

Preliminary Results on 2022 AQMP Reasonably Available Control Measures (RACM) Demonstration for Stationary Sources

AQMP Advisory Group Meeting Agenda Item # 2 January 28, 2022

Cleaning The Air That We Breathe...



- What is the requirement for RACM?
 - ☐ A federal Clean Air Act requirement for ozone nonattainment areas as part of attainment plan



- ☐ Technologically and economically feasible; and
- ☐ Will advance the attainment date, at a minimum, by one year, or are necessary for Reasonable Further Progress (RFP)
- **□** Applies to stationary and mobile sources
- Purpose
 - ☐ Demonstrate that an air agency has adopted all reasonably available control measures





Approach for Stationary Sources



Stage 1: Identify potential RACM through a seven-step analysis

- Rules/regulations/measures that have been or are being implemented in other areas
- Guidance documents
- Working groups/workshops



Stage 2: Evaluate technological and economic feasibility

- Rule limits
- Emission limits in permitted units
- Vendor discussion
- Potential cost
- Emissions inventory and potential reductions



Stage 3: Evaluate whether emission reductions are needed for Reasonable Further Progress/could advance attainment by one year

• All potential RACM are taken collectively



Stage 1: Seven-Step Analysis for Stationary Sources

- 1. Updated RACT/RACM
 - 2. EPA Technical Support Documents
 - 3. Control Measures beyond RACM in 2016 AQMP
 - 4. Control Measures by Other California Air Districts and State Agencies
 - 5. EPA Menu of Control Measures
 - **6.** EPA Guidance Documents
- 7. Control Measures Workshop and AQMP Working Groups



Stage 1: Potential RACM Identified

Potential RACM	Title / Source Categories	South Coast AQMD Applicable Rule
1	Lowering NOx Emission Limits for Boilers, Steam Generators, and Process Heaters	Rule 1146
2	VOC Emission Reductions from Cooling Towers	Not applicable
3	Lowering NOx Emission Limit for Commercial Food Ovens	Rule 1153.1
4	Additional Enhancement in Reducing Existing Residential Building Energy Use	Not applicable
5	Lowering VOC Emission Limit for Gasoline Bulk Terminals	Rule 462
6	Lowering VOC Emission Limit for Auto and Light-Duty Truck Assembly	Rule 1115
7	Lowering VOC Emission Limits for Interior Body Sprays for Metal Container, Closure, and Coil Coating Operations	Rule 1125



Stage 2: Potential RACM 1 – Lowering NOx Emission Limits for Boilers, Steam Generators, and Process Heaters



- Synopsis
 - South Coast AQMD Rule 1146 includes BARCT emission limits established in 2018

Natural-gas Fired Boiler Units	South Coast AQMD Rule 1146 NOx Limit (ppm)	San Joaquin Valley APCD Rule 4320 (Amended 12/17/20) NOx Limit (ppm)
5-20 MMBtu/hour	7-9	5
>20 MMBtu/hour	5	2.5

- Technological Feasibility
 - NOx limits at 5 ppm or below likely require Selective Catalyst Reduction (SCR) installation
 - ☐ Technological limitations for retrofitting existing units
 - ☐ Age, flow, and size of the SCR catalyst bed; potentially higher ammonia emissions
 - □ SJV's rule includes technology forcing limits and allows compliance through a mitigation fee option
- Economic Feasibility
 - ☐ To be determined once the lower limits become technologically feasible
- Proposed Control Measure L-CMB-02 addresses emissions from boilers



Stage 2: Potential RACM 2 – VOC Emission Reductions from Cooling Towers



Requirements	Bay Area AQMD Rule 11-10	U.S. EPA 40 CFR 63
Leak monitoring and threshold	Weekly or bi-weekly in air at 6 ppm and in water at 84 ppb (existing) or 42 ppb (new/modified)	Monthly or quarterly in air at 6.2 ppm (existing) or 3.1 ppm (new)
Leak repair time	Within 21 days of first detection	No later than 45 days of detecting the leak

- Technological Feasibility
 - ☐ An increase in monitoring frequency and additional leak repair requirements are feasible
- Economic Feasibility
 - ☐ Costs depend on the frequency of monitoring and leak repairs
 - ☐ Fugitive emissions from refineries are mostly from storage tanks (regulated under Rule 1178)
 - ☐ Emissions from cooling towers vary largely year-to-year and facility-to-facility
 - ☐ Range from 0.09-0.81 tpd from 10 refineries in 2015-2020
 - Potential emission reductions to be determined
- Proposed Control Measure FUG-02 addresses emissions from cooling towers



Stage 2: Potential RACM 3 – Lowering NOx Emission Limit for Commercial Food Ovens



	South Coast AQMD Rule 1153.1	San Joaquin Valley Rule 4309		
NOx emission limit	60 ppm at 3% O2 (≈6.5 ppm at 19% O2)	4.3 ppm		
Temperature setting	Food ovens run at > 500 °F	NA; food ovens are exempt		

- Technological Feasibility
 - ☐ Amendments to Rule 1153.1 currently underway, feasibility to be determined through Best Available Retrofit Control Technology (BARCT) assessment
- Economic Feasibility
 - □ NOx emissions ~0.2 tpd from 98 applicable facilities (~240 units)
 - ☐ Feasibility to be determined through upcoming BARCT assessment



Stage 2: Potential RACM 4 – Additional Enhancement in Reducing Existing Residential Building Energy Use



- Synopsis
 - **■** NOx reductions from reducing energy use in existing buildings
- Technological Feasibility
 - ☐ Energy-efficient residential appliances are available
 - **☐** Weatherization is feasible
- Economic Feasibility
 - ☐ Implementation cost varies widely depending on the existing infrastructure
 - **☐** Could be cost-effective for specific scenarios:
 - ☐ Cost savings when replacing both space heating and cooling units with heat pump
 - **☐** When incentives are available to lower the upfront incremental cost (equipment/infrastructure)
- Proposed Control Measures R-CMB series and ECC-03 address emissions from residential buildings



Stage 2: Potential RACM 5 – Lowering VOC Emission Limit for Gasoline Bulk Terminals



	South Coast AQMD Rule 462	Bay Area AQMD Rule 8-33
VOC limit (lbs/1,000 gallons of liquid loaded)	0.08	0.04

- Technological Feasibility
 - □ Vapor recovery technology to reduce VOC emissions from bulk loading terminals is achieved in practice
- Economic Feasibility
 - □ 2018 baseline inventory is 0.34 tpd of VOC emissions from 23 terminals
 - ☐ Emission rates for most facilities reported below the lower VOC limit
 - □ Considering a minor modification needed per terminal, cost-effectiveness is over \$250,000 per ton of VOC reduced



Stage 2: Potential RACM 6 – Lowering VOC Emission Limits for Auto and Light-Duty Truck Assembly



VOC limit (lbs/gallon of deposited solids)	South Coast AQMD Rule 1115	2008 U.S. EPA Control Technique Guidelines (CTG)
Spray primer, primer surfacer, or topcoat	15	12

- Technological Feasibility
 - ☐ Considered feasible to meet the emission limits in the 2008 EPA CTG
 - **□** Lower VOC content reformulations already exist
- Economic Feasibility
 - **Emission** reductions or costs associated are expected to be negligible
 - ☐ Operators are already using coatings that would meet the proposed lowered VOC emission limits
- As part of the 2020 RACT, committed to amend Rule 1115 to address the U.S. EPA's CTG requirements
 - **☐** Amendment underway scheduled for Spring 2022



Stage 2: Potential RACM 7 – Lowering VOC Limits for Metal Container, Closure, and Coil Coating Operations



VOC Limits (g/L)	South Coast AQMD Rule 1125	San Joaquin Valley APCD/ Bay Area AQMD	
Two-piece can interior body spray	440	420	
Three-piece can interior body spray	510	360	

- Technological Feasibility
 - **☐** Lower VOC content reformulations exist
 - ☐ Other air districts have identified known uses at lower VOC content
- Economical Feasibility
 - □ 2018 baseline inventory is 0.007 tpd of VOC emissions
 - Based on the costs to implement the testing and transition and the small inventory of these coatings, cost-effectiveness is ~\$260,000 per ton



Stage 2: Summary of RACM Preliminary Analysis

Potential RACM	Target Pollutant	Technological Feasibility	Economic Feasibility	Actions
1. Boilers, Steam Generators, and Process Heaters	NOx	×	TBD	Continue to monitor and assess feasibility To be addressed as part of L-CMB-02
2. Cooling Towers	VOC	√	Potential cost effectiveness to be quantified	To be addressed as part of FUG-02
3. Commercial Food Ovens	NOx	TBD	TBD	Feasibility to be evaluated as part of Rule 1153.1 amendment currently underway
4. Existing Residential Building Energy Use	NOx	√	Cost effectiveness varies widely	To be addressed as part of R-CMB-01 through R-CMB-04 and ECC-03
5. Gasoline Bulk Terminals	VOC	√	×	Continue to monitor and assess feasibility
6. Auto and Light-Duty Truck Assembly	VOC	V	V	Rule 1115 amendment underway
7. Metal Container, Closure, and Coil Coating Operations	VOC	√	×	Continue to monitor and assess feasibility



Next Steps



Solicit input from stakeholders



Determine whether emission reductions are needed for RFP / could advance attainment by one year



Release Draft RACM Demonstration as part of Draft 2022 AQMP



Motor Vehicle Emissions Budget – State Implementation Plan

2022 AQMP Advisory Group January 28, 2022

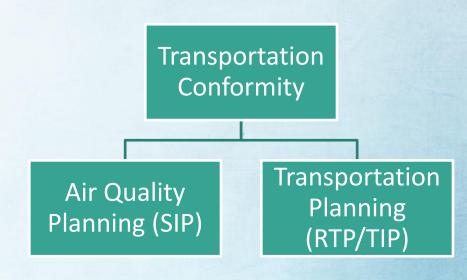
Outline

- Overview of transportation conformity and MVEB
- Types of SIPs with MVEB
- Tools used for MVEB
- Interagency consultation process
- Adequacy determination criteria and process
- Application of MVEB



Transportation Conformity

- Connects transportation and air quality planning process
- Motor Vehicle Emissions Budget established in SIP
- Transportation activities must not
 - produce new air quality violations
 - worsen existing violations
 - delay timely attainment of NAAQS

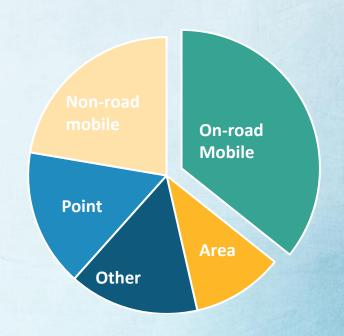




Motor Vehicle Emissions Budget

Biogenic On-Road

- Shows how much on-road emissions that region can have and still meet SIP's goals
- Based on emission inventory and control measures
- Established by CARB in California





Pollutants and Precursors

Direct and Precursor Emissions

Pollutants	Direct Emissions	NOx	VOC	Ammonia (NH ₃)	Sulfur Dioxide (SO ₂)	Road Dust
Ozone (O ₃)					0	
PM ₁₀						
PM _{2.5}						



Types of SIPs with MVEB

- SIPs that contain MVEB
 - Control strategy implementation plans
 - Maintenance plans
- MVEB must be established for
 - Milestone years (RFP)
 - Attainment and post-attainment (PM2.5) years
 - Last year of the maintenance plan



Tools for Developing MVEB

- Use latest EPA-approved emission model, consistent with SIP inventories –
 EMFAC2017
 - Vehicle population & type
 - Vehicle age distribution
- Vehicle activity (VMT and speed) must be based on the latest planning assumptions and network-based modeling
 - Land use, human population, employment
 - Travel cost, level of service, congestion
- Encouraged to update the latest planning assumptions every five years



Interagency Consultation

- A forum to collaborate and discuss key elements of MVEB
 - Methodology and assumptions
 - Issues associated with travel demand and emissions modeling
- Typical Participants
 - Federal FHWA, FTA, & USEPA
 - State CARB, Caltrans
 - Regional AQMD, SCAG
 - Local Transportation and transit agencies





MVEB Adequacy Determination

- Must be determined adequate or approved by USEPA before use for a conformity determination
- Adequacy finding is separate from completeness finding on a SIP
- Adequacy finding does not guarantee approval of a SIP



Adequacy Determination Criteria

- Clearly identified and precisely quantified in SIP
- Must be consistent with emissions inventory/control measures
- Control measures achieve air quality (RFP, attainment, maintenance)
- Revisions to previously submitted
 SIPs must be explained



Adequacy Process

- Approximately 90-day process
- State submits SIP to USEPA
- USEPA announces receipt of SIP on OTAQ website to start a 30-day public comment period
- USEPA Region 9 office makes adequacy/inadequacy finding
 - Respond to any comments
 - Send a letter to state
 - Issue a Federal Register notice (FRN)
 - Post findings on the OTAQ website
- Finding effective 15 Days after FRN published



Application of Transportation Conformity

- Approved MVEB acts as a ceiling for on-road source emissions
- MPOs demonstrates conformity when adopting or amending
 - Long-range regional transportation plans
 - Transportation improvement programs
 - Federal transportation projects



Summary

- Transportation conformity ensures air and transportation agencies interact on a continuous basis
- Latest emission model and planning assumptions must be used
- MVEB must be consistent with emission inventory, RFP, and attainment or maintenance demonstration



Thank you



QUESTIONS?



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General Questions

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Overview of Transportation Control Measures and Application of Motor Vehicle Emissions Budgets

A Presentation to South Coast AQMD AQMP Advisory Group

Rongsheng Luo Planning Strategy Department, SCAG January 28, 2022





- Southern California Association of Governments (SCAG)
 - ✓ Metropolitan Planning Organization for Southern California Region: Six Counties, Four Air Basins, Five Air Districts, and 26 Nonattainment and Maintenance Areas
 - ✓ Develop Regional Transportation Plan/Sustainable Communities Strategy (RTP/SCS) and Federal Transportation Improvement Program (FTIP)
- SCAG's Role in South Coast AQMPs:
 - ✓ Provide Socioeconomic Growth Forecast and Travel Activity Projections
 - ✓ Develop Regional Transportation Plan/Sustainable Communities Strategy and Transportation Control Measures (Appendix IV-C)



RTP/SCS

- Mandated by federal government, a regional blueprint that provides a 20+ year vision for investing in a multimodal transportation system
- ✓ Required by SB 375, a Sustainable Communities Strategy (SCS) to meet regional GHG emission reduction targets
- ✓ Serves as regional transportation strategy and control measures for South Coast AQMP
- Required to Demonstrate Transportation Conformity



FTIP

- ✓ Short-term Transportation Program Implementing RTP/SCS; Developed Every Two Years
- ✓ Also Required to Demonstrate Transportation Conformity





Federal Regional Transportation Conformity Requirements:

- ✓ Regional Emissions Analysis: meets all applicable motor vehicle emissions budget or interim emission tests for all milestone, attainment, and planning horizon years for all applicable criteria pollutants in all nonattainment and maintenance areas.
- ✓ Timely Implementation of TCMs:
 All committed TCMs are given funding priority, are expected to be implemented on schedule, and in the case of any delay, any obstacle to implementation have been or are being overcome.
- ✓ Fiscal Constraint:

 Reasonably available transportation revenues have been identified to meet all transportation projects/programs costs
- ✓ Interagency Consultation and Public Involvement Process:

 Follow interagency consultation and public involvement strategies described in SCAG's Public Participation Plan



- Consequences of Regional Transportation Conformity Failures:
 - ✓ Conformity Lapse Grace Period/Conformity Freeze:
 - Transportation projects in current conforming RTP/SCS and FTIP can move forward
 - ✓ No new RTP/FTIP amendments except exempt projects
 - ✓ Conformity Lapse:
 - ✓ Only exempt projects and previously authorized TCM projects can move forward
 - ✓ All impacted projects can neither receive federal funding, federal approval, nor be amended into RTP or FTIP

What Are Transportation Control Measures (TCMs)?

SCAG.

 Define in Federal Clean Air Act: Transportation programs and projects that reduce vehicle use or changes traffic flow or congestion conditions for purposes of reducing emissions from transportation sources, excluding technology, fuel, and maintenance based measures



- Three Categories of Projects:
 - ✓ High Occupancy Vehicle (HOV) and High Occupancy Toll/Express Lane
 - ✓ Transit and Non-motorized Modes/Active Transportation
 - ✓ Information-based Strategies (e.g., traffic signal synchronization)







How Are TCMs Added and Enforced?



- Roll-over Process: A TCM project is automatically committed if funding is programmed in the first two year of right-of-way or construction phase through SCAG's FTIP development process.
- Enforced On-going TCM Timely Implementation:
 - ✓ Report on implementation status and demonstrate timely implementation in every RTP/SCS and FTIP
 - ✓ A TCM is required to be substituted if it is delayed significantly or cannot move forward
 - ✓ TCM substitution requires interagency consultation, public comment, SCAG Regional Council adoption, and concurrence by both ARB and US EPA.





- Draft 2022 AQMP TCM RACM analysis (required for Serious and above ozone SIP) demonstrates that all reasonably available TCMs are being implemented in the South Coast Air Basin.
- EPA approved last 2016 AQMP TCM BACM analysis (required for Serious PM_{2,5} SIP) demonstrates that the best available TCMs are being implemented in the South Coast Air Basin:
 - ✓ Much more robust TCM selection process
 - ✓ Much greater level of total and per capita funding for TCMs
 - ✓ Past and continuing substantial increase in TCM infrastructure
 - ✓ No new TCMs were identified for consideration from TCM programs outside of South Coast



How Effective Are TCMs in Reducing Emissions in South Coast?

- Based on draft analysis of TCMs in 2020 RTP/SCS for illustrative purposes: TCMs would yield only 0.3-0.4 ton per day of emission reduction in VOC and NOx in 2035
- Potential future emission reduction from TCMs will be consistently diminishing due to increasingly cleaner vehicles





- Used in RTP/SCS and FTIP Regional Emissions Test that is required as part of the transportation conformity analysis and determination
- Emissions from RTP/SCS and FTIP must not exceed applicable motor vehicle emissions budgets for all milestone, attainment, and planning horizon years for all applicable criteria pollutants in all nonattainment and maintenance areas





• Example: South Coast 2008 and 2015 Ozone Budget Test Table

Pollutant		Nonattainment Area	2023	2026	2029	2031	2037	2045
	Budget	SCAB	68	60	54	50	50	50
		Morongo	0.2	0.2	0.2	0.2	0.1	0.1
	Plan Emission	Pechanga	0.1	0.1	0.0	0.0	0.0	0.0
ROG		SCAB excluding Morongo and Pechanga	65.3	57.9	52.0	48.4	40.5	36.9
		Sum	65.5	58.1	52.3	48.6	40.6	37.0
		SCAB	66	59	53	49	41	37
	Budget – Plan Emission		2	1	1	1	9	13
	Budget	SCAB	89	77	69	66	66	66
	Plan Emission	Morongo	0.9	0.7	0.6	0.5	0.4	0.4
		Pechanga	0.5	0.4	0.3	0.3	0.2	0.2
NOx		SCAB excluding Morongo and Pechanga	80.7	69.5	61.2	57.3	51.3	52.7
		Sum	82.1	70.6	62.1	58.1	51.9	53.2
		SCAB	83	71	63	59	52	54
	Budget – Plan Emission		6	6	6	7	14	12

Questions?

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Updates on 2022 AQMP Control Measures / Control Strategy

AQMP Advisory Group Meeting Agenda Item # 5 January 28, 2022

Cleaning The Air That We Breathe...



2022 AQMP Control Measures Workshop

- South Coast AQMD and CARB hosted the Workshop on November 10, 2021
 - South Coast AQMD stationary source measures (morning)
 - South Coast AQMD mobile source measures (afternoon)
 - CARB SIP Strategy measures (afternoon)
- Preliminary comment period ended December 8, 2021





Public Comment Letters

National Fuel Cell Research Center - Dr. Jack Brouwer

•	Re	eceived 92 comment letters
		Concerned constituents (82 individuals with similar comments)
		American Coatings Association (ACA)
		Southern California Air Quality Alliance (SCAQA)
		Roof Coatings Manufacturing Association (RCMA)
		California Environmental Voters/Sierra Club/RMI/Peoples Collective for Environmental Justice/ Earthjustice/Center for Community Action & Environmental Justice/Coalition for Clean Air
		California Council for Environmental and Economic Balance (CCEEB)
		Regulatory Flexibility Group (RFG) represented by Latham and Watkins
		Earthjustice and undersigned organizations
		California Communities Against Toxics/California Kids IAQ/ Center for Community Action & Environmental Justice/Coalition for Safe Environment/Community Dreams/East Yard Communities for Environmental Justice/EMERGE/NAACP/Pacific Environment/People's Collective for Environmental Justice/San Pedro & Peninsular Homeowner's Association/USC professors/West Long Beach Association
		Western States Petroleum Association (WSPA)
		Southern California Gas Company (SoCalGas)



Summary of Key Comments

Category	Key Comments	Commentors
Transition to zero-emission (ZE) and near-zero emission (NZE) technologies	 Focus on regulatory approach rather than incentive measures Prioritize adopting ZE technologies and incentive programs for low-income/environmental justice communities Use of ZE and NZE fuel cell systems to replace large turbines Heavy economic impacts to small and medium-sized businesses with a major transition (scale and pace) and costly mandate 	 Concerned constituents SCAQA California Environmental Voters/Sierra Club/RMI/Peoples Collective for Environmental Justice/Earthjustice/Center for Community Action & Environmental Justice/Coalition for Clean Air CCEEB Earthjustice NFCRC
Incentives	 Shifting existing incentive programs to ZE Targeted incentives – all for ZE Oppose sole reliance on incentive programs 	• Earthjustice



Summary of Key Comments (cont'd)

Category	Key Comments	Commentors
ZE and NZE technologies for stationary and area sources	 Penetration of ZE technologies in residential buildings, commercial buildings, and for large combustion equipment Pathway to additional NOx reduction goal in refinery sector given recent Rule 1109.1 amendment Stranded assets if ZE technology implemented soon after BARCT-level controls are implemented ZE/NZE technology availability and fit for turbines 	 WSPA California Environmental Voters/Sierra Club/RMI/Peoples Collective for Environmental Justice/Earthjustice/Center for Community Action & Environmental Justice/Coalition for Clean Air CCEEB Earthjustice NFCRC
Buildings	 Support of ZE technologies Greater commitment to solar energy technologies in new construction/major remodels Support targeted incentives for environmental justice communities and low-income households Costs associated with building decarbonization and impacts on low-to middle-income households 	 Concerned constituents Earthjustice California Environmental Voters/Sierra Club/RMI/Peoples Collective for Environmental Justice/Earthjustice/Center for Community Action & Environmental Justice/Coalition for Clean Air SoCalGas



Summary of Key Comments (cont'd)

Category	Key Comments	Commentors	
Emergency engines / back up generators	 Emergency engines at essential public services must be a special category Allow non-ZE technologies for emergency engines Public safety, feasibility, and need of reliable and instantaneously available emergency backup engines Costs and benefits of diesel back up generators 	CCEEBWSPASCAQASoCalGas	
Infrastructure	 Infrastructure planning and technology assessment to support ZE technologies (e.g., assurance of electrical grid) Gradual transition from a fossil-fuel based economy Operational challenges from increasingly higher renewable resource mix Emissions from dispatchable electric generators 	SCAQACCEEBRFGSoCalGas	
VOC measures	 More VOC reductions from petroleum refinery sectors Concerns with removing PCBTF/tBAC exemptions Concerns with incentivizing UV/EB/LED technologies Efficacy of FUG-01 in achieving emission reduction goal 	ACARCMACCEEBEarthjusticeWSPA	



Summary of Key Comments (cont'd)

Category	Key Comments	Commentors		
Transportation / mobile source related measures	 Additional measures for transportation sector (MVEB, robust TCM, general conformity, etc.) Emission reductions from commercial marine ports Additional ISRs for railyards, new development and other sources Adoption of aggressive fleet rules 	• Earthjustice		
Utilization of Clean Air Act Section 182(e)(5)	• Support/oppose reliance on black box measures	EarthjusticeWSPA		
Fair share reductions	• Fair share emission reductions by EPA and CARB	• CCEEB		



Next Steps



Address and incorporate public comments



Control Measures Development



Working Group Meetings



Release of Draft Control Measures



Release of Draft AQMP