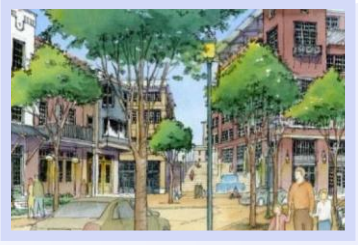
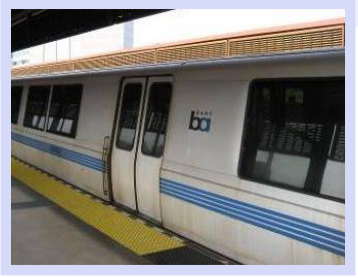
BAY AREA
AIR QUALITY
MANAGEMENT
DISTRICT

California Environmental Quality Act

Air Quality Guidelines





June 2010

BAY AREA AIR QUALITY MANAGEMENT DISTRICT

California Environmental Quality Act

Air Quality Guidelines

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JUNE 2010

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BAY AREA AIR QUALITY MANAGEMENT DISTRICT

ACRONYMS AND ABBREVIATIONS

$\mu g/m^3$	micrograms per cubic meter
AB	Assembly Bill
AB 1807	Tanner Air Toxics Act
AB 2588	Air Toxics Hot Spots Information and Assessment Act of 1987
ABAG	Association of Bay Area Governments
AMS	American Meteorological Society
APS	Alternative Planning Strategy
AQP	Air Quality Plan
ARB	California Air Resources Board
ATCM	air toxics control measures
BAAQMD	Bay Area Quality Management District
BACT	Best Available Control Technology
BMPs	Best Management Practices
CCA	Community Choice Aggregation
CAAQS	California Ambient Air Quality Standards
CALINE4	California Line Source Dispersion Model
CAP	criteria air pollutants
CARE	Community Air Risk Evaluation
CAPCOA	California Air Pollution Control Officers Association
CCAA	California Clean Air Act
CCAR	California Climate Action Registry
CCR	California Code of Regulations
CEC	California Energy Commission
CEQA	California Environmental Quality Act
CalRecycle	The California Department of Resources Recycling and Recovery (formally the California Integrated Waste Management Board)
CFC	Chlorofluorocarbon
CH_4	methane
CHAPIS	Community Health Air Pollution Information System
CO	carbon monoxide
CO Protocol	Carbon Monoxide Protocol
CO_2	Carbon dioxide
CO_2e	carbon dioxide equivalent
CRA	California Resources Agency

DOE	Department of Energy
du	dwelling units
EIR	Environmental Impact Report
EMFAC	On-Road Mobile-Source Emission Factors
EPA	U.S. Environmental Protection Agency
FAR	Floor Area Ratio
FCAA	Federal Clean Air Act
FCAAA	Federal Clean Air Act Amendments of 1990
GHG	greenhouse gas(es)
GRP	General Reporting Protocol
GVW	gross vehicle weight
GWP	global warming potential
H_2S	hydrogen sulfide
HEPA	High Efficiency Particulate Arresting (filter)
HI	Hazard Index
HRA	health risk assessment
HVAC	Heating, Ventilation, and Air Conditioning System
IPCC	Intergovernmental Panel on Climate Change
ISR	Indirect Source Review
ksf	thousand square feet
kwh	Kilowatt hour
lb/acre-day	pound per disturbed acre per day
lb/day	pounds per day
lb/kwh	pounds per kilowatt hour
LCFS	Low-Carbon Fuel Standard
LVW	loaded vehicle weight
MACT	maximum available control technology
mg	million gallons
MMT	million metric tons
mph	miles per hour
MPO	Metropolitan Planning Organizations
MT	metric tons
MTC	Metropolitan Transportation Commission
N_2O	nitrous oxide
NAAQS	National Ambient Air Quality Standards

NESHAP	national emissions standards for hazardous air pollutants
NH_3	mercaptan, ammonia
NOA	Naturally Occurring Asbestos
NOP	Notice of Preparation
NO_X	oxides of nitrogen
OEHHA	Office of Environmental Health Hazard Assessment
OPR	Governor's Office of Planning and Research
PM	particulate matter
PM_{10}	respirable particulate matter with an aerodynamic resistance diameter of 10 micrometers or less
$PM_{2.5}$	fine particulate matter with an aerodynamic resistance diameter of 2.5 micrometers or less
ppm	parts per million
PUC	Public Utilities Commission
RoadMod	Roadway Construction Emissions Model
ROG	reactive organic gases
RTP	Regional Transportation Plan
SB	Senate Bill
SCS	Sustainable Communities Strategy
SF_6	sulfur hexafluoride
SFBAAB	San Francisco Bay Area Air Basin
SIP	State Implementation Plan
SMAQMD	Sacramento Metropolitan Air Quality Management District
SO_2	sulfur dioxide
SP	Service Population
SSIM	Sustainable Systems Integration Model
TAC	toxic air contaminant
T-BACT	Toxic Best Available Control Technology
TBPs	Toxic Best Practices
tpy	tons per year
UC	University of California
URBEMIS	Urban Land Use Emissions Model
VMT	vehicle miles traveled
VT	vehicle trips
yd^3	cubic yards
yr	year

1. INTRODUCTION

1.1. PURPOSE OF GUIDELINES

The purpose of the Bay Area Air Quality Management District (BAAQMD or District) California Environmental Quality Act (CEQA) Guidelines is to assist lead agencies in evaluating air quality impacts of projects and plans proposed in the San Francisco Bay Area Air Basin (SFBAAB). The Guidelines provides BAAQMD-recommended procedures for evaluating potential air quality impacts during the environmental review process consistent with CEQA requirements. These revised Guidelines supersede the BAAQMD's previous CEQA guidance titled *BAAQMD CEQA Guidelines: Assessing the Air Quality Impacts of Projects and Plans* (BAAQMD 1999).

Land development plans and projects have the potential to generate harmful air pollutants that degrade air quality and increase local exposure. The Guidelines contain instructions on how to evaluate, measure, and mitigate air quality impacts generated from land development construction and operation activities. The Guidelines focus on criteria air pollutant, greenhouse gas (GHG), toxic air contaminant, and odor emissions generated from plans or projects.

The Guidelines are intended to help lead agencies navigate through the CEQA process. The Guidelines offer step-by-step procedures for a thorough environmental impact analysis of adverse air emissions due to land development in the Bay Area.

1.1.1. BAAQMD's Role in Air Quality

BAAQMD is the primary agency responsible for assuring that the National and California Ambient Air Quality Standards (NAAQS and CAAQS, respectively) are attained and maintained in the Bay Area. BAAQMD's jurisdiction includes all of Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo and Santa Clara counties, and the southern portions of Solano and Sonoma counties, as shown in Figure 1-1. The Air District's responsibilities in improving air quality in the region include: preparing plans for attaining and maintaining air quality standards; adopting and enforcing rules and regulations; issuing permits for stationary sources of air pollutants; inspecting stationary sources and responding to citizen complaints; monitoring air quality and meteorological conditions; awarding grants to reduce mobile emissions; implementing public outreach campaigns; and assisting local governments in addressing climate change.

BAAQMD takes on various roles in the CEQA process, depending on the nature of the proposed project, including:

Lead Agency – BAAQMD acts as a Lead Agency when it has the primary authority to implement or approve a project, such as when it adopts air quality plans for the region, issues stationary source permits, or adopts rules and regulations.

Responsible Agency – BAAQMD acts as a Responsible Agency when it has limited discretionary authority over a portion of a project, but does not have the primary discretionary authority of a Lead Agency. As a Responsible Agency, BAAQMD may coordinate the environmental review process with the lead agency regarding BAAQMD's permitting process, provide comments to the Lead Agency regarding potential impacts, and recommend mitigation measures.

Source: ESRI Satellite 2009

Bay Area Air Quality Management District Jurisdictional Boundaries **Figure 1-1**

Commenting Agency – BAAQMD may act as a Commenting Agency when it is not a Lead or Responsible Agency (i.e., it does not have discretionary authority over a project), but when it may have concerns about the air quality impacts of a proposed project or plan. As a Commenting Agency, BAAQMD may review environmental documents prepared for development proposals and plans in the region, such as local general plans, and provide comments to the Lead Agency regarding the adequacy of the air quality impact analysis, determination of significance, and mitigation measures proposed.

BAAQMD prepared the CEQA Guidelines to assist lead agencies in air quality analysis, as well as to promote sustainable development in the region. The CEQA Guidelines support lead agencies in analyzing air quality impacts and offers numerous mitigation measures and general plan policies to implement smart growth and transit oriented development, minimize construction emissions, and reduce population exposure to air pollution risks.

1.2. GUIDELINE COMPONENTS

The recommendations in the CEQA Guidelines should be viewed as minimum considerations for analyzing air quality impacts. Lead agencies are encouraged to tailor the air quality impact analysis to meet the needs of the local community and may conduct refined analysis that utilize more sophisticated models, more precise input data, innovative mitigation measures, and/or other features. The Guidelines contain the following sections:

Introduction – Chapter 1 provides a summary of the purpose of the Guide, and an overview of BAAQMD responsibilities.

Thresholds of Significance – Chapter 2 outlines the current thresholds or significance for determining the significance of air quality impacts.

Screening Criteria – Chapter 3 provides easy reference tables to determine if your project may have potentially significant impacts requiring a detailed analysis.

Assessing and Mitigating Impacts – Chapters 4 through 9 describe assessment methods and mitigation measures for operational-related, local community risk and hazards, local carbon monoxide (CO), odors, construction-related, and plan-level impacts.

Appendix A – Provides construction assessment tools.

Appendix B – Provides detailed air quality modeling instructions.

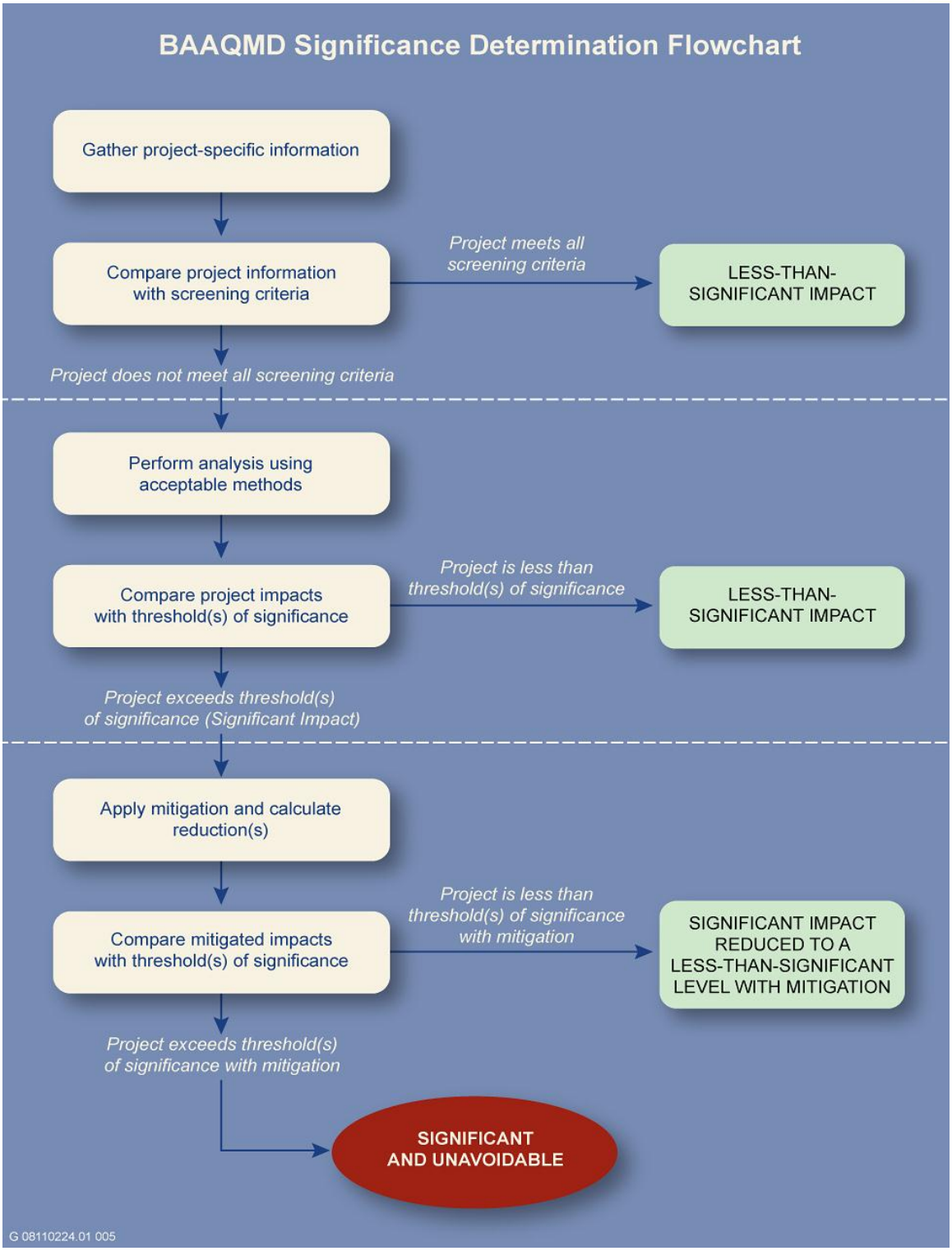
Appendix C – Outlines sample environmental setting information.

Appendix D – Contains justification statements for BAAQMD-adopted thresholds of significance.

Appendix E – Provides a glossary of terms used throughout this guide.

1.2.1. How To Use The Guidelines

Figure 2-1 illustrates general steps for evaluating a project or plan's air quality impacts. The first step is to determine whether the air quality evaluation is for a project or plan. Once identified, the project should be compared with the appropriate construction and operational screening criteria listed in Chapter 2. There are no screening criteria for plans.



General Steps for Determining Significance of Air Quality Impacts **Figure 1-2**

If the project meets the screening criteria and is consistent with the methodology used to develop the screening criteria, then its air quality impacts may be considered less than significant. Otherwise, lead agencies should evaluate potential air quality impacts of projects (and plans) as explained in Chapters 4 through 9. These Chapters describe how to analyze air quality impacts from criteria air pollutants, GHGs, local community risk and hazards, and odors associated with construction activity and operations of a project or plan.

If, after proper analysis, the project or plan's air quality impacts are found to be below the significance thresholds, then the air quality impacts may be considered less than significant. If not, the Lead Agency should implement appropriate mitigation measures to reduce associated air quality impacts. Lead agencies are responsible for evaluating and implementing all feasible mitigation measures in their CEQA document.

The mitigated project or plan's impacts are then compared again to the significance thresholds. If a project succeeded in mitigating its adverse air quality impacts below the corresponding thresholds, air quality impacts may be considered less than significant. If a project still exceeds the thresholds, the Air District strongly encourages the lead agency to consider project alternatives that could lessen any identified significant impact, including a no project alternative in accordance with CEQA Guidelines section 15126.6(e).

1.2.2. Early Consultation

The District encourages local jurisdictions and project applicants to address air quality issues as early as possible in the project planning stage. Addressing land use and site design issues while a proposed project is still in the conceptual stage increases opportunities to incorporate project design features to minimize land use compatibility issues and air quality impacts. By the time a project enters the CEQA process, it is usually more costly and time-consuming to redesign the project to incorporate mitigation measures. Early consultation may be achieved by including a formal step in the jurisdiction's development review procedures or simply by discussing air quality concerns at the planning counter when a project proponent makes an initial contact regarding a proposed development. Regardless of the specific procedures a local jurisdiction employs, the objective should be to incorporate features into a project that minimize air quality impacts before significant resources (public and private) have been devoted to the project.

The following air quality considerations warrant particular attention during early consultation between Lead Agencies and project proponents:

1. land use and design measures to encourage alternatives to the automobile, conserve energy and reduce project emissions;
2. land use conflicts and exposure of sensitive receptors to odors, toxics and criteria pollutants; and,
3. applicable District rules, regulations and permit requirements.

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PART I: THRESHOLDS OF SIGNIFICANCE & PROJECT SCREENING

2. THRESHOLDS OF SIGNIFICANCE

The SFBAAB is currently designated as a nonattainment area for state and national ozone standards and national particulate matter ambient air quality standards. SFBAAB's nonattainment status is attributed to the region's development history. Past, present and future development projects contribute to the region's adverse air quality impacts on a cumulative basis. By its very nature, air pollution is largely a cumulative impact. No single project is sufficient in size to, by itself, result in nonattainment of ambient air quality standards. Instead, a project's individual emissions contribute to existing cumulatively significant adverse air quality impacts. If a project's contribution to the cumulative impact is considerable, then the project's impact on air quality would be considered significant.

In developing thresholds of significance for air pollutants, BAAQMD considered the emission levels for which a project's individual emissions would be cumulatively considerable. If a project exceeds the identified significance thresholds, its emissions would be cumulatively considerable, resulting in significant adverse air quality impacts to the region's existing air quality conditions. Therefore, additional analysis to assess cumulative impacts is unnecessary. The analysis to assess project-level air quality impacts should be as comprehensive and rigorous as possible.

Similar to regulated air pollutants, GHG emissions and global climate change also represent cumulative impacts. GHG emissions contribute, on a cumulative basis, to the significant adverse environmental impacts of global climate change. Climate change impacts may include an increase in extreme heat days, higher concentrations of air pollutants, sea level rise, impacts to water supply and water quality, public health impacts, impacts to ecosystems, impacts to agriculture, and other environmental impacts. No single project could generate enough GHG emissions to noticeably change the global average temperature. The combination of GHG emissions from past, present, and future projects contribute substantially to the phenomenon of global climate change and its associated environmental impacts.

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BAAQMD's approach to developing a *Threshold of Significance* for GHG emissions is to identify the emissions level for which a project would not be expected to substantially conflict with existing California legislation adopted to reduce statewide GHG emissions needed to move us towards climate stabilization. If a project would generate GHG emissions above the threshold level, it would be considered to contribute substantially to a cumulative impact, and would be considered significant. Refer to Table 2-1 for a summary of Air Quality CEQA Thresholds and to Appendix D for *Thresholds of Significance* documentation.

Table 2-1 Air Quality CEQA Thresholds of Significance*			
Pollutant	**Construction-Related**	**Operational-Related**	
Project-Level			
Criteria Air Pollutants and Precursors (Regional)	**Average Daily Emissions (lb/day)**	**Average Daily Emissions (lb/day)**	**Maximum Annual Emissions (tpy)**
ROG	54	54	10
NO_X	54	54	10
PM_{10}	82 (exhaust)	82	15
$PM_{2.5}$	54 (exhaust)	54	10
$PM_{10}/PM_{2.5}$ (fugitive dust)	Best Management Practices	None	
Local CO	None	9.0 ppm (8-hour average), 20.0 ppm (1-hour average)	
GHGs – Projects other than Stationary Sources	None	Compliance with Qualified GHG Reduction Strategy OR 1,100 MT of CO_2e/yr OR 4.6 MT CO_2e/SP/yr (residents+employees)	
GHGs –Stationary Sources	None	10,000 MT/yr	
Risk and Hazards for new sources and receptors (Individual Project) ***Note: Threshold for new receptors is effective May 1, 2011***	Same as Operational Thresholds**	Compliance with Qualified Community Risk Reduction Plan OR Increased cancer risk of >10.0 in a million Increased non-cancer risk of > 1.0 Hazard Index (Chronic or Acute) Ambient $PM_{2.5}$ increase: > 0.3 $\mu g/m^3$ annual average Zone of Influence: 1,000-foot radius from property line of source or receptor	
Risk and Hazards for new sources and receptors (Cumulative Threshold) ***Note: Threshold for new receptors is effective May 1, 2011***	Same as Operational Thresholds**	Compliance with Qualified Community Risk Reduction Plan OR Cancer: > 100 in a million (from all local sources) Non-cancer: > 10.0 Hazard Index (from all local sources) (Chronic) $PM_{2.5}$: > 0.8 $\mu g/m^3$ annual average (from all local sources) Zone of Influence: 1,000-foot radius from property line of source or receptor	
Accidental Release of Acutely Hazardous Air Pollutants	None	Storage or use of acutely hazardous materials locating near receptors or new receptors locating near stored or used acutely hazardous materials considered significant	
Odors	None	5 confirmed complaints per year averaged over three years	

Table 2-1
Air Quality CEQA Thresholds of Significance*

Pollutant	Construction-Related	Operational-Related
Plan-Level		
Criteria Air Pollutants and Precursors	None	1. Consistency with Current Air Quality Plan control measures, and 2. Projected VMT or vehicle trip increase is less than or equal to projected population increase
GHGs	None	Compliance with Qualified GHG Reduction Strategy OR 6.6 MT CO_2e/SP/yr (residents + employees)
Risks and Hazards	None	1. Overlay zones around existing and planned sources of TACs (including adopted Risk Reduction Plan areas) and 2. Overlay zones of at least 500 feet from all freeways and high volume roadways
Accidental Release of Acutely Hazardous Air Pollutants	None	None
Odors	None	Identify the location, and include policies to reduce the impacts, of existing or planned sources of odors
Regional Plans (Transportation and Air Quality Plans)		
GHGs, Criteria Air Pollutants and Precursors, and Toxic Air Contaminants	None	No net increase in emissions

CEQA = California Environmental Quality Act; CO = carbon monoxide; CO_2e = carbon dioxide equivalent; GHGs = greenhouse gases; lb/day = pounds per day; MT = metric tons; NO_X = oxides of nitrogen; $PM_{2.5}$= fine particulate matter with an aerodynamic resistance diameter of 2.5 micrometers or less; PM_{10} = respirable particulate matter with an aerodynamic resistance diameter of 10 micrometers or less; ppm = parts per million; ROG = reactive organic gases; SO_2 = sulfur dioxide; SP = service population; TACs = toxic air contaminants; TBP = toxic best practices; tons/day = tons per day; tpy = tons per year; yr= year; TBD: to be determined.

*It is the Air District's policy that the adopted thresholds apply to projects for which a Notice of Preparation is published, or environmental analysis begins, on of after the applicable effective date. The adopted CEQA thresholds – *except for the risk and hazards thresholds for new receptors* – are effective June 2, 2010. The risk and hazards thresholds for new receptors are effective May 1, 2011.

** The Air District recommends that for construction projects that are less than one year duration, Lead Agencies should annualize impacts over the scope of actual days that peak impacts are to occur, rather than the full year.

2.1. CRITERIA AIR POLLUTANTS AND PRECURSORS – PROJECT LEVEL

Table 2-2 presents the *Thresholds of Significance* for operational-related criteria air pollutant and precursor emissions. These represent the levels at which a project's individual emissions of criteria air pollutants or precursors would result in a cumulatively considerable contribution to the SFBAAB's existing air quality conditions. If daily average or annual emissions of operational-

related criteria air pollutants or precursors would exceed any applicable *Threshold of Significance* listed in Table 2-2, the proposed project would result in a cumulatively significant impact.

Table 2-2
Thresholds of Significance for Operational-Related Criteria Air Pollutants and Precursors

Pollutant/Precursor	Maximum Annual Emissions (tpy)	Average Daily Emissions (lb/day)
ROG	10	54
NO_X	10	54
PM_{10}	15	82
$PM_{2.5}$	10	54

Notes: tpy = tons per year; lb/day = pounds per day; NO_X = oxides of nitrogen; $PM_{2.5}$ = fine particulate matter with an aerodynamic resistance diameter of 2.5 micrometers or ICOess; PM_{10} = respirable particulate matter with an aerodynamic resistance diameter of 10 micrometers or less; ROG = reactive organic gases; tpy = tons per year.
Refer to Appendix D for support documentation.

2.2. GREENHOUSE GASES – PROJECT LEVEL

The *Thresholds of Significance* for operational-related GHG emissions are:

- For land use development projects, the threshold is compliance with a qualified GHG Reduction Strategy; or annual emissions less than 1,100 metric tons per year (MT/yr) of CO_2e; or 4.6 MT CO_2e/SP/yr (residents + employees). Land use development projects include residential, commercial, industrial, and public land uses and facilities.

- For stationary-source projects, the threshold is 10,000 metric tons per year (MT/yr) of CO_2e. Stationary-source projects include land uses that would accommodate processes and equipment that emit GHG emissions and would require an Air District permit to operate.

If annual emissions of operational-related GHGs exceed these levels, the proposed project would result in a cumulatively considerable contribution of GHG emissions and a cumulatively significant impact to global climate change.

2.3. LOCAL COMMUNITY RISK AND HAZARD IMPACTS – PROJECT LEVEL

The *Thresholds of Significance* for local community risk and hazard impacts are identified below, which apply to both the siting of a new source and to the siting of a new receptor. Local community risk and hazard impacts are associated with TACs and $PM_{2.5}$ because emissions of these pollutants can have significant health impacts at the local level. If emissions of TACs or fine particulate matter with an aerodynamic resistance diameter of 2.5 micrometers or less ($PM_{2.5}$)

exceed any of the *Thresholds of Significance* listed below, the proposed project would result in a significant impact.

- Non-compliance with a qualified risk reduction plan; or
- An excess cancer risk level of more than 10 in one million, or a non-cancer (i.e., chronic or acute) hazard index greater than 1.0 would be a cumulatively considerable contribution; or
- An incremental increase of greater than 0.3 micrograms per cubic meter ($\mu g/m^3$) annual average $PM_{2.5}$ would be a cumulatively considerable contribution.

Cumulative Impacts

A project would have a cumulative considerable impact if the aggregate total of all past, present, and foreseeable future sources within a 1,000 foot radius from the fence line of a source, or from the location of a receptor, plus the contribution from the project, exceeds the following:

- Non-compliance with a qualified risk reduction plan; or
- An excess cancer risk levels of more than 100 in one million or a chronic non-cancer hazard index (from all local sources) greater than 10.0; or
- 0.8 $\mu g/m^3$ annual average $PM_{2.5}$.

A lead agency should enlarge the 1,000-foot radius on a case-by-case basis if an unusually large source or sources of risk or hazard emissions that may affect a proposed project is beyond the recommended radius.

2.4. LOCAL CARBON MONOXIDE IMPACTS – PROJECT LEVEL

Table 2-3 presents the *Thresholds of Significance* for local CO emissions, the 1- and 8-hour California Ambient Air Quality Standards (CAAQS) of 20.0 parts per million (ppm) and 9.0 ppm, respectively. By definition, these represent levels that are protective of public health. If a project would cause local emissions of CO to exceed any of the *Thresholds of Significance* listed below, the proposed project would result in a significant impact to air quality.

Table 2-3
Thresholds of Significance for Local Carbon Monoxide Emissions

CAAQS Averaging Time	Concentration (ppm)
1-Hour	20.0
8-Hour	9.0
Refer to Appendix D for support documentation.	

2.5. ODOR IMPACTS – PROJECT LEVEL

The *Thresholds of Significance* for odor impacts are qualitative in nature. A project that would result in the siting of a new source or the exposure of a new receptor to existing or planned odor sources should consider the screening level distances and the complaint history of the odor sources:

- Projects that would site a new odor source or a new receptor farther than the applicable screening distance shown in Table 3-3 from an existing receptor or odor source, respectively, would not likely result in a significant odor impact.

- An odor source with five (5) or more confirmed complaints per year averaged over three years is considered to have a significant impact on receptors within the screening distance shown in Table 3-3.

Facilities that are regulated by the CalRecycle agency (e.g. landfill, composting, etc) are required to have Odor Impact Minimization Plans (OIMP) in place and have procedures that establish fence line odor detection thresholds. The Air District recognizes a Lead Agency's discretion under CEQA to use established odor detection thresholds as thresholds of significance for CEQA review for CalRecycle regulated facilities with an adopted OIMP. Refer to *Chapter 7 Assessing and Mitigating Odor Impacts* for further discussion of odor analysis.

2.6. CONSTRUCTION-RELATED IMPACTS – PROJECT LEVEL

2.6.1. Criteria Air Pollutants and Precursors

Table 2-4 presents the *Thresholds of Significance* for construction-related criteria air pollutant and precursor emissions. If daily average emissions of construction-related criteria air pollutants or precursors would exceed any applicable *Threshold of Significance* listed in Table 2-4, the project would result in a significant cumulative impact.

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Table 2-4
Thresholds of Significance for Construction-Related Criteria Air Pollutants and Precursors

Pollutant/Precursor	Daily Average Emissions (lb/day)
ROG	54
NO_X	54
PM_{10}	82*
$PM_{2.5}$	54*

* Applies to construction exhaust emissions only.
Notes: CO = carbon monoxide; lb/day = pounds per day; NO_X = oxides of nitrogen; $PM_{2.5}$ = fine particulate matter with an aerodynamic resistance diameter of 2.5 micrometers or less; PM_{10} = respirable particulate matter with an aerodynamic resistance diameter of 10 micrometers or less; ROG = reactive organic gases; SO_2 = sulfur dioxide. Refer to Appendix D for support documentation.

2.6.2. Greenhouse Gases

The District does not have an adopted *Threshold of Significance* for construction-related GHG emissions. However, the Lead Agency should quantify and disclose GHG emissions that would occur during construction, and make a determination on the significance of these construction-generated GHG emission impacts in relation to meeting AB 32 GHG reduction goals, as required by the Public Resources Code, Section 21082.2. The Lead Agency is encouraged to incorporate

best management practices to reduce GHG emissions during construction, as feasible and applicable.

2.6.3. Local Community Risk and Hazards

The *Threshold of Significance* for construction-related local community risk and hazard impacts is the same as that for project operations. Construction-related TAC and PM impacts should be addressed on a case-by-case basis, taking into consideration the specific construction-related characteristics of each project and proximity to off-site receptors, as applicable. The Air District recommends that for construction projects that are less than one year duration, Lead Agencies should annualize impacts over the scope of actual days that peak impacts are to occur, rather than the full year.

2.7. THRESHOLDS OF SIGNIFICANCE FOR PLAN-LEVEL IMPACTS

The *Thresholds of Significance* for plans (e.g., general plans, community plans, specific plans, regional plans, congestion management plans, etc.) within the SFBAAB are summarized in Table 2-5 and discussed separately below.

Table 2-5
Thresholds of Significance for Plans

Criteria Air Pollutants and Precursors	Construction: none Operational: Consistency with Current AQP and projected VMT or vehicle trip increase is less than or equal to projected population increase.
GHGs	Construction: none Operational: 6.6 MT CO_2e/SP/yr (residents & employees) or a Qualified GHG Reduction Strategy. The efficiency threshold should only be applied to general plans. Other plans, e.g. specific plans, congestion management plans, etc., should use the project-level threshold of 4.6 CO_2e/SP/yr.
Local Community Risk and Hazards	Land use diagram identifies special overlay zones around existing and planned sources of TACs and $PM_{2.5}$, including special overlay zones of at least 500 feet (or Air District-approved modeled distance) on each side of all freeways and high-volume roadways, and plan identifies goals, policies, and objectives to minimize potentially adverse impacts.
Odors	Identify locations of odor sources in plan; identify goals, policies, and objectives to minimize potentially adverse impacts.
Regional Plans (transportation and air quality plans)	No net increase in emissions of GHGs, Criteria Air Pollutants and Precursors, and Toxic Air Contaminants. Threshold only applies to regional transportation and air quality plans.

Notes: AQP = Air Quality Plan; CO_2e = carbon dioxide equivalent; GHGs = greenhouse gases; MT = metric tons; SP = service population; TACs = toxic air contaminants; yr = year; $PM_{2.5}$= fine particulate matter
Refer to Appendix D for support documentation.

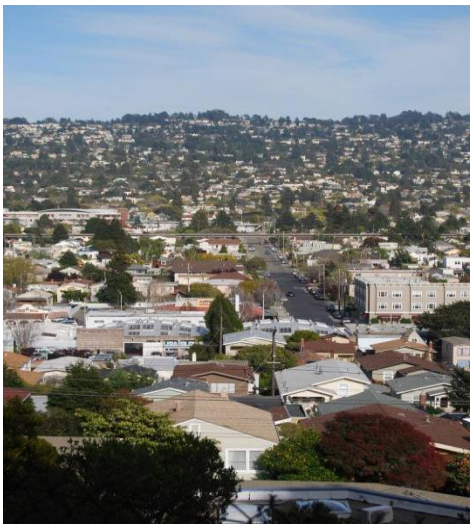
2.7.1. Criteria Air Pollutants and Precursor Emissions

Proposed plans (except regional plans) must show the following over the planning period of the plan to result in a less than significant impact:

- Consistency with current air quality plan control measures.
- A proposed plan's projected VMT or vehicle trips (VT) (either measure may be used) increase is less than or equal to its projected population increase.

2.7.2. Greenhouse Gases

The *Threshold of Significance* for operational-related GHG impacts of plans employs either a GHG efficiency-based metric (per Service Population [SP]), or a GHG Reduction Strategy option, described in Section 4.3.



The *Thresholds of Significance* options for plan level GHG emissions are:

- A GHG efficiency metric of 6.6 MT per SP per year of carbon dioxide equivalent (CO_2e). If annual maximum emissions of operational-related GHGs exceed this level, the proposed plan would result in a significant impact to global climate change.
- Consistency with an adopted GHG Reduction Strategy. If a proposed plan is consistent with an adopted GHG Reduction Strategy that meets the standards described in Section 4.3, the plan would be considered to have a less than significant impact. This approach is consistent with the plan elements described in the State CEQA Guidelines, Section 15183.5.

2.7.3. Local Community Risk and Hazards

The *Thresholds of Significance* for plans with regard to community risk and hazard impacts are:

1. The land use diagram must identify:
    a. Special overlay zones around existing and planned sources of TACs and PM (including adopted risk reduction plan areas); and
    b. Special overlay zones of at least 500 feet (or Air District-approved modeled distance) on each side of all freeways and high-volume roadways.
2. The plan must also identify goals, policies, and objectives to minimize potential impacts and create overlay zones around sources of TACs, PM, and hazards.

2.7.4. Odors

The *Thresholds of Significance* for plans with regard to odor impacts are to identify locations of odor sources in a plan and the plan must also identify goals, policies, and objectives to minimize potentially adverse impacts.

2.7.5. Regional Plans

The *Thresholds of Significance* for regional plans is to achieve a no net increase in emissions of criteria pollutants and precursors, GHG, and toxic air contaminants. This threshold applies only to regional transportation and air quality plans.

3. SCREENING CRITERIA

The screening criteria identified in this section are **not thresholds of significance**. The Air District developed screening criteria to provide lead agencies and project applicants with a conservative indication of whether the proposed project could result in potentially significant air quality impacts. If all of the screening criteria are met by a proposed project, then the lead agency or applicant would not need to perform a detailed air quality assessment of their project's air pollutant emissions. These screening levels are generally representative of new development on greenfield sites without any form of mitigation measures taken into consideration. In addition, the screening criteria in this section do not account for project design features, attributes, or local development requirements that could also result in lower emissions. For projects that are mixed-use, infill, and/or proximate to transit service and local services, emissions would be less than the greenfield type project that these screening criteria are based on.

If a project includes emissions from stationary source engines (e.g., back-up generators) and industrial sources subject to Air District Rules and Regulations, the screening criteria should not be used. The project's stationary source emissions should be analyzed separately from the land use-related indirect mobile- and area-source emissions. Stationary-source emissions are not included in the screening estimates given below and, for criteria pollutants, must be added to the indirect mobile- and area-source emissions generated by the land use development and compared to the appropriate Thresholds of Significance. Greenhouse gas emissions from permitted stationary sources should not be combined with operational emissions, but compared to a separate stationary source greenhouse gas threshold.

3.1. OPERATIONAL-RELATED IMPACTS

3.1.1. Criteria Air Pollutants and Precursors

The screening criteria developed for criteria pollutants and precursors were derived using the default assumptions used by the Urban Land Use Emissions Model (URBEMIS). If the project has sources of emissions not evaluated in the URBEMIS program the screening criteria should not be used. If the project meets the screening criteria in Table 3-1, the project would not result in the generation of operational-related criteria air pollutants and/or precursors that exceed the *Thresholds of Significance* shown in Table 2-2. Operation of the proposed project would therefore result in a less-than-significant cumulative impact to air quality from criteria air pollutant and precursor emissions.

3.1.2. Greenhouse Gases

The screening criteria developed for greenhouse gases were derived using the default emission assumptions in URBEMIS and using off-model GHG estimates for indirect emissions from electrical generation, solid waste and water conveyance. If the project has other significant sources of GHG emissions not accounted for in the methodology described above, then the screening criteria should not be used. Projects below the applicable screening criteria shown in Table 3-1 would not exceed the 1,100 MT of CO_2e/yr GHG threshold of significance for projects other than permitted stationary sources.

If a project, including stationary sources, is located in a community with an adopted qualified GHG Reduction Strategy, the project may be considered less than significant if it is consistent with the GHG Reduction Strategy. A project must demonstrate its consistency by identifying and implementing all applicable feasible measures and policies from the GHG Reduction Strategy into the project.

Table 3-1 Operational-Related Criteria Air Pollutant and Precursor Screening Level Sizes			
Land Use Type	**Operational Criteria Pollutant Screening Size**	**Operational GHG Screening Size**	**Construction-Related Screening Size**
Single-family	325 du (NOX)	56 du	114 du (ROG)
Apartment, low-rise	451 du (ROG)	78 du	240 du (ROG)
Apartment, mid-rise	494 du (ROG)	87 du	240 du (ROG)
Apartment, high-rise	510 du (ROG)	91 du	249 du (ROG)
Condo/townhouse, general	451 du (ROG)	78 du	240 du (ROG)
Condo/townhouse, high-rise	511 du (ROG)	92 du	252 du (ROG)
Mobile home park	450 du (ROG)	82 du	114 du (ROG)
Retirement community	487 du (ROG)	94 du	114 du (ROG)
Congregate care facility	657 du (ROG)	143 du	240 du (ROG)
Day-care center	53 ksf (NOX)	11 ksf	277 ksf (ROG)
Elementary school	271 ksf (NOX)	44 ksf	277 ksf (ROG)
Elementary school	2747 students (ROG)	-	3904 students (ROG)
Junior high school	285 ksf (NOX)	-	277 ksf (ROG)
Junior high school	2460 students (NOX)	46 ksf	3261 students (ROG)
High school	311 ksf (NOX)	49 ksf	277 ksf (ROG)
High school	2390 students (NOX)	-	3012 students (ROG)
Junior college (2 years)	152 ksf (NOX)	28 ksf	277 ksf (ROG)
Junior college (2 years)	2865 students (ROG)	-	3012 students (ROG)
University/college (4 years)	1760 students (NOX)	320 students	3012 students (ROG)
Library	78 ksf (NOX)	15 ksf	277 ksf (ROG)
Place of worship	439 ksf (NOX)	61 ksf	277 ksf (ROG)
City park	2613 acres (ROG)	600 acres	67 acres (PM10)
Racquet club	291 ksf (NOX)	46 ksf	277 ksf (ROG)
Racquetball/health	128 ksf (NOX)	24 ksf	277 ksf (ROG)
Quality restaurant	47 ksf (NOX)	9 ksf	277 ksf (ROG)
High turnover restaurant	33 ksf (NOX)	7 ksf	277 ksf (ROG)
Fast food rest. w/ drive thru	6 ksf (NOX)	1 ksf	277 ksf (ROG)
Fast food rest. w/o drive thru	8 ksf (NOX)	1 ksf	277 ksf (ROG)
Hotel	489 rooms (NOX)	83 rooms	554 rooms (ROG)
Motel	688 rooms (NOX)	106 rooms	554 rooms (ROG)
Free-standing discount store	76 ksf (NOX)	15 ksf	277 ksf (ROG)
Free-standing discount superstore	87 ksf (NOX)	17 ksf	277 ksf (ROG)
Discount club	102 ksf (NOX)	20 ksf	277 ksf (ROG)
Regional shopping center	99 ksf (NOX)	19 ksf	277 ksf (ROG)
Electronic Superstore	95 ksf (NOX)	18 ksf	277 ksf (ROG)
Home improvement superstore	142 ksf (NOX)	26 ksf	277 ksf (ROG)
Strip mall	99 ksf (NOX)	19 ksf	277 ksf (ROG)
Hardware/paint store	83 ksf (NOX)	16 ksf	277 ksf (ROG)
Supermarket	42 ksf (NOX)	8 ksf	277 ksf (ROG)
Convenience market (24 hour)	5 ksf (NOX)	1 ksf	277 ksf (ROG)
Convenience market with gas pumps	4 ksf (NOX)	1 ksf	277 ksf (ROG)
Bank (with drive-through)	17 ksf (NOX)	3 ksf	277 ksf (ROG)
General office building	346 ksf (NOX)	53 ksf	277 ksf (ROG)

Table 3-1
Operational-Related Criteria Air Pollutant and Precursor Screening Level Sizes

Land Use Type	Operational Criteria Pollutant Screening Size	Operational GHG Screening Size	Construction-Related Screening Size
Office park	323 ksf (NOX)	50 ksf	277 ksf (ROG)
Government office building	61 ksf (NOX)	12 ksf	277 ksf (ROG)
Government (civic center)	149 ksf (NOX)	27 ksf	277 ksf (ROG)
Pharmacy/drugstore w/ drive through	49 ksf (NOX)	10 ksf	277 ksf (ROG)
Pharmacy/drugstore w/o drive through	48 ksf (NOX)	10 ksf	277 ksf (ROG)
Medical office building	117 ksf (NOX)	22 ksf	277 ksf (ROG)
Hospital	226 ksf (NOX)	39 ksf	277 ksf (ROG)
Hospital	334 beds (NOX)	84 ksf	337 beds (ROG)
Warehouse	864 ksf (NOX)	64 ksf	259 ksf (NOX)
General light industry	541 ksf (NOX)	121 ksf	259 ksf (NOX)
General light industry	72 acres (NOX)	-	11 acres (NOX)
General light industry	1249 employees (NOX)	-	540 employees (NOX)
General heavy industry	1899 ksf (ROG)	-	259 ksf (NOX)
General heavy industry	281 acres (ROG)	-	11 acres (NOX)
Industrial park	553 ksf (NOX)	65 ksf	259 ksf (NOX)
Industrial park	61 acres (NOX)	-	11 acres (NOX)
Industrial park	1154 employees (NOX)	-	577 employees (NOX)
Manufacturing	992 ksf (NOX)	89 ksf	259 ksf (NOX)

Notes: du = dwelling units; ksf = thousand square feet; NO_X = oxides of nitrogen; ROG = reactive organic gases.
Screening levels include indirect and area source emissions. Emissions from engines (e.g., back-up generators) and industrial sources subject to Air District Rules and Regulations embedded in the land uses are not included in the screening estimates and must be added to the above land uses.
Refer to Appendix D for support documentation.
Source: Modeled by EDAW 2009.

3.2. COMMUNITY RISK AND HAZARD IMPACTS

Please refer to Chapter 5 for discussion of screening criteria for local community risk and hazard impacts.

3.3. CARBON MONOXIDE IMPACTS

This preliminary screening methodology provides the Lead Agency with a conservative indication of whether the implementation of the proposed project would result in CO emissions that exceed the *Thresholds of Significance* shown in Table 2-3.

The proposed project would result in a less-than-significant impact to localized CO concentrations if the following screening criteria is met:

1. Project is consistent with an applicable congestion management program established by the county congestion management agency for designated roads or highways, regional transportation plan, and local congestion management agency plans.

2. The project traffic would not increase traffic volumes at affected intersections to more than 44,000 vehicles per hour.
3. The project traffic would not increase traffic volumes at affected intersections to more than 24,000 vehicles per hour where vertical and/or horizontal mixing is substantially limited (e.g., tunnel, parking garage, bridge underpass, natural or urban street canyon, below-grade roadway).

3.4. ODOR IMPACTS

Table 3-3 presents odor screening distances recommended by BAAQMD for a variety of land uses. Projects that would site a new odor source or a new receptor farther than the applicable screening distance shown in Table 3-3 from an existing receptor or odor source, respectively, would not likely result in a significant odor impact. The odor screening distances in Table 3-3 should not be used as absolute screening criteria, rather as information to consider along with the odor parameters and complaint history. Refer to *Chapter 7 Assessing and Mitigating Odor Impacts* for comprehensive guidance on significance determination.

Table 3-3
Odor Screening Distances

Land Use/Type of Operation	Project Screening Distance
Wastewater Treatment Plant	2 miles
Wastewater Pumping Facilities	1 mile
Sanitary Landfill	2 miles
Transfer Station	1 mile
Composting Facility	1 mile
Petroleum Refinery	2 miles
Asphalt Batch Plant	2 miles
Chemical Manufacturing	2 miles
Fiberglass Manufacturing	1 mile
Painting/Coating Operations	1 mile
Rendering Plant	2 miles
Coffee Roaster	1 mile
Food Processing Facility	1 mile
Confined Animal Facility/Feed Lot/Dairy	1 mile
Green Waste and Recycling Operations	1 mile
Metal Smelting Plants	2 miles
Refer to Appendix D for support documentation.	

Facilities that are regulated by CalRecycle (e.g. landfill, composting, etc.) are required to have Odor Impact Minimization Plans (OIMP) in place and have procedures that establish fence line odor detection thresholds. The Air District recognizes a Lead Agency's discretion under CEQA to use established odor detection thresholds as thresholds of significance for CEQA review for CalRecycle regulated facilities with an adopted OIMP.

3.5. CONSTRUCTION-RELATED IMPACTS

3.5.1. Criteria Air Pollutants and Precursors

This preliminary screening provides the Lead Agency with a conservative indication of whether the proposed project would result in the generation of construction-related criteria air pollutants and/or precursors that exceed the *Thresholds of Significance* shown in Table 2-4.

If all of the following *Screening Criteria* are met, the construction of the proposed project would result in a less-than-significant impact from criteria air pollutant and precursor emissions.

1. The project is below the applicable screening level size shown in Table 3-1; and
2. All *Basic Construction Mitigation Measures* would be included in the project design and implemented during construction; and
3. Construction-related activities would not include any of the following:
    a. Demolition;
    b. Simultaneous occurrence of more than two construction phases (e.g., paving and building construction would occur simultaneously);
    c. Simultaneous construction of more than one land use type (e.g., project would develop residential and commercial uses on the same site) (not applicable to high density infill development);
    d. Extensive site preparation (i.e., greater than default assumptions used by the Urban Land Use Emissions Model [URBEMIS] for grading, cut/fill, or earth movement); or
    e. Extensive material transport (e.g., greater than 10,000 cubic yards of soil import/export) requiring a considerable amount of haul truck activity.

3.5.2. Community Risk and Hazards

Chapter 5, *Assessing and Mitigating Local Community Risk and Hazard Impacts*, contains information on screening criteria for local risk and hazards.

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PART II: ASSESSING & MITIGATING PROJECT LEVEL IMPACTS

4. OPERATIONAL-RELATED IMPACTS

Operational emissions typically represent the majority of a project's air quality impacts. After a project is built, operational emissions, including mobile and area sources, are anticipated to occur continuously throughout the project's lifetime. Operational-related activities, such as driving, use of landscape equipment, and wood burning, could generate emissions of criteria air pollutants and their precursors, GHG, TACs, and PM. Area sources generally include fuel combustion from space and water heating, landscape maintenance equipment, and fireplaces/stoves, evaporative emissions from architectural coatings and consumer products and unpermitted emissions from stationary sources. This chapter provides recommendations for assessing and mitigating operational-related impacts for individual projects. Recommendations for assessing and mitigating operational-related impacts at the plan-level are discussed in Chapter 9. Chapter 9 also contains guidance for assessing a project's consistency with applicable air quality plans.

When calculating project emissions to compare to the thresholds of significance, lead agencies should account for reductions that would result from state, regional, and local rules and regulations. The Air District also recommends for lead agencies to consider project design features, attributes, or local development requirements as part of the project as proposed and not as mitigation measures. For example, projects that are mixed-use, infill, and/or proximate to transit service and local services, or that provide neighborhood serving commercial and retail services would have substantially lower vehicle trip rates and associated criteria pollutant and GHG emissions than what would be reflected in standard, basin-wide average URBEMIS default trip rates and emission estimates. A project specific transportation study should identify the reductions that can be claimed by projects with the above described attributes. The Air District, in association with the California Air Pollution Control Officers Association (CAPCOA), is currently developing guidance for estimating reductions in standard vehicle trip rates and vehicle miles traveled (VMT) that can be claimed for these land use types that do not develop project specific transportation studies. This additional guidance will be posted to the District website in July 2010.

To estimate a project's carbon dioxide equivalent emissions from direct and indirect emission sources, BAAQMD recommends using the BAAQMD GHG Model (BGM). The Air District developed this model to calculate GHG emissions not included in URBEMIS such as indirect emissions from electricity use and waste and direct fugitive emissions of refrigerants. The BGM is discussed in more detail in Section 4.2 below.

4.1. CRITERIA AIR POLLUTANT AND PRECURSOR EMISSIONS

4.1.1. Significance Determination

Step 1: Comparison of Project Attributes with Screening Criteria

The first step in determining the significance of operational-related criteria air pollutants and precursors is to compare the attributes of the proposed project with the applicable S*creening Criteria* listed in Chapter 3. This preliminary screening provides a conservative indication of whether operation of the proposed project would result in the generation of criteria air pollutants and/or precursors that exceed the *Thresholds of Significance* listed in Chapter 2. If all of the *Screening Criteria* are met, the operation of the proposed project would result in a less than significant impact to air quality. If the proposed project does not meet all the *Screening Criteria*, then project emissions need to be quantified.

Step 2: Emissions Quantification

If a proposed project involves the removal of existing emission sources, BAAQMD recommends subtracting the existing emissions levels from the emissions levels estimated for the new proposed land use. This net calculation is permissible only if the existing emission sources were operational at the time that the Notice of Preparation (NOP) for the CEQA project was circulated or in the absence of an NOP when environmental analysis begins, and would continue if the proposed redevelopment project is not approved. This net calculation is not permitted for emission sources that ceased to operate, or the land uses were vacated and/or demolished, prior to circulation of the NOP or the commencement of environmental analysis. This approach is consistent with the definition of baseline conditions pursuant to CEQA.

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Land Use Development Projects

For proposed land use development projects, BAAQMD recommends using the most current version of URBEMIS (which to date is version 9.2.4) to quantify operational-related criteria air pollutants and precursors. URBEMIS is a modeling tool initially developed by the California Air Resources Board for calculating air pollutant emissions from land use development projects. URBEMIS uses EMFAC emission factors and ITE trip generation rates to calculate ROG, NO_X, carbon monoxide, particulate matter, carbon dioxide, and total vehicle trips. URBEMIS is not equipped for calculating air quality impacts from stationary sources or plans. For land use projects, URBEMIS quantifies emissions from area sources (e.g., natural gas fuel combustion for space and water heating, wood stoves and fireplace combustion, landscape maintenance equipment, consumer products, and architectural coating) and operational-related emissions (mobile sources).

Appendix B contains more detailed instructions for using URBEMIS to model operational emissions.

Stationary-Source Facilities

A stationary source consists of a single emission source with an identified emission point, such as a stack at a facility. Facilities can have multiple emission point sources located on-site and sometimes the facility as a whole is referred to as a stationary source. Major stationary sources are typically associated with industrial processes, such as refineries or power plants. Minor stationary sources are typically land uses that may require air district permits, such as gasoline dispensing stations, and dry cleaning establishments. Examples of other District-permitted stationary sources include back-up diesel generators, boilers, heaters, flares, cement kilns, and other types of combustion equipment, as well as non-combustion sources such as coating or printing operations. BAAQMD is responsible for issuing permits for the construction and operation of stationary sources in order to reduce air pollution, and to attain and maintain the national and California ambient air quality standards in the SFBAAB. Newly modified or constructed stationary sources subject to Air District permitting may be required to implement Best Available Control Technology (BACT), which may include the installation of emissions control equipment or the implementation of administrative practices that would result in the lowest achievable emission rate. Stationary sources may also be required to offset their emissions of criteria air pollutants and precursors to be permitted. This may entail shutting down or augmenting another stationary source at the same facility. Facilities also may purchase an emissions reduction credit to offset their emissions. Any stationary source emissions remaining after the application of BACT and

offsets should be added to the indirect and area source emissions estimated above to arrive at total project emissions.

URBEMIS is not equipped to estimate emissions generated by stationary sources. Instead emissions from stationary sources should be estimated using manual calculation methods in consultation with BAAQMD. When stationary sources will be subject to BAAQMD regulations, the regulation emission limits should be used as emission factors. If BAAQMD emission limits are not applicable, alternative sources of emission factors include: EPA AP-42 emission factors for particular industrial processes, manufacturer specifications for specific equipment, throughput data (e.g., fuel consumption, rate of material feedstock input) and other specifications provided by the project engineer. To the extent possible, BAAQMD recommends that the methodology used to estimate stationary-source emissions be consistent with calculations that would need to be performed to fulfill requirements of the permitting process and provided in the CEQA document.

Step 3: Comparison of Unmitigated Emissions with Thresholds of Significance
Sum the estimated emissions for area, mobile, and stationary sources (if any) for each pollutant as explained above and compare the total average daily and annual emissions of each criteria pollutant and their precursors with the applicable *Thresholds of Significance* (refer to Table 2-2). If daily average or annual emissions of operational-related criteria air pollutants or precursors do not exceed any of the *Thresholds of Significance*, the project would result in a less than significant impact to air quality. If the quantified emissions of operational-related criteria air pollutants or precursors do exceed any applicable *Threshold of Significance,* the proposed project would result in a significant impact to air quality and CEQA requires implementation of all feasible mitigation measures.

Step 4: Mitigation Measures and Emission Reductions
Where operational-related emissions exceed applicable *Thresholds of Significance*, lead agencies are responsible for implementing all feasible mitigation measures to reduce the project's air quality impacts. Section 4.2 contains numerous examples of mitigation measures and associated emission reductions that may be applied to projects. The project's mitigated emission estimates from mitigation measures included in the proposed project or recommended by the lead agency should be quantified and disclosed in the CEQA document.

Step 5: Comparison of Mitigated Emissions with Thresholds of Significance
Compare the total average daily and annual amounts of mitigated criteria air pollutants and precursors with the applicable *Thresholds of Significance* (refer to Table 4-1). If the implementation of mitigation measures, including off-site mitigation, would reduce all operational-related criteria air pollutants and precursors to levels below the applicable *Thresholds of Significance*, the impact to air quality would be reduced to a less than significant level. Implementation of mitigation measures means that they are made conditions of project approval and included in a Mitigation Monitoring and Reporting Plan (MMRP). If mitigated levels of any criteria air pollutant or precursor would still exceed the applicable *Threshold of Significance*, the impact to air quality would remain significant and unavoidable.

Table 4-1
Example Operational Criteria Air Pollutant and Precursor Emissions Analysis

Step	Emissions Source	Emissions (lb/day or tpy)*			
		ROG	NO_X	PM_{10}	$PM_{2.5}$
2	Area Sources	A	A	A	A
	Mobile Sources	B	B	B	B
	Stationary Sources	C	C	C	C
	Total Unmitigated Emissions	A + B + C = D	A + B + C = D	A + B + C = D	A + B + C = D
	BAAQMD Threshold	54 lb/day or 10 tpy	54 lb/day or 10 tpy	82 lb/day or 15 tpy	54 lb/day or 10 tpy
3	Unmitigated Emissions Exceed BAAQMD Threshold?	Is D > Threshold? (If Yes, significant. Go to step 4. If No, less than significant)			
4	Mitigated Emissions	E	E	E	E
5	Mitigated Emissions Exceed BAAQMD Threshold?	Is E > Threshold? (If Yes, significant and unavoidable. If No, less than significant with mitigation incorporated)			

* Letters "A", "B", and "C" are used to represent numeric values that would be obtained through modeling for area and mobile sources, and by manual calculations for stationary source-emissions. "D" represents the sum of "A", "B", and "C" (i.e., unmitigated emissions). "E" represents mitigated emissions.
Notes: lb/day = pounds per day; NO_X = oxides of nitrogen; $PM_{2.5}$ = fine particulate matter with an aerodynamic resistance diameter of 2.5 micrometers or less; PM_{10} = respirable particulate matter with an aerodynamic resistance diameter of 10 micrometers or less; ROG = reactive organic gases; tpy = tons per year.
Refer to Appendix D for support documentation.

4.2. GREENHOUSE GAS IMPACTS

4.2.1. Significance Determination

Step 1: Comparison of Project Attributes with Screening Criteria

The first step in determining the significance of operational-related GHG emissions is to compare the attributes of the proposed project with the applicable *Screening Criteria* (Refer to Chapter 3). If all of the *Screening Criteria* are met, the operation of the proposed project would result in a less than significant impact to global climate change. If the proposed project does not meet all the *Screening Criteria*, then project emissions need to be quantified.

If a project is located in a community with an adopted qualified GHG Reduction Strategy (described in section 4.3), the project may be considered less than significant if it is consistent with the GHG Reduction Strategy. A project must demonstrate its consistency by identifying and implementing all applicable feasible measures and policies from the GHG Reduction Strategy into the project.

Step 2: Emissions Quantification

For quantifying a project's GHG emissions, BAAQMD recommends that all GHG emissions from a project be estimated, including a project's direct and indirect GHG emissions from operations. Direct emissions refer to emissions produced from onsite combustion of energy, such as natural gas used in furnaces and boilers, emissions from industrial processes, and fuel combustion from mobile sources. Indirect emissions are emissions produced offsite from energy production and water conveyance due to a project's energy use and water consumption. See Table 4-2 for a list of GHG emission sources and types that should be estimated for projects.

Biogenic CO_2 emissions should not be included in the quantification of GHG emissions for a project. Biogenic CO_2 emissions result from materials that are derived from living cells, as opposed to CO_2 emissions derived from fossil fuels, limestone and other materials that have been transformed by geological processes. Biogenic CO_2 contains carbon that is present in organic materials that include, but are not limited to, wood, paper, vegetable oils, animal fat, and food, animal and yard waste.

The GHG emissions from permitted stationary sources should be calculated separately from a project's operational emissions. Permitted stationary sources are subject to a different threshold than land use developments. For example, if a proposed project anticipates having a permitted stationary source on site, such as a back-up generator, the GHG emissions from the generator should not be added to the project's total emissions. The generator's GHG emissions should be calculated separately and compared to the GHG threshold for stationary sources to determine its impact level.

If a proposed project involves the removal of existing emission sources, BAAQMD recommends subtracting the existing emissions levels from the emissions levels estimated for the new proposed land use. This net calculation is permissible only if the existing emission sources were operational at the time that the Notice of Preparation (NOP) for the CEQA project was circulated (or in the absence of an NOP when environmental analysis begins), and would continue if the proposed redevelopment project is not approved. This net calculation is not permitted for emission sources that ceased to operate, or the land uses were vacated and/or demolished, prior to circulation of the NOP or the commencement of environmental analysis. This approach is consistent with the definition of baseline conditions pursuant to CEQA.

BAAQMD Greenhouse Gas Model

BAAQMD recommends using URBEMIS to estimate direct CO_2 emissions from area and mobile sources. The same detailed guidance described for criteria air pollutants and precursors (Section 4.1 above) could be followed for quantifying GHG emissions as appropriate. URBEMIS estimates the modeled emissions output in units of short tons; the URBEMIS output may be converted to metric tons by multiplying the amount of short tons by 0.91.

To estimate a project's carbon dioxide equivalent emissions from direct and indirect emission sources, BAAQMD recommends using the BAAQMD GHG Model (BGM). The Air District developed this model to calculate GHG emissions not included in URBEMIS such as indirect emissions from electricity use and waste and direct fugitive emissions of refrigerants. The BGM

also adjusts for state regulations not included in URBEMIS, specifically California's low carbon fuel rules and Pavley regulations.

The BGM imports project inputs and emission results from URBEMIS to quantify carbon dioxide equivalent emissions from additional direct and indirect sources not included in URBEMIS, such as water supply, waste disposal, electricity generation and refrigerants. The BGM also contains a range of GHG reduction strategies/mitigation measures that may be applied to projects. The BGM also adjusts emission totals to reflect reductions from adopted state regulations such as Pavley and the low carbon fuel standard. This model is available without cost and may be downloaded at: http://www.baaqmd.gov/Divisions/Planning-and-Research/CEQA-GUIDELINES.aspx. The BGM is run using Microsoft Excel. Refer to the BGM user's manual for detailed instructions on using the model.

Table 4-2 outlines the recommended methodologies for estimating a project's GHG emissions.

Table 4-2
Guidance for Estimating a Project's Operations GHG Emissions

Emission Source	Emission Type	GHG	Methodology
Area Sources (natural gas, hearth, landscape fuel, etc.)	Direct - natural gas and fuel combustion	CO_2, CH_4, N_20	URBEMIS and BGM
Transportation	Direct - fuel combustion	CO_2, CH_4, N_20	URBEMIS and BGM
Electricity consumption	Indirect - electricity	CO_2, CH_4, N_20	BGM
Solid waste landfill (non-biogenic emissions)*	Direct - landfill	CH_4	BGM
Solid waste transport	Indirect - fuel combustion	CO_2, CH_4, N_20	BGM
Water consumption	Indirect - electricity	CO_2, CH_4, N_20	BGM
Wastewater (non-biogenic emissions)*	Indirect - electricity	CO_2, CH_4, N_20	BGM
Industrial process emissions	Direct	CO_2, CH_4, N_20, and refrigerants	BGM and BAAQMD permits**
Fugitive emissions	Direct	CO_2, CH_4, N_20, and refrigerants	BGM

* Biogenic CO_2 emissions should not be included in the quantification of GHG emissions for a project.
** Industrial processes permitted by the Air District must use the methodology provided in BAAQMD rules and regulations. Other industrial process emissions, such as commercial refrigerants, should use the BGM.

CO_2 (carbon dioxide), CH_4 (methane), N_20 (nitrous oxides), and refrigerants (HFCs and PFCs).

In cases where users may need to estimate a project's GHG emissions manually, BAAQMD recommends using ARB's most current Local Government Operations Protocol (LGOP) as appropriate for guidance. The most current LGOP may be downloaded from ARB's website.

Step 3: Comparison of Unmitigated Emissions with Thresholds of Significance

Sum the estimated GHG emissions from area and mobile sources and compare the total annual GHG emissions with the applicable *Threshold of Significance*. If annual emissions of operational-related GHGs do not exceed the *Threshold of Significance*, the project would result in a less than significant impact to global climate change. If annual emissions do exceed the *Threshold of Significance,* the proposed project would result in a significant impact to global climate change and will require mitigation measures for emission reductions.

Step 4: Mitigation Measures and Emission Reductions

Where operational-related emissions exceed applicable *Thresholds of Significance*, lead agencies are responsible for implementing all feasible mitigation measures to reduce the project's GHG emissions. Section 4.2 contains recommended mitigation measures and associated emission reductions. The Air District recommends using the BGM if additional reductions are needed. The air quality analysis should quantify the reduction of emissions associated with any proposed mitigation measures and include this information in the CEQA document.

Step 5: Comparison of Mitigated Emissions with Thresholds of Significance

Compare the total annual amount of mitigated GHGs with the applicable *Threshold of Significance,* as demonstrated in Table 4-3. If the implementation of project proposed or required mitigation measures would reduce operational-related GHGs to a level below either the 1,100 MT CO_2e/yr or 4.6 MT CO_2e/SP/yr *Threshold of Significance*, the impact would be reduced to a less than significant level. If mitigated levels still exceed the applicable *Threshold of Significance*, the impact to global climate change would remain significant and unavoidable.

Table 4-3
Example of Operational Greenhouse Gas Emissions Analysis

Step	Emissions Source	Emissions (MT CO_2e/yr)*
2	Area Sources	A
	Mobile Sources	B
	Indirect Sources	C
	Total Unmitigated Emissions	A + B + C = D
	BAAQMD Threshold	1,100 or 4.6 MT CO_2e/yr/SP
3	Unmitigated Emissions Exceed BAAQMD Threshold?	Is D > 1,100/4.6? (If Yes, significant. Go to step 4. If No, less than significant)
4	Mitigated Emissions	E
5	Mitigated Emissions Exceed BAAQMD Threshold?	Is E > 1,100/4.6? (If Yes, significant and unavoidable. If No, less than significant with mitigation incorporated)

* Letters "A", "B", and "C" are used to represent numeric values that would be obtained through modeling for area and mobile sources, and by manual calculations for indirect source-emissions. "D" represents the sum of "A", "B", and "C" (i.e., unmitigated emissions). "E" represents mitigated emissions.

Notes: CO_2e = carbon dioxide equivalent; MT = metric tons; yr = year.
Refer to Appendix D for support documentation.

4.3. GREENHOUSE GAS REDUCTION STRATEGIES

The Air District encourages local governments to adopt a qualified GHG Reduction Strategy that is consistent with AB 32 goals. If a project is consistent with an adopted qualified GHG Reduction Strategy that meets the standards laid out below, it can be presumed that the project will not have significant GHG emission impacts. This approach is consistent with the State CEQA Guidelines, Section 15183.5 (see text in box below).

> *§15183.5. Tiering and Streamlining the Analysis of Greenhouse Gas Emissions.*
>
> *(a) Lead agencies may analyze and mitigate the significant effects of greenhouse gas emissions at a programmatic level, such as in a general plan, a long range development plan, or a separate plan to reduce greenhouse gas emissions. Later project-specific environmental documents may tier from and/or incorporate by reference that existing programmatic review.*

Project-specific environmental documents may rely on an EIR containing a programmatic analysis of greenhouse gas emissions as provided in section 15152 (tiering), 15167 (staged EIRs) 15168 (program EIRs), 15175-15179.5 (Master EIRs), 15182 (EIRs Prepared for Specific Plans), and 15183 (EIRs Prepared for General Plans, Community Plans, or Zoning).

(b) Plans for the Reduction of Greenhouse Gas Emissions. Public agencies may choose to analyze and mitigate significant greenhouse gas emissions in a plan for the reduction of greenhouse gas emissions or similar document. A plan to reduce greenhouse gas emissions may be used in a cumulative impacts analysis as set forth below. Pursuant to sections 15064(h)(3) and 15130(d), a lead agency may determine that a project's incremental contribution to a cumulative effect is not cumulatively considerable if the project complies with the requirements in a previously adopted plan or mitigation program under specified circumstances.

(1) Plan Elements. A plan for the reduction of greenhouse gas emissions should:

(A) Quantify greenhouse gas emissions, both existing and projected over a specified time period, resulting from activities within a defined geographic area;

(B) Establish a level, based on substantial evidence, below which the contribution to greenhouse gas emissions from activities covered by the plan would not be cumulatively considerable;

(C) Identify and analyze the greenhouse gas emissions resulting from specific actions or categories of actions anticipated within the geographic area;

(D) Specify measures or a group of measures, including performance standards, that substantial evidence demonstrates, if implemented on a project-by-project basis, would collectively achieve the specified emissions level;

(E) Establish a mechanism to monitor the plan's progress toward achieving the level and to require amendment if the plan is not achieving specified levels;

(F) Be adopted in a public process following environmental review

(2) Use with Later Activities. A plan for the reduction of greenhouse gas emissions, once adopted following certification of an EIR or adoption of an environmental document, may be used in the cumulative impacts analysis of later projects. An environmental document that relies on a greenhouse gas reduction plan for a cumulative impacts analysis must identify those requirements specified in the plan that apply to the project, and, if those requirements are not otherwise binding and enforceable, incorporate those requirements as mitigation measures applicable to the project. If there is substantial evidence that the effects of a particular project may be cumulatively considerable notwithstanding the project's compliance with the specified requirements in the plan for the reduction of greenhouse gas emissions, an EIR must be prepared for the project.

Standard Elements of a GHG Reduction Strategy

The Air District recommends the Plan Elements in the state CEQA Guidelines as the minimum standard to meet the GHG Reduction Strategy Thresholds of Significance option. A GHG Reduction Strategy may be one single plan, such as a general plan or climate action plan, or could be comprised of a collection of climate action policies, ordinances and programs that have been legislatively adopted by a local jurisdiction. The GHG Reduction Strategy should identify goals, policies and implementation measures that would achieve AB 32 goals for the entire community. Plans with horizon years beyond 2020 should consider continuing the downward

reduction path set by AB 32 and move toward climate stabilization goals established in Executive Order S-3-05.

To meet this threshold of significance, a GHG Reduction Strategy must include the following elements (corresponding to the State CEQA Guidelines Plan Elements):

(A) Quantify greenhouse gas emissions, both existing and projected over a specified time period, resulting from activities within a defined geographic area.

A GHG Reduction Strategy must include an emissions inventory that quantifies an existing baseline level of emissions and projected GHG emissions from a business-as-usual, no-plan, forecast scenario of the horizon year. The baseline year is based on the existing growth pattern defined by an existing general plan. The projected GHG emissions are based on the emissions from the existing growth pattern or general plan through to 2020, and if different, the year used for the forecast. If the forecast year is beyond 2020, BAAQMD recommends doing a forecast for 2020 to establish a trend. The forecast does not include new growth estimates based on a new or draft general plan.

When conducting the baseline emissions inventory and forecast, ARB's business-as-usual 2020 forecasting methodology should be followed to the extent possible, including the following recommended methodology and assumptions:

- The baseline inventory should include one complete calendar year of data for 2008 or earlier. CO_2 must be inventoried across all sectors (residential, commercial, industrial, transportation and waste); accounting of CH_4, N_20, SF6, HFC and PFC emission sources can also be included where reliable estimation methodologies and data are available.

- Business-as-usual emissions are projected in the absence of any policies or actions that would reduce emissions. The forecast should include only adopted and funded projects.

- The business-as-usual forecast should project emissions from the baseline year using growth factors specific to each of the different economic sectors: Recommendations for growth factors are included in the Air District's GHG Quantification Guidance document (explained below and available on the District's website).

The Air District's *GHG Plan Level Reduction Strategy Guidance* contains detailed recommendations for developing GHG emission inventories and projections and for quantifying emission reductions from policies and mitigation measures. This document is available at the Air District's website, http://www.baaqmd.gov/Divisions/Planning-and-Research/CEQA-GUIDELINES.aspx.

(B) Establish a level, based on substantial evidence, below which the contribution to GHG emissions from activities covered by the plan would not be cumulatively considerable.

A GHG Reduction Strategy must establish a target that is adopted by legislation that meets or exceeds one of the following options, all based on AB 32 goals:

- Reduce emissions to 1990 level by 2020[1]
- Reduce emissions 15 percent below baseline (2008 or earlier) emission level by 2020[2]
- Meet the plan efficiency threshold of 6.6 MT CO_2e/service population/year

If the target year for a GHG reduction goal exceeds 2020, then the GHG emission reduction target should be in line with the goals outlined in Executive Order S-3-05.

(C) Identify and analyze the GHG emissions resulting from specific actions or categories of actions anticipated within the geographic area.

A Strategy should identify and analyze GHG reductions from anticipated actions in order to understand the amount of reductions needed to meet its target. Anticipated actions refer to local and state policies and regulations that may be planned or adopted but not implemented. For example, ARB's Scoping Plan contains a number of measures that are planned but not yet implemented. BAAQMD recommends for the Strategy to include an additional forecast analyzing anticipated actions. Element (C), together with (A), is meant to identify the scope of GHG emissions to be reduced through Element (D).

(D) Specify measures or a group of measures, including performance standards that substantial evidence demonstrates, if implemented on a project-by-project basis, would collectively achieve the specified emissions level.

The GHG Reduction Strategy should include mandatory and enforceable measures that impact new development projects, such as mandatory energy efficiency standards, density requirements, etc. These measures may exist in codes or other policies and may be included in the Strategy by reference.

The GHG Reduction Strategy should include quantification of expected GHG reductions from each identified measure or categories of measures (such as residential energy efficiency measures, bike/pedestrian measures, recycling measures, etc.), including disclosure of calculation methods and assumptions. Quantification should reflect annual GHG reductions and demonstrate how the GHG reduction target will be met. The Strategy should specify which measures apply to new development projects.

(E) Monitor the plan's progress

To ensure that all new development projects are incorporating all applicable measures contained within the GHG Reduction Strategy, the Strategy should include an Implementation Plan containing the following:

- Identification of which measures apply to different types of new development projects, discerning between voluntary and mandatory measures.
- Mechanism for reviewing and determining if all applicable mandatory measures are being adequately applied to new development projects.
- Identification of implementation steps and parties responsible for ensuring implementation of each action.

[1] Specified target in AB 32 legislation

[2] From "Climate Change Scoping Plan", Executive Summary page 5

- Schedule of implementation identifying near-term and longer-term implementation steps.
- Procedures for monitoring and updating the GHG inventory and reduction measures every 3-5 years before 2020 and submitting annual implementation updates to the jurisdiction's governing body.
- Annual review and reporting on the progress of implementation of individual measures, including assessment of how new development projects have been incorporating Strategy measures. Review should also include an assessment of the implementation of Scoping Plan measures in order to determine if adjustments to local Strategy must be made to account for any shortfalls in Scoping Plan implementation.

(F) Adopt the GHG Reduction Strategy in a public process following environmental review

A GHG Reduction Strategy should undergo an environmental review which may include a negative declaration or EIR.

If the GHG Reduction Strategy consists of a number of different elements, such as a general plan, a climate action plan and/or separate codes, ordinances and policies, each element that is applicable to new development projects would have to complete an environmental review in order to allow tiering for new development projects.

Sustainable Communities Strategy (SCS) or Alternative Planning Strategy
If a project is located within an adopted Sustainable Communities Strategy or Alternative Planning Strategy, the GHG emissions from cars and light duty trucks do not need to be analyzed in the environmental analysis. This approach is consistent with the State CEQA Guidelines, Section 15183.5(c). This approach only applies to certain residential and mixed use projects and transit priority projects as defined in Section 21155 of the State CEQA Guidelines.

Section 15183.5(c): Special Situations. As provided in Public Resources Code sections 21155.2 and 21159.28, environmental documents for certain residential and mixed us projects, and transit priority projects, as defined in section 21155, that are consistent with the general use designation, density, building intensity, and applicable policies specified for the project area in an applicable sustainable communities strategy or alternative planning strategy need not analyze global

warming impacts resulting from cars and light duty trucks. A lead agency should consider whether such projects may result in GHG emissions resulting from other source, however, consistent with these Guidelines.

Section 21155: A transit priority project shall (1) contain at least 50 percent residential use, based on total building square footage and, if the project contains between 26 percent and 50 percent nonresidential uses, a floor area ratio of not less than 0.75; (2) provide a minimum net density of at least 20 dwelling units per acre; and (3) be within one-half mile of a major transit stop or high-quality transit corridor included in a regional transportation plan. A major transit stop is as defined in Section 21064.3, except that, for purposes of this section, it also includes major transit stops that are included in the applicable regional transportation plan. For purposes of this section, a high quality transit corridor means a corridor with fixed route bus service with service intervals no longer than 15 minutes during peak commute hours. A project shall be considered to be within on-half mile of a major transit stop or high-quality transit corridor if all parcels within the project have not more than 25 percent of their area farther than one-half mile from the stop or corridor and if not more than 10 percent of the residential units or 100 units, whichever is less, in the project are farther than one-half mile from the stop or corridor.

4.4. MITIGATING OPERATIONAL-RELATED IMPACTS

The following mitigation measures would reduce operational-related emissions of criteria air pollutants, precursors, and GHGs from mobile, area, and stationary sources. Additional mitigation measures may be used, including off-site measures, provided their mitigation efficiency is justified. Where a range of emission reduction potential is given for a measure, the Lead Agency should provide justification for the mitigation reduction efficiency assumed for the project. If mitigation does not bring a project back within the threshold requirements, the project could be cumulatively significant and could be approved only with a Statement of Overriding Considerations and a showing that all feasible mitigation measures have been implemented.

Reductions from mitigation measures should be scaled proportionally to their sector of project-generated emissions. For example, if a measure would result in a 50 percent reduction in residential natural gas consumption, but only 20 percent of a project's emissions are associated with natural gas consumption, and only 10 percent of a project's emissions are from residential land uses, then the scaled reduction would equal one percent (50% * 20% * 10% = 1%).

Once all emission reductions are scaled by their applicable sector and land use, they should be added together for the total sum of emission reductions. Once all emission reductions are scaled by their applicable sector and land use, they should be added together for the total sum of emission reductions.

The Air District prefers for project emissions to be reduced to their extent possible onsite. For projects that are not able to mitigate onsite to a level below significance, offsite mitigation measures serve as a feasible alternative. Recent State's CEQA Guidelines amendments allow for offsite measures to mitigate a project's emissions, (Section 15126.4(c)(4)).

In implementing offsite mitigation measures, the lead agency must ensure that emission reductions from identified projects are real, permanent through the duration of the project, enforceable, and are equal to the pollutant type and amount of the project impact being offset. BAAQMD recommends that offsite mitigation projects occur within the nine-county Bay Area in order to reduce localized impacts and capture potential co-benefits. Offsite mitigation for PM and toxics emission reductions should occur within a five mile radius to the project site.

Another feasible mitigation measure the Air District is exploring establishing is an offsite mitigation program to assist lead agencies and project applicants in achieving emission reductions. A project applicant would enter into an agreement with the Air District and pay into an Air District fund. The Air District would commit to reducing the type and amount of emission indentified in the agreement. The Air District would identify, implement, and manage offsite mitigation projects.

The following tables list feasible mitigation measures for consideration in projects. The estimated emission reductions are a work in progress and the Air District will continue to improve guidance on quantifying the mitigation measures.

URBEMIS Mitigation Measures for Operational Mobile Source Emissions

Measure	Sector Reductions	Applicable Pollutants	Sector	Notes	Additional comments
Mix of Uses	-3% to 9%	CAPs, GHGs	Mobile sources	-3 when no housing or employment centers within 1/2 mile	Residential: % reduction is taken from base trips (9.57) and subtracted from ITE trip generation; Nonresidential: % reduction from ITE trip generation
Local serving retail within 1/2 mile of project	2%	CAPs, GHGs	Mobile sources	Uses lower end of reported research to avoid double counting with mix of uses measure	
Transit Service	0% to 15%	CAPs, GHGs	Mobile sources		
Bike & Pedestrian	0%–9%	CAPs, GHGs	Mobile sources	Credit is given based on intersection density, sidewalk completeness, and bike network completeness; No reduction if entire area within 1/2 mile is single use	
Affordable Housing	0%–4%	CAPs, GHGs	Mobile sources		
Transportation Demand Management Parking, Transit Passes					
Daily Parking Charge	0%–25%	CAPs, GHGs	Only resident/ employee trips, no visitor/ shopper trips		
Parking Cash-Out	0%–12.5%	CAPs, GHGs		Shoup, Donald. 2005. Parking Cash Out. American Planning Association. Chicago, IL.	
Free Transit Passes	25% of Transit Service Reduction	CAPs, GHGs			
Telecommuting					
Employee Telecommuting Program	1%–100%	CAPs, GHGs	Mobile sources, Worker Trips only		
Compressed Work Schedule 3/36	1%–40%	CAPs, GHGs			
Compressed Work Schedule 4/40	1%–20%	CAPs, GHGs			
Compressed Work Schedule 9/80	1%–10%	CAPs, GHGs			

URBEMIS Mitigation Measures for Operational Mobile Source Emissions

Measure	Sector Reductions	Applicable Pollutants	Sector	Notes	Additional comments
Other Transportation Demand Measures					
Secure Bike Parking (at least 1 space per 20 vehicle spaces)	At least 3 elements: 1% reduction, plus 5% of the reduction for transit and pedestrian/bike friendliness; At least 5 elements: 2% reduction, plus 10% of the reduction for transit and pedestrian/bike friendliness	CAPs, GHGs	Mobile sources, Worker Trips only		
Showers/Changing Facilities Provided					
Guaranteed Ride Home Program Provided					
Car-Sharing Services Provided					
Information Provided on Transportation Alternatives (Bike Schedules, Maps)					
Dedicated Employee Transportation Coordinator					
Carpool Matching Program					
Preferential Carpool/Vanpool Parking					
Parking Supply	0%–50%	CAPs, GHGs	Mobile sources		
On Road Trucks	As input by user in URBEMIS	CAPs, GHGs	Mobile sources		

URBEMIS Mitigation Measures for Operational Area-Source Emissions

Measure	Sector Reductions	Applicable Pollutants	Sector	Notes
Increase Energy Efficiency Beyond Title 24	Same as % improvement over Title 24	CAPs, GHGs	Natural gas sector in URBEMIS for applicable land use only	User should specify baseline year for the Title 24 standards
Electrically powered landscape equipment and outdoor electrical outlets	Same as % of landscape equipment emissions	CAPs, GHGs	Landscape emissions: residential only	
Low VOC architectural coatings	Same as % VOC reduction in applicable coatings (Interior/Exterior)	ROG only	Architectural coating	

NON-URBEMIS Energy Efficiency Mitigation Measures

Measure	Sector Reductions	Applicable Pollutants	Sector	Notes	Additional comments
Plant shade trees within 40 feet of the south side or within 60 feet of the west sides of properties.	30%	GHGs	R,C A/C Electricity	USDA Forest Service, Pacific Northwest Research Station. "California Study Shows Shade Trees Reduce Summertime Electricity Use." Science Daily 7 January 2009. 20 February 2009 <http://www.sciencedaily.com/releases/2009/01/090105150831.htm>.	Electricity-related measures reduce CAPs off-site, but they are not typically quantified as part of a CEQA analysis.
Require cool roof materials (albedo >= 30)	34%	GHGs	C A/C Electricity	U.S. EPA Cool Roof Product Information, Available: <http://www.epa.gov/heatisland/resources/pdf/CoolRoofsCompendium.pdf>	
	69%	GHGs	R A/C Electricity		
Install green roofs	1%	GHGs	R,C A/C Electricity	Reductions are based on the Energy & Atmosphere credits (EA Credit 2) documented in the Leadership in Energy & Environmental Design (LEED), Green Building Rating System for New Constructions and Major Renovations, Version 2.2, October 2005. The reduction assumes that a vegetated roof is installed on a least 50% of the roof area or that a combination high albedo and vegetated roof surface is installed that meets the following standard: (Area of SRI Roof/0.75)+(Area of vegetated roof/0.5) >= Total Roof Area.	
Require smart meters and programmable thermostats	10%	CAPs, GHGs	R, C electricity and natural gas space heating	U. S. Environmental Protection Agency. 2009. Programmable Thermostat. http://www.energystar.gov/ia/new_homes/features/ProgThermostats1-17-01.pdf	

NON-URBEMIS Energy Efficiency Mitigation Measures

Measure	Sector Reductions	Applicable Pollutants	Sector	Notes	Additional comments
Meet GBC standards in all New construction	17%	GHGs	R electricity	California Energy Commission [CEC] 2007. Impact Analysis 2008 Update to the California Energy Efficiency Standards for Residential and Nonresidential Buildings	
	7%	GHGs	C electricity		
	9%	CAPs, GHGs	R natural gas		
	3%	CAPs, GHGs	C natural gas		
Retrofit existing buildings to meet CA GBC standards	38%	GHGs	R electricity	California Energy Commission [CEC] 2003. Impact Analysis 2005 Update to the California Energy Efficiency Standards for Residential and Nonresidential Buildings; California Energy Commission [CEC] 2007. Impact Analysis 2008 Update to the California Energy Efficiency Standards for Residential and Nonresidential Buildings	
	12%	GHGs	C electricity		
	18%	CAPs, GHGs	R natural gas		
	12%	CAPs, GHGs	C natural gas		
Install solar water heaters	70%	CAPs, GHGs	R natural gas water heating	Energy Star. 2009. Solar Water Heater. http://www.energystar.gov/ia/new_homes/features/WaterHtrs_062906.pdf; Department of Energy. California Energy Commission [CEC] 2007. Impact Analysis 2008 Update to the California Energy Efficiency Standards for Residential and Nonresidential Buildings	Cannot take credit for both solar and tank-less water heater measures
	70%	CAPs, GHGs	C natural gas water heating		
Install tank-less water heaters	35%	CAPs, GHGs	R natural gas water heating	Tankless Water Heater. 2008. Available: <http://www.eere.energy.gov/consumer/your_home/water_heating/index.cfm/mytopic=12820>	
	35%	CAPs, GHGs	C natural gas water heating		
Install solar panels on residential and commercial buildings	100%	GHGs	R, C electricity		

NON-URBEMIS Energy Efficiency Mitigation Measures

Measure	Sector Reductions	Applicable Pollutants	Sector	Notes	Additional comments
100% increase in diversity of land use mix	5%	CAPs, GHGs	Mobile sources	Ewing, Reid, et al. 2001. *Travel and the Built Environment: A Synthesis.* Transportation Research Record 1780. Paper No. 01-3515 as cited in Urban Land Institute. 2008. *Growing Cooler.* ISBN: 978-0-87420-082-2. Washington, DC	
Jobs housing balance	Trip reduction = (1 – (ABS (1.5 * HH – E)/(1.5 * HH + E)) – 0.25) / 0.25 * 0.03; where ABS = absolute value; HH = study area households ; E = study area employment	CAPs, GHGs	Mobile sources	*Nelson/Nygaard Consultants. 2005. Crediting Low-Traffic Developments: Adjusting Site-Level Vehicle Trip Generation Using URBEMIS. Pg 12, (adapted from Criterion and Fehr & Peers, 2001)*	
100% increase in design (i.e., presence of design guidelines for transit oriented development, complete streets standards)	3%	CAPs, GHGs	Mobile sources	Ewing, Reid, et al. 2001. *Travel and the Built Environment: A Synthesis.* Transportation Research Record 1780. Paper No. 01-3515 as cited in Urban Land Institute. 2008. *Growing Cooler.* ISBN: 978-0-87420-082-2. Washington, DC	

NON-URBEMIS Energy Efficiency Mitigation Measures

Measure	Sector Reductions	Applicable Pollutants	Sector	Notes	Additional comments
100% increase in density	5%	CAPs, GHGs	Mobile sources	Ewing, Reid, et al. 2001. *Travel and the Built Environment: A Synthesis.* Transportation Research Record 1780. Paper No. 01-3515 as cited in Urban Land Institute. 2008. *Growing Cooler.* ISBN: 978-0-87420-082-2. Washington, DC	
HVAC duct sealing	30%	GHGs	R,C A/C electricity	Sacramento Metropolitan Utilities District. 2008. Duct Sealing. Available: <http://www.pge.com/myhome/saveenergymoney/rebates/coolheat/duct/index.shtml>.	
Provide necessary infrastructure and treatment to allow use of 50% greywater/ recycled water in residential and commercial uses for outdoor irrigation	SFR: 74%*50% = 37.5% MFR: 58% * 50% = 29% Commercial: 12% * 50% = 6%	GHGs	R electricity (water consumption) C electricity (water consumption)	Department of Water Resources. 2001. Statewide Indoor/Outdoor Split. Accessed December 2, 2008. Available at: <http://www.landwateruse.water.ca.gov/annualdata/urbanwateruse/2001/landuselevels.cfm?use=8>.	
Complete streets (i.e., bike lanes and pedestrian sidewalks on both sides of streets, traffic calming features such as pedestrian bulb-outs, cross-walks, traffic circles, and elimination of physical and psychological barriers (e.g., sound walls and large arterial roadways, respectively).)	1-5%	CAPs, GHGs	Mobile sources	Dierkers, G., E. Silsbe, S. Stott, S. Winkelman, an M. Wubben. 2007. *CCAP Transportation Emissions Guidebook*. Center for Clean Air Policy. Washington, D.C. Available: <http://www.ccap.org/safe/guidebook.php>. as cited in California Air Pollution Control Officers Association (CAPCOA) 2008. *CEQA and Climate Change.*	

NON-URBEMIS Energy Efficiency Mitigation Measures					
Measure	**Sector Reductions**	**Applicable Pollutants**	**Sector**	**Notes**	**Additional comments**
Maximize interior day light		GHGs	R, C, M		
Increase roof/ceiling insulation		CAPs, GHGs	R, C, M		
Create program to encourage efficiency improvements in rental units		CAPs, GHGs	R		
Install rainwater collection systems in residential and Commercial Buildings		GHGs	R,C,M		
Install low-water use appliances and fixtures		GHGs	R,C,M	California Air Pollution Control Officers Association (CAPCOA) 2008. CEQA and Climate Change.	
Restrict the use of water for cleaning outdoor surfaces/Prohibit systems that apply water to non-vegetated surfaces		GHGs	R,C,M	California Attorney General's Office GHG Reduction Measures	
Implement water-sensitive urban design practices in new construction		GHGs	R,C,M		
NON-URBEMIS Waste Reduction Mitigation Measures					
Provide composting facilities at residential uses		GHGs	R		
Create food waste and green waste curb-side pickup service		GHGs	R,C,M		
Require the provision of storage areas for recyclables and green waste in new construction		GHGs	R,C,M		

Notes: CAPs = Criteria Air Pollutants; GHGs = Greenhouse Gases; ROG = Reactive Organic Gases; R = Residential Development; C = Commercial Development; M = Mixed Use Development; A/C = Air Conditioning; and VOC = Volatile Organic Compounds.
Source: Information compiled by EDAW 2009.

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5. LOCAL COMMUNITY RISK AND HAZARD IMPACTS

The purpose of this Chapter is (1) to recommend methods whereby local community risk and hazard impacts from projects for both new sources and new receptors can be determined based on comparison with applicable thresholds of significance and screening criteria and (2) to recommend mitigation measures for these impacts. This chapter contains the following sections:

Section 5.2 – Presents methods for assessing single-source impacts from either an individual new source or impacts on new receptors from existing individual sources.

Section 5.3 – Discusses methods for assessing cumulative impacts from multiple sources.

Section 5.4 – Discusses methods for mitigating local community risk and hazard impacts.

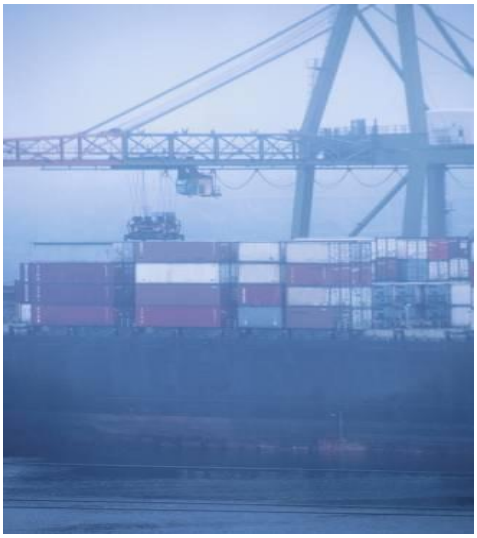
The recommendations provided in this chapter apply to assessing and mitigating impacts for project-level impacts and related cumulative impacts. Refer to Chapter 9 for recommendations for assessing and mitigating local community risk and hazard impacts at the plan-level.

To assist the Lead Agency in evaluating air quality impacts at the neighborhood scale, *Thresholds of Significance* have been established for local community risks and hazards associated with TACs and $PM_{2.5}$ with respect to siting a new source and/or receptor; as well as for assessing both individual source and cumulative multiple source impacts. These *Thresholds of Significance* focus on $PM_{2.5}$ and TACs because these more so than other emission types pose significant health impacts at the local level as discussed separately below.

5.1. TOXIC AIR CONTAMINANTS

TACs are a defined set of airborne pollutants that may pose a present or potential hazard to human health. A wide range of sources, from industrial plants to motor vehicles, emit TACs. Like $PM_{2.5}$, TAC can be emitted directly and can also be formed in the atmosphere through reactions among different pollutants. The methods presented in this Chapter for assessing local community risk and hazard impacts only include direct TAC emissions, not those formed in the atmosphere.

The health effects associated with TACs are quite diverse and generally are assessed locally, rather than regionally. TACs can cause long-term health effects such as cancer, birth defects, neurological damage, asthma, bronchitis or genetic damage; or short-term acute affects such as eye watering, respiratory irritation (a cough), running nose, throat pain, and headaches. For evaluation purposes, TACs are separated into carcinogens and non-carcinogens based on the nature of the physiological effects associated with exposure to the pollutant. Carcinogens are assumed to have no safe threshold below which health impacts would not occur, and cancer risk is expressed as excess cancer cases per one million exposed individuals, typically over a lifetime of exposure. Non-carcinogenic substances differ in that there is generally assumed to be a safe level of exposure below which no negative health impact is believed to occur. These levels are



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determined on a pollutant-by-pollutant basis. Acute and chronic exposure to non-carcinogens is expressed as a hazard index (HI), which is the ratio of expected exposure levels to an acceptable reference exposure levels.

TACs are primarily regulated through State and local risk management programs. These programs are designed to eliminate, avoid, or minimize the risk of adverse health effects from exposures to TACs. A chemical becomes a regulated TAC in California based on designation by the California Office of Environmental Health Hazard Assessment (OEHHA). As part of its jurisdiction under Air Toxics Hot Spots Program (Health and Safety Code Section 44360(b)(2)), OEHHA derives cancer potencies and reference exposure levels (RELs) for individual air contaminants based on the current scientific knowledge that includes consideration of possible differential effects on the health of infants, children and other sensitive subpopulations, in accordance with the mandate of the Children's Environmental Health Protection Act (Senate Bill 25, Escutia, Chapter 731, Statutes of 1999, Health and Safety Code Sections 39669.5 et seq.). The methodology in this Chapter reflects the approach adopted by OEHHA in May 2009, which considers age sensitivity factors to account for early life stage exposures. The specific toxicity values of each particular TAC as identified by OEHHA are listed in BAAQMD's Regulation 2, Rule 5: New Source Review of Toxic Air Contaminants.

5.1.1. Fine Particulate Matter

$PM_{2.5}$ is a complex mixture of substances that includes elements such as carbon and metals; compounds such as nitrates, organics, and sulfates; and complex mixtures such as diesel exhaust and wood smoke. $PM_{2.5}$ can be emitted directly and can also be formed in the atmosphere through reactions among different pollutants. The methods presented in this Chapter for assessing local community risk and hazard impacts only include direct $PM_{2.5}$ emissions, not those formed in the atmosphere.

Compelling evidence suggests that $PM_{2.5}$ is by far the most harmful air pollutant in the SFBAAB in terms of the associated impact on public health. A large body of scientific evidence indicates that both long-term and short-term exposure to $PM_{2.5}$ can cause a wide range of health effects (e.g., aggravating asthma and bronchitis, causing visits to the hospital for respiratory and cardio-vascular symptoms, and contributing to heart attacks and deaths). BAAQMD recommends characterizing potential health effects from exposure to directly $PM_{2.5}$ emissions through comparison to the applicable *Thresholds of Significance*.

5.1.2. Common Source Types

Common stationary source types of TAC and $PM_{2.5}$ emissions include gasoline stations, dry cleaners, and diesel backup generators, which are subject to BAAQMD permit requirements. The other, often more significant, common source type is on-road motor vehicles on freeways and roads such as trucks and cars, and off-road sources such as construction equipment, ships and trains. Because these common sources are prevalent in many communities, this Chapter focuses on screening tools for the evaluation of associated cumulative community risk and hazard impacts. However, it is important to note that other influential source types do exist (e.g., ports, railyards, and truck distribution centers), but these are often more complex and require more advanced modeling techniques beyond those discussed herein.

5.1.3. Area of Influence

For assessing community risks and hazards, a 1,000 foot radius is recommended around the project property boundary. BAAQMD recommends that any proposed project that includes the siting of a new source or receptor assess associated impacts within 1,000 feet, taking into account both individual and nearby cumulative sources (i.e., proposed project plus existing and foreseeable future projects). Cumulative sources represent the combined total risk values of each individual source within the 1,000-foot evaluation zone. A lead agency should enlarge the 1,000-

foot radius on a case-by-case basis if an unusually large source or sources of risk or hazard emissions that may affect a proposed project is beyond the recommended radius.

The recommended methodology for assessing community risks and hazards from $PM_{2.5}$ and TACs follows a phased approach. Within this approach, more advanced techniques, for both new sources and receptors, which require additional site specific information are presented for each progressive phase to assess risks and hazards. Each phase provides concentrations and risks that are directly comparable to the applicable *Thresholds of Significance*, although it is important to note that the use of more site specific modeling input data produces more accurate results. Also, progression from one phase to the next in a sequential fashion is not necessary and a refined modeling analysis can be conducted at any time.

5.1.4. Impacted Communities

In the Bay Area, there are a number of urban or industrialized communities where the exposure to TACs is relatively high in comparison to others. These same communities are often faced with other environmental and socio-economic hardships that further stress their residents and result in poor health outcomes. To address community risk from air toxics, the Air District initiated the Community Air Risk Evaluation (CARE) program in 2004 to identify locations with high levels of risk from TACs co-located with sensitive populations and use the information to help focus mitigation measures. Through the CARE program, the Air District developed an inventory of TAC emissions for 2005 and compiled demographic and heath indicator data. According to the findings of the CARE Program, diesel PM, mostly from on and off-road mobile sources, accounts for over 80 percent of the inhalation cancer risk from TACs in the Bay Area. Figure 5-1 shows the impacted communities as of November 2009, including: the urban core areas of Concord, eastern San Francisco, western Alameda County, Redwood City/East Palo Alto, Richmond/San Pablo, and San Jose. For more information on, and possible revisions to, impacted communities, go to the CARE Program website.

In many cases, air quality conditions in impacted communities result in part from land use and transportation decisions made over many years. BAAQMD believes comprehensive, community-wide strategies will achieve the greatest reductions in emissions of and exposure to TAC and $PM_{2.5}$. BAAQMD strongly recommends that within these impacted areas local jurisdictions develop and adopt Community Risk Reduction Plans, described in Section 5.4. The goal of the Community Risk Reduction Plan is to encourage local jurisdictions to take a proactive approach to reduce the overall exposure to TAC and $PM_{2.5}$ emissions and concentrations from new and existing sources. Local plans may also be developed in other areas to address air quality impacts related to land use decisions and ensure sufficient health protection in the community.

5.2. SINGLE SOURCE IMPACTS

5.2.1. Significance Determination

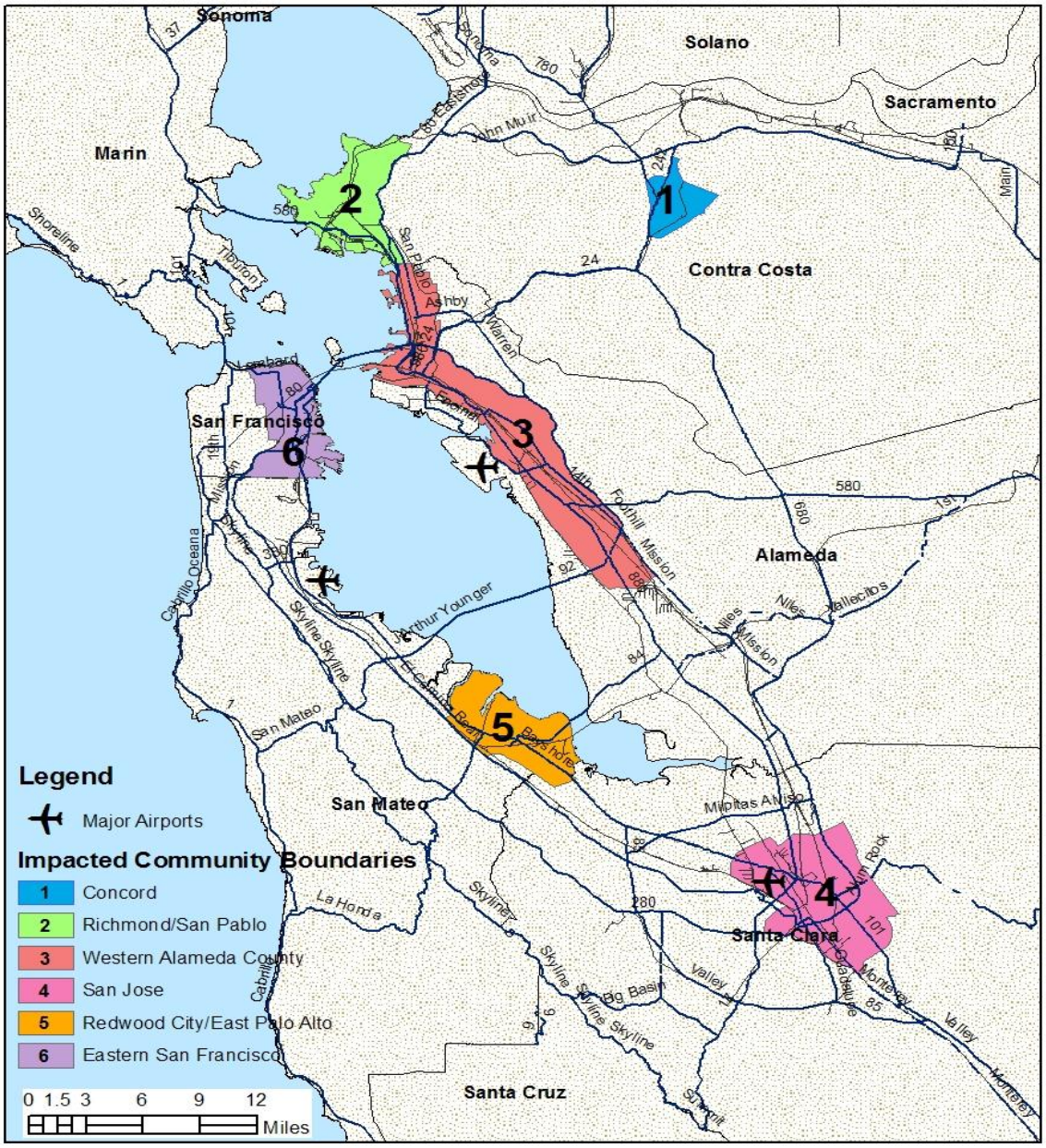
The Lead Agency shall determine whether operational-related TAC and $PM_{2.5}$ emissions generated as part of a proposed project siting a new source or receptor would expose existing or new receptors to levels that exceed BAAQMD's applicable *Thresholds of Significance* stated below:

- Compliance with a qualified Community Risk Reduction Plan;
- An excess cancer risk level of more than 10 in one million, or a non-cancer (i.e., chronic or acute) risk greater than 1.0 HI from a single source would be a significant cumulatively considerable contribution;

- An incremental increase of greater than 0.3 µg/m^3 annual average $PM_{2.5}$ from a single source would be a significant cumulatively considerable contribution.

In all areas, but especially within impacted communities identified under BAAQMD's CARE program, the Lead Agency is encouraged to develop and adopt a Community Risk Reduction Plan. To determine whether an impacted community is located in a jurisdiction, the Lead Agency should refer to Figure 5-1 and the BAAQMD CARE web page at http://www.baaqmd.gov/CARE/. Please consult with BAAQMD if a more precise map is needed.

Impacted Communities **Figure 5-1**



Source: BAAQMD 2009

Exposure of receptors to substantial concentrations of TACs and $PM_{2.5}$ could occur from the following situations:

1. Siting a new TAC and/or $PM_{2.5}$ source (e.g., diesel generator, truck distribution center, freeway) near existing or planned receptors; and
2. Siting a new receptor near an existing source of TAC and/or $PM_{2.5}$ emissions.

BAAQMD recommendations for evaluating and making a significance determination for each of these situations are discussed separately below.

5.2.2. Siting a New Source

When evaluating whether a new source of TAC and/or $PM_{2.5}$ emissions would adversely affect existing or future proposed receptors, a Lead Agency shall examine:

- the extent to which the new source would increase risk levels, hazard index, and/or $PM_{2.5}$ concentrations at nearby receptors,
- whether the source would be permitted or non-permitted by the BAAQMD, and
- whether the project would implement Best Available Control Technology for Toxics (T-BACT), as determined by BAAQMD.

The incremental increase in cancer and non-cancer (chronic and acute) risk from TACs and $PM_{2.5}$ concentrations at the affected receptors shall be assessed. As described above, the recommended methodology for assessing community risks and hazards from $PM_{2.5}$ and TACs follows a phased approach, within which progressively more advanced techniques are presented for each phase (Figure 5-2). Each phase provides concentrations and risks that are directly comparable to the applicable *Thresholds of Significance*, although it is important to note that the use of more site specific modeling input data produces more accurate results. Also, progression from one phase to the next in a sequential fashion is not necessary and a refined modeling analysis can be conducted at any time.

For siting a new source, the first step is to determine the associated emission levels.

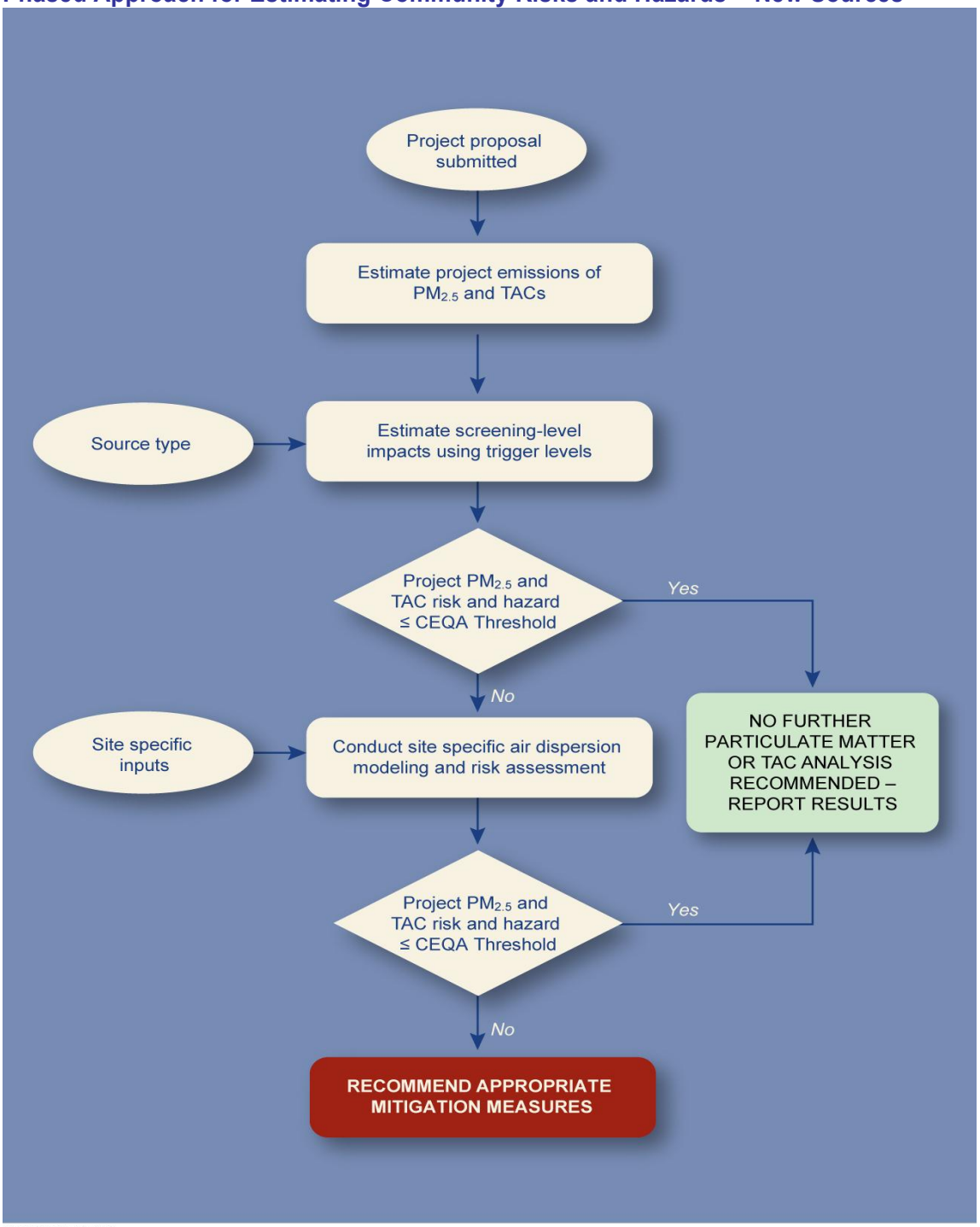
5.2.3. Sources Permitted by BAAQMD

For sources that would be permitted by BAAQMD (e.g., gas stations and back-up diesel generators) the project's type, size, or planned level of use can be used to help estimate $PM_{2.5}$ and TAC emissions. Screening or modeling conducted as part of the permit application can be used to determine cancer and non-cancer risk and $PM_{2.5}$ concentrations for comparing to the applicable *Thresholds of Significance*. BAAQMD can assist in determining the level of emissions associated with the new source. A Lead Agency should identify the maximally exposed existing or reasonably foreseeable future receptor.

Requirements of Toxics New Source Review (Regulation 2, Rule 5) will determine whether the project would implement T-BACT.

Figure 5-2

Phased Approach for Estimating Community Risks and Hazards – New Sources



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Concentration estimates of $PM_{2.5}$ from screening or modeling should be compared with the *Threshold of Significance* for $PM_{2.5}$. If screening estimates determine $PM_{2.5}$ concentrations from the project would not exceed the *Threshold of Significance*, no further analysis is recommended (See Figure 5-2). If emissions would exceed the *Threshold of Significance*, more refined modeling or mitigation measures to offset emission can be considered.

5.2.4. Sources Not Requiring a BAAQMD Permit

Some proposed projects would include the operation of non-permitted sources of TAC and/or $PM_{2.5}$ emissions. For instance, projects that would attract high numbers of diesel-powered on-road trucks or use off-road diesel equipment on site, such as a distribution center, a quarry, or a manufacturing facility, would potentially expose existing or future planned receptors to substantial risk levels and/or health hazards.

For sources that would not require permits from BAAQMD (e.g., distribution centers and large retail centers) where emissions are primarily from mobile sources—the number and activity of vehicles and fleet information would be required. The latest version of the State of California's EMFAC model is recommended for estimating emissions from on-road vehicles; the OFFROAD model is recommended for estimating emissions from off-road vehicles. For these types of new sources (not permitted by BAAQMD) screening methods are not currently available and a more refined analysis is necessary.

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If modeling estimates for community risks and hazards determine that local levels associated with the proposed project meet the applicable *Thresholds of Significance*, no further analysis is recommended. More details on project screening and recommended protocols for modeling stationary and mobile sources are presented in *Recommended Methods for Screening and Modeling Local Risks and Hazards*. This online companion document provides screening tables for emissions from on-road cars and trucks on major roadways and many existing permitted sources in the SFBAAB. It describes how to use screening tables to determine whether a site specific modeling analysis and risk assessment is required. The document also addresses sources that BAAQMD has determined to have negligible impact on health outcomes. It describes the recommended methodology for performing dispersion modeling and estimating emission factors if the project exceeds the thresholds based on the screening analysis; it describes how to calculate the potential cancer risk using age-sensitivity toxicity factors from the concentrations produced from the air modeling analysis; and it provides a sample calculation and the methodology for estimating short term, acute exposures and long term, chronic health impacts. The recommended protocols are consistent with the most current risk assessment methodology used for the BAAQMD's *New Source Review for Toxic Air Contaminants Regulation 2, Rule 5: Toxics New Source Review* and, with few exceptions, follows the California Air Pollution Control Officers Association's (CAPCOA) *Health Risk Assessments for Proposed Land Use Projects* (July 2009).

BAAQMD recommends that all receptors located within a 1,000 foot radius of the project's fence line be assessed for potentially significant impacts from the incremental increase in risks or hazards from the proposed new source. A lead agency should enlarge the 1,000-foot radius on a case-by-case basis if an unusually large source or sources of risk or hazard emissions that may affect a proposed project is beyond the recommended radius.

For new land uses that would host a high number of non-permitted TAC sources, such as a distribution center, the incremental increase in cancer risk shall be determined by an HRA using an acceptable air dispersion model in accordance with BAAQMD's *Recommended Methods for Screening and Modeling Local Risks and Hazards* and/or CAPCOA's guidance document titled *Health Risk Assessments for Proposed Land Use Projects*. A Lead Agency may consult HRAs that have previously been conducted for similar land uses to determine whether it assesses the incremental increase in cancer risk qualitatively or by performing an HRA. This analysis shall account for all TAC and PM emissions generated on the project site, as well as any TAC emissions that would occur near the site as a result of the implementation of the project (e.g., diesel trucks queuing outside an entrance, a high volume of trucks using a road to access a quarry or landfill).

Some proposed projects would include both permitted and non-permitted TAC sources. For instance, a manufacturing facility may include some permitted stationary sources and also attract a high volume of diesel trucks and/or include a rail yard. All sources should be accounted for in the analysis.

5.2.5. Siting a New Receptor

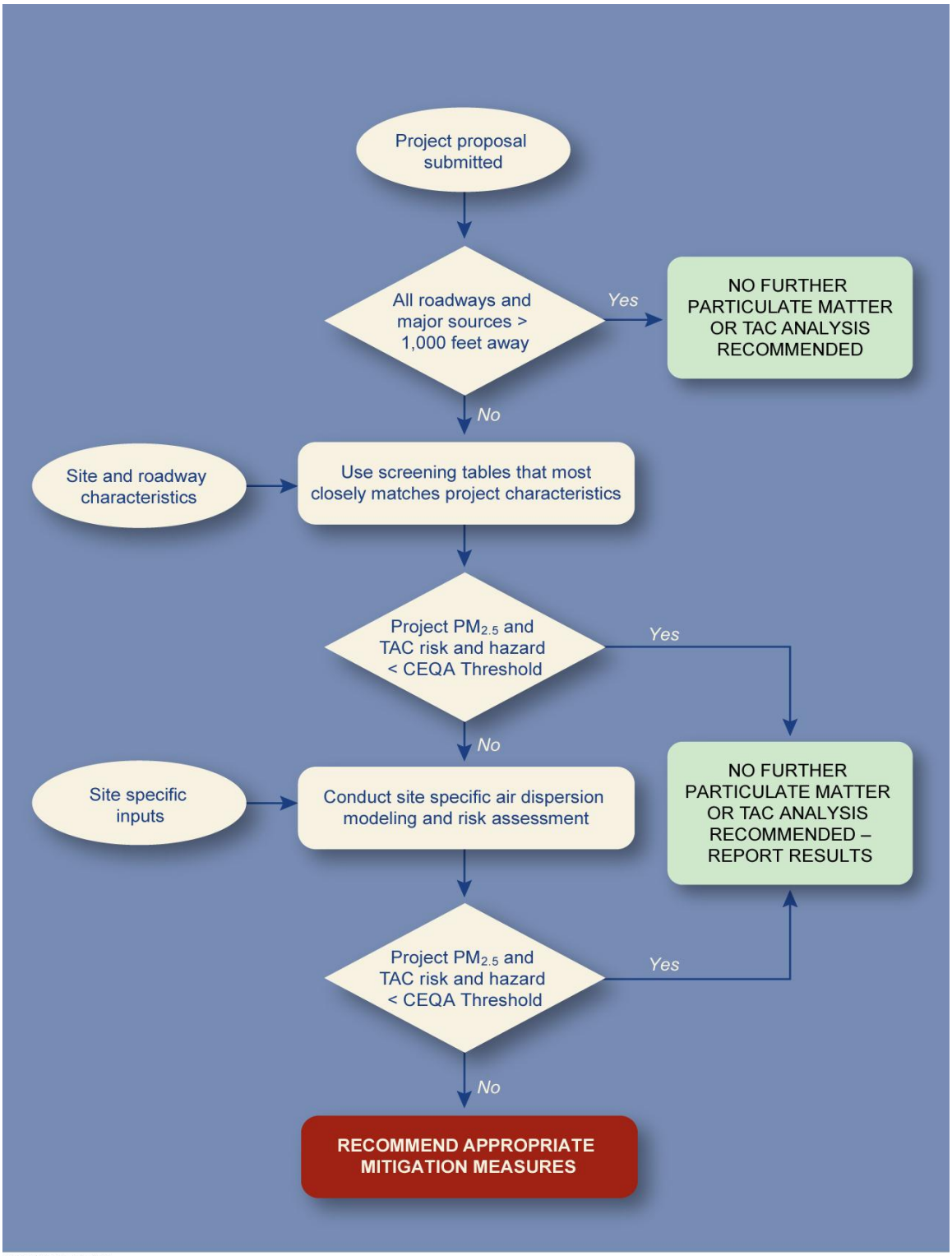
If a project is likely to be a place where people live, play, or convalesce, it should be considered a receptor. It should also be considered a receptor if sensitive individuals are likely to spend a significant amount of time there. Sensitive individuals refer to those segments of the population most susceptible to poor air quality: children, the elderly, and those with pre-existing serious health problems affected by air quality (ARB 2005). Examples of receptors include residences, schools and school yards, parks and play grounds, daycare centers, nursing homes, and medical facilities. 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.

When siting a new receptor, a Lead Agency shall examine existing or future proposed sources of TAC and/or $PM_{2.5}$ emissions that would adversely affect individuals within the planned project. A Lead Agency shall examine:

- the extent to which existing sources would increase risk levels, hazard index, and/or $PM_{2.5}$ concentrations near the planned receptor,
- whether the existing sources are permitted or non-permitted by the BAAQMD, and
- whether there are freeways or major roadways near the planned receptor.

BAAQMD recommends that a Lead Agency identify all TAC and $PM_{2.5}$ sources located within a 1,000 foot radius of the proposed project site. A lead agency should enlarge the 1,000-foot radius on a case-by-case basis if an unusually large source or sources of risk or hazard emissions that may affect a proposed project is beyond the recommended radius. Permitted sources of TAC and $PM_{2.5}$ should be identified and located as should freeways and major roadways, and other potential sources. To conduct a thorough search, a Lead Agency shall gather all facility data within 1,000 feet of the project site (and beyond where appropriate).

The phased approach for evaluating impacts to new receptors is shown in Figure 5-3.



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Phased Approach for Estimating Community Risks and Hazards – Receptors
Figure 5-3

5.2.6. Screening Table for Stationary Sources

BAAQMD will make available data for certain existing permitted, stationary sources of TAC and $PM_{2.5}$ with site locations, coordinates, source type, and screening-level estimates of excess cancer risk, chronic, and acute HI, and $PM_{2.5}$ concentrations. An example of the entries to be provided in this table is shown in Table 5-1.

Table 5-1
Screening Table for Existing Permitted Stationary Sources*
(within 1,000 feet of the Proposed Project)

EXAMPLE
Proposed Project Location Details:
Address-19th Avenue and Judah Street, San Francisco, CA
Centroid UTMs-E 546090, N 4179460

Site #	Facility Name	Street Address	City	UTM E	UTM N	Cancer Risk in a million	Chronic Hazard Index	Acute Hazard Index	$PM_{2.5}$ ug/m^3
462	20th Avenue Cleaner	1845 Irving Street	San Francisco	546113	4179490	7.5	0.02	0.00	
4672	Sundown Cleaners	1952 Irving Street	San Francisco	546016	4179510	7.5	0.02	0.00	
13519	Pacific Bell	1515 19th Avenue	San Francisco	546086	4179240	58.4	0.10	0.04	0.10
2155	Chevron Station #91000	1288 19th Avenue	San Francisco	546052	4179720	5.8	0.03	0.00	
8756	ConocoPhillips #251075	1400 19th Avenue	San Francisco	546064	4179490	2.7	0.01	0.00	
9266	ConocoPhillips #2611185	1401 19th Avenue	San Francisco	546058	4179500	2.2	0.01	0.00	
					Cumulative:	84	0.19	0.04	0.10

Source: BAAQMD 2009

*This example provides conservative screening level estimates and does not represent actual risk levels, HI or PM concentrations for the facilities listed.

Table 5-1 selects a hypothetical location at 19th Avenue and Judah Street in San Francisco, as shown at the top of the table along with the Universal Transverse Mercator (UTM) coordinates of the location. Below this location are listed permitted facilities within 1,000 feet of the example location. Each row contains entries for a specific existing permitted source and conservative estimates of maximum risk, hazard index, and $PM_{2.5}$ concentration within the 1,000 foot radius. Within a row, each risk, HI, or $PM_{2.5}$ concentration for a source can be compared to the significance threshold: cancer risk is compared to 10 in a million; chronic and acute hazard index are compared to 1.0; and $PM_{2.5}$ concentration is compared to 0.3 $\mu g/m^3$. In Table 5-1 all entries are below the target threshold except for the source at 1515 19th Avenue, which has a cancer risk, conservatively estimated at about 58 in a million.

It is important to note that the listing of existing sources provided by the BAAQMD provides conservative screening-level estimates and does not represent the actual risk levels, HI, or PM

concentrations for that facility. These estimates are assumed to be uniform within the 1,000 foot radius and independent of the distance between source and receptor.

To use the screening tables, a Lead Agency would identify sources in the tables within 1,000 feet (or beyond where appropriate) of the project site. Risks, hazards, and $PM_{2.5}$ concentrations for individual sources correspond to the table entries. These values are assumed to remain constant for all locations within the 1,000 foot radius. Table entries within a column can be summed to estimate the cumulative risks from all sources. The screening table for Air District permitted sources is also available as a compressed keyhole language (kmz) file for each of the nine Bay Area counties. The kmz file can be plotted using the Google Earth™ mapping tool, which is freely available as described in *Recommended Methodology for Screening and Modeling Local Risks and Hazards*.

5.2.7. Screening Tables for On-road Mobile Sources

For all State highways within the SFBAAB, BAAQMD will make available a set of maps and tables that provide screening-level risks and $PM_{2.5}$ concentrations. Screening tables are provided for each of the nine counties within BAAQMD's jurisdiction. To develop these tables, BAAQMD selected conservative assumptions and inputs following this general methodology:

- Hourly vehicle miles traveled (VMT) and emissions for 2012 were developed for each county using EMFAC based on default vehicle mix and full range of vehicle speeds.
- Highest vehicle traffic volumes for each roadway based on Caltrans's *2007 Traffic Volumes on California State Highways* were scaled based on VMT to develop hourly vehicle volumes.
- Hourly vehicle volume and emissions were input into a roadway model, CAL3QHCR, to estimate annual average concentrations using the most conservative meteorological data collected from monitoring locations within each county.

For the $PM_{2.5}$ screening tables, the peak one hour of traffic was used to develop hourly vehicle volumes that totaled to the annual average daily traffic while risk and hazard tables are based on annual average daily vehicle volumes.

The purpose of the screening tables is to provide an easy-to-use initial analysis to determine if nearby roadway impacts to a new receptor are below the thresholds of significance. The outcome of the screening may be used to make a determination of no further action or it may indicate that a more refined analysis is warranted. The recommended project screening approach is as follows:

1. Determine if the new receptor is at least 1,000 feet from the nearest significant traffic volume roadway defined as a freeway or arterial roadway with greater than 10,000 vehicles per day. For new residential developments, the receptor should be placed at the edge of the property boundary. If the receptor does not have any significant roadway sources within 1,000 foot radius, then the proposed project meets the distance requirements and no further single-source roadway-related air quality evaluation is recommended.

2. If the receptor is within the 1,000 feet radius of a nearby roadway that has greater than 20,000 vehicles per day, then use the county- and road-specific screening tables to determine the $PM_{2.5}$ concentrations, cancer risks, and hazards for the project. For non-California highways, default local roadway screening tables are provided in the online report *Recommended Methodology for Screening and Modeling Local Risks and Hazards*. If any of the thresholds for $PM_{2.5}$ concentration, risks, and hazards are

exceeded based on the comparisons, then more refined modeling analysis is recommended or the project sponsor may choose to implement mitigation measures.

3. For developments that exceed the screening analysis, site specific modeling analysis is recommended following BAAQMD's *Recommended Methodology for Screening and Modeling Local Risks and Hazards*.

For completion of Step 2 as described above, the methodology requires the use of appropriate screening tables to determine if the distance from the development to the nearby significant roadway will expose new receptors to concentrations exceeding the thresholds. The first step is to ensure that the latest screening tables have been downloaded from BAAQMD's website. An example (Table 5-2) is included in this section for San Francisco County for demonstration purposes only and should not be relied upon for use in a CEQA analysis. The Lead Agency or project sponsor must first gather project information including the county for which the development is proposed and the distance of the project to the nearest state highway or local roadway to determine which screening tables are appropriate. For each county, two tables are provided for $PM_{2.5}$ concentrations, cancer risks, chronic non-cancer hazards, and acute non-cancer hazards based on whether the project is located north or south of the roadway or east or west of the roadway. The direction tables correspond to whether the projects are located generally upwind or downwind of the roadway with respect to the prevailing wind direction. Appropriate values are then posted in each table based on the project being located 100 feet, 200 feet, 500 feet, 700 feet, and 1,000 feet from the edge of the nearest travel lane to the project.

For proposed projects, the appropriate cell should be determined by referencing the corresponding county, roadway, and project distance in the tables that most closely matches the project conditions. If the project is predominantly north or south of the roadway, choose the north or south tables. Likewise, if the project is predominantly east or west, choose the east or west tables. If the project is evenly located for example, northeast or southwest of the roadway, select the higher value between either screening tables based on the project distance to the roadway. For distances not listed in the tables, BAAQMD recommends that the values between the two closest distances be linearly interpolated to estimate the value that best reflects the actual project distance.

The results of the screening analysis indicate whether new receptors will be exposed to roadway TAC emissions at concentrations exceeding the threshold of significance and therefore, a more refined modeling analysis and quantitative HRA may be required. If the concentration is less than the thresholds, then no further analysis is required for the single source comparison for roadways. The results of the analysis should be reported in the environmental documentation or staff report that includes a reference to the screening tables used. If the concentrations exceed the thresholds, then the project sponsor has the option to conduct a more refined modeling analysis or implement appropriate mitigation measures.

An example of how to use the screening tables is provided as follows. A new residential development is hypothetically proposed at the intersection of 23rd Street and Minnesota Street in San Francisco. It is located approximately 440 feet to the east of midpoint of northbound Highway 280. Based on Table 5-2, the $PM_{2.5}$ concentrations from Highway 280 is 0.60 $\mu g/m^3$ at 200 feet away and 0.28 $\mu g/m^3$ 500 feet away from the project.

Table 5-2 East or West of San Francisco County Highway					
Highway	Distance East or West of Freeway – $PM_{2.5}$ Concentrations (ug/m^3)				
	100 Feet	200 Feet	500 Feet	700 Feet	1,000 Feet
1	0.50	0.28	0.12	0.096	0.060
35	0.14	0.11	0.032	0.020	0.016
80	1.0	0.64	0.30	0.20	0.15
101	1.1	0.72	0.34	0.26	0.17
280	0.80	**0.60**	**0.28**	0.19	0.13
Source: BAAQMD 2009; table above for demonstration purposes and should not be used in CEQA analysis.					

To linearly interpolate the $PM_{2.5}$ concentration for the project distance of 440 feet, the following equation was used:

$$(200\text{ ft} - 500\text{ ft}) \times (0.60\text{ ug/m}^3 - PM_{2.5\ 440\text{ feet}}) = (200\text{ ft} - 440\text{ ft}) \times (0.6\text{ ug/m}^3 - 0.28\text{ ug/m}^3)$$

Solving for $PM_{2.5}$ at 440 feet, the $PM_{2.5}$ concentration is estimated as 0.34 ug/m^3.

A similar example methodology was applied to the cancer risk, chronic non-cancer hazard and acute hazard. The resulting values based on a distance of 440 feet are shown in Table 5-3.

Table 5-3 Cancer and Non-Cancer (Chronic and Acute) Hazard Indices at 440 feet			
Description	Screening Value	Thresholds	Exceeds Threshold?
$PM_{2.5}$ Concentration	0.34 ug/m^3	0.3 ug/m^3	Yes
Cancer Risk	1.1 in a million	10 in a million	No
Chronic Non-cancer Hazard Index	0.028	1	No
Acute Non-cancer Hazard Index	0.028	1	No
Source: BAAQMD 2009; table above for demonstration purposes and should not be used in CEQA analysis.			

In this example, the proposed project would exceed the $PM_{2.5}$ threshold, but not the risk or hazard-based thresholds. At this point, the project sponsor can ratio the PM concentration further based on the actual AADT at the closest milepost to the project. If the concentrations continue to exceed the threshold, the project sponsor can determine whether additional modeling is warranted or implementation of mitigation measures is appropriate. Possible options include moving the residential portion of the development to a distance at which the roadway impacts would be negligible or installing high efficiency filtration in the development.

If the project sponsors choose to conduct a more refined modeling analysis, BAAQMD recommends the following general procedures. More detailed methodology is provided on the online resources located at BAAQMD's CEQA webpage. To evaluate $PM_{2.5}$ concentrations, BAAQMD recommends using CAL3QHC, which was designed to model roadside CO and PM concentrations. The CAL3QHCR model can estimate $PM_{2.5}$ concentrations at defined receptor locations by processing hourly meteorological data over a year, hourly emissions, and traffic volume. The latest version of the model is available at: http://www.epa.gov/scram001/dispersion_prefrec.htm.

To run CAL3QHCR, meteorological, traffic, and vehicle emissions data at specified intervals over time are required. BAAQMD recommends the use of the meteorological data that most closely representatives conditions at the site. BAAQMD offers readily compatible meteorological data for each county within the SFBAAB that can be run by CAL3QHCR at http://hank.baaqmd.gov/tec/data/. For the screening analysis, BAAQMD relied on the most conservative meteorological data collected from any stations within the county; however, in this site-specific analysis, the user should select the data that is nearest the project and reflects actual meteorological conditions.

Emissions data must also be input into the CAL3QHCR model. Year 2012 average hourly emissions (e.g., grams/vehicle mile) were used in developing the screening tables. The emissions data can be produced using the EMFAC2007 model, but should be reflective of the base year in which residents will be residing in the new development. The model should also be run assuming the full range of vehicle fleet and if available, the average vehicle speeds along the specific stretch of road. However, if average speeds are not available, the user should select the full range of variable speeds to ensure that the analysis is health protective.

Table 5-4
San Francisco County State Highway Traffic Volumes

Highway Number	Average Daily 2-way Traffic Volumes (Vehicles/day)	Start Location	End Location
1	122,000	Alemany Boulevard	Presidio, South Highway 2, onto Golden Gate Bridge
35	31,000	John Muir Drive	Highway 1, Sloat Boulevard at 19th Avenue
80	254,000	Highway 101 at Division Street	Bay Bridge at Treasure Island, Yerba Buena Island
101	245,000	Third Street	Van Ness Avenue to Highway 1 at Golden Gate Bridge
280	195,000	Alemany Boulevard, San Jose Avenue	Mariposa Street to 4th Street and Brannan Street

Source: BAAQMD 2009

How to use the screening tables:

- Distance is from the center of the highway to the facility or development
- When two or more highways are within the influence area, sum the contribution from each freeway

The CAL3QHCR model also relies on hourly traffic volumes (e.g., vehicles per hour) as determined by the relative VMT. BAAQMD recommends developing a weighed VMT by using the ratio of VMT per hour to the peak VMT over the 24 hour day (as produced by the EMFAC model). This weighed VMT represents the percentage of traffic volume on an hourly basis over a 24 hour period. The hourly traffic volumes for the CAL3QHCR model are then the product of the weighed VMT by the peak traffic volumes for that roadway. The peak one-hour vehicle traffic for the applicable milepost of any California highway can be determined through the Caltrans web site at http://traffic-counts.dot.ca.gov/. Develop hourly emissions rates for input into the air model. The model provides annual average $PM_{2.5}$ concentrations that can be compared directly against the thresholds.

A more detailed analysis is required for estimating the risk and hazard evaluation. TAC emissions were evaluated for only those toxic compounds found in diesel or gasoline fuel including diesel PM, benzene, ethylbenzene, acrolein, etc. The District recommends using the CAL3QHCR model. The model must be run separately to estimate emissions from diesel PM and emission of other TAC. In each analysis, the District recommends developing diesel specific emission factors from EMFAC. Because risk and hazard are expressed as lifetime exposure, the emissions were averaged from 2012 to 2040 that accounts for more efficient vehicle emissions and increased VMT. Beyond 2040, the EMFAC model does not have emissions and consequently, the 2040 emissions were applied from 2040 to 2082, to complete a 70-year lifetime exposure.

Annual average traffic volumes were used in the model. As specified in Regulation 2, Rule 5, BAAQMD recommends that age sensitivity factors be applied to the emissions per year to account for early life-stage exposures. The cancer risk and hazard levels are calculated using the predicted annual average concentrations multiplied by the cancer slope factor for cancer risk or divided by the relative exposure levels for hazard.

The risk and hazard levels are then compared against the applicable thresholds. Further assessment may be warranted if the thresholds are exceeded, but the project sponsor may consider design changes and other mitigation measures as a means of reducing potential risks (see Section 5.4). For detailed discussion on this methodology, the project sponsor should download the online report *Recommended Methodology for Screening and Modeling Local Risks and Hazards*.

5.3. CUMULATIVE IMPACTS

5.3.1. Significance Determination

A Lead Agency shall examine TAC and/or $PM_{2.5}$ sources that are located within 1,000 feet of a proposed project site. Sources of TACs include, but are not limited to, land uses such as freeways and high volume roadways, truck distribution centers, ports, rail yards, refineries, chrome plating facilities, dry cleaners using perchloroethylene, and gasoline dispensing facilities. Land uses that contain permitted sources, such as a landfill or manufacturing plant, may also contain non-permitted TAC and/or $PM_{2.5}$ sources, particularly if they host a high volume of diesel truck activity. A Lead Agency should determine what the combined risk levels are from all nearby TAC sources in the vicinity of sensitive receptors. Lead agencies should use their judgment to decide if there are significant sources outside 1,000 feet that should be included.

A Lead Agency's analysis shall determine whether TAC and/or $PM_{2.5}$ emissions generated as part of a proposed project would expose off-site receptors to risk levels that exceed BAAQMD's applicable *Thresholds of Significance* for determining cumulative impacts.

A project would have a cumulative significant impact if the aggregate total of all past, present, and foreseeable future sources within a 1,000 foot radius (or beyond where appropriate) from the fence line of a source, or from the location of a receptor, plus the contribution from the project, exceeds the following:

- An excess cancer risk levels of more than 100 in one million or a chronic hazard index greater than 10 for TACs; or
- 0.8 $\mu g/m^3$ annual average $PM_{2.5}$.

Within impacted communities identified under BAAQMD's CARE program, the Lead Agency is encouraged to develop and adopt a Community Risk Reduction Plan. To determine whether a new source is located in an impacted community, the Lead Agency should refer to Figure 5-1 and the CARE webpage. Please consult with BAAQMD if a more precise map is needed.

BAAQMD recommends that cumulative impacts of new sources and new receptors be evaluated as described in Section 5.2, and include the impacts of all individual sources (stationary and roadways) within the 1,000 foot radius.

Community risk and hazards analyses should follow guidance developed by BAAQMD for risk screening described in *Recommended Methodology for Screening and Modeling Local Risks and Hazards*, which generally follows CAPCOA's guidance document titled *Health Risk Assessments for Proposed Land Use Projects*. $PM_{2.5}$ concentrations and risk levels estimated for the locations where receptors may be located should be compared to BAAQMD's applicable *Threshold of Significance* for siting a new receptor near existing sources of TAC emissions.

A Lead Agency shall compare the analysis results from TAC and $PM_{2.5}$ emissions with the applicable *Threshold of Significance*. *Thresholds of Significance* apply for projects that would site new permitted or non-permitted sources in close proximity to receptors and for projects that would site new sensitive receptors in close proximity to permitted or non-permitted sources of TAC emissions. If a proposed project would not exceed BAAQMD's applicable *Threshold of Significance* for TACs or $PM_{2.5}$, then the project would result in a less-than-significant air quality impact. If a project would exceed the applicable *Threshold of Significance,* the proposed project would result in a significant air quality impact and the Lead Agency should implement all feasible mitigation to reduce the impact (refer to Section 5.4).

If implementation of BAAQMD-recommended mitigation measures for reducing TAC and $PM_{2.5}$ emissions and resultant exposure to health risks would reduce all TAC impacts to levels below the applicable *Threshold of Significance*, TAC impacts would be reduced to a less-than-significant level. If resultant health risk exposure would still exceed the applicable *Threshold of Significance*, the impacts would remain significant and unavoidable.

5.4. COMMUNITY RISK REDUCTION PLANS

The goal of a Community Risk Reduction Plan would be to bring TAC and $PM_{2.5}$ concentrations for the entire community covered by the Plan down to acceptable levels as identified by the local jurisdiction and approved by the Air District. This approach provides local agencies a proactive alternative to addressing communities with high levels of risk on a project-by-project approach. The Air District has developed detailed guidelines for preparing Community Risk Reduction Plans which can be found on the Air District web site at: http://www.baaqmd.gov/Divisions/Planning-and-Research/CEQA-GUIDELINES.aspx.

Qualified Community Risk Reduction Plans
A qualified Community Risk Reduction Plan adopted by a local jurisdiction should include, at a minimum, the following elements:

(A) Define a planning area;

(B) Include base year and future year emissions inventories of TACs and PM2.5;

(C) Include Air District–approved risk modeling of current and future risks;

(D) Establish risk and exposure reduction goals and targets for the community in consultation with Air District staff;

(E) Identify feasible, quantifiable, and verifiable measures to reduce emissions and exposures;

(F) Include procedures for monitoring and updating the inventory, modeling and reduction measures in coordination with Air District staff;

(G) Be adopted in a public process following environmental review.

5.5. MITIGATING LOCAL COMMUNITY RISK AND HAZARD IMPACTS

For stationary sources, please refer to BAAQMD's permit handbook and BACT/T-BACT workbook. BAAQMD-recommended mitigation measures for reducing the exposure of sensitive receptors to TACs and hazards include the following:

1. Increase project distance from freeways and/or major roadways.

2. Redesign the site layout to locate sensitive receptors as far as possible from any freeways, major roadways, or other non-permitted TAC sources (e.g., loading docks, parking lots).

3. In some cases, BAAQMD may recommend site redesign. BAAQMD will work closely with the local jurisdiction and project consultant in developing a design that is more appropriate for the site.

4. Large projects may consider phased development where commercial/retail portions of the project are developed first. This would allow time for CARB's diesel regulations to effectively reduce diesel emissions along major highways and arterial roadways. Ultimately lower concentrations would be predicted along the roads in the near future such that residential development would be impacted by less risk in later phases of development.

5. Projects that propose sensitive receptors adjacent to sources of diesel PM (e.g., freeways, major roadways, rail lines, and rail yards) shall consider tiered plantings of trees such as redwood, deodar cedar, live oak and oleander to reduce TAC and PM exposure. This recommendation is based on a laboratory study that measured the removal rates of PM passing through leaves and needles of vegetation. Particles were generated in a wind tunnel and a static chamber and passed through vegetative layers at low wind velocities. Redwood, deodar cedar, live oak, and oleander were tested. The results indicate that all forms of vegetation were able to remove 65–85 percent of very fine particles at wind velocities below 1.5 meters per second (approximately 3 miles per hour [mph]) with redwood and deodar cedar being the most effective. Even greater

removal rates were predicted for ultra-fine PM (i.e., aerodynamic resistance diameter of 0.1 micrometer or less).

6. Install and maintain air filtration systems of fresh air supply either on an individual unit-by-unit basis, with individual air intake and exhaust ducts ventilating each unit separately, or through a centralized building ventilation system. The ventilation system should be certified to achieve a certain effectiveness, for example, to remove at least 80% of ambient $PM_{2.5}$ concentrations from indoor areas. The air intake for these units should be located away from areas producing the air pollution (i.e., away from major roadways and highways).

7. Where appropriate, install passive (drop-in) electrostatic filtering systems, especially those with low air velocities (i.e., 1 mph).

8. Locate air intakes and design windows to reduce PM exposure (e.g., windows nearest to the freeway do not open).

9. Install indoor air quality monitoring units in buildings.

10. Require rerouting of nearby heavy-duty truck routes.

11. Enforce illegal parking and/or idling of heavy-duty trucks in vicinity.

6. LOCAL CARBON MONOXIDE IMPACTS

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Emissions and ambient concentrations of CO have decreased dramatically in the SFBAAB with the introduction of the catalytic converter in 1975. No exceedances of the CAAQS or NAAQS for CO have been recorded at nearby monitoring stations since 1991. SFBAAB is currently designated as an attainment area for the CAAQS and NAAQS for CO; however, elevated localized concentrations of CO still warrant consideration in the environmental review process. Occurrences of localized CO concentrations, known as hotspots, are often associated with heavy traffic congestion, which most frequently occur at signalized intersections of high-volume roadways.

6.1. SIGNIFICANCE DETERMINATION

Step 1: Comparison of Project Attributes with Screening Criteria
The first step in determining the significance of CO emissions is to compare the attributes of the proposed project to the applicable S*creening Criteria* (refer to Chapter 3).

This preliminary screening procedure provides a conservative indication of whether the proposed project would result in the generation of CO concentrations that would substantially contribute to an exceedance of the *Thresholds of Significance*. If all of the *Screening Criteria* are met, the proposed project would result in a less-than-significant impact to air quality with respect to concentrations of local CO. If the proposed project does not meet all the screening criteria, then CO emissions should be quantified.

Step 2: Emissions Quantification
This section describes recommended methodologies for quantifying concentrations of local CO for proposed projects that do not meet all of the *Screening Criteria*. The recommended methodology is to use both the On-Road Mobile-Source Emission Factors (EMFAC) and the California Line Source Dispersion Model (CALINE4) models in accordance with recommendations in the University of California, Davis, Transportation Project-Level Carbon Monoxide Protocol (*CO Protocol*) (Garza, et al. 1997).

Air Quality Models
BAAQMD recommends using the most current version of the EMFAC model to obtain mobile-source emission factors for CO associated with operating conditions that would be representative of the roadway or facility subject to analysis.

Users should input the emission factors and other input parameters into the CALINE4 model to quantify CO concentrations near roadways or facilities.

The *CO Protocol* contains detailed methodology for modeling CO impacts.

Input Parameters

The CALINE4 model contains five screens for input data. CALINE4 input parameters are summarized below. For more detailed descriptions see the CALINE4 Users Guide.

Job Parameters

File Name – Name the file (e.g., data file extension) to create the CALINE4 Input file.

Job Title – Provide a name for the modeling scenario (e.g., existing no project, existing plus project).

Run Type – Select the worst-case wind angle.

Aerodynamic Roughness Coefficient – Choose the characteristic (i.e., rural, suburban, central business district, other) that is most representative of the project site.

Model Information – Indicate the unit of measurement (i.e., meters or feet) and inputs the vertical dimension of the project (i.e., altitude above sea level).

Run – Once data input is completed, return to this screen to run the model. Upon running the model, the output will appear as a text file called C4$.out. Save the output file under an appropriate filename for future reference.

Link Geometry

On this screen, input the dimensions (i.e., coordinates) for the roadway intersection that is the subject of the analysis.

Link Name – Input names for each roadway segment.

Link Type – Indicate the character of the roadway segment (i.e., at-grade, depressed, fill, bridge, parking lot).

Endpoint Coordinates (X_1, X_2, Y_1, Y_2) – Input the dimensions (i.e., coordinates) of the roadway segments as though the intersection were oriented at point of origin X = 0, Y = 0 on a Cartesian coordinate system. Roadway segments approaching the intersection from the west side of the screen (if north is treated as “up”, or the top of the screen) would have negative X coordinate endpoints. Similarly, roadway segments approaching the intersection from the south would have negative Y coordinate endpoints.

Link Height – Indicate the vertical dimension of the roadway segment. If the roadway segment is at-grade, should set this parameter to zero. If the roadway segment is depressed, enter a negative value for this parameter.

Mixing Zone Width – The Mixing Zone is defined as the width of the roadway, plus three meters on either side. The minimum allowable value is 10 meters, or 32.81 feet.

Canyon/Bluff (Mix Left/Right) – Set these features to zero.

Link Activity

Traffic Volume – Input hourly traffic volumes applicable to each roadway segment.

Emission Factor – Input the CO emission factor (in units of grams/mile) obtained from EMFAC for the applicable vehicle speed class reflecting operating conditions for the affected intersection.

Run Conditions

Wind Speed – Input 0.5 meters per second to represent worst-case conditions.

Wind Direction – Set parameter to zero. Select "Worst-Case Wind Angle" as the "Run Type" on the "Job Parameters" screen, so this field will be overridden by the model.

Wind Direction Standard Deviation – Use a wind direction standard deviation of 5 degrees to represent worst-case conditions.

Atmospheric Stability Class – Use Stability Class 4 (i.e., class D) to represent average conditions in the SFBAAB.

Mixing Height – Indicate the vertical dimension over which vertical mixing may occur. In most situations, input 300 meters, approximately the height of the atmospheric boundary layer. If the roadway subject to analysis is a bridge underpass, tunnel, or other situation where vertical mixing would be limited, indicates the height of the structure that would hamper vertical mixing (in units of meters).

Ambient Temperature – Indicate the average temperature of the project site during the time of day at which maximum daily traffic volume would occur (in degrees Celsius). A temperature of 7.2 degrees Celsius is recommended.

Ambient Pollutant Concentration – Enter 0 in this field to determine the contribution of CO from the roadway subject to analysis. Add the roadway-related CO concentration to ambient CO levels outside of the CALINE4 model, as discussed later in this section.

Receptor Positions
Receptor Name – Input names for each receptor.

Receptor Coordinates (X, Y, Z) – Input receptor coordinates in a manner similar to the "Link Coordinates" on the "Link Geometry" screen. Locate receptors at three and seven meters from the intersection in all directions from the intersection, in accordance with the recommendations of the *CO Protocol*. The Receptor Coordinates are oriented in the same Cartesian coordinate system as the roadway segment "Link Coordinates." Receptors located to the southwest of the intersection would have negative X and Y coordinates. The Z dimension should be assigned the coordinate of 1.8 meters (5.9 feet); the approximate breathing height of a receptor located adjacent to the roadway.

This screen also contains a window that shows a map of the link and receptor coordinates in the X, Y plane.

Model Output
CALINE4 output includes estimated 1-hour CO concentrations in units of ppm at the receptor locations input into the model. Note the highest concentrations at each of the three meter and seven meter receptor distances from the roadway.

Background Concentrations
Ambient 1-hour CO concentrations can be obtained from ARB air quality monitoring station data and 8-hour concentrations from EPA. Users should obtain the CO monitoring data recorded at the monitoring station nearest the project site. According to the *CO Protocol*, select the second highest concentration recorded during the last two years to represent the ambient CO concentration in the project area.

Estimated Localized CO Concentrations
Users should sum the highest modeled 1-hour CO concentration in units of ppm obtained from CALINE4 to ambient (background) 1-hour CO concentrations in ppm obtained from ARB. This represents the modeled worst-case 1-hour CO concentration near the affected roadway.

Persistence Factor – multiply the highest 1-hour CO concentration estimated by CALINE4 by a persistence factor of 0.7, as recommended in the CO Protocol, to obtain the estimated 8-hour CO concentration.

Add the estimated 8-hour CO concentration (ppm) obtained in the previous step to the ambient 8-hour CO concentration obtained from EPA (ppm). This represents the modeled worst-case 8-hour CO concentration near the affected roadway.

Step 3: Comparison of Unmitigated Emissions with Thresholds of Significance
Following quantification of local CO emissions in accordance with the recommended methods, compare the total modeled worst-case 1-hour and 8-hour CO concentrations with the applicable *Threshold of Significance*. If the modeled concentrations do not exceed any of the *Thresholds of Significance*, the project would result in a less-than-significant impact to air quality. If modeled concentrations do exceed any applicable *Threshold of Significance,* the proposed project would result in a significant impact to air quality with respect to local CO impacts.

Step 4: Mitigation Measures and Emission Reductions
Where local CO emissions exceed applicable *Thresholds of Significance*, refer to Section 6.2 for recommended mitigation measures and associated emission reductions. Only reduction measures included in the proposed project or recommended as mitigation in a CEQA-compliant document can be included when quantifying mitigated emission levels.

Step 5: Comparison of Mitigated Emissions with Thresholds of Significance
Following quantification of local CO emissions in accordance with the recommended methods, compare the total modeled worst-case 1-hour and 8-hour CO concentrations with the applicable *Thresholds of Significance*. If the implementation of recommended mitigation measures reduces all local CO emissions to levels below the applicable *Thresholds of Significance*, the impact to air quality would be reduced to a less-than-significant level. If mitigated levels of local CO emissions still exceed the applicable *Threshold of Significance*, the impact to air quality would remain significant and unavoidable.

6.2. MITIGATING LOCAL CARBON MONOXIDE IMPACTS

The following section describes recommended mitigation measures for reducing local CO impacts to air quality. Consider implementation of the following measures, as feasible, for reducing project-generated traffic volumes and associated CO emissions at affected intersections. Actual emission reductions should be quantified through project-specific transportation modeling.

1. Synchronize traffic signals to improve traffic flow and minimize traffic congestion.

2. Consider additional traffic signals, such as light metering, to relocate congested areas further away from receptors.

3. Improve public transit service to reduce vehicle traffic and increase public transit mode share during peak traffic congestion periods.

4. Improve bicycle and pedestrian infrastructure to reduce vehicle traffic and increase bicycle and pedestrian mode share during peak traffic congestion periods. Improvements may include installing class I or II bike lanes, sidewalks, and traffic calming features.

5. Adjust pedestrian crosswalk signal timing to minimize waiting time for vehicles turning right or otherwise sharing green time with pedestrians. Give pedestrians a head start before traffic signal changes to green.

6. Where pedestrian traffic is high, implement pedestrian crosswalks with multi-directional crossings allowing pedestrians to cross intersections diagonally.
7. Limit heavy-duty truck traffic during peak hours. Designate truck routes that divert truck traffic away from congested intersections.
8. Limit left turns or other maneuvers during peak hours that add to congestion.
9. Limit on-street parking during peak hours to allow for added vehicle capacity.
10. Implement traffic congestion-alleviating mitigation measures as identified by a traffic engineer.

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7. ODOR IMPACTS

Odor impacts could result from siting a new odor source near existing sensitive receptors or siting a new sensitive receptor near an existing odor source. Examples of land uses that have the potential to generate considerable odors include, but are not limited to:

1. Wastewater treatment plants;
2. Landfills;
3. Confined animal facilities;
4. Composting stations;
5. Food manufacturing plants;
6. Refineries; and
7. Chemical plants.

Odors are generally regarded as an annoyance rather than a health hazard. Manifestations of a person's reaction to odors can range from psychological (e.g., irritation, anger, or anxiety) to physiological (e.g., circulatory and respiratory effects, nausea, vomiting, and headache).

The ability to detect odors varies considerably among the population and overall is quite subjective. People may have different reactions to the same odor. An odor that is offensive to one person may be perfectly acceptable to another (e.g., coffee roaster). An unfamiliar odor is more easily detected and is more likely to cause complaints than a familiar one. Known as odor fatigue, a person can become desensitized to almost any odor and recognition only occurs with an alteration in the intensity.

Quality and intensity are two properties present in any odor. The quality of an odor indicates the nature of the smell experience. For instance, if a person describes an odor as flowery or sweet, then the person is describing the quality of the odor. Intensity refers to the strength of the odor. For example, a person may use the word strong to describe the intensity of an odor. Odor intensity depends on the concentration in the air. When an odor sample is progressively diluted, the odor concentration decreases. As this occurs, the odor intensity weakens and eventually becomes so low that the detection or recognition of the odor is quite difficult. At some point during dilution, the concentration of the odor reaches a level that is no longer detectable.

The presence of an odor impact is dependent on a number of variables including:

1. Nature of the odor source (e.g., wastewater treatment plant, food processing plant);
2. Frequency of odor generation (e.g., daily, seasonal, activity-specific);
3. Intensity of odor (e.g., concentration);
4. Distance of odor source to sensitive receptors (e.g., miles);
5. Wind direction (e.g., upwind or downwind); and
6. Sensitivity of the receptor.

The recommendations provided in this chapter only apply to assessing and mitigating odor impacts for individual projects. Please refer to Chapter 9 for recommendations for assessing and mitigating odor impacts at the plan-level.

7.1. SIGNIFICANCE DETERMINATION

Odor impacts could occur from two different situations:

1. Siting a new odor source (e.g., the project includes a proposed odor source near existing sensitive receptors), or
2. Siting a new receptor (e.g., the project includes proposed sensitive receptors near an existing odor source).

Regardless of the situation, BAAQMD recommends completing the following steps to comprehensively analyze the potential for an odor impact.

Step 1: Disclosure of Odor Parameters

The first step in assessing potential odor impacts is to gather and disclose applicable information regarding the characteristics of the buffer zone between the sensitive receptor(s) and the odor source(s), local meteorological conditions, and the nature of the odor source. Consideration of such parameters assists in evaluating the potential for odor impacts as a result of the proposed project. Projects should clearly state the following information in odor analyses, which provide the minimum amount of information required to address potential odor impacts:

1. Type of odor source(s) the project is exposed to or the type of odor source(s) produced by the project (e.g., wastewater treatment plant, landfill, food manufacturing plant);
2. Frequency of odor events generated by odor source(s) (e.g., operating hours, seasonal);
3. Distance and landscape between the odor source(s) and the sensitive receptor(s) (e.g., topography, land features); and
4. Predominant wind direction and speed and whether the sensitive receptor(s) in question are upwind or downwind from the odor source(s).

Step 2: Odor Screening Distances

BAAQMD has developed a list of recommended odor screening distances for specific odor-generating facilities shown in Table 3-3. Projects that would locate sensitive receptor(s) to odor source(s) closer than the screening distances would be considered to result in a potential significant impact. If the proposed project would include the operation of an odor source, the screening distances should also be used to evaluate the potential impact to existing sensitive receptors. Projects that would locate sensitive receptor(s) near odor source(s) farther than the screening distances, or vice versa, would be considered to have a sufficient buffer to avoid significant impacts. The odor screening distances in Table 3-3 should not be used as absolute thresholds, rather an indicator to how much further analysis is required. The Lead Agency should also consider the other parameters listed above in Step 1 and information from Step 3 below to comprehensively evaluate potential odor impacts.

Step 3: Odor Complaint History

The impact of an existing odor source on surrounding sensitive receptors should also be evaluated by identifying the number of confirmed complaints received for that specific odor source.

Facilities that are regulated by CalRecycle (e.g. landfill, composting, etc.) are required to have Odor Impact Minimization Plans (OIMP) in place and have procedures that establish fence line odor detection thresholds. The Air District recognizes a Lead Agency's discretion under CEQA to use established odor detection thresholds as thresholds of significance for CEQA review for CalRecycle regulated facilities with an adopted OIMP.

If the proposed project would be located near an existing odor source, lead agencies should contact BAAQMD to obtain the odor complaints over the past 3 years for the source in question. Then calculate the annual average confirmed odor complaints filed for the source. BAAQMD considers a source to have a substantial number of odor complaints if the complaint history includes five or more confirmed complaints per year averaged over a 3-year period. Also, disclose the distance at which receptors were affected by the existing odor source. As discussed in Step 1, describe the topography and landscape between the receptors and the odor source. These distances and landscaping should then be compared with the distance and landscape that would separate the proposed project and the odor source.

If the proposed project would locate an odor source, first identify the location of potential sensitive receptors (i.e., distance, upwind/downwind) with respect to the project site. If the proposed odor source does not have any existing or planned sensitive receptors within the screening distances shown in Table 3-3, it may be considered less than significant for odor impacts. To evaluate how implementation of the proposed source project would affect identified sensitive receptors contact BAAQMD to obtain odor complaints in the region for facilities similar in size and type of odor produced in the past 3 years. These surrogate odor complaints should be evaluated for their distance from source to receptor, and then compared with the distance from the proposed project to receptors. Odor complaints from the surrogate odor source are considered substantial if the complaint history includes more than five confirmed complaints per year averaged over a 3-year period.

BAAQMD considers a substantial number of odor complaints, specifically, more than five confirmed complaints per year averaged over the past three years as the indication of an odor impact. As discussed above, the Lead Agency should compare the odor parameters (i.e., distance and wind direction) associated with the odor complaints that have been filed with those of the proposed project. Similar to the odor screening distances, odor complaints should not be used as an absolute threshold, but evidence to support a significance determination.

Step 4: Significance Determination

An odor source with five or more confirmed complaints per year averaged over three years is considered to have a significant impact. BAAQMD recognizes that there is not one piece of information that can solely be used to determine the significance of an odor impact. The factors (i.e., Step 1 through 3) discussed above could enhance the potential for a significant odor impact or help prevent the potential for a significant odor impact. For example, a project that would be located near an existing odor source may not discover any odor complaints for the existing odor source. It is possible that factors such as a small number of existing nearby receptors, predominate wind direction blowing away from the existing receptors, and/or seasonality of the odor source has prevented any odor complaints from being filed about the existing odor source. The results of each of the steps above should be clearly disclosed in the CEQA document. Projects should use the collective information from Steps 1 through 3 to qualitatively evaluate the potential for a significant odor impact. The Lead Agency should clearly state the reasoning for the significance determination using information from Steps 1 through 3 to support the determination.

7.2. MITIGATING ODOR IMPACTS

BAAQMD considers appropriate land use planning the primary method to mitigate odor impacts. Providing a sufficient buffer zone between sensitive receptors and odor sources should be considered prior to analyzing implementation of odor mitigation technology. Projects that would include potential sensitive receptors should consider the odor parameters, discussed in Step 1 above, during the planning process to avoid siting receptors near odor sources. Similarly, projects

that would include an odor source should consider the location of nearby existing sensitive receptors that could be affected by the project.

The source types for which mitigation has been provided below have been selected based on the nature of the odors produced as a result of their operational activities. These land use types are those most likely to result in odor impacts if sensitive receptors are located in close proximity. This should not be considered an exhaustive list and due to the subjective nature of odor impacts, there is no formulaic method to assess if odor mitigation is sufficient. In determining whether the implementation of mitigation would reduce the potential odor impact to a less-than-significant level, rely on the information obtained through the steps above.

7.2.1. Wastewater Treatment Plant

Main odor sources for wastewater treatment plants typically are the headworks area where the wastewater enters the facility and large solids and grit are removed, the primary clarifiers where suspended solids are removed, and the aeration basins when poor mixing characteristics lead to inadequate dissolved oxygen levels. Lead agencies should consider applying the following odor mitigation measures to wastewater treatment plants.

1. Activated Carbon Filter/Carbon adsorption
2. Biofiltration/Bio Trickling Filters
3. Fine Bubble Aerator
4. Hooded Enclosures
5. Wet and Dry Scrubbers
6. Caustic and Hypochlorite Chemical Scrubbers
7. Ammonia Scrubber
8. Energy Efficient Blower System
9. Thermal Oxidizer
10. Capping/Covering Storage Basins and Anaerobic Ponds
11. Mixed Flow Exhaust
12. Wastewater circulation technology
13. Exhaust stack and vent location with respect to receptors

7.2.2. Landfill/Recycling/Composting Facilities

Odors generated from landfills and composting facilities are typically associated with methane production from the anaerobic decomposition of waste. Lead agencies should consider applying the mitigation measures below to reduce and treat methane in facilities. Landfill projects should also implement best management practices to avoid and minimize the creation of anaerobic conditions.

1. Passive Gas Collection
2. Active Gas Collection
3. Flaring or energy production/utilization
4. Vegetation Growth on Landfill Cover
5. Cover/Cap Landfill
6. Odor Neutralizing Spray
7. Negative aeration for compost facilities
8. Turning and mixing of compost piles

Facilities that are regulated by CalRecycle (e.g. landfill, composting, etc.) are required to have Odor Impact Minimization Plans (OIMP) in place and have procedures that establish fence line odor detection thresholds. The Air District recognizes a Lead Agency's discretion under CEQA to use established odor detection thresholds as thresholds of significance for CEQA review for CalRecycle regulated facilities with an adopted OIMP.

7.2.3. Petroleum Refinery

Odors generated from materials and processes associated with petroleum refineries include, but are not limited to, H_2S, SO_2, mercaptan, ammonia (NH_3), and petroleum coke. Installing the following current and feasible odor mitigation measures for petroleum refineries should be considered.

1. Water Injections to Hydrocracking Process
2. Vapor recovery system
3. Injection of masking odorants into process streams
4. Flare meters and controls
5. Wastewater circulation technology for Aerated Ponds
6. Exhaust stack and vent location with respect to receptors
7. Thermal oxidizers
8. Carbon absorption
9. Biofiltration/Bio Trickling Filters

7.2.4. Chemical Plant

Chemical plants can generate a variety of different odors (e.g., acrylates, phenols, and styrene) as a result of process emissions. The range of odor mitigation measures required for chemical plants may vary substantially depending on the type of odors produced. The odor mitigation measures could be applied to chemical plants.

1. Wet scrubbers (50–90 percent efficiency)
2. Catalytic oxidation (99 percent efficiency)
3. Thermal oxidation (90–99 percent efficiency)
4. Carbon adsorption (95 percent efficiency)
5. Exhaust stack and vent location with respect to receptors

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7.2.5. Food Services

Restaurants, especially fast food restaurants, can generate substantial sources of odors as a result of cooking processes and waste disposal. Char broilers, deep-fryers, and ovens tend to produce food odors that can be considered offensive to some people. The food waste produced by restaurants can putrefy if not properly managed, which can also produce objectionable odors. The follow mitigation measures are management practices and odor technology that can be used to reduce the amount odors generated by food services.

1. Integral grease filtration system or grease removal system
2. Baffle filters
3. Electrostatic precipitator
4. Water cooling/cleaning unit
5. Disposable pleated or bag filters

6. Activated carbon filters
7. Oxidizing pellet beds
8. Incineration
9. Catalytic conversion
10. Proper packaging and frequency of food waste disposal
11. Exhaust stack and vent location with respect to receptors

In conclusion, odor impacts can also be minimized, contained, or prevented by implementing technologies and design measures at the source, or through planning-based measures. Where odor sources and receptors cannot be physically separated to a degree where impacts would be minimized to less-than-significant level, disclosures of odor sources to prospective tenants of sensitive land uses should be used. Mitigation for odors that is both effective and feasible shall be selected on a case-by-case basis.

8. CONSTRUCTION-RELATED IMPACTS

Construction-related activities are those associated with the building of a project or plan components. Construction activities are typically short-term or temporary in duration; however, project-generated emissions could represent a significant impact with respect to air quality and/or global climate change. Construction-related activities will result in the generation of criteria air pollutants including carbon monoxide (CO), sulfur dioxide (SO_2), particulate matter (PM_{10}, and $PM_{2.5}$); precursor emissions such as, reactive organic gases (ROG) and oxides of nitrogen (NO_X), and GHGs from exhaust, fugitive dust, and off-gas emissions. Sources of exhaust emissions could include on-road haul trucks, delivery trucks, worker commute motor vehicles, and off-road heavy-duty equipment. Sources of fugitive emissions (e.g., PM dust) could include construction-related activities such as soil disturbance, grading, and material hauling. Sources of off-gas emissions could include asphalt paving and the application of architectural coatings.

The recommendations provided in this chapter only apply to assessing and mitigating construction-related impacts for individual projects. Construction-related assumptions and project-specific information assumed in CEQA analyses should accompany the quantitative analysis described below. Refer to Chapter 9 for recommendations for assessing and mitigating construction-related impacts at the plan level.

8.1. CRITERIA AIR POLLUTANTS AND PRECURSORS

8.1.1. Significance Determination

Step 1: Comparison of Project Attributes with Screening Criteria

The first step in determining the significance of construction-related criteria air pollutants and precursors is to compare the attributes of the proposed project with the applicable *Screening Criteria* listed in Chapter 3. If all of the *Screening Criteria* are met, construction of the proposed project would result in a less-than-significant impact to air quality. If not, than construction emissions need to be quantified.

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Step 2: Emissions Quantification

BAAQMD recommends using URBEMIS to quantify construction emissions for proposed land use development projects and the Roadway Construction Emissions Model (RoadMod) for proposed linear projects such as, new roadway, roadway widening, or pipeline installation). The most current URBEMIS (currently version 9.2.4) should be used for emission quantification. Table 8-5 outlines summary guidelines for using URBEMIS. Refer to Appendix B for detailed instructions for modeling construction-generated emissions using URBEMIS and RoadMod.

Step 3: Comparison of Unmitigated Emissions with Thresholds of Significance

Following quantification of project-generated construction-related emissions, the total average daily emissions of each criteria pollutant and precursor should be compared with the applicable *Threshold of Significance*. For instance, with respect PM_{10} and $PM_{2.5}$, compare the total amount of emissions from both exhaust and fugitive sources with the applicable *Threshold of Significance*. If construction-related emissions have been quantified using multiple models or

model runs, sum the criteria air pollutants and precursor levels from each where said activities would overlap. In cases where the exact timing of construction activities is not known, sum any phases that could overlap to be conservative.

If daily average emissions of construction-related criteria air pollutants or precursors would not exceed any of the *Thresholds of Significance*, the project would result in a less-than-significant impact to air quality. If daily average emissions of construction-related criteria air pollutants or precursors would exceed any applicable *Threshold of Significance,* the proposed project would result in a significant impact to air quality and would require mitigation measures for emission reductions.

Step 4: Mitigation and Emission Reductions

For all proposed projects, BAAQMD recommends the implementation of all *Basic Construction Mitigation Measures* (Table 8.2) whether or not construction-related emissions exceed applicable *Thresholds of Significance*. In addition, all projects must implement any applicable air toxics control measures (ATCM). For example, projects that have the potential to disturb asbestos (from soil or building material) must comply with all the requirements of ARB's ATCM for Construction, Grading, Quarrying, and Surface Mining Operations. Only reduction measures included in the proposed project's description or recommended as mitigation in a CEQA-compliant environmental document can be included when quantifying mitigated emission levels. Refer to Appendix B for detailed instructions on how to use URBEMIS to quantify the effects of construction emissions mitigation measures.

Step 5: Comparison of Mitigated (Basic Mitigation) Emissions with Thresholds of Significance

Following quantification of project-generated construction-related emissions, compare the total average daily amount of mitigated (with implementation of *Basic Construction Mitigation Measures)* criteria air pollutants and precursors with the applicable *Thresholds of Significance*. If the implementation of BAAQMD-recommended *Basic Construction Mitigation Measures* would reduce all construction-related criteria air pollutants and precursors to levels below the applicable *Thresholds of Significance*, the impact to air quality would be less than significant. If emissions of any criteria air pollutant or precursor would exceed the applicable *Threshold of Significance*, the impact to air quality would be significant. Table 8-1 provides an example of significance determination methodology.

Step 6: Implement Additional Construction Mitigation Measures

BAAQMD recommends that all proposed projects, where construction-related emissions would exceed the applicable *Thresholds of Significance*, implement the *Additional Construction Mitigation Measures* (Table 8-3). The methodology for quantifying reductions of fugitive PM dust, exhaust, and off gas emissions associated with the implementation of these mitigation measures are discussed separately below (Table 8-3). Keep all of the changes recommended above with regards to the *Basic Construction Mitigation Measures*, as the emission reductions associated with these *Additional Construction Mitigation Measures* are considered additive. Please note that in RoadMod all of these associated reductions should be taken outside of the model, described in further detail in Appendix B.

Step 7: Comparison of Mitigated Emissions with Thresholds of Significance

Following quantification of project-generated construction-related emissions in accordance with the above BAAQMD-recommended methods, compare the total average daily amount of mitigated (with *Additional Construction Mitigation Measures* implemented) criteria air pollutants and precursors with the applicable *Thresholds of Significance*. If the implementation of additional mitigation measures would reduce all construction-related criteria air pollutants and precursors to levels below the applicable *Thresholds of Significance*, the impact to air quality would be reduced

to a less-than-significant level. If mitigated levels of any criteria air pollutant or precursor still exceed the applicable *Threshold of Significance*, the impact to air quality would remain significant and unavoidable.

Table 8-1
Example Construction Criteria Air Pollutant and Precursor Significance Determination

Step	Emissions Source	Emissions (lb/day or tpy)			
		ROG	NO_X	PM_{10}	$PM_{2.5}$
2	Fugitive Dust Emissions	-	-	A	A
	Mobile Sources	B	B	B	B
	Off-gassing	C	-	-	-
3	Total Unmitigated Emissions	B + C = D	B = D	A + B = D	A + B = D
4	Total Basic Mitigated Emissions	E	E	E	E
	BAAQMD Threshold	54 lb/day	54 lb/day	82 lb/day*	54 lb/day*
5	Basic Mitigated Emissions Exceed BAAQMD Threshold?	Is E > 54 lb/day? (If Yes, significant. Go to step 6. If No, less than significant)	Is E > 54 lb/day? (If Yes, significant. Go to step 6. If No, less than significant)	Is B* > 82 lb/day? (If Yes, significant. Go to step 6. If No, less than significant)	Is B* > 54 lb/day? (If Yes, significant. Go to step 6. If No, less than significant)
6	Total Additional Mitigated Emissions	F	F	F	F
7	Additional Mitigated Emissions Exceed BAAQMD Threshold?	Is F > 54 lb/day? (If Yes, significant and unavoidable. If No, less than significant with mitigation incorporated)	Is F > 54 lb/day? (If Yes, significant and unavoidable. If No, less than significant with mitigation incorporated)	Is F* > 82 lb/day? (If Yes, significant and unavoidable. If No, less than significant with mitigation incorporated)	Is F* > 54 lb/day? (If Yes, significant and unavoidable. If No, less than significant with mitigation incorporated)

* Applies to construction equipment exhaust only.

Notes: tpy = tons per year.; lb/day = pounds per day; NO_X = oxides of nitrogen; $PM_{2.5}$ = fine particulate matter with an aerodynamic resistance diameter of 2.5 micrometers or less; PM_{10} = respirable particulate matter with an aerodynamic resistance diameter of 10 micrometers or less; ROG = reactive organic gases;
Refer to Appendix D for support documentation.

8.1.2. Mitigating Criteria Air Pollutants and Precursors

Basic Construction Mitigation Measures

For all proposed projects, BAAQMD recommends the implementation of all *Basic Construction Mitigation Measures,* listed in Table 8-2*,* whether or not construction-related emissions exceed applicable *Thresholds of Significance*. Appendix B provides guidance on quantifying mitigated emission reductions using URBEMIS and RoadMod.

Table 8-2
Basic Construction Mitigation Measures Recommended for ALL Proposed Projects

1. All exposed surfaces (e.g., parking areas, staging areas, soil piles, graded areas, and unpaved access roads) shall be watered two times per day.
2. All haul trucks transporting soil, sand, or other loose material off-site shall be covered.
3. All visible mud or dirt track-out onto adjacent public roads shall be removed using wet power vacuum street sweepers at least once per day. The use of dry power sweeping is prohibited.
4. All vehicle speeds on unpaved roads shall be limited to 15 mph.
5. All roadways, driveways, and sidewalks to be paved shall be completed as soon as possible. Building pads shall be laid as soon as possible after grading unless seeding or soil binders are used.
6. Idling times shall be minimized either by shutting equipment off when not in use or reducing the maximum idling time to 5 minutes (as required by the California airborne toxics control measure Title 13, Section 2485 of California Code of Regulations [CCR]). Clear signage shall be provided for construction workers at all access points.
7. All construction equipment shall be maintained and properly tuned in accordance with manufacturer's specifications. All equipment shall be checked by a certified mechanic and determined to be running in proper condition prior to operation.
8. Post a publicly visible sign with the telephone number and person to contact at the Lead Agency regarding dust complaints. This person shall respond and take corrective action within 48 hours. The Air District's phone number shall also be visible to ensure compliance with applicable regulations.

Additional Construction Mitigation Measures

BAAQMD recommends that all proposed projects, where construction-related emissions would exceed the applicable *Thresholds of Significance*, implement the *Additional Construction Mitigation Measures*. Table 8-3 lists the *Additional Construction Mitigation Measures*. Appendix B contains more detailed guidance on emission reductions by source type (i.e., fugitive dust and exhaust) for quantification in URBEMIS and RoadMod.

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Table 8-3
Additional Construction Mitigation Measures Recommended for Projects with Construction Emissions Above the Threshold

1. All exposed surfaces shall be watered at a frequency adequate to maintain minimum soil moisture of 12 percent. Moisture content can be verified by lab samples or moisture probe.
2. All excavation, grading, and/or demolition activities shall be suspended when average wind speeds exceed 20 mph.
3. Wind breaks (e.g., trees, fences) shall be installed on the windward side(s) of actively disturbed areas of construction. Wind breaks should have at maximum 50 percent air porosity.
4. Vegetative ground cover (e.g., fast-germinating native grass seed) shall be planted in disturbed areas as soon as possible and watered appropriately until vegetation is established.
5. The simultaneous occurrence of excavation, grading, and ground-disturbing construction activities on the same area at any one time shall be limited. Activities shall be phased to reduce the amount of disturbed surfaces at any one time.
6. All trucks and equipment, including their tires, shall be washed off prior to leaving the site.
7. Site accesses to a distance of 100 feet from the paved road shall be treated with a 6 to 12 inch compacted layer of wood chips, mulch, or gravel.
8. Sandbags or other erosion control measures shall be installed to prevent silt runoff to public roadways from sites with a slope greater than one percent.
9. Minimizing the idling time of diesel powered construction equipment to two minutes.
10. The project shall develop a plan demonstrating that the off-road equipment (more than 50 horsepower) to be used in the construction project (i.e., owned, leased, and subcontractor vehicles) would achieve a project wide fleet-average 20 percent NO_X reduction and 45 percent PM reduction compared to the most recent ARB fleet average. Acceptable options for reducing emissions include the use of late model engines, low-emission diesel products, alternative fuels, engine retrofit technology, after-treatment products, add-on devices such as particulate filters, and/or other options as such become available.
11. Use low VOC (i.e., ROG) coatings beyond the local requirements (i.e., Regulation 8, Rule 3: Architectural Coatings).
12. Requiring that all construction equipment, diesel trucks, and generators be equipped with Best Available Control Technology for emission reductions of NOx and PM.
13. Requiring all contractors use equipment that meets CARB's most recent certification standard for off-road heavy duty diesel engines.

Assessing Mitigation Measures

Table 8-4 provides a summary of BAAQMD recommendations for assessing construction-related impacts and mitigation measures using URBEMIS. Detailed guidance is provided in Appendix B.

Table 8-4
URBEMIS Guidance for Assessing Construction-Related Impacts

URBEMIS Construction Input Parameter	Guidance Principle
Land Use Type and Size	• Select most applicable land use type. • Use the appropriate land use units.
Construction Schedule	• Use the earliest possible commencement date(s) if project-specific information is unknown. • Overlap phases that will or have the potential to occur simultaneously. • Check the selected number of work days per week to ensure an accurate number of construction work days for each phase.
Demolition Phase	• Use a separate demolition URBEMIS run if the land use size to be developed differs from the land use size to be demolished. • Demolition fugitive dust is based on maximum daily volume of building to be demolished. • Demolition construction equipment is based on acres of land use to be demolished (in *Enter Land Use Data* module).
Site Grading Phase	• Site grading construction equipment is based on maximum daily acres disturbed. • Enter project-specific maximum daily acres disturbed if known, otherwise URBEMIS assumes the maximum daily amount of acres disturbed is 25 percent of total acres disturbed.
Site Grading Fugitive Dust	• Select the appropriate fugitive dust quantification methodology based on the amount and type of project-specific information available. • The more specific grading information available will result in more accurate quantification of PM emissions.
Asphalt Paving Phase	• Acres to be asphalt paved are based on land use type and size (in *Enter Land Use Data* module). • Asphalt paving construction equipment is based on total acres to be paved. • Assumes asphalt paving occurs at equal rate throughout phase. • Account for excess asphalt paving requirements of project beyond default assumptions by adjusting the acres to be paved.
Architectural Coatings	• Assumes architectural coating operations occur at equal rate throughout phase.
Basic Construction Mitigation Measures	• All projects must implement Basic Construction Mitigation Measures, including those below the construction screening levels. • Use surrogate URBEMIS mitigation to account for Basic Construction Mitigation Measures' emission reductions.
Additional Construction Mitigation Measures	• Projects with construction emissions that exceed the thresholds are required to implement Additional Construction Mitigation Measures. • Use surrogate URBEMIS mitigation to account for Additional Construction Mitigation Measures' emission reductions.
Other	• For all construction phases, the more specific information available will result in more accurate emissions quantification. • When a specific construction schedule is unknown, all phases that could potentially overlap should be added to calculate maximum daily emissions.

8.2. GREENHOUSE GASES

The District does not have an adopted *Threshold of Significance* for construction-related GHG emissions. However, the Lead Agency should quantify and disclose GHG emissions that would occur during construction, and make a determination on the significance of these construction-generated GHG emission impacts in relation to meeting AB 32 GHG reduction goals. BAAQMD recommends using URBEMIS for proposed land use development projects and RoadMod for proposed projects that are linear in nature. Sources of construction-related GHGs only include exhaust, for which the same detailed guidance as described for criteria air pollutants and precursors should be followed.

The Lead Agency is encouraged to incorporate best management practices to reduce GHG emissions during construction, as applicable. Best management practices may include, but are not limited to: using alternative fueled (e.g., biodiesel, electric) construction vehicles/equipment of at least 15 percent of the fleet; using local building materials of at least 10 percent; and recycling or reusing at least 50 percent of construction waste or demolition materials.

8.3. TOXIC AIR CONTAMINANTS

BAAQMD recommends that the same community risk and hazard *Threshold of Significance* for project operations be applied to construction. However, BAAQMD suggests associated impacts should be addressed on a case-by-case basis, taking into consideration the specific construction-related characteristics of each project and proximity to off-site receptors, as applicable. The Air District recommends that for construction projects that are less than one year duration, Lead Agencies should annualize impacts over the scope of actual days that peak impacts are to occur, rather than the full year.

BAAQMD has developed guidance for estimating risk and hazards impacts entitled *Recommended Methods for Screening and Modeling Local Risks and Hazards* (May 2010) which also includes recommendations for mitigation of significant risk and hazards impacts. The Air District has also developed a Construction Risk Calculator model that provides distances from a construction site, based on user-provided project date, where the risk impacts are estimated to be less than significant; sensitive receptors located within these distances would be considered to have potentially significant risk and hazards impacts from construction. The Construction Risk Calculator can be downloaded from the Air District web site at: http://www.baaqmd.gov/Divisions/Planning-and-Research/CEQA-GUIDELINES.aspx.

8.3.1. Diesel Particulate Matter

Construction-related activities could result in the generation of TACs, specifically diesel PM, from on-road haul trucks and off-road equipment exhaust emissions. Due to the variable nature of construction activity, the generation of TAC emissions in most cases would be temporary, especially considering the short amount of time such equipment is typically within an influential distance that would result in the exposure of sensitive receptors to substantial concentrations. Concentrations of mobile-source diesel PM emissions are typically reduced by 70 percent at a distance of approximately 500 feet (ARB 2005). In addition, current models and methodologies for conducting health risk assessments are associated with longer-term exposure periods of 9, 40, and 70 years, which do not correlate well with the temporary and highly variable nature of construction activities. This results in difficulties with producing accurate estimates of health risk. Additionally, the implementation of the *Basic Construction Mitigation Measures* (table 8-2), which is recommended for all proposed projects, would also reduce diesel PM exhaust emissions.

However, these variability issues associated with construction do not necessarily minimize the significance of possible impacts.

The analysis shall disclose the following about construction-related activities:

1. Types of off-site receptors and their proximity to construction activity within approximately 1,000 feet;
2. Duration of construction period;
3. Quantity and types of diesel-powered equipment;
4. Number of hours equipment would be operated each day;
5. Location(s) of equipment use, distance to nearest off-site sensitive receptors, and orientation with respect to the predominant wind direction;
6. Location of equipment staging area; and
7. Amount of on-site diesel-generated $PM_{2.5}$ exhaust (assuming that all on-site diesel $PM_{2.5}$ exhaust is diesel PM) if mass emission levels from construction activity are estimated.

In cases where construction-generated emissions of diesel PM are anticipated to occur in close proximity to sensitive receptors for extended periods of time, lead agencies are encouraged to consult with BAAQMD.

8.3.2. Demolition and Renovation of Asbestos-Containing Materials

Demolition of existing buildings and structures would be subject to BAAQMD Regulation 11, Rule 2 (Asbestos Demolition, Renovation, and Manufacturing). BAAQMD Regulation 11, Rule 2 is intended to limit asbestos emissions from demolition or renovation of structures and the associated disturbance of asbestos-containing waste material generated or handled during these activities. The rule addresses the national emissions standards for asbestos along with some additional requirements. The rule requires the Lead Agency and its contractors to notify BAAQMD of any regulated renovation or demolition activity. This notification includes a description of structures and methods utilized to determine whether asbestos-containing materials are potentially present. All asbestos-containing material found on the site must be removed prior to demolition or renovation activity in accordance with BAAQMD Regulation 11, Rule 2, including specific requirements for surveying, notification, removal, and disposal of material containing asbestos. Therefore, projects that comply with Regulation 11, Rule 2 would ensure that asbestos-containing materials would be disposed of appropriately and safely. By complying with BAAQMD Regulation 11, Rule 2, thereby minimizing the release of airborne asbestos emissions, demolition activity would not result in a significant impact to air quality.

Because BAAQMD Regulation 11, Rule 2 is in place, no further analysis about the demolition of asbestos-containing materials is needed in a CEQA document. BAAQMD does recommend that CEQA documents acknowledge and discuss BAAQMD Regulation 11, Rule 2 to support the public's understanding of this issue.

8.3.3. Naturally Occurring Asbestos

Naturally occurring asbestos (NOA) was identified as a TAC in 1986 by ARB. NOA is located in many parts of California and is commonly associated with ultramafic rocks, according to the California Department of Geology's special publication titled Guidelines for Geologic Investigations of Naturally Occurring Asbestos in California. Asbestos is the common name for a group of naturally occurring fibrous silicate minerals that can separate into thin but strong and durable fibers. Ultramafic rocks form in high-temperature environments well below the surface of the earth. By the time they are exposed at the surface by geologic uplift and erosion, ultramafic rocks may be partially to completely altered into a type of metamorphic rock called serpentinite.

Sometimes the metamorphic conditions are right for the formation of chrysotile asbestos or tremolite-actinolite asbestos in the bodies of these rocks, along their boundaries, or in the soil.

For individuals living in areas of NOA, there are many potential pathways for airborne exposure. Exposures to soil dust containing asbestos can occur under a variety of scenarios, including children playing in the dirt; dust raised from unpaved roads and driveways covered with crushed serpentine; grading and earth disturbance associated with construction activity; quarrying; gardening; and other human activities. For homes built on asbestos outcroppings, asbestos can be tracked into the home and can also enter as fibers suspended in the air. Once such fibers are indoors, they can be entrained into the air by normal household activities, such as vacuuming (as many respirable fibers will simply pass through vacuum cleaner bags).

People exposed to low levels of asbestos may be at elevated risk (e.g., above background rates) of lung cancer and mesothelioma. The risk is proportional to the cumulative inhaled dose (quantity of fibers), and also increases with the time since first exposure. Although there are a number of factors that influence the disease-causing potency of any given asbestos (such as fiber length and width, fiber type, and fiber chemistry), all forms are carcinogens.

8.3.4. Mitigating Naturally Occurring Asbestos

BAAQMD enforces CARB's ATCM which regulates NOA emissions from grading, quarrying, and surface mining operations at sites which contain ultramafic rock. The provisions that cover these operations are found specifically in the California Code of Regulations, Section 93105. The ATCM for Construction, Grading, Quarrying and Surface Mining Operations was signed into State law on July 22, 2002, and became effective in the SFBAAB on November 19, 2002. The purpose of this regulation is to reduce public exposure to NOA from construction and mining activities that emit or re-suspend dust which may contain NOA.

The ATCM requires regulated operations engaged in road construction and maintenance activities, construction and grading operations, and quarrying and surface mining operations in areas where NOA is likely to be found, to employ the best available dust mitigation measures to reduce and control dust emissions. Tables 8-2 and 8-3 list a number of dust mitigation measures for construction.

BAAQMD's NOA program requires that the applicable notification forms from the Air District's website be submitted by qualifying operations in accordance with the procedures detailed in the ATCM Inspection Guidelines Policies and Procedures. The Lead Agency shall reference BAAQMD's ATCM Policies and Procedures to determine which NOA Notification Form is applicable to the proposed project (NOA Notification Forms).

Using the geologic map of the SFBAAB (Geologic Map), the Lead Agency shall discuss whether a proposed project would be located in "areas moderately likely to contain NOA." If a project would not involve earth-disturbing construction activity in one of these areas or would not locate receptors in one of these areas then it can be assumed that the project would not have the potential to expose people to airborne asbestos particles.

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PART III: ASSESSING & MITIGATING PLAN LEVEL IMPACTS

9. PLAN-LEVEL IMPACTS

Long range plans (e.g., general plan, redevelopment plans, specific plans, area plans, community plans, regional plans, congestion management plans, etc.) present unique challenges for assessing impacts. These plans often contain development strategies for 20-year, or longer, time horizons. They can also provide for a wide range of potential land uses and densities that accommodate all types of development. General plan updates and large specific plans nearly always require the Lead Agency to prepare an Environmental Impact Report (EIR). Due to the SFBAAB's nonattainment status for ozone and PM, and the cumulative impacts of growth on air quality, these plans almost always have significant, unavoidable adverse air quality impacts. CEQA requires the Lead Agency to evaluate individual as well as cumulative impacts of general plans, and all feasible mitigation measures must be incorporated within the proposed plan to reduce significant air quality impacts.

This chapter provides guidance on methods to evaluate air quality and climate change impacts of long-range plans prepared within the SFBAAB pursuant to CEQA. The term *general and area plan* refers broadly to discretionary planning activities which may include, but are not limited to the following: general plans, redevelopment plans, specific plans, area plans, community plans, congestion management plans, and annexations of lands and service areas. General and area plans are often subject to program-level analysis under CEQA, as opposed to project-level analysis. As a general principle, the guidance offered within this chapter should be applied to discretionary, program-level planning activities; whereas the project-level guidance offered in other chapters should be applied to individual project-specific approvals, such as a proposed development project.

Air quality impacts from future development pursuant to general or area plans can be divided into construction-related impacts and operational-related impacts. Construction-related impacts are associated with construction activities likely to occur in conjunction with future development allocated by the plan. Operational-related impacts are associated with continued and future operation of developed land uses, including increased vehicle trips and energy use.

Please note that the plan-level approach described here differs for greenhouse gas (GHG) impact assessments. The Air District recommends that when assessing GHG impacts for plans other than regional plans (transportation and air quality plans) and general plans, such as specific plans and area plans, the appropriate thresholds and methodology is the same as project-level GHG impact assessments described in Chapter 4.

Regional plan (transportation and air quality plans) impacts also are assessed differently because of their unique characteristics (regional plans do not establish land use designations) and are subject to a threshold of "no net increase in emissions."

9.1. CRITERIA AIR POLLUTANTS AND PRECURSOR EMISSIONS

To meet the *Threshold of Significance* for operational-related criteria air pollutant and precursor impacts for plans (other than regional plans), a proposed plan must satisfy the following criteria:

- Consistency with current air quality plan (AQP) control measures (this requirement applies to project-level as well as plan-level analyses).
- A proposed plan's projected VMT or vehicle trips (VT) (either measure may be used) increase is less than or equal to its projected population increase.

Air Quality Plan Control Measures

For this threshold, an air quality plan refers to clean air plans, state implementation plans (SIPS), ozone plans, and other potential air quality plans developed by BAAQMD. To date, the Air District's most current plan is the 2010 Clean Air Plan.

The following approach for incorporating current AQP control measures into a plan is also applicable for determining a project's consistency with an air quality plan. CEQA requires lead agencies to determine whether a project is consistent with all applicable air quality plans. In addition, the State CEQA Guidelines sample Environmental Checklist Form (Appendix G), poses the question: "Would the project conflict with or obstruct implementation of the applicable air quality plan?"

BAAQMD recommends that the agency approving a project where an air quality plan consistency determination is required analyze the project with respect to the following questions. If all the questions are concluded in the affirmative, and those conclusions are supported by substantial evidence, the Air District considers the project consistent with air quality plans prepared for the Bay Area.

1. Does the project support the primary goals of the AQP?

The primary goals of the 2010 Bay Area Clean Air Plan (CAP), the current AQP to date, are to:

- Attain air quality standards;
- Reduce population exposure and protecting public health in the Bay Area; and
- Reduce greenhouse gas emissions and protect the climate.

Any project (i.e. project or plan) that would not support these goals would not be considered consistent with the 2010 CAP. The recommended measure for determining project support of these goals is consistency with District-approved CEQA thresholds of significance. Therefore, if approval of a project would not result in significant and unavoidable air quality impacts, after the application of all feasible mitigation, the project would be considered consistent with the 2010 CAP.

2. Does the project include applicable control measures from the AQP?

Agencies approving projects should require that they include all air quality plan control measures that can feasibly be incorporated into the project design or applied as mitigation, or justify the reasons, supported by substantial evidence, why a measure or measures are not incorporated into the project. Projects that incorporate all feasible air quality plan control measures are considered consistent with the 2010 CAP.

The 2010 CAP contains 55 control measures aimed at reducing air pollution in the Bay Area. Along with the traditional stationary, area, mobile source and transportation control measures, the 2010 CAP contains a number of new control measures designed to protect the climate and promote mixed use, compact development to reduce vehicle emissions and exposure to pollutants from stationary and mobile sources. BAAQMD encourages project developers and lead agencies to incorporate these Land Use and Local Impact (LUM) measures and Energy and Climate measures (ECM) into proposed project designs and plan elements.

Refer to Volume II of the 2010 CAP Control Measure for a list of all the control measures and implementation guidance.

3. Does the project disrupt or hinder implementation of any AQP control measures?

If approval of a project would not cause the disruption, delay or otherwise hinder the implementation of any air quality plan control measure, it would be considered consistent with the 2010 CAP. Examples of how a project may cause the disruption or delay of control measures include a project that precludes an extension of a transit line or bike path, or proposes excessive parking beyond parking requirements.

Projected VMT and Population Growth

A proposed plan must demonstrate that its projected VMT or vehicle trips (VT) (either measure may be used) is less than or equal to its projected population increase to be considered to have a less than significant impact on criteria air pollutants and precursor emissions.

9.2. GREENHOUSE GASES

California's legislative mandate (AB 32) is to reduce total projected 2020 GHG emissions to 1990 levels, a reduction of approximately 30 percent. To achieve this target, future development must be planned and implemented in the most GHG-efficient manner possible. GHG-efficient development reduces vehicle miles traveled by supporting compact, dense, mixed-use, pedestrian- and bicycle-friendly, transit oriented development. State, regional and local agencies are strongly encouraged to address GHG emissions when updating and/or adopting long-range plans. For local jurisdictions, the general plan is perhaps the best venue for addressing GHG emissions in making meaningful progress toward attaining AB 32 goals while addressing CEQA requirements.

If a long-range plan includes goals, policies, performance standards, and implementation measures achieving GHG emission reductions that can be shown to meet and/or exceed AB 32 mandates, as outlined in Section 4.3, subsequent projects consistent with the plan could be relieved of performing GHG analysis as part of their CEQA compliance.

The *Threshold of Significance* for operational-related GHG impacts of plans employs either a GHG efficiency-based metric of 6.6 MT per SP per year of carbon dioxide equivalent (CO_2e), or a GHG Reduction Strategy option. Unlike the other plan-level thresholds that apply to the different

plans mentioned in Section 9 above, the GHG efficiency threshold may only be applied to general plans. A Lead Agency may also determine that this threshold is appropriate for a GHG Reduction Strategy's 2020 milestone target. GHG Reduction Strategies using this threshold with horizon years beyond 2020 should consider horizon-year goals consistent with climate stabilization predictions identified in the Governor's Executive Order S-03-05.

Step 1. GHG Reduction Strategy Approach

A long-range plan would be assumed to have a less than significant impact related to GHG emissions if the Lead Agency has a qualified GHG Reduction Strategy that is referenced and or integrated within the long-range plan. See Chapter 4 for qualifying criteria for a qualified GHG Reduction Strategy.

If the Lead Agency does not have a qualified GHG Reduction Strategy meeting established criteria, refer to Step 2.

Step 2. GHG Efficiency Approach – Emissions Quantification

BAAQMD recommends quantifying community-wide GHG emissions from a general or area plan through development of a GHG emissions inventory and projections report. The emissions inventory should be conducted for a base year at or before the current year of the plan; and should follow published ARB protocols for municipal and community-wide inventories (when available). The base year inventory should be expressed in terms of metric tons CO_2e emissions and account for municipal and community-wide emission sectors applicable in the jurisdiction such as, transportation, commercial, residential, water use and treatment, solid waste, and agriculture.

Section 4.3 contains additional guidance on preparing a GHG emissions inventory and projections report for a qualified GHG Reduction Strategy that should be applied to general plans as well. A range of tools and resources are available to assist lead agencies in completing inventories, including the Air District's *GHG Plan Level Reduction Strategy Guidance*, Intergovernmental Panel on Climate Change (IPCC) Emissions Inventory Guidelines, CCAR GRP, and ICLEI's Clean Air and Climate Protection (CACP) model. In all instances where regional, statewide or national data sources are available, the Air District recommends that local data be used if available and more accurate.

Step 3. Prepare Greenhouse Gas Emissions Projections

BAAQMD recommends preparing a community-wide GHG emission projection to identify the expected levels of GHG emissions for: 1) 2020 (i.e., the AB 32 benchmark year), and 2) the projected year of the plan build out. Two projections should be prepared for each year:

- A projection reflecting existing conditions (e.g., business-as-usual), and
- A projection that accounts for proposed policies, programs, and plans included within the general or area plan that would reduce GHG emissions from build-out of the plan.

The first projection should be used as the basis for evaluation of the no project alternative in the plan's EIR. The second projection should be used as the basis for evaluation of the proposed project. Additional projections corresponding to plan alternatives considered within the EIR should

also be prepared and included within the EIR's alternatives analysis. Examples of policies, performance standards and implementation measures are included in Section 9.5.

Where possible, emission projections should account for inherent improvements in energy and fuel efficiency, population and employment growth rates published by ABAG, VMT growth rates available from MTC, energy consumption growth rates available from California Energy Commission (CEC) planned expansions of municipal infrastructure or services, and anticipated statewide legislative requirements or mandates (e.g., Renewable Energy Portfolio, Green Building Code Standards, on-road vehicle emission regulations).

A range of GIS-based planning models are available that can assist lead agencies in completing projections, including Index, PLACE3S, UPlan, and the Sustainable Systems Integration Model (SSIM). The projection should be expressed in metric tons CO_2e emissions, and include the expected municipal and community-wide emissions across all sectors evaluated in the base year inventory.

BAAQMD encourages lead agencies to prepare similar projections for 2050 (the Executive Order S-03-05 benchmark year). As we approach the 2020 timeframe, BAAQMD will reevaluate this significance threshold to better represent progress toward 2050 goals. The Lead Agency should use the projected build-out emissions profile of the general or area plan as a benchmark to ensure that adoption of the plan would not preclude attainment of 2050 goals.

Step 4. Determine Planned Population and Employment Levels and Service Population

State law requires that general and area plans identify the planned density and intensity of land uses for all lands within the planning area established by the Lead Agency. These measures of density (typically dwelling units/acre) and intensity (typically floor-area ratios) are often translated into expected population and employment levels for estimating traffic impacts associated with the proposed plan. Most demand-based transportation models use population and employment to determine trip generation. Measures of population and employment are typically available for general and area plans. In evaluating GHG impacts, estimates of the number of residents and jobs anticipated in the general or area plan are required for 2020, the build-out year of the proposed plan, the no project alternative, and additional alternatives the Lead Agency is evaluating in the environmental review.

Service population (SP) is an efficiency-based measure used by BAAQMD to estimate the development potential of a general or area plan. SP is determined by adding the number of residents to the number of jobs estimated for a given point in time. For purposes of evaluating GHG impacts, SP estimates are required for 2020 and for the build-out year of the proposed plan.

Step 5. Compare Service Population to 2020 GHG Projections and Thresholds of Significance

The Lead Agency should divide the 2020 GHG emissions inventory by 2020 SP estimates to determine the per-SP emissions associated with the proposed general or area plan, the no project alternative, and additional alternatives the Lead Agency is evaluating. The Lead Agency should then compare these per-SP emissions to the significance thresholds identified in Chapter 2 (refer to Table 9-1).

Table 9-1
Example Plan-level Greenhouse Gas Emissions Analysis

Step	Emissions Source	Year	Emissions (MT CO2e/yr)*
2	GHG Emissions Inventory (Community-wide and municipal)	Base year (e.g., 2007)	A
3	GHG Emissions Projections	2020	B
		GP Buildout (e.g., 2030)	C
4	Projected Service Population (population + employment)	SP	
	GHG/SP (2020)	B/SP (MT CO_2e/SP/yr)	
5	BAAQMD GHG/SP Threshold	6.6 (MT CO_2e/SP/yr)	
	Is B/SP > 6.6? (If Yes, Significant. Proceed to Step 6. If No, less than significant).		

*Letters "A", "B", and "C" are used to represent numeric values that would be obtained through conducting a community-wide emissions inventory and projections.

Notes: CO_2e = carbon dioxide equivalent; MT = metric tons; yr = year, P = population, SP = service population.
Refer to Appendix D for support documentation.

If the estimated per-SP emissions exceed identified thresholds, the general or area plan would be considered to have a significant impact with respect to GHG emissions, and mitigation would be required.

Step 6. Mitigation Measures

General or area plans found to have a significant impact should implement all feasible mitigation measures to reduce impacts. Refer to Section 9.5 for examples of appropriate mitigation measures for operational impacts relative to GHG emissions. Mitigation measures identified through the environmental review process must be made into binding and enforceable policies and implementation programs within the long range plan.

9.3. LOCAL COMMUNITY RISK AND HAZARD IMPACTS

For general and area plans to have a less-than-significant impact with respect to potential toxic air contaminants (TACs), special overlay zones need to be established around existing and proposed land uses that emit TACs. Special overlay zones should be included in proposed plan policies, land use maps, and implementing ordinances.

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The *Thresholds of Significance* for plans with regard to community risk and hazard impacts are:

1. The land use diagram must identify:
    a. Special overlay zones around existing and planned sources of TACs;
    b. Special overlay zones of at least

500 feet (or Air District-approved modeled distance) on each side of all freeways and high-volume roadways.

2. The plan must also identify goals, policies, and objectives to minimize potential impacts and create overlay zones for sources of TACs and receptors.

ARB's Land Use Handbook offers advisory recommendations for locating sensitive receptors near uses associated with TACs, such as freeways and high-traffic roads, commercial distribution centers, rail yards, ports, refineries, chrome platers, dry cleaners, gasoline stations, and other industrial facilities, to reduce exposure of sensitive populations. The Lead Agency should refer to this handbook when evaluating whether the proposed general or area plan includes adequate buffer distances between TAC sources and sensitive receptors.

9.3.1. Community Risk Reduction Plans

The goal of a Community Risk Reduction Plan (CRRP) would be to bring TAC and $PM_{2.5}$ concentrations for the entire community covered by the Plan down to acceptable levels as identified by the local jurisdiction and approved by the Air District. This approach provides local agencies a proactive alternative to addressing communities with high levels of risk on a project-by-project approach.

A qualified Community Risk Reduction Plan adopted by a local jurisdiction should include, at a minimum, the following elements:

(A) Define a planning area;

(B) Include base year and future year emissions inventories of TACs and PM2.5;

(C) Include Air District–approved risk modeling of current and future risks;

(D) Establish risk and exposure reduction goals and targets for the community in consultation with Air District staff;

(E) Identify feasible, quantifiable, and verifiable measures to reduce emissions and exposures;

(F) Include procedures for monitoring and updating the inventory, modeling and reduction measures in coordination with Air District staff; and

(G) Be adopted in a public process following environmental review.

Refer to Chapter 5 for additional guidance on preparing a CRRP. The Air District has also developed the *Community Risk Reduction Plan Methodology* guidance document, which can found at http://www.baaqmd.gov/Divisions/Planning-and-Research/CEQA-GUIDELINES.aspx.

9.4. ODOR IMPACTS

- For plans to have a less-than-significant impact, a plan must identify the location of existing and planned odor sources in the plan area. The plan must also include policies to reduce potential odor impacts in the plan area.

9.5. REGIONAL PLANS

Regional plans must demonstrate a no net increase in emissions to satisfy the *Threshold of Significance* for operational-related criteria air pollutant and precursor impacts, GHGs, and toxic air contaminants.

Regional plans include the Regional Transportation Plan prepared by the Metropolitan Transportation Commission (MTC) and air quality plans prepared by the Air District. In order to meet this threshold, these agencies must compare the regional plan's baseline emissions with its projected future emissions. This approach requires two comparative analyses:

a. Compare existing (base year) emissions with projected future year plus project emissions (base year/project comparison);

b. Compare projected future year emissions without the project with projected future year emissions plus the project (no project/project comparison).

A regional plan is considered less than significant if each scenario demonstrates that no net increase in emissions of criteria air pollutants and precursors, GHGs, and toxic air contaminants will occur.

9.6. MITIGATING PLAN-LEVEL IMPACTS

Plans often have significant, unavoidable adverse air quality impacts due to the SFBAAB's nonattainment status and the cumulative impacts of growth on air quality. In addition, plans generally have long-term planning horizons of twenty years or more. For these reasons, it is essential for plans to incorporate all feasible strategies and measures to reduce air quality impacts. Mitigation measures for plans are often broad in scope due to the long timeframe and comprehensive nature of general and area plan policies and programs.

This section contains mitigation measures recommended for plans prepared within the SFBAAB. Measures are identified by state-required general plan element, planning issue, development phase, and type of air quality impact. Proposed plans should incorporate mitigation measures applicable to their elements and planning issues.

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Plans are the appropriate place to establish community-wide air quality policies that reinforce regional air quality plans. Plans present opportunities to establish requirements for new construction, future development, and redevelopment projects within a community that will ensure new or revised plans do not inhibit attainment of state and national air quality standards and actually assist in improving local and regional air quality. Binding, enforceable mitigation measures identified through the environmental review process should be incorporated as policies and implementation programs within the plan to the

greatest extent feasible. Ideally, air quality related goals, policies, performance measures and standards should be incorporated within the context of the proposed project itself, rather than introduced as corrective actions within the proposed project's EIR. The list below is not intended to serve as an exhaustive list. The Air District also recommends that Lead Agencies refer to CAPCOA's *Model Policies for Greenhouse Gases in General Plans* (June 2009) for additional guidance (http://www.capcoa.org/modelpolicies/CAPCOA-ModelPolicies-6-12-09-915am.pdf).

9.6.1. Qualified Greenhouse Gas Reduction Strategy

Mitigation Measure or General/Area Plan Policy	Construction				Operational			
	CAPs	GHGs	TACs	Odors	CAPs	GHGs	TACs	Odors
Develop and adopt a comprehensive Qualified GHG Reduction Strategy that includes: baseline inventory of greenhouse gas emissions from all sources, greenhouse gas emissions reduction targets that are consistent with the goals of AB 32, and enforceable GHG emission reduction strategies and performance measures.		X				X		
Qualified GHG Reduction Strategy to include enforcement and monitoring tools to ensure regular review of progress toward the emission reduction targets, report progress to the public and responsible agencies, and revise the plan as appropriate.		X				X		

9.6.2. Land Use Element

Urban Form

Mitigation Measure or General/Area Plan Policy	Construction				Operational			
	CAPs	GHGs	TACs	Odors	CAPs	GHGs	TACs	Odors
Create and enhance landscaped greenway, trail, and sidewalk connections between neighborhoods, commercial areas, activity centers, and parks.					X	X		
Adopt policies supporting infill development					X	X		
Ensure that proposed land uses are supported by a multi-modal transportation system and that the land uses themselves support the development of the transportation system.					X	X		
Designate a central city core for high-density and mixed-use development.					X	X		
Discourage high intensity office and commercial uses from locating outside of designated centers or downtowns, or far from residential areas and transit stations.					X	X		
Provide financial incentives and density bonuses to entice development within the designated central city.					X	X		
Provide public education about benefits of well-designed, higher-density housing and relationships between land use and transportation.					X	X		

Compact Development

Mitigation Measure or General/Area Plan Policy	Construction				Operational			
	CAPs	GHGs	TACs	Odors	CAPs	GHGs	TACs	Odors
Achieve a jobs/housing balance or improve the jobs/housing ratio within the plan area.					X	X		
Create incentives to attract mixed-use projects to older commercial and industrial areas.					X	X		
Adopt incentives for the concurrent development of retail, office, and residential land uses within mixed-use projects or areas. Require mixed-use development to include ground-floor retail.					X	X		
Provide adaptive re-use alternatives to demolition of historic buildings. Provide incentives to prevent demolition of historic buildings.	X	X			X	X		
Facilitate lot consolidation that promotes integrated development with improved pedestrian and vehicular access.					X	X		
Reinvest in existing neighborhoods and promote infill development as a preference over new, greenfield development.					X	X		
Ensure that new development finances the full cost of expanding public infrastructure and services to provide an economic incentive for incremental expansion.					X	X		
Require new developments to extend sewer and water lines from existing systems or to be in conformance with a master sewer and water plan.	X	X			X	X		

Transit-oriented Design

Mitigation Measure or General/Area Plan Policy	Construction				Operational			
	CAPs	GHGs	TACs	Odors	CAPs	GHGs	TACs	Odors
Require all development projects proposed within 2,000 feet of an existing or planned light rail transit, commuter rail, express bus, or transit corridor stop, to incorporate site design measures that enhance the efficiency of the transit system.					X	X		
Develop transit/pedestrian-oriented design guidelines. Identify and designate appropriate sites during general plan updates and amendments.					X	X		
Plan areas within ¼-mile of locations identified as transit hubs and commercial centers for higher density development.					X	X		

Sustainable Development

Mitigation Measure or General/Area Plan Policy	Construction				Operational			
	CAPs	GHGs	TACs	Odors	CAPs	GHGs	TACs	Odors
Ensure new construction complies with California Green Building Code Standards and local green building ordinances.					X	X		
Promote re-use of previously developed property, construction materials, and/or vacant sites within a built-up area.					X	X		
Avoid development of isolated residential areas near hillsides or other areas where such development would require significant infrastructure investment or adversely impact biological resources.						X		
Require orientation of buildings to maximize passive solar heating during cool seasons, avoid solar heat gain during hot periods, enhance natural ventilation, and promote effective use of daylight. Orientation should optimize opportunities for on-site solar generation.					X	X		
Provide land area zoned for commercial and industrial uses to support a mix of retail, office, professional, service, and manufacturing businesses.					X	X		
Provide permitting incentives for energy efficient and solar building projects.					X	X		
Develop a joint powers agreement or other legal instrument that provides incentive for counties to discourage urban commercial development in unincorporated areas and promote urban infill and redevelopment projects.					X	X		

Activity Centers

Mitigation Measure or General/Area Plan Policy	Construction				Operational			
	CAPs	GHGs	TACs	Odors	CAPs	GHGs	TACs	Odors
Provide pedestrian amenities, traffic-calming features, plazas and public areas, attractive streetscapes, shade trees, lighting, and retail stores at activity centers.					X	X		
Provide for a mix of complementary retail uses to be located together to create activity centers and commercial districts serving adjacent neighborhoods.					X	X		
Permit upper-story residential and office uses in neighborhood shopping areas.					X	X		
Provide pedestrian links between commercial districts and neighborhoods.					X	X		
Provide benches, streetlights, public art, and other amenities in activity centers to attract pedestrians.					X	X		

Green Economy and Businesses

Mitigation Measure or General/Area Plan Policy	Construction				Operational			
	CAPs	GHGs	TACs	Odors	CAPs	GHGs	TACs	Odors
Work with businesses to encourage employee transit subsidies and shuttles from transit stations.					X	X		
Encourage businesses to participate in local green business programs.					X	X		
Offer incentives to attract businesses to city core and infill areas.					X	X		
Work to attract green businesses and promote local green job training programs.					X	X		
Support regional collaboration to strengthen the green economy.					X	X		
Provide outreach and education to local businesses on energy, waste, and water conservation benefits and cost savings.					X	X		
Support innovative energy technology companies.					X	X		

9.6.3. Circulation Element

Local Circulation

Mitigation Measure or General/Area Plan Policy	Construction				Operational			
	CAPs	GHGs	TACs	Odors	CAPs	GHGs	TACs	Odors
Create or reinforce a grid street pattern with small block sizes and maintain high connectivity within the roadway network.					X	X		
Implement circulation improvements that reduce vehicle idling, such as signal timing systems and controlled intersections.					X	X	X	
Consider alternatives such as increasing public transit or improving bicycle or pedestrian travel routes before funding transportation improvements that increase VMT.					X	X		
Require payment of transportation impact fees and/or roadway and transit improvements as a condition upon new development.					X	X		
Minimize use of cul-de-sacs and incomplete roadway segments.					X	X		
Actively promote walking as a safe mode of local travel, particularly for children attending local schools.					X	X		
Consult with school districts, private schools, and other operators to coordinate local busing, to expand ride-sharing programs, and to replace older diesel buses with low or zero emission vehicles.					X	X	X	
Evaluate all busing options as a preferential strategy to roadway improvements in the vicinity of schools to ease congestion.					X	X		
Establish public/private partnerships to develop satellite and neighborhood work centers for telecommuting.					X	X		
Employ traffic calming methods such as median landscaping and provision of bike or transit lanes to slow traffic, improve roadway capacity, and address safety issues.					X	X		
Support the use of electric vehicles where appropriate. Provide electric recharge facilities.					X	X		

Regional Transportation

Mitigation Measure or General/Area Plan Policy	Construction				Operational			
	CAPs	GHGs	TACs	Odors	CAPs	GHGs	TACs	Odors
Ensure that submittals of transportation improvement projects to be included in regional transportation plans (RTP, RTIP, CMP, etc.) are consistent with the air quality goals and policies of the general plan.					X	X		
Consult with adjacent jurisdictions to address the impacts of regional development patterns on the circulation system.					X	X		
Adopt a (or implement the existing) Transportation Demand Management Ordinance.					X	X		
Create financing programs for the purchase or lease of vehicles used in employer ride sharing programs.					X	X		
Consult with adjacent jurisdictions to maintain adequate service levels at shared intersections and to provide adequate capacity on regional routes for through traffic.					X	X		
Work to provide a strong paratransit system that promotes the mobility of all residents and educate residents about local mobility choices.					X	X		
Designate sites for park-and-ride lots. Consider funding of the park and ride lots as mitigation during CEQA review of residential development projects.					X	X		
Consult with appropriate transportation agencies and major employers to establish express buses and vanpools to increase the patronage of park and ride lots.					X	X		
Allow developers to reach agreements with auto-oriented shopping center owners to use commercial parking lots as park-and-ride lots and multimodal transfer sites.					X	X		

Parking

Mitigation Measure or General/Area Plan Policy	Construction				Operational			
	CAPs	GHGs	TACs	Odors	CAPs	GHGs	TACs	Odors
Reduce parking for private vehicles while increasing options for alternative transportation.					X	X		
Eliminate minimum parking requirements for new development.					X	X		
Establish commercial district parking fees.					X	X		
Require that parking is paid for separately and is not included in rent for residential or commercial space.					X	X		
Encourage parking sharing between different land uses.					X	X		
Encourage businesses to offer parking cash-outs to employees.					X	X		
Encourage parking assessment districts.					X	X		
Encourage car-share and bike-share programs and dedicated parking spaces in new development.					X	X		
Support preferential parking for low emission and carpool vehicles					X	X		

Bicycles and Pedestrians

Mitigation Measure or General/Area Plan Policy	Construction				Operational			
	CAPs	GHGs	TACs	Odors	CAPs	GHGs	TACs	Odors
Provide safe and convenient pedestrian and bicycle connections to and from activity centers, commercial districts, offices, neighborhoods, schools, other major activity centers.					X	X		
Ensure that non-motorized transportation systems are connected and not interrupted by impassable barriers, such as freeways.					X	X		
Provide pedestrian pathways that are well-shaded and pleasantly landscaped to encourage use.					X	X		
Consult with transit providers to increase the number of bicycles that can be accommodated on buses.					X	X		
Provide crosswalks and sidewalks along streets that are accessible for people with disabilities and people who are physically challenged.					X	X		
Prohibit on-street parking to reduce bicycle/automobile conflicts in appropriate target areas.					X	X		
Prohibit projects that impede bicycle and walking access.					X	X		
Retrofit abandoned rail corridors as segments of a bikeway and pedestrian trail system.					X	X		
Require commercial developments and business centers to include bicycle amenities in building such as bicycle racks, showers, and lockers.					X	X		

Regional Rail Transit

Mitigation Measure or General/Area Plan Policy	Construction				Operational			
	CAPs	GHGs	TACs	Odors	CAPs	GHGs	TACs	Odors
Support regional rail service and consult with rail operators to expand services.					X	X		
Create activity centers and transit-oriented development projects near transit stations.					X	X		

Local and Regional Bus Transit

Mitigation Measure or General/Area Plan Policy	Construction				Operational			
	CAPs	GHGs	TACs	Odors	CAPs	GHGs	TACs	Odors
Give funding preference to investment in public transit over investment in infrastructure for private automobile traffic.					X	X		
Establish a local shuttle service to connect neighborhoods, commercial centers, and public facilities to rail transit.					X	X		
Empower seniors and those with physical disabilities who desire maximum personal freedom and independence of lifestyle with unimpeded access to public transportation.					X	X		
Provide transit shelters that are comfortable, attractive, and accommodate transit riders. Ensure that shelters provide shade, route information, benches and lighting.					X	X		
Design all arterial and collector streets planned as transit routes to allow for the efficient operation of public transit.					X	X		
Require transit providers to coordinate intermodal time schedules					X	X		

9.6.4. Conservation Element

Municipal Operations

Mitigation Measure or General/Area Plan Policy	Construction				Operational			
	CAPs	GHGs	TACs	Odors	CAPs	GHGs	TACs	Odors
Replace existing City vehicles with ultra-low or zero emission vehicles and purchase new low emission vehicles.					X	X		
Require that all new government buildings, and all major renovations and additions, meet identified green building standards.					X	X		
Install cost-effective renewable energy systems on all city buildings and purchase remaining electricity from renewable sources.					X	X		
Support the use of teleconferencing in lieu of city/county employee travel to conferences and meetings when feasible.					X	X		
Require city/county departments to set up telecommuting programs as part of their trip reduction strategies.					X	X		
Require environmentally responsible government purchasing. Require or give preference to products that reduce or eliminate indirect GHG emissions.						X		
Investigate the feasibility of using solar (photovoltaic) street lights instead of conventional street lights to conserve energy.					X	X		
Support investment in cost-effective land use and transportation modeling and geographic information system technology.					X	X	X	X
Install LED lighting for all traffic light systems.						X		
Implement a timed traffic light system to reduce idling.					X	X		

Air Quality – Sensitive Receptors

Mitigation Measure or General/Area Plan Policy	Construction				Operational			
	CAPs	GHGs	TACs	Odors	CAPs	GHGs	TACs	Odors
Develop and adopt a comprehensive Community Risk Reduction Plan that includes: baseline inventory of TAC and $PM_{2.5}$ emissions from all sources, emissions reduction targets, and enforceable emission reduction strategies and performance measures. Community Risk Reduction Plan to include enforcement and monitoring tools to ensure regular review of progress toward the emission reduction targets, report progress to the public and responsible agencies, and revise the plan as appropriate.			X				X	
Require residential development projects and projects categorized as sensitive receptors to be located an adequate distance from existing and potential sources of TACs and odors.				X			X	X
Require new air pollution point sources such as, but not limited to, industrial, manufacturing, and processing facilities to be located an adequate distance from residential areas and other sensitive receptors.	X		X	X	X		X	X
Consult with BAAQMD to identify TAC sources and determine the need for and requirements of a health risk assessment for proposed developments.			X	X			X	X
Consult with project proponents during the pre-application review process to avoid inappropriate uses at affected sites and during the environmental review process for general plan amendments and general plan updates.					X		X	X
Require project proponents to prepare health risk assessments in accordance with BAAQMD-recommended procedures as part of environmental review when the proposed project has associated air-toxic emissions.			X				X	
Designate adequate industrial land in areas downwind and well-separated from sensitive uses.							X	X
Designate non-sensitive land uses for areas surrounding industrial sites.					X		X	X
Protect vacant industrial sites from encroachment by residential or other sensitive uses through appropriate zoning.					X		X	X
Require indoor air quality equipment, such as enhanced air filters, to be installed at schools, residences, and other sensitive receptor uses located near pollution sources.							X	X
Quantify the existing and added health risks to new sensitive receptors or for new sources.							X	
Utilize pollution absorbing trees and vegetation in buffer areas.					X	X	X	

Air Quality – PM_{10} and Dust Control

Mitigation Measure or General/Area Plan Policy	Construction				Operational			
	CAPs	GHGs	TACs	Odors	CAPs	GHGs	TACs	Odors
Include PM_{10} control measures as conditions of approval for subdivision maps, site plans, and grading permits.	X				X			
Minimize vegetation removal required for fire prevention.	X				X			
Require alternatives to discing, such as mowing, to the extent feasible. Where vegetation removal is required for aesthetic or property maintenance purposes, encourage or require alternatives to discing.	X	X			X	X		
Require subdivision designs and site planning to minimize grading and use landform grading in hillside areas.	X							
Condition grading permits to require that graded areas be stabilized from the completion of grading to commencement of construction.	X							
Require all access roads, driveways, and parking areas serving new commercial and industrial development to be constructed with materials that minimize particulate emissions and are appropriate to the scale and intensity of use.	X							
Develop a street cleaning program aimed at removing heavy silt loadings from roadways that result from sources such as storm water runoff and construction sites.	X				X			
Pave shoulders and pave or landscape medians. Curb and gutter installation may provide additional benefits where paving is contiguous to the curb.	X	X			X	X		

Water Conservation

Mitigation Measure or General/Area Plan Policy	Construction				Operational			
	CAPs	GHGs	TACs	Odors	CAPs	GHGs	TACs	Odors
Require residential remodels and renovations to improve plumbing fixture and fixture-fitting water efficiency by an established amount above the California Building Standards Code water efficiency standards.		X						
Provide water use audits to identify conservation opportunities and financial incentives for adopting identified efficiency measures.		X						
Require use of native and drought-tolerant plants, proper soil preparation, and efficient irrigation systems for landscaping.		X				X		
Maximize use of native, low-water plants for landscaping of areas adjacent to sidewalks or other impermeable surfaces.		X				X		
Increase use of recycled and reclaimed water for landscaping projects.		X				X		
Adopt a water-efficient landscaping ordinance and implement the Bay-Friendly Landscaping Guidelines established by StopWaste.org.						X		
Provide public water conservation education.						X		
Reduce pollutant runoff from new development through use of Best Management Practices.	X	X	X		X	X	X	
Minimize impervious surfaces and associated urban runoff pollutants in new development and reuse projects.	X	X	X		X	X	X	
Utilize permeable surfaces and green roof technologies where appropriate.					X	X	X	

Energy Conservation

Mitigation Measure or General/Area Plan Policy	Construction				Operational			
	CAPs	GHGs	TACs	Odors	CAPs	GHGs	TACs	Odors
Conduct energy efficiency audits of existing buildings by checking, repairing, and readjusting heating, ventilation, air conditioning, and lighting, water heating equipment, insulation and weatherization. Offer financial incentives for adoption of identified efficiency measures.		X				X		
Require implementation of energy-efficient design features in new development, including appropriate site orientation, exceedance of Title 24, use of light color roofing and building materials, and use of evergreen and wind-break trees to reduce heating and cooling fuel consumption.		X				X		
Adopt residential and commercial energy efficiency retrofit ordinances that require upgrades as a condition of issuing permits for renovations or additions, and on the sale of residences and buildings.		X				X		
Facilitate cooperation between neighboring development projects to use on-site renewable energy supplies or combined heat and power co-generation facilities.		X				X		
Develop a comprehensive renewable energy financing and informational program for residential and commercial uses.		X				X		
Partner with community services agencies to fund energy efficiency projects for low income residents.		X				X		
Encourage the installation of energy efficient fireplaces in lieu of normal open-hearth fireplaces. Prohibit installation of wood burning devices.	X	X			X	X		
Provide natural gas lines or electrical outlets to backyards to encourage the use of natural gas or electric barbecues, and electric gardening equipment.	X				X			
Implement Community Choice Aggregation (CCA) for renewable electricity generation.		X				X		

Solid Waste

Mitigation Measure or General/Area Plan Policy	Construction				Operational			
	CAPs	GHGs	TACs	Odors	CAPs	GHGs	TACs	Odors
Achieve established local and regional waste-reduction and diversion goals. Adopt more stringent waste reduction goals.		X				X		
Establish programs that enable residents to donate or recycle surplus furniture, old electronics, clothing, and other household items.		X				X		
Establish methane recovery in local landfills and wastewater treatment plants to generate electricity.		X				X		
Participate or initiate a composting program for restaurants and residences.						X		
Implement recycling programs for businesses and construction waste.	X	X			X	X		
Prohibit styrofoam containers and plastic bag use by businesses.					X	X		

9.6.5. Open Space Element

Community Forestry

Mitigation Measure or General/Area Plan Policy	Construction				Operational			
	CAPs	GHGs	TACs	Odors	CAPs	GHGs	TACs	Odors
Require inclusion of low VOC-emitting street trees and landscaping for all development projects.		X				X		
Require that trees larger than a specified diameter that are removed to accommodate development must be replaced at a set ratio.		X				X		
Provide adequate funding to manage and maintain the existing community forest, including sufficient funds for tree planting, pest control, scheduled pruning, and removal and replacement of dead trees.		X				X		
Provide public education regarding the benefits of street trees and the community forest.		X				X		

Sustainable Agriculture

Mitigation Measure or General/Area Plan Policy	Construction				Operational			
	CAPs	GHGs	TACs	Odors	CAPs	GHGs	TACs	Odors
Require agricultural practices be conducted in a manner that minimizes harmful effects on soils, air and water quality, and marsh and wildlife habitat. Sustainable agricultural practices should be addressed in the Qualified GHG Reduction Strategy to address climate change effects if relevant.	X	X			X	X		
Preserve forested areas, agricultural lands, wildlife habitat and corridors, wetlands, watersheds, groundwater recharge areas and other open spaces that provide carbon sequestration benefits.	X	X			X	X		
Establish a mitigation program for establishing conservation areas. Impose mitigation fees on development of such lands and use funds generated to protect existing, or create replacement, conservation areas.	X	X			X	X		
Require no-till farming, crop rotation, cover cropping, and residue farming.	X	X			X	X		
Require the use of appropriate vegetation within urban-agricultural buffer areas.		X				X		
Protect grasslands from conversion to non-agricultural uses.	X	X			X	X		
Support energy production activities that are compatible with agriculture, including biogas, wind and solar.		X				X		
Allow alternative energy projects in areas zoned for agriculture or open space where consistent with primary uses.		X				X		
Provide spaces within the community suitable for farmers markets.						X		
Promote local produce and garden programs at schools.						X		

Parks and Recreation

Mitigation Measure or General/Area Plan Policy	Construction				Operational			
	CAPs	GHGs	TACs	Odors	CAPs	GHGs	TACs	Odors
Expand and improve community recreation amenities including parks, pedestrian trails and connections to regional trail facilities.						X		
Require payment of park fees and/or dedication and provision of parkland, recreation facilities and/or multi-use trails as a condition upon new development.		X				X		
Encourage development of pocket parks in neighborhoods. Improve equal accessibility to park space across communities.		X				X		
Encourage joint use of parks with schools and community centers and facilities.		X				X		

9.6.6. Housing Element

Affordable Housing

Mitigation Measure or General/Area Plan Policy	Construction				Operational			
	CAPs	GHGs	TACs	Odors	CAPs	GHGs	TACs	Odors
Ensure a portion of future residential development is affordable to low and very low income households.		X				X		
Target local funds, including redevelopment and Community Development or Energy Efficiency Block Grant resources, to assist affordable housing developers in incorporating energy efficient designs and features.						X		
Adopt minimum residential densities in areas designated for transit-oriented, mixed use development to ensure higher density in these areas.					X	X		
Consult with the Housing Authority, transit providers, and developers to facilitate construction of low-income housing developments that employ transit-oriented and pedestrian-oriented design principles.					X	X		
Offer density-bonus incentives for projects that provide for infill, mixed use, and higher density residential development.					X	X		

9.6.7. Safety Element

Traffic Safety

Mitigation Measure or General/Area Plan Policy	Construction				Operational			
	CAPs	GHGs	TACs	Odors	CAPs	GHGs	TACs	Odors
Facilitate traffic safety for motorists and pedestrians through proper street design and traffic monitoring.					X	X		
Require traffic control devices, crosswalks, and pedestrian-oriented lighting within design of streets, sidewalks, trails, and school routes.					X	X		

A. CONSTRUCTION ASSESSMENT TOOLS

High Level Haulage Input Worksheet
High Level of Detail Fugitive Dust Quantification Method

Instructions: When using the *High Level of Detail* quantificaiton method to calculate fugitive dust emissions from cut/fill activities, BAAQMD recommends using this worksheet to calculate the on- and off-site haulage inputs for URBEMIS. If a project would involve both on-site and off-site cut/fill operations, the user should create two separate High Level Haulage Input Worksheets (i.e., one worksheet calculation for on-site and one for off-site).

Project Name:

Grading Activity/Phase:

User inputs
Input to use in URBEMIS
Calculation (do not change)

Cut/Fill Operations

Description	Amount	Units	Notes
Total Cut/Fill Volume	1,800	cubic yards	Enter information
Months of Activity	2	months	Enter information
Days of Activity	44	days	
Daily Cut/Fill Volume	40.91	cubic yards/day	

Soil Density by Soil Type and Condition

Soil Type	Bulk Density (grams/cubic centimeter)	Density (pounds/cubic yard)	Density (tons/cubic yard)
Sandy	1.69	2,849	1.42
Loamy Coarse-Loamy	1.63	2,747	1.37
Loamy Fine-Loamy	1.60	2,697	1.35
Loamy Coarse-Silty	1.60	2,697	1.35
Loamy Fine-Silty	1.54	2,596	1.30
Clayey 25-25% clay	1.49	2,511	1.26
Clayey >45% clay	1.39	2,343	1.17

Source: U.S. Department of Agriculture, Natural Resources Conservation Service, 2007. National Soil Survey Handbook, title 430-VI. [Online] Available at <http://soils.usda.gov/technical/handbook/>.

URBEMIS 2007 Ton-Mile Calculation

Description	Amount	Units	Notes
Soil Type	Loamy Coarse-Loamy		Use drop-down menu to select soil type. Assume Sandy unless project-specific soil type is known.
Soil Density	1.37	tons/cubic yard	Enter project specific soil density if known
Haul Distance (Round Trip On-Site)	0.04	miles	Enter distance
Ton-Mile per Day	2.25	ton-miles/day	

Notes:
On-site ton-mile assumes cut/fill volume is moved by scrapers.
Off-site ton-mile assumes cut/fill volume is moved by haul trucks.

URBEMIS Construction Modeling Data Needs/Requests

1) Construction Schedule

Land use type and size to be developed
Commencement and buildout date
Duration and start date for each construction phase (e.g., demolition, grading, building construction)
Identify any potential or planned overlap in phases

Note: If project will be built out in multiple phases, provide information above for each phase.

2) Demolition

Commencement date and duration of activities
Total volume to be demolished
Maximum daily volume to be demolished
Haul truck capacity and distance to disposal site (URBEMIS defaults provided)
Demolition equipment required (URBEMIS defaults provided)

Note: URBEMIS estimates demolition construction equipment based on the land use being developed.

3) Grading (Mass and Fine)

Commencement date and duration of activities
Maximum daily acres disturbed (URBEMIS defaults provided)
Volume of material to be cut and/or filled (cubic yards)
Volume of material to be exported and/or exported (cubic yards)
Construction equipment required

Note: URBEMIS estimates grading construction equipment based on maximum daily acres disturbed.

4) Fugitive Dust

A) Method 1 (Default)
Maximum daily acres disturbed (URBEMIS defaults provided)

B) Method 2 (Low Level of Detail)
Duration of cut/fill operations
Volume of material to be cut and/or filled (cubic yards)
Origin of soil material (i.e., on-site or off-site)

C) Method 3 (Medium Level of Detail)
Duration of cut/fill operations
Number of scrapers or haul trucks operating per day
Hours of operation for each scraper or haul truck (scraper hours and haul truck hours)

D) Method 4 (High Level of Detail)
Duration of cut/fill operations
Volume of material to be cut and/or filled (cubic yards)
Bulk density of material (i.e., tons per cubic yard)
Round trip distance required to move materials on-site (on-site miles only)

5) Asphalt Paving

Commencement date and duration of activities
Total acres to be paved
Construction equipment required

Note: URBEMIS estimates asphalt paving construction equipment based on total acres to be paved.

6) Architectural Coatings

Commencement date and duration of activities

B. AIR QUALITY MODELING INSTRUCTIONS (URBEMIS)

This section provides detailed instructions for and examples of air quality modeling of operational and construction-related emissions pursuant to the methodological recommendations in this guide.

OPERATIONAL-RELATED EMISSIONS

URBEMIS Input Parameters

URBEMIS provides default values for Bay Area specific modeling parameters. Users may use the default values or provide project specific information when possible for more accurate emission quantification. BAAQMD-recommended input parameters and data requirements along with general URBEMIS user information for each operational-related activity are described below. Refer to the URBEMIS User's Guide and the BAAQMD Greenhouse Gas Model User's Manual (referred to collectively as the "User's Guide" below) for more detailed information.

Table B-1
URBEMIS Input Parameters for Operation Emissions

Operational Input Parameters	Guidance Principle
Air District	Bay Area Air District
Analysis Year	Earliest possible year when project would be operational
Land Use Type and Units	Based on project description
Trip Rate	From project traffic study, local trip rates, or ITE Trip Generation Manual
Project Location	Urban
Road Dust	Category should not be turned off but can be modified if project information is known
Pass-by Trips	See User's Guide for further instructions
Double Counting Correction	See User's Guide for further instructions
Percentage of Land Uses using Natural Gas	100 percent for both residential and nonresidential development
Persons per Residential Unit (Consumer Products)	Based on estimated number of residents
All Other URBEMIS Inputs	Use default values, unless project-specific data is available. See User's Guide for further instructions[1]

[1] The rationale for changing default values should be disclosed in the CEQA document

Land Use Type and Size

Choose each individual land use type (e.g., single family housing, apartment high rise, regional shopping center, or office park) that is most applicable to the proposed development project in the *Enter Land Use Data* module and enter the size of the project (e.g., acres, thousand square feet [ksf], students, dwelling units [du], rooms, pumps, rooms, or employees). Ensure that the unit type for the project-specific data is consistent with the unit type selected in URBEMIS. By default, URBEMIS estimates the trip generation rates for each land use type based on equations included in the ITE Trip Generation Manual. The trip rate represents the number of daily trips generated by a particular land use type by size. Override the default trip rate if project-specific data is available from the transportation analysis.

URBEMIS estimates the trip rate differently for residential land use types than for non-residential land use types. For residential land use types, URBEMIS adjusts the default trip rate based on residential density (i.e., dwelling units/residential acre). Overriding the default value for the number of acres for a residential land use type would automatically result in a change in the trip rate value. If both the number of acres and the trip rates for a residential development are known, enter the unit amount for the land use first, then adjust the acreage second, and then adjust the trip rate last. Select the *Submit* button after completing the *Enter Land Use Data* module.

For nonresidential land use types, URBEMIS uses a default trip rate value that is directly based on the unit amount entered into the *Enter Land Use Data* module. URBEMIS also assumes a Floor Area Ratio (FAR) of 0.5 for all nonresidential uses. The FAR is the ratio of the total floor area of a building to the size of the parcel on which it is located. Override the value in the acres data field based on the FAR for the proposed nonresidential land uses. URBEMIS does not adjust the default trip rate if the acre value is adjusted.

The *Enter Land Use Data* module includes a default worker commute trip percentage for all nonresidential land use types, which is used to estimate percentages of other commercial trip types in the *Enter Operational Data* module. The *Enter Land Use Data* module also contains default percentages of primary, diverted, and pass-by trips for all land use types, residential and non-residential. Primary trips are trips made for the specific purpose of visiting the generator and URBEMIS assumes that primary trips travel a full trip length; pass-by trips are trips made as intermediate stops on the way from an origin to another trip destination; and diverted-linked trips are trips attracted from the traffic volume on roadways in the vicinity of the generator but which require a diversion from that roadway to another roadway to gain access to the site. Pass-by and diverted-linked trips are assigned a shorter trip distance than primary trips. URBEMIS assumes that pass-by trips result in virtually no extra travel, with an assumed trip length of 0.1 mile. Diverted-linked trip lengths are assumed to equal 25 percent of the primary trip length. URBEMIS allows users to edit these data fields. URBEMIS incorporates this information for estimation of mobile-source emissions only if the check box for the Pass-by Trips category in the *Enter Operational Data* module is selected. When not selected, URBEMIS assumes all trips are primary trips. BAAQMD recommends reviewing the User's Guide for more information about when to use this feature. Additional discussion about pass-by trips is provided under the *Enter Operational Data* module guidance below.

When estimating emissions for a type of land use that is not listed in URBEMIS, select a similar land use type or add a new land use type on the Blank tab of the *Enter Land Use Data* module. When selecting a similar nonresidential land use type as a proxy, consider the worker commute trip percentage and the primary, diverted, and pass-by trip values. The name of the land use type is unimportant and can be overridden with new text if desired. BAAQMD recommends using one of the types of residential land uses listed in URBEMIS as a proxy when analyzing any type of unique residential project.

For unique nonresidential types of land uses, BAAQMD recommends either using another nonresidential land use type as a proxy or using a Blank land use type. If a new land use type is analyzed using a row on the Blank tab of the *Enter Land Use Data* module, enter a trip rate as URBEMIS does not provide default trip rate on the Blank tab. BAAQMD recommends using a trip rate from the ITE Trip Generation Manual, if an appropriate trip rate is available. If an applicable trip generation rate is not available, the Lead Agency should make a good faith effort to derive a trip generation rate for the proposed project.

Operational Data

The *Enter Operational Data* module allows users to estimate vehicle exhaust emissions from trips (and associated VMT) generated by a project. The module consists of seven operational

parameter categories including *Year & Vehicle Fleet*, *Trip Characteristics*, *Temperature Data*, *Variable Starts*, *Road Dust*, *Pass-by Trips*, and *Double-Counting Correction*. The first five operational categories are all needed to calculate vehicle exhaust emissions and; therefore, cannot be turned off. Three of the seven operational categories can be turned off: *Road Dust*, *Pass-by Trips*, and *Double-Counting Correction*.

Guidance regarding each of the operational categories is provided below. In general, most of the default values for these seven source categories do not need to be changed, except where otherwise noted.

Year & Vehicle Fleet
The *Year & Vehicle Fleet* category allows users to specify the operational year for the project. Use the earliest possible year when the project would be operational to estimate worst-case operational emissions. Be aware that changing the project start year also changes the vehicle fleet mix. The default fleet mix values (i.e., *Fleet %, Vehicle Type*, *Non-Catalyst*, *Catalyst*, *Diesel*) are based on values from EMFAC using the year and the location of the project that is specified when users creates a new project in URBEMIS. The fleet mix should be modified only if it is known that the fleet mix for a project would be different from the average vehicle fleet mix in the project area. In that situation, select *Keep Current Fleet Mix When Changing Years*. Changes to the fleet mix data should be based on information provided by the transportation analysis and/or assumptions that are disclosed in the CEQA document. For instance, the fleet mix of motor vehicle trips generated by a school project would likely consist of a higher percentage of school buses and a lower percentage of motor homes and motorcycles than the URBEMIS average.

Trip Characteristics
The *Trip Characteristics* category includes trip data such as average speed, trip percentages, urban and rural trip lengths for different trip types. The trip percentages for home-based trips can be modified; however, it is not possible to modify the same for commercial-based trips, which URBEMIS calculates using the worker commute trip percentage entered in the *Enter Land Use Data* module. URBEMIS uses either the urban or rural trip length values depending on whether *Urban Project* or *Rural Project* is selected on the same screen. In general, the *Urban Project* option should be selected for most land use development projects under BAAQMD's jurisdiction. The trip length values can be changed if supported by information produced in a transportation analysis and/or reasonable assumptions about the project. For instance, the trip length for a proposed school might be adjusted according to the spatial distribution of the households that would be served by that school, particularly if the majority of trip generation would consist of parents driving their children to the school.

In addition to trip rate adjustments based on residential density, URBEMIS allows for modifications to vehicle trips based on other project characteristics. If specific project information is available for any land use type it should be reflected in the URBEMIS inputs. The table "URBEMIS Measures – Operational (Mobile-source) Measures" in Section 4.2 lists available measures to alter the trip rate to better reflect specific conditions. For example, if a project includes access to transit, URBEMIS trip rates can be adjusted between 0% and 15%. A 15% reduction in vehicle trips due to transit access would only be appropriate for a project that offers access to exceptional transit service. See the User's Guide for further instructions on all adjustments. Lead agencies must discuss and justify their reductions with substantial evidence.

Temperature Data
The *Temperature Data* category contains default ambient winter and summer temperature values which are used to estimate winter and summer emissions, respectively. The default temperature values in these data fields are specific to SFBAAB and should only be modified in consultation with BAAQMD.

Variable Starts
The *Variable Starts* parameter category shows the percentage of vehicles in several time classes (minutes since the vehicle engine was turned off) for the six trip types defined in the *Trip Characteristics* parameter category. This information is derived from the applicable EMFAC file and should only be modified in consultation BAAQMD.

Road Dust
The *Road Dust* parameter category allows users to specify the distribution of vehicle travel between paved and unpaved roads. This category is used to calculate entrained road dust emissions due to vehicle travel on paved and unpaved surfaces. Do not turn this category off, and users can adjust the percentage of travel on paved and unpaved roads if detailed project information is known.

Pass-by Trips
The *Pass-by Trips* parameter category can only be turned on or off. When selected, this category divides all the project-generated trips into primary, pass-by, and diverted-linked trips (entered as percentages in *Enter Land Use Data* module). When this category is not selected, URBEMIS assumes 100 percent of the project-generated trips are primary trips. Pass-by trips are trips made as intermediate stops on the way from an origin to a primary trip destination. URBEMIS accounts for these trips by setting the trip length to 0.1 miles for each pass-by trip. These trips are most important for retail and commercial land uses, such as gas stations and fast food restaurants. This option is not applicable to all land use types. For example, most of the trips to and from a *Warehouse* are typically expected to be primary trips and the *Pass-by Trips* option should not be used. This category check box should not be selected unless the percentage of pass-by trips is supported by a transportation analysis or a set of reasonable assumptions discussed in the CEQA document. If the trip length values in the *Trip Characteristics* category or the trip rate values in the Enter Land Use Data module are overwritten using information provided by a transportation analysis, be aware of whether the traffic data incorporated the occurrence of pass-by trips. If the *Pass-By Trips* checkbox is selected then the Lead Agency should discuss its reasoning for assuming that some of the project-generated vehicle trips would be considered pass-by trips.

Double-Counting Correction
The *Double-Counting Correction* parameter category is designed to account for internal trips between residential and nonresidential land uses. The *Double-Counting Correction* is applicable to mixed-use projects that include both residential and nonresidential land use types in the *Enter Land Use Data* module. For example, a residential trip and a retail trip generated by a mixed-use project may be the same trip. Users have the option of entering the number of internal trips between residential and nonresidential land uses in the *Enter the gross internal trip* as desired. The value entered represents the number of internal trips that would not be included in the emissions estimate. This category should not be used unless the transportation analysis or local transportation studies contain data to support the correction factor. In some cases, the transportation analysis may report project-specific trip generation that is already corrected for internal trips. Consult with a traffic engineer to determine the appropriate method to account for internal trips. The *Double-Counting Correction* checkbox should not be selected if detailed project information is unknown.

Area Source
The *Enter Area Source Data* module allows users to adjust the five area-source emission categories including, natural gas fuel combustion, hearth fuel combustion, landscape fuel combustion, consumer products, and architectural coatings. The natural gas, hearth, and landscape maintenance categories relate to on-site fuel combustion and the consumer products and architectural coatings categories address on-site evaporative emissions.

Guidance regarding each of the area-source categories is provided below. In general, most of the default values for these five source categories do not need to be changed except where otherwise noted in this guide.

Natural Gas Fuel Combustion
Parameters in the *Natural Gas Fuel Combustion* category are used to estimate the natural gas combustion emissions from space and water heating. On the *Natural Gas* tab the default percentage for land uses using natural gas should be changed to 100 percent for both residential and nonresidential land use types, as is representative of most development projects in the SFBAAB, unless project-specific data is available. Similarly, do not override the default natural gas usage values unless project-specific data is available.

Hearth Fuel Combustion
The *Hearth Fuel Combustion* category consists of separate tabs for *Hearth Percentages*, *Wood Stoves*, *Wood Fireplaces*, *Natural Gas Fireplaces*, and *Natural Gas Emission Factors*. Each of the tabs is discussed separately below.

- *Hearth Percentages*
  The parameters on the *Hearth Percentages* tab are applicable only to projects that include residential units. The default percentages should be used for the wood stoves, wood fireplaces, and wood stoves unless project-specific information is available. URBEMIS does not estimate emissions from any hearth types for nonresidential land use types.

- *Wood Stoves*
  On the *Wood Stoves* tab, the default percent values for the types of wood stoves (i.e., *Noncatalytic*, *Catalytic*, *Conventional*, and *Pellet*) should be changed in accordance with District Regulation 6, Rule 3, which allows only EPA-certified wood burning fireplaces and pellet stoves in new construction projects. The values for *Wood Burned*, *Wood Stove Usage*, and *Pounds in a Cord of Wood* should not be changed unless project-specific information is available.

- *Wood Fireplaces*
  The *Wood Fireplaces* tab is similar to the *Wood Stoves* tab. The emission factors on this tab cannot be modified. The values for *Wood Burned*, *Wood Stove Usage*, and *Pounds in a Cord of Wood* should not be changed unless project-specific information is available. District Regulation 6, Rule 3 allows only EPA-certified wood burning fireplaces in new construction projects.

- *Natural Gas Fireplaces*
  The values in the data fields on the *Natural Gas Fireplaces* tab should only be modified in the case that project-specific information is available that supports overriding default values.

- *Natural Gas Emission Factors*
  The emission factors contained in the *Natural Gas Emission Factors* tab cannot be modified. These values are used to estimate emissions from natural gas combustion in fireplaces/stoves and, according to the URBEMIS User's Guide, are based on U.S. Environmental Protection Agency Air Pollutant (AP-42) emission factors.

Landscape Fuel Combustion
The *Landscape Fuel Combustion* source category calculates on-site emissions from landscaping equipment such as lawn mowers, leaf blowers, chain saws, and hedge trimmers that are powered by internal combustion engines. On this tab, only adjust the value for the year being analyzed. The year entered into this field should be the earliest year when the project could become fully

operational. Landscaping emissions are estimated for the summer period only. URBEMIS uses emission rates from ARB's OFFROAD model to estimate of landscape maintenance equipment emissions.

Consumer Products
The *Consumer Products* source category is only relevant to projects that include residential land use types. The *Pounds of ROG (per person)* value should not be adjusted in this category. The persons per residential unit data field should be adjusted based on the estimated number of residents that would be supported by the proposed project, if available. The value should be consistent with the number of residents divided by the number of residential units.

Architectural Coating
Do not make changes to the values in the *Architectural Coating* source category without consulting BAAQMD.

EXAMPLE PROJECT OPERATIONAL-RELATED EMISSIONS CALCULATION

Description
The Example Project would develop a multi-story, mixed-use building that includes 40 units of residential condominium apartments, 50,000 square feet (or "50 thousand square feet" [ksf]) of offices and 35 ksf of retail land uses on an undeveloped 4.0-acre site. All of the residential condominium apartments would have natural gas lines for space heating but half of the units would be referred to as "suites" and include natural gas fireplaces. The regular apartments would not have natural gas fireplaces. Project construction would last two years beginning in 2010 and the project would be fully operational by 2013.

Screening Analysis
In the Land Use Module of URBEMIS (*Enter Land Use Data*) the corresponding Land Use Types of the proposed development would be Apartment High Rise units, General Office Building, and Strip Mall.

When each of the Land Use Types (i.e. Apartment High Rise units, General Office Building, and Strip Mall) is considered individually, their respective sizes would not exceed any of the District's Operational Screening Criteria (Table 3-1). However, because the project would contain more than one land use type, the operational screening levels cannot be used to assess the project's operational emissions, as explained in the discussion about the screening levels earlier in this guidance. The lead agency would be required to perform a detailed estimation of operational emissions using URBEMIS.

Emissions Quantification
When entering the proposed land uses into the Land Use Module, URBEMIS estimates the number of Acres for each Land Use Type assuming that each land use type would be constructed on separate lots. Using default values URBEMIS would assume this Example Project is 4.56 total acres (i.e. 0.65 acres for Apartment High Rise, 2.30 acres for General Office Building, and 1.61 acres for Strip Mall). For mixed-use and/or multi-level developments, the user should adjust the Acres for each of the proposed land uses such that the combined total acreage of all land use types is equal to the actual combined total size of the proposed project site (i.e., 4.0 acres, in this example) prior to running the model.

URBEMIS estimates the Trip Rate differently for residential land use types than for non-residential land use types. For residential land use types, URBEMIS adjusts the default Trip Rate based on residential density (i.e., dwelling units/residential acre). Therefore, overriding the default

value for the number of Acres assumed by URBEMIS for a residential land use type would automatically result in a change to the value assumed in the Trip Rate data field. If both the number of Acres and the Trip Rate for a residential development are known, the user should adjust the Acres field first, then adjust the Trip Rate field, and then click the Submit button. For nonresidential Land Use Types, URBEMIS uses a default value for in the Trip Rate data field that is directly based on the Unit Amt entered into the Land Use Module. The trip rates used by URBEMIS are based on standard rates from the ITE Trip Generation Manual. URBEMIS also assumes a Floor Area Ratio (FAR) of 0.5 for all nonresidential land use types. The FAR is the ratio of the total floor area of a building to the size of the parcel on which it is located. The user should override the value in the Acres data field based on the actual FAR for the development, as appropriate.

In the Area Source Module, Hearth Fuel Combustion category, the user should change the data fields for Wood Stoves, Wood Fireplaces, Natural Gas Fireplaces, and None (% w/o any hearth option) on the Hearth Percentages tab to 0, 0, 50, and 50, respectively to match the project description. In the Landscape Fuel Combustion source category the Year being Analyzed data field should be changed to 2013.

In the Operational Module the year data field in the Year & Vehicle Fleet category page should also be changed to 2013.

Lastly, the estimated daily and annual emissions of criteria air pollutants and precursors should be compared to the District's thresholds of significance (Table 2-2). If the daily or annual emissions would exceed the thresholds of significance, operational emissions would be considered significant and all feasible mitigation measures should be implemented to reduce these emissions.

CONSTRUCTION-RELATED EMISSIONS

Land Use Development Projects

URBEMIS includes a module (*Enter Construction Data*) that quantifies emissions from the following construction-related activity phases: demolition, mass and fine grading ("grading"), trenching, asphalt paving, building construction, and the application of architectural coatings.

URBEMIS Input Parameters

BAAQMD recommends input parameters and data requirements along with general URBEMIS user information for each construction-related activity phase below. Refer to the URBEMIS User's Manual for more detailed information. Appendix A contains a *Construction Data Needs Form* template that can be used to assist with requesting and gathering project-specific information.

Land Use Type and Size

Choose each individual land use type (e.g., single family housing, apartment high rise, regional shopping center, or office park) that is most applicable to the proposed development project in the *Enter Land Use Data* module and enter the size of the project (e.g., acres, thousand square feet [ksf], students, dwelling units [du], rooms, pumps, rooms, or employees). For several of the land use types, various size units are available (e.g., ksf and acres); ensure that the unit type for the project-specific data is consistent with the unit type selected in URBEMIS.

Schedule

The project schedule typically provides the number of months or days required for the completion of each construction-related activity phase (e.g., grading, building construction, asphalt paving), as well as the total duration of project construction. Where project-specific information is

available, modify URBEMIS default assumptions in *Click to Add, Delete, or Modify Phases* under the *Enter Construction Data* module. In this module, add or delete construction activities, add multiple similar construction activities (e.g., three grading phases), as well as overlap any construction activities as necessary. The URBEMIS default assumption for the number of work days per week is five, which inherently assumes that construction-related activities would only occur during weekdays, not on weekends. This can be altered if project-specific data is available in *Click to Add, Delete, or Modify Phases* under the construction phase setting *Work Days/Week.* For projects with specific phasing information (i.e., duration of each construction phase), but no definite construction commencement date, the earliest feasible start date should be used to be conservative. In addition, when project-specific information is not known, assume some overlap of construction phases (e.g., overlap of grading and asphalt paving activities or asphalt paving and building construction activities) to also be conservative. Please note that URBEMIS quantifies annual emissions on a calendar year basis (i.e., January to December) rather than the year-long period (running yearly average from the start date of construction) with the maximum amount of emissions.

Demolition

URBEMIS quantifies exhaust and fugitive PM dust emissions from demolition activities in the *Demolition Phase* within the *Enter Construction Data* module. Information to quantify emissions from this activity phase includes:

1. Duration of demolition (work days/week, phase start and end dates);
2. Total volume of building to be demolished (width, length, and height);
3. Maximum daily volume of building to be demolished (width, length, and height);
4. Haul truck capacity (cubic yards [yd^3]);
5. Haul truck trip length to disposal site (round trip miles); and
6. Off-road equipment requirements (number and type of equipment).

URBEMIS contains default assumptions for haul truck capacity (yd^3 per truck) and round trip distance (miles), if project-specific information is not available. URBEMIS also contains default assumptions for off-road equipment requirements. URBEMIS bases these on the size(s) of the proposed land use type(s) in the *Enter Land Use Data* module to estimate the off-road equipment requirements. In other words, URBEMIS assumes the size of the land use to be demolished is equal to the land use that would be developed. If the size(s) and/or type(s) of the land use(s) to be demolished are different from the land use(s) to be developed, create a separate URBEMIS run to quantify demolition emissions. Input the size and type of land use(s) for the different demolition building space versus the proposed building space in the *Enter Land Use Data* module for the separate URBEMIS run and only include the *Demolition* phase within the *Enter Construction Data* module.

Site Grading (Mass and Fine)

URBEMIS quantifies exhaust and fugitive PM dust emissions from grading activities in the *Site Grading* phase within the *Enter Construction Data* module. Information to quantify emissions from this activity phase includes, where applicable:

1. Duration of grading (work days/week, phase start and end dates);
2. Total acreage to be graded (acres);
3. Maximum daily acreage disturbed (acres per day);
4. Type and amount of cut/fill activities (yd^3 per day on- or off-site);
5. Description of soil hauling (amount of soil import/export [yd^3], haul truck capacity [yd^3 per truck], round trips per day, round trip distance [miles]); and

6. Off-road grading equipment requirements (number and type of equipment).

URBEMIS default assumptions for the total acreage to be graded and the maximum daily acreage disturbed are shown in the *Daily Acreage* tab within the *Site Grading* phase. Under the default settings, URBEMIS assumes that the maximum daily acreage disturbed is equivalent to 25 percent of the total acreage to be graded. Override this default assumption if more specific project information is available. The *Site Grading* phase consists of separate tabs for *Daily Acreage*, as mentioned above, *Fugitive Dust*, *Soil Hauling*, and *Site Grading Equipment*. Due to the differences in methodology and level of information required, each is discussed separately below.

Fugitive Dust
URBEMIS quantifies fugitive PM dust emissions in the *Site Grading* phase under the *Fugitive Dust* tab. URBEMIS provides four different levels of detail from which to select (i.e., default, low, medium, and high), described below.

Default: This method involves the use of the *Default Emission Rate* quantification methodology in the *Fugitive Dust* tab for which fugitive PM dust emissions are based on an emission rate (pound per disturbed acre per day [lb/acre-day]). This method should only be used when no project-specific information is known, or when no cut/fill activities would occur. BAAQMD recommends the selection of the worst-case emission rate (i.e., 38.2 lb/acre-day) for extensive site preparation activities (e.g., cut/fill) where the exact type and amount (e.g., yd^3 per day on- or off-site) are not known, and selection of the average emission rate (i.e., 10 lb/acre-day) otherwise. The average emission rate would be used for projects that involve typical site grading activities, but no cut/fill or earthmoving activities.

Low: The *Low Level of Detail* quantification method should be used when cut/fill activities would occur and the amount of on-site and off-site cut/fill is known. Input the type and amount of cut/fill activities (yd^3 per day on- or off-site). On-site cut/fill activities involve soil movement within the boundaries of the project site via scrapers or graders, while off-site cut/fill activities involve soil movement outside of the boundaries of the project site via haul trucks. Projects that require off-site cut/fill should also enter the appropriate amount of soil import/export in the *Soil Hauling* tab, as discussed in more detail below.

Medium: The *Medium Level of Detail* quantification method should be used when cut/fill activities would occur and the required number of activity hours per day for on-site scrapers and off-site haul trucks is known. Input the number of hours per day for on-site scraper and off-site haul trucks conducting cut/fill activities. Input the total number of scraper-hours and/or haul truck-hours that are anticipated to occur per day. For example, if two scrapers would operate for eight hours per day each and three haul trucks would operate for four hours per day each, enter 16 for the *Onsite Scraper* parameter (i.e., 2 scrapers × 8 hours) and 12 for the *Offsite Haul* parameter (i.e., 3 haul trucks × 4 hours). Similar to the *Low Level of Detail* quantification method, on-site cut/fill activities involve soil movement within the boundaries of the project site via scrapers or graders, while off-site cut/fill activities involve soil movement outside of the boundaries of the project site via haul trucks. Projects that require off-site cut/fill should also enter the appropriate amount of soil import/export in the *Soil Hauling* tab, as discussed in more detail below.

High: The *High Level of Detail* quantification method should be used when cut/fill activities would occur and details about soil haulage is known. Input data on the amount of on- and off-site haulage (ton-miles per day) based on the total volume of cut/fill (yd^3), duration of the cut/fill activities (work days), density of soil being moved (tons per yd^3), and the scraper or haul truck round-trip distance (miles). A *High Level Haulage Input* worksheet that can be used to assist with

determining the amount of on- and off-site haulage (ton-miles per day) required for this method is contained in Appendix A.

Soil Hauling
URBEMIS quantifies entrained PM road dust and exhaust emissions from soil hauling in the *Soil Hauling* tab within the *Site Grading* phase. Information requirements include the amount of soil import/export (yd^3), round trips per day, round trip distance (miles), and haul truck capacity (yd^3 per truck). For round trip distance and haul truck capacity, URBEMIS provides default assumptions of 20 yd^3 per truck and 20 miles, respectively. Override the default assumptions if the project specific values are known.

Grading Equipment
URBEMIS quantifies exhaust emissions from on-site heavy-duty equipment in the *Site Grading Equipment* tab within the *Site Grading* phase. Information requirements include the type of equipment and quantity or amount, along with horsepower, load factor, and hours of operation per work day. URBEMIS provides default assumptions for all of these, primarily based on the amount of maximum daily acreage disturbed shown in the *Daily Acreage* tab. If project-specific grading equipment is known, click on the *All Checks Off* button and input the number for each type of equipment to be used for the project. Note that although the *All Checks Off* button will allow users to override the URBEMIS default equipment assumptions in the *Amount Model Uses* column, make sure to delete the previous URBEMIS default equipment selections prior to entering the project-specific equipment information.

Asphalt Paving
URBEMIS quantifies off-gas and exhaust emissions from asphalt paving activities in the *Paving* tab within the *Enter Construction Data* module. Information to quantify emissions from this activity phase includes the duration of asphalt paving (work days/week, phase start and end dates), total acreage to be paved, and off-road equipment requirements. URBEMIS includes default assumptions for the amount of asphalt to be paved based on the size of the proposed land use type(s) in the *Enter Land Use Data* module. Account for the size of project features (e.g., parking structure, roadways, and large hardtop fields) that would require asphalt paving in excess of default assumptions (i.e., standard site access and parking spaces) within the *Total Acreage to be Paved with Asphalt* parameter.

Architectural Coating
URBEMIS quantifies off-gas emissions from the application of architectural coatings in the *Arch Coating* tab within the *Enter Construction Data* module. Information to quantify emissions from this phase include the duration of activities (i.e., work days/week, phase start and end dates). URBEMIS includes default parameters for the volatile organic compound content per liter of coating based on BAAQMD's Regulation 8, Rule 3: Architectural Coating.

Basic Construction Mitigation Measures
BAAQMD recommends that all proposed projects implement the *Basic Construction Mitigation Measures* regardless of the significance determination. The methodology for quantifying criteria air pollutant and precursor emission reductions from both fugitive PM dust and exhaust emissions by implementing the *Basic Construction Mitigation Measures* discussed below.

Fugitive Particulate Matter Dust Emissions
For quantification of fugitive PM dust-related *Basic Construction Mitigation Measures* in URBEMIS, BAAQMD first recommends selecting the *Mitigation* option in the *Enter Construction Data* module for the *Site Grading* phase. For *Site Grading Soil Disturbance Mitigation*, select (turn on) the soil stabilizing measure titled *Water exposed surfaces* along with the two times daily option without altering the default percent reduction. For *Unpaved Roads Mitigation*, select the

measure titled *Reduce speed on unpaved roads to less than 15 mph* without altering the default percent reduction. URBEMIS assumes that fugitive PM dust emissions from soil disturbance activities and travel on unpaved roads account for approximately 79 percent and 21 percent of total the fugitive PM dust emissions, respectively. URBEMIS will apply an approximate 53 percent reduction to total fugitive PM dust emissions as a result of implementation of the *Basic Construction Mitigation Measures* 1 through 5 in Table 8-2.

BAAQMD considers this as a surrogate for the implementation of the *Basic Construction Mitigation Measures* listed in Section 8.2. RoadMod assumes an inherent 50 percent reduction in fugitive PM dust emissions when water trucks are selected. BAAQMD recommends selecting water trucks to account for the implementation of the *Basic Construction Mitigation Measures*.

Exhaust Emissions

For quantification of the exhaust-related *Basic Construction Mitigation Measures* in URBEMIS, select the *Mitigation* option in the *Enter Construction Data* module for the *Site Grading*, *Building Construction,* and *Asphalt Paving* phases, as applicable to the proposed project. BAAQMD then recommends that for the *Off-Road Equipment Mitigation*, select (turn on) the measure titled *Use aqueous diesel fuel* and alter the default percent reduction for each to match those recommended by BAAQMD in Section 8.2. BAAQMD considers this as a surrogate for the implementation of the *Basic Construction Mitigation Measures* listed in Section 8.2.

RoadMod

RoadMod does not calculate emission reductions associated with the implementation of the exhaust-related *Basic Construction Mitigation Measures*. To quantify the exhaust-related emission reductions associated with the implementation of the *Basic Construction Mitigation Measures*, rely on the information and data contained in the *Data Entry* and *Emission Estimates* tabs in RoadMod. Reductions in exhaust emissions should be quantified separately for each phase (i.e., Grubbing/Land Clearing, Grading/Excavation, Drainage/Utilities/ Sub-Grade, and Paving). First isolate the exhaust emissions from off-road (e.g., heavy-duty) equipment for each phase. Table 8-4 below provides a cell reference for the *Data Entry* tab of RoadMod to assist with the identification and isolation of such emissions.

Once isolated, apply the specified percent reductions listed in Section 8.2 to each compound emission to determine the resultant amount of mitigated emissions from construction of the proposed project for each phase. A 5 percent reduction could be applied for NO_X, PM_{10}, and $PM_{2.5}$ to account for implementation of the appropriate *Basic Construction Mitigation Measures*.

Emission reductions should be estimated by multiplying the total emissions for each compound by the anticipated emission reduction applicable for that compound to estimate the mitigated amount of emissions reductions.

Linear Projects

For proposed projects that are linear in nature (e.g., road or levee construction, pipeline installation, transmission lines), BAAQMD recommends using the most current version of Sacramento Metropolitan Air Quality Management District's (SMAQMD) Road Construction Emissions Model (RoadMod) to quantify construction-related criteria air pollutants and precursors. Similar to URBEMIS, RoadMod quantifies fugitive PM dust, exhaust, and off-gas emissions from the following construction-related activity phases: grubbing/land clearing, grading/excavation, drainage/utilities/sub-grade, and paving. BAAQMD recommends using RoadMod in accordance with the user instructions and default assumptions unless project-specific information is available. The default assumptions are applicable to projects located within the SFBAAB. Also, URBEMIS inherently accounts for the on-site construction of roadways and the installation of project infrastructure. If the proposed project involves off-site improvements that

are linear in nature (e.g., roadway widening), use RoadMod in addition to URBEMIS to determine total emissions.

Table B-1
Roadway Construction Emissions Model
Cell Reference for Unmitigated Off-Road Equipment Emissions

Linear Construction Phase	NO_X	PM_{10}	$PM_{2.5}$
Grubbing/Land Clearing	G155	H155	I155
Grading/Excavation	G195	H195	I195
Drainage/Utilities/Sub-Grade	G235	H235	I235
Paving	G275	H275	I275

Notes: NO_X = oxides of nitrogen; $PM_{2.5}$ = fine particulate matter with an aerodynamic resistance diameter of 2.5 micrometers or less; PM_{10} = respirable particulate matter with an aerodynamic resistance diameter of 10 micrometers or less.
Cell references refer to the *Data Entry* tab from the SMAQMD Road Construction Emissions Model.
Source: SMAQMD 2009.

NO_X Emission Reduction
Emissions of NO_X (lb/day) × (1 – [NO_X percent reduction])

PM_{10} Emission Reduction
Emissions of PM_{10} (lb/day) × (1 – [PM_{10} percent reduction])

$PM_{2.5}$ Emission Reduction
Emissions of $PM_{2.5}$ (lb/day) × ([1 – [$PM_{2.5}$ percent reduction])

Users should use the *Emission Estimates* tab to calculate the total mitigated amount of emissions for each phase of construction. The total NO_X, PM_{10}, and $PM_{2.5}$ exhaust emissions for each phase are contained in cells E6 to E9, H6 to H9, and K6 to K9, respectively. To calculate the total amount of mitigated emissions, first subtract the unmitigated off-road equipment exhaust emissions (Please refer to Table 8-2) from the total exhaust emissions to calculate total emissions without inclusion of off-road equipment exhaust emissions. Then, add the mitigated off-road exhaust emissions (calculated with the method described above) to the remaining emissions to calculate the total emissions with mitigated off-road construction equipment exhaust emissions. For PM_{10} and $PM_{2.5}$, add the mitigated exhaust emissions with the mitigated fugitive PM dust emissions (calculated by RoadMod) to calculate the total amount of mitigated PM_{10} and $PM_{2.5}$ emissions.

Fugitive Particulate Matter Dust
BAAQMD recommends that for *Site Grading Soil Disturbance Mitigation* select (turn on) the soil stabilizing measure titled *Equipment loading/unloading*. To account for the implementation of the *Additional Construction Mitigation Measures* 1 through 8, alter the default percent reduction to 63 percent, which would result in a total reduction of 75 percent in fugitive PM dust emissions.

To quantify emission reductions associated with the implementation of the fugitive PM dust-related *Additional Construction Mitigation Measures* in RoadMod, rely on the *Emission Estimates* tab. RoadMod assumes a 50 percent reduction in fugitive PM dust emissions. Apply an additional 50 percent reduction to the fugitive PM dust emissions contained in the *Emission Estimates* tab of RoadMod to account for the implementation of the *Additional Construction Mitigation Measures* 1 through 8. The resulting total percent reduction from fugitive PM dust emissions would be 75

percent (i.e., 1 – (0.5 × 0.5)). The resultant amount of fugitive PM dust emissions should be added to the average daily mitigated exhaust PM emissions (methodology described below) to calculate the total amount of mitigated PM_{10} and $PM_{2.5}$ emissions.

Exhaust Emissions

BAAQMD recommends that for the *Off-Road Equipment Mitigation* select (turn on) the measure titled *Diesel particulate filter* and alter the default percent reduction for each to match those recommended by BAAQMD in Section 8.2. BAAQMD considers this as a surrogate for the implementation of the *Additional Construction Mitigation Measures*. BAAQMD recommends that, if implementing Measure 9, turn on the measure titled *Use aqueous diesel fuel* and alter the default percent reduction values to 20 percent for NO_X and 45 percent for PM_{10}, and $PM_{2.5}$.

For RoadMod, apply a 20 percent reduction for NO_X and a 45 percent reduction for PM_{10} and $PM_{2.5}$ to account for implementation of Measure 9 in the *Additional Construction Mitigation Measure* .To quantify the other exhaust-related emission reductions associated with the implementation of the *Additional Construction Mitigation Measures*, follow the same methodology described above for applying the reductions associated with the implementation of the *Basic Construction Mitigation Measures*.

Off-Gas Emissions

For quantification of off-gas-related *Additional Construction Mitigation Measures*, first select the *Mitigation* option in the *Enter Construction Data* module for the *Architectural Coating* phase. Then select (turn on) the measures applicable to the proposed project and alter the default percent reduction for each to match those recommended by BAAQMD in Section 8.2. BAAQMD considers this as a surrogate for the implementation of the *Additional Construction Mitigation Measures* listed in Section 8.2.

EXAMPLE PROJECT CONSTRUCTION-RELATED EMISSIONS CALCULATION

Description

This Example Project proposes development of 100 single-family residential units over a 2-year period. The project site would be approximately 33 acres (URBEMIS default assumption) and require an undetermined volume of fill materials to be imported to the site. In addition, the project would involve construction of a new access road to serve the development.

Screening Analysis

The project size is less than the construction screening level for single-family residential uses listed in Table 3-4. However, because the project includes the import of fill to the site, the construction screening levels cannot be used to address construction emissions. Therefore, a detailed quantitative analysis of construction-generated NO_X emissions should be performed using URBEMIS to estimate NO_X generated by construction of the residential units and using the RoadMod to estimate NO_X emissions from construction of the new access road.

Emissions Quantification

The size and type of land use proposed (i.e., single family housing) should be entered into the Land Use Module in URBEMIS. In this case, the project's total acres are equal to the default URBEMIS assumption; therefore, no override is necessary in the Acres data field. Modeling the construction emissions associated with single-family residential units in URBEMIS requires detailed information about the construction schedule (e.g., commencement date, types of construction activities required, and length of construction activities).

The fugitive PM dust emissions associated with fill activities should be estimated using the Fugitive Dust tab of the Mass Site Grading phase. For use of the Low Level of Detail quantification method, the volume of fill activities should be divided by the number of days that fill activities would occur. For example, if the project would require up to 20,000 yd^3 of fill materials to be imported over a minimum of 40 work days, the user should enter 500 (i.e., 20,000 $yd^3 \div 40$ days) into the Amount of Offsite Cut/Fill (cubic yards/day) data field. In addition, users should also input the total volume of fill materials to be imported into the Total Amount of Soil to Import (cubic yards) data field in the Soil Hauling tab. Off-road construction equipment for grading activities is estimated by URBEMIS based on the Maximum Daily Acreage Disturbed data field.

URBEMIS estimates the types and quantities of construction equipment in the Building Construction phase to develop the proposed project. For the Asphalt Paving phase, URBEMIS assumes the project requires asphalt paving for 25% of the total site. If more specific information can be provided, then user should turn off the Reset acreage with land use changes button in the Off Gas Emissions tab and override the Total Acreage to be Paved with Asphalt data field.

Due to the linear nature of the new access road to the project, daily mass emissions associated with its construction should be quantified using RoadMod. Users should obtain basic project information for the new access road and enter the information into the Data Entry tab of RoadMod. If project-specific information is not available RoadMod estimates the construction schedule for the road and the equipment used in each construction phase.

For analysis of the project's total average daily emissions, users should add emissions of each respective pollutant associated with development of the single-family residential units with the respective emissions associated with construction of the access road where construction activities are anticipated to overlap in the construction schedule. The average daily emissions of each pollutant that would occur throughout the entire construction period should be identified and compared with the District's threshold of significance. If the emissions would exceed the threshold of significance, construction emissions would be considered significant and all feasible mitigation measures to reduce emissions shall be implemented.

The user should keep in mind that the District's numeric thresholds for construction emissions apply to exhaust emissions only. The District recommends implementation of Basic Control Measures to reduce fugitive dust emissions for all projects, and Additional Control Measures to reduce fugitive dust emissions for significant projects.

C. SAMPLE AIR QUALITY SETTING

The Bay Area Air Quality Management District (BAAQMD) is the regional air quality agency for the San Francisco Bay Area Air Basin (SFBAAB), which comprises all of Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, and Santa Clara counties, the southern portion of Sonoma, and the southwestern portion of Solano County. Air quality in this area is determined by such natural factors as topography, meteorology, and climate, in addition to the presence of existing air pollution sources and ambient conditions. These factors along with applicable regulations are discussed below.

C.1.1. Climate, Topography, Air Pollution Potential

The SFBAAB is characterized by complex terrain, consisting of coastal mountain ranges, inland valleys, and bays, which distort normal wind flow patterns. The Coast Range splits resulting in a western coast gap, Golden Gate, and an eastern coast gap, Carquinez Strait, which allow air to flow in and out of the SFBAAB and the Central Valley.

The climate is dominated by the strength and location of a semi-permanent, subtropical high-pressure cell. During the summer, the Pacific high pressure cell is centered over the northeastern Pacific Ocean resulting in stable meteorological conditions and a steady northwesterly wind flow. Upwelling of cold ocean water from below to the surface because of the northwesterly flow produces a band of cold water off the California coast. The cool and moisture-laden air approaching the coast from the Pacific Ocean is further cooled by the presence of the cold water band resulting in condensation and the presence of fog and stratus clouds along the Northern California coast.

In the winter, the Pacific high-pressure cell weakens and shifts southward resulting in wind flow offshore, the absence of upwelling, and the occurrence of storms. Weak inversions coupled with moderate winds result in a low air pollution potential.

High Pressure Cell

During the summer, the large-scale meteorological condition that dominates the West Coast is a semi-permanent high pressure cell centered over the northeastern Pacific Ocean. This high pressure cell keeps storms from affecting the California coast. Hence, the SFBAAB experiences little precipitation in the summer months. Winds tend to blow on shore out of the north/northwest.

The steady northwesterly flow induces upwelling of cold water from below. This upwelling produces a band of cold water off the California coast. When air approaches the California coast, already cool and moisture-laden from its long journey over the Pacific, it is further cooled as it crosses this bank of cold water. This cooling often produces condensation resulting in a high incidence of fog and stratus clouds along the Northern California coast in the summer.

Generally in the winter, the Pacific high weakens and shifts southward, winds tend to flow offshore, upwelling ceases and storms occur. During the winter rainy periods, inversions (layers of warmer air over colder air; see below) are weak or nonexistent, winds are usually moderate and air pollution potential is low. The Pacific high does periodically become dominant, bringing strong inversions, light winds and high pollution potential.

Topography

The topography of the SFBAAB is characterized by complex terrain, consisting of coastal mountain ranges, inland valleys and bays. This complex terrain, especially the higher elevations, distorts the normal wind flow patterns in the SFBAAB. The greatest distortion occur when low-level inversions are present and the air beneath the inversion flows independently of air above the inversion, a condition that is common in the summer time.

The only major break in California's Coast Range occurs in the SFBAAB. Here the Coast Range splits into western and eastern ranges. Between the two ranges lies San Francisco Bay. The gap in the western coast range is known as the Golden Gate, and the gap in the eastern coast range is the Carquinez Strait. These gaps allow air to pass into and out of the SFBAAB and the Central Valley.

Wind Patterns

During the summer, winds flowing from the northwest are drawn inland through the Golden Gate and over the lower portions of the San Francisco Peninsula. Immediately south of Mount Tamalpais, the northwesterly winds accelerate considerably and come more directly from the west as they stream through the Golden Gate. This channeling of wind through the Golden Gate produces a jet that sweeps eastward and splits off to the northwest toward Richmond and to the southwest toward San Jose when it meets the East Bay hills.

Wind speeds may be strong locally in areas where air is channeled through a narrow opening, such as the Carquinez Strait, the Golden Gate or the San Bruno gap. For example, the average wind speed at San Francisco International Airport in July is about 17 knots (from 3 p.m. to 4 p.m.), compared with only 7 knots at San Jose and less than 6 knots at the Farallon Islands.

The air flowing in from the coast to the Central Valley, called the sea breeze, begins developing at or near ground level along the coast in late morning or early afternoon. As the day progresses, the sea breeze layer deepens and increases in velocity while spreading inland. The depth of the sea breeze depends in large part upon the height and strength of the inversion. If the inversion is low and strong, and hence stable, the flow of the sea breeze will be inhibited and stagnant conditions are likely to result.

In the winter, the SFBAAB frequently experiences stormy conditions with moderate to strong winds, as well as periods of stagnation with very light winds. Winter stagnation episodes are characterized by nighttime drainage flows in coastal valleys. Drainage is a reversal of the usual daytime air-flow patterns; air moves from the Central Valley toward the coast and back down toward the Bay from the smaller valleys within the SFBAAB.

Temperature

Summertime temperatures in the SFBAAB are determined in large part by the effect of differential heating between land and water surfaces. Because land tends to heat up and cool off more quickly than water, a large-scale gradient (differential) in temperature is often created between the coast and the Central Valley, and small-scale local gradients are often produced along the shorelines of the ocean and bays. The temperature gradient near the ocean is also exaggerated, especially in summer, because of the upwelling of cold ocean bottom water along the coast. On summer afternoons the temperatures at the coast can be 35°F cooler than temperatures 15 to 20 miles inland. At night this contrast usually decreases to less than 10°.

In the winter, the relationship of minimum and maximum temperatures is reversed. During the daytime the temperature contrast between the coast and inland areas is small, whereas at night the variation in temperature is large.

Precipitation

The SFBAAB is characterized by moderately wet winters and dry summers. Winter rains account for about 75 percent of the average annual rainfall. The amount of annual precipitation can vary greatly from one part of the SFBAAB to another even within short distances. In general, total annual rainfall can reach 40 inches in the mountains, but it is often less than 16 inches in sheltered valleys.

During rainy periods, ventilation (rapid horizontal movement of air and injection of cleaner air) and vertical mixing are usually high, and thus pollution levels tend to be low. However, frequent dry periods do occur during the winter where mixing and ventilation are low and pollutant levels build up.

Air Pollution Potential

The potential for high pollutant concentrations developing at a given location depends upon the quantity of pollutants emitted into the atmosphere in the surrounding area or upwind, and the ability of the atmosphere to disperse the contaminated air. The topographic and climatological factors discussed above influence the atmospheric pollution potential of an area. Atmospheric pollution potential, as the term is used here, is independent of the location of emission sources and is instead a function of factors described below.

Wind Circulation

Low wind speed contributes to the buildup of air pollution because it allows more pollutants to be emitted into the air mass per unit of time. Light winds occur most frequently during periods of low sun (fall and winter, and early morning) and at night. These are also periods when air pollutant emissions from some sources are at their peak, namely, commute traffic (early morning) and wood burning appliances (nighttime). The problem can be compounded in valleys, when weak flows carry the pollutants upvalley during the day, and cold air drainage flows move the air mass downvalley at night. Such restricted movement of trapped air provides little opportunity for ventilation and leads to buildup of pollutants to potentially unhealthful levels.

Wind-roses provide useful information for communities that contain industry, landfills or other potentially odorous or noxious land uses. Each wind-rose diagram provides a general indication of the proportion of time that winds blow from each compass direction. The longer the vector length, the greater the frequency of wind occurring from that direction. Such information may be particularly useful in planning buffer zones. For example, sensitive receptors such as residential developments, schools or hospitals are inappropriate uses immediately downwind from facilities that emit toxic or odorous pollutants, unless adequate separation is provided by a buffer zone. Caution should be taken in using wind-roses in planning and environmental review processes. A site on the opposite side of a hill or tall building, even a short distance from a meteorological monitoring station, may experience a significant difference in wind pattern. Consult BAAQMD meteorologists if more detailed wind circulation information is needed.

Inversions

An inversion is a layer of warmer air over a layer of cooler air. Inversions affect air quality conditions significantly because they influence the mixing depth, i.e., the vertical depth in the atmosphere available for diluting air contaminants near the ground. The highest air pollutant concentrations in the SFBAAB generally occur during inversions.

There are two types of inversions that occur regularly in the SFBAAB. One is more common in the summer and fall, while the other is most common during the winter. The frequent occurrence of elevated temperature inversions in summer and fall months acts to cap the mixing depth, limiting the depth of air available for dilution. Elevated inversions are caused by subsiding air from the subtropical high pressure zone, and from the cool marine air layer that is drawn into the SFBAAB by the heated low pressure region in the Central Valley.

The inversions typical of winter, called radiation inversions, are formed as heat quickly radiates from the earth's surface after sunset, causing the air in contact with it to rapidly cool. Radiation inversions are strongest on clear, low-wind, cold winter nights, allowing the build-up of such pollutants as carbon monoxide and particulate matter. When wind speeds are low, there is little mechanical turbulence to mix the air, resulting in a layer of warm air over a layer of cooler air next

to the ground. Mixing depths under these conditions can be as shallow as 50 to 100 meters, particularly in rural areas. Urban areas usually have deeper minimum mixing layers because of heat island effects and increased surface roughness. During radiation inversions downwind transport is slow, the mixing depths are shallow, and turbulence is minimal, all factors which contribute to ozone formation.

Although each type of inversion is most common during a specific season, either inversion mechanism can occur at any time of the year. Sometimes both occur simultaneously. Moreover, the characteristics of an inversion often change throughout the course of a day. The terrain of the SFBAAB also induces significant variations among subregions.

Solar Radiation

The frequency of hot, sunny days during the summer months in the SFBAAB is another important factor that affects air pollution potential. It is at the higher temperatures that ozone is formed. In the presence of ultraviolet sunlight and warm temperatures, reactive organic gases and oxides of nitrogen react to form secondary photochemical pollutants, including ozone.

Because temperatures in many of the SFBAAB inland valleys are so much higher than near the coast, the inland areas are especially prone to photochemical air pollution.

In late fall and winter, solar angles are low, resulting in insufficient ultraviolet light and warming of the atmosphere to drive the photochemical reactions. Ozone concentrations do not reach significant levels in the SFBAAB during these seasons.

Sheltered Terrain

The hills and mountains in the SFBAAB contribute to the high pollution potential of some areas. During the day, or at night during windy conditions, areas in the lee sides of mountains are sheltered from the prevailing winds, thereby reducing turbulence and downwind transport. At night, when wind speeds are low, the upper atmospheric layers are often decoupled from the surface layers during radiation conditions. If elevated terrain is present, it will tend to block pollutant transport in that direction. Elevated terrain also can create a recirculation pattern by inducing upvalley air flows during the day and reverse downvalley flows during the night, allowing little inflow of fresh air.

The areas having the highest air pollution potential tend to be those that experience the highest temperatures in the summer and the lowest temperatures in the winter. The coastal areas are exposed to the prevailing marine air , creating cooler temperatures in the summer, warmer temperatures in winter, and stratus clouds all year. The inland valleys are sheltered from the marine air and experience hotter summers and colder winters. Thus, the topography of the inland valleys creates conditions conducive to high air pollution potential.

Pollution Potential Related to Emissions

Although air pollution potential is strongly influenced by climate and topography, the air pollution that occurs in a location also depends upon the amount of air pollutant emissions in the surrounding area or transported from more distant places. Air pollutant emissions generally are highest in areas that have high population densities, high motor vehicle use and/or industrialization. These contaminants created by photochemical processes in the atmosphere, such as ozone, may result in high concentrations many miles downwind from the sources of their precursor chemicals.

Climatological Subregions

This section discusses the varying climatological and topographic conditions, and the resulting variations in air pollution potential, within inhabited subregions of the SFBAAB. All urbanized areas of the SFBAAB are included in one of 11 climatological subregions. Sparsely inhabited

areas are excluded from the subregional designations. Some of the climatological subregions discussed in this appendix overlap county boundaries. The Lead Agencies analyzing projects located close to the boundary between subregions may need to examine the characteristics of the neighboring subregions to adequately evaluate potential air quality impacts.

The information about each subregion includes location, topography and climatological factors relevant to air quality. Where relevant to air quality concerns, more localized subareas within a subregion are discussed. Each subregional section concludes with a discussion of pollution potential resulting from climatological and topographic variables and the major types of air pollutant sources in the subregion.

Carquinez Strait Region

The Carquinez Strait runs from Rodeo to Martinez. It is the only sea-level gap between the Bay and the Central Valley. The subregion includes the lowlands bordering the strait to the north and south, and includes the area adjoining Suisun Bay and the western part of the Sacramento-San Joaquin Delta as far east as Bethel Island. The subregion extends from Rodeo in the southwest and Vallejo in the northwest to Fairfield on the northeast and Brentwood on the southeast.

Prevailing winds are from the west in the Carquinez Strait. During the summer and fall months, high pressure offshore coupled with low pressure in the Central Valley causes marine air to flow eastward through the Carquinez Strait. The wind is strongest in the afternoon. Afternoon wind speeds of 15 to 20 mph are common throughout the strait region. Annual average wind speeds are 8 mph in Martinez, and 9 to 10 mph further east. Sometimes atmospheric conditions cause air to flow from the east. East winds usually contain more pollutants than the cleaner marine air from the west. In the summer and fall months, this can cause elevated pollutant levels to move into the central SFBAAB through the strait. These high pressure periods are usually accompanied by low wind speeds, shallow mixing depths, higher temperatures and little or no rainfall.

Summer mean maximum temperatures reach about 90° F. in the subregion. Mean minimum temperatures in the winter are in the high 30's. Temperature extremes are especially pronounced in sheltered areas farther from the moderating effects of the strait itself, e.g. at Fairfield.

Many industrial facilities with significant air pollutant emissions — e.g., chemical plants and refineries — are located within the Carquinez Strait Region. The pollution potential of this area is often moderated by high wind speeds. However, upsets at industrial facilities can lead to short-term pollution episodes, and emissions of unpleasant odors may occur at anytime. Receptors downwind of these facilities could suffer more long-term exposure to air contaminants than individuals elsewhere., It is important that local governments and other Lead Agencies maintain buffers zones around sources of air pollution sufficient to avoid adverse health and nuisance impacts on nearby receptors. Areas of the subregion that are traversed by major roadways, e.g. Interstate 80, may also be subject to higher local concentrations of carbon monoxide and particulate matter, as well as certain toxic air contaminants such as benzene.

Cotati and Petaluma Valleys

The subregion that stretches from Santa Rosa to the San Pablo Bay is often considered as two different valleys: the Cotati Valley in the north and the Petaluma Valley in the south. To the east, the valley is bordered by the Sonoma Mountains, while to the west is a series of low hills, followed by the Estero Lowlands, which open to the Pacific Ocean. The region from the Estero Lowlands to the San Pablo Bay is known as the Petaluma Gap. This low-terrain area allows marine air to travel into the SFBAAB.

Wind patterns in the Petaluma and Cotati Valleys are strongly influenced by the Petaluma Gap, with winds flowing predominantly from the west. As marine air travels through the Petaluma Gap, it splits into northward and southward paths moving into the Cotati and Petaluma valleys. The

southward path crosses San Pablo Bay and moves eastward through the Carquinez Strait. The northward path contributes to Santa Rosa's prevailing winds from the south and southeast. Petaluma's prevailing winds are from the northwest.

When the ocean breeze is weak, strong winds from the east can predominate, carrying pollutants from the Central Valley and the Carquinez Strait. During these periods, upvalley flows can carry the polluted air as far north as Santa Rosa.

Winds are usually stronger in the Petaluma Valley than the Cotati Valley because the former is directly in line with the Petaluma Gap. Petaluma's climate is similar to areas closer to the coast even though Petaluma is 28 miles from the ocean. Average annual wind speed at the Petaluma Airport is seven mph. The Cotati Valley, being slightly north of the Petaluma Gap, experiences lower wind speeds. The annual average wind speed in Santa Rosa is five mph.

Air temperatures are very similar in the two valleys. Summer maximum temperatures for this subregion are in the low-to-mid-80's, while winter maximum temperatures are in the high-50's to low-60's. Summer minimum temperatures are around 50 degrees, and winter minimum temperatures are in the high 30's.

Generally, air pollution potential is low in the Petaluma Valley because of its link to the Petaluma Gap and because of its low population density. There are two scenarios that could produce elevated pollutant levels: 1) stagnant conditions in the morning hours created when a weak ocean breeze meets a weak bay breeze, and 2) an eastern or southeastern wind pattern in the afternoon brings in pollution from the Carquinez Strait Region and the Central Valley.

The Cotati Valley has a higher pollution potential than does the Petaluma Valley. The Cotati Valley lacks a gap to the sea, contains a larger population and has natural barriers at its northern and eastern ends. There are also industrial facilities in and around Santa Rosa. Both valleys of this subregion are also threatened by increased motor vehicle traffic and the associated air contaminants. Population and motor vehicle use are increasing significantly, and housing costs and the suburbanization of employment are leading to more and longer commutes traversing the subregion.

Diablo and San Ramon Valleys

East of the Coast Range lay the Diablo and San Ramon Valleys. The valleys have a northwest to southeast orientation, with the northern portion known as Diablo Valley and the southern portion as San Ramon Valley. The Diablo Valley is bordered in the north by the Carquinez Strait and in the south by the San Ramon Valley. The San Ramon Valley is long and narrow and extends south from Walnut Creek to Dublin. At its southern end it opens onto the Amador Valley.

The mountains on the west side of these valleys block much of the marine air from reaching the valleys. During the daytime, there are two predominant flow patterns: an upvalley flow from the north and a westerly flow (wind from the west) across the lower elevations of the Coast Range. On clear nights, surface inversions separate the flow of air into two layers: the surface flow and the upper layer flow. When this happens, there are often drainage surface winds which flow downvalley toward the Carquinez Strait.

Wind speeds in these valleys generally are low. Monitoring stations in Concord and Danville report annual average wind speeds of 5 mph. Winds can increase in the afternoon near San Ramon because it is located at the eastern edge of the Crow Canyon gap. Through this gap, polluted air from cities near the Bay travels to the valley in the summer months.

Air temperatures in these valleys are cooler in the winter and warmer in the summer than are temperatures further west, as these valleys are far from the moderating effect of the Bay and

ocean. Mean summer maximum temperatures are in the low- to mid-80's. Mean winter minimum temperatures are in the high-30's to low-40's.

Pollution potential is relatively high in these valleys. On winter evenings, light winds combined with surface-based inversions and terrain that restricts air flow can cause pollutant levels to build up. San Ramon Valley can experience high pollution concentrations due to motor vehicle emissions and emissions from fireplaces and wood stoves. In the summer months, ozone and ozone precursors are often transported into the valleys from both the central SFBAAB and the Central Valley.

Livermore Valley

The Livermore Valley is a sheltered inland valley near the eastern border of SFBAAB. The western side of the valley is bordered by 1,000 to 1,500 foot hills with two gaps connecting the valley to the central SFBAAB, the Hayward Pass and Niles Canyon. The eastern side of the valley also is bordered by 1,000 to 1,500 foot hills with one major passage to the San Joaquin Valley called the Altamont Pass and several secondary passages. To the north lie the Black Hills and Mount Diablo. A northwest to southeast channel connects the Diablo Valley to the Livermore Valley. The south side of the Livermore Valley is bordered by mountains approximately 3,000 to 3,500 feet high.

During the summer months, when there is a strong inversion with a low ceiling, air movement is weak and pollutants become trapped and concentrated. Maximum summer temperatures in the Livermore Valley range from the high-80's to the low-90's, with extremes in the 100's. At other times in the summer, a strong Pacific high pressure cell from the west, coupled with hot inland temperatures causes a strong onshore pressure gradient which produces a strong, afternoon wind. With a weak temperature inversion, air moves over the hills with ease, dispersing pollutants.

In the winter, with the exception of an occasional storm moving through the area, air movement is often dictated by local conditions. At night and early morning, especially under clear, calm and cold conditions, gravity drives cold air downward. The cold air drains off the hills and moves into the gaps and passes. On the eastern side of the valley the prevailing winds blow from north, northeast and east out of the Altamont Pass. Winds are light during the late night and early morning hours. Winter daytime winds sometimes flow from the south through the Altamont Pass to the San Joaquin Valley. Average winter maximum temperatures range from the high-50's to the low-60's, while minimum temperatures are from the mid-to-high-30's, with extremes in the high teens and low-20's.

Air pollution potential is high in the Livermore Valley, especially for photochemical pollutants in the summer and fall. High temperatures increase the potential for ozone to build up. The valley not only traps locally generated pollutants but can be the receptor of ozone and ozone precursors from San Francisco, Alameda, Contra Costa and Santa Clara counties. On northeasterly wind flow days, most common in the early fall, ozone may be carried west from the San Joaquin Valley to the Livermore Valley.

During the winter, the sheltering effect of the valley, its distance from moderating water bodies, and the presence of a strong high pressure system contribute to the development of strong, surface-based temperature inversions. Pollutants such as carbon monoxide and particulate matter, generated by motor vehicles, fireplaces and agricultural burning, can become concentrated. Air pollution problems could intensify because of population growth and increased commuting to and through the subregion.

Marin County Basins

Marin County is bounded on the west by the Pacific Ocean, on the east by San Pablo Bay, on the south by the Golden Gate and on the north by the Petaluma Gap. Most of Marin's population lives in the eastern part of the county, in small, sheltered valleys. These valleys act like a series of miniature air basins.

Although there are a few mountains above 1500 feet, most of the terrain is only 800 to 1000 feet high, which usually is not high enough to block the marine layer. Because of the wedge shape of the county, northeast Marin County is further from the ocean than is the southeastern section. This extra distance from the ocean allows the marine air to be moderated by bayside conditions as it travels to northeastern Marin County. In southern Marin the distance from the ocean is short and elevations are lower, resulting in higher incidence of maritime air in that area.

Wind speeds are highest along the west coast of Marin, averaging about 8 to 10 miles per hour. The complex terrain in central Marin creates sufficient friction to slow the air flow. At Hamilton Air Force Base, in Novato, the annual average wind speeds are only 5 mph. The prevailing wind directions throughout Marin County are generally from the northwest.

In the summer months, areas along the coast are usually subject to onshore movement of cool marine air. In the winter, proximity to the ocean keeps the coastal regions relatively warm, with temperatures varying little throughout the year. Coastal temperatures are usually in the high-50's in the winter and the low-60's in the summer. The warmest months are September and October.

The eastern side of Marin County has warmer weather than the western side because of its distance from the ocean and because the hills that separate eastern Marin from western Marin occasionally block the flow of the marine air. The temperatures of cities next to the Bay are moderated by the cooling effect of the Bay in the summer and the warming effect of the Bay in the winter. For example, San Rafael experiences average maximum summer temperatures in the low-80's and average minimum winter temperatures in the low-40’s. Inland towns such as Kentfield experience average maximum temperatures that are two degrees cooler in the winter and two degrees warmer in the summer.

Air pollution potential is highest in eastern Marin County, where most of population is located in semi-sheltered valleys. In the southeast, the influence of marine air keeps pollution levels low. As development moves further north, there is greater potential for air pollution to build up because the valleys are more sheltered from the sea breeze. While Marin County does not have many polluting industries, the air quality on its eastern side — especially along the U.S. 101 corridor — may be affected by emissions from increasing motor vehicle use within and through the county.

Napa Valley

The Napa Valley is bordered by relatively high mountains. With an average ridge line height of about 2000 feet, with some peaks approaching 3000 to 4000 feet, these mountains are effective barriers to the prevailing northwesterly winds. The Napa Valley is widest at its southern end and narrows in the north.

During the day, the prevailing winds flow upvalley from the south about half of the time. A strong upvalley wind frequently develops during warm summer afternoons, drawing air in from the San Pablo Bay. Daytime winds sometimes flow downvalley from the north. During the evening, especially in the winter, downvalley drainage often occurs. Wind speeds are generally low, with almost 50 percent of the winds less than 4 mph. Only 5 percent of the winds are between 16 and 18 mph, representing strong summertime upvalley winds and winter storms.

Summer average maximum temperatures are in the low 80's at the southern end of the valley and in the low 90's at the northern end. Winter average maximum temperatures are in the high-

50's and low-60's, and minimum temperatures are in the high to mid 30's with the slightly cooler temperatures in the northern end.

The air pollution potential in the Napa Valley could be high if there were sufficient sources of air contaminants nearby. Summer and fall prevailing winds can transport ozone precursors northward from the Carquinez Strait Region to the Napa Valley, effectively trapping and concentrating the pollutants when stable conditions are present. The local upslope and downslope flows created by the surrounding mountains may also recirculate pollutants already present, contributing to buildup of air pollution. High ozone concentrations are a potential problem to sensitive crops such as wine grapes, as well as to human health. The high frequency of light winds and stable conditions during the late fall and winter contribute to the buildup of particulate matter from motor vehicles, agriculture and wood burning in fireplaces and stoves.

Northern Alameda and Western Contra Costa Counties

This climatological subregion stretches from Richmond to San Leandro. Its western boundary is defined by the Bay and its eastern boundary by the Oakland-Berkeley Hills. The Oakland-Berkeley Hills have a ridge line height of approximately 1500 feet, a significant barrier to air flow. The most densely populated area of the subregion lies in a strip of land between the Bay and the lower hills.

In this area, marine air traveling through the Golden Gate, as well as across San Francisco and through the San Bruno Gap, is a dominant weather factor. The Oakland-Berkeley Hills cause the westerly flow of air to split off to the north and south of Oakland, which causes diminished wind speeds. The prevailing winds for most of this subregion are from the west. At the northern end, near Richmond, prevailing winds are from the south-southwest.

Temperatures in this subregion have a narrow range due to the proximity of the moderating marine air. Maximum temperatures during summer average in the mid-70's, with minimums in the mid-50's. Winter highs are in the mid- to high-50's, with lows in the low- to mid-40's.

The air pollution potential is lowest for the parts of the subregion that are closest to the bay, due largely to good ventilation and less influx of pollutants from upwind sources. The occurrence of light winds in the evenings and early mornings occasionally causes elevated pollutant levels.

The air pollution potential at the northern (Richmond) and southern (Oakland, San Leandro) parts of this subregion is marginally higher than communities directly east of the Golden Gate, because of the lower frequency of strong winds.

This subregion contains a variety of industrial air pollution sources. Some industries are quite close to residential areas. The subregion is also traversed by frequently congested major freeways. Traffic and congestion, and the motor vehicle emissions they generate, are increasing.

Peninsula

The peninsula region extends from northwest of San Jose to the Golden Gate. The Santa Cruz Mountains run up the center of the peninsula, with elevations exceeding 2000 feet at the southern end, decreasing to 500 feet in South San Francisco. Coastal towns experience a high incidence of cool, foggy weather in the summer. Cities in the southeastern peninsula experience warmer temperatures and fewer foggy days because the marine layer is blocked by the ridgeline to the west. San Francisco lies at the northern end of the peninsula. Because most of San Francisco's topography is below 200 feet, marine air is able to flow easily across most of the city, making its climate cool and windy.

The blocking effect of the Santa Cruz Mountains results in variations in summertime maximum temperatures in different parts of the peninsula. For example, in coastal areas and San Francisco

the mean maximum summer temperatures are in the mid-60's, while in Redwood City the mean maximum summer temperatures are in the low-80's. Mean minimum temperatures during the winter months are in the high-30's to low-40's on the eastern side of the Peninsula and in the low 40's on the coast.

Two important gaps in the Santa Cruz Mountains occur on the peninsula. The larger of the two is the San Bruno Gap, extending from Fort Funston on the ocean to the San Francisco Airport. Because the gap is oriented in the same northwest to southeast direction as the prevailing winds, and because the elevations along the gap are less than 200 feet, marine air is easily able to penetrate into the bay. The other gap is the Crystal Springs Gap, between Half Moon Bay and San Carlos. As the sea breeze strengthens on summer afternoons, the gap permits maritime air to pass across the mountains, and its cooling effect is commonly seen from San Mateo to Redwood City.

Annual average wind speeds range from 5 to 10 mph throughout the peninsula, with higher wind speeds usually found along the coast. Winds on the eastern side of the peninsula are often high in certain areas, such as near the San Bruno Gap and the Crystal Springs Gap.

The prevailing winds along the peninsula's coast are from the west, although individual sites can show significant differences. For example, Fort Funston in western San Francisco shows a southwest wind pattern while Pillar Point in San Mateo County shows a northwest wind pattern. On the east side of the mountains winds are generally from the west, although wind patterns in this area are often influenced greatly by local topographic features.

Air pollution potential is highest along the southeastern portion of the peninsula. This is the area most protected from the high winds and fog of the marine layer. Pollutant transport from upwind sites is common. In the southeastern portion of the peninsula, air pollutant emissions are relatively high due to motor vehicle traffic as well as stationary sources. At the northern end of the peninsula in San Francisco, pollutant emissions are high, especially from motor vehicle congestion. Localized pollutants, such as carbon monoxide, can build up in "urban canyons." Winds are generally fast enough to carry the pollutants away before they can accumulate.

Santa Clara Valley

The Santa Clara Valley is bounded by the Bay to the north and by mountains to the east, south and west. Temperatures are warm on summer days and cool on summer nights, and winter temperatures are fairly mild. At the northern end of the valley, mean maximum temperatures are in the low-80's during the summer and the high-50's during the winter, and mean minimum temperatures range from the high-50's in the summer to the low-40's in the winter. Further inland, where the moderating effect of the Bay is not as strong, temperature extremes are greater. For example, in San Martin, located 27 miles south of the San Jose Airport, temperatures can be more than 10 degrees warmer on summer afternoons and more than 10 degrees cooler on winter nights.

Winds in the valley are greatly influenced by the terrain, resulting in a prevailing flow that roughly parallels the valley's northwest-southeast axis. A north-northwesterly sea breeze flows through the valley during the afternoon and early evening, and a light south-southeasterly drainage flow occurs during the late evening and early morning. In the summer the southern end of the valley sometimes becomes a "convergence zone," when air flowing from the Monterey Bay gets channeled northward into the southern end of the valley and meets with the prevailing north-northwesterly winds.

Wind speeds are greatest in the spring and summer and weakest in the fall and winter. Nighttime and early morning hours frequently have calm winds in all seasons, while summer afternoons and

evenings are quite breezy. Strong winds are rare, associated mostly with the occasional winter storm.

The air pollution potential of the Santa Clara Valley is high. High summer temperatures, stable air and mountains surrounding the valley combine to promote ozone formation. In addition to the many local sources of pollution, ozone precursors from San Francisco, San Mateo and Alameda Counties are carried by prevailing winds to the Santa Clara Valley. The valley tends to channel pollutants to the southeast. In addition, on summer days with low level inversions, ozone can be recirculated by southerly drainage flows in the late evening and early morning and by the prevailing northwesterlies in the afternoon. A similar recirculation pattern occurs in the winter, affecting levels of carbon monoxide and particulate matter. This movement of the air up and down the valley increases the impact of the pollutants significantly.

Pollution sources are plentiful and complex in this subregion. The Santa Clara Valley has a high concentration of industry at the northern end, in the Silicon Valley. Some of these industries are sources of air toxics as well as criteria air pollutants. In addition, Santa Clara Valley's large population and many work-site destinations generate the highest mobile source emissions of any subregion in the SFBAAB.

Sonoma Valley

The Sonoma Valley is west of the Napa Valley. It is separated from the Napa Valley and from the Cotati and Petaluma Valleys by mountains. The Sonoma Valley is long and narrow, approximately 5 miles wide at its southern end and less than a mile wide at the northern end.

The climate is similar to that of the Napa Valley, with the same basic wind characteristics. The strongest upvalley winds occur in the afternoon during the summer and the strongest downvalley winds occur during clear, calm winter nights. Prevailing winds follow the axis of the valley, northwest/southeast, while some upslope flow during the day and downslope flow during the night occurs near the base of the mountains. Summer average maximum temperatures are usually in the high-80's, and summer minimums are around 50 degrees. Winter maximums are in the high-50's to the mid-60's, with minimums ranging from the mid-30's to low-40's.

As in the Napa Valley, the air pollution potential of the Sonoma Valley could be high if there were significant sources of pollution nearby. Prevailing winds can transport local and nonlocally generated pollutants northward into the narrow valley, which often traps and concentrates the pollutants under stable conditions. The local upslope and downslope flows set up by the surrounding mountains may also recirculate pollutants.

However, local sources of air pollution are minor. With the exception of some processing of agricultural goods, such as wine and cheese manufacturing, there is little industry in this valley. Increases in motor vehicle emissions and woodsmoke emissions from stoves and fireplaces may increase pollution as the valley grows in population and as a tourist attraction.

Southwestern Alameda County

This subregion encompasses the southeast side of San Francisco Bay, from Dublin Canyon to north of Milpitas. The subregion is bordered on the east by the East Bay hills and on the west by the bay. Most of the area is flat.

This subregion is indirectly affected by marine air flow. Marine air entering through the Golden Gate is blocked by the East Bay hills, forcing the air to diverge into northerly and southerly paths. The southern flow is directed down the bay, parallel to the hills, where it eventually passes over southwestern Alameda County. These sea breezes are strongest in the afternoon. The further from the ocean the marine air travels, the more the ocean’s effect is diminished. Although the

climate in this region is affected by sea breezes, it is affected less so than the regions closer to the Golden Gate.

The climate of southwestern Alameda County is also affected by its close proximity to San Francisco Bay. The Bay cools the air with which it comes in contact during warm weather, while during cold weather the Bay warms the air. The normal northwest wind pattern carries this air onshore. Bay breezes push cool air onshore during the daytime and draw air from the land offshore at night.

Winds are predominantly out of the northwest during the summer months. In the winter, winds are equally likely to be from the east. Easterly-southeasterly surface flow into southern Alameda County passes through three major gaps: Hayward/Dublin Canyon, Niles Canyon and Mission Pass. Areas north of the gaps experience winds from the southeast, while areas south of the gaps experience winds from the northeast. Wind speeds are moderate in this subregion, with annual average wind speeds close to the Bay at about 7 mph, while further inland they average 6 mph.

Air temperatures are moderated by the subregion's proximity to the Bay and to the sea breeze. Temperatures are slightly cooler in the winter and slightly warmer in the summer than East Bay cities to the north. During the summer months, average maximum temperatures are in the mid-70's. Average maximum winter temperatures are in the high-50's to low-60's. Average minimum temperatures are in the low 40's in winter and mid-50's in the summer.

Pollution potential is relatively high in this subregion during the summer and fall. When high pressure dominates, low mixing depths and Bay and ocean wind patterns can concentrate and carry pollutants from other cities to this area, adding to the locally emitted pollutant mix. The polluted air is then pushed up against the East Bay hills. In the wintertime, the air pollution potential in southwestern Alameda County is moderate. Air pollution sources include light and heavy industry, and motor vehicles. Increasing motor vehicle traffic and congestion in the subregion may increase Southwest Alameda County pollution as well as that of its neighboring subregions.

C.1.2. Existing Ambient Air Quality: Criteria Air Pollutants

The California Air Resources Board (ARB) and the U.S. Environmental Protection Agency (EPA) currently focus on the following air pollutants as indicators of ambient air quality: ozone, particulate matter (PM), nitrogen dioxide (NO_2), CO, sulfur dioxide (SO_2), and lead. Because these are the most prevalent air pollutants known to be deleterious to human health and extensive health-effects criteria documents are available, they are commonly referred to as "criteria air pollutants." Sources and health effects of the criteria air pollutants are summarized in Table C.2. Current state and federal air quality standards are available at http://www.arb.ca.gov/research/aaqs/aaqs2.pdf and designations are available at http://www.arb.ca.gov/desig/desig.htm. See Table C.1 for current attainment status.

Table C.1
Ambient Air Quality Standards and Designations

Pollutant	Averaging Time	California		National Standards[a]		
		Standards[b, c]	Attainment Status[d]	Primary[c,e]	Secondary[c,f]	Attainment Status[g]
Ozone	1-hour	0.09 ppm (180 µg/m^3)	N (Serious)	–[h]	Same as Primary Standard	–[h]
	8-hour	0.070 ppm (137 µg/m^3)	–	0.075 ppm (147 µg/m^3)		N
Carbon Monoxide (CO)	1-hour	20 ppm (23 mg/m^3)	A	35 ppm (40 mg/m^3)	–	U/A
	8-hour	9 ppm (10 mg/m^3)		9 ppm (10 mg/m^3)		
Nitrogen Dioxide (NO_2)	Annual Arithmetic Mean	0.030 ppm (57 µg/m^3)	–	0.053 ppm (100 µg/m^3)	Same as Primary Standard	U/A
	1-hour	0.18 ppm (339 µg/m^3)	A	–		–
Sulfur Dioxide (SO_2)	Annual Arithmetic Mean	–	–	0.030 ppm (80 µg/m^3)	–	A
	24-hour	0.04 ppm (105 µg/m^3)	A	0.14 ppm (365 µg/m^3)	–	
	3-hour	–	–	–	0.5 ppm (1300 µg/m^3)	
	1-hour	0.25 ppm (655 µg/m^3)	A	–	–	–
Respirable Particulate Matter (PM_{10})	Annual Arithmetic Mean	20 µg/m^3	N	–[h]	Same as Primary Standard	U
	24-hour	50 µg/m^3		150 µg/m^3		
Fine Particulate Matter ($PM_{2.5}$)	Annual Arithmetic Mean	12 µg/m^3	N	15 µg/m^3	Same as Primary Standard	N[j]
	24-hour	–	–	35 µg/m^3		
Lead[i]	30-day Average	1.5 µg/m^3	A	–	–	–
	Calendar Quarter	–	–	1.5 µg/m^3	Same as Primary Standard	–

BAY AREA AIR QUALITY MANAGEMENT DISTRICT

Table C.1
Ambient Air Quality Standards and Designations

Pollutant	Averaging Time	California		National Standards[a]		
		Standards[b, c]	Attainment Status[d]	Primary[c,e]	Secondary[c,f]	Attainment Status[g]
Sulfates	24-hour	25 µg/m^3	A	No National Standards		
Hydrogen Sulfide	1-hour	0.03 ppm (42 µg/m^3)	U			
Vinyl Chloride[i]	24-hour	0.01 ppm (26 µg/m^3)	–			
Visibility-Reducing Particle Matter	8-hour	Extinction coefficient of 0.23 per kilometer —visibility of 10 miles or more (0.07—30 miles or more for Lake Tahoe) because of particles when the relative humidity is less than 70%.	U			

[a] National standards (other than ozone, PM, and those based on annual averages or annual arithmetic means) are not to be exceeded more than once a year. The ozone standard is attained when the fourth highest 8-hour concentration in a year, averaged over 3 years, is equal to or less than the standard. The PM_{10} 24-hour standard is attained when 99% of the daily concentrations, averaged over 3 years, are equal to or less than the standard. The $PM_{2.5}$ 24-hour standard is attained when 98% of the daily concentrations, averaged over 3 years, are equal to or less than the standard. Contact the EPA for further clarification and current federal policies.

[b] California standards for ozone, CO (except Lake Tahoe), SO_2 (1- and 24-hour), NO_2, PM, and visibility-reducing particles are values that are not to be exceeded. All others are not to be equaled or exceeded. CAAQS are listed in the Table of Standards in Section 70200 of Title 17 of the California Code of Regulations.

[c] Concentration expressed first in units in which it was promulgated [i.e., parts per million (ppm) or micrograms per cubic meter (µg/m^3)]. Equivalent units given in parentheses are based upon a reference temperature of 25°C and a reference pressure of 760 torr. Most measurements of air quality are to be corrected to a reference temperature of 25°C and a reference pressure of 760 torr; ppm in this table refers to ppm by volume, or micromoles of pollutant per mole of gas.

[d] Unclassified (U): a pollutant is designated unclassified if the data are incomplete and do not support a designation of attainment or nonattainment.
Attainment (A): a pollutant is designated attainment if the state standard for that pollutant was not violated at any site in the area during a 3-year period.
Nonattainment (N): a pollutant is designated nonattainment if there was a least one violation of a state standard for that pollutant in the area.
Nonattainment/Transitional (NT): is a subcategory of the nonattainment designation. An area is designated nonattainment/transitional to signify that the area is close to attaining the standard for that pollutant.

[e] National Primary Standards: The levels of air quality necessary, with an adequate margin of safety, to protect the public health.

[f] National Secondary Standards: The levels of air quality necessary to protect the public welfare from any known or anticipated adverse effects of a pollutant.

[g] Nonattainment (N): any area that does not meet (or that contributes to ambient air quality in a nearby area that does not meet) the national primary or secondary ambient air quality standard for the pollutant.
Attainment (A): any area that meets the national primary or secondary ambient air quality standard for the pollutant.
Unclassifiable (U): any area that cannot be classified on the basis of available information as meeting or not meeting the national primary or secondary ambient air quality standard for the pollutant.

[h] The 1-hour ozone NAAQS was revoked on June 15, 2005 and the annual PM_{10} NAAQS was revoked in 2006.

[i] ARB has identified lead and vinyl chloride as toxic air contaminants with no threshold of exposure for adverse health effects determined. These actions allow for the implementation of control measures at levels below the ambient concentrations specified for this pollutant.

[j] U.S EPA lowered the 24-hour $PM_{2.5}$ standard from 65 µg/m^3 to 35 µg/m^3 in 2006. EPA issued attainment status designations for the 35 µg/m^{3}standard on December 22, 2008. EPA has designated the Bay Area as nonattainment for the 35 µg/m^3 $PM_{2.5}$ standard. The EPA designation will be effective 90 days after publication of the regulation in the Federal Register.

Table C.2 Common Sources of Health Effects for Criteria Air Pollutants		
Pollutants	**Sources**	**Health Effects**
Ozone	Atmospheric reaction of organic gases with nitrogen oxides in sunlight	Aggravation of respiratory and cardiovascular diseases; reduced lung function; increased cough and chest discomfort
Fine Particulate Matter (PM_{10} and $PM_{2.5}$)	Stationary combustion of solid fuels; construction activities; industrial processes; atmospheric chemical reactions	Reduced lung function; aggravation of respiratory and cardiovascular diseases; increases in mortality rate; reduced lung function growth in children
Nitrogen Dioxide (NO_2)	Motor vehicle exhaust; high temperature stationary combustion; atmospheric reactions	Aggravation of respiratory illness
Carbon Monoxide (CO)	Incomplete combustion of fuels and other carbon-containing substances, such as motor vehicle exhaust; natural events, such as decomposition of organic matter	Aggravation of some heart diseases; reduced tolerance for exercise; impairment of mental function; birth defects; death at high levels of exposure
Sulfur Dioxide (SO_2)	Combination of sulfur-containing fossil fuels; smelting of sulfur-bearing metal ore; industrial processes	Aggravation of respiratory diseases; reduced lung function
Lead	Contaminated soil	Behavioral and hearing disabilities in children; nervous system impairment
Source: South Coast Air Quality Management District 2005; EPA 2009; EDAW 2009		

Ozone, or smog, is not emitted directly into the environment, but is formed in the atmosphere by complex chemical reactions between ROG and NO_X in the presence of sunlight. Ozone formation is greatest on warm, windless, sunny days. The main sources of NO_X and ROG, often referred to as ozone precursors, are combustion processes (including motor vehicle engines) the evaporation of solvents, paints, and fuels, and biogenic sources. Automobiles are the single largest source of ozone precursors in the SFBAAB. Tailpipe emissions of ROG are highest during cold starts, hard acceleration, stop-and-go conditions, and slow speeds. They decline as speeds increase up to about 50 mph, then increase again at high speeds and high engine loads. ROG emissions associated with evaporation of unburned fuel depend on vehicle and ambient temperature cycles. Nitrogen oxide emissions exhibit a different curve; emissions decrease as the vehicle approaches 30 mph and then begin to increase with increasing speeds.

Ozone levels usually build up during the day and peak in the afternoon hours. Short-term exposure can irritate the eyes and cause constriction of the airways. Besides causing shortness of breath, it can aggravate existing respiratory diseases such as asthma, bronchitis and emphysema. Chronic exposure to high ozone levels can permanently damage lung tissue. Ozone can also damage plants and trees, and materials such as rubber and fabrics.

Particulate Matter refers to a wide range of solid or liquid particles in the atmosphere, including smoke, dust, aerosols, and metallic oxides. Respirable particulate matter with an aerodynamic diameter of 10 micrometers or less is referred to as PM_{10}. $PM_{2.5}$ includes a subgroup of finer particles that have an aerodynamic diameter of 2.5 micrometers or less. Some particulate matter,

such as pollen, is naturally occurring. In the SFBAAB most particulate matter is caused by combustion, factories, construction, grading, demolition, agricultural activities, and motor vehicles. Extended exposure to particulate matter can increase the risk of chronic respiratory disease. PM_{10} is of concern because it bypasses the body's natural filtration system more easily than larger particles, and can lodge deep in the lungs. The EPA and the state of California revised their PM standards several years ago to apply only to these fine particles. $PM_{2.5}$ poses an increased health risk because the particles can deposit deep in the lungs and contain substances that are particularly harmful to human health. Motor vehicles are currently responsible for about half of particulates in the SFBAAB. Wood burning in fireplaces and stoves is another large source of fine particulates.

Nitrogen Dioxide (NO_2) is a reddish-brown gas that is a by-product of combustion processes. Automobiles and industrial operations are the main sources of NO_2. Aside from its contribution to ozone formation, nitrogen dioxide can increase the risk of acute and chronic respiratory disease and reduce visibility. NO_2 may be visible as a coloring component of a brown cloud on high pollution days, especially in conjunction with high ozone levels.

Carbon Monoxide (CO) is an odorless, colorless gas. It is formed by the incomplete combustion of fuels. The single largest source of CO in the SFBAAB is motor vehicles. Emissions are highest during cold starts, hard acceleration, stop-and-go driving, and when a vehicle is moving at low speeds. New findings indicate that CO emissions per mile are lowest at about 45 mph for the average light-duty motor vehicle and begin to increase again at higher speeds. When inhaled at high concentrations, CO combines with hemoglobin in the blood and reduces the oxygen-carrying capacity of the blood. This results in reduced oxygen reaching the brain, heart and other body tissues. This condition is especially critical for people with cardiovascular diseases, chronic lung disease or anemia, as well as fetuses. Even healthy people exposed to high CO concentrations can experience headaches, dizziness, fatigue, unconsciousness, and even death.

Sulfur Dioxide (SO_2) is a colorless acid gas with a pungent odor. It has potential to damage materials and it can have health effects at high concentrations. It is produced by the combustion of sulfur-containing fuels, such as oil, coal and diesel. SO_2 can irritate lung tissue and increase the risk of acute and chronic respiratory disease.

Lead is a metal found naturally in the environment as well as in manufactured products. The major sources of lead emissions have historically been mobile and industrial sources. As a result of the phase-out of leaded gasoline, metal processing is currently the primary source of lead emissions. The highest levels of lead in air are generally found near lead smelters. Other stationary sources are waste incinerators, utilities, and lead-acid battery manufacturers.

Twenty years ago, mobile sources were the main contributor to ambient lead concentrations in the air. In the early 1970s, the EPA set national regulations to gradually reduce the lead content in gasoline. In 1975, unleaded gasoline was introduced for motor vehicles equipped with catalytic converters. The EPA banned the use of leaded gasoline in highway vehicles in December 1995. As a result of the EPA's regulatory efforts to remove lead from gasoline, emissions of lead from the transportation sector and levels of lead in the air decreased dramatically.

Monitoring Data

The BAAQMD operates a regional air quality monitoring network that regularly measures the concentrations of the five major criteria air pollutants. Air pollutant monitoring data is available at http://www.arb.ca.gov/adam/welcome.html. Air quality conditions in the SFBAAB have improved significantly since the BAAQMD was created in 1955. Ambient concentrations and the number of days on which the region exceeds standards have declined dramatically. Neither State nor

national ambient air quality standards of these chemicals have been violated in recent decades for nitrogen dioxide, sulfur dioxide, sulfates, lead, hydrogen sulfide, and vinyl chloride.

Emissions Inventory

The BAAQMD estimates emissions of criteria air pollutants from approximately nine hundred source categories. The estimates are based on BAAQMD permit information for stationary sources (e.g., manufacturing industries, refineries, dry-cleaning operations), plus more generalized estimates for area sources (e.g., space heating, landscaping activities, use of consumer products) and mobile sources (e.g., trains, ships and planes, as well as on-road and off-road motor vehicles). BAAQMD emissions inventory data is available at http://www.arb.ca.gov/ei/maps/statemap/dismap.htm.

C.1.2. Existing Ambient Air Quality: Toxic Air Contaminants

In addition to the criteria air pollutants listed above, another group of pollutants, commonly referred to as toxic air contaminants (TACs) or hazardous air pollutants can result in health effects that can be quite severe. Many TACs are confirmed or suspected carcinogens, or are known or suspected to cause birth defects or neurological damage. Secondly, many TACs can be toxic at very low concentrations. For some chemicals, such as carcinogens, there are no thresholds below which exposure can be considered risk-free.

Industrial facilities and mobile sources are significant sources of TACs. The electronics industry, including semiconductor manufacturing, has the potential to contaminate both air and water due to the highly toxic chlorinated solvents commonly used in semiconductor production processes. Sources of TACs go beyond industry. Various common urban facilities also produce TAC emissions, such as gasoline stations (benzene), hospitals (ethylene oxide), and dry cleaners (perchloroethylene). Automobile exhaust also contains TACs such as benzene and 1,3-butadiene. Most recently, diesel particulate matter was identified as a TAC by the ARB. Diesel PM differs from other TACs in that it is not a single substance but rather a complex mixture of hundreds of substances. BAAQMD research indicates that mobile-source emissions of diesel PM, benzene, and 1,3-butadiene represent a substantial portion of the ambient background risk from TACs in the SFBAAB.

C.1.3. Greenhouse Gases and Global Climate Change

Unlike emissions of criteria and toxic air pollutants, which have local or regional impacts, emissions of greenhouse gases (GHGs) that contribute to global warming or global climate change have a broader, global impact. Global warming is a process whereby GHGs accumulating in the atmosphere contribute to an increase in the temperature of the earth's atmosphere. The principal GHGs contributing to global warming are carbon dioxide (CO_2), methane (CH_4), nitrous oxide (N_2O), and fluorinated compounds. The primary GHGs of concern are summarized in Table C.3. These gases allow visible and ultraviolet light from the sun to pass through the atmosphere, but they prevent heat from escaping back out into space. Among the potential implications of global warming are rising sea levels, and adverse impacts to water supply, water quality, agriculture, forestry, and habitats. In addition, global warming may increase electricity demand for cooling, decrease the availability of hydroelectric power, and affect regional air quality and public health. Like most criteria and toxic air pollutants, much of the GHG production comes from motor vehicles. GHG emissions can be reduced to some degree by improved coordination of land use and transportation planning on the city, county, and subregional level, and other measures to reduce automobile use. Energy conservation measures also can contribute to reductions in GHG emissions.

Table C.3 Examples of Greenhouse Gases	
Gas	**Sources**
Carbon dioxide (CO_2)	Fossil fuel combustion in stationary and point sources; emission sources includes burning of oil, coal, gas.
Methane (CH_4)	Incomplete combustion in forest fires, landfills, and leaks in natural gas and petroleum systems, agricultural activities, coal mining, wastewater treatment, and certain industrial processes.
Nitrous oxide (N_2O)	Fossil fuel combustion in stationary and point sources; other emission sources include agricultural soil management, animal manure management, sewage treatment, adipic acid production, and nitric acid production.
Chlorofluorocarbon (CFC), and Hydro-chlorofluorocarbon (HCFC)	Agents used in production of foam insulation; other sources include air conditioners, refrigerators, and solvents in cleaners.
Sulfur hexafluoride (SF_6)	Electric insulation in high voltage equipment that transmits and distributes electricity, including circuit breakers, gas-insulated substations, and other switchgear used in the transmission system to manage the high voltages carried between generating stations and customer load centers.
Perfluorocarbons (PFC's)	Primary aluminum production and semiconductor manufacturing.
Source: EPA 2009	

California Greenhouse Gas Emissions Inventory

Emissions of GHGs contributing to global climate change are attributable in large part to human activities associated with the transportation, industrial/manufacturing, utility, residential, commercial and agricultural sectors. In California, the transportation sector is the largest emitter of GHGs, followed by electricity generation. Emissions of CO_2 are byproducts of fossil fuel combustion. CH_4, a highly potent GHG, results from off-gassing (the release of chemicals from nonmetallic substances under ambient or greater pressure conditions) is largely associated with agricultural practices and landfills. N_2O is also largely attributable to agricultural practices and soil management. CO_2 sinks, or reservoirs, include vegetation and the ocean, which absorb CO_2 through sequestration and dissolution, respectively, two of the most common processes of CO_2 sequestration.

California produced 474 million gross metric tons (MMT) of CO_2 equivalent (CO_2e) averaged over the period from 2002-2004. CO_2e is a measurement used to account for the fact that different GHGs have different potential to retain infrared radiation in the atmosphere and contribute to the greenhouse effect. This potential, known as the global warming potential (GWP) of a GHG, is dependent on the lifetime, or persistence, of the gas molecule in the atmosphere. For example, one ton of CH_4 has the same contribution to the greenhouse effect as approximately 23 tons of CO_2. Therefore, CH_4 is a much more potent GHG than CO_2. Expressing emissions in CO_2e takes the contributions of all GHG emissions to the greenhouse effect and converts them to a single unit equivalent to the effect that would occur if only CO_2 were being emitted.

Combustion of fossil fuel in the transportation sector was the single largest source of California's GHG emissions in 2002-2004, accounting for 38 percent of total GHG emissions in the state. This sector was followed by the electric power sector (including both in-state and out-of-state sources) (18 percent) and the industrial sector (21 percent).

California Greenhouse Gas Emissions Projections

The 1990 GHG emissions limit is approximately 430 MMT CO_2e, which must be met in California by 2020 per the requirements of AB 32 (discussed below in the Regulatory Setting). ARB's GHG inventory for all emissions sectors would require an approximate 28 percent reduction in GHG emissions from projected 2020 forecasts to meet the target emissions limit (equivalent to levels in 1990) established in AB 32. The AB 32 Scoping Plan, discussed further below, is ARB's plan for meeting this mandate.

C.1.4. Existing Ambient Air Quality: Odors and Dust

Other air quality issues of concern in the SFBAAB include nuisance impacts of odors and dust. Objectionable odors may be associated with a variety of pollutants. Common sources of odors include wastewater treatment plants, landfills, composting facilities, refineries and chemical plants. Similarly, nuisance dust may be generated by a variety of sources including quarries, agriculture, grading and construction. Odors rarely have direct health impacts, but they can be very unpleasant and can lead to anger and concern over possible health effects among the public. Each year the BAAQMD receives thousands of citizen complaints about objectionable odors. Dust emissions can contribute to increased ambient concentrations of PM_{10}, and can also contribute to reduced visibility and soiling of exposed surfaces.

REGULATORY SETTING

Air quality with respect to criteria air pollutants and TACs within the SFBAAB is regulated by such agencies as the BAAQMD, ARB, and EPA. Each of these agencies develops rules, regulations, policies, and/or goals to attain the goals or directives imposed through legislation. Although the EPA regulations may not be superseded, both state and local regulations may be more stringent.

C.1.5. Criteria Air Pollutants

Federal Air Quality Regulations

U.S. Environmental Protection Agency

At the federal level, EPA has been charged with implementing national air quality programs. EPA's air quality mandates are drawn primarily from the Federal Clean Air Act (FCAA), which was enacted in 1963. The FCAA was amended in 1970, 1977, and 1990.

The FCAA required EPA to establish primary and secondary NAAQS, which are available at http://www.arb.ca.gov/research/aaqs/aaqs2.pdf. The FCAA also required each state to prepare an air quality control plan referred to as a State Implementation Plan (SIP). The Federal Clean Air Act Amendments of 1990 (FCAAA) added requirements for states with nonattainment areas to revise their SIPs to incorporate additional control measures to reduce air pollution. The SIP is periodically modified to reflect the latest emissions inventories, planning documents, and rules and regulations of the air basins as reported by their jurisdictional agencies. EPA has responsibility to review all state SIPs to determine conformation to the mandates of the FCAAA and determine if implementation will achieve air quality goals. If the EPA determines a SIP to be inadequate, a Federal Implementation Plan (FIP) may be prepared for the nonattainment area that imposes additional control measures. Failure to submit an approvable SIP or to implement the plan within the mandated timeframe may result in sanctions being applied to transportation funding and stationary air pollution sources in the air basin.

State Air Quality Regulations

In 1992 and 1993, the California Air Resources Board (CARB) requested delegation of authority for the implementation and enforcement of specified New Source Performance Standards

(NSPS) and National Emission Standards for Hazardous Air Pollutants (NESHAPS) to the following local agencies: Bay Area and South Coast Air Quality Management Districts (AQMDs). EPA's review of the State of California's laws, rules, and regulations showed them to be adequate for the implementation and enforcement of these federal standards, and EPA granted the delegations as requested.

California Air Resources Board

ARB is the agency responsible for coordination and oversight of state and local air pollution control programs in California and for implementing the California Clean Air Act (CCAA), which was adopted in 1988. The CCAA requires that all air districts in the state endeavor to achieve and maintain the CAAQS by the earliest practical date. The act specifies that districts should focus particular attention on reducing the emissions from transportation and area-wide emission sources, and provides districts with the authority to regulate indirect sources.

ARB is primarily responsible for developing and implementing air pollution control plans to achieve and maintain the NAAQS. The ARB is primarily responsibility for statewide pollution sources and produces a major part of the SIP. Local air districts are still relied upon to provide additional strategies for sources under their jurisdiction. The ARB combines this data and submits the completed SIP to EPA.

Other ARB duties include monitoring air quality (in conjunction with air monitoring networks maintained by air pollution control and air quality management districts), establishing CAAQS (which in many cases are more stringent than the NAAQS), determining and updating area designations and maps, and setting emissions standards for new mobile sources, consumer products, small utility engines, and off-road vehicles.

Transport of Pollutants

The California Clean Air Act, Section 39610 (a), directs the ARB to “identify each district in which transported air pollutants from upwind areas outside the district cause or contribute to a violation of the ozone standard and to identify the district of origin of transported pollutants.” The information regarding the transport of air pollutants from one basin to another was to be quantified to assist interrelated basins in the preparation of plans for the attainment of State ambient air quality standards. Numerous studies conducted by the ARB have identified air basins that are impacted by pollutants transported from other air basins (as of 1993). Among the air basins affected by air pollution transport from the SFBAAB are the North Central Coast Air Basin, the Mountain Counties Air Basin, the San Joaquin Valley Air Basin, and the Sacramento Valley Air Basin. The SFBAAB was also identified as an area impacted by the transport of air pollutants from the Sacramento region.

Local Air Quality Regulations

Bay Area Air Quality Management District

The BAAQMD attains and maintains air quality conditions in the SFBAAB through a comprehensive program of planning, regulation, enforcement, technical innovation, and promotion of the understanding of air quality issues. The clean air strategy of the BAAQMD includes the preparation of plans for the attainment of ambient air quality standards, adoption and enforcement of rules and regulations concerning sources of air pollution, and issuance of permits for stationary sources of air pollution. The BAAQMD also inspects stationary sources of air pollution and responds to citizen complaints, monitors ambient air quality and meteorological conditions, and implements programs and regulations required by the FCAA, FCAAA, and the CCAA.

In 2009, the BAAQMD released the update to its CEQA Guidelines. This is an advisory document that provides the Lead Agency, consultants, and project applicants with uniform procedures for

addressing air quality in environmental documents. The handbook contains the following applicable components:

1. Criteria and thresholds for determining whether a project may have a significant adverse air quality impact;
2. Specific procedures and modeling protocols for quantifying and analyzing air quality impacts;
3. Methods available to mitigate air quality impacts;
4. Information for use in air quality assessments and environmental documents that will be updated more frequently such as air quality data, regulatory setting, climate, topography.

Air Quality Plans

As stated above, the BAAQMD prepares plans to attain ambient air quality standards in the SFBAAB. The BAAQMD prepares ozone attainment plans (OAP) for the national ozone standard and clean air plans (CAP) for the California standard both in coordination with the Metropolitan Transportation Commission and the Association of Bay Area Governments (ABAG).

With respect to applicable air quality plans, the BAAQMD prepared the *2010 Clean Air Plan* to address nonattainment of the national 1-hour ozone standard in the SFBAAB. The purpose of the 2010 Clean Air Plan is to:

1. Update the Bay Area 2005 Ozone Strategy in accordance with the requirements of the California Clean Air Act to implement “all feasible measures” to reduce ozone;
2. Consider the impacts of ozone control measures on particulate matter (PM), air toxics, and greenhouse gases in a single, integrated plan;
3. Review progress in improving air quality in recent years;
4. Establish emission control measures to be adopted or implemented in the 2009-2012 timeframe.

Similarly, the BAAQMD prepared the 2010 Clean Air Plan to address nonattainment of the CAAQS.

C.1.6. Toxic Air Contaminants

TACs, or in federal parlance under the FCAA, HAPs, are pollutants that result in an increase in mortality, a serious illness, or pose a present or potential hazard to human health. Health effects of TACs may include cancer, birth defects, and immune system and neurological damage.

TACs can be separated into carcinogens and noncarcinogens based on the nature of the physiological degradation associated with exposure to the pollutant. For regulatory purposes, carcinogens are assumed to have no safe threshold below which heath impacts will not occur. Noncarcinogenic TACs differ in that there is a safe level in which it is generally assumed that no negative health impacts would occur. These levels are determined on a pollutant-by-pollutant basis.

It is important to understand that TACs are not considered criteria air pollutants and thus are not specifically addressed through the setting of ambient air quality standards. Instead, the EPA and ARB regulate HAPs and TACs, respectively, through statutes and regulations that generally require the use of the maximum or best available control technology (MACT and BACT) to limit emissions. These in conjunction with additional rules set forth by the BAAQMD establish the regulatory framework for TACs.

Federal Hazardous Air Pollutant Program

Title III of the FCAAA requires the EPA to promulgate national emissions standards for hazardous air pollutants (NESHAPs). The NESHAP may differ for major sources than for area sources of HAPs (major sources are defined as stationary sources with potential to emit more than 10 tons per year [TPY] of any HAP or more than 25 TPY of any combination of HAPs; all other sources are considered area sources). The emissions standards are to be promulgated in two phases. In the first phase (1992–2000), the EPA developed technology-based emission standards designed to produce the maximum emission reduction achievable. These standards are generally referred to as requiring MACT. These federal rules are also commonly referred to as MACT standards, because they reflect the Maximum Achievable Control Technology. For area sources, the standards may be different, based on generally available control technology. In the second phase (2001–2008), the EPA is required to promulgate health risk–based emissions standards where deemed necessary to address risks remaining after implementation of the technology-based NESHAP standards. The FCAAA required the EPA to promulgate vehicle or fuel standards containing reasonable requirements that control toxic emissions, at a minimum to benzene and formaldehyde. Performance criteria were established to limit mobile-source emissions of toxics, including benzene, formaldehyde, and 1,3-butadiene. In addition, §219 required the use of reformulated gasoline in selected U.S. cities (those with the most severe ozone nonattainment conditions) to further reduce mobile-source emissions.

State Toxic Air Contaminant Programs

California regulates TACs primarily through the Tanner Air Toxics Act (AB 1807) and the Air Toxics Hot Spots Information and Assessment Act of 1987 (AB 2588). The Tanner Act sets forth a formal procedure for ARB to designate substances as TACs. This includes research, public participation, and scientific peer review before ARB can designate a substance as a TAC. To date, ARB has identified over 21 TACs, and adopted the EPA's list of HAPs as TACs. Most recently, diesel exhaust particulate was added to the ARB list of TACs. Once a TAC is identified, ARB's then adopts an Airborne Toxics Control Measure for sources that emit that particular TAC. If there is a safe threshold for a substance at which there is no toxic effect, the control measure must reduce exposure below that threshold. If there is no safe threshold, the measure must incorporate TBACT to minimize emissions. None of the TACs identified by ARB have a safe threshold.

The Hot Spots Act requires that existing facilities that emit toxic substances above specified level:

1. Prepare a toxic emission inventory;
2. Prepare a risk assessment if emissions are significant;
3. Notify the public of significant risk levels;
4. Prepare and implement risk reduction measure.

ARB has adopted diesel exhaust control measures and more stringent emission standards for various on-road mobile sources of emissions, including transit buses, and off-road diesel equipment (e.g., tractors, generators). In February 2000, ARB adopted a new public transit bus fleet rule and emission standards for new urban buses. These new rules and standards provide for 1) more stringent emission standards for some new urban bus engines beginning with 2002 model year engines, 2) zero-emission bus demonstration and purchase requirements applicable to transit agencies, and 3) reporting requirements with which transit agencies must demonstrate compliance with the urban transit bus fleet rule. Upcoming milestones include the low sulfur diesel fuel requirement, and tighter emission standards for heavy-duty diesel trucks (2007) and off-road diesel equipment (2011) nationwide. Over time, the replacement of older vehicles will result in a vehicle fleet that produces substantially less TACs than under current conditions. Mobile-source emissions of TACs (e.g., benzene, 1-3-butadiene, diesel PM) have been reduced

significantly over the last decade, and will be reduced further in California through a progression of regulatory measures [e.g., Low Emission Vehicle/Clean Fuels and Phase II reformulated gasoline regulations) and control technologies. With implementation of ARB's Risk Reduction Plan, it is expected that diesel PM concentrations will be reduced by 75% in 2010 and 85% in 2020 from the estimated year 2000 level. Adopted regulations are also expected to continue to reduce formaldehyde emissions from cars and light-duty trucks. As emissions are reduced, it is expected that risks associated with exposure to the emissions will also be reduced.

Local Air Quality Regulations

Bay Area Air Quality Management District
The BAAQMD has regulated TACs since the 1980s. At the local level, air pollution control or management districts may adopt and enforce ARB's control measures. Under BAAQMD Regulation 2-1 (General Permit Requirements), Regulation 2-2 (New Source Review), and Regulation 2-5 (New Source Review), all nonexempt sources that possess the potential to emit TACs are required to obtain permits from BAAQMD. Permits may be granted to these operations if they are constructed and operated in accordance with applicable regulations, including new source review standards and air toxics control measures. The BAAQMD limits emissions and public exposure to TACs through a number of programs. The BAAQMD prioritizes TAC-emitting stationary sources based on the quantity and toxicity of the TAC emissions and the proximity of the facilities to sensitive receptors. In addition, the BAAQMD has adopted Regulation 11 Rules 2 and 14, which address asbestos demolition renovation, manufacturing, and standards for asbestos containing serpentine.

C.1.7. Greenhouse Gases and Global Climate Change

Federal Greenhouse Gas Regulations

Supreme Court Ruling
The U.S. Environmental Protection Agency (EPA) is the Federal agency responsible for implementing the Clean Air Act (CAA). The U.S. Supreme Court ruled in its decision in *Massachusetts et al. v. Environmental Protection Agency* et al. ([2007] 549 U.S. 05-1120), issued on April 2, 2007, that carbon dioxide (CO_2) is an air pollutant as defined under the CAA, and that EPA has the authority to regulate emissions of GHGs.

EPA Actions
In response to the mounting issue of climate change, EPA has taken actions to regulate, monitor, and potentially reduce GHG emissions.

Mandatory Greenhouse Gas Reporting Rule
On September 22, 2009, EPA issued a final rule for mandatory reporting of GHGs from large GHG emissions sources in the United States. In general, this national reporting requirement will provide EPA with accurate and timely GHG emissions data from facilities that emit 25,000 metric tons or more of CO2 per year. This publically available data will allow the reporters to track their own emissions, compare them to similar facilities, and aid in identifying cost effective opportunities to reduce emissions in the future. Reporting is at the facility level, except that certain suppliers of fossil fuels and industrial greenhouse gases along with vehicle and engine manufacturers will report at the corporate level. An estimated 85% of the total U.S. GHG emissions, from approximately 10,000 facilities, are covered by this final rule.

Proposed Endangerment and Cause or Contribute Findings for Greenhouse Gases under the Clean Air Act

On April 23, 2009, EPA published their Proposed Endangerment and Cause or Contribute Findings for Greenhouse Gases under the CCA (Endangerment Finding) in the Federal Register. The Endangerment Finding is based on Section 202(a) of the CAA, which states that the Administrator (of EPA) should regulate and develop standards for "emission[s] of air pollution from any class of classes of new motor vehicles or new motor vehicle engines, which in [its] judgment cause, or contribute to, air pollution which may reasonably be anticipated to endanger public health or welfare." The proposed rule addresses Section 202(a) in two distinct findings. The first addresses whether or not the concentrations of the six key GHGs (i.e., carbon dioxide [CO_2], methane [CH_4], nitrous oxide [N_2O], hydrofluorocarbons [HFCs], perflurorocarbons [PFCs], and sulfur hexafluoride [SF_6]) in the atmosphere threaten the public health and welfare of current and future generations. The second addresses whether or not the combined emissions of GHGs from new motor vehicles and motor vehicle engines contribute to atmospheric concentrations of GHGs and therefore the threat of climate change.

The Administrator proposed the finding that atmospheric concentrations of GHGs endanger the public health and welfare within the meaning of Section 202(a) of the CCA. The evidence supporting this finding consists of human activity resulting in "high atmospheric levels" of GHG emissions, which are very likely responsible for increases in average temperatures and other climatic changes. Furthermore, the observed and projected results of climate change (e.g., higher likelihood of heat waves, wild fires, droughts, sea level rise, higher intensity storms) are a threat to the public health and welfare. Therefore, GHGs were found to endanger the public health and welfare of current and future generations.

The Administrator also proposed the finding that GHG emissions from new motor vehicles and motor vehicle engines are contributing to air pollution, which is endangering public health and welfare. The proposed finding cites that in 2006, motor vehicles were the second largest contributor to domestic GHG emissions (24 percent of total) behind electricity generation. Furthermore, in 2005, the U.S. was responsible for 18 percent of global GHG emissions. Therefore, GHG emissions from motor vehicles and motor vehicle engines were found to contribute to air pollution that endangers public health and welfare.

State Greenhouse Gas Regulations

Assembly Bill 1493 (2002)

In 2002, then-Governor Gray Davis signed Assembly Bill (AB) 1493. AB 1493 requires that ARB develop and adopt, by January 1, 2005, regulations that achieve "the maximum feasible reduction of greenhouse gases emitted by passenger vehicles and light-duty trucks and other vehicles determined by ARB to be vehicles whose primary use is noncommercial personal transportation in the state."

To meet the requirements of AB 1493, in 2004 ARB approved amendments to the California Code of Regulations (CCR) adding GHG emissions standards to California's existing standards for motor vehicle emissions. Amendments to CCR Title 13, Sections 1900 and 1961 (13 CCR 1900, 1961), and adoption of Section 1961.1 (13 CCR 1961.1) require automobile manufacturers to meet fleet-average GHG emissions limits for all passenger cars, light-duty trucks within various weight criteria, and medium-duty passenger vehicle weight classes (i.e., any medium-duty vehicle with a gross vehicle weight rating less than 10,000 pounds that is designed primarily for the transportation of persons), beginning with the 2009 model year. For passenger cars and light-duty trucks with a loaded vehicle weight (LVW) of 3,750 pounds or less, the GHG emission limits for the 2016 model year are approximately 37percent lower than the limits for the first year of the regulations, the 2009 model year. For light-duty trucks with LVW of 3,751 pounds to gross vehicle

weight (GVW) of 8,500 pounds, as well as medium-duty passenger vehicles, GHG emissions would be reduced approximately 24 percent between 2009 and 2016.

In December 2004, a group of car dealerships, automobile manufacturers, and trade groups representing automobile manufacturers filed suit against ARB to prevent enforcement of 13 CCR Sections 1900 and 1961 as amended by AB 1493 and 13 CCR 1961.1 (*Central Valley Chrysler-Jeep et al. v. Catherine E. Witherspoon, in Her Official Capacity as Executive Director of the California Air Resources Board, et al.*). The auto-makers' suit in the U.S. District Court for the Eastern District of California, contended California's implementation of regulations that, in effect, regulate vehicle fuel economy violates various federal laws, regulations, and policies.

On December 12, 2007, the Court found that if California receives appropriate authorization from EPA (the last remaining factor in enforcing the standard), these regulations would be consistent with and have the force of federal law, thus, rejecting the automakers' claim. This authorization to implement more stringent standards in California was requested in the form of a CAA Section 209, subsection (b) waiver in 2005. Since that time, EPA failed to act on granting California authorization to implement the standards. Governor Schwarzenegger and Attorney General Edmund G. Brown filed suit against EPA for the delay. In December 2007, EPA Administrator Stephen Johnson denied California's request for the waiver to implement AB 1493. Johnson cited the need for a national approach to reducing GHG emissions, the lack of a "need to meet compelling and extraordinary conditions", and the emissions reductions that would be achieved through the Energy Independence and Security Act of 2007 as the reasoning for the denial.

The state of California filed suit against EPA for its decision to deny the CAA waiver. The recent change in presidential administration directed EPA to reexamine its position for denial of California's CAA waiver and for its past opposition to GHG emissions regulation. California received the waiver, notwithstanding the previous denial by EPA, on June 30, 2009.

Assembly Bill 32 (2006), California Global Warming Solutions Act

In September 2006, the governor of California signed AB 32 (Chapter 488, Statutes of 2006), the California Global Warming Solutions Act of 2006, which enacted Sections 38500–38599 of the California Health and Safety Code. AB 32 requires the reduction of statewide GHG emissions to 1990 levels by 2020. This equates to an approximate 15 percent reduction compared to existing statewide GHG emission levels or a 30 percent reduction from projected 2020 "business as usual" emission levels. The required reduction will be accomplished through an enforceable statewide cap on GHG emissions beginning in 2012.

To effectively implement the statewide cap on GHG emissions, AB 32 directs ARB to develop and implement regulations that reduce statewide GHG emissions generated by stationary sources. Specific actions required of ARB under AB 32 include adoption of a quantified cap on GHG emissions that represent 1990 emissions levels along with disclosing how the cap was quantified, institution of a schedule to meet the emissions cap, and development of tracking, reporting, and enforcement mechanisms to ensure that the state achieves the reductions in GHG emissions needed to meet the cap.

In addition, AB 32 states that if any regulations established under AB 1493 (2002) cannot be implemented then ARB is required to develop additional, new regulations to control GHG emissions from vehicles as part of AB 32.

AB 32 Climate Change Scoping Plan

In December 2008, ARB adopted its *Climate Change Scoping Plan*, which contains the main strategies California will implement to achieve reduction of approximately 169 million metric tons (MMT) of CO_2e, or approximately 30% from the state's projected 2020 emission level of 596 MMT of CO_2e under a business-as-usual scenario (this is a reduction of 42 MMT CO_2e, or almost 10%,

from 2002-2004 average emissions). The *Scoping Plan* also includes ARB-recommended GHG reductions for each emissions sector of the state's GHG inventory. The Scoping Plan calls for the largest reductions in GHG emissions to be achieved by implementing the following measures and standards:

- improved emissions standards for light-duty vehicles (estimated reductions of 31.7 MMT CO_2e);
- the Low-Carbon Fuel Standard (15.0 MMT CO_2e);
- energy efficiency measures in buildings and appliances and the widespread development of combined heat and power systems (26.3 MMT CO_2e); and
- a renewable portfolio standard for electricity production (21.3 MMT CO_2e).

ARB has not yet determined what amount of GHG reductions it recommends from local government operations; however, the *Scoping Plan* does state that land use planning and urban growth decisions will play an important role in the state's GHG reductions because local governments have primary authority to plan, zone, approve, and permit how land is developed to accommodate population growth and the changing needs of their jurisdictions(meanwhile, ARB is also developing an additional protocol for community emissions). ARB further acknowledges that decisions on how land is used will have large impacts on the GHG emissions that will result from the transportation, housing, industry, forestry, water, agriculture, electricity, and natural gas emission sectors. The *Scoping Plan* states that the ultimate GHG reduction assignment to local government operations is to be determined (ARB 2008). With regard to land use planning, the *Scoping Plan* expects approximately 5.0 MMT CO_2e will be achieved associated with implementation of SB 375, which is discussed further below.

Senate Bills 1078 and 107 and Executive Order S-14-08

SB 1078 (Chapter 516, Statutes of 2002) requires retail sellers of electricity, including investor-owned utilities and community choice aggregators, to provide at least 20 percent of their supply from renewable sources by 2017. SB 107 (Chapter 464, Statutes of 2006) changed the target date to 2010. In November 2008 Governor Schwarzenegger signed Executive Order S-14-08, which expands the state's Renewable Energy Standard to 33 percent renewable power by 2020. Governor Schwarzenegger plans to propose legislative language that will codify the new higher standard.

Senate Bill 1368 (2006)

SB 1368 is the companion bill of AB 32 and was signed by Governor Schwarzenegger in September 2006. SB 1368 requires the California Public Utilities Commission (PUC) to establish a greenhouse gas emission performance standard for baseload generation from investor owned utilities by February 1, 2007. The California Energy Commission (CEC) must establish a similar standard for local publicly owned utilities by June 30, 2007. These standards cannot exceed the greenhouse gas emission rate from a baseload combined-cycle natural gas fired plant. The legislation further requires that all electricity provided to California, including imported electricity, must be generated from plants that meet the standards set by the PUC and CEC.

Senate Bill 97 (2007)

SB 97, signed by governor of California in August 2007 (Chapter 185, Statutes of 2007; Public Resources Code, Sections 21083.05 and 21097), acknowledges climate change is a prominent environmental issue that requires analysis under CEQA. This bill directed the Governor's Office of Planning and Research (OPR) to prepare, develop, and transmit to the California Resources Agency by July 1, 2009 guidelines for mitigating GHG emissions or the effects of GHG emissions,

as required by CEQA. The California Resources Agency is required to certify and adopt these guidelines by January 1, 2010.

This bill also removes, both retroactively and prospectively, as legitimate causes of action in litigation any claim of inadequate CEQA analysis of effects of GHG emissions associated with environmental review for projects funded by the Highway Safety, Traffic Reduction, Air Quality and Port Security Bond Act of 2006 (Proposition 1B) or the Disaster Preparedness and Flood Protection Bond Act of 2006 (Proposition 1E). This provision will be repealed by provision of law on January 1, 2010 at that time such projects, if any remain unapproved, will no longer enjoy protection against litigation claims based on failure to adequately address issues related to GHG emissions.

Senate Bill 375 (2008)

SB 375, signed in September 2008, aligns regional transportation planning efforts, regional GHG reduction targets, and land use and housing allocation. As part of the alignment, SB 375 requires Metropolitan Planning Organizations (MPOs) to adopt a Sustainable Communities Strategy (SCS) or Alternative Planning Strategy (APS) which prescribes land use allocation in that MPO's Regional Transportation Plan (RTP). The ARB, in consultation with MPOs, is required to provide each affected region with reduction targets for GHGs emitted by passenger cars and light trucks in the region for the years 2020 and 2035. These reduction targets will be updated every 8 years but can be updated every 4 years if advancements in emissions technologies affect the reduction strategies to achieve the targets. The ARB is also charged with reviewing each MPO's SCS or APS for consistency with its assigned GHG emission reduction targets. If MPOs do not meet the GHG reduction targets, transportation projects located in the MPO boundaries would not be eligible for funding programmed after January 1, 2012.

This bill also extends the minimum time period for the Regional Housing Needs Allocation (RNHA) cycle from 5 years to 8 years for local governments located in an MPO that meets certain requirements. City or County land use policies (e.g., General Plans) are not required to be consistent with the RTP including associated SCSs or APSs. Qualified projects consistent with an approved SCS or APS and categorized as "transit priority projects" would receive incentives under new provisions of CEQA.

Executive Order S-3-05 (2005)

Governor Schwarzenegger signed Executive Order S-3-05 on June 1, 2005 which proclaimed California is vulnerable to the impacts of climate change. The executive order declared increased temperatures could reduce snowpack in the Sierra Nevada Mountains, further exacerbate California's air quality problems, and potentially cause a rise in sea levels. To combat those concerns, the executive order established targets for total GHG emissions which include reducing GHG emissions to the 2000 level by 2010, to the 1990 level by 2020, and to 80 percent below the 1990 level by 2050.

The executive order also directed the secretary of the California Environmental Protection Agency to coordinate a multiagency effort to reduce GHG emissions to the target levels. The secretary will submit biannual reports to the governor and legislature describing progress made toward reaching the emission targets; impacts of global warming on California's resources; and mitigation and adaptation plans to combat impacts of global warming.

To comply with the executive order, the Secretary of the California Environmental Protection Agency created the California Climate Action Team which is made up of members from various state agencies and commissions. The California Climate Action Team released its first report in March 2006 of which proposed achieving the GHG emissions targets by building on voluntary

actions of California businesses and actions by local governments and communities along with continued implementation of state incentive and regulatory programs.

Executive Order S-13-08

Governor Schwarzenegger signed Executive Order S-13-08 on November 14, 2008 which directs California to develop methods for adapting to climate change through preparation of a statewide plan. The executive order directs OPR, in cooperation with the California Resources Agency (CRA), to provide land use planning guidance related to sea level rise and other climate change impacts by May 30, 2009. The order also directs the CRA to develop a state Climate Adaptation Strategy by June 30, 2009 and to convene an independent panel to complete the first California Sea Level Rise Assessment Report. The assessment report is required to be completed by December 1, 2010 and required to include the following four items:

1. Project the relative sea level rise specific to California by taking into account issues such as coastal erosion rates, tidal impacts, El Niño and La Niña events, storm surge, and land subsidence rates;
2. Identify the range of uncertainty in selected sea level rise projections;
3. Synthesize existing information on projected sea level rise impacts to state infrastructure (e.g., roads, public facilities, beaches), natural areas, and coastal and marine ecosystems; and
4. Discuss future research needs relating to sea level rise in California.

Executive Order S-1-07

Governor Schwarzenegger signed Executive Order S-1-07 in 2007 which proclaimed the transportation sector as the main source of GHG emissions in California. The executive order proclaims the transportation sector accounts for over 40 percent of statewide GHG emissions. The executive order also establishes a goal to reduce the carbon intensity of transportation fuels sold in California by a minimum of 10 percent by 2020.

In particular, the executive order established a Low-Carbon Fuel Standard (LCFS) and directed the Secretary for Environmental Protection to coordinate the actions of the CEC, the ARB, the University of California, and other agencies to develop and propose protocols for measuring the "life-cycle carbon intensity" of transportation fuels. This analysis supporting development of the protocols was included in the State Implementation Plan for alternative fuels (*State Alternative Fuels Plan* adopted by CEC on December 24, 2007) and was submitted to ARB for consideration as an "early action" item under AB 32. The ARB adopted the LCFS on April 23, 2009.

Local Greenhouse Gas Regulations

Bay Area Air Quality Management District Climate Protection Program

The BAAQMD established a climate protection program to reduce pollutants that contribute to global climate change and affect air quality in the SFBAAB. The climate protection program includes measures that promote energy efficiency, reduce vehicle miles traveled, and develop alternative sources of energy all of which assist in reducing emissions of GHG and in reducing air pollutants that affect the health of residents. BAAQMD also seeks to support current climate protection programs in the region and to stimulate additional efforts through public education and outreach, technical assistance to local governments and other interested parties, and promotion of collaborative efforts among stakeholders.

D. THRESHOLDS OF SIGNIFICANCE JUSTIFICATION

BAY AREA AIR QUALITY MANAGEMENT DISTRICT

California Environmental Quality Act Guidelines Update

Thresholds of Significance

June 2, 2010

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Bay Area Air Quality Management District

Air Quality CEQA Thresholds of Significance

1. INTRODUCTION

Bay Area Air Quality Management District (BAAQMD or Air District) staff analyzed various options for California Environmental Quality Act (CEQA) air quality thresholds of significance for use within BAAQMD's jurisdiction. The analysis and evaluation undertaken by Air District staff is documented in the *Revised Draft Options and Justification Report – California Environmental Quality Act Thresholds of Significance* (Draft Options Report) (BAAQMD October 2009).

Air District staff hosted public workshops in February, April, September and October 2009, and April 2010 at several locations around the Bay Area. Air District staff also hosted additional workshops in each of the nine Bay Area counties specifically designed for, and to solicit input from, local agency staff. In addition, Air District staff met with regional stakeholder groups to discuss and receive input on the threshold options being evaluated. Throughout the course of the public workshops and stakeholder meetings Air District staff received many comments on the various options under consideration. Based on comments received and additional staff analysis, the threshold options and staff-recommended thresholds were further refined. The culmination of this nearly year and a half-long effort was presented in the Proposed Thresholds of Significance Report published on November 2, 2009 as the Air District staff's proposed air quality thresholds of significance.

The Air District Board of Directors (Board) held public hearings on November 18 and December 2, 2009 and January 6, 2010, to receive comments on staff's Proposed Thresholds of Significance (November 2, 2009; revised December 7, 2009). After public testimony and Board deliberations, the Board requested staff to present additional options for risk and hazard thresholds for Board consideration. This Report includes risks and hazards threshold options, as requested by the Board, in addition to staff's previously recommended thresholds of significance. The thresholds presented herein, adopted by the Air District Board of Directors, are intended to replace all of the Air District's currently recommended thresholds. The air quality thresholds of significance, and Board-requested risk and hazard threshold options, are provided in Table 1 at the end of this introduction.

1.1. BAAQMD/CEQA REGULATORY AUTHORITY

The BAAQMD has direct and indirect regulatory authority over sources of air pollution in the San Francisco Bay Area Air Basin (SFBAAB). CEQA requires that public agencies consider the potential adverse environmental impacts of any project that a public agency proposes to carry out, fund or approve. CEQA requires that a lead agency prepare an Environmental Impact Report (EIR) whenever it can be fairly argued (the "fair argument" standard), based on substantial evidence,[3] that a project may have a significant effect[4] on the environment, even if there is

[3] "Substantial evidence" includes facts, reasonable assumptions predicated upon facts, or expert opinions supported by facts, but does not include argument, speculation, unsubstantiated opinion or narrative, evidence that is clearly inaccurate

substantial evidence to the contrary (CEQA Guidelines §15064). CEQA requires that the lead agency review not only a project's direct effects on the environment, but also the cumulative impacts of a project and other projects causing related impacts. When the incremental effect of a project is cumulatively considerable, the lead agency must discuss the cumulative impacts in an EIR. (CEQA Guidelines §15064).

The "fair argument" standard refers to whether a fair argument can be made that a project may have a significant effect on the environment (*No Oil, Inc. v. City of Los Angeles* (1974) 13 Cal.3d 68, 84). The fair argument standard is generally considered a low threshold requirement for preparation of an EIR. The legal standards reflect a preference for requiring preparation of an EIR and for "resolving doubts in favor of environmental review." *Meija v. City of Los Angeles* (2005) 130 Cal. App. 4th 322, 332. "The determination of whether a project may have a significant effect on the environment calls for careful judgment on the part of the public agency involved, based to the extent possible on scientific and factual data." (CEQA Guidelines §15064(b).

In determining whether a project may have a significant effect on the environment, CEQA Guidelines Section 15064.7 provides that lead agencies may adopt and/or apply "thresholds of significance." A threshold of significance is "an identifiable quantitative, qualitative or performance level of a particular environmental effect, non-compliance with which means the effect will normally be determined to be significant by the agency and compliance with which means the effect normally will be determined to be less than significant" (CEQA Guidelines §15064.7).

While thresholds of significance give rise to a presumption of insignificance, thresholds are not conclusive, and do not excuse a public agency of the duty to consider evidence that a significant effect may occur under the fair argument standard. *Meija*, 130 Cal. App. 4th at 342. "A public agency cannot apply a threshold of significance or regulatory standard 'in a way that forecloses the consideration of any other substantial evidence showing there may be a significant effect.'" *Id.* This means that if a public agency is presented with factual information or other substantial evidence establishing a fair argument that a project may have a significant effect on the environment, the agency must prepare an EIR to study those impacts even if the project's impacts fall below the applicable threshold of significance.

Thresholds of significance must be supported by substantial evidence. This Report provides the substantial evidence in support of the thresholds of significance developed by the BAAQMD. If adopted by the BAAQMD Board of Directors, the Air District will recommend that lead agencies within the nine counties of the BAAQMD's jurisdiction use the thresholds of significance in this Report when considering the air quality impacts of projects under their consideration.

1.2. JUSTIFICATION FOR UPDATING CEQA THRESHOLDS

Any analysis of environmental impacts under CEQA includes an assessment of the nature and extent of each impact expected to result from the project to determine whether the impact will be treated as significant or less than significant. CEQA gives lead agencies discretion whether to classify a particular environmental impact as significant. Ultimately, formulation of a standard of significance requires the lead agency to make a policy judgment about where the line should be drawn distinguishing adverse impacts it considers significant from those that are not deemed significant. This judgment must, however, be based on scientific information and other factual data to the extent possible (CEQA Guidelines §15064(b)).

or erroneous, or evidence of social or economic impacts that do not contribute to, or are not caused by, physical impacts on the environment. Cal. Pub. Res. C. §21080(c); *see also* CEQA Guidelines §15384.

[4] A "significant effect" on the environment is defined as a "substantial, or potentially substantial, adverse change in the environment." Cal. Pub. Res. C. §21068; *see also* CEQA Guidelines §15382.

In the sense that advances in science provide new or refined factual data, combined with advances in technology and the gradual improvement or degradation of an environmental resource, the point where an environmental effect is considered significant is fluid over time. Other factors influencing this fluidity include new or revised regulations and standards, and emerging, new areas of concern.

In the ten years since BAAQMD last reviewed its recommended CEQA thresholds of significance for air quality, there have been tremendous changes that affect the quality and management of the air resources in the Bay Area. Traditional criteria air pollutant ambient air quality standards, at both the state and federal levels, have become increasingly more stringent. A new criteria air pollutant standard for fine particulate matter less than 2.5 microns in diameter ($PM_{2.5}$) has been added to federal and state ambient air quality standards. We have found, through technical advances in impact assessment, that toxic air contaminants are not only worse than previously thought from a health perspective, but that certain communities experience high levels of toxic air contaminants, giving rise to new regulations and programs to reduce the significantly elevated levels of ambient toxic air contaminant concentrations in the Bay Area.

In response to the elevated levels of toxic air contaminants in some Bay Area communities, the Air District created the Community Air Risk Evaluation (CARE) Program. Phase 1 of the BAAQMD's CARE program compiled and analyzed a regional emissions inventory of toxic air contaminants (TACs), including emissions from stationary sources, area sources, and on-road and off-road mobile sources. Phase 2 of the CARE Program conducted regional computer modeling of selected TAC species, species which collectively posed the greatest risk to Bay Area residents. In both Phases 1 and 2, demographic data were combined with estimates of TAC emissions or concentrations to identify communities that are disproportionally impacted from high concentrations of TACs. Bay Area Public Health Officers, in discussions with Air District staff and in comments to the Air District's Advisory Council (February 11, 2009, Advisory Council Meeting on Air Quality and Public Health), have recommended that $PM_{2.5}$, in addition to TACs, be considered in assessments of community-scale impacts of air pollution.

Another significant issue that affects the quality of life for Bay Area residents is the growing concern with global climate change. In just the past few years, estimates of the global atmospheric temperature and greenhouse gas concentration limits needed to stabilize climate change have been adjusted downward and the impacts of greenhouse gas emissions considered more dire. Previous scientific assessments assumed that limiting global temperature rise to 2-3°C above pre-industrial levels would stabilize greenhouse gas concentrations in the range of 450-550 parts per million (ppm) of carbon dioxide-equivalent (CO_2e). Now the science indicates that a temperature rise of 2°C would not prevent dangerous interference with the climate system. Recent scientific assessments suggest that global temperature rise should be kept below 2°C by stabilizing greenhouse gas concentrations below 350 ppm CO_2e, a significant reduction from the current level of 385 ppm CO_2e.

For the reasons stated above, and to further the goals of other District programs such as encouraging transit-oriented and infill development, BAAQMD has undertaken an effort to review all of its currently-recommended CEQA thresholds, revise them as appropriate, and develop new thresholds where appropriate. The overall goal of this effort is to develop CEQA significance criteria that ensure new development implements appropriate and feasible emission reduction measures to mitigate significant air quality impacts. The Air District's recommended CEQA significance thresholds have been vetted through a public review process and will be presented to the BAAQMD Board of Directors for adoption.

Table D-2 – Air Quality CEQA Thresholds of Significance			
Pollutant	**Construction-Related**	**Operational-Related**	
Project-Level			
Criteria Air Pollutants and Precursors (Regional)	**Average Daily Emissions (lb/day)**	**Average Daily Emissions (lb/day)**	**Maximum Annual Emissions (tpy)**
ROG	54	54	10
NO_X	54	54	10
PM_{10}	82 (exhaust only)	82	15
$PM_{2.5}$	54 (exhaust only)	54	10
$PM_{10}/PM_{2.5}$ (fugitive dust)	Best Management Practices	None	
Local CO	None	9.0 ppm (8-hour average), 20.0 ppm (1-hour average)	
GHGs **Projects other than Stationary Sources**	None	Compliance with Qualified Greenhouse Gas Reduction Strategy OR 1,100 MT of CO_2e/yr OR 4.6 MT CO_2e/SP/yr (residents + employees)	
GHGs **Stationary Sources**	None	10,000 MT/yr	
Risks and Hazards – New Source (All Areas) (Individual Project) **<u>Staff Proposal</u>**	Same as Operational Thresholds*	Compliance with Qualified Community Risk Reduction Plan OR Increased cancer risk of >10.0 in a million Increased non-cancer risk of > 1.0 Hazard Index (Chronic or Acute) Ambient $PM_{2.5}$ increase: > 0.3 µg/m^3 annual average <u>Zone of Influence</u>: 1,000-foot radius from fence line of source or receptor	

Table D-2 – Air Quality CEQA Thresholds of Significance		
Pollutant	**Construction-Related**	**Operational-Related**
Risks and Hazards – New Receptor (All Areas) (Individual Project) **Staff Proposal**	Same as Operational Thresholds*	Compliance with Qualified Community Risk Reduction Plan OR Increased cancer risk of >10.0 in a million Increased non-cancer risk of > 1.0 Hazard Index (Chronic or Acute) Ambient $PM_{2.5}$ increase: > 0.3 µg/m^3 annual average Zone of Influence: 1,000-foot radius from fence line of source or receptor
Risks and Hazards (Individual Project) **Tiered Thresholds Option**	Same as Operational Thresholds*	**Impacted Communities:** Siting a New Source Compliance with Qualified Community Risk Reduction Plan OR Increased cancer risk of >5.0 in a million Increased non-cancer risk of > 1.0 Hazard Index (Chronic or Acute) Ambient $PM_{2.5}$ increase: > 0.2 µg/m^3 annual average Zone of Influence: 1,000-foot radius from fence line of source or receptor
Risks and Hazards (Individual Project) **Tiered Thresholds Option** (Continued)	Same as Operational Thresholds*	**Impacted Communities:** Siting a New Receptor **All Other Areas:** Siting a New Source or Receptor Compliance with Qualified Community Risk Reduction Plan OR Increased cancer risk of >10.0 in a million Increased non-cancer risk of > 1.0 Hazard Index (Chronic or Acute) Ambient $PM_{2.5}$ increase: > 0.3 µg/m^3 annual average Zone of Influence: 1,000-foot radius from fence line of source or receptor

Table D-2 – Air Quality CEQA Thresholds of Significance		
Pollutant	**Construction-Related**	**Operational-Related**
Risks and Hazards – New Source (All Areas) (Cumulative Thresholds)	Same as Operational Thresholds*	Compliance with Qualified Community Risk Reduction Plan OR Cancer: > 100 in a million (from all local sources) Non-cancer: > 10.0 Hazard Index (from all local sources) (Chronic) $PM_{2.5}$: > 0.8 µg/m^3 annual average (from all local sources) Zone of Influence: 1,000-foot radius from fence line of source or receptor
Risks and Hazards – New Receptor (All Areas) (Cumulative Thresholds)	Same as Operational Thresholds*	Compliance with Qualified Community Risk Reduction Plan OR Cancer: > 100 in a million (from all local sources) Non-cancer: > 10.0 Hazard Index (from all local sources) (Chronic) $PM_{2.5}$: > 0.8 µg/m^3 annual average (from all local sources) Zone of Influence: 1,000-foot radius from fence line of source or receptor
Accidental Release of Acutely Hazardous Air Pollutants	None	Storage or use of acutely hazardous materials locating near receptors or receptors locating near stored or used acutely hazardous materials considered significant
Odors	None	Complaint History—Five confirmed complaints per year averaged over three years
Plan-Level		
Criteria Air Pollutants and Precursors	None	1. Consistency with Current Air Quality Plan control measures 2. Projected VMT or vehicle trip increase is less than or equal to projected population increase

Table D-2 – Air Quality CEQA Thresholds of Significance		
Pollutant	**Construction-Related**	**Operational-Related**
GHGs	None	Compliance with Qualified Greenhouse Gas Reduction Strategy (or similar criteria included in a General Plan) OR 6.6 MT CO2e/ SP/yr (residents + employees)
Risks and Hazards	None	1. Overlay zones around existing and planned sources of TACs (including adopted Risk Reduction Plan areas) 2. Overlay zones of at least 500 feet (or Air District-approved modeled distance) from all freeways and high volume roadways
Odors	None	Identify the location of existing and planned sources of odors
Accidental Release of Acutely Hazardous Air Pollutants	None	None
Regional Plans (Transportation and Air Quality Plans)		
GHGs, Criteria Air Pollutants and Precursors, and Toxic Air Contaminants	None	No net increase in emissions

Notes: CO = carbon monoxide; CO_2e = carbon dioxide equivalent; GHGs = greenhouse gases; lb/day = pounds per day; MT = metric tons; NO_X = oxides of nitrogen; $PM_{2.5}$= fine particulate matter with an aerodynamic resistance diameter of 2.5 micrometers or less; PM_{10} = respirable particulate matter with an aerodynamic resistance diameter of 10 micrometers or less; ppm = parts per million; ROG = reactive organic gases; SO_2 = sulfur dioxide; SP = service population; TACs = toxic air contaminants; TBP = toxic best practices; tons/day = tons per day; tpy = tons per year; yr= year.

* Note: The Air District recommends that for construction projects that are less than one year duration, Lead Agencies should annualize impacts over the scope of actual days that peak impacts are to occur, rather than the full year.

2. GREENHOUSE GAS THRESHOLDS

BAAQMD does not currently have an adopted threshold of significance for GHG emissions. BAAQMD currently recommends that lead agencies quantify GHG emissions resulting from new development and apply all feasible mitigation measures to lessen the potentially significant adverse impacts. One of the primary objectives in updating the current CEQA Guidelines is to identify a GHG significance threshold, analytical methodologies, and mitigation measures to ensure new land use development meets its fair share of the emission reductions needed to address the cumulative environmental impact from GHG emissions. GHG emissions contribute, on a cumulative basis, to the significant adverse environmental impacts of global climate change. As reviewed herein, climate change impacts include an increase in extreme heat days, higher ambient concentrations of air pollutants, sea level rise, impacts to water supply and water quality, public health impacts, impacts to ecosystems, impacts to agriculture, and other environmental

impacts. No single land use project could generate enough GHG emissions to noticeably change the global average temperature. The combination of GHG emissions from past, present, and future projects contribute substantially to the phenomenon of global climate change and its associated environmental impacts.

2.1. THRESHOLDS OF SIGNIFICANCE

Project Type	Thresholds
Projects other than Stationary Sources	Compliance with Qualified Greenhouse Gas Reduction Strategy OR 1,100 MT of CO_2e/yr OR 4.6 MT CO_2e/SP/yr (residents + employees)
Stationary Sources	10,000 MT of CO_2e/yr
Plans	Compliance with Qualified Greenhouse Gas Reduction Strategy (or similar criteria included in a General Plan) OR 6.6 MT CO_2e/SP/yr (residents + employees)
Regional Plans (Transportation and Air Quality Plans)	No net increase in GHG emissions

2.2. JUSTIFICATION AND SUBSTANTIAL EVIDENCE SUPPORTING THRESHOLDS

BAAQMD's approach to developing a threshold of significance for GHG emissions is to identify the emissions level for which a project would not be expected to substantially conflict with existing California legislation adopted to reduce statewide GHG emissions. If a project would generate GHG emissions above the threshold level, it would be considered to contribute substantially to a cumulative impact, and would be considered significant. If mitigation can be applied to lessen the emissions such that the project meets its share of emission reductions needed to address the cumulative impact, the project would normally be considered less than significant.

As explained in the District's *Revised Draft Options and Justifications Report* (BAAQMD 2009), there are several types of thresholds that may be supported by substantial evidence and be consistent with existing California legislation and policy to reduce statewide GHG emissions. In determining which thresholds to recommend, Staff studied numerous options, relying on reasonable, environmentally conservative assumptions on growth in the land use sector, predicted emissions reductions from statewide regulatory measures and resulting emissions inventories, and the efficacies of GHG mitigation measures. The thresholds recommended herein were chosen based on the substantial evidence that such thresholds represent quantitative and/or qualitative levels of GHG emissions, compliance with which means that the environmental impact of the GHG emissions will normally not be cumulatively considerable under CEQA. Compliance with such thresholds will be part of the solution to the cumulative GHG emissions problem, rather than hinder the state's ability to meet its goals of reduced statewide GHG emissions. Staff notes that it does not believe there is only one threshold for GHG emissions that can be supported by substantial evidence.

GHG CEQA significance thresholds recommended herein are intended to serve as interim levels during the implementation of the AB 32 Scoping Plan and SB 375, which will occur over time. Until AB 32 has been fully implemented in terms of adopted regulations, incentives, and programs and until SB 375 required plans have been fully adopted, or the California Air Resources Board (ARB) adopts a recommended threshold, the BAAQMD recommends that local agencies in the Bay Area apply the GHG thresholds recommended herein.

If left unchecked, GHG emissions from new land use development in California will result in a cumulatively considerable amount of GHG emissions and a substantial conflict with the State's ability to meet the goals within AB 32. Thus, BAAQMD proposes to adopt interim GHG thresholds for CEQA analysis, which can be used by lead agencies within the Bay Area. This would help lead agencies navigate this dynamic regulatory and technological environment where the field of analysis has remained wide open and inconsistent. BAAQMD's framework for developing a GHG threshold for land development projects that is based on policy and substantial evidence follows.

2.2.1. Scientific and Regulatory Justification

Climate Science Overview

Prominent GHGs contributing to the greenhouse effect are carbon dioxide (CO_2), methane (CH_4), nitrous oxide (N_2O), hydrofluorocarbons, chlorofluorocarbons, and sulfur hexafluoride. Human-caused emissions of these GHGs in excess of natural ambient concentrations are responsible for intensifying the greenhouse effect and have led to a trend of unnatural warming of the earth's climate, known as global climate change or global warming. It is *extremely unlikely* that global climate change of the past 50 years can be explained without the contribution from human activities (IPCC 2007a).

According to Article 2 of the United Nations Framework Convention on Climate Change (UNFCCC), "Avoiding Dangerous Climate Change" means: *"stabilization of greenhouse gas concentrations in the atmosphere at a level that would prevent dangerous anthropogenic interference with the climate system."* Dangerous climate change defined in the UNFCCC is based on several key indicators including the potential for severe degradation of coral reef systems, disintegration of the West Antarctic Ice Sheet, and shut down of the large-scale, salinity- and thermally-driven circulation of the oceans. (UNFCCC 2009). The global atmospheric concentration of carbon dioxide has increased from a pre-industrial value of about 280 ppm to 379 ppm in 2005 (IPCC 2007a). "Avoiding dangerous climate change" is generally understood to be achieved by stabilizing global average temperatures between 2 and 2.4°C above pre-industrial levels. In order to limit temperature increases to this level, ambient global CO_2 concentrations must stabilize between 350 and 400 ppm (IPCC 2007b).

Executive Order S-3-05

Executive Order S-3-05, which was signed by Governor Schwarzenegger in 2005, proclaims that California is vulnerable to the impacts of climate change. It declares that increased temperatures could reduce the Sierra's snowpack, further exacerbate California's air quality problems, and potentially cause a rise in sea levels. To combat those concerns, the Executive Order established total GHG emission targets. Specifically, emissions are to be reduced to the 2000 level by 2010, the 1990 level by 2020, and to 80 percent below the 1990 level by 2050.

Assembly Bill 32, the California Global Warming Solutions Act of 2006

In September 2006, Governor Arnold Schwarzenegger signed Assembly Bill 32, the California Global Warming Solutions Act of 2006, which set the 2020 greenhouse gas emissions reduction goal into law. AB 32 finds and declares that "Global warming poses a serious threat to the economic well-being, public health, natural resources, and the environment of California." AB 32 requires that statewide GHG emissions be reduced to 1990 levels by 2020, and establishes

regulatory, reporting, voluntary, and market mechanisms to achieve quantifiable reductions in GHG emissions to meet the statewide goal.

In December of 2008, ARB adopted its *Climate Change Scoping Plan* (*Scoping Plan*), which is the State's plan to achieve GHG reductions in California, as required by AB 32 (ARB 2008). The Scoping Plan contains strategies California will implement to achieve a reduction of 169 MMT CO_2e emissions, or approximately 28 percent from the state's projected 2020 emission level of 596 MMT of CO_2e under a business-as-usual scenario (this is a reduction of 42 MMT of CO_2e, or almost 10 percent, from 2002-2004 average emissions), so that the state can return to 1990 emission levels, as required by AB 32.

While the Scoping Plan establishes the policy intent to control numerous GHG sources through regulatory, incentive, and market means, given the early phase of implementation and the level of control that local CEQA lead agencies have over numerous GHG sources, CEQA is an important and supporting tool in achieving GHG reductions overall in compliance with AB 32. In this spirit, BAAQMD is considering the adoption of thresholds of significance for GHG emissions for stationary source and land use development projects.

Senate Bill 375

Senate Bill (SB) 375, signed in September 2008, aligns regional transportation planning efforts, regional GHG reduction targets, and land use and housing allocation. SB 375 requires Metropolitan Planning Organizations (MPOs) to adopt a Sustainable Communities Strategy (SCS) or Alternative Planning Strategy (APS), which will prescribe land use allocation in that MPO's Regional Transportation Plan (RTP). ARB, in consultation with MPOs, will provide each affected region with reduction targets for GHGs emitted by passenger cars and light trucks in the region for the years 2020 and 2035. These reduction targets will be updated every eight years, but can be updated every four years if advancements in emission technologies affect the reduction strategies to achieve the targets. ARB is also charged with reviewing each MPO's SCS or APS for consistency with its assigned targets. If MPOs do not meet the GHG reduction targets, transportation projects would not be eligible for State funding programmed after January 1, 2012. New provisions of CEQA incentivize qualified projects that are consistent with an approved SCS or APS, categorized as "transit priority projects."

The revised District CEQA Guidelines includes methodology consistent with the recently updated State CEQA Guidelines, which provides that certain residential and mixed use projects, and transit priority projects consistent with an applicable SCS or APS need not analyze GHG impacts from cars and light duty trucks (CEQA Guidelines §15183.5(c)).

2.2.2. Project-Level GHG Thresholds

Staff recommends setting GHG significance thresholds based on AB 32 GHG emission reduction goals while taking into consideration emission reduction strategies outlined in ARB's Scoping Plan. Staff proposes two quantitative thresholds for land use projects: a bright line threshold based on a "gap" analysis and an efficiency threshold based on emission levels required to be met in order to achieve AB 32 goals.

Staff also proposes one qualitative threshold for land use projects: if a project complies with a Qualified Greenhouse Gas Reduction Strategy (as defined in Section 2.3.4 below) that addresses the project it would be considered less than significant. As explained in detail in Section 2.3.4 below, compliance with a Qualified Greenhouse Gas Reduction Strategy (or similar adopted policies, ordinances and programs), would provide the evidentiary basis for making CEQA findings that development consistent with the plan would result in feasible, measureable, and verifiable GHG reductions consistent with broad state goals such that projects approved under

qualified Greenhouse Gas Reduction Strategies or equivalent demonstrations would achieve their fair share of GHG emission reductions.

Land Use Projects "Gap-Based" Threshold

Staff took eight steps in developing this threshold approach, which are summarized here and detailed in the sections that follow. It should be noted that the "gap-based approach" used for threshold development is a conservative approach that focuses on a limited set of state mandates that appear to have the greatest potential to reduce land use development-related GHG emissions at the time of this writing. It is also important to note that over time, as the effectiveness of the State's implementation of AB 32 (and SB 375) progresses, BAAQMD will need to reconsider the extent of GHG reductions needed over and above those from the implementation thereof for the discretionary approval of land use development projects. Although there is an inherent amount of uncertainty in the estimated capture rates (i.e., frequency at which project-generated emissions would exceed a threshold and would be subject to mitigation under CEQA) and the aggregate emission reductions used in the gap analysis, they are based on BAAQMD's expertise, the best available data, and use conservative assumptions for the amount of emission reductions from legislation in derivation of the gap (e.g., only adopted legislation was relied upon). This approach is intended to attribute an appropriate share of GHG emission reductions necessary to reach AB 32 goals to new land use development projects in BAAQMD's jurisdiction that are evaluated pursuant to CEQA.

Step 1 Estimate from ARB's statewide GHG emissions inventory the growth in emissions between 1990 and 2020 attributable to "land use-driven" sectors of the emission inventory as defined by OPR's guidance document (*CEQA and Climate Change*). Land use-driven emission sectors include Transportation (On-Road Passenger Vehicles; On-Road Heavy Duty), Electric Power (Electricity; Cogeneration), Commercial and Residential (Residential Fuel Use; Commercial Fuel Use) and Recycling and Waste (Domestic Waste Water Treatment).

Result:1990 GHG emissions were 295.53 MMT CO_2e/yr and projected 2020 business-as-usual GHG emissions would be 400.22 MMT CO_2e/yr; thus a 26.2 percent reduction from statewide land use-driven GHG emissions would be necessary to meet the AB 32 goal of returning to 1990 emission levels by 2020. (See Table 2)

Step 2 Estimate the anticipated GHG emission reductions affecting the same land use-driven emissions inventory sectors associated with adopted statewide regulations identified in the AB 32 Scoping Plan.

Result: Estimated a 23.9 percent reduction can be expected in the land use-driven GHG emissions inventory from adopted Scoping Plan regulations, including AB 1493 (Pavley), LCFS, Heavy/Medium Duty Efficiency, Passenger Vehicle Efficiency, Energy-Efficiency Measures, Renewable Portfolio Standard, and Solar Roofs. (See Table 3)

Step 3 Determine any short fall or "gap" between the 2020 statewide emission inventory estimates and the anticipated emission reductions from adopted Scoping Plan regulations. This "gap" represents additional GHG emission reductions needed statewide from the land use-driven emissions inventory sectors, which represents new land use development's share of the emission reductions needed to meet statewide GHG emission reduction goals.

Result: With the 23.9 percent reductions from AB 32 Scoping Measures, there is a "gap" of 2.3 percent in necessary additional GHG emissions reductions to meet AB 32

goals of a 26.2 percent reduction from statewide land use-driven GHG emissions to return to 1990 levels in 2020. (See Table 2)

Step 4 Determine the percent reduction this "gap" represents in the "land use-driven" emissions inventory sectors from BAAQMD's 2020 GHG emissions inventory. Identify the mass of emission reductions needed in the SFBAAB from land use-driven emissions inventory sectors.

Result: Estimated that a 2.3 percent reduction in BAAQMD's projected 2020 emissions projections requires emissions reductions of 1.6 MMT CO_2e/yr from the land use-driven sectors. (See Table 4)

Step 5 Assess BAAQMD's historical CEQA database (2001-2008) to determine the frequency distribution trend of project sizes and types that have been subject to CEQA over the past several years.

Result: Determined historical patterns of residential, commercial and industrial development by ranges of average sizes of each development type. Results were used in Step 6 below to distribute anticipated Bay Area growth among different future project types and sizes.

Step 6 Forecast new land use development for the Bay Area using DOF/EDD population and employment projections and distribute the anticipated growth into appropriate land use types and sizes needed to accommodate the anticipated growth (based on the trend analysis in Step 5 above). Translate the land use development projections into land use categories consistent with those contained in the Urban Emissions Model (URBEMIS).

Result: Based on population and employment projections and the trend analysis from Step 5 above, forecasted approximately 4,000 new development projects, averaging about 400 projects per year through 2020 in the Bay Area.

Step 7 Estimate the amount of GHG emissions from each land use development project type and size using URBEMIS and post-model manual calculation methods (for emissions not included in URBEMIS). Determine the amount of GHG emissions that can reasonably and feasibly be reduced through currently available mitigation measures ("mitigation effectiveness") for future land use development projects subject to CEQA (based on land use development projections and frequency distribution from Step 6 above).

Result: Based on the information available and on sample URBEMIS calculations, found that mitigation effectiveness of between 25 and 30 percent is feasible.

Step 8 Conduct a sensitivity analysis of the numeric GHG mass emissions threshold needed to achieve the desired emissions reduction (i.e., "gap") determined in Step 4. This mass emission GHG threshold is that which would be needed to achieve the emission reductions necessary by 2020 to meet the Bay Area's share of the statewide "gap" needed from the land use-driven emissions inventory sectors.

Result: The results of the sensitivity analysis conducted in Step 8 found that reductions between about 125,000 MT/yr (an aggregate of 1.3 MMT in 2020) and over 200,000 MT/yr (an aggregate of over 2.0 MMT in 2020) were achievable and feasible. A mass emissions threshold of 1,100 MT of CO_2e/yr would result in approximately 59 percent of all projects being above the significance threshold (e.g., this is approximately the operational GHG emissions that would be associated with a 60 residential unit

subdivision) and must implement feasible mitigation measures to meet CEQA requirements. With an estimated 26 percent mitigation effectiveness, the 1,100 MT threshold would achieve 1.6 MMT CO_2e/yr in GHG emissions reductions.

Detailed Basis and Analysis

Derivation of Greenhouse Gas Reduction Goal

To meet the target emissions limit established in AB 32 (equivalent to levels in 1990), total GHG emissions would need to be reduced by approximately 28 percent from projected 2020 forecasts (ARB 2009a). The AB 32 Scoping Plan is ARB's plan for meeting this mandate (ARB 2008). While the Scoping Plan does not specifically identify GHG emission reductions from the CEQA process for meeting AB 32 derived emission limits, the scoping plan acknowledges that "other strategies to mitigate climate change . . . should also be explored." The Scoping Plan also acknowledges that "Some of the measures in the plan may deliver more emission reductions than we expect; others less . . . and new ideas and strategies will emerge." In addition, climate change is considered a significant environmental issue and, therefore, warrants consideration under CEQA. SB 97 represents the State Legislature's confirmation of this fact, and it directed the Governor's Office of Planning and Research (OPR) to develop CEQA Guidelines for evaluation of GHG emissions impacts and recommend mitigation strategies. In response, OPR released the *Technical Advisory: CEQA and Climate Change* (OPR 2008), and proposed revisions to the State CEQA guidelines (April 14, 2009) for consideration of GHG emissions. The California Natural Resources Agency adopted the proposed State CEQA Guidelines revisions on December 30, 2009 and the revisions were effective beginning March 18, 2010. It is known that new land use development must also do its fair share toward achieving AB 32 goals (or, at a minimum, should not hinder the State's progress toward the mandated emission reductions).

Foreseeable Scoping Plan Measures Emission Reductions and Remaining "Gap"

Step 1 of the Gap Analysis entailed estimating from ARB's statewide GHG inventory the growth in emissions between 1990 and 2020 attributable to land use driven sectors of the emissions inventory. As stated above, to meet the requirements set forth in AB 32 (i.e., achieve California's 1990-equivalent GHG emissions levels by 2020) California would need to achieve an approximate 28 percent reduction in emissions across all sectors of the GHG emissions inventory compared with 2020 projections. However, to meet the AB 32 reduction goals in the emissions sectors that are related to land use development (e.g., on-road passenger and heavy-duty motor vehicles, commercial and residential area sources [i.e., natural gas], electricity generation/consumption, wastewater treatment, and water distribution/consumption), staff determined that California would need to achieve an approximate 26 percent reduction in GHG emissions from these land use-driven sectors (ARB 2009a) by 2020 to return to 1990 land use emission levels.

Next, in Step 2 of the Gap Analysis, Staff determined the GHG emission reductions within the land use-driven sectors that are anticipated to occur from implementation of the Scoping Plan measures statewide, which are summarized in Table 2 and described below. Since the GHG emission reductions anticipated with the Scoping Plan were not accounted for in ARB's or BAAQMD's 2020 GHG emissions inventory forecasts (i.e., business as usual), an adjustment was made to include (i.e., give credit for) GHG emission reductions associated with key Scoping Plans measures, such as the Renewable Portfolio Standard, improvements in energy efficiency through periodic updates to Title 24, AB 1493 (Pavley) (which recently received a federal waiver to allow it to be enacted in law), the Low Carbon Fuel Standard (LCFS), and other measures. With reductions from these State regulations (Scoping Plan measures) taken into consideration and accounting for an estimated 23.9 percent reduction in GHG emissions, in Step 3 of the Gap Analysis Staff determined that the Bay Area would still need to achieve an additional 2.3 percent reduction from projected 2020 GHG emissions to meet the 1990 GHG emissions goal from the

land-use driven sectors. This necessary 2.3 percent reduction in projected GHG emissions from the land use sector is the "gap" the Bay Area needs to fill to do its share to meet the AB 32 goals. Refer to the following explanation and Tables 2 through 4 for data used in this analysis.

Because the transportation sector is the largest emissions sector of the state's GHG emissions inventory, it is aggressively targeted in early actions and other priority actions in the Scoping Plan including measures concerning gas mileage (Pavley), fuel carbon intensity (LCFS) and vehicle efficiency measures.

Table D-3 – California 1990, 2002-2004, and 2020 Land Use Sector GHG[1] (MMT CO_2e/yr)

Sector	1990 Emissions	2002-2004 Average	2020 BAU Emissions Projections	% of 2020 Total
Transportation	**137.98**	**168.66**	**209.06**	**52%**
On-Road Passenger Vehicles	108.95	133.95	160.78	40%
On-Road Heavy Duty	29.03	34.69	48.28	12%
Electric Power	**110.63**	**110.04**	**140.24**	**35%**
Electricity	95.39	88.97	107.40	27%
Cogeneration[2]	15.24	21.07	32.84	8%
Commercial and Residential	**44.09**	**40.96**	**46.79**	**12%**
Residential Fuel Use	29.66	28.52	32.10	8%
Commercial Fuel Use	14.43	12.45	14.63	4%
Recycling and Waste[1]	**2.83**	**3.39**	**4.19**	**1%**
Domestic Wastewater Treatment	2.83	3.39	4.19	1%
TOTAL GROSS EMISSIONS	**295.53**	**323.05**	**400.22**	
% Reduction Goal from Statewide land use driven sectors (from 2020 levels to reach 1990 levels in these emission inventory sectors)			26.2%	
% Reduction from AB32 Scoping Plan measures applied to land use sectors (see Table 3)			-23.9%	
% Reduction needed statewide beyond Scoping Plan measures (Gap)			2.3%	

Notes: MMT CO_2e /yr = million metric tons of carbon dioxide equivalent emissions per year.
[1] Landfills not included. See text.
[2] Cogeneration included due to many different applications for electricity, in some cases provides substantial power for grid use, and because electricity use served by cogeneration is often amenable to efficiency requirements of local land use authorities.
Sources: Data compiled by EDAW and ICF Jones & Stokes from ARB data.

Pavley Regulations. The AB 32 Scoping Plan assigns an approximate 20 percent reduction in emissions from passenger vehicles associated with the implementation of AB 1493. The AB 32 Scoping Plan also notes that "AB 32 specifically states that if the Pavley regulations do not remain in effect, ARB shall implement alternative regulations to control mobile sources to achieve

equivalent or greater reductions of greenhouse gas emissions (HSC §38590)." Thus, it is reasonable to assume full implementation of AB 1493 standards, or equivalent programs that would be implemented by ARB. Furthermore, on April 1, 2010, U.S. EPA and the Department of Transportation's National Highway Safety Administration (NHTSA) announced a joint final rule establishing a national program that will dramatically reduce greenhouse gas emissions and improve fuel economy for new cars and trucks sold in the United States after 2011. Under this national program, automobile manufacturers will be able to build a single light-duty national fleet that satisfies all requirements under both the national program and the standards of California and other states. Nonetheless, BAAQMD may need to revisit this methodology as the federal standards come on line to ensure that vehicle standards are as aggressive as contemplated in development of this threshold.

Table D-4 – 2020 Land Use Sector GHG Emission Reductions from State Regulations and AB 32 Measures

Affected Emissions Source	California Legislation	% Reduction from 2020 GHG inventory	End Use Sector (% of Bay Area LU Inventory)	Scaled % Emissions Reduction (credit)
Mobile	AB 1493 (Pavley)	19.7%	On road passenger/light truck transportation (45%)	8.9%
	LCFS	7.2%	On road passenger/light truck transportation (45%)	3.2%
	LCFS	7.2%	On road Heavy/Medium Duty Transportation (5%)	0.4%
	Heavy/Medium Duty Efficiency	2.9%	On road Heavy/Medium Duty Transportation (5%)	0.2%
	Passenger Vehicle Efficiency	2.8%	On road passenger/light truck transportation (45%)	1.3%
Area	Energy-Efficiency Measures	9.5%	Natural gas (Residential, 10%)	1.0%
			Natural gas (Non-residential, 13%)	1.2%
Indirect	Renewable Portfolio Standard	21.0%	Electricity (excluding cogen) (17%)	3.5%
	Energy-Efficiency Measures	15.7%	Electricity (26%)	4.0%
	Solar Roofs	1.5%	Electricity (excluding cogen) (17%)	0.2%
Total credits given to land use-driven emission inventory sectors from Scoping Plan measures				**23.9%**

Notes: AB = Assembly Bill; LCFS = Low Carbon Fuel Standard; SB = Senate Bill; RPS = Renewable Portfolio Standard
Please refer to Appendix D for detailed calculations. Sources: Data compiled by ICF Jones & Stokes.

LCFS. According to the adopted LCFS rule (CARB, April 2009), the LCFS is expected to result in approximately 10 percent reduction in the carbon intensity of transportation fuels. However, a

portion of the emission reductions required from the LCFS would be achieved over the life cycle of transportation fuel production rather than from mobile-source emission factors. Based on CARB's estimate of nearly 16 MMT reductions in on-road emissions from implementation of the LCFS and comparison to the statewide on-road emissions sector, the LCFS is assumed to result in a 7.2 percent reduction compared to 2020 BAU conditions (CARB 2009e).

Table D-5 – SFBAAB 1990, 2007, and 2020 Land Use Sector GHG Emissions Inventories and Projections (MMT CO_2e/yr)

Sector	1990 Emissions	2007 Emissions	2020 Emissions Projections	% of 2020 Total[2]
Transportation	**26.1**	**30.8**	**35.7**	**50%**
On-Road Passenger Vehicles	23.0	27.5	32.0	
On-Road Heavy Duty	3.1	3.3	3.7	
Electric Power	**25.1**	**15.2**	**18.2**	**26%**
Electricity	16.5	9.9	11.8	
Cogeneration	8.6	5.3	6.4	
Commercial and Residential	**8.9**	**15.0**	**16.8**	**24%**
Residential Fuel Use	5.8	7.0	7.5	
Commercial Fuel Use	3.1	8.0	9.3	
Recycling and Waste[1]	**0.2**	**0.4**	**0.4**	**1%**
Domestic Waste Water Treatment	0.2	0.4	0.4	
TOTAL GROSS EMISSIONS	**60.3**	**61.4**	**71.1**	
SFBAAB's "Fair Share" % Reduction (from 2020 levels to reach 1990 levels) with AB-32 Reductions (from Table 3)			2.3%	
SFBAAB's Equivalent Mass Emissions Land Use Reduction Target at 2020 (MMT CO2e/yr)			1.6	

Notes: MMT CO_2e /yr = million metric tons of carbon dioxide equivalent emissions per year; SFBAAB = San Francisco Bay Area Air Basin.
[1] Landfills not included.
[2] Percentages do not sum exactly to 100% in table due to rounding.
Please refer to Appendix D for detailed calculations.
Sources: Data compiled by EDAW 2009, ICF Jones & Stokes 2009, BAAQMD 2008.

Renewable Portfolio Standard, Energy Efficiency and Solar Roofs. Energy efficiency and renewable energy measures from the Scoping Plan were also included in the gap analysis. The Renewable Portfolio Standard (rules) will require the renewable energy portion of the retail electricity portfolio to be 33 percent in 2020. For PG&E, the dominant electricity provider in the Basin, approximately 12 percent of their current portfolio qualifies under the RPS rules and thus the gain by 2020 would be approximately 21 percent. The Scoping Plan also estimates that energy efficiency gains with periodic improvement in building and appliance energy standards and incentives will reach 10 to 15 percent for natural gas and electricity respectively. The final

state measure included in this gap analysis is the solar roof initiative, which is estimated to result in reduction of the overall electricity inventory of 1.5 percent.

Landfill emissions are excluded from this analysis. While land use development does generate waste related to both construction and operations, the California Integrated Waste Management Board (CIWMB) has mandatory diversion requirements that will, in all probability, increase over time to promote waste reductions, reuse, and recycle. The Bay Area has relatively high levels of waste diversion and extensive recycling efforts. Further, ARB has established and proposes to increase methane capture requirements for all major landfills. Thus, at this time, landfill emissions associated with land use development waste generation is not included in the land use sector inventory used to develop this threshold approach.

Industrial stationary sources thresholds were developed separately from the land use threshold development using a market capture approach as described below. However, mobile source and area source emissions, as well as indirect electricity emissions that derive from industrial use are included in the land use inventory above as these particular activities fall within the influence of local land use authorities in terms of the affect on trip generation and energy efficiency.

AB 32 mandates reduction to 1990-equivalent GHG levels by 2020, with foreseeable emission reductions from State regulations and key Scoping Plan measures taken into account, were applied to the land use-driven emission sectors within the SFBAAB (i.e., those that are included in the quantification of emissions from a land use project pursuant to a CEQA analysis [on-road passenger vehicles, commercial and residential natural gas, commercial and residential electricity consumption, and domestic waste water treatment], as directed by OPR in the Technical Advisory: *Climate Change and CEQA* [OPR 2008]). This translates to a 2.3 percent gap in necessary GHG emission reductions by 2020 from these sectors.

Land Use Projects Bright Line Threshold

In Steps 4 and 5 of the gap analysis, Staff determined that applying a 2.3 percent reduction to these land use emissions sectors in the SFBAAB's GHG emissions inventory would result in an equivalent fair share of 1.6 million metric tons per year (MMT/yr) reductions in GHG emissions from new land use development. As additional regulations and legislation aimed at reducing GHG emissions from land use-related sectors become available in the future, the 1.6 MMT GHG emissions reduction goal may be revisited and recalculated by BAAQMD.

In order to derive the 1.6 MMT "gap," a projected development inventory for the next ten years in the SFBAAB was calculated (see Table 4 and *Revised Draft Options and Justifications Report* (BAAQMD 2009)). CO_2e emissions were modeled for projected development in the SFBAAB and compiled to estimate the associated GHG emissions inventory. The GHG (i.e., CO_2e) CEQA threshold level was adjusted for projected land use development that would occur within BAAQMD's jurisdiction over the period from 2010 through 2020.

Projects with emissions greater than the threshold would be required to mitigate to the threshold level or reduce project emissions by a percentage (mitigation effectiveness) deemed feasible by the Lead Agency under CEQA compared to a base year condition. The base year condition is defined by an equivalent size and character of project with annual emissions using the defaults in URBEMIS and the California Climate Action Registry's General Reporting Protocol for 2008. By this method, land use project mitigation subject to CEQA would help close the "gap" remaining after application of the key regulations and measures noted above supporting overall AB 32 goals.

This threshold takes into account Steps 1-8 of the gap analysis described above to arrive at a numerical mass emissions threshold. Various mass emissions significance threshold levels (i.e.,

bright lines) could be chosen based on the mitigation effectiveness and performance anticipated to be achieved per project to meet the aggregate emission reductions of 1.6 MMT needed in the SFBAAB by 2020(see Table 5 and *Revised Draft Options and Justifications Report* (BAAQMD 2009)). Staff recommends a 1,100 MT CO_2e per year threshold. Choosing a 1,100 MT mass emissions significance threshold level (equivalent to approximately 60 single-family units), would result in about 59 percent of all projects being above the significance threshold and having to implement feasible mitigation measures to meet their CEQA obligations. These projects account for approximately 92 percent of all GHG emissions anticipated to occur between now and 2020 from new land use development in the SFBAAB.

Project applicants and lead agencies could use readily available computer models to estimate a project's GHG emissions, based on project specific attributes, to determine if they are above or below the bright line numeric threshold. With this threshold, projects that are above the threshold level, after consideration of emission-reducing characteristics of the project as proposed, would have to reduce their emissions to below the threshold to be considered less than significant.

Establishing a "bright line" to determine the significance of a project's GHG emissions impact provides a level of certainty to lead agencies in determining if a project needs to reduce its GHG emissions through mitigation measures and when an EIR is required.

Table D-6 – Operational GHG Threshold Sensitivity Analysis

Option	Mitigation Effectiveness Assumptions		Mass Emission Threshold Level (MT CO_2e/yr)	% of Projects Captured (>threshold)	% of Emissions Captured (> threshold)	Emissions Reduction per year (MT/yr)	Aggregate Emissions Reduction (MMT) at 2020	Threshold Project Size Equivalent (single family dwelling units)
	Performance Standards Applied to All Projects with Emissions < Threshold Level	Mitigation Effectiveness Applied to Emissions > Threshold Level						
1A	N/A	30%	975	60%	93%	201,664	2.0	53
1A	N/A	25%	110	96%	100%	200,108	2.0	66
1A	N/A	30%	1,225	21%	67%	159,276	1.6	67
1A	N/A	26%	1,100	59%	92%	159,877	1.6	60
1A	N/A	30%	2,000	14%	61%	143,418	1.4	109
1A	N/A	25%	1,200	58%	92%	136,907	1.4	66
1A	N/A	30%	3,000	10%	56%	127,427	1.3	164
1A	N/A	25%	1,500	20%	67%	127,303	1.3	82
1B	26%	N/A	N/A	100%	100%	208,594	2.1	N/A[1]
1C	5%	30%	1,900	15%	62%	160,073	1.6	104
1C	10%	25%	1,250	21%	67%	159,555	1.6	68
1C	5%	30%	3,000	10%	56%	145,261	1.5	164
1C	10%	25%	2,000	4%	61%	151,410	1.5	109
1C	10%	30%	10,000	2%	33%	125,271	1.3	547

MMT = million metric tons per year; MT CO_2e/yr = metric tons of carbon dioxide equivalent emissions per year; MT/yr = metric tons per year; N/A = not applicable.

[1] Any project subject to CEQA would trigger this threshold.

Please refer to Appendix E for detailed calculations.

Source: Data modeled by ICF Jones & Stokes.

Land Use Projects Efficiency-Based Threshold

GHG efficiency metrics can also be utilized as thresholds to assess the GHG efficiency of a project on a per capita basis (residential only projects) or on a "service population" basis (the sum of the number of jobs and the number of residents provided by a project) such that the project will allow for consistency with the goals of AB 32 (i.e., 1990 GHG emissions levels by 2020). GHG efficiency thresholds can be determined by dividing the GHG emissions inventory goal (allowable emissions), by the estimated 2020 population and employment. This method allows highly efficient projects with higher mass emissions to meet the overall reduction goals of AB 32. Staff believes it is more appropriate to base the land use efficiency threshold on the service population metric for the land use-driven emission inventory. This approach is appropriate because the threshold can be applied evenly to all project types (residential or commercial/retail only and mixed use) and uses only the land use emissions inventory that is comprised of all land use projects. Staff will provide the methodology to calculate a project's GHG emissions in the revised CEQA Guidelines, such as allowing infill projects up to a 50 percent or more reduction in daily vehicle trips if the reduction can be supported by close proximity to transit and support services, or a traffic study prepared for the project.

Table D-7 – California 2020 GHG Emissions, Population Projections and GHG Efficiency Thresholds - Land Use Inventory Sectors

Land Use Sectors Greenhouse Gas Emissions Target	295,530,000
Population	44,135,923
Employment	20,194,661
California Service Population (Population + Employment)	64,330,584
AB 32 Goal GHG emissions (metric tons CO_2e)/SP[1]	**4.6**

Notes: AB = Assembly Bill; CO_2e = carbon dioxide equivalent; GHG = greenhouse gas; SP = service population.
[1] Greenhouse gas efficiency levels were calculated using only the "land use-related" sectors of ARB's emissions inventory.
Please refer to Appendix D for detailed calculations.
Sources: Data compiled by EDAW 2009, ARB 2009a, DOF 2009, EDD 2009, ICF Jones & Stokes 2009.

Staff proposes a project-level efficiency threshold of 4.6 MT CO_2e/SP, the derivation of which is shown Table 6. This efficiency-based threshold reflects very GHG-efficient projects. As stated previously and below, staff anticipates that significance thresholds (rebuttable presumptions of significance at the project level) will function on an interim basis only until adequate programmatic approaches are in place at the city, county, and regional level that will allow the CEQA streamlining of individual projects. (See State CEQA Guidelines §15183.5 ["Tiering and Streamlining the Analysis of Greenhouse Gas Emissions"]).

2.2.3. Plan-Level GHG Thresholds

Staff proposes using a two step process for determining the significance of proposed plans and plan amendments for GHG. As a first step in assessing plan-level impacts, Staff is proposing that agencies that have adopted a qualified Greenhouse Gas Reduction Strategy (or have incorporated similar criteria in their general plan) and the general plan is consistent with the Greenhouse Gas Reduction Strategy, the general plan would be considered less than significant. In addition, as discussed above for project-level GHG impacts, Staff is proposing an efficiency threshold to assess plan-level impacts. Staff believes a programmatic approach to limiting GHG emissions is appropriate at the plan-level. Thus, as projects consistent with the Greenhouse Gas

Reduction Strategy are proposed, they may be able to tier off the plan and its environmental analysis.

GHG Efficiency Metrics for Plans

For local land use plans, a GHG-efficiency metric (e.g., GHG emissions per unit) would enable comparison of a proposed general plan to its alternatives and to determine if the proposed general plan meets AB 32 emission reduction goals.

AB 32 identifies local governments as essential partners in achieving California's goal to reduce GHG emissions. Local governments have primary authority to plan, zone, approve, and permit how and where land is developed to accommodate population growth and the changing needs of their jurisdiction. ARB has developed the Local Government Operations Protocol and is developing a protocol to estimate community-wide GHG emissions. ARB encourages local governments to use these protocols to track progress in reducing GHG emissions. ARB encourages local governments to institutionalize the community's strategy for reducing its carbon footprint in its general plan. SB 375 creates a process for regional integration of land development patterns and transportation infrastructure planning with the primary goal of reducing GHG emissions from the largest sector of the GHG emission inventory, light duty vehicles.

If the statewide AB 32 GHG emissions reduction context is established, GHG efficiency can be viewed independently from the jurisdiction in which the plan is located. Expressing projected 2020 mass of emissions from land use-related emissions sectors by comparison to a demographic unit (e.g., population and employment) provides evaluation of the GHG efficiency of a project in terms of what emissions are allowable while meeting AB 32 targets.

Two approaches were considered for efficiency metrics. The "service population" (SP) approach would consider efficiency in terms of the GHG emissions compared to the sum of the number of jobs and the number of residents at a point in time. The per capita option would consider efficiency in terms of GHG emissions per resident only. Staff recommends that the efficiency threshold for plans be based on all emission inventory sectors because, unlike land use projects, general plans comprise more than just land use related emissions (e.g. industrial). Further, Staff recommends that the plan threshold be based on the service population metric as general plans include a mix of residents and employees. The Service Population metric would allow decision makers to compare GHG efficiency of general plan alternatives that vary residential and non-residential development totals, encouraging GHG efficiency through improving jobs/housing balance. This approach would not give preference to communities that accommodate more residential (population-driven) land uses than non-residential (employment driven) land uses which could occur with the per capita approach.

A SP-based GHG efficiency metric (see Table 7) was derived from the emission rates at the State level that would accommodate projected population and employment growth under trend forecast conditions, and the emission rates needed to accommodate growth while allowing for consistency with the goals of AB 32 (i.e., 1990 GHG emissions levels by 2020).

Table D-8 – California 2020 GHG Emissions, Population Projections and GHG Efficiency Thresholds - All Inventory Sectors

All Inventory Sectors Greenhouse Gas Emissions Target	426,500,000
Population	44,135,923
Employment	20,194,661
California Service Population (Population + Employment)	64,330,584

AB 32 Goal GHG emissions (metric tons CO_2e)/SP[1]	**6.6**

Notes: AB = Assembly Bill; CO_2e = carbon dioxide equivalent; GHG = greenhouse gas; SP = service population.
[1] Greenhouse gas efficiency levels were calculated using only the "land use-related" sectors of ARB's emissions inventory.
Please refer to Appendix D for detailed calculations.
Sources: Data compiled by EDAW 2009, ARB 2009a, DOF 2009, EDD 2009, ICF Jones & Stokes 2009.

If a general plan demonstrates, through dividing the emissions inventory projections (MT CO_2e) by the amount of growth that would be accommodated in 2020, that it could meet the GHG efficiency metrics in this section (6.6 MT CO_2e/SP from all emission sectors, as noted in Table 7), then the amount of GHG emissions associated with the general plan would be considered less than significant, regardless of its size (and magnitude of GHG emissions). In other words, the general plan would accommodate growth in a manner that would not hinder the State's ability to achieve AB 32 goals, and thus, would be less than significant for GHG emissions and their contribution to climate change. The efficiency metric would not penalize well-planned communities that propose a large amount of development. Instead, the SP-based GHG efficiency metric acts to encourage the types of development that BAAQMD and OPR support (i.e., infill and transit-oriented development) because it tends to reduce GHG and other air pollutant emissions overall, rather than discourage large developments for being accompanied by a large mass of GHG emissions. Plans that are more GHG efficient would have no or limited mitigation requirements to help them complete the CEQA process more readily than plans that promote GHG inefficiencies, which will require detailed design of mitigation during the CEQA process and could subject a plan to potential challenge as to whether all feasible mitigation was identified and adopted. This type of threshold can shed light on a well-planned general plan that accommodates a large amount of growth in a GHG-efficient way.

When analyzing long-range plans, such as general plans, it is important to note that the planning horizon will often surpass the 2020 timeframe for implementation of AB 32. Executive Order S-3-05 establishes a more aggressive emissions reduction goal for the year 2050 of 80 percent below 1990 emissions levels. The year 2020 should be viewed as a milestone year, and the general plan should not preclude the community from a trajectory toward the 2050 goal. However, the 2020 timeframe is examined in this threshold evaluation because doing so for the 2050 timeframe (with respect to population, employment, and GHG emissions projections) would be too speculative. Advances in technology and policy decisions at the state level will be needed to meet the aggressive 2050 goals. It is beyond the scope of the analysis tools available at this time to examine reasonable emissions reductions that can be achieved through CEQA analysis in the year 2050. As the 2020 timeframe draws nearer, BAAQMD will need to reevaluate the threshold to better represent progress toward 2050 goals.

2.2.4. Greenhouse Gas Reduction Strategies

Finally, many local agencies have already undergone or plan to undergo efforts to create general or other plans that are consistent with AB 32 goals. The Air District encourages such planning efforts and recognizes that careful upfront planning by local agencies is invaluable to achieving the state's GHG reduction goals. If a project is consistent with an adopted Qualified Greenhouse Gas Reduction Strategy that addresses the project's GHG emissions, it can be presumed that the project will not have significant GHG emission impacts. This approach is consistent with CEQA Guidelines Sections 15064(h)(3) and 15183.5(b), which provides that a "lead agency may determine that a project's incremental contribution to a cumulative effect is not cumulatively considerable if the project will comply with the requirements in a previously approved plan or

mitigation program which provides specific requirements that will avoid or substantially lessen the cumulative problem."

A qualified Greenhouse Gas Reduction Strategy (or similar adopted policies, ordinances and programs) is one that is consistent with all of the AB 32 Scoping Plan measures and goals. The Greenhouse Gas Reduction Strategy should identify a land use design, transportation network, goals, policies and implementation measures that would achieve AB 32 goals. Strategies with horizon years beyond 2020 should consider continuing the downward reduction path set by AB 32 and move toward climate stabilization goals established in Executive Order S-3-05.

Qualified Greenhouse Gas Reduction Strategy
A qualified Greenhouse Gas Reduction Strategy adopted by a local jurisdiction should include the following elements as described in the State CEQA Guidelines Section 15183.5. The District's revised CEQA Guidelines provides the methodology to determine if a Greenhouse Gas Reduction Strategy meets these requirements.

(A) Quantify greenhouse gas emissions, both existing and projected over a specified time period, resulting from activities within a defined geographic area;

(B) Establish a level, based on substantial evidence, below which the contribution to greenhouse gas emissions from activities covered by the plan would not be cumulatively considerable;

(C) Identify and analyze the greenhouse gas emissions resulting from specific actions or categories of actions anticipated within the geographic area;

(D) Specify measures or a group of measures, including performance standards, that substantial evidence demonstrates, if implemented on a project-by-project basis, would collectively achieve the specified emissions level;

(E) Establish a mechanism to monitor the plan's progress toward achieving the level and to require amendment if the plan is not achieving specified levels;

(F) Be adopted in a public process following environmental review.

Local Climate Action Policies, Ordinances and Programs
Air District staff recognizes that many communities in the Bay Area have been proactive in planning for climate change but have not yet developed a stand-alone Greenhouse Gas Reduction Strategy that meets the above criteria. Many cities and counties have adopted climate action policies, ordinances and program that may in fact achieve the goals of AB 32 and a qualified Greenhouse Gas Reduction Strategy. Staff recommends that if a local jurisdiction can demonstrate that its collective set of climate action policies, ordinances and other programs is consistent with AB 32 and State CEQA Guidelines Section 15183.5, includes requirements or feasible measures to reduce GHG emissions and achieves one of the following GHG emission reduction goals,[5] the AB 32 consistency demonstration should be considered equivalent to a qualified Greenhouse Gas Reduction Strategy:

- 1990 GHG emission levels,
- 15 percent below 2008 emission levels, or

[5] Lead agencies using consistency with their jurisdiction's climate action policies, ordinances and programs as a measure of significance under CEQA Guidelines section 15064(h)(3) and 15183.5(b) should ensure that the policies, ordinances and programs satisfy all of the requirements of that subsection before relying on them in a CEQA analysis.

- Meet the plan efficiency threshold of 6.6 MT CO_2e/service population/year.

Qualified Greenhouse Gas Reduction Strategies that are tied to the AB 32 reduction goals would promote reductions on a plan level without impeding the implementation of GHG-efficient development, and would recognize the initiative of many Bay Area communities who have already developed or are in the process of developing a GHG reduction plan. The details required above for a qualified Greenhouse Gas Reduction Strategy (or similar adopted policies, ordinances and programs) would provide the evidentiary basis for making CEQA findings that development consistent with the plan would result in feasible, measureable, and verifiable GHG reductions consistent with broad state goals such that projects approved under qualified Greenhouse Gas Reduction Strategies or equivalent demonstrations would achieve their fair share of GHG emission reductions.

GHG Thresholds for Regional Plans

Regional plans include the Regional Transportation Plan prepared by the Metropolitan Transportation Commission (MTC) and air quality plans prepared by the Air District.

The Regional Transportation Plan (RTP), also called a Metropolitan Transportation Plan (MTP) or Long-Range Transportation Plan is the mechanism used in California by both Metropolitan Planning Organizations (MPOs) and Regional Transportation Planning Agencies (RTPAs) to conduct long-range (minimum of 20 years) planning in their regions. MTC functions as both the regional transportation planning agency, a state designation, and, for federal purposes, as the region's metropolitan planning organization (MPO). As such, it is responsible for regularly updating the Regional Transportation Plan, a comprehensive blueprint for the development of the Bay Area's transportation system that includes mass transit, highway, airport, seaport, railroad, bicycle and pedestrian facilities. The performance of this system affects such public policy concerns as air quality, environmental resource consumption, social equity, "smart growth," economic development, safety, and security. Transportation planning recognizes the critical links between transportation and other societal goals. The planning process requires developing strategies for operating, managing, maintaining, and financing the area's transportation system in such a way as to advance the area's long-term goals.

The Air District periodically prepares and updates plans to achieve the goal of healthy air. Typically, a plan will analyze emissions inventories (estimates of current and future emissions from industry, motor vehicles, and other sources) and combine that information with air monitoring data (used to assess progress in improving air quality) and computer modeling simulations to test future strategies to reduce emissions in order to achieve air quality standards. Air quality plans usually include measures to reduce air pollutant emissions from industrial facilities, commercial processes, motor vehicles, and other sources. Bay Area air quality plans are prepared with the cooperation of MTC, the Association of Bay Area Governments (ABAG) and the Bay Conservation and Development Commission (BCDC).

The threshold of significance for regional plans is no net increase in emissions including greenhouse gas emissions. This threshold serves to answer the State CEQA Guidelines Appendix G sample question: "Would the project generate greenhouse gas emissions, either directly or indirectly, that may have a significant impact on the environment?"

2.2.5. Stationary Source GHG Threshold

Staff's recommended threshold for stationary source GHG emissions is based on estimating the GHG emissions from combustion sources for all permit applications submitted to the Air District in 2005, 2006 and 2007. The analysis is based only on CO_2 emissions from stationary sources, as that would cover the vast majority of the GHG emissions due to stationary combustion sources in

the SFBAAB. The estimated CO_2 emissions were calculated for the maximum permitted amount, i.e. emissions that would be emitted if the sources applying for a permit application operate at maximum permitted load and for the total permitted hours. All fuel types are included in the estimates. For boilers burning natural gas, diesel fuel is excluded since it is backup fuel and is used only if natural gas is not available. Emission values are estimated before any offsets (i.e., Emission Reduction Credits) are applied. GHG emissions from mobile sources, electricity use and water delivery associated with the operation of the permitted sources are not included in the estimates.

It is projected that a threshold level of 10,000 metric tons of CO_2e per year would capture approximately 95 percent of all GHG emissions from new permit applications from stationary sources in the SFBAAB. That threshold level was calculated as an average of the combined CO_2 emissions from all stationary source permit applications submitted to the Air District during the three year analysis period.

Staff recommends this 10,000 MT of CO_2/yr as it would address a broad range of combustion sources and thus provide for a greater amount of GHG reductions to be captured and mitigated through the CEQA process. As documented in the Scoping Plan, in order to achieve statewide reduction targets, emissions reductions need to be obtained through a broad range of sources throughout the California economy and this threshold would achieve this purpose. While this threshold would capture 95 percent of the GHG emissions from new permit applications, the threshold would do so by capturing only the large, significant projects. Permit applications with emissions above the 10,000 MT of CO_2/yr threshold account for less than 10 percent of stationary source permit applications which represent 95 percent of GHG emissions from new permits analyzed during the three year analysis period.

This threshold would be considered an interim threshold and Air District staff will reevaluate the threshold as AB 32 Scoping Plan measures such as cap and trade are more fully developed and implemented at the state level.

2.2.6. Summary of Justification for GHG Thresholds

The bright-line numeric threshold of 1,100 MT CO_2e/yr is a numeric emissions level below which a project's contribution to global climate change would be less than "cumulatively considerable." This emissions rate is equivalent to a project size of approximately 60 single-family dwelling units, and approximately 59 percent of all future projects and 92 percent of all emissions from future projects would exceed this level. For projects that are above this bright-line cutoff level, emissions from these projects would still be less than cumulatively significant if the project as a whole would result in an efficiency of 4.6 MT CO_2e per service population or better for mixed-use projects. Projects with emissions above 1,100 MT CO_2e/yr would therefore still be less than significant if they achieved project efficiencies below these levels. If projects as proposed exceed these levels, they would be required to implement mitigation measures to bring them back below the 1,100 MT CO_2e/yr bright-line cutoff or within the 4.6 MT CO_2e Service Population efficiency threshold. If mitigation did not bring a project back within the threshold requirements, the project would be cumulatively significant and could be approved only with a Statement of Overriding Considerations and a showing that all feasible mitigation measures have been implemented. Projects' GHG emissions would also be less than significant if they comply with a Qualified Greenhouse Gas Reduction Strategy.

As explained in the preceding analyses of these thresholds, the greenhouse gas emissions from land use projects expected between now and 2020 built in compliance with these thresholds would be approximately 26 percent below BAU 2020 conditions and thus would be consistent with achieving an AB 32 equivalent reduction. The 26 percent reduction from BAU 2020 from new

projects built in conformance with these thresholds would achieve an aggregate reduction of approximately 1.6 MMT CO_2e/yr, which is the level of emission reductions from new Bay Area land use sources needed to meet the AB 32 goals, per ARB's Scoping Plan as discussed above.

Projects with greenhouse gas emissions in conformance with these thresholds would therefore not be considered significant for purposes of CEQA. Although the emissions from such projects would add an incremental amount to the overall greenhouse gas emissions that cause global climate change impacts, emissions from projects consistent with these thresholds would not be a "cumulatively considerable" contribution under CEQA. Such projects would not be "cumulatively considerable" because they would be helping to solve the cumulative problem as a part of the AB 32 process.

California's response to the problem of global climate change is to reduce greenhouse gas emissions to 1990 levels by 2020 under AB 32 as a near-term measure and ultimately to 80 percent below 1990 levels by 2050 as the long-term solution to stabilizing greenhouse gas concentrations in the atmosphere at a level that will not cause unacceptable climate change impacts. To implement this solution, the Air Resources Board has adopted a Scoping Plan and budgeted emissions reductions that will be needed from all sectors of society in order to reach the interim 2020 target.

The land-use sector in the Bay Area needs to achieve aggregate emission reductions of approximately 1.6 MMT CO_2e/yr from new projects between now and 2020 to achieve this goal, as noted above, and each individual new project will need to achieve its own respective portion of this amount in order for the Bay Area land use sector as a whole to achieve its allocated emissions target. Building all of the new projects expected in the Bay Area between now and 2020 in accordance with the thresholds that District staff are proposing will achieve the overall appropriate share for the land use sector, and building each individual project in accordance with the thresholds will achieve that individual project's respective portion of the emission reductions needed to implement the AB 32 solution. For these reasons, projects built in conformance with the thresholds will be part of the solution to the cumulative problem, and not part of the continuing problem. They will allow the Bay Area's land use sector to achieve the emission reductions necessary from that sector for California to implement its solution to the cumulative problem of global climate change. As such, even though such projects will add an incremental amount of greenhouse gas emissions, their incremental contribution will be less than "cumulatively considerable" because they are helping to achieve the cumulative solution, not hindering it. Such projects will therefore not be "significant" for purposes of CEQA (see CEQA Guidelines §15064(h)(1)).

The conclusion that land use projects that comply with these thresholds is also supported by CEQA Guidelines Section 15030(a)(3), which provides that a project's contribution to a cumulative problem can be less that cumulatively considerable "if the project is required to implement or fund its fair share of a mitigation measure or measures designed to alleviate the cumulative impact." In the case of greenhouse gas emissions associated with land use projects, achieving the amount of emission reductions below BAU that will be required to achieve the AB 32 goals is the project's "fair share" of the overall emission reductions needed under ARB's scoping plan to reach the overall statewide AB 32 emissions levels for 2020. If a project is designed to implement greenhouse gas mitigation measures that achieve a level of reductions consistent with what is required from all new land use projects to achieve the land use sector "budget" – *i.e.*, keeping overall project emissions below 1,100 MT CO_2e/yr or ensuring that project efficiency is better than 4.6 MT CO_2e/service population – then it will be implementing its share of the mitigation measures necessary to alleviate the cumulative impact, as shown in the analyses set forth above.

It is also worth noting that this "fair share" approach is flexible and will allow a project's significance to be determined by how well it is designed from a greenhouse gas efficiency standpoint, and not just by the project's size. For example, a large high-density infill project located in an urban core nearby to public transit and other alternative transportation options, and built using state-of-the-art energy efficiency methods and improvements such as solar panels, as well as all other feasible mitigation measures, would not become significant for greenhouse gas purposes (and thus require a Statement of Overriding Considerations in order to be approved) simply because it happened to be a large project. Projects such as this hypothetical development with low greenhouse gas emissions per service population are what California will need in the future in order to do its part in achieving a solution to the problem of global climate change. The determination of significance under CEQA should therefore take these factors into account, and the significance thresholds would achieve this important policy goal. In all, land use sector projects that comply with the GHG thresholds would not be "cumulatively considerable" because they would be helping to solve the cumulative problem as a part of the AB 32 process.

Likewise, new Air District permit applications for stationary sources that comply with the quantitative threshold of 10,000 MT CO_2e/yr would not be "cumulatively considerable" because they also would not hinder the state's ability to solve the cumulative greenhouse gas emissions problem pursuant to AB 32. Unlike the land use sector, the AB 32 Scoping Plan measures, including the cap-and-trade program, provide for necessary emissions reductions from the stationary source sector to achieve AB 32 2020 goals.

While stationary source projects will need to comply with the cap-and-trade program once it is enacted and reduce their emissions accordingly, the program will be phased in over time starting in 2012 and at first will only apply to the very largest sources of GHG emissions. In the mean time, certain stationary source projects, particularly those with large GHG emissions, still will have a cumulatively considerable impact on climate change. The 10,000 MT CO_2e/yr threshold will capture 95 percent of the stationary source sector GHG emissions in the Bay Area. The five percent of emissions that are from stationary source projects below the 10,000 MT CO_2e/yr threshold account for a small portion of the Bay Area's total GHG emissions from stationary sources and these emissions come from very small projects. Such small stationary source projects will not significantly add to the global problem of climate change, and they will not hinder the Bay Area's ability to reach the AB 32 goal in any significant way, even when considered cumulatively. In Air District's staff's judgment, the potential environmental benefits from requiring EIRs and mitigation for these projects would be insignificant. In all, based on staff's expertise, stationary source projects with emissions below 10,000 MT CO_2e/yr will not provide a cumulatively considerable contribution to the cumulative impact of climate change.

3. COMMUNITY RISK AND HAZARD THRESHOLDS

To address community risk from air toxics, the Air District initiated the Community Air Risk Evaluation (CARE) program in 2004 to identify locations with high levels of risk from ambient toxic air contaminants (TAC) co-located with sensitive populations and use the information to help focus mitigation measures. Through the CARE program, the Air District developed an inventory of TAC emissions for 2005 and compiled demographic and heath indicator data. According to the findings of the CARE Program, diesel PM—mostly from on and off-road mobile sources—accounts for over 80 percent of the inhalation cancer risk from TACs in the Bay Area (BAAQMD 2006).

The Air District applied a regional air quality model using the 2005 emission inventory data to estimate excess cancer risk from ambient concentrations of important TAC species, including diesel PM, 1,3-butadiene, benzene, formaldehyde and acetaldehyde. The highest cancer risk

levels from ambient TAC in the Bay Area tend to occur in the core urban areas, along major roadways and adjacent to freeways and port activity. Cancer risks in areas along these major freeways are estimated to range from 200 to over 500 excess cases in a million for a lifetime of exposure. Priority communities within the Bay Area – defined as having higher emitting sources, highest air concentrations, and nearby low income and sensitive populations – include the urban core areas of Concord, eastern San Francisco, western Alameda County, Redwood City/East Palo Alto, Richmond/San Pablo, and San Jose.

Fifty percent of BAAQMD's population was estimated to have an ambient background inhalation cancer risk of less than 500 cases in one million, based on emission levels in 2005. Table 8 presents a summary of percentages of the population exposed to varying levels of cancer risk from ambient TACs. Approximately two percent of the SFBAAB population is exposed to background risk levels of less than 200 excess cases in one million. This is in contrast to the upper percentile ranges where eight percent of the SFBAAB population is exposed to background risk levels of greater than 1,000 excess cases per one million. To identify and reduce risks from TAC, this chapter presents thresholds of significance for both cancer risk and non-cancer health hazards.

Table D-9 – Statistical Summary of Estimated Population-Weighted Ambient Cancer Risk in 2005

Percentage of Population (Percent below level of ambient risk)	Ambient Cancer Risk (inhalation cancer cases in one million)
92	1,000
90	900
83	800
77	700
63	600
50	500
32	400
13	300
2	200
<1	100

Source: Data compiled by EDAW 2009.

Many scientific studies have linked fine particulate matter and traffic-related air pollution to respiratory illness (Hiltermann et al. 1997, Schikowski et al 2005, Vineis et al. 2007) and premature mortality (Dockery 1993, Pope et al. 1995, Jerrett et al. 2005). Traffic-related air pollution is a complex mix of chemical compounds (Schauer et al. 2006), often spatially correlated with other stressors, such as noise and poverty (Wheeler and Ben-Shlomo 2005). While such correlations can be difficult to disentangle, strong evidence for adverse health effects of fine particulate matter ($PM_{2.5}$) has been developed for regulatory applications in a study by the U.S, EPA. This study found that a 10 percent increase in $PM_{2.5}$ concentrations increased the non-injury death rate by 10 percent (U.S. EPA 2006).

Public Health Officers for four counties in the San Francisco Bay Area in 2009 provided testimony to the Air District's Advisory Council (February 11, 2009, Advisory Council Meeting on Air Quality

and Public Health). Among the recommendations made, was that $PM_{2.5}$, in addition to TACs, be considered in assessments of community-scale impacts of air pollution. In consideration of the scientific studies and recommendations by the Bay Area Health Directors, it is apparent that, in addition to the significance thresholds for local-scale TAC, thresholds of significance are required for near-source, local-scale concentrations of $PM_{2.5}$.

3.1. THRESHOLDS OF SIGNIFICANCE

The thresholds of significance and Board-requested options are presented in this section:

- The **Staff Proposal** includes thresholds for cancer risk, non-cancer health hazards, and fine particulate matter.
- **Tiered Thresholds Option** includes tiered thresholds for new sources in impacted communities. Thresholds for receptors and cumulative impacts are the same as the Staff Proposal.

Proposal/Option	Construction-Related	Operational-Related
Project-Level – Individual Project		
Risks and Hazards – New Source (All Areas) (Individual Project) **Staff Proposal**	Same as Operational Thresholds*	Compliance with Qualified Community Risk Reduction Plan OR Increased cancer risk of >10.0 in a million Increased non-cancer risk of > 1.0 Hazard Index (Chronic or Acute) Ambient $PM_{2.5}$ increase: > 0.3 µg/m^3 annual average Zone of Influence: 1,000-foot radius from fence line of source or receptor
Risks and Hazards – New Receptor (All Areas) (Individual Project) **Staff Proposal**	Same as Operational Thresholds*	Compliance with Qualified Community Risk Reduction Plan OR Increased cancer risk of >10.0 in a million Increased non-cancer risk of > 1.0 Hazard Index (Chronic or Acute) Ambient $PM_{2.5}$ increase: > 0.3 µg/m^3 annual average Zone of Influence: 1,000-foot radius from fence line of source or receptor

Proposal/Option	Construction-Related	Operational-Related
Risks and Hazards (Individual Project) **Tiered Thresholds Option**	Same as Operational Thresholds*	**Impacted Communities:** Siting a New Source Compliance with Qualified Community Risk Reduction Plan OR Increased cancer risk of >5.0 in a million Increased non-cancer risk of > 1.0 Hazard Index (Chronic or Acute) Ambient $PM_{2.5}$ increase: > 0.2 µg/m^3 annual average Zone of Influence: 1,000-foot radius from fence line of source or receptor
	Same as Operational Thresholds*	**Impacted Communities:** Siting a New Receptor **All Other Areas:** Siting a New Source or Receptor Compliance with Qualified Community Risk Reduction Plan OR Increased cancer risk of >10.0 in a million Increased non-cancer risk of > 1.0 Hazard Index (Chronic or Acute) Ambient $PM_{2.5}$ increase: > 0.3 µg/m^3 annual average Zone of Influence: 1,000-foot radius from fence line of source or receptor
Accidental Release of Acutely Hazardous Air Pollutants	None	Storage or use of acutely hazardous materials locating near receptors or receptors locating near stored or used acutely hazardous materials considered significant
Project-Level – Cumulative		

Proposal/Option	Construction-Related	Operational-Related
Risks and Hazards – New Source (All Areas) (Cumulative Thresholds)	Same as Operational Thresholds*	Compliance with Qualified Community Risk Reduction Plan OR Cancer: > 100 in a million (from all local sources) Non-cancer: > 10.0 Hazard Index (from all local sources) (Chronic) $PM_{2.5}$: > 0.8 µg/m^3 annual average (from all local sources) Zone of Influence: 1,000-foot radius from fence line of source or receptor
Risks and Hazards – New Receptor (All Areas) (Cumulative Thresholds)	Same as Operational Thresholds*	Compliance with Qualified Community Risk Reduction Plan OR Cancer: > 100 in a million (from all local sources) Non-cancer: > 10.0 Hazard Index (from all local sources) (Chronic) $PM_{2.5}$: > 0.8 µg/m^3 annual average (from all local sources) Zone of Influence: 1,000-foot radius from fence line of source or receptor
Plan-Level		
Risks and Hazards	None	1. Overlay zones around existing and planned sources of TACs (including adopted Risk Reduction Plan areas). 2. Overlay zones of at least 500 feet (or Air District-approved modeled distance) from all freeways and high volume roadways.
Accidental Release of Acutely Hazardous Air Pollutants	None	None
Regional Plans (Transportation and Air Quality Plans)		
Risks and Hazards	None	No net increase in toxic air contaminants

* Note: The Air District recommends that for construction projects that are less than one year duration, Lead Agencies should annualize impacts over the scope of actual days that peak impacts are to occur, rather than the full year.

3.2. JUSTIFICATION AND SUBSTANTIAL EVIDENCE SUPPORTING THRESHOLDS

The goal of the thresholds is to ensure that no source creates, or receptor endures, a significant adverse impact from any individual project, and that the total of all nearby directly emitted risk and hazard emissions is also not significantly adverse. The thresholds for local risks and hazards from TAC and $PM_{2.5}$ are intended to apply to all sources of emissions, including both permitted stationary sources and on- and off-road mobile sources, such as sources related to construction, busy roadways, or freight movement.

Thresholds for an individual new source are designed to ensure that the source does not contribute to a cumulatively significant impact. Cumulative thresholds for sources recognize that some areas are already near or at levels of significant impact. If within such an area there are receptors, or it can reasonably be foreseen that there will be receptors, then a cumulative significance threshold sets a level beyond which any additional risk is significant.

For new receptors – sensitive populations or the general public – thresholds of significance are designed to identify levels of contributed risk or hazards from existing local sources that pose a significant risk to the receptors. Single-source thresholds for receptors are provided to recognize that within the area defined there can be variations in risk levels that may be significant. Single-source thresholds assist in the identification of significant risks, hazards, or concentrations in a subarea, within the area defined by the selected radius. Cumulative thresholds for receptors are designed to account for the effects of all sources within the defined area.

Cumulative thresholds, for both sources and receptors, must consider the size of the source area, defined by a radius from the proposed project. To determine cumulative impacts from a prescribed zone of influence requires the use of modeling. The larger the radius, the greater the number of sources considered that may contribute to the modeled risk and, until the radius approaches a regional length scale, the greater the expected modeled risk increment. If the area of impact considered were grown to the scale of a city, the modeled risk increment would approach the risk level present in the ambient air.

3.2.1. Scientific and Regulatory Justification

Regulatory Framework for TACs

Prior to 1990, the Clean Air Act required EPA to list air toxics it deemed hazardous and to establish control standards which would restrict concentrations of hazardous air pollutants (HAP) to a level that would prevent any adverse effects “with an ample margin of safety.” By 1990, EPA had regulated only seven such pollutants and it was widely acknowledged by that time that the original Clean Air Act had failed to address toxic air emissions in any meaningful way. As a result, Congress changed the focus of regulation in 1990 from a risk-based approach to technology-based standards. Title III, Section 112(b) of the 1990 Clean Air Act Amendment established this new regulatory approach. Under this framework, prescribed pollution control technologies based upon maximum achievable control technology (MACT) were installed without the a priori estimation of the health or environmental risk associated with each individual source. The law listed 188 HAPs that would be subject to the MACT standards. EPA issued 53 standards for 89 different types of major industrial sources of air toxics and eight categories of smaller sources such as dry cleaners. These requirements took effect between 1996 and 2002. Under the federal Title V Air Operating Permit Program, a facility with the potential to emit 10 tons of any toxic air pollutant, or 25 tons per year of any combination of toxic air pollutants, is defined as a major source HAPs. Title V permits include requirements for these facilities to limit toxic air pollutant emissions.

Several state and local agencies adopted programs to address gaps in EPA's program prior to the overhaul of the national program in 1990. California's program to reduce exposure to air toxics was established in 1983 by the Toxic Air Contaminant Identification and Control Act (AB 1807, Tanner 1983) and the Air Toxics "Hot Spots" Information and Assessment Act (AB 2588, Connelly 1987). Under AB 1807, ARB and the Office of Environmental Health Hazard Assessment (OEHHA) determines if a substance should be formally identified as a toxic air contaminant (TAC) in California. OEHHA also establishes associated risk factors and safe concentrations of exposure.

AB 1807 was amended in 1993 by AB 2728, which required ARB to identify the 189 federal hazardous air pollutants as TACs. AB 2588 (Connelly, 1987) 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. In September 1992, the "Hot Spots" Act was amended by Senate Bill 1731 which required facilities that pose a significant health risk to the community to reduce their risk through a risk management plan.

Cancer Risk

Cancer risk from TACs is typically expressed in numbers of excess cancer cases per million persons exposed over a defined period of exposure, for example, over an assumed 70 year lifetime. The Air District is not aware of any agency that has established an acceptable level of cancer risk for TACs. However, a range of what constitutes a significant increment of cancer risk from any compound has been established by the U.S. EPA. EPA's guidance for conducting air toxics analyses and making risk management decisions at the facility- and community-scale level considers a range of acceptable cancer risks from one in a million to one in ten thousand (100 in a million). The guidance considers an acceptable range of cancer risk increments to be from one in a million to one in ten thousand. In protecting public health with an ample margin of safety, EPA strives to provide maximum feasible protection against risks to health from HAPs by limiting additional risk to a level no higher than the one in ten thousand estimated risk that a person living near a source would be exposed to at the maximum pollutant concentrations for 70 years. This goal is described in the preamble to the benzene National Emissions Standards for Hazardous Air Pollutants (NESHAP) rulemaking (54 Federal Register 38044, September 14, 1989) and is incorporated by Congress for EPA's residual risk program under Clean Air Act section 112(f).

Regulation 2, Rule 5 of the Air District specifies permit requirements for new and modified stationary sources of TAC. The Project Risk Requirement (2-5-302.1) states that the Air Pollution Control Officer shall deny an Authority to Construct or Permit to Operate for any new or modified source of TACs if the project cancer risk exceeds 10.0 in one million.

Hazard Index for Non-cancer Health Effects

Non-cancer health hazards for chronic and acute diseases are expressed in terms of a hazard index (HI), a ratio of TAC concentration to a reference exposure level (REL), below which no adverse health effects are expected, even for sensitive individuals. As such, OEHHA has defined acceptable concentration levels, and also significant concentration increments, for compounds that pose non-cancer health hazards. If the HI for a compound is less than one, non-cancer chronic and acute health impacts have been determined to be less than significant.

State and Federal Ambient Air Quality Standards for $PM_{2.5}$

The Children's Environmental Health Protection Act (Senate Bill 25), passed by the California state legislature in 1999, requires ARB, in consultation with OEHHA, to "review all existing health-based ambient air quality standards to determine whether, based on public health, scientific literature and exposure pattern data, these standards adequately protect the public, including infants and children, with an adequate margin of safety." As a result of the review requirement, in 2002 ARB adopted an annual average California Ambient Air Quality Standard (CAAQS) for

$PM_{2.5}$ of 12 ug/m^3 that is not to be exceeded (California Code of Regulations, Title 17 § 70200, Table of Standards). The National Ambient Air Quality Standard (NAAQS) established an annual standard for $PM_{2.5}$ (15 ug/m^3) that is less stringent that the CAAQS, but also set a 24-hour average standard (35 ug/m^3), which is not included in the CAAQS (Code of Federal Regulations, Title 40, Part 50.7).

Significant Impact Levels for $PM_{2.5}$

EPA recently proposed and documented alternative options for $PM_{2.5}$ Significant Impact Levels (SILs) (Federal Register 40 CFR Parts 51 and 52, September 21, 2007). The EPA is proposing to facilitate implementation of a $PM_{2.5}$ Prevention of Significant Deterioration (PSD) program in areas attaining the $PM_{2.5}$ NAAQS by developing $PM_{2.5}$ increments, or SILs. These "increments" are maximum increases in ambient $PM_{2.5}$ concentrations ($PM_{2.5}$ increments) allowed in an area above the baseline concentration.

The SIL is a threshold that would be applied to individual facilities that apply for a permit to emit a regulated pollutant in an area that meets the NAAQS. The State and EPA must determine if emissions from that facility will cause the air quality to worsen. If an individual facility projects an increase in emissions that result in ambient impacts greater than the established SIL, the permit applicant would be required to perform additional analyses to determine if those impacts will be more than the amount of the PSD increment. This analysis would combine the impact of the proposed facility when added to all other sources in the area.

The EPA is proposing such values for $PM_{2.5}$ that will be used as screening tools by a major source subject to PSD to determine the subsequent level of analysis and data gathering required for a PSD permit application for emissions of $PM_{2.5}$. The SIL is one element of the EPA program to prevent deterioration in regional air quality and is utilized in the new source review (NSR) process. New source review is required under Section 165 of the Clean Air Act, whereby a permit applicant must demonstrate that emissions from the proposed construction and operation of a facility "will not cause, or contribute to, air pollution in excess of any maximum allowable increase or maximum allowable concentration for any pollutant." The purpose of the SIL is to provide a screening level that triggers further analysis in the permit application process.

For the purpose of NSR, SILs are set for three types of areas: Class I areas where especially clean air is most desirable, including national parks and wilderness areas; Class II areas where there is not expected to be substantial industrial growth; and Class III areas where the highest relative level of industrial development is expected. In Class II and Class III areas, a $PM_{2.5}$ concentration of 0.3, 0.8, and 1 µg/m^3 has been proposed as a SIL. To arrive at the SIL $PM_{2.5}$ option of 0.8 µg/m^3 , EPA scaled an established PM_{10} SILs of 1.0 µg/m^3 by the ratio of emissions of $PM_{2.5}$ to PM_{10} using the EPA's 1999 National Emissions Inventory. To arrive at the SIL option of 0.3 µg/m^3, EPA scaled the PM_{10} SIL of 1.0 µg/m^3 by the ratio of the current Federal ambient air quality standards for $PM_{2.5}$ and PM_{10} (15/50). These options represent what EPA currently considers as a range of appropriate SIL values.

EPA interprets the SIL to be the level of $PM_{2.5}$ increment that represents a "significant contribution" to regional non-attainment. While SIL options were not designed to be thresholds for assessing community risk and hazards, they are being considered to protect public health at a regional level by helping an area maintain the NAAQS. Furthermore, since it is the goal of the Air District to achieve and maintain the NAAQS and CAAQS at both regional and local scales, the SILs may be reasonably be considered as thresholds of significance under CEQA for local-scale increments of $PM_{2.5}$.

Roadway Proximity Health Studies

Several medical research studies have linked near-road pollution exposure to a variety of adverse health outcomes impacting children and adults. Kleinman et al. (2007) studied the potential of roadway particles to aggravate allergic and immune responses in mice. Using mice that were not inherently susceptible, the researchers placed these mice at various distances downwind of State Road 60 and Interstate 5 freeways in Los Angeles to test the effect these roadway particles have on their immune system. They found that within five meters of the roadway, there was a significant allergic response and elevated production of specific antibodies. At 150 meters (492 feet) and 500 meters (1,640 feet) downwind of the roadway, these effects were not statistically significant.

Another significant study (Ven Hee et al. 2009) conducted a survey involving 3,827 participants that aimed to determine the effect of residential traffic exposure on two preclinical indicators of heart failure; left ventricular mass index (LVMI), measured by the cardiac magnetic resonance imaging (MRI), and ejection fraction. The studies classified participants based on the distance between their residence and the nearest interstate highway, state or local highway, or major arterial road. Four distance groups were defined: less than 50 meters (165 feet), 50-100 meters, 101-150 meters, and greater than 150 meters. After adjusting for demographics, behavioral, and clinical covariates, the study found that living within 50 meters of a major roadway was associated with a 1.4 g/m^2 higher LVMI than living more than 150 meters from one. This suggests an association between traffic-related air pollution and increased prevalence of a preclinical predictor of heart failure among people living near roadways.

To quantify the roadway concentrations of $PM_{2.5}$ that contributed to the health impacts reported by Kleinman et al (2007), the Air District modeled the emissions and associated particulate matter concentrations for the roadways studied. To perform the modeling, emissions were estimated for Los Angeles using the EMFAC model and annual average vehicle traffic data taken from Caltrans was used in the roadway model (CAL3QHCR) to estimate the downwind $PM_{2.5}$ concentrations at 50 meters and 150 meters. Additionally, emissions were assumed to occur from 10:00 a.m. to 2:00 p.m. corresponding to the time in which the mice were exposed during the study. The results of the modeling indicate that at 150 meters, where no significant health effects were found, the downwind concentration of $PM_{2.5}$ was 0.78 $\mu g/m^3$, consistent with the proposed EPA SIL option of 0.8 $\mu g/m^3$.

Concentration-Response Function for $PM_{2.5}$

The U.S. EPA reevaluated the relative risk of premature death associated with $PM_{2.5}$ exposure and developed a new relative risk factor (U.S. EPA 2006). This expert elicitation was prepared in support of the characterization of uncertainty in EPA's benefits analyses associated with reductions in exposure to particulate matter pollution. As recommended by the National Academy of Sciences, EPA used expert judgment to better describe the uncertainties inherent in their benefits analysis. Twelve experts participated in the study and provided not just a point estimate of the health effects of PM2.5, but a probability distribution representing the range where they expected the true effect would be. Among the experts who directly incorporated their views on the likelihood of a causal relationship into their distributions, the central (median) estimates of the percent change in all-cause mortality in the adult U.S. population that would result from a permanent 1 µg/m3 drop in annual average PM2.5 concentrations ranged from 0.7 to 1.6 percent. The median of their estimates was 1.0 (% increase per 1 µg/m3 increase in PM2.5), with a 90% confidence interval of 0.3 to 2.0 (medians of their 5th and 95th percentiles, respectively) (BAAQMD 2010).Subsequent to the EPA elicitation, Schwartz et al. (2008) examined the linearity of the concentration-response function of $PM_{2.5}$-mortality and showed that the response function was linear, with health effects clearly continuing below the current U.S. standard of 15 $\mu g/m^3$, and that the effects of changes in exposure on mortality were seen within two years.

San Francisco Ordinance on Roadway Proximity Health Effects

In 2008, the City and County of San Francisco adopted an ordinance (San Francisco Health Code, Article 38 - Air Quality Assessment and Ventilation Requirement for Urban Infill Residential Development, Ord. 281-08, File No. 080934, December 5, 2008) requiring that public agencies in San Francisco take regulatory action to prevent future air quality health impacts from new sensitive uses proposed near busy roadways (SFDPH 2008). The regulation requires that developers screen sensitive use projects for proximity to traffic and calculate the concentration of $PM_{2.5}$ from traffic sources where traffic volumes suggest a potential hazard. If modeled levels of traffic-attributable $PM_{2.5}$ at a project site exceed an action level (currently set at 0.2 µg/m^3) developers would be required to incorporate ventilation systems to remove 80 percent of $PM_{2.5}$ from outdoor air. The regulation does not place any requirements on proposed sensitive uses if modeled air pollutant levels fall below the action threshold. This ordinance only considers impacts from on-road motor vehicles, not impacts related to construction equipment or stationary sources.

A report with supporting documentation for the ordinance (SFPHD 2008) provided a threshold to trigger action or mitigation of 0.2 µg/m^3 of $PM_{2.5}$ annual average exposure from roadway vehicles within a 150 meter (492 feet) maximum radius of a sensitive receptor. The report applied the concentration-response function from Jerrett et al. (2005) that attributed 14 percent increase in mortality to a 10 µg/m^3 increase in $PM_{2.5}$ to estimate an increase in non-injury mortality in San Francisco of about 21 excess deaths per million population per year from a 0.2 µg/m^3 increment of annual average $PM_{2.5}$.

Distance for Significant Impact

The distance used for the radius around the project boundary should reflect the zone or area over which sources may have a significant influence. For cumulative thresholds, for both sources and receptors, this distance also determines the size of the source area, defined. To determine cumulative impacts from a prescribed zone of influence requires the use of modeling. The larger the radius, the greater the number of sources considered that may contribute to the risk and the greater the expected modeled risk increment. If the area of impact considered were grown to approach the scale of a city, the modeled risk increment would approach the risk level present in the ambient air.

A summary of research findings in ARB's Land Use Compatibility Handbook (ARB 2005) indicates that traffic-related pollutants were higher than regional levels within approximately 1,000 feet downwind and that differences in health-related effects (such as asthma, bronchitis, reduced lung function, and increased medical visits) could be attributed in part to the proximity to heavy vehicle and truck traffic within 300 to 1,000 feet of receptors. In the same summary report, ARB recommended avoiding siting sensitive land uses within 1,000 feet of a distribution center and major rail yard, which supports the use of a 1,000 feet evaluation distance in case such sources may be relevant to a particular project setting. A 1,000 foot zone of influence is also supported by Health & Safety Code §42301.6 (Notice for Possible Source Near School).

Some studies have shown that the concentrations of particulate matter tend to be reduced substantially or can even be indistinguishable from upwind background concentrations at a distance 1,000 feet downwind from sources such as freeways or large distribution centers. Zhu et al. (2002) conducted a systematic ultrafine particle study near Interstate 710, one of the busiest freeways in the Los Angeles Basin. Particle number concentration and size distribution were measured as a function of distances upwind and downwind of the I-710 freeway. Approximately 25 percent of the 12,180 vehicles per hour are heavy duty diesel trucks based on video counts conducted as part of the research. Measurements were taken at 13 feet, 23 feet, 55 feet, 252 feet, 449 feet, and 941 feet downwind and 613 feet upwind from the edge of the freeway. The particle number and supporting measurements of carbon monoxide and black carbon decreased

exponentially and all constituents simultaneously tracked with each other as one moves away from the freeway. Ultrafine particle size distribution changed markedly and its number concentrations dropped dramatically with increasing distance. The study found that ultrafine particle concentrations measured 941 feet downwind of I-710 were indistinguishable from the upwind background concentration.

Impacted Communities

Starting in 2006, the Air District's CARE program developed gridded TAC emissions inventories and compiled demographic information that were used to identify communities that were particularly impacted by toxic air pollution for the purposes of distributing grant and incentive funding. In 2009, the District completed regional modeling of TAC on a one kilometer by one kilometer grid system. This modeling was used to estimate cancer risk and TAC population exposures for the entire District. The information derived from the modeling was then used to update and refine the identification of impacted communities. One kilometer modeling yielded estimates of annual concentrations of five key compounds – diesel particulate matter, benzene, 1,3-butadiene, formaldehyde, and acetaldehyde – for year 2005. These concentrations were multiplied by their respective unit cancer risk factors, as established by OEHHA, to estimate the expected excess cancer risk per million people from these compounds.

Sensitive populations from the 2000 U.S. Census database were identified as youth (under 18) and seniors (over 64) and mapped to the same one kilometer grid used for the toxics modeling. Excess cancers from TAC exposure were determined by multiplying these sensitive populations by the model-estimated excess risk to establish a data set representing sensitive populations with high TAC exposures. TAC emissions (year 2005) were mapped to the one kilometer grid and also scaled by their unit cancer risk factor to provide a data set representing source regions for TAC emissions. Block-group level household income data from the U.S. Census database were used to identify block groups with family incomes where more than 40 percent of the population was below 185 percent of the federal poverty level (FPL). Poverty-level polygons that intersect high (top 50 percent) exposure cells and are within one grid cell of a high emissions cell (top 25 percent) were used to identify impacted areas. Boundaries were constructed along major roads or highways that encompass nearby high emission cells and low income areas. This method identified the following six areas as priority communities: (1) portions of the City of Concord; (2) Western Contra Costa County (including portions of the Cities of Richmond and San Pablo); (3) Western Alameda County along the Interstate-880 corridor (including portions of the Cities of Berkeley, Oakland, San Leandro, San Lorenzo, Hayward; (4) Portions of the City of San Jose. (5) Eastern San Mateo County (including portions of the Cities of Redwood City and East Palo Alto); and (6) Eastern portions of the City of San Francisco.

3.2.2. Construction, Land Use and Stationary Source Risk and Hazard Thresholds

The options for local risk and hazards thresholds of significance are based on U.S. EPA guidance for conducting air toxics analyses and making risk management decisions at the facility and community-scale level. The thresholds consider reviews of recent health effects studies that link increased concentrations of fine particulate matter to increased mortality. The thresholds would apply to both siting new sources and siting new receptors.

For new sources of TACs, thresholds of significance for a single source are designed to ensure that emissions do not raise the risk of cancer or non-cancer health impacts to cumulatively significant levels. For new sources of $PM_{2.5}$, thresholds are designed to ensure that $PM_{2.5}$ concentrations are maintained below state and federal standards in all areas where sensitive receptors or members of the general public live or may foreseeably live, even if at the local- or community-scale where sources of TACs and PM may be nearby.

Project Radius for Assessing Impacts
For a project proposing a new source or receptor it is recommended to assess impacts within 1,000 feet, taking into account both its individual and nearby cumulative sources (i.e. proposed project plus existing and foreseeable future projects). Cumulative sources are the combined total risk values of each individual source within the 1,000-foot evaluation zone. A lead agency should enlarge the 1,000-foot radius on a case-by-case basis if an unusually large source or sources of risk or hazard emissions that may affect a proposed project is beyond the recommended radius.

The 1,000 foot radius is consistent with findings in ARB's Land Use Compatibility Handbook (ARB 2005), the Health & Safety Code §42301.6 (Notice for Possible Source Near School), and studies such as that of Zhu et al (2002) which found that concentrations of particulate matter tend to be reduced substantially at a distance 1,000 feet downwind from sources such as freeways or large distribution centers.

Qualified Community Risk Reduction Plan
Within the framework of these thresholds, proposed projects would be considered to be less than significant if they are consistent with a qualified Community Risk Reduction Plan (CRRP) adopted by the local jurisdiction with enforceable measures to reduce the community risk.

Project proposed in areas where a CRRP has been adopted that are not consistent with the CRRP would be considered to have a significant impact.

Projects proposed in areas where a CRRP has not been adopted and that have the potential to expose sensitive receptors or the general public to emissions-related risk in excess of the thresholds below from any source would be considered to have a significant air quality impact.

The conclusion that land use projects that comply with qualified Community Risk Reduction Plans are less than significant is supported by CEQA Guidelines Sections 15030(a)(3) and 15064(h)(3), which provides that a project's contribution to a cumulative problem can be less that cumulatively considerable if the project is required to implement or fund its fair share of a mitigation measure or measures designed to alleviate the cumulative impact.

Increased Cancer Risk to Maximally Exposed Individual (MEI)
Emissions from a new source or emissions affecting a new receptor would be considered significant where ground-level concentrations of carcinogenic TACs from any source result in an increased cancer risk greater than 10.0 in one million, assuming a 70 year lifetime exposure. Under Board Option 1, within Impacted Communities as defined through the CARE program, the significance level for cancer would be reduced to 5.0 in one million for new sources.

The 10.0 in one million cancer risk threshold for a single source is supported by EPA's guidance for conducting air toxics analyses and making risk management decisions at the facility and community-scale level. It is also the level set by the Project Risk Requirement in the Air District's Regulation 2, Rule 5 new and modified stationary sources of TAC, which states that the Air Pollution Control Officer shall deny an Authority to Construct or Permit to Operate for any new or modified source of TACs if the project risk exceeds a cancer risk of 10.0 in one million.

This threshold for an individual new source is designed to ensure that the source does not contribute a cumulatively significant impact. The justification for the Tiered Thresholds Option threshold of 5.0 in one million for new sources in an impacted community is that in these areas the cancer risk burden is higher than in other parts of the Bay Area; the threshold at which an individual source becomes significant is lower for an area that is already at or near unhealthy levels. However, even without a tiered approach, the recommended thresholds already address the burden of impacted communities via the cumulative thresholds: specifically, if an area has

many existing TAC sources near receptors, then the cumulative threshold will be reached sooner than it would in another area with fewer TAC sources.

The single-source threshold for receptors is provided to address the possibility that within the area defined by the 1,000 foot radius there can be variations in risk levels that may be significant, below the corresponding cumulative threshold. Single-source thresholds assist in the identification of significant risks, hazards, or concentrations in a subarea, within the 1,000 foot radius.

Increased Non-Cancer Risk to MEI

Emissions from a new source or emissions affecting a new receptor would be considered significant where ground-level concentrations of non-carcinogenic TACs result in an increased chronic or acute Hazard Index (HI) from any source greater than 1.0. This threshold is unchanged under Tiered Thresholds Option.

A HI less than 1.0 represents a TAC concentration, as determined by OEHHA that is at a health protective level. While some TACs pose non-carcinogenic, chronic and acute health hazards, if the TAC concentrations result in a HI less than one, those concentrations have been determined to be less than significant.

Increased Ambient Concentration of $PM_{2.5}$

Emissions from a new source or emissions affecting a new receptor would be considered significant where ground-level concentrations of $PM_{2.5}$ from any source would result in an average annual increase greater than 0.3 µg/m^3. Under Tiered Thresholds Option, within Impacted Communities as defined through the CARE program, the significance level for a $PM_{2.5}$ increment is 0.2 µg/m^3.

If one applies the concentration-response of the median of the EPA consensus review (EPA 2005, BAAQMD 2010) and attributes a 1 percent increase in mortality to a 1 µg/m^3 increase in $PM_{2.5}$, one finds an increase in non-injury mortality in the Bay Area of about 20 excess deaths per million per year from a 0.3 µg/m^3 increment of $PM_{2.5}$. This is consistent with the impacts reported and considered significant by SFDPH (2008) using an earlier study (Jerrett et al. 2005) to estimate the increase in mortality from a 0.2 µg/m^3 $PM_{2.5}$ increment.

The SFDPH recommended a lower threshold of significance for multiple sources but only considered roadway emissions within a 492 foot radius. This recommendation applies to a single source but considers all types of emissions within 1,000 feet. On balance, the Air District estimates that the SFDPH threshold and this one, in combination with the cumulative threshold for $PM_{2.5}$, will afford similar levels of health protection.

The $PM_{2.5}$ threshold represents the lower range of an EPA proposed Significant Impact Level (SIL). EPA interprets the SIL to be the level of ambient impact that is considered to represent a “significant contribution” to regional non-attainment. While this threshold was not designed to be a threshold for assessing community risk and hazards, it was designed to protect public health at a regional level by helping an area maintain the NAAQS. Since achieving and maintaining state and federal AAQS is a reasonable goal at the local scale, the SIL provides a useful reference for comparison.

This threshold for an individual new source is designed to ensure that the source does not contribute a cumulatively significant impact. The justification for the Tiered Thresholds Option threshold of 0.2 µg/m^3 for new sources in an impacted community is that these areas have higher levels of diesel particulate matter than do other parts of the Bay Area; the threshold at which an individual source becomes significant is lower for an area that is already at or near unhealthy

levels. However, even without a tiered approach, the recommended thresholds already address the burden of impacted communities via the cumulative thresholds: specifically, if an area has many existing $PM_{2.5}$ sources near receptors, then the cumulative threshold will be reached sooner than it would in another area with fewer $PM_{2.5}$ sources.

The single-source threshold for receptors is provided to address the possibility that within the area defined by the 1,000 foot radius there can be variations in risk levels that may be significant, below the corresponding cumulative threshold. Single-source thresholds assist in the identification of significant risks, hazards, or concentrations in a subarea, within the 1,000 foot radius.

Accidental Release of Acutely Hazardous Air Emissions

The BAAQMD currently recommends, at a minimum, that the lead agency, in consultation with the administering agency of the Risk Management Prevention Program (RMPP), find that any project resulting in receptors being within the Emergency Response Planning Guidelines (ERPG) exposure level 2 for a facility has a significant air quality impact. ERPG exposure level 2 is defined as "the maximum airborne concentration below which it is believed that nearly all individuals could be exposed for up to one hour without experiencing or developing irreversible or other serious health effects or symptoms which could impair an individual's ability to take protective action."

Staff proposes continuing with the current threshold for the accidental release of hazardous air pollutants. Staff recommends that agencies consult with the California Emergency Management Agency for the most recent guidelines and regulations for the storage of hazardous materials. Staff proposes that projects using or storing acutely hazardous materials locating near existing receptors, and projects resulting in receptors locating near facilities using or storing acutely hazardous materials be considered significant.

The current Accidental Release/Hazardous Air Emissions threshold of significance could affect all projects, regardless of size, and require mitigation for Accidental Release/Hazardous Air Emissions impacts.

3.2.3. Cumulative Risk and Hazard Thresholds

Qualified Community Risk Reduction Plan

Proposed projects would be considered to be less than significant if they are consistent with a qualified Community Risk Reduction Plan (CRRP) adopted by the local jurisdiction with enforceable measures to reduce the community risk.

Project proposed in areas where a CRRP has been adopted that are not consistent with the CRRP would be considered to have a significant impact.

Projects proposed in areas where a CRRP has not been adopted and that have the potential to expose sensitive receptors or the general public to emissions-related risk in excess of the following thresholds from the aggregate of cumulative sources would be considered to have a significant air quality impact.

The conclusion that land use projects that comply with qualified Community Risk Reduction Plans are less than significant is supported by CEQA Guidelines Sections 15030(a)(3) and 15064(h)(3), which provides that a project's contribution to a cumulative problem can be less that cumulatively considerable if the project is required to implement or fund its fair share of a mitigation measure or measures designed to alleviate the cumulative impact.

Increased Cancer Risk to Maximally Exposed Individual (MEI)
Emissions from a new source or emissions affecting a new receptor would be considered significant where ground-level concentrations of carcinogenic TACs from any source result in an increased cancer risk greater than 100.0 in one million.

The significance threshold of 100 in a million increased excess cancer risk would be applied to the cumulative emissions. The 100 in a million threshold is based on EPA guidance for conducting air toxics analyses and making risk management decisions at the facility and community-scale level. In protecting public health with an ample margin of safety, EPA strives to provide maximum feasible protection against risks to health from hazardous air pollutants (HAPs) by limiting risk to a level no higher than the one in ten thousand (100 in a million) estimated risk that a person living near a source would be exposed to at the maximum pollutant concentrations for 70 years (NESHAP 54 Federal Register 38044, September 14, 1989; CAA section 112(f)). One hundred in a million excess cancer cases is also consistent with the ambient cancer risk in the most pristine portions of the Bay Area based on the District's recent regional modeling analysis.

Increased Non-Cancer Risk to MEI
Emissions from a new source or emissions affecting a new receptor would be considered significant where ground-level concentrations of non-carcinogenic TACs result in an increased chronic Hazard Index from any source greater than 10.0.

The Air District has developed an Air Toxics Hot Spots (ATHS) program that provides guidance for implementing the Air Toxics "Hot Spots" Information and Assessment Act (AB 2588, Connelly, 1987: chaptered in the California Health and Safety Code § 44300, et. al.). The ATHS provides that if the health risks resulting from the facility's emissions exceed significance levels established by the air district, the facility is required to conduct an airborne toxic risk reduction audit and develop a plan to implement measures that will reduce emissions from the facility to a level below the significance level. The Air District has established a non-cancer Hazard Index of ten (10.0) as ATHS mandatory risk reduction levels. The cumulative chronic non-cancer Hazard Index threshold is consistent with the Air District's ATHS program.

Increased Ambient Concentration of $PM_{2.5}$
Emissions from a new source or emissions affecting a new receptor would be considered significant where ground-level concentrations of $PM_{2.5}$ from any source would result in an average annual increase greater than 0.8 $\mu g/m^3$.

If one applies the concentration-response function from the U.S, EPA assessment (U.S. EPA 2006) and attributes a 10 percent increase in mortality to a 10 $\mu g/m^3$ increase in $PM_{2.5}$, one finds an increase in non-injury mortality in the Bay Area of about 50 excess deaths per year from a 0.8 $\mu g/m^3$ increment of $PM_{2.5}$. This is greater the impacts reported and considered significant by SFDPH (2008) using an earlier study (Jerrett et al. 2005) to estimate the increase in mortality from a 0.2 $\mu g/m^3$ $PM_{2.5}$ increment (SFDPH reported 21 excess deaths per year). However, SFDPH only considered roadway emissions within a 492 foot radius. This threshold applies to all types of emissions within 1,000 feet. In modeling applications for proposed projects, a larger radius results in a greater number of sources considered and higher modeled concentrations. On balance, the Air District estimates that the SFDPH threshold and this one, in combination with the individual source threshold for $PM_{2.5}$, will afford similar levels of health protection.

The cumulative $PM_{2.5}$ threshold represents the middle range of an EPA proposed Significant Impact Level (SIL). EPA interprets the SIL to be the level of ambient impact that is considered to represent a "significant contribution" to regional non-attainment. While this threshold was not designed to be a threshold for assessing community risk and hazards, it was designed to protect public health at a regional level by helping an area maintain the NAAQS. Since achieving and

maintaining state and federal AAQS is a reasonable goal at the local scale, the SIL provides a useful reference for comparison. Furthermore, the 0.8 µg/m^3 threshold is consistent with studies (Kleinman et al 2007) that examined the potential health impacts of roadway particles.

3.2.4. Plan-Level Risk and Hazard Thresholds

Staff proposes plan-level thresholds that will encourage a programmatic approach to addressing the overall adverse conditions resulting from risks and hazards that many Bay Area communities experience. By designating overlay zones in land use plans, local land use jurisdictions can take preemptive action before project-level review to reduce the potential for significant exposures to risk and hazard emissions. While this will require more up-front work at the general plan level, in the long-run this approach is a more feasible approach consistent with Air District and CARB guidance about siting sources and sensitive receptors that is more effective than project by project consideration of effects that often has more limited mitigation opportunities. This approach would also promote more robust cumulative consideration of effects of both existing and future development for the plan-level CEQA analysis as well as subsequent project-level analysis.

For local plans to have a less-than-significant impact with respect to potential risks and hazards, overlay zones would have to be established around existing and proposed land uses that would emit these air pollutants. Overlay zones to avoid risk impacts should be reflected in local plan policies, land use map(s), and implementing ordinances (e.g., zoning ordinance). The overlay zones around existing and future risk sources would be delineated using the quantitative approaches described above for project-level review and the resultant risk buffers would be included in the General Plan (or the EIR for the General Plan) to assist in site planning. BAAQMD will provide guidance as to the methods used to establish the TAC buffers and what standards to be applied for acceptable exposure level in the updated CEQA Guidelines document. Special overlay zones of at least 500 feet (or an appropriate distance determined by modeling and approved by the Air District) on each side of all freeways and high volume roadways would be included in this threshold.

The threshold of significance for plan impacts could affect all plan adoptions and amendments and require mitigation for a plan's air quality impacts. Where sensitive receptors would be exposed above the acceptable exposure level, the plan impacts would be considered significant and mitigation would be required to be imposed either at the plan level (through policy) or at the project level (through project level requirements).

3.2.5. Community Risk Reduction Plans

The goal of a Community Risk Reduction Plan would be to bring TAC and $PM_{2.5}$ concentrations for the entire community covered by the Plan down to acceptable levels as identified by the local jurisdiction and approved by the Air District. This approach provides local agencies a proactive alternative to addressing communities with high levels of risk on a project-by-project approach. This approach is supported by CEQA Guidelines Section 15030(a)(3), which provides that a project's contribution to a cumulative problem can be less than cumulatively considerable "if the project is required to implement or fund its fair share of a mitigation measure or measures designed to alleviate the cumulative impact." This approach is also further supported by CEQA Guidelines Section 15064(h)(3), which provides that a project's contribution to a cumulative effect is not considerable "if the project will comply with the requirements in a previously approved plan or mitigation program which provides specific requirements that will avoid or substantially lessen the cumulative problem."

Qualified Community Risk Reduction Plans

(A) A qualified Community Risk Reduction Plan adopted by a local jurisdiction should include, at a minimum, the following elements. The District's revised CEQA Guidelines provides the methodology to determine if a Community Risk Reduction Plan meets these requirements. Define a planning area;

(B) Include base year and future year emissions inventories of TACs and PM2.5;

(C) Include Air District–approved risk modeling of current and future risks;

(D) Establish risk and exposure reduction goals and targets for the community in consultation with Air District staff;

(E) Identify feasible, quantifiable, and verifiable measures to reduce emissions and exposures;

(F) Include procedures for monitoring and updating the inventory, modeling and reduction measures in coordination with Air District staff;

(G) Be adopted in a public process following environmental review.

4. CRITERIA POLLUTANT THRESHOLDS

4.1. THRESHOLDS OF SIGNIFICANCE

Project Construction	
Pollutant	**Average Daily (pounds/day)**
ROG (reactive organic gases)	54
NO_X (nitrogen oxides)	54
PM_{10} (exhaust) (particulate matter-10 microns)	82
$PM_{2.5}$ (exhaust) (particulate matter-2.5 microns)	54
$PM_{10}/PM_{2.5}$ (fugitive dust)	Best Management Practices
Local CO (carbon monoxide)	None

Project Operations		
Pollutant	**Average Daily (pounds/day)**	**Maximum Annual (tons/year)**
ROG	54	10
NO_X	54	10
PM_{10}	82	15
$PM_{2.5}$	54	10
Local CO	9.0 ppm (8-hour average), 20.0 ppm (1-hour average)	

Plans
1. Consistency with Current Air Quality Plan control measures 2. Projected VMT or vehicle trip increase is less than or equal to projected population increase

Regional Plans (Transportation and Air Quality Plans)
No net increase in emissions of criteria air pollutants and precursors

4.2. JUSTIFICATION AND SUBSTANTIAL EVIDENCE SUPPORTING THRESHOLDS

4.2.1. Project Construction Criteria Pollutant Thresholds

Staff proposes criteria pollutant construction thresholds that add significance criteria for exhaust emissions to the existing fugitive dust criteria employed by the Air District. While our current Guidelines considered construction exhaust emissions controlled by the overall air quality plan, the implementation of new and more stringent state and federal standards over the past ten years now warrants additional control of this source of emissions.

The average daily criteria air pollutant and precursor emission levels shown above are recommended as the thresholds of significance for construction activity for exhaust emissions. These thresholds represent the levels above which a project's individual emissions would result in a considerable contribution (i.e., significant) to the SFBAAB's existing non-attainment air quality

conditions and thus establish a nexus to regional air quality impacts that satisfies CEQA requirements for evidence-based determinations of significant impacts.

For fugitive dust emissions, staff recommends following the current best management practices approach which has been a pragmatic and effective approach to the control of fugitive dust emissions. Studies have demonstrated (Western Regional Air Partnership, U.S.EPA) that the application of best management practices at construction sites have significantly controlled fugitive dust emissions. Individual measures have been shown to reduce fugitive dust by anywhere from 30 percent to more than 90 percent. In the aggregate best management practices will substantially reduce fugitive dust emissions from construction sites. These studies support staff's recommendation that projects implementing construction best management practices will reduce fugitive dust emissions to a less than significant level.

4.2.2. Project Operation Criteria Pollutant Thresholds

The thresholds for project operations are the average daily and maximum annual criteria air pollutant and precursor levels shown above. These thresholds are based on the federal BAAQMD Offset Requirements to ozone precursors for which the SFBAAB is designated as a non-attainment area which is an appropriate approach to prevent further deterioration of ambient air quality and thus has nexus and proportionality to prevention of a regionally cumulative significant impact (e.g. worsened status of non-attainment). Despite non-attainment area for state PM_{10} and pending nonattainment for federal $PM_{2.5}$, the federal NSR Significant Emission Rate annual limits of 15 and 10 tons per year, respectively, are the thresholds as BAAQMD has not established an Offset Requirement limit for $PM_{2.5}$ and the existing limit of 100 tons per year is much less stringent and would not be appropriate in light of our pending nonattainment designation for the federal 24-hour $PM_{2.5}$ standard. These thresholds represent the emission levels above which a project's individual emissions would result in a cumulatively considerable contribution to the SFBAAB's existing air quality conditions. The thresholds would be an evaluation of the incremental contribution of a project to a significant cumulative impact. These threshold levels are well-established in terms of existing regulations as promoting review of emissions sources to prevent cumulative deterioration of air quality. Using existing environmental standards in this way to establish CEQA thresholds of significance under Guidelines section 15067.4 is an appropriate and effective means of promoting consistency in significance determinations and integrating CEQA environmental review activities with other areas of environmental regulation. (*See Communities for a Better Environment v. California Resources Agency* (2002) 103 Cal. App. 4th 98, 111.[6])

4.2.3. Local Carbon Monoxide Thresholds

The carbon monoxide thresholds are based solely on ambient concentration limits set by the California Clean Air Act for Carbon Monoxide and Appendix G of the State of California CEQA Guidelines.

Since the ambient air quality standards are health-based (i.e., protective of public health), there is substantial evidence (i.e., health studies that the standards are based on) in support of their use

[6] The Court of Appeal in the *Communities for a Better Environment* case held that existing regulatory standards could not be used as a definitive determination of whether a project would be significant under CEQA where there is substantial evidence to the contrary. Staff's thresholds would not do that. The thresholds are levels at which a project's emissions would normally be significant, but would not be binding on a lead agency if there is contrary evidence in the record.

as CEQA significance thresholds. The use of the ambient standard would relate directly to the CEQA checklist question. By not using a proxy standard, there would be a definitive bright line about what is or is not a significant impact and that line would be set using a health-based level.

The CAAQS of 20.0 ppm and 9 ppm for 1-hour and 8-hour CO, respectively, would be used as the thresholds of significance for localized concentrations of CO. Carbon monoxide is a directly emitted pollutant with primarily localized adverse effects when concentrations exceed the health based standards established by the California Air Resources Board (ARB).

In addition, Appendix G of the State of California CEQA Guidelines includes the checklist question: Would the project violate any air quality standard or contribute substantially to an existing or projected air quality violation? Answering yes to this question would indicate that the project would result in a significant impact under CEQA. The use of the ambient standard would relate directly to this checklist question.

4.2.4. Plan-Level Criteria Pollutant Thresholds

This threshold achieves the same goals as the Air District's current approach while alleviating the existing analytical difficulties and the inconsistency of comparing a plan update with AQP growth projections that may be up to several years old. Eliminating the analytical inconsistency provides better nexus and proportionality for evaluating air quality impacts for plans.

Over the years staff has received comments on the difficulties inherent in the current approach regarding the consistency tests for population and VMT growth. First, the population growth estimates used in the most recent AQP can be up to several years older than growth estimates used in a recent plan update, creating an inconsistency in this analysis. Staff recommends that this test of consistency be eliminated because the Air District and local jurisdictions all use regional population growth estimates that are disaggregated to local cities and counties. In addition, the impact to air quality is not necessarily growth but where that growth is located. The second test, rate of increase in vehicle use compared to growth rate, will determine if planned growth will impact air quality. Compact infill development inherently has less vehicle travel and more transit opportunities than suburban sprawl.

Second, the consistency test of comparing the rate of increase in VMT to the rate of increase in population has been problematic at times for practitioners because VMT is not always available with the project analysis. Staff recommends that either the rate of increase in VMT or vehicle trips be compared to the rate of increase in population. Staff also recommends that the growth estimates used in this analysis be for the years covered by the plan. Staff also recommends that the growth estimates be obtained from the Association of Bay Area Governments since the Air District uses ABAG growth estimates for air quality planning purposes.

4.2.5. Criteria Pollutant Thresholds for Regional Plans

Regional plans include the Regional Transportation Plan prepared by the Metropolitan Transportation Commission (MTC) and air quality plans prepared by the Air District.

The Regional Transportation Plan (RTP), also called a Metropolitan Transportation Plan (MTP) or Long-Range Transportation Plan is the mechanism used in California by both Metropolitan Planning Organizations (MPOs) and Regional Transportation Planning Agencies (RTPAs) to conduct long-range (minimum of 20 years) planning in their regions. MTC functions as both the regional transportation planning agency, a state designation, and, for federal purposes, as the region's metropolitan planning organization (MPO). As such, it is responsible for regularly updating the Regional Transportation Plan, a comprehensive blueprint for the development of

comprehensive transportation system that includes mass transit, highway, airport, seaport, railroad, bicycle and pedestrian facilities. The performance of this system affects such public policy concerns as air quality, environmental resource consumption, social equity, "smart growth," economic development, safety, and security. Transportation planning recognizes the critical links between transportation and other societal goals. The planning process requires developing strategies for operating, managing, maintaining, and financing the area's transportation system in such a way as to advance the area's long-term goals.

The Air District periodically prepares and updates plans to achieve the goal of healthy air. Typically, a plan will analyze emissions inventories (estimates of current and future emissions from industry, motor vehicles, and other sources) and combine that information with air monitoring data (used to assess progress in improving air quality) and computer modeling simulations to test future strategies to reduce emissions in order to achieve air quality standards. Air quality plans usually include measures to reduce air pollutant emissions from industrial facilities, commercial processes, motor vehicles, and other sources. Bay Area air quality plans are prepared with the cooperation of MTC and the Association of Bay Area Governments (ABAG).

The threshold of significance for regional plans is no net increase in emissions including criteria pollutant emissions. This threshold serves to answer the State CEQA Guidelines Appendix G sample question: "Would the project Result in a cumulatively considerable net increase of any criteria pollutant for which the project region is non-attainment under an applicable federal or state ambient air quality standard (including releasing emissions which exceed quantitative thresholds for ozone precursors)?"

5. ODOR THRESHOLDS

5.1. THRESHOLDS OF SIGNIFICANCE

Project Operations – Source or Receptor	Plans
Five confirmed complaints per year averaged over three years	Identify the location, and include policies to reduce the impacts, of existing or planned sources of odors

5.2. JUSTIFICATION AND SUBSTANTIAL EVIDENCE SUPPORTING THRESHOLDS

Staff proposes revising the current CEQA significance threshold for odors to be consistent with the Air District's regulation governing odor nuisances (Regulation 7—Odorous Substances). The current approach includes assessing the number of unconfirmed complaints which are not considered indicative of actual odor impacts. Basing the threshold on an average of five confirmed complaints per year over a three year period reflects the most stringent standards derived from the Air District rule and is therefore considered an appropriate approach to a CEQA evaluation of odor impacts.

Odors are generally considered a nuisance, but can result in a public health concern. Some land uses that are needed to provide services to the population of an area can result in offensive odors, such as filling portable propane tanks or recycling center operations. When a proposed project includes the siting of sensitive receptors in proximity to an existing odor source, or when siting a new source of potential odors, the following qualitative evaluation should be performed.

When determining whether potential for odor impacts exists, it is recommended that Lead Agencies consider the following factors and make a determination based on evidence in each qualitative analysis category:

Distance: Use the screening-level distances in Table 9.

Wind Direction: Consider whether sensitive receptors are located upwind or downwind from the source for the most of the year. If odor occurrences associated with the source are seasonal in nature, consider whether sensitive receptors are located downwind during the season in which odor emissions occur.

Complaint History: Consider whether there is a history of complaints associated with the source. If there is no complaint history associated with a particular source (perhaps because sensitive receptors do not already exist in proximity to the source), consider complaint-history associated with other similar sources in BAAQMD's jurisdiction with potential to emit the same or similar types of odorous chemicals or compounds, or that accommodate similar types of processes.

Character of Source: Consider the character of the odor source, for example, the type of odor events according to duration of exposure or averaging time (e.g., continuous release, frequent release events, or infrequent events).

Exposure: Consider whether the project would result in the exposure of a substantial number of people to odorous emissions.

Table D-10 – Screening Distances for Potential Odor Sources

Type of Operation Project Screening	Distance
Wastewater Treatment Plant	2 miles
Wastewater Pumping Facilities	1 mile
Sanitary Landfill	2 miles
Transfer Station	1 mile
Composting Facility	1 mile
Petroleum Refinery	2 miles
Asphalt Batch Plant	2 miles
Chemical Manufacturing	2 miles
Fiberglass Manufacturing	1 mile
Painting/Coating Operations	1 mile
Rendering Plant	2 miles
Food Processing Facility	1 mile
Confined Animal Facility/Feed Lot/Dairy	1 mile
Green Waste and Recycling Operations	1 mile
Coffee Roaster	1 mile

California Integrated Waste Management Board (CIWMB). Facilities that are regulated by the CIWMB (e.g. landfill, composting, etc.) are required to have Odor Impact Minimization Plans (OIMP) in place and have procedures that establish fence line odor detection thresholds. The Air District recognizes a Lead Agency's discretion under CEQA to use established odor detection thresholds as thresholds of significance for CEQA review for CIWMB regulated facilities with an adopted OIMP.

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BAY AREA AIR QUALITY MANAGEMENT DISTRICT

RESOLUTION No. 2010-06

A Resolution of the Board of Directors of the Bay Area Air Quality Management District Adopting Thresholds For Use In Determining the Significance of Projects' Environmental Effects Under the California Environmental Quality Act

WHEREAS, pursuant to Title 14, Chapter 3, Article 5, Section 15064.7 of the California Code of Regulations ("Section 15064.7"), the California Resources Agency encourages public agencies to adopt "Thresholds of Significance" under the California Environmental Quality Act ("CEQA");

WHEREAS, pursuant to Section 15064.7, CEQA Thresholds of Significance are identifiable quantitative, qualitative or performance levels of a particular environmental effect, non-compliance with which means the effect will normally be determined to be "significant" under CEQA, and compliance with which means the effect normally will be determined to be less than significant under CEQA;

WHEREAS, the Board of Directors ("Board") of the Bay Area Air Quality Management District ("District") finds it necessary and appropriate to adopt CEQA Thresholds of Significance as set forth in Attachment A hereto for use by District staff and by other appropriate agencies in determining whether projects may have significant effects on the environment for purposes of CEQA environmental analyses;

WHEREAS, the CEQA Thresholds of Significance as set forth in Attachment A hereto do not alter the existing procedural and substantive requirements of CEQA under California law, but simply clarify the level at which, in the District's considered opinion, an environmental effect should normally be considered "significant" for purposes of existing CEQA law;

WHEREAS, the CEQA Thresholds of Significance set forth in Attachment A hereto were developed through an extensive public review process, which included public workshops, Board meetings and meetings with local government agency and non-government organization staff, including the cities of Berkeley, Colma, Daly City, Dublin, Fremont, Livermore, Oakland, Pleasanton, Richmond, San Leandro, San Mateo, San Francisco and Santa Rosa; the counties of Alameda, Contra Costa, Napa, Santa Clara, and Sonoma; and the CARE Task Force, the Alameda County Planning for Healthy Communities Network and the Governor's Office of Planning and Research Local Government Roundtable;

WHEREAS, District staff held ten public workshops throughout the Bay Area on February 26, 2009, April 27, 29 and 30, 2009, September 8, 9, and 10, 2009, October 2, 2009, and April 15 and 26, 2010; solicited Thresholds of Significance options for consideration; and published for public review and comment the Threshold Options Report on April 24, 2009, the CEQA Thresholds Options and Justification Report on October 8, 2009, and the Proposed Thresholds of Significance Report on November 2, 2009, December 7, 2009 and May 3, 2010;

meetings were held on November 18, 2009, December 2, 2009, January 6, 2010, May 5, 2010 and June 2, 2010;

WHEREAS, at the November 18, 2009, December 2, 2009, January 6, 2010, May 5, 2010 and June 2, 2010 public meetings, the subject matter of the Thresholds of Significance was discussed with interested persons in accordance with all provisions of law;

WHEREAS, the November 18, 2009, December 2, 2009, January 6, 2010, May 5, 2010 and June 2, 2010 public meetings and the other public review opportunities that the District has provided regarding the Thresholds of Significance, constitute a public review process as required by Section 15064.7;

WHEREAS, District staff has prepared and presented to this Board the May 3, 2010, Proposed Thresholds of Significance report, which has been considered by this Board and is incorporated herein by reference;

WHEREAS, the documents and other materials that constitute the record of the public review process under Section 15064.7 on which this Resolution is based are located at the Bay Area Air Quality Management District, 939 Ellis Street, San Francisco, 94109, and the custodian for these documents is Ms. Lisa Harper, Clerk of the Boards;

WHEREAS, District staff recommends adoption of the CEQA Thresholds of Significance set forth in Attachment A hereto;

WHEREAS, the Board of Directors concurs with District staff's recommendations and desires to adopt the CEQA Thresholds of Significance set forth in Attachment A hereto;

NOW, THEREFORE, BE IT RESOLVED that that the Board of Directors of the Bay Area Air Quality Management District does hereby adopt the CEQA Thresholds of Significance, pursuant to the authority granted by law, as set forth in Attachment A hereto, and discussed in the Proposed Thresholds of Significance report dated May 3, 2010, with instructions to staff to correct any typographical or formatting errors before final publication of the CEQA Thresholds of Significance.

BE IT FURTHER RESOLVED that it is the policy of the Bay Area Air Quality Management District that projects that do not comply with the CEQA Thresholds of Significance will normally be determined to have a significant effect on the environment for purposes of CEQA, and projects that comply with the CEQA Thresholds of Significance normally will be determined to have a less-than-significant effect on the environment for purposes of CEQA.

BE IT FURTHER RESOLVED that it is the policy of the Bay Area Air Quality Management District that Lead Agencies in the Bay Area apply the CEQA Thresholds of Significance, except for the Risk and Hazard thresholds for Receptor Projects, for Notices of Preparation issued, and environmental analyses begun, on or after the date of adoption of this Resolution.

BE IT FURTHER RESOLVED that it is the policy of the Bay Area Air Quality Management District that Lead Agencies in the Bay Area apply the CEQA Thresholds of Significance for the

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Risk and Hazard thresholds for Receptor Projects for Notices of Preparation issued, and environmental analyses begun, after January 1, 2011.

The foregoing Resolution was duly and regularly introduced, passed and adopted at a regular meeting of the Board of Directors of the Bay Area Air Quality Management District on the Motion of Director KALRA, seconded by Director UILKEMA, on the 2nd day of JUNE, 2010, by the following vote of the Board:

AYES: BATES, GARNER, GIOIA, GROOM, HOSTERMAN, HUDSON, KALRA, MAR, ROSS, SPERING, TORLIATT, UILKEMA, YEAGER, WAGENKNECHT

NOES: NONE

RECUSED: HAGGERTY

ABSENT: BROWN, DALY, DUNNIGAN, KLATT, KNISS, MILEY, ZANE

Brad Wagenknecht
Chairperson of the Board of Directors

ATTEST:

John Gioia
Secretary of the Board of Directors

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ATTACHMENT A

Proposed Air Quality CEQA Thresholds of Significance (May 3, 2010)			
Pollutant	**Construction-Related**	**Operational-Related**	
Project-Level			
Criteria Air Pollutants and Precursors (Regional)	**Average Daily Emissions (lb/day)**	**Average Daily Emissions (lb/day)**	**Maximum Annual Emissions (tpy)**
ROG	54	54	10
NO_X	54	54	10
PM_{10} (exhaust)	82	82	15
$PM_{2.5}$ (exhaust)	54	54	10
$PM_{10}/PM_{2.5}$ (fugitive dust)	Best Management Practices	None	
Local CO	None	9.0 ppm (8-hour average), 20.0 ppm (1-hour average)	
GHGs **Projects other than Stationary Sources**	None	Compliance with Qualified Greenhouse Gas Reduction Strategy OR 1,100 MT of CO_2e/yr OR 4.6 MT CO_2e/SP/yr (residents + employees)	
GHGs **Stationary Sources**	None	10,000 MT/yr	
Risks and Hazards – New Source (Individual Project)	Same as Operational Thresholds*	Compliance with Qualified Community Risk Reduction Plan OR Increased cancer risk of >10.0 in a million Increased non-cancer risk of > 1.0 Hazard Index (Chronic or Acute) Ambient $PM_{2.5}$ increase: > 0.3 $\mu g/m^3$ annual average Zone of Influence: 1,000-foot radius from fence line of source or receptor	
Risks and Hazards – New Receptor (Individual Project)	Same as Operational Thresholds*	Compliance with Qualified Community Risk Reduction Plan OR Increased cancer risk of >10.0 in a million Increased non-cancer risk of > 1.0 Hazard Index (Chronic or Acute) Ambient $PM_{2.5}$ increase: > 0.3 $\mu g/m^3$ annual average Zone of Influence: 1,000-foot radius from fence line of source or receptor	
Risks and Hazards – New Source (Cumulative Thresholds)	Same as Operational Thresholds*	Compliance with Qualified Community Risk Reduction Plan OR Cancer: > 100 in a million (from all local sources) Non-cancer: > 10.0 Hazard Index (from all local sources) (Chronic) $PM_{2.5}$: > 0.8 $\mu g/m^3$ annual average (from all local sources) Zone of Influence: 1,000-foot radius from fence line of source or receptor	

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Proposed Air Quality CEQA Thresholds of Significance (May 3, 2010)		
Pollutant	**Construction-Related**	**Operational-Related**
Risks and Hazards – New Receptor (Cumulative Thresholds)	Same as Operational Thresholds*	Compliance with Qualified Community Risk Reduction Plan OR Cancer: > 100 in a million (from all local sources) Non-cancer: > 10.0 Hazard Index (from all local sources) (Chronic) $PM_{2.5}$: > 0.8 $\mu g/m^3$ annual average (from all local sources) Zone of Influence: 1,000-foot radius from fence line of source or receptor
Accidental Release of Acutely Hazardous Air Pollutants	None	Storage or use of acutely hazardous materials locating near receptors or receptors locating near stored or used acutely hazardous materials considered significant
Odors	None	Complaint History—5 confirmed complaints per year averaged over three years
Plan-Level		
Criteria Air Pollutants and Precursors	None	1. Consistency with Current Air Quality Plan control measures 2. Projected VMT or vehicle trip increase is less than or equal to projected population increase
GHGs	None	Compliance with Qualified Greenhouse Gas Reduction Strategy (or similar criteria included in a General Plan) OR 6.6 MT CO2e/ SP/yr (residents + employees)
Risks and Hazards	None	1. Overlay zones around existing and planned sources of TACs (including adopted Risk Reduction Plan areas) 2. Overlay zones of at least 500 feet (or Air District-approved modeled distance) from all freeways and high volume roadways
Odors	None	Identify locations of odor sources in general plan
Accidental Release of Acutely Hazardous Air Pollutants	None	None
Regional Plans (Transportation and Air Quality Plans)		
GHGs, Criteria Air Pollutants and Precursors, and Toxic Air Contaminants	None	No net increase in emissions

Notes: CO = carbon monoxide; CO_2e = carbon dioxide equivalent; GHGs = greenhouse gases; lb/day = pounds per day; MT = metric tons; NO_X = oxides of nitrogen; $PM_{2.5}$= fine particulate matter with an aerodynamic resistance diameter of 2.5 micrometers or less; PM_{10} = respirable particulate matter with an aerodynamic resistance diameter of 10 micrometers or less; ppm = parts per million; ROG = reactive organic gases; SP = service population; tpy = tons per year; yr= year.

* Note: The Air District recommends that for construction projects that are less than one year duration, Lead Agencies should annualize impacts over the scope of actual days that peak impacts are to occur, rather than the full year.

E. GLOSSARY

Aerosol -- Particle of solid or liquid matter that can remain suspended in the air because of its small size (generally under one micrometer in diameter).

Air Quality Management District (AQMD) -- Local agency charged with controlling air pollution and attaining air quality standards. The Bay Area Air Quality Management District is the regional AQMD that includes Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo and Santa Clara Counties and the southern halves of Solano and Sonoma Counties.

Air Resources Board (ARB) -- The State of California agency responsible for air pollution control. Responsibilities include: establishing State ambient air quality standards, setting allowable emission levels for motor vehicles in California and oversight of local air quality management districts.

Area Sources -- Sources of air pollutants that individually emit relatively small quantities of air pollutants, but that may emit considerable quantities of emissions when aggregated over a large area. Examples include water heaters, lawn maintenance equipment, and consumer products.

Best Available Control Technology (BACT) -- The most stringent emissions control that has been achieved in practice, identified in a state implementation plan, or found by the District to be technologically feasible and cost-effective for a given class of sources.

California Clean Air Act (CCAA) -- Legislation enacted in 1988 mandating a planning process to attain state ambient air quality standards.

CALINE -- A model developed by the Air Resources Board that calculates carbon monoxide concentrations resulting from motor vehicle use.

Carbon Monoxide (CO) -- A colorless, odorless, toxic gas produced by the incomplete combustion of carbon-containing substances. It is emitted in large quantities by exhaust of gasoline-powered vehicles.

Carbon Dioxide (CO_2) -- A colorless, odorless gas that is an important contributor to Earth's greenhouse effect.

Carbon Dioxide Equivalent (CO_2E) -- A metric measure used to compare the emissions from various greenhouse gases based upon their global warming potential.

Chlorofluorocarbons (CFCs) -- A family of inert, nontoxic, and easily liquefied chemicals used in refrigeration, air conditioning, packaging, insulation, or as solvents and aerosol propellants. CFCs drift into the upper atmosphere where their chlorine components destroy stratospheric ozone.

Clean Air Act (CAA) -- Long-standing federal legislation, last amended in 1990, that is the legal basis for the national clean air programs.

Conformity -- A requirement in federal law and administrative practice that requires that projects will not be approved if they do not conform with the State Implementation Plan by: causing or contributing to an increase in air pollutant emissions, violating an air pollutant standard, or increasing the frequency of violations of an air pollutant standard.

Criteria Air Pollutants -- Air pollutants for which the federal or State government has established ambient air quality standards, or criteria, for outdoor concentration in order to protect public health. Criteria pollutants include: ozone, carbon monoxide, sulfur dioxide PM10 (previously total suspended particulate), nitrogen oxide, and lead.

EMFAC -- The computer model developed by the California Air Resources Board to estimate composite on-road motor vehicle emission factors by vehicle class.

Emission Factor -- The amount of a specific pollutant emitted from a specified polluting source per unit quantity of material handled, processed, or burned.

Emission Inventory -- A list of air pollutants emitted over a determined area by type of source. Typically expressed in mass per unit time.

Environmental Protection Agency (EPA) -- The federal agency responsible for control of air and water pollution, toxic substances, solid waste, and cleanup of contaminated sites.

Exceedance -- A monitored level of concentration of any air contaminant higher than national or state ambient air quality standards.

Global Warming Potential (GWP) -- The index used to translate the level of emissions of various gases into a common measure in order to compare the relative radiative forcing of different gases without directly calculating the changes in atmospheric concentrations. GWPs are calculated as the ratio of the radiative forcing that would result from the emissions of one kilogram of a greenhouse gas to that from emission of one kilogram of carbon dioxide over a period of time (usually 100 years).

Greenhouse Gas (GHG) -- Any gas that absorbs infrared radiation in the atmosphere. Greenhouse gases include water vapor, carbon dioxide (CO_2), methane (CH_4), nitrous oxide (N_2O), halogenated fluorocarbons (HCFCs), ozone (O_3), perfluorocarbons (PFCs), sulfur hexafluoride (SF_6) and hydrofluorocarbons (HFCs).

Hazardous Air Pollutants – Federal terminology for air pollutants which are not covered by ambient air quality standards but may reasonably be expected to cause or contribute to serious illness or death (see NESHAPs).

Health Risk Assessment -- An analysis where human exposure to toxic substances is estimated, and considered together with information regarding the toxic potency of the substances, to provide quantitative estimates of health risk.

Hot Spot -- A location where emissions from specific sources may expose individuals and population groups to elevated risks of adverse health effects and contribute to the cumulative health risks of emissions from other sources in the area.

Hydrogen Sulfide (H_2S) -- A gas characterized by "rotten egg" smell, found in the vicinity of oil refineries, chemical plants and sewage treatment plants.

Impacted Communities – Also known as priority communities, the Air District defines impacted communities within the Bay Area as having higher emitting sources, highest air concentrations, and nearby low income and sensitive populations. The Air District identified the following impacted communities: the urban core areas of Concord, eastern San Francisco, western Alameda County, Redwood City/East Palo Alto, Richmond/San Pablo, and San Jose.

Indirect Sources – Land uses and facilities that attract or generate motor vehicle trips and thus result in air pollutant emissions, e.g., shopping centers, office buildings, and airports.

Inversion -- The phenomenon of a layer of warm air over cooler air below. This atmospheric condition resists the natural dispersion and dilution of air pollutants.

Level of Service (LOS) -- A transportation planning term for a method of measurement of traffic congestion. The LOS compares actual or projected traffic volume to the maximum capacity of the road under study. LOS ranges from A through F. LOS A describes free flow conditions, while LOS F describes the most congested conditions, up to or over the maximum capacity for which the road was designed.

Mobile Source -- Any motor vehicle that produces air pollution, e.g., cars, trucks, motorcycles (on-road mobile sources) or airplanes, trains and construction equipment (off-road mobile sources).

National Ambient Air Quality Standards (NAAQS) -- Health-based pollutant concentration limits established by EPA that apply to outdoor air (see Criteria Air Pollutants).

National Emissions Standards for Hazardous Air Pollutants (NESHAPs) – Emissions standards set by EPA for air pollutants not covered by NAAQS that may cause an increase in deaths or in serious, irreversible, or incapacitating illness.

Nitrogen Oxides (NO_X) -- Gases formed in great part from atmospheric nitrogen and oxygen when combustion takes place under conditions of high temperature and high pressure; NOX is a precursor to the criteria air pollutant ozone.

Nonattainment Area -- Defined geographic area that does not meet one or more of the

Ambient Air Quality Standards for the criteria pollutants designated in the federal Clean Air Act and/or California Clean Air Act.

Ozone (O_3) -- A pungent, colorless, toxic gas. A product of complex photochemical processes, usually in the presence of sunlight. Tropospheric (lower atmosphere) ozone is a criteria air pollutant.

Particulate -- A particle of solid or liquid matter; soot, dust, aerosols, fumes and mists.

Photochemical Process -- The chemical changes brought about by the radiant energy of the sun acting upon various polluting substances. The products are known as photochemical smog.

$PM_{2.5}$ -- Fine particulate matter (solid or liquid) with an aerodynamic diameter equal to or less than 2.5 micrometers. Individual particles of this size are small enough to be inhaled deeply into the lungs..

PM_{10} -- Fine particulate matter (solid or liquid) with an aerodynamic diameter equal to or less than 10 micrometers. Individual particles of this size are small enough to be inhaled into human lungs; they are not visible to the human eye.

Precursor -- Compounds that change chemically or physically after being emitted into the air and eventually produce air pollutants. For example, organic compounds are precursors to ozone.

Prevention of Significant Deterioration (PSD) -- EPA program in which State and/or federal permits are required that are intended to restrict emissions for new or modified sources in places where air quality is already better than required to meet primary and secondary ambient air quality standards.

Reactive Organic Gases (ROG) -- Classes of organic compounds, especially olefins, substituted aromatics and aldehydes, that react rapidly in the atmosphere to form photochemical smog or ozone.

Sensitive Receptors -- Facilities or land uses that include members of the population that are particularly sensitive to the effects of air pollutants, such as children, the elderly, and people with illnesses. Examples include schools, hospitals and residential areas.

State Implementation Plan (SIP) -- EPA-approved state plans for attaining and maintaining federal air quality standards.

Stationary Source -- A fixed, non-mobile source of air pollution, usually found at industrial or commercial facilities.

Sulfur Oxides (SO_X) -- Pungent, colorless gases formed primarily by the combustion of sulfur-containing fossil fuels, especially coal and oil. Considered a criteria air pollutant, sulfur oxides may damage the respiratory tract as well as vegetation.

Toxic Air Contaminants -- Air pollutants which cause illness or death in relatively small quantities. Non-criteria air contaminants that, upon exposure, ingestion, inhalation, or assimilation into organisms either directly from the environment or indirectly by ingestion through food chains, may cause death, disease, behavioral abnormalities, cancer, genetic mutations, physiological malfunctions, or physical deformations in such organisms or their offspring.

Transportation Control Measures (TCMs) -- Measures to reduce traffic congestion and decrease emissions from motor vehicles by reducing vehicle use.

URBEMIS -- A computer model developed by the California Air Resources Board to estimate air pollutant emissions from motor vehicle trips associated with land use development.