 7-1-1 for the California Relay Service.

The "Air Quality and Land Use Handbook: A Community Health Perspective", was developed to provide technical information to local land use and transportation agencies for considering impacts of local sources of air pollution in the land use decision-making process. The Handbook was developed over the past two years through an extensive working partnership with community groups, environmental organizations, business organizations, local air districts, and other state and local agencies involved in the land use planning process.

The Handbook is advisory, not regulatory, and contains recommendations on siting of new sensitive land uses such as homes, schools, and daycare centers. It provides available information on the potential health impacts of siting new sensitive land uses near sources of air pollution and makes distance recommendations where possible. It also provides information on air quality issues relating to land use and promotes the consideration of localized air pollution impacts in the land use decision-making process.

In the development of these guidelines, we received valuable input from local government about the spectrum of issues that must be considered in the land use planning process. This includes addressing housing and transportation needs, the benefits of urban infill, community economic development priorities, and other quality of

life issues. All of these factors are important considerations. The recommendations in the Handbook need to be balanced with other State and local priorities.

ARB staff will present an overview of the Handbook at the meeting. Copies of the Handbook may be obtained from the Board's Public Information Office, 1001 "I" Street, 1st Floor, Environmental Services Center, Sacramento, CA 95814, (916) 322-2990, on April 18, 2005. The report may also be obtained from ARB's Internet site at <http://www.arb.ca.gov/ch/landuse.htm>.

Interested members of the public may also present comments orally or in writing at the meeting and in writing or by email before the meeting. To be considered by the Board, written comments or submissions not physically submitted at the meeting must be received **no later than 12:00 noon, April 27, 2005**, and addressed to the following:

Postal mail is to be sent to:


Clerk of the Board
Air Resources Board
1001 "I" Street, 23rd Floor
Sacramento, California 95814

Electronic mail is to be sent to ej2005@arb.ca.gov and received at ARB **no later than 12:00 noon, April 27, 2005**.

Facsimile submissions are to be transmitted to the Clerk of the Board at (916) 322-3928 and received at ARB **no later than 12:00 noon, April 27, 2005**.

The Board requests, but does not require 30 copies of any written submission. Also, ARB requests that written and email statements be filed at least 10 days prior to the meeting so that ARB staff and Board members have time to fully consider each comment. Further inquiries regarding this matter should be directed to Mr. Dale Shimp, Manager, Environmental Justice Section, at (916) 324-7156 or dshimp@arb.ca.gov.

CALIFORNIA AIR RESOURCES BOARD


for Catherine Witherspoon
Executive Officer

Date: April 6, 2005

The energy challenge facing California is real. Every Californian needs to take immediate action to reduce energy consumption. For a list of simple ways you can reduce demand and cut your energy costs, see our Web-site at www.arb.ca.gov.

**State of California
California Environmental Protection Agency
AIR RESOURCES BOARD
Planning and Technical Support Division**

**Public Meeting to Consider
Proposed Air Quality and Land Use Handbook:
A Community Health Perspective**

**Date of Release: March 29, 2005
Scheduled for Consideration: April 28, 2005**

Location:

**California Air Resources Board
Auditorium
9530 Telstar Avenue
El Monte, CA 91731**

This report has been reviewed by the staff of the Air Resources Board and approved for publication. Approval does not signify that the contents necessarily reflect the views and policies of the Air Resources Board, nor does mention of trade names or commercial products constitute endorsement or recommendation for use. This report is available for viewing or downloading from the Air Resources Board's Internet site: <http://www.arb.ca.gov/ch/aqhandbook.htm>

Proposed

**AIR QUALITY AND LAND USE HANDBOOK:
A COMMUNITY HEALTH PERSPECTIVE**



March 2005

California Environmental Protection Agency
California Air Resources Board



Federal-

U.S. EPA, Region 9

Phone: (866)-EPA-WEST
Website: www.epa.gov/region09
Email: r9.info@epa.gov

-State-

California Air Resources Board

Phone: (916) 322-2990 (public info)
(800) 363-7664 (public info)
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(866)-397-5462 (env. justice)
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San Joaquin Valley APCD

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(Tulare and Valley portion of Kern)
Website: www.valleyair.org
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San Luis Obispo County APCD

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Yólo-Solano AQMD

Phone: (530) 757-3650
Website: www.ysaqmd.org
Email: kcoulter@ysaqmd.org

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- Appendix F** General Processes Used By Land Use Agencies To Address Air Pollution Impacts
- Appendix G** Glossary Of Key Air Pollution Terms

Acknowledgments

The ARB staff would like to acknowledge the exceptional contributions made to this document by members of the ARB Environmental Justice Stakeholders Group. Since 2001, ARB staff has consistently relied on this group to provide critical and constructive input on implementing the specifics of ARB's environmental justice policies and actions. The Stakeholders Group is convened by the ARB, and comprised of representatives from local land use and air agencies, community interest groups, environmental justice organizations, academia, and business. Their assistance and suggestions throughout the development of this Handbook have been invaluable.

Executive Summary

The Air Resources Board's (ARB) primary goal in developing this document is to provide information that will help keep California's children and other vulnerable populations out of harm's way with respect to nearby sources of air pollution. Recent air pollution studies have shown an association between respiratory and other non-cancer health effects and proximity to high traffic roadways. Other studies have shown that diesel exhaust and other cancer-causing chemicals emitted from cars and trucks are responsible for much of the overall cancer risk from airborne toxics in California. Also, ARB community health risk assessments and regulatory programs have produced important air quality information about certain types of facilities that should be considered when siting new residences, schools, day care centers, playgrounds, and medical facilities (i.e., sensitive land uses). Sensitive land uses deserve special attention because children, pregnant women, the elderly, and those with existing health problems are especially vulnerable to the non-cancer effects of air pollution. There is also substantial evidence that children are more sensitive to cancer-causing chemicals.

Focusing attention on these siting situations is an important preventative action. ARB and local air districts have comprehensive efforts underway to address new and existing air pollution sources under their respective jurisdictions. The issue of siting is a local government function. As more data on the connection between proximity and health risk from air pollution become available, it is essential that air agencies share what we know with land use agencies. We hope this document will serve that purpose.

The first section provides ARB recommendations regarding the siting of new sensitive land uses near freeways, distribution centers, rail yards, ports, refineries, chrome plating facilities, dry cleaners, and gasoline dispensing facilities. This list consists of the air pollution sources that we have evaluated from the standpoint of the proximity issue. It is based on available information and reflects ARB's primary areas of jurisdiction – mobile sources and toxic air contaminants. A key air pollutant common to many of these sources is particulate matter from diesel engines. Diesel particulate matter (diesel PM) is a carcinogen identified by ARB as a toxic air contaminant and contributes to particulate pollution statewide.

Reducing diesel particulate emissions is one of ARB's highest public health priorities and the focus of a comprehensive statewide control program that is reducing diesel PM emissions each year. ARB's long-term goal is to reduce diesel PM emissions 85% by 2020. However, cleaning up diesel engines will take time as new engine standards phase in and programs to accelerate fleet turnover or retrofit existing engines are implemented. Also, these efforts are reducing diesel particulate emissions on a statewide basis, but do not yet capture every site where diesel vehicles and engines may congregate. Because living or going to school too close to such air pollution sources may increase both cancer and non-cancer health risks, we are recommending that proximity be considered in the siting of new sensitive land uses.

There are also other key toxic air contaminants associated with specific types of facilities. Most of these are subject to stringent state and local air district regulations. However, what we know today indicates that keeping new homes and other sensitive land uses from siting too close to such facilities would provide additional health protection. Chrome platers are a prime example of facilities that should not be located near vulnerable communities because of the cancer health risks from exposure to the toxic material used during their operations.

In addition to source specific recommendations, we also encourage land use agencies to use their planning processes to ensure the appropriate separation of industrial facilities and sensitive land uses. While we provide some suggestions, how to best achieve that goal is a local issue. In the development of these guidelines, we received valuable input from local government about the spectrum of issues that must be considered in the land use planning process. This includes addressing housing and transportation needs, the benefits of urban infill, community economic development priorities, and other quality of life issues. All of these factors are important considerations. The recommendations in the Handbook need to be balanced with other State and local policies.

Our purpose with this document is to highlight the potential health impacts associated with proximity to air pollution sources so planners explicitly consider this issue in planning processes. We believe that with careful evaluation, infill development, mixed use, higher density, transit-oriented development, and other concepts that benefit regional air quality can be compatible with protecting the health of individuals at the neighborhood level. One suggestion for achieving this goal is more communication between air agencies and land use planners. Local air districts are an important resource that should be consulted regarding sources of air pollution in their jurisdictions. ARB staff will also continue to provide updated technical information as it becomes available.

Our recommendations are as specific as possible given the nature of the available data. In some cases, like refineries, we suggest that the siting of new sensitive land uses should be avoided immediately downwind. However, we leave definition of the size of this area to local agencies based on facility specific considerations. Also, project design that would reduce air pollution exposure may be part of the picture and we encourage consultation with air agencies on this subject.

In developing the recommendations, our first consideration was the adequacy of the data available for an air pollution source category. Using that data, we assessed whether we could reasonably characterize the relative exposure and health risk from a proximity standpoint. That screening provided the list of air pollution sources that we were able to address with specific recommendations. We also considered the practical implications of making hard and fast recommendations where the potential impact area is large, emissions will be reduced with time, and air agencies are in the process of looking at options for additional emission control. In the end, we tailored our recommendations to minimize the highest exposures for each source category independently. Due to the large variability in relative risk in the source categories, we chose not to apply

a uniform, quantified risk threshold as is typically done in air quality permitting programs. Instead, because these guidelines are not regulatory or binding on local agencies, we took a more qualitative approach in developing the distance-based recommendations.

Where possible, we recommend a minimum separation between a new sensitive land use and known air pollution risks. In other cases, we acknowledge that the existing health risk is too high in a relatively large area, that air agencies are working to reduce that risk, and that in the meantime, we recommend keeping new sensitive land uses out of the highest exposure areas. However, it is critical to note that our implied identification of the high exposure areas for these sources does not mean that the risk in the remaining impact area is insignificant. Rather, we hope this document will bring further attention to the potential health risk throughout the impact area and help garner support for our ongoing efforts to reduce health risk associated with air pollution sources. Areas downwind of major ports, rail yards, and other inter-modal transportation facilities are prime examples.

We developed these recommendations as a means to share important public health information. The underlying data are publicly available and referenced in this document. We also describe our rationale and the factors considered in developing each recommendation, including data limitations and uncertainties. These recommendations are advisory and should not be interpreted as defined "buffer zones." We recognize the opportunity for more detailed site-specific analyses always exists, and that there is no "one size fits all" solution to land use planning.

As California continues to grow, we collectively have the opportunity to use all the information at hand to avoid siting scenarios that may pose a health risk. As part of ARB's focus on communities and children's health, we encourage land use agencies to apply these recommendations and work more closely with air agencies. We also hope that this document will help educate a wider audience about the value of preventative action to reduce environmental exposures to air pollution.

1. ARB Recommendations on Siting New Sensitive Land Uses

Protecting California's communities and our children from the health effects of air pollution is one of the most fundamental goals of state and local air pollution control programs. Our focus on children reflects their special vulnerability to the health impacts of air pollution. Other vulnerable populations include the elderly, pregnant women, and those with serious health problems affected by air pollution. With this document, we hope to more effectively engage local land use agencies as partners in our efforts to reduce health risk from air pollution in all California communities.

Later sections emphasize the need to strengthen the connection between air quality and land use in both planning and permitting processes. Because the siting process for many, but not all air pollution sources involves permitting by local air districts, there is an opportunity for interagency coordination where the proposed location might pose a problem. To enhance the evaluation process from a land use perspective, section 4 includes recommended project related questions to help screen for potential proximity related issues.

Unlike industrial and other stationary sources of air pollution, the siting of new homes or day care centers does not require an air quality permit. Because these situations fall outside the air quality permitting process, it is especially important that land use agencies be aware of potential air pollution impacts.

The following recommendations address the issue of siting "sensitive land uses" near specific sources of air pollution; namely:

- High traffic freeways and roads
- Distribution centers
- Rail yards
- Ports
- Refineries
- Chrome plating facilities
- Dry cleaners
- Large gas dispensing facilities

The recommendations for each category include a summary of key information and guidance on what to avoid from a public health perspective.

Sensitive individuals refer to those segments of the population most susceptible to poor air quality (i.e., children, the elderly, and those with pre-existing serious health problems affected by air quality). Land uses where sensitive individuals are most likely to spend time include schools and schoolyards, parks and playgrounds, daycare centers, nursing homes, hospitals, and residential communities (sensitive sites or sensitive land uses).

We are characterizing sensitive land uses as simply as we can by using the example of residences, schools, day care centers, playgrounds, and medical facilities. However, a variety of facilities are encompassed. For example, residences can include houses, apartments, and senior living complexes. Medical facilities can include hospitals, convalescent homes, and health clinics. Playgrounds could be play areas associated with parks or community centers.

In developing these recommendations, ARB first considered the adequacy of the data available for each air pollution source category. We assessed whether we could generally characterize the relative exposure and health risk from a proximity standpoint. The documented non-cancer health risks include triggering of asthma attacks, heart attacks, and increases in daily mortality and hospitalization for heart and respiratory diseases. These health impacts are well documented in epidemiological studies, but less easy to quantify from a particular air pollution source. Therefore, the cancer health impacts are used in this document to provide a picture of relative risk. This screening process provided the list of source categories we were able to address with specific recommendations. In evaluating the available information we also considered the practical implications of making hard and fast recommendations where the potential impact area is large, emissions will be reduced with time, and air agencies are in the process of looking at options for additional emission control. Due to the large variability in relative risk between the source categories, we chose not to apply a uniform, quantified risk threshold as is typically done in regulatory programs. Therefore, in the end, we tailored our recommendations to minimize the highest exposures for each source category independently. Additionally, because this guidance is not regulatory or binding on local agencies, we took a more qualitative approach to developing distance based recommendations.

Where possible, we recommend a minimum separation between new sensitive land uses and existing sources. However, this is not always possible, particularly where there is an elevated health risk over large geographical areas. Areas downwind of ports and rail yards are prime examples. In such cases, we recommend doing everything possible to avoid locating sensitive receptors within the highest risk zones. Concurrently, air agencies and others will be working to reduce the overall risk through controls and measures within their scope of authority.

The recommendations were developed from the standpoint of siting new sensitive land uses. Project-specific data for new and existing air pollution sources are available as part of the air quality permitting process. Where such information is available, it should be used. Our recommendations are designed to fill a gap where information about existing facilities may not be readily available. These recommendations are only guidelines and are not designed to substitute for more specific information if it exists.

A summary of our recommendations is shown in Table 1-1. The basis and references¹ supporting each of these recommendations, including health studies, air quality modeling and monitoring studies is discussed below beginning with freeways and summarized in Table 1-2. As new information becomes available, it will be included on ARB's community health web page.

¹Detailed information on these references are available on ARB's website at: <http://www.ARB.ca.gov/ch/landuse.htm>.

Table 1-1

**Recommendations on Siting New Sensitive Land Uses
Such As Residences, Schools, Daycare Centers, Playgrounds, or Medical
Facilities***

Source Category	Advisory Recommendations
Freeways and High-Traffic Roads	<ul style="list-style-type: none"> • Avoid siting new sensitive land uses within 500 feet of a freeway, urban roads with 100,000 vehicles/day, or rural roads with 50,000 vehicles/day.
Distribution Centers	<ul style="list-style-type: none"> • Avoid siting new sensitive land uses within 1,000 feet of a distribution center (that accommodates more than 100 trucks per day, more than 40 trucks with operating TRUs per day, or where TRU unit operations exceed 300 hours per week). • Take into account the configuration of existing distribution centers and avoid locating residences and other new sensitive land uses near entry and exit points.
Rail Yards	<ul style="list-style-type: none"> • Avoid siting new sensitive land uses within 1,000 feet of a major service and maintenance rail yard. • Within one mile of a rail yard, consider possible siting limitations and mitigation approaches.
Ports	<ul style="list-style-type: none"> • Avoid the siting of new sensitive land uses immediately downwind of ports in the most heavily impacted zones. Consult local air districts or the ARB on the status of pending analyses of health risks.
Refineries	<ul style="list-style-type: none"> • Avoid siting new sensitive land uses immediately downwind of petroleum refineries. Consult with local air districts and other local agencies to determine an appropriate separation.
Chrome Platers	<ul style="list-style-type: none"> • Avoid siting new sensitive land uses within 1,000 feet of a chrome plater.
Dry Cleaners Using Perchloroethylene	<ul style="list-style-type: none"> • Avoid siting new sensitive land uses within 300 feet of any dry cleaning operation. For operations with two or more machines, provide 500 feet. For operations with 3 or more machines, consult with the local air district. • Do not site new sensitive land uses in the same building with perc dry cleaning operations.
Gasoline Dispensing Facilities	<ul style="list-style-type: none"> • Avoid siting new sensitive land uses within 300 feet of a large gas station (defined as a facility with a throughput of 3.6 million gallons per year or greater). A 50 foot separation is recommended for typical gas dispensing facilities.

***Notes:**

- These recommendations are advisory. Land use agencies have to balance other considerations, including housing and transportation needs, economic development priorities, and other quality of life issues.

- Recommendations are based primarily on data showing that the air pollution exposures addressed here (i.e., localized) can be reduced as much as 80% with the recommended separation.
- The relative risk for these categories varies greatly (see Table 1-2). To determine the actual risk near a particular facility, a site-specific analysis would be required. Risk from diesel PM will decrease over time as cleaner technology phases in.
- These recommendations are designed to fill a gap where information about existing facilities may not be readily available and are not designed to substitute for more specific information if it exists. The recommended distances take into account other factors in addition to available health risk data (see individual category descriptions).
- Site-specific project design improvements may help reduce air pollution exposures and should also be considered when siting new sensitive land uses.
- This table does not imply that mixed residential and commercial development in general is incompatible. Rather it focuses on known problems like dry cleaners using perchloroethylene that can be addressed with reasonable preventative actions.
- A summary of the basis for the distance recommendations can be found in Table 1-2.

Table 1-2

Summary of Basis for Advisory Recommendations

Source Category	Range of Relative Cancer Risk ^{1,2}	Summary of Basis for Advisory Recommendations
Freeways and High-Traffic Roads	300 - 1700	<ul style="list-style-type: none"> In traffic-related studies, the additional non-cancer health risk attributable to proximity to the roadway was strongest between 300 and 1,000 feet. California freeway studies show about a 70% drop off in particulate pollution levels at 500 feet.
Distribution Centers ³	Up to 500	<ul style="list-style-type: none"> Because ARB regulations will restrict truck idling at distribution centers, transport refrigeration unit (TRU) operations are the largest onsite diesel PM emission source followed by truck travel in and out of distribution centers. Based on ARB and South Coast District emissions and modeling analyses, we estimate an 80 percent drop-off in pollutant concentrations at approximately 1,000 feet from a distribution center.
Rail Yards	Up to 500	<ul style="list-style-type: none"> The air quality modeling conducted for the Roseville Rail Yard Study predicted the highest impact is within 1,000 feet of the Yard, and is associated with service and maintenance activities. The next highest impact is between a half to one mile of the Yard, depending on wind direction and intensity.
Ports	Studies underway	<ul style="list-style-type: none"> ARB will evaluate the impacts of ports and develop a new comprehensive plan that will describe the steps needed to reduce public health impacts from port and rail activities in California. In the interim, a general advisory is appropriate based on the magnitude of diesel PM emissions associated with ports.
Refineries	Under 10	<ul style="list-style-type: none"> Risk assessments conducted at California refineries show risks from air toxics to be under 10 chances of cancer per million.⁴ Distance recommendations were based on the amount and potentially hazardous nature of many of the pollutants released as part of the refinery process, particularly during non-routine emissions releases.
Chrome Platers	10-100	<ul style="list-style-type: none"> ARB modeling and monitoring studies show localized risk of hexavalent chromium diminishing significantly at 300 feet. There are data limitations in both the modeling and monitoring studies. These include variability of plating activities and uncertainty of emissions such as fugitive dust. Hexavalent chromium is one of the most potent toxic air contaminants. Considering these factors, a distance of 1000 feet was used as a precautionary measure.
Dry Cleaners Using Perchloroethylene (perc)	15-150	<ul style="list-style-type: none"> Local air district studies indicate that individual cancer risk can be reduced by as much as 75 percent by establishing a 300 foot separation between a sensitive land use and a one-machine perc dry cleaning operation. For larger operations (2 machines or more), a separation of 500 feet can reduce risk by over 85 percent.

Source Category	Range of Relative Cancer Risk ^{1,2}	Summary of Basis for Advisory Recommendations
Gasoline Dispensing Facilities (GDF) ⁵	<p>Typical GDF: Less than 10</p> <p>Large GDF: Between 10 and 120</p>	<ul style="list-style-type: none"> Based on the CAPCOA Gasoline Service Station Industry-wide Risk Assessment Guidelines, most typical GDFs (less than 3.6 million gallons per year) have a risk of less than 10 at 50 feet under urban air dispersion conditions. Over the last few years, there has been a growing number of extremely large GDFs with sales over 3.6 and as high as 19 million gallons per year. Under rural air dispersion conditions, these large GDFs can pose a larger risk at a greater distance.

¹For cancer health effects, risk is expressed as an estimate of the increased chances of getting cancer due to facility emissions over a 70-year lifetime. This increase in risk is expressed as chances in a million (e.g., 10 changes in a million).

²The estimated cancer risks are a function of the proximity to the specific category and were calculated independent of the regional health risk from air pollution. For example, the estimated regional cancer risk from air toxics in the Los Angeles region (South Coast Air Basin) is approximately 1,000 in a million.

³Analysis based on refrigerator trucks.

⁴Although risk assessments performed by refineries indicate they represent a low cancer risk, there is limited data on non-cancer effects of pollutants that are emitted from these facilities. Refineries are also a source of non-routine emissions and odors.

⁵A typical GDF in California dispenses under 3.6 million gallons of gasoline per year. The cancer risk for this size facility is likely to be less than 10 in a million at the fence line under urban air dispersion conditions.

A large GDF has fuel throughputs that can range from 3.6 to 19 million gallons of gasoline per year. The upper end of the risk range (i.e., 120 in a million) represents a hypothetical worst case scenario for an extremely large GDF under rural air dispersion conditions.

Freeways and High Traffic Roads

Air pollution studies indicate that living close to high traffic and the associated emissions may lead to adverse health effects beyond those associated with regional air pollution in urban areas. Many of these epidemiological studies have focused on children. A number of studies identify an association between adverse non-cancer health effects and living or attending school near heavily traveled roadways (see findings below). These studies have reported associations between residential proximity to high traffic roadways and a variety of respiratory symptoms, asthma exacerbations, and decreases in lung function in children.

One such study that found an association between traffic and respiratory symptoms in children was conducted in the San Francisco Bay Area. Measurements of traffic-related pollutants showed concentrations within 300 meters (approximately 1,000 feet) downwind of freeways were higher than regional values. Most other studies have assessed exposure based on proximity factors such as distance to freeways or traffic density.

These studies linking traffic emissions with health impacts build on a wealth of data on the adverse health effects of ambient air pollution. The data on the effects of proximity to traffic-related emissions provides additional information that can be used in land use siting and regulatory actions by air agencies. The key observation in these studies is that close proximity increases both exposure and the potential for adverse health effects. Other effects associated with traffic emissions include premature death in elderly individuals with heart disease.

Key Health Findings

- Reduced lung function in children was associated with traffic density, especially trucks, within 1,000 feet and the association was strongest within 300 feet (Brunekreef, 1997).
- Increased asthma hospitalizations were associated with living within 650 feet of heavy traffic and heavy truck volume. (Lin, 2000)
- Asthma symptoms increased with proximity to roadways and the risk was greatest within 300 feet. (Venn, 2001)
- Asthma and bronchitis symptoms in children were associated with proximity to high traffic in a San Francisco Bay Area community with good overall regional air quality (Kim, 2004).
- A San Diego study found increased medical visits in children living within 550 feet of heavy traffic. (English, 1999)

In these and other proximity studies, the distance from the roadway and truck traffic densities were key factors affecting the strength of the association with adverse health effects. In the above health studies, the association of traffic-related emissions with adverse health effects was generally strongest between

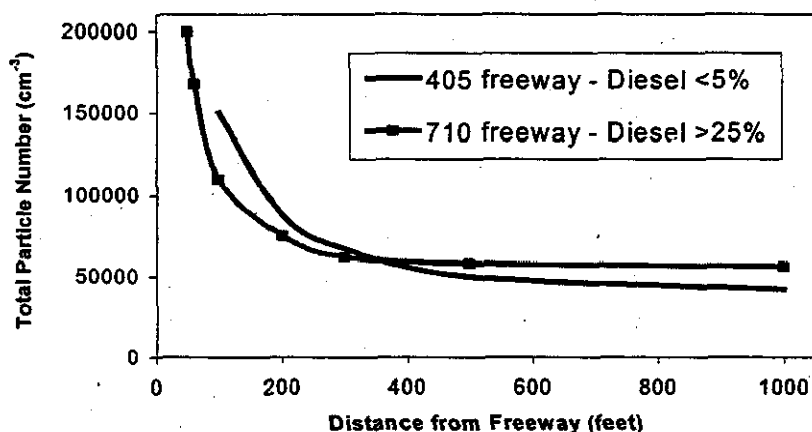
approximately 300 and 1,000 feet. This demonstrates that the adverse effects diminished with distance.

In addition to the respiratory health effects in children, proximity to freeways increases potential cancer risk and contributes to total particulate matter exposure. There are three carcinogenic toxic air contaminants that constitute the majority of the known health risk from motor vehicle traffic – diesel particulate matter (diesel PM) from trucks, and benzene and 1,3-butadiene from passenger vehicles. On a typical urban freeway (truck traffic of 10,000-20,000/day), diesel PM represents about 70 percent of the potential cancer risk from the vehicle traffic. Diesel particulate emissions are also of special concern because health studies show an association between particulate matter and premature mortality in those with existing cardiovascular disease.

Distance Related Findings

A southern California study (Zhu, 2002) showed measured concentrations of vehicle-related pollutants, including ultra-fine particles, drop dramatically within approximately 300 feet of the 710 and 405 freeways. Another study looked at the validity of using distance from a roadway as a measure of exposure to traffic

**Figure 1-1
Decrease In Concentration of Freeway Diesel PM Emissions
With Distance**



related air pollution (Knape, 1999). This study showed that concentrations of traffic related pollutants declined with distance from the road, primarily in the first 500 feet.

These findings are consistent with air quality modeling and risk analyses done by ARB staff that show an estimated range of potential cancer risk that decreases with distance from freeways. The estimated risk varies with the local meteorology, including wind pattern. As an example, at 300 feet downwind from a freeway (Interstate 80) with truck traffic of 10,000 trucks per day, the potential cancer risk was as high as 100 in one million (ARB Roseville Rail Yard Study). The cancer health risk at 300 feet on the upwind side of the freeway was much

less. The risk at that distance for other freeways will vary based on local conditions – it may be higher or lower. However, in all these analyses the relative exposure and health risk dropped substantially within the first 300 feet. This phenomenon is illustrated in Figure 1-1 above.

State law restricts the siting of new schools within 500 feet of a freeway, urban roadways with 100,000 vehicles/day, or rural roadways with 50,000 vehicles with some exceptions.² However, no such requirements apply to the siting of residences, day care centers, playgrounds, or medical facilities. The available data show that exposure is greatly reduced at approximately 300 feet. In the traffic-related studies the additional health risk attributable to the proximity effect was strongest within 1,000 feet.

The combination of the children's health studies and the distance related findings suggests that it is important to avoid exposing children to elevated air pollution levels immediately downwind of freeways and high traffic roadways. These studies suggest a substantial benefit to a 500-foot separation.

The impact of traffic emissions is on a gradient that at some point becomes indistinguishable from the regional air pollution problem. As air agencies work to reduce the underlying regional health risk from diesel PM and other pollutants, the impact of proximity will also be reduced. In the meantime, as a preventative measure, we hope to avoid exposing more children and other vulnerable individuals to the highest concentrations of traffic-related emissions.

Recommendation

- Avoid siting new sensitive land uses within 500 feet of a freeway, urban roads with 100,000 vehicles/day, or rural roads with 50,000 vehicles/day.

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Distribution Centers

Distribution centers or warehouses are facilities that serve as a distribution point for the transfer of goods. Such facilities include cold storage warehouses, goods transfer facilities, and inter-modal facilities such as ports. These operations involve trucks, trailers, shipping containers, and other equipment with diesel engines. A distribution center can be comprised of multiple centers or warehouses within an area. The size can range from several to hundreds of acres, involving a number of different transfer operations and long waiting periods. A distribution center can accommodate hundreds of diesel trucks a day that deliver, load, and/or unload goods up to seven days a week. To the extent that these trucks are transporting perishable goods, they are equipped with diesel-powered transport refrigeration units (TRUs) or TRU generator sets.

The activities associated with delivering, storing, and loading freight produces diesel PM emissions. Although TRUs have relatively small diesel-powered engines, in the normal course of business, their emissions can pose a significant health risk to those nearby. In addition to onsite emissions, truck travel in and out of distribution centers contributes to the local pollution impact.

ARB is working to reduce diesel PM emissions through regulations, financial incentives, and enforcement programs. In 2004, ARB adopted two airborne toxic control measures that will reduce diesel particulate emissions associated with distribution centers. The first will limit nonessential (or unnecessary) idling of diesel-fueled commercial vehicles, including those entering from other states or countries. This statewide measure, effective in 2005, prohibits idling of a vehicle more than five minutes at any one location.³ The elimination of unnecessary idling will reduce the localized impacts caused by diesel PM and other air toxics

³ For further information on the Anti-Idling ATCM, please click on:
<http://www.arb.ca.gov/toxics/idling/outreach/factsheet.pdf>

in diesel vehicle exhaust. This should be a very effective new strategy for reducing diesel PM emissions at distribution centers as well as other locations.

The second measure requires that TRUs operating in California become cleaner over time. The measure establishes in-use performance standards for existing TRU engines that operate in California, including out-of-state TRUs. The requirements are phased-in beginning in 2008, and extend to 2019.⁴

ARB also operates a smoke inspection program for heavy-duty diesel trucks that focuses on reducing truck emissions in California communities. Areas with large numbers of distribution centers are a high priority.

Key Health Findings

Diesel PM has been identified by ARB as a toxic air contaminant and represents 70 percent of the known potential cancer risk from air toxics in California. Diesel PM is an important contributor to particulate matter air pollution. Particulate matter exposure is associated with premature mortality and health effects such as asthma exacerbation and hospitalization due to aggravating heart and lung disease.

Distance Related Findings

Although distribution centers are located throughout the state, they are usually clustered near transportation corridors, and are often located in or near population centers. Diesel PM emissions from associated delivery truck traffic and TRUs at these facilities may result in elevated diesel PM concentrations in neighborhoods surrounding those sites. Because ARB regulations will restrict truck idling at distribution centers, the largest continuing onsite diesel PM emission source is the operation of TRUs. Truck travel in and out of distribution centers also contributes to localized exposures, but specific travel patterns and truck volumes would be needed to identify the exact locations of the highest concentrations.

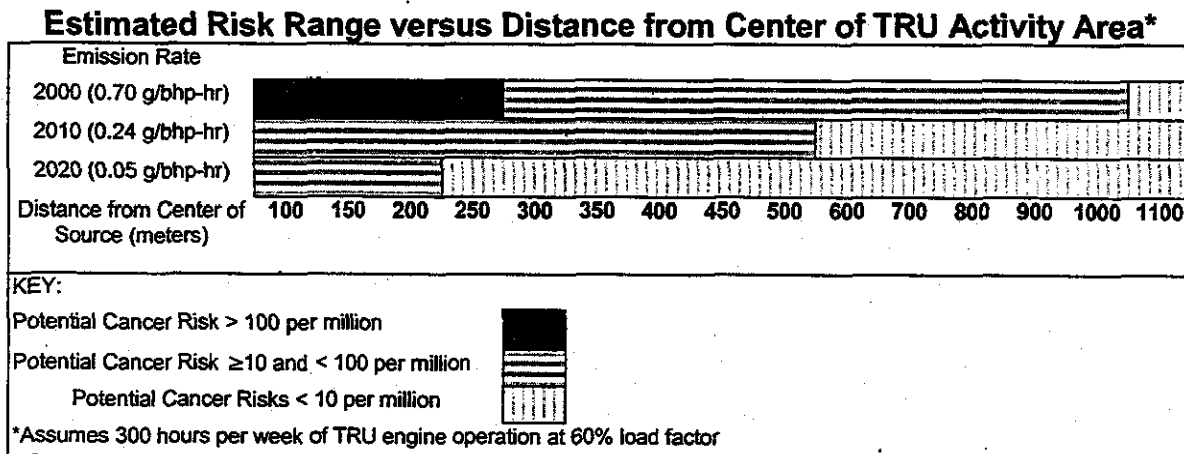
As part of the development of ARB's regulation for TRUs, ARB staff performed air quality modeling to estimate exposure and the associated potential cancer risk of onsite TRUs for a typical distribution center. For an individual person, cancer risk estimates for air pollution are commonly expressed as a probability of developing cancer from a lifetime (i.e., 70 years) of exposure. These risks were calculated independent of regional risk. For example, the estimated regional cancer risk from air toxics in the Los Angeles region (South Coast Air Basin) is approximately 1,000 additional cancer cases per one million population.

⁴ For further information on the Transport Refrigeration Unit ATCM, please click on:
<http://www.arb.ca.gov/diesel/documents/trufaq.pdf>

The diesel PM emissions from a facility are dependent on the size (horsepower), age, and number of engines, emission rates, the number of hours the truck engines and/or TRUs operate, distance, and meteorological conditions at the site. This assessment assumes a total on-site operating time for all TRUs of 300 hours per week. This would be the equivalent of 40 TRU-equipped trucks a day, each loading or unloading on-site for one hour, 12 hours a day and seven days a week.

As shown in Figure 1-2 below, at this estimated level of activity and assuming a current fleet diesel PM emission rate, the potential cancer risk would be over 100 in a million at 800 feet from the center of the TRU activity. The estimated potential cancer risk would be in the 10 to 100 per million range between 800 to 3,300 feet and fall off to less than 10 per million at approximately 3,600 feet. However with the implementation of ARB's regulation on TRUs, the risk will be significantly reduced.⁵ We have not conducted a risk assessment for distribution centers based on truck traffic alone, but on an emissions basis, we would expect similar risks for a facility with truck volumes in the range of 100 per day.

Figure 1-2

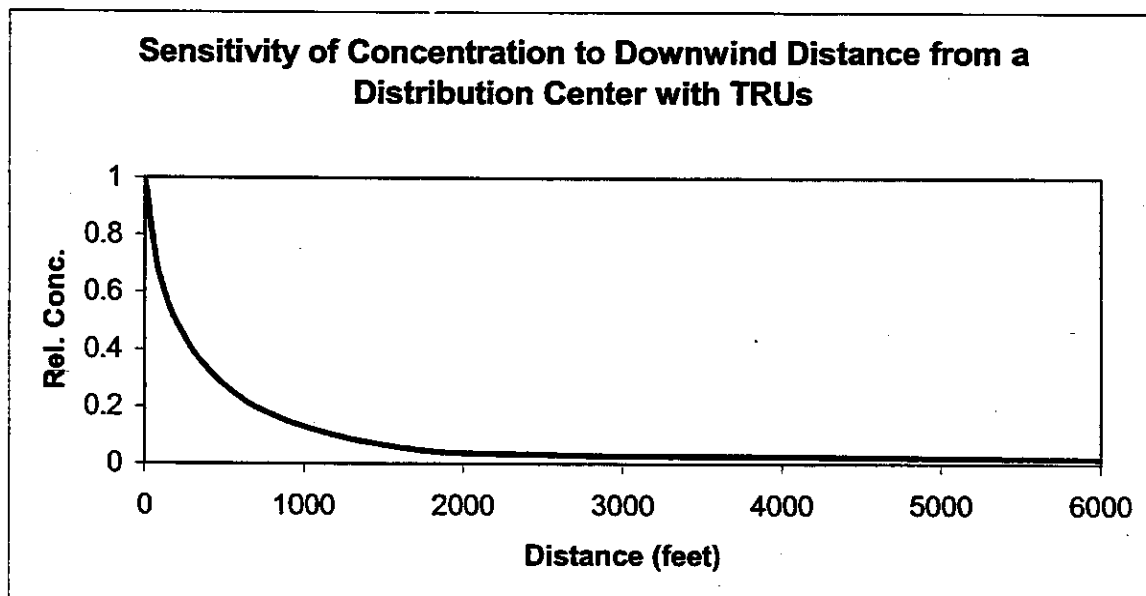


The estimated potential cancer risk level in Figure 1-2 is based on a number of assumptions that may not reflect actual conditions for a specific site. For example, increasing or decreasing the hours of diesel engine operations would change the potential risk levels. Meteorological and other facility specific parameters can also impact the results. Therefore, the results presented here are not directly applicable to any particular facility or operation. Rather, this information is intended to provide an indication as to the potential relative levels of risk that may be observed from operations at distribution centers. As shown in Figure 1-2, the estimated risk levels will decrease over time as lower-emitting diesel engines are used.

⁵ These risk values assume an exposure duration of 70 years for a nearby resident and uses the methodology specified in the 2003 OEHHA health risk assessment guidelines.

Another air modeling analysis, performed by the South Coast Air Quality Management District (South Coast AQMD), evaluated the impact of diesel PM emissions from distribution center operations in the community of Mira Loma in southern California. Based on dispersion of diesel particulate emissions from a large distribution center, Figure 1-3 shows the relative pollution concentrations at varying distances downwind. As Figure 1-3 shows, there is about an 80 percent drop off in concentration at approximately 1,000 feet.

Figure 1-3
Decrease In Relative Concentration of Risk
With Distance



Both the ARB and the South Coast AQMD analyses indicate that providing a separation of 1,000 feet would substantially reduce diesel PM concentrations and public exposure downwind of a distribution center. While these analyses do not provide specific risk estimates for distribution centers, they provide an indication of the range of risk and the benefits of providing a separation. ARB recommends a separation of 1,000 feet based on the combination of risk analysis done for TRUs and the decrease in exposure predicted with the South Coast AQMD modeling. However, ARB staff plans to provide further information on distribution centers as we collect more data and implement the TRU control measures.

Taking into account the configuration of distribution centers can also reduce population exposure and risk. For example, locating new sensitive land uses away from the main entry and exit points helps to reduce cancer risk and other health impacts.

Recommendations

- Avoid siting new sensitive land uses within 1,000 feet of a distribution center (that accommodates more than 100 trucks per day, more than 40 trucks with operating TRUs per day, or where TRU unit operations exceed 300 hours per week).
- Take into account the configuration of existing distribution centers and avoid locating residences and other new sensitive land uses near entry and exit points.

References

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Rail Yards

Rail yards are a major source of diesel particulate air pollution. They are usually located near inter-modal facilities, which attract heavy truck traffic, and are often sited in mixed industrial and residential areas. ARB, working with the Placer County air district and Union Pacific Railroad, recently completed a study⁶ of the Roseville Rail Yard (Yard) in northern California that focused on the health risk from diesel particulate. A comprehensive emissions analysis and air quality modeling were conducted to characterize the estimated potential cancer risk associated with the facility.

⁶ To review the study, please click on: <http://www.arb.ca.gov/diesel/documents/rstudy.htm>

The Yard encompasses about 950 acres on a one-quarter mile wide by four-mile long strip of land that parallels Interstate 80. It is surrounded by commercial, industrial, and residential properties. The Yard is one of the largest service and maintenance rail yards in the West with over 30,000 locomotives visiting annually.

Using data provided by Union Pacific Rail Road, the ARB determined the number and type of locomotives visiting the Yard annually and what those locomotives were doing – moving, idling, or undergoing maintenance testing. Union Pacific provided the annual, monthly, daily, and hourly locomotive activity in the yard including locomotive movements; routes for arrival, departure, and through trains; and locomotive service and testing. This information was used to estimate the emissions of particulate matter from the locomotives, which was then used to model the potential impacts on the surrounding community.

The key findings of the study are:

- Diesel PM emissions in 2000 from locomotive operations at the Roseville Yard were estimated at about 25 tons per year.
- Of the total diesel PM in the Yard, moving locomotives accounted for about 50 percent, idling locomotives about 45 percent, and locomotive testing about five percent.
- Air quality modeling predicts potential cancer risks greater than 500 in a million (based on 70 years of exposure) in a 10-40 acre area immediately adjacent to the rail yard's maintenance operations.
- The risk assessment also showed elevated cancer risk impacting a larger area covering about a 10 by 10 mile area around the Yard.

The elevated concentrations of diesel PM found in the study contribute to an increased risk of cancer and premature death due to cardiovascular disease, and non-cancer health effects such as asthma and other respiratory illnesses. The magnitude of the risk, the general location, and the size of the impacted area depended on the meteorological data used to characterize conditions at the Yard, the dispersion characteristics, and exposure assumptions. In addition to these variables, the nature of locomotive activity will influence a risk characterization at a particular rail yard. For these reasons, the quantified risk estimates in the Roseville Rail Yard Study can not be directly applied to other rail yards. However, the study does indicate the health risk due to diesel PM from rail yards needs to be addressed. ARB, in conjunction with the U.S. Environmental Protection Agency (U.S. EPA), and local air districts, is working with the rail industry to identify and implement short term, mid-term and long-term mitigation strategies. ARB also intends to conduct a second rail study in southern California to increase its understanding of rail yard operations and the associated public health impacts.

Key Health Findings

Diesel PM has been identified by ARB as a toxic air contaminant and represents 70 percent of the known potential cancer risk from air toxics in California. Diesel PM is an important contributor to particulate matter air pollution. Particulate matter exposure is associated with premature mortality and health effects such as asthma exacerbation and hospitalization due to aggravating heart and lung disease.

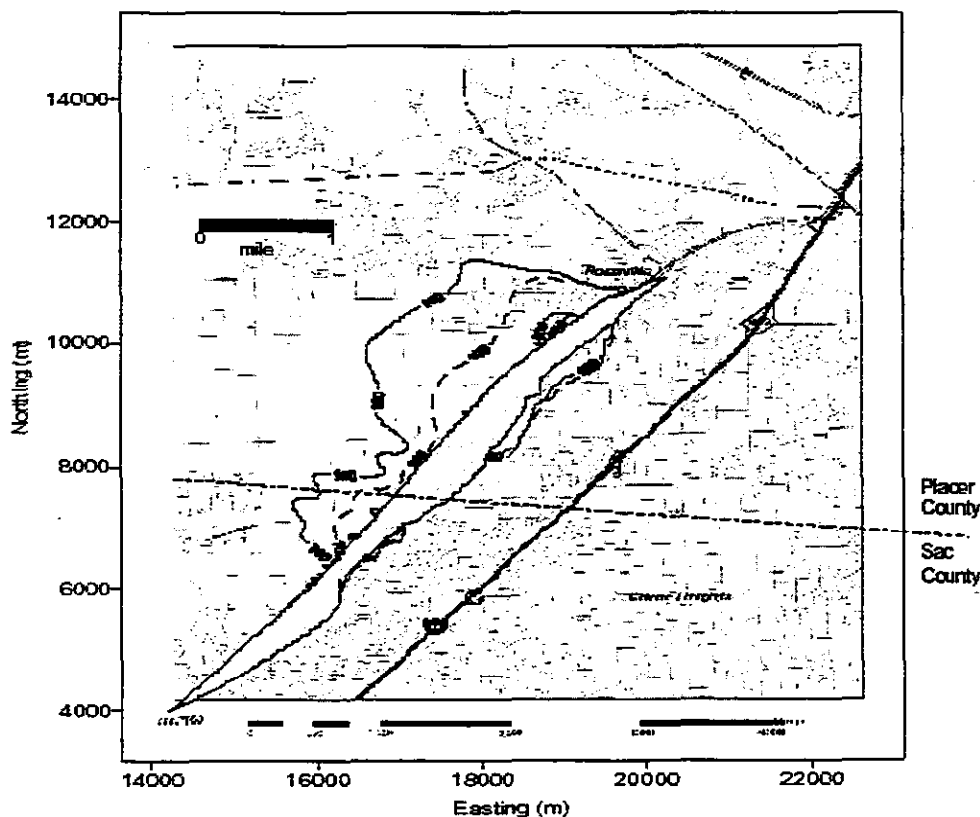
Distance Related Findings

Two sets of meteorological data were used in the Roseville study because of technical limitations in the data. The size of the impact area was highly dependent on the meteorological data set used. The predicted highest impact area ranged from 10– 40 acres with the two different meteorological data sets. This area, with risks estimated above 500 in a million, is adjacent to an area that includes a maintenance shop (see Figure 1-4). The high concentration of diesel PM emissions is due to the number of locomotives and nature of activities in this area, particularly idling locomotives.

The area of highest impact is within 1,000 feet of the Yard. The next highest impact zone as defined in the report had a predicted risk between 500 and 100 in one million and extends out between a half to one mile in some spots, depending on which meteorological conditions were assumed. The impact areas are irregular in shape making it difficult to generalize about the impact of distance at a particular location. However, the Roseville Rail Yard Study clearly indicates that the localized health risk is high, the impact area is large, and mitigation of the locomotive diesel PM emissions is needed.

For facilities like rail yards and ports, the potential impact area is so large that the real solution is to substantially reduce facility emissions. However, land use planners can avoid encroaching upon existing rail facilities and those scheduled for expansion. We also recommend that while air agencies tackle this problem, land use planners try not to add new sensitive individuals into the highest exposure areas. Finally, we recommend that land use agencies consider the potential health impacts of rail yards in their planning and permitting processes. Additional limitations and mitigation may be feasible to further reduce exposure on a site-specific basis.

Figure 1-4
Estimated Cancer Risk from the Yard
(100 and 500 in a million risk isopleths)



Notes: 100/1,000,000 Contours: Solid Line – Roseville Met Data; Dashed Line–McClellan Met Data, Urban Dispersion Coefficients, 80th Percentile Breathing Rate, All Locomotives' Activities (23 TPY), 70-Year Exposure

Recommendation

- Avoid siting new sensitive land uses within 1,000 feet of a major service and maintenance rail yard⁷.
- Within one mile of a rail yard, consider possible siting limitations and mitigation approaches.

References

- *Roseville Rail Yard Study*. ARB (2004)

⁷ The rail yard risk analysis was conducted for the Union Pacific rail yard in Roseville, California. This rail yard is one of the largest in the state. There are other rail yards in California with comparable levels of activity that should be considered "major" for purposes of this Handbook.

Ports

Air pollution from maritime port activities is a growing concern for regional air quality as well as air quality in nearby communities. The primary air pollutant associated with port operations is directly emitted diesel particulate. Port-related activities also result in emissions that form ozone and secondary particulate in the atmosphere. The emission sources associated with ports include diesel engine-powered ocean-going ships, harbor craft, cargo handling equipment, trucks, and locomotives. The size and concentration of these diesel engines makes ports one of the biggest sources of diesel PM in the state. For that reason, ARB has made it a top priority to reduce diesel PM emissions at the ports, in surrounding communities, and throughout California.

International, national, state, and local government collaboration is critical to reducing port emissions based on both legal and practical considerations. For example, the International Maritime Organization (IMO) and the U.S. EPA establish emission standards for ocean-going vessels and U.S.-flagged harbor craft, respectively. ARB is pursuing further federal actions to tighten these standards. In addition, ARB and local air districts are reducing emissions from ports through a variety of approaches. These include: incentive programs to fund cleaner engines, enhanced enforcement of smoke emissions from ships and trucks, use of dockside electricity instead of diesel engines, cleaner fuels for ships, harbor craft, locomotives, and reduced engine idling. The two ATCMs that limit truck idling and reduce emissions from TRUs (discussed under "Distribution Center") also apply to ports.

ARB is also developing several other regulations that will reduce port-related emissions. One rule would require ocean-going ships to use a cleaner marine diesel fuel to power auxiliary engines while in California coastal waters and at dock. Ships that frequently visit California ports would also be required to further reduce their emissions. ARB has adopted a rule that would require harbor craft to use the same cleaner diesel fuel used by on-road trucks in California. In 2005, ARB will consider a rule that would require additional controls for in-use harbor craft, such as the use of add-on emission controls and accelerated turnover of older engines.

Key Health Findings

Port activities are a major source of diesel particulate matter. Diesel PM has been identified by ARB as a toxic air contaminant and represents 70 percent of the known potential cancer risk from air toxics in California. Diesel PM is an important contributor to particulate matter air pollution. Particulate matter exposure is associated with premature mortality and health effects such as asthma exacerbation and hospitalization due to aggravating heart and lung disease.

Distance Related Findings

The Ports of Los Angeles and Long Beach provide an example of the emissions impact of port operations. A comprehensive emissions inventory was completed in June 2004. These ports combined are one of the world's largest and busiest seaports. Located in San Pedro Bay, about 20 miles south of downtown Los Angeles, the port complex occupies approximately 16 square miles of land and water. Port activities include five source categories that produce diesel emissions. These are ocean-going vessels, harbor craft, cargo handling equipment, railroad locomotives, and heavy-duty trucks.

The baseline emission inventory provides emission estimates for all major air pollutants. This analysis focuses on diesel particulate matter from in-port activity because these emissions have the most potential health impact on the areas adjacent to the port. Ocean vessels are the largest overall source of diesel PM related to the ports, but these emissions occur primarily outside of the port in coastal waters, making the impact more regional in nature.

The overall in-port emission inventory for diesel particulate for the ports of Los Angeles and Long Beach is estimated to be 550 tons per year. The emissions fall in the following major categories: ocean-going vessels (17%), harbor craft (25%), cargo handling (47%), railroad locomotive (3%), and heavy duty vehicles (8%). In addition to in-port emissions, ship, rail, and trucking activities also contribute to regional emissions and increase emissions in nearby neighborhoods. Off-port emissions associated with related ship, rail, and trucking activities contribute an additional 680 tons per year of diesel particulate at the Port of Los Angeles alone.

To put this in perspective, the diesel PM emissions estimated for the Roseville Yard in ARB's 2004 study are 25 tons per year. The potential cancer risk associated with these emissions is 100 in one million at a distance of one mile, or one half mile, depending on the data set used. This rail yard covers one and a half square miles. The Los Angeles and Long Beach ports have combined diesel particulate emissions of 550 tons per year emitted from a facility that covers a much larger area – 16 miles. The ports have about twice the emission density of the rail yard—34 tons per year per square mile compared to 16 tons per year per square mile. However, while this general comparison is illustrative of the overall size of the complex, a detailed air quality modeling analysis would be needed to assess the potential health impact on specific downwind areas near the ports.

ARB is in the process of evaluating the various port-related emission sources from the standpoint of existing emissions, growth forecasts, new control options, regional air quality impacts, and localized health risk. A number of public processes—both state and local—are underway to address various aspects of these issues. Until more of these analyses are complete, there is little basis for recommending a specific separation between new sensitive land uses and ports.

For example, the type of data we have showing the relationship between air pollutant concentrations and distance from freeways is not yet available.

Also, the complexity of the port facilities makes a site-specific analysis critical. Ports are a concentration of multiple emission sources with differing dispersion and other characteristics. In the case of the Roseville rail yard, we found a high, very localized impact associated with a particular activity, service and maintenance. By contrast, the location, size, and nature of impact areas can be expected to vary substantially for different port activities. For instance, ground level emissions from dockside activities would behave differently from ship stack level emissions.

Nonetheless, on an emissions basis alone, we expect locations downwind of ports to be substantially impacted. For that reason, we recommend that land use agencies track the current assessment efforts, and consider limitations on the siting of new sensitive land uses in areas immediately downwind of ports.

Recommendations

Avoid siting new sensitive land uses immediately downwind of ports in the most heavily impacted zones. Consult local air districts or the ARB on the status of pending analyses of health risks.

References

- *Roseville Rail Yard Study*. ARB (2004)
- Final Draft, "*Port-Wide Baseline Air Emissions Inventory*" Port of Los Angeles (June 2004)
- Final Draft, "*2002 Baseline Air Emissions Inventory*" Port of Long Beach (February 2004)

Petroleum Refineries

A petroleum refinery is a complex facility where crude oil is converted into petroleum products (primarily gasoline, diesel fuel, and jet fuel) which are then transported through a system of pipelines and storage tanks for final distribution by delivery truck to fueling facilities throughout the state. In California, most crude oil is delivered either by ship from Alaska or foreign sources, or is delivered via pipeline from oil production fields within the state. The crude oil then undergoes many complex chemical and physical reactions, which include distillation, catalytic cracking, reforming, and finishing. These refining processes have the potential to emit air contaminants, and are subject to extensive emission controls by district regulations.

As a result of these regulations covering the production, marketing, and use of gasoline and other oil by-products, California has seen significant regional air quality benefits both in terms of cleaner fuels and cleaner operating facilities. In

the 1990s, California refineries underwent significant modifications and modernization to produce cleaner fuels in response to changes in state law. Nevertheless, while residual emissions are small when compared to the total emissions controlled from these major sources, refineries are so large that even small amounts of fugitive, uncontrollable emissions and associated odors from the operations, can be significant. This is particularly the case for communities that may be directly downwind of the refinery. Odors can cause health symptoms such as nausea and headache. Also, because of the size, complexity, and vast numbers of refinery processes onsite, the occasional refinery upset or malfunction can potentially result in acute or short-term health effects to exposed individuals.

Key Health Findings

Petroleum refineries are large single sources of emissions. For volatile organic compounds (VOCs), eight of the ten largest stationary sources in California are petroleum refineries. For oxides of nitrogen (NO_x), four of the ten largest stationary sources in California are petroleum refineries. Both of these compounds react in the presence of sunlight to form ozone. Ozone impacts lung function by irritating and damaging the respiratory system. Petroleum refineries are also large stationary sources of both particulate matter under 10 microns in size (PM₁₀) and particulate matter under 2.5 microns in size (PM_{2.5}). Exposure to particulate matter aggravates a number of respiratory illnesses, including asthma, and is associated with premature mortality in people with existing cardiac and respiratory disease. Both long-term and short-term exposure can have adverse health impacts. Finer particles pose an increased health risk because they can deposit deep in the lung and contain substances that are particularly harmful to human health. NO_x are also significant contributors to the secondary formation of PM_{2.5}.

Petroleum refineries also emit a variety of toxic air pollutants. These air toxics vary by facility and process operation but may include: acetaldehyde, arsenic, antimony, benzene, beryllium, 1,3-butadiene, cadmium compounds, carbonyl sulfide, carbon disulfide, chlorine, dibenzofurans, diesel particulate matter, formaldehyde, hexane, hydrogen chloride, lead compounds, mercury compounds, nickel compounds, phenol, 2,3,7,8 tetrachlorodibenzo-p-dioxin, toluene, and xylenes (mixed) among others. The potential health effects associated with these air toxics can include cancer, respiratory irritation, and damage to the central nervous system, depending on exposure levels.

Distance Related Findings

Health risk assessments for petroleum refineries have shown risks from toxic air pollutants that have quantifiable health risk values to be around 10 potential cancer cases per million. Routine air monitoring and several air monitoring studies conducted in Crockett and Wilmington have not identified significant health risks specifically associated with refineries. However, these studies did

not measure diesel PM as no accepted method currently exists, and there are many toxic air pollutants that do not have quantifiable health risk values.

In 2002, ARB published a report on the results of the state and local air district air monitoring done near oil refineries. The purpose of this evaluation was to try to determine how refinery-related emissions might impact nearby communities. This inventory of air monitoring activities included 10 ambient air monitoring stations located near refineries in the San Francisco Bay Area and four stations near refineries in the South Coast Air Basin. These monitoring results did not identify significant increased health risks associated with the petroleum refineries. In 2002-2003, ARB conducted additional monitoring studies in communities downwind of refineries in the San Francisco Bay Area (Crockett) and the South Coast (Wilmington). These monitoring results also did not indicate significant increased health risks from the petroleum refineries.

Consequently, there are no air quality modeling or air monitoring data that provides a quantifiable basis for recommending a specific separation between refineries and new sensitive land uses. However, in view of the amount and potentially hazardous nature of many of the pollutants released as part of the refinery process, we believe the siting of new sensitive land uses immediately downwind should be avoided. Land use agencies should consult with the local air district when considering how to define an appropriate separation for refineries within their jurisdiction.

Recommendations

- Avoid siting new sensitive land uses immediately downwind of petroleum refineries. Consult with local air districts and other local agencies to determine an appropriate separation.

References

- *Review of Current Ambient Air Monitoring Activities Related to California Bay Area and South Coast Refineries.* ARB (March 2002).
<http://www.arb.ca.gov/aaqm/qmosqual/special/mldrefinery.pdf>
- *Community Air Quality Monitoring: Special Studies – Crockett.* ARB (September 2004).
<http://www.arb.ca.gov/ch/communities/studies/crockett/crockett.htm>
- *Wilmington Study - Air Monitoring Results.* ARB (2003)
<http://www.arb.ca.gov/ch/communities/studies/wilmington/wilmington.htm>

Chrome Plating Operations

Chrome plating operations rely on the use of the toxic metal hexavalent chromium, and have been subject to ARB and local air district control programs for many years. Regulation of chrome plating operations has reduced statewide emissions substantially. However, due to the nature of chrome plating

operations and the highly toxic nature of hexavalent chromium, the remaining health risk to nearby residents is a continuing concern.

Chrome plating operations convert hexavalent chromium in solution to a chromium metal layer by electroplating, and are categorized based upon the thickness of the chromium metal layer applied. In "decorative plating", a layer of nickel is first plated over a metal substrate. Following this step, a thin layer of chromium is deposited over the nickel layer to provide a decorative and protective finish, for example, on faucets and automotive wheels. "Hard chrome plating" is a process in which a thicker layer of chromium metal is deposited directly on metal substrates such as engine parts, industrial machinery, and tools to provide greater protection against corrosion and wear.

Hexavalent chromium is emitted into the air when an electric current is applied to the plating bath. Emissions are dependent upon the amount of electroplating done per year and the control requirements. A unit of production referred to as an ampere-hour represents the amount of electroplating produced. Small facilities have an annual production rate of 100,000 – 500,000 ampere-hours, while medium-size facilities may have a production rate of 500,000 to about 3 million ampere-hours. The remaining larger facilities have a range of production rates that can be as high as 80 million ampere-hours.

The control requirements, which reduce emissions from the plating tanks, vary according to the size and type of the operation. Facilities either install add-on pollution control equipment, such as filters and scrubbers, or in-tank controls, such as fume suppressants and polyballs. With this combination of controls, the overall hexavalent chromium emissions have been reduced by over 90 percent. Larger facilities typically have better controls that can achieve efficiencies greater than 99 percent. However, even with stringent controls, the lack of maintenance and good housekeeping practices can lead to problems. And, since the material itself is inherently dangerous, any lapse in compliance poses a significant risk to nearby residents.

A 2002 ARB study in the San Diego community of Barrio Logan measured unexpectedly high concentrations of hexavalent chromium near chrome platers. The facilities were located in a mixed-use area with residences nearby. The study found that fugitive dust laden with hexavalent chromium was an important source of emissions that likely contributed to the elevated cancer risk. Largely as a result of this study, ARB is in the process of updating the current requirements to further reduce the emissions from these facilities.

In December 2004, the ARB adopted an ATCM to reduce emissions of hexavalent chromium and nickel from thermal spraying operations through the installation of best available control technology. The ATCM requires all existing facilities to comply with its requirements by January 1, 2006. New and modified thermal spraying operations must comply upon initial startup. An existing thermal spraying facility may be exempt from the minimum control efficiency

requirements of the ATCM if it is located at least 1,640 feet from the nearest sensitive receptor and emits no more than 0.5 pound per year of hexavalent chromium.⁸

Key Health Findings

Hexavalent chromium is one of the most toxic air pollutants regulated by the State of California. Hexavalent chromium is a carcinogen and has been identified in worker health studies as causing lung cancer. Exposure to even very low levels of hexavalent chromium should be avoided.

The California Office of Environmental Health Hazard Assessment has found that: 1) many epidemiological studies show a strong association between hexavalent chromium exposure in the work place and respiratory cancer; and 2) all short-term assays reported show that hexavalent chromium compounds can cause damage to human DNA.

Hexavalent chromium when inhaled over a period of many years can cause a variety of non-cancer health effects. These health effects include damage to the nose, blood disorders, lung disease, and kidney damage. The non-cancer health impacts occur with exposures considerably higher than exposures causing significant cancer risks. It is less likely that the public would be exposed to hexavalent chromium at levels high enough to cause these non-cancer health effects. Non-cancer health effects, unlike cancer health effects, have a threshold or exposure level below which non-cancer health effects would not be expected.

Distance Related Findings

ARB's 2002 Barrio Logan Study measured concentrations of hexavalent chromium in the air near two chrome plating facilities. The study was conducted from December 2001 to May 2002. There were two chrome platers on the street—one decorative and one hard plater. The purpose of the study was to better understand the near source impact of hexavalent chromium emissions. Air monitors were placed at residences next to the platers and at varying distances down the street. The monitors were moved periodically to look at the spatial distribution of the impact. Source testing and facility inspections identified one of the facilities as the likely source.

The first two weeks of monitoring results showed unexpectedly high levels of hexavalent chromium at a number of the monitoring sites. The high concentrations were intermittent. The concentrations ranged from 1 to 22 ng/m³ compared to the statewide average of 0.1 ng/m³. If these levels were to continue for 70 years, the potential cancer risk would be 150 in one million. The highest value was found at an air monitor behind a house adjacent to one of the

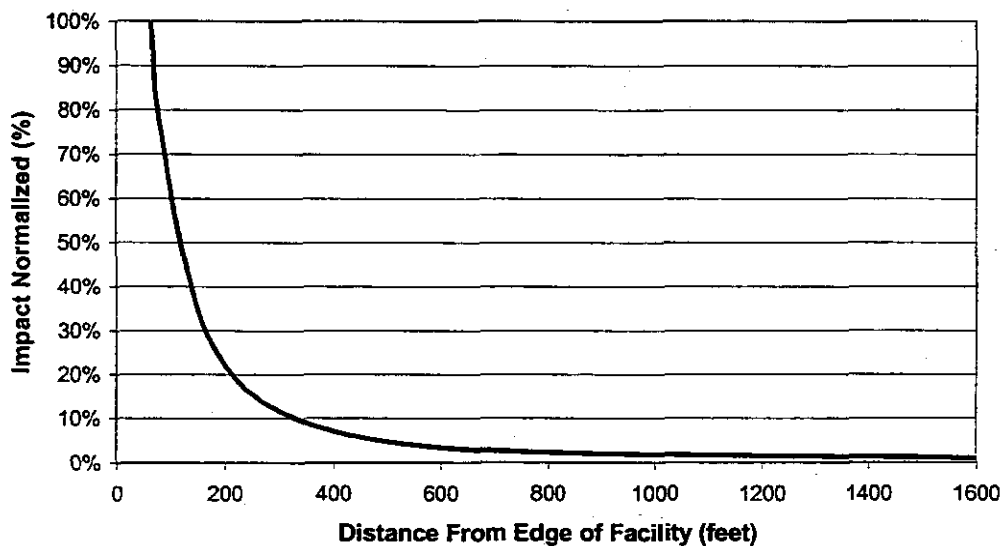
⁸ For further information on the ATCM, please refer to:
<http://www.arb.ca.gov/regact/thermspr/thermalspr.htm>

plating facilities—approximately 30 feet from the back entrance. Lower, but significant concentrations were found at an ambient air monitor 250 feet away.

The monitoring covered a period when the facility was not operating its plating tank. During this period, one of the highest concentrations was measured at an adjacent house. It appears that chromium-laden dust was responsible for high concentrations at this location since there was no plating activity at the time. Dust samples from the facility were tested and found to contain high levels of hexavalent chromium. On the day the highest concentration was measured at the house next door, a monitor 350 feet away from the plater's entrance showed very little impact. Similar proximity effects are shown in ARB modeling studies.

Figure 1-5 shows how the relative health risk varies as a function of distance from a chrome plater. This analysis is based on a medium-sized chrome plater with an annual production rate of 3 million ampere-hours. As shown in Figure 1-5, the potential health risk drops off rapidly, with over 90 percent reduction in risk within 300 feet. This modeling was done in 2003 as part of a review of ARB's current air toxic control measure for chrome platers and is based on data from a recent ARB survey of chrome platers in California. The emission rates are only

Figure 1-5
Risk vs. Distance From Chrome Plater
(Based on plating tank emissions)



for plating operations. Because there are insufficient data available to directly quantify the impacts, the analysis does not include fugitive emissions, which the Barrio Logan analysis indicated could be significant.

Both the ARB Barrio Logan monitoring results and ARB's 2003 modeling analysis suggests that the localized emissions impact of a chrome plater diminishes significantly at 300 feet. However, in developing our recommendation, we also considered the following factors:

- some chrome platers will have higher volumes of plating activity,
- potential dust impacts were not modeled,
- we have only one monitoring study looking at the impact of distance, and,
- hexavalent chromium is one of the most potent toxic air contaminants ARB has identified.

Given these limitations in the analysis, we recommend a separation of 1,000 feet as a precautionary measure. For large chrome platers, site specific information should be obtained from the local air district.

Recommendation

- Avoid siting new sensitive land uses within 1,000 feet of a chrome plater.

References

- *Ambient Air Monitoring for Hexavalent Chromium and Metals in Barrio Logan: May 2001 through May 2002.* ARB, Monitoring and Laboratory Division (October 14, 2003)
- *Draft Barrio Logan Report.* ARB, Planning and Technical Support Division (November 2004).
- *Proposed Amendments to the Hexavalent Chromium Control Measure for Decorative and Hard Chrome Plating and Chromic Acid Anodizing Facilities.* ARB (April 1998).
- Murchison, Linda; Suer, Carolyn; Cook, Jeff. "Neighborhood Scale Monitoring in Barrio Logan," (AWMA Annual Conference Proceedings, June 2003).

Dry Cleaners Using Perchloroethylene (Perc Dry Cleaners)

Perchloroethylene (perc) is the solvent most commonly used by the dry cleaning industry to clean clothes or other materials. The ARB and other public health agencies have identified perc as a potential cancer-causing compound. Perc persists in the atmosphere long enough to contribute to both regional air pollution and localized exposures. Perc dry cleaners are the major source of perc emissions in California.

Since 1990, the statewide concentrations and health risk from exposure to perc has dropped over 70 percent. This is due to a number of regulatory requirements on perc dry cleaners and other sources, including degreasing operations, brake cleaners, and adhesives. ARB adopted an Airborne Toxic Control Measure (ATCM) for Perc Emissions from Dry Cleaning Operations in 1993. ARB has also prohibited the use of perc in aerosol adhesives and automotive brake cleaners.

Perc dry cleaners statewide are required to comply with ARB and local air district regulations to reduce emissions. However, even with these controls, some emissions continue to occur. Air quality studies indicate that there is still the potential for significant risks even near well-controlled dry cleaners. The South Coast AQMD has adopted a rule requiring that all new dry cleaners use alternatives to perc and that existing dry cleaners phase out the use of perc by December 2020. Over time, transition to non-toxic alternatives should occur. However, while perc continues to be used, a preventative approach should be taken to siting of new sensitive land uses.

Key Health Findings

Inhalation of perc may result in both cancer and non-cancer health effects. An assessment by California's Office of Environmental Health Hazard Assessment (OEHHA) concluded that perc is a potential human carcinogen and can cause non-cancer health effects. In addition to the potential cancer risk, the effects of long-term exposure include dizziness, impaired judgement and perception, and damage to the liver and kidneys. Workers have shown signs of liver toxicity following chronic exposure to perc, as well as kidney dysfunction and neurological effects. Non-cancer health effects occur with higher exposure levels than those associated with significant cancer risks. The public is more likely to be exposed to perchloroethylene at levels causing significant cancer risks than to levels causing non-cancer health effects. Non-cancer health effects, unlike cancer health effects, have a threshold or exposure level below which non-cancer health effect would not be expected. The ARB formally identified perc as a toxic air contaminant in October 1991.

One study has determined that inhalation of perc is the predominant route of exposure to infants living in apartments co-located in the same building with a dry cleaning plant. Results of air sampling within co-residential buildings indicate that dry cleaners can cause a wide range of exposures depending on the type and maintenance of the equipment. For example, a well-maintained state-of-the-art system may have risks in the range of 10 in one million, whereas a badly maintained machine with major leaks can have potential cancer risks of thousands in one million.

The California Air Pollution Control Officers Association (CAPCOA) is developing Industry-wide Risk Assessment Guidelines for Perchloroethylene Dry Cleaners which, when published, will provide detailed information on public health risk from exposure to emissions from this source.

Distance Related Findings

Risk created by perc dry cleaning is dependent on the amount of perc emissions, the type of dry cleaning equipment, proximity to the source, and how the emissions are released and dispersed (e.g., type of ventilation system, stack parameters, and local meteorology). Dry cleaners are often located near

residential areas, and near shopping centers, schools, day-care centers, and restaurants.

The vast majority of dry cleaners in California have one dry cleaning machine per facility. The South Coast AQMD estimates that an average well-controlled dry cleaner uses about 30 to 160 gallons of cleaning solvent per year, with an average of about 100 gallons. Based on these estimates, the South Coast AQMD estimates a potential cancer risk between 25 to 140 in one million at residential locations 75 feet or less from the dry cleaner, with an average of about 80 in one million. The estimate could be as high as 270 in one million for older machines.

CAPCOA's draft industry-wide risk assessment of perc dry cleaning operations indicates that the potential cancer risk for many dry cleaners may be in excess of potential cancer risk levels adopted by the local air districts. The draft document also indicates that, in general, the public's exposure can be reduced by at least 75 percent, by providing a separation distance of about 300 feet from the operation. This assessment is based on a single machine with perc use of about 100 gallons per year. At these distances, the potential cancer risk would be less than 10 potential cases per million for most scenarios.

The risk would be proportionately higher for large, industrial size, dry cleaners. These facilities typically have two or more machines and use 200 gallons or more per year of perc. Therefore, separation distances need to be greater for large dry cleaners. At a distance of 500 feet, the remaining risk for a large plant can be reduced by over 85 percent.

In California, a small number of dry cleaners that are co-located (sharing a common wall, floor, or ceiling) with a residence have the potential to expose the inhabitants of the residence to high levels of perc. However, while special requirements have been imposed on these existing facilities, the potential for exposure still exists. Avoiding these siting situations in the future is an important preventative measure.

Local air districts are a source of information regarding specific dry cleaning operations—particularly for large industrial operations with multiple machines. The 300 foot separation recommended below reflects the most common situation – a dry cleaner with only one machine. While we recommend 500 feet when there are two or more machines, site specific information should be obtained from the local air district for some very large industrial operations. Factors that can impact the risk include the number and type of machines, controls used, source configuration, building dimensions, terrain, and meteorological data.

Recommendation

- Avoiding siting new sensitive land uses within 300 feet of any dry cleaning operation. For operations with two or more machines provide 500 feet. For operations with 3 or more machines, consult with the local air district.
- Do not site new sensitive land uses in the same building with perc dry cleaning operations.

References

- *Proposed Amended Rule 1421 – Control of Perchloroethylene Emissions from Dry Cleaning Systems*, Final Staff Report. South Coast AQMD (October 2002).
- *Air Toxic Control Measure for Emissions of Perchloroethylene from Dry Cleaning Operations*. ARB (1994). (<http://www.arb.ca.gov/toxics/atcm/percatcm.htm>)
- "An Assessment of Tetrachloroethylene in Human Breast Milk", Judith Schreiber, New York State Department of Health – Bureau of Toxic Substance Assessment, Journal of Exposure Analysis and Environmental Epidemiology, Vol.2, Suppl.2, pp. 15-26, 1992.
- *Draft Air Toxics "Hot Spots" Program Perchloroethylene Dry Cleaner Industry-wide Risk Assessment Guidelines*. (CAPCOA (November 2002).
- *Final Environmental Assessment for Proposed Amended Rule 1421 – Control of Perchloroethylene Emissions from Dry Cleaning Systems*. South Coast AQMD (October 18, 2002)

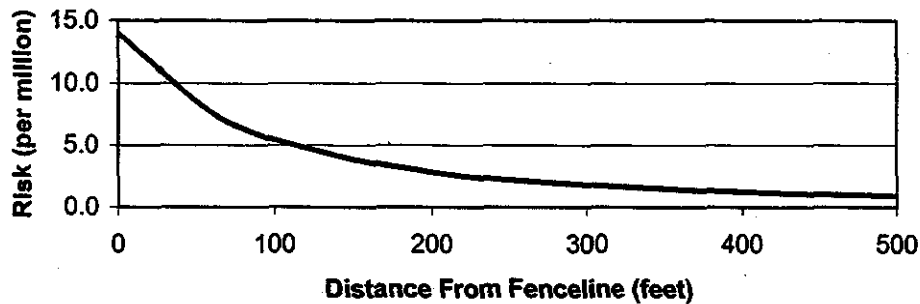
Gasoline Dispensing Facilities

Refueling at gasoline dispensing facilities releases benzene into the air. Benzene is a potent carcinogen and is one of the highest risk air pollutants regulated by ARB. Motor vehicles and motor vehicle-related activity account for over 90 percent of benzene emissions in California. While gasoline-dispensing facilities account for a small part of total benzene emissions, near source exposures for large facilities can be significant.

Since 1990, benzene in the air has been reduced by over 75 percent statewide, primarily due to the implementation of emissions controls on motor vehicle vapor recovery equipment at gas stations, and a reduction in benzene levels in gasoline. However, benzene levels are still significant. In urban areas, average benzene exposure is equivalent to about 50 in one million.

Gasoline dispensing facilities tend to be located in areas close to residential and shopping areas. Benzene emissions from the largest gas stations may result in near source health risk beyond the regional background and district health risk thresholds. The emergence of very high gasoline throughput at large retail or

**Figure 1-6
Gasoline Dispensing Facility Health Risk
for 3,600,000 gal/yr throughput**



wholesale outlets makes this a concern as these types of outlets are projected to account for an increasing market share in the next few years.

Key Health Findings

Benzene is a human carcinogen identified by ARB as a toxic air contaminant. Benzene also can cause non-cancer health effects above a certain level of exposure. Brief inhalation exposure to high concentrations can cause central nervous system depression. Acute effects include central nervous system symptoms of nausea, tremors, drowsiness, dizziness, headache, intoxication, and unconsciousness. It is unlikely that the public would be exposed to levels of benzene from GDFs high enough to cause these non-cancer health effects.

Distance Related Findings

A well-maintained vapor recovery system can decrease emissions of benzene by more than 90% compared with an uncontrolled facility. Almost all facilities have emission control systems. Air quality modeling of the health risks from gasoline dispensing facilities indicate that the impact from the facilities decreases rapidly as the distance from the facility increases.

Statistics reported in the ARB's staff reports on Enhanced Vapor Recovery released in 2000 and 2002, indicated that almost 96 percent of the gasoline dispensing facilities had a throughput less than 2.4 million gallons per year. The remaining four percent, or approximately 450 facilities, had throughputs exceeding 2.4 million gallons per year. For these stations, the average gasoline throughput was 3.6 million gallons per year.

As shown in Figure 1-6, the risk levels for a gasoline dispensing facility with a throughput of 3.6 million gallons per year is about 10 in one million at a distance of 50 feet from the fenceline. However, as the throughput increases, the potential risk increases.

As mentioned above, air pollution levels in the immediate vicinity of large gasoline dispensing facilities may be higher than the surrounding area (although tailpipe emissions from motor vehicles dominates the health impacts). Very large gasoline dispensing facilities located at large wholesale and discount centers may dispense nine million gallons of gasoline per year or more. At nine million gallons, the potential risk could be around 25 in one million at 50 feet, dropping to about five in one million at 300 feet. Some facilities have throughputs as high as 19 million gallons.

Recommendation

- Avoid siting new sensitive land uses within 300 feet of a large gasoline dispensing facility (defined as a facility with a throughput of 3.6 million gallons per year or greater). A 50 foot separation is recommended for typical gas dispensing facilities.

References

- *Gasoline Service Station Industry-wide Risk Assessment Guidelines*. California Air Pollution Control Officers Association (December 1997 and revised November 1, 2001)
- *Staff Report on Enhanced Vapor Recovery*. ARB (February 4, 2000)
- *The California Almanac of Emissions and Air Quality*. ARB (2004)
- *Staff Report on Enhanced Vapor Recovery Technology Review*. ARB (October 2002)

Other Facility Types that Emit Air Pollutants of Concern

In addition to source specific recommendations, Table 1-3 includes a list of other industrial sources that could pose a significant health risk to nearby sensitive individuals depending on a number of factors. These factors include the amount of pollutant emitted and its toxicity, the distance to nearby individuals, and the type of emission controls in place. Since these types of facilities are subject to air permits from local air districts, facility specific information should be obtained where there are questions about siting a sensitive land use close to an industrial facility.

Potential Sources of Odor and Dust Complaints

Odors and dust from commercial activities are the most common sources of air pollution complaints and concerns from the public. Land use planning and permitting processes should consider the potential impacts of odor and dust on surrounding land uses, and provide for adequate separation between odor and dust sources. As with other types of air pollution, a number of factors need to be considered when determining an adequate distance or mitigation to avoid odor or

Table 1-3 – Examples of Other Facility Types That Emit¹ Air Pollutants of Concern

<u>Categories</u>	<u>Facility Type</u>	<u>Air Pollutants of Concern</u>
Commercial	Autobody Shops	Metals, Solvents
	Furniture Repair	Solvents ² , Methylene Chloride
	Film Processing Services	Solvents, Perchloroethylene
	Distribution Centers	Diesel Particulate Matter
	Printing Shops	Solvents
Industrial	Diesel Engines	Diesel Particulate Matter
	Construction	Particulate Matter, Asbestos
	Manufacturers	Solvents, Metals
	Metal Platers, Welders, Metal Spray (flame spray) Operations	Hexavalent Chromium, Nickel, Metals
	Chemical Producers	Solvents, Metals
	Furniture Manufacturers	Solvents
	Shipbuilding and Repair	Hexavalent chromium and other metals, Solvents
	Rock Quarries and Cement Manufacturers	Particulate Matter, Asbestos
	Hazardous Waste Incinerators	Dioxin, Solvents, Metals
	Power Plants	Benzene, Formaldehyde, Particulate Matter
Public	Research and Development Facilities	Solvents, Metals, etc.
	Landfills	Benzene, Vinyl Chloride, Diesel Particulate Matter
	Waste Water Treatment Plants	Hydrogen Sulfide
	Medical Waste Incinerators	Dioxin, Benzene, PAH, PCBs, 1,3-Butadiene
	Recycling, Garbage Transfer Stations	Diesel Particulate Matter
Transportation	Municipal Incinerators	Dioxin, Benzene, PAH, PCBs, 1,3-Butadiene
	Truck Stops	Diesel Particulate Matter
Agricultural Operations	Farming Operations	Diesel Particulate Matter, VOCs, NOx, PM10, CO, SOx, Pesticides
	Livestock and Dairy Operations	Ammonia, VOCs, PM10

¹Not all facilities will emit pollutants of concern due to process changes or chemical substitution. Consult the local air district regarding specific facilities.

²Some solvents may emit toxic air pollutants, but not all solvents are toxic air contaminants.

dust complaints in a specific situation. Local air districts should be consulted for advice when these siting situations arise.

Table 1-4 lists some of the most common sources of odor complaints received by local air districts. Complaints about odors are the responsibility of local air districts and are covered under state law. The types of facilities that can cause odor complaints are varied and can range from small commercial facilities to large industrial facilities, and may include waste disposal and recycling operations. Odors can cause health symptoms such as nausea and headache. Facilities with odors may also be sources of toxic air pollutants (See Table 1-3). Some common sources of odors emitted by facilities

are sulfur compounds, organic solvents, and the decomposition/digestion of biological materials. Because of the subjective nature an individual's sensitivity to a particular type of odor, there is no specific rule for assigning appropriate separations from odor sources. Under the right meteorological conditions, some odors may still be offensive several miles from the source.

Sources of dust are also common sources of air pollution-related complaints. Operations that can result in dust problems are rock crushing, gravel production, stone quarrying, and mining operations. A common source of complaints is the dust and noise associated with blasting that may be part of these operations. Besides the health impacts of dust as particulate matter, thick dust also impairs visibility, aesthetic values, and can soil homes and automobiles. Local air districts typically have rules for regulating dust sources in their jurisdictions, but dust sources can still be a concern. Therefore, separation of these facilities from residential and other new sensitive land uses should be considered.

In some areas of California, asbestos occurs naturally in stone deposits. Asbestos is a potent carcinogenic substance when inhaled. Asbestos-containing dust may be a public health concern in areas where asbestos-containing rock is mined, crushed, processed, or used. Situations where asbestos-containing gravel has been used in road paving materials are also a source of asbestos exposure to the general public. Planners are advised to consult with local air pollution agencies in areas where asbestos-containing gravel or stone products are produced or used.

Table 1-4
Sources of Odor Complaints

- Sewage Treatment Plants
- Landfills
- Recycling Facilities
- Waste Transfer Stations
- Petroleum Refineries
- Biomass Operations
- Autobody Shops
- Coating Operations
- Fiberglass Manufacturing
- Foundries
- Rendering Plants
- Livestock Operations

2. Handbook Development

ARB and local air districts share responsibility for improving statewide air quality. As a result of California's air pollution control programs, air quality has improved and health risk has been reduced statewide. However, state and federal air quality standards are still exceeded in many areas of California and the statewide health risk posed by toxic air contaminants (air toxics) remains too high. Also; some communities experience higher pollution exposures than others – making localized impacts, as well regional or statewide impacts, an important consideration. It is for this reason that this Handbook has been produced – to promote better, more informed decision-making by local land use agencies that will improve air quality and public health in their communities.

Land use policies and practices, including planning, zoning, and siting activities, can play a critical role in air quality and public health at the local level. For instance, even with the best available control technology, some projects that are sited very close to homes, schools, and other public places can result in elevated air pollution exposures. The reverse is also true – siting a new school or home too close to an existing source of air pollution can pose a public health risk. The ARB recommendations in section 1 address this issue.

This Handbook is an informational document that we hope will strengthen the relationship between air quality and land use agencies. It highlights the need for land use agencies to address the potential for new projects to result in localized health risk or contribute to cumulative impacts where air pollution sources are concentrated.

Avoiding these incompatible land uses is a key to reducing localized air pollution exposures that can result in adverse health impacts, especially to sensitive individuals.

Individual siting decisions that result in incompatible land uses are often the result of locating “sensitive” land uses next to polluting sources. These decisions can be of even greater concern when existing air pollution exposures in a community are considered. In general terms, this is often referred to as the issue of “cumulative impacts.” ARB is working with local air districts to better define these situations and to make information about existing air pollution levels (e.g., from local businesses, motor vehicles, and other areawide sources) more readily available to land use agencies.

In December 2001, the ARB adopted “Policies and Actions for Environmental Justice” (Policies). These Policies were developed in coordination with a group of stakeholders, representing local government agencies, community interest

groups, environmental justice organizations, academia, and business (Environmental Justice Stakeholders Group).

The Policies included a commitment to work with land use planners, transportation agencies, and local air districts to develop ways to identify, consider, and reduce cumulative air pollution emissions, exposure, and health risks associated with land use planning and decision-making. Developed under the auspices of the ARB's Environmental Justice Stakeholders Group, this Handbook is a first step in meeting that commitment.

ARB has produced this Handbook to help achieve several objectives:

- Provide recommendations on situations to avoid when siting new residences, schools, day care centers, playgrounds, and medical-related facilities (sensitive sites or sensitive land uses);
- Identify approaches that land use agencies can use to prevent or reduce potential air pollution impacts associated with general plan policies, new land use development, siting, and permitting decisions;
- Improve and facilitate access to air quality data and evaluation tools for use in the land use decision-making process;
- Encourage stronger collaboration between land use agencies and local air districts to reduce community exposure to source-specific and cumulative air pollution impacts; and
- Emphasize community outreach approaches that promote active public involvement in the air quality/land use decision-making process.

This Handbook builds upon California's 2003 General Plan Guidelines. These Guidelines, developed by the Governor's Office of Planning and Research (OPR), explain the land use planning process and applicable legal requirements. This Handbook also builds upon a 1997 ARB report, "The Land Use-Air Quality Linkage" ("Linkage Report").⁹ The Linkage Report was an outgrowth of the California Clean Air Act which, among other things, called upon local air districts to focus particular attention on reducing emissions from sources that indirectly cause air pollution by attracting vehicle trips. Such indirect sources include, but are not limited to, shopping centers, schools and universities, employment centers, warehousing, airport hubs, medical offices, and sports arenas. The Linkage Report summarizes data as of 1997 on the relationships between land use, transportation, and air quality, and highlights strategies that can help to reduce the use of single occupancy automobile use. Such strategies

⁹ To access this report, please refer to ARB's website or click on:
<http://www.arb.ca.gov/ch/programs/link97.pdf>

complement ARB regulatory programs that continue to reduce motor vehicle emissions.

In this Handbook, we identify types of air quality-related information that we recommend land use agencies consider in the land use decision-making processes such as the development of regional, general, and community plans; zoning ordinances; environmental reviews; project siting; and permit issuance. The Handbook provides recommendations on the siting of new sensitive land uses based on current analyses. It also contains information on approaches and methodologies for evaluating new projects from an air pollution perspective.

The Handbook looks at air quality issues associated with emissions from industrial, commercial, and mobile sources of air pollution. Mobile sources continue to be the largest overall contributors to the state's air pollution problems, representing the greatest air pollution health risk to most Californians. Based on current health risk information for air toxics, the most serious pollutants on a statewide basis are diesel PM, benzene, and 1,3-butadiene, all of which are primarily emitted by motor vehicles. From a state perspective, ARB continues to pursue new strategies to further reduce motor vehicle-related emissions in order to meet air quality standards and reduce air toxics risk.

While mobile sources are the largest overall contributors to the state's air pollution problems, industrial and commercial sources can also pose a health risk, particularly to people near the source. For this reason, the issue of incompatible land uses is an important focus of this document.

Handbook Audience

Even though the primary users of the Handbook will likely be agencies responsible for air quality and land use planning, we hope the ideas and technical issues presented in this Handbook will also be useful for:

- public and community organizations and community residents;
- federal, state and regional agencies that fund, review, regulate, oversee, or otherwise influence environmental policies and programs affected by land use policies; and
- private developers.

3. Key Community Focused Issues Land Use Agencies Should Consider

Two key air quality issues that land use agencies should consider in their planning, zoning, and permitting processes are:

- 1) **Incompatible Land Uses.** Localized air pollution impacts from incompatible land use can occur when polluting sources, such as a heavily trafficked roadway, warehousing facilities, or industrial or commercial facilities, are located near a land use where sensitive individuals are found such as a school, hospital, or homes.
- 2) **Cumulative Impacts.** Cumulative air pollution impacts can occur from a concentration of multiple sources that individually comply with air pollution control requirements or fall below risk thresholds, but in the aggregate may pose a public health risk to exposed individuals. These sources can be heavy or light-industrial operations, commercial facilities such as autobody shops, large gas dispensing facilities, dry cleaners, and chrome platers, and freeways or other nearby busy transportation corridors.

Incompatible Land Uses

Land use policies and practices can worsen air pollution exposure and adversely affect public health by mixing incompatible land uses. Examples include locating new sensitive land uses, such as housing or schools, next to small metal plating facilities that use a highly toxic form of chromium, or very near large industrial facilities or freeways. Based on recent monitoring and health-based studies, we now know that air quality impacts from incompatible land uses can contribute to increased risk of illness, missed work and school, a lower quality of life, and higher costs for public health and pollution control.¹⁰

Avoiding incompatible land uses can be a challenge in the context of mixed-use industrial and residential zoning. For a variety of reasons, government agencies and housing advocates have encouraged the proximity of affordable housing to employment centers, shopping areas, and transportation corridors, partially as a means to reduce vehicle trips and their associated emissions. Generally speaking, typical distances in mixed-use communities between businesses and industries and other land uses such as homes and schools, should be adequate to avoid health risks. However, generalizations do not always hold as we addressed in section 1 of this Handbook.

In terms of siting air pollution sources, the proposed location of a project is a major factor in determining whether it will result in localized air quality impacts. Often, the problem can be avoided by providing an adequate distance or setback

¹⁰ For more information, the reader should refer to ARB's website on community health: <http://www.arb.ca.gov/ch/ch.htm>

between a source of emissions and nearby sensitive land uses. Sometimes, suggesting project design changes or mitigation measures in the project review phase can also reduce or avoid potential impacts. This underscores the importance of addressing potential incompatible land uses as early as possible in the project review process, ideally in the general plan itself.

Cumulative Air Pollution Impacts

The broad concept of cumulative air pollution impacts reflects the combination of regional air pollution levels and any localized impacts. Many factors contribute to air pollution levels experienced in any location. These include urban background air pollution, historic land use patterns, the prevalence of freeways and other transportation corridors, the concentration of industrial and commercial businesses, and local meteorology and terrain.

When considering the potential air quality impacts of polluting sources on individuals, project location and the concentration of emissions from air pollution sources need to be considered in the land use decision-making process. In section 4, the Handbook offers a series of questions that helps land use agencies determine if a project should undergo a more careful analysis. This holds true regardless of whether the project being sited is a polluting source or a sensitive land use project.

Large industrial areas are not the only land uses that may result in public health concerns in mixed-use communities. Cumulative air pollution impacts can also occur if land uses do not adequately provide setbacks or otherwise protect sensitive individuals from potential air pollution impacts associated with nearby light industrial sources. This can occur with activities such as truck idling and traffic congestion, or from indirect sources such as warehousing facilities that are located in a community or neighborhood.

In October 2004, Cal/EPA published its Environmental Justice Action Plan. In February 2005, the Cal/EPA Interagency Working Group approved a working definition of "cumulative impacts" for purposes of initially guiding the pilot projects that are being conducted pursuant to that plan. Cal/EPA is now in the process of developing a Cumulative Impacts Assessment Guidance document. Cal/EPA will revisit the working definition of "cumulative impacts" as the Agency develops that guidance. The following is the working definition:

"Cumulative impacts means exposures, public health or environmental effects from the combined emissions and discharges, in a geographic area, including environmental pollution from all sources, whether single or multi-media, routinely, accidentally, or otherwise released. Impacts will take into account sensitive populations and socio-economic factors, where applicable, and to the extent data are available."

4. Mechanisms for Integrating Localized Air Quality Concerns Into Land Use Processes

Land use agencies should use each of their existing planning, zoning, and permitting authorities to address the potential health risk associated with new projects. Land use-specific mechanisms can go a long way toward addressing both localized and cumulative impacts from new air pollution sources that are not otherwise addressed by environmental regulations. Likewise, close collaboration and communication between land use agencies and local air districts in both the planning and project approval stages can further reduce these impacts. Local agency partnerships can also result in early identification of potential impacts from proposed activities that might otherwise escape environmental review. When this happens, pollution problems can be prevented or reduced before projects are approved, when it is less complex and expensive to mitigate.

The land use entitlement process requires a series of planning decisions. At the highest level, the General Plan sets the policies and direction for the jurisdiction, and includes a number of mandatory elements dealing with issues such as housing, circulation, and health hazards. Zoning is the primary tool for implementing land use policies. Specific or community plans created in conjunction with a specific project also perform many of the same functions as a zoning ordinance. Zoning can be modified by means of variances and conditional use permits. The latter are frequently used to insure compatibility between otherwise conflicting land uses. Finally, new development usually requires the approval of a parcel or tract map before grading and building permits can be issued. These parcel or tract maps must be consistent with the applicable General Plan, zoning and other standards.

Land use agencies can use their planning authority to separate industrial and residential land uses, or to require mitigation where separation is not feasible. By separating incompatible land uses, land use agencies can prevent or reduce both localized and cumulative air pollution impacts without denying what might otherwise be a desirable project.¹¹ For instance:

- a dry cleaner could open a storefront operation in a community with actual cleaning operations performed at a remote location away from residential areas;
- gas dispensing facilities with lower fuel throughput could be sited in mixed-use areas;
- enhanced building ventilation or filtering systems in schools or senior care centers can reduce ambient air from nearby busy arterials; or
- landscaping and regular watering can be used to reduce fugitive dust at a building construction site near a school yard.

¹¹ It should be noted that such actions should also be considered as part of the General Plan or Plan element process.

The following general and specific land use approaches can help to reduce potential adverse air pollution impacts that projects may have on public health.

General Plans

The primary purpose of planning, and the source of government authority to engage in planning, is to protect public health, safety, and welfare. In its most basic sense, a local government General Plan expresses the community's development goals and embodies public policy relative to the distribution of future land uses, forming the basis for most land use decisions. Therefore, the most effective mechanism for dealing with the central land use concept of compatibility and its relationship to cumulative air pollution impacts is the General Plan. Well before projects are proposed within a jurisdiction, the General Plan sets the stage for where projects can be sited, and their compatibility with comprehensive community goals, objectives, and policies.

In 2003, OPR revised its General Plan Guidelines, highlighting the importance of incorporating sustainable development and environmental justice policies in the planning process. The OPR General Plan Guidelines provides an effective and long-term approach to reduce cumulative air pollution impacts at the earliest planning stages. In light of these important additions to the Guidelines, land use agencies should consider updating their General Plans or Plan elements to address these revisions.

The General Plan and related Plan elements can be used to avoid incompatible land uses by incorporating air quality considerations into these documents. For instance, a General Plan safety element with an air quality component could be used to incorporate policies or objectives that are intended to protect the public from the potential for facility breakdowns that may result in a dangerous release of air toxics. Likewise, an air quality component to the transportation circulation element of the General Plan could include policies or standards to prevent or reduce local exposure to diesel exhaust from trucks and other vehicles. For instance, the transportation circulation element could encourage the construction of alternative routes away from residential areas for heavy-duty diesel trucks. By considering the relationship between air quality and transportation, the circulation element could also include air quality policies to prevent or reduce trips and travel, and thus vehicle emissions. Policies in the land use element of the General Plan could identify areas appropriate for future industrial, commercial, and residential uses. Such policies could also introduce design and distance parameters that reduce emissions, exposure, and risk from industrial and some commercial land uses (e.g., dry cleaners) that are in close proximity to residential areas or schools.

Land use agencies should also consider updating or creating an air quality element in the jurisdiction's General Plan. In the air quality element, local decision-makers could develop long-term, effective plans and policies to address

air quality issues, including cumulative impacts. The air quality element can also provide a general reference guide that informs local land use planners about regional and community level air quality, regulatory air pollution control requirements and guidelines, and references emissions and pollution source data bases and assessment and modeling tools. As is further described in Appendix C of the Handbook, new assessment tools that ARB is developing can be included into the air quality element by reference. For instance, ARB's statewide risk maps could be referenced in the air quality element as a resource that could be consulted by developers or land use agencies

Zoning

The purpose of "zoning" is to separate different land uses. Zoning ordinances establish development controls to ensure that private development takes place within a given area in a manner in which:

- All uses are compatible (e.g., an industrial plant is not permitted in a residential area);
- Common development standards are used (e.g., all homes in a given area are set back the same minimum distance from the street); and,
- Each development does not unreasonably impose a burden upon its neighbors (e.g., parking is required on site so as not to create neighborhood parking problems).

To do this, use districts called "zones" are established and standards are developed for these zones. The four basic zones are residential, commercial, industrial and institutional.

Land use agencies may wish to consider how zoning ordinances, particularly those for mixed-use areas, can be used to avoid exacerbating poor land use practices of the past or contributing to localized and cumulative air pollution impacts in the community.

Sometimes, especially in mixed-use zones, there is a potential for certain categories of existing businesses or industrial operations to result in cumulative air pollution impacts to new development projects. For example:

- An assisted living project is proposed for a mixed-use zone adjacent to an existing chrome plating facility, or several dry cleaners;
- Multiple industrial sources regulated by a local air district are located directly upwind of a new apartment complex;
- A new housing development is sited in a mixed-use zone that is downwind or adjacent to a distribution center that attracts diesel-fueled delivery trucks and TRUs; or
- A new housing development or sensitive land use is sited without adequate setbacks from an existing major transportation corridor or rail yard.

As part of the public process for making zoning changes, local land use agencies could work with community planning groups, local businesses, and community residents to determine how best to address existing incompatible land uses.

Land Use Permitting Processes

■ Questions to Consider When Reviewing New Projects

Very often, just knowing what questions to ask can yield critical information about the potential air pollution impacts of proposed projects – both from the perspective of a specific project as well as in the nature of existing air pollution sources in the same impact area. Available land use information can reveal the proximity of air pollution sources to sensitive individuals, the potential for incompatible land uses, and the location and nature of nearby air pollution sources. Air quality data, available from the ARB and local air districts, can provide information about the types and amounts of air pollution emitted in an area, regional air quality concentrations, and health risk estimates for specific sources.

General Plans and zoning maps are an excellent starting point in reviewing project proposals for their potential air pollution impacts. These documents contain information about existing or proposed land uses for a specific location as well as the surrounding area. Often, just looking at a map of the proposed location for a facility and its surrounding area will help to identify a potential adjacent incompatible land use.

The following pages are a “pull-out” list of questions to consider along with cross-references to pertinent information in the Handbook. These questions are intended to assist land use agencies in evaluating potential air quality-related concerns associated with new project proposals.

The first group of questions contains project-related queries designed to help identify the potential for a localized project impacts, particularly associated with incompatible land uses. The second group of questions focuses on the issue of potential cumulative impacts by including questions about existing emissions and air quality in the community, and community feedback. Depending on the answers to these questions, a land use agency may decide a more detailed review of the proposal is warranted.

The California Department of Education has already developed a detailed process for school siting which is outlined in Appendix E. However, school districts may also find this section helpful when evaluating the most appropriate site for new schools in their area. At a minimum, using these questions may encourage school districts to engage throughout their siting process with land use agencies and local air districts. The combined expertise of these entities can be useful in devising relevant design standards and mitigation measures that can

reduce exposure to cumulative emissions, exposure, and health risk to students and school workers.

As indicated throughout the Handbook, we strongly encourage land use agencies to consult early and often with local air districts. Local air districts have the expertise, many of the analytical tools, and a working knowledge of the sources they regulate. It is also critical to fully involve the public and businesses that could be affected by the siting decision. The questions provided in the chart below do not imply any particular action should be taken by land use agencies. Rather the questions are intended to improve the assessment process and facilitate informed decision-making.

■ **Project-Related Questions**

This section includes project-related questions that, in conjunction with the questions in the next section, can be used to tailor the project evaluation. These questions are designed to help identify the potential for incompatible land uses from localized project impacts.

Questions to Consider When Reviewing New Projects

Project-Related Questions	Cross-Reference to Relevant Handbook Sections
<p>1. Is the proposed project:</p> <ul style="list-style-type: none"> ▲ A business or commercial license renewal ▲ A new or modified commercial project ▲ A new or modified industrial project ▲ A new or modified public facility project ▲ A new or modified transportation project ▲ A housing or other development in which sensitive individuals may live or play 	<p>See Appendix A for typical land use classifications and associated project categories that could emit air pollutants.</p>
<p>2. Does the proposed project:</p> <ul style="list-style-type: none"> ▲ Conform to the zoning designation? ▲ Require a variance to the zoning designation? ▲ Include plans to expand operations over the life of the business such that additional emissions may increase the pollution burden in the community (e.g., from additional truck operations, new industrial operations or process lines, increased hours of operation, build-out to the property line, etc.)? 	<p>See Appendix F for a general explanation of land use processes. In addition, Section 3 contains a discussion of how land use planning, zoning, and permitting practices can result in incompatible land uses or cumulative air pollution impacts.</p>
<p>3. Has the local air district provided comments or information to assist in the analysis?</p>	<p>See Section 5 and Appendix C for a description of air quality-related tools that the ARB and local air districts use to provide information on potential air pollution impacts.</p>
<p>4. Have public meetings been scheduled with the affected community to solicit their involvement in the decision-making process for the proposed project?</p>	<p>See Section 7 for a discussion of public participation, information and outreach tools.</p>
<p>5. If the proposed project will be subject to local air district regulations:</p> <ul style="list-style-type: none"> ▲ Has the project received a permit from the local air district? ▲ Would it comply with applicable local air district requirements? ▲ Is the local air district contemplating new regulations that would reduce emissions from the source over time? ▲ Will potential emissions from the project 	<p>See Appendix C for a description of local air district programs.</p>

Project-Related Questions	Cross-Reference to Relevant Handbook Sections
<p>trigger the local air district's new source review for criteria pollutants or air toxics emissions?</p> <ul style="list-style-type: none"> ▲ Is the local air district expected to ask the proposed project to perform a risk assessment? ▲ Is there sufficient new information or public concern to call for a more thorough environmental analysis of the proposed project? ▲ Are there plans to expand operations over time? ▲ Are there land-use based air quality significance thresholds or design standards that could be applied to this project in addition to applicable air district requirements? 	
<p>6. If the proposed project will release air pollution emissions, either directly or indirectly, but is not regulated by the local air district:</p> <ul style="list-style-type: none"> ▲ Is the local air district informed of the project? ▲ Does the local air district believe that there could be potential air pollution impacts associated with this project category because of the proximity of the project to sensitive individuals? ▲ If the project is one in which individuals live or play (e.g., a home, playground, convalescent home, etc.), does the local air district believe that the project's proximity to nearby sources could pose potential air pollution impacts? ▲ Are there indirect emissions that could be associated with the project (e.g., truck traffic or idling, transport refrigeration units operations, stationary diesel engine operations, etc.) that will be in close proximity to sensitive individuals? ▲ Will the proposed project increase or serve as a magnet for diesel traffic? ▲ Are there land-used based air quality significance thresholds or design standards that could be applied to this project in addition to applicable air district requirements? ▲ Is there sufficient new information or public concern to call for a more thorough environmental analysis of the proposed project? ▲ Should the site approval process include identification and mitigation of potential 	<p>See Section 1 for recommendations on situations to avoid when siting projects where sensitive individuals would be located (sensitive sites).</p>

Project-Related Questions	Cross-Reference to Relevant Handbook Sections
<p>direct or indirect emissions associated with the potential project?</p>	
<p>7. Does the local air district or land use agency have pertinent information on the source, such as:</p> <ul style="list-style-type: none"> ▲ Available permit and enforcement data, including for the owner or operator of the proposed source that may have other sources in the State. ▲ Proximity of the proposed project to sensitive individuals. ▲ Number of potentially exposed individuals from the proposed project. ▲ Potential for the proposed project to expose sensitive individuals to odor or other air pollution nuisances. ▲ Meteorology or the prevailing wind patterns between the proposed project and the nearest receptor, or between the proposed sensitive receptor project and sources that could pose a localized or cumulative air pollution impact. 	<p>See Appendix C for a description of local air district programs.</p> <p>See Appendix B for a listing of useful information that land use agencies should have on hand or have accessible when reviewing proposed projects for potential air pollution impacts.</p> <p>Also, do not hesitate to contact your local air district regarding answers to any of these questions that might not be available at the land use agency.</p> <p>See Section 1 for recommendations on situations to avoid when siting projects where sensitive individuals would be located (sensitive sites).</p>
<p>8. Based upon the project application, its location, and the nature of the source, could the proposed project:</p> <ul style="list-style-type: none"> ▲ Be a polluting source that is located in proximity to, or otherwise upwind of, a location where sensitive individuals live or play? ▲ Attract sensitive individuals and be located in proximity to or otherwise downwind, of a source or multiple sources of pollution, including polluting facilities or transportation-related sources that contribute emissions either directly or indirectly? ▲ Result in health risk to the surrounding community? 	<p>See Section 3 for a discussion of what is an incompatible land use and the potential cumulative air pollution impacts.</p> <p>See Section 1 for recommendations on situations to avoid when siting projects where sensitive individuals would be located (sensitive sites).</p>
<p>9. If a CEQA categorical exemption is proposed, were the following questions considered:</p> <ul style="list-style-type: none"> ▲ Is the project site environmentally sensitive as defined by the project's location? (A project that is ordinarily insignificant in its impact on the environment may in a particularly sensitive environment be significant.) ▲ Would the project and successive future projects of the same type in the approximate location potentially result in cumulative impacts? ▲ Are there "unusual circumstances" creating the possibility of significant effects? 	<p>See CEQA guidelines, section 15300, and Public Resources Code, section 21084.</p> <p>See Section 1 for recommendations on situations to avoid when siting projects where sensitive individuals would be located (sensitive sites).</p> <p>See also Section 5 and Appendix C for a description of air quality-related tools that the ARB and local air districts use to provide information on potential air pollution impacts.</p>

■ **Questions Related to Cumulative Impact Assessment**

The following questions can be used to provide the decision-maker with a better understanding of the potential for cumulative air pollution impacts to an affected community. Answers to these questions will help to evaluate if new projects or activities warrant a more detailed review. It may also help to see potential environmental concerns from the perspective of the affected community. Additionally, responses can provide local decision-makers with information with which to assess the best policy options for addressing neighborhood-scale air pollution concerns.

The questions below can be used to identify whether existing tools and procedures are adequate to address land use-related air pollution issues. This process can also be used to pinpoint project characteristics that may have the greatest impact on community-level emissions, exposure, and risk. Such elements can include: the compliance record of existing sources including those owned or operated by the project proponent; the concentration of emissions from polluting sources within the approximate area of sensitive sites; transportation circulation in proximity to the proposed project; compatibility with the General Plan and General Plan elements; etc.

The local air district can provide useful assistance in the collection and evaluation of air quality-related information for some of the questions and should be consulted early in the process.

Questions Related to Cumulative Impact Assessment

Technical Questions	Cross-Reference to Relevant Handbook Sections
1. Is the community home to industrial facilities?	See Appendix A for typical land use classifications and associated project categories that could emit air pollutants.
2. Do one or more major freeways or high-traffic volume surface streets cut through the community?	See transportation circulation element of your general plan. See also Appendix B for useful information that land use agencies should have on hand or have accessible when reviewing proposed projects for potential air pollution impacts. See Section 1 for recommendations on situations to avoid when siting projects where sensitive individuals would be located (sensitive sites).
3. Is the area classified for mixed-use zoning?	See your general plan and zoning ordinances.
4. Is there an available list of air pollution sources in the community?	Contact your local air district.
5. Has a walk-through of the community been conducted to gather the following information:	See Appendix B for a listing of useful information that land use agencies

Technical Questions	Cross-Reference to Relevant Handbook Sections
<ul style="list-style-type: none"> ▲ Corroborate available information on land use activities in the area (e.g., businesses, housing developments, sensitive individuals, etc.)? ▲ Determine the proximity of existing and anticipated future projects to residential areas or sensitive individuals? ▲ Determine the concentration of emission sources (including anticipated future projects) to residential areas or sensitive individuals? 	<p>should have on hand or have accessible when reviewing proposed projects for potential air pollution impacts. Also contact your local air district.</p>
<p>6. Has the local air district been contacted to obtain information on sources in the community?</p>	<p>See Section 7 for a discussion of public participation, information and outreach tools.</p>
<p>7. What categories of commercial establishments are currently located in the area and does the local air district have these sources on file as being regulated or permitted?</p>	<p>See Appendix A for typical land use classifications and associated project categories that could emit air pollutants. Also contact your local air district.</p>
<p>8. What categories of indirect sources such as distribution centers or warehouses are currently located in the area?</p>	<p>See Appendix A for typical land use classifications and associated project categories that emit air pollutants.</p>
<p>9. What air quality monitoring data are available?</p>	<p>Contact your local air district.</p>
<p>10. Have any risk assessments been performed on emission sources in the area?</p>	<p>Contact your local air district.</p>
<p>11. Does the land use agency have the capability of applying a GIS spatial mapping tool that can overlay zoning, sub-development information, and other neighborhood characteristics, with air pollution and transportation data?</p>	<p>See Appendix B for a listing of useful information that land use agencies should have on hand or have accessible when reviewing proposed projects for potential air pollution impacts. Also contact your local air district for tools that can be used to supplement available land use agency tools.</p>
<p>12. Based on available information, is it possible to determine if the affected community or neighborhood experiences elevated health risk due to a concentration of air pollution sources in close proximity, and if not, can the necessary information be obtained?</p>	<p>Contact your local air district. Also see Section 1 for recommendations on situations to avoid when siting projects where sensitive individuals would be located (sensitive sites).</p>
<p>13. Does the community have a history of chronic complaints about air quality?</p>	<p>See Section 7 for a discussion of public participation, information and outreach tools. Also contact your local air district.</p>
<p>14. Is the affected community included in the public participation process for the agency's decision?</p>	<p>See Section 7 for a discussion of public participation, information and outreach tools.</p>
<p>15. Have community leaders or groups been contacted about any pre-existing or chronic community air quality concerns?</p>	<p>See Section 7 for a discussion of public participation, information and outreach tools. Also contact your local air district.</p>

■ Mitigation Approaches

In addition to considering the suitability of the project location, opportunities for mitigation of air pollution impacts should be considered. Sometimes, a land use agency may find that selection of a different project location to avoid a health risk is not feasible. When that happens, land use agencies should consider design improvements or other strategies that would reduce the risk. Such strategies could include conditional use permits, performance or design standards, consultation with local air districts and other agencies on appropriate actions that these agencies should, or plan to, undertake, and consultation and outreach in the affected community. Potential mitigation measures should be feasible, cost-effective solutions within the available resources and authority of implementing agencies to enforce.¹²

■ Conditional Use Permits and Performance Standards

Some types of land uses are only allowed upon approval of a conditional use permit (also called a CUP or special use permit). A conditional use permit does not re-zone the land but specifies conditions under which a particular land use will be permitted. Such land uses could be those with potentially significant environmental impacts. Local zoning ordinances specify the uses for which a conditional use permit is required, the zones they may be allowed in, and public hearing procedures. The conditional use permit imposes special requirements to ensure that the use will not be detrimental to its surroundings.

Conditional use permits can sometimes be useful to reduce emissions that might otherwise pose an unacceptable impact to public health. Land use agencies should consider a range of conditional use options that could be applied generically to source categories of greatest concern. Conditional use permits can include performance standards not typically imposed on the project by a local air district.

In the context of land use planning, performance standards are requirements imposed on projects or project categories through conditional use permits to ensure compliance with general plan policies and local ordinances. These standards could apply to such project categories as distribution centers, very large gas dispensing facilities, autobody shops, dry cleaners, and metal platers. Land use agencies may wish to consider adding land use-based performance standards to zoning ordinances in existing mixed-use communities for certain project categories. Such standards would provide certainty and equitable treatment to all projects of a similar nature, and reserve the more resource

¹² A land use agency has the authority to condition or deny a project based upon information collected and evaluated through the land use decision-making process. However, any denial would need to be based upon identifiable, generally applicable, articulated standards set forth in the local government's General Plan and zoning codes. One way of averting this is to conduct early and regular outreach to the community and the local air district so that community and environmental concerns can be addressed and accommodated into the project proposal.

intensive conditional or special use permits to projects that require a more detailed analysis. In developing project design or performance standards, land use agencies should consult with the local air district. Early and regular consultation can avoid duplication or inconsistency with local air district control requirements when considering the site-specific design and operation of a project.

Examples of land use-based air quality-specific performance standards include the following:

- Placing a process vent away from the direction of the local playground that is nearby or increasing the stack height so that emissions are dispersed to reduce the emissions impact on surrounding homes or schools.
- Setbacks between the project fence line and the population center.
- Limiting the hours of operation of a facility to avoid excess emissions exposure or foul odors to nearby individuals.
- An ordinance that requires fleet operators to use cleaner vehicles before project approval (if a new business), or when expanding the fleet (if an existing business); and
- Providing alternate routes for truck operations that discourage detours into residential neighborhoods.

Outreach to Other Agencies

When questions arise regarding the air quality impacts of projects, including potential cumulative impacts, land use agencies should consult the local air district. Land use agencies should also consider the following suggestions to avoid creating new incompatible land uses:

- Consult with the local air district to help determine if emissions from a particular project will adversely impact sensitive individuals in the area, if existing or future effective regulations or permit requirements will affect the proposed project or other sources in the vicinity of the proposed project, or if additional inspections should be required.
- Check with ARB for new information and modeling tools that can help evaluate projects seeking to site within your jurisdiction.
- Become familiar with ARB's Land Use-Air Quality Linkage Report to determine whether approaches and evaluation tools contained in the Report can be used to reduce transportation-related impacts on communities.
- Contact and collaborate with other state agencies that play a role in the land use decision-making process, e.g., the State Department of Education, the California Energy Commission, and Caltrans. These agencies have information on mitigation measures and mapping tools that could be useful in addressing local problems.

- **Information Clearinghouse**

- Land use agencies can refer to the ARB statewide electronic information clearinghouse for information on what measures other jurisdictions are using to address comparable issues or sources.¹³

The next section addresses available air quality assessment tools that land use agencies can use to evaluate the potential for localized or cumulative impacts in their communities.

¹³ This information can be accessed from ARB's website by going to:
<http://www.arb.ca.gov/ch/clearinghouse.htm>

5. Available Tools to Evaluate Cumulative Air Pollution Emissions and Risk

Until recently, California has traditionally approached air pollution control from the perspective of assessing whether the pollution was regional, category-specific, or from new or existing sources. This methodology has been generally effective in reducing statewide and regional air pollution impacts and risk levels. However, such an incremental, category-by-category, source-by-source approach may not always address community health impacts from multiple sources – including mobile, industrial, and commercial facilities.

As a result of air toxics and children's health concerns over the past several years, ARB and local air districts have begun to develop new tools to evaluate and inform the public about cumulative air pollution impacts at the community level. One aspect of ARB's programs now underway is to consolidate and make accessible air toxics emissions and monitoring data by region, using modeling tools and other analytical techniques to take a preliminary look at emissions, exposure, and health risk in communities.

ARB has developed multiple tools to assist land use agencies and local air districts perform assessments of cumulative emissions, exposure, and risk on a neighborhood scale. These include:

- Regional risk maps that show trends in potential cancer risk from toxic air pollutants in southern and central California between 1990 and 2010. These maps are based on the U.S. EPA's ASPEN model. These maps provide an estimate of background levels of toxic air pollutant risk but are not detailed enough to assess individual neighborhoods or facilities.¹⁴
- The Community Health Air Pollution Information System (CHAPIS) is a user-friendly, Internet-based system for displaying information on emissions from sources of air pollution in an easy to use mapping format. CHAPIS contains information on air pollution emissions from selected large facilities and small businesses that emit criteria and toxic air pollutants. It also contains information on air pollution emissions from motor vehicles. When released in 2004, CHAPIS did not contain information on every source of air pollution or every air pollutant. However, ARB continues to work with local air districts to include all of the largest air pollution sources and those with the highest documented air pollution risk. Additional facilities will be added to CHAPIS as more data become available.¹⁵

¹⁴ For further information on these maps, please visit ARB's website at:
<http://www.arb.ca.gov/toxics/cti/hlthrisk/hlthrisk.htm>

¹⁵ For further information on CHAPIS, please click on:
<http://www.arb.ca.gov/ch/chapis1/chapis1.htm>

- The Hot Spots Analysis and Reporting Program (HARP) is a software database package that evaluates emissions from one or more facilities to determine the overall health risk posed by the facility(-ies) on the surrounding community. Proper use of HARP ensures that the risk assessment meets the latest risk assessment guidelines published by the State Office of Environmental Health Hazard Assessment (OEHHA). HARP is designed with air quality professionals in mind and is available from the ARB.
- The Urban Emissions Model (URBEMIS) is a computer program that can be used to estimate emissions associated with land development projects in California such as residential neighborhoods, shopping centers, office buildings, and construction projects. URBEMIS uses emission factors available from the ARB to estimate vehicle emissions associated with new land uses.

Land use planners, local air districts, and others can use these tools to assess a new project, or plan revision. For example, these tools can help to:

- Identify if there are multiple sources of air pollution in the community;
- Identify the major sources of air pollution in the area under consideration;
- Identify the background potential cancer risk from toxic air pollution in the area under consideration;
- Estimate the risk from a new facility and how it adds to the overall risk from other nearby facilities; and
- Provide information to decision-makers and key stakeholders on whether there may be significant issues related to cumulative emissions, exposure, and health risk due to a permitting or land use decision.

If a land use agency wishes to perform a cumulative air pollution impact analysis using any of these tools, it should consult with the ARB and/or the local air district to obtain information or assistance on the data inputs and procedures necessary to operate the program. In addition, land use agencies could consult with local air districts to determine the availability of land use and air pollution data for entry into an electronic Geographical Information System (GIS) format. GIS is an easier mapping tool than the more sophisticated models described in Appendix C. GIS mapping makes it possible to superimpose land use with air pollution information so that the spatial relationship between air pollution sources, sensitive receptors, and air quality can be visually represented. Appendix C provides a general description of the impact assessment process and micro-scale, or community level modeling tools that are available to evaluate potential cumulative air pollution impacts. Modeling protocols will be accessible on ARB's website as they become available. The ARB will also provide land use agencies and local air districts with statewide regional modeling results and information regarding micro-scale modeling.

6. ARB Programs to Reduce Air Pollution in Communities

ARB's regulatory programs reduce air pollutant emissions through statewide strategies that improve public health in all California communities. ARB's overall program addresses motor vehicles, consumer products, air toxics, air-quality planning, research, education, enforcement, and air monitoring. Community health and environmental justice concerns are a consideration in all these programs. ARB's programs are statewide but recognize that extra efforts may be needed in some communities due to historical mixed land-use patterns, limited participation in public processes in the past, and a greater concentration of air pollution sources in some communities.

ARB's strategies are intended to result in better air quality and reduced health risk to residents throughout California. The ARB's priority is to prevent or reduce the public's exposure to air pollution, including from toxic air contaminants that pose the greatest risk, particularly to infants and children who are more vulnerable to air pollution.

In October 2003, ARB updated its statewide control strategy to reduce emissions from source categories within its regulatory authority. A primary focus of the strategy is to achieve federal and state air quality standards for ozone and particulate matter throughout California, and to reduce health risk from diesel PM. Along with local air districts, ARB will continue to address air toxics emissions from regulated sources (see Table 6-1 for a summary of ARB activities). As indicated earlier, ARB will also provide analytical tools and information to land use agencies and local air districts to help assess and mitigate cumulative air pollution impacts.

The ARB will continue to consider the adoption of or revisions to needed air toxics control measures as part of the state's ongoing air toxics assessment program.¹⁶

As part of its effort to reduce particulate matter and air toxics emissions from diesel PM, the ARB has developed a Diesel Risk Reduction Program¹⁷ that lays out several strategies in a three-pronged approach to reduce emissions and their associated risk:

- Stringent emission standards for all new diesel-fueled engines;
- Aggressive reductions from in-use engines; and
- Low sulfur fuel that will reduce PM and still provide the quality of diesel fuel needed to control diesel PM.

¹⁶ For continuing information and updates on state measures, the reader can refer to ARB's website at <http://www.arb.ca.gov/toxics/control.htm>.

¹⁷ For a comprehensive description of the program, please refer to ARB's website at <http://www.arb.ca.gov/diesel/dieselrrp.htm>.

**Table 6-1
ARB ACTIONS TO ADDRESS
CUMULATIVE AIR POLLUTION IMPACTS IN COMMUNITIES**

Information Collection

- Improve emission inventories, air monitoring data, and analysis tools that can help to identify areas with high cumulative air pollution impacts
- Conduct studies in coordination with OEHHA on the potential for cancer and non-cancer health effects from air pollutants emitted by specific source categories
- Establish web-based clearinghouse for local land use strategies

Emission Reduction Approaches (2004-2006)*

- Through a public process, consider development and/or amendment of regulations and related guidance to reduce emissions, exposure, and health risk at a statewide and local level for the following sources:
 - Diesel PM sources such as stationary diesel engines, transport refrigeration units, portable diesel engines, on-road public fleets, off-road public fleets, heavy-duty diesel truck idling, harbor craft vessels, waste haulers
 - Other air toxics sources, such as formaldehyde in composite wood products, hexavalent chromium for chrome plating and chromic acid anodizing, thermal spraying, and perchloroethylene dry cleaning
- Develop technical information for the following:
 - Distribution centers
 - Modeling tools such as HARP and CHAPIS
- Adopt rules and pollution prevention initiatives within legal authority to reduce emissions from mobile sources and fuels, and consumer products
- Develop and maintain Air Quality Handbook as a tool for use by land use agencies and local air districts to address cumulative air pollution impacts

Other Approaches

- Establish guidelines for use of statewide incentive funding for high priority mobile source emission reduction projects

*Because ARB will continue to review the need to adopt or revise statewide measures, the information contained in this chart will be updated on an ongoing basis.

A number of ARB's diesel risk reduction strategies have been adopted. These include measures to reduce emissions from refuse haulers, urban buses, transport refrigeration units, stationary and portable diesel engines, and idling trucks and school buses. These sources are all important from a community perspective.¹⁸

¹⁸ The reader can refer to ARB's website for information on its mobile source-related programs at: <http://www.arb.ca.gov/msprog/msprog.htm>, as well as regulations adopted and under consideration as part of the Diesel Risk Reduction Program at: <http://www.arb.ca.gov/diesel/dieselrrp.htm>

The ARB will continue to evaluate the health effects of air pollutants while implementing programs with local air districts to reduce air pollution in all California communities.

Local air districts also have ambitious programs to reduce criteria pollutants and air toxics from regulated sources in their region. Many of these programs also benefit air quality in local communities as well as in the broader region. For more information on what is being done in your area to reduce cumulative air pollution impacts through air pollution control programs, you should contact your local air district.¹⁹

¹⁹ Local air district contacts can be found on the inside cover to this Handbook.

7. Ways to Enhance Meaningful Public Participation

Community involvement is an important part of the land use process. The public is entitled to the best possible information about the air they breathe and what is being done to prevent or reduce unhealthful air pollution in their communities. In particular, information on how land use decisions can affect air pollution and public health should be made accessible to all communities, including low-income and minority communities.

Effective community participation consistently relies on a two-way flow of information – from public agencies to community members about opportunities, constraints, and impacts, and from community members back to public officials about needs, priorities, and preferences. The outreach process needed to build understanding and local neighborhood involvement requires data, methodologies, and formats tailored to the needs of the specific community. More importantly, it requires the strong collaboration of local government agencies that review and approve projects and land uses to improve the physical and environmental surroundings of the local community.

Many land use agencies, especially those in major metropolitan areas, are familiar with, and have a long-established public review process. Nevertheless, public outreach can often be improved. Active public involvement requires engaging the public in ways that do not require their previous interest in or knowledge of the land use or air pollution control requirements, and a commitment to taking action where appropriate to address the concerns that are raised.

■ Direct Community Outreach

In conjunction with local air districts, land use agencies should consider designing an outreach program for community groups, other stakeholders, and local government agency staffs that address the problem of cumulative air pollution impacts, and the public and government role in reducing them. Such a program could consider analytical tools that assist in the preparation and presentation of information in a way that supports sensible decision-making and public involvement. Table 7-1 contains some general outreach approaches that might be considered.

**Table 7-1
Public Participation Approaches**

- Staff and community leadership awareness training on environmental justice programs and community-based issues
- Surveys to identify the website information needs of interested community-based organizations and other stakeholders
- Information materials on local land use and air district authorities
- Community-based councils to facilitate and invite resident participation in the planning process
- Neighborhood CEQA scoping sessions that allows for community input prior to technical analysis
- Public information materials on siting issues are under review including materials written for the affected community, and in different media that widens accessibility
- Public meetings
- Identify other opportunities to include community-based organizations in the process

To improve outreach, local land use agencies should consider the following activities:

- Hold meetings in communities affected by agency programs, policies, and projects at times and in places that encourage public participation, such as evenings and weekends at centrally located community meeting rooms, libraries, and schools.
- Assess the need for and provide translation services at public meetings.
- Hold community meetings to update residents on the results of any special air monitoring programs conducted in their neighborhood.
- Hold community meetings to discuss and evaluate the various options to address cumulative impacts in their community.
- In coordination with local air districts, make staff available to attend meetings of community organizations and neighborhood groups to listen to and, where appropriate, act upon community concerns.
- Establish a specific contact person for environmental justice issues.
- Increase student and community awareness of local government land use activities and policies through outreach opportunities.
- Make air quality and land use information available to communities in an easily understood and useful format, including fact sheets, mailings, brochures, public service announcements, and web pages, in English and other languages.
- On the local government web-site, dedicate a page or section to what the land use program is doing regarding environmental justice and cumulative environmental impacts, and, as applicable, activities conducted with local air districts such as neighborhood air monitoring studies, pollution prevention, air pollution sources in neighborhoods, and risk reduction.

- Allow, encourage, and promote community access to land use activities, including public meetings, General Plan or Community Plan updates, zoning changes, special studies, CEQA reviews, variances, etc.
 - Distribute information in multiple languages, as needed, on how to contact the land use agency or local air district to obtain information and assistance regarding environmental justice programs, including how to participate in public processes.
 - Create and distribute a simple, easy-to-read, and understandable public participation handbook, which may be based on the "Public Participation Guidebook" developed by ARB.
- **Other Opportunities for Meaningful Public Outreach**

- Community-Based Planning Committees

Neighborhood-based or community planning advisory councils could be established to invite and facilitate direct resident participation into the planning process. With the right training and technical assistance, such councils can provide valuable input and a forum for the review of proposed amendments to plans, zone changes, land use permits, and suggestions as to how best to prevent or reduce cumulative air pollution impacts in their community.

- Regional Partnerships

Consider creating regional coalitions of key growth-related organizations from both the private and public sectors, with corporations, communities, other jurisdictions, and government agencies. Such partnerships could facilitate agreement on common goals and win-win solutions tailored specifically for the region. With this kind of dialogue, shared vision, and collaboration, barriers can be overcome and locally acceptable sustainable solutions implemented. Over the long term, such strategies will help to bring about clean air in communities as well as regionally.

**LAND USE CLASSIFICATIONS AND ASSOCIATED FACILITY CATEGORIES
THAT COULD EMIT AIR POLLUTANTS**

(1) Land Use Classifications – by Activity ⁱ	(2) Facility or Project Examples	(3) Key Pollutants ^{ii,iii}	(4) Air Pollution Permits ^{iv}
COMMERCIAL/ LIGHT INDUSTRIAL: SHOPPING, BUSINESS, AND COMMERCIAL			
▲ Primarily retail shops and stores, office, commercial activities, and light industrial or small business	Dry cleaners; drive-through restaurants; gas dispensing facilities; auto body shops; metal plating shops; photographic processing shops; textiles; apparel and furniture upholstery; leather and leather products; appliance repair shops; mechanical assembly cleaning; printing shops	VOCs, air toxics, including diesel PM, NOx, CO, SOx	Limited; Rules for applicable equipment
▲ Goods storage or handling activities, characterized by loading and unloading goods at warehouses, large storage structures, movement of goods, shipping, and trucking.	Warehousing; freight-forwarding centers; drop-off and loading areas; distribution centers	VOCs, air toxics, including diesel PM, NOx, CO, SOx	No ^v
LIGHT INDUSTRIAL: RESEARCH AND DEVELOPMENT			
▲ Medical waste at research hospitals and labs	Incineration; surgical and medical instruments manufacturers, pharmaceutical manufacturing, biotech research facilities	Air toxics, NOx, CO, SOx	Yes
▲ Electronics, Electrical Apparatus, Components, and Accessories	Computer manufacturer; integrated circuit board manufacturer; semiconductor production	Air toxics, VOCs	Yes
▲ College or university lab or research center	Medical waste incinerators; lab chemicals handling, storage and disposal	Air toxics, NOx, CO, SOx, PM10	Yes
▲ Research and development labs	Satellite manufacturer; fiber-optics manufacturer; defense contractors; space research and technology; new vehicle and fuel testing labs	Air toxics, VOCs	Yes
▲ Commercial testing labs	Consumer products; chemical handling, storage and disposal	Air toxics, VOCs	Yes

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(1) Land Use Classifications – by Activity ⁱ	(2) Facility or Project Examples	(3) Key Pollutants ^{ii,iii}	(4) Air Pollution Permits ^{iv}
INDUSTRIAL: NON-ENERGY-RELATED			
▲ Assembly plants, manufacturing facilities, industrial machinery	Adhesives; chemical; textiles; apparel and furniture upholstery; clay, glass, and stone products production; asphalt materials; cement manufacturers, wood products; paperboard containers and boxes; metal plating; metal and canned food product fabrication; auto manufacturing; food processing; printing and publishing; drug, vitamins, and pharmaceuticals; dyes; paints; pesticides; photographic chemicals; polish and wax; consumer products; metal and mineral smelters and foundries; fiberboard; floor tile and cover; wood and metal furniture and fixtures; leather and leather products; general industrial and metalworking machinery; musical instruments; office supplies; rubber products and plastics production; saw mills; solvent recycling; shingle and siding; surface coatings	VOCs, air toxics, including diesel PM, NOx, PM, CO, SOx	Yes
INDUSTRIAL: ENERGY AND UTILITIES			
▲ Water and sewer operations	Pumping stations; air vents; treatment	VOCs, air toxics, NOx, CO, SOx, PM10	Yes
▲ Power generation and distribution	Power plant boilers and heaters; portable diesel engines; gas turbine engines	NOx, diesel PM, NOx, CO, SOx, PM10, VOCs	Yes
▲ Refinery operations	Refinery boilers and heaters; coke cracking units; valves and flanges; flares	VOCs, air toxics, including diesel PM, NOx, CO, SOx, PM10	Yes
▲ Oil and gas extraction	Oil recovery systems; uncovered wells	NOx, diesel PM, VOCs, CO, SOx, PM10	Yes
▲ Gasoline storage, transmission, and marketing	Above and below ground storage tanks; floating roof tanks; tank farms; pipelines	VOCs, air toxics, including diesel PM, NOx, CO, SOx, PM10	Yes
▲ Solid and hazardous waste treatment, storage, and disposal activities.	Landfills; methane digester systems; process recycling facility for concrete and asphalt materials	VOCs, air toxics, NOx, CO, SOx, PM10	Yes
CONSTRUCTION (NON-TRANSPORTATION)			
	Building construction; demolition sites	PM (re-entrained road dust), asbestos, diesel PM, NOx, CO, SOx, PM10, VOCs	Limited; state and federal off-road equipment standards

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(1) Land Use Classifications – by Activity ⁱ	(2) Facility or Project Examples	(3) Key Pollutants ^{ii,iii}	(4) Air Pollution Permits ^{iv}
DEFENSE			
	Ordnance and explosives demolition; range and testing activities; chemical production; degreasing; surface coatings; vehicle refueling; vehicle and engine operations and maintenance	VOCs, air toxics, including diesel PM, NOx, CO, SOx, PM10	Limited; prescribed burning; equipment and solvent rules
TRANSPORTATION			
▲ Vehicular movement	Residential area circulation systems; parking and idling at parking structures; drive-through establishments; car washes; special events; schools; shopping malls, etc.	VOCs, NOx, PM (re-entrained road dust) air toxics e.g., benzene, diesel PM, formaldehyde, acetaldehyde, 1,3 butadiene, CO, SOx, PM10	No
▲ Road construction and surfacing	Street paving and repair; new highway construction and expansion	VOCs, air toxics, including diesel PM, NOx, CO, SOx, PM10	No
▲ Trains	Railroads; switch yards; maintenance yards	VOCs, NOx, CO, SOx, PM10, air toxics, including diesel PM	Limited; Applicable state and federal MV standards, and possible equipment rules
▲ Marine and port activities	Recreational sailing; commercial marine operations; hotelling operations; loading and un-loading; servicing; shipping operations; port or marina expansion; truck idling		
▲ Aircraft	Takeoff, landing, and taxiing; aircraft maintenance; ground support activities		
▲ Mass transit and school buses	Bus repair and maintenance		
NATURAL RESOURCES			
▲ Farming operations	Agricultural burning; diesel operated engines and heaters; small food processors; pesticide application; agricultural off-road equipment	Diesel PM, VOCs, NOx, PM10, CO, SOx, pesticides	Limited ^{vi} ; Agricultural burning requirements, applicable state and federal mobile source standards; pesticide rules
▲ Livestock and dairy operations	Dairies and feed lots	Ammonia, VOCs, PM10	Yes ^{vii}
▲ Logging	Off-road equipment e.g., diesel fueled chippers, brush hackers, etc.	Diesel PM, NOx, CO, SOx, PM10, VOCs	Limited; Applicable state/federal mobile source standards
▲ Mining operations	Quarrying or stone cutting; mining; drilling or dredging	PM10, CO, SOx, VOCs, NOx, and asbestos in some geographical areas	Applicable equipment rules and dust controls

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(1) Land Use Classifications – by Activity ⁱ	(2) Facility or Project Examples	(3) Key Pollutants ^{ii,iii}	(4) Air Pollution Permits ^{iv}
RESIDENTIAL			
Housing	Housing developments; retirement developments; affordable housing	Fireplace emissions (PM10, NOx, VOCs, CO, air toxics); Water heater combustion (NOx, VOCs, CO)	No ^{vii}
ACADEMIC AND INSTITUTIONAL			
▲ Schools, including school-related recreational activities	Schools; school yards; vocational training labs/classrooms such as auto repair/painting and aviation mechanics	Air toxics	Yes/No ^{viii}
▲ Medical waste	Incineration	Air toxics, NOx, CO, PM10	Yes
▲ Clinics, hospitals, convalescent homes		Air toxics	Yes

ⁱ These classifications were adapted from the American Planning Association's "Land Based Classification Standards." The Standards provide a consistent model for classifying land uses based on their characteristics. The model classifies land uses by refining traditional categories into multiple dimensions, such as activities, functions, building types, site development character, and ownership constraints. Each dimension has its own set of categories and subcategories. These multiple dimensions allow users to have precise control over land-use classifications. For more information, the reader should refer to the Association's website at <http://www.planning.org/LBCS/GeneralInfo/>

ⁱⁱ This column includes key criteria pollutants and air toxic contaminants that are most typically associated with the identified source categories.

Additional information on specific air toxics that are attributed to facility categories can be found in ARB's Emission Inventory Criteria and Guidelines Report for the Air Toxics Hot Spots Program (May 15, 1997). This information can be viewed at ARB's web site at <http://www.arb.ca.gov/ab2588/final96/guide96.pdf>.

Criteria air pollutants are those air pollutants for which acceptable levels of exposure can be determined and for which an ambient air quality standard has been set. Criteria pollutants include ozone (formed by the reaction of volatile organic compounds and nitrogen oxides in the presence of sunlight), particulate matter, nitrogen dioxide, sulfur dioxide, carbon monoxide, and lead.

Volatile organic compounds (VOCs) combine with nitrogen oxides to form ozone, as well as particulate matter. VOC emissions result primarily from incomplete fuel combustion and the evaporation of chemical solvents and fuels. On-road mobile sources are the largest contributors to statewide VOC emissions. Stationary sources of VOC emissions include processes that use solvents (such as dry-cleaning, degreasing, and coating operations and petroleum-related processes (such as petroleum refining, gasoline marketing and dispensing, and oil and gas extraction). Areawide VOC sources include consumer products, pesticides, aerosols and paints, asphalt paving and roofing, and other evaporative emissions.

Nitrogen oxides (NOx) are a group of gaseous compounds of nitrogen and oxygen, many of which contribute to the formation of ozone and particulate matter. Most NOx emissions are produced by the combustion of fuels. Mobile sources make up about 80 percent of the total statewide NOx emissions. Mobile sources include on-road vehicles and trucks, aircraft, trains, ships, recreational boats, industrial and construction equipment, farm

equipment, off-road recreational vehicles, and other equipment. Stationary sources of NO_x include both internal and external combustion processes in industries such as manufacturing, food processing, electric utilities, and petroleum refining. Areawide source, which include residential fuel combustion, waste burning, and fires, contribute only a small portion of the total statewide NO_x emissions, but depending on the community, may contribute to a cumulative air pollution impact.

Particulate matter (PM) refers to particles small enough to be breathed into the lungs (under 10 microns in size). It is not a single substance, but a mixture of a number of highly diverse types of particles and liquid droplets. It can be formed directly, primarily as dust from vehicle travel on paved and unpaved roads, agricultural operations, and construction and demolition.

Carbon monoxide (CO) is a colorless and odorless gas that is directly emitted as a by-product of combustion. The highest concentrations are generally associated with cold stagnant weather conditions that occur during winter. CO problems tend to be localized.

An Air Toxic Contaminant (air toxic) is defined as an air pollutant that may cause or contribute to an increase in mortality or in serious illness, or which may pose a present or potential hazard to human health. Similar to criteria pollutants, air toxics are emitted from stationary, areawide, and mobile sources. They contribute to elevated regional and localized risks near industrial and commercial facilities and busy roadways. The ten compounds that pose the greatest statewide risk are: acetaldehyde; benzene; 1,3-butadiene; carbon tetrachloride; diesel particulate matter (diesel PM); formaldehyde; hexavalent chromium; methylene chloride; para-dichlorobenzene; and perchloroethylene. The risk from diesel PM is by far the largest, representing about 70 percent of the known statewide cancer risk from outdoor air toxics. The exhaust from diesel-fueled engines is a complex mixture of gases, vapors, and particles, many of which are known human carcinogens. Diesel PM is emitted from both mobile and stationary sources. In California, on-road diesel-fueled vehicles contribute about 26 percent of statewide diesel PM emissions, with an additional 72 percent attributed to other mobile sources such as construction and mining equipment, agricultural equipment, and other equipment. Stationary engines in shipyards, warehouses, heavy equipment repair yards, and oil and gas production operations contribute about two percent of statewide emissions. However, when this number is disaggregated to a sub-regional scale such as neighborhoods, the risk factor can be far greater.

ⁱⁱⁱ The level of pollution emitted is a major determinant of the significance of the impact.

^{iv} Indicates whether facilities activities listed in column 4 are generally subject to local air district permits to operate. This does not include regulated products such as solvents and degreasers that may be used by sources that may not require an operating permit per se, e.g., a gas station or dry cleaner.

^v Generally speaking, warehousing or distribution centers are not subject to local air district permits. However, depending on the district, motor vehicle fleet rules may apply to trucks or off-road vehicles operated and maintained by the facility operator. Additionally, emergency generators or internal combustion engines operated on the site may require an operating permit.

^{vi} Authorized by recent legislation SB700.

^{vii} Local air districts do not require permits for woodburning fireplaces inside private homes. However, some local air districts and land use agencies do have rules or ordinances that require new housing developments or home re-sales to install U.S. EPA -certified stoves. Some local air districts also ban residential woodburning during weather inversions that concentrate smoke in residential areas. Likewise, home water heaters are not subject to permits; however, new heaters could be subject to emission limits that are imposed by federal or local agency regulations.

^{viii} Technical training schools that conduct activities normally permitted by a local air district could be subject to an air permit.

**LAND USE-BASED REFERENCE TOOLS TO EVALUATE
NEW PROJECTS FOR POTENTIAL AIR POLLUTION IMPACTS**

Land use agencies generally have a variety of tools and approaches at hand, or accessible from local air districts that can be useful in performing an analysis of potential air pollution impacts associated with new projects. These tools and approaches include:

- Base map of the city or county planning area and terrain elevations.
- General Plan designations of land use (existing and proposed).
- Zoning maps.
- Land use maps that identify existing land uses, including the location of facilities that are permitted or otherwise regulated by the local air district. Land use agencies should consult with their local air district for information on regulated facilities.
- Demographic data, e.g., population location and density, distribution of population by income, distribution of population by ethnicity, and distribution of population by age. The use of population data is a normal part of the planning process. However, from an air quality perspective, socioeconomic data is useful to identify potential community health and environmental justice issues.
- Emissions, monitoring, and risk-based maps created by the ARB or local air districts that show air pollution-related health risk by community across the state.
- Location of public facilities that enhance community quality of life, including parks, community centers, and open space.
- Location of industrial and commercial facilities and other land uses that use hazardous materials, or emit air pollutants. These include chemical storage facilities, hazardous waste disposal sites, dry cleaners, large gas dispensing facilities, auto body shops, and metal plating and finishing shops.
- Location of sources or facility types that result in diesel on-road and off-road emissions, e.g., stationary diesel power generators, forklifts, cranes, construction equipment, on-road vehicle idling, and operation of transportation refrigeration units. Distribution centers, marine terminals and ports, rail yards, large industrial facilities, and facilities that handle bulk goods are all examples of complex facilities where these types of emission sources are frequently concentrated.¹ Very large facilities, such as ports, marine terminals, and airports, could be analyzed regardless of proximity to a receptor if they are within the modeling area.
- Location and zoning designations for existing and proposed schools, buildings, or outdoor areas where sensitive individuals may live or play.
- Location and density of existing and proposed residential development.
- Zoning requirements, property setbacks, traffic flow requirements, and idling restrictions for trucks, trains, yard hostlers², construction equipment, or school buses.
- Traffic counts (including diesel truck traffic counts), within a community to validate or augment existing regional motor vehicle trip and speed data.

¹ The ARB is currently evaluating the types of facilities that may act as complex point sources and developing methods to identify them.

² Yard hostler means a tractor less than 300 horsepower that is used to transfer semi-truck or tractor-trailer containers in and around storage, transfer, or distribution yards or areas and is often equipped with a hydraulic lifting fifth wheel for connection to trailer containers.

ARB AND LOCAL AIR DISTRICT INFORMATION AND TOOLS CONCERNING CUMULATIVE AIR POLLUTION IMPACTS

It is the ARB's policy to support research and data collection activities toward the goal of reducing cumulative air pollution impacts. These efforts include updating and improving the air toxics emissions inventory, performing special air monitoring studies in specific communities, and conducting a more complete assessment of non-cancer health effects associated with air toxics and criteria pollutants.¹ This information is important because it helps us better understand links between air pollution and the health of sensitive individuals – children, the elderly, and those with pre-existing serious health problems affected by air quality.

ARB is working with CAPCOA and OEHHA to improve air pollutant data and evaluation tools to determine when and where cumulative air pollution impacts may be a problem. The following provides additional information on this effort.

How are emissions assessed?

Detailed information about the sources of air pollution in an area is collected and maintained by local air districts and the ARB in what is called an emission inventory. Emission inventories contain information about the nature of the business, the location, type and amount of air pollution emitted, the air pollution-producing processes, the type of air pollution control equipment, operating hours, and seasonal variations in activity. Local districts collect emission inventory data for most stationary source categories.

Local air districts collect air pollution emission information directly from facilities and businesses that are required to obtain an air pollution operating permit. Local air districts use this information to compile an emission inventory for areas within their jurisdiction. The ARB compiles a statewide emission inventory based on the information collected by the ARB and local air districts. Local air districts provide most of the stationary source emission data, and ARB provides mobile source emissions as well as some areawide emission sources such as consumer products and paints. ARB is also developing map-based tools that will display information on air pollution sources.

Criteria pollutant data have been collected since the early 1970's, and toxic pollutant inventories began to be developed in the mid-1980's.

¹ A criteria pollutant is any air pollutant for which EPA has established a National Ambient Air Quality Standard or for which California has established a State Ambient Air Quality Standard, including: carbon monoxide, lead, nitrogen oxides, ozone, particulates and sulfur oxides. Criteria pollutants are measured in each of California's air basins to determine whether the area meets or does not meet specific federal or state air quality standards. Air toxics or air toxic contaminants are listed pollutants recognized by California or EPA as posing a potential risk to health.

How is the toxic emission inventory developed?

Emissions data for toxic air pollutants is a high priority for communities because of concerns about potential health effects. Most of ARB's air toxics data is collected through the toxic "hotspots" program. Local air districts collect emissions data from industrial and commercial facilities. Facilities that exceed health-based thresholds are required to report their air toxics emissions as part of the Toxic Hot Spots program and update their emissions data every four years. Facilities are required to report their air toxics emissions data if there is an increase that would trigger the reporting threshold of the hotspots program. Air toxics emissions from motor vehicles and consumer products are estimated by the ARB. These estimates are generally regional in nature, reflecting traffic and population.

The ARB also maintains chemical speciation profiles that can be used to estimate toxics emissions when no toxic emissions data is available.

What additional toxic emissions information is needed?

In order to assess cumulative air pollution impacts, updated information from individual facilities is needed. Even for sources where emissions data are available, additional information such as the location of emissions release points is often needed to better model cumulative impacts. In terms of motor vehicles, emissions data are currently based on traffic models that only contain major roads and freeways. Local traffic data are needed so that traffic emissions can be more accurately assigned to specific streets and roads. Local information is also needed for off-road emission sources, such as ships, trains, and construction equipment. In addition, hourly maximum emissions data are needed for assessing acute air pollution impacts.

What work is underway?

ARB is working with CAPCOA to improve toxic emissions data, developing a community health air pollution information system to improve access to emission information, conducting neighborhood assessment studies to better understand toxic emission sources, and conducting surveys of sources of toxic pollutants.

How is air pollution monitored?

While emissions data identify how much air pollution is going into the air, the state's air quality monitoring network measures air pollutant levels in outdoor air. The statewide air monitoring network is primarily designed to measure regional exposure to air pollutants, and consists of more than 250 air monitoring sites.

The air toxics monitoring network consists of approximately twenty permanent sites. These sites are supplemented by special monitoring studies conducted by ARB and local air districts. These sites measure approximately sixty toxic air pollutants. Diesel PM, which is the major driver of urban air toxic risk, is not monitored directly. Ten of the

60 toxic pollutants, not including diesel, account for most of the remaining potential cancer risk in California urban areas.

What additional monitoring has been done?

Recently, additional monitoring has been done to look at air quality at the community level. ARB's community monitoring was conducted in six communities located throughout the state. Most sites were in low-income, minority communities located near major sources of air pollution, such as refineries or freeways. The monitoring took place for a year or more in each community, and included measurements of both criteria and toxic pollutants.

What is being learned from community monitoring?

In some cases, the ARB or local air districts have performed air quality monitoring or modeling studies covering a particular region of the state. When available, these studies can give information about regional air pollution exposures.

The preliminary results of ARB's community monitoring are providing insights into air pollution at the community level. Urban background levels are a major contributor to the overall risk from air toxics in urban areas, and this urban background tends to mask the differences between communities. When localized elevated air pollutant levels were measured, they were usually associated with local ground-level sources of toxic pollutants. The most common source of this type was busy streets and freeways. The impact these ground-level sources had on local air quality decreased rapidly with distance from the source. Pollutant levels usually returned to urban background levels within a few hundred meters of the source.

These results indicate that tools to assess cumulative impacts must be able to account for both localized, near-source impacts, as well as regional background air pollution. The tools that ARB is developing for this purpose are air quality models.

How can air quality modeling be used?

While air monitoring can directly measure cumulative exposure to air pollution, it is limited because all locations cannot be monitored. To address this, air quality modeling provides the capability to estimate exposure when air monitoring is not feasible. Air quality modeling can be refined to assess local exposure, identify locations of potential hot spots, and identify the relative contribution of emission sources to exposure at specific locations. The ARB has used this type of information to develop regional cumulative risk maps that estimate the cumulative cancer air pollution risk for most of California. While these maps only show one air pollution-related health risk, it does provide a useful starting point.

What is needed for community modeling?

Air quality models have been developed to assess near-source impacts, but they have very exacting data requirements. These near-source models estimate the impact of local sources, but do not routinely include the contribution from regional air pollution background. To estimate cumulative air pollution exposure at a neighborhood scale, a modeling approach needs to combine features of both micro-scale and regional models.

In addition, improved methods are needed to assess near-source impacts under light and variable wind conditions, when high local concentrations are more likely to occur. A method for modeling long-term exposure to air pollutants near freeways and other high traffic areas is also needed.

What modeling work has ARB developed?

A key component of ARB's Community Health Program is the Neighborhood Assessment Program (NAP). As described later in this section, the NAP studies are being conducted to better understand pollution impacts at the community level. Through two such studies conducted in Barrio Logan (San Diego) and Wilmington (Los Angeles), ARB is refining community-level modeling methodologies. Regional air toxics modeling is also being performed to better understand regional air pollution background levels.

In a parallel effort, ARB is developing modeling protocols for estimating cumulative emissions, exposure, and risk from air pollution. The protocols will cover modeling approaches and uncertainties, procedures for running the models, the development of statewide risk maps, and methods for estimating health risks. The protocols are subject to an extensive peer review process prior to release.

How are air pollution impacts on community health assessed?

On a statewide basis, ARB's toxic air contaminant program identifies and reduces public exposure to air toxics. The focus of the program has been on reducing potential cancer risk, because monitoring results show potential urban cancer risk levels are too high. ARB has also looked for potential non-cancer risks based on health reference levels provided by OEHHA. On a regional basis, the pollutants measured in ARB's toxic monitoring network are generally below the OEHHA non-cancer reference exposure levels.

As part of its community health program, the ARB is looking at potential cancer and non-cancer risk. This could include chronic or acute health effects. If the assessment work shows elevated exposures on a localized basis, ARB will work with OEHHA to assess the health impacts.

What tools has ARB developed to assess cumulative air pollution impacts?

ARB has developed the following tools and reports to assist land use agencies and local air districts assess and reduce cumulative emissions, exposure, and risk on a neighborhood scale.

Statewide Risk Maps

ARB has produced regional risk maps that show the statewide trends for Southern and Central California in estimated potential cancer risk from air toxics between 1990 and 2010.² These maps will supplement U.S. EPA's ASPEN model and are available on the ARB's Internet site. These maps are best used to obtain an estimate of the regional background air pollution health risk and are not detailed enough to estimate the exact risk at a specific location.

ARB also has maps that focus in more detail on smaller areas that fall within the Southern and Central California regions for these same modeled years. The finest visual resolution available in the maps on this web site is two by two kilometers. These maps are not detailed enough to assess individual neighborhoods or facilities.

Community Health Air Pollution Information System (CHAPIS)

CHAPIS is an internet-based procedure for displaying information on emissions from sources of air pollution in an easy to use mapping format. CHAPIS uses Geographical Information System (GIS) software to deliver interactive maps over the Internet. CHAPIS relies on emission estimates reported to the ARB's emission inventory database – California Emissions Inventory Development and Reporting System, or CEIDARS.

Through CHAPIS, land use planners and air district staff can quickly and easily identify pollutant sources and emissions within a specified area. CHAPIS contains information on air pollution emissions from selected large facilities and small businesses that emit criteria and toxic air pollutants. It also contains information on air pollution emissions from motor vehicle and areawide emissions. CHAPIS does not contain information on every source of air pollution or every air pollutant. It is a major long-term objective of CHAPIS to include all of the largest air pollution sources and those with the highest documented air pollution risk. CHAPIS will be updated on a periodic basis and additional facilities will be added to CHAPIS as more data becomes available.

CHAPIS is being developed in stages to assure data quality. The initial release of CHAPIS will include facilities emitting 10 or more tons per year of nitrogen oxides, sulfur dioxide, carbon monoxide, PM10, or reactive organic gases; air toxics from refineries and power plants of 50 megawatts or more; and facilities that conducted health risk

²ARB maintains state trends and local potential cancer risk maps that show statewide trends in potential inhalable cancer risk from air toxics between 1990 and 2010. This information can be viewed at ARB's web site at <http://www.arb.ca.gov/toxics/cti/hlthrisk/hlthrisk.htm>

assessments under the California Air Toxics "Hot Spots" Information and Assessment Program.³

CHAPIS can be used by land use agencies to identify the contribution from mobile, area, and point sources on the air quality of that community.

"Hot Spots" Analysis and Reporting Program (HARP)

HARP⁴ is a software package available from the ARB and is designed with air quality professionals in mind. It models emissions and releases data from one or more facilities to estimate the potential health risk posed by the selected facilities on the neighboring community. HARP uses the latest risk assessment guidelines published by OEHHA.

With HARP, a user can perform the following tasks:

- Create and manage facility databases;
- Perform air dispersion modeling;
- Conduct health risk analyses;
- Output data reports; and
- Output results to GIS mapping software.

HARP can model downwind concentrations of air toxics based on the calculated emissions dispersion at a single facility. HARP also has the capability of assessing the risk from multiple facilities, and for multiple locations of concern near those facilities. While HARP has the capability to assess multiple source impacts, there had been limited application of the multiple facility assessment function in the field at the time of HARP's debut in 2003. HARP can also evaluate multi-pathway, non-inhalation health risk resulting from air pollution exposure, including skin and soil exposure, and ingestion of meat and vegetables contaminated with air toxics, and other toxics that have accumulated in a mother's breast milk.

Neighborhood Assessment Program (NAP)

The NAP⁵ is a key component of ARB's Community Health Program. It includes the development of tools that can be used to perform assessments of cumulative air pollution impacts on a neighborhood scale. The NAP studies have been done to better understand how air pollution affects individuals at the neighborhood level. Thus far, ARB has conducted neighborhood scale assessments in Barrio Logan and Wilmington.

³ California Health & Safety Code section 44300, et seq.

⁴ More detailed information can be found on ARB's website at:
<http://www.arb.ca.gov/toxics/harp/harp.htm>

⁵ For more information on the Program, please refer to: <http://www.arb.ca.gov/ch/programs/nap/nap.htm>

As part of these studies, ARB is collecting data and developing a modeling protocol that can be used to conduct cumulative air pollution impact assessments. Initially these assessments will focus on cumulative inhalation cancer health risk and chronic non-cancer impacts. The major challenge is developing modeling methods that can combine both regional and localized air pollution impacts, and identifying the critical data necessary to support these models. The objective is to develop methods and tools from these studies that can ultimately be applied to other areas of the state. In addition, the ARB plans to use these methods to replace the ASPEN regional risk maps currently posted on the ARB Internet site.

Urban Emissions Model (URBEMIS) is a computer program that can be used to estimate emissions associated with land development projects in California such as residential neighborhoods, shopping centers, office buildings, and construction projects. URBEMIS uses emission factors available from the ARB to estimate vehicle emissions associated with new land uses. URBEMIS⁶ estimates sulfur dioxide emissions from motor vehicles in addition to reactive organic gases, nitrogen oxides, carbon monoxide, and PM10.

Land-Use Air Quality Linkage Report⁷

This report summarizes data currently available on the relationships between land use, transportation and air quality. It also highlights strategies that can help to reduce the use of the private automobile. It also briefly summarizes two ARB-funded research projects. The first project analyzes the travel patterns of residents living in five higher density, mixed use neighborhoods in California, and compares them to travel in more auto-oriented areas. The second study correlates the relationship between travel behavior and community characteristics, such as density, mixed land uses, transit service, and accessibility for pedestrians.

⁶ For more information on this model, please refer to ARB's website at <http://www.arb.ca.gov/html/soft.htm>.

⁷ To access this report, please refer to ARB's website or click on: <http://www.arb.ca.gov/ch/programs/link97.pdf>

LAND USE AND AIR QUALITY AGENCY ROLES IN THE LAND USE PROCESS

A wide variety of federal, state, and local government agencies are responsible for regulatory, planning, and siting decisions that can have an impact on air pollution. They include local land use agencies, regional councils of government, school districts, local air districts, ARB, the California Department of Transportation (Caltrans), and the Governor's Office of Planning and Research (OPR) to name a few. This Section will focus on the roles and responsibilities of local and state agencies. The role of school districts will be discussed in Appendix E.

Local Land Use Agencies

Under the State Constitution, land use agencies have the primary authority to plan and control land use.¹ Each of California's incorporated cities and counties are required to adopt a comprehensive, long-term General Plan.²

The General Plan's long-term goals are into action through zoning ordinances. These are local laws adopted by counties and cities that describe for specific areas the kinds of development that will be allowed within their boundaries.

Land use agencies are also the lead for doing environmental assessments under CEQA for new projects that may pose a significant environmental impact, or for new or revised General Plans.

Local Agency Formation Commissions (LAFCOs)

Operating in each of California's 58 counties, LAFCOs are composed of local elected officials and public members who are responsible for coordinating changes in local governmental boundaries, conducting special studies that review ways to reorganize, simplify, and streamline governmental structures, and preparing a sphere of influence for each city and special district within each county. Each Commission's efforts are directed toward seeing that local government services are provided efficiently and economically while agricultural and open-space lands are protected. LAFCO decisions strive to balance the competing needs in California for efficient services, affordable housing, economic opportunity, and conservation of natural resources.

¹ The legal basis for planning and land use regulation is the "police power" of the city or county to protect the public's health, safety and welfare. The California Constitution gives cities and counties the power to make and enforce all local police, sanitary and other ordinances and regulations not in conflict with general laws. State law reference: California Constitution, Article XI §7.

²OPR General Plan Guidelines, 2003:

http://www.opr.ca.gov/planning/PDFs/General_Plan_Guidelines_2003.pdf

Councils of Government (COG)

COGs are organizations composed of local counties and cities that serve as a focus for the development of sound regional planning, including plans for transportation, growth management, hazardous waste management, and air quality. They can also function as the metropolitan planning organization for coordinating the region's transportation programs. COGs also prepare regional housing need allocations for updates of General Plan housing elements.

Local Air Districts

Under state law, air pollution control districts or air quality management districts (local air districts) are the local government agencies responsible for improving air quality and are generally the first point of contact for resolving local air pollution issues or complaints. There are 35 local air districts in California³ that have authority and primary responsibility for regional clean air planning. Local air districts regulate stationary sources of air pollutants within their jurisdiction including but not limited to industrial and commercial facilities, power plants, construction activities, outdoor burning, and other non-mobile sources of air pollution. Some local air districts also regulate public and private motor vehicle fleet operators such as public bus systems, private shuttle and taxi services, and commercial truck depots.

■ Regional Clean Air Plans

Local air districts are responsible for the development and adoption of clean air plans that protect the public from the harmful effects of air pollution. These plans incorporate strategies that are necessary to attain ambient air quality standards. Also included in these regional air plans are ARB and local district measures to reduce statewide emissions from mobile sources, consumer products, and industrial sources.

■ Facility-Specific Considerations

Permitting. In addition to the planning function, local air districts adopt and enforce regulations, issue permits, and evaluate the potential environmental impacts of projects.

Pollution is regulated through permits and technology-based rules that limit emissions from operating units within a facility or set standards that vehicle fleet operators must meet. Permits to construct and permits to operate contain very specific requirements and conditions that tell each regulated source what it must do to limit its air pollution in compliance with local air district rules, regulations, and state law. Prior to receiving a permit, new facilities must go through a New Source Review (NSR) process that establishes air pollution control requirements for the facility. Permit conditions are typically contained in the permit to operate and specify requirements that businesses must follow; these may include limits on the amount of pollution that can be emitted, the

³ Contact information for local air districts in California is listed in the front of this Handbook.

type of pollution control equipment that must be installed and maintained, and various record-keeping requirements.

Local air districts also notify the public about new permit applications for major new facilities, or major modifications to existing facilities that seek to locate within 1,000 feet of a school.

Local air districts can also regulate other types of sources to reduce emissions. These include regulations to reduce emissions from the following sources:

- hazardous materials in products used by industry such as paints, solvents, and degreasers;
- agricultural and residential burning;
- leaking gasoline nozzles at service stations;
- public fleet vehicles such as sanitation trucks and school buses; and
- fugitive or uncontrolled dust at construction sites.

However, while emissions from industrial and commercial sources are typically subject to the permit authority of the local air district, sensitive sites such as a day care center, convalescent home, or playground are not ordinarily subject to an air permit. Local air district permits address the air pollutant emissions of a project but not its location.

Under the state's air toxics program, local air districts regulate air toxic emissions by adopting ARB air toxic control measures, or more stringent district-specific requirements, and by requiring individual facilities to perform a health risk assessment if emissions at the source exceed district-specific health risk thresholds^{4, 5} (See the section on ARB programs for a more detailed summary of this program).

One approach by which local air districts regulate air toxics emissions is through the "Hot Spots" program.⁶ The risk assessments submitted by the facilities under this

⁴ Cal/EPA's Office of Environmental Health Hazard Assessment has published a Guide to Health Risk Assessment for lay people involved in environmental health issues, including policymakers, businesspeople, members of community groups, and others with an interest in the potential health effects of toxic chemicals. To access this information, please refer to <http://www.oehha.ca.gov/pdf/HRSguide2001.pdf>

⁵ Section 44306 of the California Health & Safety Code defines a health risk assessment as a detailed comprehensive analysis that a polluting facility uses to evaluate and predict the dispersion of hazardous substances in the environment and the potential for exposure of human populations, and to assess and quantify both the individual and population-wide health risks associated with those levels of exposure.

⁶ AB-2588 (the Air Toxics "Hot Spots" Information and Assessment Act) requires local air districts to prioritize facilities by high, intermediate, and low priority categories to determine which must perform a health risk assessment. Each district is responsible for establishing the prioritization score threshold at which facilities are required to prepare a health risk assessment. In establishing priorities for each facility, local air districts must consider the potency, toxicity, quantity, and volume of hazardous materials released from the facility, the proximity of the facility to potential receptors, and any other factors that the district determines may indicate that the facility may pose a significant risk. All facilities within the highest category must prepare a health risk assessment. In addition, each district may require facilities in the intermediate and low priority categories to also submit a health risk assessment.

**Table D-1
Local Sources of Air Pollution, Responsible Agencies,
and Associated Regulatory Programs**

Source	Examples	Primary Agency	Applicable Regulations
Large Stationary	Refineries, power plants, chemical facilities, certain manufacturing plants	Local air districts	Operating permit rules Toxic Hot Spots Law (AB 2588) Local district rules Air Toxic Control Measures (ATCMs)* New Source Review rules Title V permit rules
Small Stationary	Dry cleaners, auto body shops, welders, chrome plating facilities, service stations, certain manufacturing plants	Local air districts	Operating permit conditions, Toxic Hot Spot Laws (AB 2588) Local district rules ATCMs* New Source Review rules
Mobile (non-fleet)	Cars, trucks, buses	ARB	Emission standards Cleaner-burning fuels (e.g., unleaded gasoline, low-sulfur diesel) Inspection and repair programs (e.g., Smog Check)
Mobile Equipment	Construction equipment	ARB, U.S. EPA	ARB rules U.S. EPA rules
Mobile (fleet)	Truck depots, school buses, taxi services	Local air districts, ARB	Local air district rules ARB urban bus fleet rule
Areawide	Paints and consumer products such as hair spray and spray paint	Local air district, ARB	ARB rules Local air district rules

*ARB adopts ATCMs, but local air districts have the responsibility to implement and enforce these measures or more stringent ones.

program are reviewed by OEHHA and approved by the local air district. Risk assessments are available by contacting the local air district.

Enforcement. Local air districts also take enforcement action to ensure compliance with air quality requirements. They enforce air toxic control measures, agricultural and residential burning programs, gasoline vapor control regulations, laws that prohibit air pollution nuisances, visible emission limits, and many other requirements designed to

clean the air. Local districts use a variety of enforcement tools to ensure compliance. These include notices of violation, monetary penalties, and abatement orders. Under some circumstances, a permit may be revoked.

■ Environmental Review

As required by the California Environmental Quality Act (CEQA), local air districts also review and comment on proposed land use plans and development projects that can have a significant effect on the environment or public health.⁷

California Air Resources Board

The ARB is the air pollution control agency at the state level that is responsible for the preparation of air plans required by state and federal law. In this regard, it coordinates the activities of all local air districts to ensure all statutory requirements are met and to reduce air pollution emissions for sources under its jurisdiction.

Motor vehicles are the single largest emissions source category under ARB's jurisdiction as well as the largest overall emissions source statewide. ARB also regulates emissions from other mobile equipment and engines as well as emissions from consumer products such as hair sprays, perfumes, cleaners, and aerosol paints.

Air Toxics Program

Under state law, the ARB has a critical role to play in the identification, prioritization, and control of air toxic emissions. The ARB statewide comprehensive air toxics program was established in the early 1980's. The Toxic Air Contaminant Identification and Control Act of 1983 (AB 1807, Tanner 1983) created California's program to reduce exposure to air toxics.⁸ The Air Toxics "Hot Spots" Information and Assessment Act (Hot Spots program) supplements the AB 1807 program, by requiring a statewide air toxics inventory, notification of people exposed to a significant health risk, and facility plans to reduce these risks.

Under AB 1807, the ARB is required to use certain criteria to prioritize the identification and control of air toxics. In selecting substances for review, the ARB must consider criteria relating to emissions, exposure, and health risk, as well as persistence in the atmosphere, and ambient concentrations in the community. AB 1807 also requires the ARB to use available information gathered from the Hot Spots program when prioritizing compounds.

The ARB identifies pollutants as toxic air contaminants and adopts statewide air toxic control measures (ATCMs). Once ARB adopts an ATCM, local air districts must

⁷ Section 4 of this Handbook contains more information on the CEQA process.

⁸ For a general background on California's air toxics program, the reader should refer to ARB's website at <http://www.arb.ca.gov/toxics/tac/appendxb.htm>.

implement the measure, or adopt and implement district-specific measures that are at least as stringent as the state standard. Taken in the aggregate, these ARB programs will continue to further reduce emissions, exposure, and health risk statewide.

With regard to the land use decision-making process, ARB, in conjunction with local air districts, plays an advisory role by providing technical information on land use-related air issues.

Other Agencies

Governor's Office of Planning and Research (OPR)

In addition to serving as the Governor's advisor on land use planning, research, and liaison with local government, OPR develops and implements the state's policy on land use planning and coordinates the state's environmental justice programs. OPR updated its General Plan Guidelines in 2003 to highlight the importance of sustainable development and environmental justice policies in the planning process. OPR also advises project proponents and government agencies on CEQA provisions and operates the State Clearinghouse for environmental and federal grant documents.

California Department of Housing and Community Development

The Department of Housing and Community Development (HCD) administers a variety of state laws, programs and policies to preserve and expand housing opportunities, including the development of affordable housing. All local jurisdictions must update their housing elements according to a staggered statutory schedule, and are subject to certification by HCD. In their housing elements, cities and counties are required to include a land inventory which identifies and zones sites for future residential development to accommodate a mix of housing types, and to remove barriers to the development of housing.

An objective of state housing element law is to increase the overall supply and affordability of housing. Other fundamental goals include conserving existing affordable housing, improving the condition of the existing housing stock, removing regulatory barriers to housing production, expanding equal housing opportunities, and addressing the special housing needs of the state's most vulnerable residents (frail elderly, disabled, large families with children, farmworkers, and the homeless).

Transportation Agencies

Transportation agencies can also influence mobile source-related emissions in the land use decision-making process. Local transportation agencies work with land use agencies to develop a transportation (circulation) element for the General Plan. These local government agencies then work with other transportation-related agencies, such as the Congestion Management Agency (CMA), Metropolitan Planning Organization

(MPO), Regional Transportation Planning Agency (RTPA), and Caltrans to develop long and short range transportation plans and projects.

Caltrans is the agency responsible for setting state transportation goals and for state transportation planning, design, construction, operations and maintenance activities. Caltrans is also responsible for delivering California's multibillion-dollar state Transportation Improvement Program, a list of transportation projects that are approved for funding by the California Transportation Commission in a 4-year cycle.

When safety hazards or traffic circulation problems are identified in the existing road system, or when land use changes are proposed such as a new residential subdivision, shopping mall or manufacturing center, Caltrans and/or the local transportation agency ensure the projects meet applicable state, regional, and local goals and objectives.

Caltrans also evaluates transportation-related projects for regional air quality impacts, from the perspective of travel-related emissions as well as road congestion and increases in road capacity (new lanes).

California Energy Commission (CEC)

The CEC is the state's CEQA lead agency for permitting large thermal power plants (50 megawatts or greater). The CEC works closely with local air districts and other federal, state and local agencies to ensure compliance with applicable laws, ordinances, regulations and standards in the permitting, construction, operation and closure of such plants. The CEC uses an open and public review process that provides communities with outreach and multiple opportunities to participate and be heard. In addition to its comprehensive environmental impact and engineering design assessment process, the CEC also conducts an environmental justice evaluation. This evaluation involves an initial demographic screening to determine if a qualifying minority or low-income population exists in the vicinity of the proposed project. If such a population is present, staff considers possible environmental justice impacts including from associated project emissions in its technical assessments.⁹

Department of Pesticides Regulation (DPR)

Pesticides are industrial chemicals produced specifically for their toxicity to a target pest. They must be released into the environment to do their job. Therefore, regulation of pesticides focuses on using toxicity and other information to ensure that when pesticides are used according to their label directions, potential for harm to people and the environment is minimized. DPR imposes strict controls on use, beginning before pesticide products can be sold in California, with an extensive scientific program to ensure they can be used safely. DPR and county enforcement staff tracks the use of pesticides to ensure that pesticides are used properly. DPR collects periodic

⁹ See California Energy Commission, "Environmental Performance Report," July 2001 at http://www.energy.ca.gov/reports/2001-11-20_700-01-001.PDF

measurements of any remaining amounts of pesticides in water, air, and on fresh produce. If unsafe levels are found, DPR requires changes in how pesticides are used, to reduce the possibility of harm. If this cannot be done - that is, if a pesticide cannot be used safely - use of the pesticide will be banned in California.¹⁰

Federal Agencies

Federal agencies have permit authority over activities on federal lands and certain resources, which have been the subject of congressional legislation, such as air, water quality, wildlife, and navigable waters. The U.S. Environmental Protection Agency generally oversees implementation of the federal Clean Air Act, and has broad authority for regulating certain activities such as mobile sources, air toxics sources, the disposal of toxic wastes, and the use of pesticides. The responsibility for implementing some federal regulatory programs such as those for air and water quality and toxics is delegated by management to specific state and local agencies. Although federal agencies are not subject to CEQA they must follow their own environmental process established under the National Environmental Policy Act (NEPA).

¹⁰ For more information, the reader is encouraged to visit the Department of Pesticide Regulation web site at www.cdpr.ca.gov/docs/emprm/pubs/tacmenu.htm.

SPECIAL PROCESSES THAT APPLY TO SCHOOL SITING

The California Education Code and the California Public Resources Code place primary authority for siting public schools with the local school district, which is the 'lead agency' for purposes of CEQA. The California Education Code requires public school districts to notify the local planning agency about siting a new public school or expanding an existing school. The planning agency then reports back to the school district regarding a project's conformity with the adopted General Plan. However, school districts can overrule local zoning and land use designations for schools if they follow specified procedures. In addition, all school districts must evaluate new school sites using site selection standards established in Section 14010 of Title 5 of the California Code of Regulations. Districts seeking state funding for school site acquisition must also obtain site approval from the California Department of Education.

Before making a final decision on a school site acquisition, a school district must comply with CEQA and evaluate the proposed site acquisition/new school project for air emissions and health risks by preparing and certifying an environmental impact report or negative declaration. Both the California Education Code section 17213 and the California Public Resources Code section 21151.8 require school districts to consult with administering agencies and local air districts when preparing the environmental assessment. Such consultation is required to identify both permitted and non-permitted "facilities" that might significantly affect health at the new site. These facilities include, but are not limited to, freeways and other busy traffic corridors, large agricultural operations, and rail yards that are within one-quarter mile of the proposed school site, and that might emit hazardous air emissions, or handle hazardous or acutely hazardous materials, substances, or waste.

As part of the CEQA process and before approving a school site, the school district must make a finding that either it found none of the facilities or significant air pollution sources, or alternatively, if the school district finds that there are such facilities or sources, it must determine either that they pose no significant health risks, or that corrective actions by another governmental entity would be taken so that there would be no actual or potential endangerment to students or school workers.

In addition, if the proposed school site boundary is within 500 feet of the edge of the closest traffic lane of a freeway or traffic corridor that has specified minimum average daily traffic counts, the school district is required to determine through specified risk assessment and air dispersion modeling that neither short-term nor long term exposure poses significant health risks to pupils.

State law changes effective January 1, 2004 (SB352, Escutia 2003, amending Education Code section 17213 and Public Resources Code section 21151.8) also provides for cases in which the school district cannot make either of those two findings and cannot find a suitable alternative site. When this occurs, the school district must adopt a statement of over-riding considerations, as part of an environmental impact

report, that the project should be approved based on the ultimate balancing of the merits.

Some school districts use a standardized assessment process to determine the environmental impacts of a proposed school site. In the assessment process, school districts can use maps and other available information to evaluate risk, including a local air district's database of permitted source emissions. School districts can also perform field surveys and record searches to identify and calculate emissions from non-permitted sources within one-quarter mile radius of a proposed site. Traffic count data and vehicular emissions data can also be obtained from Caltrans for major roadways and freeways in proximity to the proposed site to model potential emissions impacts to students and school employees. This information is available from the local COG, Caltrans, or local cities and counties for non-state maintained roads.

GENERAL PROCESSES USED BY LAND USE AGENCIES TO ADDRESS AIR POLLUTION IMPACTS

There are several separate but related processes for addressing the air pollution impacts of land use projects. One takes place as part of the planning and zoning function. This consists of preparing and implementing goals and policies contained in county or city General Plans, community or area plans, and specific plans governing land uses such as residential, educational, commercial, industrial, and recreational activities. It also includes recommending locations for thoroughfares, parks and other public improvements.

Land use agencies also have a permitting function that includes performing environmental reviews and mitigation when projects may pose a significant environmental impact. They conduct inspections for zoning permits issued, enforce the zoning regulations and issue violations as necessary, issue zoning certificates of compliance, and check compliance when approving certificates of occupancy.

Planning

■ **General Plan¹**

The General Plan is a local government "blueprint" of existing and future anticipated land uses for long-term future development. It is composed of the goals, policies, and general elements upon which land use decisions are based. Because the General Plan is the foundation for all local planning and development, it is an important tool for implementing policies and programs beneficial to air quality. Local governments may choose to adopt a separate air quality element into their General Plan or to integrate air quality-beneficial objectives, policies, and strategies in other elements of the Plan, such as the land use, circulation, conservation, and community design elements.

More information on General Plan elements is contained in Appendix D.

■ **Community Plans**

Community or area plans are terms for plans that focus on a particular region or community within the overall general plan area. It refines the policies of the general plan as they apply to a smaller geographic area and is implemented by ordinances and other discretionary actions, such as zoning.

¹ In October 2003, OPR revised its General Plan Guidelines. An entire chapter is now devoted to a discussion of how sustainable development and environmental justice goals can be incorporated into the land use planning process. For further information, the reader is encouraged to obtain a copy of OPR's General Plan Guidelines, or refer to their website at:
http://www.opr.ca.gov/planning/PDFs/General_Plan_Guidelines_2003.pdf

■ **Specific Plan**

A specific plan is a hybrid that can combine policies with development regulations or zoning requirements. It is often used to address the development requirements for a single project such as urban infill or a planned community. As a result, its emphasis is on concrete standards and development criteria.

■ **Zoning**

Zoning is the public regulation of the use of land. It involves the adoption of ordinances that divide a community into various districts or zones. For instance, zoning ordinances designate what projects and activities can be sited in particular locations. Each zone designates allowable uses of land within that zone, such as residential, commercial, or industrial. Zoning ordinances can address building development standards, e.g., minimum lot size, maximum building height, minimum building setback, parking, signage, density, and other allowable uses.

Land Use Permitting

In addition to the planning and zoning function, land use agencies issue building and business permits, and evaluate the potential environmental impacts of projects. To be approved, projects must be located in a designated zone and comply with applicable ordinances and zoning requirements.

Even if a project is sited properly in a designated zone, a land use agency may require a new source to mitigate potential localized environmental impacts to the surrounding community below what would be required by the local air district. In this case, the land use agency could condition the permit by limiting or prescribing allowable uses including operating hour restrictions, building standards and codes, property setbacks between the business property and the street or other structures, vehicle idling restrictions, or traffic diversion.

Land use agencies also evaluate the environmental impacts of proposed land use projects or activities. If a project or activity falls under CEQA, the land use agency requires an environmental review before issuing a permit to determine if there is the potential for a significant impact, and if so, to mitigate the impact or possibly deny the project.

■ **Land Use Permitting Process**

In California, the authority to regulate land use is delegated to city and county governments. The local land use planning agency is the local government administrative body that typically provides information and coordinates the review of development project applications. Conditional Use Permits (CUP) typically fall within a land use agency's discretionary authority and therefore are subject to CEQA. CUPs

intended to provide an opportunity to review the location, design, and manner of development of land uses prior to project approval. A traditional purpose of the CUP is to enable a municipality to control certain uses that could have detrimental environmental effects on the community.

The process for permitting new discretionary projects is quite elaborate, but can be broken down into five fundamental components:

- Project application
- Environmental assessment
- Consultation
- Public comment
- Public hearing and decision

Project Application

The permit process begins when the land use agency receives a project application, with a detailed project description, and support documentation. During this phase, the agency reviews the submitted application for completeness. When the agency deems the application to be complete, the permit process moves into the environmental review phase.

Environmental Assessment

If the project is discretionary and the application is accepted as complete, the project proposal or activity must undergo an environmental clearance process under CEQA and the CEQA Guidelines adopted by the California Resources Agency.² The purpose of the CEQA process is to inform decision-makers and the public of the potential significant environmental impacts of a project or activity, to identify measures to minimize or eliminate those impacts to the point they are no longer significant, and to discuss alternatives that will accomplish the project goals and objectives in a less environmentally harmful manner.

What is a "Lead Agency"?

A lead agency is the public agency that has the principal responsibility for carrying out or approving a project that is subject to CEQA. In general, the land use agency is the preferred public agency serving as lead agency because it has jurisdiction over general land uses. The lead agency is responsible for determining the appropriate environmental document, as well as its preparation.

What is a "Responsible Agency"?

A responsible agency is a public agency with discretionary approval authority over a portion of a CEQA project (e.g., projects requiring a permit). As a responsible agency, the agency is available to the lead agency and project proponent for early consultation on a project to apprise them of applicable rules and regulations, potential adverse impacts, alternatives, and mitigation measures, and provide guidance as needed on applicable methodologies or other related issues.

What is a "Commenting Agency"?

A commenting agency is any public agency that comments on a CEQA document, but is neither a lead agency nor a responsible agency. For example, a local air district, as the agency with the responsibility for comprehensive air pollution control, could review and comment on an air quality analysis in a CEQA document for a proposed distribution center, even though the project was not subject to a permit or other pollution control requirements.

² Projects and activities that may have a significant adverse impact on the environment are evaluated under CEQA Guidelines set forth in title 14 of the California Code of Regulations, sections 15000 et seq.

To assist the lead agency in determining whether the project or activity may have a significant effect that would require the preparation of an EIR, the land use agency may consider criteria, or thresholds of significance, to assess the potential impacts of the project, including its air quality impacts. The land use agency must consider any credible evidence in addition to the thresholds, however, in determining whether the project or activity may have a significant effect that would trigger the preparation of an EIR.

The screening criteria to determine significance is based on a variety of factors, including local, state, and federal regulations, administrative practices of other public agencies, and commonly accepted professional standards. However, the final determination of significance for individual projects is the responsibility of the lead agency. In the case of land use projects, the lead agency would be the City Council or County Board of Supervisors.

A new land use plan or project can also trigger an environmental assessment under CEQA if, among other things, it will expose sensitive sites such as schools, day care centers, hospitals, retirement homes, convalescence facilities, and residences to substantial pollutant concentrations.³

CEQA only applies to "discretionary projects." Discretionary means the public agency must exercise judgment and deliberation when deciding to approve or disapprove a particular project or activity, and may append specific conditions to its approval. Examples of discretionary projects include the issuance of a CUP use permit, re-zoning a property, or widening of a public road. Projects that are not subject to the exercise of agency discretion, and can therefore be approved administratively through the application of set standards are referred to as ministerial projects. CEQA does not apply to ministerial projects.⁴ Examples of typical ministerial projects include the issuance of most building permits or a business license.

Once a potential environmental impact associated with a project is identified through an environmental assessment, mitigation must be considered. A land use agency should incorporate mitigation measures that are suggested by the local air district as part of the project review process.

Consultation

Application materials are provided to various departments and agencies that may have an interest in the project (e.g., air pollution, building, police, fire, water agency, Fish and Game, etc.) for consultation and input.

³ Readers interested in learning more about CEQA should contact OPR or visit their website at <http://www.opr.ca.gov/>.

⁴ See California Public Resources Code section 21080(b)(1).

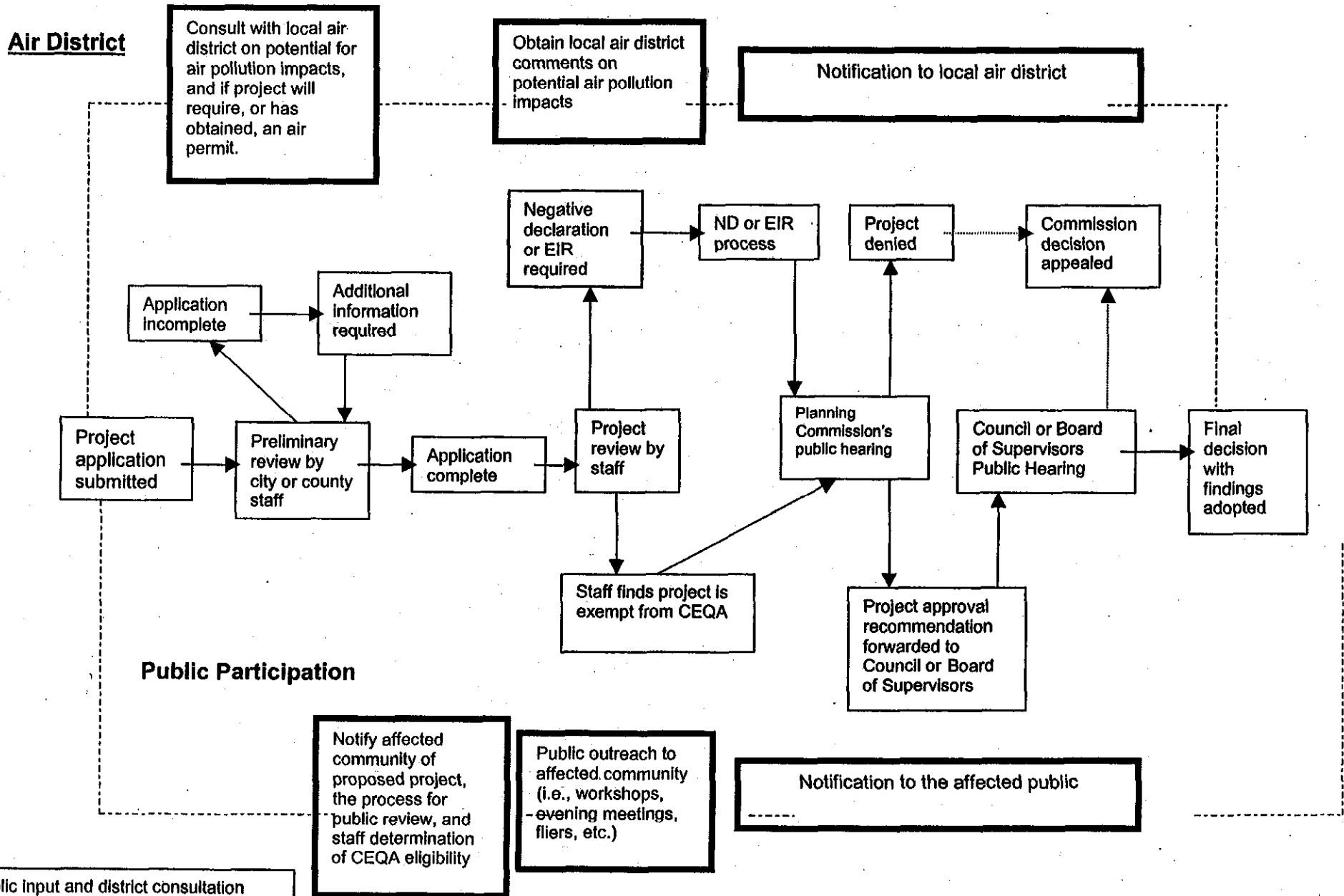
Public Comment

Following the environmental review process, the Planning Commission reviews application along with the staff's report on the project assessment and a public comment period is set and input is solicited.

Public Hearing and Decision

Permit rules vary depending on the particular permit authority in question, but the process generally involves comparing the proposed project with the land use agency standards or policies. The procedure usually leads to a public hearing, which is followed by a written decision by the agency or its designated officer. Typically, a project is approved, denied, or approved subject to specified conditions.

USE PERMIT (DISCRETIONARY ACTION) REVIEW PROCESS*



*Public input and district consultation should occur throughout the process, but especially at the project proposal phase.

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GLOSSARY OF KEY AIR POLLUTION TERMS

Air Pollution Control Board or Air Quality Management Board: Serves as the governing board for local air districts. It consists of appointed or elected members from the public or private sector. It conducts public hearings to adopt local air pollution regulations.

Air Pollution Control Districts or Air Quality Management Districts (local air district): A county or regional agency with authority to regulate stationary and area sources of air pollution within a given county or region. Governed by a district air pollution control board.

Air Pollution Control Officer (APCO): Head of a local air pollution control or air quality management district.

Air Toxic Control Measures (ATCM): A control measure adopted by the ARB (Health and Safety Code section 39666 et seq.), which reduces emissions of toxic air contaminants.

Ambient Air Quality Standards: An air quality standard defines the maximum amount of a pollutant that can be present in the outdoor air during a specific time period without harming the public's health. Only U.S. EPA and the ARB may establish air quality standards. No other state has this authority. Air quality standards are a measure of clean air. More specifically, an air quality standard establishes the concentration at which a pollutant is known to cause adverse health effects to sensitive groups within the population, such as children and the elderly. Federal standards are referred to as National Ambient Air Quality Standards (NAAQS); state standards are referred to as California ambient air quality standards (CAAQS).

Area-wide Sources: Sources of air pollution that individually emit small amounts of pollution, but together add up to significant quantities of pollution. Examples include consumer products, fireplaces, road dust, and farming operations.

Attainment vs. Nonattainment Area: An attainment area is a geographic area that meets the National Ambient Air Quality Standards for the criteria pollutants and a non-attainment area is a geographic area that doesn't meet the NAAQS for criteria pollutants.

Attainment Plan: Attainment plans lay out measures and strategies to attain one or more air quality standards by a specified date.

California Clean Air Act (CCAA): A California law passed in 1988, which provides the basis for air quality planning and regulation independent of federal regulations. A major element of the Act is the requirement that local air districts in violation of the CAAQS

must prepare attainment plans which identify air quality problems, causes, trends, and actions to be taken to attain and maintain California's air quality standards by the earliest practicable date.

California Environmental Quality Act (CEQA): A California law that sets forth a process for public agencies to make informed decisions on discretionary project approvals. The process helps decision-makers determine whether any potential, significant, adverse environmental impacts are associated with a proposed project and to identify alternatives and mitigation measures that will eliminate or reduce such adverse impacts.¹

California Health and Safety Code: A compilation of California laws, including state air pollution laws, enacted by the Legislature to protect the health and safety of people in California. Government agencies adopt regulations to implement specific provisions of the California Health and Safety Code.

Clean Air Act (CAA): The federal Clean Air Act was adopted by the United States Congress and sets forth standards, procedures, and requirements to be implemented by the U.S. Environmental Protection Agency (U.S. EPA) to protect air quality in the United States.

Councils of Government (COGs): There are 25 COGs in California made up of city and county elected officials. COGs are regional agencies concerned primarily with transportation planning and housing; they do not directly regulate land use.

Criteria Air Pollutant: An air pollutant for which acceptable levels of exposure can be determined and for which an ambient air quality standard has been set. Examples include ozone, carbon monoxide, nitrogen dioxide, sulfur dioxide, and PM10 and PM2.5. The term "criteria air pollutants" derives from the requirement that the U.S. EPA and ARB must describe the characteristics and potential health and welfare effects of these pollutants. The U.S. EPA and ARB periodically review new scientific data and may propose revisions to the standards as a result.

District Hearing Board: Hears local air district permit appeals and issues variances and abatement orders. The local air district board appoints the members of the hearing board.

Emission Inventory: An estimate of the amount of pollutants emitted into the atmosphere from mobile, stationary, area-wide, and natural source categories over a specific period of time such as a day or a year.

Environmental Impact Report (EIR): The public document used by a governmental agency to analyze the significant environmental effects of a proposed project, to identify

¹ To track the submittal of CEQA documents to the State Clearinghouse within the Office of Planning and Research, the reader can refer to CEQAnet at <http://www.ceqanet.ca.gov>.

alternatives, and to disclose possible ways to reduce or avoid the possible negative environmental impacts.

Environmental Justice: California law defines environmental justice as the fair treatment of people of all races, cultures, and incomes with respect to the development, adoption, implementation, and enforcement of environmental laws, regulations, and policies (California Government Code sec.65040.12(c)).

General Plans: A statement of policies developed by local governments, including text and diagrams setting forth objectives, principles, standards, and plan proposals for the future physical development of the city or county.

Hazardous Air Pollutants (HAPs): An air pollutant listed under section 112 (b) of the federal Clean Air Act as particularly hazardous to health. U.S. EPA identifies emission sources of hazardous air pollutants, and emission standards are set accordingly. In California, HAPs are referred to as toxic air contaminants.

Land Use Agency: Local government agency that performs functions associated with the review, approval, and enforcement of general plans and plan elements, zoning, and land use permitting. For purposes of this Handbook, a land use agency is typically a local planning department.

Mobile Source: Sources of air pollution such as automobiles, motorcycles, trucks, off-road vehicles, boats, and airplanes.

National Ambient Air Quality Standard (NAAQS): A limit on the level of an outdoor air pollutant established by the US EPA pursuant to the Clean Air Act. There are two types of NAAQS. Primary standards set limits to protect public health and secondary standards set limits to protect public welfare.

Negative Declaration (ND): When the lead agency (the agency responsible for preparing the EIR or ND) under CEQA, finds that there is no substantial evidence that a project may have a significant environmental effect, the agency will prepare a "negative declaration" instead of an EIR.

New Source Review (NSR): A federal Clean Air Act requirement that state implementation plans must include a permit review process, which applies to the construction and operation of new or modified stationary sources in nonattainment areas. Two major elements of NSR to reduce emissions are best available control technology requirements and emission offsets.

Office of Planning and Research (OPR): OPR is part of the Governor's office. OPR has a variety of functions related to local land-use planning and environmental programs. It provides General Plan Guidelines for city and county planners, and coordinates the state clearinghouse for Environmental Impact Reports.

Ordinance: A law adopted by a city council or County Board of Supervisors. Ordinances usually amend, repeal or supplement the municipal code; provide zoning specifications; or appropriate money for specific purposes.

Overriding Considerations: A ruling made by the lead agency in the CEQA process when the lead agency finds the importance of the project to the community outweighs potential adverse environmental impacts.

Public Comment: An opportunity for the general public to comment on regulations and other proposals made by government agencies. You can submit written or oral comments at the public meeting or send your written comments to the agency.

Public Hearing: A public hearing is an opportunity to testify on a proposed action by a governing board at a public meeting. The public and the media are welcome to attend the hearing and listen to, or participate in, the proceedings.

Public Notice: A public notice identifies the person, business, or local government seeking approval of a specific course of action (such as a regulation). It describes the activity for which approval is being sought, and describes the location where the proposed activity or public meeting will take place.

Public Nuisance: A public nuisance, for the purposes of air pollution regulations, is defined as a discharge from any source whatsoever of such quantities of air contaminants or other material which cause injury, detriment, nuisance, or annoyance to any considerable number of persons or to the public, or which endanger the comfort, repose, health, or safety of any such persons or the public, or which cause, or have a natural tendency to cause, injury or damage to business or property. (Health and Safety Code section 41700).

Property Setback: In zoning parlance, a setback is the minimum amount of space required between a lot line and a building line.

Risk: For cancer health effects, risk is expressed as an estimate of the increased chances of getting cancer due to facility emissions over a 70-year lifetime. This increase in risk is expressed as chances in a million (e.g., 10 chances in a million).

Sensitive Individuals: Refers to those segments of the population most susceptible to poor air quality (i.e., children, the elderly, and those with pre-existing serious health problems affected by air quality).

Sensitive Sites or Sensitive Land Uses: Land uses where sensitive individuals are most likely to spend time, including schools and schoolyards, parks and playgrounds, day care centers, nursing homes, hospitals, and residential communities.

Setback: An area of land separating one parcel of land from another that acts to soften or mitigate the effects of one land use on the other.

State Implementation Plan (SIP): A plan prepared by state and local agencies and submitted to U.S. EPA describing how each area will attain and maintain national ambient air quality standards. SIPs include the technical information about emission inventories, air quality monitoring, control measures and strategies, and enforcement mechanisms. A SIP is composed of local air quality management plans and state air quality regulations.

Stationary Sources: Non-mobile sources such as power plants, refineries, and manufacturing facilities.

Toxic Air Contaminant (TAC): An air pollutant, identified in regulation by the ARB, which may cause or contribute to an increase in deaths or in serious illness, or which may pose a present or potential hazard to human health. TACs are considered under a different regulatory process (California Health and Safety Code section 39650 et seq.) than pollutants subject to State Ambient Air Quality Standards. Health effects associated with TACs may occur at extremely low levels. It is often difficult to identify safe levels of exposure, which produce no adverse health effects.

Urban Background: The term is used in this Handbook to represent the ubiquitous, elevated, regional air pollution levels observed in large urban areas in California.

Zoning ordinances: City councils and county boards of supervisors adopts zoning ordinances that set forth land use classifications, divides the county or city into land use zones as delineated on the official zoning, maps, and set enforceable standards for future development.